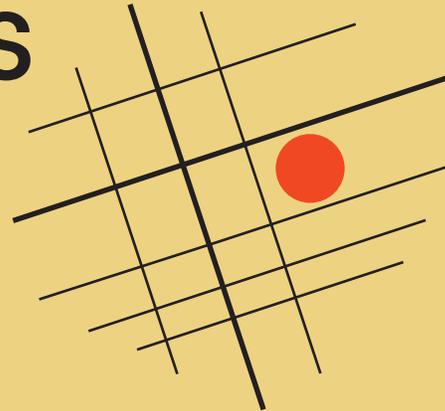


# THE CALIFORNIA SURPLUS LAND ACT AND THE ROLE OF COMMUNITY LAND TRUSTS



A comprehensive project submitted in partial satisfaction of the requirements for the degree Master of Urban and Regional Planning (MURP).

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Submitted on June 1, 2021



## **Disclaimer**

This report was prepared in partial fulfillment of the requirements for the Master in Urban and Regional Planning degree in the Department of Urban Planning at the University of California, Los Angeles. It was prepared at the direction of the Department and of T.R.U.S.T South LA as a planning client.

The views expressed herein are those of the authors and not necessarily those of the Department, the UCLA Luskin School of Public Affairs, UCLA as a whole, or the Client.



## **A Dedication and Thank You**

This project is dedicated to T.R.U.S.T. South LA, all California Community Land Trusts, and the people who work tirelessly to protect our right to have a home and our right to the city.

Thank you to Oscar Monge, Diana Jimenez and Alicia Perez with T.R.U.S.T. South LA for your partnership and trust. Thank you to my faculty advisor Michael Lens for his guidance and wisdom, my partner Sean David Bradley for his endless support and encouragement, and my professor Joan Ling, who reminded me at a pivotal moment in the creation of this report: “Remember, you’re a graduate student for two years. There is only so much you can do with this time. So, focus on telling us something important and useful in your Capstone, then graduate and get to work.” (This was more or less what she said.)

I hope this report tells T.R.U.S.T. South LA, local government agencies, and the State of California something useful about the Surplus Land Act, and more importantly, why Community Land Trusts *must* be involved in government efforts to utilize public land for housing.

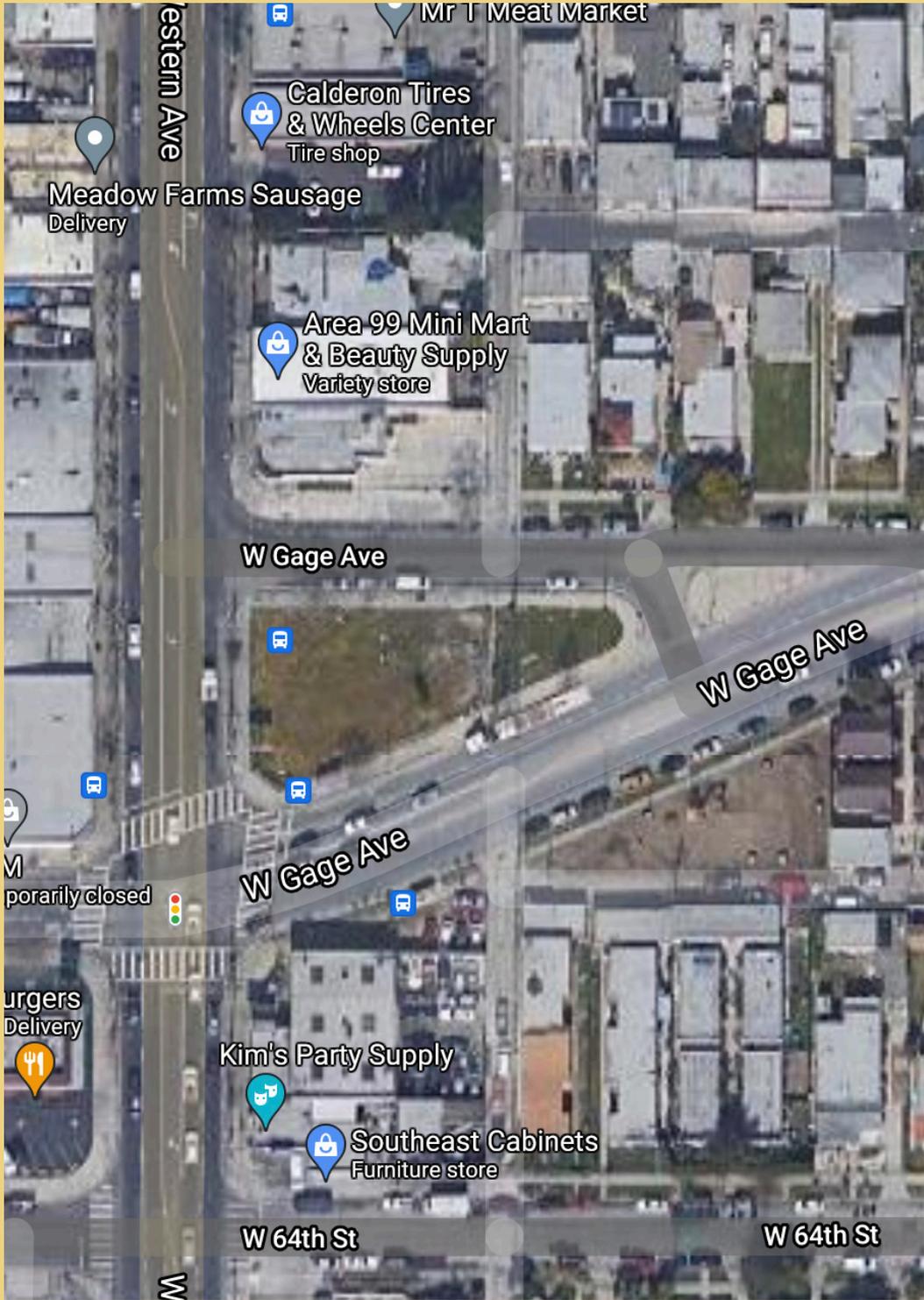
Now, let’s get to work.



5888 Crocker Street

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# EXECUTIVE SUMMARY

Passed into California law in 1968, the Surplus Land Act (SLA) provided local government agencies with a protocol and process for making use of excess public lands. This law enabled cities, counties and special districts - or local agencies - to sell the land to private entities or transfer the land to a different public agency in order to create uses such as parks or housing.

Over 50 years have passed since the SLA was introduced, and in that time, California's population swelled and the state's housing inventory failed to meet demand. The California State Government and California cities routinely refer to the lack of affordable housing, and finding land to build new housing on has become expensive and challenging to find in most California towns and cities. In the last several years, State lawmakers identified the SLA as a government mechanism that could potentially help address the pressing need for developable land.

In 2019, lawmakers introduced Assembly Bills (AB) 1486 and 1255 to the State of California legislature. These bills proposed housing-focused amendments to the SLA that would ensure surplus land go towards housing whenever possible. AB 1486 and AB 1255 were passed in 2019 and fully implemented by 2021. The amendments grant the State of California the power to review and approve all local government agency surplus land transactions and require local agencies to report their surplus land inventory on an annual basis. As of January 2021, these amendments have been fully implemented.

As the City of Los Angeles and other local agencies with land in the Los Angeles area adjust their existing surplus land processes to meet the requirements of these amendments, Community Land Trusts (CLTs) based in Los Angeles communities that have had their housing jeopardized and economic opportunity impacted by real estate practices and policies are eager

to understand what opportunity for land acquisition these amendments might create. As land stewards, CLTs not only enable affordable housing by owning the land where residential buildings are sited, but they also help homeowners build equity. Their land stewardship (collective ownership) removes a cost (and burden) for the home owner or renter.

For Black and Latine homeowners, people in Los Angeles and across the United States that have been unable to access homeownership at the same rates as white people, this model of homeownership is transformative. If the Surplus Land Act amendments result in more public land becoming available for housing, the cadre of CLTs in Los Angeles and the people they serve could enormously benefit. This fact has been recognized by the City Council of Los Angeles, which passed a motion in June 2020 calling for the City to identify surplus public land to be donated to CLTs. (At the time this report

was published, no action has been publicly documented in regard to following through with this City Council motion.)

This study documents the State and City of Los Angeles's processes for implementing the SLA amendments, and assesses one type of surplus public land within the boundaries of T.R.U.S.T. South LA and a neighboring CLT that could feasibly be acquired by a CLT: Vacant Land at or under 0.5 acres.

The study's findings reveal that several agencies within the City of Los Angeles, including Housing and Community Investment Department (HCIDLA), which manages an inventory of developable public sites for housing, do not believe these amendments will result in new land being identified for housing, let alone land that CLTs could acquire. The new processes resulting from the amendments are viewed as inconveniences, and there is no evidence

they will alter the existing uses of surplus land in Los Angeles. The vacant land assessment in this study arrives at a similar conclusion, though the assessment does identify several vacant, unused public sites (four for T.R.U.S.T. South LA and four for the Beverly-Vermont Land Trust) that are suitable for by-right housing development. The assessment also identifies an ample amount of public land that sits unutilized and is classified as vacant, but would require agencies like the Los Angeles Unified School District to seriously consider what of their vacant land is essential, and what of their land can become eligible for housing construction.

While these findings may appear bleak, they offer critically important clarity: surplus land in Los Angeles that is suitable for housing is mostly spoken for and is owned by HCIDLA, and there may be more surplus land but it needs to be reimagined as sites for housing by the

owning agency. Furthermore, the surplus land sales managed by the Real Estate Services Division of the General Services Agency for the City of Los Angeles does not sell land capable of housing development. These findings confirm that the issue at hand is not the involvement of the State and their role in approving surplus land transactions.

The issue is two-fold: the surplus land in Los Angeles, and the land that stands to be designated surplus in Los Angeles, has yet to reach CLTs, and the processes that determine the outcome of this land have yet to involve CLTs. The recommendations that conclude this report situate the SLA in the greater constellation of efforts by the City of Los Angeles to identify public lands for housing and provides CLTs with grassroots-level strategies identifying the opportunity - not just the need - for CLT-driven affordable housing creation on public land.

# DEFINITIONS

<p><b>Surplus Land</b></p>	<p>As defined by the State of California in the Surplus Land Act: “‘Surplus land’ means land owned in fee simple by any local agency for which the local agency’s governing body takes formal action in a regular public meeting declaring that the land is surplus and is not necessary for the agency’s use. Land shall be declared either “surplus land” or “exempt surplus land,” as supported by written findings, before a local agency may take any action to dispose of it consistent with an agency’s policies or procedures. A local agency, on an annual basis, may declare multiple parcels as ‘surplus land’ or ‘exempt surplus land.’”</p>
<p><b>Community Land Trust (CLT)</b></p>	<p>CLTs are community-based and community-run organizations that enable housing affordability through collective land ownership, allowing the cost for physical homes to be below market rate as the cost of land is not included.</p>
<p><b>California Surplus Land Act (SLA)</b></p>	<p>The Surplus Land Act (SLA), a law within the State of California, that requires local agencies to prioritize the use of surplus public land for the creation of public parks, schools, or housing.</p>
<p><b>Assembly Bill 1486 (AB 1486)</b></p>	<p>AB 1486 created new requirements for city and county agencies before they dispose of surplus land with the goal of preventing government entities from utilizing surplus land for uses other than affordable housing, such as commercial uses or other revenue generating opportunities.</p>

<p><b>Assembly Bill 1255 (AB 1255)</b></p>	<p>Adopted into law in 2019 and authored by Assemblyman Diego (Democrat, ), AB 1255 requires cities and counties to create a central inventory of specified surplus land and excess land identified pursuant to law on or before December 31 of each year. Furthermore, this law requires governing entities to report this information to HCD no later than April 1 of each year.</p>
<p><b>Local Agency</b></p>	<p>The State of California defines a local agency as the following in the language of the Surplus Land Act: ““Local agency” means every city, whether organized under general law or by charter, county, city and county, district, including school, sewer, water, utility, and local and regional park districts of any kind or class, joint powers authority, successor agency to a former redevelopment agency, housing authority, or other political subdivision of this state and any instrumentality thereof that is empowered to acquire and hold real property.”</p>

### **Existing T.R.U.S.T. South LA Housing Initiatives**

To date, T.R.U.S.T. South LA stewards the following properties and programs:

- Rolland Curtis Gardens: 140 units on land 100% owned by T.R.U.S.T. South LA; Abode Community owns/operates improvements (units, clinic, and retail)
- Community Mosaic Pilot: 5 unit building owned in partnership with Restore Neighborhoods LA, Inc. who owns 5% and T.R.U.S.T. South LA owns 95%
- Community Mosaic Preservation Model: Implementation of private/public investment to remove naturally occurring affordable housing from the speculative market and convert to tenant ownership/control

# BACKGROUND

*“Purpose of the bill. The author states that California is facing an affordable housing crisis and unused public land has the potential to promote affordable housing development throughout the state. This bill clarifies and strengthens provisions in the Surplus Land Act that will promote the use of public land for affordable housing projects.”*

*Bill Analysis, Assembly Bill No. 1486, State of California (September 9, 2020)*

The Surplus Land Act (SLA) was introduced into California law in 1968, and over the course of the last fifty years, this law has directed local agencies to prioritize the use of surplus public land for public parks, schools, and housing. Due to the ever-increasing housing affordability crisis in California, amendments to the SLA introduced in 2014 (Assembly Bill 2135) and again in 2019 (Assembly Bills 1486 and 1255) sought to prioritize surplus public land for housing above all other uses, including the creation of public amenities and sale of surplus land for private, commercial uses, with a focus on affordable housing creation. As they are written, the 2019 amendments to the SLA, Assembly Bills (AB) 1486 and 1255, addressed the need for the State to increase its oversight of local agency’s surplus land transactions and institute penalties for local agencies that initiate non-housing surplus land transactions for properties eligible for residential use. Notably, these amendments require local agencies to

create a surplus land inventory which must be submitted annually to the California Department of Housing and Community Development.

