

# **BOARD REPORT**

DATE

NO	21-175	
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# **BOARD OF RECREATION AND PARK COMMISSIONERS**

SUBJECT:	URBAN LAND INSTITUTE - 10-MINUTE WALK CAMPAIGN - DONATION OF
	FUNDS FOR PLANNING ACTIVITIES

AP Diaz	M. Rudnick	
H. Fujita	*C. Santo Domingo_	DP
J. Kim	N. Williams	

October 21, 2021

M.	aluc	
G	eneral Manager	

Approved	Χ	Disapproved	Withdrawn

# RECOMMENDATIONS

- 1. Authorize RAP's General Manager or designee to accept a donation in the amount of Ten Thousand Dollars (\$10,000.00), from the Urban Land Institute (ULI) in support of RAP's 10-Minute Walk park access goals, as further described in this report; and
- 2. Authorize RAP staff to make technical corrections as necessary to carry out the intent of this Report.

# SUMMARY

The 10-Minute Walk Campaign requests Mayors of all cities in the United States to demonstrate their commitment to parks by encouraging them to adopt long-term strategies to improve equitable access to quality parks. The campaign, which is supported by the Urban Land Institute (ULI), in partnership with the National Recreation and Park Association (NRPA) and The Trust for Public Land (TPL), focuses on leading a nationwide movement to ensure there is a great park within a 10-minute walk of every person, in every neighborhood, in every city across America. Over 220 Mayors across America, including Mayor Garcetti, have signed on to the 10-Minute Walk Campaign to show their support and commitment to increase equitable park access.

In 2019, RAP received a Forty Thousand Dollar (\$40,000.00) planning and technical assistance grant from the NRPA to support the creation of a measurable action plan that will accomplish the City's 10-minute walk goals (Report No 19-001).

To enhance the work of this grant, RAP worked with ULI to bring in a panel of volunteer experts from across the country for a 10 Minute Walk National Study Visit (Study Visit), to provide RAP

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with guidance on improving park quality and access in Boyle Heights and on strategic alignment between City departments and agencies in an effort to increase the percentage of City residents who live within a 10-minute walk of a high-quality park.

The Study Visit took place November 13-15, 2019. During that Study Visit the panel of volunteer experts was briefed by RAP staff and received a guided tour of the Boyle Heights neighborhood, on foot and by bus. The panel conducted interviews at Evergreen Recreation Center, and at City Hall, with more than 30 local stakeholders, including residents, city officials, community leaders, staff from RAP and other city agencies, private developers, and representatives from local nonprofit groups. The panel used information gathered during this process and presented their observations and recommendations during a public meeting at City Hall on November 15, 2019.

In August 2020, ULI finalized a summary report (Study Visit Report) for the Los Angeles National Study Visit that detailed the volunteer panel's observation and recommendations. The overarching recommendation for RAP from the experts was to focus on elevating the quality and maintenance of open space assets that already exists in Boyle Heights. The Study Visit Report also includes a series of policy recommendation focused on three general categories: partnerships, policies and funding, and engagement and storytelling.

The Study Visit Report is Attachment No.1 to this report.

# **ULI DONATION**

Due to the events of 2020 limiting travel and other activities, ULI has funding available for continuing work from these technical assistance activities and is funding shorter-term projects in cities who received technical assistance from ULI related to the 10-Minute Walk Campaign.

ULI advised RAP that Ten Thousand Dollars (\$10,000) in funding was available to RAP to further the recommendations of the Study Visit and Study Visit Report and to assist with the work RAP is doing to plan for new parks and recreation areas and to improve equitable park access in Los Angeles. For example, one of the recommendations from the Study Visit and Study Visit Report was for RAP to pilot interim uses of underused spaces, such as the former RAP maintenance yard adjacent to the Boyle Heights Sports Center. Another recommendation from the Study Visit Report was for RAP to improve community engagement and storytelling, in an effort to engage community stakeholders on more consistent basis and not just around specific projects.

ULI will donate these funds to RAP to fund community engagement and discussion, development of potential concepts, and related activities to help further 10-Minute Walk park access goals in Boyle Heights.

RAP plans to work closely with Council District 14 Staff, and local community groups and stakeholders, to develop a program of activities for the use of the funds in Boyle Heights. This outreach and engagement would also include working with the local stakeholders and organizations that assisted RAP with the planning and organization of the Study Visit. Once the

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planned activities and details associated with the use of the donation are identified RAP will work with Council District 14 to put together a community outreach and engagement plan. Upon completion of the identified activities, RAP will prepare a summary report on how the funds were allocated and include details on how local stakeholders and community partners were engaged and involved; the process to identify and deliver the scope of activities; any successes and challenges; and, any metrics or data that show the impact of the funds.

RAP would like thank and acknowledge ULI for this donation and appreciates the continued support of ULI in furtherance of the City's efforts to provide every Angeleno with access to high quality public parks and open spaces in their neighborhoods.

# FISCAL IMPACT

The acceptance of these funds will have no fiscal impact on RAP's General Fund as RAP is not required to provide any matching funds. These funds will help provide technical assistance to assist the City to advance its 10-Minute Walk park access goals.

# STRATEGIC PLAN INITIATIVES AND GOALS

Approval of this Board Report advances RAP's Strategic Plan by supporting:

Goal No. 1: Provide Safe and Accessible Parks

**Outcome No. 1:** Every Angeleno has walkable access to a park in their neighborhood regardless of race, ethnicity, or socio-economic status.

**Result**: Increase engagement with local stakeholders to identify opportunities to provide enhanced access to local parks.

This Report was prepared by Darryl Ford, Superintendent, Planning, Maintenance and Construction Branch.

# LIST OF ATTACHMENTS

1) Study Visit Report



# LOS ANGELES, CALIFORNIA

10 MINUTE WALK NATIONAL STUDY VISIT



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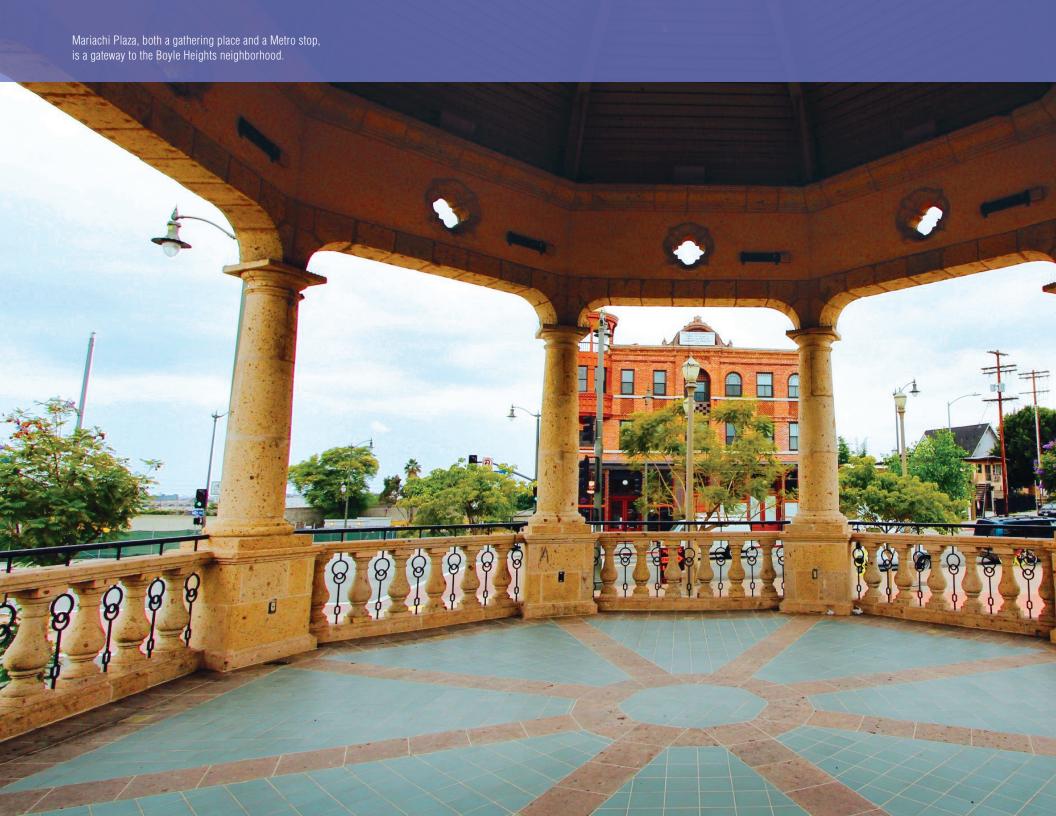
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At just over 20 acres, Hollenbeck Park is the largest park in the Boyle Heights community and features a lake and a children's play area. The Hollenbeck Recreation Center is slated to be rebuilt to meet the needs of the community.









