

photo by Rudy Espinoza



Pathway to Parks & Affordable Housing Joint Development



Building Equitable Communities: A Housing and Parks Summit hosted by the Los Angeles Regional Open Space and Affordable Housing Collaborative in October 2017, Photo by Urban Colors Photography

I	ACKNOWLEDGEMENTS
II	EXECUTIVE SUMMARY
III	DEFINITIONS
1	Part 1: Introduction & Overview
	Urban Sustainability, Compact Growth & a Growing Housing Crisis
	The Role of Parks and Urban Greening
	Displacement, Gentrification, & Green Gentrification
4	Part 2: Nexus
8	Part 3: Anti-Displacement, Joint Development & Multi-Benefit Projects
	Joint Development Overview
	Emerging Joint Development Typologies
	<i>Transformative Infrastructure with Housing sites and/or Anti-Displacement Strategy</i>
	<i>Neighborhood Transformation Scattered Site Approach</i>
	<i>Master Planned Development</i>
	<i>Infill development with Housing & Open Space on-site</i>
	<i>Infill development, with Housing & Open Space on different, physically connected/adjacent sites</i>
10	Part 4: Preliminary Recommendations/Options
	Recommendations 1: Create a joint-development framework on agency-acquired land for Conservation Authorities
	Recommendations 2: Create an acquisition funding source within Conservation Authorities for Developer initiated acquisition
	Recommendations 3: Create eligibility and incentives for joint-development in existing & future funding sources
14	TYPOLOGIES CHART

This paper is a joint-publication of LA THRIVES and Los Angeles Regional Open Space and Affordable Housing (LA ROSAH), with primary research and contributions from the LA ROSAH Joint-Development Typology Committee.

Principal Authors: Thomas Yee, LA THRIVES | Low Income Investment Fund; Sissy Trinh, Southeast Asian Community Alliance; Natalie Zappella, Enterprise Community Partners.

LA ROSAH Joint-Development Typology Committee: Robin Mark, Trust for Public Land; Walker Wells, Global Green USA; Spencer Eldred, Mountains and Recreation Conservation Authority; Thomas Yee, LA THRIVES | Low Income Investment Fund; Sissy Trinh, Southeast Asian Community Alliance; Natalie Zappella, Enterprise Community Partners

We also thank the members of LA ROSAH collaborative, listed in page iv of this publication, who have made significant contributions to the ideas presented. Additionally, we would also like to acknowledge the LA THRIVES Steering Committee for their review and contributions. Thanks also to the attendees of a Parks and Housing Summit held the fall of 2017, who reviewed preliminary draft concepts and provided valuable insights that shaped our thinking.

Enterprise is a proven and powerful nonprofit that improves communities and people's lives by making well-designed homes affordable. We bring together the nationwide know-how, partners, policy leadership and investments to multiply the impact of local affordable housing development. Over 35 years, Enterprise has created nearly 529,000 homes, invested \$36 billion and touched millions of lives across the country. In Southern California, we have invested more than \$1.2 billion to build and preserve more than 24,000 homes, and working with our partners, we have created vibrant, equitable and inclusive communities.

The Southeast Asian Community Alliance works to organize low-income youth in Chinatown and Northeast LA around issues of equitable development to ensure that as public and private investment come into our communities, low-income residents are able to benefit from, rather than are pushed out by new development.

LA THRIVES is a collaborative of organizations committed to equitable TOD – transit-oriented development that prioritizes investments in the production and preservation of affordable homes, that protects the social fabric of neighborhoods, and that makes it easy for residents to walk, bike and take transit to shops, schools and services. We are a network of partners working across Los Angeles County - community based organizations, funders, public agencies and policy makers to ensure Greater Los Angeles is both sustainable and affordable - a place for all to thrive. Our work focuses on identifying opportunities for policy and capital innovation, educating stakeholders, and convening to create change in our land-use and transportation systems. LA THRIVES is administered through the Low Income Investment Fund.

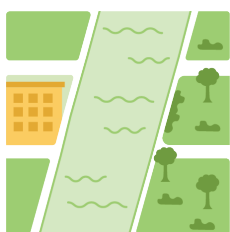
Primary support for this paper comes from the Leonardo DiCaprio Foundation and The California Endowment.

**Organizational affiliations for contributing authors denoted here reflect their participation during the development of this paper, and may have changed by the time of publication*

New solutions for the housing affordability crisis and climate change in California and Los Angeles interconnect two largely independent fields of practice—the environmental conservation and urban greening investment system and the low-income housing investment system.

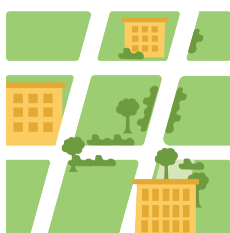
This paper proposes a framework for advancing the understanding of the nexus between urban greening and affordable housing for equitable, sustainable growth. In particular, we propose a set of typologies for understanding opportunities for joint development of affordable housing and urban greening. Our findings and recommendations are drawn from participant organizations in the emerging *Los Angeles Regional Open Space and Affordable Housing (LA ROSAH)* collaborative.

We have conceptualized 5 distinct typologies of integrated housing and open space scenarios, whereby public park and conservation agencies can play a similar role to transit agencies in creating opportunities for joint-development. Such parks and housing integrated projects can expand the definition of multi-benefit projects and build off of the successful innovations of California’s Affordable Housing and Sustainable Communities (AHSC) and Transformative Climate Communities (TCC) programs.



Transformative Infrastructure with Housing sites + Anti-Displacement Strategy

Infrastructure projects have the potential to dramatically impact surrounding neighborhoods. Responsible, equitable planning should include identification of affordable housing sites that are integrated with the upgraded infrastructure, mechanisms for value capture and financing these developments, tenant protections, and affordable housing preservation strategies.



Neighborhood Transformation Scattered Site Approach

A Scattered Site Approach identifies multiple parcels throughout a district, and implements shared infrastructure, thematic or programmatic consistency, and coordinated funding strategies.



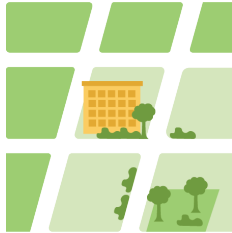
Large Master Planned Development Infill Development

Development sites 7 acres or more that are under single ownership are able to accommodate both homes and publicly accessible open space and/or green infrastructure.



