APA

American Planning Association
Creating Great Communities for All

Planning for Equity
Policy Guide

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The American Planning Association advocates for public policies that create just, healthy, and prosperous communities that expand opportunity for all through good planning. APA's advocacy is based on adopted positions and principles contained in policy guides. These guides address the critical policy issues confronting planners and communities by identifying solutions for local, state, and federal policy makers. Policy guides are led by the APA Legislative and Policy Committee, ratified by the APA Board of Directors, and developed through the careful and extensive involvement of planners across the country. APA policy guides articulate and advance the principles of good planning in law and regulation.

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Cover: Planning for Equity means applying an equity lens—for just and fair inclusion into a society in which all can participate, prosper, and reach their full potential—to everything planners do. From the way planners work with community members creating a shared vision for their neighborhoods to advocating for policies that connect people to opportunities at the local, state, and federal levels, planning for equity is planning for all. (Credits, clockwise from top left: Pitt County Planning Department; iStock/gettyimages.com; OLIN/Sahar Coston-Hardy; James Willamor, Flickr (CC BY-SA 2.0); Steven J. Van Steenhuyse; William Wright Photography)

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Introduction

The Planning for Equity Policy Guide reaffirms the commitment of the American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations to promote equity and explicitly remove barriers in policies and regulations that perpetuate inequity in the United States.

Equity is defined as "just and fair inclusion into a society in which all can participate, prosper, and reach their full potential. Unlocking the promise of the nation by unleashing the promise in us all."[1] The inclusive, holistic nature of this definition provides the foundation for considering and applying equity in all facets of planning; all levels of planning; all means of planning; and in all planning policies. Planning for equity is intended to challenge those planning practices that result in policies, programs, and regulations that disproportionately impact and stymie the progress of certain segments of the population more than others. Done with intention, equity is a thread that is woven through the fabric of all plans, regulations, developments, and policy options.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support measures and policies to both address the inequities that exist today in urban, suburban, and rural settings and to prevent the creation of new inequities. Disparities or inequities in health, income, opportunity, mobility, and choice are apparent in every community irrespective of their size or location. As a result, entire groups of people, due to their income, race, age, gender, sexual orientation, immigration status, religion, and/or disability experience limited access to opportunity and advancement. Inequity, which is measurable, is marked by two key attributes that often work together:

- **Disproportionality.** When the outcomes of a project or plan create or amplify disparities in only part of a community, the disproportionate impacts can lead to further social and economic impairment of some groups while others receive the full benefit of the effort.
- **Institutionalized.** Inequity is often embedded in methodologies that justify systemic policies, ignore negative outcomes and disproportionate impacts, and do not extend adequate support to the affected areas and their residents.

Planning for equity provides the rationale, structure, and accountability for an opposite yet measurable approach to planning designed to combat inequity. Planning for equity does not stifle growth or serve as an impediment to development. Instead, planning for equity works to (1) create and extend opportunities to each member of the community; (2) recognize and help to build the capacity of each member of the community; (3) acknowledge and take action when the attributes of inequity are present; and (4) adopt new approaches to planning that fully embrace equity.

Historical Context

It is important for planners to recognize the past and present role the planning profession has played in creating and perpetuating discriminatory practices against communities of color, the LGBTQ communities, women, and persons with disabilities. For example, zoning, which is intended to separate incompatible land uses, has also been used to exclude certain population groups from single-family neighborhoods and to exclude multifamily rental housing from neighborhoods with better access to jobs, transit, and amenities.

The most egregious examples are the racial zoning ordinances that were introduced in the early part of the 20th century and became widely used by city planners, with the first documented racial zoning ordinance in Baltimore in 1910. Although the U.S. Supreme Court outlawed racial zoning ordinances with its 1917 decision in *Buchanan v. Warley*, many cities continued to adopt racial zoning ordinances (e.g., Atlanta, Indianapolis, Richmond, Birmingham, West Palm Beach, Portland).[2] Similar practices in the form of covenants (privately enforced restrictions associated with individual developments) followed. These practices were further exacerbated through exclusionary low-interest home mortgage programs offered through the Federal Housing Administration that prevailed in the mid-20th century. Though such openly discriminatory practices are illegal today, limitations on multifamily dwellings, affordable homes, group homes for persons with disabilities, and similar housing opportunities for underserved people, including the formerly incarcerated, continue to perpetuate exclusionary practices. Equally damaging, the legacy of these policies still contributes to a "slippery slope" that makes it difficult to secure a foothold in the economic mainstream.

APA and its members have a long history of efforts to promote equity (see Appendix 1 for a table outlining planning for equity key milestones) including the establishment of APA's Agenda for America's Communities program, which followed the 1992 Los Angeles riots. One outcome was the 1994 publication *Planning and Community Equity*.[3] In this publication, APA defined community equity as "the expansion of opportunities for betterment that are available to those communities most in need of them, creating more choices for those who have few." In 2000, APA created its first member-led task force to explore diversity in the field and in 2004, members organized the first Diversity Summit at the National Planning Conference. APA's Chapters and Divisions have also made great strides in this area by developing equity, diversity and inclusion focused programs and, in the case of a growing number of Chapters and Sections, establishing diversity committees to provide ongoing focus and leadership. More recently, in 2016, APA partnered with Enterprise Community Partners, Lincoln Institute for

Land Policy, and National League of Cities to support the creation of the U.S. Housing and Urban Development Prosperity Playbook initiative.[4] This endeavor helped identify best practices that support economic mobility, including expanding affordable housing and providing access to opportunity, education, and jobs.

In the last two years, APA has reached a number of significant milestones, including establishing the Diversity Committee (2017), adopting a Diversity and Inclusion Strategy (2018), introducing the Planning for Inclusiveness and Social Justice educational track at the annual National Planning Conference (2018), and establishing a Social Equity Task Force (2018) to assist APA in identifying the set of resources and tools members need access to for their own capacity building.

Legislative and Policy Committee (LPC) convened member discussions at the 2015 Policy and Advocacy Conference and at the 2016 National Planning Conference on topics for future policy guides. Ideas were solicited from the Chapter Presidents Council Advocacy Committee, Divisions Council Policy Committee, and the APA Amicus Committee. The Diversity Task Force (now the Diversity Committee) recommended work on an equity policy guide and APA's Legislative Priorities for 2016 were centered around "a platform for stronger, healthier and more just communities through planning." In the summer of 2016, the APA Board of Directors and the AICP Commission identified social equity as one of two high-priority topics demanding new APA policy guidance, offering the greatest opportunity for supporting local planning, advancing planning research and practice, and leading policy change. In late 2017, and in recognition of the need to represent the full breadth of membership, a broader team of nearly 30 APA members formed to move the guide forward with a transparent process that engaged hundreds of APA members and allied professionals along the way.

Several existing APA Policy Guides have focused on a variety of issues that complement planning for equity. These include the following: Aging in Community (2014), Factory Built Housing (2001), Food Planning (2007), Smart Growth (2012), Hazard Mitigation (2014), Homelessness (2003), Housing (2006), Public Redevelopment (2004), Surface Transportation (2010), and Healthy Communities (2017). Some of these guides address equity explicitly; however, the topic of planning for equity is one that is multifaceted and of growing concern throughout the field of planning. Going forward, all APA Policy Guides should build on the equity in all policies framing used in this Planning for Equity Policy Guide.

The Role and Responsibility of Planners

Planning is a professional discipline and it has been informed by years of institutional knowledge. Some of this knowledge represents the basis for the professional ethics of planners. Professional planners subscribe to ethics for multiple purposes. Ethics inform the responsibilities of practitioners to the public. They represent standards that protect the integrity of the profession and play a part in maintaining public confidence.

Ethics is not a trivial matter for planners. Instead, it is a core value that cannot be ignored. Applying principles of equity is an ethical responsibility. The goal of social justice is not met when underserved populations shoulder the weight of untenable living conditions, and subsequently experience no material benefit after community improvements are implemented. Instead, social justice requires the examination

of both the positive and negative impacts of community improvements on all community members so that all members benefit and no one group or neighborhood is unfairly disadvantaged. This results in "paying it forward," by improving conditions for future residents.

It is not uncommon for professional planners to suggest the language within the code of ethics is aspirational. This is at least in part because unlike other allied professions, certification is not required to practice as a planner. However, it is important for planners to remember that the provisions within the code were not prepared to function as a prescriptive guide. Instead, the code is a serious charge to planning professionals. Fulfilling it will require planners to be bold in their pursuits; to be curious about who is doing good work; and to be mindful that well-intentioned actions can have negative impacts. Planners need to examine and become aware of their own blind spots and implicit biases, and their relationship and intersectionality with power and privilege in the societal and organizational structures.

The APA Statement of Ethical Principles in Planning (1992) provides many ethical requirements for professional planners, resident planners, as well as elected and appointed officials. The planning process exists to "serve the public interest" and in order to serve the public interest, planning participants must "strive to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of disadvantaged groups and persons."

For professional certified planners, the AICP Code of Ethics (2016) calls out several key principles with Part A presenting "Principles to Which We Aspire." Most relevant to this Policy Guide is found in Part A, Principle 1 (f):

We shall seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration. We shall urge the alteration of policies, institutions, and decisions that oppose such needs.

The progress towards the above aspirations can be realized since equity is measurable and, in many cases, visible5. While equity is not necessarily instinctive for all planners, when prioritized as a goal, planning for equity results in tangible outcomes that can be defined, measured, and celebrated.

Ethics is important when framing and implementing public policy, including policy for the built environment. Governments, through policy, created systemic inequity.[6] The American GI Bill is largely seen as responsible for the rise of the American middle class after World War II; however, the benefits of the policy were not accessible to all Americans who served in the armed forces. The inequitable administration of this policy, just like redlining of neighborhoods, left many families of color without the same prospects for wealth development.[7]

In a like manner, historic trends reveal communities that were weakened by redlining were often subject to other injurious policies, including freeway construction, urban renewal, and benign neglect. Of course, troubling trends occur and/or are scaled-up when responsible parties are less motivated to make corrections. Equally troubling has been the drafting of new planning policies and public policies in recent years that are conspicuously silent about equity by failing to include

direct references or provisions. Although these policies are intended to spark or continue reinvestment, the failure to acknowledge equity in planning policy actually institutionalizes inequity. It is the responsibility of planning schools and the planning profession to educate planners so that they are knowledgeable about past inequities and the role planning has played in their creation. Without this understanding, it is unlikely that we will be able to positively affect troubling trends.

If policy, in part, created the trend of "toxic inequality"[8] that presently burdens communities, regions, and the nation, policy will need to be one of the tools to rectify it. To serve the public interest, planners must ensure proposed policies will serve and benefit all residents of a community. The basis of the planning profession is to create better communities, which means clean air, clean water, decent housing, open space and recreation, safe neighborhoods, transportation options, and good schools in every neighborhood.

The planning profession must be deliberate and send clearer signals that social equity is central to encouraging a comprehensive solution. If planners' toolboxes can be used to exclude, limit, and segregate, then the same tools and regulatory frameworks can be used to implement policies that result in fair, equitable communities. The Planning for Equity Policy Guide has been prepared in consideration of the role planning has played in creating inequities, while also underscoring the power that planners have to level the playing field.

Diversity and Inclusion in the Planning Profession

In addition to the ethical responsibilities of planners, planning for equity also requires the profession to better understand the implications of diversity and inclusion on the planning field. If the field is not diverse and inclusive, planners will be limited both as individuals and as members of the larger profession in advancing equity.

