# Implementing the Los Angeles Sustainable City pLAn: Have Initiatives and Improvements Reached all Angelenos?

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# TABLE OF CONTENTS

**ABSTRACT** ..... **2**

**ACKNOWLEDGEMENTS** ..... **3**

**INTRODUCTION** ..... **4**

**BACKGROUND** ..... **7**

KEY DEFINITION: SUSTAINABILITY ..... **7**
LOS ANGELES SUSTAINABLE CITY PLAN AND L.A.'S GREEN NEW DEAL HISTORY ..... **8**
EVOLUTION OF EQUITY AND ENVIRONMENTAL JUSTICE FROM 2015 TO 2019 PLAN ..... **9**
PARTNERS AND STAKEHOLDERS ..... **14**

**LITERATURE REVIEW** ..... **15**

EVOLUTION AND HISTORY OF ENVIRONMENTAL JUSTICE ..... **15**
ENVIRONMENTAL RACISM ..... **18**
ENVIRONMENTAL JUSTICE IN POLICY-MAKING ..... **18**
CLIMATE ACTION PLANS IN POLICY-MAKING ..... **22**
ENVIRONMENTAL GOVERNANCE ..... **22**
SPATIAL DIFFICULTY WITH ENVIRONMENTAL GOVERNANCE ..... **25**
SUSTAINABLE CITY PLANNING ..... **26**
ENVIRONMENTAL GOVERNANCE IN LOS ANGELES AND 2015 PLAN ..... **27**

**METHODS** ..... **29**

CHALLENGES AND LIMITATIONS ..... **32**

**FINDINGS AND ANALYSIS** ..... **34**

MAYORS SUSTAINABILITY TEAM PERSPECTIVE ON IMPLEMENTATION ..... **34**
STAKEHOLDER AND PARTNER INVOLVEMENT WITH PLAN ..... **38**
ENVIRONMENTAL JUSTICE AND PLAN IMPLEMENTATION PROGRESS ..... **42**

**RECOMMENDATIONS** ..... **46**

STAKEHOLDERS AND PARTNERS ..... **47**
OPEN DIALOGUE ..... **49**
TRANSPARENCY ..... **50**

**CONCLUSION** ..... **51**

**BIBILIOGRAPHY** ..... **53**

**APPENDICES** ..... **56**

APPENDIX A: INTERVIEW QUESTIONS ..... **56**
APPENDIX B: LIST OF INTERVIEWEES ..... **58**
APPENDIX C: TABLES ..... **58**

## I. Abstract

Climate change is one of the most pressing issues facing our planet. Los Angeles Mayor Eric Garcetti is at the forefront of mayoral-level environmental governance in the fight against climate change. Mayor Garcetti released the first Sustainable City pLAn in 2015 to put Los Angeles on a path to a cleaner and more equitable environment. In 2019, Mayor Garcetti released an updated Sustainable City pLAn/L.A.'s Green New Deal. The purpose of the pLAn is to broadly improve sustainability in Los Angeles with an emphasis on equity, economy, and environment while playing a role in the global fight against climate change. This paper examines implementation of the pLAn from a lens of equity and environmental justice. Employing a qualitative semi-structured interview methods approach, I found common themes regarding implementation of the pLAn specific to environmental justice and equity. Findings regarding implementation from my qualitative data set consisting of one member of the Mayor's sustainability team and seven representatives from groups identified as "pLAn partners and stakeholders," led me to develop a set of recommendations for the city of Los Angeles. I believe these recommendations will improve implementation of the pLAn specific to equity and environmental justice so improvements reach as many Angelenos as possible.

*Keywords:* Los Angeles, Sustainable City pLAn, L.A.'s Green New Deal, Eric Garcetti, Sustainability, Climate Change, Environmental Justice, Equity

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## III. Introduction

Climate change and environmental governance are on the forefront of Mayor Eric Garcetti's political agenda for the city of Los Angeles. According to Mayor Garcetti, "our generational battle against climate change is a moral imperative, an environmental emergency, and an economic opportunity."[1] Climate change is one of the greatest threats. The National Aeronautics and Space Administration (NASA) states the current warming trend is largely due to the "result of human activity since the mid-20th century and proceeding at a rate that is unprecedented."[2] Climate change is evident in Los Angeles due to rising temperatures, wildfires, and drought.[3] In response to the rising threat of climate change, Mayor Garcetti released the first Sustainable City pLAn in 2015 to put Los Angeles on a path to "save our environment, grow our economy, and ensure that Los Angeles remains a city of opportunity for all."[4] Since the initial release of the pLAn in 2015, Los Angeles now claims itself as the "number-one solar city in America, pioneered new transportation technologies, reduced our greenhouse gas emissions by 11% in a single year, and created more than 35,000 green jobs."[5] Centered on the intersection of environment, economy, and equity, the pLAn has helped Los Angeles become a leader in the fight against climate change. As a result of the release of the 2019 Sustainable City pLAn/ L.A.'s Green New Deal, Los Angeles is at a crucial point to achieve goals with more aggressive targets built from the 2015 pLAn. For clarity in this document, I will refer to the 2019 Sustainable City pLAn/L.A.'s Green New Deal as the 2019 pLAn and the 2015 Sustainable City pLAn as the 2015 pLAn.

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[1] Garcetti, "Green New Deal. Sustainable City pLAn 2019," 6.
[2] "Climate Change Evidence."
[3] Garcetti, 6.
[4] Garcetti, 6.
[5] Garcetti, 6.

Equity is a core value of both the 2015 and 2019 pLAns and is critical in achieving all goals, but its implementation has not been measured. Research shows that "the effects of climate change—as well as approaches for mitigation and resiliency—disproportionately burden and/or diminish the impact of climate change on low-income communities of color leaving these communities vulnerable."[6] Due to the diverse economics, demographics, and size of L.A., it is crucial that benefits and initiatives within the 2019 pLAn reach all Angelenos equitably. Los Angeles is home to a "diverse population, a dynamic workforce, and a growing economy." [7] Government policies and initiatives often leave behind Angelenos including low-income families and communities of color. These communities are "disproportionately impacted by pollution and face dire consequences for their health." Presently, it is unknown if the 2019 pLAn reaches all communities in Los Angeles as intended and necessary to achieve the main goal of improving sustainability.

This paper addresses whether implementation of the 2015 and 2019 Los Angeles Sustainable City pLAn/L.A.'s Green New Deal has been environmentally just and equitable for as many Angelenos as possible. I am defining environmentally just and equitable as "environmental improvements and initiatives spearheaded by the pLAn that benefit and reach all Angelenos despite differences in race, gender, class, and spatial location." To address the research question: *Has implementation of the 2019 Los Angeles Sustainable City pLAn/L.A.'s Green New Deal achieved goals of equity and environmental justice for all Angelenos*, I conducted a qualitative method approach. The qualitative approach exposed key themes in equity and environmental justice of the pLAn implementation by interviewing key partners and

[6] English and Richardson, "Components of Population Vulnerability and Their Relationship With Climate-Sensitive Health Threats." 91.
[7] Garcetti, 24.

stakeholders identified within the pLAn who are representative of different groups in Los Angeles. Qualitative interviews provided voices and real experiences of Angelenos beyond quantifiably measured success of the pLAn.

## IV. Background

To address the implementation and inclusion of equity and environmental justice in the 2015 and 2019 Los Angeles Sustainable City pLAn and L.A.'s Green New Deal, it is important to understand what sustainability is in the context of this paper, the history of the environmental justice (EJ) movement, pLAn and Green New Deal, and how the inclusion of equity and EJ evolved from the 2015 to 2019 pLAn.

### *i. Key Definition: Sustainability*

Improving sustainability is the overarching goal of the 2015 Sustainable City pLAn and 2019 Sustainable City pLAn/L.A.'s Green New Deal. In the 2015 pLAn, Mayor Garcetti views sustainability as setting a course for a cleaner environment and stronger economy centered upon equity and creating a future that "can continue to thrive and provide good health and opportunity" for Angelenos.[8] In the 2019 pLAn, Mayor Garcetti states that sustainability "is a core value that guides all of our work, because our survival depends on it."[9] Sustainability is the basis for the pLAn/L.A.'s Green New Deal and a key value in Mayor Garcetti's administration. Therefore, it is important to have a clear definition for use within this paper.

Sustainability is an ambiguous term, as its meaning spans multiple disciplines including the environment, economy, politics, and human behavior. The United States Environmental Protection Agency (EPA), defines sustainability as "to create and maintain the conditions under which humans and nature can exist in productive harmony to support present and future generations."[10] In this paper, sustainability is defined using the EPA's formal definition and centered upon being a core value in Los Angeles that guides all work.

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[8] Garcetti, "Los Angeles Sustainable City pLAn," 5.
[9] Garcetti, 7.
[10] US EPA, "Learn About Sustainability."

*ii. Los Angeles Sustainable City pLAn and L.A.'s Green New Deal History*

Mayor Eric Garcetti released the first Sustainable City pLAn in 2015 to set the city on "a course for a cleaner environment and a stronger economy."[11] The city of Los Angeles, led by Mayor Garcetti, approaches sustainability initiatives beyond improving environmental conditions. Mayor Garcetti's pLAn approaches protection of the environment as part of a "comprehensive framework of sustainability" that fully embraces a "healthy economy and a commitment to social equity."[12] Since the initial release, Mayor Garcetti has released annual progress reports and updates every four years. The 2019 pLAn is the first four-year update to the original, 2015 pLAn. The updated 2019 Sustainable City pLAn, also known as L.A.'s Green New Deal, sets "more aggressive goals that will help transform Los Angeles into a carbon-neutral city where all Angelenos thrive."[13] Expansion of the 2019 pLAn includes more detail, new targets, and goals that function to address the worsening climate emergency.

