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April 15, 2022

The Honorable Eric Garcetti
Mayor, City of Los Angeles
Room 303, City Hall

City Council
c/o City Clerk
Room 395, City Hall

RE: LOS ANGELES REFORMS FOR EQUITY AND PUBLIC ACKNOWLEDGMENT OF INSTITUTIONAL RACISM INNOVATION FUND PEACE AND HEALING CENTER PILOT PROGRAM

SUMMARY

The City of Los Angeles has some of the lowest income and highest need areas in the country resulting from years of structural and institutional racism. These inequities were further made apparent as the COVID-19 pandemic disproportionately impacted our low-income communities of color. The FY 2021-22 Adopted Budget includes \$2M to launch Peace and Healing Centers (The Los Angeles Reforms for Equity and Public Acknowledgment of Institutional Racism “LA REPAIR” Innovation Fund), designed to empower nine (9) communities (“REPAIR Zones”) with resources to engage multiethnic, multicultural communities in environmental, economic, social peacebuilding and healing programming.

To execute the pilot, the Civil, Human Rights and Equity Department (CHRED) will contract with established community-based organizations who are trusted and equipped to carry out the scope of work for this project. Through a request for proposal process, community organizations will develop programming that is reflective of the Peace and Healing Center model, as described in this report, as well as demographic needs of their respective REPAIR Zones.

RECOMMENDATIONS

The General Manager of the Civil, Human Rights, and Equity Department (CHRED) respectfully request that the City Council, subject to approval of the Mayor, as required:

1. AUTHORIZE the Controller to transfer appropriations in the amount of \$2 million from the Unappropriated Balance (UB) to the LA REPAIR Innovation special fund account to implement the L.A. REPAIR Peace and Healing Center pilot as follows:

From:

<u>Fund No.</u>	<u>Account No.</u>	<u>Account Name</u>	<u>Amount</u>
100/58	580354	Peace and Healing Centers	\$2,000,000

To:

<u>Fund No.</u>	<u>Account No.</u>	<u>Account Name</u>	<u>Amount</u>
64T	TBD	Peace and Healing Centers	\$2,000,000

2. APPROVE the program structure for the L.A. REPAIR Innovation Fund Peace and Healing Centers pilot as recommended by CHRED.

3. AUTHORIZE the use of \$2 million as follows:

No.	Entity	Services	Funding
1	Community-Based Organization(s) Partners	Peace and Healing Center Operations to be implemented by Community-Based Organization(s) Partners	\$1,750,000
2	Third-party (TBD)	Evaluation (Qualitative & Quantitative) to be completed a third-party (TBD)	\$250,000
Total			\$2,000,000

4. AUTHORIZE CHRED to:

- a. Amend the program cost allocations, shown in Recommendation 3 of this report, as necessary, to adjust the amounts for projected program administration costs and the cost of evaluation contract(s), subject to the approval to the City Administrative Officer; and AUTHORIZE the Controller to transfer appropriations between accounts within the L.A. REPAIR Innovation Fund to align appropriations with the revised program cost allocations.
- b. Negotiate and execute contracts for services related to the program administration and evaluation of the Peace and Healing Centers, subject to the review of the City Administrative Officer and the review and approval of the City Attorney as to form and legality.

5. INSTRUCT CHRED to:

- a. Report to the Mayor and Council a full accounting of the funds, the scope of programs funded, and an update on the execution of the programs.
- b. Report to the Mayor and Council metrics regarding community participation and overall assessment of the peace and healing centers.

6. AUTHORIZE CHRED to make necessary technical adjustments, subject to the approval of the City Administrative Officer; and, authorize the Controller to implement the instructions and technical adjustments.

BACKGROUND

Academic research draws a straight line between historical traumas and institutional racism and the current challenges faced by African Americans, Latinos, Indigenous People, and other people of color in the United States. Descendants of these groups nationwide continue to suffer from poorer health, earn lower incomes, experience homelessness at higher rates, and hold less wealth than their White counterparts. By every metric, these communities continue to live at a severe structural disadvantage. Los Angeles has some of the poorest and highest need areas in the country resulting from years of structural and institutional racism.

On June 1, 2021, City of Los Angeles Mayor Eric Garcetti and the City Council signed an unprecedented Fiscal Year 2021-2022 “Justice Budget,” in which he made calls for the following programs: basic income programs, the studying of reparations projects, installing WiFi access in underserved neighborhoods, funding for emergency rental assistance, Participatory Budgeting, and Peace and Healing Centers. Similarly, Mayor Garcetti’s Executive Directive 27 (to study and advance racial justice and inclusion in every City department) as well as City Council’s June 2020 [Resolution](#) to declare racism a public health crisis demonstrates not only a principle of non-discrimination and equal opportunity, but of an attitude towards utilizing an actively anti-racist framework to build a city where everyone belongs.