To address diversity and inclusion, planners need to be finely attuned with the demographic changes occurring in the United States with regard to age, gender, race, nationality, and many other characteristics. Across the United States, non-white races and ethnic groups are fast becoming the majority; diverse cultural and religious backgrounds are becoming ubiquitous; and gender roles and norms are being redefined. In 2018, for the first time in U.S. history, there is no majority race among children under the age of 18. By 2042, there will be no racial majority in the United States.[9] However, the demographics within the planning profession have not kept pace with demographic changes happening in the communities we serve. While in recent years diversity has increased among APA membership, there is still significant work to be done to ensure a more representative planning profession.

Looking closely at diversity within the planning field, APA membership surveys show a shift in the demographics of the profession (see Resource 2.) In 2016, less than 30 percent of APA planners with 20 or more years of experience were women, and seven percent were minorities. However, planners who have entered the field within the last five years are more diverse at 45 percent women and 15 percent minority.[10]

When looking at the academic pipeline into the profession, there is a critical gap between the diversity of students in planning schools and their participation in APA. Based on student data from the Planning Accreditation Board, about 30 percent of planning students are racial minorities whereas only 15 percent of planners with less than five years of experience are racial or ethnic minorities.

APA membership surveys also reveal that the diversity of the profession varies across the United States, with more diversity among planners in those regions with larger minority populations. It is critical that planning continues to foster diversity and inclusion within the profession for APA members and nonmembers alike in order to ensure a more inclusive representation of voices in the planning discourse. This implies avoiding tokenism and intentionally managing and supporting diversity and inclusion in order to create space for diverse voices and encourage retention. APA's vision is to advance planning through leadership in education, research, advocacy, and ethical practice (see Appendix 3 for additional recommendations to APA on achieving this vision.) That vision cannot be achieved without ensuring that current planners, as well as the next generation of practitioners, understand and embrace the fundamental importance of diversity and inclusion in the makeup of the field.

APA has four active population-related Divisions (Latinos and Planning, LGBTQ and Planning, Planning and the Black Community, and Women and Planning); a Planning with Underserved Populations Interest Group, and a Tribal Planning Interest Group[11];and a growing number of diversity committees and initiatives at the Chapter level, such as the APA NY Metro's annual Hindsight Conference, and National level, such as the annual Diversity Forum and the APA Ambassador Program. Additionally, APA recently adopted its first Diversity and Inclusion Strategy and a statement on what diversity means for the organization:

"Diversity is an inclusive concept which encompasses, but is not limited to, race, ethnicity, class, gender, age, sexuality, ability, educational attainment, spiritual beliefs, creed, culture, tribal affiliation, nationality, immigration status, political beliefs, and veteran status. With greater diversity, we can be more creative, effective, and just, and bring more varied perspectives, experiences, backgrounds, talents, and interests to the practice of planning and to the communities we serve. We recognize that achieving diversity and inclusion is an evolutionary process that requires an ongoing renewal of our commitment."

These are notable accomplishments that demonstrate progress in a maturing profession.[12] Still, more work needs to occur. It is paramount for planning professionals to exercise a strategy to genuinely "make great communities for all" through addressing the planning pillars of diversity, inclusion, and equity within and outside APA's confinements. The policy outcomes recommended in this document as well as the recommended actions in APA's Diversity and Inclusion Strategy and the Planning for Equity Framework (see Resource 3) are designed to serve as guidance to planners and planning organizations.

Equity In All Policies

To serve the public interest, all planners must ensure that proposed policies and regulations will serve and benefit all residents of a community in ways that reduce or eliminate inequity. This policy guide purports that the most effective approach to achieve this is by adopting an "equity-in-all-policies" approach, but what does that mean? Many planners and allied professionals are familiar with "health in all policies" which is a strategy for addressing the complex factors that influence health and equity. Similarly, equity in all policies recognizes that there are several complex factors that influence the practice of planning. To make advancements in equity, planners need a holistic approach and specific guidance. An equity in all policies approach can also be thought of as using an "equity lens" to view, frame, and consider the policies and practices of planning.

An equity in all policies approach challenges those planning practices and actions that disproportionately impact and stymie the progress of certain segments of the population. These impacts can manifest in many forms including negative health outcomes, concentrated poverty, and displacement. In planning for equity, local stakeholders, through their meaningful participation in decision-making processes, engage in the creation and betterment of their environment. The foundation of the planning profession is to create better communities, which means clean air, clean water, decent housing, open space and recreation, safe neighborhoods, transportation options, access to employment opportunities, and good schools in every neighborhood. Weaving in equity in all policies is astute and necessary. As stated in *Planning and Community Equity*, "Our professional responsibility to help create good communities requires attention to community equity in the distribution of resources, especially in an era of resource scarcity.

We cannot, for long, have healthy prosperous communities that are insulated from impoverished ones."

Understanding why equity is important and incorporating principles and practices of equity in all facets of planning is essential for equitable planning. Data driven accountability—including developing indicators and performance measures—is critical to discover the true picture of equity in a community and how to develop the broad range of strategies required to address those most impacted as part of an overall community strategy to improve lives.

This policy guide outlines a number of recommended policy actions across a range of areas of planning practice. First, underscoring the importance of equity in all planning practices are several issues that cut across topical areas in this policy guide, including gentrification, environmental justice, and community engagement and empowerment.

The policy guide also explores topics such as climate change, education, energy and resource consumption, health equity, housing, mobility and transportation, public space, and heritage preservation. While many of these topics have been addressed in existing policy guides, this policy guide examines these topics specifically through an equity lens and focuses on achieving equitable outcomes.

Finally, it is also important to note that this guide does not address every aspect of planning practice. In those cases, planners and other allied professionals using this guide should draw inspiration from the AICP Code of Ethics; related specific recommendations in this guide; and the equity in all policies approach to determine an equitable course of action. The policy guide is a living document that will benefit from regular review and updates as APA members and allied professionals expand their equity knowledge base through research and practice.

Cross-Cutting Equity Issues

Gentrification

The term gentrification was first coined in 1964 by sociologist Ruth Glass.[13] In published research, Glass observed that "once this process of 'gentrification' starts in a district, it goes on rapidly until all or most of the original working-class occupiers are displaced, and the whole social character of the district is changed." Building on the work of Glass, the Regional Plan Association defines gentrification as "the form of neighborhood change characterized by the arrival of higher-income and often-time higher-educated residents, along with increasing rents, property values and cost-of-living, and decreasing non-white populations." The National Association for Latino Community Asset Builders defines gentrification as "a type of neighborhood change in which real estate price appreciation leads to involuntary displacement and significant cultural change. This mostly occurs because the negative impacts of development such as loss of community and culture are not priced in their entirety. As noted in Next City's 2018 gentrification timeline, the term "gentrification" has increasingly been associated with impacts and externalities that are injurious or have clear social impacts.

Gentrification is sometimes conflated with development or revitalization; however, these terms are not interchangeable. Gentrification is a process whereas development and revitalization are actions. Revitalization, for example, involves investment in neighborhoods that have gone through periods of disinvestment or stagnation, often leading to negative socioeconomic and real estate market trends. Revitalization is needed, and may even be welcomed, in order to improve the quality of life for the people who live, work, and worship in these low- and moderate-income neighborhoods that face major challenges.

It is necessary to acknowledge that revitalization executed in the absence of an equity in all policies approach, or an equity lens, can result in the negative impacts of gentrification and is a contributing factor to the rising inequality in the nation's metropolitan areas. In connection with rising inequality, researchers have noted lagging incomes; the shift in poverty to suburbia; lack of jobs for low-skill workers; and failures in public transportation.[14] The rapid pace of redevelopment within many cities across the United States that has occurred over the past 25 years has coincided with this swift rise in inequality.

An objective critique of gentrification reveals that the process can result in positive effects such as boosts to the economy and improved environmental conditions. However, a constructive and important way to frame this observation would be in the following terms, "it is a basic principle of fairness that the burden of activities that are necessary for society—like protecting the environment— should not be borne by a small minority who happen to be victimized by their side effects."[15] The study of economics and planning includes externalities. Other disciplines may refer to externalities as side effects or unintended impacts.[16]

However, externalities represent a form of market failure and their impact is borne by those who are affected.[17] Involuntary displacement is an impact commonly associated with the process of gentrification, but there are additional issues and concerns. These include, but are not limited to, preservation, public involvement, housing affordability, business longevity, placemaking, and criminalizing innocuous activity.

To advance equity, all planners have an unambiguous duty to be bold, deliberate, and intentional in their efforts to work with community members who could be disproportionately or negatively impacted by interventions made to the built environment. In planning practice, it is essential to address all aspects of proposed plans and developments, including potential gentrification, to maintain integrity and public confidence. The planning profession must not rest on its laurels and it is essential for planners to engage with community members to avoid creating or exacerbating the inequities associated with gentrification. In the end, addressing gentrification is not about stopping growth. Instead, it is about correcting blind spots that perpetuate inequity.

Addressing gentrification and inequity requires analyzing the root causes of gentrification with an equity lens to ensure that growth benefits the most vulnerable, marginalized and low-income communities. This requires a comprehensive approach that acknowledges that existing systems and policies make communities vulnerable and will produce unjust outcomes for these marginalized communities without thoughtful planning intervention.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

Gentrification Policy 1: Take a Comprehensive Approach to Mitigation

Consider all potential outcomes of gentrification including housing affordability and displacement, which are not the exclusive impacts of gentrification. These quality-of-life concerns need to be considered within a broader context that includes, but is not limited to, capacity building of impacted populations; preserving cultural assets; being responsive to the needs of underserved and under-resourced markets; expanding minority business ownership; managing externalities that could overwhelm vulnerable populations; and understanding the realities/subtleties that shape how public policy is developed and implemented.

Gentrification Policy 2: Conduct Social Impact Assessment

Exercise transparency by advising community members of potential impacts of proposed developments to their communities so that they will have an opportunity to participate in designing their future. Use social impact assessments18 in evaluating development plans and

proposals to identify potential blind spots early in the process; create the space for dialogue; and make better decisions.

Gentrification Policy 3: Encourage Equitable Development
Do not subscribe to one-size-fits-all planning solutions. The progressive path forward in addressing gentrification requires embracing new concepts for encouraging sustainable communities, like equitable development. Planners should commit to exploring a range of solutions that will facilitate managing differential burdens that may beset populations and institutions that are less resilient to shifts in the market.

Environmental Justice

Environmental justice is defined by the U.S. Environmental Protection Agency as "fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation and enforcement of environmental laws, regulations and policies."[19] The movement toward environmental justice was started primarily by people of color and grew from a recognition that the poor and people of color are those who most often live in or near America's most polluted environments.[20]

For many years, experts have strived to advance environmental justice—with varying degrees of success—by leveraging the law, public health, public involvement, and waste management. Environmental justice, as acknowledged by President Bill Clinton in 1994 via Executive Order 12898, is a key component in achieving equitable treatment of all populations when considering construction of new infrastructure. This means environmental justice is about planning as well.[21]

The practice of planning is not based on a static model. The profession regularly adapts to new trends, opportunities, and challenges. Current trends in academia, as well as among practitioners, suggest planners will have to become proficient in addressing social equity issues that were once seen as beyond their purview, including environmental justice.[22]

A recent advancement toward the inclusion of environmental justice in the practice of planning is the SB 1000 Implementation Toolkit: Planning for Healthy Communities, which was published in 2017 by PlaceWorks and the California Environmental Justice Alliance. The Toolkit qualifies how past actions made without consideration of environmental justice can contribute to present, untenable conditions within communities. It explains the link between existing conditions and prior planning practice in the statement "low-income residents, communities of color, tribal nations, and immigrant communities have disproportionately experienced some of the greatest environmental burdens and related health problems. This inequity is the result of many factors: inappropriate zoning and negligent land use planning; failure to enforce proper zoning or conduct regular inspections; deed restrictions and other discriminatory housing and lending practices; the prioritization of business interests over public health; development patterns that tend to concentrate pollution and environmental hazards in certain communities; and the like".[23]

In response, some underserved communities and marginalized populations are leveraging planning practices in order to correct poor conditions in housing, land use, infrastructure, and sanitation. Ironically,

the use of community-driven planning models has resulted in favorable outcomes considering many communities are attempting to correct the legacy of environmental hardships that were prompted by a failure to plan or a failure to enforce proper zoning.

