



Phasing out Gasoline Powered Vehicles in Disadvantaged Communities

**A Mobility
Justice
Framework for
Regional Solutions**



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Introduction

In September 2020, California Governor Gavin Newsom issued Executive Order N-79-20, which requires the complete phaseout of new gasoline-powered private passenger vehicles sold in the state. This mandate has elevated discussions on how to increase adoption of Zero Emission Vehicles (ZEVs) by low-income households in frontline communities, a challenge that not only has persisted over the past decade, but that has become more daunting in recent years.

This report seeks to broaden the discussion of how to phase out internal combustion engine (ICE) vehicles beyond a singular focus of private passenger ZEV adoption to most effectively realize a just transition to clean mobility networks that center historically marginalized populations in the decision making and implementation processes. It utilizes a mobility justice framework that acknowledges the historical harms experienced by Black, Indigenous, and People of Color (BIPOC), disabled, low-income, LGBTQIA+, women, youth and other populations who traditionally cannot access the power to address social, political and economic discrimination and exclusion.

Mobility justice, in this framework, signifies more than the modes and quality of transportation services provided to people. As detailed in this report, it demands socio-economic inclusion towards regional, clean, and equitable transportation systems that are more accessible and safe for these historically marginalized communities. Mobility justice also envisions that these communities will thus be able to heal from such historical harms, live healthier and more connected lives, and have the power to self-determine solutions to address broken and inequitable systems. Any interventions must prioritize affordability and safe, welcoming and accessible public spaces where historically marginalized groups have the freedom to move easily, without fear for their well-being due to racial bias, over-policing or other forms of harassment. Without addressing these issues explicitly, any interventions focusing on building robust transportation networks are likely to further isolate these disadvantaged communities while simultaneously benefiting more privileged and affluent communities.

Therefore, this report recommends a state-funded regional planning process that empowers those closest to these pains to determine how to best create a just transition toward equitable and sustainable regions that allows people to move freely with access and close proximity to opportunity. It further looks at a suite of interventions necessary to maximize the phase-out of ICE vehicles where economic and structural disparities limit the feasibility and variety of options.

This report features the important work of Alliance for Community Transit-LA (ACT-LA), and People for Mobility Justice (PMJ), as well as important contributions from the Tongva Taraxat Paxaavxa Land Conservancy, Metztli Projects and Sacred Places Institute for Indigenous Peoples. We hope that this report can begin to initiate a collaborative strategy that recognizes intersectional oppressions and centering the distinct experiences of BIPOC communities across Los Angeles, the descendants of the original inhabitants of Tovaangar, and the broader indigenous populations of other tribes that form the largest Native American population of any County in the United States.

The policy priorities and core principles provided in this report provide an initial framework for *where* this work can begin, and the holistic framework of “**Decolonize, Decongest, Decriminalize, Dignify, and Dream**” developed by PMJ outlines *how* it can be done. It also acknowledges the lack of alignment with the needs of other regions, especially rural communities, and tribal reservations, and the need for independent planning efforts led by organizations, tribal governments, coalitions and advocates local to each region.

California Climate Investments and Disadvantaged Community Benefits

For over 50 years, California has played a prominent role leading the nation in implementing environmental policies with stricter regulations than the national guidelines. From the passage of CEQA in 1970 to the Global Warming Solutions Act of 2006 that set the first statewide caps on greenhouse gas emissions (GHGs) in the United States, greater concern for environmental protections has been a hallmark of California's legislative efforts. Since the 2006 Act, California's GHG reduction targets have grown ever more ambitious with increasing targeted caps on GHGs and a variety of regulations, policies and programs to work towards achieving the state's lofty goals.

Alongside setting targets for carbon reduction, California has also provided leadership with minimum set-asides of 35% for disadvantaged and low-income communities (DAC/LICs) for a variety of climate investment strategies. These policies served as a model for the federal Justice 40 initiative launched in 2021, which requires 40% of many federal programs related to climate change, housing, transportation, workforce development and resource management be invested in DACs. The development of the CalEnviroScreen disadvantaged community mapping tool in 2013 also served as a framework for the federal Climate & Economic Justice Screening Tool (CEJST). Both methodologies use a variety of environmental and socioeconomic indicators—although they notably exclude race—to direct agency decision making on funding distribution to satisfy the minimum investment statutes.

Cap-and-Trade auctions in California have also provided \$22 billion in private capital for California Climate Investment (CCI) programs that implement a suite of carbon reduction strategies. However, it is a controversial program with environmental justice advocates, many of whom have stood in strong opposition to them.¹ This was due to concerns that it would further exacerbate environmental injustices by allowing high polluters in BIPOC communities to continue to pollute through the purchase of carbon credits. Recent studies² have shown evidence that industrial facilities contributing to toxic hot spots in frontline communities are more likely to continue to pollute than other operations and have cast doubt on the effectiveness of offsets³ and its net result of carbon reduction overall.

Nevertheless, \$22 billion is a significant investment, especially considering the potential impacts for DAC/LICs with minimum set-asides of 35%. Furthermore, 70% of all CCI appropriations focus on transit and housing, which is especially relevant for this report. These investments were divided across 5 programs: High-Speed Rail: (\$5.4B), Low Carbon Transportation (\$3.5B), Affordable Housing and Sustainable Communities (\$3.3B), Transit and Intercity Rail Capital Program (TIRCP) (\$2.1B), and the Low Carbon Transit Operations Program (LCTOP) (\$1B). Understanding how this type of funding could be best spent is particularly relevant considering the infrastructure investments that will be spurred by the federal government in the coming years.

¹ Vien Truong, "Addressing Poverty and Pollution: California's SB 535 Greenhouse Gas Reduction Fund", *Harvard Civil Rights-Civil Liberties Law Review*, Volume 49, https://harvardcrcl.org/wp-content/uploads/sites/10/2011/09/493_Truong.pdf

² Manuel Pastor, Michael Ash, Lara Cushing, Rachel Morello-Frosch, Edward-Michael Muña, and James Sadd "Up in the Air: Revisiting Equity Dimensions of California's Cap-and-Trade System," *USC Dornsife Equity Research Institute*, February 2022, https://dornsife.usc.edu/assets/sites/1411/docs/CAP_and_TRADE_Updated_2020_v02152022_FINAL.pdf

³ "Carbon Pricing: A Critical Perspective for Community Resistance", *Climate Justice Alliance (Vol. 1)*, October 2017.

<https://www.ienearth.org/wp-content/uploads/2017/11/Carbon-Pricing-A-Critical-Perspective-for-Community-Resistance-Online-Version.pdf>

Of the \$22 billion in appropriations, approximately 42% (\$9.3 billion) have reached recipients through CCI programs. The California Air Resources Board (ARB) calculates that 73% of all of these implemented funds have benefited DAC/LICs,⁴ which far exceeds the mandated minimum set-aside of 35% for these priority populations. How effectively these benefits are substantiated, though, is less clear.

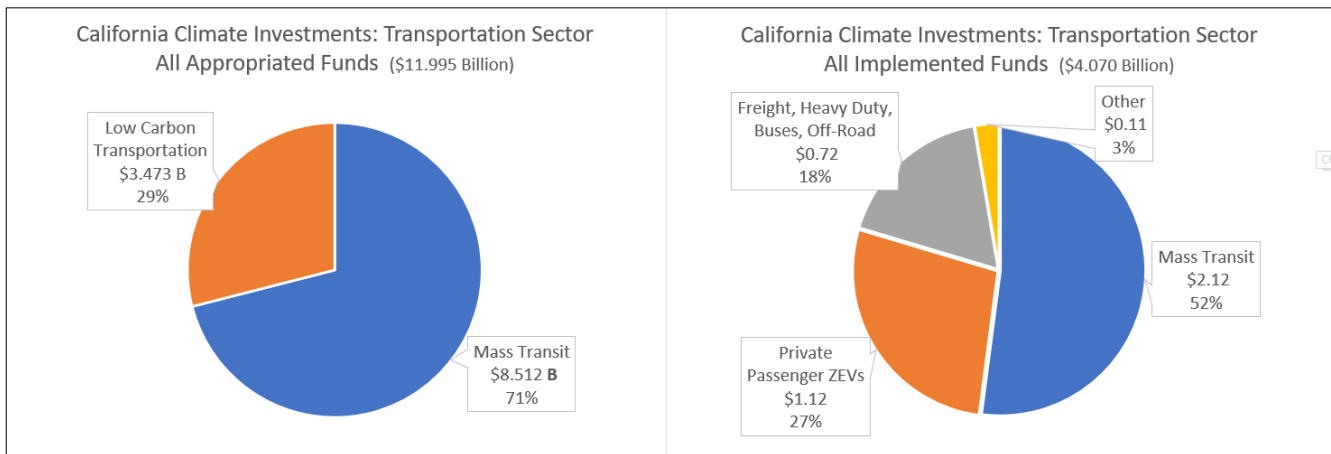
The remainder of this section discusses the level of funding, reach, and penetration that these various public programs and others designed to improve transportation and mobility in the state have had across DAC/LIC census tracts in the state.

Establishing Disadvantaged Community Benefits in the Transportation Sector

Actual DAC benefits cannot solely be determined by the location in which the investments occur. When analyzing investments, it is important to identify who is actually receiving the benefit, the significance of the benefits they produce, and the relevance to community priorities while avoiding negative impacts such as displacement of low-income residents. Investments in the transportation sector can have some of the most significant impacts for DAC/LIC residents, such as improving health through lowered emissions, providing economic stability through greater mobility, and access to opportunity. However, because of the catalytic nature of many of these investments, projects also bear a substantial risk of creating harm if potential burdens such as losses of affordable housing and retail space are not proactively protected against.

State legislators have appropriated \$12 billion (55% of all CCI funding) to the transportation sector, which is responsible for 40% of GHG emissions statewide. Implemented funds totaling a little over \$4 billion have reached recipients across a variety of transportation-related programs and subprograms. This represents nearly \$8 billion in unimplemented funding, most of which can be accounted for in the High Speed Rail program with 100% of its \$5.4 billion spent on an incomplete project with no end date in sight.

Figure 1. California Climate Investments



Overall, CCI programs in the transportation sector fall under 4 categories: Freight and goods movement, mass transit, equity-focused mobility programs, and private passenger ZEV incentives.

⁴ California Air Resources Board, California Climate Investments. *2023 Annual Report: Cap-and-Trade Auction Proceeds*. April 2023. Page 5. <https://www.caclimateinvestments.ca.gov/annual-report>

Freight and Goods Movement (\$720 million implemented)

Although outside the scope of this report, pollution stemming from ports and goods movement corridors create some of the most life-threatening public health hazards. Just under 20% of CCI funds implemented in the transportation sector have been awarded through heavy duty truck and bus vouchers, advanced freight technologies, off-road equipment, and other commercial uses. However, there is some concern that these investments in new technologies and on-site equipment and facility improvements should be paid for by the industrial polluters who economically benefit from these funds without subsidization by the public sector.

Mass Transit (\$2.12 billion implemented)

\$12 billion in funds could go a long way to realize community visions for just and equitable transportation regions. But even with over 70% (\$8.5 billion) dedicated to mass transit, much of that potential remains unrealized. Much of this can be attributed to catalytic rail investments receiving funding rather than more cost-effective investments in accessibility, safety, and useability needed by the community. Considering that Los Angeles County Measures R and M project to raise \$160 billion in funding for transit projects, CCI funding for DAC-focused interventions could be better served investing in local connectivity and safety measures rather than being used by transit agencies to grab a little more funding for large projects, as was the case with a \$6 million dollar TIRCP grant for operating assistance on the Gold Line Azusa extension, which had an overall budget of over \$700 million in Measure R funding.⁵ To put the difference in potential DAC benefits in perspective, the 2-mile Los Angeles Rail Connector has an estimated budget of \$1.67 billion. To provide bus shelters at all 11,786 Los Angeles Metro bus stations would cost a little under \$300 million, assuming a cost of \$25,000 per shelter. Therefore, how the money is spent matters.

Caltrans has received allocations of approximately \$3 billion, of which approximately two-thirds has been awarded: \$1.3 billion through TIRCP and just over \$750 million through the Low Carbon Transit Operations Program (LCTOP). TIRCP has provided 185 grants averaging just over \$7.2 million in supplemental funding for existing rail lines to improve integration and increase ridership and safety. By comparison, LCTOP issued 884 grants averaging just over \$800,000 each for more flexible funding for new or expanding bus or rail services in DACs. However, there is no requirement for the transportation authorities receiving these funds to engage or collaborate with communities to determine how those funds should be spent.

Equity Focused Mobility Programs (~\$100m implemented)

In addition to mass transit funding, a small amount of funding has been awarded to numerous local and regional equity-focused mobility pilots. This investment represents approximately 3% of TIRCP and LCTOP awards across programs with a wide array of projects including electric vehicle (EV) Car Sharing, Mobility Hubs, Clean Mobility Vouchers, Paratransit EVs, Agriculture Worker Vanpools, Active Transportation, Clean Mobility in Schools, Access Clean California, and Sustainable Transportation Equity Projects (STEP). All of these projects have a stated equity component, yet are narrow in terms of regional planning. In some cases, they are also located in scattered sites or individual locations, and it is common for there to be overlap and little coordination between these programs.

Other Notable Programs: Additional programs that may intersect with transportation, yet do not require it to be a component of funded projects, include the Transformative Climate Communities (TCC) programs, funded through Cap-and-

⁵ Foothill Gold Line Extension Construction Authority. http://www.foothillgoldline.org/construction_phases/pasadena_to_azusa/

Trade proceeds and the nascent Regional Climate Collaboratives (RCC) program. Both of these programs have a significant stated interest in equitable outcomes and focus on regional development.

Overall, recurring issues across transit projects such as a lack of ridership engagement, an over-prioritization of rail investments, and the siloed nature of project funding represent the challenges presented by top-down program administration and design. Later sections of this report will look at where program guidelines, such as those employed by TCC and RCC, have moved the needle on how to effectively prioritize and operationalize community-led planning and development and recommendations for how to build on the steps they have taken.

Private Passenger ZEV Incentives

The remaining funding implemented under the Low Carbon Transportation program was awarded through 3 private passenger incentives providing financial assistance for ZEV purchases through rebates, vouchers and loans. Because these incentives have been the primary state intervention supporting the conversion to private passenger ZEVs, understanding their impact into DACs is paramount to project the future accessibility and feasibility of these vehicles to low-income DAC residents. The vast majority of this funding has been issued through the Clean Vehicle Rebate Project (CVRP), which by limiting its applicability to new ZEV purchases is the least relevant to low-income household needs. In contrast, the Clean Cars for All (CC4A) program which offers income-qualified households up to \$9,500 in an up-front voucher for both new or used ZEVs, represents the most impactful intervention available to increase the feasibility of ZEV adoption in DACs. However, only 16% of all appropriations for light duty ZEV incentives has been allocated to CC4A compared to 79% for CVRP.

Table 1. Light Duty Private Passenger Vehicle Incentives

(\$ in millions).⁶

Program	Allocated \$		Implemented \$	
	Amount	Percentage	Amount	Percentage
Clean Vehicle Rebate Project (CVRP)	\$1,046.1	79%	\$997.8	89%
Clean Cars for All (CC4A)	\$217.0	16%	\$103.0	9%
Financing Assistance for Lower-Income Consumers	\$57.4	4%	\$22.8	2%

Furthermore, over 50% of all CC4A funding has not yet reached consumers, compared to 95% of CVRP funding reaching the public, resulting in a bottleneck of funds with waiting lists of 6 months or more many times over the life of the program.

⁶ California Air Resources Board, California Climate Investments - 2023 Annual Report. Accessed 5/9/2023: https://ww2.arb.ca.gov/sites/default/files/auction-proceeds/cci_annual_report_2023.pdf

The Ride to 2035: Priorities Beyond Transitioning to Private Passenger Zero Emission Vehicles

Policies informed by an inclusive vision for a regional, clean, and equitable transportation system that realize greater access, health, dignity, healing, opportunity, safety, and connection for BIPOC communities are necessary to ensure that people on the frontlines of industrial pollution do not bear the largest share of financial burden as the sale of gasoline-powered vehicles sunsets by 2035. However, it is critical to recognize that cities, regions, and BIPOC communities across the state are not monoliths. Also, transportation resource allocation to different regions has historically been inequitable in many cases.

