

MEASURES MATTER

Ensuring Equitable
Implementation
of Los Angeles County
Measures

M&A

By Vanessa Carter, Manuel Pastor,
and Madeline Wander
with Robert Chlala, Natalie Hernandez,
and Edward Muña



JANUARY 2018

USC
Dornsife
*Program for
Environmental and
Regional Equity*



Acknowledgements:

The authors would like to thank the Los Angeles Funders' Collaborative (LAFC) for their support of this project, especially Alfredo Gonzalez (Resources Legacy Fund) and Ron Milam (Smart Growth California). LAFC steering committee member funders include: California Community Foundation, The California Endowment, California Wellness Foundation, First 5 LA, Resources Legacy Fund, The Rosalinde and Arthur Gilbert Foundation, and Weingart Foundation. Thanks also to those who advised us along the way, especially Tamika Butler (Los Angeles Neighborhood Land Trust), KeAndra Dodds (Enterprise Community Partners), Mark Glasscock (Los Angeles Neighborhood Land Trust), Jessica Meaney (Investing in Place), Thomas Yee (LA THRIVES), and Natalie Zappella (Enterprise Community Partners). Staff of the Regional Park and Open Space District and Metro were also helpful at many points along the way.

The authors could not have completed this report without the incredible team at USC PERE and want to thank Maya Abood (data analyst), Jennifer Ito (research director) and Rhonda Ortiz (managing director) for their contributions. Special thanks to Gladys Malibiran, (senior communications specialist) for communications and overall design direction, to Yazon Lin (intern) for the cover/illustrations support, and Julianna Beckert (consultant) for graphic design.

Methodology:

USC PERE conducted an extensive literature review, stakeholder interviews (20 interviews with 23 people), a focus group with 13 housing experts, and web research along with attending several relevant public meetings. To vet findings, the preliminary results were presented on September 18th, 2017 at an LA THRIVES Medium Table gathering at the California Community Foundation's Joan Palevsky Center.

For maps and charts, a timeline of implementation, a literature summary, and other tools related to this project, see our website at dornsife.usc.edu/pere/measure-matter-la.

Contents

Introduction	2
Why Equity Matters for L.A. County	4
Old and New Thinking about Equity and Prosperity	5
Old and New Realities about Equity and Race	7
Measures M&A Overview	12
Equitable Implementation	20
1 Drive with equity from the start	25
2 Support grassroots groups and leadership development	29
3 Share decision making among residents, cities, and agencies	30
4 Take a collaborative approach to training and technical assistance	33
5 Attach equity guidelines to government dollars	34
6 Advance a broad regional economic and health equity platform	36
7 Integrate and lead across silos	38
8 Conduct ongoing outcomes and process evaluation	39
Going Forward	40
Specific Recommendations to Agencies and Funders	41
General Recommendations for a More Equitable Future	43
Conclusion	46
Interviewees	48
Appendix A: Action Plan for County and County-related Agencies	50
Appendix B: Action Plan for Funders	56
References	60
Photo Credits	62

Introduction

In November of 2016, Los Angeles County voters decided to invest in infrastructure in order to improve the sustainability, connectivity, and livability of our region. Measure M is estimated to raise \$860 million annually in perpetuity for transportation improvements. Measure A is estimated to raise \$94.5 million annually for parks, beaches, and open space. These major investments in Los Angeles County are making history but are also making our future: together they secure sorely-needed, long-term funding for infrastructure, and can be the foundation for building a more sustainable, equitable region for decades to come.

Los Angeles is leading on trends that are becoming more familiar around the United States. The county became majority people of color in the 1980s, a benchmark the nation is not projected to achieve until in 2044.¹ The region exemplifies the national comeback of cities, with a downtown development boom, Silicon Beach spillovers, and a vibrant nightlife that engages hipsters and oldsters alike. But Los Angeles also suffers from extreme income inequality, a history of racial segregation, and educational and economic challenges that have left the region struggling to live up to its potential. As a result, the comeback feels to many like a takeback: A large swath of Angelenos are worried that they will be priced out and forced out of their neighborhoods just as the County is addressing its legacy of disinvestment in its transit system and recreational opportunities.

Fortunately, another more equitable outcome is possible. While Los Angeles has clearly innovated in sectors like entertainment and aerospace, it has also innovated in the realm of social justice. In the face of decades of racial and geographic inequality, Los Angeles activists have worked to secure key standards for workers and communities, to lift up

concerns about the environment and health, and to make clear that prosperity needs to be based on equity and inclusion. Measures M and A represent an opportunity to continue to innovate in terms of transit and recreation—and to make equity central to the way the County, Metro, and the Regional Park and Open Space District define, implement, and evaluate policies.

Infusing equity in the infrastructure build out of the region can go a long way towards ensuring that all residents in Los Angeles benefit from the region's growing resources. Parks improve health and well-being while transportation investments connect people to jobs, generate transit-oriented housing development, and affect our overall health and environments. The timing is critical: Shaping these regional revenue streams also holds the potential to influence the State's other investments in sustainable communities, such as from the Strategic Growth Council, the bundle of housing bills signed by the governor in October 2017, and more.

Measures Matter contends that the County through its related agencies has the opportunity to use public policy to help close equity gaps instead of widening them. This is particularly so with Measures M and A, major public investments, they will impact local neighborhoods and their connections to the region. Equity actors are already interested: both parks and transportation are major advocacy issues for stakeholders working for health equity, environmental justice, workforce development, housing for all, racial equity, decriminalization of people of color, and more. But to fully engage advocates, funders, and agencies alike, we need a common language, clear principles, and measurable metrics of success; we hope that the framework we offer here helps to move that conversation along.

We also hope that the conversation winds up including both transit and parks (and so much more) as we try to do here. Measure M and A certainly differ in scale and scope, but thinking about how policies can be better implemented together also helps to break a bad habit: the consideration of effects in an administrative or bureaucratic silo. For example, transit leaders may feel overwhelmed at the prospect of expanding their responsibility to address displacement but the County's massive investments in rail impact the housing market nonetheless. Much as Metro has embraced the consideration of job quality, we all need to develop a shared lens on how economic, social, and physical mobility as well as access to recreation and exercise can improve overall quality of life.

Measures Matter creates a roadmap for equitable implementation of Measures M and A: define equity through inclusive and participatory processes; create equitable processes to impact programs and policies; and design metrics that ensure accountability and are adaptable to changing conditions. We begin the report with why equity should be at the center, arguing that inequality is, in fact, an Achilles heel for economic growth. We then offer an overview of Measures M and A, noting timelines, challenges, and opportunities. We then turn to a set of eight principles that are key to equitable development, including investments in grassroots leadership, shared decision making between the public and agencies, es to capacity building, and a willingness to lead across silos. We close with recommendations for agencies and funders on how to better define, engage, and measure equity.

So that is the report in broad strokes but if you are like us, you may also want additional nerdy details about the nuts and bolts of both Measures M and A and the emerging research on why equity matters. We've got your back: While this report offers a general framework and argument, our website offers detailed tools including a summary of prior research on this topic, relevant maps, a timeline of strategic implementation opportunities, and so much more. So read along here but feel free to linger later at dornsife.usc.edu/pere/measures-matter-la.



Photo Credit:
Los Angeles
Neighborhood Land Trust

Why Equity Matters for L.A. County



Old and New Thinking about Equity and Prosperity

Many of those concerned with issues of equity are rightfully motivated by a sense of fairness: An economy or model of development that leaves so many behind simply cannot be right. But in recent years, an equally compelling argument has been offered: The current level of inequality in the U.S. is damaging for economic growth. This is actually a common-sense idea: When the playing field is tilted too far to the wealthy, problems of inadequate consumer demand, low worker enthusiasm and productivity, and social conflict arise.² But this notion also runs against traditional economic theory, a framework that contends that there is a tradeoff between equity and efficiency, between doing good and doing well.

The economic orthodoxy contains a grain of truth: Absolute equality, as attempted in the former Soviet Union through the restriction of private enterprise and functioning markets, is likely to suppress savings, incentives, and growth. But remember the critical word in that sentence is “former”, as in it does not exist any longer. So that is not the central issue of our time—and instead, in the U.S., we seem to have swung so far over in the direction of inequality that considering how *that* might suppress growth has captured the imagination of a new group of economic thinkers.

The band of pro-equity theorists are not who you might suspect. For example, in 2006, researchers at the Federal Reserve Bank of Cleveland—not usually associated with a leftwing devotion to redistribution—found that racial exclusion and income inequality are the most important drags on economic growth for America’s metropolitan regions.³ Meanwhile, the International Monetary Fund (IMF) has taken up the “inequality hurts growth” banner with a remarkable 2012 study looking at what allows economic prosperity to be sustained over time; the single largest impediment to maintaining a growth path was the initial level of inequality.⁴

These findings are not outliers. Research by Chris Benner and Manuel Pastor report on a range of studies that point to the negative impact of income inequality, city-suburb poverty differentials, and residential segregation on economic growth rates, even in older industrial locales where some argue that equity should be an afterthought to rebooting the economy. And their most recent research, published in 2015, replicates the IMF work but applies it to U.S. metros to find that income inequality is actually a statistically significant deterrent to sustained growth, with even more powerful impacts than factors such as education levels and industrial structure.⁵

Going past the data to look into which regions are actually finding ways to blend equity and growth more effectively, Benner and Pastor find that what ties all that together are “diverse and dynamic epistemic communities.” It sounds like an academic mouthful but it is actually pretty straightforward. An “epistemic community” is what you know and who you know it with, diverse means that such a community draws from different sectors, and dynamic means it is able to adapt to shocks over time.⁶

In general, such “knowledge communities”:

- devise mechanisms to share knowledge and data,
- work to develop a sense of a common regional destiny,
- acknowledge the legitimacy of others’ viewpoints,
- move from talk to action, and
- pursue multi-issue framing and relationship building that builds regional resilience.⁷

It makes sense: Places with social consensus spend more time working together than fighting apart, more time attracting businesses than battling each other, more time investing in the future than trying to get what is yours right now (see box “San Antonio’s New Status Quo”). And with this new body of research providing a theoretical and empirical justification, new coalitions are possible. Now we can make the business case for infusing equity into development, because the economy only hums when everyone is included. Now we can make the case for government to put equity at the heart of planning, because the entire region will profit. Now we can state quite clearly that equity is not a special interest, it is a common one.



Photo Credit: Laura Raymond, ACT-LA

EQUITY IS NOT
A SPECIAL INTEREST,
IT IS A COMMON ONE

To be clear, the idea that knowledge communities make a difference is not a naïve or “kumbaya” notion in which epiphanies conspire to help everyone see their common future. When inequality is sharp and baked into a system, we can expect that disruption and conflict will be necessary to get issues on the decision-making table. It took a range of community and labor struggles to make community benefits agreements standard operating procedure in Los Angeles; it took vibrant fights for environmental justice to make concerns about local pollution a key part of revamping the region’s ports. So expect struggle but there is good news from the latest research: expect opportunities to collaborate as well.

Old and New Realities about Equity and Race

Of course, there is a legacy and reality of exclusion to overcome in the process of finding our way to collaboration. The taking of land from both Native Americans and Mexico started racialized dispossession; the internment of Japanese Americans effectively stripped that community of its land and businesses; and housing covenants and racist real estate practices prevented African Americans and Latinos from accumulating significant real estate wealth in the post-war period.

And it did not stop there. When segregation in the region's center began to break down in the 1950s and 1960s, white flight ensued, with suburbanization (and the creation of a largely white middle class) subsidized by a government that made mortgages available and affordable.⁸ Mobility in this period meant paving over Eastside Latino neighborhoods (and later African-American South L.A. neighborhoods) with freeways that helped commuters avoid any neighborhood stops on their way to work.⁹ It was L.A.'s original "drive-by"—and it left scars on the regional landscape.

SAN ANTONIO'S NEW STATUS QUO

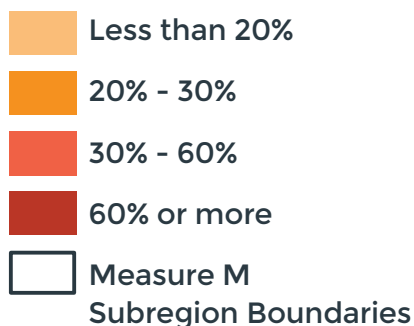
In 2012, the Chamber of Commerce in San Antonio worked directly with the school district, the City of San Antonio, and non-profit community organizations like Communities Organized for Public Services (COPS) to advocate for a citywide sales tax that would provide dedicated funding to pre-K education in underserved communities. The Chamber championed the tax as an investment in the local economy and the tax increase passed by 54 percent.

This was a far cry from how the region was previously run: A handful of wealthy and powerful businessmen dominated politics and policymaking in San Antonio. They lured industry by promising cheap labor and using tax revenue to subsidize corporations rather than invest in lower-income communities of color. In the mid-1970s, COPS formed to demand accountability from the City.

With the election of Henry Cisneros for mayor in 1981, the City transformed from adversarial to cooperative when it came to community concerns. During the Cisneros administration, City staff, COPS, and the business community worked together to strengthen job training and employment placement programs for the city's low-income residents. In the process, these "unusual bedfellows" developed relationships of trust and mutual understanding that continued even after Cisneros left office in 1989.

Source: Chris Benner and Manuel Pastor, *Equity, Growth, and Community: What the Nation Can Learn from America's Metro Areas* (Oakland, California: University of California Press, 2015).

Figure 1:
People of Color,
L.A. County by Subregion



Source: PERE analysis of 2014 5-year American Community Survey summary file data and L.A. Metro (for Measure M subregion boundaries).

Note: Subregions are semi-permanent Metro designations with varying form that are intended to facilitate transportation planning processes and are governed by councils of government (COGs).

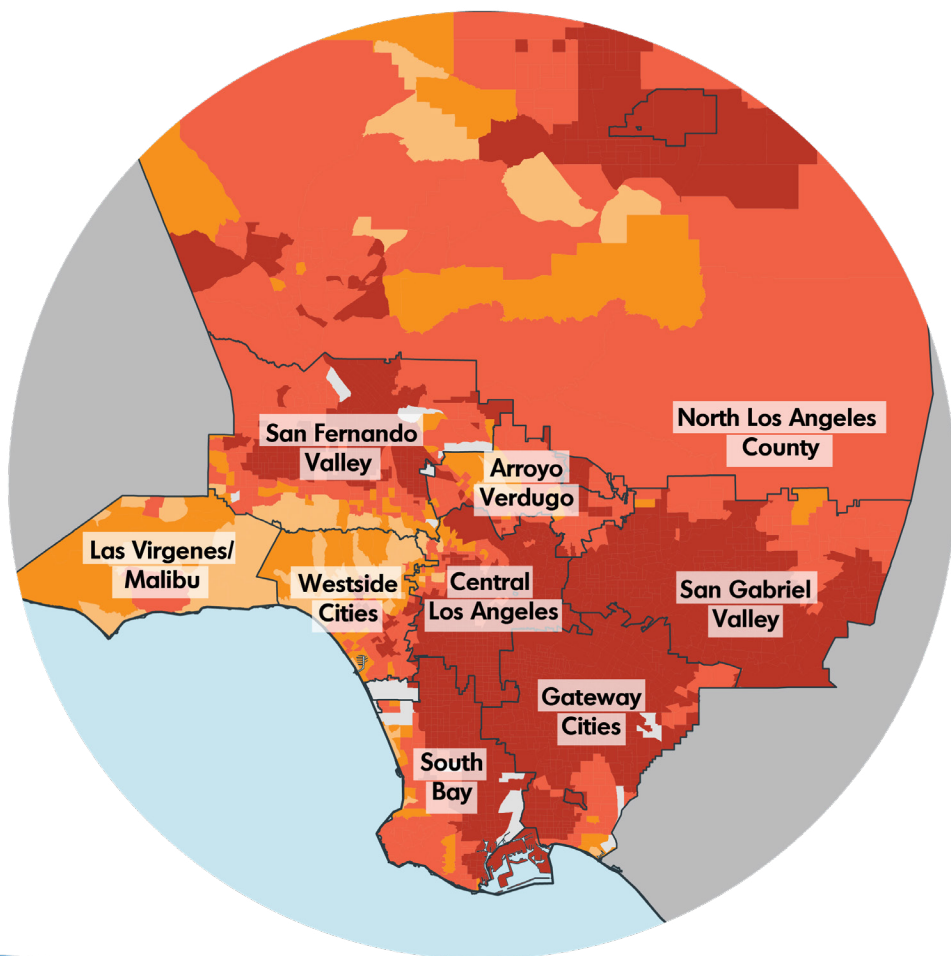
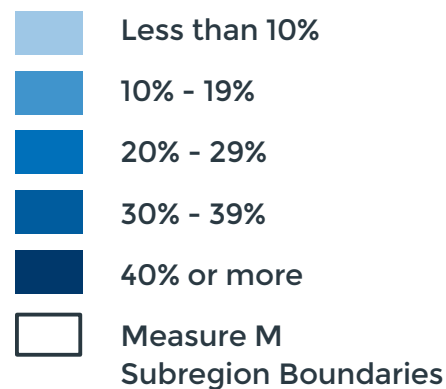


Figure 2:
Poverty, L.A. County
by Subregion



Source: PERE analysis of 2014 5-year American Community Survey summary file data and L.A. Metro (for Measure M subregion boundaries).