Planners are stewards of public health, safety, and welfare. As a result, residents rely on planners to mitigate environmental injustices from the past as well as prevent injustices in the future. It is prudent for planners to improve relationships with the communities they serve. This requires active listening and learning from the experiences of residents, as well as exercising a sense of empathy. It takes time, but it actually represents an investment toward building trust and confidence. Planners play an important role in correcting stubborn problems, including bridging the impacted community with government; building coalitions and shared goals; and offering technical expertise. Conversely, residents, grassroots nonprofit organizations, and civil servants are well positioned to share how to successfully align environmental justice and planning as complementary quality of life goals, such as passing an amortization ordinance in National City, California; upgrading transit infrastructure in Central Harlem, New York City; advancing community-driven redevelopment in Spartanburg, South Carolina; or adding environmental justice elements to general plans in California.

These examples reveal there is need to be responsive to the needs of communities with environmental justice concerns and that there is pent-up demand for planning solutions to address these concerns. Planners and decision makers can look to case studies first presented by the American Planning Association in a Planning Advisory Service report in 2007. This report addressed environmental justice and planning. In the 12 years that have elapsed since its publication, many of the featured case studies have mature outcomes with results that can be referenced, but have not yet been documented in the literature.

Environmental justice is a forward-thinking and sustainable approach. For many years, sensitivities to environmental justice were primarily evident in community involvement and community cleanup. However, recent events, including the discovery of lead in drinking water supplies in Flint, Michigan, and Baltimore, Maryland, serve as a serious reminder that environmental justice is about making investments in places that need them for the benefit of people who need those investments the most. If planning is to truly overcome injustice, sensitivities to environmental justice must carry through to community recovery and redevelopment as well.[24]

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

Environmental Justice Policy 1: Encourage Triple Bottom-line Outcomes
Apply the mandate of Environmental Justice per Executive Order 12898 to ensure that no population is disproportionately impacted by development, disaster recovery, and redevelopment. Attention to environmental justice starts with community involvement, and it should carry through to redevelopment to ensure that all community members have equitable access to the benefits of community improvements by pursuing the triple bottom-line outcomes of environment, equity, and economy.

Environmental Justice Policy 2: Give Deference to Local Knowledge

Practice early and ongoing public participation, which is a hallmark for sound community planning, as well as environmental justice. Giving deference to local, indigenous knowledge that affected community residents bring to the planning process is important for building credibility and trust. Planning with, rather than for, affected communities is necessary for a balanced result.

Environmental Justice Policy 3: Encourage Collaborative Problem Solving

Implement innovative place-based solutions through collaborative problem solving to address multi-stakeholder interests and concerns. This has been used by communities with environmental justice concerns to realize stronger, more lasting solutions that will make a visible difference while working with overburdened communities.

Environmental Justice Policy 4: Organize and Support Pro-Bono Planning Efforts to Assist Underserved and Under Resourced Communities with Environmental Justice Concerns

There is the pent-up demand for community planning assistance, such as work performed by APA Community Planning Assistance Teams (CPAT) and others in communities with environmental justice concerns. Early intervention, before market pressures are intense, allows residents to offer their vision for better and healthy communities.

Community Engagement and Empowerment

Another cross-cutting issue includes public participation and meaningful outreach to all populations so that all people have a voice and access to decision making. For decades, cities have relied upon neighborhood groups that they have designated and empowered to organize, volunteer, and provide active input into city planning decisions. More recently, cities are realizing these neighborhood power structures have been dominated by single-family home owners who are often predominantly white and above median income. This limits the diversity of opinions voiced to city councils and planning departments and can result in a distribution of resources that favors higher-income single-family neighborhoods or even denial of projects that would benefit lower income areas. Without having effective input to influence decision making, projects that increase affordable housing through density increases for multifamily developments, or funding decisions that would provide more resources for programs or facilities in underserved areas, may not move forward.

To address the need for voices that more inclusively represent the community, some places, including Seattle, Minneapolis, Los Angeles, and Denver are broadening their outreach strategies and creating new community involvement structures and processes to ensure that renters, lower-income households, people who are experiencing homelessness, people of color, youth, and families (including single-parent families) have more voice in both the procedural and substantive decision-making processes. Recently, academics have even argued that planners should broaden their conception of 'practice' to include elected political office to better ensure that the underserved gain this voice in governance to produce more equitable planning outcomes.[25] Instead of assuming apathy as the reason people are not participating, cities are examining whether people can participate, given the current structures and formats for giving input and the conflicts with different work schedules, transportation availability, and more.

Some of the new structures and strategies include paying community organizers to do outreach in underrepresented communities; conducting popular education so people know how city planning and budgeting processes work; and reprioritizing planning efforts to address the immediate social welfare needs in some places before quality-of-life needs for the more affluent places.

This expanded type of outreach and involvement takes additional, or shifts in, resources and a diverse pool of employees or contracted liaisons who speak multiple languages and are aware of neighborhood needs and how to reach neighborhood residents. New technologies for virtual town halls, online surveys, and signing up residents for city services and subsidies may require new investments and training, but they can be more effective than one-time meetings in an evening at a library. Pairing planning input meetings with county services meetings is another approach for connecting to residents about the range of livability needs, regardless of the department that delivers them.

From an equity standpoint, increasing outreach, in the absence of making substantive changes in local decisions about overall development that affects the cost of living, will not ultimately change the inequities in a locality. These new engagement strategies must be connected to and affect local investments, zoning changes, and development approvals.

Localities should create plans for how to address equitable engagement including identifying populations who need to be targeted and including a goal and data-driven approach based upon resident feedback. A value statement, strategies, and action steps should also be included in the plan. Resources, such as additional staff or increased funding, should also be available for local governments to assist in increasing the capacity of staff to carry out equitable engagement efforts as well as provide a structure that assists with building relationships with community partners to help carry out the planning efforts. An evaluation of the plan and celebrating progress should also be incorporated into the planning process.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

Community Engagement and Empowerment Policy 1: Institute Principles of Effective Community Engagement and Use Targeted Community-Specific Strategies

Use targeted meeting strategies, based on community-specific needs that may include in-person meetings in the community or alternative meeting strategies such as telephone town halls or virtual meetings, that will engage community members whose voices have not been heard or input has been marginalized, as well as those experiencing mobility challenges, limitations on availability due to family or work responsibilities, literacy challenges, or language barriers. For in-person meetings, select venues and settings that foster communication. Tour neighborhoods with community members to gain first-hand

knowledge of conditions and concerns. Use effective means of communication such as translation of written materials and interpreters for non-English speaking or hearing-impaired attendees. Consider the timing of meetings relative to school, work, or mealtimes; the need for provision of child care; and the importance of offering meals or food.

Community Engagement and Empowerment Policy 2: Implement Principles of Participatory Planning

Aim for higher rungs on Arnstein's Ladder of Citizen Participation to build a partnership with the community. Higher rungs indicate increasing degrees of collaboration where members are not merely placated but have a clear and meaningful voice in decisions and outcomes. A similar practice is described in the "Spectrum of Public Participation" developed by the International Association for Public Participation[26]. This method describes an increasing degree of collaboration and role in decision-making that results in increasing public impact. It is necessary to conduct inclusive outreach so that the full community participates. It is equally important for all voices to be heard and considered by decision makers when determinations are made. Contributions and input from the community must be documented and follow-through is necessary to demonstrate empowerment.

Community Engagement and Empowerment Policy 3: Build Trust Through Outreach

Make building community trust central to all outreach efforts. Trust should be viewed as a process rather than a single initiative or event. All engagement efforts should begin with an organizational self-assessment to identify capacity, limitations, history, and power dynamics. Recognize that to build the trust of community members can require overcoming prior ineffective outreach efforts, as well as instituting more effective engagement strategies. Tools include practicing active listening so that the listener asks for clarification when needed in order to fully understand the needs of community members and build in strategies to address these needs, promising only those outcomes that can be delivered and following through on promised actions. Ongoing availability to planning and community development staff beyond scheduled outreach events will also increase communication and trust.

Community Engagement and Empowerment Policy 4: Create Space to Listen and Heal Old Wounds

Understand that to build trust it is sometimes necessary to access past grievances, listen to understand old wounds and wrongs that have not been addressed. It is tempting to focus on the future without addressing the past, particularly when it brings up issues that make planners uncomfortable. Learning to be comfortable with being uncomfortable expands engagement skills and opens communication to avoid past mistakes.[27][28]

Community Engagement & Empowerment Policy 5: Avoid Duplication of Engagement Efforts

Identify any potential stakeholders conducting engagement to align efforts and avoid duplication of outreach. Encourage a collaborative process that brings together different perspectives and prioritize the data-collection goals of local resident and partner voices, particularly those representing marginalized populations.

Equity In All Policies In Practice

Climate Change and Resilience

In 2008, the American Planning Association released its first Policy Guide on Planning and Climate in response to the Intergovernmental Panel on Climate Change's 2007 Summary for Policymakers.[29][30] The APA guide was groundbreaking in its acknowledgment of the role of planners in helping communities adapt to climate change and mitigation emissions that contribute to climate change. It was also groundbreaking in its framing of the profession's ethical requirement to address the impacts of climate change in an equitable manner, rooting its call for action in the APA's AICP Code of Ethics and Professional Conduct.[31] In the 10 years since that policy guide was released, climate change science has continued to advance and the need for action has become ever more urgent.

