

CHAPTER 18. SOCIAL IMPACTS

1. INTRODUCTION AND DEFINITIONS.

a. **General.** FAA must evaluate proposed airport development actions to determine if they would cause social impacts. This evaluation should include effects on health and safety risks to children, and socioeconomic impacts. Those impacts include moving homes or businesses; dividing or disrupting established communities; changing surface transportation patterns; disrupting orderly, planned development; or creating a notable change in employment.

b. **The "human environment."** CEQ regulations at 40 CFR 1508.14 state that the "human environment" addresses the relationship of people with their natural and physical environments. Since changes to either of those environments typically do not occur without affecting people, Section 1508.14 requires that environmental documents prepared for Federal actions address social impacts.

c. **Children's Environmental Health Risks and Safety Risks.** Executive Order 13045, *Protection of Children from Environmental Health Risks and Safety Risks*, defines the risks to children's safety that are attributable to products or substances that the child is likely to touch or ingest. Examples include the air we breathe, the food we eat, the water we drink or use for recreation, and the soil we use to grow food. Environmental documents should assess project-related impacts with the potential to have a disproportionate effect on children's environmental health or safety.

d. **Socioeconomic impacts.** The principal impacts to consider are associated with relocating or disrupting a residential or business community, transportation capability, planned development, or employment. Environmental documents should provide information on:

(1) The individuals and families (e.g., numbers and characteristics) an action would displace.

(2) The effects of that displacement on the neighborhood and housing to which the displaced people are likely to move, including information on the capability of the neighborhood to provide adequate relocation housing for the families the action would displace. If needed, the environmental document should describe any special relocation advisory services available for interpreting benefits or other assistance available for affected non-English speaking minorities.

(3) The businesses an action would displace.

(4) The effects of moving the businesses to other areas. Include information on the areas' abilities to provide replacement or new buildings or other features associated

with the affected businesses. If needed, the environmental document should describe any special relocation advisory services available for interpreting benefits or other assistance available for affected non-English speaking minorities.

Note: Chapter 10 presents information on Environmental Justice impacts.

2. APPLICABLE STATUTES AND IMPLEMENTING REGULATIONS.

APPLICABLE STATUTES AND IMPLEMENTING REGULATIONS	SUMMARY DESCRIPTION	OVERSIGHT AGENCY
<p>Council on Environmental Quality (CEQ) Regulations Implementing NEPA (40 CFR Section 1500 <i>et. seq.</i>)</p>	<p>Section 1502.1 states that the Federal government must fully and fairly discuss significant environmental impacts and the reasonable alternatives that avoid or minimize those effects on the human environment. Section 1508.27 requires Federal agencies to consider the significance of the impacts from a proposed action by considering the intensity and context of the impacts</p>	<p>CEQ</p>
<p>Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (42 USC Section 4601, <i>et. seq.</i>) (PL 91-646 amended by the Surface Transportation and Uniform Relocation Act Amendments of 1987, Title IV of PL 100-17, and PL 105-117) and 49 CFR Part 24 (Implementing the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970)</p>	<p>FAA must meet 49 CFR Part 24 requirements if an airport action involving FAA approval or funding would require purchasing real property or displacing people or businesses.</p>	<p>FAA</p>
<p>Executive Order 13045, <i>Protection of Children from Environmental Health Risks and Safety Risks</i></p>	<p>Children may suffer disproportionately from health risks and safety risks. As a result, consistent with their missions and as practicable, Federal agencies must make child protection a high priority. To do so, they must assess project-related impacts disproportionately affecting children's environmental health or safety. The Secretary of Transportation is a member of the Task Force responsible for carrying out this Executive Order. This group provides the President with strategies and recommendations to protect child health and safety.</p>	<p>Task Force on Health Risks and Safety to Children</p>

3. APPLICABILITY TO AIRPORT DEVELOPMENT ACTIONS.

a. Airport actions. The environmental analysis of a proposed airport projects must include discussions of potential social impacts. Typical airport actions that could cause social impacts include: airside/landside expansion (new or expanded terminal and hangar facilities, new or extended runways and taxiways, navigational aids [NAVAIDS], etc.); land acquisition for aviation-related use, new or relocated access roadways, remote parking facilities and rental car lots; a significant increase or change in aircraft operations; and significant amounts of construction/demolition activity.

