Equity and Justice in Rhode Island's Climate Policy

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Applied Economics Clinic

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Agenda

- 1. Introducing environmental justice (EJ) and equity concepts—establishing a shared vocabulary
- 2. Rhode Island EJ Focus Areas
- 3. Rhode Island's EJ context: EJ policies and EJ issues
- 4. EJ and equity framework
- 5. EJ and equity metrics
- 6. EJ scenarios and breakout groups
- 7. Recommendations
- 8. Discussion and feedback



1. Environmental Justice and Equity Concepts



Environmental Justice and Equity Concepts

Inequality: unequal access or treatment across individuals

Equality: everyone is treated the same, irrespective of status or identity

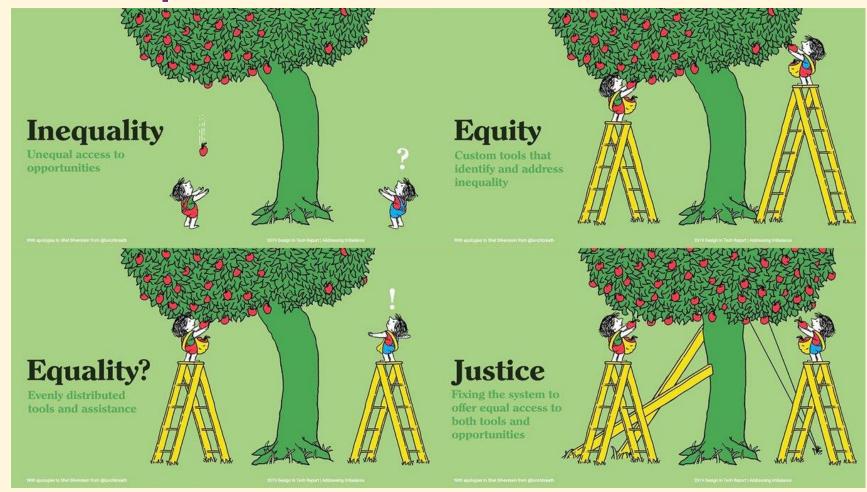
Equity: in some circumstances, people need to be treated differently in order to provide meaningful equality of opportunity

 Many examples of equity that are widely accepted: handicap accessibility, accommodations for religious observance, offering dietary alternatives in public schools, offering support for breastfeeding or pumping

Justice: changing the systems and conditions that created inequities in the first place



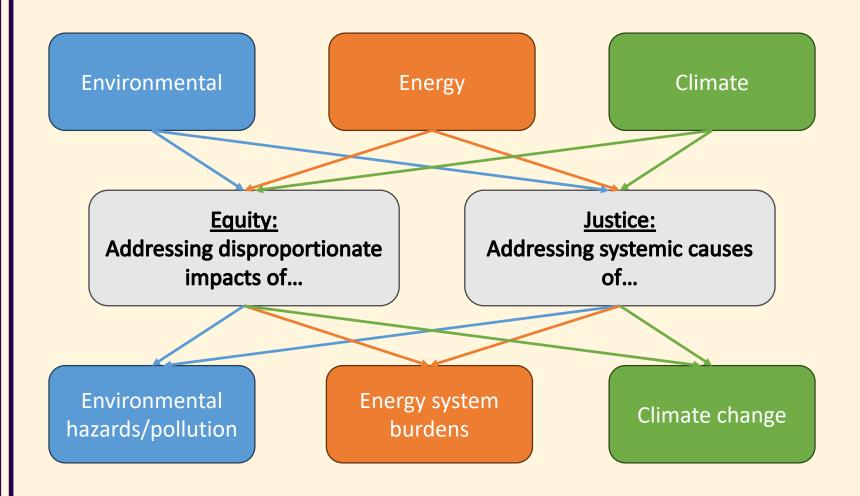
Environmental Justice and Equity Concepts



Source: John Maeda. 2019. Design in Tech Report 2019. Illustration by Tony Ruth.