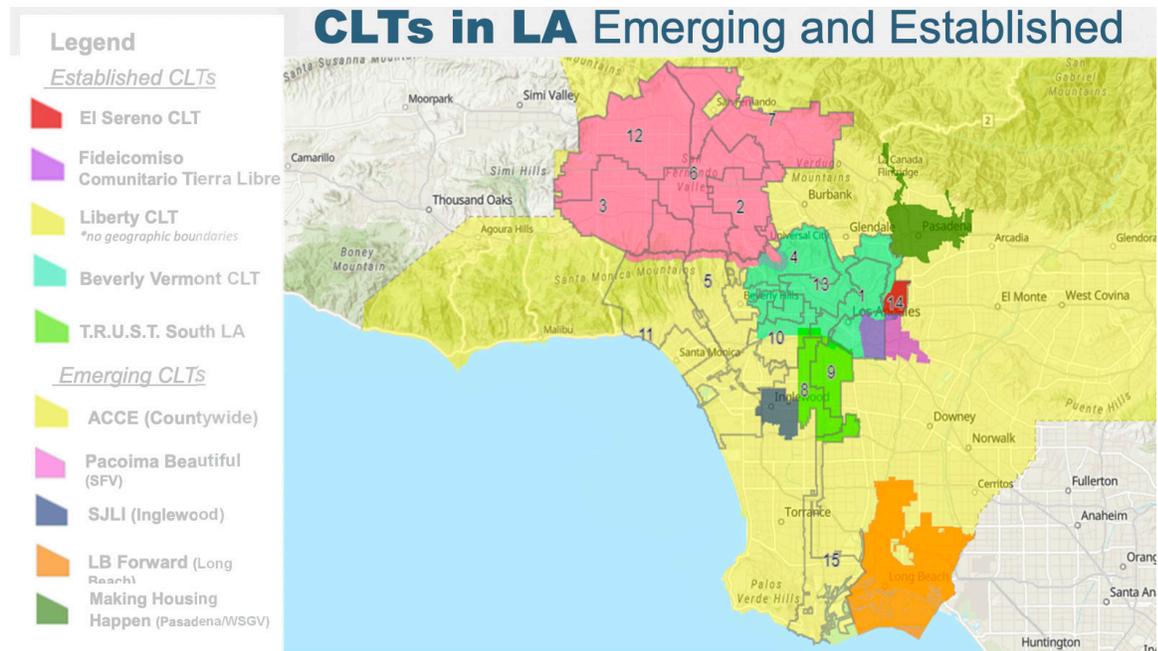
This study about the SLA and the role of community land trusts was prompted by T.R.U.S.T. South LA, a Community Land Trust (CLT) based in South Central Los Angeles, and their interest in how these recent amendments might create new opportunities for their organizations and other CLTs in Los Angeles. CLTs are non-profit organizations with the mission to serve as land stewards for communities. This allows CLTs to sustain naturally-occurring affordable housing and create new housing. There are currently five established and five emerging CLTs in Los Angeles. CLTs are able to outright own physical property and land, and through their collective decision making and leadership models, they create opportunities for individuals to own homes below market rates, or rent homes below market rates, on the collectively-

owned property. This is because the cost of land factors into the value of property, and by removing the land value, homes become more affordable for purchase or rent.

In many cases, CLTs also serve as affordable housing advocates and economic justice advocates for the communities that they serve, which by and large, consist of individuals that have been disproportionately impacted over the

pressures (e.g., job security) that impact one’s ability to access and keep housing in South Central disproportionately affect Latine residents, Black residents, and persons of color. T.R.U.S.T. South LA’s goal is to enable homeownership and wealth creation for people with barriers to market rate housing, as well as preserve existing, naturally-occurring affordable housing. Looking to the future, T.R.U.S.T. South LA and their peer CLTs are eager to enter into housing development at small

Figure 1. CLTs in Los Angeles (Courtesy of T.R.U.S.T. South LA)



years by inequalities perpetuated by land use, development practices, and a lack of access to property and land ownership. Based in South Central, T.R.U.S.T. South LA was founded in 2005 in order to serve their community which has consistently struggled with housing displacement. High eviction rates, corporate land acquisition (particularly during the Great Recession), and other socio-economic

sites (i.e. ~0.5 acre sites).

In Los Angeles and across the county, white people are far more likely to own their homes than Latine or Black residents. Los Angeles rates of homeownership show that 44.4% percent of white households own their home, whereas only 30.6% percent of Latine households and 21.4% percent

of Black households own their homes for the mission of a CLT to be successful at stabilizing affordable housing, creating new housing, and in turn, working with communities of color to reduce the racial wealth gap, T.R.U.S.T. South LA and other CLTs must own land.

With this goal in mind, T.R.U.S.T. South LA also sees this study as an opportunity to prompt the Los Angeles City Council and their inaction regarding a June 2020 motion they passed, calling for surplus public land to be identified and donated to CLTs in the City Council Districts 1, 8 and 10. In this motion, City Councilmembers situate the importance of reallocating public land to CLTs:

*“[...]The history of American and the continuation of our institutionalized racism in society demands radical change from our government and institutions that have stood idly by in the past. We must acknowledge and correct our past wrongs for us to heal and move together as one community - one city into the future. Institutional racism in the United States is not a new concept to any of us*  
[...]

*One way we can make progress in this endeavor and work to correct systemic and institutional racism is by developing opportunities for our communities to access generational wealth, one of the lingering effects of our history that has intentionally left African-Americans, Indigenous people and the Latinx community on the outside looking in perpetuated poverty, unemployment, shorter lifespans, a lower quality of education and healthcare, and higher than average incarceration rates. With this goal in mind, the City of Los Angeles*

*should examine its real estate holdings and develop a policy to donate surplus property back to the community in order to meet the needs of the residents in that neighborhood.*  
[...]

*I THEREFORE MOVE to instruct the CLA, with the assistance of the City Administrative Officer and the Department of General Services, to report back to the City Council with a list of surplus property from Council Districts 1, 8 and 10, that may be donated to a community land trust organization in each respective Council District, for the purpose of meeting the needs (affordable housing, recreational green space, community garden etc.) of a particular neighborhood or community as identified by the residents of that area.”*  
*(Surplus Property / Community Land Trust Organization / Council Districts 1, 8, and 10 / Donation, June 9, 2020)*

As of June 2021, CLTs in Los Angeles have yet to see any action from the City to identify and allocate public lands as outlined in the motion.

While the Surplus Land Act is only one mechanism that can be utilized by our the City of LA to ease the process of creating affordable housing, the process by which it is implemented and strives to stabilize vulnerable communities has the ability to address affordable housing crises and address historical housing inequities that groups such as T.R.U.S.T. South LA and their peer CLTs address through their work.



2416 S Hoover Street

# LITERATURE REVIEW

The literature reviewed for this study attempts to situate the history of the SLA, AB 1486, and AB 1255 by examining national initiatives to utilize surplus or excess public lands for affordable housing. In order to relate the CLT model with the SLA, the literature reviewed

also consists of work that examines the form and function of CLTs and why CLTs should engage with the SLA and affordable housing.

## LITERATURE CATEGORIES AND GUIDING QUESTIONS

***In general, what is public land, and why is public land ideal for affordable housing?***

In the 2019 Executive Order N-06-19 issued by California Governor Gavin Newsom for the purpose of identifying excess State-owned land for affordable housing, the Order's clause lays out the

bleak reality of housing affordability and scarcity of affordable parcels upon which mission-driven affordable housing developers are able to construct housing. The Order calls out the lack of housing construction for all income levels in California over the last several decades, noting that the state's ranking at 49 out of 50 in housing production per capita

as of 2016, and the high cost of land across the state hinders the ability to create affordable housing (Executive Order N-0619). These points are situated alongside the reality of State agencies owning thousands of acres of land that are unutilized or underutilized, which if accessed, stand to create an immediate opportunity for the State to ease the burn of affordable housing creation.

In the City of Los Angeles, there are over 58,000 acres of City-owned land and 22,000 vacant parcels, 10% of which are owned by the City (Alisa Walker 2019). Beyond these figures, there are a number of County and State-owned properties that sit vacant, unutilized, or underutilized, however, the City is the main jurisdiction over public land in Los Angeles, owning 54% of all public land within the City's boundaries. Los Angeles remains a competitive market for housing creation for individuals at all income levels, which according to City councilmembers, poorly positions affordable housing developers who must compete with market rate developers for expensive land. While the high cost of land in housing-insecure areas such as Los Angeles may only be one factor in the slow process of creating affordable housing, finding opportunities to make public land available for affordable housing creation is an explicit action that the government can take to address challenges faced by affordable housing developers in the world of privately-owned property and real estate.

Several research institutions across the United States have explored the potential, and implementation, of programs to utilize public lands for affordable housing (Hickey and Sturtevan 2015, Spotts et al

2017). Spotts et al (2017) in their report examines nationwide efforts to make public land available for housing. In doing so, they identify the type of public land best suited for affordable housing. These public lands include four typologies: 1) Small Sites, 2) Suburban Sites, 3) Infill Sites, and Large/Master-Planned Sites. The authors go on to note that the use of public land for affordable housing is ideal, however, finding these sites is "rare" and development at these sites face the same development hurdles as privately acquired sites on the whole. (Spotts et al, pp. 4)

Hickey and Sturtevan (2015) expand on Spotts et al (2017) and their categorization of public properties by identifying additional considerations to guide development of affordable housing. Through this expansion, Hickey and Sturtevan (2015) emphasize the importance of making public land available for affordable housing in areas that are well-suited for housing, such as accessible, high-value areas. Their point is essential as this process of identifying land in suitable locations should consider value, but also, land that should be avoided for housing. A great deal of publicly owned land has been spoiled through industrial or toxic use. This land is disproportionately used to house people of color, and affordable housing production should not replicate these mistakes. As outlined throughout his book *Color of Law*, Rothstein (2018) notes that a number of lower-income neighborhoods are home to people of color and continue to live adjacent to land uses that perpetuate pollution or other environmental hazards. These undesirable land uses and decisions regarding their location have largely been within the

control and purview of government entities. As such, the identification of potential sites for future housing should explicitly consider the history of housing, environmental racism, and overall, racist government housing decisions that have disproportionately impacted communities of color.

Through their other recommendations, Hickey and Sturtevan (2015) raise considerations for the development of public lands for housing by land typology as well as recommendations for how government-led protocol and coordination can be improved throughout the acquisition and request for proposals (RFP) process. In doing so, the authors lay out a strong case - and path forward - for municipalities to seek aggressive policies and practices to enable the development of affordable housing and on government-owned land.

***What precedents to the recent Surplus Land Act amendments (i.e., AB 1486) exist (i.e., proposed laws and policies that identify public land for affordable housing)—and why surplus public land?***

In the last several years, the City of Seattle and the State of Washington have initiated a bold effort to identify surplus public land for the development of affordable housing. (Young 2015, Cohen 2018, Shoyer 2019) In his article for Crosscut, Josh Cohen explains the impetus for the initiative, recounting a challenge faced by the City of Seattle’s Office of Housing regarding the amount of funding requested by affordable housing developers in the City in 2018: “This year, the Office of

Housing received \$245 million in project applications, but had only \$70 million in funding to disburse.” (Cohen 2018) Looking to surplus land, Cohen (2018) lays out the case made by the Office of Housing to provide land to affordable housing developers “at little to no cost, the city could make those limited funds go much further.” (Cohen, 2018) The State of Washington went on to pass legislation that permitted and encouraged Washington local municipalities to identify and sell off surplus land at no or low cost to developers. (Shoyer 2019)

In his piece for the Seattle Times, Young (2015) presents the initial conversations amongst Seattle officials when it came to considering use of surplus land for affordable housing. He notes the degree to which officials considered identifying and selling off surplus land. A great deal of thought was given to the idea of the City pursuing additional financing for the projects: seeking more bond funding was the proposed solution by several council members. However, concern was expressed as to how this might impact the City’s credit. This exercise is insightful and stands to inform efforts in Los Angeles and other cities around the country. It plays out the degree to which cities may, or may not, invest in new mechanisms to support the development of housing. It also highlights the limitations of existing financing structures. As in, even with the cost of land reduced on behalf of the city, the fact remains that it is still expensive to finance housing, but government entities are limited by their own concern for their credit standing and overall financial wellbeing.

As noted by Seattle City Councilperson Rob Johnson in 2018, surplus land stands to cut down an enormous amount of delay in the creation of affordable housing:

*“Seattle is one of the first cities to take local action in-line with [State House Bill] 2382. In August of 2018, Seattle City Council unanimously approved legislation that will explicitly allow for surplus Seattle City Light properties to be sold at below-market value for affordable housing. [...]*

*‘Surplus land is important because it’s one of the best ways for us to reduce the cost and speed up the construction of affordable housing,’ said Councilmember Rob Johnson. “The challenge is identifying the right parcels that have the right mix of characteristics to make sense [for affordable housing].”*

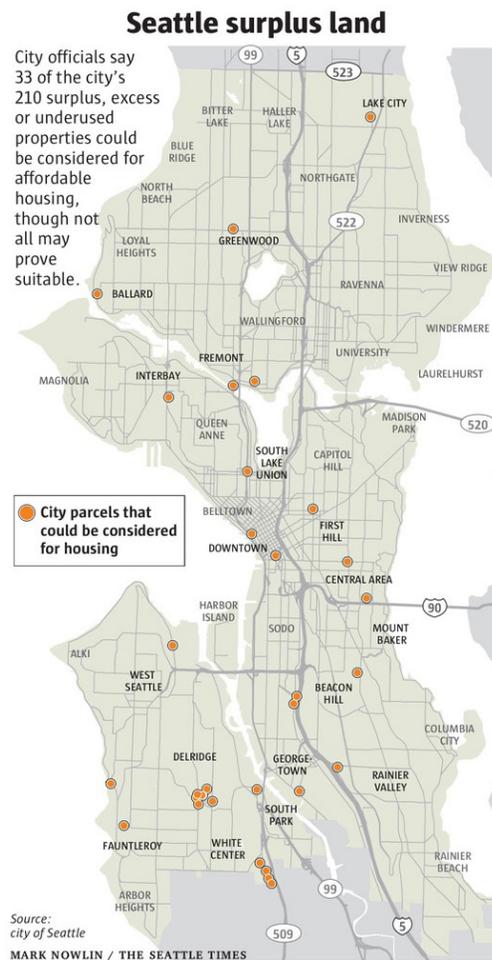
As of 2020, the outcome of the City of Seattle and State of Washington’s efforts have manifested dozens of eligible parcels for affordable housing. In the 2020 State report on the performance of their equivalent Surplus Land Act’s AB 1486–Washington State House Bill 2382—eleven parcels were identified as eligible for affordable housing. In 2019, 10 eligible parcels were identified, and in 2018, 28 eligible parcels were identified. Seattle City officials identified a number of potential sites, which are represented in Figure 1.