Infill Development with Housing and Open Space on-site

Urban infill sites under 7 acres can accommodate housing, green infrastructure and/or open space on a single site. Many urban infill sites available for development are less than 1 acre. While these developments often include landscaped areas for the residents, they do not typically have sufficient land area to include publicly accessible open space.



Infill development, with Housing and Open Space on different sites within Neighborhood

A joint development approach could combine a housing development with open space or green infrastructure on adjacent public right-of-ways or smaller infill sites such as such as alleys, streets or utility corridors, city storage or maintenance yards, or hard to develop properties.

We further propose a set of preliminary recommendations for Conservation Authorities and/or Park Agencies that could be pursued in more detail in future studies and analysis.

- **Recommendation 1: Create a joint-development framework on agency-acquired land**

Agencies could replicate the transit agency joint-development model, and enable long-term ground leases with housing developers for affordable housing on portions of appropriately identified sites that could be acquired in the future. Authorities would consider only future land acquisitions, conforming to the Public Park Preservation Act of 1971 to protect existing park space.

- **Recommendation 2: Create an acquisition funding source for Developer-initiated acquisition**

Identify Conservation Authority/Park Agency funding sources that affordable housing developers would be eligible to use for acquisition financing of parcels suitable for joint development. The conservation authority or other park development organization would partner with the developer to construct park and green infrastructure.

- **Recommendation 3: Create eligibility and incentives for joint-development in existing and future funding sources**

Park and open space funding sources, including local, regional and state agencies, could consider making joint-development of housing and open space explicitly eligible in existing and future funding sources, either through direct funds or by incentivizing integrated project applications.

An emerging new collaborative:

LA Regional Open Space and Affordable Housing (LA ROSAH)

Concerned about the role that the LA River restoration and other green infrastructure investments were playing in contributing to the growing affordable housing and homelessness crisis in Los Angeles, a group of non-profit organizations and public agencies representing open space conservation, affordable housing, and local community groups came together in the Spring of 2016 to form the LA Regional Open Space and Affordable Housing Collaborative (LA ROSAH).

The LA ROSAH vision is for multi-benefit investments that support healthy, sustainable, and equitable development for all residents in the Los Angeles region. The goal of LA ROSAH is to explore new strategies to combat the issue of green gentrification, create a new model of development that would expand low-income communities' access to nature while also mitigating their risk for gentrification and displacement and promote awareness of these opportunities through education and public programming.

LA ROSAH Member Organizations include:

- Community Nature Connection
- Enterprise Community Partners
- From Lot to Spot
- Global Green USA
- LA THRIVES
- Little Tokyo Service Center
- Los Angeles County Bike Coalition
- Los Angeles Neighborhood Land Trust
- Leadership for Urban Renewal
- Mujeres de la Tierra
- Mountains Recreation & Conservation Authority
- Natural Resources Defense Council
- Santa Monica Mountains Conservancy
- Southeast Asian Community Alliance
- The Trust For Public Land

The Los Angeles County region, like many urban metropolitan regions, is grappling with a host of interconnected challenges – a severe housing shortage and affordability crisis, persistent and growing homelessness, persistent and in some cases widening health inequities, poor air quality, climate change and urban displacement. At the same time, state and local solutions have emerged to generate public investment that addresses some of these critical issues. California’s cap and trade program is generating revenues to reduce greenhouse gas emissions and creating novel cross-disciplinary programs like the *Affordable Housing and Sustainable Communities and Transformative Climate Communities* programs³. Los Angeles County voters have approved hundreds of billions for transportation and parks through county sales and parcel taxes⁴. Municipalities along the Los Angeles River have proposed ambitious restoration and revitalization plans along the largely concretized waterway⁵. City of Los Angeles voters approved Proposition HHH, the Permanent Supportive Housing Loan Program to enable development of housing for the formerly homeless. Measure H provides resources to prevent and combat homelessness in LA County .

This paper proposes a framework for advancing the understanding of the nexus between urban greening and affordable housing for equitable, sustainable growth. Low-income communities of color have long suffered lack of investment in both housing and parks, particularly in South and Southeast Los Angeles and in neighborhoods like Chinatown, Lincoln Heights, and Frogtown along the Los Angeles River. As the pace of public and private investment has accelerated, displacement (and in some cases homelessness) of low-income renters has often followed close behind. In response, public agencies and community organizations have begun to link housing, open space, health, and economic outcomes through an integrated approach. In particular, we propose a set of typologies for understanding opportunities for joint development of affordable housing and urban greening components.

Our findings and recommendations are drawn from participant organizations in the emerging *Los Angeles Regional Open Space and Affordable Housing* (LA ROSAH) collaborative and the LA THRIVES collaborative. We gathered information and input from organizational partners over the course of 2016 and 2017, through meetings and surveys. In addition, the research team gathered feedback from a broader set of stakeholders at the Building Equitable Communities: A Housing & Parks Summit held in October 2017.



Housing and Parks Summit, Photo by Urban Colors Photography

Our goal in writing this paper is to explore a systemic set of opportunities to connect two largely independent fields of practice—the environmental conservation and urban greening investment system with the affordable housing investment system. We hope that this informs creation of a joint-development framework and pilots that demonstrate the value of the integration of affordable housing with public open space that can be replicated along the Los Angeles River, the greater Los Angeles region, and elsewhere.

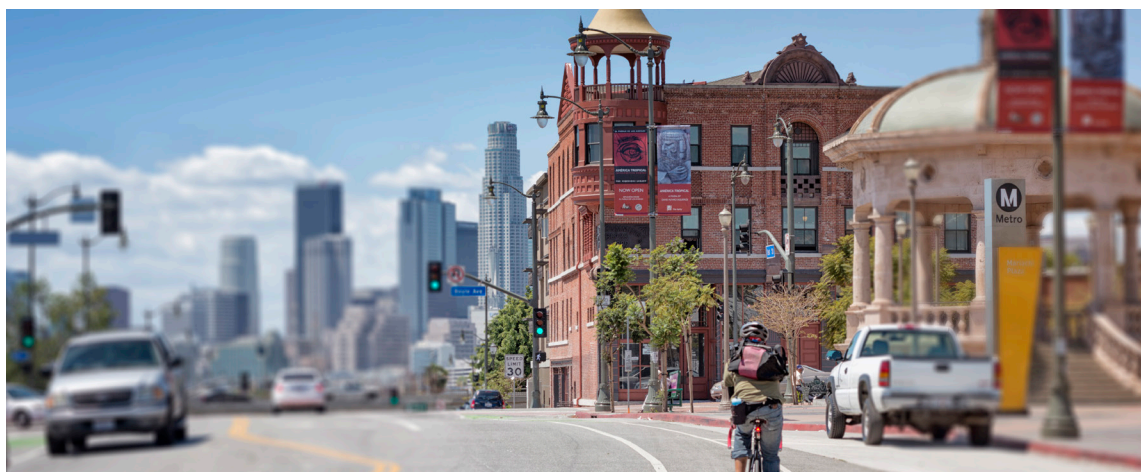
The intended audience for this paper draws from multiple fields including non-profit organizations, public agencies, and community development financial institutions from across these fields. These stakeholders include:

- Non-profit Park Developers
- Environmental, Climate and Environmental Justice Organizations
- Park and Recreation Agencies
- Conservation Authorities
- Affordable Housing Developers
- Community Development Financial Institutions
- Housing Authorities and Municipal Housing Agencies
- Housing and Renter Advocates
- Local Planning Departments
- Public Health Agencies

Urban Sustainability and Compact Growth, a Legacy of Segregation, and a Growing Housing Crisis

After decades of disinvestment, urban neighborhoods in Los Angeles, particularly those connected to high-quality transit such as light rail, rapid bus, and subway, have become hot spots for real estate investment in the past decade. A strong post-recession economy, driven by high-income jobs in white collar industries (information and technology sector and healthcare), and a revitalized interest in Downtown and central city neighborhoods have attracted higher-income households to Los Angeles⁶. At the same time, the region has seen an outflux of lower-income households⁷, predominantly people of color that have suffered from decades of public policies and institutional practices that have built separate and very unequal neighborhoods.

Displacement of low income residents of color in the urban core has contributed to our homelessness crisis, criminalization of people in parks and on the streets, and declines in transit ridership even as local taxpayers have passed two transportation sales tax initiatives in ten years. Low income residents are far more likely to utilize mass transit—70% of Los Angeles transit riders earn less than \$25,000 per year. However, affordable housing opportunities near transit are scarce, and often the only options are to live in over-crowded or unaffordable housing near jobs, or face long commutes and high transportation costs. Skyrocketing residential rents and commercial lease rates combined with stagnant wage growth have accelerated displacement of low-income renters and small businesses and stoked concerns of gentrification. Greater numbers of families and households are facing stark realities. Many are leaving the region and the state altogether, and many are falling into homelessness.



Mariachi Plaza and Boyle Hotel Development in Los Angeles, California, Photo by Enterprise Community Partners

In this context, a growing movement of residents and advocates are calling for policy and finance solutions that enable households of all incomes to participate in these livable, compact neighborhoods through affordable homes, quality jobs, parks and open space, and access to mobility and transit options. Regional advocates including LA THRIVES, LA ROSAH, the Alliance for Community Transit-Los Angeles (ACT-LA), and the Coalition for a Just LA have worked with public agencies to develop new tools for affordable *Transit Oriented Development* (TOD), a broader framework for *Transit Oriented Communities* (TOC), and other related policies:

- The City of LA's TOC ordinance enables higher densities and reduced parking in exchange for affordable housing and strong labor standards⁸.
- Metro has strengthened its role in developing affordable housing, adopting a 35% target for affordable housing on agency-owned land, a land-discounting policy for those new housing units, and even investing in a loan program—*Metro Affordable Transit Connected Housing* (MATCH)—to support TOD on privately owned land near transit⁹.
- A linkage fee in the City of Los Angeles will generate between \$90 and \$130 million for affordable housing every year and build between 10,000 and 13,000 affordable homes over the next ten years.

- In 2018, members of LA ROSAH have been working with park agencies to incorporate anti-displacement and equitable parks development policies through green infrastructure financing mechanisms.

How can Urban Greening, and Green Infrastructure play a role in Urban Sustainability and Compact Growth within a Legacy of Segregation and a Growing Housing Crisis?

Parks and green space have a rich tradition in American urban planning and landscape architecture, dating back to the origins of the modern planning profession. Urban green space has long been thought of as “lungs of the city”, an early concept popularized by Frederick Law Olmsted. More recently, urban greening occupies a growing spotlight as a source of multiple benefits to their regions, including positive health, environmental, climate, and economic impacts to neighborhoods and local communities. Parks can promote health through physical activity¹⁰, provide shade, stormwater management, habitat and reduce the heat-island effect¹¹, and attract nearby development¹².

A recent study by the Trust for Public Land quantified the economic impact of these benefits in the City of Los Angeles, with the biggest economic impact from enhanced property values¹³. This economic impact is often used to make the case for parks, demonstrating lasting economic benefit from public investment in parks and greening.

The importance of parks and green infrastructure are magnified as cities and urban areas take on growing leadership to address climate change through compact growth and sustainable land development. Providing access to parks and nature is a critical planning strategy for climate change mitigation, adaptation, and resilience—improving the livability of denser, more compact neighborhoods, and providing green infrastructure and ecosystem services to capture, treat and retain stormwater and reduce urban heat island effects in a hotter and drier climate.

Greening projects range in size and scale within this spectrum, from pocket parks to green corridors, but at the largest scale can be catalysts for dramatic transformation of neighborhoods. Regional-scale linear greening projects such as the Atlanta Beltline and the Chicago 606 span across multiple neighborhoods, changing regional mobility patterns and inducing private investment. Neighborhood-scale adaptive reuse projects which recycle infrastructure from obsolescence—the New York City Highline, or the 11th Street Bridge in Washington DC—have also sparked major neighborhood change and displacement in nearby low-income communities of color.

In Los Angeles, the highest profile example of this type of green infrastructure planning is the revitalization of the Los Angeles River. While the entire 51-mile length of the river winds through a wide variety of neighborhoods and cities, the most intense focus of planning has been the 11-mile stretch of the Glendale Narrows where public access to the river is highest and a portion of the concrete lined river remains ‘soft bottom’ due to the high water table in the area. This stretch of river, boasting mature trees, shrubs, and significant wildlife, is the subject of the U.S. Army Corps of Engineers’ *‘Los Angeles River Ecosystem Restoration Study’* which examines alternatives for the purpose of restoring the River while maintaining flood risk management.

The projected cost of Alternative 20, which has been approved by the Los Angeles City Council and the USACE, is approximately \$1.6 Billion.