Justice and Equity Depend on Context



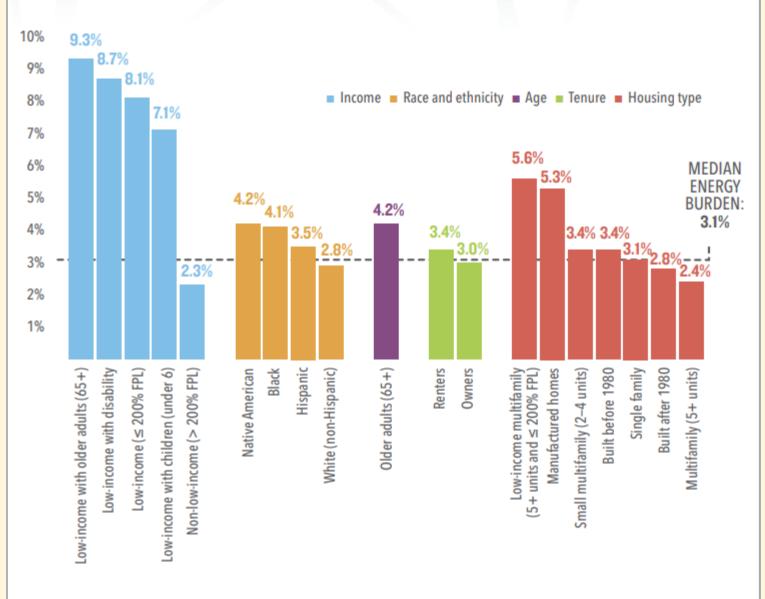


Why Consider Justice and Equity?

- Account for the equity implications inherent in every single program/policy choice
- Account for and consider systemic disparities and impacts on vulnerable populations
- Address failed and power-perpetuating systems and improve outcomes
- Have clear definitions and an established plan for implementing and remaining accountable to equity
- Use community feedback and a common framework with actionable metrics/measurements



FIGURE ES1. National energy burdens across subgroups (i.e., income, race and ethnicity, age, tenure, and housing type) compared to the national median energy burden





Questions?



2. Rhode Island Environmental Justice Focus Areas

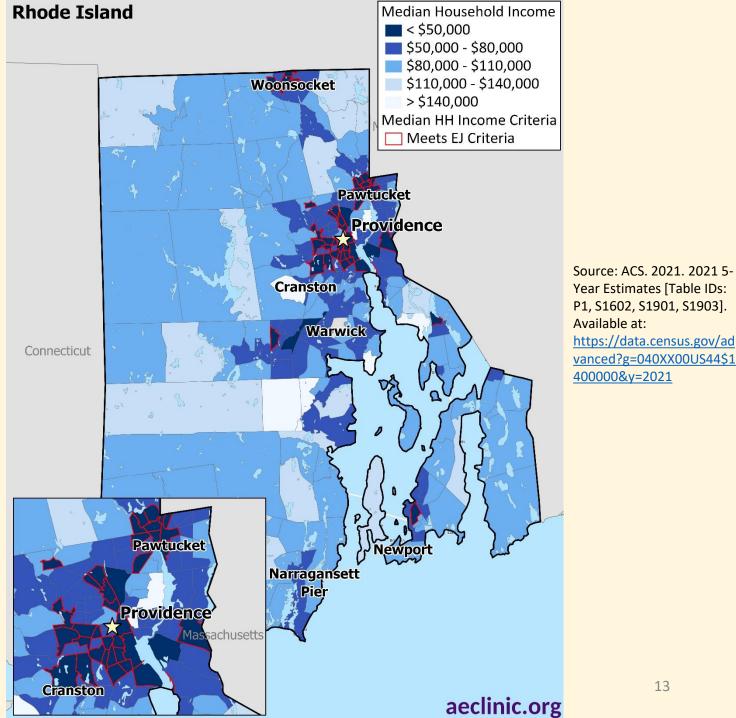


Rhode Island Environmental Justice Focus Area

To be classified as an EJ Focus area, a community must meet one or more of the following criteria:

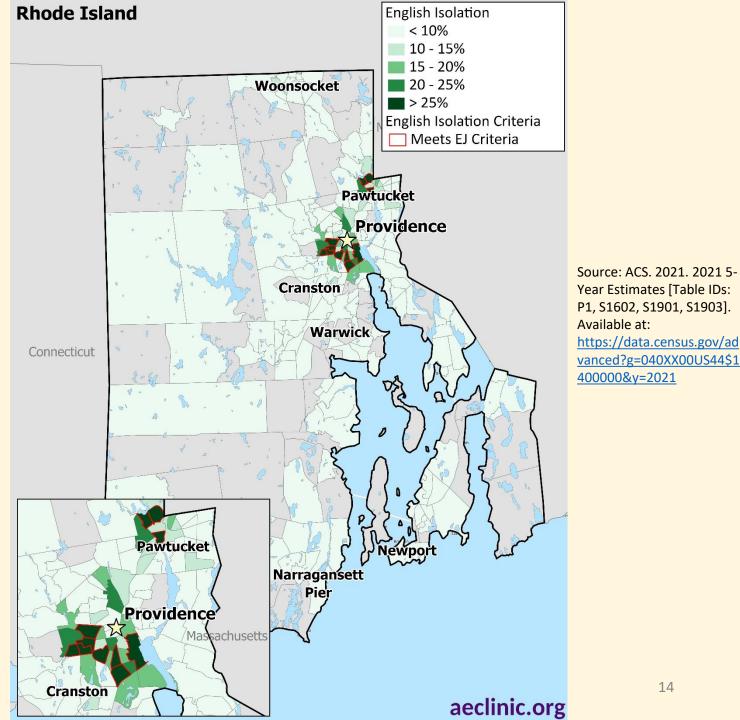
- Annual median household income is less than 65 percent of the statewide annual median (in 2021, 65 percent of statewide median was \$48,418);
- Minority population is 40 percent or more of the population;
- 25 percent or more of the households lack English language proficiency; or
- Minorities comprise 25 percent or more of the population and the annual median household income does not exceed 150 percent of the statewide annual median household income.