Peace and Healing Centers (PHCs) are an innovative means to empower Los Angeles communities to address social, economic and environmental racism through healing-centered programming that operationalizes racial justice and reconciliation. The participation of these communities in culturally-specific social, economic and environmental healing programming, led by community organizations, begins to shift power away from a historically unrepresentative institution into the hands of the historically disempowered residents.

Utilizing a multicultural framework, PHCs will bring together trusted and equipped community-based organizations, faith-based organizations, social workers, mental health professionals, peacebuilders, and community leaders who have a proven track-record for collective impact in community engagement and programs aimed at reducing harms caused by institutional and structural racism. Their engagement will re-center culturally competent service delivery as a principal feature in social, economic, and environmental healing as well as reconciliation and community well-being.

L.A. REPAIR Peace & Healing Center Goals

1. **Build stronger communities:** connect funding to community based organizations and local context by incorporating on-the-ground community knowledge – improving chances of successful outcomes that matter most to people.
2. **Improve trust in government:** utilize government resources to address outcomes of racist policies of the past.
3. **Support community organizations:** expands capacity of community organizations to address social, economic and environmental challenges.
4. **Strengthen Government-community relationship:** provides a space where community

members can address harm caused by government policies and provide solutions to mitigate the issues.

PROGRAM DESIGN

CHRED will contract with nine (9) community-based organizations – one (1) per REPAIR Zone, to implement a Peace and Healing Center in each REPAIR zone for a total of nine (9) PHCs. Each community-based organization will be responsible for community engagement, marketing, outreach, translation; supplies; organizational capacity-building, and other PHC implementation costs. CHRED will solicit proposals from community-based organizations who will then be selected based on each organization's ability to implement PHCs that are able to demonstrate demographic need and capacity to achieve measurable qualitative and/or quantitative impact relative to social, economic or environmental healing. Proposals submitted by the community-based organizations will focus on one or more of three categories of healing and program outcomes below.

PHC programing will focus on three categories for healing:

1. **Environmental Healing:** Peace & Healing Centers focusing on environmental healing will offer programming and office hours that support the betterment of the environment and access to greenspace; as well as, improve the intersectional impacts it has in communities experiencing environmental inequity as indicated in the CalEnviroScreen (see [addendum I](#)). PHCs will develop leadership skills for impacted residents, help residents and smaller CBOs navigate systems, coordinate inter-governmental agency collaboration, and develop programming to improve service delivery and access. The PHC vision will be directly aligned to the city of LA's commitment outlined in the [Green New Deal](#). Program and office hour topics will include but are not limited to:
 - a. Intergenerational and interracial community dialogue
 - b. Green Space/Air Quality
 - c. Local Urban Agricultural Food Access
 - d. Environmental Impact Reports
 - e. Safe route to school programming
 - f. Accessibility programming
 - g. Nutrition workshops

2. **Economic Healing:** Peace & Healing Centers focusing on economic healing will offer programming and office hours that support the betterment of economic mobility and access to economic opportunities. Economic healing will take shape through bridging the City's vision for equitable economies with the philosophical framework and field experience of local community based organizations. PHCs will improve the intersectional impacts for communities experiencing economic divestments, wage theft, and low pay/low benefit employment as indicated by data indexes like Healthy Places (see [Attachment II](#)). Program proposals and deliverables will demonstrate demographic need and capacity to achieve measurable qualitative and quantitative impact in, but not limited to, the areas listed below:

- a. Median income
- b. Financial literacy for individuals and businesses
- c. Access to capital
- d. Job quality
- e. Local healthy food economy

3. **Social Healing:** Peace & Healing Centers focusing on economic healing will offer programming and office hours that support the betterment of constituents' social experiences and outcomes. These programs will address the intersectional impacts for communities experiencing trauma from racism, COVID-19, gang violence, domestic violence, recidivism, education gaps, and intercommunal relationships. PHCs will provide healing workshops utilizing visual, literary, musical, performing, and educational arts programming; as well as, death and grieving workshops, yoga, legal clinics, eviction prevention, and criminal records expungement. Program and office hour topics will include but are not limited to:

- a. Intergenerational and interracial community dialogue
- b. Culturally centered arts programming
- c. Criminal Record Expungement
- d. Employment for formerly incarcerated
- e. Navigating Systems
- f. Death and Grieving
- g. Yoga and Meditation

PHCs must also demonstrate alignment with the Theory of Change Method. According to the United Nations Development Assistance Framework:

A theory of change is a method that explains how a given intervention, or set of interventions, are expected to lead to a specific development change, drawing on a causal analysis based on available evidence. A theory of change must be driven by sound analyses, consultation with key stakeholders and learning on what works and what does not in diverse contexts drawn from the experiences of stakeholders. A theory of change helps to identify solutions to effectively address the causes of problems that hinder progress and guide decisions on which approach should be taken, considering comparative advantages, effectiveness, feasibility and uncertainties that are part of any change process. A theory of change also helps to identify the underlying assumptions and risks that will be vital to understand and revisit throughout the process to ensure the approach will contribute to the desired change.¹

PHCs will engage three theory of change methodologies: collective impact, narrative based strategy and permaculture design. Collective impact brings people together in a structured way, to achieve social change. It starts with a common agenda by collectively defining the problem and creating a shared vision to solve it; establishes shared measurement which means agreeing to track progress the same way, allowing for continuous improvement; fosters mutually reinforcing activities that maximize the end result; and encourages continuous communication to build trust and relationships among participants.² Narrative-based strategy places storytelling at the center of social change by linking movement building

¹ [UNDG-UNDAF-Companion-Pieces-7-Theory-of-Change.pdf](#)

² Kania, John, and Mark Kramer. 2011. "Essentials of Social Innovation Collective Impact." *Stanford Social Innovation Review*. Winter. https://ssir.org/articles/entry/collective_impact.

with an analysis of narrative power. It engages conflict by identifying the subjects and narrators of stories, words to capture the imagination and speaks to make the story tangible, an outcome, and underlying assumptions.³ Lastly, earth care, people care, and fair share form the foundation for permaculture design. This creative design process is based on whole-systems thinking informed by ethics and design principles that mimic the patterns and relationships we find in nature. Permaculture design considers the ethics of land and nature stewardship; building; tools and technology; education and culture; health and spiritual well-being; finance and economics; and land tenure and community governance to advance social change.⁴

PROGRAM OUTCOMES AND DATA

PHCs will leverage community-based organizations' dedicated gathering space to serve, at minimum, fifteen (15) people. Each center will host at least two (2) culturally-centered community healing programs per month; as well as, provide at least twenty (20) open-door office hours per week. Office hours will be structured based on the social, economic, or environmental work of the community-based organization for residents to speak to a professional about how to address personal or community challenges.

Table 4: Program Outcomes

No.	Outcomes	Goal
1	Number of healing centers operating	9
2	Percentage of participants are residents within REPAIR Zones	80%
3	Number of racial healing and reconciliation hours provided per PHC	1,400
4	Percentage of attendees reporting moderate to significant program satisfaction	75%
5	Demonstrate qualitative outcome of theories of change methods	

FUNDING OVERVIEW

Funding for the program will be allocated to community-based organizations for Peace and Healing Center operations; to the CHRED to provide program training, coordination, and administration; and to a third-party to conduct an evaluation that assesses program effectiveness. Any funds not expended in Program Administration or Evaluation may be reallocated to Peace and Healing Center Operations. Table 2 below provides a breakdown of the total program funding of \$2 million.

³ Center for Story-Based Strategy. 2022. "What is a Storey-Based Strategy?" *Center for Story-Based Strategy*. February 22. <https://www.storybasedstrategy.org/what-is-storybased-strategy>.

⁴ Holmgren, David, and Richard Telford. 2007. "Principles of Permaculture." *What is Permaculture*. <https://permacultureprinciples.com>.

Table 2: Total Funding Allocation

No.	Entity	Services	Funding
1	CBO Partners	Peace and Healing Center Operations	\$1,700,000
2	Third-party (TBD)	Evaluation (Qualitative & Quantitative)	\$250,000
Total			\$2,000,000

Table 3: Funding per LA REPAIR Zones:

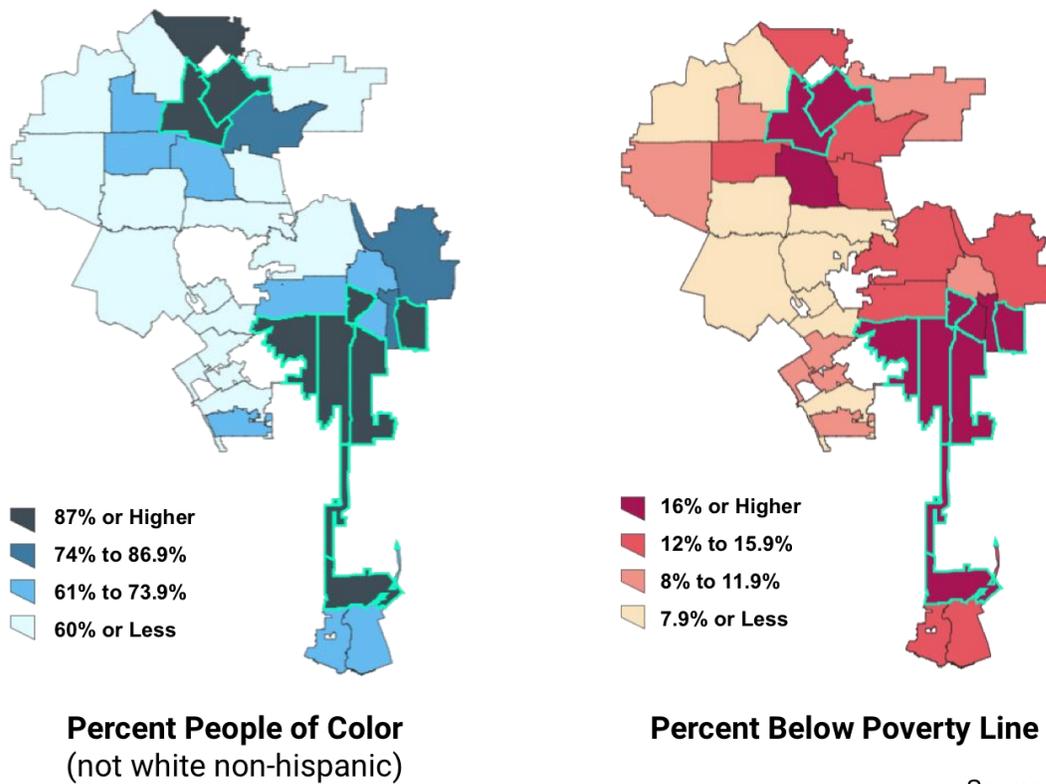
REPAIR Zone	Available Funding
Southeast Los Angeles	\$194,444.44
South Los Angeles	\$194,444.44
Westlake	\$194,444.44
West Adams - Baldwin Hills - Leimert	\$194,444.44
Mission Hills - Panorama City - North Hills	\$194,444.44
Wilmington - Harbor City- Harbor Gateway	\$194,444.44
Arleta-Pacoima	\$194,444.44
Boyle Heights	\$194,444.44
Skid Row	\$194,444.48
Total	\$1,750,000

DISCUSSION AND METHODOLOGY

Selection Methodology of the L.A. REPAIR Zones

The nine (9) L.A. REPAIR Zones sit at the intersection of race and poverty—where the legacy and consequences of structural and institutional racism are evident in our city (see Figure 1). Eight of the nine selected REPAIR Zones are based on existing Community Plan Areas (CPAs) with the ninth being the community of Skid Row due to the visibly acute manifestation of the detrimental effects of institutional racism. The rationale for using Community Plan Areas over smaller geographies such as neighborhoods or larger geographies like Council Districts was to tie this initiative to the City’s Community Plan updating process, which is currently underway. Since community plans dictate land use and community investments and already utilize a participatory process, using the same areas will allow synergy between L.A. REPAIR programs and the broader Community Plan update process.

Figure 1: Intersection of Race and Poverty in L.A. REPAIR Zones



The selection of the LA REPAIR Zones was guided by four third party data indexes: the CalEnviroScreen Pollution Index, the Healthy Places Index, the Department of Public Health (DPH) COVID-19 Cases Index, and the American Community Survey. After reviewing this data, it was concluded that all identified LA REPAIR Zones met the following conditions:

- At least 87% of residents are people of color (non-White/non-Hispanic);
- At least 16% of residents are living below poverty (excluding college-aged residents);
- The overall unemployment rate is at least 15%;
- The youth unemployment rate is at least 27%; and
- At least 30% of renter households paid 50% or more on rent.

CalEnviroScreen Pollution Index — See: [Attachment I](#)

CalEnviroScreen is a mapping tool that helps identify California communities that are most affected by many sources of pollution and where people are often especially vulnerable to pollution’s effects. CalEnviroScreen uses environmental, health, and socioeconomic information to produce scores for every census tract in the state. An area with a high score experiences a much higher pollution burden than areas with low scores. CalEnviroScreen ranks communities based on data that is available from state and federal government sources. The data reviewed for this index show the highest need is within the identified REPAIR Zones as depicted in Attachment I.

Healthy Places Index — See: [Attachment II](#)

The California Healthy Places Index (HPI) is a tool developed by the Public Health Alliance of Southern California to assist with exploring local factors that predict life expectancy and comparing community conditions across the state. The HPI provides overall scores and more detailed data on specific areas

such as health, housing, transportation, education, and more. The data reviewed for the above indicators indicate the highest need is within the identified REPAIR Zones as depicted in Attachment II.