Displacement, Gentrification, and Green Gentrification

Nationwide, concerns are growing about an accelerating trend of gentrification and associated displacement in urban neighborhoods. Public usage of these terms have become commonplace, but inconsistently applied and understood. However, academics have produced a large body of published literature defining these distinct but related experiences.

Gentrification is understood to have many interrelated causes leading to economic and racial transformation of low-income neighborhoods. Displacement is an outcome of gentrification where households or businesses are involuntarily forced to move¹⁴. The Prevention Institute and its Healthy, Equitable and Land Use (HEAL-U) network have developed a framework for understanding health inequities in the land use system that factor into these neighborhood changes, and seeing the resulting displacement effects as a public health issue¹⁵.

These larger concerns about displacement and gentrification are increasingly associated - whether real or perceived - with the impacts of urban parks and greening. Much of the concern is focused in the neighborhood loci of these large-scale transformative green infrastructure projects in Los Angeles and throughout the Country described above. The well-documented economic impact of parks, as previously described above in the recent TPL study, typically regarded as a positive impact, can also be seen through a gentrification lens as potentially harmful.

Emerging research on such “green gentrification”, or “environmental gentrification” has begun to find patterns of displacement and gentrification effects associated with greening projects across the United States and internationally in cities such as New York City, Atlanta, Hangzhou, and Seoul¹⁶. New York’s Highline and Atlanta’s Beltline in particular have been studied extensively for their displacement of nearby low-income residents¹⁷.

Even more recent research is uncovering a “climate gentrification” phenomena as climate impacts and extreme weather events increase, homes and properties that are in more resilient or adaptive communities and therefore less susceptible to climate risks can experience more

marketability and valuation of property (Jesse M Keenan, 2018). As shown by the research of Alex Hall, the Center for Climate Science Faculty Director, and his research group at the UCLA Institute of The Environment and Sustainability, the complex topography in the Los Angeles region creates very distinct microclimates with varying degrees of climate impacts, that, given our legacy of segregation and redlining, could have concerning implications for further gentrification and displacement in the LA region¹⁸.

The data trends show that the inland and valley areas, which include some of the more affluent communities, will experience increased very hot days (>95°F) and wildfires compared to communities in South LA and the South Bay that benefit from the cooling coastal air and are far enough away from the ocean to not be at risk for sea level rise. Conversely, beachside communities will experience increased flood risks and cliff retreat projections 60% over historical rates from sea level rise.

As seen in the devastating wildfires in Northern, Central and Southern California in 2017, there was unprecedented destruction of more than 10,800 structures across the state, many of which were people's homes. Over time, rebuilding in communities prone to wildfires will likely diminish, and those residents will move to communities with less fire risk. As extremely hot days increase, cooler communities will be that much more attractive. As incidents like these continue to increase and climate impacts become more understood, "climate gentrification" in our region may very well become a reality. Displacement protections, affordable housing production and preservation are all essential elements to be integrated in with park developments and green infrastructure investments now, before it is too late.

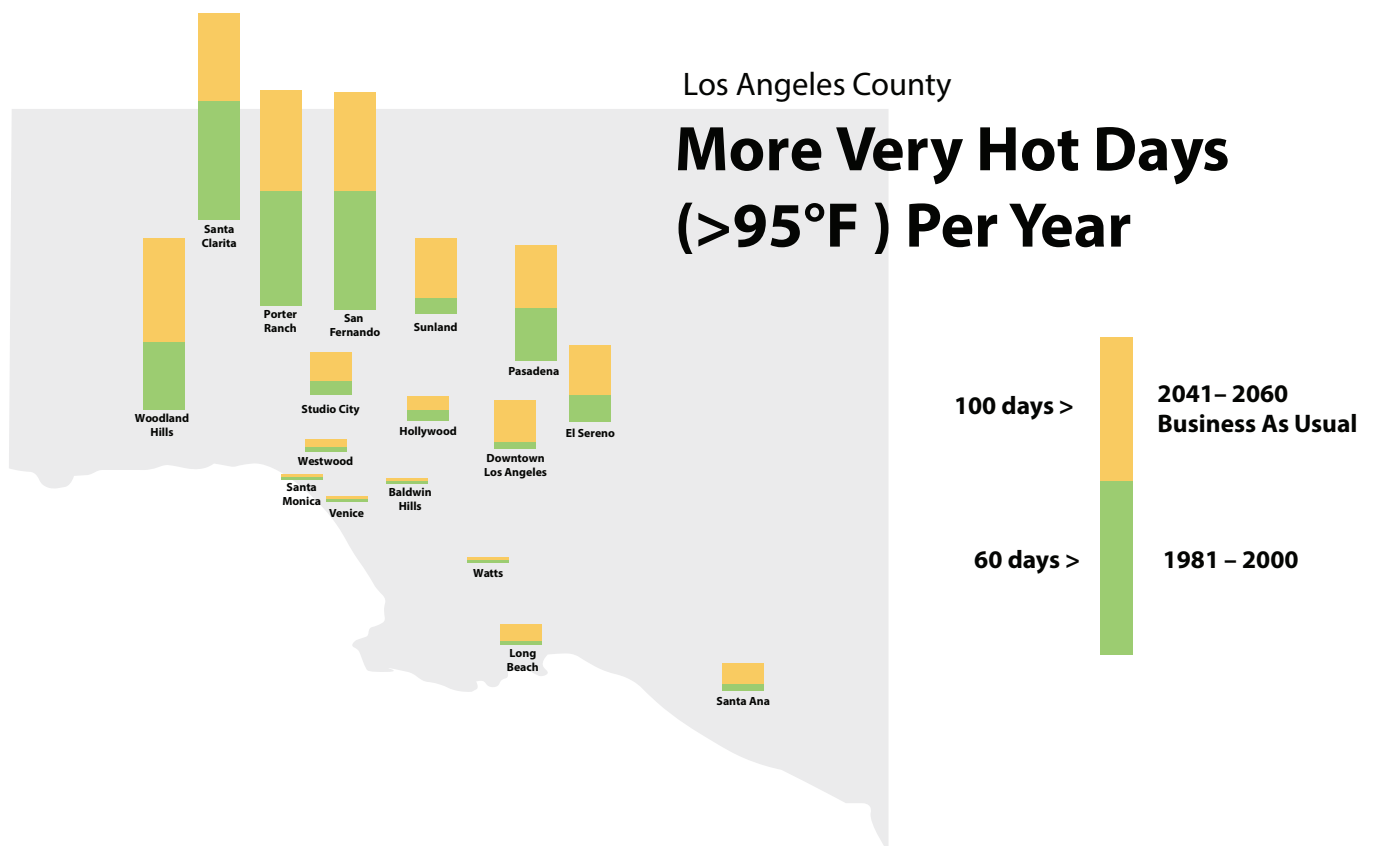


Figure 1. Projections of Climate Related Extreme Heat in Southern California (Adapted from UCLA Center for Climate Science¹⁹)