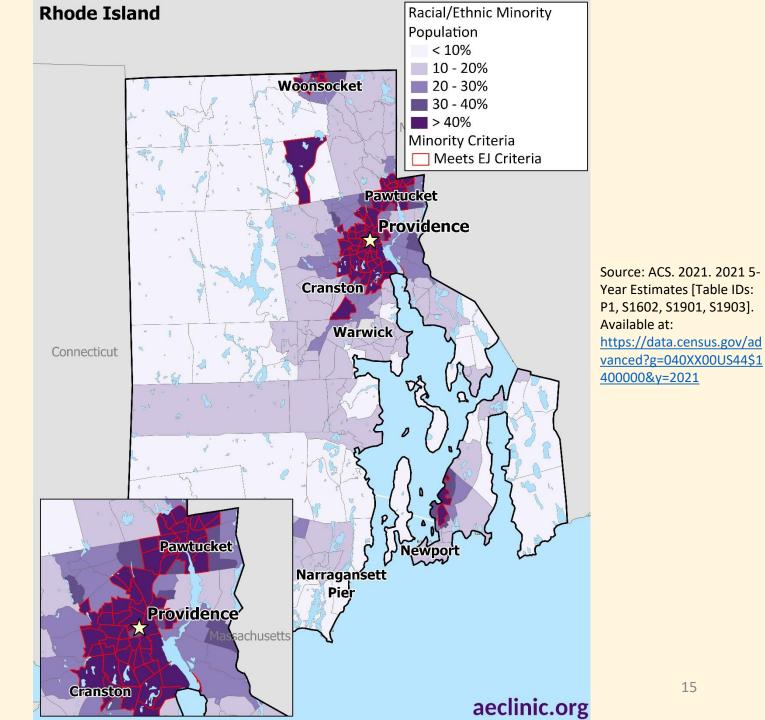


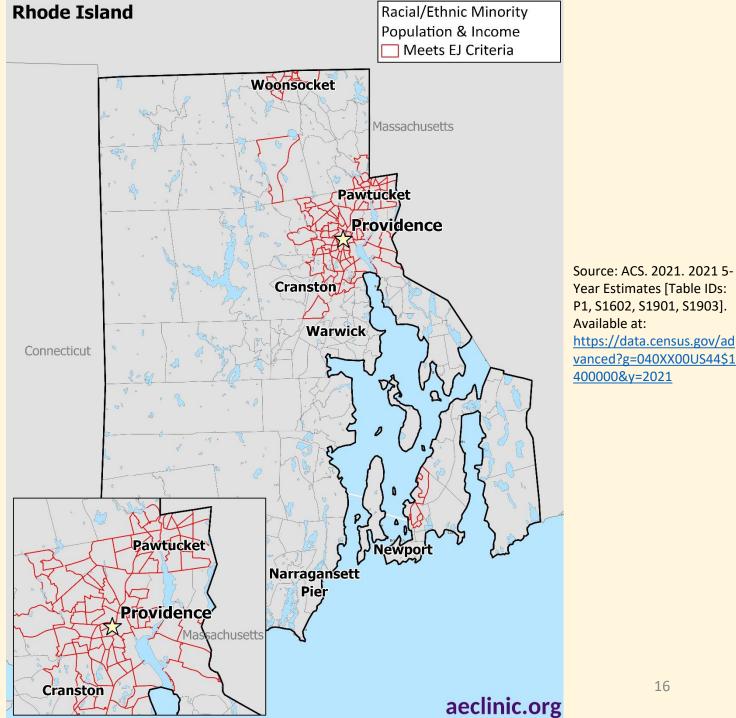
Year Estimates [Table IDs: P1, S1602, S1901, S1903]. Available at: https://data.census.gov/ad

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P1, S1602, S1901, S1903]. Available at: https://data.census.gov/ad vanced?g=040XX00US44\$1 400000&y=2021





Year Estimates [Table IDs: P1, S1602, S1901, S1903]. Available at: https://data.census.gov/ad

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Example Rhode Island EJ Focus Areas

1) The North End, City of Newport

- 47 percent racial/ethnic minorities
- 4 percent limited English
- Median household income \$52,000
- Between 2017 and 2021, 29 percent of children lived in poverty