DPH COVID-19 Cases Index — See: [Attachment III](#)

The Los Angeles County Department of Public Health has developed a robust index showing key-indicator data for COVID-19 new cases and deaths. This index also provides intersectional data around housing, race, socio-economics, and geospatial indicators. The data reviewed for the above indicators show the highest need is within the identified REPAIR Zones as depicted in Attachment III.

American Community Survey - Internet Access— See: [Attachment IV](#)

In general, the LA REPAIR Zones represent 50% of Los Angeles residents that live below the poverty line, 63% of the City's Black/African-American population, 50% of the City's Hispanic/Latino population, and over 45% of the City's COVID cases. In addition, 47% of households in these zones have no internet access and 64% of renter households are rent-burdened. The data reviewed for the above indicators indicate the highest need is within the identified REPAIR Zones as depicted in *Attachment IV*.

American Community Survey - Overcrowding — See: [Attachment V](#)

The American Community Survey (ACS) helps local officials, community leaders, and businesses understand the changes in their communities. The ACS information identified Los Angeles’ regional implications for crowded housing and internet access. The data reviewed for the above indicators indicate the highest need is within the identified REPAIR Zones as depicted in *Attachment V*.

IMPLEMENTATION TIMELINE

Table 5 below provides an overview of the planned implementation for the LA REPAIR Peace and Healing Center program. The ramp-up period will take place in July and August 2022. The centers will provide programming from September 2022 - June 2023. The program review and evaluation period will take place from May 2023 - June 2023; and a final evaluation will be presented by July 2023.

Table 5: Program Timeline

Program Ramp-up: Staffing, Contracting, and Training	
July 2022 - Aug. 2022	Outreach to service providers; onboarding to RAMP; RFP Process
Program Delivery	
Sept. 2022	PHCs open
Sept. 2022 - June 2023	PHCs will provide 1,400 hours of racial healing and reconciliation programing
June 2023	Final day of PHC programing
Program Close-out: Evaluation and Reporting	
June 2023	PHC interviews and program evaluation; Reports to Mayor’s Office, City Council, and CHRED; and End-of-program celebration and promotion.

FISCAL IMPACT

The \$2 million for the Peace and Healing Centers has been budgeted as part of the 2021-22 Adopted Budget in the Unappropriated Balance. These funds were provided on a one-time basis and future funding for the Peace and Healing Centers would be subject to the City's annual budget process. There is no additional General Fund impact.

Capri Maddox, Esq.
General Manager

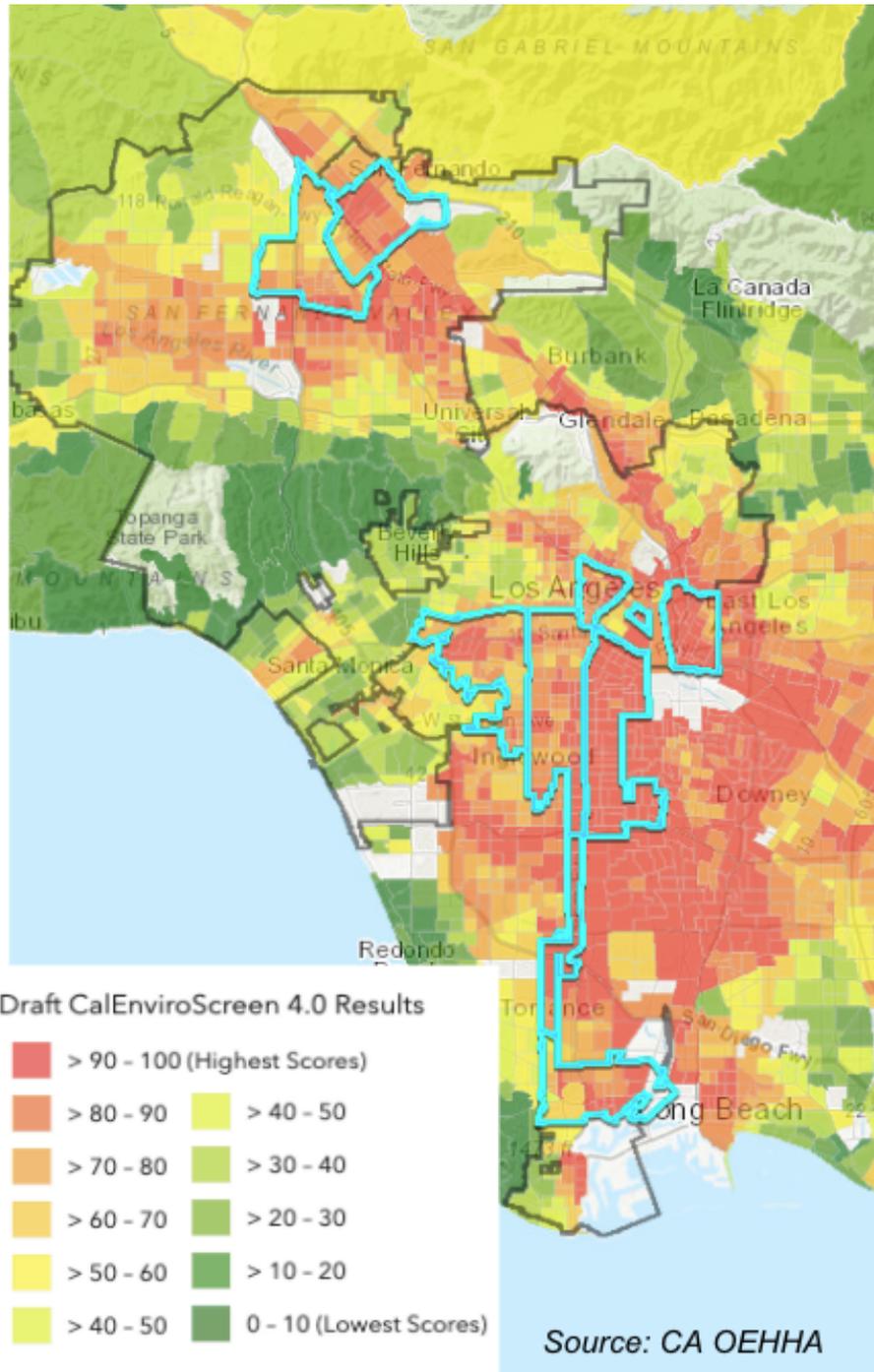
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Attachments:

- [ATTACHMENT I: CalEnviroScreen Pollution Index](#)
- [ATTACHMENT II: Healthy Places Index](#)
- [ATTACHMENT III: LA County DPH COVID-19 Case Index](#)
- [ATTACHMENT IV: American Community Survey – Internet Access](#)
- [ATTACHMENT V: American Community Survey – Percent of Households that are Overcrowded](#)

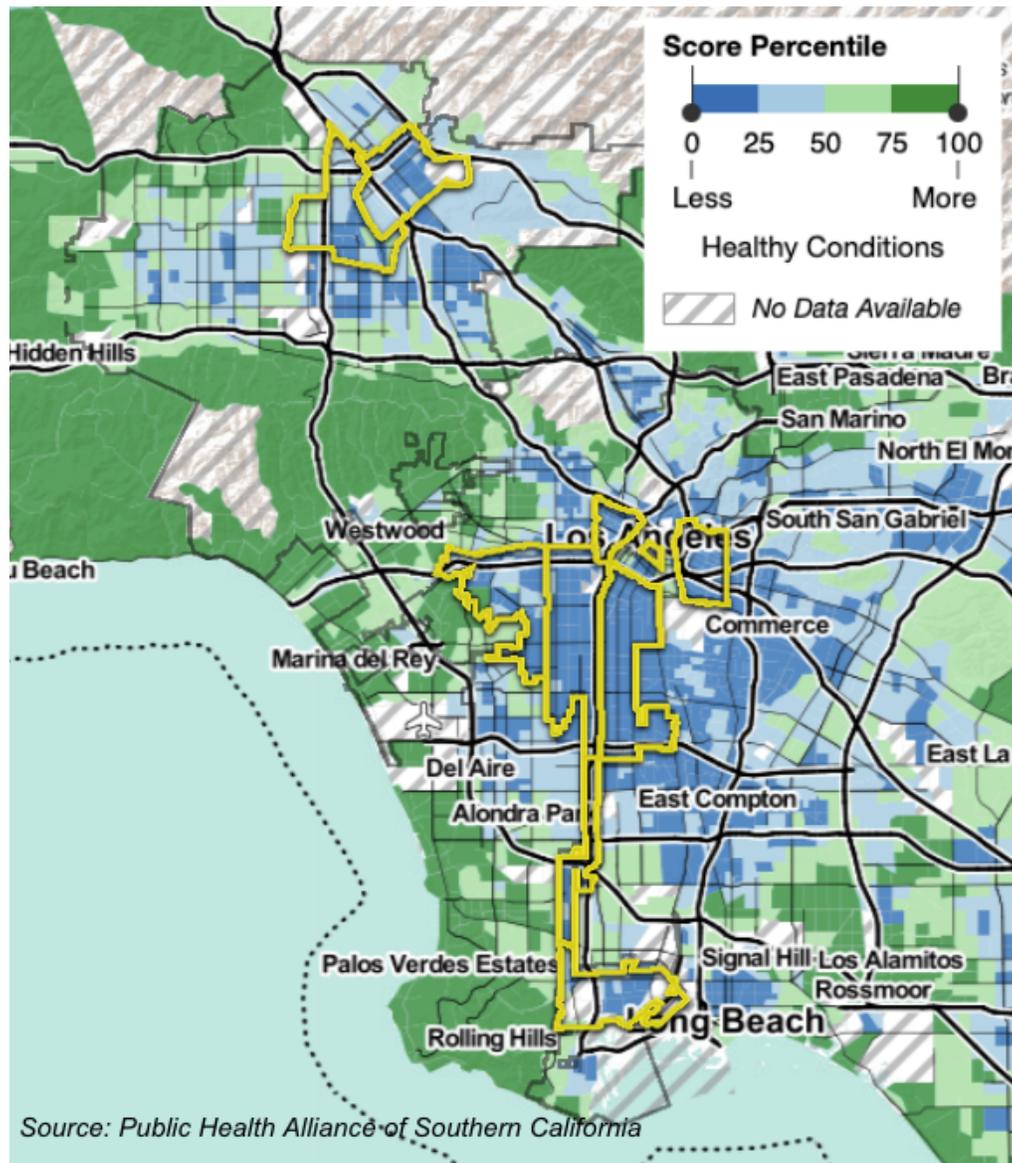
ATTACHMENT I: CalEnviroScreen Pollution Index

