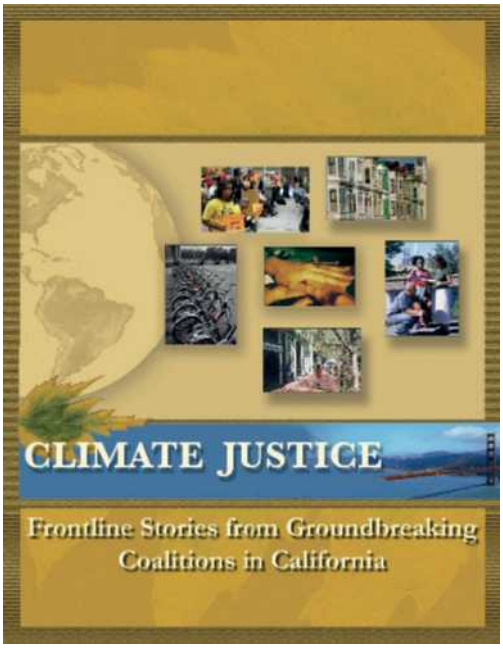
CLIMATE JUSTICE

Frontline Stories from Groundbreaking Coalitions In California



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Breakthrough Communities Learning Action Project
Earth House Center
Oakland CA

Mission

Breakthrough Communities builds multi-racial and multi-class leadership for sustainable metropolitan communities in California, the United States and globally. We provide education, training and multimedia communication tools.

Breakthrough Communities demonstrates that a viable economy, a healthy environment and social equity are mutually reinforcing and provide the framework for planning and resource allocation to achieve healthy, just and sustainable communities.

Support

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Material produced in this manuscript includes original contributions by coalition partners, as well as original work by Breakthrough Communities team. This draft manuscript has been compiled in preparation for future distribution across a variety of platforms for the intention of strengthening the work of the coalition partners featured here.

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Dedication

"History is governed by those overarching movements that give shape and meaning to life by relating the human venture to the larger destinies of the universe... The Great Work of a people or era is the creating of such an overarching movement... This generation's Great Work is the transformative effort to change human-Earth relations from disruptive and destructive to mutually enhancing and beneficial."

— Thomas Berry, The Great Work: Our Way into the Future, 1999

This work is dedicated to civil rights and transportation justice advocates of the past on whose shoulders we stand, to climate justice advocates today in all regions of California and throughout the world, and to future generations of the human-Earth community who will benefit from our work.

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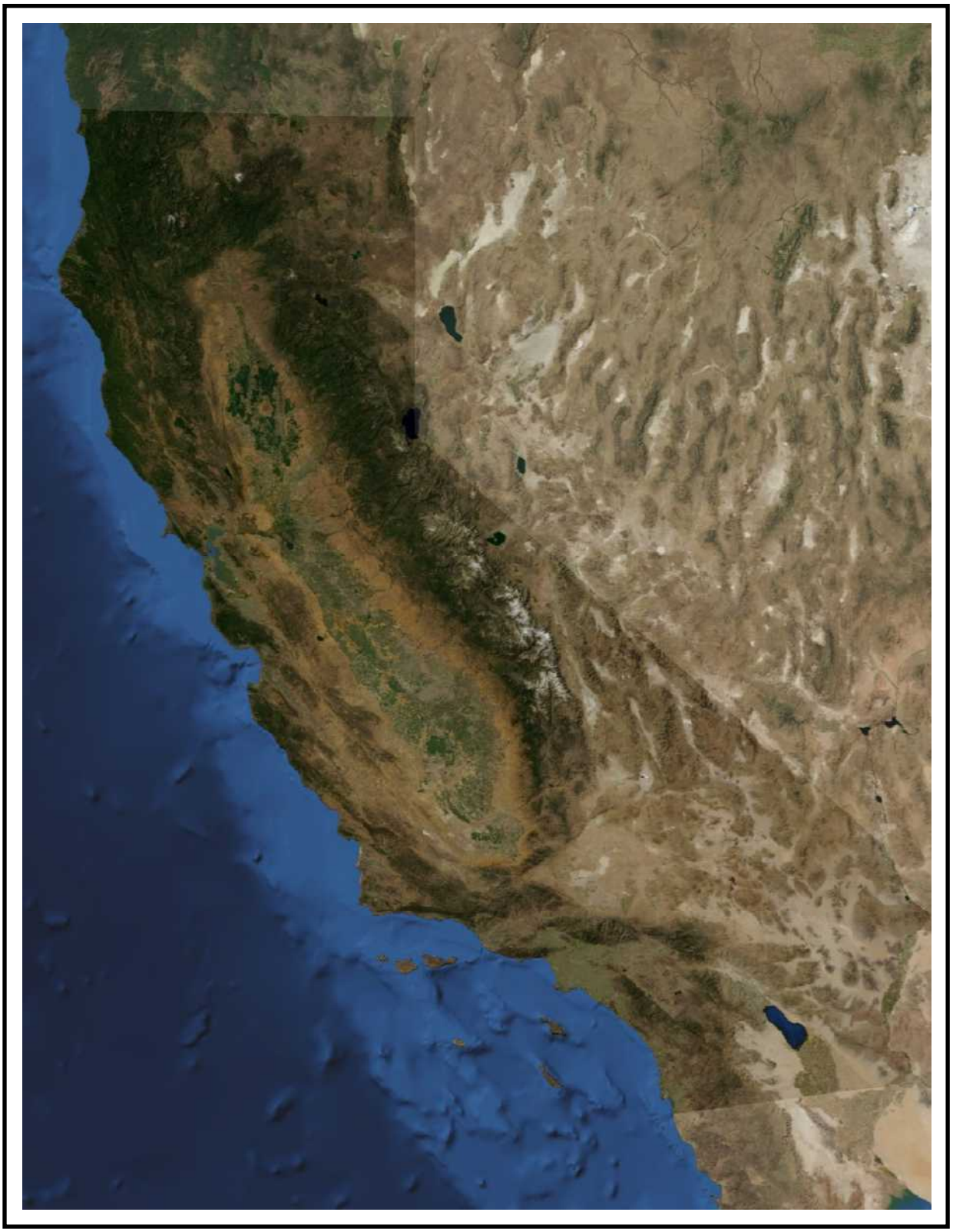


California

Introduction to California Regional Reports

In this Statewide section of Climate Justice, we have gathered reports from the five metropolitan regions that account for about 95% of greenhouse gas emissions from automobiles and light trucks, with a focus on regional partnerships between community groups and university departments. We are hearing from community groups generating knowledge and setting their own terms for institutional research, who are partnering with university professors interested in redirecting their work to folks on the ground while linking their data and modelling efforts to community priorities. Wherever possible, our university community partners worked with our CCJSC partners and the Building Healthy Communities (BHC) sites.

The California Coalition for Just and Sustainable Communities (CCJSC) is a cross-regional coalition that seeks to build community infrastructure and leadership in planning and policy-making by supporting region-by-region advocacy efforts that lead with an equity agenda focused on triple-bottom-line (Equity, Environment, and Economy) outcomes. CCJSC also identifies and supports key state policy strategies that will advance their regional equity objectives. CCJSC is a collaboration of regional and community-based equity coalitions in five metropolitan areas:

Bay Area:
Urban Habitat and Public Advocates Inc.

Los Angeles and Eastern Coachella Valley
Physicians for Social Responsibility Los Angeles and California Rural Legal Assistance, Inc.

Sacramento
Sacramento Housing Alliance

San Diego
Breakthrough Communities and Justice Overcoming Boundaries

San Joaquin Valley
California Rural Legal Assistance, Inc. and PolicyLink

We structured the CCJSC so that each regional lead organization works with a network of local equity groups whose constituencies will be most impacted by regional planning. While some of the lead organizations have gone through changes, the relationships forged and the infrastructure created remain resilient and poised for deployment.

Contents of the Statewide Section of Climate Justice

We open with a comparative overview of the five regions by Dr. Manuel Pastor from the University of Southern California's Program for Environmental and Regional Equity.

The Sacramento section features by Chris Benner from University of California San Diego's Center for Regional Change (CRC), and Veronica Garibay from the Leadership Council for Justice and Accountability.

The Los Angeles/SCAG section features Beth Steckler from Move LA, Vanessa Carter and Madeline Wander from University of Southern California's Program for Program for Environmental and Regional Equity (PERE), and Martha Dina Arguello from and Monika Shankar from Physicians for Social Responsibility.

The San Joaquin valley section features Jonathan London and Catherine Garoupa White from University of California San Diego's Center for Regional Change (CRC), and Kendra Bridges from California Department of Public Health

The San Diego/SANDAG section features Barry Schulz from University of California San Diego's Center for Urban Economics and Design (CUED), and Christina Gonzales from Justice Overcoming Boundaries (J.O.B.), an affiliate of Gamaliel of California.

The Statewide reports for the San Francisco Bay Area region are prepared by Alex Karner, of University of California San Diego's Center for Regional Change (CRC) and the Global Institute of Sustainability at Arizona State University, and by Solange Gould of the Public Health Institute's Center for Climate Change and Health and UC Berkeley.

California

Five Regions in California: Conversation with Manuel Pastor

Manuel Pastor, PhD, USC, PERE

Dr. Manuel Pastor is Professor of Sociology and American Studies & Ethnicity at the University of Southern California. Founding director of the Center for Justice, Tolerance, and Community at the University of California, Santa Cruz, Pastor currently directs the Program for Environmental and Regional Equity at USC and co-directs USC's Center for the Study of Immigrant Integration. He holds an economics Ph.D. from the University of Massachusetts, Amherst, and has received fellowships from the Danforth, Guggenheim, and Kellogg foundations and grants from the Irvine Foundation, the Rockefeller Foundation, the Ford Foundation, the National Science Foundation, the Hewlett Foundation, the MacArthur Foundation, Atlantic Philanthropies, the California Environmental Protection Agency, the W.T. Grant Foundation, The California Endowment, the California Air Resources Board, and many others.

Pastor's research has generally focused on issues of the economic, environmental and social conditions facing low-income urban communities—and the social movements seeking to change those realities. His most recent book, Just Growth: Inclusion and Prosperity in America's Metropolitan Regions, co-authored with Chris Benner (Routledge 2012), argues that growth and equity can and should be linked, offering a new path for a U.S. economy seeking to recover from economic crisis and distributional distress. Previous volumes include: Uncommon Common Ground: Race and America's Future (W.W. Norton 2010; co-authored with Angela Glover Blackwell and Stewart Kwoh), which documents the gap between progress in racial attitudes and racial realities and offers a new set of strategies for both talking about race and achieving racial equity; This Could Be the Start of Something Big: How Social Movements for Regional Equity are Transforming Metropolitan America (Cornell University Press 2009; co-authored with Chris Benner and Martha Matsuoka) which highlights a promising set of organizing efforts across the U.S.; Staircases or Treadmills: Labor Market Intermediaries and Economic Opportunity in a Changing Economy (Russell Sage 2007, co-authored with Chris Benner and Laura Leete) which offers a critique of current employment strategies and argues for a new "high road" approach to connecting demand and supply in labor markets; and Regions That Work: How Cities and Suburbs Can Grow Together (University of Minnesota Press 2000; co-authored with Peter Dreier, Eugene Grigsby, and Marta Lopez-Garza), a book that has become a standard reference for those seeking to link neighborhoods and regions.

Dr. Pastor speaks frequently on issues of demographic change, economic inequality, and community empowerment and has contributed opinion pieces to such outlets as the Los Angeles Times, the San Jose Mercury News, the San Francisco Chronicle, the Sacramento Bee, the Huffington Post, and many others. He served as a member of the Commission on Regions appointed by California's Speaker of the State Assembly, and as a member of the Regional Targets Advisory Committee for the California Air Resources Board. In January 2002, he was awarded a Civic Entrepreneur of the Year award from the California Center for Regional Leadership in recognition of his work with metropolitan leaders, and in 2012, he was awarded the Wally Marks Changemaker of the Year award from the Liberty Hill Foundation in Los Angeles in recognition of his many research partnerships with social justice organizations.

To launch our reflections on statewide organizing, the Breakthrough Communities team benefitted from our conversation with Professor Manuel Pastor, director of USC Program for Environmental and Regional Equity (PERE). We are grateful for his permission to include the following excerpts from his remarks on regional differences in community engagement with the SB 375 Sustainable Communities Strategy (SCS) process in California

MP What strikes me is the geographic variation in the response to SB 375

The four places in the state that have strong MPOs and/or CBOs of size and scale are Sacramento, the Bay Area, Southern California, and San Diego, so you might have expected a weak response from both the MPO and the community organizations in the San Joaquin Valley. The Central Valley has various different and smaller MPOs, while community organizing in the Central Valley is often around issues less directly related to land use, such as immigrant integration (although environmental justice is certainly an important and relevant issue). The Inland Empire has a lot of environmental justice work as well as a focus on warehousing and warehouse workers, but the capacity of CBOs is often limited. Yet, the San Joaquin Valley has seen significant community engagement efforts in the SB 375 process.

In Sacramento, SACOG had already begun doing modeling for compact development, and had seen some community response to the process. When SACOG started the blueprint planning process in 2002, Sacramento community members organized to gain inclusion, facilitated partly by the UC Davis Center for Regional Change and the Coalition on Regional Equity (CORE). SACOG was not only in an easier position than many of the other MPOs in the state to switch to doing a Sustainable Communities Strategy, but community members also had prior experience working with them.

Like Sacramento, ABAG in the Bay Area was also primed to develop an SCS by virtue of its previous planning efforts, and had previous experiences with community engagement. Partly because of the Social Equity Caucus that Carl Anthony helped create, community organizations had already had some beneficial interactions with the MPO. So the Bay Area was primed for the Six Wins campaign, in which achieving changes in the Sustainable Communities Strategy could be seen as a real opportunity for policy and organizing.

There has not been a similar response in Southern California, except, to some extent, in San Diego, which is little bit more compact. SANDAG put out a Sustainable Communities Strategy that many community groups thought failed to sufficiently address equity, and the Environmental Health Coalition and several other organizations recognized the opportunity in dealing with SANDAG and commenting on the Sustainable Communities Strategy.

The interesting anomaly has been the relative disengagement with the MPO here in Southern California. I think this has to do with the fragmented nature of our geography in Southern California—sometimes it is hard to see our common fate. On the other hand, we have a set of pretty strong social-movement organizations that have indeed had regional strategies and regional targets—but they have not generally seen SCAG as the appropriate target for organizing. The Los Angeles Alliance for a New Economy (LAANE), for example, has targeted big regional developments, the ports, and LAX. Environmental justice organizations have collaborated to effectively target the Air Quality Management District. Then, of course, we have the Bus Riders Union / Labor Community Strategy Center, which has targeted our county's Metropolitan Transportation Authority. We also have a strong immigrant rights movement. But planning and land use organizing tends to be targeted at the City and County of Los Angeles, not necessarily SCAG.

Why is that?

First, I think that these organizations came of age in a different era, and are used to different targets. Southern California does not have a similar history to the Bay Area, where Carl and a few others saw a real opportunity with ABAG and scrambled to interest equity groups and influence the process, which was one of the roots of the Social Equity Caucus.

The second big difference between the two areas is that Southern California has a single large central city. Los Angeles is outsize in its influence, representing half the population of L.A. County and serving as the disproportionate anchor of the entire region in many different ways. Groups tend to think that organizing in the City of Los Angeles is effectively doing regional organizing. That is not the case for groups that work in San Francisco or Oakland or San Jose; the region is necessarily more multipolar than any specific city.

A third key factor: Southern California has a very different and a very strong labor movement. Labor is a major political actor in L.A., so if labor is engaged on a particular issue (like the ports or community benefits agreements), that issue will get a lot of play; if not, it will get less attention. Labor has not been too engaged on the SCS in Southern California.

So there are some structural reasons and some historical reasons that led to whether the SCS was seen as viable to organize around. There simply has not been a Six Wins campaign in Southern California.

However, L.A. community groups have done a very good job of building power. The Bus Riders Union has had a surprisingly large effect on transportation policy. California Calls, which grew out of L.A. organizing and is anchored here, has been transforming the political landscape of the state. LAANE is extraordinarily effective in its new recycling campaign, as well as in many other efforts. Communities have made major impacts on moving community policing. And, of course, there's been great progress on immigrant integration. People see these targets as more effective, or more in line with their interests.

The question is, what is the *hook* for SB 375 in L.A.? PERE tackles this question in *An Agenda for Equity: A Framework for Building a Just Transportation System in Los Angeles County,* our most recent piece supported by The California Endowment and other smart growth funders who were wondering about this exact conundrum: Besides a few transit groups like MoveLA and the Bus Riders Union, few organizations are engaged with the SCS discussion. The piece tries to stir up more interest by lifting up the frame of "Just Growth"; essentially, we stress that equity is important for economic growth and note that transportation can be the sweet spot for Just Growth. The important thing is getting people to jobs; making sure that transit-oriented development does not displace the exact people who are most likely to use public transit; making sure the system serves immigrants and other low-income folks who disproportionately use mass transit so that they can spend more time with their families and help their kids do their homework, etc. In short, equitable transportation is more efficient in serving transit-using populations—it facilitates their economic potential, and the whole region benefits. In *An Agenda for Equity,* we argue that there are many ways to engage people around these issues, but we need to start from the daily realities that make sense in people's lives.

One particular challenge in L.A. has been the historic fight around rail versus bus. Previously, a tremendous amount of money went into ensuring that suburbanites could get into Los Angeles comfortably without experiencing Los Angeles (i.e., a dedicated rail line). Now, light rail is developing through many neighborhoods, including low-income neighborhoods, and people are talking more about an integrated system in which rail, bus, and bikes combine to connect people to jobs and services. We still need to make sure that buses and low-income bus riders do not get neglected, since they are some of the constituencies that make the transit system most effective, but while rail versus bus was the key equity fight in the past, now the struggle is more nuanced.

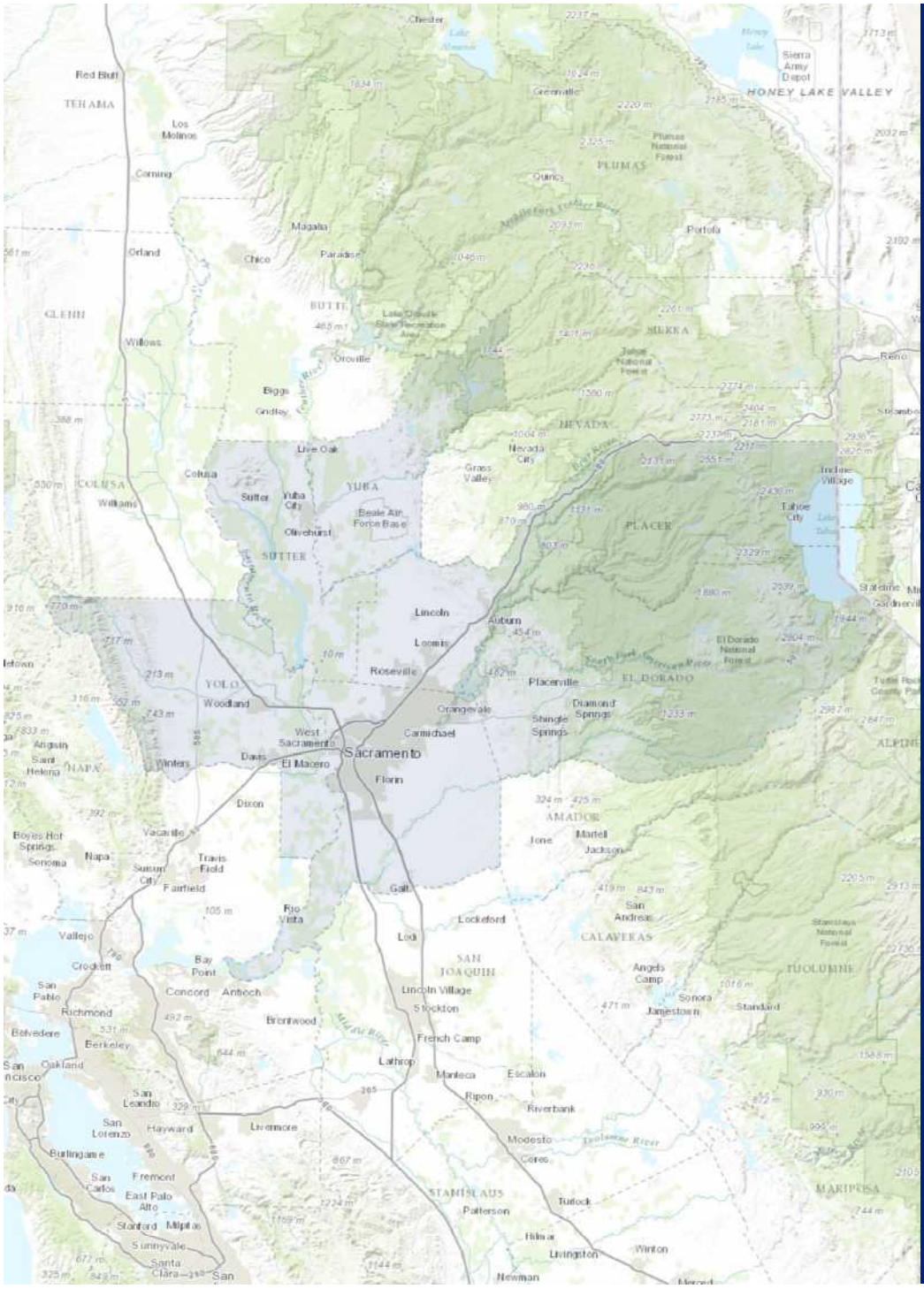
Not to say that engagement with SB 375 in Southern California could not be potentially useful. But **it is wrong to start with a policy tool and ask why people do not engage; we should instead ask what engages people and how can we build from there.** You can ask, "Why is there a Six Wins campaign in the Bay Area and there is no such thing in

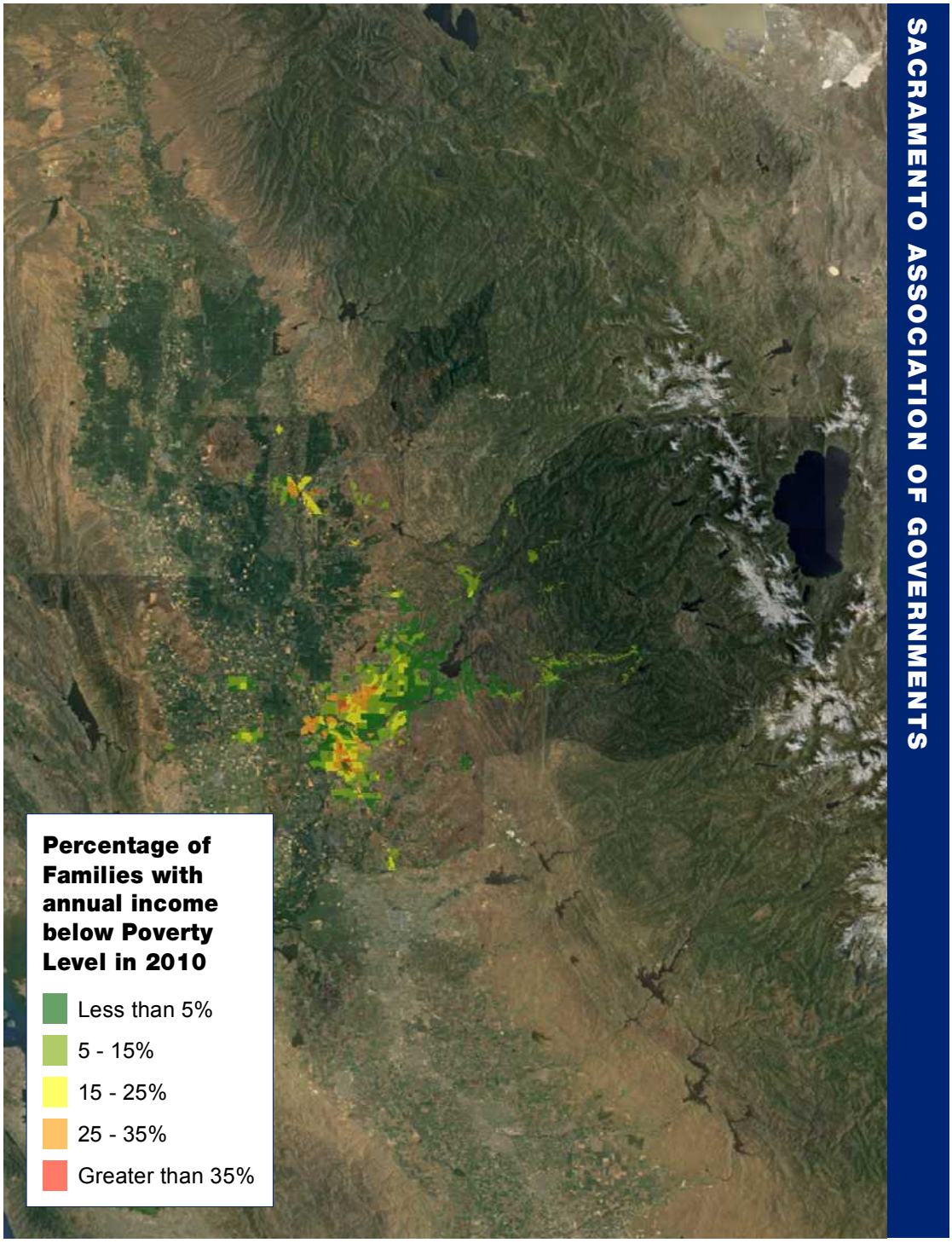
Los Angeles? And isn't that particularly strange given that L.A. has become a hotbed of social-movement organizing?" and get some of the answers above: ABAG looks like a more natural target than SCAG; there is a single big central city here; and there is a different constellation of power, particularly the role of labor.

My approach is to ask: "How did regional equity get put on the agenda in Southern California and how can we include SB 375 in that evolution?" Regional equity got put on the agenda by LAANE and SCOPE and others fighting for community benefits and jobs, by the Bus Riders Union fighting for transit, and by environmental justice groups fighting against bad air and noxious facilities. While in the Bay Area, regional equity surfaced through Urban Habitat forming a Social Equity Caucus, in part because there was an opportunity to influence things at ABAG and the Bay Area Council. Southern California and the Bay Area had experienced different opportunities within the policy-making structures around planning issues.

So **you can not grade regions against one another—you have to look at the specificities of each situation and craft organizing and policy packages that ring true to people's history and organizing experience. It complicates our work, but it likely facilitates achievement of the real goal: a more inclusive, prosperous, and democratic California.**

Sacramento Region




SACRAMENTO ASSOCIATION OF GOVERNMENTS
Percentage of Families with annual income below Poverty Level in 2010
Less than 5%
5 - 15%
15 - 25%
25 - 35%
Greater than 35%

California
Sacramento Region

Introduction to Sacramento Region

The Sacramento Region encompasses six counties and twenty-two cities, and includes substantial urban, rural, and suburban communities. According to the UC Davis Center for Regional Change and the Coalition on Regional Equity, the Sacramento region faces many challenges. In their joint May 2010 SCORECARD Baseline Regional Report, they state that the Sacramento region is diverse in race, but spatially segregated with differences among urban, suburban, and rural areas, as well as east to west differences. Racial segregation patterns are compounded by income disparities evident across the region, with predominantly African American, Latino and Asian often falling behind mostly white communities in income. This concentration of poverty is evident in urban communities such as South Sacramento, Del Paso Heights, and in portions of rural Yolo, Sutter and Yuba counties. These patterns suggest the need for concerted work toward promoting equity throughout the Sacramento region, focusing on the identified racial, spatial and income divides.

In light of these challenges, equity advocates in the Sacramento region have formed collaborative efforts to address equity concerns around transportation and land use planning. Viewing sustainability planning efforts as a vehicle to promote both an improved economy, increased environmental sustainability, as well as increased regional equity, advocates in the Sacramento region began to engage in implementation of Senate Bill 375 soon after the bill was signed into law. The Sacramento Region's equity network engaged in SB 375 advocacy is led by the Sacramento Housing Alliance, and is housed in the Sustainable Communities Work Group of the Coalition on Regional Equity. The Coalition on Regional Equity formed in 2007 to bring together organizations across sectors to advocate for regional development that is equitable, sustainable, and promotes public health for low-income communities and communities of color in the Sacramento region.

Equity advocates in the Sacramento region have a vision for the region that includes opportunities for all residents to live in communities rich with jobs, connected by transit as well as bicycle and pedestrian networks, accessible to services and recreation, and without threat that public investment will drive housing costs up and displace residents from their homes.

To ensure that all residents in the region have the opportunity to thrive, the built environment must encourage sustainable development and livable, healthy communities. In addition, the transportation network must be planned for all users. It must include reliable, affordable access to multiple modes, including transit, walking, and bicycling. It must serve all of our neighborhoods, linking jobs, housing options at all income levels, services, educational institutions and opportunities for recreation. Particular attention must be paid to ensure that low-income communities and communities of color benefit from, and are not disadvantaged by, investment to create a more sustainable region.