To date, at least two surplus properties have been transferred to from the City to housing organizations. One property was provided to Homestead Community Land Trust along with \$1.51 million to create

19 condominiums, and another property was provided to Habitat for Humanity Seattle-King County along with \$720,000 to build 8 family-sized townhomes (Hightower 2019).

A complementary yet different program in comparison to the efforts of Seattle and Washington State: The City of New York established a housing program in the 1980s to create affordable housing by the way of rehabilitating the in rem housing stock, or housing that the City came to possess as a result of abandonment and unpaid taxes by property owners of multi-family buildings. This program—dubbed the Ten-Year Plan by then-Mayor Koch—

Figure 2. Surplus land for affordable housing.



saw the greatest investment in housing since the New Deal (mid-20th century) as it resulted in a \$5.1 billion investment in constructing or rehabilitating over 180,000 units of housing in many of the city's most distressed neighborhoods. This program evolved into a housing program that sought surplus public land after then-Mayor Bloomberg ascended office in 2004 and his administration determined that the Ten-Year Plan had succeeded in "return[ing in reim stock] to productive uses." (The City of New York 2013) As such, Bloomberg renamed the initiative "the expanded Ten-Year New Housing Marketplace Plan" and instructed his administration to pursue new strategies for securing land to use for affordable housing, including rezoning, land banking, and identifying surplus publicly owned land. Since 2004 and as of 2013, this program created over 91,000 new housing units for ownership or rent (The City of New York 2013).

### **How have economic crises impacted affordable housing, driving a need and opportunity to protect affordable housing?**

A robust body of work outlines the drastic impact economic crises and natural disasters have on the housing market—especially the affordable housing market (Klein 2007, Calhoun 2018, Graziani et al 2020, Ong 2020). Naomi Klein (2005) in her groundbreaking book *Shock Doctrine* articulates the advantage that crises create for "corporatists" seeking land acquisition as the effect of economic crises effectively dispossess vulnerable, lower-income property owners. This phenomenon is examined by Calhoun,

Graziani et al, and Ong in their respective pieces.

After the 2008 Great Recession, Calhoun (2018) argues that the damage to the housing economy persisted in the decade following, specifically impacting the inventory of affordable housing and persistently high rental rates. While the federal government was able to initiate supportive financing programs for homeowners following the crises—aiding them with mortgage refinancing—the lack of equity amongst renters persists. The construction of affordable housing declined after the crises, and Calhoun points to a reduction in corporate taxes as one cause for this as revenue from corporate taxes help to subsidize a significant source of financing for affordable housing: Low-Income Housing Tax Credits (LIHTC).

Graziani et al (2020) builds on Calhoun's analysis of the 2008 Great Recession economic crisis's effect on affordable housing through an examination of residential property acquisition across Los Angeles following the 2008 crisis. Their robust analysis of property sales in Los Angeles's most vulnerable communities (i.e., lower-income communities of color, historic sites of dispossession) reveals that a substantial number of Limited Liability Corporations (LLCs) have stepped in to acquire residential properties over the last decade, effectively seizing up swaths of housing in low-income neighborhoods for the purposes of creating new, market rate housing. While it may be the case that these LLCs are the vehicles utilized by non-profits for land acquisition, Graziani et al argue that the majority of these acquisitions are initiated by speculators

and not non-profits. Their report validates the arguments of Klein and observations of Calhoun and sets the stage for how the COVID-19 and the economic crisis born out of the pandemic will continue to exacerbate land acquisition by corporate entities in communities still reeling from the Great Recession.

### **Why are CLTs suited to take control of affordable housing and benefit from AB 1486?**

The body of work advocating for municipal investment and support of CLTs has grown substantially over the last several decades, especially with the effects of the Great Recession, natural disasters, and now COVID-19 disproportionately impacting housing affordability and property ownership for low-income communities. (Davis & Jacobus 2008, Acuña 2019, Katz et al 2020, Lander 2020) Since their formation, CLTs have long been heralded for their model of wealth building through collective land ownership, enabling individuals and families to purchase a property at a more affordable rate as they do not purchase the land. Davis & Jacobus (2008) emphasize this function of CLTs, and through their report, emphasize the need for municipalities to recognize how CLTs can support local government and state governments' dire need to create and sustain affordable housing as CLTs are capable and reliable land stewards. Throughout their report, Davis & Jacobus (2008) assert the critical value of expanding a CLTs portfolio and point to land donation, explicitly surplus public land, as a straightforward way by which to increase revenue (and in turn, the

functioning capacity) of CLTs.

Acuña (2019), Katz et al (2020), and Lander (2020) in their reports and article, respectively, continue the Davis & Jacobus (2008) argument more than ten years later. Related to AB 1763, Acuña presents a strong case for why government entities should identify ways to allocate surplus land, and land in general, to CLTs in anticipation of a crisis (in their example, the crisis is the potential for a catastrophic earthquake in the San Francisco Bay Area). Acuña's report and the other two consider both affordable housing and expanding the potential for CLTs, outlining avenues through which surplus land can be made available to land trusts.

Furthermore, the recent report by UCLA's Institute on Inequality and Democracy *Hotel California: Housing the Crisis* (Roy et al 2020) speaks to the critical importance of new affordable housing opportunities—in the case of their paper, hotels made available to unhoused individuals for housing via eminent domain—being managed by community-led entities. While expressing some skepticism as to how substantially the community remains engaged in the decision making function of a CLT, Roy et al makes a clear and concise case for community-based organizations and not government entities nor affordable housing developers to serve as the land stewards for affordable housing:

“Whether it is these regulatory frameworks or other ones, what is at stake is not only the legal rights associated with tenancy status but also community control and tenant power.

In many parts of the world, including in U.S. cities, Community Land Trusts (CLTs) are being hailed as a model that ensures the community stewardship of land and creates forms of housing tenure that are not vulnerable to market pressures. They are seen to be especially important as an alternative to the usual forms of public-private partnerships that take place in “declining neighborhoods” and that usually cause the type of displacement that we have already outlined in this report.” (Roy et al 2020, pp. 55)

past wrongs at great benefit to the people and neighborhoods that need it the most.”

However, these reports are situated in a crisis. There stands to be greater detail around how and why CLTs stand to receive the investment of surplus land in healthier economic climates, a point strongly articulated (yet no action as follows) by Los Angeles City Councilpeople in the summer of 2020:

“One way we can make progress in this endeavor and work to correct systemic and institutional racism is by developing opportunities for our communities to access generational wealth, one of the lingering effects of our history that has intentionally left African-Americans, Indigenous people and the Latinx community on the outside looking in perpetuated poverty, unemployment, shorter lifespans, a lower quality of education and healthcare, and higher than average incarceration rates. With this goal in mind, the City of Los Angeles should examine its real estate holdings and develop a policy to donate surplus property back to the community in order to meet the needs of the residents in that neighborhood. This is just one strategy that the City can employ to correct our

## CONCLUSION

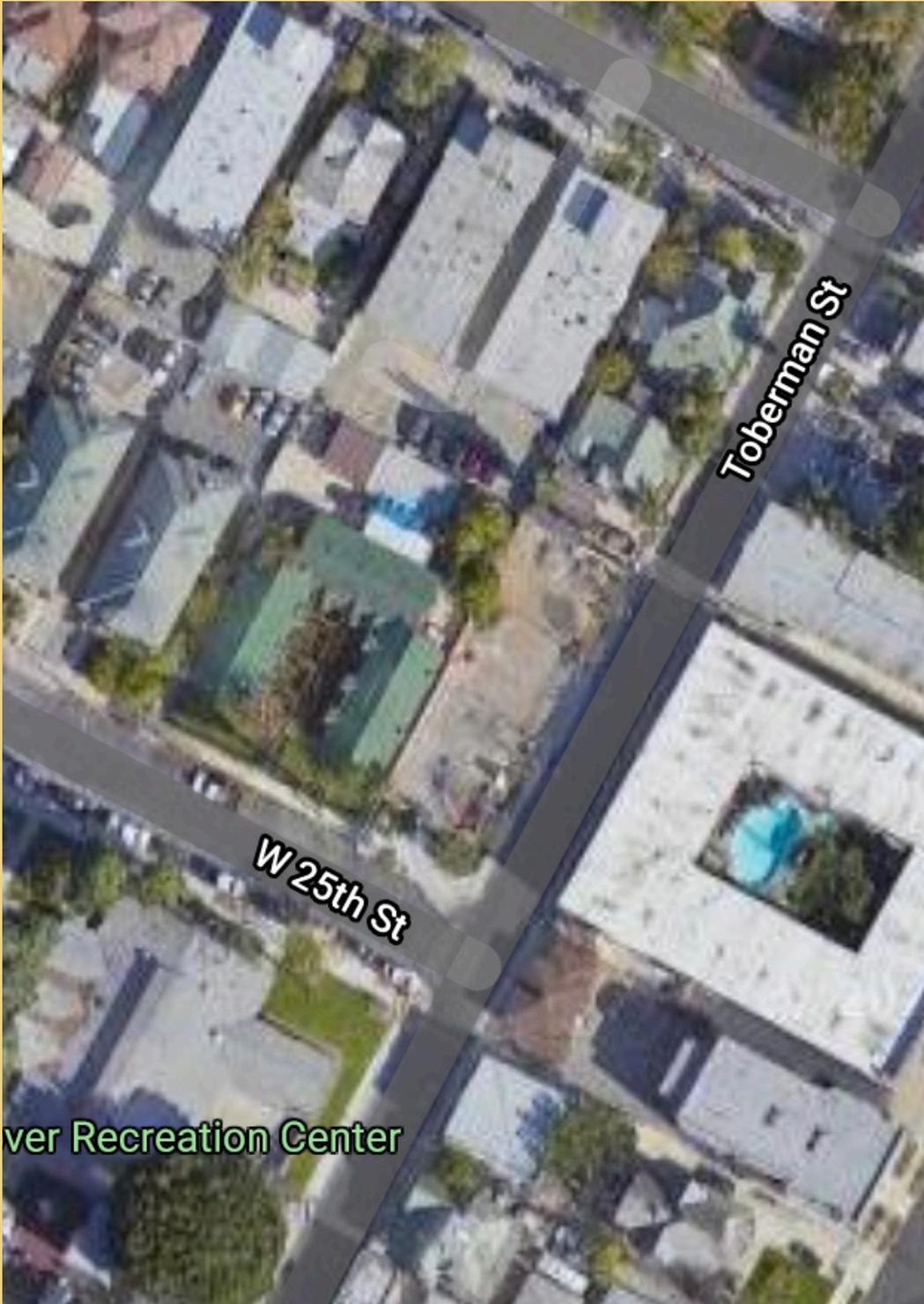
Research on public land acknowledges that there is an unequal distribution of wealth across the United States, and there is a lack of successful initiatives to reassert the “right to the city” for lower income communities and communities of color. As noted consistently throughout most of the literature, these communities are the ones whose property ownership remains a far-fetched dream or a reality robbed of them by devastating crises.

The gap in this body of work largely centers around the connection between community land trusts (CLTs) and how they stand to leverage surplus land, and in turn, serve as a stronger instigator and steward of affordable housing. The work of Acuña, Katz et al, and Lander present the strongest and most obvious case for looking to CLTs for ensuring affordability of neighborhoods experiencing the brunt of the devastation from COVID-19 and other crises. Yet, these arguments seem to be prompted by the climate of a crisis. As in, in “normal” times, can CLTs be seen as a sustainable safety net, or must a crisis prompt more radical reimagining of how collective land ownership can rescue affordable housing through the acquisition of surplus land, foreclosed homes, and the alike?

Based on this literature review, a broader definition of “surplus” land, seeking opportunities to codify the momentum

spurred by crises for support of CLTs, and identifying opportunities to better supplement and support CLTs are all important areas of investigation and strategies to be expanded upon. Additionally, there stands to be a much stronger argument projecting the ability for wealth accumulation made possible through CLTs and their untapped role in receiving surplus land which will transform the overall landscape of affordable housing.





*1003 W 25th Street*

# RESEARCH QUESTIONS

This study's guiding research questions are derived from this project's client, T.R.U.S.T. South LA, and the questions they posed to UCLA at the onset of this project: How might we have transparency around the implementation and enforcement of the recent SLA amendments within the City of Los Angeles, and what opportunity is there for these SLA amendments to make surplus land public land available to CLTs for acquisition and development of affordable housing?

**1. What process has been established within the City of Los Angeles and State of California to implement and enforce AB 1486 and AB 1255?**

Additionally, the Los Angeles City Council passed a motion from June 2020, authored by Councilmembers from Districts 1, 8, and 10 which calls on several City agencies to identify surplus land to give over to Community Land Trusts. These research questions seek to address that outstanding action as well.

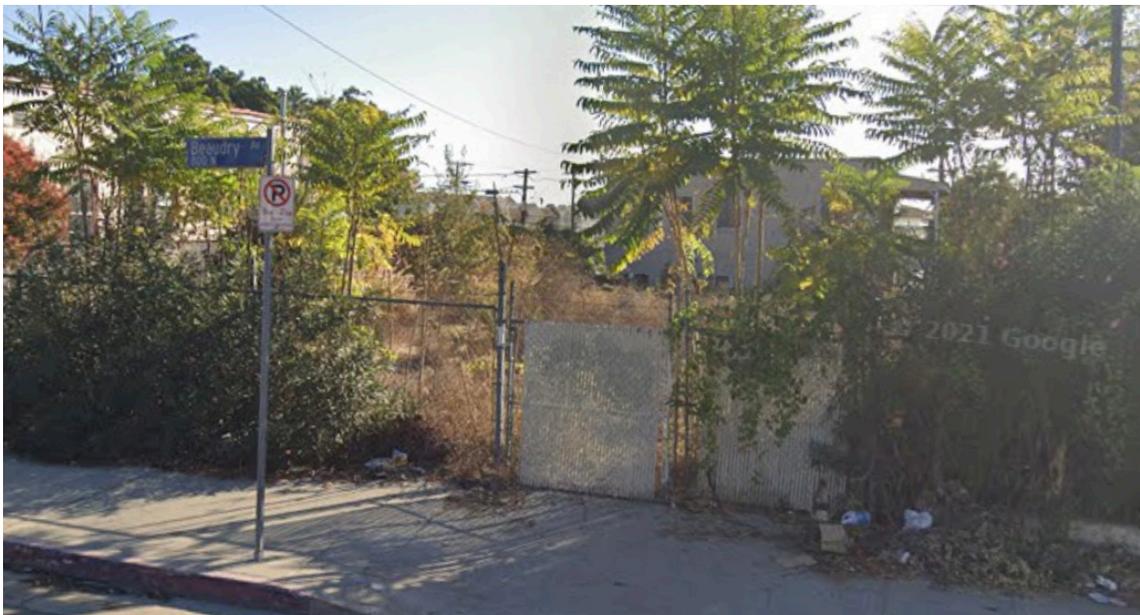
Considering the goals of T.R.U.S.T. South LA and the outstanding commitment from the Los Angeles City Council, this study asks the following questions:

**2. Within the boundaries of T.R.U.S.T. South LA and CLTs with a similar housing inventory, how many suitable public parcels stand to be designated surplus and provided to CLTs for housing?**

# DATA AND METHODS

The approach to data analysis and the methods employed for this study were based on the research questions and existing relationships held by the study's client, T.R.U.S.T. South LA. For each of the research questions, one deliverable was identified.

