Environmental Justice

Annual Implementation Progress Report

FY 2016
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I. Introduction

On February 11, 1994, President William Jefferson Clinton issued Executive Order (EO) 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, requiring each covered agency to “make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations.” Although the U.S. Department of Homeland Security (DHS) did not exist in 1994 and is thus not an agency expressly included in the EO, in August 2011, DHS joined 16 other federal agencies in signing a *Memorandum of Understanding on Environmental Justice and EO 12898* (EJ MOU), agreeing to make achieving environmental justice part of its mission.

In accordance with EO 12898 and the EJ MOU, DHS has undertaken a number of commitments to further the aims of environmental justice, including publication of an agency-wide Environmental Justice Strategy (DHS EJ Strategy) and annual progress reports on its implementation. DHS is a member of the EPA-sponsored Federal Environmental Justice Interagency Working Group (EJIWG), and facilitates an internal DHS Environmental Justice Working Group (EJWG). The DHS EJWG is co-chaired by the DHS Sustainability and Environmental Programs office (SEP) within the Office of the Chief Readiness Support Officer (OCRSO), and the DHS Office for Civil Rights and Civil Liberties (CRCL).

As explained more fully in the DHS EJ Strategy, the Department approaches environmental justice through the missions and general strategic framework set forth in the 2014 Quadrennial Homeland Security Review (QHSR), which guides the activities of the homeland security enterprise, including those of the Department. Environmental justice considerations can arise within four of the QHSR’s five homeland security missions: prevent terrorism and enhance security; enforce and administer our immigration laws; secure and manage our borders; and strengthen national preparedness and resilience; as well as in all of the strategic priorities. This report summarizes the Department’s progress toward achieving the goals of EO 12898 during fiscal year (FY) 2016.

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II. Implementing Commitments of the EJ MOU

Introduction

In FY 2016, DHS, as an active member of the EJIWG, worked to advance the integration of environmental justice principles throughout all levels of government. The EJIWG, chaired by then U.S. Environmental Protection Agency (EPA) Administrator Gina McCarthy with representatives from 17 federal agencies and the White House, strived to engage and support local communities in addressing environmental and human health impacts of federal programs, policies, and activities by promoting comprehensive solutions for addressing environmental justice. The EJIWG provides federal leadership, guidance, and support in the following areas:

- Coordinating a focused and collaborative effort across the Federal Government to address the environmental, social, economic, and public health burdens in minority, low-income, indigenous and tribal communities;
- Identifying and supporting policies that have measurable impacts on environmental justice;
- Focusing federal agency resources and technical assistance to address disproportionately high and adverse human health or environmental impacts in minority, low-income, indigenous and tribal communities; and
- Developing partnerships with colleges, universities, and other organizations outside of the Federal government to facilitate support for, and improvement in, overburdened communities.

Additionally, the Department was a key contributor in achieving the following EJIWG accomplishments:

- Title VI and Environmental Justice Workshop: DHS, in collaboration with the U.S. Department of Justice, U.S. Department of Transportation (DOT), EPA, and the General Services Administration, hosted a workshop on Title VI and environmental justice considerations at the 2016 National Environmental Justice Conference and Training Program. The audience included federal staff, federally assisted recipients (e.g., grantees), and civil rights advocates.
- Educate, Motivate, and Innovate Climate Justice Youth Leadership Initiative (EMI): DHS as a founding member of the federal team, launched the EMI Climate Justice Youth Leadership Initiative. The EMI focused on the next generation of climate leaders and expanding partnerships with Minority Serving Institutions, including outreach to Historically Black Colleges and Universities and Tribal Colleges and Universities. The EMI highlighted the work of young people in the environmental justice movement. Furthermore, it provided the next generation of climate leaders with insight from nationwide environmental justice leaders.
Focus Area 1: Implementation of the National Environmental Policy Act (NEPA)

The DHS NEPA implementing procedures contained in DHS Directive 023-01, *Environmental Planning Program*, require the Department to follow guidance issued by the Council on Environmental Quality (CEQ) to identify potential environmental justice issues when conducting the review of proposed actions. Governance and oversight of the program is managed by delegated authority to the OCRSO.