4. PERMITS, CERTIFICATES, AND APPROVALS.

a. Coordination evidence. Typically, FAA needs no formal Federal permits, certifications, or approvals when social impacts occur. The environmental document should contain evidence showing the airport sponsor has coordinated with affected municipal jurisdictions or appropriate social and/or transportation agencies located in the affected area.

b. Documented information. The environmental document should provide the following information and any substantive comments or opinions addressing these issues as needed:

- (1) the availability of comparable replacement housing;
- (2) the proposed action's consistency with local land-use and transportation planning objectives;
- (3) the capacities of existing public service providers, infrastructure, utilities, and local economics sustaining an affected area's quality of life; or
- (4) project-related impacts having the potential to have a disproportionate effect on children's environmental health or safety.

5. ENVIRONMENTAL COMPLIANCE PROCEDURES - ENVIRONMENTAL ANALYSIS.

a. Required consultation. Consultation with the following entities, as necessary, is often important when addressing an affected community's concerns about children's environmental health and safety and other socioeconomic effects.

(1) Local governments with jurisdiction over lands the action would physically or audibly affect. FAA's current 14 Code of Federal Regulations Part 150 criteria are helpful in determining land uses compatible with project-related noise levels.

(2) Local planning commissions and housing departments.

(3) Local business organizations and agencies such as the Chamber of Commerce or Economic Development Agency.

(4) Local agencies responsible for administering employment programs.

(5) Local transportation agencies. Contact these agencies when an airport action has the potential to affect the Level of Service (LOS) rating of local roads.

(6) Aviation groups, fixed base operators, and other on-airport businesses the proposed action would displace.

(7) Citizen groups having an interest in airport development (see FAA Advisory Circular 150/5050-4, *Citizen Participation in Airport Planning*). or

(8) Local public health agencies with jurisdiction over the affected area.

b. More information. The following Federal offices may also provide information.

(1) the U.S. Department of Housing and Urban Development's (HUD) Office of Community Planning Development provides information on local or regional social resources;

(2) the Sustainable Community Task Force provides information to local organizations on sustainable community development.

(3) the Task Force on Health and Safety Risks to Children provides recommendations to protect child health.

6. DETERMINING IMPACTS.

a. General. The environmental document should evaluate the proposed development's effects on the social and economic characteristics of affected communities. Focus on evaluating shifts in population, public service demands, roadway capacity, businesses, and economics. The environmental document should include information in sections 8.b-e of this chapter, as appropriate.

b. Housing. If the action would affect residential areas, include the following information.

(1) Provide the estimated number of households the action would displace. Include information such as owner/tenant status, estimated housing values, and rental rates of properties to be acquired.

(2) Provide the characteristics of the displaced households. As fitting, report the number of residents per household, the number of elderly or disabled people affected, family income levels, and race.

(3) Describe special relocation advisory services that will be provided to help elderly, disabled, minority, and/or low-income populations.

(4) Describe the physical and social impacts on the neighborhood(s) abandoned because of the proposed action and the reasonable alternatives.

(5) Include a survey addressing the estimated number of comparable replacement housing units in the area where displaced people would move. The information would provide data on the comparable replacement housing needed for the families the action would displace. Include the following information as necessary.

(a) Available price ranges and rental rates. This information is helpful in determining if affordable housing prices exist in area to which displaced residents would likely move.

(b) Identify the lack of available, acceptable replacement housing. If adequate supplies of comparable replacement housing are not available, consider starting "housing of last resort" procedures.

(d) Clearly state if the sponsor has the authority and is prepared to implement any necessary "last resort housing" provisions.

(6) In areas that would provide comparable replacement housing, describe the effects of project-related relocation residential influxes on the areas' neighborhoods. Also, discuss the abilities of those neighborhoods to meet increased service demands the proposed action would cause. Examples include the abilities to meet demands due to increased school populations, increased utility use, or demand placed on fire or police departments.

