

City of El Cajon Planning Commission Agenda Tuesday, July 20, 2021 Meeting 7:00 PM

Meeting Location: City Council Chambers, 200 Civic Center Way, El Cajon, CA, 92020

Please note that, pursuant to State and County Health Orders, in-person meetings have resumed. The public is welcome to attend and participate.

The meeting will be live-streamed through the City website at: https://www.cityofelcajon.us/your-government/city-meetings-with-agendas-and-minutes-all.

To submit written comments on an item on this agenda, or a Public Comment, please e-mail the comments with Planning Commission in the subject line to planning@cityofelcajon.us before 5 p.m. on Tuesday, July 20, 2021. Comments will be limited to 300 words and will be entered into the official Commission Meeting Record.

If you are not able to physically participate in the public hearing and would like to provide verbal comments during the meeting, please contact the City of El Cajon Planning, at planning@cityofelcajon.us or 619.441.1742, a minimum of 24 hours in advance of the meeting.

The City of El Cajon is endeavoring to be in total compliance with the Americans with Disabilities Act. If you require assistance or auxiliary aids in order to participate at the Commission meeting, please contact our office at 619.441.1742 as soon as possible.

CALL TO ORDER

PLEDGE OF ALLEGIANCE

ROLL CALL

CHAIRPERSON'S WELCOME

PUBLIC COMMENT

This is the opportunity for the public to address the Commission on any item of business within the jurisdiction of the Commission that is not on the agenda. Under state law no action can be taken on items brought forward under Public Comment except to refer the item to staff for administrative action or to place it on a future agenda. Non-agenda public comments must be submitted before the end of public comment during the meeting.

CONSENT

Agenda Item:	1
Planning Commission minutes of June 15, 2021	

<u>Decisions and Appeals</u> - A decision of the Planning Commission is not final until the appeal period expires 10 days from the date of transmittal of the Commission's resolution to the City Clerk. The appeal period for the items on this Agenda will end on Friday, July 30, 2021 at 5:00 p.m., except that Agenda items which are forwarded to City Council for final action need not be appealed.

PUBLIC HEARINGS

Agenda Item:	2	
Project Name:	General Plan Amendment: Housing, Safety and	
	Environmental Justice	
Request:	General Plan Amendment	
CEQA Recommendation:	Negative Declaration	
STAFF RECOMMENDATION:	Recommend Approval	
Project Number(s):	General Plan Amendment	
Location:	Citywide	
Applicant:	City of El Cajon	
Project Planner:	Melissa Devine; 619-441-1773; mdevine@elcajon.gov	
City Council Hearing Required?	Yes July 27, 2021	
Recommended Actions:	1. Conduct the public hearing; and	
	2. MOVE to adopt the next resolutions in order,	
	recommending City Council approval of the Negative	
	Declaration and General Plan Amendment.	

4. OTHER ITEMS FOR CONSIDERATION

5. STAFF COMMUNICATIONS

6. COMMISSIONER REPORTS/COMMENTS

7. ADJOURNMENT

This Planning Commission meeting is adjourned to August 3, 2021 at 7 p.m.

Agenda Item No. 1



MINUTES PLANNING COMMISSION MEETING June 15, 2021

The meeting of the El Cajon Planning Commission was called to order at 7:01 p.m.

PLEDGE OF ALLEGIANCE & MOMENT OF SILENCE.

COMMISSIONERS PRESENT:	Darrin MROZ (Vice Chair)
	Paul CIRCO
	Rebecca POLLACK-RUDE
	Elizabeth VALLES

COMMISSIONERS ABSENT: Anthony SOTTILE (Chair)

STAFF PRESENT:

Melissa DEVINE, Planning Manager Spencer HAYES, Associate Planner Barbara LUCK, Staff Attorney Jeffrey MANCHESTER, Deputy Director Of Public Works Laura JUSZAK, Customer Service Representative

Vice Chair MROZ opened the Planning Commission meeting explaining the rules of conduct.

PUBLIC COMMENT:

There was no public comment.

CONSENT CALENDAR:

Agenda Item:	1
	Planning Commission minutes of April 20, 2021

Motion was made by CIRCO, seconded by POLLACK-RUDE, to approve the April 20, 2021 minutes; carried 4-0, with SOTTILE absent.

PUBLIC HEARING ITEM:

Agenda Item:	2		
Project Name:	El Cajon Boulevard Townhomes		
Request:	116 New Condominium Townhomes		
CEQA Recommendation:	Subsequent Activity under previously certified EIR		
STAFF RECOMMENDATION:	RECOMMEND CITY COUNCIL APPROVAL		
Project Number(s):	Site Development Plan (SDP) No. 2021-0001, and		
	Tentative Subdivision Map (TSM) No. 2021-0005		
Location:	300 El Cajon Boulevard		
Applicant:	Karen Alves; City Ventures LLC; 949-258-7515;		
	kalves@cityventures.com		
Project Planner:	Melissa Devine; 619-441-1773; mdevine@cityofelcajon.us		
City Council Hearing	Yes July 13, 2021		
Required?			
Recommended Actions:	1. Conduct the public hearing; and		
	2. MOVE to adopt the next resolutions in order,		
	recommending approval of the proposed CEQA		
	determination and SDP No. 2021-0001 and TSM-2021-		
	0005, subject to conditions.		

DEVINE summarized the staff report through a PowerPoint presentation. Staff recommended that the Planning Commission adopt the resolutions approving the project. Applicant Karen ALVES presented a PowerPoint and answered Commissioners' questions.

The public hearing was opened. Two letters were submitted prior to the hearing and were read into the record. One letter recommended approval. The second letter expressed opposition to the project due to the potential impact on nearby commercial and light industrial businesses.

Motion was made by MROZ, seconded by CIRCO, to close the public hearing; carried 4-0, SOTTILE absent.

Motion was made by CIRCO, seconded by POLLACK-RUDE, to adopt the resolutions recommending City Council approve the CEQA determination, Site Development Permit No. 2021-0001, and Tentative Subdivision Map No. 2021-0005; motion carried 4-0, with SOTTILE absent.

This item is joint-noticed for a City Council public hearing at 7:00 p.m., Tuesday, July 13, 2021.