In October 2018, the Intergovernmental Panel on Climate Change (IPCC) issued a clarion call to the world to mitigate climate change and learn to adapt to its impacts as a follow-up to the adoption of the Paris Agreement in 2015.[32] In the report, the IPCC noted that global warming is likely to reach 1.5°C between 2030 and 2052 if current trends continue, resulting in higher climate-related risks for natural and human systems. Adaptation of natural and human systems will be essential. Per the IPCC, uneven spatial distributions of climate change impacts, such as differences in mean temperature increases, extreme temperature increase, heavy precipitation in some regions, drought in other regions, and sea-level rise, will necessitate adaptation efforts that are geographically specific. Planners have a critical role in helping communities address climate equity by rapidly and comprehensively adapting their energy, land-use, urban infrastructure, and industrial systems to the risks of climate change and contributing to mitigation scenarios that reduce global emissions so that adaptation efforts may be effective.[33][34]

The IPCC report states that:

"Social justice and equity are core aspects of climate-resilient development pathways that aim to limit global warming to 1.5°C as they address challenges and inevitable trade-offs, widen opportunities, and ensure that options, visions, and values are deliberated, between and within countries and communities, without making the poor and disadvantaged worse off."[35]

Planning for climate equity requires an understanding of the intersections of climate change with power dynamics, highlighted by the many environmental injustices that already exist in low-income communities and communities of color in the U.S. Per the Urban Sustainability Directors Network (USDN), "many factors—such as racism, income and wealth, health status, and neighborhood conditions—influence a community's sensitivity to climate impacts and their ability to adapt."[36] The USDN differentiates between root causes, social factors, and biological factors that may influence sensitivity to climate change. Root causes of social inequity severely weaken our society's ability to respond to climate change. Part of the planning profession's charge is to address these factors at a structural level. As the Urban Sustainability Directors Network puts it:

"An inclusive, community-centered planning process can maximize the benefits of climate preparedness action among lower-income populations and communities of color, while creating greater resilience by empowering those most affected to shape the decisions that will impact their lives. Transformative actions, such as policies that address the root causes of persistent social inequities, can be paired with measures that prepare communities for future climate change impacts and reduce potential hazard vulnerability."[37]

This vision contrasts with that of 100 Resilient Cities,[38] an initiative created by the Rockefeller Foundation, which defines resilience as "as the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt, and grow, no matter what kinds of chronic stresses and acute shocks they experience." While the definition is a useful one, it is not focused on achieving an equitable future state for all residents, but rather one that everyone can endure. As such, it is imperative that planners aim beyond the concept of resilience to achieve climate equity.[39]

Planning for sustainable development and poverty reduction amidst climate change will require planning for a vulnerable future with increasing risks, especially for vulnerable, low-income, and marginalized populations. Recent studies have concluded that the impacts of natural disasters on disadvantaged communities and the Federal funds that go towards disaster recovery efforts are already increasing wealth inequality in the U.S., thereby exacerbating preexisting patterns such as the racial wealth gap between black and white households.[40][41] Climate change is leading to a greater number of natural disasters of increasing frequency and severity. Given the lack of funding beyond supplementary disaster recovery appropriations for society-transforming climate resilience projects, as well as the uninsurance or underinsurance of property nationwide, we may only expect the inequality to worsen without immediate implementation of intentionally equitable, well-planned, and well-funded climate adaptation and mitigation projects.

Climate change is a cross-cutting challenge that will expose weaknesses in all of our society's systems, especially physical and social, as well as reveal regional differences in climate change impacts in the United States.[42] All areas of the community will be impacted: education, energy, employment, healthcare, housing, mobility, transportation, and

public spaces. Climate change means that our physical systems will be inundated by higher seas and increased precipitation, pushed beyond their design limits, and sometimes even destroyed. Climate change means that planners and the populations for whom we plan will be confronted with hazardous conditions, repetitive losses, and shocks that may not be endurable.

Already, vulnerable communities are being impacted first and worst by climate hazards, as exemplified by the experiences of the Biloxi-Chitimacha-Choctaw Tribe dealing with sea level rise in the Isle de Jean Charles43 and the New York City Housing Authority residents whose buildings were inundated by Superstorm Sandy[44] In planning for equity, the profession must enter into the work acknowledging the preexisting vulnerabilities that communities have as the starting point, while understanding that natural and man-made events will produce unequal outcomes for communities without thoughtful planning interventions.

APA is not alone among professional organizations in its call for climate change adaptation and mitigation planning in support of communities, the built environment, and the planet's natural systems. The American Society of Landscape Architects (ASLA) published its own report in 2018 by the ASLA's Blue Ribbon Panel on Climate Change and Resilience.[45] ASLA's report provides a critical set of policy approaches to resilience planning that is consistent with the findings of the more recent IPCC report and the USDN report. Although landscape architecture is largely focused on natural systems, ASLA's guide also includes recommendations related to community development, vulnerable communities, transportation, and agriculture that may contribute to "healthy, climate-smart, and resilient communities."[46] Among the ASLA's policy solutions, several are focused squarely on vulnerable communities including:

"Focus on environmental justice and equitable access to transportation, housing, jobs, and recreation and open space; Develop relocation, retreat, and/or evacuation plans; Limit or prohibit building in floodplains to protect life, property, and floodplain function; Update Federal Emergency Management Agency flood maps and include projections of climate change impacts; Limit or prohibit building in fire-prone rural areas; Promote mixed-income housing and mixed-use development that provides easy access to essential services; and Establish/increase low-income housing and new market tax credits."

What makes the Planning for Equity Policy Guide different from prior efforts is the focus on equity in all policies. In addition to the policy solutions that are outlined in Planning and Climate Change Policy Guide,[47] the American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures that are centered on advancing social equity and social justice in support of climate change adaptation and mitigation efforts:

Climate Change and Resilience Policy 1: Partner With Communities to Exchange Information About Community Risks

Encourage community-scale approaches to building resilience by partnering with communities, allied professionals, and technical experts to identify and communicate about areas of high risk. Respect and draw

upon wisdom from communities in conjunction with best available demographic and multi-hazard data to identify the populations that are most vulnerable. Examples include Climate Ready D.C.[48] and Flood Help NY.[49] Focus on outreach to underrepresented communities in planning processes through intentionally inclusive actions such as maintaining strong relationships with community-based organizations, holding meetings in locations that were universally designed, and providing translated documents.

Climate Change and Resilience Policy 2: Empower Communities Through Community-Based Participatory Planning

Work with communities to make informed decisions together about how to manage and reduce risks while enhancing resilience, empowering community resilience by establishing representative community-based equity planning committees and processes that link technical experts to communities, and investing in community-driven hazard, vulnerability, and risk assessments.[50] Draw upon lessons learned from the community-based participatory planning process while developing hazard mitigation plans[51] that may reduce the loss of life and property by lessening the impact of disasters.

Climate Change and Resilience Policy 3: Fund Adaptation and Mitigation Projects Identified by Communities in Community-Based Recovery and Resiliency Plans

Honor the knowledge and expertise of local communities by working together to identify, plan for, support and prioritize the funding of community interventions that reduce risks and address underlying, preexisting community vulnerabilities.[52] Use an equity lens to identify the unintended consequences and cost burden implications of strategies meant to increase resiliency, such as requiring costly seismic retrofits to historic buildings, buidings owned by people of color and buildings owned by those without access to funding to make improvements. Communicate the value of long-term resilient action, including managed retreat where necessary. Target disaster recovery funds at mitigation efforts that incorporate equity thinking into Community Development Block Grant-Disaster Recovery funding appropriations and poverty eradication efforts for disaster-affected households that may be experiencing repetitive losses. Better account for hazard mitigation actions taken as they relate to the National Flood Insurance Program's Community Rating System.

Climate Change and Resilience Policy 4: Prioritize Equitable Procurement of Planning Services that Build the Capacities of Disadvantaged, Minority-Owned, and Women-Owned Firms and Planners of All Protected Classes in Climate Change Adaptation and Mitigation Projects

Establish policies that prioritize equitable procurement of planning services that build the capacities of disadvantaged, minority-owned, and women-owned firms and planners of all protected classes to lead climate change adaptation and mitigation projects. This capacity building is essential for all communities to achieve long-term climate resilience. Equity in climate policy is not just about what is planned, but who does the planning work and how that contributes to the creation of a more diverse and inclusive profession that reflects the communities it serves.

Climate Change and Resilience Policy 5: Consider Social Equity in All Climate Change Adaptation and Mitigation Decisions

Consider the co-benefits of climate change adaptation and mitigation decisions and actions. Employ an equity lens to critically analyze the distributional impacts of adaptation and mitigation measures in terms of incomes, jobs, and resources given the wealth inequality pervasive in the U.S. Evaluate through the lenses of diversity and inclusion to understand who pays for the adaptation and mitigation measures and who benefits most from them.[53]

Climate Change and Resilience Policy 6: Include Equity as a Consideration in Benefit-Cost Analyses

Support the expansion of traditional cost-benefit analysis to include qualitative social equity considerations, as well as quantitative metrics driven by demographic analyses and data. Foster global partnerships with planners and policy makers in Europe and elsewhere to identify opportunities to embed social equity into Benefit-Cost Analysis.[54 55 56]

Education

One of the most significant opportunities for professional community planners to create equity in urban, suburban, and rural communities' rests with our public schools. Although Clarence Perry developed "The Neighborhood Unit" with schools as the building block for neighborhood planning in 1929, most local government planners have not incorporated public schools into community planning efforts. Master Plans (also referred to as comprehensive plans or general plans) usually address functional areas such as housing, transportation, and land use, but will often fail to address public school needs, both in terms of the school buildings and the needs of the students who attend the schools.

The overwhelming majority of children attend public schools and the majority of children attend their neighborhood schools.[57] There are 50 million students enrolled in public schools (compared to 5.4 million in private schools) and this number is expected to increase to 51.4 million by 2025.[58] For the 2015-2016 School Year, 30.2 percent of students attended city schools and 39.7 percent of students attended suburban schools. Students who attended rural schools made up 18.7 percent while 11.3 percent of the students attended schools in towns.[59] Total student enrollment in public schools increased from 47.1 million in 2000-2001 to 50.1 million in 2015-2016. During this time period, the number of students attending charter schools increased from 1.0 percent to 5.7 percent. The number of students attending magnet schools increased from 2.6 percent to 5.2 percent. Charter school enrollment varies from 16 percent in Arizona to 43 percent in Washington, D.C. On a national level, charter school enrollment accounts for 11 percent of students.

More than 50 years after Brown v. Board of Education, many school districts are hyper-segregated. Since 1988, intensely segregated schools (where less than 10 percent of students are white) have increased from 5.7 percent to 18.6 percent of all public schools. Since 1970, the percentage of white students decreased from 79.1 percent to 50 percent while the percentage of Latino students increased from 5.1 to 25.4 percent and the number of black students changed slightly from 15.0 percent to 15.3 percent.[60] The increase in intensely segregated schools has been caused by many factors, including white flight to suburbs and missed opportunities to consolidate city and school districts (e.g., City of Raleigh and Wake County, NC.)

Surveys show that public schools are viewed as important local planning priorities and are significant drivers for household location decisions.[61 62] Many households choose neighborhoods based on the perceived quality of public schools. The use of school rating websites has contributed to this neighborhood shopping. This is compounded by the fact that real estate websites display school ratings. Even for childless households, school reputation is an important factor in house buying decisions, directly and indirectly.[63]

To address public school inequities, local planners must become more engaged in public school planning, including master facility planning involving siting new schools, campus remodeling, and repurposing schools that are closed or changing. Planners must be actively engaged with their local school districts (and their fellow school district planners) to address school neighborhood conditions, student and teacher housing needs, and other issues that impact the learning environment.[64]

The Housing Policy Guide (2006) and Smart Growth Policy Guide (2012) recognize the importance of public schools for community building, equity in opportunity, and reinvestment. It is important for APA to address the role of public schools in our communities. Our public schools are critical civic institutions that deserve much greater attention from the planning profession.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

Education Policy 1: Increase Understanding of the Planners' Role in Student Education Outcomes

Consider the interrelatedness of student education outcomes to planning for land use, housing, transportation, and community and regional development. Planners have a responsibility to be aware of how external factors in the built and social environment impact education outcomes for children and youth.

Education Policy 2: Create Master Plan Education Elements

Encourage inclusion of Education Elements in Master Plans that address education needs and recognize the integral role of public education on community and economic goals. Communities need to address public education in a holistic fashion, not just in terms of facilities planning.

Education Policy 3: Address Impacts of School Facility Planning Processes

Support school facility planning for new schools that considers the social, economic, and environmental impacts to the surrounding community and region, including transportation access to the new school and neighborhood stability. Support joint-use of school grounds and facilities for recreation and community events.

Education Policy 4: Address Impacts of School Closures

Work with school districts and surrounding neighborhoods before schools are closed to determine short-term and long-term options for the facility, including pre-K classes, non-profit incubator, and

mixed-uses to avoid deterioration of the building and potential vandalism or vagrancy.