Priority disadvantaged communities to work with in the Sacramento region include South Sacramento and Del Paso Heights, communities in Sacramento County that are already engaged in related land use and transportation advocacy efforts of the Coalition on Regional Equity and its' partners Ubuntu Green, WALKSacramento and others. Other priority communities are currently being identified by equity advocates through meetings with neighborhood associations and relevant community-based organizations around a transportation equity advocacy campaign. To date, partner organizations in South Sacramento, Elk Grove, North Sacramento, and the urban core of Sacramento have been recruited to support this campaign, and will continue to be engaged

in future efforts. These organizations are all based in communities which are primarily low-income and people of color, and represent those most dependent on public transit for daily transportation needs. Coalition outreach to new partners in areas outside of Sacramento County is underway, specifically in Yolo, Placer and Sutter counties. This outreach will help identify partners to engage in equity advocacy around regional planning processes in the future.

There are six specific outcomes sought by equity advocates for the Sacramento region, with accompanying tactics and strategies.

First, equity advocates seek to achieve a balance between housing and employment at all price and income levels. Strategies include assisting the Sacramento Area Council of Governments (SACOG) in the development of a Jobs-Housing Fit Analysis Tool, which will link the cost of housing in a community to the wages of jobs available in that community.

The second outcome is that the region's natural assets are preserved including farmland, recreational open space, rivers and other habitats.

The third identified outcome is that transportation funding promotes compact development, bicycle, pedestrian and complete streets improvements, and public transit over new road creation and road expansion; these priorities will support reducing GHG production.

Fourth, equity advocates in the Sacramento region seek that families have choices of affordable rental homes in a broad range of communities.

The fifth outcome identified is the revitalization of existing communities without displacing existing residents.

The sixth and final outcome identified by Sacramento region equity advocates is that an Equity Scenario is included in the next MTP/SCS, and/or equity is integrated into every Scenario.

Source:

California Coalition for Just and Sustainable Communities' Planning Grant for Equity in SB 375 Sustainable Communities Strategies.

The Statewide reports for the following section on the Sacramento region are prepared by:

- Chris Benner from University of California San Diego's Center for Regional Change (CRC)
- Veronica Garibay from the Leadership Council for Justice and Accountability.

California
Sacramento Region

Insider-Outsider Dynamics

Sacramento Regional Equity and Sustainability Community Planning

"*Power concedes nothing without a demand. It never did and it never will.*"
-Frederick Douglass

by Chris Benner

Dr. Chris Benner is an Associate Professor of Community and Regional Development, and Chair of the Geography Graduate Group at the University of California, Davis. His research focuses on the relationships between technological change, regional development, and the structure of economic opportunity, focusing on regional labor markets and the transformation of work and employment patterns. His applied policy work focuses on workforce development policy, the structure, dynamics and evaluation of workforce intermediaries, and strategies for promoting regional equity. Dr. Benner's recent book, co-authored with Manuel Pastor, is *Just Growth: Inclusion and Prosperity in America's Metropolitan Regions*. He has written or co-authored three other books: *This Could Be The Start of Something Big* (2009) which examines new regional movements around community development, policy initiatives, and social movement organizing, and their potential for promoting greater economic opportunity for disadvantaged residents in metropolitan areas; Staircases or Treadmills (2007), the first comprehensive study documenting the prevalence of all types of labor market intermediaries and investigating what intermediary approaches are most effective in helping workers to secure jobs with decent wages, benefits and long term employment opportunities; and *Work in the New Economy* (2002), an examination of the transformation of work and employment in the information economy, providing an original and insightful analysis of growing volatility in work demands and increasingly tenuous employment relations.

Prior to joining UC Davis, Dr. Benner was an Assistant Professor of Geography at Pennsylvania State University. Prior to that, he was a research associate at Working Partnerships USA, a dynamic non-profit advocacy organization in Silicon Valley working to rebuild links between economic policy and community well-being. Dr. Benner's work has also included providing technical assistance to a range of public, private and non-profit agencies, ranging from the Sacramento Area Council of Governments to the Congress of South African Trade Unions (COSATU), analyzing regional development strategies for the Organization of Economic Cooperation and Development (OECD), evaluating workforce development programs for the Keystone Research Center, the Pennsylvania Department of Labor & Industry and the National Fund for Workforce Solutions, and serving on technical advisory boards for the Urban Habitat Program (San Francisco), the Center for Policy Initiatives (San Diego) and the California Economic Strategy Panel, among others. He received his Ph.D. in City and Regional Planning from the University of California, Berkeley.

Introduction

In Sacramento, the Sustainable Communities and Climate Protection Act of 2008 (SB 375) raised a fundamental tension for those interested in social equity in our regions. The legislation has opened up new avenues of access, strengthening social change advocates ability to influence regional planning decisions by the Sacramento Area Council of Governments (SACOG)—decisions involving direct expenditures of over $40 billion by 2035, and indirectly many billions more, that shape economic opportunities for disadvantaged populations in the region. Engaging in the formal regional planning processes that are at the core of SB 375 provides new opportunities to promote greater equity in our region, and SACOG staff have been quite open in soliciting and incorporating community input. At the same time, engaging in these processes is time-consuming, and requires developing some understanding of the highly technical transportation and land use models that inform SACOG's planning efforts. Furthermore, it is clear that SB 375 is a far from perfect tool for social justice advocates, with specific mandated targets only related to greenhouse gas emission reductions, and weak incentives and regulations promoting denser urban development. Development in the region is still heavily influenced by private developer interests and local government zoning decisions that continue to perpetuate sprawling, auto dependent development patterns that contributes to inequality in the region. In contrast to the Bay Area and Los Angeles regions, Sacramento has a much weaker base of community organizations focused on power-building, and thus these developments proceed with less open protest than might occur in other regions of the state. Thus a critical question for social equity advocates in the region involved in SB 375 regional planning is how engagement in these processes can contribute to community organizing and community power, not just better planning policy. It is in the process of navigating this tension between the inside game and the outside game, both before and after SB 375 was implemented, that important gains have been made in the Sacramento region.

Context of Regional Equity and Sustainable Community Planning in Sacramento

Sacramento region has been a leader in the state in implementing regional "blueprint planning" as a way of engaging civic leaders, citizens and other stakeholders in the process of deliberation centered on desired growth outcomes. From 2002 to 2004, SACOG and its partner Valley Vision, an independent regional collaborative leadership organization, led a two-year long planning process involving thousands of citizens from throughout the region, who used modeling technology to provide meaningful feedback on long term urban development policy choices. By comparing a base case scenario employing current development trajectories to a number of scenarios based on denser development and smart growth principles, this process helped highlight the environmental and social problems associated with the region's development, with more than 1,000 citizens directly involved in regional workshops and more than 1,400 in a final regional forum where preferred scenarios were endorsed. SACOG was recognized throughout the country for this process, and this experience was important in informing State Senator Darrel Steinberg's perspectives as he developed SB 375.

For social equity advocates in the region, however, the experience was somewhat mixed. On the one hand, there was an impressive mobilization of dozens of organizations in the region representing poor communities to become engaged in the planning process, including hundreds of people participating in three sessions specifically devoted to diversity in the blueprint planning process, and organizations in the region gained substantial general education on the impact of land use policies on families and neighborhoods. At the same time, leaders involved in the initiative characterized much of their work as catching up to SACOG's rapid schedule of blueprint neighborhood meetings and described the consultation as narrowly focused on SACOG-prescribed options, rather than an equal engagement

with residents about neighborhood conditions and priorities (Pastor & Benner 2011).

In an effort to develop a more proactive agenda on regional equity, and to build greater community-driven power in the region, the Coalition on Regional Equity (CORE) was created in 2007, bringing together affordable housing developers, environmentalists, advocates focused on transportation, the homeless and poverty, social service providers, organized labor, the faith community, civil rights leaders, and health groups. Building on the organizational and social networks initiated during the blueprint process and subsequent affordable housing efforts, the coalition became increasingly visible in regional politics just at the time that SB 375 was being passed and during the early implementation period.

Some of the coalition's activities involved working closely with the Center for Regional Change (CRC), a UC Davis-based "think-and-do tank" that produces innovative research to create healthy, sustainable, prosperous and equitable regional change in California's Central Valley, Sierra Nevada and beyond. CORE and the CRC worked closely together to help document and analyze patterns of regional equity, and to inform what became a major focus of CORE's activities: promoting transportation equity in the region (Benner et al. 2011). This included engaging directly with the regional transit authority and SACOG around funding decisions and developing priorities around transit, light-rail, bike/ped and road investments.

Sacramento's First Sustainable Communities Strategy

With SB 375 processes underway, as SACOG began developing its first Sustainable Community Strategy (SCS), they had both the blueprint experience and this engagement with CORE to consider. In an effort to strengthen their public participation and engagement process, SACOG applied for and ultimately received a $1.5 million grant from the Federal Sustainable Communities Initiative. They invited the Center for Regional Change to be part of a temporary consortium steering committee to help guide implementation of this grant, which primarily involved overseeing a broad public participation process. and expand their performance metrics in their regional planning scenarios to include a Sacramento Housing and Regional Development Agency, the Regional Water Authority, and broader range of indicators, including those related to social equity, and to strengthen their relationships with key stakeholders in the region. The Center for Regional Change was primarily responsible for developing regional equity indicators with consortium stakeholders, conducting a social equity analysis of key components of the proposed SCS, and helping SACOG develop a long-term social equity performance tracking framework. Though much of the CRC's previous work on regional equity had been developed in collaboration with the Coalition on Regional Equity, and CORE was not invited to be on the steering committee itself, there was broad support within CORE for the CRC taking on this 'insider' role. Regular full consortium meetings were open to the public and CORE members were active in these broader meetings. From the beginning of 2011 until the formal adoption of Sacramento's MTP/SCS in April of 2012, social equity work focused on efforts to more fully integrate equity metrics into the plan itself, and into SACOGs own internal modeling process. This began with a series of broad public meetings to discuss key issues of concern to social equity advocates in the region, and to develop key indicators that could help monitor progress on these issues. Ultimately what was developed was a system centered on two broad indices: a vulnerability index, which focused on people and integrated a range of social indicators related to inadequate housing, service, transportation, education, health, civic participation and economic opportunities; and an opportunity index, focusing on neighborhood conditions, which integrated a range of indicators on related topics. These indicators were then used to help analyze a series of Transit Priority Areas (TPAs) that SACOG was considering focusing on for accelerated Transit Oriented Development housing and economic development projects (Benner & Tithi 2011). In this consultation process, the CRC also worked with SACOG to develop metrics for evaluating a 'jobs-housing fit', particularly to assess the availability of affordability housing units close to concentrations of low-wage jobs (Benner & Tithi 2012).

Lessons for Social Equity from SCS Process in Sacramento

It would be possible to evaluate the Sustainable Community Strategy in Sacramento solely based on the impact it is likely to have on the social and economic opportunities of disadvantaged populations in the region. From this perspective, there are some significant improvements apparent in regional development trajectories. Overall the plan envisions more than $11.3 billion spent on transit in the region by 2035, and another $2.8 billion on bike and pedestrian infrastructure, both substantial increases from previous plans. Housing stock in the region is expected to shift, with housing located in central cities and major transportation corridors increasing from 11.6% to 16.4% of all housing. If plans move ahead as envisioned, there is projected to be nearly a nearly 50% increase in the number of jobs accessible by transit from the "environmental justice" communities (EJ areas) identified by SACOG (those areas with at least 70% people of color and/or where 40% of the population is living at 200% or less of the federal poverty level), though questions remain about the suitability of those jobs for residents of the EJ areas, and these projections don't take into account potential gentrification pressures that could displace current residents. There is a projected 69% improvement in transit access to colleges and universities in the region from EJ areas, and an 18% improvement in transit access to parks. These shifts are important and substantial, though they will not transform the region from still being primarily dependent on automobile transport with significant disparities between poor and wealthy communities in the region.

But perhaps more important than the measurable changes in regional planning processes are the lessons that have emerged from the processes underpinning SCS development in the region. One important lesson, not specific to Sacramento, relates to state policy in general—SB 375 is a relatively simple law with minimal regulatory requirements, and yet it has contributed to an impressive mobilization of people throughout the state paying attention to important regional land use and transportation decisions that affect the flow of hundreds of billions of dollars—decisions that heretofore had too often been made without much public attention by appointed regional planning

From the experience in Sacramento specifically, however, I'd like to emphasize two lessons that I call the Wizard of Oz Danger and the Wizard of Oz Opportunity. As those who are familiar with the story know, Dorothy and her friends originally believed the wizard in the Emerald City was all-powerful, able to grant their key wishes if only they could convince him of the worthiness of their plight. Despite all the external indicators of immense power, in fact the wizard's powers were imaginary and the person really in charge was just an ordinary man hidden behind a curtain. The parallel danger with SB 375 and the associated Sustainable Communities Strategies is the hope that a strong SCS can in fact make social equity and sustainable communities come into being. In fact, however, the formal powers in regional plans, even with the extra regulatory input of SB 375, are minimal, and the boards of regional councils of governments remain unelected, appointed bodies with disproportionate representation from suburban communities, and an associated underrepresentation of people of color. Meanwhile, formal land use planning remains in the hands of local cities and development decisions are heavily shaped by private developers who continue to promote sprawling development patterns. In Sacramento in the past year, there are three major cases that exemplify these underlying dynamics that continue to promote sprawling development: The City of Folsom, a wealthy suburb to the east of Sacramento that has been the target of a number of public interest lawsuits for its lack of attention to building affordable housing, annexed an additional 3,500 acres of land, making what is currently rolling grassland and oak woodland available for a proposed urban development plan with 10,000 dwelling units. Folsom has also come together with the cities of Elk Grove, Rancho Cordova and both El Dorado and Sacramento Counties in a Joint Powers Authority to develop what is being called the Capitol Southeast Connector, a major expressway/freeway that will undoubtedly induced further sprawl in Sacramento's southeast side. Sacramento County Supervisors also approved the development of the Cordova Hills project, a greenfield, leap-frog (i.e. unconnected to existing urban space) development on nearly 2,700 acres in unin-

corporated Sacramento County southeast of the city, for a proposed development with 8,000 dwelling units and an as-yet unspecified university as an anchor tenant, despite the prominent opposition by SACOG Chief Executive Officer Mike McKeever[1] opposed by environmental and social equity advocates in the region and are likely to contribute to further sprawl and disinvestment from the urban core. But the power of private developers, and the fiscal incentives of new development for strapped local authorities, seems to be more powerful than social and environmental concerns.

But like all dangers, this Wizard of Oz dynamic also provides an opportunity. The increased attention to regional planning processes that has been reinforced through SB 375 has opened the curtain on a wide range of regional planning processes that are typically determined behind closed doors or through technical planning processes largely ignored by the public at large. Now there is a level of diverse public attention to the important role in shaping dynamics of regional inequality of such important actors as the Building Industry Association, and helped community organizers in South Sacramento see why decisions made by planning bodies in far flung suburbs might be critically important venues for social action. This attention may eventually pave the way for more ambitious regional equity initiatives, such as re-engaging proposals for regional tax-sharing proposals (PolicyLink 2002), developing stronger and more enforceable regional growth boundaries, and dramatically expanding investment in bus transit systems in the area. And this kind of cross-constituency, cross-jurisdictional connections is exactly the kind of base that seems important for building regional equity (Pastor, Benner, & Matsuoka 2009).

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California
Sacramento Region

Equity Advocacy In The Sacramento Region

by Kendra Bridges

Kendra Bridges is a sustainable land use and transportation professional with experience in community engagement for regional equity and public health. Currently, she serves as a Project Coordinator for the Safe Routes to School Technical Assistance Resource Center, a joint Unit of UCSF and CDPH, which provides trainings, technical assistance, and resources to implement safe and successful active transportation and public health strategies throughout California. Kendra previously served as Land Use Policy Director for the Sacramento Housing Alliance, where she led advocacy efforts around health-promoting land use and active transportation for the Coalition on Regional Equity. She holds an MS in Community Development from UC Davis, and a BA in Sociology from UC Santa Cruz.

Background on SHA/CORE

The Sacramento Housing Alliance (SHA), a non-profit founded in 1989, works toward safe, decent, accessible, affordable housing and healthy communities for homeless and low-income people through advocacy, education, leadership development and civic engagement. In support of this mission, SHA has formed several collaborations with community partners, including the Coalition on Regional Equity (CORE). CORE formed in 2007 to bring together organizations across sectors to advocate for regional development that is equitable, sustainable, and promotes public health for low-income communities and communities of color in the Sacramento region.

Equity Advocacy Spotlight: Coalition on Regional Equity

Equity advocates in the Sacramento region have a vision for the region that includes opportunities for all residents to live in communities rich with jobs, connected by transit as well as bicycle and pedestrian networks, accessible to services and recreation, and without threat that public investment will drive housing costs up and displace residents from their homes.

To ensure that all residents in the region have the opportunity to thrive, the built environment must encourage sustainable development and livable, healthy communities. In addition, the transportation network must be planned for all users. It must include reliable, affordable access to multiple modes, including transit, walking, and bicycling. It must serve all of our neighborhoods, linking jobs, housing options at all income levels, services, educational institutions and opportunities for recreation. Particular attention must be paid to ensure that low-income communities and communities of color benefit from, and are not disadvantaged by, investment to create a more sustainable region.

In the Sacramento region, the main avenue for equity-focused engagement during the development of the region's first Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) was through the Coalition on Regional Equity Sustainable Communities Work Group, led by the Sacramento Housing Alliance. In early 2010, the Work Group organized to ensure that equity play a central role in SB 375 implementation in the Sacramento region. During MTP/SCS engagement, the Work Group included a number of organizations representing interests in active transportation, affordable housing, civic engagement, community health, land use, and transportation, among others.

The Work Group employed a number of engagement strategies to promote equity in the MTP/SCS. Many of the organizations involved in the Work Group regularly attended public hearings and provide letters and testimony related to draft documents. These organizations participated in focus groups and other meetings with Sacramento Area Council of Governments (SACOG) staff to develop planning documents under the MTP/SCS, and organized their constituencies to participate in these meetings and processes to voice their concerns as well.

In addition to engaging in SACOG processes, the Work Group worked to sway public opinion toward promoting equity in regional planning through several means. Along with the wider Coalition on Regional Equity Steering Committee, the Work Group assisted with the production of a series of White Papers designed as community outreach tools, documents publishable as op-eds in local media, and persuasive materials for meetings with elected officials.

Early in its collaboration, the Work Group developed a set of Land Use and Transportation Planning Principles to guide advocacy and engagement; these principles were used to focus engagement and official comments on the MTP/SCS, as well as related planning work under SACOG's HUD Sustainable Communities Initiative grant. The Principles are as follows:

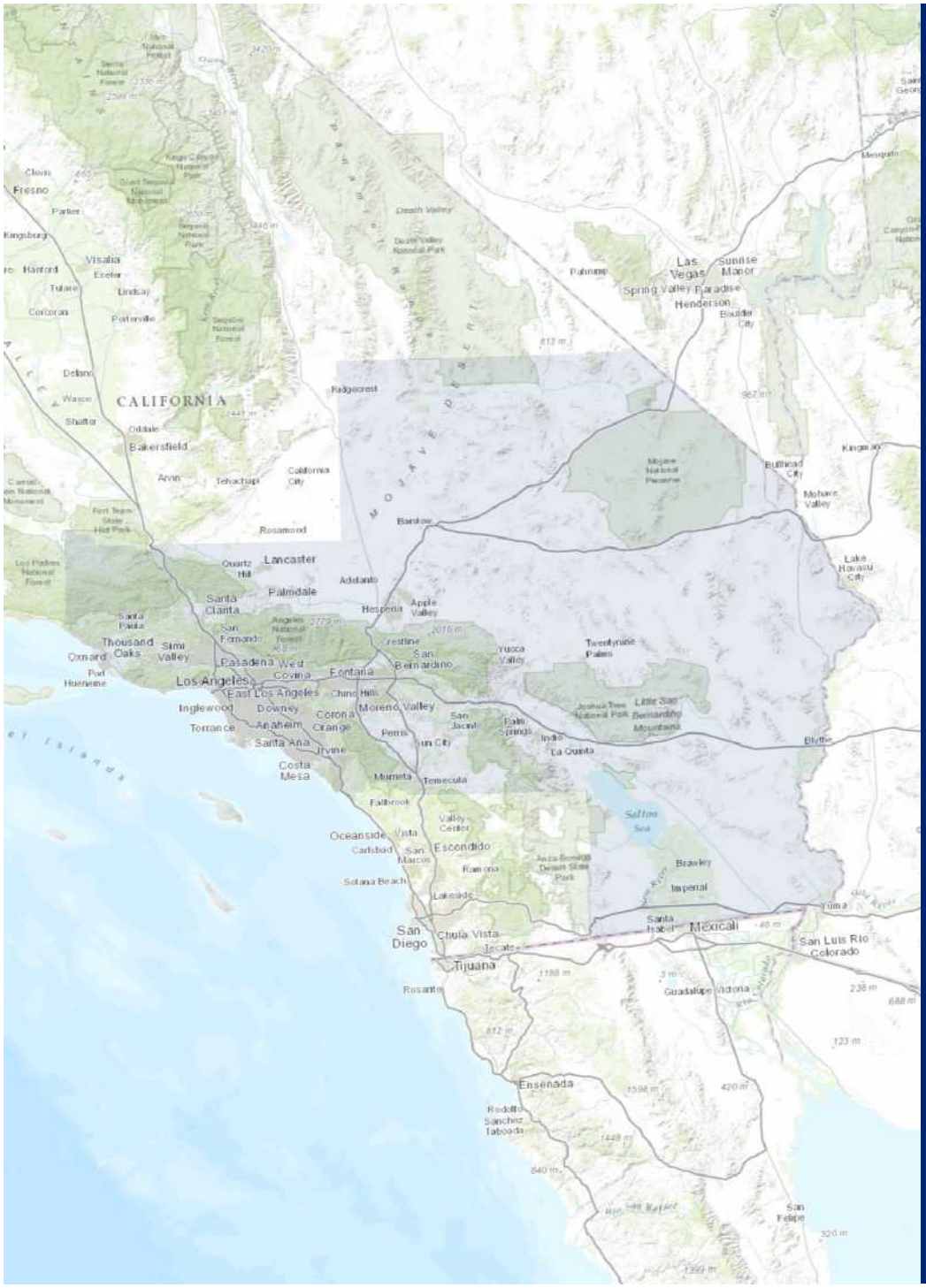
Land Use and Transportation Planning Principles

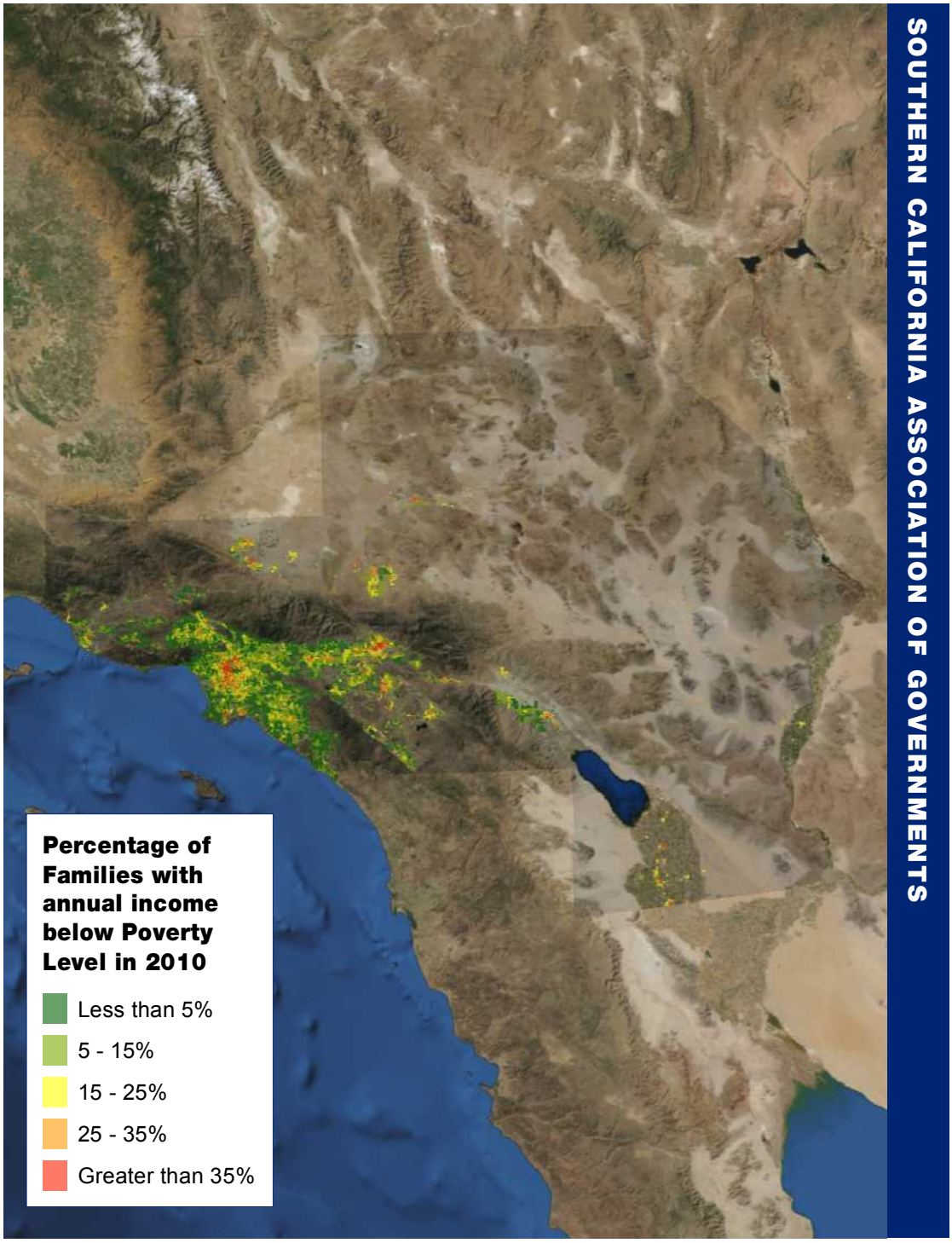
1. Promote Affordable Housing in All Communities
2. Create a Jobs-Housing Fit Analysis Tool
3. Meet the Needs of Transit Dependent Populations
4. Promote Transportation Equity for All, Including Transit Dependent and Choice Riders
5. Prioritize Equity-Promoting Investments First
6. Create an Equity Scenario in the Next MTP/SCS, or Integrate Equity in Every Scenario
7. Improve Ecological Impact Analysis and Include Strategic Planning for Habitat and Open Space Conservation other job-transit-housing-community places.

In addition to engagement of a variety of community-based and community-serving organizations, CORE partnered with the UC Davis Center for Regional Change (CRC) in its' efforts to instill equity into the Sacramento region MTP/SCS. The CRC served as an advisor to the Sustainable Communities Work Group and CORE Steering Committee, and was engaged as a Steering Committee member on the Sustainable Communities Initiative project housed at SACOG.

[1] http://www.sacbee.com/2013/01/30/5150770/sacramento-county-supervisors.html It should be noted that the Folsom annexation and the Southeast Corridor are included in SACOG's long-range MTP, despite a lack of clear need for them in the short term.

Southern California Region




SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS
Percentage of Families with annual income below Poverty Level in 2010
Less than 5%
5 - 15%
15 - 25%
25 - 35%
Greater than 35%

Introduction to Southern California Region

The Southern California Association of Governments (SCAG) region includes 6 counties, 219 cities, hundreds of unincorporated communities,13 Indian reservations,14 sub-regions and 18 million people. SCAG is governed by 83 board members from the sub-regions- the Regional Council and each of the fourteen subregions has a Council Area of Governments.

The SCAG region is the most diverse Metropolitan Planning Organization area and one of the most populated as well. There are approximately 18 million people, this is 49% of California's population. The County of Los Angeles has approximately 11 million people and the City of Los Angeles alone has about 4 million people. The concentration and high population rates in Los Angeles are a sharp contrast to other areas in the SCAG region, such as the East Coachella Valley where approximately 500,000 SCAG residents live. However, even with their geographical diversity, low-income communities and communities of color still share the same social and health inequities.

The Eastern Coachella Valley (ECV) is a rural, primarily agricultural region of Riverside County comprised of the City of Coachella; the unincorporated communities of Mecca, Thermal, Oasis, and North Shore; and the populations of three Indian reservations, the vast majority of whom are non-tribal members who rent mobile home spaces on tribal land. The population of the area is over 95% Latino and poverty rates in many of the communities and neighborhoods reach and even exceed 50%.

Residents of the ECV have identified a number of ways in which governance structures pose obstacles to these rural communities. Many residents of the ECV live in unincorporated areas of Riverside County; "local" government decisions are generally made in the county seat of Riverside, which is about 1.5 hours by car from ECV communities. Furthermore, the ECV is part of the Southern California Association of Governments (SCAG), which is dominated by the urban interests of the greater Los Angeles area. SCAG's planning efforts tend to overlook the needs of the region's agricultural workforce and other low-income rural communities.