As will be outlined in this section, the road to ending the state's reliance on gasoline-powered vehicles therefore demands a nuanced understanding of physical, political, and socioeconomic histories and identities of each region to then prescribe tailored long-term investments and solutions. It must also include utilizing more efficient modes of transportation such as mass transit, and reducing the need to travel by ensuring people can live closer to where they work. Furthermore, a community-driven planning approach and various considerations are imperative to ultimately right-size and adapt any combination of solutions to align with the identity, history, and needs of any one region.

The Limitations of ZEV Adoption in Disadvantaged and Low-Income Communities

Getting people out of gasoline-powered private passenger vehicles is one of the key interventions necessary to address climate change. However, this report cautions against an over-reliance on transitioning to private passenger ZEVs as a solution, especially in low-income and BIPOC communities. Transitioning to clean fuels is critical yet ignores essential elements of reducing the carbon footprint of transportation. Furthermore, overcoming the challenges of low-income household adoption of electric vehicles are hampered on several more practical fronts:

Access to Vehicle Chargers: The uneven access to electric vehicle supply equipment (EVSEs) further decreases the feasibility of ZEV adoption by marginalized populations. Public EV charging stations are especially important to renter populations who, in almost all circumstances, do not have the agency to install home chargers. However, low-income communities, BIPOC communities, and communities with higher renter populations are less likely to have a nearby charger with majority Black and Latinx communities half as likely to have access than other populations.⁷

Rising ZEV Prices: Reduced inventory and higher prices associated with ZEVs in both the primary and secondary markets have exacerbated an already challenging economic landscape for lower-income households to purchase vehicles, even with a trade-in of an ICE vehicle and state incentives accounted for. Factors influencing this shift in the market include the interruption of supply chains brought on by the global pandemic and the spike in gasoline prices associated with the war in Ukraine. It is also consequential that this occurs during a time where lower-income households have borne a disproportionate burden of COVID-19's economic impact. Additionally, the inability for less affluent households to find a reasonably priced ZEV during the spike in fuel prices, when interest in transitioning to clean vehicles was at an all-time high, was a lost opportunity to penetrate DAC markets.

⁷ Chih-Wei Hsu, Kevin Fingerman, Public electric vehicle charger access disparities across race and income in California, Transport Policy, Volume 100, 2021, Pages 59-67, <https://doi.org/10.1016/j.tranpol.2020.10.003>

Incentive Deficiencies: As this report will show, benefits to DAC/LICs through the Clean Vehicle Rebate Project are questionable, with little effective penetration into lower-income DAC residents. Clean Cars for All (CC4A), the most effective program to support DAC transition to ZEVs, has received a little over one-tenth of the funding for CVRP with almost half of its funding available to the public. This often results in waiting lists of 6 months or more. Moreover, the South Coast Air Quality Management District (SCAQMD) maintains a requirement of providing a 1099 for the value of vouchers received, disincentivizing participation by increasing the tax liability of program participants although ARB, the parent agency of the program has no such requirement in their guidelines.

Mass Transit, Shared Vehicles, Micro-Mobility, Proximity to Opportunity

Los Angeles County, the most populous county in the U.S. and one of the nation's shipping industry capitals, is a prime example of how regions will suffer in a future that only prioritizes electric vehicles as a balm to greenhouse gas emissions.

The county, like most areas in the U.S., was designed to be sprawling and racially segregated by freeways that were used as one tool to destroy the wealth and stability of BIPOC and low-income communities. As a result, wealthier and white communities have increased access to gas vehicles and the infrastructure needed to maintain them, the income to convert to electric vehicles, shorter commutes (as a direct benefit of their intentional, segregationist infrastructure planning), and decreased exposure to pollutants. BIPOC communities, however, have all the opposite⁸—long commutes around freeways that intersect their neighborhoods, generally lower incomes which prevent them from obtaining cars (let alone purchasing more expensive electric vehicles), and increased exposure to pollutants.

This is even though BIPOC and low-income communities already engage in emission-reducing behaviors such as not owning a car and only utilizing public transportation. In Los Angeles County, the 2020 median income was \$30,225, and the top five projected occupations in the County through 2028 have a median income less than \$31,250. 63% of the transit riders on Los Angeles Metro (LA Metro) earn, as a household, less than \$25,000 annually, and 73% of these riders have no access to a car.

State agencies must recognize that solely investing in ZEV private car adoption is a limited and inequitable strategy that is insufficient in addressing our global climate challenges. These challenges are rooted in a system of racial capitalism that fuels overconsumption and punishes low-income BIPOC communities around the world. Instead, the state must simultaneously and robustly fund strategies that expand access to clean, high-quality multi-modal transportation such as free public transit, carshare, and micromobility⁹ options that reduce private vehicle miles traveled and connect low-income BIPOC communities to economic opportunity, affordable housing, and neighborhood resources, as well as build community resilience in the face of worsening impacts of climate change. Ultimately, reducing private vehicle miles traveled (VMT) is an important but minimum standard in mitigating the transportation sector's outsized share of overall carbon emissions.

A focus on ZEVs will continue to leave behind the state's essential workers, low-income residents, and riders with disabilities, who are forced to endure current suboptimal transit conditions to navigate the dense-but-sprawling county for employment,

⁸ Sammy Roth, "How white and affluent drivers are polluting the air breathed by L.A.'s people of color", *Los Angeles Times*, March 9, 2023, <https://www.latimes.com/environment/newsletter/2023-03-09/white-drivers-are-polluting-the-air-breathed-by-l-a-s-people-of-color-boiling-point>

⁹ Shared mobility is defined as sharing of vehicles over time or together among multiple passengers, and micromobility is defined as shared usage of light vehicles like bicycles and scooters.

housing access, health access, and more—which simultaneously punishes those who are currently using the most emissions-efficient transportation options. In fact, every resident of Los Angeles County having access to a vehicle, whether gas-powered or electric, would congest and be detrimental to the roadways that help power California’s economy and position in the country’s shipping infrastructure. State agencies need to go further and invest in decentralized, community-based strategies like shared and micromobility that tackle the roots of our region’s structural inequities that have contributed to the present state of climate crisis. The state must invest deeply in equitable public transportation initiatives and infrastructure in Los Angeles County to make a meaningful impact on greenhouse gas emissions in the state.

Recent research indicates that low-income households will suffer the most due to higher utility costs with the growing movement towards all-electric homes¹⁰. Similarly, we can expect that if ZEVs remain inaccessible to poorer households, they will bear the brunt of the increased costs of gasoline that will accompany the phase out of ICE vehicle sales. It is therefore imperative that we begin to develop strategies including short, medium and long-term policy objectives through community-led regional roadmaps. These roadmaps should prioritize multimodal transportation networks with safe, affordable and accessible public transit at its core, with significant improvements in affordable housing in close proximity to transit stations.

Limitations of State-Centered Programs

Because of the diverse needs across different regions, state-centered programs that do not allow for regional differentiation in planning and implementation are challenged to meet the needs of each region. Equitable regional planning requires committed stakeholders with localized and regional knowledge, including tribal bands, and community-based and indigenous-led organizations with experience and a clear understanding of the challenges and opportunities particular to their geographic, demographic and political landscape. This need for regional orientation exists not only in planning programs, but also those focusing on household-level incentives, project implementation, and education and outreach.

State agency staffing and departmental infrastructure are also usually sparse away from the state capital. Successful implementation of regional community-driven planning requires not only staffing capacity to work with numerous community-based organizations (CBOs), but also a commitment to participatory, bottom-up decision making. Programs like Transformative Climate Communities and the newly formed Regional Climate Collaboratives offer this opportunity through the provision of regional grants that may be awarded to experienced conveners and facilitators and to some extent incentivize community-led decision making. But these programs, while promising in many ways, are greatly underfunded considering the vast landscape of climate mitigation they hope to address.

These regional community-driven opportunities allow local community organizations to scale up their expertise and power to match where funding and legislative decision-making power are most readily available. Government agencies often have the capital and decision-making power that CBOs need to tackle structural problems, and yet on the other hand need CBOs to ensure program investments and services are reaching those most impacted and meeting their concerns and vision. Working with CBOs at a regional scale ensures state-funded solutions which aim to provide multi-modal transportation options that

¹⁰ Davis, Lucas W., and Catherine Hausman. "Who Will Pay for Legacy Utility Costs?" *Journal of the Association of Environmental and Resource Economists* 9, no. 6 (2022): 1047-1085.

are accessible to low-income, BIPOC communities and those that include higher densities of transit riders, are most importantly avoiding a blanket approach that ignores the unique needs and qualities of different cities and regions.

Contrasting Regional Needs

Different regional typologies with varying levels of urbanization and transportation infrastructure, demonstrate why this is the case. Alongside socioeconomic, population, density, size, and demographic differences, these factors are fundamental to determining current and future transportation solutions that can be accessible and adopted for everyone.

Table 2. Regional Typologies

Region	Los Angeles - Long Beach - Anaheim ¹¹	San Jose-San Francisco-Oakland ¹²	Sacramento - Roseville - Folsom ¹³	San Joaquin Valley ^{14,15}
Typology	Sprawling Polycentric Metropolis	Dense Urban Metro Area	Capital metro region with singular urban center	Rural
Population	12.9 million	\$4.6 million	\$2.4 million	\$4.3 million
Median Household Income	\$82,503; 13.1% < poverty line	\$116,005, 9% < poverty line	\$84,421, 11.8% < poverty line	\$44,871-\$57,813 (8 counties), 25.4-27.1 < poverty line
Commuter Modes	63% drove alone 21% worker at home 14% carpooled, biked, or walked 3% took public transit	47% drove alone 35% worker at home 18% carpooled, biked, or walked 5% took public transit	64% drove alone 23% worker at home 14% carpooled, biked, or walked 1% took public transit	73-79% drove alone 5-11% worker at home 9-14% carpooled 0-1% used public transit 0-2% biked 1-3% walked
Mean 1-Way Commuter Time	28 minutes	28.8 minutes	27 minutes	22-33 minutes

Los Angeles - Long Beach - Anaheim (Sprawling Polycentric Metropolis): Although it is actually the densest urban region in the United States, the Los Angeles region is infamous for its sprawling and decentralized landscape with multiple

¹¹ Census Reporter. n.d. "Census Profile: Los Angeles-Long Beach-Anaheim, CA Metro Area." <https://censusreporter.org/profiles/31000US31080-los-angeles-long-beach-anaheim-ca-metro-area/>.

¹² ———. n.d. "Census Profile: San Francisco-Oakland-Berkeley, CA Metro Area." <https://censusreporter.org/profiles/31000US41860-san-francisco-oakland-berkeley-ca-metro-area/>.

¹³ Census Reporter. n.d. "Census Profile: Sacramento-Roseville-Folsom, CA Metro Area." <https://censusreporter.org/profiles/31000US40900-sacramento-roseville-folsom-ca-metro-area/>.

¹⁴ "———." 2022b. *Public Policy Institute of California*, December. <https://www.ppic.org/blog/2020-census-counting-the-san-joaquin-valley/>.

¹⁵ "2020 Census: Counting the San Joaquin Valley." 2022. *Public Policy Institute of California*, December. <https://www.ppic.org/blog/2020-census-counting-the-san-joaquin-valley/>.

urban centers. With roads and entangled freeways built for automobile usage, in addition to complicated yet limited multi-agency public transit systems, there is a high level of car dependency without viable transit alternatives for most.

San Francisco Bay Area (Dense Urban Metro Area): Following Los Angeles, the San Francisco Bay Area is home to two of the three most densely built-up urban areas in the United States: the San Francisco urban area, with the core cities of San Francisco and Oakland and the all-suburban San Jose urban area. Although there are multiple urban cores, the region boasts the most robust transportation networks in the state. This has been a principal factor as the region's jobs and residences have geographically dispersed over the last two decades, reflected in increased commuters from Stockton, CA and other parts of the Central Valley (more than 110,000 people commuted each day from Central Valley counties to the Bay Area in 2016). Much of this displacement has been caused by San Francisco and San Jose's housing markets being some of the most unaffordable in the world.

Sacramento - Roseville - Folsom (Capital metro region with singular urban center): As the state's capital, the Sacramento Valley encompasses six counties and is unsurprisingly largely shaped by having government as its dominant industry. This has naturally created a single large urban core in downtown Sacramento. The region is extremely car-dependent, and solutions towards diverse and sustainable transit options must grapple with a geography that includes two rivers and a constrained regional transportation system with limited options for expansion of the regional highway system. Although it remains much smaller and less dense compared to the San Francisco Bay Area and Los Angeles, the area has recently seen some of the largest growth in the state, with many residents regularly commuting to the Bay Area. Therefore, a regional transportation plan that serves all six counties and creates a long-distance transit network that links the suburbs to work centers downtown and the Bay Area is needed.

San Joaquin Valley (Rural): Encompassing about 11% of California's population but accounting for a much larger portion of the state in size, the San Joaquin Valley (SJV) runs south from San Joaquin County through Stanislaus, Merced, Madera, Fresno, Tulare, Kings, and Kern Counties. Although there are several relatively smaller urban centers, throughout its largely rural areas, long travel distances and low development densities contribute to transit service that is often infrequent, hard to access, and very costly. High-poverty levels in the SJV also lead to low auto availability, leaving many residents without access to jobs, health care, and education. Moreover, under-maintained personal vehicles are seemingly the primary mode of transportation for rural and fringe low-income residents.

Each of these regions' distinctive characteristics again demonstrate how any one solution to equitably reduce vehicle miles traveled and greenhouse gas emissions while addressing mobility, access and efficiency deficiencies in our transportation systems should always be adapted to meet region-specific needs, especially those of communities most marginalized. With each of these regions impacted by job markets, housing, and increasing investment in statewide infrastructure and environmental targets, a blanket statewide approach is too broad to respond to community needs and a hyper-local approach is too narrow to tackle issues that go beyond city jurisdictions.

Indigenous/Tribal Mobility Priorities: Even among marginalized communities, a population that is regularly ignored regarding the impact of mobility and transportation investments is California's Indigenous peoples. Like the distinct regional needs noted in Table 2, the needs of indigenous populations are varied. Whether they represent diasporic tribes living in rural or urban centers, live in reservations, or continue to reside in homelands that remain occupied with no significant land sovereignty, Indigenous Californians must be taken into consideration when planning the future of mobility investments and

innovation. The following identifies Indigenous/Tribal communities' priorities that are vital to ensure Indigenous Californians positively benefit from the State's commitment of mobility and transportation investments.

A Mobility Justice Framework & Broader Vision for Clean Transportation

Los Angeles' transportation system is scarred by generations of racist and classist policy and planning decisions, resulting in systemic, interconnected social, economic, and environmental challenges that have left BIPOC communities with unequal access and limited options for moving throughout their neighborhoods in a safe and dignified way. Systemic racism, colonization, and white supremacy has meant that BIPOC communities face compounded challenges in their ability to live full, dignified lives. Today, that includes the housing affordability, high inflation, and cost of living crisis, where 56% of Native Americans, 56% of Latinx, 46% of Black, and 32% of Asian American Pacific Islander households struggle to meet basic needs.¹⁶ in Los Angeles. Many families are still recovering from COVID-19's long shadow and many more are at an increased risk of experiencing homelessness.

Mobility justice calls attention to the fact that individuals face different challenges in transportation because the way people are socially controlled in public spaces manifests differently. Many of these communities, including BIPOC communities, have long suffered the impact of historical land seizures, racist planning, underinvestment, environmental racism, and a lack of access to jobs, safe street infrastructure, and economic opportunities. As a result, these communities suffer disproportionately from air pollution, poor health outcomes, toxic land use, serious traffic-related injuries and fatalities, and racially biased enforcement. To move toward a more clean and just transportation system, transportation officials must work with advocates and community members to repair harm and end discrimination based on race, class, legal status, ability, gender, or age in how travel is regulated and policed.