# **ABOUT THE URBAN LAND INSTITUTE**

The Urban Land Institute is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 81 countries.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

#### **ABOUT 10 MINUTE WALK**

Parks are essential to the physical, environmental, and economic health of people and communities. Parks help expand the economy by attracting homebuyers, tourists, and highly talented workers. They protect the environment, provide space for the enjoyment of arts and nature, and make people healthier, happier, and more connected.

Despite these known benefits, research shows that one in three Americans—more than 100 million people—do not have a park within a 10-minute walk of their home. 10 Minute Walk is a movement dedicated to improving access to safe, high-quality parks and green spaces in cities—large and small—throughout the United States. Led by The Trust for Public Land (TPL), in partnership with the National Recreation and Park Association (NRPA) and the Urban Land Institute and with support from The JPB Foundation, 10 Minute Walk is working to create a world in which, by 2050, all people live within a 10-minute walk of a park or green space. This partnership drives commitments from city leaders working to achieve this vision and transform their communities.

Nearly 300 U.S. mayors have endorsed 10 Minute Walk so far. ULI, TPL, and NRPA are working with partners in select cities on measurable policies and strategies to advance the 10 Minute Walk vision. Success in this work will require the expertise, creativity, and close collaboration of public- and private-sector leaders. ULI has a powerful role to play in catalyzing its members, networks, and partners around a vision of a green, sustainable, connected, and resilient future for all people.

Learn more and connect with 10 Minute Walk at 10minutewalk.org and uli.org/parks.





# AGENCY COORDINATION TO IMPROVE PARK ACCESS AND QUALITY IN THE BOYLE HEIGHTS NEIGHBORHOOD OF LOS ANGELES, CALIFORNIA

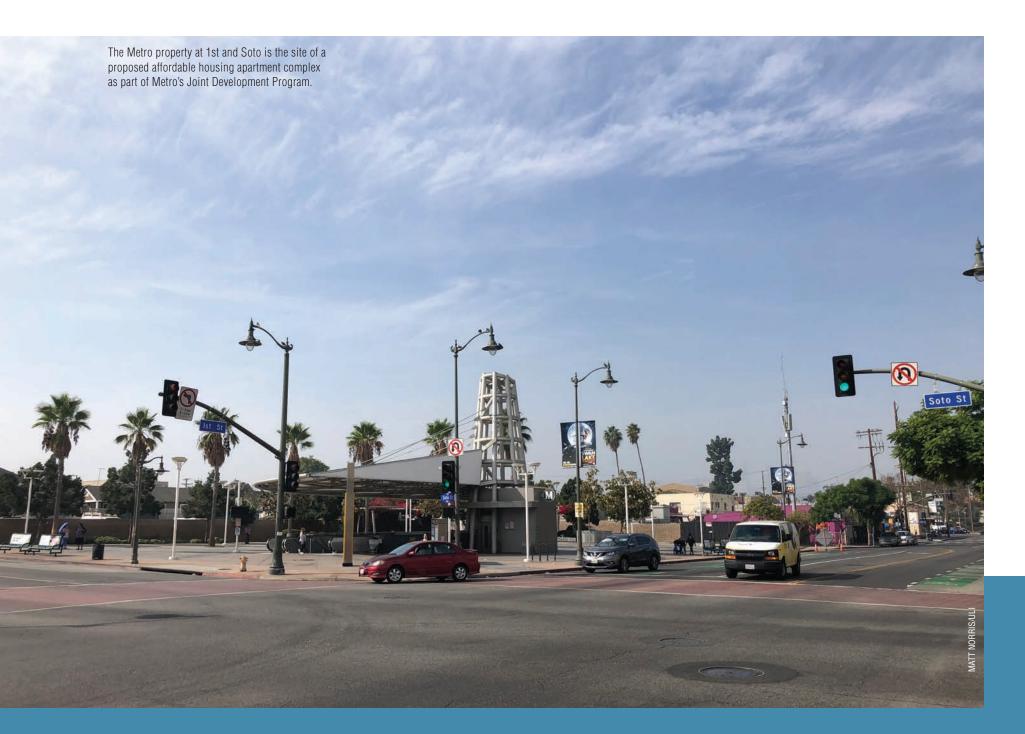
Los Angeles is well known for ideal weather year-round, and the substantial system of parks in the city and beyond provides many opportunities for hiking, relaxing, recreating, and other outdoor activities that take advantage of the L.A. sunshine. The city of Los Angeles Department of Recreation and Parks (RAP) oversees the programming, operations, and maintenance of over 16,000 acres of parkland and nearly 450 individual parks, ranging from regional to neighborhood parks.<sup>1</sup>

RAP works to acquire new parkland in parts of the city lacking access to open space and is supporting several large infrastructure projects with open space components. Though the parks system in the city of Los Angeles is extensive, only an estimated 61 percent of Angelenos live within a 10-minute walk of a high-quality park or open space; the city has committed to increasing this to 65 percent by 2025 and 100 percent by 2050.<sup>2,3</sup> To achieve this ambitious goal, RAP must both improve the quality of existing parks and the strategic creation of new parks in underserved areas, and is targeting the use of joint-use agreements—when governments or other organizations agree to open up their facilities for community use—as a primary strategy.

Although RAP has plans for improving both park quality and access, the department faces obstacles, including the high cost of land in Los Angeles and the fact that RAP receives some of its funding through development impact fees (fees imposed by local governments to pay for public improvements, including parks)—leading to a perception that improvements to existing parks are made only after new residents move in.



A combination bike rack/public art piece along East 1st Street, which runs through the center of Boyle Heights.



#### STUDY AREA PROFILE: BOYLE HEIGHTS

In 2019, RAP designated the Boyle Heights neighborhood—situated at the eastern boundary of the city of Los Angeles—as a "priority community," meaning the department is working to expand local park access and quality. Boyle Heights is surrounded by the neighborhoods of Lincoln Heights and El Sereno to the north, the unincorporated community of East Los Angeles to the east, the city of Vernon to the south, and the Los Angeles River and downtown Los Angeles to the west.

A neighborhood at a tipping point for gentrification, Boyle Heights is known for its cultural diversity and has historically been a destination for immigrant communities; it is home to many artistic, historic, and cultural resources. Containing a mix of residential, commercial, industrial, and open space land uses, it is home to about 85,000 people according to the 2010 U.S. Census.

Boyle Heights is also home to over a dozen public parks and facilities owned by RAP. These facilities include large public open spaces, such as Hollenbeck Park and Prospect Park; small public plazas, such as Ross Valencia Community Park and Aliso Triangle; and larger recreation centers such as Pecan, Evergreen, and State Street recreation centers. Boyle Heights is also home to several publicly accessible open spaces and plazas such as the iconic Mariachi Plaza, where musicians have gathered and performed since the 1930s.

While not a community lacking in park access by the numbers—75 percent of residents live within a half-mile of a park, per the L.A. County Park Needs Assessment (https://lacountyparkneeds.org)—the amount of park acreage per resident is significantly lower than the county average (0.6 acre per 1,000 residents versus 3.3 acres per 1,000 residents). Boyle Heights is one of the oldest parts of Los Angeles, and parkland acquisitions and investments in park improvements have been stagnant for a significant period, making increasing local park access and acreage challenging.

However, several park-related planning efforts, public projects, and private developments are in process within and adjacent to Boyle Heights. The Department of City Planning is updating the Boyle Heights Community Plan, which was last updated in 1998. It is one of 35 community plans in the city of Los Angeles and includes goals and policies for the future of Boyle Heights.