Most of the ECV falls within the service area of SunLine Transit Agency, though some parts of the ECV are currently not within the service area of any transit provider. SunLine provides only one bus route through the rural areas of the ECV; the route runs hourly on a circuitous route that takes more than an hour to reach the city of Indio, where rural residents must transfer to other bus routes to access the educational opportunities, services, and higher-paying jobs available in the Western Coachella Valley. Residents of the ECV, unable to afford the higher real estate prices of the Western Coachella Valley, have requested transit service extensions and improvements in order to increase their access to educational, retail, and economic opportunities. To date, SunLine has stated that its funding is insufficient to meet these requests.

For the City of Los Angeles, according to its 2012 Annual Statement Report, the annual growth rate of the population, for the past five years has been about 1%. but the latest U.S. Census (2010) shows that the demographic characteristics for the city have been changing when compared to 2000 U.S. Census data. For example, in the 2000 Census, Latinos accounted for 47% of the total population and White-Non-Hispanics accounted for 30% of the total population. The 2010 Census shows that the Latino population has decreased by about 9% (37.6%) and White-Non-Hispanic population has increased by about 10% (29.7%). # The recent decrease in the Latino population can be attributed to the 2008 housing bubble which priced out many low-income families out of the market and also increased the foreclosure rates

for low-income communities of color. Many families had to leave their communities, or the City in order to be able to afford housing. Los Angeles is seeing the suburbanization of low income communities of color and the problems of housing affordability and displacement have become central themes among equity advocates as the City of Los Angeles plans the next generation of rail projects.

In 2008, Measure R, a 30 year, ½ cent county sales tax to fund transportation projects passed generating $40 billion dollars for transportation projects, of which $14 billion are for rail and rapid transit expansion projects. Measure R funding has enable Metro to work on five major light rail and subway lines, expediting the process for the construction of rail in low-income, urban communities where the majority of the residents are people of color. For example, the Expo Line passes through South Los Angeles, the Gold Line passes through East Los Angeles/Boyle Heights, and the Regional Connector is in Little Tokyo. The transit stops in these communities have been categorized as Transit Oriented Districts, districts where the City of Los Angeles Planning Department will coordinate policies and investments in order to create walkable, sustainable, communities. The planning for the TOD areas, until recently, has not included local community residents in the planning and design of the areas.

The residents of the communities where the rail lines have been constructed tend to be highly dependent on public transit to get to where, the work, learn, shop and play. These communities are also characterized by lack of access to the centers of power making decisions about their own communities

As the City of Los Angeles and developers push for TOD projects and direct construction and funding to these projects community residents face a new set of pressures and tradeoffs. The community residents welcome the benefits, such as having access to healthier food options and other needed neighborhood amenities. Because their voices and needs are often excluded from the planning process they often find themselves being displaced from their own communities and not benefiting from the promised benefits of TOD.

For example 2009 poverty level data shows that residents living in census tracts along the Expo Line are between 40-50% below the poverty level, residents living in census tracts along the Gold Line are about 30-40% below the poverty level. The poverty level for residents in Little Tokyo varies at each census tract; from 100% in one census tract to 35% in another. The poverty levels for all of the respective communities are higher than the City's average, 25%. # Poverty economic hardship and health status including asthma, heart disease, diabetes and obesity are interrelated this according to the new report by Los Angeles Department of Public Health, Obesity and Related Mortality in Los Angeles.

In April 2012, SCAG unanimously passed the 2012-2035 Regional Transportation Plan/Sustainable Communities Strategy (SCS) focusing 50% of the region's growth to transit priority areas (TPAs) primarily areas located in urban centers like the City of Los Angeles, leaving out the possibility of transit development in rural and less populated communities, like the East Coachella Valley.

The SCAG region is the largest, most populous, and most diverse region in California. Governments and community advocates face the challenge of addressing the transportation and planning needs of urban, suburban, ex-urban, and rural residents. Outside of the region's major metropolitan areas of Los Angeles, Riverside, and San Bernardino, transportation planning has relied almost exclusively on a model of individual cars and dispersed development. Particularly in rural areas, there is an almost complete lack of access to transit or to active transportation options. Active transportation is further impeded by the region's extremely poor air quality. Low-income residents of the region face multiple and entrenched challenges to building health promoting communities.

Priority disadvantaged communities to engage in the SCAG region include the Eastern Coachella Valley and, within the City of Los Angeles, the communities of East Los Angeles, South Los Angeles, China Town, Little Tokyo, and Pacoima. In both the Los Angeles area and the Eastern Coachella Valley, community-based equity organizations are already focusing on transportation and land-use planning as issues impacting public health, housing affordability,

and environmental quality. With adequate resources our education and engagement activities could also help us identify and reach out to other urban and rural community-based organizations in low-income communities and communities of color throughout the SCAG region.

SCAG adopted its first SCS in 2012. Therefore, goals for fostering greater equity and sustainability in the SCAG region are focused on the implementation of the current SCS and development of the next SCS.

- Outcome 1: Meaningful engagement of community residents and social equity organizations in the implementation and next round of development of the SCS.
- Outcome 2: Social and health equity become a regional policy goal of the RTP/SCS
- Outcome 3: Minimize the impact of gentrification and increase affordable housing in the region, particularly in high quality transit areas.
- Outcome 4: Increase alternative transit solutions that serve low-income communities of color and reduce greenhouse gas emissions.

Source

California Coalition for Just and Sustainable Communities Planning Grant for Equity in SB 375 Sustainable Communities Strategies

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The Statewide reports for the following section on the Los Angeles/SCAG region are prepared by:

- Beth Steckler from Move LA,
- Vanessa Carter and Madeline Wander from University of Southern California's Program for Environmental and Regional Equity (PERE),
- Martha Dina Arguello from and Monika Shankar from Physicians for Social Responsibility.

California
Southern California Region

Climate Justice Case Study: SCAG Region

by Beth Steckler, Move LA

Beth has more than 25 years of experience in policy, advocacy and community organizing. She has worked extensively on welfare, homelessness, affordable housing, land use planning and transportation. Beth is a transit rider and lives in the Highland Park neighborhood of Los Angeles.

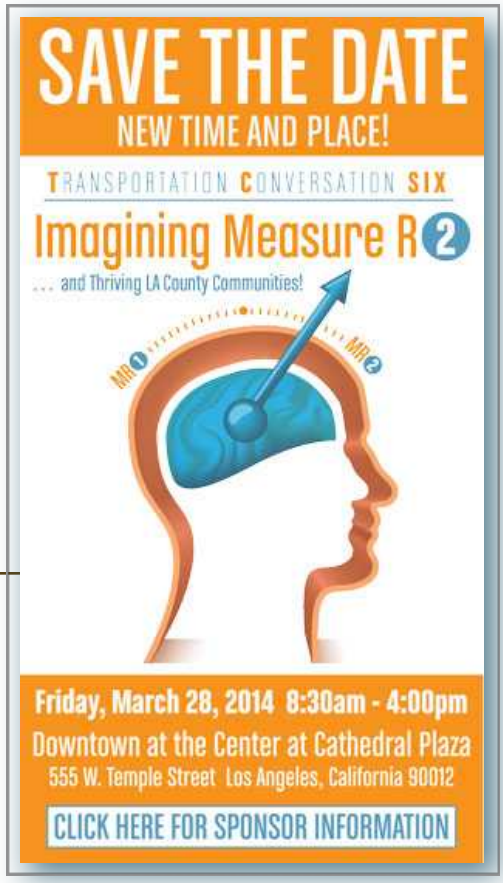
About Move LA

Move LA is the business, labor, environmental and community coalition that championed Measure R, LA County's ½ cent sales tax for transportation that voters approved in 2008. Since then, Move LA has worked to get Measure R projects built in 10 years rather than 30 years and for healthy neighborhoods around stations where people of all ages and incomes can live, work and thrive. Move LA also works regionally with a focus in the Inland Empire and played a key role in developing the TOD University, a popular education curriculum tailored to LA's neighborhoods.

Introduction

News flash April 2012: Southern California, the land of suburban sprawl and freeways, adopts a 25-year Regional Transportation Plan (RTP) that embraces transit, biking and walking, and city living. This "smart growth" plan is expected to reduce traffic by 24 percent and to reduce pollution-caused respiratory problems by 24%, resulting in $1.5 billion/year savings in health care costs.

At the heart of the Southern California Association of Government's (SCAG) first Sustainable Communities Strategy is Los Angeles County's Measure R, a half-cent sales tax that will raise about $40 billion over 30 years about 70% for transit projects and operations. That's right, transit—in LA! Is Southern California's love affair with suburbs and freeways over?



Can someone please do something about this traffic?

In late 2007, faced with seemingly intractable traffic and air pollution problems, environmentalists, labor unions, business and community leaders rallied behind LA Mayor Villaraigosa's bold vision to bring in big money to stabilize LA County Metro's bus operations, build 11 new light rail lines, extend the subway to UCLA and pump money into 88 cities for their local transportation priorities. No doubt job creation was on the minds of many voters when Measure R was on the ballot in November 2008, as the nation's economy was in free fall and shedding hundreds of thousands of jobs month after month.

Just Growth

Measure R is an excellent example of what USC Professor Manuel Pastor calls "just growth." Measure R will add over 16,000 full time, high quality jobs in construction and transit operations to the regional economy for 30 years. That's real job growth. Arguably, creating more jobs is the highest priority for low-income communities in Southern California, and 70-80% of voters in low-income communities backed Measure R. The jobs will be good jobs with benefits because all of Measure R's construction will be done by union members according to a formal "project labor agreement." Unions also represent the bus and train operators.

And, for once, people who have the hardest time finding work have an opportunity to get a piece of the action. Under Metro's "Construction Career Policy" 10% of the work on Measure R projects will be done by people who have at least two barriers to employment—no high school degree, Iraq or Afghanistan veteran, single parent, homeless, criminal record, chronically unemployed, receiving welfare, emancipated from foster care, or an apprentice needing more hours to move to journey level. That's real jobs justice. The LA Alliance for a New Economy (LAANE) is working with a coalition of community-based job training programs to ensure that Measure R delivers on the promise of new jobs for our communities, including disadvantaged workers.

Transit expansion benefits low income people

As Southern Californians embraced suburban life and erased downtown Los Angeles from their collective mental map, downtown and dense neighborhoods stretching west to Hollywood became immigrant portals, teaming with life. In Los Angeles three-quarters of all transit riders have incomes below $25,000/year, so making transit go more places faster is a clear benefit to low income people. Seeking high ridership, Metro designed a light rail and subway system that connects the low-income residents of the relatively dense central core to the job centers in downtown, along Wilshire, at LAX, North Hollywood, Pasadena and Long Beach. Because Metro both runs the buses and the rails, a $75 Metro pass gets you on both at no extra cost. System expansion, be it bus or rail, benefits low-income people.

Five goals for the SCS process:

Include more people in the dialog

Be transparent with data, modeling & decision making

Measure what matters

Expand housing choices for working families & low income people near transit & job centers

Give more people safer and more convenient transportation choices beyond driving

Engaging More People in Charting the SCS

SCAG encompasses an enormous region that stretches from the Pacific to Arizona and from Mexico to Ventura and is home to 18 million people. Six counties make up the SCAG region: Ventura, Los Angeles, San Bernardino, Riverside, Orange and Imperial. Being such a large region it encompasses the outlying and generally very conservative suburbs as well as urban job centers. It offers a transformational opportunity to coordinate land use and transportation but a challenge to organize both equity and environmental advocates. In addition, SCAG itself has very little real power: no project implementation budget and no regulatory authority. They have the power to advise and recommend; potential influence, but little power. So, building interest among busy advocates was a challenge. Working closely with ClimatePlan two years before the SCS was adopted, Move LA reached out to hundreds of community advocates with an invitation to join the SoCA Working Group. Most groups didn't have the staff capacity to track all the SCAG meetings and analyze all the materials, so a small core (Move LA, ClimatePlan, NRDC, American Lung Association of California, LA County Bicycle Coalition and Safe Routes to School National Partnership) engaged deeply with SCAG, analyzed documents, identified issues and alerted the larger network to opportunities to weigh in on each group's priority issues. SCAG had embarked on a "bottoms up" process of working with locals on each and every step of the way, SCAG held 18 "scenario" workshops attended by over 700 people from a broad range of local community groups, most of them in the SoCA Working Group network. The result was the most robust public engagement SCAG's history.

Bringing Measure R's Success to the Regional Dialogue

In the regional dialogue, LA County's Measure R provided real inspiration for a way to reduce greenhouse gases as well as a way to pay for transit expansion with locally generated revenues. This was critical because relations between local governments and the State of California were near an all-time low with the dismantling of the Community Redevelopment Agencies. Early in the process when asked to weigh in on GHG reduction targets, SCAG Regional Council members used the opportunity to send a "no more unfunded mandates" message to the State.

Making Southern California More Livable

Our strategy was to set a new frame for a discussion that focused on the multiple benefits of a transit-driven smart growth strategy and away from tensions with the State. Other Southern California counties had voter approved extensions of sales tax measures and transit projects under development. Twenty organizations across the 6-county region signed the "Making Southern California More Livable" statement articulating nine benefits of directing new development to downtowns and well-connected communities: insurance against high gas prices, healthier lifestyles, revitalized older neighborhoods, new homes for a growing population, cleaner air and fewer asthma attacks (illnesses and deaths), boost in transit ridership, lower infrastructure costs for tax payers, protection for the environment, and water conservation.

Move LA, American Lung Association of California and National Safe Routes to School Partnership also committed to addressing the 80-member Regional Council at each monthly meeting as a way to keep active transportation, livability and equity issues at the fore-front. The results were impressive. Advocates for active transportation were especially effective and garnered unexpected support among Regional Council members which lead the SCAG staff to embrace active transportation and to eventually restructure their organization internally and hire an active transportation coordinator. Working on Orange County's separate SCS, Friends of Harbors, Beaches and Parks was successful in getting natural land preservation to be one of the strategies to reduce greenhouse gas emissions. A similar strategy was included in the region-wide SCS.

When the draft RTP/SCS was released in late 2011, 18 organizational leaders signed a comment letter, and 25 organizations in the SoCA Working Group network submitted their own comments. The 80-member Regional Council unanimously adopted the RTP/SCS. Many who had not been involved were surprised to see that by 2035 we expect 87% of all jobs and 82% of all residences to be located near transit, almost half of all transportation spending across the region will be on public transit and spending on active transportation jump by 350%. See box for list of wins.

SoCA Network Members
endorsed sign on letters

American Institute of Architects
American Lung Association of California
BREATHE California of Los Angeles County
Central Coast Alliance United for a Sustainable Economy
Child Care Connections
Clean Air Now
Climate Resolve
Coalition for Clean Air
Downeygreen
East Yard Communities for Environmental Justice
Endangered Habitats League
Environmental Defense Center
Friends of Harbors, Beaches & Parks
Global Green
Greenpeace
Kennedy Commission
LA Alliance for a New Economy
Los Angeles County Bicycle Coalition
Move LA
Natural Resources Defense Council
Orange County Interfaith Coalition for the Environment
Physicians for Social Responsibility
Safe Routes to School National Partnership
Sierra Club
Southern California Association of Non-Profit Housing
The Transit Coalition
Unitarian Universalist Legislative Ministry California

Next Step: Implementation

All along the way, we were not so interested in a great regional plan but rather in a plan that would get us great results across the region. That meant building broad agreement around a transit-driven smart growth strategy. Based on our experience with how Measure R was a complete game changer, getting the resources to implement the plan was our focus. Move LA, the American Lung Association of California, the Natural Resources Defense Council, the LA County Bicycle Coalition and the Safe Routes to School National Partnership put forward an "implementation motion" to: 1) Identify new sources of revenue for planning grants, commuter rail, active transportation, and clean goods movement. 2) Develop performance measures to track health and equity outcomes; and 3) Broaden SCAG's role as a provider of technical assistance for active transportation. The motion was adopted unanimously at the same time as the RTP/SCS.

Move LA and our SoCA Working Group partners were successful in building support for transit, bicycling, walking, clean freight, and for directing new development to areas that have good transit. We have stayed focused on implementation as SCAG has hired a new active transportation coordinator and discussions with local transportation leaders for increasing revenues for clean freight and Metrolink expansion continue to be encouraging. Still, the real transformational opportunities are with the agencies that have the resources and the authority to make and implement real change. In Southern California with housing and land use that remains cities; with transportation that remains the transportation commissions, like LA Metro. Developing a strategy that truly moves these entities together to make a more prosperous, healthier and more equitable remains our challenge.

Expected Results from the SCAG 2012 RTP/SCS (by Year 2035)

Investment in transit, biking and walking
Spend $246 billion —nearly half the plan's total revenue —on public transportation;
Impressive expansion of transit, including Measure R in Los Angeles County and a doubling of Metrolink ridership in the region
Increase funding for bike and pedestrian projects by 350%

Job Creation
Jobs due to transportation investments: 42 million

Reduction in Air Pollution & Health Care Costs
Reduce pollution-caused respiratory problems by 24%, resulting in $1.5 billion per year in health care savings

Reduction in Green House Gases
Exceed the GHG reduction targets of 8% by 2020 and 13%

Reduction in Household Costs
Save households $3,000 a year due to lower auto, fuel, water and energy costs

Reduction in Congestion
Reduce per capital congestion by 24% despite the addition of 4 million more residents

Jobs Located Near Transit
Locate 87% of all jobs near high quality transit (15 minute headways)
Locate 53% of new jobs within a half mile of transit

Housing Located Near Transit
Locate 82% of all housing within a half mile of transit;
Increase the number of people who live near transit by 60%
Locate 52% of new housing near transit with 15-minute headways

More Compact Development
Increase the number of multifamily units to 68% of the total, up from 39%
Save more than 400 square miles of open space —equal to more than a third of Yosemite — from development

California
Southern California Region

A Just Growth Frame for Transportation Equity in Los Angeles

by Vanessa Carter and Madeline Wander

Vanessa Carter is Senior Data Analyst at PERE/CSII, Vanessa Carter focuses on social movements and immigrant integration. She has co-authored reports and peer-reviewed articles with Director Manuel Pastor and holds a Master's degree in Urban Planning. She is also a student at Fuller Theological Seminary and leads the justice ministry at her church.

Madeline Wander is a data analyst at USC Program for Environmental & Regional Equity focusing on environmental justice, regional equity, and social movements. She has pursued her passion for social justice through organizing efforts like Housing LA and Obama's 2008 campaign. Madeline holds a Master's in Urban Planning from UCLA.

The Program for Environmental and Regional Equity (PERE) conducts research and facilitates discussions on issues of environmental justice, regional inclusion, immigrant integration, and their accompanying social movements. PERE's work is rooted in rigor, relevance, and reach. We conduct high-quality research that is relevant to public policy concerns and that reaches to those directly affected communities that most need to be engaged in the discussion. In general, we seek and support direct collaborations with community-based organizations in research and other activities, trying to forge a new model of how university and community can work together for the common good.

The Next Los Angeles

The next Los Angeles is coming to Southern California. Young professionals are making the choice to live downtown, without cars. CicLAvia has become a popular event closing down streets to cars and opening them up for people of all ages, ethnicities, and athleticism to reclaim the space for walking, riding, and playing. And a new collaborative organization, Alliance for Community Transit—Los Angeles (ACT-LA), has come together as a group of affordable housing advocates (primarily, although not exclusively) working together to make transit-oriented development accountable to the communities in place. The dystopian, car-centric Los Angeles is slipping away.

Transportation equity can be defined as:

1 Equitable access to quality, affordable transportation options and so employment, services, amenities, and cultural destinations;

2 Shared distribution of the benefits and burdens of transportation systems and investments, such as jobs and pollution, respectively; and

3 Partnership in the planning process that results in shared decision-making and more equitable outcomes for disadvantaged communities while strengthening the entire region.

As decision-makers are becoming more interested in combatting climate change and increasing sustainability at both the local and state levels, equity-oriented Angelenos who work on the many facets of transportation planning are coming to the table. Those who have worked tirelessly and achieved unprecedented victories for transportation equity in the past are of course helping to lead the fight—such as the Bus Riders' Union, the Los Angeles County Bicycle Coalition, and MoveLA—and additional organizations are getting involved, too. Today's transportation equity agenda in L.A. touches on a wide range of issues—including financing, mobility, housing and development, health and environment, jobs, and goods movement—and draws upon the work of countless organizations—including community organizing groups (like Strategic Actions for a Just Economy), environmental justice organizations (like East Yards Communities for Environmental Justice), and public health advocates (like the Prevention Institute), among others.

Our region's Sustainable Communities Strategy (SCS) mandated by SB 375 has been part of it, but other policies like Measure R—a half-cent sales tax that will raise $40 billion for a build-out of transportation over the next 30 years—the former mayor's Transportation Corridors Cabinet, and the new mayor's Great Streets Initiative are also creating critical mass. Some have said that this transportation build-out will fundamentally reorient how Angelenos relate to and move through the region, much like the

highway build-out of the last century. And as such, what the advocates in this space understand so clearly—due to decades of our region's rich social-justice movement building (Pastor and Prichard 2012)—is that now is a precious and fleeting opportunity to invest—with equity.

For example, when the City of L.A.'s Cornfield Arroyo Seco Specific Plan—its first comprehensive Transit-Oriented District—did not adequately plan for affordable housing, the Southeast Asian Community Alliance (SEACA) had to act; the plan for this low-income, transit-dependent community was sure to lead to the displacement of current residents.

Through extensive organizing, policy advocacy, and research, SEACA (with the public interest law firm Public Counsel) crafted an alternative proposal that set a new precedence for affordable housing policy in L.A. Did we mention that SEACA is an organization composed almost entirely of leaders under the age of eighteen?

This is but one example showing that organizers know intuitively what researchers have been proving over the past decade: Investing with equity will build a better, stronger region for the long-haul. While our research (at USC Program for Environmental and Regional Equity) is showing this, so is that of the Cleveland Federal Reserve. Not-your-typical equity ally, it has found that a skilled workforce, high levels of racial inclusion, and improving income equality are strongly correlated with economic growth (Eberts, Erickcek, and Kleinhenz 2006). In Los Angeles, now is the time to invest with equity and raise the economic tide for everyone.

And transportation may be one of the best areas to get the most equity bang for our tax-dollar buck. Equity decisions are being made constantly (though not necessarily consciously!): where bike and transit routes are being laid, the cost of the fares, and the type of housing being built around transportation hubs. These investments affect how easily and inexpensively people can get to their jobs as well as the safety and healthfulness of their environment. In short, the ripple effects of infusing transportation planning with equity are broad and long-lasting for the region as a whole—and, hence, the wisdom behind having the SCS in the first place!

What is critical in the current moment in Los Angeles is having an equity framework that organizations and interests across sectors and communities can latch on to, together—and this is where we come in as researchers. The devastating and accurate analysis of "transportation racism" is needed in the ecology of social change to constantly push the work forward; but so is a framing that is a bit more approachable for business, elected officials, and regional planners. Due to the groundwork laid for unlikely partnerships through decades of community organizing in the Southland, the good news is that such partners in L.A. are actually quite open to equity—and are asking how to define "equity," how to

measure it, and how to devise tools to make it happen.

To help the diverse players in our region pivot towards collaboration, we propose using a "just growth" frame that demonstrates the link between equity and economic growth—one that social-movement organizers and policy advocates have been using implicitly for a long time. Before the adoption of our region's SCS, MoveLA and ClimatePlan called on hundreds of partners—including National Resources Defense Fund, American Lung Association of California, L.A. County Bicycle Coalition, and Safe Routes to School National Partnership—to form a working group to engage with SCAG (for more on this, see Beth Steckler's article in this volume). The "just growth" frame could contribute towards an even wider circle of allies with a very particular understanding of growth and equity as SCAG develops the region's next SCS plan.

What this confluence of activity across sectors and communities adds up to is a broader movement for transportation equity as part of a vision for just growth. The agenda includes not only bus, bike, and rail but strategies for financing, mobility writ-large, housing and development, health and environment, jobs, and goods movement. Together the movement-building organizations working on transportation equity are tackling the complexities of what real participation looks like, who holds what power, defining metrics that matter for equity, building out government and community capacity, partnering with business, and not just talking about it, but doing something about it—typically one neighborhood at a time, as with SEACA's recent work mentioned above. This coalition for just growth and transportation equity is rising to the opportunity of the SCS, of Metro's massive transportation build-out, and of a region groaning for just sustainability. And we should note that, among this flurry of coalescence around transportation equity, longtime transportation organizations such as the Bus Riders' Union have shown incredible grace and humility as other movement builders have come to work more explicitly in this arena.

One of the leading lights of urban planning, Bill Fulton, once wrote about Los Angeles as a "reluctant metropolis"—unwilling to accept that sprawl had hit a wall, unable to recognize common connections between neighborhoods, unable to understand ourselves as a single city and a single region, unlikely to address the underlying income polarization and racial tension that twice produced civil unrest, and uneasy about stepping into our role as one of the world's great cities (Fulton 1997).

We would like to think that Los Angeles may be reluctant no more. We face a formative era that could fundamentally shift how Angelenos relate to and move through the region. There will be challenges, of course—finding regional consensus, implementing what we mean by equity, keeping hard fought coalitions together, among other things—but the way ahead looks promising. With a vision for just growth as the lodestar and transportation equity as one of the pillars, Los Angeles may live up to the rumors that we are forging a new path ahead for America.

This is the Next Los Angeles.

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This framing article is based on a longer report entitled "An Agenda for Equity: A Framework for Building a Just Transportation System in Los Angeles County" by Vanessa Carter, Manuel Pastor, and Madeline Wander. It is available at the USC Program for Environmental and Regional Equity (PERE) website.

California
Southern California Region

Building a Strong Social Justice and Equity Voice in Southern California

by Martha Dina Argüello, Executive Director and Monika Shankar

For the past 32 years, Martha has served in the non-profit sector as an advocate, community organizer, and coalition builder. She joined PSR-LA in 1998 to launch the environmental health programs, and became Executive Director in November 2007. She is committed to making the credible voice of physicians a powerful instrument for transforming California and our planet into a more peaceful and healthy place.

Martha grew up in the Pico-Union area of Los Angeles. At the young age of 14, she made a lifelong commitment to effect social change after seeing her friend killed by a school security guard. While working as a health educator in the 1990s, Martha had an epiphany—she realized that although early detection can prevent death from breast cancer, it does not prevent breast cancer, which has been increasingly linked to the exposure of environmental toxicants. Since that realization, Martha has dedicated her career to the environmental justice movement, and has lectured nationwide on the use of precautionary principle policies.

As a coalition builder, Martha has emphasized the need for local grassroots advocacy working in partnership with statewide policy actions. She is an active board member of numerous organizations, including Californians for Pesticide Reform, the California Environmental Rights Alliance, and Californians for a Healthy and Green Economy. She also co-founded the Los Angeles County Asthma Coalition and the Coalition for Environmental Health and Justice, and was appointed to Cal/EPA's Environmental Justice Committee and the California Air Resources Board's Global Warming Environmental Justice Advisory Committee.

California is said to be at the forefront of progressive environmental and planning policy. In 2008, the state passed SB 375, also known as the Sustainable Communities and Climate Protection Act of 2008. The law aimed to integrate transportation and land use planning as a means to achieve the state's ambitious greenhouse gas (GHG) emission targets in order to mitigate the harmful impacts of climate change. PSR-LA was one of the first groups working to build a strong Southern California equity and health voice in the implementation of SB 375. During this process, we discovered that there existed inherent tensions between the promotion of Transit Oriented Development (TOD) and infill strategies and the social and mental wellbeing of communities. Even when well intended, these development practices can and often have some very negative consequences.

PSR-LA became increasingly engaged in this work as we watched major development projects drastically transform the downtown area of Los Angeles. During this process, major developers sought and received exemptions from the California Environmental Quality Act (CEQA) to streamline catalytic projects with supposed economic and environmental benefits. Seeing these transformations occur, our conversations with allies increasingly became about how these exemptions would impact not just downtown but also South Los Angeles and beyond. We asked ourselves; would there be more exemptions for major developments? Would we lose more low and ultra low-income housing? We began hearing from residents who were priced out of their neighborhoods due to increasing rental and living costs. It left us wondering, how smart is smart growth if it is leaves behind a wake of displacement, less diversity and communities that feel they no longer belong in their own neighborhoods.

Low-income residents of color in Los Angeles continue to face the realities of infill and Transit Oriented Development (TOD) policies on a daily basis. Infill and TOD is often touted as way to revitalize urban areas; it reduces people's dependence on their cars and increases healthy behavior like walking and biking. Smart growth and TOD is said to limit green sprawl and revitalizes unused land and buildings. In theory, interlinking transportation and land use planning can reduce vehicle miles traveled (VMT) and create safer, walkable communities that promote healthy life style choices. These are the stories often highlighted by smart growth advocates and enthusiasts. Unfortunately, there is another side to the story, which is not heard as often. Less attention is given to the many unintended negative consequences of this type of development including communities being transformed without public input, long-time residents being forced out by rising costs of living, and more cars being brought into transit rich areas by choice riders who replace transit dependent residents.