Mobility Justice Framework

People for Mobility Justice developed the Mobility Justice Framework in 2018 as a critical community-rooted response to the narrow viewpoints surrounding limiting conversations about transportation equity, and its failure to take into account the interconnected and structural sources of harm, violence, and injustice that BIPOC communities have experienced for centuries at the hands of white-led public institutions in the United States. The Mobility Justice Framework speaks to the intersections between transportation and other parts of people's lives including jobs, food, housing, education, environment, climate, culture and organizes towards radical safety for all through multiracial organizing, self-determination, and economic empowerment.

Core Principles: The 5 D's

The Mobility Justice Framework includes five core principles: Decolonize, Decongest, Decriminalize, Dignify, and Dream (Table 3). This framework highlights pressing injustices that practitioners in the fields of urban planning and public policy must work towards addressing in order to create systemic, meaningful change. The framework is an essential starting point to creating accessible spaces to elevate the priorities and concerns of those who have traditionally been marginalized from transportation planning and decision-making processes. People for Mobility Justice hopes this framework can be used as an organizing tool for traditionally excluded communities to use to advocate for lasting solutions to the issues impacting their

¹⁶ Office of Los Angeles Controller Ron Galperin, "L.A.'s Cost of Living Crisis," 2022, <https://storymaps.arcgis.com/stories/328b8455699f46e78b50f948c2853216>

safety and well-being while navigating their streets, and to guide public agencies in bringing forth a clean, equitable transportation system that takes responsibility for the generational harm it has caused. These solutions require iterative and in-depth community input and encompass high-quality clean transportation investments, policy changes, community planning practices, and community-rooted projects.

Table 3: The 5 D's

Decolonize	May our approach in any urban planning, design, and decision making be rooted in the ancestral land in which we work, live, and play to honor the Indigenous people and the native flora and fauna. Additionally, we are committed to halting the colonial practices that displace our people to ensure that long-term residents will be protected and have full rights to stay in their communities be it as tenants, homeowners, or business owners.
Decongest	May everyone have access to transportation and streets that support our full well-being and keep us alive.
Decriminalize	May Black, Indigenous, and People of Color (BIPOC) communities and Undocumented people have the freedom to move in public spaces without state harassment, deportation or death.
Dignify	May the people who are houseless, have disabilities, are LGBTQIA+, and work the streets (sex workers, street vendors, etc.) have immense protection for their lives and the resources they need to support their well-being.
Dream	May our BIPOC communities have the right to self-determination, which we define as ensuring that our voice and leadership are valued monetarily, from expert advice to implemented reality on our street

A Broader Vision for Clean Transportation

The framework offers an inclusive vision for a regional, clean, and equitable transportation system that ushers in greater access, health, dignity, healing, opportunity, safety, and connection for historically marginalized communities. An integrated and seamless system that recognizes and celebrates the diversity of mobility options that exists in all communities in the region and provides a powerful economic engine for underemployed workers, community stewardship of resources, and anti-displacement strategies for low-income renters. We call on transportation decision makers to implement strategies that surpass the limited goals of a zero-emission fleet of private car owners, which leaves out a majority of BIPOC communities who live on the front lines of environmental harm and shoulder the burden of inequitable land use decisions.

The vision presented here emphasizes the need to build lasting community power and permanently shift traditional power structures to incorporate more democratic, participatory forms of decision making, processes where those closest to the harm have platforms to self-determine land use, planning and policy solutions that impact their communities. This includes, at a minimum, a multi-pronged community planning process that recognizes the diversity of experiences, expertise, and

languages that exists among BIPOC communities and budgets appropriately to solicit meaningful input and compensate contributors for their knowledge.

Centering Tribal Sovereignty

Specific attention and resources must be provided by elected officials and staff to invest in consistent consultation with tribal governments, Indigenous-led commissions at the state and regional level, and local organizations that are led by and serve Indigenous communities in order to address, honor, and heal relationships with the ancestral stewards of stolen and occupied land. These processes should seek to upend traditional advisory bodies that favor industry-led actors and agendas into one that centers the power and expertise of local Indigenous groups, community residents, and CBOs.

Any planning or land use policy and project that occurs in California must acknowledge, with more than verbal disclosure, the communities whose ancestral lands are still occupied. Government agencies implementing clean energy policies and projects must be required to research and reach out to tribal governments, Indigenous-led commissions at the state and regional level, as well as local organizations that are led by and serve Indigenous communities as thought partners that exercise self-determination in the development, design, and implementation. The State of California, as well as cities and counties, must consult meaningfully with tribes which must result in decision-making authority for sovereignty to be enacted for any project.

Community-driven planning done in a way that builds community power and repairs harm with Indigenous leaders in the process has the potential to generate multi-benefit solutions to entrenched social and environmental issues including climate justice. For more guidance on community-driven planning, we recommend Principles of Mobility Justice 1.0, developed by The Untokening, a collective of BIPOC planners and activists who have proposed these principles to solve critical failures in the transportation policy and planning realms.¹⁷

Creating Empowered Community Partnerships

One of the key arguments in Principles of Mobility Justice 1.0 for community-driven planning, is the need for the public sector to recognize communities' disillusionment with and distrust of government systems. The public sector exports best practices from community organizations but does so without compensating nor implementing in collaboration with those who have established the successful outreach and education models in the first place. Although most CBOs are underfunded and opportunities to work collaboratively at a regional scale are scarce, CBOs continue to build strong membership bases, leaders, and community power, all of which are necessary to achieve transformative equity across transportation infrastructure.

The majority of CBOs, through the use of community organizing, participatory activities and holistic analyses, can provide multiple forms of expertise to the public sector, that goes far beyond just education and outreach. CBOs have established hard-fought trust with community residents built through on-the-ground outreach and conversations directly related to their needs. In addition, most CBO staff are either heavily place-based or issue-based and therefore hold the greatest amount of local knowledge. They are often made up of individuals from the communities they are engaging in, and are thus deeply knowledgeable on what the historical, spatial, and social implications of programs and investments will be on individuals

¹⁷ "Untokening 1.0 — Principles of Mobility Justice," Untokening Collective, last modified November 11, 2017, accessed May 31, 2023, <http://www.untokening.org/updates/2017/11/11/untokening-10-principles-of-mobility-justice>

and their community. They begin with a few concerned residents who build networks of supportive members who share their concerns.

Collaborations with grassroots CBOs can give public sector programs access to skilled outreach and participatory practices that can help direct investments to communities that have experienced historic disinvestment. Oftentimes due to budgeting and timeline constraints, and longstanding racial capitalist and colonial processes and structures, the public sector has not built the long-term relations that CBOs have already established with certain communities. These existing relationships take years to develop through extensive community outreach, base building, (e.g., door-knocking, community meetings, one-on-one meetings) and trust developed from long-term relationships. An organization external to the community would have to create these networks from scratch, increasing both the time and effort necessary to access hard-to-reach populations, overcome language barriers, and identify local events and opportunities to reach large numbers of people. In addition, due to consistent communication and relationship building with community, CBOs are well-aware of specific communities' needs to understand often technical or inaccessible language and materials.

The public sector has to recognize that all of the decisions, structures, and processes they establish and reinforce have implications for the distribution of power at multiple geographic scales. As a result the public sector has an obligation to work in partnership with and shift power towards justice-oriented, grassroots and BIPOC entities working towards structural change. Community driven-planning provides a platform for BIPOC-led CBOs, tribes, and Indigenous-led organizations to work in partnership with both public and private stakeholders within a larger regional ecosystem while continuing to center base building, leadership development, and community power building and being compensated fairly for it.

The Role of Third-Party Administrators in Public Private Partnerships

In creating contractual public private partnerships (P3s), an intermediary third party administrator (TPA) may be useful to help direct public funds and help bridge any gaps of trust that may exist between US government entities, tribal governments, and BIPOC-led organizations. This is most beneficial when a qualified TPA is available that has established relationships with local organizations, a history of capacity-building, and experience convening meetings across the public, private and nonprofit sectors. For regional planning efforts, it is also essential that TPAs have deep policy landscape awareness and extensive cross-sector relationships in the regions they administer.

However, in the absence of a commitment to, and experience with, building power and systems change in BIPOC communities, TPAs can also be obstacles to equitable outcomes, either through imposing their own top-down policy and programmatic structures or failing to maximize resources to community-led, mission-driven CBOs. The role of the TPA in P3s focused on transformational change in historically marginalized communities must focus on the primary role of pass-through funder, convener, and supportive actions through administrative economies of scale that centralize and coordinate compliance and reporting requirements. This value also assumes that community groups advocate for a TPA to provide support and do not want to take on administrative roles themselves.

With a qualified TPA, CBOs can often access funding they otherwise would not receive, either because of trust issues or the capacity for complicated government contract compliance. Public agencies also typically do not know how to plan and implement expansive and holistic solutions to the extent CBOs can and are likely to distribute funds to already existing partners, who may not hold as much local knowledge and trust with impacted communities as mission or vision-aligned

CBOs do. The intermediary role allows the public sector to fund individual contracts that advance their agency's goal and the CBOs can focus on advancing their mission and building community power.

Effective roles for TPAs acting as intermediaries in P3s include:

- Fiscal Intermediary: Subgrants to CBOs
- Fiduciary Manager: Monitors work to ensure compliance with terms of grant
- Program Developer: Creates or supports the creation of the program
- Program Implementer: Implements or supports the implementation of the program
- Infrastructure and Financial Risk Mitigation
- Program Administrator: Day-to-day coordination with grantees
- Program Evaluator: External analysis of program
- Program Creator: Design of programs or elements of programs

Another significant role for TPAs that may establish and deepen community-driven planning is as a convener. TPAs that have built connections with a cross-section of CBOs, funders, agencies, labor unions, businesses, and other stakeholders in their region can be highly effective brokering solutions through facilitating inclusive spaces and helpful communication. This can strengthen relationships across sectors, shift statewide and regional program priorities to align with social justice principles, and coordinate multiple program and project areas to achieve broader equity goals.

Measuring Progress for Equitable Transportation Systems: Metrics for Regional Analysis

Addressing the interconnected and entrenched challenges facing the region's transportation system and implementing bold, equitable strategies requires the adoption of metrics for regional analyses that track progress towards positive regional outcomes, community-rooted solutions, and tangible long-term improvements in the conditions of marginalized communities. These metrics should capture a reduction of harm and a mitigation of adverse impacts for those most marginalized and improvements in connection, well-being, and opportunity for traditionally excluded communities.

The following section draws from current research, lists important qualitative and quantitative indicators to consider, organized by theme, and serves as a first step for the development of a robust set of metrics. We strongly encourage that any decision making on the final set of metrics that are adopted to evaluate progress towards building a clean, equitable, regional transportation system should include intentional consultation with BIPOC communities to ensure that these communities are defining their own success in a locally specific way. This is a critical point because 1) there are structural limitations to public data collection efforts, and 2) equity programs must be tailored and implemented to meet the local and diverse needs of historically marginalized communities to be successful. Due to the race-blind legal decisions of the state, government-owned databases do not track data by race, which significantly impedes the ability of local stakeholders to gain an accurate picture of the racial equity impacts of public transportation strategies. In the absence of data available by race, we recommend ground-truthing at the neighborhood-level to better understand what marginalized community members are experiencing, and utilizing high-quality data proxies such as socioeconomic and geographic indicators as a substitute.

Community Benefit Indicators

The ability to effectively prioritize projects that maximize community benefits is essential to achieving equitable outcomes in historically marginalized BIPOC communities. But this prioritization must account for more than the amount of money invested or the geographic location of where those investments occur.

Ensuring the Significance of Benefits: Community benefits cannot solely be determined by the location in which investments occur. Critically qualifying the benefits' significance requires several other factors: Identifying who is actually receiving the benefit, the relevance of the benefits to community priorities, and how well they anticipate and avoid additional burdens that may result from investments. Program administrators should set significance thresholds and adequately incentivize key equity criteria to maximize benefits to target populations.

Targeting Vulnerable Households: Ensure the most vulnerable populations within historically oppressed communities are the targeted beneficiaries of investments. This is especially important in gentrifying neighborhoods, where investments may benefit higher income residents and accelerate the forces of displacement.

Prioritize Community-Identified Needs: Including communities in the decision-making process is essential to ensure that investments address important concerns and harms that concern residents the most. This is especially significant in the case of infrastructure investments and the transformation of public space with the potential to address the historical disenfranchisement of BIPOC communities through large scale developments.

Avoiding Substantial Burdens: In addition to the potential to accelerate displacement of vulnerable populations, community investment strategies also have the potential to further exacerbate environmental injustices by creating

additional local hazards such as co-pollutants or traffic congestion as a result of project implementation, and accelerating the forces of economic displacement in the short and long term.

Equity Indicators

Central to any equity-focused community partnership entered into by a public agency is the reform of institutional policies and practices that work—intentionally or not—to reinforce racial capitalism and settler colonialism. This requires public agencies to develop the willingness, capacity, and competency to create a co-learning dynamic with community partners whose mission is to build power in historically oppressed communities through horizontal networks into the communities they serve. An agency committed to addressing systemic equity and the historical harms previously caused by the public sector should determine metrics, mileposts and outcomes through the consultation and guidance of BIPOC-led and Tribal entities.

Structural Equity results in institutionalized accountability through the implementation of procedural and distributional interventions with the goal of creating immediate long-term, and transgenerational positive impacts to counter the immediate, long-term, and transgenerational harms of the past.

Procedural Equity ensures the processes used to develop programs and policies are driven by the knowledge and decision making of community leaders and organizations most aware of the historical and structural inequities faced by local residents.

Distributional Equity is concerned with providing resources to the communities with the highest need through a policy-driven decision-making process embedded in procedural equity.

Transgenerational Equity works for outcomes that maximize potential generational benefits and anticipate and avoid unfair burdens on future generations.

Centering Community Leadership & Stewardship

Strengthening community leadership and stewardship of mobility options is a prerequisite for transformational systems change in order to ensure the benefits and disbenefits are considered and accounted for during every step of the policy development, implementation, and evaluation process. This starts with conducting a community-led needs assessment in partnership with trusted CBOs to understand neighborhood-level patterns, preferences, and ideas more accurately for how changes to the transportation landscape would directly impact those that would live with the decisions. This is also an important process to ensure historical harm is acknowledged and remediated and community leadership is respected and honored.

Subsequent work on developing transportation-related plans, strategies, and investments should be done in a way that deeply and meaningfully engages local community residents. The goals of these efforts should be tied to community satisfaction with the engagement process, a clear connection between the trove of community input and the final results of the planning process, a deeper understanding of the benefits of shared and micromobility options, and increased community control and decision making over mobility resources.

Indicators: The planning and implementation process must be guided by a recent, high-quality community needs assessment. Investment targets and criteria should incorporate data by race and prioritize the highest need communities based on that data. Community members should define equity to identify priority populations, goals, outcome, intended

benefits, and accountability. Programs must be designed to be accessible to those with the highest barriers to participate. Funded partnerships with community groups should be prioritized in the budget to design a targeted, grassroots approach to community engagement. Communities must design the development of the program to ensure that it meets the needs of under-resourced communities. Strategies must build off of existing, community-trusted mobility programs that already have community buy-in and support. Agencies should compensate residents for their time and expertise. Community trust must be built. The outcomes of these processes must include increased investment to and decision making from community groups, deeper community familiarity with new shared mobility options, resident feedback on effectiveness of education and engagement materials, and community engagement to develop anti-displacement protections.

Metrics for Indigenous/Tribal Mobility Priorities¹⁸ ¹⁹

Below are some priority metrics that represent broad concerns for Indigenous and Tribal populations. However, far deeper discussions are necessary to begin to understand the myriad and diverse needs of Native-led entities and the populations they represent, so that potential best practices and a more robust set of common—and perhaps conflicting—priorities can be identified.

Assessment of health data: Yearly assessment of chronic disease related to climate impact in Indigenous communities in areas where mobility investments have occurred or are being planned.