Agenda Item:	3
Project Name:	Draft General Plan Amendment Workshop

Request:	Workshop	
CEQA Recommendation:	NOT SUBJECT TO CEQA	
STAFF RECOMMENDATION:	Provide Feedback	
Project Number(s):	General Plan Amendment	
Location:	Citywide	
Applicant:	City of El Cajon	
Project Planner:	Melissa Devine, mdevine@cityofelcajon.us, 619-441-1773	
City Council Hearing	No	
Required?		
Recommended Actions:	3. Receive staff presentation; and	
	4. Provide staff with feedback.	

DEVINE and HAYES summarized the staff report through a PowerPoint presentation. Commissioners asked questions and provided feedback.

STAFF COMMUNICATIONS:

DEVINE notified commissioners of likely cancellation of the July 6, 2021 meeting.

ADJOURNMENT:

Motion was made by MROZ, seconded by VALLES, to adjourn the meeting of the El Cajon Planning Commission at 8:23 p.m. this 15th day of June 2021 until 7:00 p.m., Tuesday, July 6, 2021; carried 4-0 with SOTTILE absent.

Darrin MROZ, Vice Chair

ATTEST:

Melissa DEVINE, Secretary



Community Development Department Planning Division PLANNING COMMISSION AGENDA REPORT

City of El Cajon

Agenda Item:	2	
Project Name:	General Plan Amendment: Housing, Safety and Environmental Justice	
Request:	General Plan Amendment	
CEQA Recommendation:	Negative Declaration	
STAFF RECOMMENDATION:	Recommend Approval	
Project Number(s):	General Plan Amendment	
Location:	Citywide	
Applicant:	City of El Cajon	
Project Planner:	Melissa Devine, mdevine@elcajon.gov; 619.441.1773	
City Council Hearing Required?	Yes July 27, 2021	
Recommended Actions:	1. Conduct the public hearing; and	
	 MOVE to adopt the next resolutions in order, recommending City Council approval of the Negative Declaration and General Plan Amendment. 	

PROJECT DESCRIPTION

The proposed project is an amendment to the General Plan to update the Housing and Safety Elements and establish a new Environmental Justice Element. The update to these elements ensures that the City has a plan for the provision and maintenance of adequate housing, the risks from natural and man-made hazards to people and property are minimized, and that residents in disadvantaged communities have access to safe and sanitary housing, quality food options, recreational opportunities, and a voice in local government.

BACKGROUND

General Plan

The General Plan is the blueprint for future growth and development of the City. It sets forth policies and objectives in several policy areas including land use, housing, recreation and open space, conservation, safety, noise, air quality, and circulation. The City Council adopted the General Plan in May 1970 and last comprehensively updated the plan in 1990. California law requires that cities and counties prepare General Plans to address the mandated elements listed in Government Code section 65302. The Housing Element, last updated in 2013, has separate statutory requirements for required updates every eight years. State law requires that cities review and revise the Safety Element upon adoption of a new Housing Element and adopt an Environmental Justice Element when updating two or more elements.

The California Housing and Community Development Department (HCD) and Office of Planning and Research (OPR) have guidelines for the preparation and adoption of General Plans that expand upon the statutory requirements and provide best practice guidance for the preparation and adoption of General Plans.

Public Outreach

The General Plan Amendment has been underway since April of 2020. During this time, several public input and outreach efforts including virtual meetings, surveys, group presentations and stakeholder interviews were conducted to gain meaningful input into the update of each element. Due to Covid-19 restrictions on public gatherings, traditional in-person outreach was not an option and most outreach was conducted via virtual platforms. An attachment to this report summarizes all of the outreach conducted as part of this project.

DISCUSSION

Planning Commission Recommendations

The Planning Commission provided feedback on the draft Elements at the June 15, 2021 meeting. The table below summarizes each topic and identifies the policies that address each issue, if a new policy was added in response, and additional information in response.

	Planning Commission Input Discussion, Policies & Programs	
		EJ - Environmental Justice SF - Safety
1	Keep old-growth trees whenever possible. Further, what is being done to encourage planting of trees, especially with new housing development (example of tree	 EJ 1.5B - Trees in new development EJ 1.7A - Prioritize tree planting for shade EJ 2.1B - Prioritize tree planting and maintenance at transit stops SF 2.1 - Promote urban forest SF 2.1A -Incentivize retention of mature trees

	Planning Commission Input	Discussion, Policies & Programs
		EJ - Environmental Justice SF - Safety
	grove in 300 El Cajon Blvd. project)?	Two large projects currently approaching final design for the Transit District area will install around 200 trees total. The Broadway Creek Restoration Project will install over 230 new trees in a disadvantaged community. The City Council has also approved a project focused on adding trees, landscaping and other aesthetic improvements at the city's entryways – the project will be funded through American Rescue Plan funding.
2	Convert portions of the existing concrete water channel to a natural channel with emphasis on areas that are accessible and usable by the community.	Current efforts focus on the restoration of existing earthen channels. A large creek restoration project is underway now, the Broadway Creek Restoration Project. This is a five-phase project that will restore almost one mile of creek bed along a sensitive waterway tributary to Forrester Creek and the San Diego River.
3	Are there opportunities for incentives or partnership to create or maintain community garden(s)?	 EJ 3.1A – Edible school yards EJ 3.1B – Promote community gardens EJ 3.1C – Use vacant lots for gardens Community gardens are permitted generally in residential and commercial zones subject to performance standards.
4	Consider programs or grant programs to assist with utilities cost for lower income households.	 SF 2.3A - Weatherization programs (rehab grants) Utility Assistance Program (temporary) offers need-based financial assistance Housing Rehabilitation Loan Program and the Critical Home Repair Program can assist lower income households with energy efficiency upgrades.
5	What are the incentives for owners to invest in solar?	GRID Alternatives (nonprofit) assists with the installation of solar on affordable housing projects.