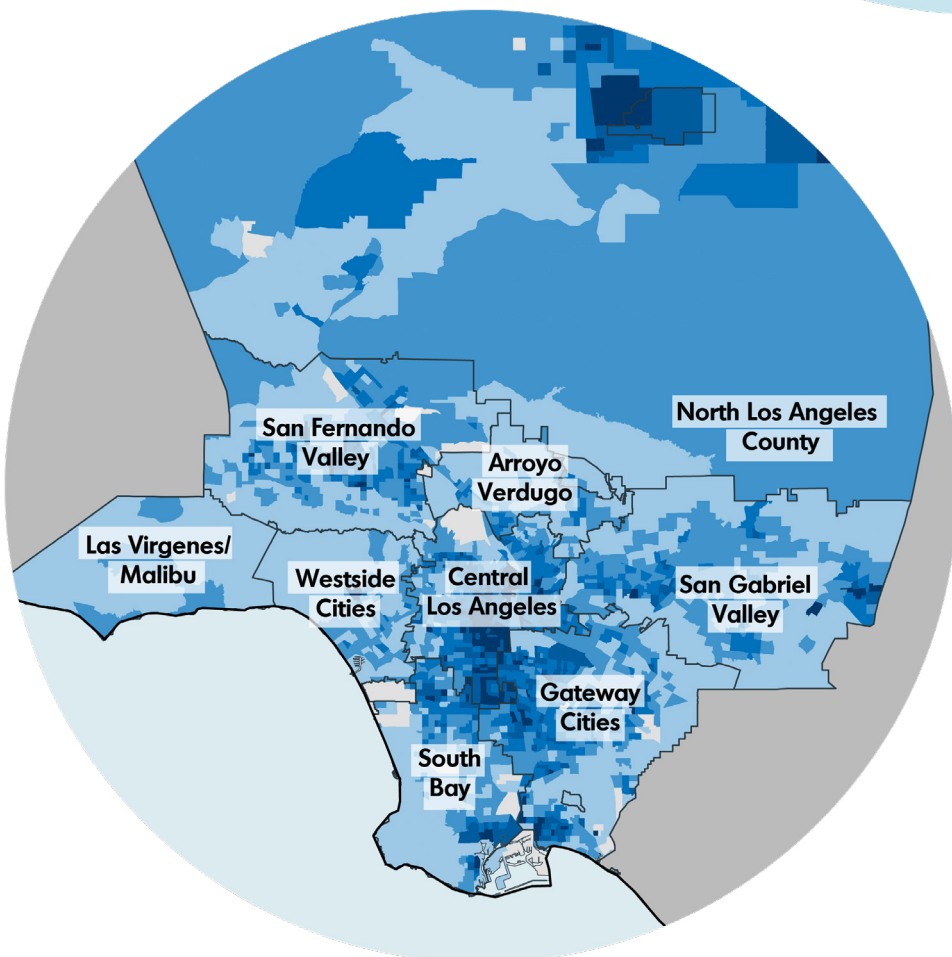
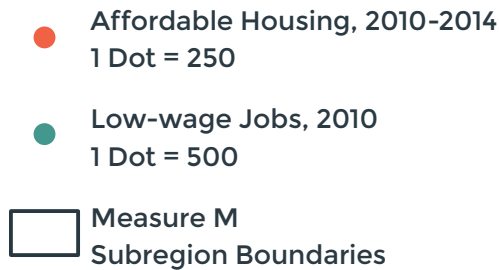


Figure 3:
Affordable Housing
and Low-Wage Jobs,
L.A. County by Subregion



Source: PERE analysis of 2010 data from the Longitudinal Employer-Household Dynamics program, 2014 5-year American Community Survey summary file data, and L.A. Metro (for Measure M subregion boundaries).

Note: Low-wage jobs are defined as those that pay \$1,250 per month or less. Affordable housing units are defined as those with monthly rent of \$749 or less (which is less than 30 percent of the income of two low-wage workers living in the same household).



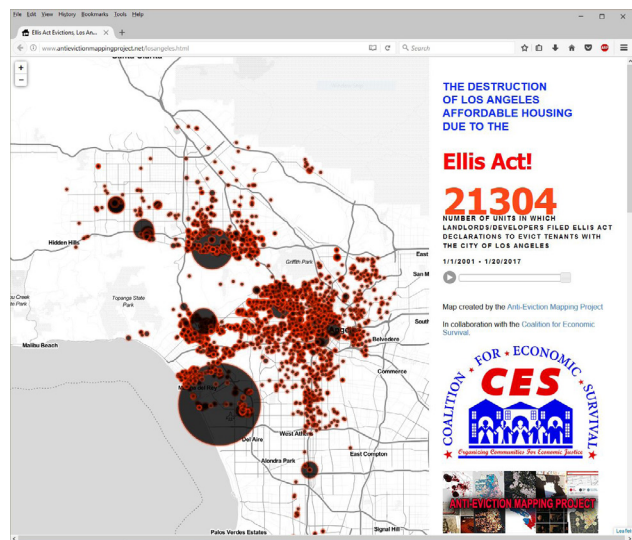
Today's Los Angeles is a place where the contours of poverty follow the contours of neighborhoods of color, as seen in Figure 1 and Figure 2. The region's lower-income communities are in central Los Angeles, South Los Angeles, Pacoima, the San Gabriel Valley, near the Ports of L.A. and Long Beach, and in the high desert. What is new in recent years is that both people of color and poor people have joined the suburban exodus, as evidenced by the concentrations in the eastern San Fernando Valley and the high desert as well as in cities of Southeast Los Angeles that serve as hubs for goods movements. This regional pattern mirrors the distribution of the region's low-income jobs and affordable housing stock seen in Figure 3.

Major concentrations of affordable housing have been in Downtown Los Angeles, South Los Angeles, and the ports region where many communities of color have lived, while low-income jobs have been more evenly distributed with some concentrations in wealthier areas.

This disconnect between housing and jobs signals a need to create better connectivity between jobs and housing. This spatial mismatch is undergoing change: movement outward has gotten new force from the pressures of revitalization and gentrification in many parts of central Los Angeles, as many of those wealthier individuals who once headed to the suburbs are now reversing course or simply sticking in the city.

The return of wealthier residents to the city is a somewhat unexpected development but it should not have been: After years of trying to make compact development work in dense urban areas, developers are finally figuring it out. They are helped along by economic and demographic trends, including the growth of "creative" workers who favor urban climates and millennials who seem to favor urban diversity. But this has created tremendous cost pressures, particularly in the context of another pressing reality in Los Angeles: The county would need another half-million affordable rental units just to meet demand.¹⁰

Figure 4:
City of L.A. Ellis Act Evictions,
Jan. 2001-June 2017



Source: Screenshot of the Anti-Eviction Mapping Project at <http://www.antievictionmappingproject.net/losangeles.html>. Dots represent units in which landlords/developers filed Ellis Act declarations to evict tenants with the City of Los Angeles.

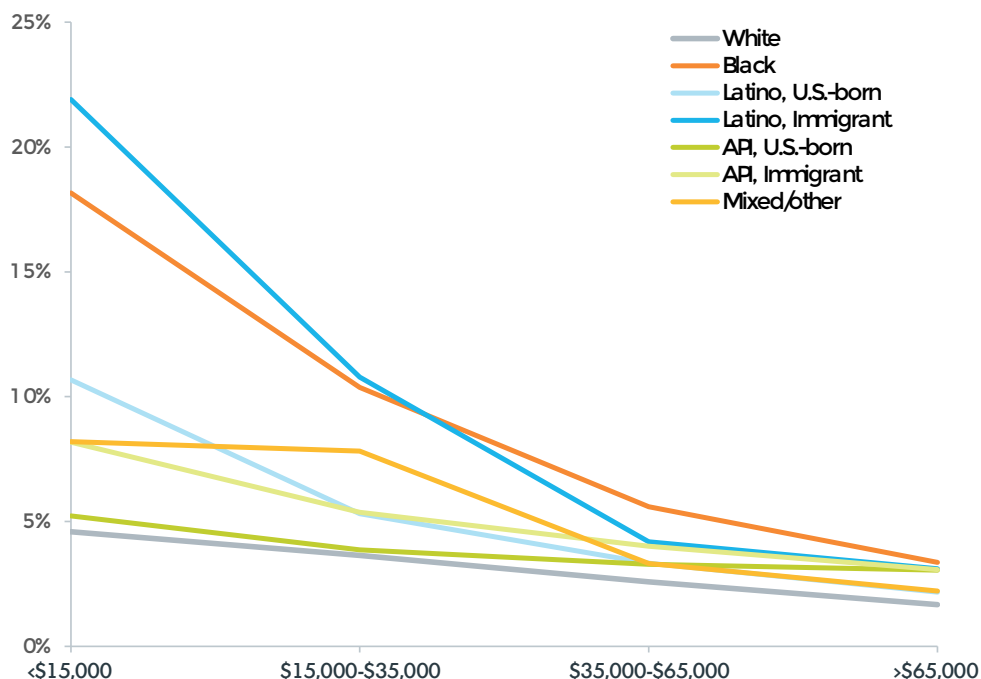
As a result of this imbalance of demand and supply, as well as a shortfall in federal and state resources to build affordable housing, it is estimated that rent has increased 32 percent in real (or inflation-adjusted) terms between 2000 and 2015 while real renter income over that time period actually fell by 3 percent.¹¹ Rising values have created economic incentives for landlords to profit by turning their rental units into condos and evicting their residents in the process or by hiking up monthly rent in places without rent control. Figure 4 shows the rash of displacement caused by one sign of gentrification: Ellis Act evictions (e.g., rental to condo conversions) filed with the City of Los Angeles since 2001.¹²

Repeating the patterns of historical racial disparity, people of color in Los Angeles feel this pressure the most. For example, in the county, the median hourly wage for African-American workers is 74 percent of that of white workers while the median hourly wage for Latino workers is half that of white workers; the implications for the relative rent burden for people of color is clear.¹³

Figure 5:
Public Transit by Race/
Ethnicity and Income,
L.A. County, 2010-
2014

Source: PERE analysis of 2014 5-year IPUMS American Community Survey microdata (see Steven J. Ruggles et al., Integrated Public Use Microdata Series: Version 7.0 [Dataset] (Minneapolis, MN: University of Minnesota, 2017).

**Percent Using Public Transit
by Annual Earnings and Race/Ethnicity, 2014**



People of color are also much more likely to be relying on public transit to get to the jobs they do have: Figure 5 shows that regardless of income, white Angelenos are the least likely to use transit while Latino immigrants and African Americans are the most likely. And this reliance on transit is not just a matter of choice: People of color in the county have lower levels of car ownership than do whites.¹⁴

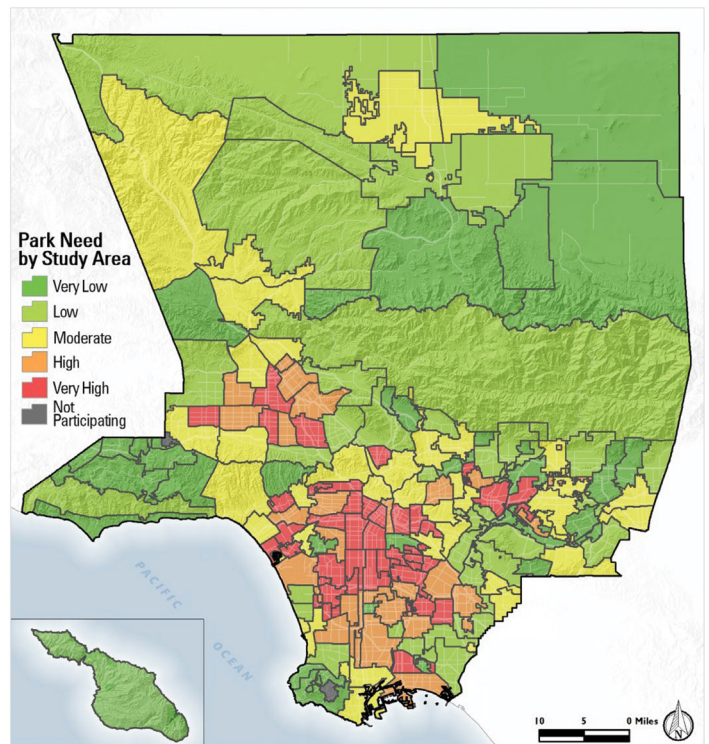
People of color also tend to be impacted by a lack of access to parks and open space. Figure 6 shows the geographic pattern with regard to park need; overlay that on our previous maps of low-income communities and communities of color, and the pattern is obvious.¹⁵ Of course, parks disparity is a long-standing problem but in the last several decades, local advocates, inspired by a broader Civil Rights frame, have argued that park access should be an equal opportunity affair and have come together to create more parks access, securing such spaces as the Rio de Los Angeles State Park at Taylor Yard, the Los Angeles State Historic Park at the Cornfield, and Baldwin Hills Park.¹⁶

So we sort of have a perfect storm—and a perfect opportunity. The long-term development patterns of Los Angeles have resulted in a highly racialized and unequal landscape of opportunity, including barriers to accessing recreation and employment. People of color and low-income people find that part of their limited access to both parks and jobs results from a lower rate of car ownership and inadequate public transit. The legacy of racially disparate wealth-building has also created new vulnerabilities to gentrification and displacement; as downtown comes back, those who never had the assets to buy find themselves pushed away from the homes and neighborhoods they love by inadequate housing supply and rising rents.

At the same time, there is a blossoming of new thinking and new possibilities. The new thinking: Rejecting the dogma of the past, many economists are suggesting that reducing inequality is central to sustaining prosperity.

And the new possibility: Los Angeles, long at the fulcrum of demographic change, economic inequality, and social cleavages, has decided to invest in creating a transit and parks infrastructure that can address past inequalities, support current development, and guarantee a future for all. We just need to get it right—no small task. But if we do, our anticipated investments in transportation and open space will ripple out to positively impact health outcomes, connections to good jobs, affordable housing, and more.

Figure 6:
Park Need, L.A. County
by Study Areas



Source: 2016 Los Angeles Countywide Comprehensive Parks and Recreation Needs Assessment.¹⁷

Note: 188 Study Areas were created by the Park Needs Assessment Steering Committee based on existing jurisdictional boundaries and demographics.



Measures M&A Overview

Photo Credit: Allan Crawford, LACBC

Even as the region faces an extreme housing crisis and a need for more green space and connectivity, Measures M and A will results in billions of dollars of investment in communities countywide. And while we have painted a broad picture of the opportunity this presents

to address our region's equity challenges, here come the details you need to know to make sure that equity does indeed get to the center of the region's transit and park planning processes.