Robust engagement of Indigenous leaders/community in the planning process: Metrics should track the number of local tribal members that have participated in community advisory or decision-making bodies that have been tasked with informing mobility and transportation plans and investments, the time dedicated to engaging with Indigenous Californians, and at what stage(s) of the project and policy development were tribal partners engaged.

Assess status of economic impact: Metrics should track the number of tribal members hired, the types of jobs, the wages, whether the jobs are permanent or temporary, and the number of tribal members that have participated in workforce training and apprenticeship programs.

Housing Subsidies: Transportation investments should prioritize and track the number of housing subsidies through housing agencies given to local tribe members to live on their ancestral lands.

Land Return: Any land use conversation should include and track the first right of refusal policy and process for local Tribal-led entities. State agencies should create and publish an accessible map of all surplus and government-owned land utilized for mobility projects for Tribal representatives.

¹⁸ “From Tribal Consultation to Tribal Sovereignty: A Tongva Policy Memo,” *Tongva Taraxat Paxaavxa Conservancy*. n.d. https://docs.google.com/document/d/16ojcjtNa-4PKl1dl8AiKY48ggxahY_yqHWjJqIHGjGM/edit?usp=sharing

¹⁹ County of Los Angeles. Los Angeles City/County Native American Indian Commission and Los Angeles County Department of Arts and Culture. *We are Still Here” A Report on Past, Present, and Ongoing Harms against Local Tribes” County of Los Angeles*. Los Angeles, January 2023. https://file.lacounty.gov/SDSInter/lac/1137966_AREPORTONHARMSCountyofLosAngeles.pdf

The Limitations of Private Passenger ZEVs

This research is borne out of two separate strands of work. The first is Liberty Hill Foundation's experience administering emPOWER, a regional outreach program focusing on connecting low-income BIPOC communities to a suite of incentives including utility debt relief, energy efficiency resources, and clean vehicle rebates and vouchers. The second is the work of People for Mobility Justice (PMJ) and Alliance of Community Transit-LA (ACT-LA), both who center power-building and systems change across a landscape of mobility, housing, economic and environmental justice through deep engagement with the communities and coalitions they represent.

Both efforts see the importance of understanding the opportunities, challenges and inherent limitations on private passenger ZEV adoption as a solution for ending reliance on gasoline-powered vehicles. In contrast, it is essential to build a regional mobility justice framework that is balanced, equitable and multifaceted enough to meet the diverse needs for the transport of people over a variety of usages. The experience and knowledge gained by Liberty Hill, PMJ, and ACT-LA all point to a concern that continued reliance on private passenger vehicles, whether gasoline-powered or zero-emissions, is an unsustainable endeavor. Efforts must focus on people's ability to no longer require car ownership with a development framework that centers the priorities and experiences of BIPOC communities most damaged by the social disruption and pollution created by massive infrastructure investments in private passenger travel.

For some with particular commuting needs or business usage, a private passenger vehicle is a requirement. But for most, addressing mobility can be better served with shared modes of transportation, reducing the need for long commutes, and in maximizing a lower carbon footprint for the region.

The following research provides significant evidence to justify these concerns and to establish that the overall benefits of state investments that subsidize ZEV purchases is greatly skewed toward more affluent households with more questionable benefits for historically marginalized communities. This is due to several factors that are commonly overlooked, including the methodology used to determine what constitutes a benefit, the density of ZEV rebates redeemed by census tract, the characteristics of who receives the rebate, and the type of vehicle purchased.

California Zero Emission Vehicle Incentives

There are two primary low carbon transportation programs that focus on providing incentives for the purchase of light-duty, private passenger ZEVs:

- The **Clean Vehicle Rebate Project (CVRP)** provides *after-purchase* rebates of \$2,000 for new Battery Electric Vehicles (BEVs) and \$1,000 for new Plug-In Hybrid Electric Vehicles (PHEVs) statewide. Household incomes below \$250,000 (lowered to \$200,000 in February 2022) are eligible and higher rebates of \$7,500 (BEVs) and \$6,500 (PHEVs) are available for households below 400% of the federal poverty level (FPL).
- The **Clean Cars for All (CC4A)** program provides a *pre-purchase* voucher with the trade-in of a working gas-powered vehicle of up to \$5,500 *for both new or used ZEVs* to households below 400% FPL, and up to \$9,500 for households below 225% FPL.

Clean Vehicle Rebate Project (CVRP)

Just over \$1 billion, or 25% of all implemented transportation funds, reached the public through CVRP for after-purchase rebates on the sale of new private passenger ZEVs. Not surprisingly, due to the largely inaccessible prices of new ZEVs to

DAC/LIC residents ARB calculates the DAC/LIC benefits of this funding at 31%, far below the 73% estimated benefit from all implemented Cap-and-Trade supplied dollars. However, analysis of data provided by ARB in a public records act request show that actually occurring benefits within legally defined DAC/LIC census tracts are considerably lower, with other criteria that pose additional questions to the benefits that priority populations actually receive.

Unlike all other CCI programs where DAC benefits are qualified by investments occurring within CalEnviroScreen identified census tracts²⁰, ARB guidelines calculate DAC benefits for ZEV rebates by zip code, provided it contains at least one DAC census tract,²¹ allowing for much broader eligible areas often containing more affluent communities.

Table 4. Clean Vehicle Rebate Project DAC/LIC Benefits Statewide
(Total 401,293 Rebates)

	By Zip Code		By Census Tract	
DAC Benefit	169,449	42%	65,945	16%
LIC (not DAC) Benefit	23,538	6%	23,538	6%
Total Benefit	192,987	48%	89,483	22%

Using ARB’s method of calculation by zip code, an estimated 48% of all CVRP rebates benefitted DAC/LIC funding with data through 2020. The fact that this number is 50% higher than the 31% calculated in the 2023 report lends credence to the increased difficulties of BIPOC communities to access ZEV vehicles during the pandemic and ensuing recession. However, using the otherwise standard methodology of qualifying DAC/LIC benefits as those actually occurring in DAC/LIC census tracts, the estimated benefit drops over half, to 22% of all rebates redeemed.

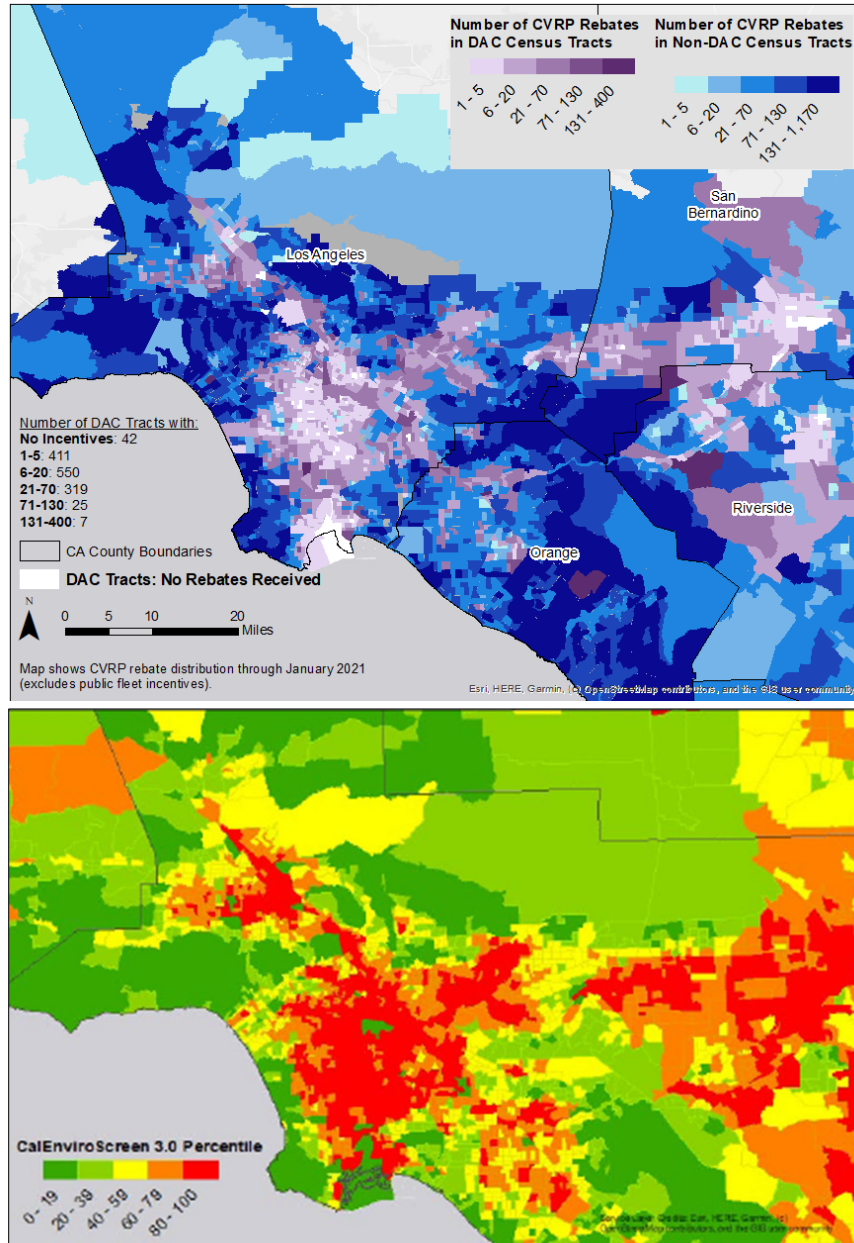
Density of Rebates Redeemed

Typical maps showing where consumers have redeemed CVRP rebates show the census tracts where rebates have been redeemed but with no indication of how many per census tract. This can be especially important for ZEV incentives because it can show areas of less access and help to understand community characteristics that might be common to where barriers remain resilient. It can also show the density of zip codes which lie outside of DAC clusters as compared to actual census tracts. The maps below show the density of accessing CVRP rebates by census tracts and display a clear inverse relationship between higher environmental and socioeconomic vulnerability and lower numbers of vouchers received. They also provide a visual of the area where zip codes only partially intersect with the central DAC cluster which indicates a ring of increased density.

²⁰ “CalEnviroScreen,” California Office Of Environmental Health Hazard Assessment, accessed May 31, 2023, <https://oehha.ca.gov/calenviroscreen>.

²¹ California Environmental Protection Agency, Air Resources Board. *Cap-and-Trade Auction Proceeds Funding Guidelines for Agencies that Administer California Climate Investments*. December 21, 2015. Appendix 2.A-7. <https://www.arb.ca.gov/cc/capandtrade/auctionproceeds/arb-funding-guidelines-for-ca-climate-investments.pdf>

Figure 2. CVRP Rebate Distribution and Environmental Burdens



Targeting Disadvantaged Households

When establishing a disadvantaged community benefit, it is important to ensure that the actual beneficiaries are the most vulnerable residents of the area. With CVRP especially, this means to attempt to control for gentrifying communities and more industrialized areas, where the totals are likely influenced by more affluent residents or commercial purchases. The identifiable shapes of the darker census tracts in Figure 2 above, which represent the gentrifying Los Angeles Downtown Arts District and the highly commercialized City of Vernon, show that a correlation likely exists.

More nuances can be understood through data analysis. 88% of all rebates redeemed in DAC census tracts did not receive the income qualified increased rebate; businesses and government agencies redeemed rebates at an average rate of 36% higher in DAC census tracts than non-DAC census tracts; and—especially revealing—the most common cars purchased with

the increased low-income qualified rebate were Teslas, which at 24% were 70% higher than Chevrolet, the next most popular manufacturer redeemed with the increased rebate.

Table 5. Cars Purchased with Increased CVRP Low-Income Rebate

Tesla	23.6%	Nissan	4.6%
Chevy	17.0%	BMW	3.6%
Toyota	16.0%	Kia	3.2%
Honda	7.9%	Hyundai	2.8%
FIAT	7.7%	VW	2.3%
Ford	6.7%	All Others	5.4%

In contrast to CVRP, the Clean Cars for All (CC4A) program much more effectively targets populations with greater barriers to ZEV access in 3 ways: 1) Provision of pre-sale vouchers to participants that lower the cost burden at the time of sale; 2) the ability for participants to apply those vouchers to new or used ZEV purchases, and 3) Limiting eligibility for the program to households below 400% of the Federal Poverty Level (FPL) and areas that qualify for a DAC benefit.

Households at 225% FPL can receive \$9,500 vouchers for a new or used ZEV. Prior to the spike in gasoline prices and the greater demand for used ZEVs, that voucher could in some cases cover almost the complete cost of a used ZEV. However, soaring ZEV prices due to increased demand have effectively wiped out the value of those vouchers when compared to the pre-inflationary market.

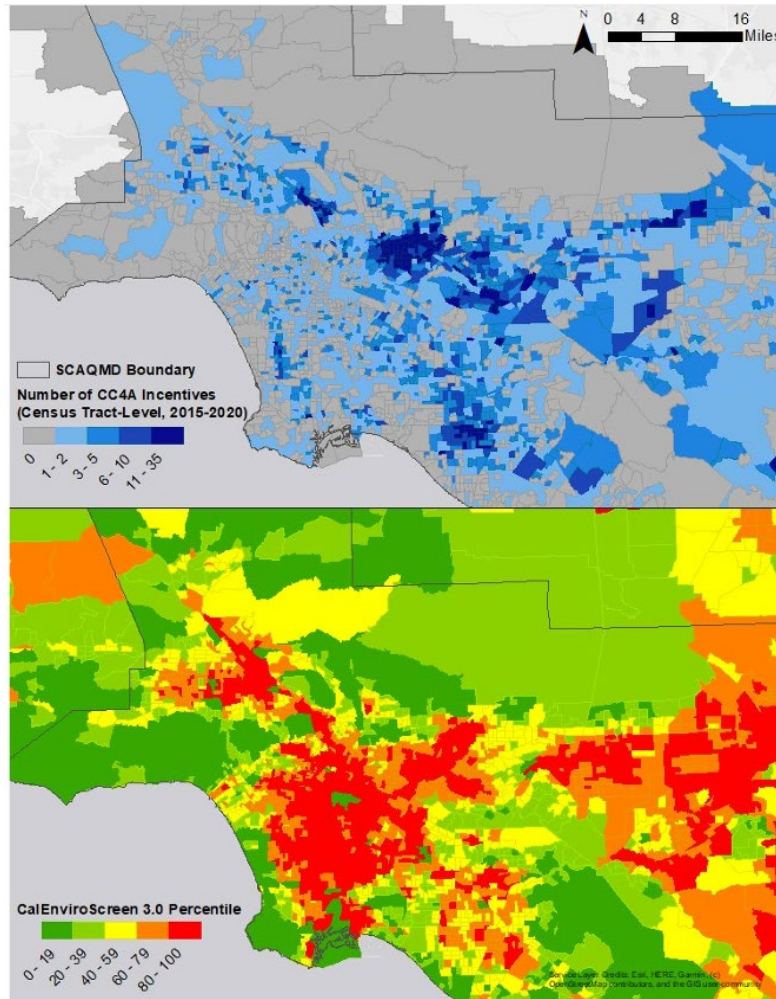
Between 2018 and 2020, over 11,000 vehicles, a high percentage of which were some of the highest polluting cars on the road, were traded in for cleaner vehicles. The program also effectively targeted the most economically vulnerable populations with almost 88% of recipients under 225% FPL, and an average annual household income of \$27,095.

Table 6. Federal Poverty Level of CC4A Voucher Recipients

Clean Cars for All Federal Poverty Level 11,308 Vouchers (2018 - 2020)		
Under 225%	9994	88.38%
Between 225% and 300%	973	8.60%
Between 300% and 400%	341	3.02%

However, the same issues of density in more DAC census tracts also hampered CC4A. As Figure 3 shows, there are still many of the most economically and linguistically isolated communities with few to no vouchers received.