Communities of color, who reside in the low-income bracket, make up a large proportion of renters and are most susceptible to gentrification-induced housing displacement. Gentrification or, "a process of neighborhood change that encompasses economic change in the form of increases in both real estate investment and household income, as well as demographic change in the form of increases in educational attainment," accompanies new development and in particular, new transit investment.[1] While gentrification brings some benefits, the displacement that it can induce creates a wider range of economic, health and environmental consequences for existing and low-income residents. Unable to afford the rise in property values and housing costs, renters must find alternatives: this could mean relocating to an area farther from crucial transit hubs on which they depend for mobility (thus, putting at risk their jobs and access to other amenities), moving in with other families and living in overcrowded housing, or prioritizing housing costs over basic amenities.

Economic Strain & Displacement

An argument can be made that the gamut of negative outcomes of infill and TOD mentioned in this policy brief (mainly health and air pollution impacts) stems from shifts in real estate costs in a given area. Housing instability tied to shifting market costs causes economic strain and potential physical displacement for existing residents who no longer have access to affordable housing. The generally accepted definition of affordable housing is housing which does not cost more than 30% of a household's monthly income.[2] However, research indicates that one in two California renters pay in excess of 30% of their income, while one in four renters pay more than 50% of their income toward rent.[3] The report from the Department of Housing and Community Development (DHCD) goes on to report that 60% of the 5.1 million renters in California are low-income and nearly three in four of these low-income renters are housing cost-burdened.

If renters are burdened by housing costs or paying more than 30% of their income to rent, this may indicate they are making trade-offs between critical needs such as health care and food spending and housing. Citing the 2011 California Federal Rent Assistance Facts, the DHCD reported that low-income renter households who pay more than half of their income to rent have, "on average...incomes of $1,291 and pay housing costs of $1,143, leaving only $148 to

pay for other necessities." The Dukakis Center on Urban and Regional Policy, the Center for Community Innovation (CCI) and other research generally agree new transit investments bring higher property values and rent increases, a result that has some benefits but can also create profound negative effects on low-income households and particularly communities of color.[4] It is expected that low-income residents residing within a new TOD area will experience greater economic strains due to the process of gentrification. Only worsening this situation are recent reports from the 2010 Census indicating rental vacancies in California are at 6.3%, well below that of the rest of the nation (9.2%), and not nearly enough to off-set the effects of home foreclosures and the recession.[5]

While housing subsidies have aided low-income, very low-income, and extremely low-income families in years past in the City of Los Angeles, funding cuts have drastically reduced the City's ability to finance affordable housing.[6] In Los Angeles, the Community Development Block Grant (CDBG) and HOME federal subsidy programs have been cut by $12 million (18%) and $17 million (44%), respectively. In addition, the elimination of the Los Angeles' Community Redevelopment Agency represents a loss of $50 million per year in housing resources. The loss of these funding streams coincides with the imminent expiration of 24,929 Section 8, Section 202, and Section 811 housing units[7]. The current affordable housing crisis, coupled with the mounting evidence of gentrification-induced displacement through shifting socio-economic conditions, should be overriding considerations when planning and implanting TOD and infill development.

Public Health Impacts

Adult Health: Spending on health and food

Housing instability leads to poor health care outcomes in adult and children.[8 9 10 11 12 13] Defined as "difficulty paying rent or mortgage, paying more than 50% of the household income on housing costs, or living in overcrowded conditions," housing instability especially affects the ability of low-income households to afford other basic amenities such as food and medical services. In a nationally representative sample of 16,651 low-income American adults, researchers found that housing instability was associated with increased use of acute health care and a lack of ambulatory care.[14] In another example, a study examining four nationally representative samples reported worsening health access (no consistent source of care, no insurance, postponed needed medical care and postponed medication) increased in a linear and statistically significant manner as demands on limited resources increased.[15] The study found that "… without groups of people with severe economic deprivation, those with worse housing instability had higher rates of being uninsured." The positive linear associations described by the study indicate that even before actual homelessness sets in, individuals without housing and economic security face increasing difficulty accessing health care due to mounting competing demands on scarce resources. In agreement with public health research, the Center for Housing Policy reported that among low-income adults, those who had difficulty meeting their food and housing needs were less likely to be insured compared to their counterparts who did not struggle to meet those needs.[16]

In fact, as the proportion of income spent on housing costs increases, healthy food expenditures decrease significantly in low-income households.[17] Researchers found that households in the lowest income quintile were not spending any income on the most basic nutritious diet. This negative relationship demonstrates the trade-offs low-income families often make to either "pay the rent or feed the kids." In a related 2011 study, the authors observed that the amount of yearly income and income after paying for shelter were significantly associated with food insecurity. Namely, as yearly income and after-shelter income decreases, food insecurity increases in a statistically significant manner.[18] Low-income families who paid market rate rent were found to be at greatest odds of experiencing food insecurity. These upstream consequences of housing instability eventually become the triggers for poor downstream mental and physiological health outcomes in adults and children.

Adult Health: Mental health

Research shows that unaffordable housing (paying 30% or more of income for housing—see Appen-

dix for data on intersection of income and housing affordability) is associated with a wide range of health issues from mental health to increased risk of chronic diseases in adults, and from developmental to psychological problems in children. In a nationally representative sample of Australian households which accounted for the effects of household financial status, low to moderate-income households which moved into unaffordable housing saw a decrease in their mental health; high income households did not follow this trend.[19] Researchers posit low-income households spend a greater share of their income on housing yet enjoy little benefits in return while high income households that move into unaffordable housing often gain access to greater resources. In a British study of the psychological costs of unsustainable housing commitments, both men and women homeowners experienced significant losses in their psychological well-being following persistent housing payment problems.[20] Self-reported data from another study likewise demonstrated the relationship between housing and health: men under the threat of eviction reported feeling anxious, depressed, and hopeless.[21]

Adult health: chronic health problems

In a RAND study examining the effects of unaffordable housing on health, researchers found that individuals who experienced unaffordable housing had increased odds of developing hypertension, arthritis, and poor self-rated health.[22] These odds were higher for individuals renting compared to those who owned a home indicating that housing tenure is an indirect predictor of the effects of affordable housing on health. In the long term, another study found that housing instability increases the likelihood of adults developing hypertension over a 10-year period.[23] When families are forced to accept substandard housing in order to maintain affordable housing, problems such as excessive noise, mold, allergens, and chemical exposure become a detrimental yet routine part of their lives. Excessive noise is associated with sleep deprivation and biological stress responses, factors that contribute to physiological wear and tear. Mold and allergens in old carpet or damp buildings have been associated with asthma. Finally, dilapidated and old buildings may contain traces of lead in paint and soil that are harmful to the neurodevelopment of young children.[24]

Child health

In children and adolescents the effects of housing instability manifests itself in developmental and behavioral problems. Overcrowded housing has been associated with substance abuse, teenage pregnancy, and increased behavioral problems in adolescents. Very young children whose families experienced multiple moves had lower than expected weight for their age; children whose families live in overcrowded conditions experience elevated levels of stress and difficulty coping with stress.[25] In addition, children living in low-income households that did not have housing subsidies were 50% more likely to be iron deficient when compared to children whose family received these subsidies.[26]

One case study that demonstrates, and ground truths, these impacts is the building of the AEG stadium in downtown Los Angeles. In 2012, the Anschutz Entertainment Group (AEG) proposed to build a development called Farmer's Field adjacent to the newly constructed Staples Center and LA Live in the South Park area of Los Angeles, which borders the Pico Union and South LA neighborhoods. The expansion included a stadium with expandable seating of up to 76,250, a net gain of 1,112 parking spaces and the construction of a new 500,000 square foot convention hall. In the planning process and preceding construction, local residents expressed serious concerns about the development ranging from risks of gentrification and displacement, housing affordability, adverse health impact due to increased traffic and safety issues.[27]

In a health impact assessment (HIA) of the proposed development produced by Human Impact Partners, it was reported that "rates of hypertension, diabetes, overweight and obesity are substantially higher in the HIA study area than the rates in the City and County of Los Angeles."[28] Highlighted in the HIA are high rates of anxiety, stress, chronic diseases, and low access to medical services plaguing residents living near the proposed stadium site. With these poor existing baseline health conditions, the uncertainty of housing tenure and housing affordability presented by the development of the stadium

prompted the authors of the report to recommend a "no net loss" housing policy to the developers. Their aim was to prevent further psychosocial and health impacts from occurring to an already vulnerable community.

The Farmer's Field report showed significant demographic shifts, with African American and Latino populations moving out and a substantial growth in college age individuals and baby boomers. The report sited U.S. Census data writing that, "White and Asian populations increased in the HIA study area much more than in the city, and that while the Hispanic population increased in the rest of the city, it decreased in the HIA study area by approximately 2%. The Black population decreased both in the City of LA and in the HIA study area."[29] Furthermore, the data also revealed that 38% of individuals living in the study area fell below the poverty line, indicating that increasing rent and housing costs could have a particularly crucial impact on those individuals and families (see Appendix for correlation between wage and housing affordability). Farmer's Field is one of the more well documented and analyzed examples of this type of development, but there exists many more.

Social justice advocates and communities are now speaking up and calling for a deeper examination of what happens when infill and TOD is implemented hastily and without public input and oversight. We are now seeing a growing body of antidotal research that documents negative impacts on community cohesion, adult and child health and even on the environment. In light of statewide policies such as SB 375, that frames development within the increasingly popular trend of smart growth planning tools, it becomes especially relevant to assess the viability of these programs. We must ask ourselves, are the long-term benefits real and who are the primary beneficiaries? We must ask what it means to have an equity lens for TOD and concretely and intentionally placing health and social equity at the center of the debate. Creating sustainable communities is a complex problem with complex solutions. Our hope is that as more community groups engage on this issue, the social and health benefits become shared by all residents.

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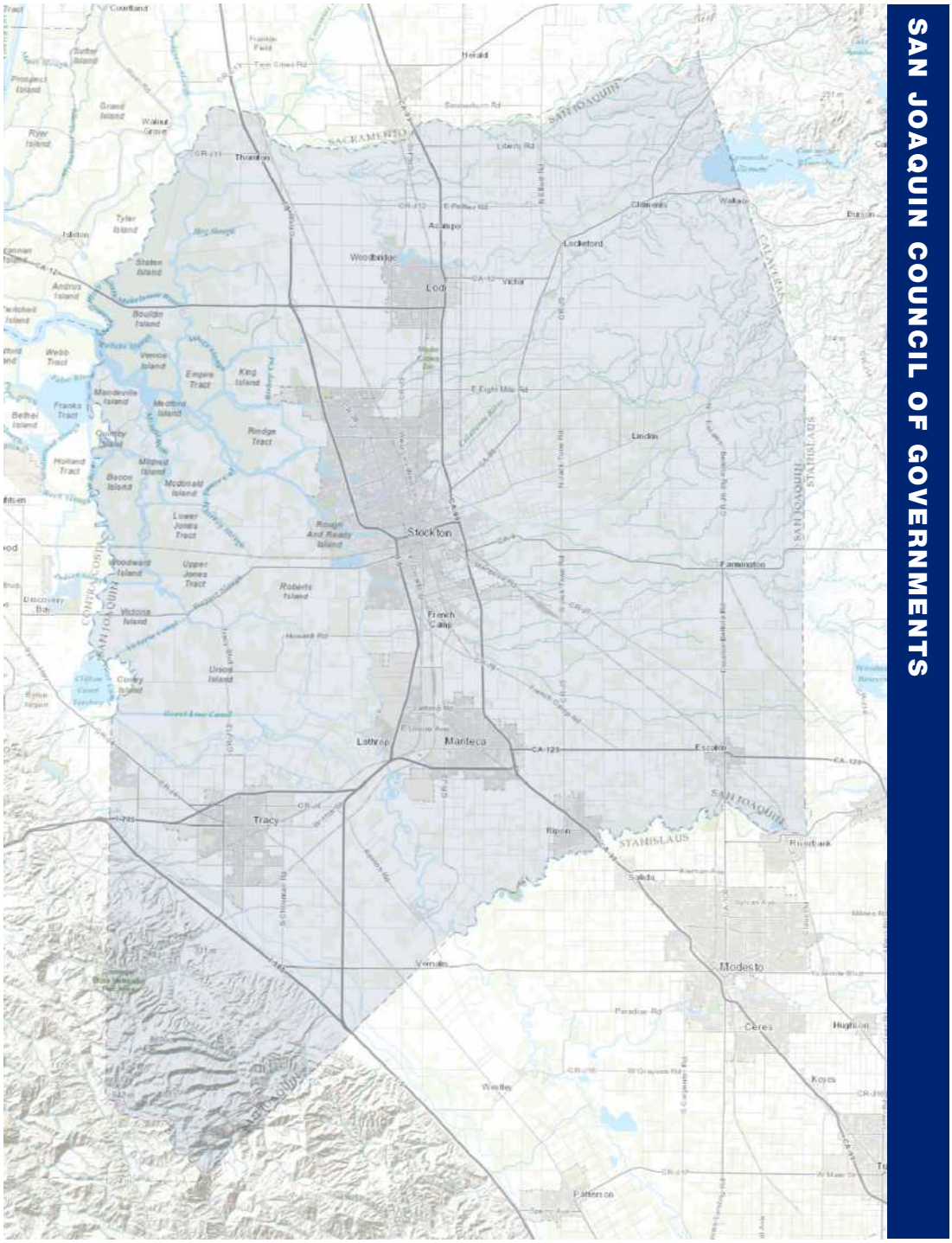
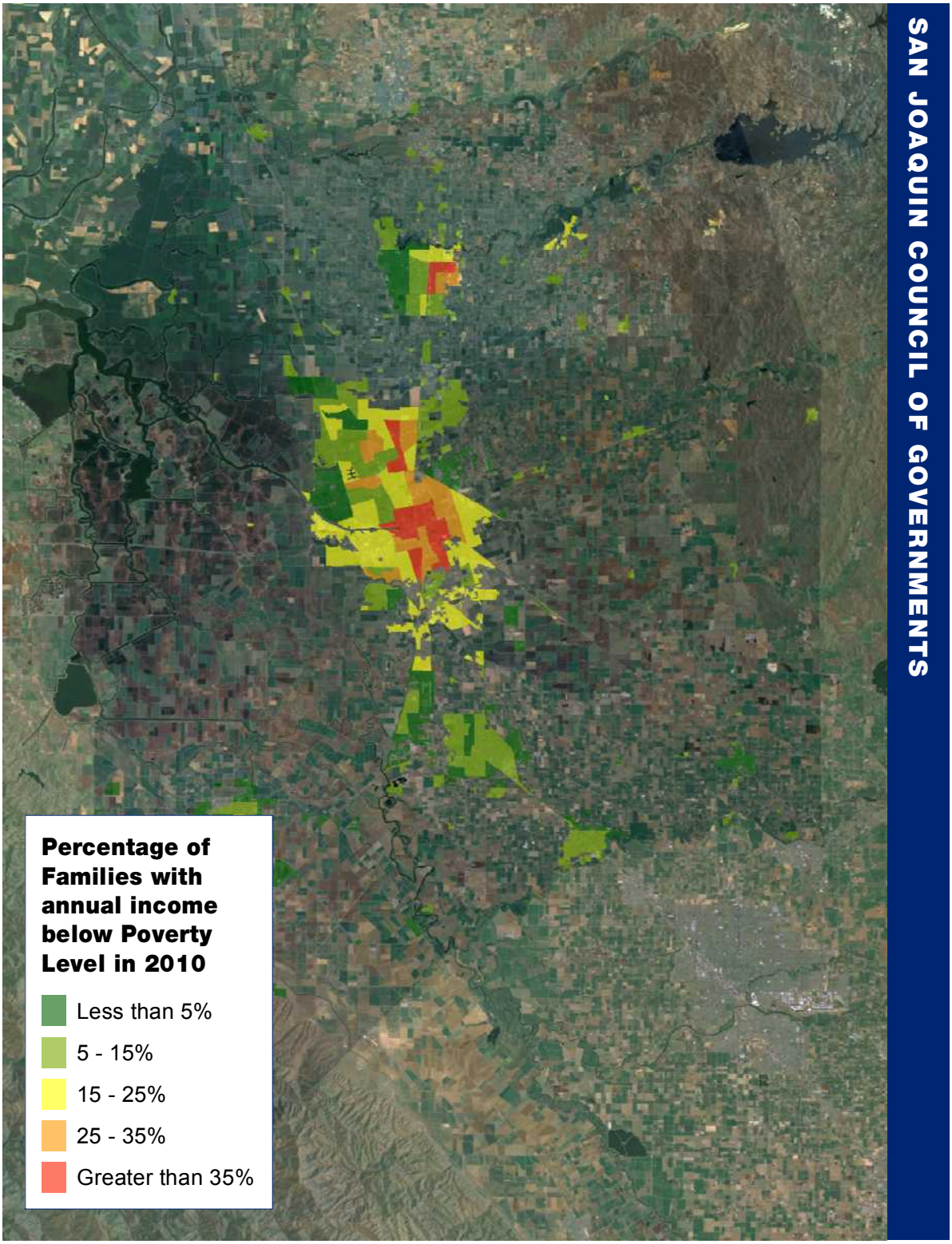
San Joaquin Valley Region




SAN JOAQUIN COUNCIL OF GOVERNMENTS
Percentage of Families with annual income below Poverty Level in 2010
Less than 5%
5 - 15%
15 - 25%
25 - 35%
Greater than 35%

Introduction to San Joaquin Valley Region

The San Joaquin Valley is a region that brings into stark relief the many, often conflicting, realities of California. It is a region of great wealth: its farms feed our nation, it is rich in natural resources, and it is one of the most diverse regions in the state. Despite its tremendous assets, the region faces enormous challenges. The region has been labeled as the "Appalachia of the West" and is home to some of the most concentrated poverty in the country. It has some of our nation's dirtiest air. Hundreds of thousands of people are served by water systems that do not meet safe drinking water standards. Education levels are much lower than other parts of the State, and unemployment levels are significantly higher than the rest of the California and the nation. The region experiences extremely high rates of food insecurity and health outcomes for the region's residents vary tremendously depending on race, ethnicity, income and where you live. Poor planning practices, institutionalized racism, and entrenched agricultural, industrial and development interests, have led to growth patterns that put great strain on the natural environment and have perpetuated a never ending cycle of disinvestment in low-income communities and communities of color. Entire communities are left without the basic ingredients of a safe, healthy, sustainable community.

The passage of SB 375 provides a unique opportunity for the region, and in particular for the low-income communities and communities of color that have struggled to turn their neighborhoods into healthy, vibrant, prosperous places. It gives local governments an opportunity to step beyond status quo planning and think about what it takes to truly develop sustainable communities. However, if not implemented well, SB 375 runs the risk of changing nothing or worse, displacing communities and perpetuating historic patterns of disinvestment that leave hundreds of thousands of people suffering while a few prosper. While these risks will be felt first and foremost by the regions low-income communities and communities of color, there is now a large body of research that indicates that these kinds of regional inequities have negative consequences that extend far beyond the boundaries of a specific community and impact the well-being of the entire region.

With this in mind the equity partners who have come together to impact SB 375 implementation in the San Joaquin Valley are working to put forward a new vision for the growth and development of the region. This vision is grounded in the belief that all communities must have basic infrastructure and services necessary to connect, access opportunity and enjoy healthy, fulfilling lives. Furthermore, it re-envisions the role of community, and low-income communities and communities of color in particular, in policy making processes. It is guided by the core belief that the most effective solutions are the ones that are developed by and with the people whose lives they will most directly impact.

Goals and Outcomes

In the San Joaquin Valley, equity advocates and resident leaders of the regions low-income communities have identified seven key outcomes on which to focus throughout the SB 375 implementation process. These include:

- Improve, and where necessary expand, public transportation services for low-income communities and communities of color;
- Increase investment in infrastructure to support safe walking and bicycling environments in existing low-income communities;
- Focus growth and investment to improve existing low-income urban and rural communities, creating sustainable places to live;
- Increase the availability and promote equitable and healthy placement of affordable housing;
- Provide ample opportunity for meaningful community engagement from residents, community

based organizations, and other interested stakeholders;

- Improve public health in existing low-income communities of color; and
- Minimize the practice of locating locally unwanted land uses in low-income communities.

Priority Constituencies/ Communities

SB 375 has the potential to bring a number of land use and transportation benefits throughout the SJV but also stands to exacerbate historical exclusion and neglect of disadvantaged communities. While SB 375 calls for region wide plans, SJV MPOs have concentrated growth and infill concepts in urban cores of larger cities within the county to meet greenhouse gas reduction targets at the expense of low-income urban neighborhoods and, most significantly, disadvantaged unincorporated rural communities. We are focusing advocacy efforts in low-income urban neighborhoods, targeted small cities, and disadvantaged unincorporated rural communities. As part our HIA we have prioritized the following communities in Fresno and Kern Counties: Lamont, Arvin, Weedpatch, Greenfield (corresponds with TCE BHC South Kern site) and West Fresno (included in TCE BHC Fresno site), Lanare, Riverdale, Laton, Five Points, and Caruthers. We will also engage the following communities: Parklawn (Stanislaus County), Planada, Beachwood Franklin, and Le Grand (corresponds with TCE BHC Merced Site), Fairmead (Madera County), Tooleville and Matheny Tract (Tulare County). Engagement with communities from across the region will amplify community advocacy and efforts to ensure region-wide impacts.

Priority Policy and Strategic Opportunities

SB 375 implementation has just begun in the San Joaquin Valley. The eight MPOs have started a series of processes and convened a number of focus groups and committees to guide implementation. As such, there are a number of opportunities and critical stages for which community residents can target advocacy efforts to ensure that equity is embedded throughout the process.

- Public participation workshops, focus groups, and series of committee advisory meetings: to guide RTP/SCS development—January—August 2013
- SCS scenario creation by MPO staff—January—March 2013
- SCS scenario public workshops—March to April 2013
- MPO Board of Director vote on preferred scenario—April to June 2013
- Draft EIR RTP/SCS released: July to August 2013
- Public comment period: July-September2013
- Adoption of 2014 RTP/SCS: Tentatively scheduled for October 2013 for all 8 MPOs
- RHNA allocations and local Housing Element Updates—January 2014- Fall 2015

Regional Decision Making Context

SB 375 implementation in the SJV is currently being driven by MPO senior level staff. Elected officials who sit on MPO policy boards have not been engaged at the level necessary to make well-informed decisions. Despite this lack of engagement, elected officials will also be key targets for education on these issues and to influence decision making.

SJV implementation is well underway and local partners have begun to establish working relationships with MPO staff and conducting power mapping analysis to target key elected officials. In addition to establishing relationships with MPO staff and policy board directors, we have undertaken extensive community education and outreach on SB 375 in accessible and relevant formats to engage residents in the process and to educate MPO staff, directors and local jurisdictions of the potential benefits and impacts of their decisions. Community engagement at the front end of implementation will help shape and design strategies and policies in the SCS but will also hold local jurisdictions accountable in the long term as they make land use decisions in the future.

In addition, the SJV Regional Policy Council (RPC) will play a key role as implementation unfolds in the region. The RPC is composed of two elected officials and one alternate from each MPO in the region. In November of 2012, they voted to approve valley wide 5 and 10% greenhouse gas emission reduction targets without an accountability mechanism to ensure that each MPO does their part and meets the target. The RPC will be a critical forum for public engagement given the opportunity to target education and constituent pressure to all eight MPOs at the same time.

Source:

California Coalition for Just and Sustainable Communities' Planning Grant for Equity in SB 375 Sustainable Communities Strategies.

The Statewide reports for the following section on the San Joaquin valley region are prepared by:

- Jonathan London and Catherine Garoupa White from University of California San Diego's Center for Regional Change (CRC),
- Kendra Bridges from California Department of Public Health (formerly of Sacramento Housing Alliance)

California
San Joaquin Valley Region

From Environmental Justice to Sustainable Communities and Back Again:

Social Movements Confronting Climate Change in the San Joaquin Valley

by Jonathan K. London and Catherine Garoupa White

Jonathan K. London directs the UC Davis Center for Regional Change and is Assistant Professor in Human Ecology. Jonathan conducts collaborative research on rural community development and environmental justice. He holds a Masters of City andRegional Planning and a Ph.D. in Environmental Science, Policy and Management from UC Berkeley.

Catherine Garoupa White is a PhD student in Geography at UC Davis. She holds a BA in Religious Studies from UC Santa Barbara and a Masters in Social Work from CSU, Fresno. Catherine has worked as an advocate for social and environmental justice in her home region of the Central Valley and beyond.

Introducing the Paradox of the Other California

In a region sometimes called "The Other California" and the "Appalachia of the West," (Cowan 2006; Haslam 1994) a vibrant set of social movements confront the paradox of living in a land that generates great wealth contrasted with communities beset by poverty, environmental contamination, and political marginalization (Pulido 1996; Cole and Foster 2001; Martin and Taylor 1998) Added to these challenges are growing concerns about the vulnerability of the region to climate change and the urgency of compliance with state mandates to reduce greenhouse gas emissions through sustainable regional planning un-

der legislation such as SB 375 (Barbour and Deakin 2012).

Organizations that have traditionally focused on issues such as pesticides, air quality, farm-worker rights, and disparities in health, among other issues (Harrison 2011; J. London, Huang, and Zagofsky 2011), are expanding their scope to address issues of

land use, transportation and housing at regional and statewide policy scales. In many cases, this has involved shifts in organizational and coalition composition, spatial scale, issue framing, and substantive expertise needed to engage effectively in the planning and implementation of the Sustainable Communities Strategies. These dynamics have necessitated taking different approaches to engaging with the policy and planning institutions governing the region, such as county-scale Councils of Governments and the California Air Resources Board. Advocates play an "inside game" by participating within formal planning processes in addition to their traditional "outside game" of policy advocacy

and litigation (Rusk 1999; Taylor and Van Dyke 2004; Armstrong and Bernstein 2008). New forms of partnerships with universities and planning consultants have bolstered the growing sophistication of advocates in employing technical expertise to intervene in policy and planning. This increased capacity has in turn generated a creative tension with the COG planners who struggle with limited staff and expertise to respond to the detailed demands of the advocates to incorporate social equity in the planning process.

This case study examines the transformations in environmental justice social movements in the San Joaquin Valley as they participate in California's complex climate change policy arena. This case includes an analysis of the transformations within the social movement organizations themselves, new forms of collaboration with universities planning consultants, and regional and state planning and regulatory agencies. We draw case study materials from the experiences of the authors through the UC Davis Center for Regional Change (CRC) and its partnerships with advocates to provide capacity-building and technical assistance in the development and application of data tools to map and model social equity issues. We explore the opportunities and challenges involved in these transformations and their implications for similar efforts on climate change and regional planning in other regions and states.

Playing Inside and Outside Games on the Courts of Policy Advocacy

The Players

The community-university partnerships described in this chapter have grown out of long-time

relationships that pre-date efforts to engage in climate change-oriented policy advocacy (J. London et al. 2013). For Garoupa-White, a Central Valley native, born and raised in Madera, community organizing began with leadership in the Central Valley Air Quality Coalition (CVAQ), a 70-member coalition at the forefront of advocacy for clean air in the region. Now a doctoral student at UC Davis, Catherine explores how activists self and group identification affects the movement's efforts to obtain environmental justice. London began work in the Central Valley through directing Youth In Focus, a non-profit dedicated to engaging youth voice through participatory research in social justice issues, later as an outside evaluator of CVAQ, and more recently through community-engaged research on environmental justice issues in the region. The trust, experiences, and knowledge derived through these insider roles were crucial in building strong community-university partnerships at the heart of the work described here. Both Garoupa White and London are affiliated with the UC Davis Center for Regional Change (the former as a graduate student associate and the latter as director), a solutions-oriented research institute dedicated to producing research to support building healthy, prosperous, sustainable, and equitable regions in California and beyond.

The Playbook

Over the past three years, the CRC has engaged with coalitions of advocates working on implementation of SB 375 to provide technical assistance on utilization of social equity tools to shape the SCS development process and outcomes. The CRC's tools help users analyze and visualize environmental exposures, patterns of community vulnerability and opportunity, the relative proximity of jobs and affordable housing accessible to low-income people, and the health impacts of regional planning scenarios. The process for development and implementation of this technical assistance has followed an action-research approach (Brydon-Miller, Greenwood, and Maguire 2003; Minkler and Wallerstein 2010; Fals Borda and Rahman 1991), starting with the collaborative definition of the problem, shaping of the tools, capacity-building to put the tools in the hands of advocates, deployment by advocates, infusion into the formal policy planning processes, and critical assessment of successes and challenges.

Defining the Problem Advocates seeking to ensure that social justice values are foregrounded in the San Joaquin Valley SCS's face numerous challenges. First and foremost is the region's relatively conservative political culture within which social equity was viewed as unfamiliar at best, and a threat at worst. Second, while advocates possess sophisticated expertise on areas such as pesticides, water quality and air quality, working on working on regional land use, transportation and housing required a significant shift in the policy issues, advocacy targets, coalition composition, and technical capacities needed for success. Thirdly, county and regional planners contend with technical capacities strained by the new demands of SCS development as well as the conservatism of their board majorities.

To address these challenges, the CRC conducted a needs-assessment with advocates to highlight what kinds of technical assistance and capacity-building

would best support their efforts through participation in key advocacy gatherings, small workshops, and one-on-one consultations. The pre-existing relations between the CRC team and the advocacy networks provided a strong platform for building these new collaborations (J. London et al. 2013). Based on these consultations, we surfaced needs for tools that could inform key stages of the development of SCS' in the region. These included the identification of communities of concern, performance metrics to assess impacts on these communities, frameworks for the development and assessment of SCS scenarios, and policies for SCS implementation.