Education Policy 5: Encompass Schools and Neighborhoods in All Community Planning Efforts

Recognize the connection between public education and the economic vitality and sustainability of neighborhoods with an understanding that addressing racial and economic segregation is critical to improving schools and neighborhoods.

Education Policy 6: Reform State and Local School Funding to Eliminate Inequities

Encourage reform of local and state funding of public education systems to address education needs for all students; to create more equity across school districts; and to eliminate inequities in school programming and capital needs.

Education Policy 7: Address School Facility Needs

Support efforts to address school building deficiencies and unsafe school facilities, including mold, lead, and inadequate HVAC systems, by coordinating capital improvement programs and securing needed funding.

Education Policy 8: Increase Collaboration Between Local Governments and School Districts Governance

Promote collaboration, including building models of governance between school districts, local governments, and community organizations to better address the complicated and interrelated issues children and youth face.

Energy and Resource Consumption

Energy generation, use, and pricing as structured in modern society today is fundamentally inequitable. This is because the energy needed for heating, cooling, lighting, driving, and cooking is the same across income and locale. As such, lower income families spend more of their disposable income to cover basic necessities afforded by energy use.

Over the past 100 years, a number of strategic investments have replaced the less expensive on-site distributed systems that once prevailed, such as wood or propane stoves, among others. With the centralization of power generation, more energy is needed to generate the same amount of power. Moreover, with the privatization of energy systems in this centralized model, all decisions related to energy access are not made by a democratically elected body (though there are some municipal owned utilities). These private entities decide the location of power generators, type of fuel and emissions, who is impacted the most, as well as the rates to cover costs for constructing and operating the system. As private publicly traded holders, they are beholden to stakeholder interests,[65] which can lean toward profit over sustainability or equity.

For our energy system to be equitable, policies must consider that often the poor live in buildings with the worst insulation, ventilation, and heat. Most states therefore prioritize investments in building insulation with federal programs such as Low-income Home Energy Assistance Program, which provides a source for funding.

While there is a growing number of programs for low-income households offered by utilities and installation companies, the number of utilities that will absorb on-site power generation remains relatively small. To take one example, solar on-site generation tends to skew toward middle-income (in the range of $45,000 to $150,000 per year). The average solar household income lands roughly around $100,000.[66] In this market, there is an opportunity for energy planning and policies to explore opportunities for wealth generation in low-income neighborhoods through distributed energy programs. These can be in the form of generous state incentives or rate design. For instance, California's shift toward time-of-use rates shifts the burden more onto larger residences and private companies[67].

Based on the findings of a study[68] GTM researchers[69] estimate that within the four solar markets in their study that account for 65 percent of the total rooftop solar market share, about 100,000 installations are on low-income properties. To counter this inequity, Utility Dive conducted a 2017 survey of more than 600 Canadian and U.S. utility professionals that showed that 95 percent think utilities should be allowed to rate base distributed resources in all or some circumstances as an opportunity to ensure equitable access to the benefits of distributed solar. Community shared solar, which allows consumers without suitable roofs to buy subscriptions to central-station arrays, has become a common utility offering in recent years. Arizona Public Service Co., a key player in the state's notorious solar policy battles[70], pledged $10 million to expand rooftop solar access to low-income customers as part of a settlement with solar installers[71] in the state over rate design. The San Antonio, Texas, municipal utility CPS Energy has a 10-megawatt (MW) project with installer PowerFin[72] in the works that allows customers to host panels at no upfront cost and receive credits on their bills. Some states, such as New York are cognizant of this inequity and offer programs that are focused on low-income households.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

Energy and Resource Consumption Policy 1: Income Sensitive Energy Use

Advance programs for energy generation and use that are fundamentally equitable, such as the Energy Choice programs available in New York and California. Due to deregulation, these programs allow flexibility and provide a platform for competitive rates.

Energy and Resource Consumption Policy 2: Improve Efficiency of Low-Income Housing

Maintain, and potentially expand, federal programs such as the Low-income Home Energy Assistance Program that support weatherization as the best form of carbon offsetting in addition to its equity and moral imperatives.

Energy and Resource Consumption Policy 3: More Equitable Grid/System

Develop power programs that use renewable distributed energy systems, which have environmental benefits, but use a distributed system and/or creative pricing to achieve equity benefits as well. Investing in renewable distributed systems and building insulation programs can reduce the differential impact of energy use on lower income households.

Energy and Resource Consumption Policy 4: Environmental Justice and Health
Advance the placement of site energy facilities, including stations and lines, to avoid disproportionate impact on the health and well-being of low-income groups over other economic groups and move away from centralized coal-based or nuclear power generation. Fossil fuel use, including transportation, contribute heavily to air, land, and water pollution. Identifying ways to capture waste heat is another equitable and environmentally prudent strategy

Health Equity

Health equity is defined as the ability of each individual to attain their highest level of health regardless of race, gender, income, or place of residence. Inequities in health occur when there are barriers that hinder the ability to attain this level of health such as poverty; poor access to healthcare; lack of healthy food options; historical trauma; and various other environmental issues, such as access to parks and open space; exposure to environmental contaminants; unsafe drinking water; or substandard living conditions. Social and economic factors contribute approximately 40 percent to our overall health and adding physical factors and behaviors to the equation increases this number to almost 80 percent.[73]

Health equity has been on the radar of leading health organizations and governmental agencies for more than a decade. This includes the World Health Organization (WHO) whose overall goal is "to build a better, healthier future for people all over the world." Among their areas of focus are "Social Determinants of Health," or SDOH, which are closely aligned with Health Equity. WHO defines SDOH as conditions in which people are born, grow, work, live, and age, including the forces that shape the conditions of daily life. In particular, these include economic policies and systems, development agenda, social norms, social policies, and political systems.[74] SDOH have become the standard for health baseline measurements of existing conditions and are used by numerous organizations. The measures, or determinants, selected vary by number and degree of specificity, but they all serve the purpose of defining the elements that contribute to health inequities or health disparity.

The Centers for Disease Control and Prevention (CDC)[75] and the Office of Disease Prevention and Health Promotion, an arm of the U.S. Department of Health and Human Services (HHS), launched Healthy People 2020, to establish new 10-year goals for the 30-year old Healthy People program.[76] Healthy People 2020, which also considers SDOH in the baseline measurements, has delineated five key areas or determinants, which include: (1) economic stability, (2) education, (3) social and community context, (4) health and health care, and (5) neighborhood and built environment.

Through an equity in all policies approach, it is not difficult to see how these determinants play a role in health equity. Each plays a role in the disparities that exist based on economic status, level of education, social and cultural norms, access to health care, and active living opportunities based on physical environment. In an article published in 2011 in the American Journal of Public Health, Braveman, et al, lists underlying values and principles that are relevant to health disparities and health equity. In this article, health disparities are defined as "health differences that adversely affect socially disadvantaged groups" and that are "systematic, plausibly avoidable health differences according to … an individual's or group's position in a social hierarchy." Further, the article notes that these disparities are a metric for assessing health equity.[77] The article also states that health is worse among socially disadvantaged groups and that public policy regarding health disparities and equity should be a consideration.[78]

Addressing health equity in a community environment is pivotal to establishing an improved quality of life for communities and residents. Efforts toward understanding and furthering health equity are occurring at the state level, as well as the international and federal levels noted above. Examples of this include the work of the California Planning Roundtable who initiated the Healthy Communities Work Group, a collaboration between planners and public health professionals.[79] This group defined healthy communities as those "guided by health equity principles in the decision-making process" and as ones who are "vibrant, livable, and inclusive communities." In 2016, they published The Social Determinants of Health for Planners: Live, Work, Play, Learn![80]

Another example is found in Colorado, where the Office of Health Equity was established within the Colorado Department of Public Health and Environment. In 2018, they published the Equity Action Guide that makes the case for using an equity lens; provides baseline data; and delineates next steps. These efforts underscore both the importance of this work and the need for collaboration and engagement. Additional information and resources are available from the National Organization of County and City Health Officials (NACCHO) website.81 Resources posted here include assistance to local governments in addressing health inequities. All of these efforts underscore both the importance of this work and the need for collaboration and engagement.

The key recommendations for creating health equity in communities via planning processes includes supporting actionable policies including access to education, healthcare and healthy food systems. In October 2017, the APA Board of Directors ratified the Healthy Communities Policy Guide. It includes strategies and policy outcomes to create healthy communities. The policy outcomes listed below specifically address health equity and are consistent with the policies presented in the Healthy Communities Policy Guide.[82]

To address health disparities and inequities that limit the ability of all people to reach their full potential, the American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

Health Equity Policy 1: Institute a Cross-Disciplinary Approach
Encourage collaborative efforts that bring together planners, public health departments, community-based organizations, and community members to share information, perspectives, and needs to fully understand and address the issues that are created by health inequities.

Health Equity Policy 2: Provide Education for Planners
Increase awareness and support efforts to educate public officials, planners, and health practitioners in the Social Determinants of Health so that these measures and the data obtained from them can be used as tools to focus the equity lens and apply principles of health equity in planning for communities.

Health Equity Policy 3: Use an Equity Approach to Plan the Built Environment

Support long-range community plans and proposed developments that incorporate walkability, access to fresh foods, and access to services, all of which are needed to achieve an equitable built environment.

Health Equity Policy 4: Improve Access to Healthcare

Improve access to healthcare by increasing transit accessibility, or other means of accessing healthcare facilities so that automobile ownership or access is not needed. This may include treatment and educational centers in underserved areas and non-traditional settings for healthcare such as community centers, schools, and others.

Health Equity Policy 5: Use Health-Impact Assessments

Promote the use of Health-Impact Assessments (HiAP), with a focus on equity, to discern issues and then bring together public health, planning, and other sectors to ensure that health, equity, and sustainability are considered during decision-making processes.

Health Equity Policy 6: Implement the Existing APA Health in Planning Policies

Implement the health equity policies and outcomes that are included in the 2017 Healthy Communities Policy Guide that was prepared by APA with the intent of improving community health and quality of living through planning.

Heritage Preservation

One of the troubling trends in planning is redevelopment efforts that are insensitive to preserving cultural assets. Although attention has been directed to "saving history from sprawl," it is equally important to "save history from urbanism."

After focusing on historic buildings, monuments, and sites for many decades, the practice of preservation in the United States is maturing. Recognizing the importance of equity and inclusion, practitioners understand cultural influences shape the built environment. These "intangibles"—while subtle—equally contribute to a community's placemaking dividend.

According to the U.S. Department of Commerce, cultural and heritage travel is important to our domestic economy.[83] Seventy-eight percent of all domestic leisure travelers participate in cultural and heritage activities. In short, there is value in authenticity, and tourists and visitors want to see more than markers that succinctly state what used to exist.

The act of stewardship extends beyond protecting natural resources. It also encompasses saving the humanities that represent the social, cultural, and artistic evidence of the human experience. In many ways, the uninterrupted destruction of cultural treasures and heritage assets compromises the ability for future generations to meet their needs because institutional capital is lost that cannot be replaced.

Heritage preservation is a teaching tool, and it is a statement about localized values. In a society of limited bandwidth, there is a risky assumption that future generations will passively become altruistic and empathetic without the stimulus of exposure, curiosity, or stirring reminders. In reality, constant public awareness is the best defense

for cultural resource stewardship, and education remains an accepted pathway to correct institutional intolerance.

The utility of planning as a lever for preserving heritage assets is not aspirational. There are plenty of tangible examples that demonstrate the application of this approach. Accessible and inspiring solutions are not difficult to find.