Figure 3. CC4A Incentives and Environmental Burdens



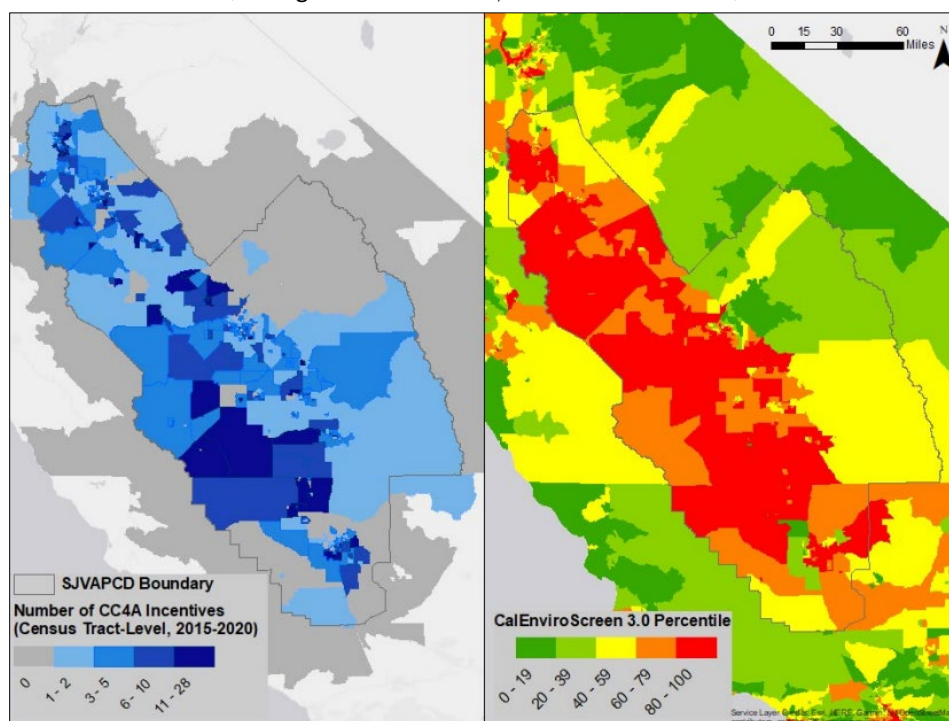
Tune-In & Tune-Up in the San Joaquin Valley

To maximize CC4A’s reach to lower-income communities in the California’s San Joaquin Valley (SJV), Valley Clean Air Now (Valley CAN), a nonprofit organization dedicated to reducing air emissions in the region, launched a reoccurring smog repair event called Tune In & Tune Up (TI&TU) in 2015. It has been a leading effort in facilitating low-income households’ adoption of ZEVs. Held an average of twice per month, residents primarily receive emissions testing on their gasoline-powered vehicles and a voucher for smog repair. Additionally, they can use the CC4A subsidy to retire their older, high-polluting gasoline-powered vehicles and receive up to \$9,500 to purchase a used zero- or near-zero emissions electric vehicle. While waiting for their vehicle emissions testing to be completed, VCAN staff screen participants for CC4A eligibility, explain the vehicle replacement process, and help them complete CC4A applications. At the start of the pandemic, VCAN needed to briefly shut down the program, and then relaunched a virtual version that kept the event’s core elements of education and in-person technical support while abiding by social distancing protocols.²²

²² UCLA Luskin Center for Innovation and UCLA Luskin Center for Innovation. 2020. “Lessons From San Joaquin Valley’s Smog Repair Program: Adapting Outreach Methods to Ensure Household Transportation Benefits.” *UCLA Luskin Center for Innovation*, June. Accessed May 22, 2023. <https://innovation.luskin.ucla.edu/wp-content/uploads/2020/06/Lessons-From-San-Joaquin-Valleys-Smog-Repair-Program.pdf>.

According to reports published by UCLA Luskin Center for Innovation, this event has provided a combination of benefits to the SJV while also accelerating the reach and pace of enrollment in CC4A throughout the area. Alongside the economic and transportation benefit that many residents have realized, TI&TU has also benefited air quality and supported the broader economy by helping preserve local jobs at smog repair shops during the pandemic.^{23,24} Between 2015 to June 2019, Valley CAN successfully facilitated the replacement of more than 2,000 vehicles and in 2019, an average of 380 residents brought their vehicles for emissions testing at each event and smog repair vouchers were additionally issued for 72% of those vehicles.²⁵ As depicted in Figure 4, this meets a significant need in targeted census tracts across a region that has historically suffered from some of the worst pollution levels in general and in the country. Additionally, as mentioned in Section I, the vast majority of SJV residents, many of whom are lower income, BIPOC, and immigrants, rely solely on cars for transportation that are commonly poorly maintained and high polluting. Also, in contrast with the previous maps (Figure 2 and 3), TITU shows far greater success providing access to clean vehicles in the higher ranked CalEnviroScreen census tracts.

Figure 4. Distribution of CC4A Incentives
(Through December 2020, SJVAPCD Jurisdiction)



Budget Priorities: Overall, the attempts to subsidize low-income DAC households with ZEV purchases has been a story of lost opportunities, due to an over-investment in programs favoring more affluent households and the unpredictable availability of funds for the programs most tailored to the needs of vulnerable populations. Future funding should be consistent and predictable and focus on bridging the gap of low-income populations to purchase used ZEVs. This is particularly important

²³ *ibid.*

²⁴ *ibid.*

²⁵ *ibid.*

to have in place when the glut of recently new ZEVs purchased make their way into the secondary market. Finally, future investments in charging stations should focus on access points most convenient to low-income populations determined in collaboration with affordable housing developers and tenants' rights organizations. Finally, funding should be provided to CBOs with deep ties to the most economically and linguistically isolated communities for outreach campaigns promoting the incentives so that a more accurate understanding of ZEV adoption by historically marginalized communities can be obtained.

Indicators: Who receives ZEV incentives, the location and density of incentives by census tract, the correlation of those locations to higher CalEnviroScreen scores, and other metrics are important to more accurately measure the significance of benefits created. Also important are the trends in the primary and secondary ZEV markets, charging stations and their proximity and accessibility to renter populations, and an in-depth analysis of commuter patterns and common vehicle uses in low-income populations.

However, these results make clear that private passenger ZEV adoption is not a panacea for transitioning to clean transportation systems in BIPOC communities. Other broader interventions are necessary to ensure that those who have been closest to the harm of environmental racism are not only able to move freely with access and close proximity to opportunity but are granted the agency to determine how best to address these issues and remediate historical harms.

Public Transit

Public transportation's current metrics for success are not aligned in any way with the needs of transit riders, and do not commit to accountability for serving the low-income and working class transit riders it serves the most. These current metrics include examples such as: Miles of rail built, although most transit riders use buses; number of service hours provided in one year, despite record bus cancellations and no-shows in the most disadvantaged neighborhoods of Los Angeles County. Additionally, current metrics do not steer public agencies towards improving quality of service. The following guidelines must be achieved by transit agencies to inform the public regarding equity in transit goals:

Budget priorities: The agency's overall spending in various program areas must accurately reflect their commitments to reducing VMT, GHG emissions, and serving transit riders. This means that most funding must be allocated towards bus service and improving bus service, along with rail, mobility lanes, and transit rider experience enhancements. Funding for the widening or construction of highways and freeways must be drastically reduced. Instead of significant funding to criminalize and prosecute low-income workers who utilize transit, this funding must instead be moved towards transit rider services and programs.

Quality service metrics: Public transit quality service metrics must reflect the needs of transit riders, and push agencies towards improving the transit rider experience. Transit riders, regardless of their location, must not wait more than 5 minutes for an upcoming bus or train that they are able to board. Transit riders must be able to take transit to a location (or have access to mobility lanes that safely transport them to a location), with a travel time comparable to vehicles. Transit timetables must be displayed in an accessible manner (in regard to accessibility as well as language accessibility) and be accurate. Transit riders and transit operators must feel safe and comfortable on transit at all times. Frontline transit staff, such as transit operators, social service outreach workers, and others, must be fairly compensated for their work. Transit agencies must pay at a level for all workers that they do not contribute to the "low wage, high cost of living" crisis facing most workers.

Proximity to Opportunity

California's commitment to increasing its statewide supply of housing stock to address the compounding crises of housing affordability, low wages, and transit access must be applauded. However, such that "market solutions" to address crises prohibit most residents from participating, the state must also prioritize producing, protecting, and preserving deeply and permanently affordable housing in order to address its economic, racial equity, and climate goals. Specifically, the state must work with local jurisdictions to:

Significantly increase in the production of deeply affordable housing in high opportunity zones: Although all neighborhoods across the region must commit to and develop deeply affordable housing, high opportunity zones—that have historically cut access off to working class residents—must drastically increase their stock of deeply affordable housing. Essential, retail, tourism, and other low-wage workers who serve the constituents of high opportunity zones must have the same opportunity to live in these neighborhoods as they do the opportunity to work in these neighborhoods. Residents in need of the services that these high opportunity zones provide must be afforded equal access to living in proximity to them. These high opportunity zones must bear the burden of undoing their legacy of segregational sprawl through drastically increased affordable housing production numbers within the next 10 years.

Continue investment in the successful Transit Oriented Communities incentive program: In Los Angeles County, the Transit Oriented Communities incentive program—in which authorities grant housing developers higher density levels near transit-rich areas, provided that higher density is constructed from affordable housing—is the most successful program in producing affordable housing in recent times. It has led to families who rely solely on transit being protected from displacement, allowing them to continue transit and opportunity access. It has created neighborhoods with rich access to public transit and assisted in building communities less reliant on gas-powered vehicles. Continued investment and prioritization of this deeply successful program, and its spread to other communities, must continue.

Secure deep commitments from public agencies to land bank, preventing future gentrification, to which land banked can only be utilized for deeply affordable housing: Land banking is the process by which public agencies purchase the land surrounding a project, such as a future rail site, to prevent market real estate speculation and purchases. The land is saved ("banked") and utilized for future affordable housing developments, to prevent the displacement of local residents when the land value surrounding future projects increases in value. As noted above, affordable housing in proximity to public transportation is essential for working class and disadvantaged residents to access job opportunities, health care, and other vital needs. All public agencies, local and state, must commit to land banking, if applicable, and work with local affordable housing developers and tenants rights organizations to utilize all land banked to prevent displacement and gentrification as a result of public works projects.

Accessing Shared Mobility and Micromobility Services²⁶

The North American Bikeshare & Scootershare Association's 2021 Industry Report²⁷ found that the majority of micromobility users were young, high-income white men. Providing equitable access to shared mobility and micromobility services goes beyond cost and location considerations, although both are important. It is essential in addressing generations of transportation inequities and providing increased opportunities to historically disinvested communities and communities underserved by transportation. To ensure access, engagement, decisions, services, and resources must be responsive to racial, gender, sexual orientation, age, housing status, income, language, immigration, and ability diversities. Affordability of services must include free, discounted, and subsidized membership options and cash payment methods for unbanked populations. All shared and micromobility services should be seamlessly integrated with transit access. Finally, personal safety must be carefully incorporated in the roll-out of shared and micromobility services, including abolitionist and care-based practices to ensure the dignity of racialized bodies, women, genderqueer and trans bodies, immigrant and undocumented folx, and disabled bodies from harm, harassment, profiling, and discrimination.

Indicators: Agencies should track the number of users of free, discounted, subsidized plans, number of users by age/income/race/ability/housing status vs proportion of each to total population, number of people using cash options, non-smartphone options, number of people using by zip code vs. proportion of total population in each zip code, number of trips by disability status, number of users by primary language vs. total population, and usage by low-income communities that have been historically underserved by transportation. Outcomes should include increased ability to access destinations by high-need communities, and satisfaction of service by historically overpoliced and targeted populations.

Integrated, Multi-Sector Transportation Infrastructure²⁸

This report defines infrastructure as not just about the design of the physical space, facilities, and fleet, but also the people, relationships, environment, information sharing, and cultural and community assets that influence how community members engage with and access mobility services. The success of the transportation system should be measured by the economic opportunity and direct benefits that are created for local community members. Infrastructure design should prioritize co-location of shared and micromobility resources at affordable housing sites and key community destinations like schools and child care, health clinics, and markets. It should also be designed to reduce crashes, serious injuries and fatalities, calm traffic, and expand safe road sharing opportunities for non-car vehicles and travelers. Finally, infrastructure design should celebrate neighborhood culture, music, art, vibrancy, street vending, and economic resilience and facilitate connection, wellness, and care and reduce stress.

Indicators: Agencies should track (with the goal of increasing) the number of new local jobs created; new hires by race, gender, age, ability, and other demographic information; number of partnerships with community clinics, education, workforce development, street vendors, cultural workers, affordable and transitional housing, re-entry/anti-recidivism, substance abuse and domestic violence programs; number of jobs and career pathways created for BIPOC youth, residents,

²⁶ Anne Brown, Amanda Howell, and Hana Creger, "Mobility for the People: Evaluating Equity Requirements in Shared Micromobility Programs," *Transportation Research and Education Center (TREC)*, 2021, NITC-RR-1401. <https://doi.org/10.15760/trec.277>

²⁷ "3rd Annual Shared Micromobility State of the Industry Report," *North American Bikeshare and Scootershare Association (NABSA)*, August 2022, <https://betterbikeshare.org/wp-content/uploads/2022/08/2021-State-of-the-Industry-Report.pdf>

²⁸ Hana Creger, Leslie Aguayo, Román Partida-Lopez, Alvaro Sanchez, "Clean Mobility Equity: A Playbook," March 2021, <https://greenlining.org/wp-content/uploads/2021/03/Clean-Mobility-Equity-A-Playbook-Greenlining-Report-2021.pdf>

disadvantaged workers; number of contracts with women and minority-owned businesses and CBOs; investments in micro-entrepreneurship and community-owned mobility services; benefits to local low-income household wealth and quality of life; number of new low-stress walking and biking networks²⁹ established in low-income BIPOC communities, number of physical and design improvements to increase safe road-sharing for non-car vehicles and travelers; and investments to fund capacity building and technical assistance in the planning, application, implementation and evaluation of clean mobility programs.

Responsive, Shared and Micromobility Networks^{30, 31}

Transportation decision makers must act intentionally to ensure that shared and micromobility operators provide reliable, affordable, high-quality service, starting with deeper support to existing communities that do not own vehicles, and ensuring the replacement of trips taken by cars. Understanding the modes, patterns, preferences, and usage of shared and micromobility by low-income BIPOC communities should be undertaken through a robustly funded and community-led neighborhood needs assessment. The assessment can incorporate surveys to gather data that shed light on existing habits and preferences, while highlighting gaps in existing services.

Indicators: Agencies should consider:

- Trip purpose (social, commute, job, education, food/grocery, medical/health, etc.)
- The share of trips that start in low-income BIPOC neighborhoods
- Habitual vs one-time users by zip code vs. total population in those zip codes
- Aggregated origin-destination information; disaggregated origin-destination by race, income, gender, etc.
- Modal substitution; vehicles miles traveled
- Number of trips by person by race/ethnicity, income

Positive outcomes should also include new trips created and trip replacement in low-income BIPOC neighborhoods.

²⁹ Refers to “a connected walking and cycling network provides a safe and comfortable transportation experience, enabling people of all ages and abilities to get where they want to go by foot or bike.” For more information, see: “The Low-Stress Walk and Bike Network Plan,” City of Boulder, Colorado, <https://bouldercolorado.gov/projects/low-stress-walk-and-bike-network-plan>

³⁰ Jamario Jackson, “Remixing Innovation for Mobility Justice: Guideline for Planners Using Remix Explore,” *TransForm*, 2021, <https://drive.google.com/file/d/18voa-hCMUzLTR7WezESyKRC5jqCKS4nw/view>

³¹ “Shared Mobility Playbook,” *Transportation for America*, 2018, <https://playbook.t4america.org/>

The Los Angeles Landscape

This report has a particular focus on Los Angeles as it faces an unprecedented opportunity to leverage the state's 2035 ZEV mandate and billions in federal and state infrastructure funding to reshape its regional transportation system into one that addresses long standing health, economic, and environmental injustices. As this report illustrates, transitioning existing drivers to electric vehicles is not enough—the system must be reconfigured to increase access to opportunity to, and build power among, the communities who have struggled for generations against racist and classist policy and planning decisions. The vision for a just, clean regional transportation system requires a collaborative multi-sector approach that recognizes both the overlapping oppressive government systems that create barriers for low-income BIPOC communities to be whole, well, connected, and thriving, and the rich, long-standing networks of community groups working to eradicate those barriers and build resilience and belonging.