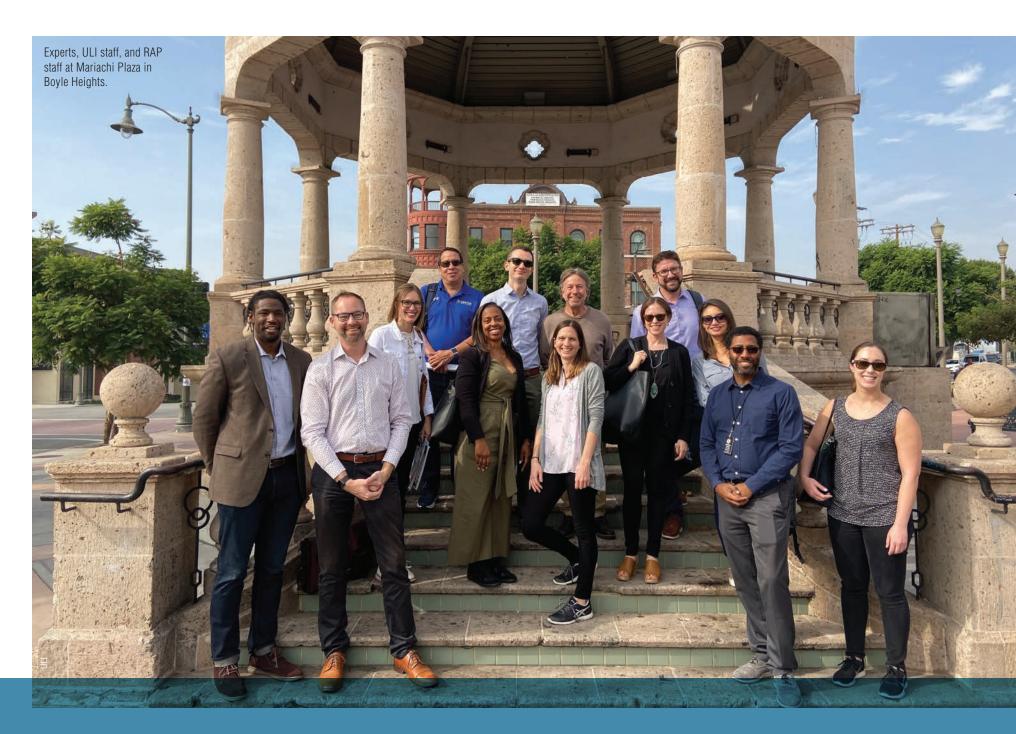
RAP recently acquired a 0.19-acre site in Boyle Heights for a new neighborhood park and a new 17,500-square-foot recreation center is planned adjacent to the existing Boyle Heights Sports Center. The Los Angeles County Metropolitan Transportation Authority (Metro) owns six sites adjacent to light-rail stations in Boyle Heights that are now being developed as part of Metro's Joint Development Program, which builds transit-oriented developments in partnership with the private sector. A 12-acre park is planned to be developed underneath the new Sixth Street Viaduct, just west of the neighborhood; this park, along with the future restoration and revitalization of the Los Angeles River, is expected to have a transformative impact on the Boyle Heights community.

Given the physical changes expected to come to the community from these major projects, along with anticipated population growth, the Los Angeles Department of Recreation and Parks is looking to develop and implement policies and strategies to improve access to parks and open spaces, improve coordination among city agencies and partners who develop or operate parks and recreation spaces, and provide all Boyle Heights residents with safe access to a high-quality park or open space within a 10-minute walk of their home.

#### NATIONAL STUDY VISIT PROCESS

ULI's national study visits bring volunteer experts from across the United States to a city or community to provide a set of recommendations for priority areas identified by local stakeholders. Experts are identified according to areas of expertise needed by the community.

For the 10 Minute Walk national study visits, the parks departments (or similar entity) and local ULI district councils are engaged in setting priorities and planning the visit. These fast-paced, three-day study visits include a briefing to the experts about the study area and questions to be addressed, a tour of local parks and neighborhoods, a set of interviews with stakeholders, and a public presentation of recommendations. Those recommendations serve as a guide to help each city create implementable and actionable plans and priorities for the parks departments to use for future work.

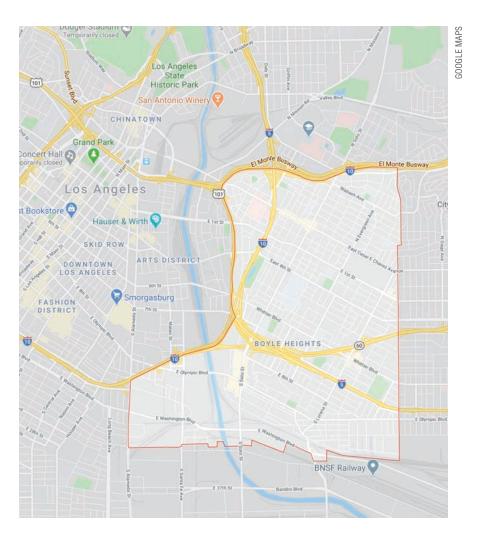


### NATIONAL STUDY VISIT ASSIGNMENT

In early 2019, RAP received a planning and technical assistance grant from the National Recreation and Park Association (NRPA) to support the creation of a measurable action plan that will accomplish the city's 10-minute walk goals: namely, working in conjunction with community partners to erase disparities in historically underserved parts of the city while creating new park spaces that keep pace with current development and population growth.

As part of its work to meet 10-minute walk goals, RAP first created an inventory of open spaces owned by other entities or departments that are not controlled by RAP, including privately owned and publicly accessible open spaces, as well as publicly owned land, including powerline easements, bikeways, and surplus properties that might be suitable as future parks or could provide connections among parks. RAP focused this effort on the Boyle Heights neighborhood for this inventory, as a pilot exercise to eventually encompass the entire city.

To enhance the work of this grant, RAP worked with ULI to bring in volunteer experts from across the country for a national study visit, to provide guidance on improving park quality and access in Boyle Heights and on strategic alignment between city departments and agencies in an effort to increase the percentage of city residents who live within a 10-minute walk of a high-quality park. RAP and ULI Los Angeles convened a working group of Boyle Heights stakeholders and advocates to determine a list of questions to be addressed during the study visit.



The study area of Boyle Heights is located immediately east of downtown Los Angeles.

RAP asked the experts to consider the following study questions when framing their recommendations:

- Leveraging partnerships to build and operate parks: How can the city of Los Angeles Department of Recreation and Parks create or enhance partnerships with other city departments and organizations (including nonprofit organizations and private developers) to build and operate open space? How can these partnerships increase access to parks in Boyle Heights and beyond, ultimately helping the city reach its 10 Minute Walk goals?
- Implementing policies to ensure equitable public access to parks: Boyle Heights, like many areas of the city, is experiencing increased population growth and new development. What policies and tools can the city use to incentivize, or require, developers to provide publicly owned or publicly accessible open space, and/ or improved access to open space, as a part of their development? What policies or practices can the city employ to encourage equitable development of these open spaces while also supporting property values and limiting gentrification and displacement?
- Improving the public realm to enhance park access: How and where can the city promote and facilitate the creation of a network of linked public spaces that connect Boyle Heights residents to planned or proposed nearby parks and recreational amenities that the city is investing in (including the Sixth Street Viaduct Replacement Project, the Boyle Heights Sports Center Project, and others) and other privately owned, publicly accessible open spaces?

During the study visit, which took place between November 13 and 15, 2019, the panel of experts was briefed by RAP staff and received a guided tour of the Boyle Heights neighborhood, on foot and by bus. They conducted interviews at a local community center with more than 30 local stakeholders, including residents, city officials, community leaders, staff from RAP and other city agencies, private developers, and representatives from local nonprofit groups. The experts used information gathered during this process and presented their observations and recommendations during a public meeting at Los Angeles City Hall on November 15.

# 10 MINUTE WALK PLANNING GRANTS AND TECHNICAL ASSISTANCE

As part of 10 Minute Walk, the National Recreation and Park Association (NRPA) is leading yearlong engagements with park and recreation departments from cities across the United States. NRPA is providing \$40,000 grants to support local efforts to incorporate 10-minute park access as a sustained planning and funding priority. Grantees, which receive technical assistance from NRPA, The Trust for Public Land, and the Urban Land Institute, work to:

- Establish and analyze baseline metrics for 10-minute-walk park access and park quality, ensuring that data and analysis include underrepresented populations.
- Identify priority areas and actions based on findings from assessments.
- Create equitable citywide policies that support achievement of 10-minute-walk park access.
- Incorporate 10-minute-walk park access into citywide planning documents.
- Identify funding to sustain continued investment in parks, operations, programming, and connections.