In the Los Angeles region, neighborhood advocates are experiencing gentrification and displacement first hand at the community level and perceive a connection to transit, parks and other infrastructure improvements. The Chinatown, Lincoln Heights and Frogtown neighborhoods have experienced dramatic increases in the values of rental apartments, homes, and raw land. These neighborhoods are the focus of river restoration plans, and land values are rising even before any infrastructure projects have even begun. Developers are building and marketing homes as riverfront properties, while existing renters are experiencing rising rents and evictions, and often are unable to find affordable new homes within the area. While the causal linkage between river restoration planning to gentrification and displacement is hotly debated, the perception alone is raising significant concern.

As organizations work to develop more parks and green spaces, they are concerned with exacerbating and accelerating these trends and the impacts on existing residents. Based on a survey of LA ROSAH partners, organizations are working in other areas of the region including South Los Angeles neighborhoods of Crenshaw and Slauson, University Park, and around MacArthur Park in central Los Angeles, that are experiencing gentrification and displacement generally.

Public parks, by definition, exist to provide access to nature and recreational space to the general public. In practice, low-income households and communities face significant barriers to accessing parks and open space. Urban neighborhoods often have the least amount of park space, borne out by data in Los Angeles and nationwide.

In Los Angeles County, there are dramatic disparities in park access across neighborhoods, from 56 acres per 1,000 residents in wealthy suburban communities (San Dimas and Malibu) to less than 0.5 acres per 1,000 residents in some urban communities including City of Los Angeles Council Districts 8 and 9, Lennox (unincorporated), and the City of Bell. The communities with the least park access are correlated to higher levels of economic hardship, higher concentrations of households of color, as well as significantly worse health outcomes such as childhood obesity, mortality from cardiovascular disease and diabetes¹⁹.

To meet their goals of providing park access to all, park agencies create programs to provide access to regional parks and wilderness areas to low-income children and households. More recently, park agencies have begun to focus more attention on creating urban parks in park-poor areas. The Santa Monica Mountains Conservancy (SMMC) and the Mountains and Recreation Conservation Authority (MRCA), a joint powers authority of the SMMC and two park districts, have created the Urban Parklands program and has been actively acquiring land parcels in park-poor neighborhoods to create parks such as Marsh Park adjacent to the *Los Angeles River*, *Vista Hermosa Park* in Westlake/Historic Filipinotown, and the *Pacoima Wash Natural Park* in the San Fernando Valley.

Los Angeles County Measure A, passed by voters in 2016, in part prioritizes funding resources based on a *Park Needs Assessment* that was completed prior to the development of the ballot initiative. The *Park Needs Assessment* reflects the reality of disparities in park access and park quality, and the lack of such facilities in low-income communities of color.

Non-profit park developers place great care and attention on serving low-income households with high quality parks and urban greening facilities. In Los Angeles County, LA ROSAH members the *Los Angeles Neighborhood Land Trust*, *The Trust for Public Land*, and *From Lot to Spot* are pioneering efforts to use parks projects as vehicles for community organizing. These organizations base their practice on a foundation of first engaging community residents to identify community needs that can be addressed through parks. This engagement continues through design development and construction of parks and green space. Ultimately, local residents truly are the stewards of these open spaces in the long run and embody the connection of these to broader goals of improving community health, safety, and economic opportunity.

More specifically, the idea of promoting housing, particularly affordable housing, integrated with parks and urban greening, is an extension of this concept of

creating long-term local park stewardship among adjacent residents, improving community health and supporting stable neighborhoods. Additionally, developing affordable housing with urban greening directly addresses the need for improved park-access for low-income households, as measured through the County's needs assessment. The perceived benefits of integrating housing and parks is illustrated by several programs in the state of California.

The 1975 Quimby Act recognized the need to develop parks alongside new development to accommodate an influx of population and the pressure it would place on existing park resources. The Act requires land set-asides, easements, or fees to be put towards parklands. Later amendments to the Quimby Act provided more detailed guidance and restrictions to formulate the direct connection between new development and park need.

The *California Housing and Community Development* department created the *Housing Related Parks* program in 2006 as a part of the *Housing and Emergency Shelter Trust Fund Act* of 2006. The funding program, which ended in 2016, provided non-competitive grants on a formula basis to jurisdictions based on the number of building permits for new affordable units, as well as units preserved, substantially rehabilitated, or converted. Additional funds were awarded to jurisdictions that commit to funding parks in park deficient communities and disadvantaged communities (as defined by the program statute).

Equipped with an understanding of the nexus between parks and housing, and aware of the real and/or perceived phenomenon of “green gentrification”, we are focusing on affordable housing production and preservation as one anti-displacement policy mechanism that could be tied to park development through a joint development framework.

This should be understood in the context of developing a portfolio of municipal policies and programs to address urban displacement²⁰. UC Berkeley and UCLA’s collaborative *Urban Displacement Project* research team has developed an inventory of 14 policies that cover affordable housing production and preservation, tenant protections, asset building, and local economic development. The research team has also found a direct correlation between producing new affordable housing and easing displacement pressure, at twice the impact of new market rate housing units²¹.

Joint Development Overview

We are borrowing the concept of joint-development from the field of transit-oriented development (TOD). In the TOD context, Reconnecting America defines joint-development as “when a transit agency partners with another agency or private developer to develop property that is owned by the transit agency and located near a transit station²².” The Federal Transit Administration (FTA) further states that such joint development projects, which could include commercial, residential or mixed-use development, provides mutual benefit and shared cost to all parties involved. The FTA considers this a form of value capture, as such projects capture some of the economic value created by an agency’s transit system and uses the funds to help finance expenses²³.

We propose that public park and conservation agencies can play a similar role to transit agencies to develop integrated projects with park and non-park elements, specifically affordable housing, but also including commercial and mixed-use elements. The mutual benefit to the partnering agencies could include cost-sharing, cultivating long-term park stewards among on-site residents, and capturing some of the economic value of new parks.