The broad vision for the 2019 pLAn/L.A.'s Green New Deal expanded to "securing clean air and water and a stable climate, improving community resilience, expanding access to healthy food and open space, and promoting justice for all."[14] As represented in Table 1, the 2019 pLAn also accelerates quantitative targets including:

**Table 1. 2019 Accelerated Quantitative Targets**

| Goal | Target | Year |
|---|---|---|
| Supply renewable energy | 55% | 2025 |
| | 80% | 2036 |
| | 100% | 2045 |
| Source 70% of water locally | 70% | 2035 |
| Capture stormwater | 150, 000-acre ft/yr (AFY) | 2035 |
| | 22% | 2025 |

[11] Garcetti, 6.
[12] Garcetti, 7.
[13] Garcetti, 6.
[14] Garcetti, 8.

| | | |
|---|---|---|
| Reduce building energy use per sq.ft. for all types of buildings | 34% | 2035 |
| | 44% | 2050 |
| Reduce vehicle miles traveled per capita | 13% | 2025 |
| | 39% | 2035 |
| | 44% | 2050 |
| Ensure new housing units built within 1,500 feet of transit | 57% | 2025 |
| | 75% | 2035 |
| Increase the percentage of zero emission vehicles in the city | 25% | 2025 |
| | 80% | 2035 |
| | 100% | 2050 |
| Create green jobs | 300,000 jobs | 2035 |
| | 400,000 jobs | 2050 |
| Convert all city fleet vehicles to zero emission where technically feasible | As feasibly possible | 2028 |
| Reduce municipal GHG emissions | 55% from 2008 baseline levels | 2026 |
| | 65% from 2008 baseline levels | 2035 |
| | Reach carbon neutral | 2045 |
| Source: 2019 Sustainable City pLAn [15] | | |

As the city of Los Angeles government accelerated quantitively measurable targets, core values and goals regarding equity and environmental justice evolved from the 2015 to 2019 edition.

*iii. Evolution of equity and environmental justice from 2015 to 2019 pLAn*

The evolution of core values and goals considering equity and EJ from the 2015 to 2019 editions are best exemplified through the change in structure of the pLAn. As shown in Table 3, the 2015 pLAn established fourteen topic areas grouped under three sections including the environment, economy, and equity. The section on equity includes the following subtopics: air quality, environmental justice, urban ecosystem, and livable neighborhoods. The overarching goal of the equity section is to ensure "all Angelenos have access to healthy, livable

[15] Garcetti, 11.

neighborhoods" while also strengthening a sense of "collective ownership of our common future."[16] The air quality subsection acknowledges necessary improvements to protect public health and improve the city's air quality. Proposed solutions to improve air quality focus upon the transition to low and zero-emission transportation, specifically improving electric vehicle infrastructure.[17] The EJ subsection expresses that "underserved, low-income individuals and communities often bear the burden of environmental pollution, health impacts and economic health challenges, and therefore need and deserve specific improvements and investments."[18] Proposed solutions within the EJ section include improving air quality, neighborhood conditions, and addressing "food deserts".[19] The 2015 pLAn divides equity into subsections including EJ and air quality but their goals intersect. The urban ecosystem subsection proposes improvements to natural lands and parks to improve environmental quality and the "economic, physical, and social health of the city's communities."[20] Revitalizing the Los Angeles ecosystem focuses on a number of initiatives, including revitalizing the Los Angeles River, improved park access, and urban agriculture. The last topic within the equity section addresses livable neighborhoods. Improving the livability of neighborhoods includes building streets that serve as local destinations, safe transit, access to services, and opportunities for engagement and creation of community bonds.[21] The 2015 pLAn considers environmental justice as a topic under the umbrella of equity grouped with topics including air quality, the urban ecosystem, and livable neighborhoods.

[16] Garcetti, 73.
[17] Garcetti, 74.
[18] Garcetti, 80.
[19] Garcetti, 80.
[20] Garcetti, 86.
[21] Garcetti, 92.

The 2019 pLAn provides a holistic approach to sustainability. Rather than three broad sections with relevant subtopics in the 2015 pLAn, the 2019 pLAn has 13 chapters, all with distinct areas of focus. In the 2019 pLAn, environmental justice is the first chapter and has a larger presence compared to the 2015 pLAn where EJ is one of four topics under the broad equity section. To replace the wide-ranging section on goals related to equity, the 2019 pLAn identifies key benefits achieved in each chapter. Each chapter is assessed on how much it can achieve eight benefits including: climate mitigation, access and equity, quality jobs, workforce development, health and well-being, economic innovation, increased affordability, and resiliency. The benefit, "access and equity" assesses each chapter on "access to benefits created by the pLAn (e.g., access to green/healthy spaces, clean energy programs, mobility, etc.")[22] In the 2019 pLAn, environmental justice is an individual chapter and consideration of equity is expanded to every chapter rather than just one section as seen in the 2015 pLAn.

Environmental justice has a stronger, ubiquitous presence in the 2019 pLAn compared to the 2015 pLAn. The environmental justice chapter in the 2019 pLAn "cuts across all the topic chapters to follow" specifically around local water, mobility and public transit, industrial emissions and air quality monitoring, urban ecosystem and resilience, leading by example, housing and development, food systems, clean and healthy building, waste and resource recovery, prosperity and green jobs.[23] The 2019 pLAn acknowledges the intersectional nature of environmental justice and centers it as a core value. As seen in Table 2, there are six specific milestones and initiatives for environmental justice in the 2019 pLAn/L.A.'s Green New Deal.

[22] Garcetti, 16.
[23] Garcetti, 25.

**Table 2. Milestones and Initiatives for EJ in 2019 pLAn**

| **Milestones and Initiatives for EJ in 2019 pLAn** |
|---|
| • Dramatically reduce exposure to health-harming pollutants in our most disadvantaged communities |
| • Invest in housing, services, and infrastructure upgrades that will improve the quality of life for sensitive populations including children, the homeless, and elders |
| • Implement cost-saving programs to alleviate financial burdens in our most vulnerable communities |
| • Improve access to community programs in low-income areas |
| • Deploy air quality tracking in high scoring CalEnviroScreen neighborhoods |
| • Create an annual oil well and facilities compliance inspection program, prioritizing communities in close proximity to facilities |
| • Increase the percentage of zero emission vehicles in the city |
| Source: 2019 Sustainable City pLAn[24] |

In contrast to the 2015 pLAn, the 2019 pLAn outlines specific milestones, initiatives, and targets to promote environmental justice and explains the relevance of topics including renewable energy, industrial emissions, and air quality monitoring in achieving goals. The 2019 pLAn offers a more comprehensive set of targets with higher consideration for environmental justice throughout the entire pLAn rather than just the equity section in the 2015 pLAn.

**Table 3. Different Structures & Inclusion of Equity/EJ in 2015 and 2019 pLAn**

<table>
<tr><th colspan="2">2015 pLAn structure</th><th colspan="2">2019 pLAn structure</th></tr>
<tr><td>Section</td><td>Subsections</td><td>Chapters</td><td>Each chapter assessed on benefits for:</td></tr>
<tr><td rowspan="6">Environment</td><td rowspan="6">• Local water<br>• Local solar<br>• Energy-efficient buildings<br>• Carbon & climate leadership<br>• Waste & landfills</td><td>1. Environmental Justice</td><td rowspan="7">• Climate mitigation<br>• Access and equity<br>• Quality jobs<br>• Workforce development<br>• Health & well-being<br>• Economic innovation</td></tr>
<tr><td>2. Renewable Energy</td></tr>
<tr><td>3. Local Water</td></tr>
<tr><td>4. Clean & Healthy Buildings</td></tr>
<tr><td>5. Housing & Development</td></tr>
<tr><td>Economy</td><td></td><td>6. Mobility & Public Transit</td></tr>
</table>

[24] Garcetti, 26.

| | | | |
|---|---|---|---|
| | • Housing & development<br>• Mobility & transit<br>• Prosperity & green jobs<br>• Preparedness & resiliency | 7. Zero Emission Vehicles | • Increased affordability<br>• Resiliency |
| | | 8. Industrial Emissions & Air Quality Monitoring | |
| | | 9. Waste & Resource Recovery | |
| Equity | • Air quality<br>• Environmental justice<br>• Urban ecosystem<br>• Livable neighborhoods | 10. Food Systems | |
| | | 11. Urban Ecosystems & Resilience | |
| | | 12. Prosperity & Green Jobs | |
| | | 13. Lead by Example | |
| Source: 2015 Sustainable City pLAn and 2019 Sustainable City Plan and Green New Deal[25][26] | | | |

Beyond environmental justice milestones and initiatives, the EJ chapter incorporates narratives of various community and neighborhood groups, specifically frontline communities including Watts, Pacoima-Sun Valley, and South L.A. Each community faces unique environmental injustices and received awards that enabled them to "build upon decades of grassroots organizing and engagement to support the priorities of their residents and deliver meaningful change."[27] Unlike the 2015 pLAn, the 2019 version highlights neighborhoods in Los Angeles that have experienced environmental injustices and provides examples of community organizing and efforts for EJ at the community and individual level.

*iv. Partners and Stakeholders*

In the 2015 pLAn, the acknowledgements contain a comprehensive list of community stakeholders. In the 2019 pLAn and L.A.'s Green New Deal, the acknowledgments contain a list of pLAn Partners and Stakeholders. The language of community stakeholders evolved to include

[25] Garcetti, 3.
[26] Garcetti, 5.
[27] Garcetti, 33.

both partners and stakeholders in the 2019 pLAn. There is no clarification as to what the difference between partner and stakeholder is. Many organizations, foundations, councils, and coalitions comprise lists in both the 2015 and 2019 pLAn.

## V. Literature Review

In order to understand the implementation of environmental justice and equity resulting from the Los Angeles Sustainable City pLAn released in 2015 and 2019, it is important to establish an understanding of environmental justice, and how urban and environmental policy-making considers equity, social, and environmental justice, each of which fall under the umbrella of sustainability and initiatives within the pLAn. This literature review offers insight into pre-existing research about Mayor Garcetti's 2015 pLAn and the intersection of environmental justice and governance in Los Angeles. I will first discuss environmental justice as a general concept and then within urban and environmental policy-making. I will also review the history of urban and environmental policy-making and sustainable city planning. After, I will discuss current environmental governance in Los Angeles and how city governance serves to improve environmental and social justice. Little research has been done about the implementation of equity and metrics used to gauge "success" of Mayor Garcetti's pLAn/L.A.'s Green New Deal and related city-level environmental policy initiatives.