2) Morley Field, City of Pawtucket

- 64 percent racial/ethnic minorities
- 11 percent limited English
- Median household income \$45,000
- Between 2017

 and 2021, 23
 percent of
 children lived in
 poverty

3) Public Street, City of Providence

- 90 percent racial/ethnic minorities
- 10 percent limited English
- Median household income \$17,000
- Between 2017 and 2021, 30 percent of children lived in poverty

Rhode Island

- 26 percent racial/ethnic minorities
- 5 percent limited English
- Median household income \$74,500
- Between 2017

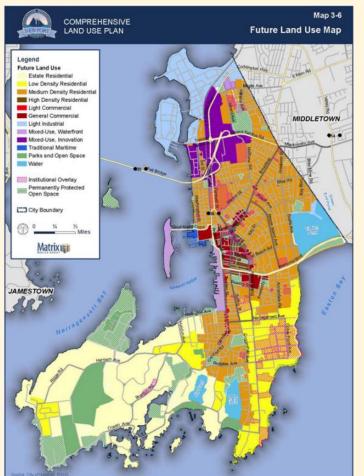
 and 2021, 15
 percent of
 children lived in
 poverty



Sources: 1) ACS. 2021. 2021 5-Year Estimates [Table IDs: P1, B19013, C16002]. Available at:

https://data.census.gov/table?g=040XX00US44\$1500000; 2) 2023 RI KIDS COUNT Factbook. Available at:

1. The North End, City of Newport



- North End Urban Plan: attract high-wage, year-round jobs in the blue (marine technology) and green (sustainable) economic sectors by creating an attractive, dense, walkable neighborhood with sustainable buildings and active transportation connected locally and regionally. First project: reconstruct Pell Bridge.
- North End Equitable Development Strategy: community leaders and groups came together to produce a strategy that lays out the priorities of the residents, defines equitable development, outlines implementation steps, and proposes ways to track progress.

Sources: (1) The City of Newport, Rhode Island. N.d. "North End Urban Plan." Available at: https://www.cityofnewport.com/en-us/city-hall/departments/planning/north-end-urban-plan; (2) Smart Growth America. 2022. North End Equitable Development Strategy.

Available at: https://smartgrowthamerica.org/resources/north-end-equitable-development-strategy-needs/; (3) City of Newport Department of Planning and Economic Development. 2021. https://www.cityofnewport.com/CityOfNewport/media/City-Hall/Boards-
Commissions/Boards/Planning%20Board/2021-05-12-Newport-NEUP-compressed.pdf. p.9



2. Morley Field, City of Pawtucket



Sources: (1) Meszler, J. April 27, 2023. "The Battle for Morley Field: Continued Legacies of Racism in Pawtucket." *Brown Political Review*. Available at: https://brownpoliticalreview.org/2023/04/the-battle-for-morley-field-continued-legacies-of-racism-in-pawtucket/; (2) Gerritt, G. October 13, 2022. "The closing of Morley Field is illegal." *Uprise RI*. Available at: https://upriseri.com/gerritt-the-closing-of-morley-field-is-illegal/

- Morley Field is a five-acre U.S. National Parks Service recreational site, originally created (in the 1970s) with funds from the U.S. Department of Land and Water Conservation Fund
- Morley Field is the only park in the neighborhood, the only park in a ten minute walk for most the residents, as well as the only public access to the Moshassuck River³
- In August 2021, the Pawtucket City Council voted to sell the land to developers, JK Equities, to pave over for a parking lot



3. Public Street, City of Providence

- 2015 Harbor Management Plan: Goal was to provide public access to the waterfront for all residents and visitors and identified Public Street as a potential access point to the water. However, the site was fenced off from the public.
- 2021: Coastal Resources Management Council designate Public Street as a shoreline right-of-way, which removed the fencing and prevents the site from being privately acquired.
- Public Street Waterfront Access Project:
 Today, the deteriorated condition of the site limits its meaningful access and enjoyment.
 The Department of Sustainability, in partnership with CIVIC, Inc. and community-based organizations, has led robust community engagement efforts to inform next steps in the design process.



Sources: (1) González Trejo, E. N.d. *Public Street Waterfront Access Project*. City of Providence Department of Sustainability. Available at: https://storymaps.arcgis.com/stories/c4a66718c6134efba81f906d1ebc7ddd; (2) Noori Farzan, A. July 27, 2021. "Public Street was blocked off to the public. Now it's becoming a coastal right-of-way." *Providence Journal*. Available at: https://www.providencejournal.com/story/news/local/2021/07/27/coastal-access-crmc-public-street-providence-right-way/5384116001/



Questions?