#### IMPRESSIONS AND RECOMMENDATIONS

The experts had several notable first impressions of Boyle Heights and RAP. It was clear that there is pride in the Boyle Heights community and well-organized residents. The community stakeholders who were interviewed showed a great passion for parks. That passion is translated citywide, since Measure A—an annual parcel tax of 1.5 cents per square foot of development that supports local parks, beaches, open spaces, and water resources—passed in 2016 with 75 percent approval.

The experts also learned about successful programming in parks that have an opportunity for expansion, such as Summer Night Lights, a program that operates at 32 locations across Los Angeles that keeps recreation centers and parks open between 7 p.m. and 11 p.m. during the summer.

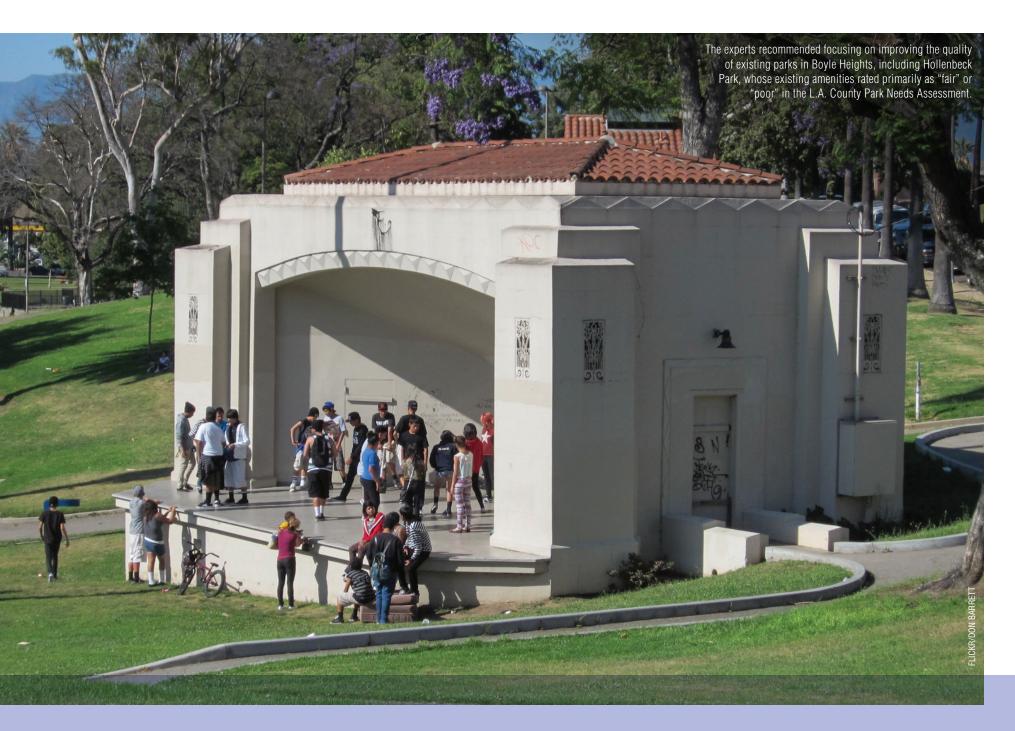
The experts also appreciated that RAP has an extensive parks system to manage—over 16,000 acres and 444 individual parks—with limited resources for operations and maintenance. There also appeared to be unmet potential to use policy tools for park funding. In sum, the experts felt that parks are critical community infrastructure but are not adequately funded or prioritized within the city overall.

# Focus on park quality

The experts noted that 10 Minute Walk is about both access and quality, and based on observations in Boyle Heights, they recommended focusing on quality, for both the parks themselves and the public realm that connects residents to the parks. Living near a park that is poorly designed, operated, and/or maintained does not provide residents with needed health and quality-of-life benefits.

The experts also emphasized the budget realities that face RAP, noting that parks departments across the country have been forced to operate with lower funding since the Great Recession. These realities are exacerbated in large municipal settings like Los Angeles, where funding for parks is often weighed against funding for other city departments, such as departments of housing or transportation, that also face budget shortfalls.

However, visiting park and recreation facilities is one of the primary ways the public interfaces with city government. When budget cuts affect parks, citizens experience disinvestment firsthand. Systematic cuts to parks and recreation budgets sever connections to city neighborhoods and local citizens. RAP has had a nearly flat budget for a decade, while the parks they are operating are growing in number. This is not a unique problem in Los Angeles, but the experts noted that this issue is severing ties between many residents and local government.



A primary goal of RAP's most recent strategic plan is to create and maintain world-class parks. The fact that Measure A passed with a large majority means that there is a clear mandate from constituents for high-quality parks and programming citywide. With the 2028 Summer Olympics coming to Los Angeles, the public realm will be the face of Los Angeles to the world: now is the time to start reinvesting in assets that have had decades of disinvestment. This strategic reinvestment will help RAP, and the entire city of Los Angeles, to promote health and social equity and strengthen relationships with communities across the city.

Several parks and recreation facilities are in the Boyle Heights study area, but they are not meeting the need of residents due to years of disinvestment. The neighborhood has the building blocks to achieve current 10-minute-walk goals in terms of access—approximately 75 percent of residents have access to a park or public space<sup>5</sup>—but a need exists to improve park infrastructure, maintenance, and programming.

The countywide parks needs assessment completed in 2016 showed that parks in Boyle Heights had over \$90 million in deferred maintenance. The current state of RAP properties can make Boyle Heights citizens feel unheard and unprioritized. The focus on new park properties in nearby communities, like the Sixth Street Viaduct (http:// www.sixthstreetviaduct.org), amplifies the community's fear of displacement. The experts heard from residents that they do not believe that new parks—even though they are geographically adjacent to Boyle Heights—are for them. While located nearby, there are physical barriers—including limited safe and convenient walking routes—that prevent Boyle Heights residents from easily accessing these new planned parks.

The overarching recommendation for RAP from the experts is to focus on elevating the quality and maintenance for the network of assets that already exists in Boyle Heights. rather than focusing solely on building new parks. Improving the quality of current neighborhood assets will create opportunities for interaction and connection among current and future residents of Boyle Heights and will help ensure that 100 percent of residents can access a park that truly serves them. To deliver a high-quality experience, the experts made recommendations in three subcategories: partnerships, policies and funding, and engagement and storytelling.

# Partnerships with a wide range of stakeholders

The greatest change takes strong partnerships. The experts examined the roles that various partners play in acting as stewards of the public realm in Boyle Heights and beyond to understand both current and needed future collaboration (table 1). Guided by the goals of RAP's current strategic plan—specifically, the goal to "build financial strength and innovative partnerships"—the experts concluded that there needs to be intentional improvement to both internal and external partnerships so that all can pursue common goals, including identifying greater funding and achieving greater success in delivering programming and projects to the community.

# Improve collaboration across agencies and with community organizations

The experts discussed current park-oriented projects that have partnerships in place—including the L.A. River Ecosystem Revitalization, Albion Riverside Park, and the Sixth Street Viaduct—but underscored the importance of ensuring that the community's voice is heard throughout the planning, design, and development processes. For example, during stakeholder interviews, the experts heard that community members in Boyle Heights did not need a dog park, though two are planned for the Sixth Street Viaduct park; they were interested in a skate park, which is currently listed as "to be built." To send a message of inclusion to the community, the experts advised including the skate park in earlier plans.

# A COLLABORATIVE APPROACH TO A **NEIGHBORHOOD'S PUBLIC REALM**

In Detroit's Fitzgerald neighborhood, the city's planning and development department is leading the coordination and sequencing of public investments across a number of departments including public works, general services, parks and recreation, department of neighborhoods, and housing and revitalization—alongside philanthropic investments in collaboration with nonprofit partners and residents. The partnership has led to the transformation of vacant lots and buildings into a greenway, storefront community hub, and revitalized commercial corridor with streetscaping that prioritizes walking and biking infrastructure and transit use. At the heart of all the improvements, the new Ella Fitzgerald Park connects residents to key neighborhood anchors and the adjacent commercial corridor. Learn more at http://civiccommons.us/detroit/.