In addition to these deliverables, policy recommendations for T.R.U.S.T. South LA, Los Angeles CLTs, and affordable housing advocates based in Los Angeles will be outlined at the conclusion of the study.



## DELIVERABLES

### #1: Summary of the State of California and City of Los Angeles Implementation of AB 1486 and AB 1255

The summary of the AB 1486 and AB 1255 implementation process will include systems for implementing the amendments developed in 2020 and early 2021.

**Sources:** State of California officials, City of Los Angeles officials, and affordable housing practitioners

**Method:** Phone and Zoom interviews

### #2: Vacant Public Land Analysis in Central and South Los Angeles Land Trusts

An analysis of existing public land within the boundaries of T.R.U.S.T. South LA and a neighboring land trust, Beverly-Vermont Land Trust, that examines what public land stands to be designated surplus for affordable housing.

**Source:** Los Angeles County Assessor Roll parcel database, City of Los Angeles Controller's Office Publicly-Owned land database, and data analysis recommendations from affordable housing practitioners and researchers

**Method:** Develop criteria for qualifying land, utilize available zoning and property information databases and resources to determine parcel condition, interviews and site visits.

## INTERVIEWS

Individuals from the following entities were interviewed for their role in implementing and overseeing SLA work and other affordable housing efforts at the state and local level.

The interviewees involved in this study were either directly connected to the T.R.U.S.T. South LA organization or the UCLA Luskin School of Public Affairs, or these individuals were sought out through a chain of connections stemming from cold calls or the personal relationships of the author. The latter method of soliciting

interviews was critical for the study. Input from the individuals outside of the network of T.R.U.S.T. South LA and UCLA, addressed gaps in the bureaucratic systems and the data analyzed. The format for the interviews was loosely structured with no recordings or direct quotations as at the request of the interviewees.

Due to the COVID-19 pandemic, all interviews took place over Zoom or by phone.

- **Sasha Wisotsky Kergan, Data & Research Unit Chief, Housing Policy Division, California Department of Housing and Community Development.** Kergan oversees Public Lands for Affordable Housing as well as Housing Preservation and the 2020-launched State initiative to create housing for homeless individuals: Project Homekey.
- **Harry Anexter, Housing and Community Development Specialist, Housing Policy Division, California Department of Housing and Community Development.** Anexter is responsible for overseeing the Surplus Land Act implementation through his position as program manager. He works with all municipalities across California to enforce the new requirements of AB 1486 and the annual reporting requirements of AB 1255.
- **Helmi Hisserich, Senior Principal, LeSar Development Consultants.** At the time of the interview, Hisserich was employed as the Director of Housing Strategies & Services for the City of Los Angeles Housing and Community Investment Department. Hisserich worked for the City in a number of capacities for nearly 20 years before leaving to join the LeSar Development team to work on new strategies for affordable housing creation in Los Angeles. Prior to her departure, she was directly involved in the process of identifying surplus land for affordable housing and reporting land to the State

of California per the requirements of AB 1486.

- **Eve Bachrach, Management Assistant, City of Los Angeles Housing and Community Investment Department (HCIDLA).** Bachrach works with the Land Development unit at HCIDLA which was created when the Community Redevelopment Agency was decommissioned. Through her team’s work of identifying and overseeing developable properties for affordable housing, Bachrach participates in the land reporting process outlined in AB 1486.
- **Alecia Simona, Real Estate Officer II, Department of General Services (DGS), City of Los Angeles.** Simona is a 16 year veteran of the DGS where

she oversees the surplus land sales for the Real Estate Division of the DGS, including the “Own a Piece of Los Angeles” program which enables adjacent property owners to acquire city-owned parcels. She was the individual responsible for establishing the process of reporting to the State per the requirements of AB 1486.

- **Chelsea Lucktenberg, Innovation Deputy, Los Angeles Office of the City Controller.** Lucktenberg oversaw the creation of the interactive, online public lands inventory for the City of Los Angeles.

**RON GALPERIN**  
LA CONTROLLER



## INFORMAL INTERVIEWS

Additional insight and feedback was provided by the following individuals who were not formally interviewed for this project, but they spent time speaking with the study's author about the macro

- **Joan Ling, Lecturer, UCLA Luskin School of Public Affairs.** Ling teaches the real estate development courses for the Urban Planning graduate program, pulling from her decades of experience as an affordable housing developer in Los Angeles and advocate for affordable housing statewide.
- **Kenny Wong, Assistant Director of Design Research, UCLA cityLAB.** Wong has a background in affordable housing research and development, and through his position with cityLAB, oversees the design lab's "housing first" research. This includes a project that is working toward strategies for affordable housing creation on school land property in Los Angeles.
- **Stephanie Park, Project Management Associate, Abode Communities.** At the time of the interview, Park was employed as a Policy Consultant (Housing, Homelessness, and Transportation) for the California State Senate. Through

and micro considerations of Vacant Public Land Inventory creation process and the general opportunity for pursuing public lands for affordable housing in Los Angeles.

her position, Park crafted statutory language for state programs such as Project Homekey, state supplemental 4% Low-Income Housing Tax Credit, Infill Infrastructure Grant Program, and the Homeless Housing, Assistance, and Prevention Program.

- **Sonia Suresh, Assistant Director of De-Commodified Housing, Strategic Actions for a Just Economy (SAJE).** Through her work with SAJE, Suresh is collaborating with T.R.U.S.T. South LA on efforts to pursue policy changes that enable public lands for affordable housing.
- **Alan Marinas, Tax Services Specialist, Auction Unit, County of Los Angeles Treasurer and Tax Collector.** Marinas is a member of the Auction Unit, the division of the Treasurer and Tax Collector office that manages homes which have been seized by the county due to tax payment delinquency.

## VACANT PUBLIC LAND ANALYSIS: GEOGRAPHIC FOCUS

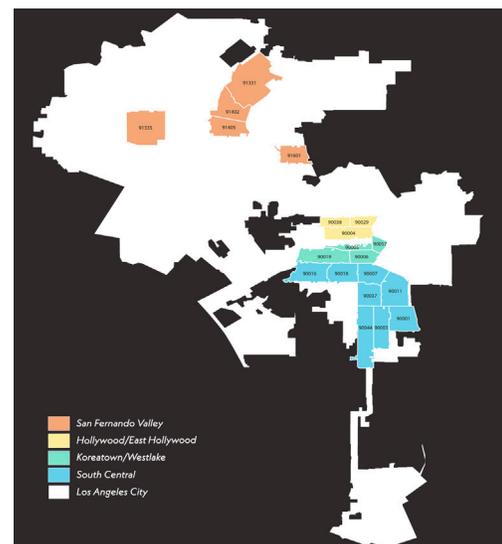
To provide valuable information for this study's client, the geographic focus for the vacant public land analysis included T.R.U.S.T. South LA's boundaries as well as one adjacent CLT: Beverly Vermont CLT. The Beverly Vermont CLT was included in the geographic focus as the area that this CLT covers aligns with the factors outlined in a report on housing-vulnerable communities in Los Angeles, "Who Profits from Crisis? Housing Grabs in Time of Recovery," and a June 2020 action initiated by the Los Angeles City Council. T.R.U.S.T. South LA and Beverly Vermont CLT align almost exactly with the Zip Code and Neighborhoods identified in this report, excluding several Zip Codes and Neighborhoods in the San Fernando Valley.

The report "Who Profits from Crisis? Housing Grabs in Time of Recovery," was authored by Ananya Roy et al in 2020, and it examines a specific form of housing vulnerability in Los Angeles: the connection between race and risk of losing housing as well as the proliferation of corporate acquisition of housing units following the 2008 Great Recession. The report argued that corporate acquisition of land for housing development directly corresponds with eviction rates and housing dispossession in these particular Los Angeles communities. Their methodology for determining

a geographic focus in their report considers neighborhood vulnerability characteristics, including proportion of renters and residents-of-color.

While this study will not focus on procuring findings related to corporate acquisition of housing in a time of crisis, the indicators of housing vulnerability presented by Roy et al lend themselves well to the research questions posed by this study. The spirit of Roy et al's report is to highlight where in Los Angeles communities have been and continue to be at risk of housing dispossession. Instead of asking who might profit from a crisis and pursue housing grabs, this study looks at the potential surplus land as to stabilize communities that are the most vulnerable.

Figure 3. Excerpt from "Who Profits from Crisis?"  
Map 1. At Risk Communities



## VACANT PUBLIC LAND ANALYSIS: SECONDARY DATA

This study utilizes publicly-available datasets from the Los Angeles Controller's Office and the Los Angeles County Assessor's Office. A comprehensive inventory of public land curated and vetted by the Los Angeles Controller's Office in 2018 was accessed and cross-referenced with parcel details from January 2021 that were available through the Assessor's Office.

Each dataset contained the Assessor Identification Number (AIN) for individual parcels. With Excel, an inventory was created of public land that 1) exists within the boundaries of T.R.U.S.T. South LA and the Beverly Vermont CLT and 2) is categorized as "Vacant" according to the Assessor. The "Vacant" status was identified through a specific category ("SpecificUse2") attributed to all parcels within the Assessor dataset.

### Why Vacant Land?

The methodology behind the creation of this inventory was informed by interviews with affordable housing practitioners and government officials at the State and Los Angeles Controller's Office. These individuals possess knowledge regarding the certain variables for consideration in analyzing what public land is likely unused or underused and suitable for

affordable housing. After considering the inclusion of a number of other Specific Uses available through the Assessor dataset, such as broad classifications such as "Industrial" or specific uses such as "Parking Lots", this study ultimately focused on "Vacant" land for the sake of prioritizing land that has quite literally been designated as excess and unutilized by the agency which owns the land. Further study into publicly owned land that stands to be designated surplus should likely contemplate how to examine underutilized properties.

### Additional Land Criteria: Lot Size, Zoning, and Status

In addition to seeking out vacant land within the boundaries of the two CLTs, other constraints for the inventory creation included lot size and zoning.

For lot size, parcels were organized into four categories: 5000 sq ft to < .5 acres (none smaller than 5000 sq ft, minimum lot size for housing construction), .5 to 1 acres, 1 to 7 acres, and >7 acres. This categorization was driven by T.R.U.S.T. South LA and their interest in property acquisition. The smallest category represents the type of land best suited for CLTs in Los Angeles in light of their capacity for development in the near term (next decade or two). The smallest

properties are also not likely to be sought after by affordable housing developers or reported through the City of Los Angeles's Housing Element mandatory reporting of surplus public land as the smallest sites do not have the capacity for several dozen units - or several hundred units. According to the guidelines for the 4% and 9% Low-Income Housing Tax Credit (LIHTC) program, a Federal program managed by the State of California and a substantial source of funding for affordable housing projects in California, small sites (0.5 acres or less) are less likely to meet the award criteria. LIHTC prioritizes projects with a range of housing unit affordability, services for special populations, and other factors that require more space and financing.

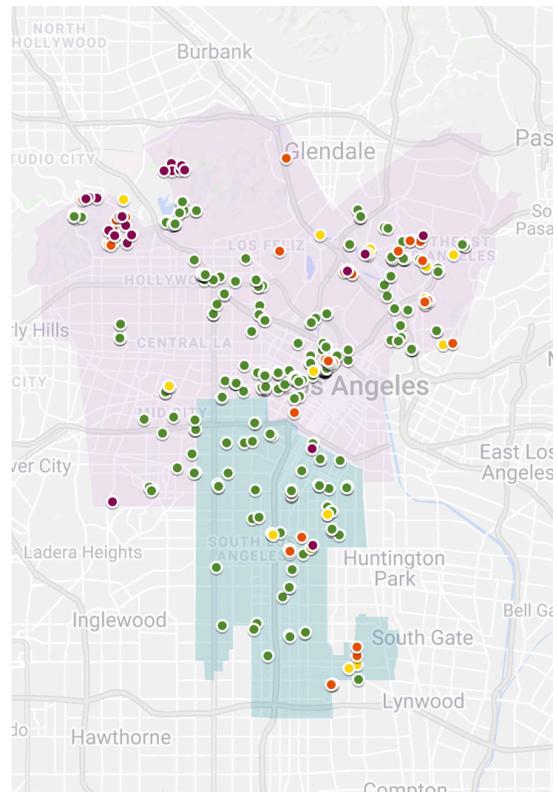
After the inventory was organized by vacancy status and lot size, each of the smallest parcels were reviewed so that their zoning and current status could be documented. This process was enabled by the Los Angeles County ZIMAS (Zone Information Map Access System) and online research to clarify ownership and intended use for each site.

