

Proposed Additions and Revisions to the ALETF May 2025 Draft Report

This document outlines proposed changes and updates to the ALETF May 2025 Draft Report for possible inclusion in the August 2025 draft. These suggestions were shared by Task Force members and Advisory Committee members between the March and May Task Force meetings.

This document will guide the full Task Force May meeting discussion. **Please review the information below before the meeting, as it will support group decisions on how to further develop your recommendations.**

Table of Contents and instructions for Task Force members:

- 1. Revisions to Draft Report for Approval.....2**
 - a. Please do a quick review of these proposed changes.
 - b. Flag anything you would like to discuss before approving.
 - c. Expect ~30 minutes for in-meeting discussion of this section.
- 2. Next Steps for Approval.....7**
 - a. Scan the topics and the “action for assigned members” sections.
 - b. Consider whether each recommendation should remain in the report. If so, identify which topics you would like to serve as point person for between May and August.
 - c. Expect ~30 minutes for in-meeting discussion.
- 3. Discussion Priorities for May 2025 Meeting.....9**
 - a. Review these topics in depth.
 - b. Come prepared to share your questions and reflections.
 - c. We will dedicate the majority of the working sessions to this discussion.

The ideas in this document are labeled with the origin of the proposal using parentheses at the end of the phrase or headers. Labels include:

- Task Force (TF)
- Working Group (WG)
- Advisory Committee (AC)

Revisions to Draft Report for Approval

This section includes feedback from Task Force members and Advisory Committee members that staff will incorporate into the August Draft Report unless Task Force members wish to discuss first.

Staff recommend that Task Force members:

- Complete a quick review of the list below.
- Flag any items that need full Task Force or Subcommittee discussion before approval
- Approve the remaining proposed changes.

General feedback

Advisory Committee (AC) input:

- Small updates to text and structure throughout for clarity, brevity and to reduce repetition
- Strengthen action words like "incentivize" and "prioritize" throughout as appropriate

Staff input:

- Combine and reorganize sections to streamline and clarify recommendations. For example, multiple instances of right of first refusal programs and various separate proposals for new funding sources that accomplish parallel objectives (staff)

Overview/ Introduction Sections

Task Force input:

- Add: Because Tribes were forcibly removed from their ancestral lands, many Native people, and non-federally recognized Tribes in particular, are no longer living on their ancestral lands. When Tribal Nations do own land, it is often limited to a small section of their ancestral territory which severs access to essential ecosystems and cultural resources, such as the ocean for Tribal Nations with land further inland. (Land Back WG)
- Include the discussion of sovereignty currently in the appendix in the introduction section. (Sustaining Natural and Cultural Resources, or SNCR)

AC input:

- Expand the current framing which justifies agricultural land equity as a strategy to achieve justice for past wrongs. Add additional layers to the argument to explain how agricultural land equity also contributes to the overall resilience of the food system, biodiversity, rural livelihoods and more; add more text on economic advantages, environmental benefits, food security and workforce stability (AC)
 - Add more discussion of ecological agricultural practices as key aspect of land equity. If land conservation is about preserving the health of the land, public investments should be linked to specific agronomic practices because loss of prime farmland is not only due to development but also due to aridification, lack of water, excessive tillage, lack of incentives to foster soil health.
 - Incorporate Union of Concerned Scientists' crop repurposing studies and other agroecology research on the need to shift the farm business model from large monocrop farms with lots of exploited workers to small biodiverse farms with lots of small farm owners. (AC)

- Update “Historical context and contemporary barriers” section to include: gender inequities; reference to State immigration laws and exclusion acts that impacted land ownership; reference to global trends in land consolidation as warning of what could happen in California.
- Strengthen “Why is Agricultural Land Equity Necessary?” section with the following additions: Establishing pathways for farmworkers to become small farmers has a positive economic impact; Additional context for how diversity in ownership, production practices, and products helps build resiliency (AC); strengthen “resilient working lands” section by emphasizing the value of traditional food systems as a key element of a regenerative agriculture economy. (AC)

1. Return ancestral lands to California Tribal Nations

Task Force input:

- Accept the following changes to Goal 1. Return ancestral lands (Land Back WG):
 - Change “give lands” to “transfer ancestral lands,” remove unnecessary words and phrases, clarify the meaning of “alternative entities,” change “culturally competent” to “with cultural humility,” clarify that the Tribal State Lands Committee should consist of “regionally diverse Tribal representatives who are delegated by their Tribal Nation,” and remove “abandoned or mismanaged lands,” among other small details.
- Define ancestral land return, with specific attention to meaning of “return” (SNCR)
- Add brief description of the history of the statehood of California and how state and federal government fail to honor inherent sovereignty and rights (SNCR)

AC input:

- Add to the text that the Tribal State Lands Committee (1.c) should be housed at the Native American Heritage Commission which already ensures California Tribes’ access to ancestral Native American cultural resources on public lands

2. Recognize and remove barriers to sovereignty of California Tribal Nations

AC input:

- Add: The Governor’s Office of Land Use and Climate Innovation should work with non-federally recognized Tribal Nations to develop model tribal zoning ordinances. Include guidelines that will support stewardship uses on tribal land, including housing. Direct local governments to adopt these ordinances.
 - Context: See the presentation from Louise Miranda Ramirez, Ohlone Costanoan Esselen from November 2024 Task Force meeting.
 - Include this in the list of model ordinances recommended in Goal 8.

3. Conserve and protect California’s agricultural land

AC input:

- Add text to the context for this section: Tension between restrictive covenants and wealth building through increased land values over time.
- Update recommendation “3) Establish financial, technical, and legal support for land trusts...” as follows:
 - Combine a) b) d) and e) as follows: DEPARTMENT OF CONSERVATION should create and fund the development of a training program that accomplishes the recommendations in this section regarding the ability to serve and support tribal nations, tribal organizations and priority producers. Training should be required as prerequisite to receive conservation funding, or the ability to serve these communities should be demonstrated in another way. The training should be designed and implemented in partnership with community-serving organizations.
 - Context:
 - Remove d) to avoid creating another accreditation process for already-under capacity organizations.
 - Concern raised about requiring another accreditation because it is time consuming and difficult and could limit participation by small, local organizations.

4. Facilitate equitable transition of private lands

AC input:

- Add to second bullet point on cost: Farming costs don’t reflect the broader value of agriculture, especially when it benefits more than just food production. Since land prices are not tied to farm income, only those with additional wealth can realistically afford to buy land.
- Connect the recommendation “1) a) Require agricultural land sales to be public information” to the prime farmland classification only. This will ensure a focus on certain lands of high public value and may make this recommendation more politically feasible.
- Combine “1)a) Require land sales to be public information” and “2) c) i) Support ongoing improvements and maintenance and continuously research and add new properties available in all regions across the state”
- Update the framing regarding acres of farmland expected to transition under “2) Develop a state-level succession strategy” as follows:
 - Position the transition of land as a problem to solve rather than an opportunity as outlined in the context below.
 - Include accurate numbers about the expected amount of land that will transition and be available to non-relatives.
 - Context:
 - Landowners who responded to USDA’s Tenure, Ownership, and Transition of Agricultural Land survey in 2014 reported that, by 2019, 91.5 million acres were expected to transfer to new ownership with the large majority of land expected to go into a family trust, be sold to a relative, or gifted.
 - The survey results indicate that just 20% of land expected to transition would be sold to a non-relative on the market. The competitive land market

pits agroecological farmers against housing developers, institutional investors, and the neighboring farmers looking to expand.

- Landowners nationwide who rented farmland received \$31.2 billion in rent payments, pointing to farmland as an asset tightly held and sought after versus a commodity that passively undergoes a neutral transition
- Add text “.... and connections between land seekers and land stewards interested in making collective purchases, possibly with an intermediary” to recommendation 2) c) iii)
- 4.3) a) Include reference to the 2-year pilot Land Observatory (LO) being funded by the European Union Commission to define in more detail the structure and composition of the LO, what should be measured, and how to share the data.
 - Recommend housing the LO in in Department of Conservation because the agency already houses the Farmland Mapping and Monitoring program

Staff input:

- Remove “State Lands Commission” from Goal 4. “4) Establish a research and technical assistance department” and discuss where to host proposed “department” in Discussion Priority 1.