### *i. Evolution and History of Environmental Justice*

To understand environmental justice in policy-making and initiatives including the 2015 and 2019 Los Angeles Sustainable City pLAn, it is critical to look at the evolution and history of environmental justice. To grasp the definition of environmental justice, it is necessary to understand how the concept has evolved. Environmental justice scholars credit protests by people of color in Warren County, North Carolina as "launching the beginnings of the environmental justice movement."[28] Efforts by impacted communities to "address regulatory inaction and unequal enforcement in communities with multiple polluting sources" led to the

[28] Roberts, "Environmental Justice," 408.

Environmental Protection Agency to recognize EJ in 1994.[29] This recognition by the EPA set the federal standard for:

> The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.[30]

The evolution of the EJ movement is important because prior to protests in Warren County, race and environmental issues were not considered within the context of each other. Inequalities were perpetuated within policy and government as a result.

Defining environmental justice is problematic and varies within different factions. In *Defining Environmental Justice: Theories, Movements, and Nature,* David Schlosberg states "most discussions of environmental justice focus on maldistribution—the fact that poor communities of color get fewer environmental goods, more environmental 'bads', and less environmental protection."[31] Recent theorists of justice including Young, Fraser, Sen, and Nussbaum "explicitly note the influence of social movements on their own definitions", yet Schlosberg argues that "movements add more to justice discourse than many of these theorists account for."[32] Aspects of different social movements within varied definitions of justice explain the difficulty to have a universal definition of environmental justice. Justice is an ambiguous term and its definition varies while linking numerous problems under one concept.[33] Schlosberg's central question in *Defining Environmental Justice* is "whether we can apply the same conceptions of justice, and the same broad discourse of justice, to both sets of issues—environmental risks in human populations and the relationship between human communities and

[29] "California's Fourth Climate Change Assessment: Los Angeles Region Report," 29.
[30] US EPA, "Environmental Justice."
[31] Schlosberg, *Defining Environmental Justice,* 4.
[32] Schlosberg, 5.
[33] Schlosberg, 192.

nonhuman nature."[34] Applying justice to environmental risks in human populations and nonhuman nature exemplifies the complexity of defining environmental justice and how it varies within different contexts.

Fundamentally, environmental justice has an "interdisciplinary body of literature in which researchers were documenting the unequal impacts of environmental pollution on different social classes and racial/ethnic groups."[35] It has been proven that ethnic minorities, indigenous persons, people of color, and low-income communities confront a "higher burden of environmental exposure from air, water, and soil pollution from industrialization, militarization, and consumer practices."[36] Environmental justice is the movement to decrease disproportionate environmental burdens among vulnerable groups and frontline communities. Environmental racism, environmental inequality, and environmental injustice represent the disproportionate environmental burden due to factors including race and social class.[37]

Environmental racism, inequality, and injustice have their own evolution and history, but all represent inequalities different factions face centered upon the environment and conditions known as social determinants of health. The social determinants of health are the conditions in which people are born, grow, play, work, and live. The World Health Organization (WHO) Commission on Social Determinants of Health stated that action on the social determinants of health must involve "the whole of government, civil society, and local communities, business, global fora, and international agencies" because unequal living conditions result from "poor social policies and programs, unfair economic arrangements, and bad politics."[38] Government

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[34] Schlosberg, 133.
[35] Roberts. 406.
[36] Roberts, 406.
[37] Roberts, 406.
[38] Health and Organization, *Closing the Gap in a Generation,* 27.

plays a key role in cultivating conditions of environmental justice or injustice that impact individual health and environmental conditions.

*ii. Environmental racism*

To understand environmental justice, it is crucial to understand environmental racism, a problem the EJ movement seeks to mitigate. In 1982 as a response to protests in Warren County, North Carolina, Benjamin Chavis, former executive director of the Commission of Racial Justice of the United Church of Christ defined environmental racism as:

> Racial discrimination in environmental policy making, the enforcement of regulations and laws, the deliberate targeting of communities of color for toxic waste facilities, the official sanctioning of the life-threatening presence of poisons and pollutants in our communities, and the history of excluding people of color from leadership of the ecology movements.[39]

While environmental racism is recognized and defined, Laura Pulido asserted in her essay *Rethinking Environmental Racism: White Privilege and Urban Development in Southern California* that "scholarship on environmental racism can be strengthened" and that it is essential researchers "stimulate their work in terms of a larger socio-spatial dialectic."[40] Defined by Edward Soja, a socio-spatial dialectic is a "productive and appropriate focus for the concrete analysis of capitalist social formations and for concerted social action."[41] Pulido states that scholarship on environmental racism can improve through focus on the phenomena with consideration of social actions within differing socially-produced spaces. Analyzing environmental racism within socially produced spaces like Los Angeles with varying class, racial, and economic factors will reveal ways environmental racism manifests.

*iii. Environmental justice in policy-making*

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[39] Bullard, *Dumping in Dixie*, 98.
[40] Pulido, "Rethinking Environmental Racism," 33.
[41] Soja, "The Socio-Spatial Dialectic," 224.

To understand and gauge implementation of environmental justice and equity with the 2015 and 2019 pLAn, it is crucial to understand the greater role of environmental justice in government. The EJ movement emerged "in opposition to environmental racism and environmental injustice" and established environmental protection as a fundamental right provided by the United States government.[42] In California state government, environmental justice is framed within policy and mandated by law. As defined by California law, "environmental justice requires 'fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies.'"[43] Within "California's Fourth Climate Change Assessment," there is a section on EJ that draws from "the State policy framework of cumulative impacts to assess climate impacts, as well as a benefits and burdens framework to prioritize state actions to address the impacts of climate change in our most vulnerable communities."[44] Within the climate change assessment, environmental justice is key in developing recommendations and research regarding environmental issues to ensure all communities are served.

The assessment recommends that "state actions to address climate change must simultaneously address environmental injustices at state, regional, and local levels."[45] California state government prioritizes environmental justice and equity within policy-making and at the local level through the Los Angeles Sustainable City pLAn and L.A.'s Green New Deal. California government's EJ framework is relevant to the pLAn because the CalEnvrioScreen and Environmental Justice Screening Method used in the climate change assessment identified

[42] Johnson, "Environmentalism and Public Policy," 555.
[43] State of California, "Gov. Code, § 65040.12, Subd. (e)," 1.
[44] "California's Fourth Climate Change Assessment: Los Angeles Region Report," 29.
[45] "California's Fourth Climate Change Assessment: Los Angeles Region Report," 29.

"several areas in the Greater L.A. region as among the most vulnerable and impacted neighborhoods in California."[46] Framing governance with EJ and equity is crucial in Los Angeles, due to the severity of environmental injustices and climate change.

It is important to understand the distinctions of environmental justice at different levels, including local, activist, and government levels. Agyeman and Evans state that environmental justice has two distinctions. The first distinction is predominantly at the local and activist level as a "vocabulary for political opportunity, mobilization and action."[47] The second distinction is at the government level as "a policy principle, that no public action will disproportionally disadvantage any particular social group."[48] Environmental justice has different meanings for different groups as it is a term for action and organizing at the local level while a guiding policy principle at the government level.

Unequal political power in policy-making is a driving force of environmental inequality.[49] Urban and environmental policy-makers have the political power to mitigate or worsen environmental injustices. National governments including but not limited to the United States have "exploited the economic vulnerability of poor communities, poor states, poor nations, and poor regions for their unsound and "risky" operations."[50] Political power is a key determinant in environmental policy-making and perpetuating environmental justice. Incorporating fundamental elements of environmental justice into policy-making presses governments to ensure the protection of the environment, public health, and equality. In *Environmental Justice: Grassroots Activism and Its Impact on Public Policy Decision Making*,

[46] "California's Fourth Climate Change Assessment: Los Angeles Region Report," 30.
[47] Agyeman and Evans, "'Just Sustainability,'" 155.
[48] Agyeman and Evans, 155.
[49] Johnson, 574.
[50] Johnson, 574.

Bullard and Johnson state that grassroots groups in the environmental justice movement have been able to improve the administration of health and environmental policies. [51] Health and environmental policies expanded to consider those impacted by environmental injustices. Bullard and Johnson conclude that the "environmental protection apparatus in the United States does not provide equal protection for all communities."[52] Bullard and Johnson propose that environmental injustices can resolve if "existing environmental, health, housing, and civil rights laws were vigorously enforced in a nondiscriminatory way."[53] Implementation of policies promoting and agencies ensuring environmental justice could solve environmental racism and injustices. Creation of policies oriented around EJ does not suffice without assurance of equity.

Agyeman and Evans argue that what is now needed is for governments at the local, regional, national and international levels is:

> To learn from these environmental justice and progressive, or 'just sustainability' based organizations and to seek to embed the central principles and practical approaches of 'just sustainability' into sustainable development policy.[54]

Research related to sustainability-oriented initiatives carried out by local governments similar to Los Angeles can broaden the scope of existing literature. According to Agyeman and Evans, many, if not most governments of all levels have "adopted some kind of commitment to sustainable development" but "few, if any recognize the importance of placing this within a context of social justice, equity, and human rights."[55] Commitment to sustainable development does not suffice without consideration and execution of social justice and equity. To truly move towards just and sustainable societies, public policy cannot "disproportionally disadvantage any

[51] Johnson, 557.
[52] Johnson, 558.
[53] Johnson, 574.
[54] Agyeman and Evans, 155.
[55] Agyeman and Evans, 163.

particular social group and affords opportunity for all."[56] Public policy makers must consider all factions needs and differences spanning across class, race, and other social determinants.

*iv. Climate Action Plans in Policy-Making*

To understand the role of policy-making in relation to climate change efforts, Bassett and Shandas reviewed 20 municipal climate action plans (CAPs) to identify what motivated them, their processes, and the range of actions being taken.[57] Bassett and Shandas found that the decision to "address climate change through planning required leadership, which was commonly provided by a prominent elected official such as a mayor."[58] Plans typically reflected local political contexts and varying strategies.[59] California political contexts and strategies frame climate change around environmental justice. In "California's Fourth Climate Change Assessment," states that actions to address climate change must address environmental injustices at all levels of government. In Los Angeles, the 2015 and 2019 pLAn and L.A.'s Green New Deal supports findings from Bassett and Shandas in context of framing around environmental justice which is reflective of local political contexts and leadership provided at the mayoral level. Further research into the implementation of environmental justice within the mayoral level climate change mitigation effort could help develop a model for climate action plans cities similar to L.A.