Figure 7

Summary of L.A. County Measures M¹⁸ and A¹⁹

	Measure M	Measure A
What does it fund?	Transportation 	Parks, beaches, open space
Lead agency 	Metropolitan Transportation Authority (Metro)	Regional Park and Open Space District (RPOSD) 
Yearly revenue	\$860 million 	\$94.5 million
How is revenue generated?	New half-cent sales tax and extension of existing half-cent sales tax	Annual parcel tax of 1.5 cents per square foot of development
Date passed 	November 2016 with 71% approval, no sunset	November 2016 with 75% approval, no sunset 
Pre-measure work	40-year expenditure plan development with Metro and Councils of Government (COGs) ²⁰ 	Park Needs Assessment with Los Angeles County Department of Parks and Recreation, cities, and CBOs ²¹
Decision-Making Bodies 	27-member Policy Advisory Council and Metro Board of Directors	45-member Steering Committee and County Board of Supervisors 

Over the next 40 years under the Measure M expenditure plan, the sales tax is estimated to generate \$120 billion dollars for major capital projects and subregional programs.²² Measure M has several moving elements which makes it a complex funding source with a wide impact. The expenditures are further expanded into the following categories shown in Figure 8.

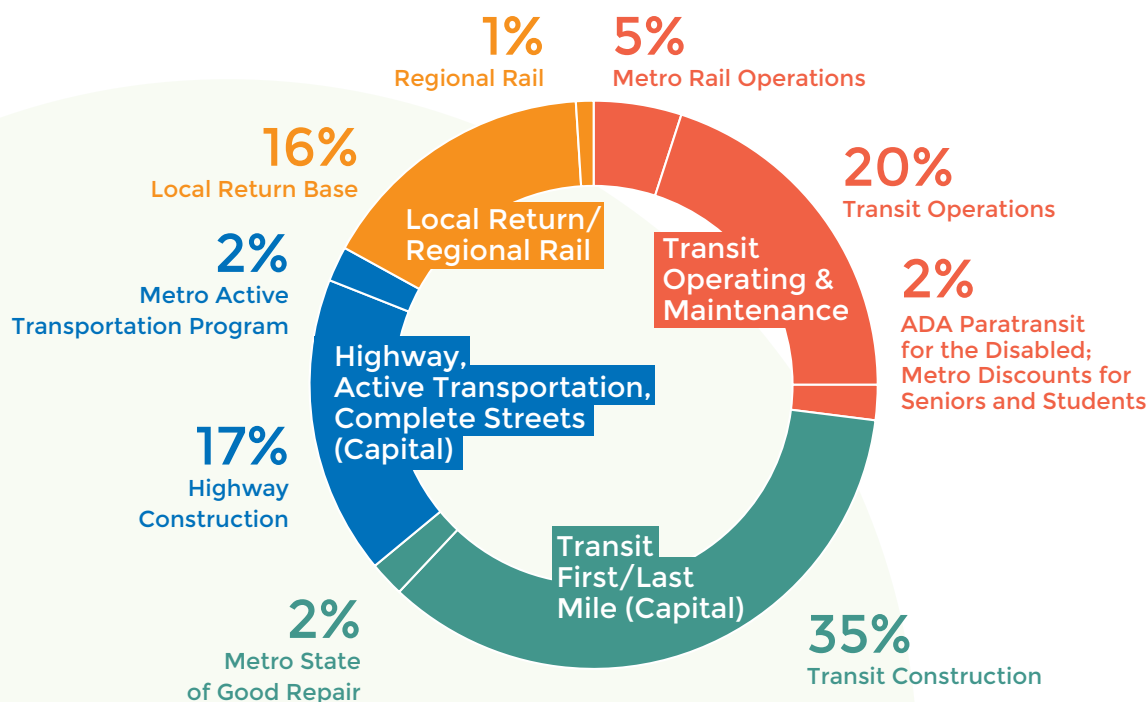
The main key decision-making bodies on Measure M elements are Metro's 27-member Policy Advisory Council (PAC) and the Metro Board of Directors. Moreover, the Planning

and Programming Committee and the Executive Management Committee are also key influencers on Measure M elements.²³ None of these bodies are squarely focused on equity, although there are equity stakeholders in the PAC (as well as on another body called the Customer Experience Committee). The Measure M guidelines were approved in June 2017, but there is still much work to be done on, for example, the Multi-year Subregional Program (MSP)—a \$10 billion grant making program—including finalizing its guidelines, among other things. Metro will also be working

Figure 8:

Percentage Breakdown of Measure M Funding Categories

Measure M: % of Tax Expenditures*



*This breakdown does not reflect details on the supplementary 1.5% Administration/Local Return, which increases the Local-Return Base to 17% of net revenues. Please refer to the Los Angeles County Transportation Expenditure Plan in the Measure M Ordinance for more details on the funding breakdowns: http://theplan.metro.net/wp-content/uploads/2016/09/measurem_ordinance_16-01.pdf.

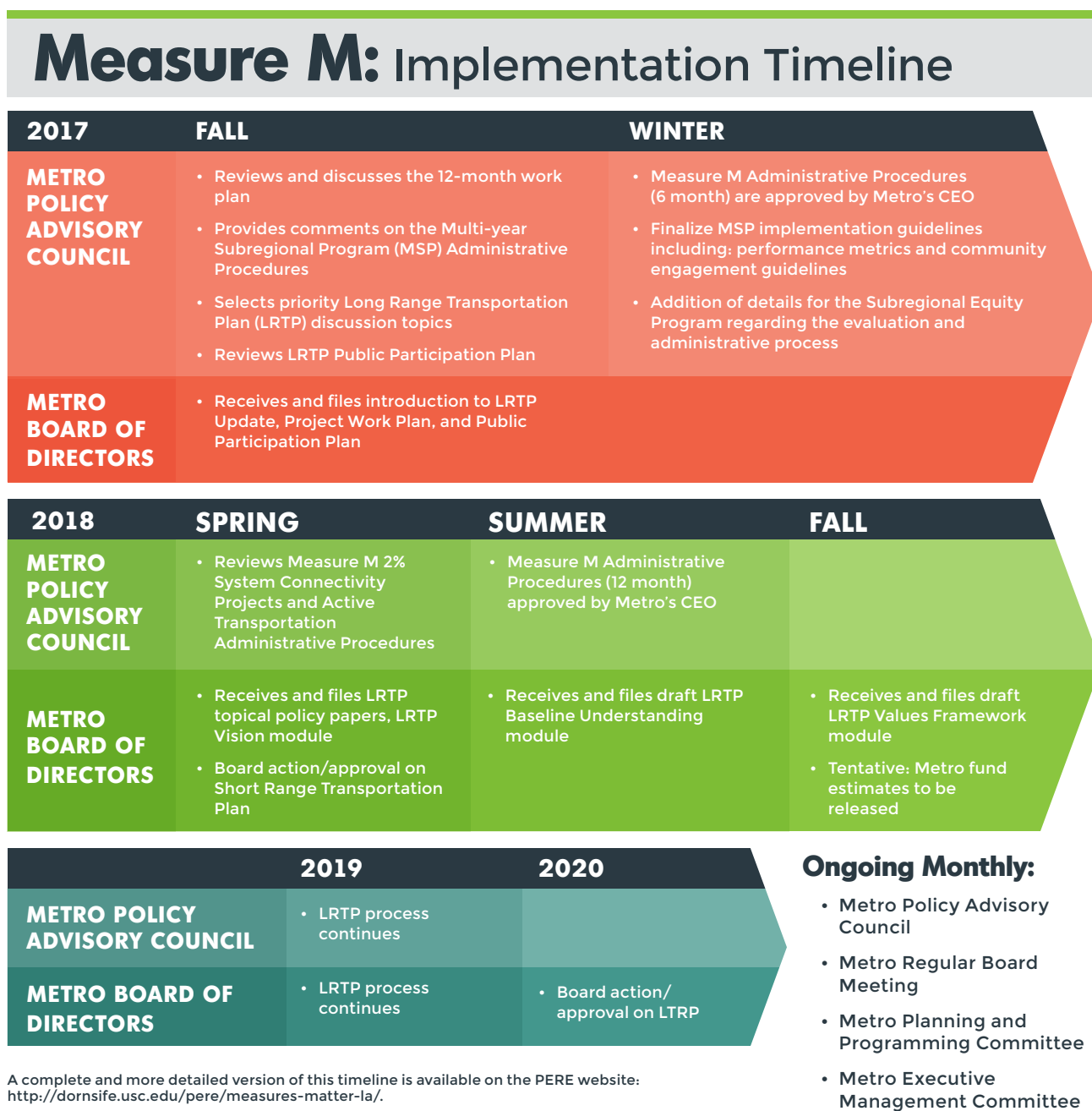
on its long range transportation plan (LRTP) for the first time in about a decade, creating opportunities for ensuring equity in how transportation is funded and delivered in the foreseeable future.²⁴

Of course, it is not just what is to be done but when it will be done. Our *Measures Matter* research has been tracking recent

strategic implementation points and future opportunities for stakeholders to be involved; a brief timeline for Measure M is in Figure 9 and an extensive timeline is available on our website at dornsife.usc.edu/pere/measures-matter-la.

Figure 9:

Timeline of Measure M Strategic Implementation Opportunities



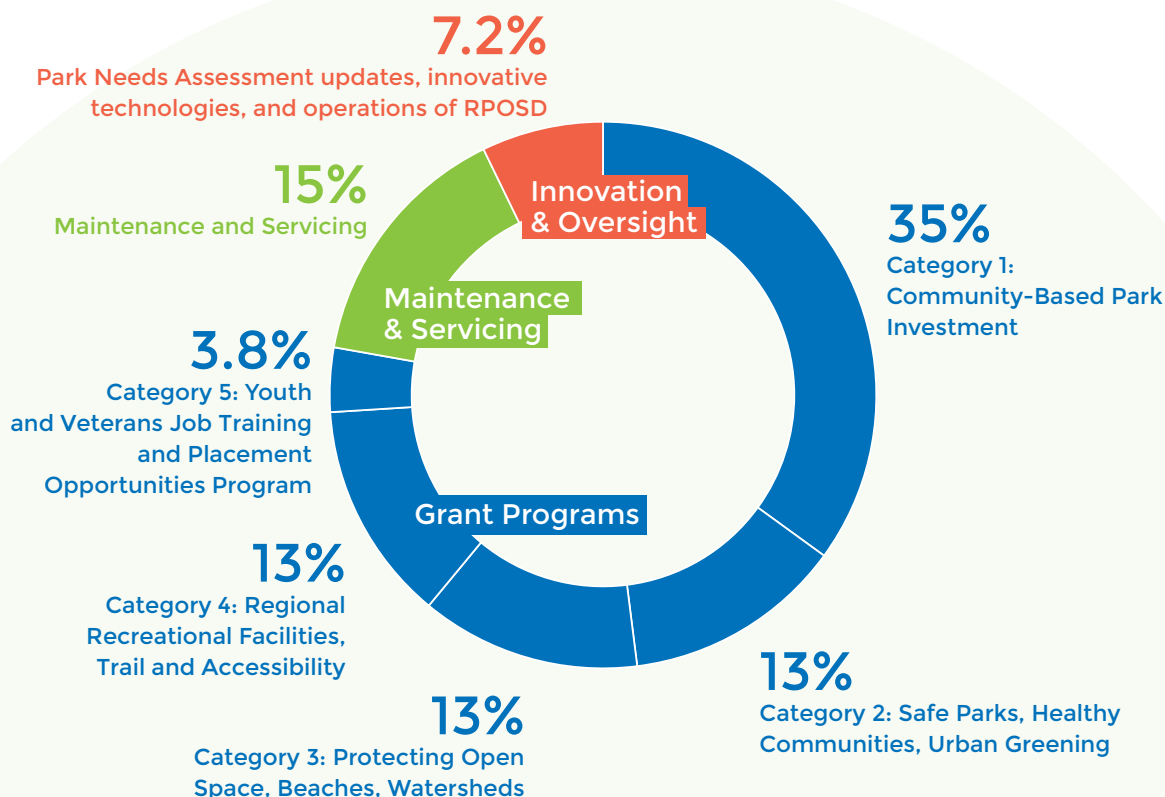
Measure A provides dedicated funding for parks, recreation, beaches, open space, trails, cultural facilities, and veteran and youth programs and is intended to address park equity.²⁵ Just over three-quarters of the \$94.5 million each year will go towards competitive and non-competitive grant programs in five categories shown below. The remaining 22 percent of funds will go towards maintenance and servicing of parks and innovation and oversight activities. A breakdown of Measure A funding categories is provided in Figure 10.

The main decision-making body in the implementation of Measure A is the 45-member Steering Committee and the

County Board of Supervisors. Additionally, Measure A revenue spending and implementation is influenced by the Countywide Park Needs Assessment. Between 2015 and 2016, the Los Angeles County Department of Parks and Recreation led a 16-month process to assess park needs in the region's 88 cities and unincorporated areas.²⁶ The Assessment included an inventory of all parks in the county and examined need by park acreage, distance from a park, and population density. The results were combined to determine an overall park need level for each of the 188 study areas, ranging from "very high" to "very low" need. The Assessment was coupled with a community

Figure 10:
Percentage Breakdown of Measure A Funding Categories

Measure A: % of Tax Expenditures



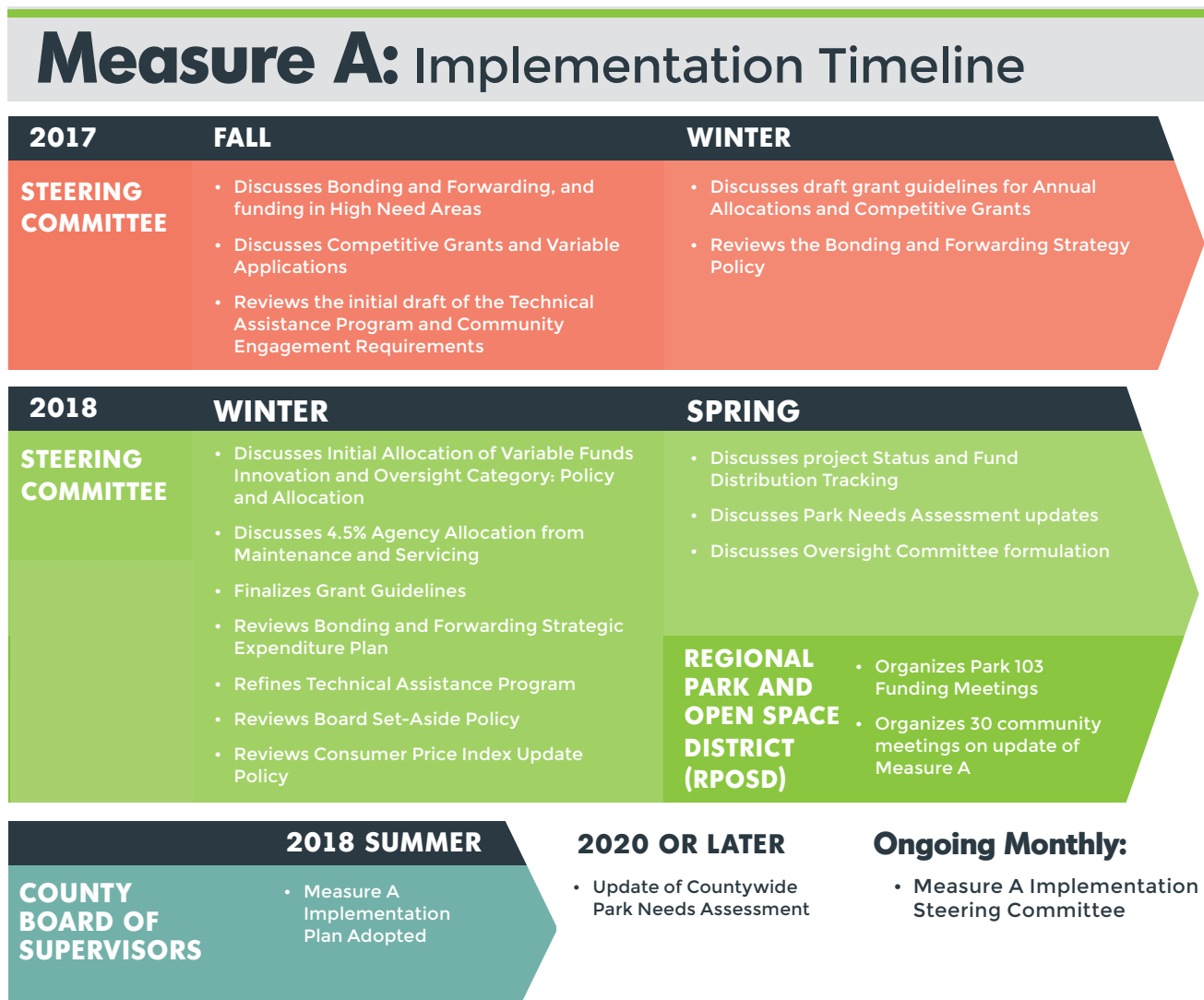
Source: Jane Beesley, "Measure A Implementation Steering Committee Meeting #1," April 27, 2017, http://rposd.lacounty.gov/wp-content/uploads/2017/05/MeasureA_SCmtg1_Presentation_2017.04.27.pdf.

engagement strategy wherein community-based organizations were paid to facilitate meetings and reach out to their constituents. The Park Needs Assessment process is being praised by civic leaders countywide as a best practice in research, planning, and community engagement.