In the Southwest, Ohkay Owingeh is the first Pueblo tribe to develop a comprehensive preservation plan that guides housing improving according to cultural values. In the Pacific Northwest, the Urban League of Metropolitan Seattle purchased the vacant historic Colman School property and converted it to provide 36 units of affordable rental housing while repurposing the ground floor to function as the Northwest African American Museum. In the Midwest, Kansas City officials were deliberate in preparing a master plan for the 18th and Vine Jazz District in order to maintain it as a community asset. In the Southeast, a resident-led commission worked with the Department of the Interior to prepare a cultural management plan for the Gullah Geechee Cultural Heritage Corridor.[84]

When planners facilitate deliberate conversations about how to balance the goals of economic development and cultural development, it does not distract from making communities better. Instead, it results in better community outcomes, especially for underserved populations.

Great communities are more than a collection of buildings, streets, and parks. By balancing the goals of economic and cultural development, planning departments can help municipal governments to restore public trust, improve morale, strengthen the integrity of places that capture the affection of residents, and save heritage assets and cultural treasures for the enjoyment of future generations.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

Heritage Preservation Policy 1: Encourage Dialogue with Public Forums

Use public seminars and forums as a means to help residents appreciate the shared story of a jurisdiction and inform residents about community treasures (or intangibles) that require maintenance and upkeep. Dialogue and education are important for fostering appreciation of cultural and historical assets that have been devalued overtime.

Heritage Preservation Policy 2.: Save Structures Designed by Architects and Designers of Color

Support the preservation of buildings and spaces designed by architects and designers of color. There are many motives for preserving older buildings, including the notability of the designer. Preserving the legacy of architects and designers of color is a celebration of diverse talent while acknowledging that no one group has a monopoly on creativity.

Heritage Preservation Policy 3: Leverage Preservation to Improve Public Involvement

Support planning efforts that balance the goals of economic development and cultural development. Just as planners are using visual art in order to leverage local knowledge, planners can explore the creative use of preservation as a means to reach untapped audiences and convene discussions about shared values, economic

development, resiliency, placemaking, context-sensitive street design, and the like.

Heritage Preservation Policy 4: Acknowledge Inconvenient Truths

Planners must lead conversations that reevaluate the role, context and meaning of symbols in public spaces. Ensure that the cultural assets of underserved populations are not compromised through community revitalization efforts. Sustainable management of cultural assets can improve social cohesion, support the economy, and celebrate the unique treasures that distinguish communities. Planners can improve public trust by encouraging preservation solutions that are responsive to the needs of impacted populations.

Heritage Preservation Policy 5: Support State and Federal Historic Rehabilitation Tax Credit Programs

In many underserved neighborhoods, the adaptive re-use of historic buildings can be a major catalyst for economic development, strengthen quality of place and bring a sense of great pride to the community. At the same time, making developments work financially in these locations can be challenging. State and federal historic tax credits are a very effective tool to make rehabilitation and adaptive re-use viable in communities where there is not otherwise a local market to support it. This is important because in spite of strong evidence of significant return on investment, these programs regularly come under threat at the national level and only some states have such programs.

Heritage Preservation Policy 6: Encourage Preservation of Historic Resources Connected to the History of People of Color, Women, Immigrants, and Other Traditionally Underrecognized Members of Community.

The historic preservation movement in the United States is shifting. Increasingly, a broader range of historic resources than have traditionally been recognized through local landmark or National Register designation are being deemed important. The preservation of buildings and places that tell stories of groups that have sometimes been overlooked—people of color, women, immigrants, and others—should be encouraged by planners. This is important because these buildings and places contribute to the uniqueness of neighborhoods and bring a sense of identity and belonging to community members.

Housing

The National Housing Act of 1949 called for "the realization as soon as feasible of the goal of a decent home and a suitable living environment for every American family." Almost 20 years later, the Housing and Urban Development Act of 1968 acknowledged that this national goal "has not been fully realized for many of the nation's lower income families. In 1968, the average American household paid 15 percent of its income for housing and about 7.8 million households were unable to afford housing that cost more than 20 percent of their income.[85]

Sadly, we have made little progress over the years since Congress committed the Nation to achieving the goal of decent housing and future prospects seem even bleaker. In 2016, there were 10.4 million

extremely low-income families in the United States, three quarters of whom were paying more than half of their income for housing.[86] Especially since the 2008 economic collapse, housing affordability has become an increasingly critical issue for American households, which particularly hurts communities of color. In 2010, 28.1 percent of African Americans and 25.8 percent of Hispanics, and an even higher percentage of American Indians and Alaska Natives, 29.5 percent, were poor compared with 11.0 percent of non-Hispanic white households. [87] As Angela Glover Blackwell, founder of PolicyLink, has observed the connection between housing and access to opportunity is inextricable:

Address is a proxy for opportunity. Where we live determines whether or not we have access to the requisite resources for success, including good schools, decently paid jobs, and transportation that connects to employment centers. It determines whether or not we have access to healthy living conditions—whether the air is reasonably clean or fouled by pollutants spewing from a freeway or rail line or bus depot in the neighborhood; whether we are likely to develop a long list of chronic illnesses and, if we do, whether we will survive them; whether we are likely to be killed during a crime, in a car crash, or simply when crossing the street. Any serious discussion of poverty inevitably turns to prevention and well-being—and that brings the conversation straight into the places where struggling people live.[88]

Restrictive zoning regulations, especially those that mandate large lot sizes and prohibit multi-family development have created development patterns that not only limit access to opportunity for lower-income households but also consign them to neighborhoods and districts that are more prone to a range of adverse environmental conditions such as industrial and traffic emissions, illegal dumping, and higher crime rates. Further, downtown revitalization in cities including San Francisco, New York, Seattle, Los Angeles and Washington, DC, Los Angeles, Detroit and West Oakland have resulted in rapidly increasing rents and displacement. The result is increased overcrowding and families forced to move farther and farther from urban area jobs. Coupled with the growing holes in the safety net, another effect is an increase in the nation's homeless population.

Efforts must be made to ensure that planning decisions do not disparately disadvantage lower income and households of color; to protect and maintain rental housing and land resources especially in neighborhoods and districts that are close to existing and proposed transit and employment; and to promote and support non-profit housing development corporations. Specifically, some ways to address these issues include enacting inclusionary requirements to ensure that new residential and mixed-use development includes units that will be affordable; establishing programs to mitigate the impact of new development on land resources; adopting zoning requirements that will provide incentives for developing affordable housing units in mixed-income neighborhoods as well as incentives that support small-lot, single-family development; and identifying and eliminating regulatory obstacles to building accessory dwelling units.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

Housing Policy 1. Promote Diverse Housing Stock

Promote the development and preservation of a diverse housing stock,

including single-room occupancy (SRO's), Accessory Dwelling Units, micro-units, multigenerational housing, and emergency and transitional housing as by right development. Diversity includes housing tenure—both owner and renter-occupied housing—and housing size e.g. family housing.

Housing Policy 2: Reform Development Regulations to Promote Fair Housing

Encourage planning and regulatory reforms to ensure that protected classes, who should also be protected from source-of-income discrimination, are provided housing opportunities that are dispersed throughout a community. Ensure protections are in place to preserve market rate affordable housing stock including requiring a 1-to-1 replacement standard.

Housing Policy 3: Remove Regulatory Barriers in Zoning and Subdivision Regulations

Implement zoning and subdivision regulatory reforms to create more housing opportunities for low-income households, such as inclusionary housing and accessory dwelling units, and remove discriminatory regulations regarding housing tenure and single-family definitions.

Housing Policy 4: Prepare Master Plan Housing Elements

Encourage preparation of Master Plan Housing Elements that identify housing needs for the entire community as well as specific populations, including low-income, elderly, disabled, and homeless families and individuals.

Housing Policy 5: Increase the Supply of Housing

Create and implement housing plans and policies designed to increase the supply of housing both through new production and preservation and with specific goals around affordability, diversity of stock—tenure type and design, and combatting displacement. Plan for andensure preservation of affordable rental and ownership housing where possible, for example with tools to allow purchase or refinance of rental buildings with expiring subsidies, and active monitoring and enforcement of resale restrictions for ownership housing.

Mobility and Transportation

Mobility and access to opportunity are essential to move the needle toward equity. Groups disproportionately challenged by mobility needs, and those in traditionally underserved communities, include low-income people, people of color, people with disabilities, people with lower levels of education, and the old and the very young. Without access to jobs, schools, health care, healthy foods, recreation, goods, and services, it is difficult to envision a pathway to opportunity. As expressed by the Transportation Equity Caucus, a division of Policy Link, transportation opportunities for all people are critical to provide many Americans with connections that will allow them to meet basic needs; be engaged in their communities; and to contribute to the economy.[89]

Alternatives to single-occupancy vehicle travel are favored for environmental, congestion, and health reasons; however, a full range of multi-modal solutions is necessary to meet a variety of needs that vary

by income, ability, age, and other factors. Complete streets that include transit, bicycle, and pedestrian opportunities are integral to an equitable transportation network.

Underserved groups often include individuals who are transit-dependent. For example, racial minorities are four times more likely than non-minorities to rely on public transportation to travel to jobs.[90] The provision of transit facilities varies widely, with more densely-populated metropolitan areas having greater service areas and greater frequency of service. Poverty is increasing in the suburbs due to various factors including the quest to find affordable housing; gentrification of downtowns; and changes in location of available jobs. Suburbs have less transit than urban areas, which impacts accessibility of jobs, goods, and services.[91] Complicating this further from a transit perspective, is the need to serve the most people. With an already subsidized and underfunded condition, the greater cost per rider that occurs in low density areas as opposed to more compact developments where more people can be served, often results in diminishing levels of service with an increase in distance from the urban core. As a result, those who need service most often do not have it.

Aging populations also rely on transit, but sufficient service is not always available. In 2017, CityLab reported that nearly a quarter of Americans over age 65 do not drive and that number increases with age.[92] This further supports the need for transit to serve an aging population. Along these same lines, residents in small towns and rural communities have limited transportation options with 41 percent having no access to transit and another 25 percent having below-average services.

In addition to transit, non-motorized transportation options, walking and bicycling facilities, are needed in particular for those who cannot afford a car or prefer not to own a private vehicle; those who are too young or too old to drive; those with disabilities that prevent them from driving; or those who cannot obtain a driver's license. Further reasons for needing non-motorized options are commuters who travel outside of traditional "9 to 5" work hours and have limited or no access to cars or transit.[93] Walking requires more than sidewalks and gridded street patterns. An increasing number of studies show that walking rates vary by socioeconomics because of concerns about personal safety from crime, availability of sidewalks and safe trails, information on the health benefits of walking, pollution, and poorly enforced traffic regulations in lower income areas.[94][95]

Alternative transportation solutions, particularly Transportation Network Companies (TNCs) such as Uber and Lyft have become a popular transportation option. Certainly, additional ride-hailing companies increase the number of options for those who are able to access their services. However, under the current business model, these companies often increase disadvantages for those who are underserved. First of all, they are in direct competition with traditional for-hire services such as taxi cabs, yet they are not subject to the same level of licensing requirements or restrictions, which gives TNCs an advantage over the competition and could result in diminishing their availability to all community members. Second, they have been shown to result in unintended consequences detrimental to underserved populations including persons with disabilities; low-income populations; people of color; and others who are historically subject to discriminatory practices. In addition to discrimination, the ability to

utilize TNCs is further hindered by the business model that requires subscription and payment by credit card. These factors have led some to say that TNCs are nothing more than a "privileged access model."[96] Similarly, bike share and e-scooters also rely on subscription backed by credit card and, thus, their use may also be unavailable to many underserved, in particular those who do not have or use credit.