5. Advance and support secure land tenure

AC input:

- Add to challenges described in narrative: incidents of realtors screening candidates based on race linking up with a long history of race-based discrimination in housing.
- e) Expand this recommendation using Harvard’s Food Law and Policy Clinic work on ground rents

6. Reform policies and regulations to address uneven impacts

See section above “Next steps to develop recommendations”

7. Increase Fair Access to Public Funding for Land Acquisition

AC input:

- Change title to “Ensure Fair Access....”
- Strengthen introduction text to: “Discrimination has not only taken land from communities of color but also generational wealth. It is the responsibility of the state to reverse this by offering a combination of funding options as identified below to rebuild the wealth that was stolen.”

8. Support and incentivize changes in zoning and land use planning

AC input:

- Add additional text to explain why stronger coordination between State funding and local ordinances will be essential to create more equitable agricultural land access.
- Update current recommendation to reference current General Plan Guidelines update process: Direct Governor’s Office of Land Use and Climate Innovation to draft and include model city and county ordinances and zoning in the current General Plan Guidelines

update process building on promising existing practices that promote agricultural land equity. (AC)

- Add: Educate Planning and Zoning Commissions on zoning changes to support regenerative agriculture and equitable land access
 - Include model ordinances and state funding for comprehensive planning, like the TCC program or pass-through funds for local governments. (AC)
- 3) f) Add: For example, establish Cultural Conservation Zoning Overlays, like Cultural Conservations Easements, to be used to give unrecognized Tribal Nations land use authority over returned lands.
- Add more detail to the 1) Housing section introduction text, consolidate the housing recommendations, and add ‘traditional tribal housing’.

9. Evaluate and leverage suitable public lands for agriculture

Task Force input:

- Improve the leasing processes on publicly owned lands focused on access, long-term stability, and reducing barriers in collaboration with farmer service providers and land stewards. (Public Lands WG)
- See “Stewarding Public Lands” Department under Discussion Priority 1. above.
- Remove mention of Surplus Land Act until further information collected

Continues on the following page.

Next Steps for Approval

This section includes proposals on how to develop ideas currently in the draft report that should be discussed and refined in Working Groups or Subcommittees before being finalized. Staff propose that Task Force review the topics below and decide to take one of two actions:

- 1) Assign to Advisory Committee members and/or Working Group to develop the ideas, or
- 2) Agree to remove topic from the report due to lack of capacity to address effectively

During the May meeting, we will run through these ideas quickly to decide which action to take and assign Task Force member point people to steward each idea forward between May and August.

Goal 1. Return ancestral lands

- Challenges with allotted land, including inability to access land that they own but is “landlocked” (SNCR, TF)
- **Action for assigned members:** Define scope of challenges and identify possible recommendations.

Goal 3. Conserve and protect California’s agricultural land

- Combine recommendations in 2) and 4) into a single section titled “Support conservation tools for land stewards” (AC)
- Add and combine various recommendations to streamline and clarify this section including but not limited to (AC):
 - Fund buy-protect-sell programs that conserve agricultural land while requiring equitable and affordable land access. Require that the properties are sold to priority producers and land stewards and entities that support these communities. (AC)
 - Adopt the use of conservation easement “enhancements” that, among other things, limit estate home development, include a right of first refusal to ensure future owners are farmers, and restrict the resale price of properties to ensure they remain affordable for agricultural producers and land stewards. [Add: exact mechanism i.e. option to purchase at agricultural value] (AC)
- **Action for assigned members:** Review AC input and discuss how to streamline and clarify this section.

6. Reform policies and regulations to address uneven impacts

1) Sustainable Groundwater Management Act

- 1) b) Add an exemption for small farms (e.g. under 15 acres) from SGMA to make up for the disproportionate impacts implementation will and is having on small farmers (AC)
 - Include argument that small farms and tenant farmers are being taxed and regulated here without representation since rural Water Districts are usually run by large landowners and give more weight to large acreage
- Remove water markets from the recommendations (AC)
 - Water trading via unregulated water markets can lead to inequity and corruption and damage to rural communities. Water trading requires robust guardrails to prevent inequity, and multiple AC members suggest removing water markets from

an equity effort unless the potential problems are very well addressed. Water markets often seem to try to undo SGMA for those who can afford water.