The Park Needs Assessment may be updated after 2020 when new Census data is available.²⁷ For now, the Steering Committee is in the midst of planning for implementation: discussing and approving policies of the plan and

finalizing grant guidelines including minimum community engagement requirements for all Measure A funds. The County Board of Supervisor's approval of the Measure A implementation plan is expected by summer 2018. Our *Measures Matter* research has been tracking recent strategic implementation points for Measure A and future opportunities for stakeholders to be involved; a brief timeline is offered in Figure 11 and an extensive timeline is available on our website at dornsife.usc.edu/pere/measures-matter-la.

Figure 11:
Timeline of Measure A Strategic Implementation Opportunities



A complete and more detailed version of this timeline is available on the PERE website: <http://dornsife.usc.edu/pere/measures-matter-la/>.

One measure alone is enough to make your head spin. However, opportunities come with bringing together Measures M and A implementation in order to tackle regional equity and large investment issues. For how some equity stakeholders are thinking about that, see the boxes below on LA ROSAH and the Tripping Point.

So where should stakeholders focus their attention, in order to implement with equity? What is key to pay attention to amongst the many stakeholders, timelines, meetings, benchmarks, etc.? In the next section we ground the work in a definition of equity, offer eight guiding principles, and some sample action items and indicators of success.



LOS ANGELES REGIONAL OPEN SPACE AND AFFORDABLE HOUSING COLLABORATIVE (LA ROSAH)

At a debut gathering of the Los Angeles Regional Open Space and Affordable Housing Collaborative (LA ROSAH) in October 2017, the collective put forward its concerns about how urban greening and public and private investments might be advancing displacement in some locales, in particular around downtown L.A., Chinatown, Lincoln Heights, and other communities along the L.A. River. LA ROSAH members presented a proposed framework for joint development and land use site typologies that could be used as a multi-benefit strategy for open space and affordable housing. While this work is young and the direct impacts of greening on gentrification and displacement are still being teased out, LA ROSAH set forward a vision to integrate investments of open space and housing, as well as mobility, health and economic opportunity, in order to build equitable communities.

Source: LA ROSAH Equitable Communities: A Housing and Park Summit, October 25 – 26, 2017, Los Angeles,

Photo Credit: Urban Colors Photography

CITY OF LOS ANGELES COMPLETING STREETS WORK GROUP AND THE “TRIPPING POINT”

AARP California, Investing in Place, Los Angeles Walks, and TreePeople comprise the City of Los Angeles’ Completing Streets Work Group. In 2017, the work group helped organize two “Tripping Point” advocacy summits where attendees advanced the work for smooth sidewalks, street trees, bus shelters, benches, stormwater capture, curb ramps, and crosswalks in the City of Los Angeles. Complete streets promote walkability, accessibility, green spaces, and transit which brings communities closer together for recreation, jobs, schools, businesses, and other services.

With Measure M, and possibly Measure A funds, there are opportunities to implement the Complete Street Work Group’s core vision: “public rights-of-way where everyone regardless of age, income or neighborhood can travel safely, reliably, and in comfort.” Moreover, in response to a lawsuit brought under the Americans with Disabilities Act there are \$1.4 billion to make the City of Los Angeles’ sidewalks more accessible and the work group has been advising on how to use the settlement money.

Source: Investing in Place, “The Tripping Point: #Completing Streets in Los Angeles,” February 27, 2017, <https://investinginplace.org/2017/02/27/the-tripping-point-completingstreets-in-los-angeles/>. City of Los Angeles, “LA2040 Open Space Element,” April 2017, https://www.ourla2040.org/sites/default/files/1Open_Space_Discussion_Paper_APIL2017.pdf



Photo Credit: Investing in Place

Equitable Implementation



Photo Credit: Los Angeles Neighborhood Land Trust

So, then, what is equitable implementation? How can a county ensure that public dollars are invested in ways that close racialized gaps and that support sustained economic growth? Who needs to be involved and when? And, first things first, just what do we mean by equity?

Across the county, few if any agencies, funders, or equity stakeholders employ a common definition of equity or equitable implementation—and the fact that the overall goal is not clearly delineated can help to explain both misunderstandings and shortcomings. In the literature, researchers have identified multiple definitions, dimensions, and markers of equity grounded in different moral philosophies (that gave one of the authors of this report flashbacks to esoteric college curricula). For example, one definition of equity,

“paternalistic professionalism” puts great value on professional judgement and leaves the distribution of public goods in the hands of bureaucratic managers and staff (which gave rise to another, equally uneasy, author flashback).²⁸

While we offer a full discussion of this literature in a separate document (see our website), Figure 12 provides some highlights. The important takeaway is that diverse stakeholders enter the conversation with different conceptions of equity, with some wanting to repair past wrongs (removing inequality), some believing that equity means getting the same treatment (benefitting everyone equally), and some believing that equity is actually already built into how market forces reward effort and efficiency (ensuring size of benefit resembles size of input).

Figure 12:
Different Conceptions on Equity

If your primary question is...	Then you might define equity as...
How can we repair historical and present disadvantage?	▶ Removing inequality by targeting resources to the least advantaged
How do we create a level playing field?	▶ Treating everyone equally with some saying that requires addressing past inequalities
How do we make service delivery efficient/effective?	▶ Creating the greatest net benefit
Who paid taxes and what do they get in return?	▶ Ensuring size of benefit resembles size of input
How can we increase individual fiscal choice?	▶ Reducing public spending
What is the best proven practice?	▶ Letting the professionals decide
Adapted from Crompton and West (2008)	

Each conception of equity comes with different strategies, from targeting resources to less advantaged communities to promoting democratic engagement to utilizing market mechanisms to relying on technical expertise. With so many definitions and strategies floating about, it is little wonder that a first step for achieving equity is agreeing on what it means.

In policy conversations in Los Angeles, there are two other competing aspects of “equity” that also create tension: the notion of geographic equality (meaning each place should get its “fair share” of benefits) and the notion that equity means addressing social and economic disadvantage in a way in which populations that have historically been left behind get special attention. We tend to lean toward the ladder conception but understand the importance of engaging other perspectives. Equity in transportation spending, for example, has frequently meant ensuring that every subregion in the County sees a similar level of investment; most social equity advocates do not find this sufficient enough to tackle and close existing disparities by race and other social categories.

We cannot resolve all the disputes about how to define or operationalize equity but we do think there are a few guideposts. First, equity is not the same thing as equality; giving everyone exactly the same transit options will not allow those who are, say, more reliant on public transit to easily get to work or school. Second, equity is not one-size-fits-all; creating job opportunities from transit investment or park expansion for formerly incarcerated people requires a different set of policy interventions and social service supports than what might be needed for, say, the working poor. Finally, equity is not just about contemporary income but also assets and empowerment; this implies that wealth-building opportunities,

like homeownership, are key and so too is the community participation that allows residents to feel engaged and exercise real influence in the planning process.

With that in mind, we define equitable implementation as having three dimensions:

- **PAST**
Equitable implementation prioritizes investments that close historic racialized gaps, especially by wealth, environmental burden, and existing amenities in a way that will improve work and economic and health opportunities for underinvested communities.
- **PRESENT**
Equitable implementation involves authentic partnership throughout the process that centers the perspectives of vulnerable communities, supports community-based participation and power, and results in shared decision making, while also strengthening the health and well-being of the entire region.
- **FUTURE**
Equitable implementation mitigates disparities likely to emerge in the future by leveraging funding for long-term community health and organizational capacity, anticipating and addressing future harm that may result from new investments in a place, and incorporates metrics and evaluation to promote adaptable and effective implementation.

A few key things about this three-dimensional approach: First, it recognizes the lasting impact of history and draws a special eye to addressing legacies. Second, it stresses process as well as outcome—the focus on contemporary grassroots participation in planning is key to ensuring accountability in the implementation process. Finally, it looks to the consequences of decisions made today and stresses adaptability as those consequences emerge.

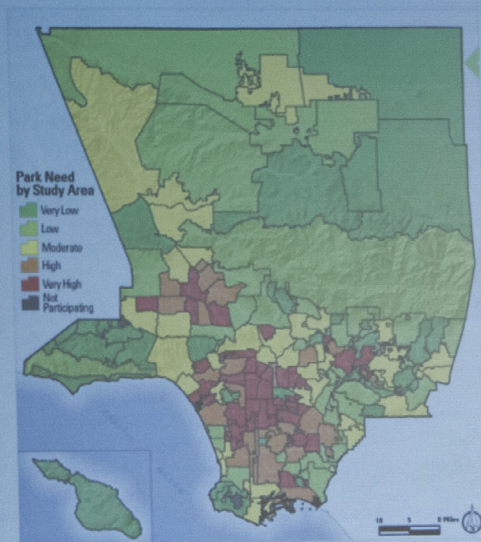
This last forward-looking dimension is key in the current Los Angeles context. Equity stakeholders are quick to remind agencies and others that while they have long worked for massive investments in less advantaged neighborhoods, they do not want displacement of residents to be an inevitable side-effect. To address this, agencies must plan ahead and anticipate both the good and the bad that may emerge from their actions.

To move from definitions of equity to operational principles, we have identified eight directions for equitable implementation based on existing research and conversations with equity stakeholders in the L.A. region (see the interview list at the end of the report). The table imbedded in this section, provides specifics on each principle—sample indicators and action items for Measures M and A—while the text covers each principle in broader strokes.

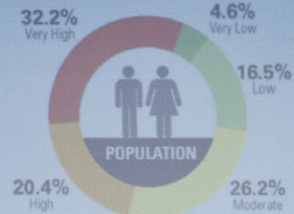


Photo Credit: Laura Raymond, ACT-LA

PARK NEEDS SUMMARY



Population in Each Need Category*



*0.7% Not Participating

Average Acres per 1,000 Residents in Each Need Category

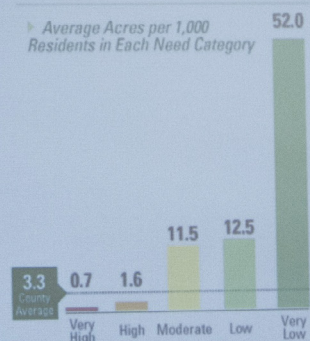


Photo Credit: Los Angeles Neighborhood Land Trust

1 Drive with equity from the start

Advancing equity means that residents, advocates, and public officials come together early to define and integrate equity into policy development, rule making, and implementation before money and funding is even discussed.

Traditional economic thinking and policy often places equity concerns as a sort of afterthought: The key task is to grow the economy any way possible and then clean up any distributional or environmental damage after the fact. The fact that equity matters for economic growth—and the reality that constituencies concerned with addressing racial and other disparities have gained more political voice in Los Angeles—means that a new rule is in order: Equity considerations have to be right at the front of any conversation about investments in the region's future.

Part of making sure that equity is baked into any plan involves coming to a shared definition. While we have proposed one above, deep and thorough community outreach can help to come to a shared definition of equity, before dollars are attached, and lead to a better ballot measure—which is what happened with Measure A (see next paragraph). On the other hand, in the case of Measure M, some equity stakeholders refused to endorse it because there was no assurance that the funding would improve equity—especially since prior transportation infrastructure, including rail investments that once favored suburban commuters and shortchanged bus service, has contributed to inequity in the region.²⁹

An example of this principle: When the 2014 parks initiative precursor to Measure A failed on the ballot, the County regrouped.³⁰ Supervisors Ridley-Thomas and Antonovich provided the leadership to ensure that a needs assessment would be conducted prior to the next ballot measure. The Park Needs Assessment took place before Measure A went on the ballot and by including a significant community-outreach process, it fostered what we have called “diverse and dynamic epistemic communities.” Indeed, the process embodied exactly the elements we have identified in our research on other metro areas and planning processes: The meetings were grounded in data (the needs assessment), had a common sense of regional destiny, required the agency and community members to understand each other's points of view, and were action oriented (towards a ballot measure). The result was a ballot measure that not only passed but has equity as a tenet of implementation from the start.

In general, this principle supports the early building of knowledge communities that define equity, inform how ballot measures are written, and move agencies and the County to adopt binding equity definitions, frameworks, and metrics. The next principle ensures that the constituencies for equity are strong and able to hold agencies accountable to their equity commitments.