*v. Environmental Governance*

To understand the relationship between government, the environment, and the function of the 2015 and 2019 pLAn as mayoral level initiatives, it is important to understand the distinction

[56] "California's Fourth Climate Change Assessment: Los Angeles Region Report," 8.
[57] Bassett and Shandas, "Innovation and Climate Action Planning.," 443.
[58] Bassett and Shandas, 443.
[59] Bassett and Shandas, 436.

between government and governance. Lemos and Agrawal state that government is not that same as governance.[60] Governance includes "the actions of the state, and in addition, encompasses actors such as communities, businesses, and non-governmental organizations (NGOs)."[61] They distinguish that governance includes "international accords, national policies and legislation, local-decision-making structures, transnational institutions, and environmental NGOs" as examples of the forms through which environmental governance takes place.[62] Different than governance, government is "the source of credible threats of regulatory action that would require costly compliance and such threats to encourage the adoption of voluntary agreements on environmental standards."[63] The role of government is to create environmental standards and enforce them.

The relationship of city-level government and community organizations with the implementation of the 2015 and 2019 pLAn encompasses "actors such as communities, businesses, and NGOs" which exemplify environmental governance and creation of environmental initiatives occurring with the development and implementation of the pLAn.[64] The pLAn also represents the decentralization of governance as the mayoral-level government is executing the pLAn while incorporating local communities, organizations, and businesses and utilizing government as a monitoring authority with the ability to create environmental standards. Extensive research has been completed about decentralizing environmental governance and one of the main conclusions was that decentralizing has the potential to be more productive. Decentralizing allows decision makers to be "closer to those affected by governance, thereby

[60] Lemos and Agrawal, "Environmental Governance," 298.
[61] Lemos and Agrawal, 298.
[62] Lemos and Agrawal, 298.
[63] Lemos and Agrawal, 308.
[64] Lemos and Agrawal, 298.

promoting higher participation and accountability."[65] The State of California uses a decentralized government model within their four comprehensive climate change assessments.

The purpose of the climate change assessments are to "directly inform State policies, plans, programs, and guidance to promote effective and integrated action to safeguard California from climate change."[66] Resembling a decentralized government approach as described by Lemos and Agrawal, the assessments inform and serve needs of "state and local-level decision-makers from a variety of sectors."[67] The state of California's decentralized governance found in the assessments extends to the city of Los Angeles and Mayor Garcetti's 2015 and 2019 pLAn, resulting in more efficient and effective governance.

Lemos and Agrawal's concept of decentralizing environmental governance applies to the 2015 and 2019 pLAn due to its close relationship with community partners and input. The 2019 pLAn highlights the communities of Pacoima and Watts in the section on environmental justice. Incorporating community partners within the 2019 pLAn is an attempt to achieve goals of inclusivity and equity within environmental initiatives. National governments across the developing world have "advanced strong claims about the imperative to establish and strengthen partnerships in which local administrative and organizational arrangements complement or substitute for more central efforts to govern environmental resources."[68] Los Angeles is an example of strong city governance that is making strides to improve its governance of environmental resources. There is opportunity for Los Angeles to become a model for other cities to establish local environmental governance. Efficiency in design and implementation of

[65] Lemos and Agrawal, 303.
[66] "About the Assessment - California Climate Change Assessment."
[67] "About the Assessment - California Climate Change Assessment."
[68] Lemos and Agrawal, 303.

environmental governance is a major concern of state authorities.[69] If environmental governance initiatives are successful in Los Angeles, they could help create an efficient model of implementing environmental governance. Further research on environmental governance instruments including the pLAn will help develop more effective and easily implemented initiatives in the future.

*vi. Spatial Difficulty with Environmental Governance*

The city of Los Angeles faces a unique challenge with the implementation of the 2015 and 2019 pLAn due to the spatial difficulty of environmental governance, especially at the municipal level. A challenge of environmental governance is the multiscalar character of environmental problems whether spatially, socio-politically, or temporally as these "add complexity to their governance."[70] Environmental problems are difficult to mediate because they transcend multiple boundaries. The spatiality of environmental issues impact "institutionalized decision making at local, subnational, national, and transnational levels."[71] Lemos and Agrawal assert that the way to address the "multilevel character of environmental problems is to design governance mechanisms across levels of social and institutional aggregation." [72] Multilevel governance functions to account for the "fragmentation that is characteristic of sectorally-based decision making or, indeed, of decision making that is organized by territorial, social, and political divisions."[73] By utilizing a multilevel government approach and involvement of public-private interests, a diverse range of interests and views can be considered as one. It is necessary

[69] Lemos and Agrawal, 319.
[70] Lemos and Agrawal, 308.
[71] Lemos and Agrawal, 308.
[72] Lemos and Agrawal, 308.
[73] Lemos and Agrawal, 308.

to combine diverse thoughts and stakeholders because there is only one environment and decisions of one group impact all.

*vii. Sustainable City Planning*

To increase sustainable city planning and related initiatives, it is important to consider the role of government as well as the evolution of the concept of sustainable development. The growing interest in the concept of sustainable development "has shown a need for an interdisciplinary approach to environmental management."[74] The first issue of the United Nations Environment Program (UNEM) biennial Global Environmental Outlook (GEO), states if "global economic gains are not accompanied more explicitly by investment in education, social development, and environmental protection, a move toward a more equitable, healthy, and sustainable future for all sectors of society will not be realized, and a new spate of urban and pollution-related health impacts may surface."[75] GEO asserts that measures to "solve existing global problems are introduced too slowly."[76] Sweden is an example of a country that has adopted processes to promptly address global problems.

In Sweden, the city of Stockholm has integrated solutions for urban sustainability into the planning processes which developed the city into a "Smart Sustainable City."[77] According to Kramer in "Governing the Smart Sustainable City: The case of the Stockholm Royal Seaport," the key function of governance is to make and implement policy.[78] Specific to the role of government in relation to Smart Sustainable Cities, "the metaphor of a platform has been put forth as relevant, encompassing the two sub-metaphors of the 'vending machine' (with a pre-

[74] Devuyst et al., *How Green Is the City?*, 1.
[75] Devuyst et al., 3.
[76] Devuyst et al., 5.
[77] Kramers, Wangel, and Höjer, "Governing the Smart Sustainable City," 99.
[78] Kramers, Wangel, and Höjer, 101.

defined set of functions and services) and 'the bazaar' (an open platform).[79] While considering Stockholm as a case-study, "it has been argued that the way in which Western societies are being steered today reflects a fragmentation and transfer of power a responsibility from governments and public bodies of the representative democracy and public bodies of the representative democracy to private interests, NGOs and lay people."[80] The relationship between public and private sectors in the development of more sustainable cities has been criticized as decreasing accountability, representation, and transparency in government but can increase legitimacy, the creation of social capital, citizen empowerment, and stakeholder buy-in.[81] Governance including the development of sustainable planning and policies cultivates a complex relationship between public and private sectors with potential of great benefits or consequences.

*viii. Environmental Governance in Los Angeles and 2015 pLAn*

To understand the present implementation of the 2015 and 2019 pLAn, it is necessary to understand how the 2015 pLAn has been critiqued and studied as an example of environmental governance in Los Angeles. In their senior comprehensive paper at Occidental College, Emily Bell places the 2015 pLAn at the "nexus of community engagement and city sustainability policy and planning" to address the question: "How do the outreach strategy and adoption methodology of the Sustainable City pLAn encourage broad participation of stakeholders in the pLAn and how does that participation impact the development and implementation of the pLAn?"[82] Bell found that the city needs to "create an efficient and equitable way to communicate with all stakeholders

[79] Kramers, Wangel, and Höjer, 101.
[80] Kramers, Wangel, and Höjer, 101.
[81] Kramers, Wangel, and Höjer, 101.
[82] Bell, "Developing and Implementing the Sustainable City PLAn: What Makes Meaningful Community Engagement?" 6.

about their input."[83] Equity was a main concern among stakeholders and a barrier to implementation of the 2015 pLAn.

Bell created a set of recommendations based on interviews to improve adoption and community engagement with the pLAn. Bell recommended that the city of Los Angeles should "reevaluate the representation of each sector in the pLAn to ensure equitable representation of all sectors within environment, equity, and economy."[84] Beyond critiques of the 2015 pLAn from community organizations and city officials, Bell concluded that given the size and prominence of L.A, the success of the 2015 pLAn could "change the way urban environmental policy functions in similar cities" but its "overarching nature" makes it difficult to implement.[85] Given time, Bell states that the pLAn can become successful and fully implemented into city policy that "impacts the actions of all Angelenos and contributes to a more environmental, economically sustainable and equitable city.[86] Research considering implementation past 2016 with an environmental justice and equity lens will build upon literature from Bell and greater city-level environmental initiatives to ensure they are effective and inclusive.

[83] Bell, 51.
[84] Bell, 53.
[85] Bell, 55.
[86] Bell, 55.

## VI. Methodology

The objective of my research is to understand the implementation of the 2019 Sustainable City pLAn and L.A.'s Green New Deal from the original release in 2015 by addressing the research question: *Has implementation of the 2019 Los Angeles Sustainable City pLAn/L.A.'s Green New Deal achieved goals of equity and environmental justice for as many Angelenos as possible?* This paper will analyze if implementation of the pLAn has been equitable and if it has in fact promoted environmental justice and reached as many Angelenos as possible. Measuring equity within implementation goes beyond quantitative environmental measures to examining where and how environmental improvements have been made, and if they serve as many Angelenos as possible. I used a qualitative approach to gauge implementation progress of environmental justice and equity within the two editions of the Los Angeles Sustainability pLAn and L.A.'s Green New Deal. Qualitative interviews exposed how implementation of equity and environmental justice involves stakeholder/partner engagement and involvement in the planning processes.

