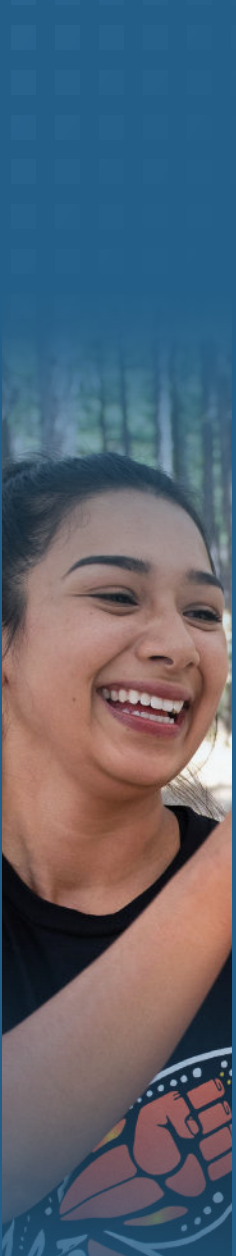


EXECUTIVE SUMMARY

TOWARD HEALTH AND RACIAL EQUITY

Findings and Lessons
from Building Healthy
Communities



A REPORT FOR THE CALIFORNIA ENDOWMENT

By Frank Farrow, Cheryl Rogers, and
Jennifer Henderson-Frakes | December 2020



**Center for the
Study of
Social Policy**
Ideas into Action

 **The
California
Endowment**

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Special appreciation to the 40 people who were interviewed for this report. They include leaders, participants in, and observers of BHC from the public and non-profit sectors in California, from other California foundations, and from The California Endowment. Many are equity champions who have fought for health equity and racial justice in California for decades. We are grateful for their reflections.

ABOUT US

The Center for the Study of Social Policy works to achieve a racially, economically, and socially just society in which all children and families thrive. To do this, we translate ideas into action, promote public policies grounded in equity, support strong and inclusive communities, and advocate with and for all children and families marginalized by public policies and institutional practices.

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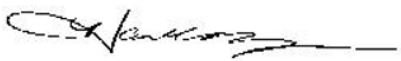
Available at: <https://cssp.org/resource/toward-health-and-racial-equity-executive-summary> Executive Summary available at: <https://cssp.org/resource/toward-health-and-racial-equity-executive-summary>

WELCOME

Ten years ago, The California Endowment took a fairly conventional approach when we created a strategic plan and a framework of 10 outcomes and Big 4 results for a decade-long, \$1 billion, place-based initiative to build healthy communities. Early on, we stumbled. Like most large foundations, we prescribed from within the foundation the outcomes that we thought California's communities needed in order to be healthy and thriving. In response, our community partners pushed back. To be good collaborators, they told us, we needed to listen with humility. We needed to support community priorities, not try to set them. Together, we began to "learn strategy." Rather than sticking to a preordained theory of change throughout the Building Healthy Communities (BHC) initiative, we needed a more emergent approach. As Henry Mintzberg describes, this means "laying out initial ideas, learning what's possible, observing which strategies succeed and which don't with our partners, keeping some of the ideas, while adapting or abandoning others, and coming up with entirely unexpected ways of working along the way."

This was how we learned to pivot, to adapt, and to assess "people power" as both a means and an end to achieving health equity and racial justice. In this report, our partners from the Center for the Study of Social Policy capture what and how hundreds of local and statewide organizations and thousands of committed leaders have contributed to this work through BHC. In addition, the report highlights major lessons from BHC that contribute knowledge to philanthropy and to the on-going racial justice and health equity movement in California and the nation.

Thanks to our community partners who had the courage to speak truth to power and to our staff who listened attentively, we have learned many lessons that we would like to share with community partners, state leaders, and other funders. We invite you to read this summary, reflect, and join us in conversations. We look forward to continuing to learn from and with you as we work together to advance racial justice and health equity at a time when doing business as usual is not enough.



Hanh Cao Yu, Ph.D.
Chief Learning Officer
The California Endowment

DEDICATION

“What we need are co-conspirators even more than funders. And Bea Solis was a co-conspirator.”

— Karla Zombro, Field Director, California Calls



This report is dedicated to Bea Solis, a leader at The California Endowment for many years who passed away in March 2020. Bea was a friend, colleague, and inspiration. For many people we interviewed in preparing this report, Bea embodied everything BHC stood for: community power, the fight for justice, and the close connections among people that bring joy as well as courage into our lives.

Bea's work lives on through the thousands of people involved in BHC whose efforts to build healthy communities will continue.

INTRODUCTION

Over 10 years, beginning in 2010, The California Endowment (TCE) invested \$1.75 billion and partnered with 14 communities across California, as well as many state-level organizations and alliances, on Building Healthy Communities (BHC), an innovative initiative to achieve health equity. Now, in 2020, BHC closes not as an initiative, but as a way of work for TCE and as a major driving force for achieving health equity and racial justice in California.