	Planning Commission Input	Discussion, Policies & Programs
		EJ - Environmental Justice SF - Safety
6	Addressing maintenance of sidewalks, especially areas with raised sidewalks (Magnolia Avenue in particular). Also addressing any areas of sidewalk that are overgrown.	 EJ 2.2E – beautification projects for streets/sidewalks Repairing sidewalk segments that pose a health and safety threat to residents is an extremely high priority for the City. Annually, Public Works completes approximately \$500,000 in concrete improvements to address sidewalk repairs. In this fiscal year, \$108,000 has been budgeted for sidewalk slicing (to address tripping hazards) as well as \$785,000 for full replacement of concrete improvements, sidewalk included.
7	What efforts are being made to ensure children are wearing helmets while bicycling?	• New Policy EJ 2.1G The City has a Safe Routes to School Caltrans grant funded program which expired on June 30, 2021. Rady Children's Hospital is the City's consultant working directly with the Cajon Valley Union School district. They promoted pedestrian and bicycle safety at approximately 12 elementary and middle schools. The Recreation Department received a Shared Streets SANDAG grant for two facilities (Renette Center & Kennedy Park) which encourages more walking and biking within the community.
8	Safety and cleanliness surrounding the transit center needs to be addressed. Are there opportunities to partner with businesses in the area to address some of the localized issues – Casino Connection mentioned specifically?	• EJ 2.1E – trolley station/bus stop maintenance Casino Connection is no longer operating across from the transit station. The Transit District Specific Plan contains policies addressing cooperative efforts by property owners to address maintenance in the area.
9	What is being done to implement safe places to park for persons experiencing homelessness?	This is listed as one of the potential programs in the Housing Element to address homelessness. Staff has been working with homeless service providers to identify a location for safe parking.

Safety Element

Overview

The Safety Element is one of the state-mandated General Plan Elements. The Safety Element addresses six hazards: air pollution, extreme heat, flooding, geologic hazards, hazardous materials, and wildfires. For each hazard, this assessment explains what the hazard is and what causes it to occur in El Cajon; when the hazard occurs, including if the hazard is seasonal or is forecast to get worse as a result of climate change; where in El Cajon this hazard is most likely to occur; who is most vulnerable to each hazard; and how the City is already addressing this hazard and how this can be built upon and improved in the future.

Government Code section 65302(g) states that a Safety Element must provide for protection of the community from any unreasonable risks associated with the effects of seismic and geologic hazards, flooding, and wildland and urban fires (Office of Planning and Research 2017). Senate Bill 379, adopted in 2015, requires that Safety Elements be revised by 2022 to include relevant climate adaptation and resiliency strategies.

Draft Element

The Safety Element contains goals, policies and actions that the City will undertake to address the greatest risks to El Cajon in the next 20 years. It also guides how El Cajon is built to ensure reduction in the risk from hazards by regulating building in hazardous areas, ensuring streets are adequate for fire trucks and first responders, and using trees and green spaces to improve El Cajon's air quality and provide shade on hot days.

The Safety Element contains seven overarching goals intended to protect residents and property from hazards by improving air quality, increasing the amount of green infrastructure for shade, ensuring that the buildings are constructed to safety standards, promoting community safety by preparing residents for emergencies, and prioritizing emergency response and public safety.

Environmental Justice

Overview

Legislation adopted in 2016, Senate Bill 1000, requires both cities and counties that have disadvantaged communities to incorporate environmental justice (EJ) policies into their

general plans. This requirement recognizes that lower income communities of color in California experience higher burdens of environmental pollution. The EJ Element focuses on areas designated as Disadvantaged Communities, which are census tracts with few resources that are disproportionately affected by environmental pollution and other hazards that can lead to negative health effects. The draft goals, policies, and actions are required to reduce health risks in these communities by addressing improvements to air quality, access to public facilities, food access, safe and sanitary homes, and physical activity.

There are crossover goals and policies in the EJ, Safety, and Housing Elements that address specific needs of vulnerable groups as they pertain to safety concerns, access to housing and compliance with state housing law. Where applicable, policies may be cross-referenced between each element.

Environmental Justice Communities

Two primary areas, encompassing eleven census tracts, have been identified as Environmental Justice Communities (EJC). Two of the census tracts were identified because they scored in the 75 percent percentile or above in the CalEnviroScreen assessment tool, which identifies communities most affected by pollution such as poor air quality. An additional nine lower-income census tracts were identified due to their ranking in the bottom 25 percent of census tracts in the California Healthy Places Index, which uses indicators that assess the livability of a location. The EJ Element assesses each primary area and identifies specific issues of concern for each community.

Policy Framework

Public outreach efforts with EJ community members identified desires for cleaner streets and parks, better sidewalks and lighting, park improvements, more traffic safety, more bike lanes, more trees and shade, access to healthy foods, and better maintained housing.

The proposed policies and actions highlight some of the programs the City is already doing to improve quality of life such as the apartment inspection program and the tobacco retailer enforcement program that ensures safe housing and reduces minors' access to tobacco and associated products (vaping). In addition, the policies and actions identify opportunities to use existing City resources such as public information resources to raise awareness of issues that impact public health. Other policies are intended to guide development to limit the placement of new land uses that have negative health impacts or to mitigate the public health effect of the environment such as poor air quality on new residential uses. One of the primary purposes of the EJ Element is to ensure that the City takes into consideration and prioritizes the specific needs of the EJ communities while making decisions to fund programs or projects within neighborhoods.

Housing Element

Overview

The Housing Element analyzes the need for new housing, specifically the types of housing for various groups such as seniors or the unhoused; identifies constraints to building new housing; contains a list of sites where new housing can be built; and programs that are intended to increase the production of housing. Unlike other elements in the General Plan, it is more technical in nature with a prescribed format. It was last updated in 2013 and must be updated every eight years in compliance with state law. The Housing Element consists of several mandated sections including: Assessment of Housing Needs, Site Inventory and Analysis, Constraints, and Programs.

Demographic Trends and Population Characteristics

The City of El Cajon's population has been growing slowly with an approximately five percent increase in population for each of the last two decades. Although population growth has been modest, the number of persons living in each household has increased to 3.06 persons per household, an indicator for potential overcrowding or doubling up due to high housing costs.

El Cajon's population is younger than surrounding communities are. The median age is 34 years compared to a countywide median of 35.6. Families with children also make up a large percentage of the population, 35 percent of households. Seniors make up nearly 12 percent of the population.

Ethnically, El Cajon has a majority white population with Hispanic/Latino the next largest at 28.5 percent of the population. 44 percent of residents speak a language other than English at home, which indicates a higher percentage of individuals who may be newcomers.

Housing Issues

Housing issues can include physical issues with housing such as a lack of maintenance, overcrowded conditions, and cost burden. Households with lower incomes and those with language barriers or other special challenges may experience more severe or complex housing issues. The Housing Element analysis indicates that housing cost is a significant issue in El Cajon with over 80 percent of extremely low and very low income households and 35 percent of low income households paying over 50 percent of their income on housing.