I measured implementation qualitatively by conducting semi-structured interviews with community organizations identified as stakeholders/partners of the pLAn and representatives from Los Angeles city government who work with the pLAn. The purpose of qualitative interviews was to provide an alternate perspective to quantitative analysis environmental improvements and measures conducted by government agencies including the Los Angeles Department of Water and Power (LADWP). Qualitative interviews are necessary to determine if implementation of the 2015 and 2019 pLAn has reached all Angelenos and achieves goals of equity and environmental justice because that information cannot be found using quantitative data that does not incorporate the voices of Angelenos. With questions addressing

implementation of the 2015 and 2019 pLAn within different constituencies in the city, I collected qualitative data that exposed whether the pLAn does or does not reach all Angelenos. Qualitative interviews enhanced preexisting quantitative data which shows improvement to expose who improvements are reaching and if all factions of Angelenos feel they are served by the pLAn.

I conducted interviews with community organizations identified as stakeholders or partners within the pLAn to represent voices of as many Angelenos and topic areas as possible. As it would have been difficult to interview groups that accurately represent all Angelenos, the qualitative approach picked out key themes in equity and EJ of pLAn implementation by interviewing key players. To ensure interviews are representative of the diverse Los Angeles population, I interviewed as many people as possible who are affiliated with environmental justice, activism, community organizing, and city government. I found participants by contacting organizations and requesting to interview subjects that are members, volunteers, or employees. I did not provide compensation for time. I interviewed eight subjects each representative of groups who focus on different topic areas and goals within the pLAn. I recorded all interviews with an audio recorder with subjects' consent. Interview questions for community organizations included:

1. How would you describe your role at [organization/department] and your overall mission?
2. What is your familiarity with the 2015/2019 pLAn and L.A.'s Green New Deal?
3. How long have you worked in this current field and in what other capacities?
4. As an environmental advocate, what are your primary concerns when thinking about governments role in improving the sustainability of cities?

5. How, if at all, is your organization involved with the Los Angeles Sustainable city pLAn and L.A.'s Green New Deal?
    a. How has the pLAn influenced the work of your organization?
    b. As a stakeholder and/or partner of the pLAn, what are your primary goals and what would you like to see the pLAn accomplish to help advance your mission?
6. How would you describe the success or lack thereof of implementation of the pLAn from the original release in 2015 to now?
7. How would you rate implementation on the key pillars of the environment, equity, and economy?
8. Are there any ways implementation of the pLAn could be improved broadly or to help advance the work of [organization/department]?
9. Could relations between Los Angeles city government and stakeholders be improved in regard to the pLAn? If so, how?
10. Does the pLAn provide equal distributions or promote environmental justice through implementation?
11. Is there anything else you would like to share?
12. Do you have any questions for me?

In addition to community organizations, I interviewed a member of Mayor Garcetti's team and the office of sustainability who helped developed and witnessed the implementation of the pLAn. Interview questions for the professional affiliated with Los Angeles city government included:

1. How would you describe your role at [organization/department]?
2. How long have you worked in this current field and in what other capacities?

3. In general, how do you work with improving sustainability, the environment, and implementation of the pLAn?
4. How do you consider the success or lack thereof of implementation of the pLAn?
5. Do you see the implementation of the pLAn as promoting environmental justice for all Angelenos?
    a. How does the pLAn function with community organizations to pursue goals including environmental justice?
6. Where do you think there could be improvements to the implementation of the pLAn in terms of environmental justice and overall success?
7. How does the city of Los Angeles government consider environmental justice in policy-making?
    a. Are there changes that can be made to further prioritize policies centered upon promoting environmental justice in Los Angeles?
8. How have updates to the original pLAn released in 2015 addressed environmental justice?
9. Is there anything else you would like to share?
10. Do you have any questions for me?

*i. Challenges and limitations*

Challenges and limitations include bias among interview subjects and limited sample size for qualitative interviews due to extenuating circumstances. Given the nature of qualitative interviews, a potential limitation is bias among interview subjects because one subject's opinion does not equate to the experiences and views of the whole organization. I took potential bias into account while coding and analyzing interviews. The largest limitation I faced was difficulty

conducting interviews due to the COVID-19 global pandemic. I hoped to conduct more interviews with members of the Mayor's sustainability team and others who are representative of all diverse factions within Los Angeles but was unable due to severe health concerns, mandatory stay at home orders, and a complete transition of daily life.

## VII. Findings and Analysis

For my research, I conducted eight interviews between January and March of 2020. Seven of the interviews were with representatives from organizations considered pLAn partners and stakeholders identified in the "pLAn Partners and Stakeholders" section of the 2019 pLAn acknowledgements. The difference between partners and stakeholders is not clearly defined within the pLAn but both help execute goals of the pLAn and provide feedback within development and implementation stages. Partners and stakeholders listed within the pLAn who participated in an interview include: LA Más, Liberty Hill Foundation, People for Mobility Justice, Coalition for Clean Air, Pacoima Beautiful, and Grid Alternatives. One interviewee was a member of the Mayor's sustainability team to include the perspective of a city official involved in implementation of the pLAn and LA's Green New Deal. Those eight interviews comprise my qualitative data set. Of the eight interviews, all had prior knowledge of the pLAn. Prior knowledge means that interviewees had involvement with development, work with the pLAn daily or are familiar with its contents and function in relation to their organization or professional affiliations. The interviewees varied based on type of organization/affiliation with different areas of focus and familiarity with the pLAn. Interviewees are representative of both Los Angeles city government and stakeholders/partners and provide different points of view that together, create a more rounded view of overall pLAn implementation and environmental justice.

### *i. Mayors Sustainability Team Perspective on Implementation*

I interviewed Irene Burga, the Air Quality Advisor on the Mayors sustainability team to be representative of the city of Los Angeles perspective on development and implementation of the 2019 Sustainable City pLAn and L.A.'s Green New Deal. Burga is directly involved in development and implementation of the pLAn with a focus on air quality which intersects with

the broad goals of environmental justice found in the pLAn. Burga's specific focus on air quality is "directly related and goes hand in hand with environmental justice." [87] Beyond Burga's role, the Mayor's office prioritizes environmental justice within urban planning and "try to target the areas that have the worst air quality."[88] By prioritizing environmental justice in planning and within initiatives like the Sustainable City pLAn and L.A.'s Green New Deal, the Mayor's office is trying to get a "better understanding and have a better dialogue with the community around areas where we know there is an overburdened community with cars and traffic."[89] Actions of the Mayor's sustainability team in Los Angeles reflect broad goals of California state government to prioritize environmental justice and equity the state, regional, and local levels.[90]

The prioritization of environmental justice in planning efforts spearheaded by the city of Los Angeles is evident in the great gains and increased emphasis of environmental justice and equity between the 2015 and 2019 Sustainable City pLAn. The 2019 pLAn reflects the cities increased prioritization of environmental justice and equity through the shift to creating a chapter on environmental justice rather than being a subtopic under the broad equity section in the 2015 pLAn. Further, the 2019 pLAn intertwines equity and EJ through the entire pLAn with assessment of each chapter on how much it can achieve benefits including access and equity. In regard to the change in emphasis on equity and environmental justice in the 2019 Sustainable City pLAn/L.A.'s Green New Deal, Burga states that the city:

> Really made an effort to have equity be a focus that was central to the entire pLAn and was not just concentrated in one chapter but was apart of everything that we did across the entire pLAn. The difference was that there is an even greater focus on equity in the new pLAn.[91]

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[87] Burga, Los Angeles City Government.
[88] Burga.
[89] Burga.
[90] "California's Fourth Climate Change Assessment: Los Angeles Region Report.," 29.
[91] Burga.

Burga stated the city is doing well in regard to implementation of the pLAn at its present point in January 2020.[92] To gauge progress of implementation through different departments, the city has a "reporting and tracking system and the Mayor's sustainability team requires departments to report on the progress of milestones and initiatives."[93] Through the internal tracking system, city departments are held accountable in regard to their goals.[94] To ensure goals of the pLAn outlast Mayor Garcetti's term limit, Burga stated that she thinks the pLAn will carry through to future administrations because they are "embedding the pLAn in city code and city law through executive directives and legislation."[95] Embedding the pLAn within city code and law is a step Mayor Garcetti is making to ensure the longevity of the pLAn through future administrations.

When asked about implementation of environmental justice regarding the pLAn, Burga stated in the implementation phase, the city is trying "to really ensure that we are gathering not just feedback but really incorporating environmental justice voices into the implementation of our Green New Deal."[96] Burga and the city of Los Angeles are working towards implementing environmental justice and cultivating an open dialogue between stakeholders, partners, environmental justice voices, and community members. To improve relations between stakeholders/partners, Burga suggests "having more public open meetings" and being:

> Thoughtful about how we integrate the feedback that we are getting and having it be a continual dialogue rather than something you hear once but what you work with certain community groups on a building out and having that be along the terms of implementation.[97]

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[92] Burga.
[93] Burga.
[94] Interviewee mentioned internal tracking system exists, but specifics of system were not shared.
[95] Burga.
[96] Burga.
[97] Burga.

Integrating feedback and engaging stakeholders/partners is critical from the lens of Los Angeles city government.

From the Los Angeles city government perspective presented by Irene Burga, challenges and issues with implementation of the pLAn include the large, comprehensive nature and effectively engaging community members and stakeholders around issues of sustainability. Burga stated "it's a very comprehensive pLAn and it's very lofty."[98] The overarching goal of the pLAn is to improve sustainability in Los Angeles. Improving sustainability requires consideration of goals related to everything that intersects with sustainability including air quality, equity, water, and food access, and more. Besides having many goals under the umbrella of sustainability, a lot of the goals have never been done before so a daily problem in the Mayor's office is "figuring out how to do something for the first time."[99] For example, the goal of getting Los Angeles to 100% renewable energy has never been done before on the scale of a megacity like Los Angles and that makes it "both a challenge and an opportunity."[100]

Another challenge expressed by Burga is creating a sense of urgency among departments to deliver results faster.[101] According to Burga, most departments are now on board but it "takes time to even get that vision across and get people to understand and to move on with action."[102] While there are clear challenges with implementation of the pLAn, the WHO Commission on Social Determinants of Health stated that "unequal living conditions result from 'poor social policies and programs,  unfair economic arrangement, and bad politics."[103] Overall, Burga thinks

[98] Burga.
[99] Burga.
[100] Burga.
[101] Burga.
[102] Burga.
[103] Health and Organization, *Closing the Gap in a Generation,* 27.

the pLAn implementation is on the right track and the city has prioritized the social determinants of health, equity, and environmental justice into policy-making. Burga is not aware of concerns from stakeholders and partners on how they would like to improve the working relationship, but she does acknowledge she wants more collaboration.