Principle	Sample Indicators	Sample Action Items	
1. Drive with equity from the Start	- Fostering diverse and dynamic knowledge communities that assure repeated interactions and trust building - Adoption of a shared definition of equity with the goal of closing social disparities - Adoption of a shared vision for equitable implementation - Adoption of funding guidelines that promote equity	M + A	Develop countywide equity standards
			Ongoing community engagement on both measures for long-term accountability
			Create clearinghouses for data, updates, timelines, etc. for measures
		M	Develop a framework for equity in the Long Range Transportation Plan
2. Support grassroots groups and leadership development	- Historically underserved communities are organized and recognized constituencies for equity - Public leaders developed in equity organizations - Public leaders are provided cover to make bolder decisions for equity - Funding is re-oriented towards long-term capacity-building to expand community-based power, including capital and land acquisition	M + A	Invest in long-term CBO capacity to engage communities in implementation
			Support grassroots programs that develop public knowledge of planning processes, equity, and prepare leaders for boards and commissions
			Fund CBOs with long-term capital and land acquisition through flexible investment models
			Fund CBOs to engage in and advocate for equitable measure implementation for the long-haul
3. Share decision making among residents, cities, and agencies	- City and agency staff trained in community engagement - Shifts in city and agency practices that integrate CBOs (e.g. joint agenda development, etc.) - Community engagement impacts decision making - Decision-making bodies are transparent and identify key points of intervention	M + A	Support collaboratives and convenings that assist with learning curve for CBOs and stakeholders that want to participate in measure implementation, but do not know how
			Shared scheduling, agenda development, and other linked communication among cities, CBOs, and agencies
			Train city, county, and COG staff to understand and implement equity on clear, consistent practices for CBO partnership
			Strategically assess power and develop a strategy for engaging jurisdictions who are resistant to needs-based equity definitions
4. Take a collaborative approach to training and technical assistance	- Technical partnerships among universities, CBOs, communities, and public agencies in field - Successful grant applications from small cities and CBOs from underrepresented and low-income communities - Technical staff retention at CBOs - Active mechanisms for technical knowledge-sharing among small cities and/or CBOs	M + A	Create government set-asides funds for in-depth technical assistance/coaching including grant writing, planning, development, and community engagement
			Strengthen funding for CBO and small city technical staff (e.g., urban planners, community organizers, researchers, policy staff, etc.)
			Fund lobbying and legal counsel for grassroots, local CBOs
			Create open-source and/or open-access platforms for small cities, CBOs, and others to share best practices, models, and other technical knowledge

Sample Action Items		Sample Indicators	Principle
Create baseline assessment of equity for funding allocations	M + A	- Baseline assessments of equity established prior to a measure going on the ballot - Equity guidelines for competitive and noncompetitive grants - Incentives and penalties for subregions and grantees to align to equity guidelines - Improvements in equity in all county subregions	5. Attach government dollars to equity guidelines
Use equity as a high-ranking factor in competitive grant applications			
Create set-aside funds for projects that advance equity			
Create penalties and incentives for subregions and grantees to meet equity goals			
Collaborate with other agencies to decrease criminalization in parks and on transit	M + A	- Disadvantaged and transitional worker policies - Incentives for programs that keep residential and business tenants in place - Environmental justice and public health criteria included in equity definitions and guidelines - Policies for decriminalization and lowered arrest and policing rates in parks and on transit	6. Advance a broad regional economic and health equity platform thorough all programs and policies
Scope out concrete, potential joint investments connecting Measures H, HHH, and JJJ; and other housing and jobs funding sources			
Incorporate CalEnviroScreen, or other recognized screening methodologies, in project selection to prioritize disadvantaged communities			
Strengthen Metro Business Interruption Fund to help small business owners with property acquisition (vs. rent support)	A		
Create equity guidelines across departments, as a model for countywide work, and secure clear commitments and accountability from agencies	M + A	- Local funding streams build on/or attract state and federal funding - Adoption of equity guidelines and commitments by collaborating departments - Permanent structures for intra-agency collaboration on cross-cutting issues - Building stakeholder collaboratives and convenings that are integrating and leading across silos	7. Integrate and lead across silos
Create a cross-sector equitable implementation council that has decision-making authority to discuss and address pressing regional equity issues (e.g., displacement, decriminalization)			
Create mechanism for sharing meetings and decision-making timelines across agencies			
Scope out and secure funding from other state sources (e.g. SB 1, cap-and-trade, etc.)			
Develop measure-specific equity metrics for processes and outcomes	M + A	- Community-based participation in metric selection, data collection, and review - Neighborhood-level data and metrics, especially in target areas - Inclusion of indicators that reflect current equity concerns (e.g., race, housing, etc.) - Processes that allow for funding streams to be adapted to current conditions	8. Conduct ongoing outcomes and process evaluation
Conduct regular process and outcome evaluations throughout implementation process, and build in early wins for community			
Fund external equity-based review of the Park Needs Assessment and its 2020/2021 update	A		
Integrate community-recommended equity metrics in Metro's next update of the Long Range Transportation Plan	M		



Case Study: Puget Sound Region

In the Puget Sound region, equity-focused implementation came through the Puget Sound Regional Council Growing Transit Communities Partnership, a federally funded 2011-2013 program to invest in expansion of light rail and bus rapid transit. The Regional Equity Network was a sub-component of the Partnership to build regional capacity and administer mini-grants to non-profit organizations for community engagement in the transit corridor planning process. A total of \$450,000 was awarded in the amounts of \$5,000-\$15,000, and the Network provided grantee workshops, regional convenings, and technical assistance.³¹ The Growing Transit Communities Partnership also developed a “People + Place” Implementation Typology which was used as a lens for making decisions for each transit station.³² The Growing Transit Communities social equity efforts complements the City of Seattle’s Race and Social Justice Initiative, a commitment to eliminate racial disparities and achieve racial equity in the City of Seattle’s programs and Comprehensive Plan.³³

2

Support grassroots groups and leadership development

Advancing equity requires nurturing grassroots organizing to expand community power and creating leadership ladders and lattices that will effectively change the conversation on equity and hold government accountable.

A main challenge to arriving at a shared working definition of equitable implementation is that equity organizations, stakeholders, and leaders are often spread thin. At the same time, they are key to the process: Power-building, community-based organizations (CBOs) are able to understand community concerns, organize residents around those needs, and hold governments accountable to their constituencies.³⁴ Moreover, these are the organizations that can produce the leadership that can champion measures, mobilize other voters and residents, and stick their necks out for equity.

While some agency officials may fear that stronger community groups just means more conflict, research shows that the opposite can be the case.³⁵ Indeed, ensuring that community-based organizations are strong will result in more nuanced work with agencies. For example, the Jobs to Move America coalition, which grew out of efforts launched by the Los Angeles Alliance for a New Economy (LAANE), has modeled its efforts to hire disadvantaged workers based on collaborations around this issue with Metro. Similarly, the Black Worker Center has recommended how Metro could renew its Construction Careers Policy based on a depth of experience with Black workers, Metro, and workforce policy.³⁶

Getting community members and leaders ready for this inside-outside role—both protesting when they are in opposition and forging



Photo Credit: Ready to Work Program, LA Black Worker Center

collaboration where there is agreement—requires new sorts of leadership and technical training. Liberty Hill conducts a Commissions Training that helps develop the leadership ladders and lattices, and skillset of equity stakeholders.³⁷

It is also useful when elected officials themselves rise out of labor or Civil Rights organizations—think, for example, Supervisor Mark Ridley-Thomas, Congresswoman Karen Bass, former Mayor Antonio Villaraigosa, and so many others—and so provide another inside-outside link by literally being on the inside and so bringing these concerns to bear from the political top.

Upholding this principle means, at its core, investing in CBOs: adequately resourcing base-building, general operations, and especially leadership development. But getting to equity will require that agencies actually be responsive to these empowered CBOs, as the next principle explains.

3 Share decision making among residents, cities, and agencies

Communities, community-based organizations (CBOs), and cities need to play a central role in decision making. This means creating capacity and allowing time to authentically engage community members and give them concrete power to affect process and outcomes.

Including everyone in decision making towards equitable implementation is not easy. Agencies are under pressure from the voting public and elected officials to deliver efficiently and quickly, and marginalized communities are seeking to rectify long-term inequalities in service provision, and prevent further displacement. But the sort of mismatch in time horizons needs to be managed and inclusive community engagement processes need to be the standard. Being exclusive, or simply “checking the box” for community engagement, can exacerbate conflict, worsen inequity, and stunt economic growth. As one agency official remarked, we need to “break out of the status quo immediately.”

Metro and Regional Park and Open Space District (RPOSD) are already establishing best practices to share decision making by giving equity stakeholders a seat at the decision-making table through the Measure A Steering Committee and the Measure M Policy Advisory Council (PAC). In addition to the work RPOSD has already done with the Needs Assessment outreach, it is also thoughtfully considering what deep engagement looks like moving forward with Measure A implementation,

including minimum engagement requirements and tiered engagement approaches.³⁸ To further strengthen long-term collaboration, agency staff needs training in working with CBOs which should include new and creative means of communicating (see *Graphics for Good* box for one example), training in cultural competency, ensuring feedback impacts outcomes, and more.

Conflict can be an inevitable part of the shared decision-making process: If equity is not already prominent in the discussion, the only way it is likely to make its way to the center is through prodding, pushing, and provoking uncomfortable conversations. However, if participatory planning becomes standard practice, then such tensions can, over the course of repeated interactions, instead become new ways of achieving consensus (see the case study on the San Francisco Bay Area).

In short, shared decision making means forging a collaboration that, yes, may surface tensions but that dynamic process will also create more ownership, better investments, and a more equitable and sustainable region. Beyond collaborative decision making, small CBOs and small cities need more capacity to compete for agency-awarded dollars, as the next principle illustrates.



GRAPHICS FOR GOOD

When Metro, County, and City officials got word that high school students from Mendez High School and CALO YouthBuild would gather around a chain link fence at their Metro development in Boyle Heights, officials feared that youth were chaining themselves to the fence. Instead, students were writing what they wanted for that plot of land on ribbons and tying them to the fence. Once agency officials figured it out, they joined the activity.

Self Help Graphics and CALO YouthBuild worked with the students to plan this arts “activation” of the space entitled “Binding Displacement.” Rather than a bland survey or regular community forum, the demonstration brought people together, created a visually stunning display, and also communicated to Metro what residents wanted for their community. Artists can play an important role in developing new, more innovative, and humanizing ways of communicating.

Source: Interview and email correspondence with Betty Avila and Joel Garcia, Co-Directors, Self Help Graphics, October 2017.



Photo credit: Joel Garcia, Self Help Graphics

Case Study: San Francisco Bay Area

In the San Francisco Bay Area, advocates, residents, and agencies have come together to infuse equity into the regional transportation plans (RTP), which get updated every three to four years, and are tied to billions of dollars in transportation funding. During the creation of each RTP since 2001, the Metropolitan Transportation Commission (MTC) has incorporated an equity analysis to prioritize communities based on high poverty, high minority populations, and other socioeconomic characteristics.

In the 2013 RTP process, the 6 Wins for Social Equity Network, made up of 40 Bay Area community organizations, developed the “Equity, Environment, and Jobs” (EEJ) scenario. This was initially a sort of “outside” push—the groups had to lobby to open up the planning process and add their own preferred scenario into the considerations. Even though in the end, the EEJ scenario was not adopted, the Network engaging repeatedly and constructively with MTC helped shift over \$8 billion from highways and transit capital projects to bettering transit service improvements for those who rely most on public transportation.³⁹ The advocacy also resulted in tying regional funding and grants for transit-oriented development to the adoption of local anti-displacement measures and affordable housing production.⁴⁰

In 2015, MTC codified shared decision making by creating a Regional Equity Working Group which links community stakeholders, agencies, and residents and holds direct power over regional planning processes.⁴¹ The Working Group has since defined equity targets that consider housing, open space, climate protection, and other areas, that have been incorporated in the Plan Bay Area 2040.

IT IS NOT REASONABLE TO EXPECT CITIES LIKE SAN FERNANDO AND MAYWOOD TO COMPETE AGAINST PASADENA AND THE CITY OF LOS ANGELES WHEN GOING UP FOR COMPETITIVE GRANTS, AND YET THEY MAY NEED TRANSPORTATION AND PARK PROJECTS MORE.



4

Take a collaborative approach to training and technical assistance

Community-based organizations (CBOs) and smaller cities often lack the technical capacity to win competitive grant funds. Investing in tailored technical assistance and training will support projects in places that need them.

A key challenge to equitable implementation is capacity shortages among CBOs and small cities. CBOs run on tight budgets and can have difficulty retaining professionalized technical staff, like urban planners, due to noncompetitive compensation. Similarly, small cities may lack specialized capacity as well as political savvy required for preparing successful park and transportation grants. Often larger and more affluent cities are more successful in competing for these grants.

It is not reasonable to expect cities like San Fernando and Maywood to compete against Pasadena and the City of Los Angeles when going up for competitive grants, and yet they may need transportation and park projects more. LA n Sync, the PLACE program at the L.A. County Department of Public Health, and Pacoima Beautiful are some organizations that have expanded the capacity of others through writing grants, mobility plans, open space plans, and the like for small cities and organizations that need coaching or technical assistance. RPOSD is reviewing a technical assistance program with one part consisting of application assistance, a technical and grantee help desk, partnerships and mentoring, and other forms of assistance.⁴² The other part would be devoted to

planning and design, an area of particular need according to many equity stakeholders. Metro should consider joining RPOSD in providing deep technical assistance to prospective grantees, particularly as the agency with more resources.

Other technical assistance is needed beyond grant applications. Small jurisdictions (and CBOs) may need planning, community engagement, and other expertise to successfully implement projects funded with agency dollars. CBOs also have technical assistance needs for their advocacy work which can include research, communications, and legal counsel needs. University partnerships and communications firm partnerships can help. One innovative example comes from the American Heart Association Voices for Healthy Kids which requires all grants to have a percentage of budget allocated for legal counsel so that grantees can confidently advocate within the 501(c)3 constraints.

In short, it is an equity imperative that funders and agencies work together to expand the capacity of CBOs and small cities. This principle aims to ensure that those places which most need projects are able to compete. This, of course, does not ensure that the dollars will be used equitably, but the next principle tries to address that.

5 Attach equity guidelines to government dollars

Cities, agencies, and community-based organizations (CBOs) should demonstrate how projects funded by government dollars will make an impact on equity.

In a market society, all the right language about inclusion and empowerment only makes a difference if it directly impacts the allocation of resources (see case study on Fresno).

Attaching equity guidelines to dollars helps to provide a financial incentive to pursue more equitable development. It also grants less advantaged groups some leverage against more powerful industries or residents that might seek to push environmental disamenities out of their communities and into lower-income communities in order to protect their own interests.

One interesting example of using equity to steer dollars is California's commitment, codified in Senate Bill 535 passed in 2012, to spend at least 25 percent of cap-and-trade dollars in ways that benefit less advantaged communities (with a mandate that 10 percent be spent directly in those communities). To determine which communities are disadvantaged, the state developed a tool called CalEnviroScreen that ranks neighborhoods by their pollution burden and socioeconomic vulnerability. As a result, these communities gain leverage; those developers who want to tap into the funds to, say, build affordable housing need to partner with communities so often left behind.

In part, Measure A is getting this right with two categories of funding including "high need or very high need" areas in its grant-making formulas. Additionally, community engagement approaches will be required for all Measure A funding; the Measure A Implementation Steering Committee is charged with incorporating the community engagement requirements into the grant guidelines.⁴³ Metro should incorporate equity guidelines in its Multi-year Subregional Program (MSP) to ensure that those \$10 billion advance equity.⁴⁴ County Supervisors and Metro Board of Directors need to exert leadership to ensure that equity, especially addressing past disadvantage, contemporary participation, and future consequences, is a countywide priority that makes its way down to agencies, subregions, and cities.

So, then, with public investments historically widening equity gaps, instead of closing them, all dollars need to be tied to equity guidelines. Moreover, agencies need to take responsibility for the ways their investments can impact the broader, regional equity challenges, as described in the next principle.

Case Study: Fresno

Fresno's Measure C, a half-cent countywide sales tax fund similar to L.A. County's Measure M, has helped fund the City of Fresno Midtown Trail: a 17-mile trail providing much-needed recreation space in historically underserved communities.

This use of Measure C funds and selection of the Midtown Trail project was a result of advocacy from organizations like Cultiva La Salud and Leadership Council for Justice and Accountability. Fresno City Council adopted a grant application scoring formula proposed by the organizations that prioritized geographic and economic disparities in low-income neighborhoods.⁴⁵ Adopting the community's scoring formula instead of one recommended by planners and engineers on the City staff, provides slightly more advantage towards lower-income neighborhoods that have historically received lower levels of public investment.



6

Advance a broad regional economic and health equity platform including anti-displacement, jobs, and decriminalization through all programs and policies

Public investments change communities. Investments should be made with an eye towards advancing a broader vision of regional health equity, by reducing negative impacts (e.g., displacement, criminalization) and expanding co-benefits (e.g., job growth, public health).

A key challenge to equitable implementation is the integration of broad regional challenges. Interviewees strongly and consistently raised displacement from gentrification as an issue that Metro and RPOSD need to address in the implementation of Measures M and A. But they also highlighted unemployment and working poverty, environmental justice, and the overcriminalization of people of color as pressing concerns that, though not explicitly named in Measures M and A, could be exacerbated or ameliorated depending on how implementation proceeds. In general, public investments may be in one arena—say, transportation or parks—but they have significant spillover effects that are harmful and helpful to other arenas of community life.

For example, the creation of working-class jobs that comes through transportation construction projects presents opportunities to create pathways back to the labor market, particularly for those exiting the criminal justice system. Meanwhile, the expansion of parks can address long-standing inequities in access to environmental amenities as well as promote public health. However, the reality is that both Measures M and A are generating huge public investments in neighborhoods where the threat of displacing and excluding lower-income people is real. At the same time, many

worry that new development could exacerbate criminalization at parks and on transit—that is, targeting of homeless people, people of color, and those with fewer means. So while Metro or RPOSD are not housing authorities or traditional arms of enforcement, they do have a responsibility to consider how their investments either contribute to displacement or help residents thrive in place.