In addition to implementing the Department’s NEPA process, OCRSO actively participates in the NEPA Committee of the EJIWG. The NEPA Committee seeks to improve the effective, efficient, and consistent consideration of environmental justice issues in the NEPA process through the sharing of best practices, lessons learned, research, analysis, training, consultation, and other experiences of federal NEPA practitioners. In March 2016, the NEPA Committee produced the *Promising Practices for EJ Methodologies in NEPA Reviews* report. The report represents the professional experience, knowledge, and expertise of NEPA practitioners from ten departments, three agencies, and one White House office. Moreover, the report is a compilation of methodologies to integrate environmental justice considerations throughout the NEPA processes.

Focus Area 2: Implementation of Title VI of the Civil Rights Act of 1964, as amended

Title VI of the Civil Rights Act of 1964 (“Title VI”) prohibits race, color, and national origin discrimination by recipients of financial assistance from DHS. Environmental justice issues may arise in programs and activities supported through federal financial assistance. In this context, Title VI is an important tool for addressing those concerns. By delegation from the Secretary and through regulations at 6 CFR Part 21, CRCL leads the Department’s compliance and enforcement program to assure that its federally assisted programs, including those that affect human health or the environment, comply with Title VI and the Department’s implementing regulations.

Title VI, through its prohibition against national origin discrimination, also requires recipients of DHS financial assistance to take reasonable steps to provide meaningful access to its programs and activities for limited English proficient (LEP) persons. LEP persons (i.e., those who have a limited ability to speak, read, write, or understand English) may also be a part of low-income or minority communities that are subject to disproportionately high and adverse environmental effects. In carrying out the enforcement of Title VI, it is critical for DHS to identify the intersection with environmental justice as well as to educate recipients on fulfilling their language access obligations. To that end, integrating LEP persons into environmental justice efforts, such as through multilingual outreach and the regular use of competent interpreters at meetings and in other interactions, supports environmental justice goals and Title VI compliance.

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In FY 2016, CRCL continued to implement the DHS-wide Title VI compliance program. Major accomplishments include:

**DHS Civil Rights Form.** CRCL, in coordination with the Federal Emergency Management Agency (FEMA) and other DHS Components, finalized a draft DHS civil rights form. The form will serve as a data collection tool to assist recipients in meeting existing civil rights requirements. Once implemented, all primary recipients of DHS financial assistance will provide standard data and information on programs and activities. The information provided will include civil rights complaints, policies and procedures to fulfill various civil rights obligations and complaints in which environmental justice concerns are raised. Final clearance and implementation of the data collection tool is planned for FY 2017.

**Technical Assistance to Recipients.** CRCL, FEMA’s Office of Equal Rights (FEMA OER), in coordination with the U.S. Department of Transportation Office of Civil Rights (DOT OCR) and EPA Region 9 Office, engaged the City and Port of Oakland (California) in environmental justice concerns related to the redevelopment of the former Oakland Army Base. Specifically, the community of West Oakland and other federal, state, and local stakeholders have raised concerns about the adverse air quality impacts and other environmental and health impacts on the community of West Oakland, as a result of port related development activities. In December 2016, the federal interagency team met with representatives from the West Oakland Environmental Indicators Project and the Alameda County Health Department to discuss the environmental and health impacts of concern and proposed mitigation measures. The team also provided the City and Port of Oakland with technical assistance on their obligations under Title VI as recipients of federal financial assistance. DHS will continue to provide technical assistance, as needed, to facilitate local stakeholder engagement in the mitigation of project impacts that disproportionately and adversely affect minority and low-income communities.

**Focus Area 3: Impacts from Climate Change**

DHS identified climate change as a strategic priority in its mission to prevent, protect against, mitigate, respond to, and recover from threats and hazards, as well as to build in security, ensure resilience, and facilitate customs and exchange. The QHSR states, “Natural hazards are becoming more costly to address, with increasingly variable consequences due in part to drivers such as climate change and interdependent and aging infrastructure.” Accordingly, DHS has advanced a number of climate change initiatives within headquarter offices and operational Components in support of the *DHS Climate Action Plan* (September 2013) and *Climate Action Plan Addendum* (June 2014), which further elaborate on the Department’s climate change efforts.7

In FY 2016, DHS formally chartered the governance and oversight of climate change adaptation and resilience within the Department. The Deputy Under Secretary for Management and Chief Readiness Support Officer lead an Executive Steering Committee (ESC) comprised of

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representatives from all DHS Components and headquarter program offices with climate related equities. The ESC drives the development of Departmental guidance and establishment of priorities for climate change adaptation and resiliency planning. As the co-lead of the Department’s environmental justice program, the OCSRO assures that consideration of vulnerable communities remains a top priority in the Department’s climate resilience efforts.