*ii. Stakeholder and Partner Involvement with pLAn*

**Table 4. Summary of Findings—Stakeholder/Partner Involvement**

| **Findings** | |
|---|---|
| pLAn development and engagement challenges | • Not all stakeholders/partners were involved in development<br>• Typically stakeholders/partners were asked to sign on as a stakeholder/partner after the plan was written<br>• Stakeholders/partners feel need for increased open dialogue regarding pLAn implementation and development<br>• Stakeholders and partners go beyond community organizations and non-profits to voices of individual community members |
| Collaboration between city and stakeholders/partners | • City and stakeholders/partners share common goals within plan<br>• City can improve relationship with stakeholders and partners<br>• Collaboration with city and stakeholders/partners was not universal among all groups and some had more input than other—hierarchy of stakeholders/partners<br>• Trust lacks between stakeholders/partners and all departments of city government to achieve and be committed to achieving all goals |
| Clarity of stakeholder role in planning and implementation | • Lack of clarity of city expectations for stakeholder/partner relationship<br>• Lack of clarity and expectations make it difficult for stakeholders to fully buy in which is essential to successful implementation<br>• Funding sources and partnership are not clear |

I interviewed seven pLAn and L.A. Green New Deal partners and stakeholders. All interviewees were familiar with the pLAn and common themes regarding stakeholder/partner

involvement include development and engagement challenges, collaboration with city and stakeholders/partners and clarity.

All seven interviewees expressed concerns about the lack of open dialogue during the development of the pLAn. Not all stakeholders and partners were directly involved with the development of the pLAn. Some stakeholders and partners felt there were unequal opportunities to participate and provide input. A challenge that provoked unequal opportunities were meeting times that were inconvenient for some stakeholders and partners. Stakeholders and partners were not more involved because attending pLAn meetings was not feasible due to overlap with previous work engagements or commitments. A. Bayoán Roselló-Cornier from Liberty Hill Foundation said meetings for the development of the 2019 Sustainable City pLAn and L.A.'s Green New Deal were invitation only to stakeholders and partners and the process lacked a large, open dialogue with all Angelenos.[104] Andrés Ramirez from Pacoima Beautiful further expressed the lack of open dialogue and involvement of stakeholder/partners in the development process. According to Ramirez:

> The challenging thing about the stakeholder process is that by the time the plan has been brought to our attention its already written. It would be more effective if the city was more open to stakeholders having more of a say and identifying what the priorities are going to be.[105]

Similarly, Adonia E. Lugo, Ph.D. from People For Mobility Justice expressed that the city needs to create more direct engagement and a problem within the climate community is that "the communities on the frontline are often not involved."[106] Chris Chavez from the Coalition for Clean Air participated in development of the 2019 Sustainable City pLAn through engagement

[104] Roselló-Cornier, Liberty Hill Foundation.
[105] Ramirez, Pacoima Beautiful.
[106] Lugo, People for Mobility Justice.

in public workshops where he provided feedback on what the pLAn should look like in regard to air quality goals.[107] As an advocate specialized in improving air quality, his involvement was critical for goals related to air quality. Bahram Fazeli, a representative from Communities for a Better Environment (CBE) expressed that "CBE was engaged from the beginning to reach out to other equity allies and provide input into a numbers of different milestones and targets."[108] Since initial involvement in development of milestones and targets, CBE provided input into indicators/targets in the pLAn specific to their work in clean energy and environmental justice.[109]

However, stakeholders and partners did not receive the same opportunity to have a seat at the table and have their voices heard in the development of pLAn. As stated by Bullard and Johnson, grassroots groups in the environmental justice movement "have been able to improve the administration of health and environmental policies."[110] It is pivotal for implementation of the pLAn that grassroots groups, stakeholders, and partners are at the center of planning and development. A. Bayoán Roselló-Cornier, a representative from the Liberty Hill Foundation stated that meetings held by the Mayor's Office of Sustainability were not held at ideal times for community members and as a result, the 2019 Sustainable City pLAn does not extend the "type of community engagement they're referring to in the pLAn" with large amounts of residents.[111] The pLAn development and implementation process excludes people from participating. A. Bayoán Roselló-Cornier from Liberty Hill Foundation stated "involvement and partnership is a lapse" of the pLAn.[112] The pLAn presently fails to utilize the multilevel governance approach

[107] Chavez, Coalition for Clean Air.
[108] Fazeli, Communities for a Better Environment.
[109] Fazeli.
[110] Johnson, 557.
[111] Roselló-Cornier.
[112] Roselló-Cornier.

cited by Lemos and Agrawal which involves public-private interests and allows for a diverse range of interests and views to be considered as one.[113] Five interviewees reflective of nonprofits, community organizers, and foundations explicitly expressed that stakeholders and partners go beyond community organizations and nonprofits to actual community members whose voices and concerns should be heard. Overall, A. Bayoán Roselló-Cornier from Liberty Hill Foundation who attended a few meetings concluded that stakeholders and partners agree with the goals within the 2019 Sustainable City pLAn, but the process was not inclusive and the city could always improve relationships with stakeholders.

A common theme among stakeholders and partners was a lack of clarity in terms of what their role with the pLAn entails. Stakeholders and partners were critical about their role in the development of the pLAn and found themselves being included as a formality. Adonia E. Lugo, Ph.D. from People for Mobility Justice stated that "what it means to be a stakeholder/partner was unclear.[114] Despite not having a clear outline of their responsibility and duties as a stakeholder/partner, People for Mobility Justice ultimately decided to sign onto the pLAn as it would be a good opportunity for visibility and positive association to the mayoral level sustainability initiative.[115] Further, they lacked clarity from the city of Los Angeles in terms of where funding for the pLAn comes from and what work the city is doing itself because the pLAn often highlights work that is already being done by stakeholders.[116] Adonia E. Lugo, Ph.D. from People for Mobility Justice also questioned the funding sources tied into the pLAn:

> I was skeptical that overall the pLAn has really been open to large scale investment in local communities because it's really challenging figuring out how to get public resources

[113] Lemos and Agrawal, 308.
[114] Lugo, People for Mobility Justice.
[115] Lugo.
[116] Roselló-Cornier.

> directly invested in community-based organizations so it's not clear to me that the plan was directly looking at sustainability from that angle.[117]

Failure on behalf of the city of Los Angeles to clearly define the role of stakeholders and partners and provide information including funding sources threatens the success of pLAn implementation. A representative from LA Más stated that the pLAn, L.A.'s Green New Deal, and plans in general are "only as valuable as they are implemented and if there is buy in from stakeholders."[118] The diverse and broad nature of the pLAn creates complexity in terms of identifying a small, select group of stakeholders and partners.

*iii. Environmental Justice and pLAn Implementation Progress*

**Table 5. Summary of Findings—Environmental Justice and pLAn implementation**

| **Findings** | |
|---|---|
| EJ in pLAn | • EJ inclusion has improved from 2015 Sustainable City pLAn to 2019 pLAn |
| Implementation | • It's too soon to gauge overall implementation of environmental justice |
| Frontline communities | • Frontline, disadvantaged, and most impacted communities need to be further prioritized and at the forefront of pLAn initiatives and implementation |
| Challenges and room for improvements | • Implementation and pLAn can be improved by engaging the public and private sector |
| Government pace | • A challenge of implementation lies in the slow pace in which government works<br>• Environmental issues and injustices are growing faster than government can implement pLAn |
| Longevity | • Concern lies in whether the pLAn will be relevant past Mayor Garcetti's term limit |

A common theme found in interviews with stakeholders/partners of the pLAn and Irene Burga, representing the Mayor's sustainability team is that inclusion of environmental justice and equity has improved from the 2015 to 2019 pLAn. However, a common theme reflected by

[117] Lugo.
[118] LA Más, interview.

six stakeholders/partners is that frontline, disadvantage, and most impacted communities still need to be further prioritized and placed at the forefront of pLAn initiatives and implementation efforts because what has been achieved in present implementation has not gone far enough. Chris Chavez, a representative of the Coalition for Clean Air stated:

> We have finally reached a point where decades and decades of policy and land use decision making has ultimately affected these communities and we need to address and respond to the pressures and needs of these community.[119]

In regard to responding to the pressures and needs of frontline, disadvantaged communities, "the pLAn is a beginning point."[120] The pLAn largely focuses on policy related to climate change and sustainability but "there is less attention paid to what is really going on in our neighborhoods and communities."[121] Further, the pLAn lacks an equal distribution of political power. Johnson asserts that unequal political power in policy-making "is a driving force of environmental inequality."[122] Angelenos in environmentally-burdened communities do not receive adequate attention from urban and environmental policy-makers who have the political power to mitigate or worsen environmental injustices.[123] Chavez concludes that with climate policy initiatives and advocacy, "we also need to make sure that we pay special attention to saving the lives and health of people who live in our most environmentally-burdened communities."[124] Adonia E. Lugo, Ph.D., from People for Mobility Justice echoes the theme that frontline communities need to be further prioritized and current efforts from the city to prioritize equity and environmental justice as stated by Irene Burga are not enough. Lugo stated that since Los Angeles is a megacity and a

[119] Chavez, Coalition for Clean Air.
[120] Chavez.
[121] Chavez.
[122] Johnson, 574.
[123] Johnson, 574.
[124] Chavez, Coalition for Clean Air.

national and international center, it can "really lose sight of the struggles of local communities when it comes to these big, sexy climate responses."[125] To Lugo, the "slickness of the pLAn speaks more to the meaning that it's something that can travel and flash around in other cities and conferences."[126] Among stakeholders, there is distrust that the pLAn is geared towards improving the most disadvantaged community rather than being something to enhance the overall image of Los Angeles as a city committed to innovation in policy-making and urban planning. For all stakeholders/partners, the cities focus on commitment to equity and environmental justice implementation through the pLAn is essential. There is concern among stakeholders/partners that the city is not fully conscious of the implications and accurate representation of frontline communities in planning processes.