3. Rhode Island Environmental Justice Context



Rhode Island EJ Context

The following policies, proposals and programs highlight current EJ-focused efforts in Rhode Island:

- 1. Rhode Island Department of Environmental Management (RIDEM) EJ Policy
- 2. RIDEM's application to the EJ Government-to-Government (EJG2G) program
- 3. Health Equity Zones (HEZ) Initiative
- 4. Green Justice Zone (GJZ) Dialogue



1. Rhode Island Department of Environmental Management (RIDEM) EJ Policy

- Aims to establish guidelines for equitable and just programs within RIDEM
- "All persons who live and work in Rhode Island, regardless of income, race, ethnicity, or national origin, have the right to live in a clean and healthy environment"
- Focuses on addressing the environmental burdens in EJ Focus Areas by building resiliency through education, community and capacity building, and creating more pathways to equity-based solutions
- Commits to collaboration, data-informed decisions, and community empowerment to protect Rhode Island's people and environment
- RIDEM commits to diversifying its workforce to better reflect the needs of the communities it serves
- Outlines 13 policy objectives
- DEM will be releasing more information about this policy end of September/beginning of October 2023



2. RIDEM's application to the EJ Governmentto-Government (EJG2G) program

- To address urban storm water and legacy air, land, and water pollution in underserved communities in the urban Narragansett Bay Watershed, RIDEM plans to partner with local environmental and racial justice CBOs to increase awareness of the specific combination of EJ issues that persist in the region
- The proposed project will have five major phases/activities spread across a three-year timeline:
 - 1. Educational tours and workshops—to increase awareness
 - 2. Establish a cohort of champions—to develop educational materials and provide input to RIDEM efforts
 - 3. Identify access points—to engage the community
 - 4. Create a web portal and educational materials—offered in Spanish and English
 - 5. Build stewardship and ownership—create community body to participate in policy development and planning

3. Health Equity Zones (HEZ) initiative

- The Health Equity Zone (HEZ) Initiative recognizes that the local built environment or one's zip code has a significant impact on one's health outcomes
- The initiative led to the creation of 15 (initially eleven)
 healthy equity zone collaboratives throughout the state,
 generally composed of residents, community organizations,
 and other stakeholders while having a "backbone"
 organization
- HEZ Initiative takes an equity-centered approach to prevention that leverages place-based, community-led solutions to address the social determinants of health
- HEZ collaboratives receive funding and technical assistance from the RI Department of Health (RIDOH)



4. Green Justice Zone (GJZ) dialogue

- In 2020, the City of Providence allocated \$1 million from its Capital Improvement Plan for its two GJZs: Olneyville and the South Providence/Washington Park area
- A GJZ dialogue was held between Sept 2020 and May 2021 to engage with community members about how a GJZ could be created and to foster a stronger relationship between policymakers and community members about environmental issues in Washington Park/Olneyville
- The dialogue also aimed to:
 - Enhance conversational interactions between the community and the regulatory agencies on important environmental and public health topics
 - Allow community members to identify issues of concern and work with the agencies to understand and address them
 - Increase understanding by agency staff of issues related to racism and environmental justice
 - Reduce frustration felt by members of the communities
 - Create a community-led vision and plan for the Green Justice Zones
 - Improve environmental and public health outcomes



Example Rhode Island EJ Issues

1) Lead in Drinking Water

 Families in poverty are more likely to live in homes serviced by lead pipes

2) Renewable siting

 For example, offshore wind projects need to ensure they do not disturb Native American ceremonial sites and burial grounds

3) Urban Heat Islands

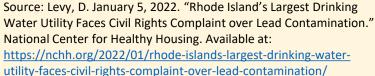
 Urban heat island effects are found primarily in lower income neighborhoods around the country and contribute to heat-related illnesses and deaths



1) Lead in Drinking Water

- Providence Water has over 27,000 full or partial lead service lines, exceeding EPA's actionable level for lead in water for 15 years; BIPOC, renters, and families in poverty are more likely to live in homes serviced by those pipes.¹
- A full lead service line replacement requires homeowners to pay up to \$4,500 to replace the portion that runs under their property.
- Several health and environmental justice organizations including the Environmental Defense Fund filed a complaint against Providence Water in 2022 with the U.S. EPA, citing the discriminatory impacts of lead pipe infrastructure.







2) Renewable Siting

- For example, University of Rhode Island (URI) researchers, in collaboration with the Narragansett Indian Tribe,¹ are working to ensure that offshore wind installations do not disturb the tribe's ancient ceremonial sites and burial grounds.
- Energy companies are now required to perform site surveys to receive permitting for construction and development, based on recommendations for identifying sacred Native American sites from URL²
- The chief executive of the Deepwater Wind project (an offshore wind farm in Providence; the first in the nation) said that standardization in the site surveying process would likely be embraced by the offshore wind industry.