(7) Describe the benefits and services to which the displaced residents are entitled under the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, 49 CFR Part 24. See FAA Order 5100.37A *Land Acquisition and Relocation Assistance for Airport Projects* (or subsequent revisions),

(8) Estimate the cost and time required to relocate displaced residents in an orderly, humane manner.

(9) Include information on social issues obtained during public hearings conducted for the proposed action.

(10) Estimate changes in residential real estate taxes due to changes in the make up of neighborhoods in the areas residents leave and to which they move.

c. **Business effects.** If an action would affect businesses, include the following information as needed.

(1) Estimate the numbers, types, and sizes of businesses, farms, or non-profit organizations the proposed airport action would displace. Estimate the number of jobs and the income levels lost due to relocating or permanently closing those businesses.

(2) Identify the relocation's effects on the local economy and neighborhoods supporting the relocated or closed businesses. A survey and evaluation of the availability of replacement commercial or industrial sites able to accommodate the displaced businesses or organizations would be helpful. Identify those businesses or organizations occupying property that would remain adjacent to the real property acquired for the project. Determine if the businesses or organizations would experience substantial economic injury due to relocating or closing other businesses.

(3) Discuss the ability of local agencies and the sponsor to provide adequate relocation services for displaced businesses. As needed, describe special services that the agencies or sponsor would provide to aid relocated business owners. Also, if FAA determines the remaining business owners would suffer economic injury because of project-related acquisition of adjacent real property, discuss the airport sponsor's intent to provide services to businesses that are not displaced.

(4) Estimate expected costs and the time frames needed to relocate displaced businesses.

(5) Describe the benefits and services to which the displaced residents are entitled under the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970. See 49 CFR Part 24 and FAA Order 5100.37A (or subsequent revisions).

d. Transportation effects. Project-related changes to the local transportation system may cause social impacts. Provide information on the action's potential to reduce the LOS of airport access roads or of roads in the areas immediately surrounding the airport. Discuss any unacceptable changes in roadway LOS. Contact local, state, and Federal transportation management agencies for information on LOS.

(1) Estimate the number of daily vehicular trips that would occur on primary roads serving the airport.

(2) Describe the ability of the existing road network to meet estimated traffic demand. Describe changes to the system needed to accommodate traffic demands the action would cause. Include traffic re-routing, changes to street configurations or dimensions, and changes to land use patterns resulting from effects on traffic systems.

(3) Provide substantive comments from local, state, or Federal traffic management agencies. Summarize objections or concerns the agencies provide and describe how the sponsor will address those concerns.

(4) If project-related traffic patterns would cause air quality effects, refer the reader to the environmental document’s Air Quality chapter addressing those patterns.

e. **Children’s health and safety risks.** Environmental documents should identify and assess environmental health and safety risks that could disproportionately affect children.

(1) The Environmental Protection Agency’s website provides information on the President’s Task Force on Environmental Health Risks and Safety to Children.¹ The website includes information on asthma, unintentional injuries, lead-based developmental disorders, childhood cancer, and building and retrofitting schools. The Task Force has produced the *National Children’s Study*, which examines the influence of environmental factors on children’s health and development. Consult these sources as needed.

(2) Identify risks to child health or to safety that are attributable to products or substances that a child is likely to touch or ingest (e.g., air, food, drinking water, recreational waters, soil, or products they might use or to which they may be exposed).

(3) Provide substantive comments from local public health agencies about those risks or other substantive objections or concerns social agencies provide. Describe how the sponsor will address those concerns.

7. DETERMINING IMPACT SIGNIFICANCE.

a. **General.** The responsible FAA official should consider the following factors in consultation with agencies having jurisdiction or special expertise about land use in the airport-affected area.