In FY 2016, DHS published the first ever DHS Directive addressing climate resilience within the Homeland Security mission. Directive 023-03: Climate Resilience acknowledges the direct link between actions related to climate resilience and national security and articulates the Department’s policy to integrate climate resilience into strategic planning, risk management frameworks, and continuity programs. This intra-agency effort marks a key step in advancing and institutionalizing the Department’s climate resilience program.

Component efforts related to climate change include:

**FEMA**

- In FY 2016, FEMA issued a Notice of Proposed Rulemaking (NPRM) to implement EO 13690, Establishing a Federal Flood Risk Management Standard and a Process for Further Soliciting and Considering Stakeholder Input (January 2015), and the Federal Flood Risk Management Standard. Public comments on the NPRM focused on the impact of the elevation requirement on the accessibility of covered facilities and operability of critical facilities in the floodplain. Furthermore, commenters recommended that special attention be paid to equity considerations in implementation of the final rule in an effort to avoid the impacts of devastating events on minority and low income communities. FEMA is considering the comments as it moves through the rulemaking process.

**Focus Area 4: Impacts from Commercial Transportation and Supporting Infrastructure**

In its role as protector of the nation’s borders and the grantor of bridge permits, DHS is instrumental in the movement of goods. “Goods movement” refers to the distribution of freight, including raw materials, parts, and finished consumer products, by all modes of transportation, including marine, air, rail, and truck. Goods movement facilities, also called freight facilities, include seaports; airports; land ports of entry; rail yards and rail lines; highways and high truck traffic roads; and warehouse and distribution centers. In FY 2016, DHS transferred leadership of the EJIWG Goods Movement Committee to its interagency partners EPA, DOT, and the U.S Department of Housing and Urban Development in order to support the continued advancement of interagency work and community focused efforts. As part of its last actions as Chair, DHS led

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the Committee in preparing for the Presidential transition by highlighting past accomplishments and developing Committee goals for FY 2016 – FY 2019. The goals were approved by the Federal Senior Leadership Representatives of the 16 federal agencies that signed the EJ MOU. DHS also drafted a FY 2016 – FY 2017 project planning proposal and conducted education sessions for the new leadership. Of the projects proposed, the development of the first ever environmental justice goods movement resource compendium was accepted by the EJIWG as a goal for FY 2017.

Additionally, in FY 2016, at the request of the Government-wide Transportation Policy Council, DHS presented an overview of environmental justice and the nexus with federal transportation to Council members. The Council consists of approximately 100 policy managers representing agencies, boards, and commissions that are involved with transportation activities.

III. Implementation of the DHS Environmental Justice Strategy

The DHS EJ Strategy committed the Department to the seamless integration of environmental justice principles into its operations through concrete steps and ongoing operational improvements. In addition to the accomplishments in the four interagency focus areas discussed in Part II of this report, in FY 2016, DHS took additional steps to implement the DHS EJ Strategy. This section describes examples of DHS engagement with environmental concerns and active outreach to potentially affected communities.

Creating a directive and instruction on environmental justice. DHS furthered its role in advancing the environmental justice program. In FY 2016, The Department issued the first ever DHS Directive focused on environmental justice. **Directive 023-04: Environmental Justice** is a major milestone in institutionalizing the program and provides the policy guidance and direction needed to ensure that environmental justice is consistently considered in homeland security programs, policies and activities.