Sources: (1) Bureau of Ocean Energy Management. 2021. 2020 Tribal Consultation Report. Available at:

https://www.boem.gov/sites/default/files/documents/about-boem/Annual%20Tribal%20Consultation%20Report%202020%20BOEM.pdf; (2) Boston Globe. 2015. "URI, tribe work to locate offshore lands." Available at: https://www.bostonglobe.com/metro/2015/02/10/researchers-help-guard-sunken-tribe-artifacts-from-turbines/Gyo49t1KISpMJNZbnds7rN/story.html?event=event12

3) Urban Heat Islands

- Urban heat islands have little greenery and lots of concrete and asphalt that absorbs heat and radiates it back into the air.
- Urban heat islands are found primarily in lower income neighborhoods such as East Providence, Pawtucket, and Central Falls. Providence is one of the ten worst cities in the nation for the heatamplifying effect.
- During daytime, temperatures can reach up to 13 degrees higher than in neighborhoods with more vegetation and fewer buildings.
- Urban heat islands also amplify temperature overnight, when paved areas slowly release heat trapped during the day.
- RI Department of Health is working to address heat islands through urban forest planning tools, policy initiatives, and innovative financing mechanisms.





Sources: 1) Kuffner, Alex. September 2022. "How hot is it? Providence's treeless neighborhoods magnify summer heat." The Providence Journal. Available at:

https://www.providencejournal.com/story/news/2022/07/29/heat-wave-hotter-providence-ri-urban-low-incomenieghborhoods/10156676002/.

2) RIDOH. August 2019. Rhode Island Urban Forests for Clomate and Health initiative. Available at: https://health.ri.gov/publications/factsheets/Urban-Forests-for-Climate-and-Health-Initiative.pdf. 31

Questions?



4. Environmental Justice and Equity Framework



Why Use an Environmental Justice and Equity Framework?

- This framework offers guidance on how to incorporate considerations of social equity in climate/energy/environment planning.
- Just as climate damages have the greatest impact on vulnerable populations, so too do climate programs and policies.
- Every community will face different equity changes and will need its own tailored approach to achieve the best outcomes.
- The framework can be used as a jumping off point, a discussion piece to spark ideas, or a to do list.



Why Use an Environmental Justice and Equity Framework?

Using this assessment framework helps guide a process that:

Considers the **context** of society's vulnerable groups

Proactively prioritizes equitable outcomes

Intentionally avoids common pitfalls

Is **responsive** to any issues that arise during implementation



Equity Framework



The checklist provides a method to ensure a robust treatment of climate and social equity.

Dimensions

Social equity cuts
across many
dimensions, each of
which requires
consideration.



Each equity dimension has common equity pitfalls that should be acknowledged, addressed, and intentionally mitigated should they arise.



Equity Checklist

- Social equity requires inclusive planning and decision-making: Start by building a group of active stakeholders that looks like your community.
- 2) Establish baseline equity context and data availability: What groups live in your community? What vulnerabilities do different groups experience?
- 3) Plan carefully to focus on equity outcomes and avoid unintended consequences: Draw on stakeholders experiences (and that of other communities) to think ahead and avoid causing harm.



Equity Checklist

- 4) Allocate program costs progressively: Poorer households should pay less as a share of their income than richer households to achieve climate outcomes. (At a minimum, avoid regressive cost allocation.)
- 5) Incorporate opportunities for dynamic revision of plans and programs: Programs are evaluated and have room to change in response to learned experience.
- 6) Include inclusive, equitable practices from start-to-finish: Social equity needs to be addressed at every stage beginning with planning, through implementation, and again in evaluation and revision.

Dimensions

Stages of Policy	Sectors
Planning/Agenda Setting	Buildings
Formulation	Transportation
Adoption	Energy
Implementation	Waste
Evaluation	Industry
Termination/Renewal/Update	Agriculture, Forestry and Other Land Use
Communities	Intergenerational
Low to No Income	Most to gain
People of Color	Most to lose
Children / Youth / Older Adults	Lacks a voice
Immigrants / Legal Status	Ecological sustainability
People with Disabilities	Balance inter- and intragenerational
Limited English Proficiency	2050 equity implications
LGBTQIA+ / Gender	2100 equity implications





Stages of Policy		
Negative policy interactions	To avoid unintended consequences, transition planning must be cross-sectoral and comprehensive, considering interactions among measures' effects and cumulative cost impacts across all measures.	
Regressive cost impacts	The allocation of direct program costs (taxes, fees, utility rates, or fuel and equipment prices) must be progressive: that is, costs must be less of a burden (a lower share of income) to lower-income families than to higher-income families. The richer you are, the more (as a share of your income) you pay for green energy, transportation, and technology.	
Inflexibility	All climate and energy policies must include provisions for their ongoing reassessment and revision. Institutional mechanisms need built in flexibility to react to real-world impacts.	
Inadequate outreach/representation	Without truly inclusive stakeholder participation, a full accounting of the challenges faced by all members of society is not possible.	