Shaping and Sharpening the Tools Informed by this needs assessment, the CRC customized several of its social equity tools to fit the purposes of the San Joaquin Valley advocates. These included: an environmental justice analysis tool called the Cumulative Environmental Vulnerability Assessment (CEVA) developed in collaboration with many of the local advocates in the SB 375 coalition; a Community Vulnerability and a Community Opportunity Index that identified the places warranting special protections and investments in the SCS; a Jobs-Housing Fit analysis that identified imbalances in the proximity of affordable housing and the jobs accessible to low-income families; and a Health Impact Assessment to measure the projected health implications of different SCS planning scenarios. While these tools had been originally developed for other purposes (Rawson and Tawatao 2012; J. London, Huang, and Zagofsky 2011) the CRC team worked with advocates' input to recraft these tools to fit the context of SB 375 in the San Joaquin Valley.

Capacity-building to Effectively Wield the Tools The social equity tools developed by the CRC required a new range of technical expertise from advocates. The CRC team therefore developed a range of workshops and consultations with advocates to introduce the tools and their potential uses, and to support their application. This process was challenging because, with the exception of the environmental justice CEVA, most of the relatively large portfolio of tools were unfamiliar to the advocates and were not currently in use by the regional COGs. In addition, because of the short-term, urgent, and shifting timelines of the policy process, advocates could not afford much time to absorb and come to "own" the tools. Likewise, the CRC team struggled with translating technical information amidst the constantly changing timelines and moving policy targets.

Deployment of the Tools Advocacy on SB 375 in the San Joaquin Valley took two basic forms: an inside and outside game. From the outside, advocates used their well-honed skills of mobilization to turn out supporters at key public meetings to pressure agencies to adopt policies and plans in favor of their advocacy agenda. There always loomed the additional background threat of litigation, used to great effect in other environmental policy domains. From the inside, advocates joined COGs advisory and planning committees to influence the formation of SCS policies and plans. Such roles required a significant level of technical expertise to hold their own with sometimes competing interests from agriculture and land development industries. Advocates also adopted a hybrid inside/outside game by proactively developing their own proposals for planning documents such as SCS indicators and scenarios and then building public support from advocates' community bases as well as sympathetic elected officials on the COG boards.

To support these diverse approaches, the CRC team oriented their engagement in both inside and outside games. The CRC team provided its tools for advocates as they played an outside game of pressuring the COGs to adopt a stronger social equity approach in their SCS planning. This approach had some successes, perhaps most notably the adoption by Kern County COG of the CRC's CEVA as the basis of the COGs environmental justice analysis. In one notable example, advocates who had partnered with the CRC to developed the CEVA (London et al. 2011) proposed that the Kern COG use the CEVA to identify the county's environmental justice communities. Based on the trusting relationship developed between advocates and COG staff through advocates' inside game of participation in the SCS process COG staff and consultants were supportive, ultimately leading to the COG's formal utilization of the CEVA in their SCS.

The CRC also played an inside game by engaging directly with COG staff to share their social equity tools as a resource for the COGs own planning. The

value of this approach was based on a recognition of the historic antagonisms between advocates and COG staff, making a direct approach between the CRC and COG staff more politically palatable. In Fresno County, this process was initiated by Garoupa White attending a pre-SCS planning meeting at the Fresno COG to praise the COG's first-ever endeavor to combine land use and transportation planning at this scale and to offer the CRC as a resource to the COG. This public comment coincided with several advocates suggesting to COG staff that the results of the CEVA report be incorporated into the SCS planning. As a result of these complementary efforts and existing relationships, Jonathan London was invited to be the keynote speaker at the kick off of the Fresno COG's SCS planning process, helping to put social equity and environmental justice "on the map." The CRC followed up on this presentation by meeting several times with COG staff to explore how its social equity analyses might be integrated into the SCS. Fresno COG staff later reciprocated by sharing their planning data for use in the CRC equity analyses, in particular, the Health Impact Assessment.

In approaching other counties, both through direct contact and indirectly through recommendations by advocates, our tools received mixed reception, with some welcoming our additional analysis and others insisting the analyses were not locally grounded enough and/or did not match well with the already unwieldy SCS process. While direct collaboration COG staff remained elusive, we are optimistic about long term opportunities to incorporate our social equity analyses with the rapidly moving, politically demanding SCS development process.

Lessons Learned for Climate Heroes

The struggles and successes of integrating social equity into SB 375 implementation in the San Joaquin Valley offers many lessons for advocates, university partners, and for community-university partnerships.

Relationships matter The ability of the CRC to develop effective partnerships with social equity advocates that were resilient in the face of intense political and time constraints depended greatly on the prior relationships of the CRC team members and regional equity advocates. While all collaborations must start somewhere, building on existing foundations of trust, mutual respect, and context specific knowledge are critical to success. In other words, partnerships must begin slowly to go fast.

Inside/Outside/Hybrid Games The impacts of pre-existing relationships can also cut the other way, as histories of conflict between advocates, COG staff, and elected officials over environmental justice issues can impede collaborations in new policy contexts, such as SB 375. These conflictual relationships can also influence new relationships between researchers and COG staff if the latter view the researchers as too closely allied with advocates. Advocates' coupling of external pressure with an inside game of contributing pro-active and constructive proposals, and not merely critiquing COG plans, helped build trust, although conflicts certainly remained. In the second case, CRC researchers' offers to collaborate directly with COG staff on technical analysis, while also providing technical assistance to the advocates, helped soothe COG concerns about researchers' political agendas or biases. The inside game by both advocates and researchers was also beneficial because COG staff, even in the COGs with the highest technical capacity (e.g., Fresno COG), were overwhelmed by the tasks of responding to the detailed technical demands presented by SB 375 as well as by an increasingly sophisticated coalition of advocates pushing for enhanced policy analysis and planning.

Capacities to match the moment The need for supporting the development of technical capacity of COG staff to match the growing sophistication of advocates points to a crucial future strategy: capacity-building for staff to develop and defend their own social equity toolkits. Continued and enhanced support from foundation and public sources for social equity and environmental justice advocates to engage in climate change and sustainable communities planning is also crucial, especially considering the chronic under-funding of such organizations. Sustainable and equitable communities will not be achievable without the sustainability of those who struggle on behalf of these communities.

Playing Across Scales Advocates are implementing strategies that direct action at multiple governance jurisdictions spatial scales. Their work ranges from efforts to influence local elected officials that serve on COGs, to shaping the COG's Sustainable Communities Strategies, to enlisting the support of the California Air Resources Board to pressure the COGs to comply with the state legislative mandates. This multi-scalar approach requires researchers to follow suit and produce analyses that, when possible, can span these geographic and jurisdictional boundaries.

The Road Ahead

Confronting the climate challenge is both an urgent and monumental task requiring the combined will and power of all sectors of society. While certainly daunting, this task also presents unique opportunities to build collaborations and to weave common agendas out of long-established patterns of conflicts. Confronting climate change demands heroic action and the mobilization of a wide range of knowledge drawn from across society, grassroots communities, advocates, agencies and policy makers and universities. This case study of climate change policies and politics in California's San Joaquin Valley offers one vision of how diverse, and often conflicting, parties can begin to transform the "Other California" into a leading edge of responses to climate change that promote regional equity and environmental justice.

Acknowledgements

The authors gratefully acknowledge the wisdom and inspiration contributed by our social equity advocate partners, our colleagues Chris Benner, Alex Karner, and Teri Greenfield, who played leadership roles in these projects, and to the University of California Transportation Center and the Resource Legacy Fund for their generous financial support.

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Endnotes

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California
San Joaquin Valley Region

Collaborative Planning In Fresno

by Veronica Garibay

Vernica Garibay immigrated from Michoacan, Mexico at a young age along with her parents and four siblings to the City of Parlier in Fresno County. Veronica grew up in this small farmworker town and graduated from Parlier Unified District Schools. As a first generation student, Veronica attended the University of California, Santa Barbara where she earned a Bachelor of Arts in Psychology and Law and Society in 2008. Upon graduation, Veronica joined the California Rural Legal Assistance, Inc Community Equity Initiative (CEI) as the programs first Community Worker. While at CRLA Veronica earned a Master of Public Administration from Fresno State.

The campaign for more forward thinking, more transparent, more equitable and more collaborative planning gained momentum this past year in Fresno, California. The San Joaquin Valley is largely characterized by urban sprawl and investment patterns that ignore existing communities and historic neighborhoods. SB 375 provides unprecedented opportunities to reverse that longstanding trend and create healthy, vibrant communities where we live now. It gives the Fresno Council of Governments Policy Board, a board made up of elected officials from the county and the fifteen cities in the county, the chance reject business as usual.

Leadership Counsel convened the Community Equity Coalition in Fresno County to engage in the development of the first SB 375 mandated Sustainable Communities Strategy (SCS), a component of Fresno's Regional Transportation Plan. The Coalition's membership is composed of advocates from the social justice, public health, farmland protection, open space conservation, academic institutions, and technical assistance groups, drawn together to accomplish broad, yet very ambitious goals. Through a series of initial meetings advocates coalesced around three major principal goals: no new towns; adequate growth to disadvantaged, unincorporated communities and consistency with already identified greenhouse gas emission reduction targets.

Coalition partners participated in a number of Fresno Council of Government (FCOG) committee meetings for over two years to help shape parameters for the region's first SCS. Simultaneously, Coalition partners fostered relationships with decision-makers throughout the county to better understand what different jurisdictions hope to achieve through the SCS and developed a deep understanding of the technical (and political) inputs that would ultimately determine the SCS.

The three scenarios that initially emerged from Fresno's SCS development process included the following:

Scenario A: Based on 1 community workshops held in November of 2012, this scenario allocated relatively more growth to some small rural communities.

Scenario B: Based on existing general plans, general plan updates, proposed land uses and latest planning assumptions. This scenario allows for new towns.

Scenario C: Allocated more growth to the City of Fresno along Bus Rapid Transit Corridors and growth in unincorporated communities constrained to 10 unincorporated communities, and no new town development.

In one of the first of the coalition's major successes, advocates successfully argued that miscommunication in committee meetings on scenario parameters and significant unaccounted for feedback on scenarios from the public merited introduction of Scenario D into the process. Scenario D's defining

characteristics included higher densities for new growth and re allocated new growth from foothill areas and new town development to existing cities and communities. It did not include new town development.

Through continued community education and organizing, research and analysis, and advocacy, Coalition partners made a strong push for the FCOG Board to adopt Scenario D as the "preferred scenario." The Coalition developed and proposed a set of policy recommendations to accompany scenario D that, if implemented, would help build a more healthy and sustainable Fresno. The Coalition recommended that FCOG:

Establish a regional policy in the Regional Transportation Plan Policy Element that (1) prioritizes transportation projects in existing communities, particularly, those with highest demonstrated need, and that (2) does not allow investment of discretionary funds in new towns or greenfield areas;

Create a grant program to support existing communities in planning for and implementing projects that promote smart growth; complete streets; affordable housing; improved public transit, parks; protect open space and farmland; and economic opportunities;

Conduct a needs assessment to catalogue health outcomes based on defined indicators, infrastructure deficiencies, and potential funding sources, particularly for disadvantaged communities. Further, these findings would be able to help draw federal, state, and local funding sources to close infrastructure gaps in the most disadvantaged places;

Adopt a Natural and Working Lands Conservation Policy, one component of which sets an expectation for one-to-one mitigation for impacts to agricultural lands by transportation projects.

Fresno County residents and advocates joined the FCOG on November 21 2013 to push for smarter, fairer planning and to ask that the FCOG be accountable to the constituents the board members serve.

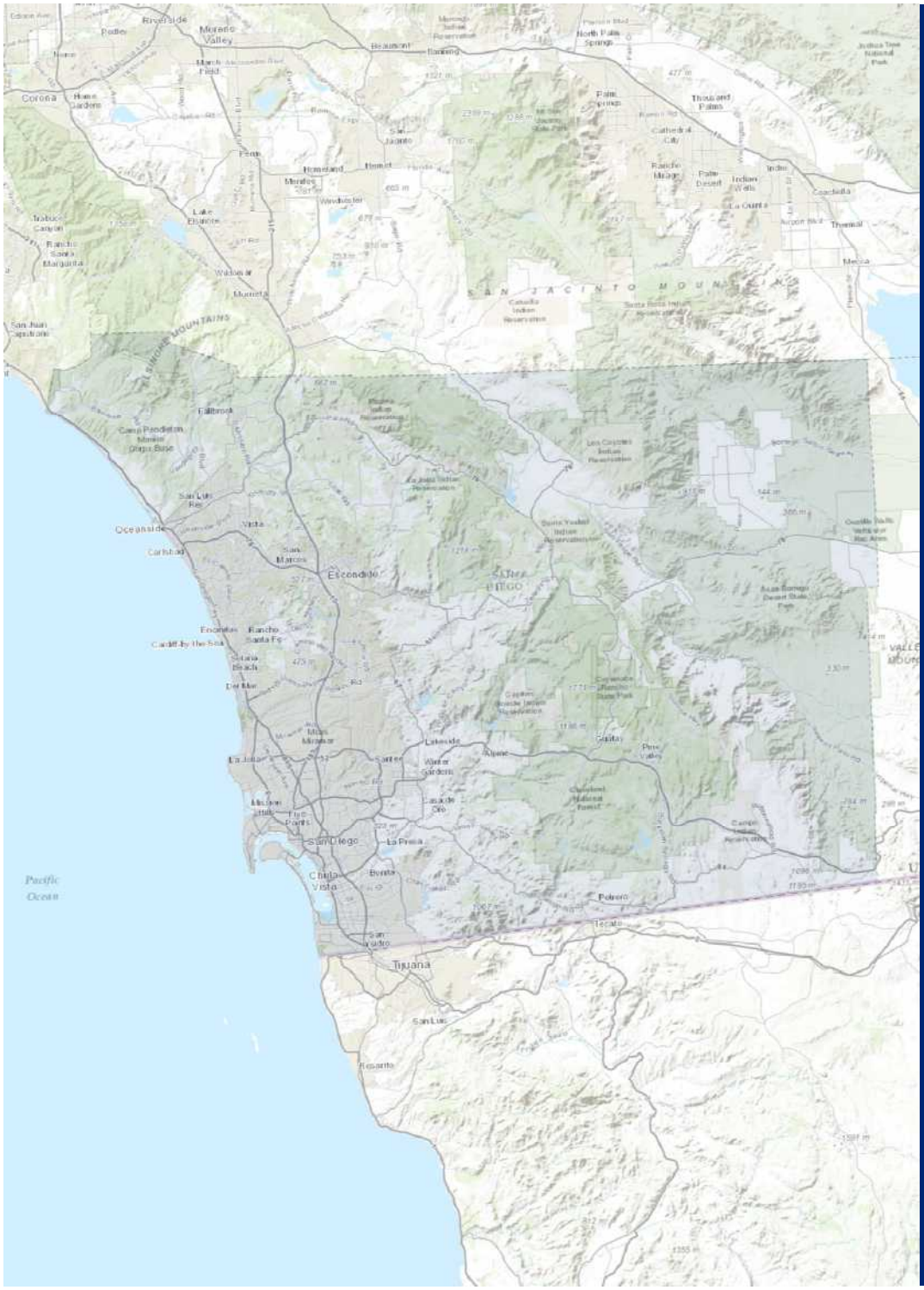
The FCOG Policy Board in a unanimous vote adopted Scenario B as the preferred SCS scenario. Yet, also in a unanimous vote, the Policy Board unanimously approved a motion to direct staff to come back to the Board in 120 days with a proposal on how to move forward on the Coalition's four policy proposals, including an assessment of how to incorporate them into the Regional Transportation Plan. Since then FCOG staff has convened a subcommittee of city managers and county planners to develop an outline of what early steps would look like, a timeline, and update on progress. Coalition members have been invited to participate in the development of these proposals.

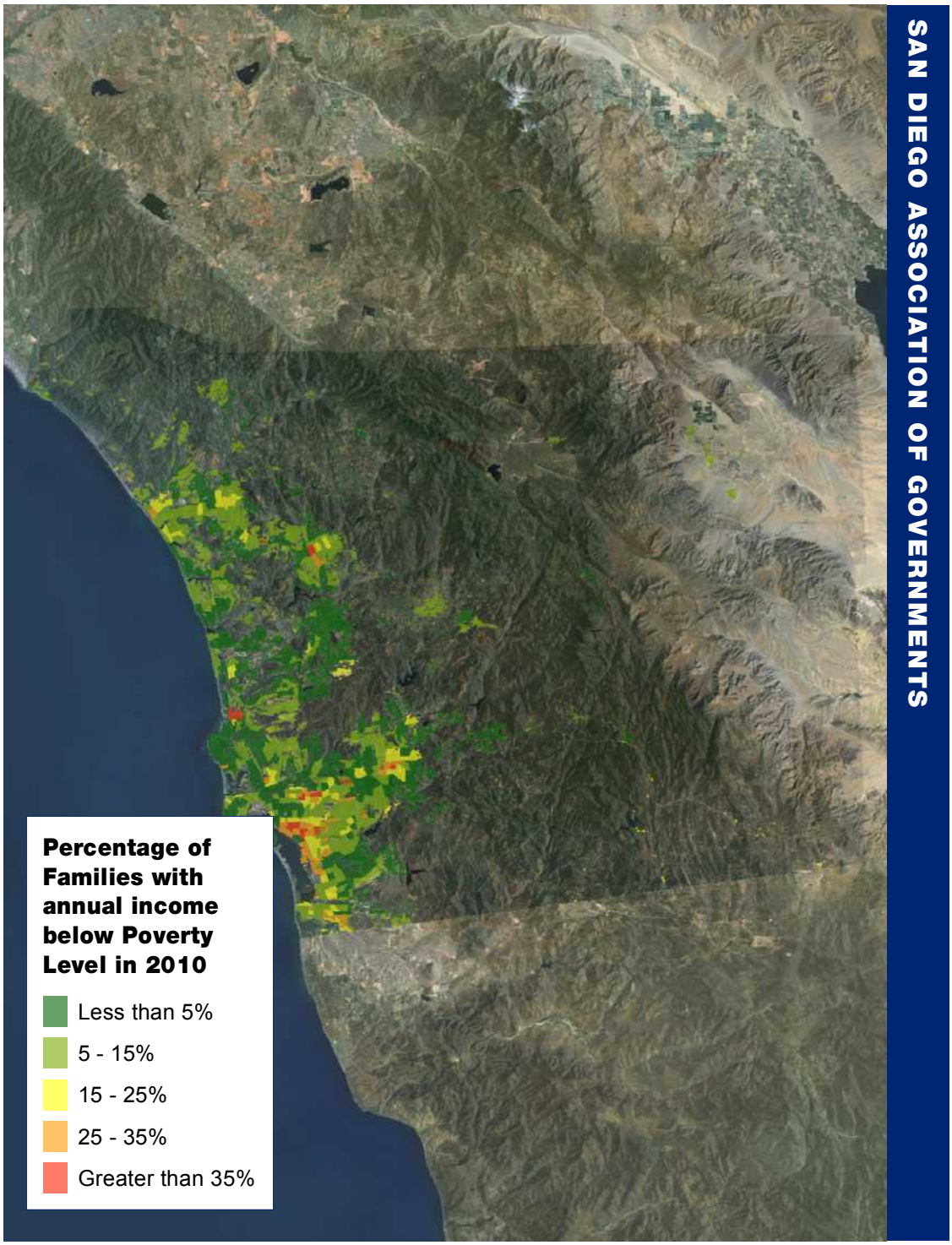
Never before have so many community residents and advocates been engaged in long term planning process in Fresno; and never before has a process produced so much opportunity for real, and sustainable change. As several mayors indicated at the November 21st Policy Board meeting—the Coalition had forced an unprecedented discussion on the intersections of poverty, land use and transportation.

The Fresno Regional Transportation Plan will be adopted in June of 2014.

Fresno SB 375 Community Equity Coalition members: Leadership Counsel for Justice and Accountability, Fresno Interdenominational Refugee Ministries, ClimatePlan, Fresno Metro Ministry, Central California Regional Obesity Prevention Program, Coalition for Clean Air, PolicyLink, American Farmland Trust, Sierra Nevada Alliance, Sierra Business Council, Sequoia Riverlands Trust, Fresno League of Women Voters, San Joaquin Valley Latino Environmental Advancement Project, American Lung Association, Clinica Sierra Vista, Sierra Club, Clinica Sierra Vista, and Central California Environmental Justice Network.

San Diego Region




SAN DIEGO ASSOCIATION OF GOVERNMENTS
Percentage of Families with annual income below Poverty Level in 2010
Less than 5%
5 - 15%
15 - 25%
25 - 35%
Greater than 35%

Introduction to San Diego Region

The 18 cities and county government are SANDAG, the San Diego Association of Governments. This public agency serves as the forum for regional decision-making. SANDAG builds consensus; makes strategic plans; obtains and allocates resources; plans, engineers, and builds public transportation, and provides information on a broad range of topics pertinent to the region's quality of life. SANDAG is governed by a Board of Directors composed of mayors, council members, and county supervisors from each of the region's 19 local governments. Supplementing these voting members are advisory representatives from Imperial County, the U.S. Department of Defense, Caltrans, San Diego Unified Port District, Metropolitan Transit System, North County Transit District, San Diego County Water Authority, Southern California Tribal Chairmen's Association, and Mexico. Policy Advisory Committees assist the Board of Directors in carrying out the agency's work program. The Board of Directors is assisted by a professional staff of planners, engineers, and research specialists.

The SANDAG Public Participation Plan is designed to inform and involve the region's residents in the decision-making process on issues such as growth, transportation, environmental management, housing, open space, air quality, energy, fiscal management, economic development, and public safety.

(source:sandag.org
http://www.sandag.org/index.asp?classid=12&fuseaction=home.classhome)

SANDAG is spearheading a broad-based community effort to create San Diego Forward: The Regional Plan. It will combine a big picture vision for how our region will grow over the next 35 years with an implementation program to help make that vision a reality. We will work in close partnership with all the region's cities and the county government to create an innovative plan for our growing community.

The vision statement for this long-range blueprint—which will look out through 2050—is "to provide innovative mobility choices and planning to support a sustainable and healthy region, a vibrant economy, and an outstanding quality of life for all." San Diego Forward: The Regional Plan unites two major SANDAG planning efforts into one document, giving the region a single, easily accessible plan for the future. Currently, the future growth and development of the San Diego region is guided by the Regional Comprehensive Plan (RCP) adopted in 2004 and the 2050 Regional Transportation Plan/ Sustainable Communities Strategy (RTP/SCS) adopted in 2011. In May 2012, the SANDAG Board of Directors approved updating both and merging them into one document. The new Regional Plan will build upon local planning efforts, emphasizing the link between land use planning and transportation planning. Closer integration of the two will result in more compact and sustainable communities, helping the region meet greenhouse gas (GHG) reduction targets. The plan will seek to enhance the movement of both people and goods. The Regional Plan also will break new ground by incorporating a public health component.

(source: San Diego Forward: The regional Plan FACT SHEET
http://sdforward.com/sites/sandag/files/SanDiegoForwardTheRegionalPlanFactSheetNEW_DEC2013-2328.pdf)

Although SANDAG adopted its RTP/ SCS in late 2011, implementation has been delayed because of a CEQA lawsuit on SANDAG's Environmental Impact Report (EIR). Because of the lawsuit, the Superior Court of San Diego, the plaintiffs, and the California Attorney General are now also critical decision makers in the San Diego RTP/ SCS process. (In November 2012, the court tentatively ruled in favor of the plaintiffs and has initiated a public hearing process to determine its final decision. The consequence of this process is uncertain.) Further, the newly-elected mayor of San Diego, Bob Filner, has given some indications that he may be sympathetic toward the law-

suit's petitioners. These dynamics open up a new political landscape with an uncertain outcome. J.O.B. and its allies are following this procedure closely with a plan to take advantage of opportunities beneficial to disadvantaged communities.

In order to strategically influence decision-making, social equity advocates will follow the SANDAG EIR process carefully since this process will define many options for the local implementation phase of the SCS process. If the Court decides that the EIR is inadequate, it may propose remedies that open opportunities for mitigations and other social equity wins. Advocates will carefully review the adopted RTP/SCS for opportunities to address community transportation, housing and infrastructure needs. Following adoption of the SCS, each jurisdiction will be updating its housing element. Community-based organizations will develop a strategic focus in this process and seek technical and funding resources necessary to participate in this process. A key element will be the search for financing mechanisms for low and moderate-income housing, a process that will require state legislation. Close collaboration between organizers and non-profit housing developers may yield community benefits.

Regional policies should be constructed around careful analysis of the ethnic, racial, language, employment, tenure status and age diversity of disadvantaged populations to be served by the SCS. Affordable transportation, housing, and land use choices should link people to jobs, health care, food, community services, educational opportunity, open space and recreational opportunity.

Strategies must be developed to influence decision-making to benefit social equity policy outcomes in the San Diego region and throughout the state, with the following goals:

- Outcome 1—Transit

Our transit system is necessary for those who most depend upon it—low-income families, people of color, immigrants and the elderly. Currently, this is a car-dependent region with consistent cuts in transit services and needs to be reversed.

- Outcome 2—Reinvestment

Reinvestment that ties improved transit to an increased potential for affordable housing is a high priority. Currently, reinvestment in low-income communities is non-existent. With the elimination of state redevelopment funds, alternative solutions must be created.

- Outcome 3—Infrastructure

All communities need basic infrastructure that allows people to safely walk, ride their bikes, take transit and drive from their homes. Currently this infrastructure is lacking in many neighborhoods and is provided unequally and there is a major disparity between rural and urban places.

- Outcome 4—Statewide Base Building

Build a statewide base building structure with the power to carry out a statewide issue and action program for sustainable climate change policy, healthy community policies and clear outcomes.

Source:

California Coalition for Just and Sustainable Communities' Planning Grant for Equity in SB 375 Sustainable Communities Strategies.

The Statewide reports for the following section on the San Diego/SANDAG region are prepared by:

- Barry Schultz from University of California San Diego's Center for Urban Economics and Design (CUED)
- Christina Gonzales from Justice Overcoming Boundaries (J.O.B.), an affiliate of Gamaliel of California. California

California
San Diego Region

Comment Letter to SANDAG

by Barry Schultz

Barry J. Schultz brings 25 years of combined legal, planning and community development experience to his law practice. His practice focuses on real estate/land use, redevelopment, affordable housing and sustainable development. He has over 15 years of experience in representing clients in obtaining land use entitlements, negotiating agreements with redevelopment agencies, affordable housing and in obtaining public financing involving various local, state and federal funds. Additionally, he has provided strategic counseling to clients on regulatory matters involving inclusionary housing, density bonuses, and other housing related ordinances and regulations.

Prior to joining Stutz Artiano Shinoff and Holtz, Mr. Schultz was the chief executive officer of the San Diego Capital Collaborative, a community investment corporation and advisor to the San Diego Smart Growth Fund, a $90 million real estate equity fund targeting workforce housing and mixed use development in San Diego urban communities. He was responsible for the development and implementation of the fund's socially responsible investment strategy.

Mr. Schultz also has significant public sector experience. He served on the City of San Diego's Planning Commission from 2001 to 2009. He also served as chief of staff and senior policy advisor to former City of San Diego Councilman William Jones, advising the councilman on housing, land use and redevelopment issues.

He is active in numerous professional and community organizations. He is the urban community advisor to the San Diego/Tijuana District Council for the Urban Land Institute and a member of the executive committee. He also serves on the boards of Wakeland Housing and Development Corporation, Citizens Coordinate for Century 3 and the San Diego Community Land Trust.

Introduction

I am a member of SANDAG's Regional Stakeholders Working Group representing the City of San Diego and former chair of the San Diego Planning Commission. The purpose of this letter is to provide my comments and recommendations on the Social Equity Analysis contained within Chapter 4 of SANDAG's Regional Transportation Plan 2050.

Social Equity Is Critical To Our Region's Future Economic Prosperity

Our region's long term prosperity is being threatened by increasing income and wealth inequities within our region. Nearly thirty percent of our region's population either lives below the poverty level or is experiencing economic distress. The large majority of these individuals are concentrated in our

region's low and moderate income communities. Forty-nine percent of all income in the region is claimed by the top fifth of households with the highest incomes. The bottom fifth accounts for only four percent. Research has demonstrated that greater equality within regions corresponds with stronger regional economic growth. As noted in SANDAG's Regional Comprehensive Plan:

"We know from experience that regions grow healthier when all communities are strong, which is why social equity is one of the three E's of sustainability…Without it, the region cannot have true prosperity."(Chapter 6, Social Equity and Environmental Justice, pgs.283-284)

Transportation plays a critical role in providing residents of low and moderate income communities with access to economic opportunity. A meaningful social equity analysis would seek to insure that no matter who you are or where you live you would have access to a family supporting job, quality affordable housing, and a healthy environment. I acknowledge that the RTP 2050 Social Equity Analysis is a dramatic improvement from the analysis in the RTP 2030. However, it fails to meet the standard of excellence befitting our region and fails to meet the actions called for in SANDAG's Regional Comprehensive Plan.