The County can exert leadership and create mandates that encourage agencies to address pressing regional issues in addition to its main area of work. One example: The State's Strategic Growth Council's Transformative Climate Communities (TCC) grant guidelines requires applicants to choose and implement a certain amount of anti-displacement policies, from a menu of policies (see Figure 13), in order to receive funding.⁴⁶ The County and related agencies could do something similar on displacement as well as on an array of issues. Other options include creating a regional Equitable Implementation Council (like the aforementioned Regional Equity Working Group in the Bay Area), exploring joint funding, and others presented in the 2-page summary table above and in the Action Plans in the appendices.

The gist of this principle: Implement public dollars in ways that make improvements on all pressing matters of equity, rather than within the narrow scope of an agency's direct mandate. The region will better be able to fulfill this mandate by working together across agencies and with the state and national government, as the next principle explains.



Photo Credit: Mike Dennis

Figure 13:
Highlights from Transformative Climate Communities' Menu
of Anti-Displacement Policies

Category	Policy
Production of Affordable Housing	• Incentives for inclusionary zoning* • Community land trusts • Land banking programs
Preservation of Affordable Housing	• Rent control, stabilization ordinances, and rent review boards* • Condominium conversion restrictions* • Preservation of affordable housing via acquisition and rehabilitation programs
Tenant Protections and Support	• Tenant anti-harassment policies • Right-to-return policies for existing households • Funding for tenant organizing
Neighborhood Stabilization and Wealth Building	• Asset building opportunities for low-income residents • Development of worker cooperatives • Non-speculative home ownership opportunities

*Policies that require local municipal participation to implement
For a full Menu of Anti-Displacement Policies, see: <http://sgc.ca.gov/Grant-Programs/Transformative-Climate-Communities-Program.html>

7

Integrate and lead across silos

With public investments coming from many sources, making progress on equity will require collaboration, coordination, and leadership across agencies and jurisdictions. Additionally, funding streams from different levels of government must be leveraged.

A key challenge to equitable implementation is regional and jurisdictional fragmentation; there are many cooks in the kitchen, so to speak, and they are not always coordinated or focused on equity. If one jurisdiction continues to zone for and allow heavy industry next to another mainly residential jurisdiction, the region will not move towards equity because another environmental justice crisis will arise. As we noted earlier, the reality is that while some agencies may not want to act beyond their purview, their impacts are already broader. So this principle is about taking ownership of those externalities and being more effective through coordination—particularly through strong leadership.

Leaders need to hold other leaders accountable. Housing authorities cannot be the only agencies concerned about housing; Metro leadership should be concerned about displacement. The police department should be concerned with decreasing the overcriminalization of African Americans, Latinos, and those with fewer means, but so too should be the Regional Park and Open Space District. Our discussion of the elements of diverse and dynamic knowledge communities—the commitment to sharing data, developing a common regional vision,

and working for action across issue areas—clearly applies to the region’s civic leadership. There are few forums to develop the necessary relationships across sectors and agencies and there need to be more.

This principle also highlights vertical coordination—working to capture funding and support from higher levels of government. It is good here to build on expertise; for example, affordable housing developers are some of the most skilled at piecing together funding from various sources. In our interviews, such affordable housing experts argue that it is critical for equity stakeholders to communicate their priorities to agencies so that regional leadership will work to capture statewide funds. There are ongoing opportunities to secure funding from state sources, like SB1 and cap-and-trade funds.

In short, equitable implementation requires strong leadership to ensure that regional agencies and jurisdictions are coordinated and also to bring statewide dollars into the mix. And to ensure that progress on equity is being made, our last principle comes into play: ongoing evaluation is key to tracking progress towards regional goals.



Photo Credit: Rhonda Ortiz, USC CSII

8

Conduct ongoing outcomes and process evaluation

Given that inequity evolves over time and place, equitable implementation will require ongoing process and outcomes evaluations for implementation to adapt to conditions and be effective over the long term.

A key challenge to equitable implementation is the need to adapt to changing conditions. In addition to the shifts that come with the natural progression of time, place-based investments will change neighborhoods. As a result, implementation needs to adapt to the changing conditions of equity in specific neighborhoods and the region. This will require being in touch with local stakeholders who should identify equity concerns as they emerge and working with agencies to identify equity metrics for processes and outcomes.

Metro should be lauded for heading in this direction. In 2017, Metro commissioned a *Quality of Life Report* to evaluate Metro's ability to service its customers and improve their quality of life.⁴⁷ Comparing 2008 to the most recent data available, the analysis focuses on service and finance, mobility and access, and sustainability and the economy. It includes equity outcome indicators like safety, reliability, proximity to disadvantaged communities, disadvantaged and minority workers on Metro construction projects, gentrification and drivers of displacement, language access as well as demographic breakdowns by race and ethnicity. It is a step in the right direction and it provides a baseline for future comparisons.

The stakeholders that we interviewed in this research stressed the importance of neighborhood-level metrics, external reviews of agency adopted metrics, and the development of new metrics to gauge the authenticity of community participation. Such measures

should be quantitative, but also qualitative. For example, agencies can measure if community engagement happened as well as its quality: With whom? In what format? Did feedback shift outcomes? Do community stakeholders have ownership over projects? Was trust built or eroded in the process? Capturing both transactional and transformational metrics matters; transactional metrics are straight forward (did community engagement impact project plans?) while transformational metrics get at the quality of the engagement (was trust built?).⁴⁸

Good intentions are only as helpful as the follow-through that comes after. Process and outcome metrics help to hold ourselves accountable and measure progress towards shared goals. Measures matter in two senses: first, M and A will have a significant impact on the region, and second, we need to develop and deploy accountability metrics to ensure that equity is both centered and achieved in the implementation process.

PLACE-BASED
INVESTMENTS WILL
CHANGE NEIGHBORHOODS

Going Forward



Photo Credit: Deanne Fitzmaurice
deannefitzmaurice.com

Specific Recommendations to Agencies and Funders

With principles in place, we now turn to recommendations for the way forward. The appendices include detailed Action Plans with specific, tangible recommendations for funders and the County and its related agencies, including Metro and Regional Park and Open Space District (RPOSD). But let us ease into that Action Plan by starting with three major recommendations for both groups. We start with County and County-related agencies and then turn to funders.

First, agencies should provide in-depth technical assistance to small jurisdictions and community-based organizations that find it hard to compete with applicants from larger jurisdictions. RPOSD is already doing this; Metro can do more and this would be particularly impactful considering how many more resources it has. Doing so immediately will ensure that places less well-positioned, but no less in need of projects, will be able to capture funding and successfully implement projects.

Second, County and County-related agencies—especially Metro—need to reimagine the way they do community engagement. These agencies may be wary that more engagement will produce more conflict, particularly given past patterns, including the deep tensions between the Bus Riders Union and Metro.⁴⁹ But it is also the case that engagement, if done right, can defuse tensions and provide the basis for a new start. Unfortunately, agency staff often lack the orientation and skills to doing meaningful community outreach while CBOs often lack clarity or certainty about whether these processes tangibly impact policy outcomes. There is a need for new and creative forms of communication between agencies and equity stakeholders; RPOSD is forging ahead with a better model that includes repeated engagement, CBO-led processes, and adoption of “Engagement, Approaches, and Requirements” for all Measure A funds. Better engagement can actually create better outcomes but it will require a reimagining of the relationship between agencies and

communities—and a commitment to follow talk with action that demonstrates that communities were heard.⁵⁰

Third, agencies need to account for the broader impacts of their work on regional equity, as discussed earlier. This will need to come from the top (a countywide mandate would help) and the bottom (agency staff understanding equity and regional equity concerns as well as how to engage them). We also recommend that agencies listen to equity stakeholders who may be able to offer tangible ideas for making improvements in workforce development, housing, environmental justice, decriminalization of people of color, public health and more (see our later recommendation about developing an Equitable Implementation Council).

For funders, we have three top recommendations as well. First, scope out interest in and support the creation of an Equitable Implementation Council similar to the California Community Foundation’s Council on Immigrant Integration (see the box on the next page). The Council should include equity stakeholders in anti-displacement, decriminalization of people of color, workforce development, public health, and environmental justice to



Photo Credit: Urban Colors Photography

CCF COUNCIL ON IMMIGRANT INTEGRATION



Photo Credit: Rhonda Ortiz, USC CSII

Nearly a decade old, the California Community Foundation's Council for Immigrant Integration is a working group of stakeholders—including labor, business, CBOs, government agencies, law enforcement officials, and planners—focusing on the integration of immigrants across Los Angeles County. The Council works for members to achieve a common understanding of immigrants' roles in local communities; to engage in candid discussions about the realities facing immigrants and receiving communities; and to reach consensus about mutual responsibilities and shared goals towards the continued social and economic well-being of the region.

While the Council is independent—it is not embedded within any government institution—it impacts regional policy, programs, and practices. For example, in 2016, it helped advocate for an Office of Immigrant Affairs in the County, providing both a blueprint and support for the start-up. It has also brought together multiple sectors in ways that reverberate across the county and the country, providing data, for example, to the Los Angeles Chamber of Commerce that helped support its efforts on naturalization. In general, the Council has fostered relationships and trust among CBOs, agencies, civic leaders, and funders and now influences how these institutions think about, implement, and evaluate policy and operate vis-à-vis immigrant communities.

help make countywide improvements in equity. The Council could help to coordinate the work of equitable implementation for Measures M and A and beyond as well as make recommendations to County and County-related agencies.

Second, funding for general operations is especially needed for the work of equitable implementation. Community-based organizations must have the time and space not only to do base building in communities but then to engage those organized constituents in ad hoc implementation work. Implementation work is unending—literally with Measures M and A—but absolutely critical to creating a more just and sustainable region.

Third, build knowledge communities whenever possible. Funders have two roles here: They can fund and they can convene. Funders can supplement funding from agencies to CBOs that are conducting community outreach to ensure that activities support the growth of knowledge communities (as described earlier). In particular, funders should creatively support organizations that are working with institutions that would not be considered equity stakeholders (see box for more on two organizations building knowledge communities). Funders can also convene stakeholders to move towards alignment on equitable implementation and our common regional destiny.

General Recommendations for a More Equitable Future

The two triplets of recommendations for agencies and funders are woven across the detailed Action Plans in the appendices. Those recommendations and the Action Plans are specific to Measures M and A and equitable implementation in Los Angeles County, right now. However, given that implementation has a long time horizon and applies to much more than these two measures, in what follows we

offer a more general and broad framework of recommendations.

Our recommendations for a more equitable future are organized around defining equity, creating equitable processes, and designing equity metrics; we explain each briefly below and offer a few specific implementation items for each.

INVESTING IN PLACE AND LA THRIVES: BUILDING KNOWLEDGE COMMUNITIES

L.A. County's nine Councils of Governments (COGs) are voluntary, subregional associations that coordinate local jurisdictions. While having considerable power over how transportation is delivered, they are notoriously diverse in their size, makeup, and orientation towards equity. As such, bringing them together is a challenge, yet one that Investing in Place (IiP)—an advocacy organization with expertise in equitable, community transportation policy—has taken on. IiP's COG Forum in the fall of 2017 focused on the implementation of the Measure M Multi-year Subregional Program (MSP) funds, project development, and public participation with attendees from across the region.

LA THRIVES fosters equitable transit-oriented development in the L.A. region. Its main activities include convenings, newsletters, and a blog that bring together the current policy arena, civic actors, and cutting edge research. Its small, medium, and big table gatherings convene community stakeholders to

consider topics like the impacts of rail stops on displacement, updates on the State's Strategic Growth Council and the State's cap-and-trade program, the implementation of Measures M and A, and more. It is a collaborative of foundations, affordable housing developers, and community-based organizations with a vision for lifting all boats through public investment.



Sources: IiP and LA THRIVES website, IiP's COG video: <https://www.youtube.com/watch?v=ahNiIf7yc>.

Define Equity through Inclusive and Participatory Processes

Los Angeles has often been described as a fragmented region; urban planner Bill Fulton once eloquently labeled the region a “reluctant metropolis” that shied away from seeing its common fate and so seeing its greatness.⁵¹ The research suggests that to achieve equitable growth multiple actors need to acknowledge a common regional destiny. So part of what Los Angeles needs now is the creation of spaces where civic leaders, agency staff, and community residents can grapple with the definition of equitable implementation that this research puts forward, draft measures, pass them, and proceed with a type of implementation that will strengthen everyone.

Some specifics include:

- Build knowledge communities and define equity before ballot measures are written
- Adopt agencywide equity definitions and frameworks before implementation begins
- Establish baseline assessments of equity before implementing measures
- Foster knowledge communities before, during, and after implementation

Create Equitable Processes to Impact Programs and Policies

As we noted earlier, some believe that equity can be achieved in a sort of top-down way—that is, through a good set of mandates put in place by skilled technocrats. Our research demonstrates that an equitable and inclusive process is actually key: It builds relationships, models interactions, and creates the dynamism necessary to adjust to changes and tackle broader regional challenges. Of course, this sort of process is not easy and it is even harder if the implementation process being democratized is itself complicated—Measure M implementation is nothing if not complex. Both measures will (or have) gone through similar milestones: establishing oversight bodies, considering and adopting grant guidelines, determining formulas for scoring grants, etc. The road to equity—well, maybe the bike path to equity—is paved by individual bricks and each part contributes towards getting us to a stronger region.

Some specifics include:

- Build strong CBOs for the long-haul by investing in base-building and technical capacity
- Center community engagement on historically underinvested communities; provide long, transparent timelines; and fund CBOs to lead outreach
- Provide technical assistance for less competitive and/or smaller jurisdictions
- Allow community engagement to impact implementation processes and decision making
- Give community-engaged leaders a seat at all decision-making tables
- Make equity a high-ranking factor in all grant scoring formulas and ensure that all investments make progress on pressing regional equity concerns
- Strategically engage conflicting regional interests that may use different definitions of equity

Design Metrics that Ensure Accountability and that are Adaptable to Changing Conditions

Metrics help to solidify what matters most in the implementation process—where do we need to make progress? They help to establish shared regional goals and track progress. Typically, metrics quantify outcomes, much like those in Metro’s *Quality of Life* report.⁵² Metrics should also capture the quality of the process—e.g., the number of CBO representatives sitting on decision-making entities, community engagement processes changing the course of projects, etc. Moreover, these metrics will need to be adaptable because of the ways that these investments and other factors will change neighborhoods and the region over the course of time.

Some specifics include:

- Establish and monitor process and outcome equity metrics
- Create adaptive metrics (to match adaptive processes) that reflect the changing equity landscape
- Support equity stakeholders in staying engaged in implementation for the long haul
- Collaborate across measures for efficiency and effectiveness on pressing equity issues
- Create a countywide Equitable Implementation Council that brings together CBOs, funders, and other community members and makes recommendations to agencies.

In short, equitable implementation will require (re)building trust between agencies and the constituencies that they serve—and nothing else builds trust like repeated engagement. Beyond building trust, it is critical to define equity, create equitable processes, and design metrics. Doing so will move the Los Angeles region towards a stronger, brighter future for all.



Conclusion

In the midst of our research on this framework, Los Angeles was designated the host of the 2028 Olympics. It is an event that for most of the world inspires hope and for the host city, often generates a sense of pride. But mixed in the swirl of Angeleno emotions is anxiety: Many equity stakeholders are concerned it will speed the pace of gentrification and the displacement of lower-income people and communities. If that happens, it will mean that the region we are so eager to showcase to the world will be one in which many of the people who make it so vibrant and diverse will have been forced to move out.

One way to make sure that we get our Olympic moment right is to ensure that Measures M and A get implemented in a way that addresses past inequalities and closes racialized and other gaps. We, in Los Angeles, find ourselves with a unique opportunity as well to show how new strategies can be better coordinated—for example, transit that allows easy access to parks and green space, or pocket park

development in new transit-oriented communities. And we are blessed with—and challenged by—the opportunity to cross policy spheres, realizing that what we do in these two arenas of mobility and recreation can and will impact health equity, environmental justice, workforce development, affordable housing, decriminalization of people of color, and so much more.