Communities		
Unequal access to information	Social equity requires dedicated outreach, coordination and communication with all groups, including its most vulnerable populations.	
Workforce impacts	Changes in energy and transportation infrastructure and services require training, workforce development, and specific efforts to make these benefits broadly accessible across communities.	
Historical inequities	Planning for a green transition must account for existing disparities in access to transportation, financing, and good quality housing.	
Pricing out	Taxes, fees, and higher costs have the potential to price people out of their current housing, energy sources or transportation without providing an affordable and convenient replacement.	
Value judgements	Climate policies can entail inherent value judgements that serve to prioritize some communities over others. For example, policies aimed at full-time workers may not benefit stay-at-home parents.	





Sectors		
Displacement	Upgrades to buildings and transportation infrastructure can increase rents and home values, pricing communities out of their own neighborhoods.	
Homeowner focus	Policies that benefit homeowners may not benefit renters, or provide incentives to landlords.	
Transportation poverty	Transportation policies may fail to address issues of access to public transportation and/or the reliance on private modes of transportation, without providing an affordable replacement.	
Energy poverty	Increasing energy prices to pay for efficiency and renewables measures can have the unintended consequence of increasing customer bills and pricing families out of necessary energy services.	
Sectoral overlap	To avoid unintended consequences, transition planning must be cross-sectoral and comprehensive, considering interactions among measures' effects and cumulative cost impacts across all measures.	





Intergenerational		
Hidden equity implications	Transition policies must begin with a clear and transparent acknowledgement that all actions have equity implications for both current and future generations and that not all of these implications can be known.	
Reducing options, quality and/or access	Climate policies can result in important changes in options, quality and/or access that will impact future generations.	
Myopic policy	Climate policies can take an overly myopic point of view by failing to account for future generations in considerations of sustainability.	



Questions?



5. Environmental Justice and Equity Metrics



Implementing Equity Goals Requires Equity Metrics

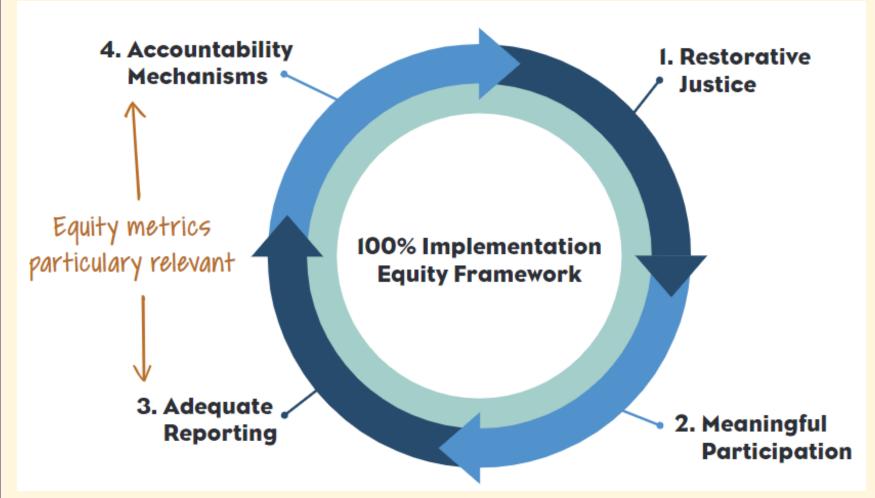
To remain accountable to equity goals and transparently reporting on progress towards those goals, equity metrics must be defined.

Equity metrics fall into four broad categories:

- 1. Outcome metrics
- 2. Distributional dimensions
- 3. Process metrics
- 4. Structural metrics



Equity Implementation





Source: Lanckton, T. and DeVar, S. January 2021. "Justice in 100 Metrics: Tools for Measuring Equity in 100% Renewable Energy Policy Implementation." Initiative for Energy Justice.

Equity Metrics

Applied Economics Clinic Economic and Policy Analysis of Energy, Environment and Equity

Types of equity metrics	(1) Outcome	measure whether equity goals were met in absolute terms
	(2) Distributional Dimensions	measure the distribution of equity gains/losses across different groups of society in comparative terms
	(3) Process	measure inclusion and representation over all stages of policy development
	(4) Structural	consider accountability and systemic barriers to achieving equity goals

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1. Outcome Metrics

Outcome Metrics measure whether equity goals were met in absolute terms.

- Were program goals met?
- Were there any unintended consequences?
- Does the policy need iteration?
- Examples: program enrollment rates, dollars saved per participant

Due to data lag, measurements of some outcome metrics may not be available until some time has elapsed



2. Distributional Dimensions

Distributional Dimensions measure the *distribution* of equity gains/losses across different groups of society in comparative terms.

- Who gained and who lost in the program's target community?
- Are policy gains/losses equitably distributed?
- Are existing vulnerabilities exacerbated by the policy, or new disparities created?
- Example: comparative savings between different participant groups

Data availability plays a major role in comparing benefits and losses across different communities



3. Process Metrics

Process Metrics measure *inclusion* and *representation* over all stages of policy development.