Effective strategies to address equity issues often encountered by underserved groups must address the problems of mobility and access that are often present due to lack of proximity, connectivity, or resources necessary for travel to work, school, shopping, health care, and recreation. An emphasis on multi-modal solutions that adhere to ADA requirements and adequate design elements is needed as are retrofits to bring current transportation facilities in line with current ADA standards and federal requirements. Coordination and collaboration with public health and nonprofit community groups are also needed to address neighborhood resources, social cohesion, and information gaps.[97] These include transit, pedestrian facilities, safety improvements, and bicycle options.

Provision of adequate infrastructure is essential; however, siting of transportation facilities is equally important. Prior to the implementation of environmental justice requirements; roads, highways, and other transportation facilities were located according to criteria that did not consider impacts to existing populations. This resulted, in some cases, in the bifurcation of neighborhoods or in locations that exposed residents to noise or noxious fumes. Facilities exist today that are sited in areas where minority and low-income populations are subject to disproportionate environmental and health effects. However, failure to invest in low-income or minority communities can result in inadequate or crumbling infrastructure that can also isolate all residents from social and economic opportunity.

To address the role transportation plays in providing access to opportunity and the importance of considering both the benefits and impacts of infrastructure, the American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

Mobility and Transportation Policy 1: Provide Access and Affordability

Utilize existing planning tools such as comprehensive plans, transportation plans, zoning ordinances, resolutions, statutes, site plans, and budget appropriations to create equitable communities in consideration of the need to design land use and transportation facilities to provide access and connections to jobs, schools, health care, goods, and services. Essential to accessibility is the implementation of inclusionary zoning; provision for affordable housing; and preservation of existing affordable housing in areas proximal to all modes of transportation.

Mobility and Transportation Policy 2: Provide Affordable Housing in Transit-Rich Locations

Promote establishing a percentage of affordable, deed-restricted units, or implement measures to provide affordable housing opportunities in developing or urban renewal areas adjacent to transit facilities, including transit-oriented developments, to offer access and opportunities for those who are transit-dependent. Implement tools and utilize resources necessary to preserve existing affordable housing stock so that escalating property values do not force the displacement of current residents or prevent those who are transit dependent from benefiting from developments constructed proximal to transit.

Mobility and Transportation Policy 3: Support Funding for Multi-Modal Transportation Facilities

Support increased funding, at the state and federal level for multi-modal facilities including complete streets with bike lanes, sidewalks, ADA features (new construction and retrofits), safe crossings, and other pedestrian amenities, as well as increased transit service, that will provide additional means of mobility for all persons, and in particular, those who do not have access to an automobile or who have disabilities that prevent them from operating an automobile.

Mobility and Transportation Policy 4: Revise Criteria for Award of Federal Transit Funding

Encourage revision of federal funding grant structure for transit projects to rely less on cost-per-rider metrics and more on transit dependent populations in award of Capital Investment Grants for new transit projects and transit expansion.

Mobility and Transportation Policy 5: Site Facilities to Avoid Disproportionate Environmental and Health Effects

Support and adhere to the rules of environmental justice per Executive Order 12898 that requires consideration of environmental and human health effects when siting new transportation facilities. If disproportionate impacts to minority and low-income populations cannot be avoided, determine mitigation measures through effective outreach and meaningful community engagement.

Mobility and Transportation Policy 6: Utilize Regional Transportation Planning and Coordination

Implement regional plans and practice coordination among agencies, jurisdictions, and Metropolitan Planning Organizations to maximize resources, facilities and services. Combined resources and cost-effective measures will improve the ability to provide greater mobility options and will result in increased connectivity and access for all community members.

Public Spaces and Places

Public spaces and places make up the public commons of our communities and function as the connective tissue that binds people together and anchors neighborhoods. Public spaces are typically made up of parks, plazas, sidewalks, trails, streets, bike paths, public buildings, and parking areas. Public space also occurs in public or semipublic places within the confines of private property, such as interior lobbies, courtyards, and private plazas. Both make up the public commons and vary in size, scale, and function ranging from large urban parks, public plazas, and citywide bicycle networks to small libraries and recreation centers to building courtyards, intimate pocket parks, and hidden alleys. The sidewalks along our streets create the connective network of the public realm and they too can include public space for retail vending, pocket

parks, and small gathering spaces.[98] For simplicity, this guide will refer to the public commons that exist in a network of public spaces and places collectively as public space. How public space is designed, managed, and operated has the power to influence positive social outcomes.

Inclusive, safe, and accessible public space can help tackle inequities that exist within our cites. Public spaces are a shared resource and are sometimes the only option for shared social gatherings. When they are intentionally designed to be welcoming to everyone public spaces can offer opportunities for social, cultural, and economic development.[99] Public space is shared space for people to gather with friends and family, places for personal and political expression, opportunities for rest and relaxation, and centers of community. Functioning public space can create opportunities to forge social connections and strengthen community bonds. When equitable access is provided to all members of a community irrespective of physical abilities, age, gender, race, ethnicity, income level, or social status, public space promotes inclusion and improves equity. Equitable public space sets the stage for different socioeconomic groups to mix and interact and can enhance tolerance and diversity cognition.[100]

Through increased interaction among varying socioeconomic classes, public space can increase upward mobility. Open and shared public spaces, and the face-to-face interactions they engender, are the tools for increasing cross-cultural communication. Time spent face-to-face with people from different racial, ethnic, and cultural backgrounds engenders more trust, generosity, and cooperation than any other sort of interaction.[101] Research has shown the connection of proximity among socioeconomic classes and upward mobility.[102] Functioning public space creates the shared space for interaction among different groups that can lead to innovation and connections improving opportunities of marginalized groups.

Public space can also increase civic identity and engagement through greater connections and social bonds created from the interaction stimulated by the space. Well-designed public spaces have been shown to increase safety and lower rates of crime and violence creating space for formal and informal social, cultural, and economic activities that contribute to improving mutual trust and safety.[103] Through connection to space, a greater connection to community is gained along with more robust social networks, associations, and community relationships. These relationships increase social capital and social cohesion. Robert Putnam, a political scientist, described social capital as "social networks, norms of reciprocity, mutual assistance, and trustworthiness."[104] Higher social capital is associated with positive outcomes in many areas, such as health, education, employment, child welfare, and compliance with the law.[105]

The concept of public space needs to be broadened to match the current multiple spheres of public life to encompass the nonphysical qualities—legal, economic, political, aesthetic—and their effects on shared space in public life.[106] Functioning public spaces must be convivial in nature and be places where one can be social and festive. Such spaces form the foundation of public life and are the essence of urbanity. Without public spaces, we are likely to drift even further into privatization and polarization.[107]

Not all public space functions as true shared space due to inequities in the planning and development process. Public spaces often exclude certain demographic groups either explicitly or implicitly through their design, lack of public input, and historical or current discrimination in operational practices.[108] The following is a list of design and programming features, and/or attributes that can discourage use of public spaces and act as real or perceived barriers to inclusive and thriving public spaces:[109]

- Lack of places to sit or gather.
- Lack of flexibility and customization.
- Overly rigid with limited opportunities of interaction.
- Discourage opportunities for local art, events, greenspace.
- Poor safety and comfort.
- Poorly designed edges.
- Lack of access for people of all ages and physical abilities.
- Hostile features such as fences or signs that detract from a convivial atmosphere.
- Overly policed with overwhelming presence of police, security, curfews, cameras, or other restrictions.
- Failure to reflect local cultures and values.

The above failures in public space design tend to create sterile and hostile environments that scream, "Don't stay here! You're not welcome." Public spaces that are not intentionally welcoming do not function as shared spaces and they limit social interaction, exacerbate cultural divides, and contribute to lack of community engagement. Poor design and programming impact the vitality and well-being of our communities and ultimately harms the economic and social well-being of the entire community.

In addition, there is inequity of distribution of public spaces due to numerous reasons ranging from zoning, density, available access, and funding levels. In some areas, local districts or homeowners' associations are formed or take on additional public space responsibilities to fill funding and management voids. In other areas, this is not feasible or possible, and some instances such as within Native American communities where there are no property taxes and there exists limitations on federal funds to plan, design, and construct parks and public spaces.

The recent resurgence in the demand for public space has largely been in walkable, dense parts of cities with close proximity to key attractions. These areas can and should become attractions for a broad and diverse range of uses. However, vibrant public spaces are fueling investments near waterfronts or other high-amenity areas. In turn, these investments, along with shifting demographics, market forces, and consumer preferences, are leading to higher demand for areas that are near quality public spaces as they facilitate collaboration among people and firms. In a time of growing inequality—by income and wealth, by race and ethnicity, by geography—there is an urgent need and also a growing opportunity for local and regional leaders to learn from what makes public spaces successful, and to take advantage of these forces in ways that produce better outcomes for more people in more places.[110]

Effective strategies are needed in the planning, development, and maintenance of public spaces to ensure that they can function as shared space and contribute to the social and economic well-being of our communities. High quality and functioning public space have the

ability to improve equity in our communities and provide spaces that are indiscriminate of the socioeconomic standing of its users.

The key to creating quality inclusive public spaces and places is through a people-first design and the co-creation and stewardship of the public space. The following strategy and policy recommendations assist in creating inclusive public spaces. The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy outcomes:

Public Space Policy 1: Broaden the Conversation

Extend opportunities for diverse voices to be included in the planning, design, operations, and programing of spaces in order to create a sense of shared ownership and connectivity to the public space. When people are co-creators of their spaces, those spaces become welcoming to all.

Public Space Policy 2: Measure Impacts

Create a baseline and track, through surveys or observations, how a broad range of constituents use and value public spaces to make the case for financial investments to support programming and maintenance that will increase inclusion.111 In addition, track social impacts of public space, capturing how the public spaces is helping to bridge racial, ethnic, age, religious, language, economic, digital, and other barriers and opens access to opportunity to disadvantaged groups in order to recommend adjustments to infrastructure, management, and programming that improve the function of public spaces to address inequities.

Public Space Policy 3: Utilize Pop-Up Designs and Activations

Nurture a sense of ownership of public space by reacquainting people with their own neighborhoods using volunteer-based activations such as pop-up public spaces. These pop-ups temporarily transform public space and provide a way to celebrate local culture. Events such as ciclovias that temporarily transform how streets are used can demonstrate what is possible in shared public spaces that focus on people and community-building. Pop-up activations can help communities conceive their neighborhoods in new ways and imagine how their public spaces can become more inclusive and vibrant through intentional designs and activations.

Public Space Policy 4: Prioritize a Welcoming, High-Quality Environment

Create life-affirming, welcoming public spaces that are human-scale with clear entrances, open sightlines, and clear navigation. View public spaces as a part of a network of quality open spaces that function and connected unit. Emphasize positive messages regarding use; intentionally design spaces that are welcoming to all, with a focus on women and children; and incorporate nature into the space. Maintain public spaces so that they are safe, clean, and

in good repair. Ongoing maintenance and repair of infrastructure as well as a balanced security approach help create a safe and welcoming environment. At the same time, avoid over-policing and instead focus on creating sense of inclusion.

Public Space Policy 5: Promote Inclusive Activation and Programming

Establish intentionally welcoming public space using inclusive programming and activations that are designed to reach diverse audiences. Inclusive programing and activations assist in keeping the space safe and vibrant by increasing community stewardship and connection. Review policies around permits and group sizes in public spaces to ensure that multigenerational families and large cultural gatherings are supported, as many immigrant communities tend to have a broader definition of family and often have larger gatherings than the traditional nuclear family that policies tend to have been designed around. Ensure that the activities and programs are designed to meet the needs of a broad and inclusive environment by working with surrounding businesses and residents to explore their interests, unique needs, and potential contributions to the activities. Allow changing uses of the space over time and allow users to shape the feature of the space through movable furniture and other amenities.