Component efforts related to creating a directive and instruction on environmental justice include:

**FEMA**

- In August 2016, FEMA’s Office of Environmental Planning and Historic Preservation (OEHP) finalized and implemented *FEMA Directive 023-01-001* and *Instruction 023-001-01-01*, which established FEMA’s implementing procedures for environmental and historic preservation compliance, including environmental justice compliance requirements. Specifically, *FEMA Instruction 023-01-001-01* provides direction and guidance on how FEMA will conduct public involvement efforts with environmental justice stakeholders and tribal populations.

- FEMA OEHP also established the Environmental Justice Resource Library. The Resource Library is housed on FEMA’s intranet and is accessible to the FEMA OEHP Cadre.
**U.S. Immigration and Customs Enforcement (ICE)**

- In March 2016, ICE received DHS approval of the *Supplemental Instructions for implementing the National Environmental Policy Act of 1969 and DHS Management Directive 023-01, Rev. 01*. Additionally, ICE is developing a policy directive focused on environment, energy, and sustainability, which addresses its commitment to coordination with federal, tribal, state, and local agencies; non-governmental organizations; and the public.

**Developing compliance and review capacity.** In FY 2016, DHS continued to expand the Department’s compliance and review capacity by offering environmental justice training to DHS Headquarter and Component Energy and Real Property managers. In collaboration with EPA Region 3, DHS conducted environmental justice awareness and EJ Screen training at the inaugural DHS Sustainability and Environmental Forum. EJ Screen is the EPA environmental justice mapping and screening tool that provides users with a nationally consistent dataset and approach for combining environmental and demographic indicators.

As established by *Directive 023-01, Rev 01*, the Decision Support System (DSS) is the Department’s system for NEPA compliance. In FY 2016, DHS conducted a total of 114 DSS reviews. To increase understanding and application of the DSS system, the DHS Sustainability and Environmental Program experts conducted hands-on training for program managers, NEPA practitioners, and facility managers throughout the nation.

Component efforts related to developing compliance and review capacity include:

**U.S. Customs and Border Protection (CBP)**

- In FY 2016, CBP finalized five Environmental Assessments (EAs). The consideration of environmental justice was part of the review.

**FEMA**

- During FY 2016, 40 EAs were completed and posted to FEMA.gov. All of the EAs completed resulted in the determination of Findings of No Significant Impact. FEMA also completed one Environmental Impact Statement (EIS) and issued a Record of Decision. Consideration of environmental justice was a key component in the development and finalization of these documents.

- A key component to ensuring the incorporation of environmental justice into FEMA’s NEPA reviews is the training of personnel with roles in headquarters, regional offices, grants management, environmental and disaster deployment. In FY 2016, 2,167 students completed the five-course series *FEMA E/0253: Introduction to Environmental and Historic Preservation Compliance*. The series included topics on FEMA specific environmental justice compliance requirements.
Identifying and addressing environmental justice considerations in programs, policies, and activities. In FY 2016, the DHS EJWG, comprising representatives from DHS Components and Headquarter offices, met monthly to review DHS programs, activities, and best practices. The DHS EJWG launched efforts to increase awareness of programs and activities in and around coastal ports, including the review and evaluation of EPA’s draft *Ports Primer for Communities*, and CBP’s Centralized Examination Station program.

Component efforts related to identifying and addressing environmental justice considerations in programs, policies, and activities include:

**CBP**

- In FY 2016, CBP provided NEPA training to all newly hired agents. The intent of the training is to educate agents on ways to mitigate the impact that border operations may have on the environment. Annual refresher training is required as well. Additionally, new agents receive Spanish language training. The training is aimed at facilitating communication with border minority communities where Spanish is the predominant language.

- In FY 2016, 16,975 Border Patrol Agents completed the required annual training on CBP Environmental and Cultural Stewardship. The training prepares agents to incorporate responsibilities for stewardship of natural and cultural resources into daily patrol activities.

**FEMA**

- FEMA Region VI Louisiana Recovery Office identified a Community of Concern during the NEPA scoping process for the Pecan Acres subdivision. The scope of work consists of providing flood control measures to protect the health, safety, and property of Pecan Acres subdivision residents. Local residents expressed concern that areas within the subdivision were used as an unauthorized landfill prior to construction of the community. Furthermore, a number of residents raised concerns about hazardous materials and toxic substance. In response, FEMA implemented a public involvement and environmental strategy focused on addressing community concerns.