- o Remove sections 2) - 4) due to lack of capacity to address comprehensively within the scope of the Task Force, or determine path to develop these recommendations. (staff)
- **Action for assigned members:**
 - o Discuss and align on the proposed exemption for small farms
 - o Determine how to treat water markets in the report: 1) remove current discussions of water markets, 2) determine a plan to clearly define suggested “robust guardrails,” or 3) recommend prohibiting water markets.
 - o Develop or decide to remove sections 2)-4)

Goal 7. Increase Fair Access to Public Funding

1) Expand and improve technical assistance and capacity-building programs

- Strengthen these recommendation by adding capacity building grants for producers/ community that could include funding to organize a group of small farmers and community groups to establish their management structure, funding partners, and make a collective purchase. (AC)
- Discuss balance between calling for support for farmers directly versus resourcing more technical and legal support as well. (TF)
- **Action for assigned members:** Review AC input and discuss how to streamline and clarify this section.

Goal 8. Support and incentivize changes in zoning

- Housing 7) Collect more information and build out recommendation related to Williamson Act or remove from recommendations (staff)
- Context: Local interpretation of Williamson Act varies.
- **Action for assigned members:** Build out recommendations or decide to remove.

Continues on the following page.

Discussion Priorities for May 2025 Meeting

The eight discussion priorities below are larger, more substantive proposed changes or additions to the Draft Report that the full Task Force needs to discuss together during the May meeting. Task Force members should review each priority and come prepared to share questions and contributions related to each topic. We will discuss each idea for approximately 10 minutes and then assign a point person (or two) to develop and finalize the corresponding language for the report.

1. Discuss and align on the definition of Tribal Nations and how they should be addressed throughout the Draft Report

Context:

- The draft report currently defines California Tribal Nations as “Federally recognized and non-federally recognized California Native American Tribes.”
- State programs often use the Native American Heritage Commission list to determine eligibility, which includes federally and non-federally recognized Tribes.
- The Tribal Nature Based Solutions [program](#) of the California Natural Resources Agency gives priority to "landless tribes or tribes with minimal lands (20 acres or less) in reacquiring ancestral lands.”

Task Force input:

- Specify how support needs to be tailored for federally vs non-federally recognized Tribal Nations (various)
- How should the recommendations prioritize Land Back for landless Tribes and people? (Land Back WG)

Meeting action:

- Are there specific recommendations that should distinguish between federally and non-federally recognized Tribes? If so, where and why?
- Are there additional criteria that should be highlighted in the report such as a priority for Tribes with access to zero or very few acres?
- Confirm Task Force member point people

2. Recommend new government structures for accountability and implementation

Task Force input:

- Create a new **“Stewarding Public Lands” Department** to support and interface between local government and prospective land steward tenants. The agency should be staffed with technical assistance providers who can act as liaisons and resources to ensure accessible, fair leasing arrangements on public lands. (Public Lands WG)

AC input:

- Add detail on the purview, governance, goals, and scope of the **Land Observatory** and “**research and technical assistance department**” proposed in Goal 4. Section 4) Establish a research and technical assistance department
- Consider different approaches to accountability:
 - Create a **new agency or agencies** led by Tribal Nations and Socially Disadvantaged Farmers and Ranchers (SDFRs) that weigh in on agricultural land decisions (e.g. the Tribal Commission, the proposed [Freedmen Affairs Agency](#), local land councils, or a more empowered and culturally representative Resource Conservation District (RCD))
 - Ensure more tribal and SDFR **representation in decision-making bodies** across the government and agricultural ecosystem, including existing commissions, water districts, RCDs, local planning bodies, County Supervisors, etc.
 - One example that could be added to the Sustainable Groundwater Management Act (SGMA) section and was discussed in the August 2024 meeting: increase participation in water decision making, including by allowing tenant farmers to vote in Water Districts and to join boards of RCDs.

Meeting action:

1. Consider how to institutionalize agricultural land equity work beyond the life span of the Task Force to guide future implementation of the Task Force’s recommendations
 - a. This will help address the fact that the Task Force will not have capacity to talk through the details of every recommendation in the draft report.
2. Which new government structures make the most sense? What will be most effective for the actions recommended throughout your report? What will be the most accessible for land stewards to interface with?
3. Confirm Task Force member point people

3. Recommend an Agricultural Land Equity Policy Framework

Develop and adopt an agricultural land equity statewide policy framework that guides new programs and updates existing programs related to land acquisition, transition, conservation, and stewardship.