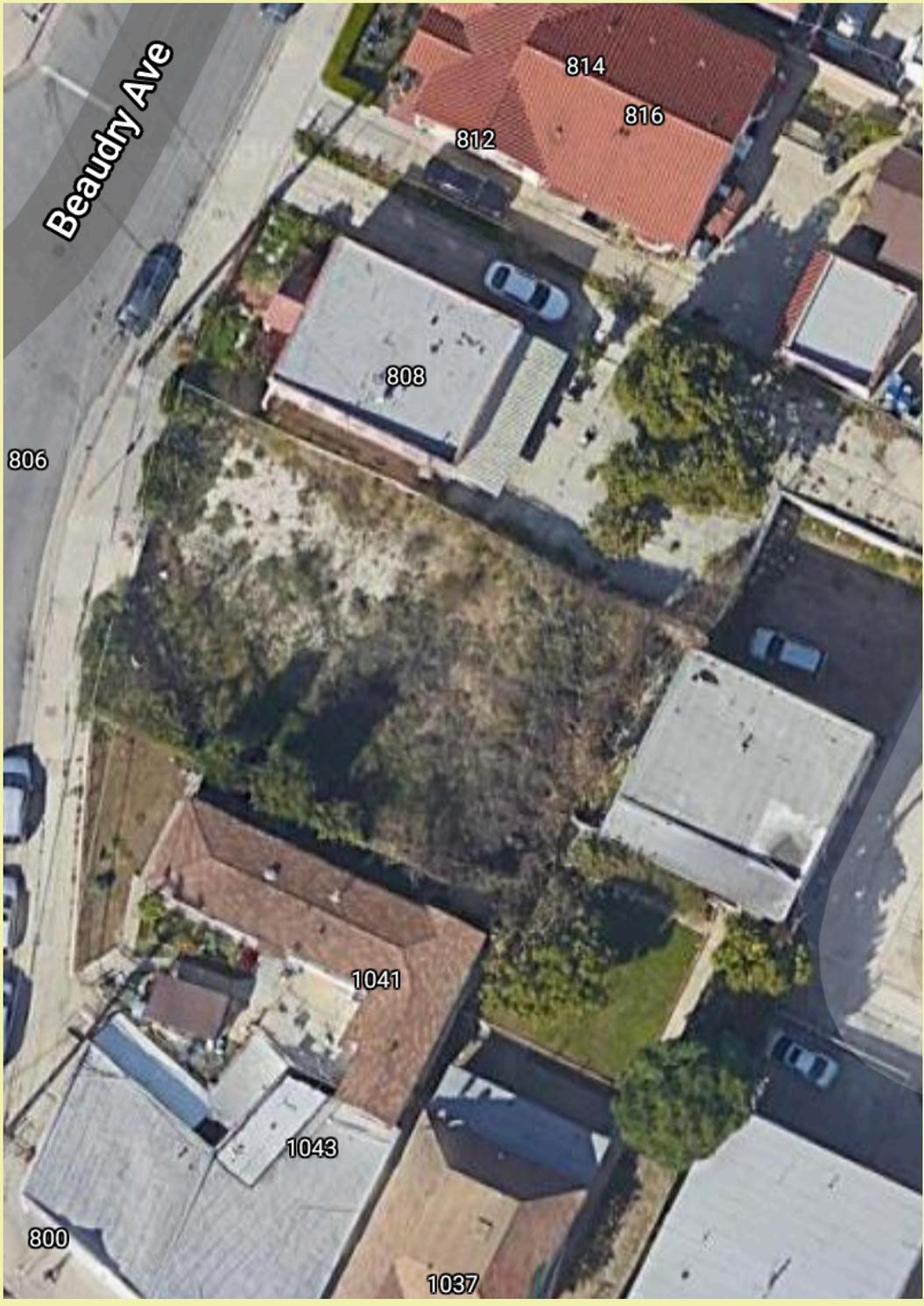
### Vacant Land Analysis and the Los Angeles Housing Element Inventory of Developable Sites for Housing and HCIDLA Inventory

The inventory created for this study is cross-referenced with the Los Angeles Housing Element Inventory of Developable Sites for Housing as well as the inventory of vacant sites for housing managed by HCIDLA. This step is critical for the study as the cross-referencing will confirm which of the sites identified in

this study have already been identified by the City of Los Angeles as a viable site for development. Any sites identified in this study that can be found within either of these lists may have designated development plans, and thus, can be eliminated from this study's inventory. Parcels that are not on the City's lists may reveal distinctions between the criteria utilized by the City for auditing parcels that omit viable sites for development.

*Figure 4. Map of All Vacant Public Land within the boundary of T.R.U.S.T. South LA and Beverly Vermont Land Trust.*





806 N Beaudry Avenue

# FINDINGS AND ANALYSIS

The interviews and data analysis successfully enabled 1) an understanding of the system for implementing AB 1486 and AB 1255 and 2) revealed the available vacant land suitable for CLTs within their respective boundaries. Notably, the interviews conducted for this study revealed a particular perspective amongst the affordable housing team members and the staff who oversee surplus land sales for the City of Los Angeles: They do not believe that the SLA amendments will result in a shift in affordable housing production in Los Angeles.

**These individuals feel strongly that the amendments to the SLA introduce more bureaucracy and top-down control over housing creation, a function of local government that is already overwhelmed and underperforming, and that the likelihood that these amendments have in redirecting the use of surplus public land toward affordable housing is slim.**

The reporting mechanisms involved with the SLA and AB 1486 **do not inspire local agency collaboration or action, rather, interviewees noted that the cumbersome reporting requirements for surplus land uses will likely disincentivize creative cross-agency collaboration that might prompt surplus land designation for agency-owned properties.** Overall, the intention of AB 1486 stands to be better realized through other mechanisms and models for collaboration that are tailored to local dynamics, and in turn, these models could complement existing housing goals and the programs that support them.

# HOW ARE AB 1486 AND AB 1522 IMPLEMENTED?

## The Role of the State of California

Within the State of California Department of Housing and Community Development (HCD), the Housing Policy team oversees Public Lands for Affordable Housing efforts. The Housing Policy Team oversees two mechanisms to enable the use of unused or underutilized public land for housing: Excess State Land for Affordable Housing and Surplus Land for Affordable Housing. The former effort is supported by an Executive Order issued by California's current governor, Governor Gavin Newsom. This order - Executive Order N-06-19 - requires the "California Department of General Services (DGS) and the California Department of Housing and Community Development (HCD) to identify and prioritize excess state-owned property and aggressively pursue sustainable, innovative, cost-effective housing projects." The second focus area - Surplus Land for Affordable Housing - specifically addresses two recent amendments to the Surplus Land Act, Assembly Bill (AB) 1486 and Assembly Bill 1255. AB 1486 enabled HCD to assemble a devoted staff and implement a process by which local municipalities are held accountable to identify surplus land that stands to go towards affordable housing.

The creation of the entire Public Lands

for Affordable Housing team occurred in the last two years as Executive Order N-06-19 for the identification of excess state land was enacted in 2019, AB 1486 and AB 1255 took effect in 2020, and AB 1255-mandated reporting beginning in 2021. Data from the Public Lands for Affordable Housing team is limited as the municipality compliance and reporting begins this year, with surplus land inventory being reported as part of the Annual Housing Element Progress Reports submitted by local governments from April 2021 through June 2021. Overall, AB 1486 and AB 1255 provide the State with greater ability to enforce, and penalize, local agencies compliance with the SLA. An overview of how the State has implemented their new SLA policies can be found on pages 36 and 37.

## The Role of the City of Los Angeles

### Housing and Community Investment Department (HCIDLA)

For the City of Los Angeles, there are three primary departments that are accountable to the SLA due to their role in utilizing or identifying surplus land or sites for housing. The first is HCIDLA. HCIDLA is responsible for overseeing publicly owned property that will be utilized for affordable housing development, and the department is able to receive land from other

City departments or local agencies. Through interviews with HCIDLA staff, the following became evident: As an agency that stewards public land for affordable housing, the AB 1486 reporting requirements clash with their department's process for pursuing public lands for affordable housing. In fact, HCIDLA staff states that any land deemed surplus by a local agency which has the potential for residential development should already be a part of HCIDLA's Land Development Pipeline.

HCIDLA's Land Development Pipeline has around 56 (as of 2019) properties, including the following assets as stated on their Land Development website:

- 1) properties transferred to HCIDLA from the former Community Redevelopment Agency of the City of Los Angeles (CRA/LA);*
- 2) properties acquired by HCIDLA;*
- 3) properties foreclosed upon by HCIDLA, referred to as Real Estate Owned (REO);*
- 4) properties managed and controlled by the City of Los Angeles Department of Transportation (LADOT), and*
- 5) sites identified by the City Administrative Officer as part of the Affordable Housing Opportunity Sites (AHOS) Program.*

None of these sites are slated for acquisition by a CLT.

Through interviews for this study, HCIDLA staff asserted that the process proposed by AB 1486 and 1255 for reporting on surplus public land suitable for housing development fails to

complement HCIDLA's ongoing efforts to identify land for the creation of housing. As in, if there is surplus land available for housing, HCID staff believes that land should go to them for City-managed affordable housing development. Instead, the reporting expectations create cumbersome processes for HCIDLA's sister City agencies, and as a result, HCIDLA staff speculates that the process of inventorying surplus land may be hindered. HCIDLA staff posits this hindrance will ultimately impact City agencies' desire to creatively identify surplus land for housing.

Furthermore, HCIDLA staff noted that the process of getting land approved for housing development already managed by HCIDLA now has an additional reporting step due to AB 1486. The State has to sign off on HCIDLA projects on surplus sites. The interviews for this study confirmed that the staff understands the merit behind AB 1486, however, they view this amendment as an important move for "bedroom communities," or local jurisdictions around the State of California whose use of surplus land skews towards transactions with private developers for commercial uses. The reasoning HCIDLA staff provided for this point of view has to do with what they described as locally desirable land uses, or land uses that provide local tax revenue versus uses that generate tax revenue that goes to the State and Federal Government. Uses such as car dealerships or other retail uses land that the municipality is able to sell off will lead to uses that generate sales tax. The revenue from sales tax goes directly to municipal budgets versus other uses such as housing.

## **Real Estate Services Division (RES)**

The second City agency with a direct and substantial level of accountability to the requirements of AB 1486 is the Real Estate Services Division (RES) in the Los Angeles Department of General Services (DGS). The responsibilities of the RES is to sell surplus land to private citizens or entities, including the “Own a Piece of Los Angeles” program which makes undevelopable public land available for adjacent properties to own. This ability of RES to sell surplus land appears to be the primary focus of AB 1486, which introduces the increased State oversight to ensure that land transactions are vetted for affordable housing. According to RES staff, no land that has been sold or auctioned through RES over the last 15 years was able to be utilized for residential construction. RES land transactions from the last five years reflect this reality as they are either categorically exempt surplus land per the definition provided in AB 1486, or the land is undevelopable due to geological, size, or other constraints. (See Appendix)

RES staff explained that AB 1486 is unlikely to alter the outcome of surplus public land transactions because of the type of land that RES makes available to the public. If anything, RES staff anticipates a more cumbersome process for continuing the long-standing process of land sales and auctions. According to RES staff, adding AB 1486 requires RES to seek approvals for land sales or auctions via the City twice as the State must also sign off on the transaction. The land must be declared surplus (for non-exempt surplus property, the City Council

must approve the designation, and for exempt surplus property, the City of Los Angeles Municipal Facilities Committee must approve the designation), then the State must review and approve this designation and the intended recipients of a sale or auction, and the last step is for the property to return to City Council for approval to be sold or auctioned.

## **Los Angeles Planning Department**

Aside from HCIDLA and RES, the other accountability that the City of Los Angeles has to the SLA falls to the Los Angeles Planning Department and their role in providing annual surplus public land updates as part of annual progress reports on the Los Angeles Housing Element per the requirements of AB 1255. However, a similar method for assessing land is already in place. In accordance with California Government Code §65583.2, the Los Angeles Planning Department is required to identify suitable sites for housing across the city and incorporate this list into their Housing Element. While the list does not consist solely of land that qualifies as “surplus,” this inventory appears to accomplish the goal of identifying public surplus land suitable for affordable housing production. How the Planning Department would differentiate criteria for public surplus land for housing from the Sites for Housing Inventory is unclear, and the language of AB 1255 provides no clarification in regard to this matter.

Given the timing of this study and the lack of a report on surplus land per the requirements of AB 1255 for Los Angeles, a side-by-side comparison of the Sites for

Housing inventory with the Surplus Land for Affordable Housing inventory is not possible. However, details in the criteria for site analysis for the Sites for Housing inventory in the Housing Element do make note of cumbersome analysis that the Planning Department points to as justification for removing certain sites. Notable conditions for removing potential sites from the Housing Element's Sites for Housing inventory include:

*Zones with "Q" (Qualified) and "D" (Development) were removed for the following reason: "Each Q and D condition is a unique and tailored condition tied to a specific zoning ordinance for a particular site and there are several hundred thousand throughout the City. As such, there is no generalized way of knowing what, if any, density restrictions a Q or D condition puts on a particular zone without reading each enacting ordinance." (Los Angeles Housing Element, Chapter 3, page 12)*

Non-by right development zones were removed for the following reason:

*"All parcels with zoning that does not allow by-right residential development were eliminated. As such, all industrial zones were eliminated, despite the fact that the City is currently in the process of evaluating its industrial land and has identified some industrial zoned land in which residential use could be mixed with industrial uses and some industrial land that should be converted to residential use. In the end, only existing residential and commercial-zoned parcels*

*were counted as eligible for the Inventory conditions were removed from consideration." (Los Angeles Housing Element, Chapter 3, page 11)*

Should these considerations be approached differently for the surplus public land inventory process, perhaps there might be more sites revealed. Yet, based on the justification for removing these sites from the Sites for Housing Inventory, it is not clear how the required staffing needed to analyze Q and D conditions or complete the analysis of industrial land for inclusion.

# The State of California's Implementation of AB 1486 and AB 1255 in 2020 and 2021

## 2020

### **REPORTING VIOLATIONS TO SLA**

Prior to Implementation of Surplus Land Reporting, AB 1486 gave HCD the obligation to notify local agencies and the Office of the Attorney General of a violation of the SLA (§54230.5). There was no formal HCD review process, but HCD still had to be away of any violations of the act.

### **SOLICITING AFFORDABLE HOUSING DEVELOPERS**

As of January 1, 2020, HCD had to be ready to receive notices of interests in surplus land from developers. HCD issued a Request for Qualifications (RFQ) for developers to respond to.

# 2021

## **LINKING HCD WITH LOCAL PROCESSES**

Beginning January 1, 2021, prior to agreeing to terms to dispose of surplus property, local agencies must send a description of notices for surplus land availability and information about any negotiations conducted.