Special groups also experience housing needs differently. Seniors, individuals with disabilities, large households with five or more members, and single-parent households have unique needs and often face housing affordability issues, inadequate housing types,

and discrimination. El Cajon has a high percentage of larger family households (15 percent) and single parent households (11 percent).

Homelessness is a significant and complex issue in El Cajon. The lack of housing affordable to lower income individuals, coupled with unemployment, low wages, addictions, an increase in those living in poverty and reductions to subsidy programs and those serving individuals with mental illness, have greatly exacerbated homelessness. El Cajon's population of 784 homeless individuals (January 2020) far exceeds those of surrounding communities.

Housing Stock

The housing stock consists of 35,850 units, of which approximately 60 percent are renteroccupied. The housing stock is aging with most units constructed over thirty years ago. Housing growth has been modest between one and two percent over each of the last two decades.

Data on housing costs indicate that average rent for a three-bedroom apartment is \$2,185 per month. The 2020 median sales price for a home was \$557,500. Lower income households, those earning less than \$99,800 for a five-person family, struggled to find affordable housing in El Cajon in 2020. Even moderate-income households, those earning up to \$120,150 per year, would find purchasing a home challenging.

There are approximately 1,020 subsidized affordable housing units in El Cajon; some are at risk of losing affordability when subsidy program requirements expire.

Housing Constraints

There are a number of economic and governmental constraints that may serve as barriers to affordable housing. Economic constraints include construction and land costs, availability of financing, unemployment rates, and disparities in access to opportunities. Governmental constraints include land use controls such as zoning, development impact fees, building codes and enforcement, permitting, required improvements, and other state or federal policies.

Recent efforts at increasing the capacity for housing development and streamlining approvals have reduced barriers to affordable housing. The Transit District Specific Plan and Mixed-Use Overlay zones, both approved in the last five years, significantly increased the amount of land available for residential development at higher densities and focused those new opportunities in areas served by transit and commercial services. Flexibility was built into these regulations to facilitate infill housing, which can be challenging on smaller lots. The City has also made provisions for transitional and supportive housing and single room occupancy lodging (SRO), which meet important special housing needs.

Sites Inventory

One of the ways that the City can lower barriers to the development of affordable housing is by maintaining an adequate inventory of land that is zoned at appropriate densities for affordable housing. A key component of the Housing Element is the Sites Inventory that identifies specific properties that could be developed with housing. El Cajon received a Regional Housing Needs Allocation (RHNA) of 3,280 units to plan for over the eight years of the housing cycle. This number is further broken down into categories of affordability as shown in the table below.

Table 35: Housing Needs for 2021-2029		
Income Category (% of County AMI)	Number of Units	Percent
Extremely Low (30% or less)*	240	7.3%
Very Low (31 to 50%)	241	7.3%
Low (51 to 80%)	414	12.6%
Moderate (81% to 120%)	518	15.9%
Above Moderate (Over 120%)	1,867	56.9%
Total	3,280	100.0%

The first strategy to meet the RHNA and provide affordable housing is to increase the number of Accessory Dwelling Units (ADU). These smaller companion units can be built in all zones that permit residential areas, including multi-family and mixed-use areas. A total of 146 ADU units are anticipated to be added over the eight-year housing cycle.

To build upon the City's previous efforts, the remaining sites were selected primarily from the Mixed-Use Overlay (MU) properties and the Transit District Specific Plan area. The methodology used to identify the sites included staff's knowledge of projects in the planning stages or expressed interest in development, low improvement to land value ratios, low floor area ratios, and properties with older improvements. Most sites do have existing improvements, which can be a challenge for redevelopment. However, El Cajon does not have sufficient vacant land to accommodate the RHNA.

Table 41: Adequacy of Sites to Accommodate RHNA						
	Very Low/Low Income	Moderate Income	Above Moderate Income	Total		
RHNA	895	518	1,867	3,280		
Credits	1	146	170	411		
Remaining RHNA	894	372	1,697	2,963		
Sites Inventory Capacity						
M-U Zone Sites	1,515	0	2,099	3,614		
TDSP Sites	276	195	111	582		
Other Vacant and Underutilized	0	182	106	288		
Subtotal	1,791	377	2,316	4,484		
Surplus	+897	+5	+619	+1,521		

Housing Plan

The overarching housing goal is to: increase, improve, and preserve a variety of safe, decent, affordable housing units meeting the existing and future needs of El Cajon residents of all income levels, including special needs populations.

Underneath this umbrella are specific objectives and policies along with programs intended to ensure that housing in El Cajon meets the needs of residents. These programs include continuing programs such as the proactive multi-family inspection program or the first time homebuyer program. Other actions are for Zoning Code amendments to comply with new state laws or further facilitate housing production.

Affirmatively Furthering Fair Housing (AFFH)

On April 27, 2021, the Department of Housing and Community Development (HCD) released updated guidance for local governments regarding housing element law in AB 686. AB 686 is the framework to affirmatively further fair housing by promoting inclusive communities, furthering housing choice, and addressing racial and economic disparities through government programs.

The requirements under the updated guidance include an in depth assessment of fair housing practices, available housing in low and high resourced areas, and targeted policies and programs to affirmatively further fair housing. Based on HCD policy examples and guidance, a new section has been added to the Housing Element. Some policies include:

- Coordination with fair housing services to distribute landlord educational pamphlets regarding housing choice vouchers.
- Including information regarding incentive and funding opportunities for affordable housing development in planning permit guidance documents.

- Consider an increase in maximum down payment assistance allowed through the First Time Home Buyer Program.
- Continue existing efforts to affirmatively further fair housing by:
 - Continuing the Multi-family Inspection Program
 - Supporting the creation of SROs
 - Continuing to offer mobile home rent remediation
 - Continuing to ensure fair housing services are provided in multiple languages

HCD Review & Certification

The City is required to obtain certification of the Housing Element in order to be in compliance with state law. The deadline to adopt a Housing Element is August 15, 2021. HCD will have 90 days to review the Housing Element after adoption for certification and may require additional revisions based on the new AFFH section. Failure to achieve certification may result in fines and loss of local land use control.

CALIFORNIA ENVIRONMENTAL QUALITY ACT

In compliance with the California Environmental Quality Act, an Initial Study and Negative Declaration was prepared for the project. The study determined that the project would not result in any potentially significant adverse impacts. The project is an amendment to a policy document and does not authorize any construction or development. A Notice of Intent to Adopt the Negative Declaration was published on June 10, 2021, and the document was available for public review June 10, 2021 to July 12, 2021. One comment letter was received from Caltrans. However, no issues were raised in the letter in regards to the adequacy of the environmental document. In compliance with AB 52, notification letters were sent on April 12, 2021 to the tribes who have requested notification. No response was received from the AB 52 notification.