In Los Angeles, physical transportation infrastructure quality varies greatly from neighborhood to neighborhood and is deeply connected to historical patterns of disinvestment, redlining, and racist land uses. In fact, public resources allocated towards maintenance and upkeep of street infrastructure is inequitably distributed, with low-income BIPOC communities experiencing higher deferred maintenance costs resulting in congested, unsafe streets and poorly maintained public spaces. The systemic inequalities in land use and resource distribution has created poor quality, inaccessible, and unhealthy transportation networks. As a result, BIPOC neighborhoods must contend with dangerous street conditions, high speed traffic, poor quality crosswalks, nearly non-existent bike infrastructure, and too many non-ADA compliant sidewalks. The City of Los Angeles' High Injury Network³² highlights the disproportionate rate of serious injuries and fatalities among pedestrians and cyclists occurring in low-income communities of color lacking adequate street infrastructure. In addition, the congestion and overconcentration of toxic land uses in many BIPOC communities means that walking around their neighborhoods exposes them to air pollution, vehicle exhaust, and particulate matter on a regular basis which has serious health repercussions, especially for young people, elders, and immune-compromised community members. The COVID-19 pandemic has magnified these inequities in the built environment with disproportionate impacts in Los Angeles' densely populated low-income communities, who continue to face an uphill battle to recover from the pandemic.

Meanwhile, policing resources are heavily concentrated in these same communities fueling disproportionate rates of racial bias, over-policing, and harassment. According to the Advancement Project California's RACE COUNTS study³³ published in 2021, Black people are 5 times more likely to be stopped for traffic violations than White people. The rate is 1.6 times for Latinx people. This level of police harassment impacts communities' sense of safety while navigating their streets. This data is magnified by the fact that BIPOC communities make up the majority of public transit riders and bicycle commuters, yet live in disinvested communities that lack critical infrastructure resources. Equitable infrastructure, community-centered street design and non-policing safety strategies are critical for the ability of residents to travel safely within and through neighborhoods.

³² "City of Los Angeles High Injury Network," *Los Angeles Department of Transportation Livable Streets*, <https://ladotlivablestreets.org/overall-map/maps>

³³ Chauncey Smith, Elycia Mulholland Graves, and Laura Daly, "Reimagining Traffic Safety & Bold Political Leadership in Los Angeles," RACE COUNTS, 2020, <https://www.racecounts.org/push-la>

As Los Angeles transportation officials deliberate on how to allocate billions in federal and state infrastructure funding, a needs-based approach that prioritizes community resilience, local economic justice opportunities, and community planning processes must be adopted. COVID-19 led to massive job losses and large numbers of unemployed and underemployed residents in BIPOC communities. Transportation infrastructure investments should include local hiring, workforce training and apprenticeship programs for underemployed and disadvantaged workers to participate in the high-wage clean transportation sector, including public contracts to install, maintain, rebalance, recharge, and service shared and micromobility systems. It should also include the hiring of local residents and CBOs to engage community members and agencies, and long-term public contracts for community-based operation of shared and micromobility services, such as e-bike lending libraries. This creates career opportunities for local residents and strengthens neighborhoods through community safety alternatives, trust building, and resource sharing. Special attention must be paid to how community residents access these options to ensure access, usability, affordability. One recommendation is to create a cohort of paid community ambassadors to steward these resources, provide high quality and in-language customer service, and ensure high adoption rates.

Access, Safety, Usability, Affordability, Quality of Service

Despite Los Angeles Metro's (LA Metro's) core ridership comprising of BIPOC, low-income, and disabled communities, and the majority of their funding being sourced from local sales taxes, LA Metro has long prioritized the widening of freeways, and other vehicular infrastructure that has led to increase greenhouse gas (GHG) emissions that actively harm its core ridership, instead of serving it.

Additionally, by LA Metro's own reports³⁴, each public transportation railcar or bus on the road signifies a reduction of GHG emissions, compared to gas-powered vehicles. A holistic, equitable solution to climate goals and emissions reductions must employ funding for and prioritization of public transportation, which addresses the needs of the lowest paid and most disadvantaged residents of the state.

Increased robust funding for and prioritization of public transportation from LA Metro must include: Increasing the current level of service so that no transit rider must wait more than 3-5 minutes for a bus or train; eliminating fares, fare collection infrastructure, and means-tested fare programs completely from the system; deprioritizing current failed programs targeted at improving safety such as policing and hostile architecture; prioritizing care-based safety initiatives such as unarmed Metro wayfinding ambassadors, accessible bathrooms and elevators with unarmed Metro attendants, increased funding for social services outreach workers, cultural activation of stations and stops with street vendors and artistic programming, and care-based safety infrastructure.

Shifting current public transportation funding priorities to these priorities demonstrates an understanding of the varied modes in which residents transport themselves across the region—shaped by a legacy of manufactured barriers, and a holistic approach to transforming the roads of Los Angeles so that all residents may travel in the region through the healthiest, safest approach available to them.

³⁴ "Emissions and Pollution Control," Los Angeles Metro, accessed May 29, 2023, https://www.chicagomanualofstyle.org/tools_citationguide/citation-guide-1.html

A region that has been transformed and moved forward to reduce GHG emissions from transportation is a region that has addressed the needs of its majority—the working class, disadvantaged Californians, who cannot or choose not to engage with solutions from the market, such as electric vehicles. In this model, those who take mass transit have an accessible station or stop both central to where they are located and where they need to travel to—the stops and stations are designed with care and resilience to future climate emergencies.³⁵—and have to wait no longer than five minutes before the next bus or train. Innovative, care-based design and programming across our transit sends California in the lead for the future of mass transit quality and pride in the nation.

Proximity to Opportunity

Despite the fact that low-wage workers, whether essential, retail, tourism, or any other necessary industry, are needed in all regions, not all regions provide housing that is economically feasible for these workers. It's then that the most critical workers face the longest commutes, often traveling from low-resourced communities to serve high-opportunity areas.

For these workers and other disadvantaged residents, such as those with disabilities, or seniors, the lack of deeply affordable housing presents the largest barrier to a quality of living experience. These residents lack the ability to prioritize healthcare access and other needs, yet live in communities that face the highest burden of emissions and related health consequences. They live in the aforementioned communities with the highest risk of fatalities related to traffic, yet often lack access to transportation, both individual and public.

Reducing the GHG emissions through electric vehicles additionally does not address the intentional segregated sprawl that the Los Angeles metropolitan area was designed to have, a sprawl that keeps the working class segregated in communities that have been under-resourced, despite their contributions to keeping high opportunity areas functioning economically.

The solution to address this institutional segregation—creating deeply affordable housing that is accessible to all residents, including in neighborhoods with higher resources and opportunities—will also address systemic long commutes that workers currently face, reducing mass emissions from workers who must travel from one side of the county to the other daily. It will allow workers and residents to live closer to their workplaces, childcare facilities, schools and colleges, opportunities for public or micro transit, or other desired and effectively located communities. It will grant families easier access to services, resources, boosting the economic livelihood of the working class. It will create more opportunities for the working class to live near public transportation (“transit-oriented communities”), reducing the need for gas-powered vehicles for families who cannot hope to afford electric vehicles, which carries with it drastic GHG reduction.

In order to propel the region forward towards greater and more equitable connectivity and less congestion, transportation officials must establish a long-term transportation infrastructure investment plan that prioritizes clean mobility options with co-governance models, robust community planning, high-quality mass transit, affordable housing, and community-rooted projects. Conversations about transportation infrastructure investments must resolve deeply entrenched land use and transportation policies that have created massive disparities in safety, health, and economic opportunities for BIPOC communities. Transportation decision makers must adopt a need-based formula and community-engaged processes to

³⁵ Claudia Bustamante, “UCLA study finds only a quarter of L.A. Metro bus stops offer shade”, *UCLA Newsroom*, February 16, 2023, <https://newsroom.ucla.edu/releases/quarter-los-angeles-bus-stops-offer-shade>

ensure the equitable distribution of infrastructure investments, starting with the communities that have been historically disinvested. These infrastructure investments should build community resilience, self-determination, well-being, and wealth.

Evaluating Regional Programs Addressing Transit and Connectivity

Although it is clear that so many longstanding transportation issues remain in Los Angeles, various multi-modal programs and efforts have been established over the years to combat them while also targeting lower-income users and BIPOC communities. Below are some recent examples, ranging from mass transit to shared mobility solutions, which offer valuable lessons based on both the successes and constraints of their design.

Mass Transit: Low-Income Fare is Easy

LA Metro is currently utilizing a fare collection system that does not serve its ridership, but also returns little revenue for the agency. Fares made up less than 5% of LA Metro's revenue against budget in fiscal year 2023, and less than 15% over the past five fiscal years. Currently, Los Angeles Metro uses 75% of fare revenue collected to enforce fares, not including the fare enforcement provision of law enforcement contracts. The bulk of public transportation are low-wage working class residents—63% of public transportation riders in Los Angeles County earn \$25,000 or less annually—and 94% of transit riders qualify for the current low-income transit subsidies.

These low-income transit subsidies seek to reduce the transportation burden on riders, but these programs have been unsuccessful in reaching all those who qualify for them. The agency has discount programs for seniors, people with disabilities, students, and low-income riders and uses means testing to determine eligibility. Enrollment in these programs remains low despite the fact that LA Metro has spent millions of dollars in outreach and marketing efforts: qualifying riders are either unaware they exist, or they face barriers to applying, including not having the technology to apply online, not knowing where or how to apply in person, or not being able to complete the application process.

Means testing, in particular, often requires riders to provide paperwork to prove their incomes or other personal information. This can present obstacles for people who do not have easy access to such documents—they don't have pay stubs because they are paid in cash, for example—or who have privacy concerns, such as undocumented riders. Means testing is also often stigmatizing, making riders feel shamed, punished, or unwelcome and therefore resistant to applying.

All else equal, means-testing comes with a larger administrative burden on the recipient because they must prove that they satisfy the test.³⁶ This extra burden will detract eligible people who would have otherwise participated in the program from participating, even though the proposed goal is to assist these riders. It is hard to believe that universal alternatives to these programs, where 94% of transit riders currently qualify but approximately 33% of eligible participants are enrolled, would not have higher take-up rates.

It is not fiscally responsible nor administratively effective to create a circular administrative burden where residents must prove their low-income status to access a reduced transit fee, given that most transit riders currently qualify. We must

³⁶ Matt Bruenig. "The Problems With Means-Testing Are Real." *People's Policy Project*, September 2020. <https://www.peoplespolicyproject.org/2020/09/24/the-problems-with-means-testing-are-real/>

remove the current economic burdens of working residents who utilize our most efficient forms of mass transportation, which will uplift economic relief for all residents, and uplift our climate, mobility justice, and desegregation goals for all residents.

Shared or Micro Mobility

Metro Bike Share

Metro has operated a bike share program since 2016, first launching in Downtown Los Angeles, and then expanding to about a dozen other neighborhoods in the county. Although billed as a method to increase transportation access, there are structural equity concerns with how the program operates. User data for Metro Bike Share shows that Black and Latinx community members were underrepresented among passholders: Latinx residents make up 49% of the county population but only 19% of bike share passholders, Black residents make up 9% of the county population and 5% of passholders. Metro Bike Share users are overwhelmingly male and 55% earn \$95,000 or more annually, with only 15% of users earning less than the median income (\$55,909).³⁷ These statistics speak to some of the system's barriers to access, which include pricing and affordability, location and lack of transit integration, and personal safety, especially for racially-profiled communities. While Metro Bike Share offers discounted passes, the agency has failed to implement a comprehensive bike share equity strategy to ensure these public resources are focused on addressing the transportation needs of historically underserved communities, including BIPOC communities that do not own or drive a vehicle. Instead, the service functions as an additional mobility option for casual riders, tourists, and students.

E-Bike Collaboratives

The E-Bike Collaborative model, currently in operation in Pacoima and South Los Angeles, is a promising solution to addressing the mobility, environmental, economic, and public health needs of community residents living in low-income, congested, majority-renter neighborhoods. The model relies on a collaborative of community-based bike educators, service and housing providers, and advocates working together to run a bicycle lending library for short-term and long-term loans of electric bicycles. Participants, who are low-income and transit dependent, are provided with electric bicycles with little to no charge following training on the use of the bike, proper storage, and charging.

The collaborative works diligently to ensure that the lending library becomes a community-owned enterprise that pushes back against the all too common trend of transportation infrastructure-induced gentrification. The collaborative does this by educating and engaging community residents on the service, using the service as a means for local jobs, and intentionally locating the fleet in community spaces that are stewarded by local affordable housing providers. The outcomes are to make different modes of transportation accessible to transit dependent community members, introduce new modes of mobility into the community, and overcome the cycle of poverty that is all too prevalent in frontline communities like Pacoima and South Los Angeles.

³⁷ "Bike Share in Los Angeles County: An analysis of LA Metro Bike Share and Santa Monica Breeze," *Southern California Association of Governments*, 2019, https://scag.ca.gov/sites/main/files/file-attachments/labikeshare_scag.pdf

BlueLA

BlueLA is an electric car sharing program operated by the City of Los Angeles Department of Transportation (LADOT). Launched as a pilot in 2015 through a California Air Resources Board (CARB) grant, BlueLA is designed to support low-income residents living in economically and environmentally disadvantaged communities. Because the service was intentionally designed to address transportation inequities from inception, it has had success in better connecting low-income residents to groceries, jobs, school, and other essential sites while reducing GHGs. Still, the agency still has room for improvement to better resolve pricing affordability, accessing the service without a smartphone or bank account, the creation of new, local jobs, and parking challenges. The program, now in phase two, is slated to expand beyond its current fleet of 100 vehicles to eventually include 300 cars and 100 stations.³⁸ It is also integrated into LADOT's Universal Basic Mobility Program, which will provide 2,000 South Los Angeles residents with a monthly stipend to use on various transportation modes, include public transit, BlueLA, e-bikes, on-demand shuttles, or Uber and Lyft, and includes infrastructure investments and electric vehicle maintenance job training opportunities.³⁹

emPOWER: Regional Disadvantaged Community Outreach

The emPOWER outreach program, created by Liberty Hill Foundation (LHF) and co-administered with Valley Clean Air Now (Valley CAN), launched in 2019 to enable low-income households in DACs across Los Angeles County to more fully access the benefits offered by existing local and state utility savings and environmental programs. The program was created in response to early policy analysis identifying the failure of clean vehicle incentives to reach DAC census tracts in Los Angeles. The emPOWER program employs three primary methodologies to more effectively reach the most economically and linguistically isolated communities:

Maximizing funding to grassroots community-based organizations: Using an innovative regional outreach hub model, LHF coordinates an integrated funding plan combining funding from local utilities, state and regional public and industry-backed nonprofits to provide a minimum of \$80,000 annually to community partners building power in frontline communities most untouched by climate focused incentives. To date LHF has provided over \$3 million in funding to 15 CBOs to leverage their trusted community relationships, horizontal networks and outreach expertise. By absorbing daily program management tasks and responsibilities, CBOs are then afforded more capacity to focus on building their outreach expertise and connecting with community members. Although not a model that purely fosters processes for community partners to self-determine its design or implementation, it does prioritize constant feedback loops and incorporates strategic direction from CBOs as a way to build a more community-led program that builds on the insights they gain through grassroots outreach. This ultimately paves the way for the creation of best practices in “public sector contracting, including full transparency in business operations, administrative economies of scale and local economic stimulation.”⁴⁰

Cross-promotion of programs: emPOWER approaches low-income household needs holistically through the cross promotion of dozens of incentives focusing on carbon reduction, household health and safety,

³⁸ “BlueLA,” *Los Angeles Department of Transportation*, <https://ladot.lacity.org/bluela>