To get to this better future, the County will need to start a richer conversation about what equity means, why it should take center stage in future planning, and how we can measure progress and ensure accountability along the way. Americans love the expression, “talk is cheap,” partly because it implies that we need to move beyond conversation to action. But action without a plan takes us in circles. And talk itself is anything but cheap: It requires time, relationship building, and trust to move beyond chatter to collaboration.

This report provides a framework for both conversation *and* action. We have offered a definition of equity that reveals the problems of the past, stresses community participation in the present, and tries to anticipate the challenges of the future. We have emphasized how the presence of diverse and dynamic knowledge communities in which the participants take data—and each other—seriously is a key element in other regions that have moved the needle on prosperity and inclusion. And we have stressed that measures matter—we have a significant opportunity in Los Angeles with Measures M and A, and we need to measure our progress with equity at the center.



Flowing from that, we have offered eight key principles for equitable implementation of Measures M and A, including lifting equity concerns at the start of planning, supporting grassroots organizing and leadership development, and developing the technical capacity of such grassroots groups to participate and the capacity of agencies to incorporate new voices. For this to work, dollars must follow equity guidelines and evaluation metrics need to capture outcomes and processes.

This report is the start of a conversation: We are more than aware that there are dimensions we have likely missed in our analysis and our framework. But like many others, we are driven by a sense of urgency. This is an extraordinary moment in the life of this region: Los Angeles is being renovated and renewed in ways that hold great promise for shared prosperity. Unfortunately, many long-time residents with fewer material resources worry that the future does not include them, that housing and mobility will be tilted towards the wealthier, and that parks and transit will become more exclusive, more policed, and less welcoming.

So we need to get Measures M and A right for residents now, but also for our national future. We are coming to the end of an era of unfettered fossil fuel, cities are staging a comeback, and inequality has risen a key issue for policy makers and advocates. Los Angeles has demonstrated its readiness to tackle issues along all these dimensions, including



Photo Credit: Madeline Wander, USC PERE

an embrace of sustainability, a renewed commitment to affordable housing, and a bold effort to lead on raising the minimum wage. The region's voters have also demonstrated a willingness to tax themselves to improve mobility and physical landscapes.

Now, we need to lead the nation by putting equity at the center and implementing Measures M and A in a way that models a new era of inclusivity, connectivity, and sustainability. And if we get this right—if we make sure that this new era in Los Angeles is one of closing gaps not widening them—then we can show the nation that equity isn't just a good idea, it's a guarantee for our shared prosperity.

Interviewees



Manal Aboelata

Managing Director,
Prevention Institute

Belinda Allen*

Executive Director,
West Angeles Community
Development Corporation

Amy Anderson*

Executive Director,
PATH Ventures

Jean Armbruster

Director,
Los Angeles County
Department of Public Health
PLACE Program

Betty Avila

Co-Director, Advancement
and Administration,
Self Help Graphics

Jane Beesley

Administrator,
Los Angeles County Regional
Park and Open Space District

Tamika Butler

Executive Director,
Los Angeles County
Bicycle Coalition

Scott Chan

Program Director,
API Forward Movement

Jon Christensen

Adjunct Assistant Professor,
UCLA Institute of the
Environment and Sustainability

Francesca De La Rosa*

Director of Policy & Strategic
Alliances, Women Organizing
Resources, Knowledge
& Services

KeAndra Dodds*

Senior Program Director,
Enterprise Community
Partners, Inc.

Joe Donlin*

Associate Director & Director
of Equitable Development,
Strategic Actions for a Just
Economy

Rudy Espinoza

Executive Director,
Leadership for Urban
Renewal Network

Belinda Faustinos

Executive Director,
Nature for All (formerly San
Gabriel Mountains Forever)

Norma Garcia

Chief Deputy Director,
Department of Parks and
Recreation, County of Los
Angeles

Mark Glasscock

Director of Special Projects,
Los Angeles Neighborhood
Land Trust

Channa Grace*

President and CEO, Women
Organizing Resources,
Knowledge & Services

Isela Gracian*

President,
East LA Community
Corporation

Luis Gutierrez

Policy & Research Director,
Leadership for Urban Renewal
Network

Tori Kjer

Senior Program Manager-
Climate Smart Cities,
Trust for Public Land

Tonia Knightner*

Director of Economic
Development, West Angeles
Community Development
Corporation

Bryn Lindblad

Associate Director,
Climate Resolve

Therese McMillan

Chief Planning Officer,
Los Angeles Metropolitan
Transportation Authority

Jessica Meaney

Executive Director,
Investing in Place

Sheila Nem*

Community Development
Manager, T.R.U.S.T. South LA

Warren Ontiveros

Supervisor,
Administrative Section,
Los Angeles County Regional
Park and Open Space District

Max Podemski

Planning Director,
Pacoima Beautiful

Laura Raymond

Campaign Director, Alliance
for Community Transit - Los
Angeles (ACT-LA)

Wesley Reutimann

Executive Director,
Bike SGV

Adalia Rodriguez*

Program Officer, Enterprise
Community Partners

Carolyn Staten-Patton*

Director of Real Estate
Development,
West Angeles Community
Development Corporation

Takao Suzuki*

Director of Community
Economic Development, Little
Tokyo Service Center

Jesus Torres*

Associate Director of Metro
LA Outreach & SPA 4 CES
Outreach Coordinator, PATH

Sissy Trinh*

Executive Director, Southeast
Asian Community Alliance

Jacqueline Waggoner

VP & Market Leader,
Southern California Market,
Enterprise Community
Partners, Inc.

Elva Yañez

Director,
Prevention Institute

Thomas Yee

Initiative Officer,
LA THRIVES

Natalie Zappella*

Program Director,
Enterprise Community
Partners

* housing focus group participant

+ interviewee and housing focus group participant

Names and organization are true of individuals at time of interview or focus group

Appendix A:

Action Plan for County and County-related Agencies

The following Action Plan includes discrete, tangible next steps that Los Angeles County and County-related Agencies (like Metro and the Regional Park and Open Space District) can take to move towards the equitable implementation of Measures M and A—as well as measures, in general. This has been developed from our conversations with interviewees, informal conversations with equity stakeholders, report backs from implementation-related meetings, research on the processes for implementing these measures, and best practices from the field.

List of Acronyms:

- CBO: Community-based Organization
- COG: Council of Governments (similar to “subregions”)
- Metro: Metropolitan Transportation Authority
- RPOSD: Regional Park and Open Space District

Define Equity through Inclusive and Participatory Processes

Immediate	Metro	RPOSD	County
Directly contract community-based organizations to do outreach.	■	■	
CBOs or CBO-approved intermediaries should train agency staff on community engagement.	■	■	■
Work with CBOs to propose a definition of equity and equitable implementation for the County.	■	■	■
Intermediate			
Host countywide "training for trainers" where CBOs train COGs and small cities on outreach.			■
Train all related agency staff on equity, racial and implicit bias, and just growth.	■	■	■
Make it standard practice to consult with existing documents that articulate what equity stakeholders want for their neighborhoods (e.g., UNIDAD's "People's Plan").	■	■	■
Adopt a definition of equity and equitable implementation as well as binding equity guidelines for countywide agencies and grantees.			■
Develop a hiring policy requiring a percentage of staff and management with experience working with and/or who are from underrepresented communities.	■	■	■
Long Term	Metro	RPOSD	County
Adopt a mechanism that requires CBO-approved community outreach standards.	■	■	■
Integrate CBO engagement and just growth curriculum into agency employee training and professional development.	■	■	■
Establish baseline assessments of equity before drafting any measure.	■	■	■
Create internal policies and programs to support and advance staff from underrepresented communities.	■	■	■
Use pre-ballot measure community outreach led by CBOs to define equity and to ensure accountability (similar the Park & Recreation Needs Assessment).			■

Create Equitable Processes to Impact Programs and Policies

Immediate	Metro	RPOSD	County
Adopt a public participation policy that includes all projects having a minimum of two in-person hearings, processes to collect written comments and digital comments, at least one equity stakeholder on every decision-making body, assessments of (and actions to address) translation needs, and partnerships with local community based organizations to conduct community engagement. ⁵³	■	■	■
Adopt equity recommendations for the Multi-year Subregional Program (MSP) administrative guidelines and equity performance measures. ⁵⁴	■		
Share “understanding of state and federal funding criteria to make subregions more competitive for leveraging funding,” and “facilitate cross-sharing of practices across subregions that would strengthen governance practices and ultimately result in a stronger alignment of data collection and community engagement across the region.” ⁵⁵	■		
Fund in-depth technical assistance/coaching for grant writing, planning, and development for Measure M processes. (Measure A already provides for this.)	■		
Create a policy to incentivize COG engagement with CBOs (similar to Measure A’s “Engagement Approaches & Requirements”).	■		
Include points and requirements for anti-displacement, workforce development (local and disadvantaged worker hiring), decriminalization of people of color, and health measures in the grant application process (A), Multi-year Subregional Program guidelines and performance measures (M), and Subregional Equity funding (M).	■	■	
Renew the Project Labor Agreement (PLA) and Construction Careers Policy based on the Los Angeles Black Worker Center’s recommendations. ⁵⁶	■		
Develop a comprehensive workforce development plan (along the lines of Metro’s and what the Black Worker Center has proposed). ⁵⁸ Select community partners that can conduct outreach and help with certification and retention of disadvantaged and locally-residing workers, expanding Measure A Category 5, Youth and Veterans Jobs Training and Placement Opportunities Program.		■	
Include decriminalization of people of color and community-based safety in the Transportation Equity and Access to Transit policy papers being developed between PAC and Metro.	■		
Include decriminalization of people of color and community-based safety in the Measure A Implementation Community Meetings in Spring 2018, inviting a presentation from CBOs active on the issues.		■	
Decision makers should integrate factors that protect community engagement processes and take into account equity guidelines when making decisions about the project acceleration/deceleration policy.	■		
Work with CBOs (e.g., LURN) to expand Metro Business Interruption Fund, operated via the Pacific Coast Regional Small Business Development Corporation, to help small business owners who rent acquire their properties and better protect them from displacement.	■		
Collaborate to scope concrete, potential joint investments connecting Measures H, HHH, and JJJ to Measures M and A.	■	■	■

Intermediate	Metro	RPOSD	County
Invite equity stakeholders to present their vision for their neighborhoods to the Measure M Steering Committee and Measure A Implementation Community Meetings in Spring 2018 (e.g., UNIDAD's "People's Plan").	■	■	
Retain an in-depth technical assistance fund at Metro and RPOSD to hire coaches to help small jurisdictions, COGs, and CBOs secure funding for and successfully complete projects.	■	■	
Coach cities and CBOs to apply for projects jointly funded by housing and job measures.			■
Develop partnerships with relevant community colleges to provide training/certification for parks and recreation workforce development (similar to Metro Career Pathways collaboration with L.A. Community College District). ⁵⁷ Provide training to contractors on racial and implicit bias and working with a diverse workforce.		■	
Create and pass a policy platform for County and County-related agencies that curbs criminalization of people of color in transit, public and open space, and more and implements community safety mechanisms.			■
Long-term	Metro	RPOSD	County
Make it standard practice to consult with CBO networks and equity stakeholder organizations that articulate what equity stakeholders want for their neighborhoods (e.g., UNIDAD's "People's Plan").	■	■	■
Adopt a mandate for County and County-related agencies to provide in-depth technical assistance/coaching funds for funding applicants with fewer resources.			■
Document and disseminate best practices among County agencies, cities, and CBOs on how to jointly implement jobs, housing, parks, decriminalization of people of color, and transit measures. Lift up key demonstration projects in media and community.	■	■	■

Design Metrics that Ensure Accountability and that are Adaptable to Changing Conditions

Immediate	Metro	RPOSD	County
Engage equity stakeholders to define process and outcomes metrics for Measures M and A and to ensure they include equitable implementation targets.	■	■	
“Provide baseline quantitative data for each subregion to support decision making and development of 5-year project plans.” ⁵⁹	■		
Support the creation of an independent Equitable Implementation Council and create mechanisms to ensure that County and County-related agencies heed their recommendations.	■	■	■
Identify metrics based on what equity stakeholders want for their neighborhoods, through reviewing documents and presentations by networks (see above; e.g., UNIDAD’s “People’s Plan”).	■	■	■
Intermediate	Metro	RPOSD	County
Adopt equity metrics that help identify and measure progress on regional economic, social, health, and environmental issues. These include but are not limited to neighborhood-level measures like race and ethnicity; immigration status; public and mental health access; social isolation; physical activity; violence; arrest rates and criminalization of people of color; civic cohesion and engagement; employment and workforce characteristics; childcare access; affordable housing; residential displacement; rent levels and stabilization; storm water runoff; tree canopy; and urban heat.	■	■	■
Integrate equity metrics in Park Needs Assessment update immediately following the 2020 Census.		■	
Integrate expanded equity metrics into Metro’s upcoming Long-Range Transportation Plan (LRTP) update.	■		
Adopt expansive equity metrics proposed by local CBOs (e.g., Investing in Place, UNIDAD) and academics for all policies and projects.	■	■	■
With regards to subregions, “collect and provide post-project quantitative data to allow for performance evaluation that guides future decision making.” ⁶⁰	■		
Present findings on evaluation process to equity stakeholders and develop recommendations to improve processes.	■	■	■
Long-term	Metro	RPOSD	County
Integrate cross-agency equity neighborhood metrics as part of a broader County equity framework.	■	■	■
Develop adaptive process that can respond to the changing equity landscape that includes ongoing evaluation.	■	■	■

Appendix B:

Action Plan for Funders

The following Action Plan includes discrete, tangible next steps that funders can take to move towards the equitable implementation of Measures M and A—as well as measures, in general. This has been developed from our conversations with interviewees, informal conversations with equity stakeholders, report backs from implementation-related meetings, research on the processes for implementing these measures, and best practices from the field.

List of Acronyms:

- CBO: Community-Based Organization
- Metro: Metropolitan Transportation Authority
- RPOSD: Regional Park and Open Space District

Define Equity through Inclusive and Participatory Processes

Immediate

- Provide supplemental funding to CBOs and intermediaries that are conducting community engagement and outreach efforts for agencies so that they can achieve their goals, as well.
- Supplement agency dollars for CBOs and intermediaries to conduct training on racial and implicit bias, just growth, and equity for communities.
- Fund arts and communications CBOs to message about M and A engagement processes, policies, and potential impacts.
- Fund legal counsel and lobbying activities for CBOs involved in M and A implementation.
- Provide flexible and generous funding to support key equity stakeholders to lead the work of ensuring that Measures M and A are implemented equitably.
- Help connect and fund CBOs to strategically engage regional decision makers around an equitable implementation framework for the County and to secure commitments from elected officials.
- Help connect and fund CBOs to strategically engage conflicting regional interests that may use different definitions of equity.

Intermediate

- Provide supplemental funding to CBOs and intermediaries that are conducting community engagement and outreach efforts for agencies so that they can achieve their goals, as well.
- Supplement agency dollars for CBOs and intermediaries to conduct training on racial and implicit bias, just growth, and equity for communities.
- Fund storytelling on the intersection of race/ethnicity, neighborhood investments, and equity; support organizations to disseminate this media to relevant agency stakeholders and into the public narrative.
- Fund equity organizations that are not yet part of implementation efforts to contribute towards creating a countywide constituency for equitable implementation.
- Convene other funders in Los Angeles County to support the work of equitably implementing Measures M and A.
- Launch a regional Equitable Implementation Council of equity stakeholders and funders. The Council's purpose will be to consolidate knowledge about equitable implementation, discuss current opportunities, strategize for a more equitable region, and to make recommendations to County and County-related agencies. The Council will be charged with helping the region make progress on pressing, interrelated regional equity issues, including halting displacement and promoting decriminalization of people of color and environmental justice.

Long Term

- Convene other funders to support the work of equitable implementation, at large.
- Fund the Equitable Implementation Council for the long-term.
- Provide general operations funding to base-building, equity-centered CBOs in order to allow them to maintain their bases to hold public agencies accountable, to remain nimble in responding to implementation challenges, and to stay in the work over the long haul.