More broadly, moving beyond joint development as narrowly defined on agency-owned land, such parks and housing integrated projects can expand the definition of multi-benefit projects. California’s Climate Investment (CCI) program is one effort pioneering such an approach. The

CCI's Affordable Housing and Sustainable Communities (AHSC) and Transformative Climate Communities (TCC) programs provide funding and incentives for projects that integrate multiple project components such as affordable housing, active transportation and other mobility infrastructure, as well as urban greening.

Emerging Joint Development Typologies



Lion Creek Crossings Development in Oakland, California, Photo by Alain McLaughlin for East Bay Asian Local Development Corporation

We propose a framework for the joint-development of open space and affordable housing. In such developments, housing and park investments are leveraged through a public-private partnership between park agencies and/or conservation authorities and affordable housing development partners. To arrive at this framework, we conducted research and reviewed case studies from the Southern California area and across the United States of multi-benefit projects incorporating some form of affordable housing production, preservation and/or displacement protections along with urban greening, parks, or green infrastructure.

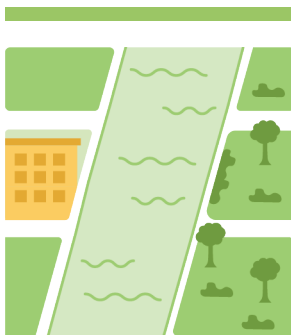
We held meetings and also interviewed non-profit park developers and affordable housing practitioners to understand considerations for development, including size and scale of project, opportunities for utilizing public land, proximity to other community assets and benefits, capacity for infrastructure on-site or off-site, site selection and processes, and community engagement to identify community needs and vision.

Our starting point was to more closely examine the characteristics of the transformative infrastructure projects for examples of any linkages between housing and anti-displacement strategies. We then broadened our national search, based on considerations and priorities described by our partners, to consider additional developments featuring a combination of aspects of housing construction and park or greening development.

The result of this search uncovered an array of strategies and projects (both completed and in-development) that, at minimum, simply co-located green space and affordable housing on adjacent parcels, and at the most aspirational, also demonstrated the potential for projects that more closely integrate parks and housing.

Based on this outreach and research, we then conceptualized 5 distinct typologies of integrated housing and open space. On October 25-26, 2017 the LA ROSAH collaborative hosted the Building Equitable Communities: A Housing and Parks Summit, a two-day convening with over 130 participants. Over the two days, we engaged a multi-sector audience in exploring the vision for integrated, equitable parks and housing development, discussing the system of capital and policy tools to mitigate green gentrification, and presented the typology framework for joint-development of parks/open space and affordable housing to gather an assessment of our typology framework and feedback from the audience. We also shared a noteworthy case study on the 11th Street Bridge project from Washington, D.C., and closed with interactive discussions to inform the work and a panel on future innovations.

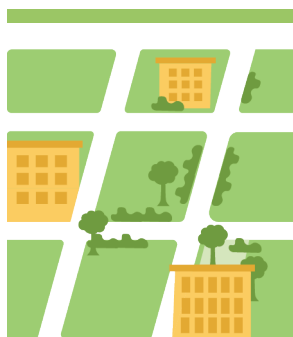
From this research we have conceptualized 5 distinct typologies of integrated housing and open space scenarios. In addition to transformative infrastructure projects, we found a cluster of neighborhood or district scale approaches that involved planning for multiple non-contiguous sites while maintaining a consistent vision and thematic goals. The primary differentiator among the remaining 3 project types was the size and scale of development.



Transformative Infrastructure with Housing sites + Anti-Displacement Strategy

Transformative Infrastructure projects have the potential to dramatically impact surrounding neighborhoods. Responsible, equitable planning should include identification of affordable housing sites that are integrated with the upgraded infrastructure, mechanisms for value capture and financing these developments, tenant protections, and affordable housing preservation strategies.

Examples - High Line (New York), The 606 (Chicago), the Revitalization of LA River (Los Angeles), and the Rail to River Slauson Greenway (Los Angeles).



Neighborhood Transformation Scattered Site Approach

Some communities have adopted neighborhood-scale visions for revitalization that includes housing, civic spaces, and green infrastructure. Others are so dense they lack the physical space to accommodate multiple benefits on one site. Scattered Site Approach identifies multiple parcels throughout a district, and implements shared infrastructure, thematic or programmatic consistency, and coordinated funding strategies.

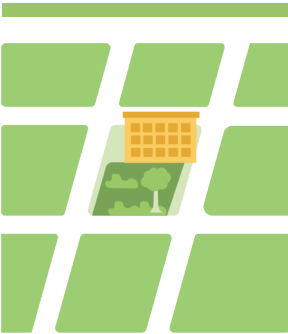
Examples - Sustainable Little Tokyo (Los Angeles), Watts Reimagined (Los Angeles), Fitzgerald Revitalization Project (Detroit).



Large Master Planned Infill Development

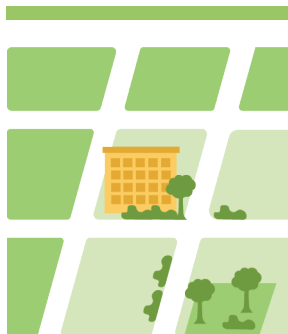
Development sites 7 acres or more that are under single ownership are able to accommodate both homes and publicly accessible open space and/or green infrastructure. Projects at this scale in urbanized areas are likely feasible only if public land is available, and more specifically, most prevalent in our landscape scan as public housing redevelopment scenarios. Development could include other community amenities and may include adaptive reuse of existing buildings.

Examples – Jordan Downs Revitalization (Los Angeles), Lions Creek Crossing (Oakland), Mariposa Public Housing (Denver).



Infill Development with Housing and Open Space on-site

Urban infill sites under 7 acres can accommodate housing, green infrastructure and/or open space on a single site. Many urban infill sites available for development are less than 1 acre. While these developments often include landscaped areas for the residents, they do not typically have sufficient land area to include publicly accessible open space.



Infill development, with Housing and Open Space on different sites within Neighborhood

A joint development approach could combine a housing development with open space or green infrastructure on adjacent public right-of-ways or smaller infill sites such as such as alleys, streets or utility corridors, city storage or maintenance yards, or hard to develop properties.