Common concerns and thoughts regarding the 2019 Sustainable City pLAn and L.A.'s Green New Deal that implicate implementation overall and of environmental justice among interviewees include: the pace at which city government works, longevity of the pLAn, and trust between city government and its constituents. Andrés Ramirez, a representative of Pacoima Beautiful expressed concern that the pace at which government works may inhibit goals of the pLAn, as "a lot of goals are outlasting the term limits of Garcetti" and stakeholders/partners like Pacoima Beautiful question if the goals within the pLAn will be the same goals of the next mayor and if departments will wait out the term of Mayor Garcetti if they disagree with the goals.[127] Similarly, a representative from LA Más expressed concern if the pLAn is going to be relevant in three years.[128] Part of Ramirez and Pacoima Beautifuls' commitment is to "advocate

[125] Lugo.
[126] Lugo.
[127] Ramirez.
[128] LA Más.

for the swift movement of things."[129] Similar to Irene Burga on the Mayor's sustainability team. Ramirez also exposed a challenge is getting "departments to be willing and able to meet these goals."[130] Stakeholders concern of the longevity of the pLAn and trust of buy-in among all departments of Los Angeles city government contributes to interviewees not being able to make an informed assumption of the current progress of implementation. Bahram Fazeli from Communities for a Better Environment expressed that he believes the Mayor's office deeply cares about EJ communities but has concern they lack "deep knowledge and understanding of how EJ issues can be addressed in the city of L.A." and that has been a "weakness that has been persistent throughout various versions of the pLAn since the beginning."[131] Presently, there are substantial concerns about the implementation of environmental justice and equity in the pLAn due to disconnect between the longevity of the pLAn beyond Garcetti and present deep knowledge and understanding of frontline communities and issues of environmental justice. Stakeholders expressed that they believe the desire for environmental justice is present, but they doubt the city's ability to address these issues in an effective and timely matter.

[129] Ramirez.
[130] Ramirez.
[131] Fazeli.

## VIII. Recommendations

Through my research, I found that while lofty, the goals of the pLAn spearheaded by Los Angeles Mayor Eric Garcetti have been generally well-received and supported by community partners and stakeholders. However, I found similar themes and areas where implementation of the pLAn could improve from both the city and stakeholders/partners. Through my research, I have found there is a disconnect between the city of Los Angeles and stakeholders/partners that has likely hampered implementation of the pLAn, especially in underrepresented communities. While the city of Los Angeles and stakeholders/partners often share common goals and concerns regarding issues of improving equity and environmental justice, collaboration towards these goals is missing. Increased collaboration and better communication could improve the efficiency and timeliness of implementation of the overall pLAn and environmental justice specifically. In order to improve overall implementation of the 2019 Sustainable City pLAn/L.A.'s Green New Deal and specifically, implementation of equity and environmental justice, I recommend the following:

**Table 6. Summary of Recommendations for the Mayor's Sustainability Team**

| **Recommendations** | |
|---|---|
| Increasing stakeholder/partner involvement in implementation of the pLAn | • Group stakeholders and partners by focus area to increase collaboration<br>• Eliminate hierarchy of stakeholders<br>• Have representatives from focus areas share input discussed among all stakeholders/partners rather than having individual-level representatives from stakeholders/partners give input at large meetings<br>• City should prioritize more open forums that are accessible to as many stakeholders, partners, and community members as possible |
| Updates to the pLAn, creation of supplemental documents, and future steps | • Develop a stakeholder/partner toolkit<br>• Define what it means to be a stakeholder or partner and distinguish the difference between stakeholders and partners rather than grouping them all together |

| | |
|---|---|
| | • Prioritize research on how the pLAn is being implemented and achieving its goals beyond quantifiable metrics already available<br>• Adopt hybrid (virtual and in-person) meeting format |

*i. Stakeholders and Partners*

To improve overall implementation of the pLAn and goals intended to improve environmental justice and equity, the Mayor's sustainability team needs to clearly define and establish what it means to be a stakeholder or partner. Stakeholders and partners are critical to successfully implementing goals within the pLAn. Presently they are confused about their role and what it actually means to be a stakeholder/partner beyond having their name physically listed within the pLAn. A means to defining what it means to be a stakeholder/partner could be development of a "stakeholder/partner toolkit" to clearly outline the expectations and ways to express opinions and suggestions pertaining to the pLAn.

A stakeholder/partner toolkit may include supplemental documents that clearly define roles and expectations of what it means to be a stakeholder/partner, principles for effective group collaboration, strategies to engage public and convey complex aspects of the pLAn in an accessible way, and an outline of key information including funding sources and timelines of goals/initiatives. The stakeholder/partner toolkit could include guidelines for the "Jemez Principles" as a framework for group collaboration. The "Jemez Principles" for democratic organizing include: "be inclusive," "emphasis on bottom-up organizing," "let people speak for themselves," "work together in solidarity and mutuality," "build just relationships among ourselves," and "commitment to self-transformation."[132] Establishing a set outline of expectations and clearly-defined roles in the form of a toolkit model will improve the working

[132] "Jemez Principles for Democratic Organizing." 1.

relationship between Los Angeles city government and stakeholders/partners which will make implementation of the pLAn and goals more successful.

Once the role of stakeholder/partners are clearly defined and communicated by Los Angeles city government, stakeholder/partners should be grouped based on focus area to increase collaboration. Bahram Fazeli, a representative from Communities for a Better Environment stated that "the city needs to lead and invest in convening stakeholder discussions between Labor and EJ groups to identify win-win solutions." [133] Increased collaboration between the city, labor, and EJ groups will make goals feasible and more attainable. As the Mayor's sustainability team has policy leads for each subject matter, I recommend all stakeholders/partners be grouped under subject matters and policy leads to increase collaboration. The Mayor's team should be responsible for grouping stakeholder/partners together under relevant subject matters and policies. Presently, the list of stakeholders is very large and covers a wide range of issues. Grouping stakeholders by common subject matters would make the list presented in the acknowledgements of the pLAn easier to interpret visually and create ways for different organizations to meet in smaller settings and collaborate on common goals specific to topic areas within the pLAn.

Given the sheer number of stakeholders and partners listed, it is unrealistic that every voice is heard and a hierarchy of stakeholders is created. An unintended hierarchy of stakeholders/partners hinders pLAn implementation and cultivates inequity. Creating stakeholder/partner groups by subject matter will also eliminate the hierarchy of stakeholders and make opportunities to give input more equitable. More voices will be incorporated and heard if

[133] Fazeli.

there are smaller meetings where organizations and stakeholders with similar missions are able to collaborate rather than the city choosing which stakeholder/partner input they want.

Beyond grouping stakeholders and partners by topic areas, I found that interviewees expressed stakeholders/partners listed in the pLAn need to span beyond community organizations and the city needs to build closer ties with labor and develop a better working relationship. Bahram Fazeli from CBE stated "the city needs to work more closely in this regards with all stakeholders including the Governor's Office, the L.A. County and the State legislators" and city agencies need to work closer with equity stakeholders.[134] Developing closer ties and stakeholder relationships with all sectors will increase the success and feasibility of implementation—especially in regard to the implementation of equity and environmental justice for as many Angelenos as possible.

*ii. Open Dialogue*

Presently, stakeholders, partners and a representative from the Mayor's sustainability team feel implementation of the 2019 pLAn/L.A.'s Green New Deal can improve with more open dialogue. Currently the pLAn fails in involving voices of representatives from all factions of Angelenos in planning and implementation processes and that inhibits success of overarching pLAn goals of improving sustainability and environmental justice. More dialogue and large open forum meetings would meet the needs of the city and the stakeholders/partners. I recommend that the Mayor's Office create open forum meetings that are accessible to as many stakeholders, partners, community members, and public/private sector representatives as possible. Meetings need to be at a time and location accessible to all. For example, meetings should be held at times and places convenient for those who have full-time jobs, families, and financial restraints. Use of

[134] Fazeli.

technology can make meetings more accessible given recent, successful shifts to online only meeting formats in response to the COVID-19 pandemic. While there is value in in-person meetings, I recommend the city adopt a hybrid meeting format. A hybrid meeting format include an option to attend virtually or physically. This format is more inclusive and accessible for those with physical disabilities, limited financial resources, time constraints, location, etc. All voices need to be at the table and heard in order to improve implementation of the pLAn and achieve environmental justice.

*iii. Transparency*

To increase transparency of pLAn development and implementation between Los Angeles city government and Angelenos, I recommend the Mayor's sustainability team releases supplemental documents that disclose funding sources specific to different goals and initiatives highlighted in the pLAn. Increased transparency of funding would help pLAn partners, stakeholders, and Angelenos as a whole know where funding is coming from and how it is being directed into initiatives intended to serve the community as a whole. Transparency with funding on the behalf of Los Angeles city government would cultivate greater trust between government and constituents.

I also recommend that the Mayor's sustainability team create and embed plans for future research on how the pLAn is being implemented and achieving its goals beyond quantifiable metrics already available. Further research is important to improve pLAn implementation because qualitative data enhances quantitative data by providing more context to the lived experiences and conditions of Angelenos who are the intended beneficiaries of the pLAn.

## IX. Conclusion

Common themes, goals, and challenges regarding implementation and development of the pLAn exist among community partners/stakeholders and the city of Los Angeles government. To answer my research question: *Has implementation of the 2019 Los Angeles Sustainable City pLAn/L.A.'s Green New Deal achieved goals of equity and environmental justice for as many Angelenos as possible,* I have concluded that presently, implementation of equity and environmental justice has not had the expected impact of the original vision.

Since the release of the pLAn, benefits reaching all Angelenos has been a priority. In 2015, the pLAn set forth an achievable vision for environmental justice to "ensure the benefits of the pLAn extend to ALL Angelenos."[135] While goals to improve environmental justice and equity stated in the pLAn presently do not reach all Angelenos, implementation has greatly improved since the original release of the Mayor Garcetti's 2015 Sustainable City pLAn and has further capacity for improvement and achievement of large goals. Changes in the structure of the pLAn and greater inclusion of EJ and equity as concepts reflected in many initiatives throughout has resulted in better implementation through frontline communities in Los Angeles. However, to achieve implementation of EJ and equity to as many Angelenos as possible, the Mayor's sustainability team has room to make improvements. Improvements to implementation can be made in regard to the stakeholder/partner relationship and continuing to prioritize and cultivate an open dialogue between all stakeholders/partners and frontline communities. Transparency and an improved relationship between stakeholders/partners and Los Angeles city government will create better buy-in and collaboration which will improve implementation of EJ and equity. Following proposed recommendations will broadly improve pLAn implementation and the

[135] Garcetti, 9.

overarching goal of improving sustainability in Los Angeles and extending benefits to all Angelenos. Success of the pLAn and L.A.'s Green New Deal has the potential to create a mayoral level environmental governance initiative that other cities can adopt to join the effort toward global climate change mediation.