PUBLIC NOTICE & INPUT

Notice of this public hearing was published on July 1, 2021. No responses were received. A comprehensive listing of the public noticing and outreach on this project is an attachment to this report. Public notice including regular website updates, social media posts, publication of notices for workshops, and articles in the El Cajon Gateway.

Notifications were sent to tribes who have a cultural or historical affiliation with land in El Cajon on May 10, 2021. One response was received requesting any cultural resources reports prepared for the project. Staff followed up stating that none were prepared for the project because it is a policy document and does not authorize any construction.

The City worked with the California Department of Forestry and Fire Protection (CAL FIRE) to incorporate policies to minimize the risk of wildfires. The Resource Protection

Committee of the California Board of Forestry and Fire Protection reviewed the Draft Safety Element on July 13, 2021 and had no further recommendations.

The draft Safety Element was submitted to the California Department of Conservation, Geological Survey for review on May 24, 2021. Several attempts were made via phone and email to contact the department. No response was received.

The Draft Housing Element was provided to HCD for preliminary review on March 18, 2021, and comprehensive comments were received May 17, 2021. HCD will conduct a final certification review of the Housing Element after adoption. Based on the certification review, additional revisions may be required. Staff has drafted the proposed resolution to allow the Director of Community Development to make non-legislative changes without requiring re-adoption of the Housing Element.

FINDINGS

A. The City has complied with applicable California Government Code Sections regarding amendments to the General Plan.

The proposed amendment to the General Plan is in conformance with applicable government code sections regarding preparation and noticing procedures. The City notified local Native American Tribes for the purpose of protecting, and/or mitigating impacts to cultural places when a local government is considering a proposal to adopt or amend a general plan and/or a specific plan. The City also submitted the draft Safety Element to the State Board of Forestry and Fire Protection for review and acceptance in compliance with California Government Code section 65302.5(b). The draft Safety Element was also sent to the State Department of Conservation, Geological Survey for review. The Draft Housing Element was submitted to the California Department of Housing & Community Development for the required 60-day review period. Therefore, the City has complied with all noticing procedures.

B. The proposed General Plan amendment will not be detrimental to the public health, safety, or welfare, and is in the public interest.

The General Plan Amendment will update Housing and Safety Elements of the General Plan and establish a new Environmental Justice Element. The update to these elements ensures that the City has a plan for the provision and maintenance of adequate housing, the risks from natural and man-made hazards to people and property are minimized, and that residents in disadvantaged communities have access to safe and sanitary housing, quality food options, recreational opportunities, and a voice in local government.

C. The proposed General Plan amendment is internally consistent with the remainder of the General Plan, as required by Government Code Section 65300.5.

The proposed amendment to the General Plan is in conformance with Government Code section 65300.5, which requires the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency. The proposed amendment includes elements and policies that incorporate existing goals and direction with current State and environmental requirements pertaining to the Safety, Environmental Justice and Housing Elements.

RECOMMENDATION

Staff recommends that Planning Commission recommend City Council approval of the General Plan Amendment. The updates to the Housing Element and Safety Element and establishment of the Environmental Justice Element is crucial to planning and working toward a future with a high quality of life for all residents and safe and affordable housing in neighborhoods that are prepared for emergencies and disasters.

PREPARED BY:

REVIEWED BY:

APPROVED BY:

Alfonso Camacho & Spencer Hayes ASSOCIATE PLANNERS

Melissa Devine PLANNING MANAGER

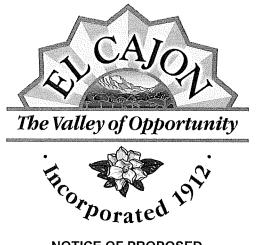
Anthony Shute DIRECTOR OF COMMUNITY DEVELOPMENT

ATTACHMENTS

The draft elements are available through the hyperlinks below or through the website. Hard copies are available for view during regular business hours at City Hall at 200 Civic Center Way, El Cajon, CA 92020 in the first floor lobby.

- 1. Public Hearing Notice
- 2. Proposed Resolution RECOMMENDING APPROVAL of the Negative Declaration
- 3. Proposed Resolution RECOMMENDING APPROVAL of the General Plan Amendment
- 4. Initial Study and Negative Declaration available at www.cityofelcajon.us/plan
- 5. Draft Safety Element available at www.cityofelcajon.us/plan
- 6. Draft Environmental Justice Element available at www.cityofelcajon.us/plan
- 7. Draft Housing Element available at www.cityofelcajon.us/plan
- 8. Public Outreach Summary Dated July 14, 2021

Linked documents provided as PDFs on Commissioner's iPads.



NOTICE OF PROPOSED GENERAL PLAN AMENDMENT HOUSING, SAFETY, AND ENVIRONMENTAL JUSTICE ELEMENTS

NOTICE IS HEREBY GIVEN that the El Cajon Planning Commission will hold a public hearing at <u>7:00 p.m.,</u> <u>Tuesday, July 20, 2021</u>, and the El Cajon City Council will hold a public hearing at <u>7:00 p.m., Tuesday, July</u> <u>27, 2021</u>, in the City Council Chambers, 200 Civic Center Way, El Cajon, CA, to consider an: <u>A GENERAL</u> <u>PLAN AMENDMENT TO UPDATE THE HOUSING AND SAFETY ELEMENTS AND ESTABLISH AN</u> <u>ENVIRONMENTAL JUSTICE ELEMENT</u>. This is a City-initiated proposal to amend the General Plan. More information about this project including drafts of the elements can be found at www.cityofelcajon.us/plan.

A Negative Declaration was prepared for this project in accordance with California Environmental Quality Act (CEQA).

The public is invited to attend and participate in these public hearings. The agenda reports for this project will be available 72 hours prior to the meeting for Planning Commission and City Council at <u>www.cityofelcajon.us/your-government/city-meetings-with-agendas-and-minutes-all</u>. In an effort to reduce the City's carbon footprint, paper copies will not be provided at the public hearings, but will be available at the Project Assistance Center and City Clerk counters upon request.