- Is institutional feasibility accounted for?
- Did you facilitate stakeholder participation? Who participated?
- How was stakeholder/community input used?
- **Example:** response rate to public comments

Also includes reviewing membership of decision-making bodies for community representation



4. Structural Metrics

Structural Metrics consider *accountability* and *systemic barriers* to achieving equity goals.

- Has necessary data been identified/collected?
- Is progress towards equity goals being measured and publicly communicated?
- Are there plans in place if equity goals are not met? Will the community be engaged?
- Examples: frequency of data collection, public engagement events

Transparency and public engagement are key to accountability



Example: Energy Efficiency for All

The goal: an energy efficiency program that benefits all customers equitably

- 1. Outcome Metric: dollars saved through energy efficiency measures
- 2. **Distributional Dimensions:** average dollars saved through energy efficiency measures by race/ethnicity, household income, etc.
- 3. **Process Metric:** tracking participation at public meetings for energy efficiency planning
- **4. Structural Metric:** having publicly-available, disaggregated data on energy efficiency program participation



Example: Rooftop Solar

The goal: rooftop solar that is accessible to all

- 1. Outcome Metric: total amount of rooftop solar installed
- **2. Distributional Dimensions:** share of rooftop solar by zip code (percent of total MW)
- **3. Process Metric:** distribution of outreach materials in different communities and languages
- **4. Structural Metric:** soliciting community feedback to improve program performance



Questions?



6. EJ Scenarios and Breakout Groups



Breakout Groups

- We will be splitting participants into breakout groups of three to four people each.
- Each group will be asked to consider a potential EJ scenario.
- Each group will have 20 minutes to discuss, using our questions for discussion.
- One AEC representative will be assigned to each group and will remind you of your assigned topic and how much time you have left. Note: they will not be participating in discussion!
- Each group should nominate a presenter, who will summarize the results of the group's discussion when the full group reconvenes.



In your capacity as a policy maker (or in your capacity supporting policy makers), you are considering a policy regarding...

- 1. Incentives for Energy Efficiency
- 2. Electric Vehicle Charging Infrastructure
- 3. Urban Greening
- 4. Transit-Oriented Development
- 5. Biomass Energy



Questions for Discussion

- What are the equity goals?
- What are the equity opportunities and pitfalls?
- What are the equity metrics?
- What data are needed?
- What data exist? What data do not?
- How do you engage community?
- How do you ensure transparency?



Break Out Group Findings

 Each group's presenter reports back from breakout groups



7. Recommendations



- The Rhode Island Executive Climate Change Coordinating Council (EC4) outlined four climate justice priorities in December 2020 for the EC4 Advisory Board (EC4AB) to review
- EC4AB's review of the priorities included interviews with 24 individuals from multiple sectors including youth organizations, environmental groups, engineers, and sustainability leaders
- The EC4AB included 25 recommended actions based on the interviews conducted that were grouped into three categories that encourage EC4 to engage in more relationship building, collaboration, and public involvement:
 - 1. Finalize the Climate Justice Priorities,
 - 2. Integrate Climate Justice Across State Programs and Departments
 - 3. Develop and Expand State Partnerships

1) Finalize the Climate Justice Priorities

- The EC4 should articulate the values and principles governing its priorities.
- The EC4 should meet people where they are, both geographically and logistically.
- The EC4 should act right away to advance implementation of its priorities even while continuing to listen to and integrate community response.



2) Integrate Climate Justice Across State Programs and Departments

 The EC4 should review programs with a goal to align within and across state government departments to maximize their potential climate justice benefits.



3) Develop and Expand State Partnerships

- The EC4 should collaborate with and support the Health Equity Zones initiative and consider expansion of their model for state-funded, community-led prioritization of resiliency actions.
- The EC4 should partner with the City of Providence
 Sustainability Office and the Racial and Environmental
 Justice Committee to apply lessons from the Providence
 Climate Justice Plan.



AEC Recommendations

- Prioritize listening and relationship-building
- Identify community groups and representatives for outreach
- 'Un-silo' equity and justice
- Consensus on clear, measurable equity and justice principles and goals
- Intentionally allocate resources for equity and justice
- Transparently report on progress and backsliding



8. Discussion and Feedback



Questions to help guide discussion

- What does an equitable net zero Rhode Island look like to you?
- How would you operationalize equity and justice definitions, goals, and principles?
- Do you have any equity-related concerns about potential policies and programs to achieve net zero?
- What has your experience been like with equity and justice efforts to date?
- How would you characterize current strengths, shortcomings, and/or barriers related to equity and justice efforts?
- How can EC4, AB, STAB be better equity and justice partners for the communities they serve?



Questions?

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Thanks!