- In response to the FY 2016 White House Roundtable on Equitable Disaster Planning, FEMA launched a case study project titled, *Creating More Equitable Post-Disaster Outcomes by Addressing the Needs of At-Risk Populations: A Conversation among FEMA Programs*. Development of the case study and online resource page is underway.

**ICE**

- In FY 2016, the ICE Environmental Program further integrated environmental justice into agency operations by conducting NEPA training for the ICE Office of Acquisition Management. The training targeted intra-agency relationship building and focused on improving communication and knowledge sharing of potential environmental justice communities that may be affected by acquisitions.
Collaborating with other agencies on environmental justice related matters. As outlined in the QHSR, “Homeland security spans the authorities and responsibilities of federal departments and agencies; state, local, tribal, and territorial governments; the private sector; and private citizens and communities. For this reason, coordination and cooperation are essential to successfully carrying out and accomplishing the homeland security missions.”

Component efforts related to collaborating with other agencies include:

**FEMA**
- In FY 2016, FEMA coordinated with EPA to conduct a FEMA-specific webinar on EJ Screen, a web-based environmental justice mapping and screening tool. Eighty FEMA personnel participated in the event. Additionally, FEMA Region 1 staff attended a training on EPA EJ Screen software.

**CBP**
- The Border Patrol program works with land and resource managers in all areas of operation along the border. This work includes collaboration with stakeholder agencies to plan and execute joint operations targeting smuggling organizations and force smugglers away from environmentally sensitive areas. The Border Patrol also implements joint fence mending and trash cleanup activities to mitigate the negative impacts of smuggling on the environment and the affected near border communities.

- In FY 2016, CBP continued discussions with the U.S. Department of the Interior Bureau of Indian Affairs and U.S. Fish and Wildlife Service regarding the Draft EA for Integrated Fixed Tower (IFT) on the Tohono O’odham Nation. CBP is working to assure activities do not have an adverse and disproportionate impact on the human health or environment of the Tohono O’odham Nation.

Communicating through active outreach efforts. In addition to the outreach activities described in the interagency focus areas in Part II, in FY 2016 DHS Components made additional efforts to engage potentially affected communities.

**Language Access Plans for DHS Components and Offices.** DHS, like its recipients of federal financial assistance, has an obligation to take reasonable steps to provide meaningful access to its programs and activities for persons who are LEP. LEP persons may be a part of low-income or minority communities that are subject to disproportionately high and adverse environmental effects.

In FY 2016, DHS Components and Offices continued work in finalizing the Language Access Plans (Plans)\(^{10}\) which describes efforts to provide meaningful access to DHS programs and activities to persons who are LEP, consistent with the requirements of Executive Order 13166, *Improving Access to Services for Persons with Limited English Proficiency* (August 11, 2000) and the DHS Language Access Plan issued in February 2012. The Plans provide a framework for improving the delivery of language services to LEP persons. Public feedback on the Plans

\(^{10}\)Component Language Access Plans are available online at [https://www.dhs.gov/language-access](https://www.dhs.gov/language-access).
was received during the open comment period and through a national stakeholder engagement meeting. The development and implementation of the Plans help Components fulfill commitments to integrate LEP persons in environmental justice efforts. The final Plans were published in FY 2017.

White House Roundtable on Equitable Disaster Planning. DHS representatives participated and provided key remarks at the first White House Roundtable on Equitable Disaster Planning. The Roundtable featured a discussion with White House and Administration officials, and community stakeholders on achieving more equitable processes and outcomes before and after disasters. Additionally, the roundtable focused on how inclusive, community-driven planning can improve resilience and recovery for the whole community, especially given the increase in frequency and intensity of extreme weather events due to the impacts of climate change.

Other efforts relating to outreach include:

Citizenship and Immigration Services Ombudsman (CISOMB)
- The CISOMB is effectively communicating through active outreach efforts with the public on various fronts. To ensure effective communication with the public, including with minority or low-income populations, persons who are LEP, and persons with disabilities, CISOMB translated the 2016 Annual Report to Congress Executive Summary into multiple languages (Spanish, Arabic, Chinese).