Task Force input (Grants Outcomes Working Group):

- Establish a vision and goals and identify full scope of projects under this new framework.
- Evaluate and improve new and existing funding programs:
 - Establish uniform metrics and evaluation processes to understand and improve short- and long-term program outcomes. Require grant programs to report annually using a uniform matrix. Metrics may include:
 - Who/ what organizations apply for grant, awardee information, who stewards land (optional demographics for all categories)
 - Geography
 - Acres impacted

- Dollars invested
 - Number of land stewards
 - Length of lease (tenure variables)
- Require programs adopt best practices for grant administration, including: rolling funding, pre-applications, set asides for disadvantaged communities, tribal consultation, longer periods for community engagement as funding cycle permits, and provide technical assistance to applicants and awardees throughout the life cycle of the grant.

AC input:

- Goal setting is important for accountability. Set monitorable goals for existing agencies and require them to report regularly on their progress.
- Consider how acres as a target can be hard to achieve because of the different levels of agricultural systems, access arrangements, land uses, and land relations held in communities. Goals could vary by place.
- Ensure grant programs are designed to address the pace with which the real estate market moves.
 - Right of first refusal ordinances are a good first step and should be paired with acquisition readiness programs that incubates groups to be ready to create an entity, receive funding, acquire farmland, and hold title.

Context:

- Existing State goals relevant to this framework, as outlined in the [California's Nature-Based Solutions Climate Targets](#) document, include:
 - Cropland conservation: Conserve 12,000 acres of croplands each year by 2030; 16,000 acres each year by 2038; 19,500 acres each year by 2045
 - Grassland conservation: Conserve 33,000 acres of grasslands each year by 2030 through 2045
 - Beneficial Fire: Implement beneficial fire on 800,000 acres of forests, shrublands, and grasslands each year by 2030; 1.2 million acres each year by 2038; 1.5 million acres each year by 2045.

Meeting action:

- Who should develop the framework and on what timeline?
- Confirm level of detail to include in report versus what should be developed upon implementation
- Discuss, amend and adopt the proposed language above
- Confirm Task Force member point people

4. Add context and recommendations that address land consolidation and non-operating landowners

AC input:

- The report does not yet do an effective job of addressing land consolidation and non-operating landowners or making significant shifts towards making land for the people

instead of wealthy, corporations, hedge funds, etc. We know that specific people and entities have too much control over our land, and we also know this isn't in the best interest of our people or planet.

- Add a new section with the following:
 - Research and track landowners to determine top landowners and corporate control of California's natural resources with a focus on measuring total land ownership by the top 5% of landowners.
 - Develop regulatory policy on entities that have too much control of natural resources via land ownership (e.g. something parallel to Assembly Member Lee's [legislation](#) to ban institutional investors that own more than 1,000 single-family homes from purchasing additional single-family properties).
 - The state should break up big corporations and hedge funds that own the majority of California farmland.
- Match the recommendations in goal "4. Facilitate equitable transition of private lands" to the scale of the problem outlined in the narrative text. For example: "Fair land sales" is a very high bar and thus demands significant new measures. The measures mentioned in Adam Calo's briefing document from the February 2025 meeting offer possible additions such as: size maximums, new rights to buy, ownership exclusions, public interest tests, etc.

Meeting action:

- Discuss new ideas above and how to incorporate into the draft report
- Who/ which entity should lead these actions? Consider the new government structures discussed in Discussion Priority 1.
- Confirm Task Force member point people

5. Clarify the role of public and private land ownership in the report

Advisory Committee members and Task Force members have expressed a range of views on benefits and concerns with increasing public land ownership, as outlined below.

Perspectives on public ownership (ideas shared by various AC and TF members):

- Increasing publicly held lands is more transformative than changing who has private ownership.
- Some benefits of increasing the public land base include: removing private land from the speculative market permanently; ensuring long term benefits of public dollars (compared to private farm business who could sell into the private market later); state-owned lands can be leased below market rate and could more easily pilot equitable governance models, like cooperative farming, and could pilot other models that don't depend on land ownership the defining feature; alleviates market pressures for beginning farmers; remove property tax burden associated with farmers owning their own land.
- If the state owns the land, they can lease it to an organization that would manage subleases with tenants, buffering the need for land stewards to interface directly with the public bureaucracy.