# TABLE 1.

City partners	External partners
Recreation and Parks	County Agencies
Public Works:  • Bureau of Contract Administration  • Bureau of Engineering  • Sanitation (LASAN)  • Bureau of Street Lighting  • Bureau of Street Services	L.A. County Regional Parks and Open Space District (RPOSD)
Department of Water and Power	L.A. Unified School District
Department of Transportation	L.A. County Metropolitan Transportation Authority
Department of City Planning	Nonprofit entities
Library	Community organizations and residents
Mayor's Office	Other partners
City Council Office	

City and county agencies working in public spaces must collaborate to benefit the end user, especially when their properties are near each other. For example, the experts noticed that the forthcoming city-owned Mathews Park and a Metro-owned property slated to include a park component are located less than a block from each other. More coordination between L.A. Metro and RAP would ensure that new public spaces include amenities that the community wants, without duplication in closely located spaces. Metro should bring in RAP early in its processes to make sure the experts in the public realm and parks are included from the beginning.

The experts also suggested expanding partnerships with schools, in Boyle Heights and across the city. Shared-use agreements—agreements among entities setting terms for sharing the use of spaces such as playgrounds, parking lots, and sports facilities—could be developed at schools throughout the district, including Wabash Elementary School in Boyle Heights. The experts heard that the Wabash Recreation Center, located across the street from the elementary school, does not have enough parking, but users of the recreation center are not allowed to use the school parking lot after hours, which is frustrating for residents trying to use the recreation center. RAP should look at opportunities for shared uses to both expand park space and create better experiences for residents.

The experts also noted that the Green Schoolyards America program (http://www.greenschoolyards.org), which helps transform asphalt spaces at schools into green spaces, could be a good model for creating more park spaces once partnerships with schools have been established.

# Commitment to development and fundraising

Adequate funding is critical to ensuring that park projects are executed to the quality standards that communities expect and deserve. To tackle the challenges facing city parks and open spaces, including in Los Angeles, there needs to be a commitment through the addition of staff who are tasked with applying for grants for park-related projects and other funding-related initiatives.

RAP has indicated a need for more staff to serve as project coordinators in its strategic plans. Ensuring that additional staff can focus on grants would likely lead to a significant increase in the number and quality of grant applications. thereby expanding available resources to invest in local parks, including in Boyle Heights. This additional staff could also aid in cross-agency communication and strategic relationship building.



# Enhance the distribution of parks personnel across the city

The experts also recommended increasing the number of park rangers in the parks and hiring additional park ambassadors from the community to serve as liaisons between the residents and the city. This would allow for stronger community relationships and would create opportunities for local employment. Increasing park personnel would also improve safety in and around the parks and allow for the expansion of related educational and youth engagement activities.

Los Angeles can take inspiration from programs such as the clean and safe program in Akron, Ohio, and the University City District Public Safety Ambassador program in Philadelphia that hire residents to serve as park or safety ambassadors. An additional example from Memphis is the River Parks Partnership, which created the River Garden Rangers—part park ranger, part greeter, and part maintenance staff—who are the face of the park to the public and are responsible for creating a welcoming environment for all park visitors, while sharing information about the park and the city with park users. These are great examples of ways to engage residents as more than just park users.

The experts also recommended that park planners and other staff at RAP be assigned to work in specific districts or geographic areas of the city. This would be an extension of existing RAP practices, which assign park programming and maintenance personnel to specific parks and communities. The experts believe that extending this geographic commitment to the organization of other parks staff would foster a deeper connection between RAP and residents and users of parks, thereby garnering civic trust.

Strengthening RAP's lines of communication with community members should help guide decision-making to produce outcomes that meet local needs. For example, if RAP planners hear that a community that they work in would value having a skate park, it is more likely that they will prioritize investing in a stake park in plans for parks in that area.

#### Create a joint planning and operations initiative

To improve and enhance internal partnerships within the city, the experts recommended creating a joint planning and operations initiative, led by RAP, for the construction and delivery of park-related projects and programming. The initiative would consist of regular meetings of staff across city stakeholder agencies, likely on a monthly basis. Two cities that have implemented this successfully are Nashville, Tennessee, and Tacoma, Washington: monthly meetings that cross departments allow staff to share struggles and successes and ensure coordination between departments.

Regular engagement across city departments would ensure that if the city commits to a park investment in a particular community, especially using tax dollars, that all efforts are being made to deliver a high-quality project within the specified timeline. The experts emphasized that there needs to be a team mentality—from all parts of the city—around dedication to maximizing public assets and open spaces so that they best serve Los Angeles residents.

When considering a cross-agency approach to improving public spaces in Boyle Heights and beyond, the experts recommend looking at the structure of the Office of Integrated Development (OID), a new city agency in Akron, Ohio. This agency combines multiple community and economic development silos into a new department: it is a "reimagining

and restructuring of several existing city of Akron departments to remove silos and deliver the highest quality of service to Akron's residents, workers, business owners, and visitors."6 The OID released a five-year strategic framework in 2019, which specifically highlights public life and public space as one of its six priorities.

The experts emphasized that collaboration with other agencies and community-based organizations needs to be prioritized. The experts observed a clear separation and disassociation among agencies and encouraged a greater team mentality—working together toward a shared goal—in order to leverage resources to provide a greater level of service. City departments and agencies have their own goals, but they need to come together to create the best experiences for the community. RAP specifically has identified the need to increase staff by 300, and the experts' recommendations support this need. It is important for RAP and all partners to remember that the end users do not care who builds or maintains their parks and the neighborhood's public realm—they just want them to be high-quality, safe, community spaces. And it will take intentional partnerships, within and beyond the city, to deliver this to residents.



# Policy and funding opportunities

During their time in Los Angeles, the experts learned a lot about city budget constraints; this ultimately affects RAP's capacity and increases the urgency for stronger partnerships with nonprofit and private-sector partners. Like other cities across the country, Los Angeles is still bouncing back and adapting to the long-term impacts stemming from the Great Recession. The experts noted that any community would love to have the dedication and creativity that RAP staff devotes to parks and the public realm, but since they are charged with doing more with fewer resources, they are ultimately hindered in thinking strategically, testing out new ideas, and learning from successes and failures.

The experts noted financing and policy tools that RAP and the city currently use, as well as opportunities for the future (table 2). They agreed that a huge opportunity exists to strengthen collaboration with the Los Angeles Parks Foundation and to create new types of funding

partnerships. They also noted the potential of social impact bonds (SIBs)—financing vehicles in which governmental agencies define specific social outcomes and pay external organizations if and when those outcomes are achieved for funding park projects. Social impact bonds have the potential to produce a social, environmental, and equitable return for the city. One city that has successfully used SIBs is Washington, D.C., which used an environmental impact bond to fund green infrastructure projects.<sup>7</sup>

The experts agreed that Los Angeles needs to start thinking bigger about how to fund the mission of RAP—to enrich the lives of the residents of Los Angeles by providing safe, welcoming parks and recreation facilities—and take care of current needs, especially as high-profile efforts like L.A.'s Green New Deal—the city's plan to tackle climate change and the 2028 Summer Olympics are on the horizon. The recommendations developed by the experts are designed to help RAP and the city overall plan today to fund for the future.

# TABLE 2.

Traditional funding sources	Opportunities
General fund	Los Angeles Parks Foundation
Tax revenue	Park-specific alliances
Revenue + earned income	Strategic partnerships
<ul> <li>Philanthropy</li> </ul>	Public/private partnerships
RAP donors + sponsors	Enhanced infrastructure financing districts
Quimby fees	Social/environmental impact bonds



# Policies and funding to strengthen long-term strategic public/private partnerships

The city of Los Angeles is a relatively built-out city, with limited available land and high land costs. To increase the number and quality of parks to meet 10 Minute Walk goals, in the short and long terms, the city needs to create a practical and strategic thread of reinvestment. One way to do this is to identify and leverage untapped opportunities. An integral part of this strategy is to strengthen long-term public/private partnerships, primarily with the Los Angeles Parks Foundation. Building a team within RAP that focuses on collaboration with the Parks Foundation in order to proactively seek out new funding opportunities is needed, so that city staff can improve communication with the foundation and cultivate new donors and champions from the private sector. Thinking about ways to engage more stakeholders, from RAP's perspective, is important, but RAP also needs a close partnership strategy with the Parks Foundation in order to have access to additional capital.

To start building this new team, RAP could hire a FUSE Corps fellow (https://fusecorps.org) for a year. The FUSE program works to design yearlong strategic projects in collaboration with government partners and recruits experienced leaders to take on those challenges. The fellow could help develop a strategic framework for the department and scope new roles—including a strategic partnership officer and an internal fundraising director—all of which would lead toward building RAP staff capacity.

Having new positions focused on partnerships and relationships, with the goal of increasing access to funding, is essential to building a strategy for pursuing new opportunities and expanding connections across departments.