- The CISOMB traveled to Mexico City, Tegucigalpa, San Salvador, and Guatemala City, Guatemala to engage in discussions on issues dealing with programs, policies, and activities that may have disproportionately high and adverse human health or environmental effects on minority, low-income, and tribal populations, including labor-trafficking.

CBP
- CBP Tucson Sector’s Public Lands Liaison Agent and Tribal Liaison Programs initiated close coordination with the Tohono O’odham Nation in an effort to mitigate potential damage to tribal lands. The Tohono O’odham Nation is located near Tucson, Arizona with tribal lands in close proximity to the southwest border in Arizona. Over the years tribal lands have experienced degradation from illegal cross-border incursions. Human and contraband smugglers discard trash and/or hazardous waste, and trample native vegetation. Cultural resource sites, as well as sacred lands, were transited and disturbed. The aforementioned IFT projects are aimed at stemming illegal cross-border incursions and includes proposed construction of 15 IFTs at locations which the Tohono O’odham Nation found to be best situated to protect vegetation, wildlife and culturally significant sites.
In FY 2016, CBP Border Patrol Program and Office of Facilities and Asset Management (OFAM) participated in coordination meetings with the Kootenai Tribe of Idaho regarding the EIS for the proposed repair and maintenance of Bog Creek Road and closure to motorized use of approximately 25 miles of roads in the Idaho Panhandle National Forests (IPNF). The meetings focused on reducing potential impacts of the project on cultural sites and hunting, fishing, and gathering rights in the IPNF.

CBP OFAM conducted an EA for the Mechanical Control of Carrizo Cane in the Rio Grande Basin in Texas. As part of the outreach for the Draft EA, OFAM directly engaged the Barrio De Colores (BDC) community near Laredo. The proposed action included conducting activity within a 16.1-mile project corridor covered by a 2010 settlement agreement between CBP and BDC (Barrio De Colores v. U.S. Customs and Border Protection, Case No. 5:09-CV-0035 (S.D. Texas)). Although the provisions of the agreement have expired, in the spirit of continuing to work cooperatively with BDC and other stakeholders, CBP implemented many of the measures in the agreement concerning future NEPA documents. Specifically, CBP identified BDC as one of the interested parties for the EA and coordinated directly with the group. CBP also published a bilingual Notice of Availability in several newspapers across Texas, including local papers in the Laredo area, and offered an extended public review duration of 45 days to ensure all members of the public had adequate time to review and comment on the action.

**U.S. Coast Guard (USCG)**

- The USCG conducted consultation with a local Native American tribe regarding a project to improve potable water pipe lines to Station Menemsha in Martha’s Vineyard, MA. The consultation was aimed at ensuring the project had no impact on nearby burial sites.

- In FY 2016, as a part of the USCG Arctic Shield 2016 planning, the USCG conducted extensive outreach with Alaskan Native communities and organizations. Key tribal and community leaders from Barrow, Nome, Kotzebue and Bethel participated. Native Alaskan communities comprise a high percentage of minorities and low-income communities that depend on subsistence resources.

**VI. Targeting of Resources to Overburdened, Underserved, and Economically Distressed Communities**

In FY 2016, the USCG Office of Engineering and Logistics employed eight high school interns from Ward 8, a predominately minority community in Washington D.C., in order to promote student interest in science, technology, engineering, and mathematics (STEM). The interns organized files on ship design and developed environmental compliance training outlines for programs that support NEPA, environmental justice, and the Marine Mammals Protection Act. Students engaged with mentors, participated in job-shadowing, and visited the National Situation Room.
VII. Public Comments

There were no public comments received on the FY 2015 Environmental Justice Annual Implementation Progress Report. DHS remains open to public comment on the DHS EJ Strategy and Annual Reports.

VIII. Updates and Revisions to the DHS EJ Strategy

The DHS EJ Strategy was approved in February 2012. There are no updates or revisions to the DHS EJ Strategy for this reporting period.

IX. Conclusion

This FY 2016 Annual Progress Report serves as the official update of Department activities relative to the 2012 DHS EJ Strategy. The Department remains committed to the vision of avoiding burdening minority and low-income populations with a disproportionate share of any adverse human health or environmental risks associated with its efforts to secure the nation.