Create Equitable Processes to Impact Programs and Policies

Immediate

- Fund equity stakeholders to sit on implementation decision-making bodies and to convene with other equity stakeholders to inform their leadership on those bodies.
- Support further research and advocacy to connect issues of housing, decriminalization of people of color, environmental justice, and workforce development into Metro's Measure M Transportation Equity and Access to Transit policy papers as well as at Measure A Community Meetings (Spring 2018).
- Support the creation of a working group to make recommendations for how to ensure that preparations for the Olympics are conducted with equity.
- Fund in-depth technical assistance/coaching for grant writing, planning, and development for CBOs and small jurisdictions applying for Measures M and A funds.

Intermediate

- Fund CBOs to provide ongoing political education to their bases to equip them for measure implementation and other civic work.
- Fund CBOs at a level to ensure that staff are paid competitively so that they are retained for equitable implementation of County funding.
- Fund equitable implementation work through longer-term, flexible, general operating funding that can adapt to the needs of equitable implementation efforts including but not limited to Measures M and A.
- Fund leadership ladders and lattices including efforts to train equity leaders for boards and commissions (e.g., Liberty Hill's Commissions Training Program).

Long-term

- Assess the impact on retention of CBO staff from increased funding for competitive salaries and disseminate best practices to other funders.
- Fund in-depth technical assistance/coaching for grant writing, planning, and development for CBOs and small jurisdictions applying for public funds.

Design Metrics that Ensure Accountability and that are Adaptable to Changing Conditions

Immediate

- Support the creation of an online clearinghouse for equitable implementation of Measures M and A including equity data, strategic timelines, best practices, and storytelling on equity (see above).
- Identify and support existing efforts that research, advocate, and plan regarding the cumulative impact of green space and transportation investments on the region (e.g., LA ROSAH).
- Fund organizations working on expanding Metro, RPOSD, and County equity metrics.
- Fund CBOs to build relationships with agency staff to more effectively infuse equity metrics into agency projects.

Intermediate

- Fund CBOs monitoring decriminalization of people of color and community-defined safety in transit, parks, and public space and other pressing regional equity concerns.
- Provide funding to CBOs for long-term engagement on metrics, including in the upcoming Metro LRTP update, the Park Needs Assessment after the 2020 Census, and other major evaluation processes.

Long-term

- Fund CBOs for ongoing evaluation and monitoring of County measures.
- Fund research that quantifies equity in Los Angeles County and the metrics to track it.

References

- 1 USC PERE tabulations of U.S. Census Bureau; Woods & Poole Economic, Inc.
- 2 Joseph E. Stiglitz, *The Price of Inequality: How Today's Divided Society Endangers Our Future* (W. W. Norton & Company, 2012).
- 3 Randall Eberts, George Erickcek, and Jack Kleinhenz, "Dashboard Indicators for the Northeast Ohio Economy: Prepared for the Fund for Our Economic Future" (Cleveland, OH: Federal Reserve Bank of Cleveland, 2006).
- 4 Andrew Berg, Jonathan D. Ostry, and Jeromin Zettelmeyer, "What Makes Growth Sustained?," *Journal of Development Economics* 98, no. 2 (2012): 149–66.
- 5 Chris Benner and Manuel Pastor, "Buddy, Can You Spare Some Time? Social Inclusion and Sustained Prosperity in America's Metropolitan Regions" (Building Resilient Regions, Washington, DC, 2013).
- 6 Chris Benner and Manuel Pastor, *Just Growth: Inclusion and Prosperity in America's Metropolitan Regions* (New York, NY: Routledge, 2012).
- 7 Chris Benner and Manuel Pastor, *Equity, Growth, and Community: What the Nation Can Learn from America's Metro Areas* (Oakland, California: University of California Press, 2015).
- 8 Also see Richard Rothstein, *The Color of Law: A Forgotten History of How Our Government Segregated America*, First edition (New York ; London: Liveright Publishing Corporation, a division of W. W. Norton & Company, 2017).
- 9 Eric Avila, *Popular Culture in the Age of White Flight: Fear and Fantasy in Suburban Los Angeles* (Berkeley, CA: University of California Press, 2006).
- 10 CHPC, "Los Angeles County Renters in Crisis: A Call for Action" (Los Angeles, CA: California Housing Partnership Corporation, May 2017).
- 11 CHPC.
- 12 In 1985, California passed The Ellis Act which now allows for lawful eviction of tenants if a building is to be demolished or converted into condos. Non-rent controlled apartments can also replace rent-controlled apartments if a share of the units qualify as affordable housing. Seeju David Lazarus, "Being Evicted from a Rent-Controlled Apartment? You Have Rights," *Los Angeles Times*, September 21, 2017.
- 13 PERE analysis of 2014 5-year IPUMS American Community Survey microdata. See Steven J. Ruggles et al., *Integrated Public Use Microdata Series: Version 7.0 [Dataset]* (Minneapolis, MN: University of Minnesota, 2017).
- 14 In 2014, 10 percent of Angeleno households did not have a car; 19 percent of Black households, 11 percent of Latino households, 8 percent of Asian American/Pacific Islander households, and 7 percent of white households. PERE analysis of 2014 5-year IPUMS American Community Survey microdata; see Ruggles et al.
- 15 Park Need is based on park acreage, distance from a park, and population density; see Los Angeles County Department of Parks & Recreation, "Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment" (Los Angeles, CA: Los Angeles County Department of Parks & Recreation, May 2016).
- 16 Robert Garcia and Seth Strongin, "Healthy Parks, Schools and Communities: Mapping Green Access and Equity for Southern California" (Los Angeles, CA: The City Project, 2011); Michael Rodriguez et al., "Using Civil Rights Tools to Address Health Disparities" (Los Angeles: The City Project, 2014).
- 17 Los Angeles County Department of Parks & Recreation, "Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment."
- 18 Metro, "Measure M: Metro's Plan to Transform Transportation in LA," October 2017, <http://theplan.metro.net/>.
- 19 Jane Beesley, "Measure A Implementation Steering Committee Meeting #1," April 27, 2017, http://rposd.lacounty.gov/wp-content/uploads/2017/05/MeasureA_SCmtg1_Presentation_2017.04.27.pdf.
- 20 Investing in Place, "#MetroPlan2050: Analysis of Metro's Draft Expenditure Plan," March 29, 2016, <https://investinginplace.files.wordpress.com/2016/04/investing-in-place-metroplan-analysis-final.pdf>.
- 21 Los Angeles County Department of Parks & Recreation, "Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment" (Los Angeles, CA: Los Angeles County Department of Parks & Recreation, May 2016).
- 22 Metro, "Measure M Ordinance," November 2016, http://theplan.metro.net/wp-content/uploads/2016/09/measurem_ordinance_16-01.pdf.
- 23 PERE interview with Manjeet Ranu and Kalieh Honish, Measure M Implementation Timeline Interview with L.A. Metro, Phone, October 11, 2017.
- 24 "Long Range Transportation Plan Update Kick-Off," July 2017, https://media.metro.net/about_us/committees/images/2017-07-LRTP_Kick-off.pdf.
- 25 Beesley, "Measure A Implementation Steering Committee Meeting #1."
- 26 Los Angeles County Department of Parks & Recreation, "Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment."
- 27 PERE interview with Jane Beesley, Measure A Implementation Timeline Interview with RPOSD, Phone, October 10, 2017.
- 28 John L. Crompton and Stephanie T. West, "The Role of Moral Philosophies, Operational Criteria and Operational Strategies in Determining Equitable Allocation of Resources for Leisure Services in the United States," *Leisure Studies* 27, no. 1 (January 1, 2008): 35–58.
- 29 mark! Lopez, "Why EYCEJ Opposes Measure M" (Commerce, CA: East Yards Community for Environmental Justice, October 24, 2016), <http://eycej.org/why-eycej-opposes-measure-m/>.
- 30 Los Angeles County Department of Parks & Recreation, "Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment."
- 31 Regional Equity Network, "Growing Transit Communities Equity Grant Program," January 2014, <https://www.psrc.org/sites/default/files/equitygrantprogram.pdf>.

- 32 Puget Sound Regional Council, "Growing Transit Communities Strategy: People + Place Implementation Typology," October 2013, <https://www.psrc.org/growing-transit-communities>.
- 33 City of Seattle, "Race and Social Justice Initiative (RSJI)," Seattle.Gov, 2014, <http://www.seattle.gov/rsji/about>.
- 34 By "power-building, community-based organizations" we mean organization that take a community organizing approach to change. Such organizations build and nurture a base of community residents who determine the direction of the organization. Such organizations look at the systemic struggles of lower-income communities of color and work to change the policy environment that governs their communities. See Manuel Pastor and Rhonda Ortiz, "Making Change: How Social Movements Work and How to Support Them" (Los Angeles, CA: USC Program for Environmental and Regional Equity, 2009).
- 35 Nicholas Freudenberg, Manuel Pastor, and Barbara Israel, "Strengthening Community Capacity to Participate in Making Decisions to Reduce Disproportionate Environmental Exposures," *American Journal of Public Health* 101, no. S1 (2011): S123-30.
- 36 Liz Kofman and Lola Smallwood Cuevas, "Opportunities for Measure M: Understanding Underrepresented Workers; Anti-Discrimination; and Transit Development to Inform Policy and Practices," A Special LA BWC Community Monitoring and Compliance Report (Los Angeles, CA: Los Angeles Black Worker Center, 2016).
- 37 Liberty Hill Foundation, "Commissions Training Program," Commissions Training Program, 2017, <https://www.libertyhill.org/commissions-training-program>.
- 38 See community engagement materials from October 19, 2017 Measure A Implementation Steering Committee meeting available here <http://rposd.lacounty.gov/2016-ballot-measure/>.
- 39 Urban Habitat, "6 Wins for Social Equity Network," 2014, <http://urbanhabitat.org/campaigns/6-wins-social-equity-network>.
- 40 Urban Habitat.
- 41 Plan Bay Area, "Equity Analysis & Goals and Targets" (San Francisco, CA: Plan Bay Area, 2016), <http://www.planbayarea.org/2040-plan/plan-details/equity-analysis>.
- 42 "Draft Technical Assistance Program - Year1" handout from October 19, 2017 Measure A Implementation Steering Committee meeting available here <http://rposd.lacounty.gov/2016-ballot-measure/>.
- 43 Los Angeles County Regional Parks and Open Space District, "Measure A Implementation Steering Committee Meeting #4," September 28, 2017, http://rposd.lacounty.gov/wp-content/uploads/2017/10/SCmtg4_Presentation-Handouts_2017.09.28.pdf.
- 44 Investing in Place, "Measure M Subregional Programs (One Pager)," May 2017, <https://investinginplace.org/wp-content/uploads/2017/05/Measure-M-Subregional-Programs-One-pager.pdf>.
- 45 Minerva Perez, "Fresno Announces Regional ATP Awards," *Streetsblog California* (blog), January 25, 2017, <http://cal.streetsblog.org/2017/01/25/fresno-announces-regional-atp-awards/>; Tim Sheehan, "Fresno Adopts Plan to Expand and Improve Sidewalks, Trails, Bike Lanes," *Fresno Bee*, March 2, 2017.
- 46 SGC & DOC, "Transformative Climate Communities Program: FY 2016-2017 Final Program Guidelines" (Sacramento, CA: California Strategic Growth Council & California Department of Conservation, August 23, 2017), <http://sgc.ca.gov/resource%20files/08242017-TCCFINALGUIDELINES-Revised82317.pdf>.
- 47 Fehr & Peers, "How Is Metro Measuring up?: 2008-2015 Quality of Life Report" (Los Angeles, CA: Los Angeles County Metropolitan Transportation Authority, 2017).
- 48 Manuel Pastor, Jennifer Ito, and Rachel Rosner, "Transactions - Transformations - Translations: Metrics That Matter for Building, Scaling, and Funding Social Movements" (Los Angeles, CA: USC Program for Environmental and Regional Equity, October 2011).
- 49 Damien Newton, "'4 Year Storm': BRU and Community Groups Look at MTA Post-Consent Decree," *Streetsblog Los Angeles* (blog), October 28, 2011, <https://la.streetsblog.org/2011/10/28/4-year-storm-bru-and-community-groups-look-at-mta-post-consent-decree/>.
- 50 N. Freudenberg, M. Pastor, and B. Israel, "Strengthening Community Capacity to Participate in Making Decisions to Reduce Disproportionate Environmental Exposures," *American Journal of Public Health* 101 (2011): S123-S130.
- 51 Fulton, *The Reluctant Metropolis*.
- 52 Fehr & Peers, "How Is Metro Measuring up?: 2008-2015 Quality of Life Report."
- 53 Bryn Lindblad et al., "Letter to Metro Staff and Policy Advisory Council Members," November 7, 2017, <https://investinginplace.org/2017/11/07/how-do-we-know-how-far-weve-come-if-we-dont-measure-where-were-starting/>.
- 54 Lindblad et al.
- 55 Lindblad et al.
- 56 Liz Kofman and Lola Smallwood Cuevas, "Opportunities for Measure M: Understanding Underrepresented Workers; Anti-Discrimination; and Transit Development to Inform Policy and Practices," A Special LA BWC Community Monitoring and Compliance Report (Los Angeles, CA: Los Angeles Black Worker Center, 2016).
- 57 The collaboration between Metro and the Los Angeles Community College District, which was enhanced by funding from the California Career Pathways Trust (<https://www.cde.ca.gov/ci/ct/pt/>), has led to programs at Los Angeles Valley College's Metro Bridge Academy (<http://www.beametrobusoperator.com/>). Metro has had other long-term collaborations on training and career pipelines with Los Angeles Trade Technical College (LATTC), including a recent partnership with LATTC on the Women Build Los Angeles Program (https://www.metro.net/news/simple_pr/twenty-one-women-graduate-metro-trade-tech-constr/).
- 58 Liz Kofman and Lola Smallwood Cuevas, "Opportunities for Measure M: Understanding Underrepresented Workers; Anti-Discrimination; and Transit Development to Inform Policy and Practices."
- 59 Lindblad et al., "Letter to Metro Staff and Policy Advisory Council Members."
- 60 Lindblad et al.

Photo Credits

Thank you to PERE's partners and photographers who contributed their photos for this report.

Please note that all image copyrights belong to their respective owners as indicated.

Page 3 – Los Angeles Neighborhood Land Trust

Page 4 – Flickr user: Brandon Williams <https://flic.kr/p/pR3V6s> (CC BY-NC-SA 2.0)

Page 6 – Laura Raymond, ACT-LA

Page 12 – Allan Crawford, LACBC

Page 18 – Urban Colors Photography

Page 19 – Investing In Place

Page 20 – Los Angeles Neighborhood Land Trust

Page 23 – Laura Raymond, ACT-LA

Page 24 – Los Angeles Neighborhood Land Trust

Page 29 – Ready to Work Program, LA Black Worker Center

Page 31 – Joel Garcia, Self Help Graphics

Page 32 – Los Angeles County Regional Park and Open Space District

Page 37 – Mike Dennis

Page 38 – Rhonda Ortiz, USC CSII

Page 40 – Deanne Fitzmaurice, deannefitzmaurice.com

Page 41 – Urban Colors Photography

Page 42 – Rhonda Ortiz, USC CSII

Page 43 – Investing in Place

Page 45 – Scott Chan, API Forward Movement

Page 46 – Flickr user: Corona <https://flic.kr/p/k83Bf4> (CC BY-ND 2.0)

Page 47 – Madeline Wander, USC PERE

Measures Matter: Ensuring Equitable Implementation of Los Angeles County Measures M&A

USC Program for Environmental and Regional Equity (PERE)

University of Southern California
950 W. Jefferson Blvd., JEF 102
Los Angeles, CA 90089

Web: <http://dornsife.usc.edu/PERE>

Email: pere@usc.edu

Phone: 213.740.3643

Follow us on Twitter @PERE_USC