³⁹ Diana Ionescu, “‘Universal Basic Mobility’ Pilot Launches in Los Angeles,” *Planetizen*, April 28, 2022, <https://www.planetizen.com/news/2022/04/116998-universal-basic-mobility-pilot-launches-los-angeles>

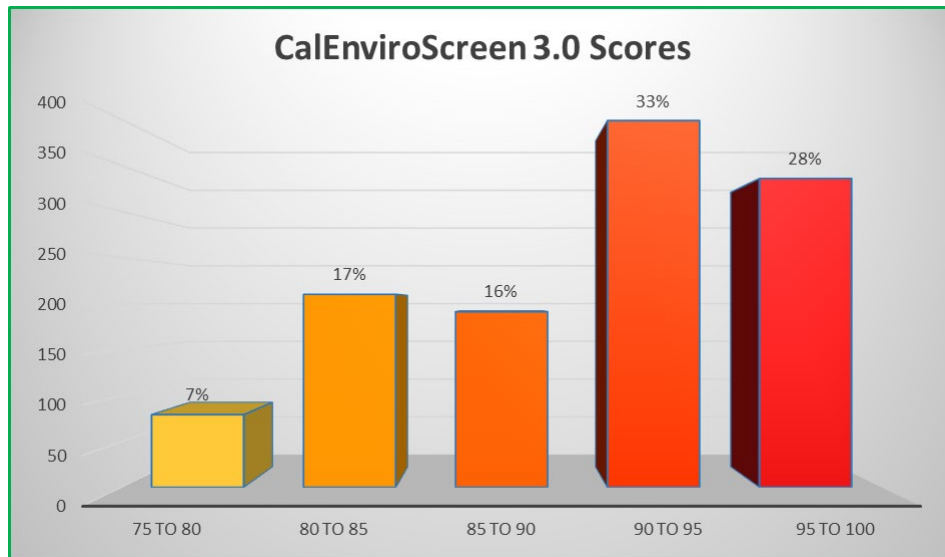
⁴⁰ Connolly, Rachel, M.S., and Gregory Pierce Ph.D. 2020. “A Scalable Model for Improving Community Access to Environmental Benefit Programs in California.” July 2020. Accessed May 17, 2023. https://libertyhill-assets.s3-us-west-2.amazonaws.com/media/documents/A_Scalable_Model_for_Improving_Community_Access_to_Environmental_Benefit_Programs_in_C.pdf

and utility bill savings. Programs include ratepayer subsidies, home efficiency upgrades, appliance rebates, smog repair vouchers, new and used clean car incentives, free solar panels, safety-related home repairs, and financial aid to avoid utility shut-off. Based on demographic criteria including income levels, household type and tenure, census tract location, and other considerations, conversations are tailored to focus on programs most applicable to the residents' needs.

Customer relationship management platform: Eligibility for programs is determined through a single intake form on a Salesforce CRM platform, developed in partnership with Valley CAN, to manage customer intake, determine eligibility and track outcomes, providing case management support to connect households with incentives, manage application pipelines and report on outcomes. This centralized tool uniquely allows any programmatic partner or resident to quickly check their eligibility for available programs in their area of residence, with direct links and instructions to then apply. Alongside one-on-one technical assistance and support by CBOs, these combined elements significantly streamline and simplify antiquated public processes to apply for the dizzying number of programs that low-income households typically find challenging to access.

In its first year, emPOWER established its effectiveness at reaching the most isolated communities with 83% of all households residing in disadvantaged community census tracts and 60% of all DAC residents in the top 10 percentile points of CalEnviroScreen rankings (Table 6). This is particularly critical as Los Angeles is home to over 50% of DAC census tracts in California. Since then, the program has expanded its reach to the Inland Empire.

Table 6: 2019 emPOWER DAC Households Reached



Although the program has had great success connecting with over 10,000 households, of which 84% met the income eligibility requirements for the Clean Cars for All (CC4A) program, there has been limited success actually connecting these households to CC4A due to long gaps in funding availability, the complications created by the pandemic, and the soaring ZEV market that inflated vehicle values far beyond the benefits that vouchers could provide.

This effort is an essential piece in the just transition towards climate change adaptation over the next several decades and ensuring that those most impacted by climate change are prioritized in receiving the tools to combat it. The passive nature

of public agencies' provision of environmental benefit programs is not sufficient to ensure household access, and programs offered without targeted outreach and enrollment assistance have, in fact, historically seen low rates of enrollment among eligible households. In tandem with concerted policy and advocacy efforts, emPOWER has proven its role in preventing disadvantaged communities from withstanding the worst of this transition.⁴¹

The challenges facing the region's transportation system, from the negative outcomes that disproportionately harm BIPOC communities to the increasingly destructive realities of climate racism, require systemic policy solutions, intentional planning, and robust implementation. These solutions must contend with various sectors including transportation, housing, jobs, and public health. Fortunately, CBOs have been working collectively for years to organize residents and advocate for holistic policy and planning changes that address the needs of BIPOC communities. The following section outlines the report recommendations, organized into planning implementation, and the policies that need to be prioritized to reverse the long history of institutional harms.

⁴¹ *ibid*

The RIDE to 2035: Recommendations to Achieve Clean, Equitable Transportation Systems

This report delves into a wide variety of state programs that seek to address barriers to clean transportation and target benefits to low-income residents, with varying degrees of success. The analysis identifies gaps where future interventions should focus to ensure a maximization of benefits that most meaningfully address the priorities of the states most vulnerable populations. Furthermore, it identifies actionable guidelines to implement an authentic community-led process with holistic and intersectional strategies that stand in contrast to the more common top-down and often uncoordinated and siloed efforts of administering agencies.

The recommendations that follow here focus on programmatic interventions that can provide verifiable benefits to the most vulnerable populations and provide methodologies to establish important benefits thresholds. These priorities include a measurable understanding of community influence and decision-making power in regional planning and implementation efforts, and assessments to proactively anticipate and address the perpetuation of potential economic and racial injustices on current and future generations that may result from investments.

It further calls for the need for inter-agency collaboration and innovative problem solving across the public, private and nonprofit sectors in support of community visions for clean, just mobility networks that serve the needs of core ridership comprised of BIPOC, low-income, and disabled communities.

Vulnerable populations face a daunting task to find a feasible transition from traditional fossil-fuel powered vehicles to cleaner mobility options. Over the past several years, most have been trapped between rising gas prices creating great financial burdens and the inability to find affordable cars in both the primary and secondary vehicle markets. If ZEV sales in middle and upper class households continue to rise and no support from the public sector is provided to low-income families to bridge the financial gap to transition to cleaner vehicles, the state's most vulnerable populations will be left bearing the increasing financial burden of fuel costs that will occur with decreased demand.

A Multi-Pronged Approach

However, decarbonizing private passenger transportation options should not be overly relied upon. Mass transit, shared mobility, and active transportation all represent not only greater potential reductions in carbon footprints, but can also provide a more feasible and cost-effective form of transportation for lower-income households. A shift to deprioritizing the use of roads and the orientation of public space for private passenger vehicles in favor of people powered mobility and electrified public transit is essential. This commitment to the development of clean transportation networks must focus on the safety, accessibility, and affordability to the people who need it the most as well as reducing the need for travel by ensuring people can live in close proximity to where they work.

In order to achieve this, public sector investments must focus on three priority interventions:

1. Prioritize future private passenger ZEV incentives for consistent availability of pre-sale vouchers eligible for used ZEV purchases to bridge the gap of affordability for low-income households
2. Focus on the development of clean multimodal transportation networks with safe, affordable and accessible public transit at their core

3. Ensure significant improvements in affordable housing in close proximity to transit stations and job centers

Prioritize Funding for Regional Community-Led Mobility Transformations

Considering the variety of urban and rural development typologies across the state, this will require regional planning efforts that consider the political, economic and physical landscapes of individual regions. With a 12-year window to realize a fossil fuel free transportation future, short, medium, and long-term policies and investments in infrastructure must be identified now. Public sector support is needed for planning that is led by mission-aligned CBOs that centers the needs of vulnerable populations in the decision-making process and is accountable to remaining committed to achieving that community vision.

Regional Mobility Justice Roadmaps

State agencies and county bodies have acknowledged their culpability related to the historical harms and racist institutional practices of infrastructure development^{42,43}, but if equitable outcomes are to be achieved, a shift in the paradigm of transportation investments will be required to ensure that when significant infrastructure investments occur, they are aligned and accountable to a community-led vision.

This report has called into question the value of investing billions of dollars in programs such as High Speed Rail, the Transit and Inter-City Rail Capital Program, and the Low Carbon Transportation Operations Program when neither meaningful stakeholder engagement or operationalization of equitable and accountable decision making is required. Furthermore, while there is value in many of the equity-focused, clean mobility projects funded through cap-and-trade such as the Active Transportation Program and Agricultural Worker Vanpools, the benefits of the more fragmented programs offered through ARB's Low Carbon Transportation are less clear when it comes to realizing regional transformations of transportation systems.

Rather than providing funding for a non-coordinated suite of programs, such as Access Clean California, the Sustainable Transportation Equity Project and Clean Mobility Pilots, funding should instead invest in the creation of community-led Regional Mobility Justice Roadmaps that provide a holistic analysis of community needs and an actionable path forward that is accountable to the implementation of that vision. This is especially important in the transportation sector which often focuses on funding catalytic projects controlled by transit agencies with little to no inclusion of low-income communities in the decision-making process.

The nascent Regional Climate Collaboratives (RCC) program has a broad range of eligible activities across climate mitigation adaptation and resilience, but provides an example of a better framework for ensuring community-led planning and implementation. The administering agency for RCC, the Strategic Growth Council (SGC), explicitly names the centering of community engagement and decision making and the development of equity centered processes as key program objectives. Also, similar to the Transformative Climate Communities Program (TCC) administered by SGC, RCC requires the establishment of a Collaborative Stakeholder Structure (CSS) to operationalize a shared governance model. Guidelines for the CSS are to advance holistic multi-benefit climate projects led by under-resourced community residents, CBOs, and Tribes to co-lead decisions made about climate change-related priorities and projects at the local and/or regional level. However,

⁴² Caltrans Equity Statement, December 10, 2020: <https://dot.ca.gov/about-caltrans/equity-statement>

⁴³ Los Angeles County Board of Supervisors motion addressing Equity in Infrastructure, August 10, 2021: <https://file.lacounty.gov/SDSInter/bos/supdocs/160816.pdf>

the maximum funding amount of \$1.75 million over a 3 year grant term does not acknowledge the amount of work required to implement regional community-led planning processes.

Programmatic Recommendations

Realizing Regional Mobility Justice Roadmaps will require two phases of funding, the first for planning and the second for implementation.

Phase I, Planning Grants: Planning grants should provide \$3 to \$5 million in funding over a 3-year grant period to draft a roadmap driven by participatory engagement, democratic decision making and a commitment to structural, distributional, procedural, and transgenerational equity that acknowledges and seeks to redress historical harms perpetrated by racial capitalism and settler colonialism.

Total Funding of \$30 to \$50 million should be provided in one to two grant cycles for regions in California with DAC/LIC clusters, such as Los Angeles, San Joaquin Valley, Inland Empire, San Diego, the East Bay, Imperial Valley, Sacramento, and the Central Coast.

Roundtable DNA

Implementing the vision for a regional transportation infrastructure that is clean and just requires an ongoing space of committed stakeholders who are driven, passionate, and clear-eyed about the challenges and opportunities to create an equitable, zero-emission, world-class transportation system in each region. This grouping should honor Indigenous and community expertise and be built on political and community buy-in, transparent and responsive processes, regular collaboration, and a well-facilitated space to work through and troubleshoot implementation challenges. Inclusion of the California Native American Tribes on whose ancestral homelands the planning is taking place should occur in the work from the beginning and throughout the process.

We recommend convening a roundtable that is composed of elected staff, public agency staff, third party administrators, grassroots practitioners, and community groups, and anchored by CBOs who are trusted stewards of their communities' needs. The roundtable should be designed to transform existing power dynamics so that community leaders and groups have the ability to educate, and hold elected and public agency staff accountable to the actions, strategies, and decisions adopted in the space. The roundtable should be tasked with building trust and developing shared values around racial equity, workplan, timeline, clear and delineated roles and responsibilities that are grounded in an urgent mandate to address mobility, transit, and economic justice.

This space or roundtable should require representation from labor, neighborhood businesses, and local community leaders that are tasked with working together to define the challenges facing systemically marginalized communities and devise multi-sector, power building solutions. The group should also include Indigenous and tribal representation and include compensation for community stakeholders and robust funding to support regular community engagement, data collection and ground-truthing, tribal consultation, and community events to keep local residents engaged and invested in the outcomes of the roundtable.

Tribal partnership with BIPOC community advocates and organizations is also crucial to recognize the duty to consult with Indigenous Nations and their peoples with the terms of Free Prior Informed Consent (FPIC)⁴⁴ and are inclusive of the just transition principles of Indigenous environmental advocates including the preservation and revitalization of Indigenous languages that comprise accumulated ecological knowledge, spiritual wisdom, and indigenous traditional knowledge of building and maintaining sustainable communities; the control and management of ancestral lands, waters, and territories and all natural resources inclusive of our native laws, values, customs and traditions; economic activity rooted in an understanding and respect of Indigenous traditions; and to honor Indigenous ingenuity by respecting, promoting and protecting traditional knowledge systems to restore the health and well-being of the planet.⁴⁵

Evaluation Criteria and Guidelines

Require Memorandums of Understanding (MOUs) to ensure collaborative governance structures have defined shared decision-making authority: In order for a community partnership to be established, specific roles and decision-making authority must be both defined and committed to by partners. These definitions should show how community leaders will be placed at the decision-making table and to what extent they are empowered to shape policies that result in a range of co-benefits alongside carbon reduction targets. Signed MOUs clearly define the roles, responsibilities, compensation and decision-making authority of each partner should be a prerequisite for program eligibility.

Without a defined community partnership in place, planning efforts may fail to provide meaningful community participation. Actions that might increase displacement such as unchecked inflation of land values and commercial leases can also be likely without CBO leadership. Special care should be paid to local agencies' unresponsiveness to unmet community concerns such as decreased exposure to co-pollutants, high-road workforce development strategies, and other opportunities to improve economic vitality, social resilience, and public health.

Prioritize partnerships with community-based organizations who have community organizing and participatory development experience:

It is equally important to establish the types of CBOs qualified to participate in leading a model regional planning effort. CBOs should, of course, have experience and knowledge with multiple mobility strategies with anchor organizations possessing the capacity to develop a community-led project that incorporates an integrated understanding of the multiple socioeconomic stressors faced by their communities.

To maximize the benefits of a community-driven project, administering agencies should prioritize partnerships, where possible, with CBOs who demonstrate:

- An established history of community organizing in the area(s) of the project.
- Active involvement with their membership and extended networks through regular membership meetings and participation in local events.

⁴⁴ United Nations, Food and Agricultural Organization. Free Prior and Informed Consent. Accessed May 27, 2023. <https://www.fao.org/indigenous-peoples/our-pillars/fpic/en/>.

⁴⁵ Indigenous Environmental Network, Indigenous Principles of Just Transition. Accessed May 27, 2023. <https://www.ienearth.org/wp-content/uploads/2017/10/IENJustTransitionPrinciples.pdf>

- Community members that constitute over 50% of staff and volunteers and representative of the demographic balance of the community (race, gender, youth, sexual orientation). Groups (including grassroots organizations) that represent a narrow segment of the community have little chance to encompass the diverse needs of the population.
- An active plan and history of success developing leadership within the community they serve.
- A depth of experience in participatory activities including research, project development and design, popular education, and other collaborative co-learning activities.