CalEnviroScreen identifies California communities by census tract that are disproportionately burdened by, and vulnerable to, multiple sources of pollution. The index uses a suite of 19 indicators to characterize pollution burden (12 indicators) and population characteristics (7 indicators).

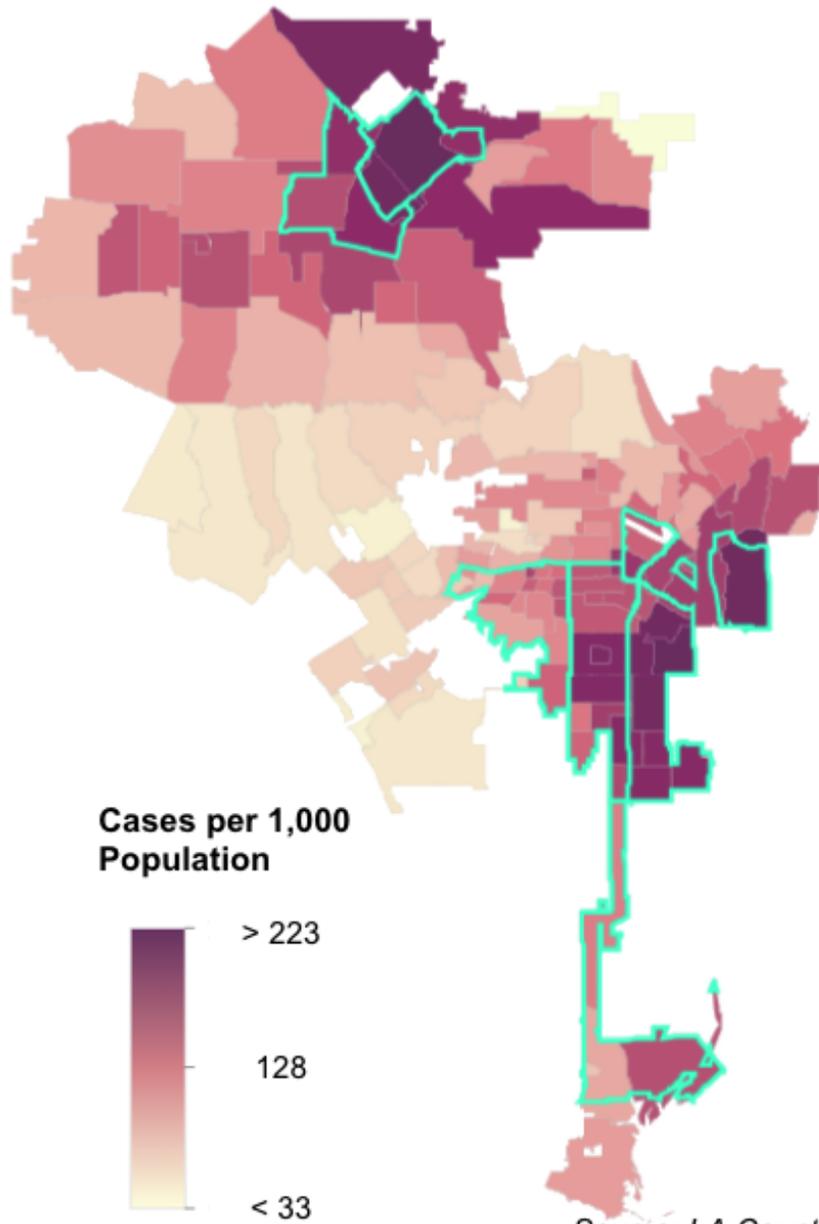


ATTACHMENT II: Healthy Places Index

An index compiled from 26 indicators in 8 categories: Healthcare Access, Clean Environment, Neighborhood Quality (parks, tree canopy, supermarkets, etc), Housing, Transportation, Education, Social (voting, household characteristics), and Economic.