## **NOTICING AFFORDABLE HOUSING DEVELOPERS**

Any time a city is looking to sell or lease property that is not EXEMPT surplus land they have to follow a certain process—the biggest milestones are 1) noticing, 2) negotiation, 3) deed restriction and 4) HCD review. Noticing ensures that public entities that want to use the land for a public use (entities involved in park and school development) are aware that the land is available.

Here is the order of events for noticing:

- Notify local agencies within the listing agency's jurisdiction; it is not a requirement to sell or lease to those entities. Once that notice goes out, those entities have 60 days to respond. If there is interest, those entities have 90 days to negotiate with the City.
- If there is no response or no deal, then there is a 15% affordable housing requirement applied to the property through a deed restriction. This goes into effect if 10+ units are built on the property. If there is an interest from an entity that constructs affordable housing, the restriction is increased to 20%.
- Then, HCD reviews the property. This is required after the conclusion of negotiation but before the land is sold or leased; HCD needs to review the process that the local agency went through to dispose of that property.

## **RECEIVING ANNUAL INVENTORY REPORTS**

In April 2021, HCD will receive Local Surplus/Excess Land Inventories Reports through mandated Housing Element Annual Progress Reports (APR). Through this process, HCD will work with cities, counties, and special districts to confirm the inventory of land and direct them to the respondents of the RFQ.

This will continue on an annual basis.

## WHAT LAND IS AVAILABLE FOR CLTS?

As noted in the Data and Methods section, the Vacant Land inventory included in this report focused on vacant properties within the boundaries of the Beverly-Vermont Land Trust and T.R.U.S.T. South LA. While the focus on the SLA and its implementation in Los Angeles has examined the City of Los Angeles specifically, this Vacant Land inventory included properties owned by the City of Los Angeles, the County of Los Angeles, the State of California, and other special districts.

In total, 398 vacant parcels were identified within the boundaries of the two CLTs. These parcels were then organized into categories based on their size, as noted in the Data and Methods section:

- <0.5 acre
- 0.5 acre 1 acre
- 1 acre to 7 acres
- 7 acres or larger

### <0.5 Acre Sites

Only the 322 parcels within the 5000 square foot and 0.5 acre category were analyzed for this project for the reasons noted in the the Data and Methods section.

Utilizing the criteria described in the Data and Methods section, each site was

reviewed individually through the Los Angeles Assessors Portal and the Los Angeles Zone Information Map Access System. With the information available through these platforms, the following key information was noted:

- Property Address
- Zoning
- Specific Overlay Zones
- 2021 Assessor's Land Value
- Size (Acres)
- Transit-Oriented Community (TOC) Status
- Owner (Government Agency)
- Notes on the property's current use and development status

### Viable Vacant Sites

With this criteria guiding the analysis, only eight sites were identified as suitable and viable for the CLTs analyzed as part of this Vacant Land Analysis. All are vacant except for one site which currently hosts a shuttered LA Department of Water and Power Building (980 S Hobart Boulevard).

In total, the eight viable sites stand to host 71.94 units. Their collective value is \$320,707, and their cumulative area is 1.89 acres. Of these sites, six are owned by the City of Los Angeles, one is owned by the Los Angeles Unified School

District, and one is owned by the State of California. The City owned sites include a property owned by HCIDLA. As part of the site analysis, HCIDLA confirmed that the sites included in this list of viable sites are not in contract with developers at this time, meaning should a CLT pursue one of these sites, this would not be in conflict with a current HCIDLA project.

Four sites are located within the T.R.U.S.T. South LA boundary, and two of the sites are adjacent to one another (\*Adjacent sites):

- 1003 W 25th Street\* - City Council District 1
- 2416 S Hoover Street\* - City Council District 1
- 5888 Crocker Street - City Council District 9
- 6300 S Western Avenue - City Council District 8

The remaining four sites are located in the Beverly Vermont CLT boundary.

- 1914 S Harcourt Avenue - City Council District 10
- 806 N Beaudry Avenue - City Council District 1
- 365 W Avenue 26 - City Council District 1
- 980 S Hobart Boulevard - City Council District 10

(See appendix for site details.)

## Inclusion in the Los Angeles 5th Cycle Housing Element Sites for Housing Inventory

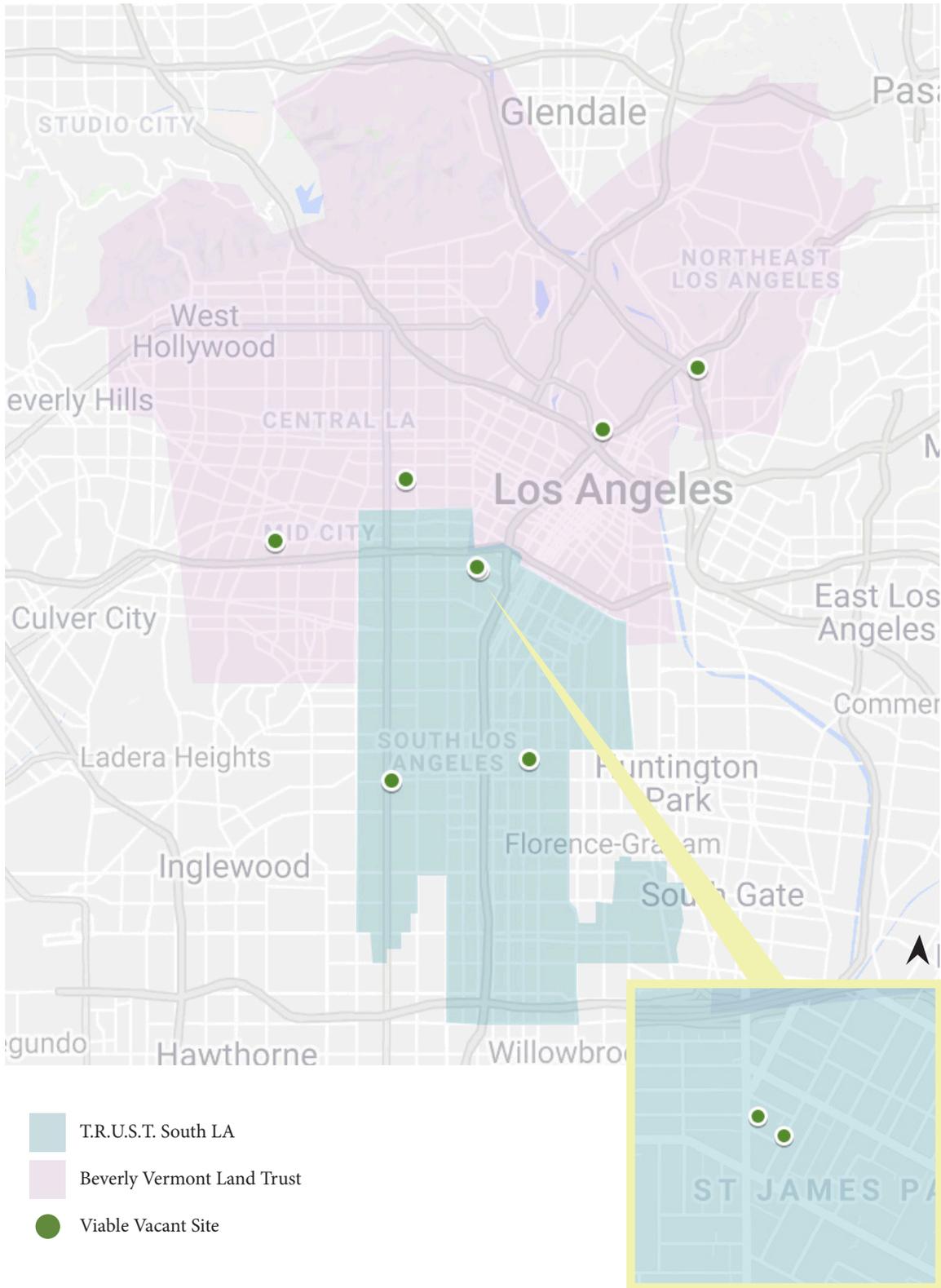
When cross-analyzed with the 5th Cycle Housing Element Sites for Housing Inventory, only three of the eight sites were identified in both inventories:

- 806 N Beaudry Avenue
- 365 W Avenue 26
- 980 S Hobart Boulevard

The other five sites identified in the Vacant Land Analysis do not appear in the Sites for Housing Inventory. This is likely due to their overlay zones which disqualified them from the analysis process. However, this has not been confirmed and warrants further investigation.

Despite their lack of inclusion in the 5th Cycle Housing Element, these sites do indeed allow the construction of affordable housing.

## Map of Vacant Viable Sites for CLT Acquisition



## Key Takeaways: Other Potential Sites, School Properties

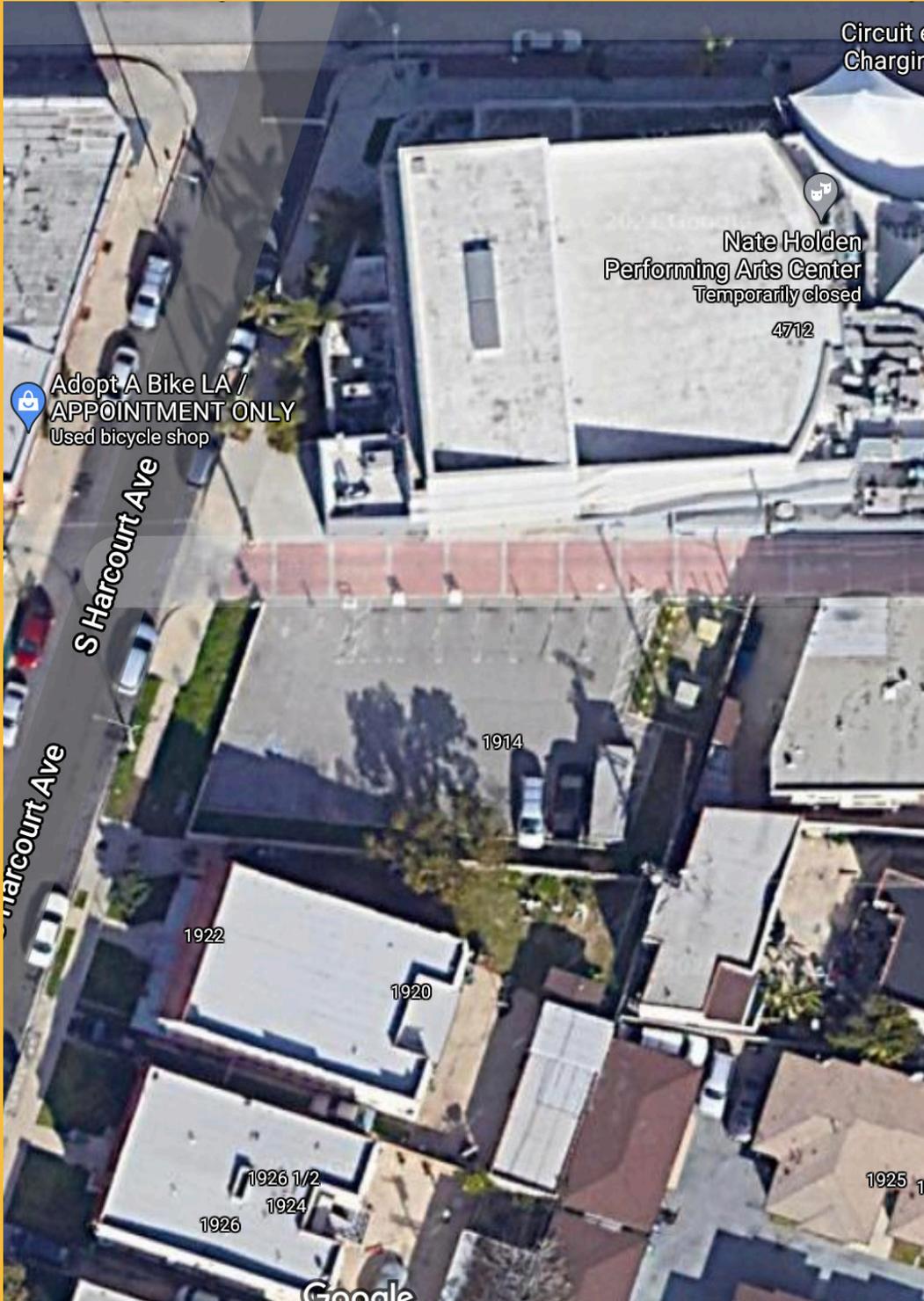
18 other sites were noted for their potential to become developable, but each of these sites have specific restrictions that would make their use by a CLT cumbersome and require special collaborations with the agencies and/or greater investigation into the geological conditions of the site. None of these sites are developable by right.

Seven of these sites include parking lots or underutilized space on school campuses, totalling 1.55 acres. Throughout the entire inventory of >0.5 acre sites, there are numerous vacant parcels identified on school property, which is owned by Los Angeles Unified School District. In total, there are 144 vacant parcels >0.5 acres on LAUSD property, or 44.7% of all the >0.5 acre sites analyzed in this study. School properties are perhaps one of the greatest opportunities for identifying and defining more public land that can be deemed surplus and utilized for affordable housing.