The Social Equity Analysis Is Based Upon A Modeling Format Which Is Not Designed For Equity Analysis.

SANDAG's equity analysis was conducted by utilizing the standard transportation demand modeling program traditionally used in transportation planning. The deficiency of this modeling program for equity analysis has been well known for some time and is well documented in a 2008 report prepared by Urban Habitat. (See Attachment 1) While the Urban Habitat report addressed the TDM modeling in the context of the 2009 Regional Transportation Plan for the Sacramento Metropolitan Transportation Commission, the core deficiency of the Sacramento plan is equally applicable in the case of SANDAG's RTP 2050 analysis. The analysis fails to measure the current, existing inequities that our "Communities of Concern" face with the existing transportation system.

The performance measures contained in SANDAG's equity analysis are devoid of any qualitative analysis necessary to a true equity analysis. For instance, determining the percent of households within a quarter mile of a transit station is of little value if the transit provided is unaffordable, unreliable or doesn't take you where you need to go. SANDAG's equity analysis is an approach that is designed to simply demonstrate that the proposed plan does not have any disparate impacts on designated "communities of concern".

A real equity analysis starts by establishing a baseline of existing conditions from which you can identify the existing conditions of inequities.

A real equity analysis starts by establishing a baseline of existing conditions from which you can identify the existing conditions of inequities. Once these existing inequities are identified appropriate strategies and policies can be developed, implemented and monitored on a periodic basis to ensure that progress towards equity is made. An example of this approach is the Bay Area's Snapshot Analysis. Additional methods for conducting an equity analysis through the use of GIS are being developed by the University of California at Davis—Department of Community and Regional Development.

SANDAG recognized the deficiency of its social equity analysis in its Regional Comprehensive Plan 2030 and should not delay any further in addressing these deficiencies.

Recommendation

SANDAG should immediately establish a working committee of experts and stakeholders to develop a social equity impact analysis model. This new social equity model should be developed and implemented during the upcoming update of the SANDAG's Regional Comprehensive Plan.

A Housing/Transportation Affordability Index Should Be Included As A Component SANDAG's Equity Analysis

A recent study by the Center for Neighborhood Technology found that San Diegans on average spend approximately 55% of their income on housing and transportation costs. This percentage is higher for our low income families and nationally our low income families spend 42% of their income on transportation alone. Factor in housing costs and our low income families spend nearly 75% of their income simply meeting their basic housing and transportation costs leaving very little discretionary income for investment in our regional economy.

Developing polices and strategies which will lead to a reduction in our families housing and transportation costs can have significant ramifications for our region's economy. A Brookings Institute study found that by reducing the cost of living for our low income families by 1% would create approximately $6.5 billion in discretionary income. Another study found that if we were able to reduce the number of vehicles per family by one car, we would create $132 million in disposable income.

Recommendation

The development and inclusion of a Housing/Transportation Affordability Index should be included as a component of SANDAG's Equity Analysis. The Center for Neighborhood Technology has developed a model Housing and Transportation Affordability Index. This mapping tool has been used by the Bay Area Metropolitan Transportation Commission.

A Jobs/Housing Fit Analysis Is A Critical Element To Addressing The Connection Between Jobs And Housing In The Region

Access to jobs is critical to our region's economic sustainability. However, relying on public transportation alone to create that access is unrealistic. Today only 15% of our job commutes are accessible within 30 minutes by public transportation. In 2050, after a significant investment in our public transportation system, it is projected that only 25% of our job commute trips will be accessible within 30 minutes.

It is imperative that we significantly address our land use and financing policies to ensure that our future housing is affordable to all income ranges and is located within easy access to our employment centers. These policies must include a "jobs/housing fit" component to ensure that the housing is affordable to our workers commensurate with their incomes. For example, a 2000 study by Center for Policy Initiatives revealed that although many of our high technology centers are located within or near high housing cost communities, 22% of the jobs in those centers were low wage jobs.

Recommendation

SACOG was recently awarded a Federal Sustainable Communities Grant and is funding the development of a Jobs/Housing Fit analysis tool for use in its planning process. SANDAG should coordinate with SACOG in the development of this analysis tool.

SANDAG should also include a Jobs/Housing Fit criteria in its financing programs to provide an incentive for projects which positively contribute to a "jobs/housing fit" policy.

Priority should be given to those transit projects which improve access to employment centers for our low and moderate income communities.

Finally, in closing I want to thank and commend the SANDAG staff for the incredible work they have done on the RTP 2050 Plan. I truly appreciate the passion and commitment demonstrated throughout the process.

Thank you for considering my comments and I look forward to working with you. Should you have any questions regarding my comments, please feel free to contact me.

Sincerely,
Barry J. Schultz, Esq.

California
San Diego Region

Conversation with Christina Gonzales

by Christina Gonzales

Christina grew up in a south side community of Chicago called Pilsen. She was raised in an environment of community organizing where she witnessed her grandmother and close family members organize to improve the lives of people with disabilities. Her childhood experiences lead her to work with non-profit organizations after she completed her undergraduate work at Columbia College Chicago. Her diverse non-profit background allowed her to focus on areas of program development, project management, strategic planning, financial planning, and fundraising. Throughout her career Christina used several organizing tools and techniques with proven success.

Christina accepted several key roles with Pilsen Neighbors Community Council throughout her career. She volunteered, led, and worked with the organization's annual fundraiser, Fiesta del Sol. This festival brings 1.4 million people to the Pilsen community for a four-day event that is nearly a mile long and has over 200 volunteers participating to make it successful. She helped to raise nearly half a million dollars for the organization.

In 2008, Christina attended National-Louis University and obtained a masters degree in business management two years later. After receiving her degree, Christina traveled to Manchester, United Kingdom to organize tenant & resident associations addressing the substandard living conditions within the communities. Upon completing her term in Manchester she went to Maryland to work with inter-faith groups addressing issues of foreclosures, transit equity, and jobs. Christina looks forward to using her skills and ambitions to continue to build J.O.B. into a powerful organization in San Diego and the Southern California region.

Interview with Christina Gonzales

CG Our belief is "Never do anything for anyone when they have the ability to do it for themselves". Give a man a fish; you feed him for a day. Teach a man to fish and you feed him for a lifetime. So that is the way JOB organizes. I can go into a community and fight for better social equity, but in the end I am not living there.

When I started learning about SB 375, I just understood "it's emissions" but then to understand that it's the decrease of emissions and the potential to add in more public service in communities of color and communities where it's low income, that's when it started making sense to me.

JOB has always been known for working with immigration. Many of these issues interconnect with

each other, from transportation to housing, to the impounding of cars, to transit that offers better access. On the Sprinter, there are issues of racial discrimination with the security guards on a daily basis. There are checkpoints purportedly for DUI, but it seems to be more a focus of immigration and identifying individuals who they think are undocumented. I see a lot of opportunity there as well.

I think there's such a fear and a way of life that suggests that there's nothing more than what one could do, when in actually there's a lot more that people can do. The work that JOB is doing is based on faith. Faith is a good thing.

I'm hoping that we are an organization that our state partners look at and our national partners look at and say "there's something that can be learned there" just as I hope that they too are taking on actions where I can learn from them. It's what we talk about in organizing. In order to accomplish the change I want to see, I have to understand the other person's self-interest.

CG My name is Christina Gonzales and I was born and raised in Chicago, Illinois. I am an organizer now in San Diego County, working with Justice Overcoming Boundaries (JOB). I've been with the organization since April of 2012. Justice Overcoming Boundaries works with leaders within communities, particularly congregations, schools, unions, groups that come together around issues that are in the hearts and minds of the people.

Our belief is "Never do anything for anyone when they have the ability to do it for themselves". Give a man a fish; you feed him for a day. Teach a man to fish and you feed him for a lifetime. So that is the way JOB organizes. I can go into a community and fight for better social equity, but in the end I am not living there.

My role as an organizer is to identify, train, strategize and agitate leaders in communities to take their God- given talents and skills and create positive opportunities in their communities. **Our belief is "Never do anything for anyone when they have the ability to do it for themselves". Give a man a fish; you feed him for a day. Teach a man to fish and you feed him for a lifetime. So that is the way JOB organizes. I can go into a community and fight for better social equity, but in the end I am not living there.** Improving the poor schools, bad streets, lack of jobs, poor access to transit in communities happens when residents, who are directly impacted, organize to make change. Too often other individuals tend to speak for the people in the community. I believe each of us are born with the talent, the skill, the capacity to speak for ourselves, but society and life experience often discourage people having a voice. That's what I love about this job—I get to see the talent and passion in each individual that I meet. It's not just about what sports activity one enjoys or how many children one has. It's about who they are as an individual, how they've grown and all the wonderful capabilities that they have. So that's what JOB focuses on. That's why I went into organizing and that's why I continue to believe that this work is very important for making significant change in communities.

BC *What brought you to the work with JOB?*

CG I was born and raised into this work. My grandmother started when my uncle Bobby had spinal meningitis at a very young age, which caused

him to be physically and mentally impaired. At that time there were no services or programs that could provide help, and the only recommendations she received from doctors was send him to a state institution. She visited the state mental institution and saw the horrible human conditions and immediately decided that was unacceptable.

So she began her path to organizing by working to find other opportunities for my uncle. My mother, being the oldest child, became her partner in this movement. I grew up in a world where injustices were constantly being put on display. Politicians and people of power were not being held accountable. Change was happening because of the work of the people. This was part of my day- to-day life. I witnessed how my grandmother, who had a 4th grade education, built a series of organizations dedicated to people with disabilities. Esperanza, meaning hope, was the first. I have a Masters degree in business administration and when I describe to others what my grandmother did, I often say "if this was a business then Guadalupe Reyes created an Empire."

In Chicago, there are many programs and political movements today that have a lot to do with the organizing work that my grandmother and my mother and neighbors and friends of my grandmother's began working on many years ago. Her initial reasoning was simply to help my uncle and others like him. That was the world I grew up in.

I also had the fortunate opportunity to live with my uncle, who I think taught me a lot about people. He was my best friend when I was 8 years old and he was in his late 20s. To me, he was a person who taught me patience, who taught me to look beyond just the person on the outside but actually look on the inside, and he taught me the importance of believing in something. I've just taken that everywhere I've gone and growing up in the neighborhood, growing up in the family that I'm in, it was always introduced to me, this world with community organizing and the focus was always about what's the most important in the hearts and minds of the people, and I'm still growing in this work. I can't say that I'm the best professional in this work, but I'm growing in it and I'm learning, and I think that's one of the most important points. I've had the opportunity to live in Buffalo, New York; in Manchester, England; in Maryland, Prince George's County and now in San Diego. It's amazing the differences that I see, and yet so many similarities. The biggest similarity is people are feeling frustrated, angry, fearful, overwhelmed and want change. It's not just in Chicago. It's across the nation, around the world. As an organizer I am constantly looking out for people who are prepared to make change. It is with leaders like this that I train, strategize, and agitate to use their God- given talents to do something about the lack of transit access or poor schooling in the community. They're just learning tools that allow them to use their talents in different ways to improve what they themselves are living in. If my grandmother hadn't done that, I don't think I'd be doing this work.

BC *Aren't there some community landmarks named for your grandmother, Guadalupe Reyes?*

When I started learning about SB 375, I just understood " it's emissions" but then to understand that it's the decrease of emissions and the potential to add in more public service in communities of color and communities where it's low income, that's when it started making sense to me. That was my first learning about SB 375.

CG Yes. There's a school that's named for her, the Guadalupe Reyes Children's Center. There's also a building named after my uncle, Robert Reyes. Originally my grandmother thought that she would pass before him and she wanted to make sure that there was a place that can help him and that wouldn't cause any of my uncles or aunts to take on the burden

BC *How did JOB became aware of SB 375 and transportation equity?*

CG The previous executive director, Norma Chavez Peterson, was in a conversation with the Ford Foundation and several other local community groups, talking about ways in which we could create

sustainable communities within this collaboration effort. When I came on board, that was when we began looking at some serious efforts to be made. Ford Foundation and the California Endowment Group agreed to put a sizable amount of money towards the collaborative. They brought in a number of groups to this table and said "let's begin talking about how we can work together."

That's how I was first introduced to SB 375 and the its possibilities. I learned about the lawsuit that was occurring and the win that this lawsuit had, basically saying that the regional development proposal that was in place did not meet SB 375 standards and therefore it had to be taken back and reviewed.

I have to say when I first arrived, it was a very different language for me. It felt foreign. It took me several conversations with several different people to understand that SB 375 is really this hammer that communities could use to prevent emissions, and to build a future for young people to understand how public transportation can be their way of life. Right now, I look at San Diego and I think if I didn't have a car, what would I do as a community organizer? Coming from Chicago where I always thought the transit system was poor, Chicago actually has a more decent transit system compared to San Diego. To get from Chula Vista, south of San Diego, into Mission Valley, which is up towards the northern part of San Diego, could take 2 ½ hours, even more, depending upon what service is available, where I need to get to exactly and how to get there.

When I started learning about SB 375, I just understood " it's emissions" but then to understand that it's the decrease of emissions and the potential to add in more public service in communities of color and communities where it's low income, that's when it started making sense to me. That was my first learning about SB 375. since then it's grown. I talk with pastors and I see the look on their face. That look is the same look that I had when I first heard about it. What does it mean? Once they begin learning, "wait a minute, this is about servicing our community. The bus services were cut for Sundays for some of the churches so they lose congregations. I see the benefits of it."

BC *What does JOB want to grow and build in San Diego?*

CG The leadership council decided to divide the huge region of San Diego County into 3 parts. We have the North County Region which is anything above the city limits. We have the City Region, and then the South County Region, which is anything below the city limits. In each part, there are organizational tables that are being built. Currently we have the North County and the City table built. For the City, it's a newer group. It consists of 5 congregations and they have continued to grow. Their work is looking at several issues within the surrounding communities. Transportation is one of them, but we're also looking at student housing. Many of the congregations that we're working with are recognizing that there are students who are going to colleges and universities, but do not have the funds to be able to have an apartment or a place to live, so they're living in their cars, friend's couches, or on the streets. Over the past several years, the universities have been focusing on developing housing areas, but the rents for them are $2000 to $2500 for 2 to 4 bedrooms, depending upon the proximity of the school. I remember going to college and living in a dorm and college living was included in the tuition. There are dorms still, but there's a strong focus on these housing developments for students.

To see a group grow and focus on an issue that they themselves feel in their hearts and minds, that would be a success for the organization. The North County has been existing much longer, about 6

months longer. They've identified 3 areas—transportation, immigration and youth. Transportation and immigration issues are very present in Escondido. There's opportunity to really begin looking at some of the issues in that area, especially around immigration work, but it does connect to the transportation piece.

JOB has always been known for working with immigration. Many of these issues interconnect with each other, from transportation to housing, to the impounding of cars, to transit that offers better access. On the Sprinter, there are issues of racial discrimination with the security guards on a daily basis. There are checkpoints purportedly for DUI, but it seems to be more a focus of immigration and identifying individuals who they think are undocumented. I see a lot of opportunity there as well.

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For the organization itself, my primary goal is that there are leaders within the communities that decide for themselves that this is what they want to work on. It can't just be me or another organizer or just the leadership council making the determination of what gets worked on. This is the people's organization and that is how to impact communities.

BC *You mentioned impounding of cars. Could you say just a little bit how that works?*

CG In Escondido, I've spoken with three different individuals at Resurrection Church about the impounding of cars. One woman was pulled over because the police said they saw her with a cell phone in her hand. Her cell phone was actually not in her hand, it was in her purse, but they pulled her over anyways, saying "we noticed you were driving with your cell phone". Her nephew owned the truck which she borrowed that day. The truck was impounded. The nephew had to figure out how to get the truck out of the impound. When the nephew went to talk with the police about retrieving his vehicle and shared how the stop was due to a false accusation, he was ignored. He explained she had to dig it out of her purse when they did pull her over. Why would this continue? The attitude was "you're not the owner of the truck so therefore we don't have to answer to you". Then the young man said "I am the owner of the truck and I would like it explained". The response from the police was "she didn't have the proper drivers license" therefore they have the right to impound. It was very nonchalant, matter of fact, not their problem, and for him it became difficult to make it to his work. This young man had to figure out within 24 to 48 hours how to pay the impound costs, which grew day by day. He also had to wait a period of time before he could get the car, making the cost of the impound outrageous.

Another example of racial profiling happened to a JOB leader who was actually born and raised here. His parents migrated here before he was born, but his skin and hair are so much darker that the police tend to stop him regularly. This leader served in the military for a number of years as a marine and he finds it really difficult to be pulled over and not be given a clear picture as to why. His car never got impounded, but it was racial profiling that the police were doing.

Another example is DUI checkpoints. These checkpoints were really created to identify undocumented people, and this leads to cars getting impounded. In a community where cars are necessary, families are losing that access because of these checkpoints. The community knows these are not

designed to prevent drunk driving—it is designed to tear families apart. In the city of Escondido, ICE has an office within the Escondido Police Department. Anytime something happens, the police department can easily call the office and have an ICE agent come up. Recently the new California Driver's License law will make it possible for the undocumented to drive legally.

BC *Can you tell us about your work with SANDAG?*

CG Regarding SANDAG, most of the work JOB did over this past year was to engage the community in a conversation about public transit equaling access to jobs, family, education, and religion. JOB held two major events, in San Marcos and Chula Vista, where we had people discuss transportation and walkable communities. The discussion was simple—"are you looking for walkable communities? Are you looking for services within your neighborhood to meet the needs that you have?" At each event we had over 80 people discuss their own personal stories of how transportation impacts their lives. We did have a couple of individuals from SANDAG come out to participate and see what was happening. There were other groups from Sustainable San Diego that actually attended some of the SANDAG meetings with their teams. We began talking about "how do we get people to understand what SB 375 is? How do we get people to understand how transportation works?" Most individuals who I've spoken with about transportation, feel like they "really don't have much of a choice in the matter". As a person living in that community you certainly do have a choice.

BC *Would you explain the lawsuit around transportation?*

CG The San Diego Association of Governments (SANDAG), the Regional Planning agency in San Diego, came up with a 2050 regional planning proposal that said "here are the things that SANDAG recommends to spend the money that's available for transportation" and in it, it really focused on building more highways for more cars and the fight became about the SB 375 standards, because transportation was put at the bottom on the list. Those who understand proposals know you end up using the money at the top of the list, so that by the time you get to those last parts, you've already used up a large portion of what was being created for transportation. The Cleveland Forest Institute came in and looked at the proposal and said "wait a minute, this isn't meeting the SB 375 standards that were created" so they took it to court and won. That surprised a lot of people within San Diego. This would actually be the first step of many that would force SANDAG to review their work and be pushed towards meeting the needs of people. There are always deals to be cut in politics, and there's always agreements being made, and that's how these proposals become the framework. This lawsuit, and this win forces SANDAG to see there's going to be more attention towards what their proposals look like for the upcoming years, and they are concerned that when it goes back to court they will be told "you didn't follow the SB 375 guidelines and you have to change". It's going to take a year or two to go back to court. By that time, all of that money would have been spent. This lawsuit can have great impact. There are benefits to SB 375. It may not be seen right now but it can be, it can be.

BC *What partnerships have you built?*

CG I really have to say that when I first came on board I was fortunate because there was this coalition with partners that were already focusing on sustainable communities; groups like Move San Diego, Walk San Diego, the Environmental Health Coalition, CPI Center for Policy Initiative, ACE, JOB, SDOP, Casa Familiar, City Heights, CDC. There were a number of these organizations coming together asking "how do we make San Diego a sus-

tainable place, because it's growing?" That really gave me an opportunity to start building relationships. Sustainable San Diego realized that sustainability was too wide a focus. it meant infrastructure, it meant housing, it meant transportation, it meant better jobs. There were so many pieces to it that by trying to get it all worked into one, we were trying to accomplish climbing a mountain that was just never ending, whereas now what we're talking about is continuing our relationships, continuing this relationship that we began through the collaboration in saying "where can we collaborate to on certain issues and certain pieces?" For example, this idea about the Sprinters that I talked about with security guards being an issue, this can impact communities on many different levels, not only for immigration but also for students, for those that are in poor or low housing costs or communities where public housing is and the treatment they receive. They're not doing this because they're in La Jolla. they're doing it because they're in areas where it's affordable housing and security guards. It might be intentional or it might be that they're not trained well enough. Whatever the circumstance is, there needs to be some work done around that. Could I go to some of my partners? Absolutely. I can go to them and say "What are you hearing on the ground? What are your people saying? Do you want to be a part of this?" There's ways in which I see this collaboration as having its success as far as we've gotten. Now we ourselves admit we have to move in a different direction.

BC *How did Breakthrough Communities partner with you?*

CG Much of what you actually did with us was before I came on board. I do know that breakthrough communities was one of the groups that came to bring everyone together. It did bring in all of these collaborative partners to talk about what transportation would look like in the future and that actually began the whole conversation around collaborative partners. I know there was a forum and you had over a hundred people there and people were noting the changes that need to happen in San Diego in order to become a successful community.

BC *We also worked together as part of the state-wide California Coalition for Just and Sustainable Communities and created a 3-year plan. Did we co-sponsor a workshop together with Building Healthy Communities?*

CG Yes, also with Mid-City Can. There was a lot of discussion around the next steps towards free bus passes. Mary Gonzales was still working with Mid-City Can and with Building Healthy Communities around strategizing how to get free bus passes for low income and poor students. Part of it was because of the work that had been done by Genesis, and the whole success that you had there in regards to bus passes. Really it was about getting the kids educated and getting them to schools, but how you broke it down was, it's all about the access that you get when you have free bus passes.

It's actually through those conversations that we're now in a conversation from a regional perspective. Mid-City Can actually had a win. They are going to be given money for a pilot program. The program would have 200 or 250 students identified as in need of free student bus passes and then they would study what the kids were doing with the free passes. Each of these students would be interviewed about what they're using it for—to go to their local congregation, to go libraries, to go to museums, to go to all these different places. The hope is they have enough information so that they can go to SANDAG and to the city and be able to say "this is something that we need city-wide" but what Mid-City Can recognized is that there's probably a better opportunity from a regional effort than just the small community of City Heights. Working together, we've established a fellowship where there'll be interns who are going to work on building new transit, wider groups focused on how we get student bus passes made available. It's beginning to look like a regional issue and it's in its development phase right now.

BC *What do you feel proudest about what you've accomplished?*

CG My growth in organizing. We talk a lot about 'path to power'. Leadership is not easy. I started as a leader while working a full time job, and caring for my family. Then I added this work around my community because I want to make it better. It is always difficult to balance and to manage but I also get to watch individuals go through that, and when

they find that balance and they find the successes that they do, I see that they themselves are growing in their own way. I've watched leaders come and go. Some have gone in directions where it's making them better, improving what they've already accomplished. For me, those are my biggest successes.

For the organization, there's been many times where I've heard from individuals that say "JOB is not going to really grow" and it's always interesting to hear it because JOB has existed for 10 years, and there's always been that one person who said "it won't last until next year, it won't last" but I've got a staff and I've got leaders who are just committed to this work and that's what makes this work interesting.

I would say those are the biggest things that I'm excited about. The issues of work will always be there. I hope and I pray that there will be some kind of comprehensive immigration reform but I also know the challenges that it includes. I would love to be able to say "eventually there are not going to be any issues" but if there weren't, then I wouldn't be in a job and that would be okay. I'd find something else to do.

BC *You have been a force to contend with.*

CG The region of San Diego is the size of the state of Connecticut. When you look at the population and you look at areas like La Jolla, or where Sea World is, there are pockets of just beautiful landscapes, but that's only one part of San Diego, then there's this second part of the city. It is the tale of two cities, and just being able to make it so that people see that there's opportunity is the biggest piece for me. It's difficult when you go into a community and you start talking to congregations and the members of these congregations are feeling as if "there's nothing we can really do outside of the church. We can only do what's inside." I grew up in a world where the church is what made the outside better. The church is what decided what the community would look like. I think there's such a fear and a way of life that suggests that there's nothing more than what one could do, when in actually there's a lot more that people can do. The work that JOB is doing is based on faith. Faith is a good thing.

When I first arrived there, I learned that there were over 2700 congregations within the San Diego region. When I think about numbers, I think if each of those congregations had 100 people within them, that's 270,000 people that could impact change. Right now a very small percentage of that is what I'm touching, but it creates great opportunity. Congregations have their base and each of these bases are built up from people who are passionate about their faith and come to that church for a reason. In the trainings that I do, one of my first questions is "what is it that brought you here on this day at this time for this reason?"

I used to work as a boys and girls' club director and I always knew what drew young people—it was sports and fun activities, it was around things they were successful with, and this work has almost the same capacity. That's what brings communities together for faith. There's something about the church, something about the religion, whether it be that you grew up in that church or you grew up in that congregation, there's something that draws someone to it, and I think it's community. it's

only in that capacity that we can actually make significant change. This work cannot be done by ourselves. Whenever I think about the work that I'm doing in regards to religion and church and faith, I look at it as this is a community of people who feel the same way. How do we get them to work together?

BC *Do you draw on the strengths of your state-wide partners and your national partners?*

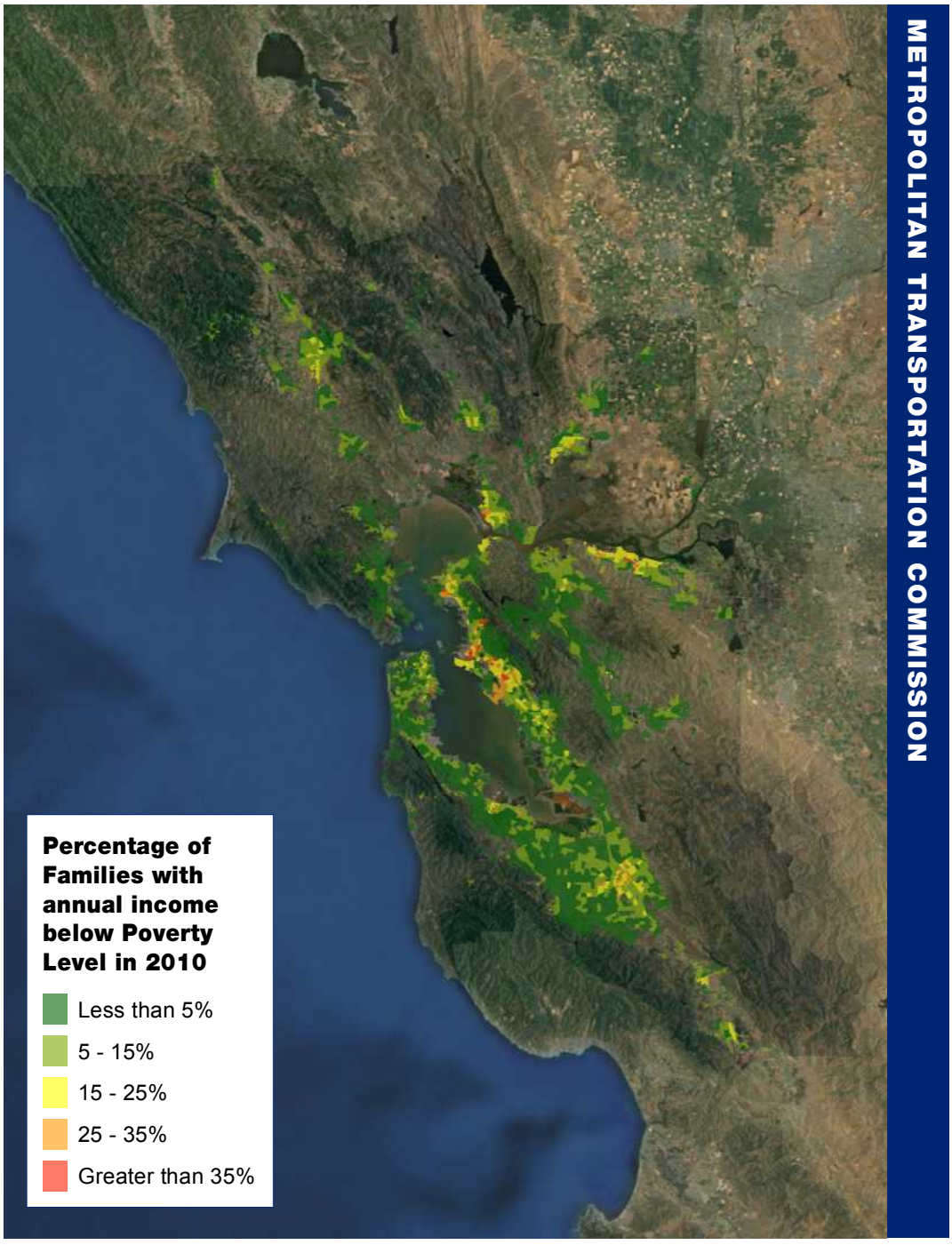
CG I believe organizing is really about relationships. When I look at the accomplishments of Genesis with the Six Wins it makes me wonder what can we do here in San Diego. In many ways JOB has been using the national relationships to find what to build here. Fiesta Del Sol was born in Chicago. It's the festival that is held as a fund raiser for Pilsen Neighbors Community Council Organization, and it's a very successful event for the community. Seven years ago the leadership of JOB decided they were going to create this festival in San Diego, and they use the relationships to begin understanding how it would be successful here. We're talking with others, we're learning what works and what doesn't. It gives our partners an outlet to turn to and say "hey you did this. What was successful and what were the struggles?" If we start looking at a coalition, this is how we can work together. This breaking up the region into three parts, it was a thought in our leaders' minds. Now that we're actually doing it, we're finding successes and we're finding struggles but it's something where I would hope our partners look to us and say "if we need to do that, let's talk to JOB to see how successful it was and what were some of their obstacles."