ORDER 1050.1E THRESHOLD	FACTORS TO CONSIDER
<p>For socioeconomic issues: When an action would cause:</p> <ul style="list-style-type: none"> • Extensive relocation, but sufficient replacement housing is unavailable. • Extensive relocation of community businesses that would cause severe economic hardship for affected communities. 	<p>A significant impact would not occur when controversy exists because property or business owner are dissatisfied with the amount of money an owner would receive due to relocation.</p>

¹ http://yosemite.epa.gov/ochp/ochpweb.nsf/content/whatwe_tf_proj.htm#1

<ul style="list-style-type: none"> • Disruption of local traffic patterns that substantially reduce the Levels of Service of roads serving the airport and its surrounding communities. • A substantial loss in community tax base. <p>For Children’s Health & Safety Risks: An action causing disproportionate health and safety risks to children may indicate a significant impact.</p>	
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From: Table 7-1, FAA Order 5050.4B.

b. Potential mitigation measures. The environmental assessment (EA) should describe proposed mitigation when state and/or local agencies provide that information to address social impacts. FAA and the sponsor should fully consider the mitigation and balance its benefits against those of the proposed action. If FAA or the sponsor does not adopt any mitigation recommended, the EA should explain why. If feasible, provide an estimated schedule for undertaking accepted mitigation.

(1) Relocation impacts. The Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (as amended), and 49 CFR Part 24 provide guidance on mitigation.

(2) Surface transportation. Surface transportation mitigation often includes roadway design changes to provide adequate LOS and roadway connections. FAA and the sponsor should work with appropriate traffic management agencies to develop the means to maintain acceptable LOS on those roadways that the project would affect.

8. ENVIRONMENTAL IMPACT STATEMENT CONTENT.

a. General. The U.S. Supreme Court has ruled that a Federal agency need not prepare an EIS when a proposed action does not affect the physical environment, but causes only social or socioeconomic impacts.² However, when FAA must prepare an EIS to assess impacts on the physical environment, the EIS prepared for that action must address social impacts. The EIS should contain the following information in addition to that discussed in other sections of this chapter.

b. Housing impacts. Fragmenting neighborhoods or communities is likely to cause stress to affected people. As noted above, the EIS should mention this, while pointing out that such stress is not considered a significant impact for NEPA purposes. If sufficient

² *Metropolitan Edison Company v. PANE, People Against Nuclear Energy*, 460 U.S. 766 (1983).

decent, safe, and sanitary housing is not available, provide an analysis of efforts made to address this issue. If needed, include “housing of last resort” provisions required in Section 206(a) of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970. If relocation would substantially disrupt a community, provide reasons why the project cannot avoid the disruption.

c. Business impacts. For business relocations causing substantial economic hardships, explain these effects and the reasons why the project cannot avoid them. When business relocation causes a loss of local jobs, explain the effects on the local economy resulting from job losses. Explain why those losses cannot be avoided.

d. Controversy. Disclose controversy arising because of inadequate replacement housing.

e. Secondary effects. Refer the reader to the EIS chapter on Induced Socioeconomic Effects (see Chapter 15) for detailed analysis of any secondary or induced effects the project would cause.

f. Environmental Justice. Refer the reader to the EIS Chapter on Environmental Justice for discussions on this topic (see Chapter 10).

g. Potential mitigation measures. The EIS should describe proposed mitigation when State or local agencies provide that information to address social impacts. The EIS should describe proposed mitigation when land management agencies provide that information. FAA or the sponsor should fully consider the mitigation and balance its benefits against those of the proposed action.

NEPA requires a Federal agency preparing an EIS to discuss mitigation in sufficient detail to disclose that environmental consequences have been fairly evaluated (*Robertson vs. Methow Valley*, 490 U.S. 332 (1989)). In addition, under 49 USC Section 47106(c)(1)(B), FAA may not approve a Federal funding for major airport development projects, unless the agency determines that no possible and prudent alternative to the project exists and that every reasonable step has been taken to minimize the adverse effect. Major airport development projects are those that involve the location of a runway, new airport, or major runway extension. For more information about the mitigation required, see FAA Order 5050.4B, paragraph 1203(b)(4). In accordance with NEPA and 49 USC Section 47106(c)(1)(B), an EIS must discuss and adopt mitigation measures recommended by State or local agencies. If feasible, provide an estimated schedule for undertaking accepted mitigation.