If you challenge the matter in court, you may be limited to raising only those issues you or someone else raised at the public hearings described in this notice or in written correspondence delivered to the Commission or Council at, or prior to, the public hearings. The City of El Cajon encourages the participation of disabled individuals in the services, activities, and programs provided by the City. Individuals with disabilities who require reasonable accommodation in order to participate in the public hearing should contact Planning at 619.441.1742. More information about planning and zoning in El Cajon is available at www.cityofelcajon.us/your-government/departments/community-development/planning-division.

If you have any questions, or wish any additional information, please contact <u>MELISSA DEVINE</u> at 619.441.1742 or via email at mdevine@cityofelcajon.us and reference "General Plan Amendment" in the subject line.

PROPOSED PLANNING COMMISSION RESOLUTION

A RESOLUTION RECOMMENDING CITY COUNCIL ADOPTION OF AN INTITAL STUDY AND NEGATIVE DECLARATION FOR THE GENERAL PLAN AMENDMENT UPDATING THE HOUSING AND SAFETY ELEMENTS AND ESTABLISHING A NEW ENVIRONMENTAL JUSTICE ELEMENT, CITYWIDE.

WHEREAS, the El Cajon Planning Commission held a duly advertised public hearing on July 20, 2021 to consider the General Plan Amendment to update the Housing and Safety Elements and establish a new Environmental Justice Element; and

WHEREAS, the City prepared an Initial Study and Negative Declaration for the project in accordance with CEQA guidelines, which indicates that potential environmental effects of the proposed project would be less than significant; and

WHEREAS, the Negative Declaration reflects the City's independent judgment as required by section 21082.1 of the Public Resources Code; and

WHEREAS, pursuant to section 21082.1 of the Public Resources Code, the draft Negative Declaration was circulated for public review from June 10, 2021 to July 12, 2021; and

WHEREAS, one comment letter was received during the public review period, which did not raise any issues pertaining to the adequacy of the Initial Study and Negative Declaration; and

WHEREAS, in accordance with CEQA Guidelines section 15074(c), the custodian of the Initial Study and Negative Declaration is the El Cajon Community Development Department, and all supporting documentation is in the General Plan Amendment file; and

WHEREAS, after considering the evidence and facts, the Planning Commission considered the Initial Study and Negative Declaration as presented at its July 20, 2021, meeting.

NOW, THEREFORE, BE IT RESOLVED by the El Cajon Planning Commission as follows:

Section 1. That the foregoing recitals are true and correct, and are findings of fact of the El Cajon Planning Commission in regard to the Negative Declaration.

Proposed Planning Commission Resolution

Section 2. That based upon said findings of fact, the El Cajon Planning Commission hereby RECOMMENDS CITY COUNCIL ADOPTION of the Negative Declaration for the General Plan Amendment. PASSED AND ADOPTED by the El Cajon Planning Commission at a regular meeting held July 20, 2021, by the following vote:

AYES: NOES: ABSTAIN:

Anthony SOTTILE, Chair

ATTEST:

Melissa DEVINE, Secretary

PROPOSED PLANNING COMMISSION RESOLUTION

A RESOLUTION RECOMMENDING CITY COUNCIL APPROVAL OF THE GENERAL PLAN AMENDMENT TO UPDATE THE HOUSING AND SAFETY ELEMENTS AND ESTABLISH A NEW ENVIRONMENTAL JUSTICE ELEMENT, CITYWIDE.

WHEREAS, the El Cajon Planning Commission held a duly advertised public hearing on July 20, 2021 to consider the General Plan Amendment to update the Housing and Safety Elements and establish a new Environmental Justice Element; and

WHEREAS, the Planning Commission considered the draft Negative Declaration in accordance with the California Environmental Quality Act (CEQA) and CEQA Guidelines Section 15074 for the proposed project; and

WHEREAS, the Planning Commission adopted the next resolution in order recommending City Council approval of the Initial Study and Negative Declaration; and

WHEREAS, the draft Housing Element has been through a preliminary review with the California Housing & Development Department (HCD) and further revisions of the Housing Element may be required upon the subsequent certification review; and

WHEREAS, the Director of Community Development, or his designee, is authorized to approve minor changes or revisions in the 2021-2029 Housing Element, which are of a non-legislative nature and that result from HCD's review for final certification of the Housing Element, without further Planning Commission or City Council consideration or re-adoption of the 2021-2029 Housing Element; and

WHEREAS, at the public hearing the Planning Commission received evidence through public testimony and comment, in the form of both verbal and written communications and reports prepared and presented to the Planning Commission, including (but not limited to) evidence such as the following:

A. The proposed amendment to the General Plan is in conformance with applicable government code sections regarding preparation and noticing procedures. The City notified local Native American Tribes for the purpose of protecting, and/or mitigating impacts to cultural places when a local government is considering a proposal to adopt or amend a general plan and/or a specific plan. The City also submitted the draft Safety Element to the State Board of Forestry and Fire Protection for review and acceptance in compliance with California Government Code section 65302.5(b). The draft Safety Element was also sent to the State Department of Conservation, Geological Survey for review. The Draft Housing Element was submitted to the California Department of Housing & Community Development for

the required 60-day review period. Therefore, the City has complied with all noticing procedures; and

- B. The General Plan Amendment will update Housing and Safety Elements of the General Plan and establish a new Environmental Justice Element. The update to these elements ensures that the City has a plan for the provision and maintenance of adequate housing, the risks from natural and man-made hazards to people and property are minimized, and that residents in disadvantaged communities have access to safe and sanitary housing, quality food options, recreational opportunities, and a voice in local government; and
- C. The proposed amendment to the General Plan is in conformance with Government Code section 65300.5, which requires the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency. The proposed amendment includes elements and policies that incorporate existing goals and direction with current State and environmental requirements pertaining to the Safety, Environmental Justice and Housing Elements; and

WHEREAS, after considering such evidence and facts the Planning Commission did consider the General Plan Amendment as presented at its meeting.

NOW, THEREFORE, BE IT RESOLVED by the El Cajon Planning Commission as follows:

Section 1. That the foregoing recitals are true and correct, and are findings of fact of the El Cajon Planning Commission in regard to General Plan Amendment.

Section 2. That based upon said findings of fact, the El Cajon Planning Commission hereby RECOMMENDS City Council APPROVAL of the General Plan Amendment to update the Housing and Safety Elements and establish a new Environmental Justice Element.