# Make policy tools work in practice: refine and improve State Quimby Ordinance

California's Quimby Act requires developers to dedicate property, or pay a fee in lieu, to create or improve public parks. The city's Quimby ordinance, which sets the fees, was amended in 2016 to allow for flexibility in spending by geography—but the experts recommended reflecting on whether the ordinance, as currently written, is working as intended. The experts suggested putting together a report for city stakeholders with information on how the fees are being, and can be, applied.

The city could also explore different options for developers through its Quimby ordinance—for example, allowing a developer to dedicate a portion of land and pay a lower fee. Building in flexibility and removing rigid guidelines will help RAP more effectively partner with the development community to increase the amount and quality of parks. Flexibility in the ordinance will help the city achieve park access goals more equitably, especially with the high land costs in Los Angeles; the private sector is a key partner.

#### Pilot joint use partnership with Metro

The experts strongly recommended tightening a partnership with L.A. Metro. During the walking tour of Boyle Heights, the experts took note of several hardscaped Metro stations. Metro should partner with RAP early on in its design projects to see how the spaces could instead have more greenery and landscaping that would create more of a welcoming natural environment, similar to that provided by a more traditional park. This strategy could have the added benefit of improving health outcomes and reducing the urban heat island effect. Specifically for two Metro stops in Boyle Heights—Mariachi Plaza and 1st and Soto—green features could be piloted. Mariachi Plaza already has such a cultural significance to the community, it would be a win to incorporate green features into a space that is already natural for convening.

#### Pilot interim uses of underused spaces

When the group walked by the site of the future Mathews Park in Boyle Heights, they discovered nearby vacant lots currently owned by Metro-including many that have been sitting vacant and fenced. Rather than leaving them as fenced-off lots, RAP and Metro should think about opportunities to partner on temporary interim activations until the lots are developed with affordable housing or other projects. The Connect the Lots initiative (http://www. ctlcamden.com) in Camden, New Jersey, creates arts, cultural, and recreational programs in underused parks and sites, driven by the community. This type of programming could be implemented in these lots, which the experts saw as missed opportunities to provide immediate access to parks and open space. Both RAP and Metro should think more strategically about coordinating programming and development of their existing assets.



The fencing on a Metro-owned lot is used for the sale of clothing. The experts recommended looking for opportunities for partnerships between RAP and Metro to use these spaces better, which could include opportunities for entrepreneurial ventures.



### Think big and be bold when it comes to funding options

The experts provided a few other recommendations that might seem out of reach now, but in the long term these strategies could provide more funding and better partnerships to support parks.

- Create a parks acquisition fund that is unrestricted and that allows RAP to employ longer-term strategies to acquire more land. Collaborate with the parks foundation to access as much funding as possible, since land in Los Angeles is expensive.
- Collaborate with the Economic and Workforce Development Department to identify areas for Enhanced Infrastructure Financing Districts (EIFDs)—new governmental entities that fund improvements in a defined area, usually via multiple funding sources, including tax increment bonds. Ensure that EIFDs advance community-defined park priorities, so that RAP can deliver a win/win result when using these types of funding tools.
- Develop a maintenance endowment with the Los Angeles Parks Foundation. Due to budget cuts, maintenance is generally not well funded, yet it is essential to ensuring high-quality infrastructure and park user experiences. Research has shown links between maintenance and trust in local government.8 The experts thought it was important to leverage the Parks Foundation to create a maintenance endowment that provides flexibility through economic cycles, especially in downturns where there is additional pressure on departments to maintain their existing infrastructure.

- Advocate at the federal and state levels for future financial tools that have less restrictive allocation processes and that create effective value-capture vehicles. The experts were thinking about how RAP could get more engaged and leverage partnerships and stakeholders to advocate on the state and federal levels, due to the co-benefits that exist for parks.
- Create a mechanism to establish more flexible funding for ongoing maintenance and capital improvements. Measure A—an initiative in Los Angeles County for park funding—was overwhelmingly supported by voters; however, allocating funds through Measure A is a very cumbersome grant process that takes up a lot of city staff time (as noted earlier, RAP has already identified a need to hire additional staff to focus on grants). The experts suggested that the city could propose its own park tax, exclusively for the city, that would allow for more funding flexibility. The city of Denver passed a similar city park tax in 2019. In addition, RAP could advocate for an amendment of the allocation process under Measure A to make it more user friendly and flexible, allowing funding recipients to spend less time preparing grant applications on an annual basis and more time implementing projects.

# Community engagement and storytelling for better parks

Community outreach is an integral part of establishing trust, building relationships, and learning directly from the community as to what is working and what could be improved. Strengthening relationships with residents the users of the parks—has to be a priority. Parks are community and cultural assets and they also help define the identity of a community.

Community engagement should not just occur around specific projects; rather, RAP should have a consistent presence at community events and meetings. RAP should also solicit community input from residents and park users in locations where they live and work and ensure that engagement strategies are tactical and fun.

The experts saw a number of opportunities to enhance community outreach in order to enhance the success of neighborhood parks, specifically in Boyle Heights but with scalability to other neighborhoods. They also noticed that marketing the great work that RAP is already doing—using storytelling techniques—could be improved. Parks are the way that many residents interface with the city, and that comes with a lot of responsibility for RAP and the city as a whole.

### **Programming for success**

The experts recommended expanding program offerings and support for programs that have been proven to be successful and are already loved by the community. Specifically, Summer Night Lights—a program that operates at 32 locations across Los Angeles that keeps recreation centers and parks open between 7 p.m. and 11 p.m. during the summer—and the University of Southern California's Walk with a Doc program9—which connects doctors and medical students directly with community members—could be expanded into other parks or be held more consistently throughout the year. RAP could also consider partnering with the local council district to waive fees for smaller events put on by the community or that work to bring residents into underused parks.

Another programming idea is to promote educational opportunities in the parks. Several stakeholders expressed interest in using parks for education, including topics like environmental justice, mental and physical health, and healthy food access. While there are community organizations in Boyle Heights already focused on community gardening in general, they could also use parks for garden-related programming and education. A number of existing educational opportunities are likely already happening in specific neighborhoods whose organizers would welcome using neighborhood parks for programming.

#### **OUTDOOR YOUTH ENGAGEMENT**

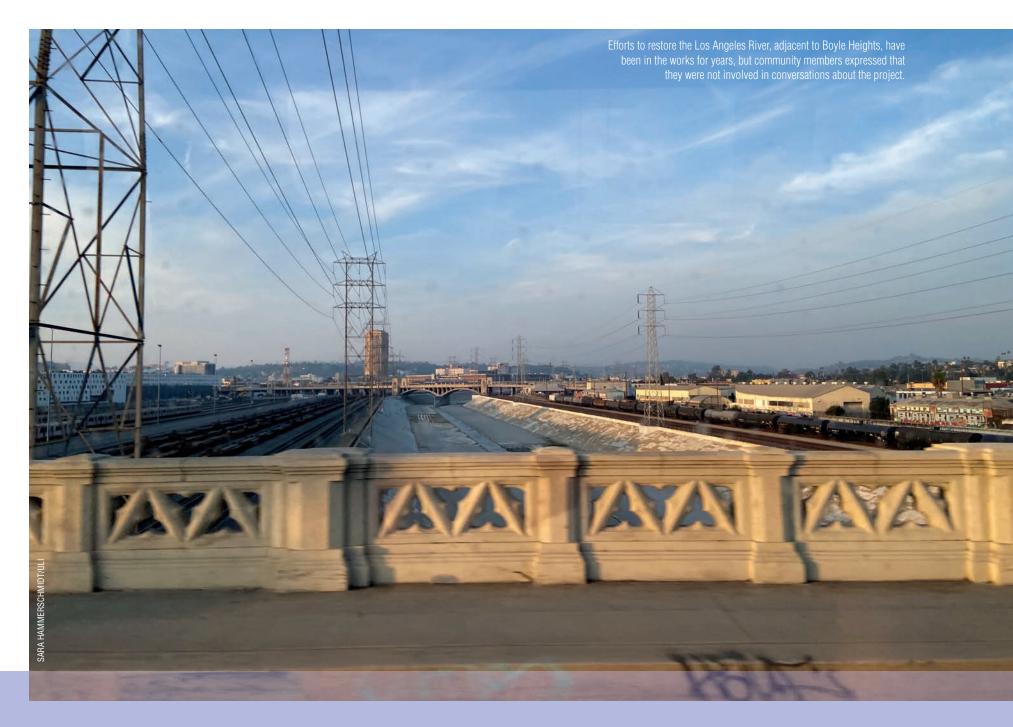
Examples of inspirational organizations and initiatives include the following:

- . The Natural Leaders Network, an initiative of the Children and Nature Network, develops young leaders ages 18 to 30 by training them to advance outdoor equity in locations across the United States. Examples of programs created by the Natural Leaders include leading expeditions to national parks—such as Grand Tetons National Park in Wyoming—for children who have never experienced them to expanding adventure recreation options at historically black colleges and universities.
- One Common Unity, an organization in Washington, D.C., has a mission to break cycles of violence and build healthier communities through youth programs, in part through increasing connections with nature.
- One Tam is a partnership among five groups to support work that is vital to the health of Mount Tamalpais in Marin County, California. One of the group's many offerings is an internship program that expands the capacity of existing stewardship operations and provides local youth and young adults with career pathways and job skills training focused on the outdoors.