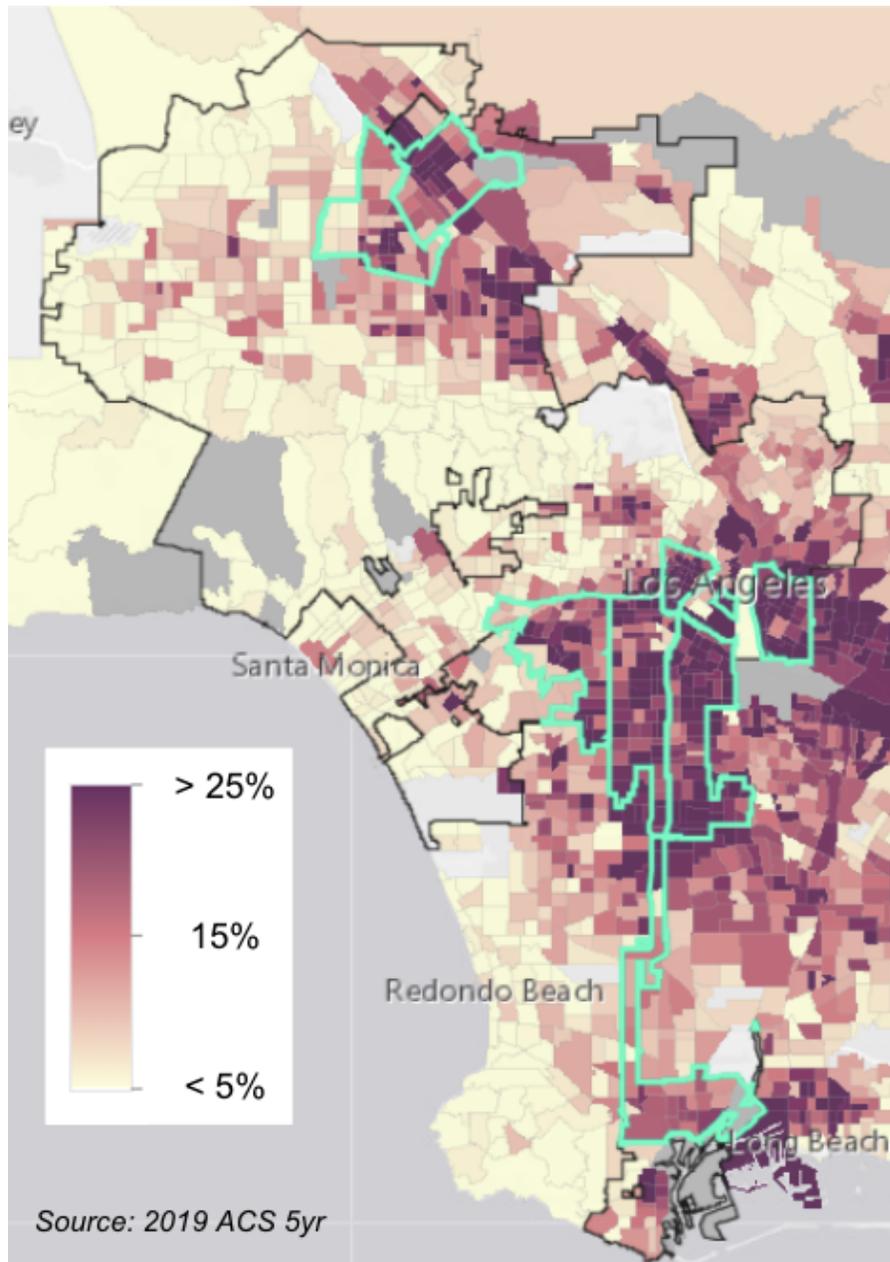


ATTACHMENT III: LA County DPH COVID-19 Case Index
Cumulative COVID-19 Case Rate as of April, 28, 2021



Source: LA County DPH

ATTACHMENT IV: American Community Survey – Internet Access
Percent of Households with no internet



ATTACHMENT V: American Community Survey – Percent of Households that are Overcrowded

Overcrowding is defined as more than 1 person per room (includes all rooms in house except bathroom and kitchen).