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Proposed Planning Commission Resolution

PASSED AND ADOPTED by the El Cajon Planning Commission at a regular meeting held July 20, 2021, by the following vote:

AYES: NOES: ABSTAIN:

Anthony SOTTILE, Chair

ATTEST:

Melissa DEVINE, Secretary



Date	Outreach	Description
1.29.2020	Presentation on the	East County Homeless Task Force
	Housing Element	
2.18.2020	Information Item	Planning Commission
3.1.2020	Article in the El Cajon	Article about the project including web links
	Gateway	and information on how to participate was sent
		to all households in El Cajon
6.2.2020	Housing Survey	Survey and Story Map were published and
	Housing Story Map	promoted through social media
6.22.2020	El Cajon Collaborative Sent	A description of the project and request for
	Out Stakeholder Interview	stakeholder interviews were sent out by the El
	invitations	Cajon Collaborative to over 80 member
		organizations
6.30.2002	IRC Stakeholder Interview	
	with Rashid Essa	
7.16.2020	Environmental Justice	Survey published and promoted through social
	Survey	media
8.14.2020	Meeting flyer e-mailed to	
	stakeholders and meeting	
	notification blast to El	
	Cajon news subscribers	
8.24.2020 @10am	Virtual Outreach Meeting &	
	Same Day Social Media	
	Posting	
8.25.2020 @6pm	Virtual Outreach Meeting &	
	Same Day Social Media	
	Posting	
Late August	Second Gateway Article	Article about the project and information on
-		how to participate was mailed to all residents
		in El Cajon
9.3.2020	Stakeholder Interview with	
	Dean Ambrosini and David	
	Shorey, Institute for Public	
	Strategies	
9.10.2020	Stakeholder Interview with	
	Tida Infahsaeng, San Diego	
	Food System Alliance	
9.22.2020	Flyer shared with all	Cajon Valley School District sent the 9.29
	students in Cajon Valley	meeting flyer to all students and families in the
	School District	City of El Cajon
9.23.2020	Flyer mailed to all residents	Multi-lingual notice in Arabic, Spanish and
	in the DACs	English mailed to all residents in the DACs with
		information about how to participate in the
		9.29 meeting



Dorates		
9.29.2020	Virtual Outreach meeting	A Zoom and Facebook live meeting that included translation and surveys
10.23.2020	Presentation to the East	Presentation on the Housing Element focusing
	County Homeless Task	on housing unsheltered and affordable housing
	Force Shelter	in El Cajon
	Subcommittee	
11.1 to	Stakeholder Interviews	The International Rescue Committee conducted
3.4.2021	Notice Published	Notice published in the East County Gazette about the workshop
3.10.2021	Draft Housing Element	A Zoom meeting discussing the highlights from
	Public Review Outreach	the draft Element and to answer community
	meeting; advertised via	member's questions
	social media and website	
3.10.2021	Presentation to the East	A Zoom meeting presenting highlights from the
	County Senior Services	draft Element, in specific regard to the El Cajon
	Providers group	senior population
3.16.2021	Planning Commission	
	workshop to review draft	
	Housing Element	
3.17.2021	Virtual Public Meeting	Public meeting held virtually focused on
		Environmental Justice Communities with
		translation in Spanish and Arabic.
6.3.2021	Notice Published	Notice published in the East County Gazette
		about the workshop
6.15.2021	Planning Commission	Feedback on the elements was provided by the
	workshop	Planning Commission on all three draft
		elements

August 24 and 25, 2020 Virtual Community Meeting Summary

Staff presented background information and initial finds on all three elements. Interactive polls were used throughout the presentation to engage with attendees. Attendees were also invited to speak or share text comments. The discussion portion of the meeting include more polls and open-ended questions.

Polls during both meetings identified the following:

- Housing supply and affordability are key issues.
- Programs to focus on new innovative projects, promoting additional transitional, supportive or emergency housing, streamlining permitting, and allowing for additional density are preferred.
- New affordable or senior housing as well as transitional or supportive housing are needed in the future.
- There is concern about the homeless in the community.
- A primary safety concern is extreme Heat and programs to mitigate those events
- People identified that they knew how to report issues to the City.



- Access to city meetings could be improved by offering more convenient times and information in other languages
- The neighborhoods identified as disadvantaged communities may need to be expanded.

Seven individuals participated in the meeting in the April 24th meeting. Comments included:

- More time needs to be spent listening to the community have a day with the community
- More residential density around the trolley stops is desired along with more affordable housing although it is acknowledged that there is a cost associated with it.
- One non-profit representative identified that community members want to be more involved in planning community projects and that there could be more than 5,000 more new community members in the next ten years due to families moving here.
- Access to fast food options is a constraint to people accessing healthy foods.
- Automated notification of City meetings would be helpful.

Five individuals participated in the April 25th meeting. Comments included:

- More health risk factors need to be looked at.
- Pot shops and alcohol distribution should be factored in to public health analysis.
- Helping lower income households pay for solar panels could help people afford air conditioning. This could be a program to mitigate extreme heat.
- Housing affordability and security are important issues especially due to COVID-19.
- Outreach to people in danger of losing housing to offer assistance to keep them in their homes or find alternative housing would help with housing security.
- An inclusionary housing program to set aside a certain number of new housing units for lower income households should be included.

September 29, 2020 Virtual Community Meeting Summary

Staff presented basic project information and solicited input on community values, housing issues, identification of important community places and access to those places, information on healthy food access, and how community members engage in the community and with elected official. The meeting was also live-streamed on Facebook. Translators provided translation of staff's presentation in Arabic and Spanish. Interactive polls were used throughout the presentation to engage with attendees. Attendees were also invited to speak or share text comments using the chat option. The discussion portion of the meeting include more polls and open-ended questions.

17 individuals participated in the meeting. Comments included:

- Main concerns about the City housing included affordable housing in good condition, high property taxes, affordability, stability, condition and safety.
- The need for housing policies that benefit people and not big companies was shared. It was also mentioned a community priority should be affordable housing that would benefit people in need.