From *The Butler Trail, Austin, Texas,* a ULI Advisory Services panel report (2019).



From Lot to Spot, a Los Angeles—area nonprofit organization that has its headquarters in Boyle Heights, works with communities to engage them in turning vacant lots into healthy neighborhood spaces.



## RECOMMENDATIONS

## Embed the community in the process

When new projects are being planned, community meetings are essential. The stakeholders with whom the experts talked indicated a deep level of interest in being engaged with RAP. The experts recommended that RAP implement initiatives to more meaningfully engage with communities, such as going to meetings hosted by local organizations and having dedicated staff to be liaisons between the department and the community.

RAP should also maintain a list of the existing neighborhood and community development organizations that focus on open space-related activities in order to establish ongoing communications with them. This type of relationship building is crucial between RAP and the residents of Boyle Heights.

It is essential that people feel safe and secure in parks and public spaces. Generally, the more people use these spaces, the safer the spaces become. In addition to park ambassadors and rangers, other groups of people are using the parks that RAP could partner with to help keep "eyes on the park," such as parents who visit the parks who have a vested interest in ensuring that the parks are safe and lively. Reaching out to as many groups in the community as possible to establish connections and learn from residents about safety concerns and other operational considerations can help the community feel more ownership of their neighborhood parks.

## Framing the value of parks to the city and community

One strategy to get stakeholders excited about parks is through storytelling. The experts recommended an organization called Streetfilms (https://www.streetfilms. org) that produces three- to five-minute videos that highlight exciting and successful public-realm projects. including protected bike lanes and projects in street medians. This type of quick visual could be shown to elected officials and other decision-makers to help them understand opportunities in parks and public spaces across the city. For example, a Streetfilms-style video could tell the story of Mariachi Plaza, an important cultural space to the residents of Boyle Heights, in order to acquaint other Angelenos with the space.

Messaging and storytelling need to connect with park users at the neighborhood level. Though the Sixth Street Viaduct project and the L.A. River project have been in the works for years, and communities have been involved in the process, the experts still heard from Boyle Heights stakeholders that they had limited input in these projects.

To help get messages out more broadly, RAP could look to how the city of Detroit publicized a recent sustainability plan. City leaders knew they needed support from the many neighborhoods across Detroit, so they hired residents to sit with their neighbors and talk about what the city was trying to do with the plan. This gave residents a familiar person to talk to and relate to; the liaison was not a city employee but instead had existing relationships with community members, making them more likely to identify true community needs. This was a great way to get residents engaged in and knowledgeable about the plan; and having more people who feel engaged early on in plans and projects will only serve to benefit the plan or projects as they come to fruition.

## RECOMMENDATIONS

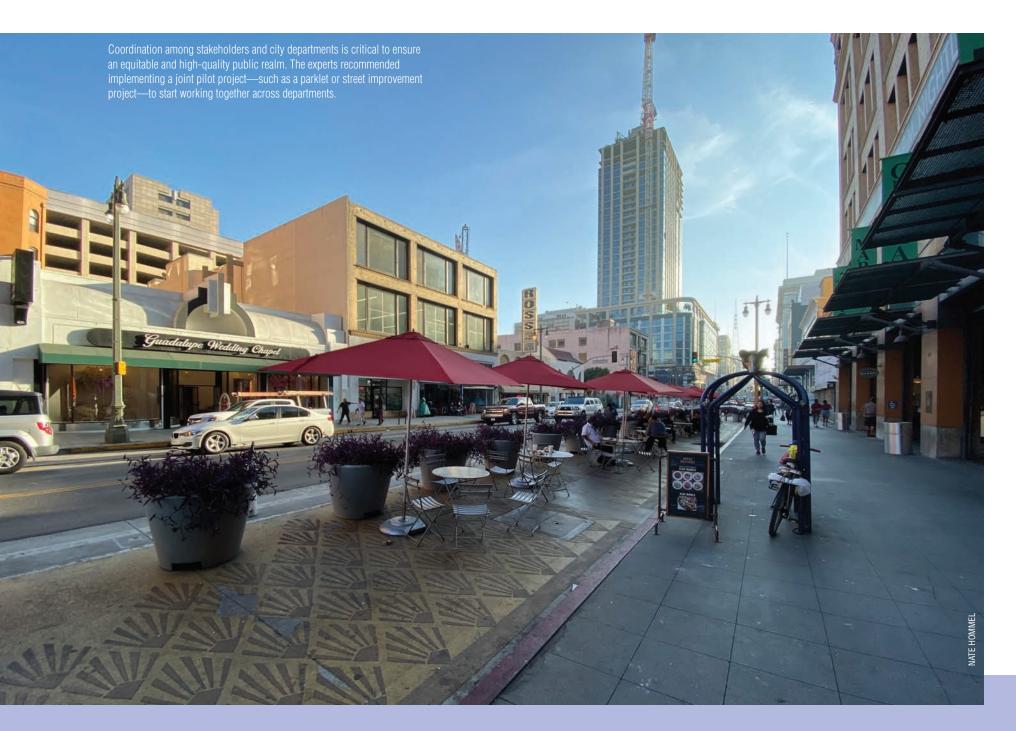
## Create a platform for cross-departmental communications for public-realm projects

In addition to ensuring that storytelling and communication reach city residents, a need exists to improve communication across city departments. As a component of the Joint Planning and Operations Initiative discussed earlier, a new platform or database can help staff and residents alike monitor progress for projects. In Seattle, an online Capital Projects Dashboard run by the Department of Transportation (https://capitalprojects.seattle.gov/projects) shows progress on capital projects throughout the city. This type of platform focused on projects in the public realm, including parks, could help inform the public, but also staff in other departments. The city should not rely only on interpersonal relationships to open lines of communication but needs to establish a systematic approach to ensure that departments are effectively coordinating.

The experts learned about numerous projects that were implemented in Los Angeles that had cross-departmental coordination successes and recommended that the city as a whole celebrate those successes and share them across departments. Start building a collective pride within the city for the public realm. It is not just about what Metro built, or what RAP programmed, or what the sanitation department implemented—but that many departments are working together, and the end user ultimately benefits.

The experts felt that several parks-related matters are happening in Los Angeles that are prime for engagement and outreach: the mandate that Measure A delivered, the sustainability goals in L.A.'s Green New Deal, and the Olympics coming in 2028. Now is the time for RAP to find departments that have overlapping objectives and use that to start a public-realm pilot project to begin sharing and coordinating among departments. For example, the Green New Deal announced an ambitious tree-planting goal of 90,000 trees by 2021.10 There should be a very visible tree counter, possibly in the shared platform, to help raise awareness. The city, with RAP leading the way, should take a strategy like this that can unify stakeholders and implement ways to get people talking about it. Use this type of project to start storytelling and make short films that can be shared with the community.

To better engage the community—specifically, residents of Boyle Heights—identify the key community groups and organizations and meet with them, establish or reestablish contact, and let them provide input. If needed, provide small stipends to community groups to help engage them. Make it clear that their input affects programming or design. It is important to find the right groups or individuals and get them excited about park projects and make sure they feel like their voice not only is being heard but also is critical to the success of parks across the city.



## **NEXT STEPS**

## **CALL TO ACTION**

The experts identified several key principles as a call to action for RAP. Overall, focus on park quality. Access alone will not yield multifaceted benefits of parks and open space to residents. In order to achieve outcomes of health, equity, engagement, environment, and economic growth, RAP and the city need to be ambitious with the design, programming, and maintenance of all public-realm assets.