This observation corroborates the opportunity for LAUSD sites noted in the Los Angeles 5th Cycle Housing Element:

*“The Department of City Planning is working closely with the Los Angeles Unified School District, for example, to reconfigure school sites in order to “free up” land for the development of affordable housing, particularly for teachers. LAUSD has a Division focused on this effort and the Plan-*

*ning Department is working closely with the Division in the development of several sites.” (Housing Element, Chapter 3, page 9)*



1914 S Harcourt Avenue

# CONCLUSION

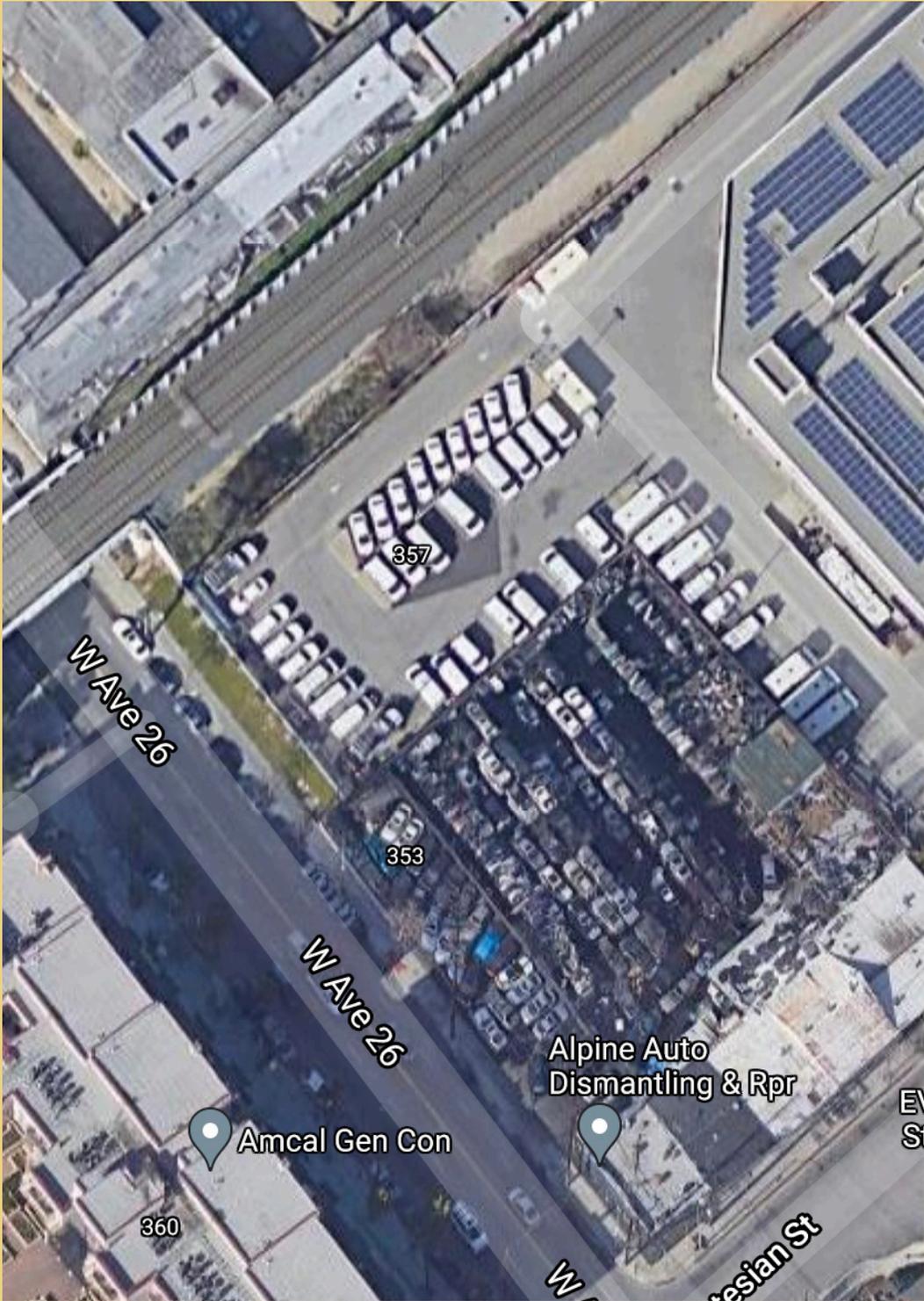
The findings in this study reveal that the impact of the recent amendments to SLA on the ability for CLT to acquire public land and build affordable housing stand **to be minimal, if not insignificant.**

This is based on the assumption that the process for identifying surplus land in Los Angeles will not substantially deviate from the existing systems that inventory land for the Sites for Housing Inventory in the Housing Element. Furthermore, the agency tasked with ensuring surplus public land is utilized for affordable housing is HCIDLA and their Land Development Pipeline. This HCIDLA function is not structured around the possibility for CLTs to acquire said properties, meaning the use of the vacant surplus land that is known to the city to be viable for housing development is structured to **prioritize traditional, high density affordable housing development over sites that are suitable for CLT acquisition and development.**

This is not a negative use of these sites, rather, calling out the primary agenda of

HCIDLA's pipeline intends to highlight the gap between government agencies and their focus for affordable housing and the vision CLTs have for affordable housing creation.

For CLTs in Los Angeles to benefit from the SLA, or even the ethos behind the SLA recent amendments and the "Surplus Property / Community Land Trust Organization / Council Districts 1, 8, and 10 / Donation" motion from June 2020, CLTs will need new commitments and increased support, both monetary and relationship-based, from government agencies.



365 W Avenue 26

# RECOMMENDATIONS

The following recommendations reinforce existing processes that T.R.U.S.T. South LA and other CLTs are engaged in and also suggest new actions to take in order to identify and acquire surplus land. These actions stand to be transformative for CLTs and their ability to acquire vacant land, and moreover, strengthen their relationships with government agencies and efficacy in creating affordable housing.

However, without commitments and resources from government agencies, these actions will not be possible. As such, several recommendations for

government agencies are included in this report even though government agencies are not the clients for this study.

Should government agencies overlook the importance of their resources in enabling this study's recommendations, CLTs will remain overburdened with the responsibility of pushing for rigid bureaucracy to change so that they have a fair chance to succeed in creating and sustaining affordable housing. CLTs alone cannot move bureaucratic mountains, and governments must strive to explicitly acknowledge their role in supporting CLTs.

## **RECOMMENDATION #1: CREATIVELY UTILIZE THE SLA FOR ACQUISITION AND ADVOCACY**

### **Pursue Viable Sites and Follow-Up on June 2020 City Council Motion with the Study’s Findings and Analysis**

The eight sites identified as part of this study are suitable for T.R.U.S.T. South LA and the Beverly-Vermont Land Trust. As such, the CLTs should further analyze the sites and their adjacent conditions in order to determine whether or not the organization is interested in pursuing these sites at this time. CLTs should continue efforts to initiate conversations with the City Councilmembers whose districts hold the viable sites. Importantly, these sites primarily fall within the bounds of the City Council Districts identified in the “Surplus Property / Community Land Trust Organization / Council Districts 1, 8, and 10 / Donation” June 2020 motion.

### **Maintain Inventory of Surplus Public Land**

CLTs do not want to nor should they compete with HCIDLA processes to identify affordable housing, but CLTs need to be a part of the conversation regarding vacant public land and its use for housing. Through ground-up advocacy backed with vetted data, T.R.U.S.T. South LA and other CLTs will be able to clearly articulate the type of land they seek to acquire, and overall, more effectively make the case as to how and why CLTs

should be able to work alongside local agencies to rework to current system for identifying and utilizing surplus land for housing.

As a short-term solution, CLTs should maintain an inventory of vacant public land as well as public land with active uses that have sections of the property that are unused or underutilized. This inventory should be limited to the boundaries of the CLT and be updated on an annual or quarterly basis. While the Planning Department engages in their own inventory process, they have criteria that eliminates sites for consideration, and a separate process led by CLTs may result in site identification that falls outside of their process.

### **Identify Critical Partnerships that Enable Identification of New Types of Surplus Land**

CLTs should work with the Planning Department on prompting agencies to make available excess land on sites with active uses, such as schools and industrial sites. This type of collaboration may be enabled through a partnership with UCLA’s cityLAB, an urban design lab within the School of Architecture and Urban Design, which has been working on an initiative to identify sites and potential designs for affordable housing on school campuses.

## **RECOMMENDATION #2: SHARE LESSONS LEARNED FROM CLT MODEL WITH AFFORDABLE AND SOCIAL HOUSING INITIATIVES**

### **Pursue Financial Support and Resources to Bolster the Policy Capacity of T.R.U.S.T. South LA (and in other CLTs)**

For T.R.U.S.T. South LA to be truly impactful in their efforts to bring CLTs into the affordable housing - and social housing - conversation, there needs to be capacity within the organization to meet the policy aspirations. While an analysis was not a part of this study, engaging with the many departments involved directly and indirectly with affordable housing as a part of the study. Lessons learned from those interactions revealed 1) the vision of T.R.U.S.T. / CLTs and 2) the very real capacity CLTs have to take on vacant land for new construction and naturally also naturally occurring affordable housing is not understood by these local agencies, and ensuring that CLTs have the staff to consistently advocate for their seat at the table will require staff and resources.

### **Advise on the Creation of Public- Private Land Trusts**

CLTs stand to introduce and shape impactful grassroots leadership models while benefiting from the development capacity of the city and other developers.

For larger public land sites that HCIDLA is currently managing or will be managing new development upon, CLTs are capable of introducing the land trust model and shaping the future of the decision making and ownership models for these projects. This was an explicit suggestion from one of the interviews with HCIDLA staff.

T.R.U.S.T. South LA and other CLTs in Los Angeles should pursue opportunities to collaborate with the City and County of Los Angeles, as well as affordable housing developers, to create public-private land trusts.

## **RECOMMENDATIONS FOR GOVERNMENT AGENCIES**

While the client for this study is T.R.U.S.T. South LA and not the government agencies interviewed, the author has decided to include a brief list of recommendations for government agencies should they review this study:

### **Strive for a Culture of Collaboration**

A culture of collaboration must be realized by the City and County of Los Angeles, and likely at the State of California level as well. Interviews with individuals at the State level confirmed that there is a lack of knowledge and consideration of CLTs when it comes to housing law for the State of California. At all levels of government, housing models such as the CLT should be regularly considered and the people behind CLT organizations should be regularly consulted.

Furthermore, CLTs need to be able to engage directly with City Councilmembers and HCIDLA in the same literal or metaphorical room. Because City Councilmembers play a significant part in determining what the goals for housing should be within the district, and at what sites, it only benefits CLTs to have the opportunity to be a part of this conversations between the Councilmember's office and HCIDLA.

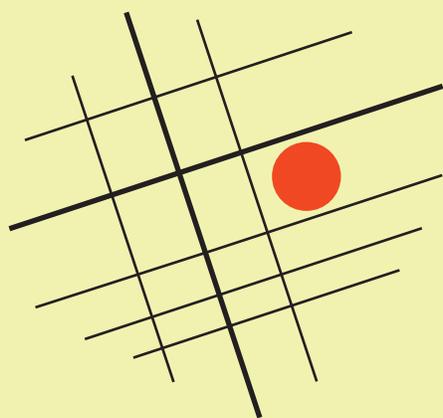
### **Provide More Financial Support to CLTs**

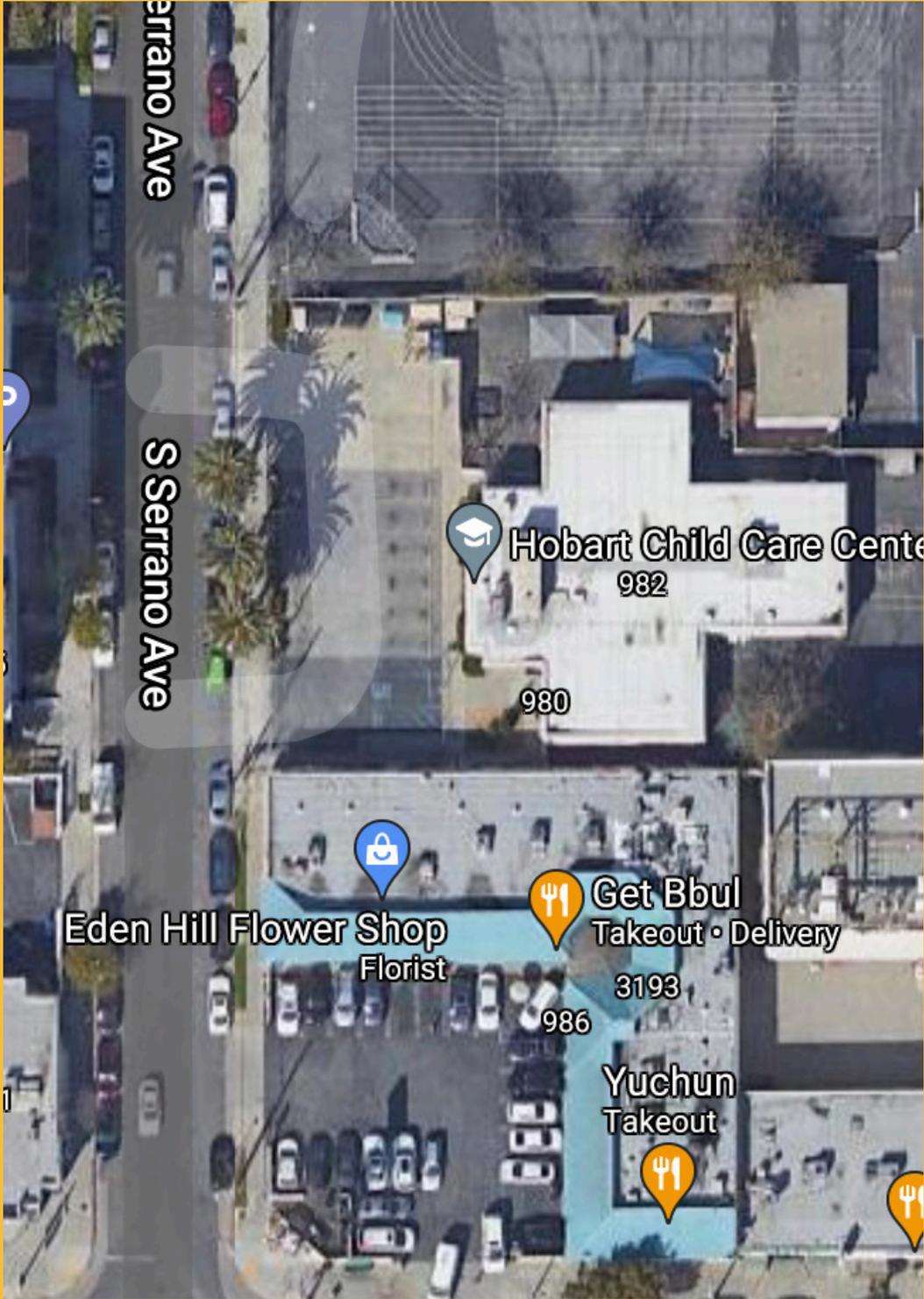
The City of Los Angeles's promise of land in the "Surplus Property / Community Land Trust Organization / Council Districts 1, 8, and 10 / Donation" motion from June 2020 will only be successful if this land is awarded to CLTs along with funding, as the City of Seattle did in their surplus land transactions (see Literature Review).