Prioritize partnerships with CBOs with experience creating crosscutting interventions addressing issues of economic, environmental, public health, and displacement: In order to lead an integrated Regional Mobility Justice Roadmap project grassroots CBOs should possess an intersectional understanding of environmental and economic justice issues and the capacity to problem-solve around key themes, including:

Public health and safety: Organizational knowledge should include health threats faced by their community—based on residential proximity to toxic emissions from traffic corridors, incompatible industrial uses, unjust policing practices, and transit connectivity resources needed to promote well-being and active lifestyles. This understanding should extend to relevant threats such as criteria air pollutants, water and soil contaminants, industrial/residential land use conflicts, brownfield and other types of soil contamination; and address deficiencies of first and last-mile connectivity, safe routes to schools, bike/pedestrian infrastructure, green alleyways, and other public health and safety features.

Displacement: Anti-displacement must be a key performance criteria that emphasizes implementing preemptive policies and commitments by local governments for the protection of vulnerable populations. Funding should be prioritized for a commitment of strong anti-displacement strategies, particularly where significant development capital is already flowing. CBOs actively promoting anti-displacement strategies need to be at the decision-making table to help counter the potential for economic displacement that often accompanies neighborhood improvements such as clean transportation, sustainable energy, and urban greening.

Disadvantaged community census tracts almost always have a high percentage of low-income renter populations who are particularly vulnerable to rent increases if property values increase. Organizations should have knowledge of community ownership and value capture strategies that can secure economic benefits for low-income communities, including land banking, Community Land Trusts, limited equity homeownership, microloans, revolving loan funds, and other strategies to create economic resilience and increase the inventory of housing that is affordable for all income levels.

Community Economic Development: Many organizations have a deep understanding of how to maximize local economic development that is regenerative, rather than extractive, to the community. Well thought-out, pragmatic, and proven strategies exist for local workforce development including first source hiring of workers facing barriers to employment, paid apprenticeship programs, joint labor/management partnerships, job training pathways, and other high road labor models. Other strategies employed by CBOs to create economic resilience include various business support strategies, including incentivization of industrial clean-up to keep key businesses in place that provide well-paid manufacturing jobs, development of worker cooperatives, and business interruption programs.

Participatory governance: How community transformation is defined is crucial to the success of mobility justice planning including setting criteria that transforms a community's ability to shape planning decisions and implement

recommendations. Participatory governance is both a process and structure that enables residents to share the responsibility of planning, guide the direction of community development, and implement recommendations and decisions.

Mandated Participatory Development Programs

Program administrators should set a requirement that proposals must include a minimum of 10% of all funding for the creation of a Participatory Development Program (PDP) that establishes community participation methods to be utilized to ensure community ownership of the planning, design, and implementation processes—and to ensure future design and implementation of the roadmap measures and maximizes environmental, economic and public health co-benefits impacts, and establishes meaningful models of how these benefits are tracked.

Community Facilitated Strategies (CFS)

Involving residents and/or their CBO representatives in the decision-making process is critical to achieving environmental justice for disadvantaged communities. This decision making includes, but is not limited to, agreements, development of incentive programs, and other interactions and policy activities. Recognizing that every community and situation is different, effective community facilitated strategies might look quite different depending on the specific needs of the communities themselves.

Key principles of Community Facilitated Strategies:

- Affected communities should be fully engaged at the local, regional, and state level, during the planning, development, and implementation stages of development decisions.
- Funding must be provided to plan, strategize, and implement actions at the community and Tribal levels to mitigate health and environmental impacts from goods movement.
- The “community voice” is recognized as valid and important to the resolution of crosscutting public health, environmental, economic and social impacts.
- Consideration of cumulative and multiple impacts is an important part of meaningful community involvement.

Recognizing that every community and situation is different, an effective CFS would include at a minimum these elements at the local impacted areas:

1. The community sets the terms for engaging with stakeholders and decides on the best set of strategies to address the issues at stake.
2. The process would be convened by community leaders and assisted by legal, research, technical, and other groups that represent community interests.
3. Participants would be selected by the conveners. Potential participants would include community members, local businesses, government agencies, etc.
4. Participants would have access to independent technical and scientific expertise in order to understand cumulative impacts and potential interventions.
5. All participants would have equal access to information and an equal voice at the table.
6. Participants would attempt to achieve those CFS agreements and if unable to do so, the community could choose among different legal, political and other collaborative tools to move forward. One of those approaches might be through collaborative governance.

Community Benefits Plan

Rather than allowing applicants to provide a generalized statement of projected disadvantaged community benefits, program administrators should require proposals to identify the methods, governance structure, and partners to create a Community Benefits Plan, which will provide:

- Specific details of benefits, strategies utilized to achieve them, reporting benchmarks, timeline connected to development.
- Identification of potential economic and environmental harms resulting from project development such as economic displacement and potential toxic exposures when reasonable concerns are present.
- Explanation and timelines of planned mitigations to avoid potential harms.
- Tracking methodologies and reporting schedules to follow attainment of intended outcomes in a manner transparent to the public.

Economic and Racial Impact Assessments

An unprecedented opportunity exists for these roadmaps to determine the effectiveness of anti-displacement efforts and provide best practices in creating community resilience against the rising costs of living that usually occur alongside neighborhood improvements.

We strongly recommend that regional roadmaps invest in advancing the understanding of disparate economic and racial impacts, so that participatory research undertaken by community experts, academic researchers, and technical advisers may best provide a roadmap that guards against future harms and ensures transgenerational benefits to historically oppressed populations. This research should address four primary areas of potential economic threats and/or opportunities for BIPOC communities:

- Short term-housing: Protections against direct displacement (Just cause evictions, rent control, Rent Stabilization Ordinance (RSO), unit preservation, supportive housing, Affordable Housing Overlay Zones (AHOZs), prohibiting condo conversions, extending expiring covenants, relocation assistance packages, first right of return and other inclusionary housing policies).
- Long-term housing: Protections against economic displacement (land banking; Community Land Trusts; limited equity housing; value capture; linkage fees; public housing; discounted ground leases in public buildings for affordable housing, nonprofit anchor institutions, cultural heritage, community rooms, etc.; dedication of public land (parcels, parking lots, dirt roads)).
- Workforce development: Targeted hiring of workers with barriers to employment (living wage, career pathways, pre-apprenticeship programs, Project Labor/Community Benefits/Community Workforce Agreements, jobs covenants with clawbacks, worker co-ops).
- Local small business supports: Rental displacement protections, business interruption funding, small business incubation, microlending, revolving loans, local purchasing programs, supplier diversity programs, street vendor support (access to public space, permissive land use), purchasing cooperatives, local merchants' circles, other local business support (marketing, business plans, etc.).

Policy platforms should ensure that all regional efforts create a roadmap for a regional transportation infrastructure that is safe, equitable, and sustainable, where everyone can move by foot, bike, wheel, or car with dignity and safety. Needed statewide policy priorities are:

- Coherent implementation that brings order to how roadmaps build and design streets through regional visions and timelines with a Capital Improvement Plan containing all major projects and street assets, their funding, and timelines prioritizing equity and local hire. This allows for predictable spending, project management and transparency.
- Prioritize equity and fix the streets that need it the most. Create an equity framework to guide the prioritization of projects and to assure agencies uniformly serve and genuinely engage the communities in most need, not neighborhoods most convenient or politically expedient.
- Build accountability to apply responsibilities and roles for regional and local agencies. including all business on the public right of way with greater accountability and public transparency.

Indigenous/Tribal Priorities

Additionally, safeguards and assurances should be in place to ensure that the priorities and inclusion of state Tribes and Indigenous-led organizations are incorporated into any planning efforts.

Public Health Impact: Mobility policies and projects must consider the public health impacts on the health and well-being of California's Indigenous communities. The introduction of ZEV technology and mobility infrastructure will also require extensive engagement with both urban and rural indigenous communities to educate people about the disproportionate health impacts of climate change as well as how investments in clean transportation will help mitigate some of these impacts. Mobility investments must prioritize multiple modes of transportation and access to health centers in indigenous communities. Mobility investments will have a stronger and more beneficial impact for Indigenous Californians if focused on improving public transit systems, prioritizing on regional connectivity, and expanding micro/shared mobility options.

Engagement, Planning and Oversight: The need to ensure that Indigenous people benefit from the introduction of mobility investments is paramount, especially considering generations of disinvestment and land and resource seizures. Any introduction of potential mobility projects must meet the communities' needs and interests. Any community advisory body that may be developed for such mobility projects must set aside at least one seat for a representative of the Tribe and or Indigenous people native to the project area. Extensive community engagement during the program development phase will allow for Indigenous voices to inform successful program models.

Economic Justice: Investment in mobility must have a positive economic impact on Indigenous communities by providing financial benefits, incentives, and cost savings. Mobility investments will create a multitude of jobs in manufacturing, operations, maintenance, and community engagement. Policies must be created to fund workforce development in EV maintenance and operations, setting and tracking hiring targets for Indigenous populations, and support for Indigenous-led small business development and contracting.

Housing Justice: Access to affordable housing is a major concern for Indigenous communities; Indigenous Californians are disproportionately impacted by housing insecurity and homelessness due to long-standing anti-Indigenous state policies. California's mobility projects must consider and mitigate the impact of investment on housing affordability. Any housing

development that results from mobility projects must offer housing subsidies to tribal members who cannot afford to live on their ancestral homelands.

Reparations and Land Back: California must reckon with its long history of colonial occupation, displacement, and obscurity of Indigenous communities. Verbal acknowledgement is simply insufficient. Funding must be made available to support local tribes and Indigenous-led organizations' capacity to participate in mobility investment decision making and project development. Surplus land created by mobility projects must have a first right of refusal policy for local tribal-led entities. Surplus lands (open space and housing) must be offered first to tribal-led entities including local organizations that are led by and serve Indigenous communities.

Implementation: A Roadmap for Federal Infrastructure Funding

Following in the footsteps of California mandatory set-asides for DAC benefits, the federal government's Justice 40 initiative states its intention to address the “enormous human costs of systemic racism and persistent poverty” mandating “all federal agencies to launch a whole-of-government approach to equity.”⁴⁶ However, the initiative's failure to establish meaningful guidance or program performance metrics to ensure truly transformational proposals are prioritized for funding, leaves doubt as to how effectively the American Rescue Plan Act (ARPA), Infrastructure Investment and Jobs Act (IIJA), the Inflation Reduction Act (IRA), and future funding streams can reverse centuries of racial and colonial oppression wrought by U.S. institutions. Other funding sources such as the Congestion Mitigation and Air Quality (CMAQ) Improvement Program can also be targeted for emissions-reduction projects that prioritize community-led decision-making processes to counter the typically top-down nature of most projects undertaken by metropolitan planning organizations and transit agencies.

The power of regional planning efforts that ensure power building and systems change is achieved through the implementation of structural, distributional, procedural and transgenerational interventions to direct trillions in federal investments is monumental. By establishing best practices in participatory and inclusive planning and the decision-making power of BIPOC communities, these regional efforts can establish a fast-tracked pipeline of vetted “shovel-worthy” proposals to be prioritized for federal funding in counties with DAC/LIC clusters across California.

This work is especially timely for its potential to inform Community Economic Resilience Fund (CERF) planning grants currently underway through 2024. Regional planning efforts through CERF focus on economic blueprints and resource alignment in anticipation of regional infrastructure investments, beginning with over \$500 million in CERF implementation funding through 2026. While there is a stated component for CERF recipients to incorporate community engagement, it fails to make that condition explicit. Regional Mobility Justice Roadmaps that centralize a community-led planning process can, at a minimum, function as a community-focused advisory body for regional CERF planning efforts. With a stated focus on the development and expansion of environmentally sustainable industries, the private sector orientation of CERF does not guarantee generative economic development that establishes long-term economic benefits for vulnerable populations. Examples of policy priorities of mobility justice advocates that directly intersect with the economic potential of CERF investments include:

⁴⁶ White House, FACT SHEET: President Biden Signs Executive Order to Strengthen Racial Equity and Support for Underserved Communities Across the Federal Government, February 16, 2023 <https://www.whitehouse.gov/briefing-room/statements-releases/2023/02/16/fact-sheet-president-biden-signs-executive-order-to-strengthen-racial-equity-and-support-for-underserved-communities-across-the-federal-government/>

Improving current public transportation quality and service, focusing on the needs of the lowest wage earners and other disadvantaged transit rider populations (which uplifts the quality and service of transit service for all riders). Programs include, but are not limited to:

- Using community and transit rider experiences and feedback to create a network of service that covers all regions, with service that guarantees accessibility to a bus within 5 minutes
- Removing the financial burdens associated with public transit and making public transit universally fare-free for all transit riders
- Deeply funding safety and care-based infrastructure, including, but not limited to: Clean and accessible public bathrooms monitored by a consistent presence of unarmed bathroom attendants; a consistent presence of unarmed wayfinding transit ambassadors on rail and on bus; well-maintained safety-based infrastructure at each station and stop, including wayfinding, accurate timetable displays, climate resiliency infrastructure such as bus shelters, shade, and greenery; social service and mental health outreach workers; well-designed, human-centered utilization of public spaces for cultural programming such as art, performances, street vendors; bystander and intervention training for Metro staff and transit riders; integration with local businesses.
- Prioritizing these safety and care-based infrastructure designs over the funding of law enforcement contracts
- Prioritizing and funding bus infrastructure over rail, if bus is more deeply utilized over rail
- Prioritizing and funding both temporary and permanent mobility infrastructure for pedestrians (including children) and bicyclists over low occupancy vehicles (cars, freeways)

Increasing and preserving the current stock of deeply affordable housing within the region

- Rezoning the area so that deeply affordable housing can be built in any neighborhood, despite whether it is high opportunity or low resourced
- Deeply funding and prioritizing protection for current residents to avoid displacement, preservation of existing affordable housing so that it remains permanently affordable, and production of affordable housing, most notably at deeply affordable levels.
- Creating and stewarding tenant management and leadership for residents within current housing stock
- Deeply funding and prioritizing the construction of deeply affordable housing near transit (Transit Oriented Communities)
- Continuing and/or creating where it does not exist, land banking within transit agencies so that residents and local businesses are not displaced during new transit construction

Just Transitions in workforce development and generative economies

- Guaranteeing high-quality union jobs for all frontline housing, construction and transit workers, including bus and rail operators, transit janitorial and hospitality workers, construction and maintenance workers, etc.
- Developing democratic, equitable, sustainable and regionally focused economies
- Prioritizing high-road labor opportunities through career ladders, apprenticeships, local hire, prevailing wage laws, incubating worker-cooperatives, and other practices to protect the dignity and rights of workers

- Third-sector ownership models, such as community land trusts, that remove land from the speculative market to maintain permanent control by low-income communities

Cross-Sectoral and Interagency Collaboration

The ability to secure federal funding and activate and support the coordination of private and public sector innovation to realize the community vision expressed in the regional roadmaps will depend upon the ability of multiple agencies across jurisdictions to support implementation efforts. Public sector agencies with experience fostering private sector innovation and interagency collaboration such as the Governor’s Office of Business and Economic Development (GO-Biz) and the Strategic Growth Council (SGC) can play an essential role both in supporting Regional Mobility Justice planning efforts and the transition to shovel-worthy and shovel-ready projects.

Next Steps

Because of the timely nature of infrastructure investments, finding a viable path to allocations and awards for Regional Mobility Justice Roadmaps is critical. Considering the reduced capital generated by cap-and-trade—and its problematic nature to environmental justice advocates—prioritizing funding from federal infrastructure funding or other state-based funding sources such as the Low Carbon Fuel Standard (LCFS)⁴⁷ is extremely important to start the clock on the 12-year policy window before the sunset of new internal combustion engine vehicles in 2035. Failure to proactively advance policies and projects that begin to realize safe, affordable and accessible infrastructure across a diverse set of transportation modes will almost certainly result in a future where low-income BIPOC communities are shouldering the burden of increased fuel prices as they continue to rely on older, more polluting vehicles.

⁴⁷ Less than 25% of the \$224 million in holdback LCFS funding committed to programs in November of 2022 (source: <https://www.cpuc.ca.gov/industries-and-topics/electrical-energy/infrastructure/transportation-electrification/charging-infrastructure-deployment-and-incentives/low-carbon-fuel-standard>) could provide the resources necessary to develop of 10 or more Regional Mobility Justice Roadmaps.

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