Characteristics	Infill development with Integrated Projects On-Site	Infill development with Integrated Projects on different sites within Neighborhood	Neighborhood Transformation Scattered Site Approach	Large Master-Planned Infill Redevelopment	Transformative Infrastructure with Housing + Anti-Displacement Strategies
Parcel Size(s)	1 acre maximum (Minimum ½ acre for housing site)	¾ acre minimum for green space ½ acre minimum for housing site 7 acres maximum	At least one ½ acre site for housing development	Above 7 acres	Varies
Description	Affordable housing (re) development with on-site publicly accessible open space and/or green infrastructure* – Typical infill sites – Set aside for publicly accessible open space	Infill sites that cannot accommodate publicly accessible open space and affordable housing on one parcel. Joint development could still incorporate affordable housing development and/or preservation with publicly accessible open space or green infrastructure* on adjacent public right-of-ways or other infill sites within neighborhood of housing site (1 mile from housing site).	A coordinated plan for the redevelopment of multiple sites within a neighborhood for affordable housing development and/or preservation and publicly accessible open space and/or green infrastructure*. Typically a phased redevelopment strategy led by a community-based corporation.	Redevelopment of a large site with publicly accessible park, green infrastructure*, and affordable housing co-located on-site. Can include public land, public housing Redevelopments, or other vacant and/or underutilized private property. Development can include several community amenities and adaptive reuse of existing structures. Typically infill development, but may be previously undeveloped land if part of a transformative infrastructure project.	Infrastructure investment with publicly accessible open space and affordable housing strategy, which could include preservation and rehabilitation of existing structures, anti-displacement strategies, and new housing construction. Typically the green infrastructure* and affordable housing are not co-located, but there may include mixed-use elements.
Examples	- Slauson and Wall, Abode Communities and Trust South LA, Los Angeles - Las Alturas, WORKS proposal for Lincoln Heights Jail, Lincoln Heights - St. Louis Park, St. Louis Park MN	7th + Witmer, Deep Green Housing, Los Angeles - Whittier + Downey, Meta Housing, Los Angeles County Unincorporated - Alameda Nave Base Site A, Eden Housing, Alameda	- Sustainable Little Tokyo, Los Angeles - Watts Re-Imagined, Los Angeles - Detroit Fitzgerald Project, Detroit, MI - Wacouta commons Park + Renaissance Box, St. Paul, MN	- Lion Creek Crossing, Oakland, CA - Jordan Downs, Los Angeles, CA - Paradise Creek, National City, CA - Mariposa Public Housing, Denver, CO	11th Street Bridge, Washington DC - Rail to River, Los Angeles - LA River Master Plan, Los Angeles
Drivers	- Community vision + need - Opportunistic based on available sites	- Community vision + need - Opportunistic based on available sites	- Community leadership, community plan, Community-based vision for neighborhood/district - Opportunistic based on available sites	- Development Vision - Public Policy Goals - Community vision/needs	- Large scale public infrastructure investment - Community vision/needs
Surrounding Uses	Active, can be single or mixed use	Active, can be single or mixed use	Active, can be single or mixed use	Active, previous use may be obsolete or underutilized	- Variable - Active - Previous use may be obsolete or underdeveloped
Surrounding Infrastructure	Exists but may need upgrades or redevelopment to accommodate additional density or changes in use	Exists but may need upgrades or redevelopment to accommodate additional density or changes in use	Exists but may need upgrades or redevelopment to accommodate additional density or changes in use	Likely exists but may need upgrades or redevelopment to accommodate additional density or changes in use	Likely exists but may be in need of upgrades or redevelopment to accommodate new development and/or preserve existing housing stock. In limited cases may be nonexistent or obsolete.
Redevelopment Impact on existing neighborhood form or character	May be catalytic but would not constitute fundamental change of form	May be catalytic but would not constitute fundamental change of form	Transformation is primary goal. Multiple sites contribute to a catalytic impact and are part of a broader plan for land use in a given neighborhood to reach community-driven goals	Transformation is primary goal. Site has dominant impact relative to surrounding parcels.	Transformation with anti-displacement strategy is primary goal. Site has dominant impact relative to surrounding parcels.

Green infrastructure is a broadly defined term that refers to the use of natural features, restored or engineered, to provide multiple benefits to communities including reducing flooding, minimizing urban heat island impacts, and improving water and air quality. The phrase is generally contrasted with "gray infrastructure," which relies on a constructed system of pipes and mechanical devices to capture and convey stormwater runoff. It can generally include but is not limited to urban heat island reduction measures (such as green roofs, planting shade trees, converting asphalt to permeable or natural materials), storm water management and drought mitigation (such as rain gardens, planters, bioswales, green roofs, etc.) and non-motorized trails that provide safe routes for recreation and travel (green streets and alleys, greenways on streets or utility corridors, active transportation corridors).

Currently there is an absence of systematic finance and policy tools that are supportive of a housing and open space approach to joint-development. Instead, existing funding programs largely focus on either housing or parks solely, without consideration or incentive to integration. Ultimately, successful application of these types of joint-developments will require the development of innovative policy, governance, and finance solutions.



Paradise Creek Development in National City, California, Photo by Community HousingWorks and Related California

We hypothesize that it would be unlikely for any of the five joint-development scenarios to be realized beyond ad-hoc or one-off projects without systematic policy and financial tools that establish predictability of funding sources and mitigate real estate risk. While the benefits of cost-sharing, value capture, and long-term community stewardship are clear, project developers may still find it to be more efficient and less risky to simply pursue projects independently rather than in partnership.

In California, the state's *Climate Community Investments* (CCI), or *Greenhouse Gas Reduction Fund* (GGRF) programs are breaking new ground for incentivizing and mandating integration of multiple project components including affordable housing, greening, and transportation. These programs are setting precedents that funding agencies could replicate in the future to create a more robust ecosystem of public financing for integrated projects.

In response, we propose a set of preliminary recommendations for Conservation Authorities and/or Park Agencies that could be pursued in more detail in future studies and analysis. Conservation authorities can play a unique role in their ability to acquire and create public open space that spans across multiple jurisdictions connecting state, local and municipal government.

RECOMMENDATION 1:

Create a joint-development framework on agency-acquired land

Agencies could replicate the transit agency joint-development model, and enable long-term ground leases with housing developers for affordable housing on portions of appropriately

identified sites that could be acquired in the future. Authorities would consider only future land acquisitions, conforming to the Public Park Preservation Act of 1971 to protect existing park space.