Beyond this one motion, cities, counties, and even the State should consider resources for CLTs so that capacity can be built out and California cities and towns may be able to envision a multitude of affordable housing realities.

### **Address Local Agency and State Dysfunction**

Considering the amount of resources going to the State's Housing and Community Development Department to implement the Surplus Land Act, local agencies must be able to provide feedback as to how the recent amendments impact their process for housing creation.





980 S Hobart Boulevard

# APPENDIX

1. Literature Review Bibliography
2. Vacant Site Analysis - Viable Sites
3. RES Surplus Land Transactions
4. “Surplus Property / Community Land Trust Organization / Council Districts 1, 8, and 10 / Donation” Los Angeles City Council motion from June 2020

*Additional resources or documents referenced are available by request.  
Please contact the study's author at [cassie.hoeprich@gmail.com](mailto:cassie.hoeprich@gmail.com)*

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## Viable Vacant Sites

Property Location	Assessor Identification Number (AIN)	Zoning	Overlay Zones	2021 Assessed Land Value
1003 W 25th St Los Angeles, CA 90007	5124008901	[Q]RD1.5-1XL-O-HPOZ	ZI-1231 Specific Plan: South Los Angeles Alcohol Sales ZI-2374 State Enterprise Zone: Los Angeles ZI-2397 Neighborhood Stabilization Ordinance: North University Park-Exposition Park-West Adams ZI-2440 Historic Preservation Overlay Zone: University Park ZI-2452 Transit Priority Area in the City of Los Angeles	\$27,876.00
5888 Crocker St Los Angeles, CA 90003	6006030901	RD1.5-1-CPIO	ZI-1231 Specific Plan: South Los Angeles Alcohol Sales ZI-2452 Transit Priority Area in the City of Los Angeles ZI-2483 Community Plan Implementation Overlay: Southeast Los Angeles ZI-2374 State Enterprise Zone: Los Angeles ZI-2488 Redevelopment Project Area: Council District 9	\$37,677.00
2416 S Hoover St Los Angeles, CA 90007	5124008904	C2-1VL-O-HPOZ-CPIO	ZI-2440 Historic Preservation Overlay Zone: University Park ZI-2374 State Enterprise Zone: Los Angeles ZI-2397 Neighborhood Stabilization Ordinance: North University Park-Exposition Park-West Adams ZI-1231 Specific Plan: South Los Angeles Alcohol Sales ZI-2452 Transit Priority Area in the City of Los Angeles ZI-2484 Community Plan Implementation Overlay: South Los Angeles	\$48,390.00
1914 S Harcourt Ave Los Angeles, CA 90016	5061016906	RD2-1-O	ZI-2452 Transit Priority Area in the City of Los Angeles ZI-2280 Redevelopment Project Area: Mid City Recovery (Billboard) ZI-2374 State Enterprise Zone: Los Angeles ZI-2488 Redevelopment Project Area: Mid City Recovery	\$0
806 N Beaudry Ave Los Angeles, CA 90012	5406027900	C1-1	ZI-2488 Redevelopment Project Area: Chinatown ZI-1195 Construction Site Review: Department of Conservation, Division of Oil, Gas, and Geothermal Resources ZI-2452 Transit Priority Area in the City of Los Angeles ZI-2427 Freeway Adjacent Advisory Notice for Sensitive Uses	\$16,628.00
6300 S Western Ave Los Angeles, CA 90047	6002030906	C2-1-CPIO	ZI-2488 Redevelopment Project Area: Western/Slauson ZI-1231 Specific Plan: South Los Angeles Alcohol Sales ZI-2452 Transit Priority Area in the City of Los Angeles ZI-2484 Community Plan Implementation Overlay: South Los Angeles	\$106,120.00
365 W Ave 26 Los Angeles, CA 90031	5205010902	UI(CA)	ZI-2129 State Enterprise Zone: East Los Angeles ZI-1117 MTA Right-of-Way (ROW) Project Area ZI-2452 Transit Priority Area in the City of Los Angeles ZI-2427 Freeway Adjacent Advisory Notice for Sensitive Uses	\$84,016.00
980 S Hobart Blvd Los Angeles, CA 90006	5080023904	R4-1	ZI-2452 Transit Priority Area in the City of Los Angeles ZI-2488 Redevelopment Project Area: Wilshire Center/Koreatown ZI-2374 State Enterprise Zone: Los Angeles	\$322,436

City Council District	Owning Agency	Density (Units)	Notes	CLT
One	LA CITY	4.8	Parking lot - see affordable housing restrictions in Neighborhood Stabilization Ordinance: 1. Dormitories on an official college or university campus; or 2. Any qualifying Affordable Housing Units.	T.R.U.S.T. South LA
Nine	LA CITY	14.4	Vacant lot owned by HCID and confirmed that the site is not in contract with a developer - <a href="https://res.filmla.com/?property=5888-5910-crocker-street">https://res.filmla.com/?property=5888-5910-crocker-street</a>	T.R.U.S.T. South LA
One	LA CITY	3.9	Parking lot - see affordable housing restrictions in Neighborhood Stabilization Ordinance	T.R.U.S.T. South LA
Ten	LA CITY	4.8	Parking Lot	Beverly-Vermont CLT
One	STATE OF CA	0.5	Vacant lot - <a href="https://www.loopnet.com/Listing/806-N-Beaudry-Ave-Los-Angeles-CA/14501855/">https://www.loopnet.com/Listing/806-N-Beaudry-Ave-Los-Angeles-CA/14501855/</a>	Beverly-Vermont CLT
Eight	LA CITY	5.7	Vacant lot	T.R.U.S.T. South LA
One	LA CITY DEPT OF WATER AND POWER	3.84	LADWP Parking Lot - Across the street from multi-family housing and immediately adjacent to LA Metro line. R3 Zoning permitted - <a href="https://codelibrary.amlegal.com/codes/los_angeles/latest/lapz/0-0-0-2527">https://codelibrary.amlegal.com/codes/los_angeles/latest/lapz/0-0-0-2527</a>	Beverly-Vermont CLT
Ten	LA UNIFIED SCHOOL DIST	34	Vacant DWP building	Beverly-Vermont CLT

## RES Land Transactions

### FY 15-16 RES Land Transactions

Property Address	ZIP	APN	REMARKS
100 Cliffwood View Dr.	90049	4405-027-901	Own a Piece of Los Angeles
6318 Monterey Rd.	90042	5312-028-900&901	Own a Piece of Los Angeles - sale price plus closing cost
15205 W De Pauw	90272	4412-027-900	Auction
15209 W De Pauw	90272	4412-027-901	Auction
15213 W De Pauw	90272	4412-028-902	Auction
4611 Richelieu Terrace	90032	5214-023-900	Own a Piece of Los Angeles
6955 Calhoun Ave.	91045	2217-012-900	Own a Piece of Los Angeles
5021 Mt. Royal Dr.	90041	5689-004-900	Own a Piece of Los Angeles
6171 Glen Oak St.	90068	5585-005-900	Own a Piece of Los Angeles
Alginet & Calneva	91436	2287-009-901-904	Direct Sale
8436 Lilienthal	90045	4107-018-902	Own a Piece of Los Angeles
6142 82nd St.	90045	4107-008-905	Own a Piece of Los Angeles
8145 Willow Glen Road	90046	5565-026-900	Own a Piece of Los Angeles
613 N Main Street	90012		Swap with L.A. County

**FY 16-17 RES Land Transactions**

<b>PROPERTY ADDRESS</b>	<b>ZIP</b>	<b>APN</b>	<b>TYPE OF SALE</b>
8407 Barnsley Ave.	90045	4125-008-901	Own a Piece of Los Angeles
8419 Barnsley Ave.	90045	Portion of 4125-008-900	Own a Piece of Los Angeles
Rodeo and Cimarron	90018	5042-010-900	Direct Sale
15217 W De Pauw	90272	4412-028-900	Auction
15329 W De Pauw	90272	4412-011-902	Auction
15333 W De Pauw	90272	4412-011-901	Auction
8470 Utica Drive	90046	5567-024-900	Own a Piece of Los Angeles
Rockwood	90026	ADJ 5159-013-014	Direct Sale
9940 W. Jefferson Blvd	90232	4296-001-270,271	Land Exchange

**FY 17-18 RES Land Transactions**

<b>PROPERTY ADDRESS</b>	<b>ZIP</b>	<b>APN</b>	<b>TYPE OF SALE</b>
15206 Earham St.	90272	4412-027-902	Auction
Arlington & Rodeo	90018	5042-008-905	Direct Sale of easement
Harding Street	91342	Adj 2513-010-040 & vacated street	Own a Piece of Los Angeles
Bonnie Hill & Oakshire	90068	2425-018-900	Own a Piece of Los Angeles
Sherman Way & Hazeltine Avenue	91405	2216-002-901	Own a Piece of Los Angeles
Ellington & Adina	90068	2429-003-900	Own a Piece of Los Angeles
Aqueduct & Stagg	91406	2206-012-900 & 901 & vacated street	Own a Piece of Los Angeles
18807 W. Edleen Dr.	91356	2176-026-905	Auction
18817 W. Edleen Dr.	91356	2176-026-903	Auction
18821 W. Edleen Dr.	91356	2176-026-902	Auction
Portion of 15206 Earham St.	90272	Portion of 4412-027-902	Own a Piece of Los Angeles
North of 6820 Brynhurst Ave	90011	4006-023-900	Own a Piece of Los Angeles
1611 Beloit Ave.	90025	4261-007-900	Direct Sale
Mission Rd.		5171-024-814,-816,-817	Construction Easement
Behind 7517 Naylor	90045	4106-002-900	Own a Piece of Los Angeles

**FY 18-19 RES Land Transactions**

<b>PROPERTY ADDRESS</b>	<b>ZIP</b>	<b>APN</b>	<b>TYPE OF SALE</b>
18801 W. Edleen Dr.	91356	2176-026-900	Auction
18813 W. Edleen Dr.	91356	2176-026-901	Auction
Los Tilos & La Presa Dr.	90068	5549-014-901	Own a Piece of Los Angeles
6000 Block of Meridian	90042	5484-004-900	Own a Piece of Los Angeles
La Tijera & 79th	90045	4104-018-902	Own a Piece of Los Angeles
622/624 Anderson St.	90023	5171-006-900	Own a Piece of Los Angeles
Liberator & 88th		4122-013-900	Own a Piece of Los Angeles
La Tijera & 83rd	90045	4107-014-905	Own a Piece of Los Angeles
621 Pico & 1256/1258 Figueroa	90015	5138-025-910	Direct Sale
10221 Compton Ave.	90002	6048-012-027	Direct Sale
521 Marie Ave	90042	5483-013-900	Own a Piece of Los Angeles
Pickleworks	90012	5173-023-903	Direct Sale
252 S. San Pedro	90012	5161-020-923	Direct Sale
Taylor Yards	90065	5442-002-823	Easement Sale

**FY 19-20 RES Land Transactions**

<b>PROPERTY ADDRESS</b>	<b>ZIP</b>	<b>APN</b>	<b>TYPE OF SALE</b>
3251 La Cienega	90016	4205-035-900	Construction Easement Sale
Runnymede Street	91405	2215-019-901	Direct Sale
2251 Beverwil Dr (RD 1)	90034	Portion of 4309-002-901	Own a Piece of Los Angeles
2301 Beverwil Dr (RD 1)	90034	Portion of 4309-002-901	Own a Piece of Los Angeles
2315 Beverwil Dr (RD 1)	90034	Portion of 4309-002-901	Own a Piece of Los Angeles
613 S. Anderson Adjacent	90023	5171-012-900	Own a Piece of Los Angeles

**“Surplus Property / Community Land Trust Organization / Council Districts 1, 8, and 10 / Donation” City Council motion from June 2020**

**MOTION** INFORMATION, TECHNOLOGY AND GENERAL SERVICES

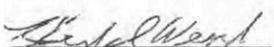
The institution of slavery in the United States deprived multiple generations of Black Americans the opportunity to own land. General William T. Sherman's Special Field Order Number 15, issued On January 16, 1865, set aside a thirty-mile tract of land along the South Carolina and Georgia coasts for former slaves and promised the army's help securing loaned mules. In addition, the Freed-men's Bureau initially was authorized to divide abandoned and confiscated lands into forty-acre tracts for rental and eventual sale to refugees and former slaves. However, significant land redistribution measures ultimately were abandoned, and virtually all southern lands were returned to white owners. "40 acres and a mule" has come to symbolize the broken promise that Reconstruction policies would offer economic justice for African Americans. The promise was the first systematic attempt to provide a form of reparations to newly freed slaves.

The history of American and the continuation of our institutionalized racism in society demands radical change from our government and institutions that have stood idly by in the past. We must acknowledge and correct our past wrongs for us to heal and move together as one community – one city into the future. Institutional racism in the United States is not a new concept to any of us. Our country was founded on the tenets of racism and slavery which continues to permeate our society today.

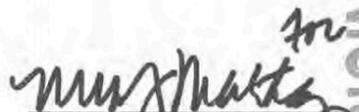
One way we can make progress in this endeavor and work to correct systemic and institutional racism is by developing opportunities for our communities to access generational wealth, one of the lingering effects of our history that has intentionally left African-Americans, Indigenous people and the Latinx community on the outside looking in perpetuated poverty, unemployment, shorter lifespans, a lower quality of education and healthcare, and higher than average incarceration rates. With this goal in mind, the City of Los Angeles should examine its real estate holdings and develop a policy to donate surplus property back to the community in order to meet the needs of the residents in that neighborhood. This is just one strategy that the City can employ to correct our past wrongs at great benefit to the people and neighborhoods that need it the most.

**I THEREFORE MOVE** to instruct the CLA, with the assistance of the City Administrative Officer and the Department of General Services, to report back to the City Council with a list of surplus property from Council Districts 1, 8 and 10, that may be donated to a community land trust organization in each respective Council District, for the purpose of meeting the needs (affordable housing, recreational green space, community garden etc.) of a particular neighborhood or community as identified by the residents of that area.

PRESENTED BY:

  
HERB J. WESSON JR  
Councilmember, 10<sup>th</sup> District

  
GILBERT CEDILLO  
Councilmember, 1<sup>ST</sup> District

  
MARQUEECE HARRIS-DAWSON  
Councilmember, 8<sup>th</sup> District

SECONDED BY:

JUN 9 2020



ORIGINAL