Current departmental silos are inhibiting the ability of the city to create a high-quality public realm—including parks, public spaces, streets, and sidewalks—that residents deserve. Residents do not care what department builds or maintains public spaces, they just want them to be beautiful and functional for their daily lives. Develop partnerships within city government and beyond to support a coordinated approach for a seamless public realm in Los Angeles.

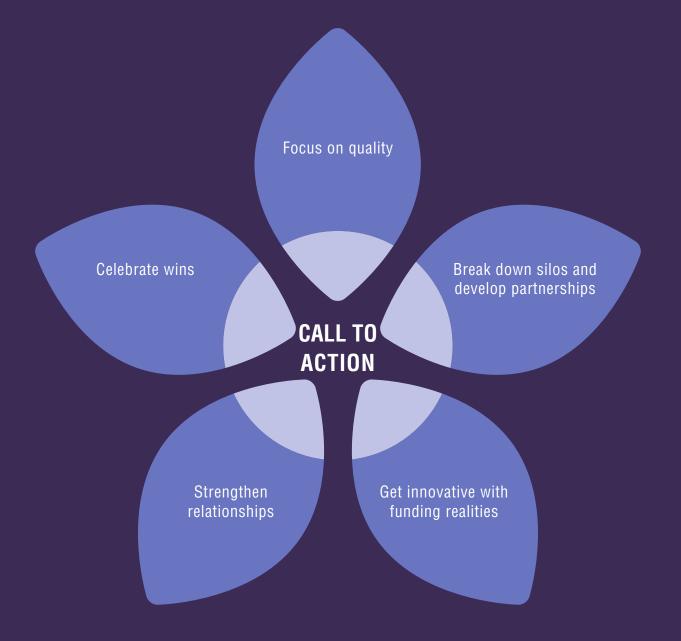
In addition, the experts noted that now is the time to get innovative with funding realities. RAP needs flexible dollars, especially for operations; Measure A does not seem to be enough. RAP needs to build up its internal capacity to innovate.

Strengthen relationships with community partners and residents: hire residents to serve as park rangers or ambassadors; consider city staffing aligned by neighborhood, not project, in order to build relationships; and plan programming in conjunction with community partners to rebuild trust. If you are not inviting community stakeholders and residents to contribute, they will not feel like it is their park to program.

Finally, celebrate wins and successes through storytelling that builds morale across departments and within communities. The experts believe that if RAP and the city do these things immediately, through a pilot project in Boyle Heights, lessons will be learned that can be applied citywide. But starting with a geography of focus like Boyle Heights is a smart strategy.

The public realm needs a champion. And while the experts believe that RAP should be that champion, they were clear that all other city departments need to support RAP. The city of Los Angeles owes it to its residents to create a public realm that they deserve.

# **NEXT STEPS**



## **NEXT STEPS**

## Priority next steps for the Los Angeles **Department of Recreation and Parks**

Originally, the main objective of RAP's 10 Minute Walk project, with funding from NRPA, was to identify and inventory privately owned and publicly accessible open spaces that are secured by covenants, easements, and so on. Another objective was to inventory publicly owned lands that would be suitable for "green" access. The identification of these spaces could allow for the creation and expansion of a publicly accessible green network for Los Angeles residents. With the opportunity for a national study visit, which identified Boyle Heights as the pilot study area, RAP focused its efforts to accomplish the previously discussed objectives in the Boyle Heights community.

The national study visit provided numerous helpful and innovative strategies for the city to increase access to and equity in the park system. One of the aforementioned recommendations was that while RAP can increase access through new acquisitions and partnerships, RAP should invest in existing assets in disinvested communities as an avenue to deliver equity. This sentiment was echoed during the national study visit interview process with stakeholders stating that there is a lack of access to high-quality parks in Boyle Heights.

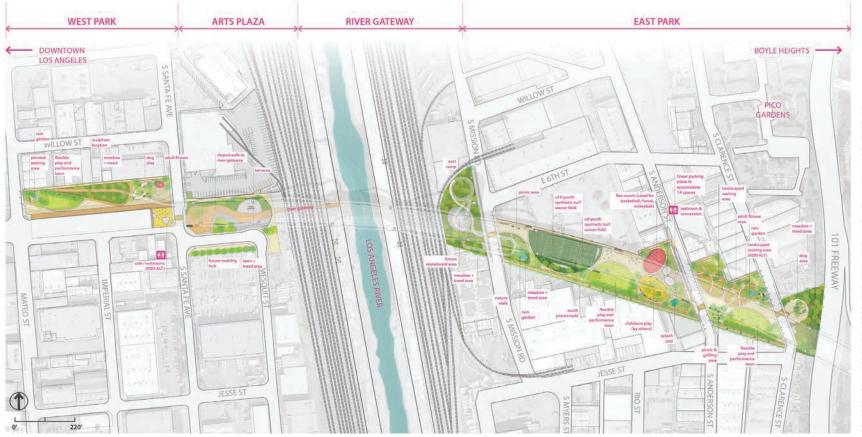
On the basis of this recommendation, RAP redirected its focus on the "promise to make sure that everyone in your city has safe, easy access to a quality park" portion of 10 Minute Walk. RAP recognizes that the concepts of "easy access" and a "quality park" are equally important in achieving equity. Within the Boyle Heights community, access to parks is not necessarily safe or easy at present.

With this new objective of safely connecting and improving access to the previously identified parks and open spaces, RAP has identified immediate action steps, to work on throughout 2020, including working with stakeholders to create a qualitative metric to identify components of a "quality park," conducting park access and walkability audits in Boyle Heights and evaluating access to existing parks, and identifying physical barriers to access to the parks in Boyle Heights. Longer-term plans include presenting findings and recommendations on park access improvements to relevant city departments, working with these departments to implement improvements to create safer and easier walks to parks, and initiating conversations within the city of Los Angeles to create a citywide uniform signage program to identify publicly accessible open spaces.

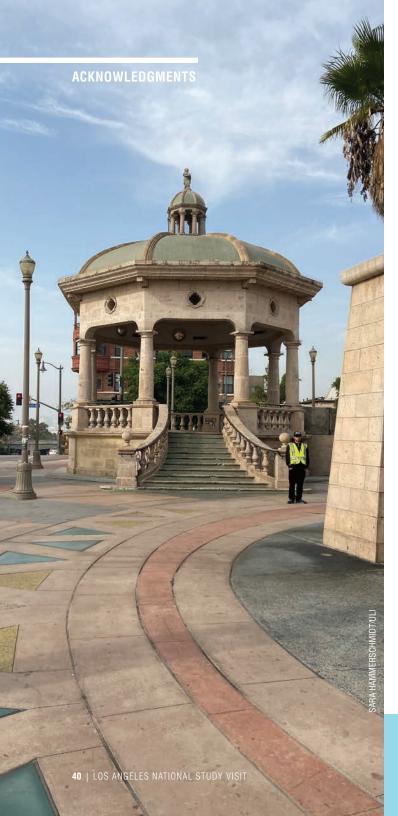
RAP's work on assessing and improving park access and quality in Boyle Heights can serve as a model to make improvements throughout the city so that all residents of Los Angeles have safe access to high-quality parks and open spaces.

# **CANOPY & OBJECTS**

# **OVERALL PLAN**



The 12-acre Sixth Street Park, Arts, River, and Connectivity Improvements Project (Sixth Street PARC) is located under and adjacent to the new Sixth Street Viaduct to the west of Boyle Heights. While intended to connect Boyle Heights to the Los Angeles River and downtown, it is not easily accessible to the neighborhood. The experts encouraged RAP to focus efforts on improving quality and accessibility to existing parks in Boyle Heights. (PARC concept shown for illustrative purpose only; final design may be subject to change.)





Mariachi Plaza is the site of an important public gathering space in Boyle Heights and a Gold Line Metro stop and is adjacent to a proposed development project through Metro's Joint Development program. Though not a RAP-owned property, the public plaza functions as a park for the community. The experts noted that the ownership of the public realm in Los Angeles is fragmented, and that RAP can play a role in convening all stakeholders to ensure that all public spaces better serve the communities within which they sit.

## **ACKNOWLEDGMENTS**

## ON BEHALF OF THE URBAN LAND INSTITUTE.

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