Public Space Policy 6: Encourage Creation of New Public Space

Create a public space strategy that plans for revitalization and maintenance of public spaces and places to intentionally open them up in inclusive ways, and site additional public spaces in an equitable manner. Grow access for more people in more places through a variety of mechanisms and tools. Public spaces should be considered in multiple spheres of public life beyond the roles of relaxation and recreation and be seen as crucial components of democratic life. The creation of public space goes beyond the physical and the concrete. Consider the intersection between physical space, laws and regulations that govern them, and the people and communities who use the space as a shared commons.

Public Space Policy 7: Ensure Authentic Spaces Connected to Community

Intentionally design public space to capture local identity and bolster community pride by including the existing community in the planning process and designing a space that meets the specific needs of that community. Public spaces can and should function as the heart of a community, creating safe space for public life that is social and festive. Public space should reflect and celebrate the community. Successful public space creates a symbiosis between public and private uses that support each other. Density of both public and private uses surrounding public space help to create the energy, activity, and sense of ownership of the space.

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Resources

RESOURCE 1: A PLANNING FOR EQUITY TIMELINE

Year	Milestone	Description
1963	"Comprehensive Planning and Social Responsibility"	Article by Melvin Webber in Journal of the American Institute of Planners calls for profession to widen its scope beyond the traditional base in land-use planning, embrace more directly the social goals of freedom and opportunity in a pluralistic society, and make greater use of the perspectives of the social sciences (from APA Pathways in American Planning History, 2008).
1965	"Advocacy and Pluralism in Planning"	Paul Davidoff article on advocacy planning published in the Journal of the American Institute of Planners.
1975	Cleveland Policy Plan Report	Report shifts emphasis from traditional land-use planning to advocacy planning.
1975	Planners Network Established	Chester Hartman sends out first Planners Network mailing to 320 members. Planners Network is an association of professionals, activists, academics, and students involved in physical, social, economic, and environmental planning in urban and rural areas, who promote fundamental change in political and economic systems.
1975	Planners for Equal Opportunity (PEO) Established	PEO is the first national organization of advocacy planners.
1990	Making Equity Planning Work	Norman Krumholz and John Forester's book reveals some of the practical issues in managing a planning agency and explains how planners can creatively use their position and technical expertise to challenge prevailing wisdom and to propose and advocate for alternatives.[112]
1992	United Nations adopts the Environment and Development Agenda for the 21st Century	The Agenda 21 document, which was approved by President George H.W. Bush, addresses urban and rural development issues, including poverty, inadequate shelter, environmental issues, and displaced populations.
1993	Social Justice and Land Development Practice	Robert Mier, a Chicago advocacy planner and colleague of Norman Krumholz, was named economic development commissioner under Mayor Harold Washington. This book of essays by Mier and others traces the evolution of his planning philosophy and career and discusses the practical lessons and dilemmas of economic development planning in Chicago during the 1980s.
1994	Planning and Community Equity	APA publishes book as part of Agenda for America's Communities effort.
1994	Journal of the American Planning Association (JAPA)	JAPA publishes Volume 60, Spring 1994 which revisits the topic of advocacy planning and social equity themes.
1996	Urban Planning and the African American Community: In the Shadows	June Manning Thomas and Marsha Ritzdorf's book clarifies the historical connections between the African-American population in the United States and the urban planning profession. Thomas and Ritzdorf suggest if urban planning is to support the equitable distribution of public goods and services, it must recognize and address the dismal conditions of millions of Americans who are poor or people of color.

RESOURCE 1: A PLANNING FOR EQUITY TIMELINE (CONTINUED)

| Year	Milestone	Description
1996	Environmental Justice, Urban Revitalization, and Brownfields: The Search for Authentic Signs of Hope	The U.S. Environmental Protection Agency and the National Environmental Justice Advisory Council publish the findings from public dialogues held in five U.S. cities.
2000	"Local Land Use and the Chain of Exclusion"	Seminal article by Rolf Pendall in JAPA documents exclusionary land-use regulations based on survey of more than 1,000 jurisdictions.
2000	Concept of "fair growth" introduced	Fannie Mae Foundation publishes Volume 2, Number 4, Winter 2000 of Housing Facts & Findings, which introduces the concept of "fair growth."
2000	APA launches the first Diversity Task Force	APA's designates a member-led task force to explore issues of diversity in the field, In 2018, the task force became a standing committee of the American Planning Association.
2004	First APA Diversity Summit takes place in Washington, DC	APA members organize and hold the first Diversity Summit during the National Planning Conference. The forum continues and in 2019 was renamed the Plan4Equity Forum.
2016	Social Equity Policy Guide recommended	At the recommendation of the Diversity Task Force, APA's Legislative and Policy Committee begins work on a social equity policy guide.
2017	Inclusiveness and Social Justice Track launches at NPC17	APA launches a new track during NPC17 focused on equity and clearly identifies equity-focused sessions in the conference program.
2019	APA adopts first equity policy guide	The Planning for Equity Policy Guide is approved by the Delegate Assembly during NPC19 and, following APA Board approval, becomes the first policy guide to solely focus on this issue of equity in planning.
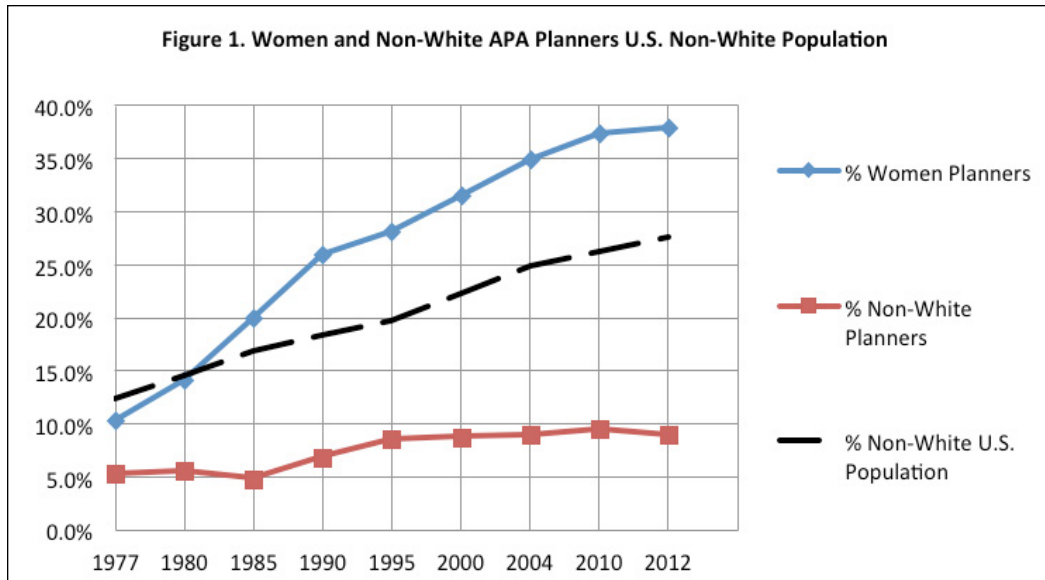
Figure 1: Women and Non-White APA Planners U.S. Non-White Population
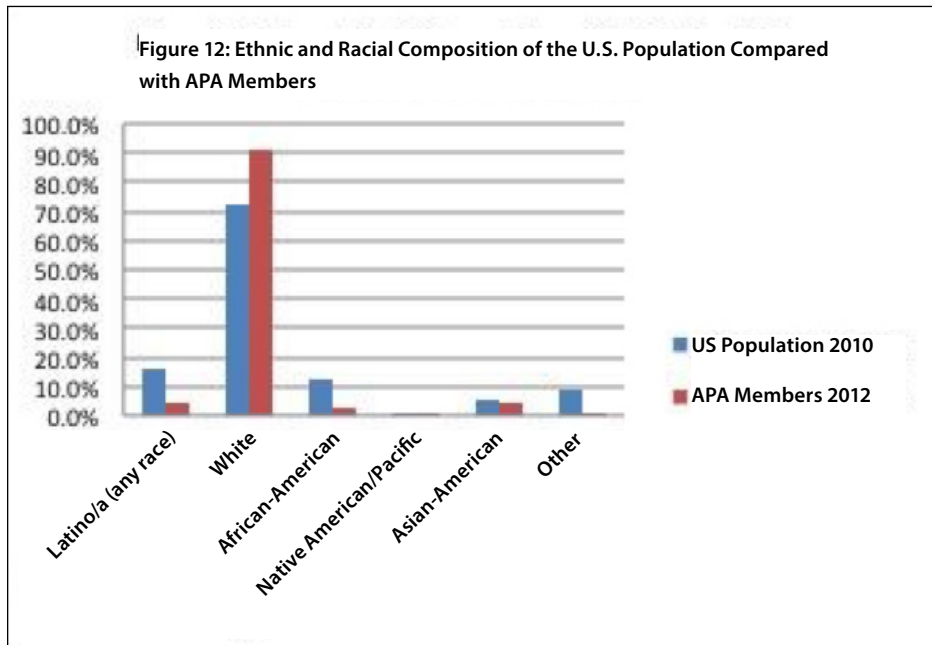Source: Dalton, 2014

Figure 2: Ethnic and Racial Composition of the U.S. Population Compared with APA Members
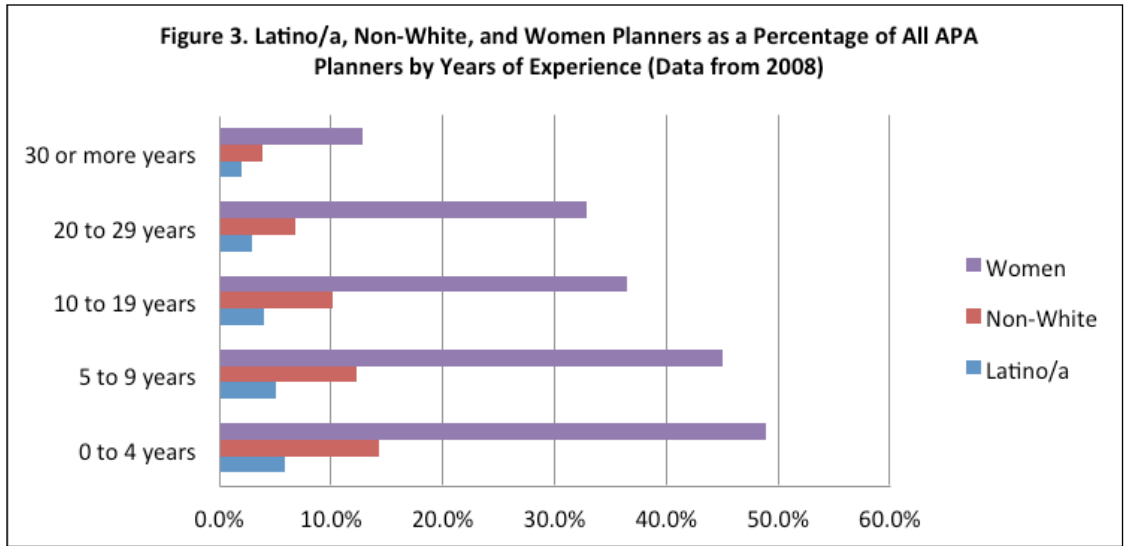Source: Dalton, 2014

Figure 3: Latino/a, Non-White, and Women Planners as a Percentage of All APA Planners by Years of Experience (Data from 2008)
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