I'm hoping that we are an organization that our state partners look at and our national partners look at and say "there's something that can be learned there" just as I hope that they too are taking on actions where I can learn from them. It's what we talk about in organizing. In order to accomplish the change I want to see, I have to understand the other person's self-interest. If I want Justice Overcoming Boundaries to be recognized on a state-wide level and a national level, then I also need to look at who are my partners in each state to help me make that possible. The partnerships that I have are very important and we'll continue to maintain them and grow them, and hopefully I find more that can help me with this organization.

BC *Have you worked with Barry Schultz from UC San Diego's CUED?*

CG I remember—he and I sat down and chatted for the transportation forum and he gave me some ideas of people that I could approach. I think just having individuals who see things from a different perspective is very helpful for me because as an organizer, you're always trying to look at the whole picture but sometimes you miss it. Having individuals like him to be able to support and ask "have you looked at it from this perspective?" is important.

San Francisco Bay Area Region



California
San Francisco Bay Area Region

Introduction to San Francisco Bay Area Region

Decades of unjust public policies have systematically excluded low-income communities of color from opportunity while fueling sprawl, car dependence, and all of the environmental and economic problems that come with them—from global warming to the suburban housing bubble.

Today, instead of a transit system that provides a leg up to good jobs and schools, we have a separate and unequal system that leads to inequality of opportunity. Most low-income people and people of color lack reliable and affordable transit to get where they need to go every day. That's in part because the Bay Area has invested hundreds of billions in highway expansion and commuter rail at the expense of local bus service.

At the same time, homes in both urban and suburban cities with good access to jobs—like San Francisco, Silicon Valley, Oakland, and the Tri-Valley—are increasingly unaffordable for average people. Working families face an impossible choice: live close to work in overcrowded or unsafe conditions, or struggle through a long and expensive commute to live in a more affordable home far away.

The same policies that drove segregation and disinvestment in communities of color also generated suburban sprawl, excess driving and air pollution that threaten our health and contribute to the climate crisis. Because social inequality and environmental decline share common roots, they must be tackled together to find shared solutions.

A new law has arrived to help California reduce greenhouse gas emissions from driving. Senate Bill 375 (SB 375) requires regional agencies to plan future housing, job growth, and transit investments together, rather than separately, to decrease driving—what some people call "smart growth." (In the Bay Area, the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) are responsible for the planning required by SB 375. Their plan, dubbed "One Bay Area," includes a Regional Transportation Plan (RTP) and Sustainable Communities Strategy (SCS).)

In past regional planning processes, low-income communities of color have often been excluded. But today, with SB 375, there is hope that sustainable communities planning and investment strategies will revitalize their long-neglected communities and open up opportunities for their families. Today, across California's metropolitan regions, these residents are a critical constituency in the fight for frequent and reliable transit service; affordable housing in mixed-income neighborhoods that will allow lower-wage workers to live closer to jobs; shaping infrastructure investments that meet community needs; for healthy and safe communities that include cleaner air and water as well as walking and biking options; and for access to a full range of jobs and other opportunities. And with the adoption of SB 535, there are opportunities to ensure that California's plan for spending its cap and trade revenues allocates at least 25 percent of those funds in a manner that truly benefits their communities.

Because these communities have so much at stake, they are the natural leaders for realizing the vision of just and sustainable communities that so many in California share. The experience of several coalitions of community groups in the first round of SCS regional planning under SB 375 in California has already demonstrated that these communities have the potential to move the needle toward that vision.

In the Bay Area, a diverse coalition of more than 30 community, public health, environmental justice, faith-based and labor groups, called the Six Big Wins for Social Equity, have united around a common vision that puts social justice at the center of land-use and transportation planning to achieve greater equity, environmental sustainability and economic

prosperity for all. Specifically, we are working to achieve the following Six Big Wins: (1) Affordable Housing, (2) Robust Local Transit Service, (3) Investment Without Displacement, (4) Healthy & Safe Communities, (5) Access to Economic Opportunity and (6) Community Power. Like our partners in CCJSC, we believe that by focusing resources and investments on the transportation and housing needs of the region's most socially vulnerable communities, we will go furthest in reducing driving and Greenhouse Gas emissions. And by working together we can build a stronger and more equitable future for everyone.

In the Bay Area, we are using a multi-pronged approach to identify priority disadvantaged communities. We are prioritizing those communities where we have relationships with membership-based organizations who can communicate directly with affected residents, such as East and West Oakland, Richmond, San Francisco's Bayview Hunters Point, Marin City, and East Palo Alto. As we continue to build the Six Big Wins Network, we are supplementing that approach based on existing relationships with data-based approaches, such as those that highlight census tracts with the highest proportion of low-income communities of color (and also consider factors such as limited English proficiency, cost-burdened renters, zero-vehicle households, and displacement risk), as well as a HUD metric (racially-concentrated areas of poverty), which the SF Federal Reserve Bank has mapped for us. Finally, we are focusing on those additional communities that analysis shows are at risk of negative impacts over the next 25 years (e.g., neighborhoods where there are currently high numbers of low-income residents of color but will be targeted as one the Bay Area's Priority Development Area in the SCS and expect an influx of higher-income residents and increase property values over the next 25 years). We are also including those suburban and exurban parts of the Bay Area where large numbers of people of color have recently moved after having been priced out of and displaced from more central urban areas like Oakland and San Francisco. Accordingly, we would like to broaden outreach efforts to include places like East San Jose, East Contra Costa County (e.g., Antioch), and Solano County (e.g., Vallejo).

Bay Area Goals and Outcomes:

Outcome 1

Increase affordable housing near jobs, reliable public transit, good schools, parks and recreation.

Outcome 2

Increased investment in robust and affordable local transit service that connects people to opportunity, and free youth bus passes in communities where students depend on public transit to get to school.

Outcome 3

Investment without displacement through incentives that strengthen and stabilize communities vulnerable to gentrification and the displacement of low-income residents of color.

Outcome 4

Increased investment in healthy and safe communities with clean air, that are connected by robust public transit, and that provide safe walking and bicycling access between essential destinations.

Outcome 5

Create economic opportunity through more quality green jobs, transit-related jobs and access to economic opportunity exist for marginalized populations.

Outcome 6

Build community power for working-class people of color in local and regional decision-making.

In the Bay Area, the key decision-makers for the first phase, the planning part, of SB 375 implementation are MTC and ABAG. Within both agencies, our prioritized "targets" or points of influence include allied staff members, executive staff members, and key elected officials that sit on the board of each agency. Both MTC and ABAG's governing boards are made up of locally elected officials who have been selected by their peers to represent their city (in the case of ABAG) or their part of the region (in the case of MTC). This dynamic makes influencing the bodies

challenging because the board members are most accountable to their local constituencies, and their local priorities may conflict with larger needs of the region. Furthermore, these officials have many demands on their time and so often they are not able to give decisions at MTC and ABAG their needed undivided attention. Thus "regional plans" can become simply the compilation of locally prioritized projects, rather than unified coherent plans.

In order to maximize our influence at MTC and ABAG, the Six Big Wins Network has worked to expand our membership representation across the region and we also perform iterative power analyses to determine those staff and officials who are our key allies or "champions," those who are key opponents, and those who are "swing" officials.

In addition to MTC and ABAG, as we move more into SB 375 implementation after the RTP/SCS has been adopted, county-level and local-level agencies become more important. As part of Plan Bay Area (RTP/SCS), the Congestion Management Agencies (CMAs) in each of the Bay Area's 9 counties, have been tasked with distributing the limited resources of the One Bay Area Grant (OBAG) as well as with creating detailed plans for how transit-rich neighborhoods (called Priority Development Areas or PDAs) across their county will be developed for more housing, jobs and transit connections. Local governments will continue to have primary jurisdiction over land use and housing policies and so they will also be critical targets in local campaigns focused on ensuring that housing remains affordable near transit. Transit operators, all of which have governing boards and general managers, will also be targets for efforts to improve transit service and keep fares affordable. Finally, in the case of state-level policy making, the legislature, the governor and key agencies—like CARB and California EPA—will also be important decision-makers.

Source:

California Coalition for Just and Sustainable Communities' Planning Grant for Equity in SB 375 Sustainable Communities Strategies.

The Statewide reports for the following section on the San Francisco Bay Area region are prepared by:

- Guillermo Mayer of Public Advocates, Inc,
- Kayleigh Barnes, Breakthrough Communities intern and UC Berkeley student,
- Alex Karner, of University of California San Diego's Center for Regional Change (CRC) and the Global Institute of Sustainability at Arizona State University,
- Solange Gould of the Public Health Institute's Center for Climate Change and Health and UC Berkeley.

California
San Francisco Bay Area Region

Guillermo Mayer
Public Advocates

Guillermo Mayer became President & CEO of Public Advocates Inc. in November 2013 after serving for more than 9 years on the organization's legal team. There, he specialized in litigation and advocacy to improve public transportation services in low-income communities and communities of color.

An expert in transportation equity matters, Guillermo played leading roles in state and national policy campaigns to enforce civil rights in transportation decision-making, improve equitable outcomes in regional transportation planning, and secure greater funding for local bus service for transit dependent populations. In 2009, he co-led a groundbreaking civil rights administrative challenge against the Bay Area Rapid Transit District (BART) for its failure to evaluate the impact of the Oakland Airport Connector on low-income and minority communities in East Oakland. The victory resulted in $70 million for transit service throughout the Bay Area and catalyzed national Title VI reform in the public transportation industryThe grandson of a bracero who worked on California's railroads in the 1940s, Guillermo immigrated to the United States from Mexico with his parents and older brother when he was 10 years old. His experience growing up on both sides of the Tijuana/San Diego border propelled him into political activism at an early age, organizing against propositions 187 and 209.

Preview

"I came to Public Advocates because of the unique work we do to expand opportunity in many areas of life, whether it's education, housing, transportation or influencing how our regions and our cities grow. That's what inspired me."

"If you went back 5 years ago and said that MTC and ABAG meetings were going to be filled with people from the community, talking about social justice, affordable housing, investment without displacement, and better public transportation, I would've said, is that possible?"

GM My name is Guillermo Mayer. I am president and CEO of Public Advocates. What inspired me to do this work, dates back to growing up on both sides of the Tijuana- San Diego border and witnessing stark contrast in resources and opportunity. As an immigrant, I grew up with a special eye on how communities were treated, having seen my own community treated in very negative ways that set me off on a trajectory of activism, and inspired me to become a civil rights attorney. I came here to Public Advocates because of the unique work that we do in making sure that in many levels of life, in many areas of life we expand opportunity whether it's education, housing, transportation or just influencing how our regions and our cities grow. That's what inspired me.

"We are all different but sometimes face common barriers... like insulated regional agencies that are not accountable to the public, and are not used to engaging racially and economically diverse residents."

BC *How did Six Big Wins inspire you?*

GM If you went back 5 years ago and said that the spaces where we were meeting with MTC and ABAG we're going to be filled with people from the community, talking about social justice, talking about affordable housing, talking about investment without displacement, about better public transportation, I would've said "is that possible?" I was one of the people who was there 5 years ago, 10 years ago and we proved ourselves wrong. Not only did we prove others wrong but we proved ourselves wrong and right at the same time because we've always had this vision that planning should reflect the priorities of those most impacted by it. I'm just blown away by the incredible energy and the leadership we've seen come up from so many organizations. The fervor of our call is that is we want an equitable Bay Area and we saw progress made. We didn't win everything we wanted but we saw leaps and bounds occur in winning allies and building momentum from the grassroots up. It became clear that starting with equity, outcomes that are better for everybody is the result. There was also the aspect of it coming together at the last minute and walking away with some concrete victories that I think moved us all.

BC *What is the vision you hold for the Six Big Wins going forward?*

GM We as a Six Wins Network started with a very broad set of actors and as the work developed we emphasized certain priorities—better transit, affordable homes, investments that help people, not hurt people by displacing them. Now we have an opportunity to create a bigger table with others that haven't played a strong role in the past but have incredible promise and excitement like jobs, like expanded possibilities for public health.

We've learned how to navigate one plan. We know the obstacles. We now have some openings and we should be looking about several cycles from now and having that long term strategy.

BC *If you were talking to other regions, if you were talking to San Diego, to Los Angeles, to San Joaquin, Sacramento, what guidance would you give?*

GM I would start with saying let us learn from you because you have gone through this yourself. We are all different but sometimes face common barriers and certainly we have common hopes and dreams and we could really use time with you to learn and we would be happy to exchange with you what worked for us. The common barriers include insulated agencies that are not accountable to the public, that are not used to engaging racially and economically diverse residents. We all deal with that. In some places they're even more insulated than others from public scrutiny but we know we face that together and we all have to crack that and we can learn from each other. We know that translating our goals and our policy objectives to something that everyday people can rally around is always a challenge. How do we talk about a complex long-range transportation plan in a way that appeals to people's everyday interests and would encourage them to turn out and participate in a long process? That's the challenge that we all face. In terms of hopes and dreams, we all want to use this opportunity to allevi-

ate poverty, to end segregation, to provide opportunity through providing greater access and mobility, providing better jobs and making sure that people can afford to live near where they work. It's an opportunity to advance those things while helping the environment. Those are common dreams. I think we can learn a lot from each other and I'm excited about the idea of us coming together to do that.

BC *Public Advocates played a super important role in the Six Big Wins. As you take on the mantle of CEO, what deepening commitments do you feel to public advocates playing a role, going forward in this work of building coalitions and linking community groups to policy opportunities?*

GM As the new president and CEO of Public Advocates my number one objective in supporting this work is to make sure that we always have authentic relationships with our partners; that we as a law firm understand clearly what we bring to the table and what we learn from others in carrying out this work and how to do that in a way that advances our collective interests. We have a lot to say as our friends know and we have a lot to contribute but I think building the multi-sector relationships that we're all starting to build through the network can only happen when you have partners who are trusted, who are authentic and who think beyond themselves. I think that's the biggest contribution any of us can continue to give to Six Wins. You can count on us to be an ally and to be willing to listen and to show leadership and to do it in a way that helps bring out our collective power.

BC *How have you been personally touched, moved, changed, discouraged or strengthened by the process just happened here the last few years.*

GM We're trying to make government work for us. We're trying to uphold basic principles about fairness, about how investments should benefit residents. When people are trying to stop progress from happening and turn back the clock in very direct and disruptive ways, as I had the chance to witness over the past few years working on federal policy, I realized that nowhere in this country is anybody doing work like the Six Wins. We're bringing together so many groups from so many different areas to influence regional planning and especially in California with SB 375, we have an opportunity to influence not only long range transportation planning, but land use and housing and their interface. I haven't seen anybody else do this. I don't want to say we're the only ones, but I just haven't seen that happen before and it's an inspiration for ourselves in California and the other regions that are taking this on. It's also an inspiration for the country, and I hope that this will contribute to a national dialogue about how to get long range planning that involves both transportation and land use and how to get that right and how to prioritize social justice. In the bigger picture, we're responding to the greatest crisis that has ever faced humanity and so the question for us is whether we respond in a way that transforms our lives in a positive way, not just in a way that repeats the status quo. Can we do it a way that it truly uses this crisis to help address some of the most longstanding social ills that we haven't addressed before?

I think the answer to that is a clear and resounding yes.

California
San Francisco Bay Area Region

Demystifying the Equity, Environment, and Jobs Scenario

by Kayleigh Barnes, UC Berkeley

Kayleigh Barnes is a senior at UC Berkeley studying Economics and Physics. She has a passion for Food Justice and has worked with the UC Berkeley Public Service Center and the Berkeley Student Food Collective to help create healthy, food sovereign communities. She began interning with Earth House in October 2013 and has found the experience eye opening to the many ways that equity can be increased in the Bay Area. The EEJ scenario grabbed her attention because it connected social justice with science and academia, which so often seem to be at odds with each other.

Introduction

In 2008, the state of California passed the Sustainable Communities and Climate Protection Act, also known as SB 375 that targets greenhouse gas emissions from passenger vehicles. The bill supports the greenhouse gas emission reduction goals of AB 32, the Global Warming Solutions Act of 2006. The bill requires that a Metropolitan Planning Organization in each California region create a Sustainable Communities Strategy (SCS) that directs transportation, land-use, and housing policies towards meeting the emissions goals of SB 375 and AB 32. In the Bay Area, the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) adopted the SCS as part of the One Bay Area regional planning process. The SCS adds a new component to the Regional Transportation Plan (RTP) under One Bay Area that increases the integration of land-use and transportation models to achieve a more detailed model of land allocation.

SB 375 and the SCS set the stage for a major change in regional planning throughout California. In the Bay Area, community and advocacy groups collaborated to create a scenario that promotes the three "E's": equity, economic vitality, and environmental health. This was revolutionary plan created with input from the community to benefit the community. Even more groundbreaking is that the scenario was successfully petitioned to be included in the RTP as an alternative to be developed and analyzed by the MTC and ABAG. The EEJ Scenario and four other alternatives were developed as part of the Draft Plan Bay Area and then analyzed in the Environmental Impact Report.

The EEJ Scenario aims to increase equity in the Bay Area through two main areas of development, housing and transportation planning. EEJ aims to direct housing growth towards communities with job opportunities, high quality education, and transportation. Its land allocation goals include increasing low-income housing in areas with a lower proportion of low-income residents, increasing opportunity and access for low-income people in these areas. The EEJ scenario focuses on local public transportation as the top priority in the transportation component of the scenario. It diverts funds away from capital investment and infrastructure expansion and into increased local bus service. These proposals and goals were created from the requests and needs of community members, thus the EEJ scenario is the only scenario proposed that directly addresses the needs of local communities. When the Environmental Impact Report was conducted, it was found that the EEJ scenario, the scenario that maximized equity, was the alternative that had the lowest environmental impact and greatest reduction of greenhouse gases.

Literature Review Modeling

In regional planning, a city planner will identify a problem that needs to be addressed in a community, develop possible alternatives for addressing the problem, test the outcomes of each alternative, and then choose the alternative that fairs the best to move into the implementation stage. In this situation, SB 375 addresses the problem: greenhouse gas emissions are high, contribute to global warming, and need to be reduced. The five proposed alternatives are the possible solutions to reducing greenhouse gasses in the Bay Area. To figure out which alternative was the best option, the MTC and ABAG relied heavily on modeling to analyze and predict the outcomes of each proposed scenario. Land-use modeling originated in the 1950's with the Chicago Area Transportation Study. Original modeling was done completely by hand and based on allocation rules derived from population densities around city centers. Since the Chicago Area Transportation Study, modeling theory and programming have made huge strides but still have much room for improvement, especially when it comes to increasing equity among communities. One of the major improvements in regional planning modeling has been in the development of programs that integrate both land-use and transportation modeling. In the past, modeling of housing and industry growth was done separately from transportation modeling. This led to inaccurate forecasting because land development and transportation feed off of each other. It is useless to build a shopping center and housing tract in an area with poor access to transportation and vice versa. Having an integrated system for transportation and land-use modeling increases opportunities for equity in modeling because marginalized communities tend to be dependent on public transportation. Integrated modeling systems have the ability to help increase access to housing and jobs in historically low-income and underrepresented areas.

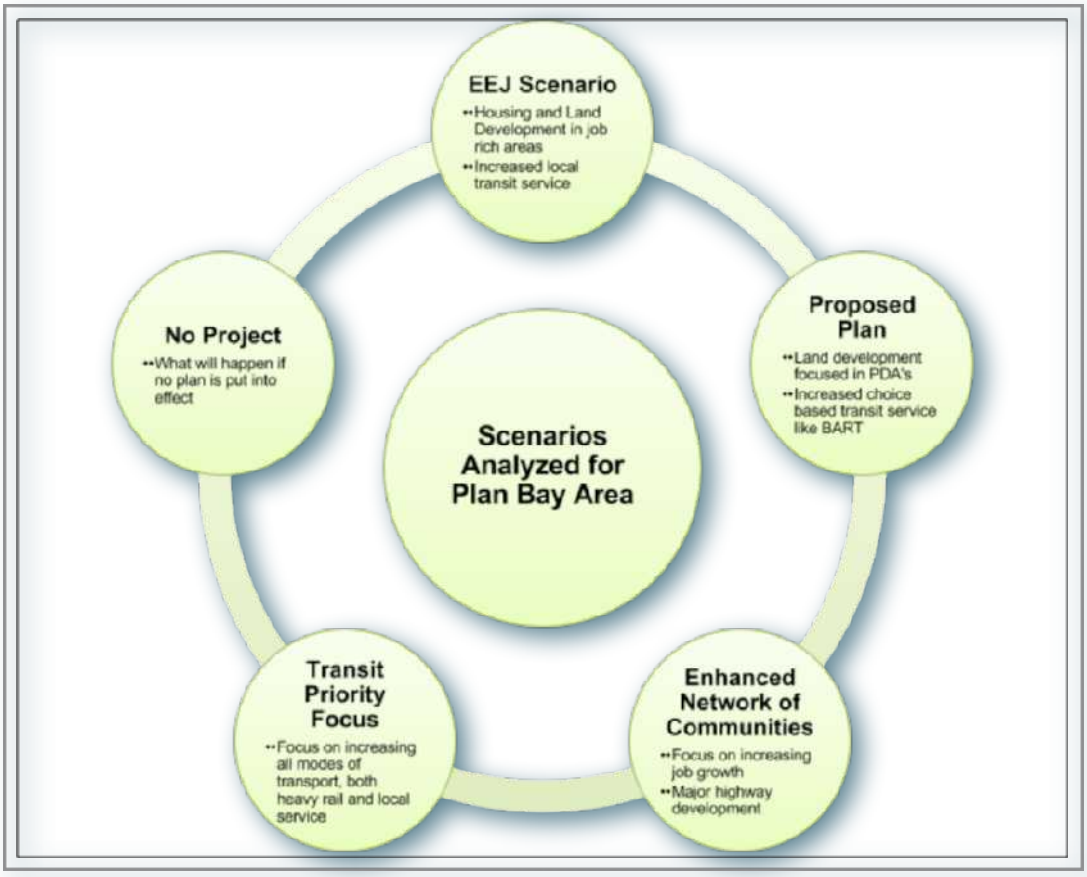
Modeling is an important part of regional planning and many improvements have been made to increase its accuracy and usefulness, however it is not without its drawbacks. New programs require extensive data that must be updated regularly. It is expensive to acquire and maintain detailed data at the parcel level and it could be argued that planning funds would be more useful invested in other planning efforts.

MTC and ABAG used a modeling program called UrbanSim to analyze the outcomes of the proposed alternatives. UrbanSim was developed by Paul Waddell of the University of California, Berkeley with funding from the National Science Foundation, Environmental Protection Agency, and Federal Highway Administration. It has been available since 1998 and has been used in several large cities in the United States and Europe. UrbanSim utilizes the integration of transportation and land-use modeling as well as less restrictive assumptions of human and firm behaviors that help accommodate market failures and uncertainty. These improvements were made with hopes to increase community engagement and discussion of transportation and land-use policies.

EEJ and Other Alternatives

The MTC and ABAG used UrbanSim to determine the results of implementing each of the five proposed alternatives. The first alternative was the No Project alternative, it is the scenario that proposes no changes to current development plans. The second alternative is the Jobs-Housing Connection and is the preferred plan of MTC and ABAG and is known as the Proposed Alternative. The Proposed Alternative focuses on increasing high quality transit and job growth in Priority Development Areas (PDA's). While this appears as a positive effect, it doesn't take into account the demographic changes that will occur in these PDA's if it is implemented. Its emphasis on PDA's will contribute to displacement and gentrification of communities. The third alternative is the Transit Priority Focus; it directs funds towards development in areas already served by transit and increasing BART and AC transit service. This plan also does little to prevent displacement. The fourth alternative is the Enhanced Network of Communities Plan; it was created with input from business owners in the Bay Area. This alternative puts transportation funding into road development and maintenance and increasing population and job growth. Again, this alternative does not address displacement or equity. Each of these alternatives focus growth into areas that have low economic performance but do not ensure that residents already living in these areas are the ones benefitting from the growth and development. They keep money and jobs in the hands of those who already have it and push existing residents out. These alternatives were not developed with marginalized communities in mind; rather they were designed for those who are already well off and disempower marginalized communities. This is where the fifth alternative, the Environment, Equity, and Jobs scenario differs from the rest.

The EEJ was developed with input from community leaders and movement builders. Over thirty community based groups and non-profits in the Six



Big Wins for Social Equity Network worked together to construct a scenario that maximized equity, jobs, and the environment, addressing needs they saw in their communities. The Six Big Wins Network then successfully petitioned the MTC and ABAG to include the EEJ scenario as one of the alternatives analyzed in the Plan Bay Area report and the Environmental Impact Report. The EEJ scenario encouraged citizen involvement in the regional planning process like never before, rallying over 50 people, among them transit riders, community and religious leaders, and public health advocates, to venture all over the bay area and urge elected and appointed officials to support the EEJ scenario. The amount of community involvement in the development of the EEJ scenario is empowering and a huge step forward in making regional planning beneficial for all communities.

The EEJ alternative aims to increase equity and decrease displacement by allocating housing development to areas that are rich in jobs and have access to good schools in addition to PDA's. There is an emphasis on increasing low-income housing in suburban areas with high access to jobs and education. Within PDA's, the EEJ alternative would allocate funds only to areas that are already near existing job centers, directing growth away from rural areas. Subsidies and grants would be used towards anti-displacement programs. By increasing the amount of low-income housing in both urban and suburban settings, the EEJ scenario aims to give more opportunity to low-income families to choose where they want to live. Job-rich suburban areas tend to require low-income workers to commute long distances because of the lack of affordable housing. Increasing low-income housing in these communities will give the opportunity for workers to live closer to their workplace.

Transportation policies and funding would be focused on increasing local bus transit. The EEJ scenario would halt any uncommitted highway expansions and development and proposes less funding and grants for high-speed rail like BART, CalTrain, and MUNI than other alternatives with the exception of the No Project alternative. EEJ proposes increasing local bus service frequency on systems like AC Transit and providing all youth with free bus passes. Transit routes will be selected for improvement based on how well they connect transit-dependent residents to job-rich areas, schools, healthcare centers, and recreation. To fund these increases in public transit investments, the EEJ alternative proposes a Vehicle Miles Travelled (VMT) tax and an increase in the Bay Bridge peak-period toll to eight dollars. The VMT tax would be one cent per mile travelled for all vehicles in the region and would discourage people from driving while raising substantial revenue.

For each alternative, housing and transportation allocation plans were input to UrbanSim. UrbanSim takes into account grants and subsidies that encourage development in addition to transportation investments to create a prediction of what housing and transportation will look like in the future. With the exception of the Enhanced Network of Communities Alternative, all the alternatives predict the same increases in population and employment, what differs is the way they are allocated among residents. The EEJ scenario is predicted to cause greater job growth in East Bay than other proposed alternatives. EEJ focuses housing and commercial growth in Alameda and San Mateo counties and urbanizes slightly more land than the proposed plan. In addition, EEJ's focus on public transit is predicted to result in increased ridership over the proposed plan. Overall, the EEJ alternative predicts land-use and economic growth in both urban and suburban areas primarily in the East Bay, and increases the frequency of local public transit in ways that benefit disadvantaged communities.

Environmental Results

The environmental impacts of each alternative were analyzed in the Environmental Impact Report (EIR) created by the MTC and ABAG. The report used the predicted outcomes from UrbanSim and used these to predict the alternative's affect on greenhouse gases, vehicle miles traveled, air quality, energy consumption, development in areas at risk of rising sea levels, noise pollution, and biological, visual, and cultural resources. The EEJ scenario benefits the economy and the environment by increasing equality and access among bay area residents, and the results of the EIR highlight the connection between creating a healthy and sustainable community

and a healthy and sustainable environment. The EEJ alternative results in the lowest level of pollutant and toxic emissions and the best air quality of all the proposed alternatives because it increases transit capacity so greatly. It also results in the greatest reduction of greenhouse gasses, decreasing emissions by 17% between 2010 and 2040, which makes EEJ the best plan for addressing the goals of SB 375. The EEJ scenario is predicted to result in fewer increases in transportation, land development, and population in areas at risk from rising sea levels. The EEJ scenario also performs best for biological and ecological health of the East Bay because it has smaller, denser transportation and land-use development.