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## XI. Appendix A: Interview Questions

Interview questions for community organizations included:

1. How would you describe your role at [organization/department] and your overall mission?
2. What is your familiarity with the 2015/2019 pLAn and L.A.'s Green New Deal?
3. How long have you worked in this current field and in what other capacities?
4. As an environmental advocate, what are your primary concerns when thinking about governments role in improving the sustainability of cities?
5. How, if at all, is your organization involved with the Los Angeles Sustainable city pLAn and L.A.'s Green New Deal?
    a. How has the pLAn influenced the work of your organization?
    b. As a stakeholder and/or partner of the pLAn, what are your primary goals and what would you like to see the pLAn accomplish to help advance your mission?
6. How would you describe the success or lack thereof of implementation of the pLAn from the original release in 2015 to now?
7. How would you rate implementation on the key pillars of the environment, equity, and economy?
8. Are there any ways implementation of the pLAn could be improved broadly or to help advance the work of [organization/department]?
9. Could relations between Los Angeles city government and stakeholders be improved in regard to the pLAn? If so, how?
10. Does the pLAn provide equal distributions or promote environmental justice through implementation?

11. Is there anything else you would like to share?
12. Do you have any questions for me?

Interview questions for professionals affiliated with Los Angeles city government included:

1. How would you describe your role at [organization/department]?
2. How long have you worked in this current field and in what other capacities?
3. In general, how do you work with improving sustainability, the environment, and implementation of the pLAn?
4. How do you consider the success or lack thereof of implementation of the pLAn?
5. Do you see the implementation of the pLAn as promoting environmental justice for all Angelenos?
    a. How does the pLAn function with community organizations to pursue goals including environmental justice?
6. Where do you think there could be improvements to the implementation of the pLAn in terms of environmental justice and overall success?
7. How does the city of Los Angeles government consider environmental justice in policy-making?
    a. Are there changes that can be made to further prioritize policies centered upon promoting environmental justice in Los Angeles?
8. How have updates to the original pLAn released in 2015 addressed environmental justice?
9. Is there anything else you would like to share?
10. Do you have any questions for me?

## XII. Appendix B: List of Interviewees

| **Stakeholders: Representatives of Community/Environmental Organizations** | | | |
|---|---|---|---|
| **Interview Date** | **Name** | **Job Title** | **Affiliation** |
| 1/22/20 | | | LA Más |
| 1/24/20 | Chris Chavez | Deputy Policy Director | Coalition for Clean Air |
| 1/27/20 | Danny Hom | Communications Coordinator | Grid Alternatives |
| 1/28/20 | Andrés Ramirez | Policy Director | Pacoima Beautiful |
| 1/28/20 | A. Bayoán Rosselló-Cornier, | Senior Program Manager, Environmental Health & Justice | Liberty Hill Foundation |
| 2/4/20 | Adonia E. Lugo, Ph.D. | Advisory Board Co-Chair | People for Mobility Justice |
| 3/2/20 | Bahram Fazeli | Director of Research and Policy | Communities for a Better Environment |
| **Government Officials** | | | |
| 1/16/20 | Irene Burga | Air Quality Advisor | Mayor Eric Garcetti's Sustainability Team |

## XIII. Appendix C: Tables

### *i.* Table 1. 2019 Accelerated Quantitative Targets

| **Goal** | **Target** | **Year** |
|---|---|---|
| Supply renewable energy | 55% | 2025 |
| | 80% | 2036 |
| | 100% | 2045 |
| Source 70% of water locally | 70% | 2035 |
| Capture stormwater | 150, 000-acre ft/yr (AFY) | 2035 |
| Reduce building energy use per sq.ft. for all types of buildings | 22% | 2025 |
| | 34% | 2035 |
| | 44% | 2050 |
| Reduce vehicle miles traveled per capita | 13% | 2025 |
| | 39% | 2035 |
| | 44% | 2050 |
| Ensure new housing units built within 1,500 feet of transit | 57% | 2025 |
| | 75% | 2035 |
| | 25% | 2025 |
| | 80% | 2035 |

| | | |
|---|---|---|
| Increase the percentage of zero emission vehicles in the city | 100% | 2050 |
| Create green jobs | 300,000 jobs | 2035 |
| | 400,000 jobs | 2050 |
| Convert all city fleet vehicles to zero emission where technically feasible | As feasibly possible | 2028 |
| Reduce municipal GHG emissions | 55% from 2008 baseline levels | 2026 |
| | 65% from 2008 baseline levels | 2035 |
| | Reach carbon neutral | 2045 |
| Source: 2019 Sustainable City pLAn [136] | | |

*ii.* **Table 2. Milestones and Initiatives for EJ in 2019 pLAn**

| **Milestones and Initiatives for EJ in 2019 pLAn** |
|---|
| • Dramatically reduce exposure to health-harming pollutants in our most disadvantaged communities |
| • Invest in housing, services, and infrastructure upgrades that will improve the quality of life for sensitive populations including children, the homeless, and elders |
| • Implement cost-saving programs to alleviate financial burdens in our most vulnerable communities |
| • Improve access to community programs in low-income areas |
| • Deploy air quality tracking in high scoring CalEnviroScreen neighborhoods |
| • Create an annual oil well and facilities compliance inspection program, prioritizing communities in close proximity to facilities |
| • Increase the percentage of zero emission vehicles in the city |
| Source: 2019 Sustainable City pLAn[137] |

*iii.* **Table 3. Different Structures & Inclusion of Equity/EJ in 2015 and 2019 pLAn**

| **2015 pLAn structure** | | **2019 pLAn structure** | |
|---|---|---|---|
| *Section* | *Subsections* | *Chapters* | *Each chapter assessed on benefits for:* |
| Environment | • Local water<br>• Local solar | 14. Environmental Justice | • Climate mitigation<br>• Access and equity<br>• Quality jobs |
| | | 15. Renewable Energy | |

[136] Garcetti, 11.
[137] Garcetti, 26.

| | | | |
|---|---|---|---|
| | • Energy-efficient buildings<br>• Carbon & climate leadership<br>• Waste & landfills | 16. Local Water<br>17. Clean & Healthy Buildings<br>18. Housing & Development | • Workforce development<br>• Health & well-being<br>• Economic innovation<br>• Increased affordability<br>• Resiliency |
| Economy | • Housing & development<br>• Mobility & transit<br>• Prosperity & green jobs<br>• Preparedness & resiliency | 19. Mobility & Public Transit<br>20. Zero Emission Vehicles<br>21. Industrial Emissions & Air Quality Monitoring<br>22. Waste & Resource Recovery | |
| Equity | • Air quality<br>• Environmental justice<br>• Urban ecosystem<br>• Livable neighborhoods | 23. Food Systems<br>24. Urban Ecosystems & Resilience<br>25. Prosperity & Green Jobs<br>26. Lead by Example | |
| Source: 2015 Sustainable City pLAn and 2019 Sustainable City Plan and Green New Deal[138][139] | | | |

### *iv.* Table 4. Summary of Findings—Stakeholder/Partner Involvement

| **Findings** | |
|---|---|
| pLAn development and engagement challenges | • Not all stakeholders/partners were involved in development<br>• Typically stakeholders/partners were asked to sign on as a stakeholder/partner after the plan was written<br>• Stakeholders/partners feel need for increased open dialogue regarding pLAn implementation and development<br>• Stakeholders and partners go beyond community organizations and non-profits to voices of individual community members |
| Collaboration between city and stakeholders/partners | • City and stakeholders/partners share common goals within plan<br>• City can improve relationship with stakeholders and partners<br>• Collaboration with city and stakeholders/partners was not universal among all groups and some had more input than other—hierarchy of stakeholders/partners |

[138] Garcetti, 3.
[139] Garcetti, 5.

| | |
|---|---|
| | • Trust lacks between stakeholders/partners and all departments of city government to achieve and be committed to achieving all goals |
| Clarity of stakeholder role in planning and implementation | • Lack of clarity of city expectations for stakeholder/partner relationship<br>• Lack of clarity and expectations make it difficult for stakeholders to fully buy in which is essential to successful implementation<br>• Funding sources and partnership are not clear |

*v.* **Table 5. Summary of Findings—Environmental Justice and pLAn implementation**

| **Findings** | |
|---|---|
| EJ in pLAn | • EJ inclusion has improved from 2015 Sustainable City pLAn to 2019 pLAn |
| Implementation | • It's too soon to gauge overall implementation of environmental justice |
| Frontline communities | • Frontline, disadvantaged, and most impacted communities need to be further prioritized and at the forefront of pLAn initiatives and implementation |
| Challenges and room for improvements | • Implementation and pLAn can be improved by engaging the public and private sector |
| Government pace | • A challenge of implementation lies in the slow pace in which government works<br>• Environmental issues and injustices are growing faster than government can implement pLAn |
| Longevity | • Concern lies in whether the pLAn will be relevant past Mayor Garcetti's term limit |

*vi.* **Table 6. Summary of Recommendations for the Mayor's Sustainability Team**

| **Recommendations** | |
|---|---|
| Increasing stakeholder/partner involvement in implementation of the pLAn | • Group stakeholders and partners by focus area to increase collaboration<br>• Eliminate hierarchy of stakeholders<br>• Have representatives from focus areas share input discussed among all stakeholders/partners rather than having individual-level representatives from stakeholders/partners give input at large meetings<br>• City should prioritize more open forums that are accessible to as many stakeholders, partners, and community members as possible |

| | |
|---|---|
| Updates to the pLAn, creation of supplemental documents, and future steps | • Develop a stakeholder/partner toolkit<br>• Define what it means to be a stakeholder or partner and distinguish the difference between stakeholders and partners rather than grouping them all together<br>• Prioritize research on how the pLAn is being implemented and achieving its goals beyond quantifiable metrics already available<br>• Adopt hybrid (virtual and in-person) meeting format |