RECOMMENDATION 2:

Create an acquisition funding source for Developer–initiated acquisition

Identify Conservation Authority/Park Agency funding sources that affordable housing developers would be eligible to use for acquisition financing of parcels suitable for joint development. The conservation authority or other park development organization would partner with the developer to construct park and green infrastructure.

RECOMMENDATION 3:

Create eligibility and incentives for joint-development in existing and future funding sources

Park and open space funding sources, including local, regional and state agencies, could consider making joint-development of housing and open space explicitly eligible in existing and future funding sources, either through direct funds or by incentivizing integrated project applications.

This paper introduces an exciting opportunity to develop tools for an emerging concept of joint development linking affordable housing and urban greening. The lessons from joint-development of TOD, a now widely accepted partnership of transit and affordable housing, offer a tantalizing promise of the power of this concept to help shape the future of urban regions. In Los Angeles, where voters have approved new permanent park funds through the 2016 Measure A alongside newer statewide funds for parks and green infrastructure such as the 2018 Proposition 68, there is an opportunity to take such tools to scale across the region. Nationwide, this approach offers a replicable model for other conservation authorities and park agencies to explore in other urban communities seeking multi-benefit infrastructure and affordable housing solutions. These ideas are already inspiring our Los Angeles area partners to take action, and we hope this will be taken up broadly beyond our region. We view this as an introductory exploration for what has the potential to become a rich area of research and practice of community investment.

1. Grier GW & Grier ES. (1978) Urban displacement: A reconnaissance. Memo report prepared for the Office of the Secretary, U.S. Department of Housing and Urban Development.
2. United States Environmental Protection Agency <https://www.epa.gov/smartgrowth/smart-growth-and-equitable-development>
3. More information on the Affordable Housing and Sustainable Communities Program and Transformative Climate Communities is available online at the Strategic Growth Council website. <http://www.sgc.ca.gov/>
4. Measure M, approved by Los Angeles County voters in 2016, is a permanent 1% sales tax for transportation. Measure A, approved by Los Angeles County voters in 2016, is a permanent 1.5 cent per SF property tax for parks.
5. See the Los Angeles River Revitalization Masterplan <http://boe.lacity.org/lariverrmp/>), and Lower Los Angeles River Revitalization Master Plan (<http://lowerlariver.org/the-plan/>)
6. source: 2018-2019 Economic Forecast & Industry Outlook, Los Angeles County Economic Development Corporation, retrieved online at: <https://laedc.org/wp-content/uploads/2018/02/LAEDC-2018-19-Economic-Forecast.pdf>
7. "California Migration: A Comparative Analysis", Next10, retrieved online at: <http://next10.org/sites/default/files/California-Migration-Final2.pdf>
8. The City of LA TOC Incentive can be found online at <https://planning.lacity.org/ordinances/docs/toc/TOCGuidelines.pdf>
9. For more on Metro's Transit Oriented Communities program, visit: <https://www.metro.net/projects/transit-oriented-communities/>
10. A 10-year study of over 3,000 children in southern California strongly correlated lower obesity rates for 18-year-olds who grew up in close proximity to parks or recreational facilities, than those who did not. Wolch J, et al. Childhood obesity and proximity to urban parks and recreational resources: A longitudinal cohort study. *Health and Place* 2010;16(3):137-57.
11. From Recreation to Re-Creation: New Directions in Parks and Open Space Planning. Planning Advisory Service Report Number 551. January 2008. American Planning Association
12. "How Cities Use Parks for Economic Development". 2002. City Parks Forum Briefing Papers Vol. 3. American Planning Association.
13. "The Economic Benefits of the Public Park and Recreation System in the City of Los Angeles, California". May 2017. The Trust for Public Land
14. "Gentrification, Displacement and the Role of Public Investment: A Literature Review". August 2015. Federal Reserve Bank of San Francisco
15. Aboelata, M.J., Bennett, R., Yañez, E, Bonilla, A., & Akhavan, N. (2017). Healthy Development Without Displacement: Realizing the Vision of Healthy Communities for All. Oakland, CA: Prevention Institute.
16. See Jennifer Wolch, Jason Byrne, Joshua P Newell (2014) Urban green space, public health, and environmental justice: The challenge of making cities 'just green enough'. *Landscape and Urban Planning*
17. See Dan Immergluck & Tharunya Balan (2017): Sustainable for whom? Greenurban development, environmental gentrification, and the Atlanta Beltline. *Urban Geography*; Rigolon, Alessandro & Nemeth, Jeremy. (2018). "We're not in the business of housing." Environmental gentrification and the nonprofitization of green infrastructure projects. *Cities*.
18. Climate Change in the Los Angeles Region Research Project at <https://www.ioes.ucla.edu/project/climate-change-in-the-los-angeles-region>
19. Los Angeles County Department of Public Health. Parks and Public Health in Los Angeles County: A Cities and Communities Report; May 2016. Accessed online at: http://publichealth.lacounty.gov/chronic/docs/Parks%20Report%202016-rev_051816.pdf
20. Sun F, D Walton, and A Hall, 2015: A hybrid dynamical-statistical downscaling technique, part II: End-of-century warming projections predict a new climate state in the Los Angeles region. *Journal of Climate*, 28(12): 4618-4636. DOI: 10.1175/JCLI-D-14-00197.1
21. "Housing Production, Filtering and Displacement: Untangling the Relationships". May 2016. Institute of Governmental Studies, University of California, Berkeley. Accessed at http://www.urbandisplacement.org/sites/default/files/images/udp_research_brief_052316.pdf
22. <http://www.reconnectingamerica.org/resource-center/joint-development/>
23. <https://www.transit.dot.gov/jointDevelopment>

learn more



Enterprise®

(213) 787-8230

600 Wilshire Blvd, Suite 600

Los Angeles, CA 90017

www.EnterpriseCommunity.org/southerncalifornia

@Enterprise_SCal



THRIVES

(213) 627-2042

600 Wilshire Blvd Suite 890

Los Angeles, CA 90017

www.lathrives.org | www.liifund.org

@LATHrives | @Liifund



capital for healthy
families & communities



seaca
southeast asian community alliance

(213) 628-8667

970 N. Broadway Ave, Suite 209

Los Angeles, CA 90012

www.seaca-la.org

Instagram: seaca.la

Twitter: seacala

FB: seacala