Adoption and Amendments of the Proposed Plan

Although the MTC and ABAG chose to move forward in the implementation of the Proposed Plan, the EEJ scenario made significant strides in incorporating social justice and regional planning. Community input was taken seriously, and modeling showed that it produces favorable results. EEJ advocates successfully petitioned three amendments to be added to the Proposed Plan. The One Bay Area Grant program offers grants to cities that adopt state-certified affordable housing plans, which will help prevent displacement and gentrification. Sup. John Gioia was able to get MTC and ABAG to commit to a community based process to set plans for a $3.1 billion Cap and Trade plan that will focus on benefitting disadvantaged and underserved communities. The MTC also adopted a comprehensive strategy that prioritizes local transit operating support. There remains much progress to made in regional planning in the Bay Area, the amendments added to the proposed plan are not a cure all but are a step in the right direction. In the past, it seemed that social justice and technical fields such as modeling had were disconnected but the EEJ scenario shows that modeling can be used to increase equity and empower communities.

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California
San Francisco Bay Area Region

Reflections on Travel-Demand Modeling, Public Participation, and SB 375

by Alex Karner

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GIOS: The Global Institute of Sustainability is the hub of Arizona State University's sustainability initiatives. The Institute advances research, education, and business practices for an urbanizing world. Its School of Sustainability, the first of its kind in the U.S., offers transdisciplinary degree programs focused on finding practical solutions to environmental, economic, and social challenges.

California's regions are now deeply engaged in preparing sustainable communities strategies as part of their regional transportation plans to comply with SB 375. These documents are visionary—they describe how transportation infrastructure, land use, and housing will be coordinated to meet a greenhouse gas target 20 to 30 years in the future. Although SB 375 pays lip service to changing transportation and land use policy, compliance with the target is demonstrated using only a computer-simulated model of future transportation and land use patterns. Herein lies SB 375's dirty secret: a plan doesn't actually have to meet the targets by changing the types of transportation projects that are currently built or even current approaches to land use planning; it just has to come out of a computer model looking as if it does.

The types of transportation projects and land use policies that will lead us to lower greenhouse gas emissions are generally well known: running more transit on popular routes, mixing land uses so that daily needs can be met by walking and bicycling, providing incentives to carpool and expanding opportunities to live close to where you work. Rather than trying to determine whether a region is making progress in each of these areas in the short- and long-term, SB 375 entrusts a travel model to determine whether a future configuration of transportation infrastructure, land uses, and policies will meet the target. This approach has two important implications

for both the achievement of greenhouse gas reductions and public participation in planning:

A travel model generates a single value of future greenhouse gas reductions, implying that it is possible to know whether the target will be hit in the future. But the assumptions used to predict future conditions can be highly uncertain, and the models aren't all-knowing. So the precision implied by a single number provides an illusion of certainty and may convince us that we're making progress on reductions without looking at what actions we are taking in the near-term.

The increasingly complex nature of travel modeling creates a substantial barrier to lay understanding of the planning process and thus public participation.

SB 375's commitment to travel modeling is evidenced by the funding allocated to model improvements and the oversight actions taken thus far by the California Air Resources Board (CARB). California's Strategic Growth Council has awarded $12 million of Proposition 84 funds[1] for "Modeling Incentive Awards" aimed at improving regional agency modeling capacity to comply with SB 375. CARB's responsibilities under SB 375 included setting targets for each region and ensuring that the implemented sustainable communities strategy would achieve the expected greenhouse gas reductions. In practice, CARB has limited itself to determining simply whether regions' modeling methods are "sound" as opposed to a detailed investigation of the potential for the projects and policies embodied in the plan to achieve reductions. Additional goals as stated by the legislation, including enhanced public participation and equity, are not being reviewed by CARB at all.

The danger of SB 375's focus on long-term model results is that we may convince ourselves that we are making meaningful progress on climate change, while actually delaying action to some unspecified time in the future.

A telling example of over-reliance on model results is provided by the lawsuit filed by the Cleveland National Forest Foundation against the San Diego Association of Governments over the adoption of their sustainable communities strategy.[2] One major issue raised in the lawsuit involved the timing of transportation improvements. Plaintiffs alleged that SANDAG had moved transit projects to the final years of the plan, raising questions about actual implementation, while frontloading highway investments.[3] Since greenhouse gas emissions are assessed in the future year, SANDAG was able to demonstrate SB 375 compliance and its plan was approved by CARB. SANDAG has one of the most advanced models in the country and was able to comply with the letter of the law while arguably subverting its intent. The emphasis in the law and practice on modeling rather than implementation of common sense projects and policies opens the door for these types of distortions and does not provide the right incentives for entrenched institutional practices to change.

The emphasis on travel demand modeling embedded in SB 375 is not surprising. For the past six decades these models have been the workhorses of transportation planning. Travel models were initially developed to ensure that transportation infrastructure was appropriately sized with the correct number of lanes or transit vehicles. They were not designed to test scenarios in which policies were implemented to actively change collective behavior. Additionally, their accuracy at predicting future levels of traffic or transit use is likely to be poor for reasons beyond the control of any individual agency.

Somewhere along the way, planners and engineers lost sight of the fact that modeling is a means to an end rather than an end in itself. Over time the emphasis on sizing facilities gave way to assessing air quality impacts, developing estimates of congestion costs, civil rights compliance,[4] and finally greenhouse gas emissions. Travel demand models are required by law to perform these types of tasks or to meet other regulations requiring a single answer: does the plan generate needed reductions? For these reasons, we continue to invest in increasing model complexity without trading off the cost of this endeavor against its expected benefits or alternative uses of those funds. Are better models leading to better environmental and social equity outcomes? Have they improved the planning process by making it more open and accessible? We simply do not know the answers to these questions.

It is easy to imagine that rather than continuing to devote substantial portions of planning budgets to

consulting fees or funding research on increasingly complex modeling paradigms, we instead would fund on-the-ground planning for smart growth, provide incentives for developers to comply with plans, and prioritize increased outreach and public participation around a new smart growth vision. The need for this outreach has never been greater. Recent smart growth planning efforts have been beset by protests from across the political spectrum. While some seek to abolish the enterprise of planning entirely, others desire cautious implementation of planning policies to guard against unintended effects of transportation investments such as gentrification and local air quality degradation.

In the absence of critical perspectives on the application of travel modeling at the legislative and agency levels, public participation is filling an important void and providing a counterpoint to model-centric SB 375 planning. In particular, advocates for low-income communities and communities of color have been active throughout the state, calling attention to potential impacts on people of color and low-income people that are ignored in current modeling. These potential impacts include gentrification and displacement, housing affordability, and poor jobs-housing fit. Even if models were able to perfectly capture these dynamics, historically these types of impacts have been undervalued relative to imperatives to accommodate growth and achieve climate change mitigation. Professional planners routinely argue against detailed analysis of racial impacts in part because it would invite unwanted legal attention under the Civil Rights Act, but also from a genuine belief that race is an unimportant variable from the perspective of travel behavior, despite available evidence to the contrary.

In the same Bay Area planning process cited above, equity advocates proposed a number of policies to guard against disparate racial impacts like displacement. The agency responded by arguing that those policies "don't model well" to justify their exclusion from planning scenarios. Intuitively, however, such policies could improve greenhouse gas outcomes and enhance social equity by keeping transit's best customers close to high quality service. To its credit, the Bay Area adopted some common sense policies at the eleventh hour, including changing a grant program to incentivize smart land use around transit to include some anti-displacement protections[5] but has still used modeling as a smokescreen to exclude other policies from consideration.

The shortcomings of SB 375 planning thus far point to a different approach that emphasizes short-term gains and an adaptive process that can be fine-tuned on a shorter timescale. This process need not be mutually exclusive from long range planning, but should be adopted alongside it. There are opportunities for this type of analysis within the existing planning process and it would be likely to bring substantial benefits.

The regional transportation plan is updated every four or five years and the regional transportation spending program—the document that lists the projects that will receive funding and when—is updated every two years. A more sensible approach to setting and meeting greenhouse gas targets would increase attention to these short-term documents and decisions; setting them in the context of long-term targets. In this way, we could ensure that the decisions we are taking today each move us closer to our long-term goal of reductions. In this vision, long range modeling could still be used, but would be reduced in importance relative to current planning and decision making and the use of short-term models.

Operating models on a shorter time horizon would enhance our certainty regarding results since they would be more closely linked to current conditions and would not depend on many uncertain and often unspecified events occurring in the future. We could incorporate better data on race and equity without needing to build in indefensible assumptions about how racial demographics are likely to change. Equity advocates have been calling for more attention to current conditions in planning for well over a decade.

We should not be blinded by the technical results generated from advanced travel demand and land use modeling. To achieve the greenhouse gas reductions and changes to transportation and land use policies envisioned by SB 375, we need to use more common sense not more complex models.

Acknowledgements

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1 Proposition 84 was passed by California voters in 2006. It authorized $5.4 billion in general obligation bonds for various infrastructure and conservation efforts. The lion's share of that funding was allocated to drinking water programs and projects, but a small portion was allocated for sustainable communities and climate programs.

2 Cleveland National Forest Foundation v. San Diego Association of Governments. 2011. Superior Court of California, County of San Diego. Case Number 37-2011-00101593-CU-TT-CTL.

3 Because of greenhouse gas—especially carbon dioxide—chemistry, near-term reductions in emissions are much more important than the same reductions that take place in the future.

4 For a review of the historical and problematic relationship between transportation modeling and civil rights law, see Karner and Niemeier 2013. Karner, A. and D. Niemeier (2013). "Civil rights guidance and equity analysis methods for regional transportation plans: a critical review of literature and practice." Journal of Transport Geography 33: 126-134.

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California
San Francisco Bay Area Region

Regional Planning for Climate Change, Health, and Equity: A Call to Action

by Solange Gould, MPH, DrPH (c)

Solange Gould brings 19 years of public health experience to her current work advocating for climate change strategies that improve health equity, community participation, and governance. She currently works with the Public Health Institute's Center for Climate Change and Health and UC Berkeley. She has worked for a number of SF Bay Area Health Departments, as a consultant to the California Department of Public Health, and in low-income community health centers in Oakland and Northern California. Solange is a doctoral candidate at the UC Berkeley School of Public Health, whose dissertation examines the impact of health and equity stakeholder participation in the regional planning efforts resultant from climate change law SB 375 in the San Francisco Bay Area and Southern California. She received her MPH in Maternal and Child Health from UC Berkeley, and her BA in Geography and Women's Studies from Vassar College.

Introduction

Hurricane Katrina and Superstorm Sandy highlighted how extreme weather events caused by climate change exacerbate inequities caused by society's racism and classism, and how those inequities play out in survival, recovery and resilience. But what does the intersection of climate change, health, and equity look like in the metropolitan U.S. context, short of extreme weather events?

Currently, California has the most aggressive climate change mitigation policies in the United States, including protections for vulnerable populations, and as such, the process and outcomes are a test case for the rest of the country. California Senate Bill (SB) 375 requires the creation by Metropolitan Planning Organizations (MPOs) of Sustainable Community Strategies (SCS); regional plans that align land use, transportation, and housing plans to reduce vehicle miles travelled and meet greenhouse gas reduction targets. [1] Due to the large investments, potential redistribution of resources and risks, and redesign of transportation, housing, and land use patterns aimed at reducing greenhouse gasses, these plans and processes also have the potential to impact the region's persistent social, racial, economic, environmental, and health inequities between communities.

How Climate Change Planning Can Improve Health Equity: A Case Study

Before returning to school, I worked for 15 years in San Francisco Bay Area community clinics and local health departments aiming to improve health in low-income communities and communities of color, particularly amongst women, children, and adolescents. One of the programs was a joint project between the Berkeley Public Health Department and Berkeley Unified School District supporting pregnant and parenting teenagers to have healthy pregnancies and children, and stay in school and graduate. Our teen parenting program was excellent at providing the coordinated, wraparound services that our families needed to succeed: prenatal and well baby care, early childhood development services and child care, coordination with teachers and school administrators, tutoring, mental health, childbirth and parenting classes, fatherhood classes, and grandparenting support groups. Our program has been featured across the state and in national guides for best practices in teen parenting programs. Yet even with all of that, we were dealing with multiple institutional failures that we couldn't address.

I'm going to tell the story of a particular teenage mother in our program. It's not an unusual story, but is exemplary of why advocating for regional planning that takes health and social equity into account is such important work. "Alex" (not her real name) was 15 years old, 15 weeks pregnant, and a straight-A student at Berkeley High School when she enrolled in our program. She was committed to having a healthy pregnancy and optimistic about her ability to continue with her education and raise a healthy child. She was mainly responsible for raising herself and her siblings; her parents were in and out of the picture.

Over the course of her pregnancy, Alex was unable to keep her prenatal care appointments because she had no car and lacked money to ride public transportation to the clinic. Riding the bus while pregnant also exposed her to a potent enough dose of discrimination to deter her. In the language of social psychologist Susan Fiske, being a young, black, female, pregnant teen positioned Alex as someone "outside of the circle of human concern"[2], or one who has become an "extreme other" in the gradient of belongingness described by john powell.[3] After her child was born, she began doing sex work in another city to make enough money to put food on the table. Finally, as her Berkeley neighborhood became unaffordable, she, her siblings, and her child moved to the outer suburbs with an aunt, where they could afford rent.

Alex wanted to remain at Berkeley High School (BHS) where the education was better than her new school, keep her child in the early childhood development program, and continue to come to our after-school programs with other teen parents. So she and her baby began their long daily commute on public transportation at 6:30 am. By the time they arrived at BHS to start their day, Alex and her toddler were both tired and hungry. She was unable to come to our after-school programs anymore; she wanted to get home before dark as she felt her neighborhood was unsafe; and she still had homework to complete and dinner to prepare when she returned home. The schools, assuming she was on track for dropping out, never informed her of the upcoming SAT tests, which she needed in order to apply for college. Alex stopped coming to school and to our programs, stopped answering calls, and I never saw her again.

This is a story of a family thwarted by their best efforts to succeed against the overwhelming pressures of poverty, residential displacement, discrimination, and the mal-distribution of opportunities and risks. This work logistically frustrated, physically exhausted, and spiritually pained me. It evaded my training and sphere of influence in public health practice. Alex's story is a case in how multiple systems and institutions—like housing, transportation, land use, education, and economic systems—work together to maintain health inequities between communities, racial discrimination, and intergenerational poverty.

Working Across Systems, Scales, Sectors, And Skill Sets

The more I worked to address health inequities, the more I was forced to confront inequities in the

way our cities and regions are planned. In health departments, our work is often constrained to the local jurisdictional scale, when many of the barriers to maternal and child health are played out and experienced at the regional scale: residential segregation, displacement, lack of proximity, access or transportation to health-supportive services, and a distribution of opportunities and risks that directly reflects the social gradient of race, class, and gender.

A local health department cannot address discrimination and the loss of life-chances in isolation, not even in partnership with a school district. Every implicated institution and system within and beyond the local jurisdiction needs to work in concert, with a coordinated strategic vision. For health departments, this may mean stepping back from service provision, investing time and resources into creating relationships with institutions, community partners, and governmental agencies in other sectors, to create a regional strategic plan.

Through my work with the Bay Area Regional Health Inequities Initiative (BARHII), and other regional organizing efforts, I was introduced to Six Wins for Social Equity Network, a coalition of organizations working to create more equitable processes and outcomes for low income and communities of color in the Bay Area. One tactic Six Wins uses is to organize their constituency for broader participation at public meetings. I remember listening one evening as high school students brought by Six Wins stood in front of a packed room at the Metropolitan Transportation Commission to provide public comment on how an equitable regional climate change plan could make their lives easier. They said it could provide them with good, clean, frequent public transportation to get them to school, work, and other opportunities that they had been denied when they were displaced from their long-time residences in the urban core. They said it could create affordable housing in high-opportunity communities or near transportation to give them access to better schools, jobs, and parks. They said it could provide mixed-income housing and community development in low-income neighborhoods to improve their tax base and bring in other kinds of opportunities. Tea Party activists marched around with signs and gave public comment characterized by a fascinating blend of anti-regional government sentiment, climate denial, and dog-whistle coded racist presentations predicting increased violence or loss of pristine environments that would accompany improvements in public transportation or mixed-income housing in their communities. Clearly there was a loss of power and privilege at stake. These same policies being considered to slow climate change could also improve the institutions and structures that cause health inequities.

Climate Change, Health Equity, And Political Participation

Climate change is predicted to be one of the most significant public health threats of the 21st century. If climate change is not slowed, it will overwhelm all of our best efforts and resources to improve population health. Climate change has a disproportionate

impact on low-income and communities of color. Not only are these communities the most vulnerable to future health impacts of climate change due to the cumulative impacts of unequal environmental exposures and social stressors[4], they are also least likely to be represented in climate change decision-making processes.

While climate change mitigation policies are projected to improve overall population health, the impact of these policies on health disparities is uncertain. Some climate mitigation policies and strategies can have significant positive effects on public health and equity, known as "co-benefits". For example, investments in walk and bike infrastructure and public transportation could result in decreased inequities in obesity, some chronic diseases, respiratory illnesses, injury, and improved community cohesion, and mental health.[5][6], Investments in quality affordable housing in all communities could improve housing-related injuries and illnesses. Moreover, the rearrangement of these systems could balance the spatial mix of opportunities and burdens that determine health for low-income residents across the region.

However, climate change mitigation strategies can also increase the environmental, economic, and health burdens on communities already bearing the burden of cumulative environmental impacts, discrimination, poor health, and poverty.[7] For example, California's cap and trade system could increase co-pollutants in low-income neighborhoods like Richmond, if industries located there trade for more emissions allowances. Low-income housing developments along transit corridors will increase the exposure of residents already bearing the largest proportion of air pollution-related illnesses unless mitigation measures are implemented. Increasing the numbers of people walking and biking without investing in good infrastructure is likely to increase the numbers of car-related injuries and deaths. Public health professionals need to pay attention and actively weigh in on who is likely to benefit or lose from the climate change mitigation strategies.

As community organizers know, participation in and of itself may ultimately be as important as the conditions we find ourselves in. Participation may have a direct individual benefit for health in terms of increasing one's locus of control over those forces that impact one's wellbeing, leading to better stress response and health outcomes. In addition, participation by impacted communities forces their concerns into public decision-making and may improve the social determinants of health. Equitable participation takes form in not just who is invited to have a seat at the decision-making tables, but who pushes in, who speaks at public comment, how long they are given to present a meaningful narrative of their lived experience, and what is said. We need to evaluate whether and how the efforts of equity networks like the Six Wins might impact not only regional spatial justice at the built environment and social level, but also spatial justice at the deliberative and procedural level.

Racism, Health And Climate Change Planning

Racism itself has long been established as a powerful determinant of health inequities, as evidenced by the persistence of disparities in outcomes by race even when you control for income or wealth. The chronic stress of discrimination "gets under the skin" and makes people sick through various socio-biological mechanisms, causing accelerated aging and reduced resilience to illness.

As environmental justice advocates, we know that racism also makes people sick through social mechanisms such as access or proximity to jobs, a living wage, open space, clean air water and soil, and distance or protection from risks and dangers. This access to the health-supportive resources or exposures to dangers or risks directly reflects our society's skin privilege gradient, and also contributes to health inequities. Finally, we have ample evidence that there is a stress response and resultant health outcomes to relative deprivation, or having less of the goods afforded in society than those around you, no matter what your absolute resources are. The SF Bay Area has experienced great increases in concentrated wealth and poverty in recent years, which research suggests could worsen health inequities.

Let's stop for a moment to connect the dots. Climate change is impacting low-income communities and communities of color more, and will likely increase health inequities. Racism affects health. And,

coordinated regional land use, transportation, and housing planning to slow climate change may affect racism. Researchers are looking at the powerful workings of our unconscious through implicit bias, brain, and social science research. A growing body of research, made popular through books such as Daniel Kahneman's "Thinking Fast, Thinking Slow", suggests that while the brain's propensity to categorize is innate, stereotypes and biases are not. Biases are produced by our institutions and systems, which are socially constructed to maintain political and economic power. Our collective unconscious brain in turn works to reify these structures. In Racing to Justice, john powell states, "there is a strong mutual relationship between the constitution and function of structures and the unconscious."[8]

Coordinated regional planning to slow climate change could force us into more proximity and integration in the places we live, work, study, and play, and not only alter the spatial arrangements that co-constitute and reify our internalized racism and classism, but also more broadly who we consider to be "other" than ourselves. Angela Glover-Blackwell asserts that one benefit of facilitating mass public transit ridership is that we will have to literally sit with our discomfort of "the other". Integrationists assert that desegregation and physical proximity in our daily built and social environments will force blurring and perhaps dissolution of the unconscious biases we all, people of all races, hold. Struggling inner core neighborhoods and isolated suburbs are a physical manifestation of the processes of de facto segregation and the underlying racism upon which our regions are built. Communities planned with the priorities of mixed income housing, driving less, and encouraging more walking could provide opportunities for informal social interaction and relationships between neighbors. This could also reduce the de-facto segregation of people separated by interaction from car-use.

All of this research suggests that we cannot simply muscle our way out of our racist unconscious with anti-racism workshops; our institutional structures, corporate behaviors, and spatial arrangements will need to be rearranged to support a different kind of thinking about our relationships to others and the environment. Even the brain and genetic researchers direct us towards working at the systems and institutional level to change the way structural racism creates differences in risk and opportunity. Equity and health stakeholders understood the opening that SB 375 presented in creating a different geography of risk and opportunity.

Why Is The Region The Scale Of Opportunity For Climate, Health Equity, And Racism?

The public workshops and meetings surrounding Plan Bay Area were a powerful turning point in my conception of public health, when I began to believe that the region is the critical scale at which we need to address health inequities. These coordinated regional plans were forcing governmental and non-governmental sectors to work with other sectors and across disciplines, where they had previously worked in siloes. Regional planning was forcing local governments to consider whether and how to share public resources and burdens that determine the very life chances of people outside of their local jurisdiction. Regional planning was forcing public debate and inquiry into the mechanisms of racial segregation, how space is racialized at the regional level, and to think critically about whether we may unwittingly re-create the racist policies of the past in the name of sustainability.

It is possible that "thinking regionally" can cause a shift in consciousness away from the narrow consciousness of self, family, and community around race, class, health, and planetary destruction to a broader consciousness of society. The following diagram, developed by social justice organization SCOPE in Los Angeles, shows how regional organizing can expand social consciousness from family (and we can extend even further down the spectrum to "self") up to society.[9]

If locally-oriented public health and equity advocates, decision-makers, and residents expand the scale of their social consciousness to the regional level by having to grapple with regional planning, perhaps we can expand our sense of who has "rights" to the goods, opportunities, and risks in the region. However, it remains to be seen, since SB 375 retains all local land use authority, how combining local

authority and control with cooperative planning will pan out for issues of racial and health equity. Given that, the most important opportunity that coordinated regional planning may offer is a chance to strengthen our regional governance structures and democratic practice.

What Did The Bay Area Win For Health And Equity Under SB 375?

Across California, multiple stakeholders fighting for social, racial, economic, and environmental justice have convened on the SCS process, forming coalitions to address multiple systems and advance multiple solutions for equity. Representatives from local health departments, the Bay Area Regional Health Inequities Initiative (BARHII—a coalition of the 11 S.F. Bay Area public health departments), the California Department of Public Health, and numerous non-profit health advocacy groups dedicated significant time to the policy discussions, adding a health equity frame to the diverse platforms of regional equity movements.

The sustained efforts of the past four years by health and equity stakeholders in the SF Bay Area have already produced some striking results. Public health staff worked closely with MTC and ABAG staff to improve their indicators and models for understanding the health impacts of Plan Bay Area. Human Impact Partners [10] convened a broad coalition of State advocates to recommend 13 health equity metrics for use in the regional plans. For the first time, Plan Bay Area has 3 healthy community indicators—PM 2.5 mortality, active transportation, and injuries. The California Department of Public Health's ITHIM[11] model assessing the public health benefits that could be achieved through active transportation planning is being adapted for use across the state. Other important achievements include coalition building with other groups working on social determinants of health, improvements in the regional governance structure (such as one more vote for Oakland), increased consideration of health and equity within and outside of MPOs, and a commitment to continued learning across sectors about the tensions and interdependence between the various "wins" for equity.

The Six Wins produced and analyzed an alternative Equity, Environment & Jobs (EEJ) Scenario for Plan Bay Area's Environmental Impact Review, demonstrating that equitable planning produces better outcomes for everyone in the region, and performs better for reducing greenhouse gases. The EEJ scenario shifted 5% of the affordable housing from inner core priority development areas to "high opportunity transit-rich communities", or the wealthy suburbs. In addition to it allowing low-wage workers to live near their jobs, and low-income families to live in well-

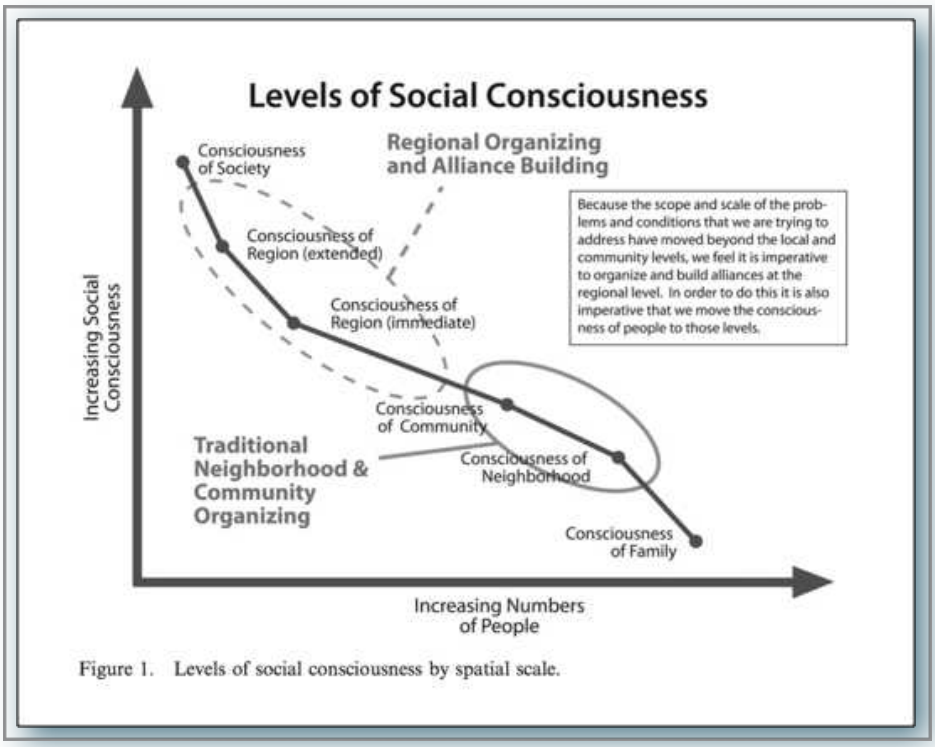

Figure 1. Levels of social consciousness by spatial scale.

resourced communities with good schools, it would relieve some displacement pressure on low-income communities. While the EEJ scenario was not adopted, it likely strengthened the consideration of equity in decision-making, with several important amendments affecting implementation.

Moving Forward: A Call To Action

Going forward, public health should strive to increase its involvement in climate change decision-making, from the city to the federal level. For non-governmental health and equity organizations, this means having a strong partnership with the local health department (LHD) in order to be a well-informed voice for health when the LHD is politically constrained from speaking publicly about the decision at hand. For local government, it means breaking down institutional practices that silo each sector from working together to consider and address the health impacts of the work being done. Local health departments need to reach out to their transportation, land use, housing, economic development, educational, public works and other departments that have climate- and health-relevant work, but may not be making decisions that take health and climate into account.

By having strong relationships with people inside local health departments and working with them to access data and other departments, citizens can demand government accountability on health equity. At the same time, citizens need to understand that health inequities cannot be solved by health departments alone, and demand that other sectors take health into consideration in all planning. As an immediate next step, public health will have to be present as Plan Bay Area moves from a plan to local implementation by the Congestion Management Agencies.

Public health staff are well-positioned to get out the people power for public comment and participation on healthy and equitable climate change policy. The same people accessing public health nutrition, WIC, health center, chronic disease prevention, injury prevention, and many other programs are those who can benefit most from improvements to housing quality and affordability, transportation, walk and bike infrastructure, and access to health-supportive resources under consideration in SB 375. We need to create a movement or "critical mass" at the intersection of sustainability and health inequities, so that we can generate an intellectual and practical synergy around that work. We need to work towards breakthroughs where we are not simply documenting disparate health outcomes and increasing health impacts of climate change, but also engaging in critical theory to try to understand the relationships described here in all of their complexity. For this movement to be realized, we need dedicated funding and commitment and leadership by those high up in health departments and sectors that impact health.

Even in the face of the greatest wealth inequity since the 1920s, persistent health inequities, and inevitable climate change, I have hope: I believe in democratic processes, public participation, and facilitating the voice of disenfranchised communities to define the problems and solutions for improving all of our wellbeing and life chances. I am convinced that we can improve health equity, social justice, and perhaps racial healing through targeted climate change decision-making, strategies, and policies, and we can leverage more aggressive climate change policy through the use of a health and social justice lens.

Much has been learned in the past four years that we can leverage for future efforts. Climate change planning will not wipe out health inequities, or create a utopian society, but it's an opportunity to influence multiple systems, work across disciplines, turn the racial and class diversity of our region into political resource, and strengthen our democratic processes. That is work worth engaging in.

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