Perspectives on private ownership (ideas shared by various AC and TF members):

- If the state acquires farmland, it should then transition it to Tribal Nations and/or priority producers. Existing state funds, such as CA Climate Investments or others, should include land access purchases for priority producers and land stewards that have been systematically excluded from wealth building opportunities.
- Private ownership should be an option for historically marginalized producers as a wealth building opportunity.
- Leasing should not be the primary option, and farmers should not have to interface with the state as their primary landlord.

Meeting action:

- Continue discussion from the March meeting on the role of public agencies in holding land.
- Clarify where public versus private ownership should be called for in the report
- Confirm Task Force member point people

6. Refine recommendations related to right of first refusal and first opportunity to accept land

Current recommendations in report:

- Goal 1. Return ancestral lands to California Tribal Nations
 - Establish first right of refusal process that provides Tribal Nations the access and opportunity to accept publicly held land at zero or minimal cost.
- Goal 4. Facilitate equitable transition of private lands
 - Fund local and regional organizations to develop culturally competent and regionally informed first opportunity to purchase ordinances for adoption by local governments. [Add: case study or example of existing legislation that implements this model on private vs. public lands]

AC input:

- Clarify who will have the first opportunity/ refusal and who will gain the entitlements to land
- Tribal groups would need to put forth their proposal (via a not-too-cumbersome process) to accept the land. What is the process?
- Other considerations:
 - How the notice would be sent out to ensure Tribal groups in a region were properly engaged/notified; how to handle disputes over territories between Tribal Nations/Groups.
 - The program would also need to be informed by inter-tribal mediators who specialize in navigating this complexity and could be trusted to work with deep sensitivity to these issues that have been created and exacerbated by colonization
 - Suggestion to design these programs with a team of tribal representations, campesinos and other agricultural workers in addition to folks who have worked with these communities and have experience with Tenant/ Community Opportunity

to Purchase (TOPA and COPA) programs to create a model ordinance for local city and county governments. See [models](#).

- Consider the different models by reviewing case studies and select which one to recommend.

Meeting action:

- Discuss which Tribal entities, people and/or other organizations will have this right
- Discuss under what circumstances do right of first refusal and/ or opportunity apply?
- Discuss if the Task Force wants to 1) recommend the details of these programs are developed with specific guidance or 2) wish to define the process within the recommendations themselves.
 - If the first, add to list of model ordinances Goal 8 recommends state government create.
- Confirm Task Force member point people

7. Add Cropland Repurposing Plan

Task Force input:

- Build a statewide cropland repurposing and groundwater recharge plan that includes small scale growers as one strategy to achieve the plan's goals (Land Markets WG).

AC input:

- The plan should identify which lands and how to repurpose for maximum public benefit and should include transitioning adequate cropland inside and around rural disadvantaged communities from industrial agriculture to a new sustainable land use.
- It is [estimated](#) that between 500,000 and 1 million acres of currently irrigated cropland needs to be removed from production to achieve compliance with SGMA.
- One example of repurposing could mean transforming a 1,000-acre almond orchard into 100 10-acre farms growing annual crops to achieve water savings and equitable SGMA implementation
- There is \$200 million in Proposition 4 for the Department of Conservation's Multibenefit Land Repurposing Program

Meeting action:

- Discuss the scope of what this plan should include and how to frame it in the recommendations
- Confirm Task Force member point people

8. Discuss how to address urban and rural infrastructure and interaction

Task Force Input:

- Add the following language: Develop a campaign to advance infrastructure that connects California's urban and rural environments, improving access to agricultural land for California's urban residents and to housing for Californians working in agriculture. (LUGS)

- There should be increased collaboration between California’s urban and rural environments through the following strategies:
 - Urban housing should be more affordable and urban spaces better designed to alleviate pressure on rural land development for housing by increasing density and deprioritizing single-family zoning.
 - Infrastructure should be developed and improved to allow people to live in cities and commute to work on their farms.
 - Everyone in the agricultural industry should have access to their place of work within a certain amount of time without needing to live very rurally or on the farm.
 - Akin to the State’s existing initiatives, like the California Natural Resources Agency’s Outdoors for All initiative, initiatives should be advanced that increase access to agricultural land so that agricultural housing is seen less as a zoning issue and more of a planning issue at large

Meeting action:

- Discuss and develop language and where to include in the recommendations
- Confirm Task Force member point people