- Lastly, homeless citizens impact on neighborhoods involving vandalism, safety, and options to assist such as shelters.
- <u>Physical conditions of housing included</u>: Need to update electrical work and plumbing work, roads are being updated more right now but sidewalks are being neglected.
- There are still slow road updates, It would be so cool to have bigger and protected bike lanes.
- Afraid the repercussion of COVID, that rental units will not be repaired as needed.
- A question included "Is there anything we can do to stop companies from buying up houses, adding ADUs, and then selling for a profit? ADUs might be a great way forward--but we need to make sure PEOPLE benefit from that, not companies who drive up property prices higher in order to split a property into a home and an ADU just for more money."
- <u>People like to walk</u> to the Library, grocery stores (markets), church, and restaurants. Because of the pandemic, people are only walking to places of necessity such as the grocery store.
- People mention going to Santee, Rancho San Diego or La Mesa to shop or for restaurants because of the homeless issue in El Cajon.
- The homeless impact the activity and use of parks "I avoid parks because the homeless are there. I would love to be able to walk in a park. just safety concerns. parks are nearby but the homeless scare me."
- <u>Most people drive</u> as opposed to walk within the City, many would like to see improved biking opportunities but driving would still be their primary method of transportation.
- There are concerns with certain cross walks within the City with the fear of accidents, in particular Mollison and Ballantyne (school crossing).
- When it came to <u>information about City events</u> or developments, the local magazine was the main resource, as well as some social media "East county magazine is probably the best source of news and information about East County. I heard about this on Facebook."
- <u>Emergency preparedness</u>: people know they should be prepared, or better prepared, but most are not. There is a concern about families that don't speak English getting accurate, relevant and timely information.
- A requested emergency preparation plan that is easy to comprehend and in multiple languages is recommended.

October 23, 2020 East County Homeless Task Force Shelter Group

• Need more units priced for very low income people who can afford only \$300 to \$400 per month

November through December 2020 Stakeholder Interviews

30 individuals of the immigrant and refugee community were interviewed by Rashid Essa with the International Rescue Committee. Questions are provided below with a summary of responses.

- 1. What do you love about El Cajon and would like to see preserved in the future (For example: things you do, places you go, values you share)?
 - Arab markets. Inexpensive food. Fresh food.
 - Safe and Walkable -Can walk to pharmacies, stores, adult facilities, churches. Can find everything we need in EC, without having to drive.



- Culturally Diverse area. Community shares foreign language and people can communicate with others. People in El Cajon are from different parts world they still respect each other's different cultures, religions, and festivals.
- 2. What would you like to change in your neighborhood to make it healthier and safer?
 - Need more public transportation, especially buses. Will lower pollution, esp near the freeway.
 - Homeless people on the street is a problem. Need to find other shelter so streets are safe.
 - Need more street lights.
 - Increasing safe and clean streets will promote walking which is healthier.
 - Improve all around safety of EC.
 - Need dogs on leash and curbing dogs.
 - Need drivers to obey rules and reduce speeds so people can walk safely.
 - Clean up the trash in neighborhoods. Lots of trash on streets.
 - Changes that would encourage people to walk to their destinations healthier for people and environment.
- 3. How do you feel about walking and biking around your house?
 - Generally, people like walking but trash, lack of lighting, bad drivers, and homeless persons make it less than desirable and people feel unsafe. More people would bike if there were bike lanes to make it safe on busy roads.
 - Bike lanes are needed to make it safer, especially for children.
 - Not safe at night
 - Drivers not obeying speed limits are traffic rules makes it feel unsafe.
- 4. Do you exercise regularly? If not, why not?
 - Park equipment needs to be improved
 - Streets and neighborhoods need to be cleaner and safer with more parks to walk to
- 5. Do you feel prepared for a disaster? If not, why not?
 - Many feel prepared because they have taken classes and gotten information about what to do.
 - Others are not because they lack information about how to be prepared, especially in their own language.
- 6. Do you use a nearby park or recreation facilities? If not, why not?
 - People generally love going to the parks with their families.
 - People would go more but they are bothered by the homeless population, drinkers and drug users in the parks.
 - Would like more recreational facilities in the parks.
- 7. Do you consider your neighborhood to be disadvantaged (or lack certain resources) compared to other neighborhoods in the City?

Many don't considered it disadvantaged, but some do for the following reasons:

- Too few parks
- Low rated schools
- No place to grow fresh food
- Lack of bike lanes and street lights



- Iraqi community is isolated
- Poor, older facilities
- Need more play equipment for kids
- Lack of public transportation
- Need more small, local Arabic stores
- Sidewalks need repaired
- Library hours are too short (7pm)
- Wells park is only large park and it is full of homeless and couples
- Our neighborhoods need to be cleaner with less homeless
- 8. Do you contact City Hall when there is an issue in your neighborhood? If not, what would encourage you to contact City Hall or to attend public meetings such as City Council meetings?
 - We do not have enough information about how things work but would definitely like to become involved.
 - Definitely the language barrier keeps people from attending city meetings.
 - Don't really know how the system and bureaucracy works as an immigrant.
 - Can City reach out to citizens to let them know how easy it is to contact the city. Many people would love to have this information about how to contact city hall, how to share their concerns, and how to get involved.

March 16, 2021 Environmental Justice Workshop

Ash Bleier presented along with Jennifer Davis and Rose Newberry from Dudek.

(5) Residents and (3) nonresidents attended online presentation with a Spanish and Arabic translator. Provided online polls regarding who is participating and where they live.

Overview:

EJ description, EJ communities and lack of resources they have. Described the purpose such as improvements in local communities, participation of residents with government.

- 1. Question asking what to you like about where you live? And what should be preserved?
 - More trash cans due to trash everywhere (on the streets)
 - Diversity was mentioned and a benefit.
 - International rescue committee (IRC) leadership programs was mentioned.
 - Safety regarding lighting on the streets when it gets dark.
 - Issues with homeless.
- 2. How you feel in your neighborhood? Safety? Do you feel connected to the community?
 - Responses included yes they feel safe.
 - There is a disconnect with the senior community regarding activities and care.
- 3. Biking question, enough availability for safe biking opportunities?
 - One person mentioned speed limit for one particular street.
 - Missing sidewalks in Fletcher hills
- 4. Do you and your family eat fresh and healthy food? Access to healthy foods.
 - People said yes since they cook at home. Groceries prices are increasing.
 - Discussions about active food banks and pick up services from churches.



- Carol Lewis food bank program is being created with a church.
- 5. Do you have active communication with City Hall? Are you involved with City Council meetings?
 - One person did not know how to contact the City.
 - Rashid said Middle Eastern residents are not used to be connected to their City government, but now people are starting to do so. Some of the main reasons are Language barrier, don't know who to speak to, and afraid of retaliation from others due to complaints or causing an inconvenience to others.