BHC's scope and theory of change became broad and ambitious: improve health status by building "people power," transforming policy and public systems, and expanding opportunities in communities that have been historically marginalized. The initiative's contributions are comparably weighty and significant:

- A new health equity dialogue in California,
- A richer understanding of power-building that starts with community organizing and builds connections to other sources of influence,
- Policy "game changers" that affected millions of lives, often achieved through a cumulative capacity-building approach to systems change, and
- The beginning of a new ecosystem approach to realizing health equity.

BHC also provides a wealth of learning opportunities. Lessons are particularly rich in how "people power" became a means to advance racial and health equity, as well as an end in itself in terms of community voice, agency, and self-efficacy.

This executive summary focuses on BHC's primary contributions and lessons. It lifts these up while recognizing that California's evolving health equity landscape during this 10-year period resulted from the work of hundreds of local and statewide organizations and thousands of committed leaders. BHC's contributions were integral to, but only part of, the work of a broader equity ecosystem.

The report draws on many sources of information, including past and current BHC evaluation reports and analyses. In addition, 40 people shared their reflections about BHC through interviews, including leaders from the public and non-profit sectors, from other California foundations, and from TCE's board, Executive Team, and staff. Leaders outside of TCE shared their perspectives on BHC as equity champions who have fought for health equity and racial justice in California for decades.

Lessons are particularly rich in how "people power" became a means to advance racial and health equity, as well as an end in itself in terms of community voice, agency, and self-efficacy.

BHC'S CONTRIBUTIONS TO ADVANCING HEALTH EQUITY IN CALIFORNIA

The contributions to health equity by the many partners working together through BHC ranged from directly impacting the lives of millions of Californians, to helping change the way that the public and policymakers understand health equity and act to achieve it, to building power among people and in communities that have been historically marginalized within the state.

As a result of expanded health coverage in California, over 4 million people now have coverage who didn't in 2010.¹ By altering state education policy related to school suspensions, 400,000 plus young people are not suspended/expelled from schools.² A million Californians became eligible for reclassification or release from prison as the result of sustained advocacy for changes in the justice system.³ BHC partners' efforts contributed to over 1250 local policy wins,⁴ system changes, and other tangible benefits for communities.

Along the way, not everything was a success. The work was tough and often fraught with tension. The foundation often had to "feel its way" as it became a more active and visible presence in the fight for health equity. An understanding of how to center racial equity within BHC came late. Systematic feedback from partners as part of a learning agenda took shape primarily in BHC's second half. However, both the false starts and the achievements generated valuable learning that can be used to assess the path forward and forge a new future grounded in health equity and racial justice.

BHC partners' efforts contributed to over 1250 local policy wins, system changes, and other tangible benefits for communities.

CONTRIBUTION #1: A NEW HEALTH EQUITY DIALOGUE IN CALIFORNIA

BHC helped broaden the definition of health and the understanding of health equity among policymakers and the general public with a new urgency.

With BHC communities and TCE statewide investments focusing on school discipline, criminal justice reform, and environmental justice, the social determinants of health became more broadly understood and discussed, certainly within the philanthropic and public policy worlds.

BHC also helped raise awareness about uneven access to health care in California and promoted a powerful narrative: that health care is unequally distributed, and that this injustice is associated with a person's race and zip code. This storyline, in turn, helped create public will for expanding coverage to all residents, regardless of immigration status, under the Affordable Care Act (ACA).

BHC and partners helped create a different policy dialogue about health in California—one more attuned to the impact of racial disparities, place, and historical and systemic oppression. This in turn creates a policy climate in which larger-scale solutions can be proposed and root causes of inequities addressed.

“With the Endowment’s help, we in California fundamentally changed the notion about whether health care access is a governmental responsibility, whether this is something that we owe one another. At least now, the discussion is more like, ‘Okay, how do we do this—not whether.’ That was a sea change, not just in policy, but in people’s hearts and minds.”

— Anthony Wright, Executive Director, Health Access California

CONTRIBUTION #2: A RICHER APPROACH TO POWER-BUILDING

Over the course of BHC, building power to advance racial and health equity evolved from being one piece of the initiative's Theory of Change to be its centerpiece.



In BHC's early years, power-building was positioned primarily as a *means* to an end, one force among others to secure policy victories and improve public systems. Now, TCE's commitment runs considerably deeper. Power-building is seen as both means and end. Its *ends* include individuals and communities with a collective sense of agency to exert control over the conditions shaping their lives—a critical measure of health and well-being especially crucial for long-disempowered populations.

Both dimensions are expressed in documents that chart the foundation's course for the next 10 years. There, power-building is described as centered in a deep investment in community organizing that builds the capacity of people in communities that have been historically marginalized to influence and make decisions, set the agenda and create policy shifts, and shape public narrative, cultural beliefs, and values. The goal of power-building is to influence life outcomes for people most impacted by injustice, enabling them to take collective responsibility for health and justice for all.¹

California health equity leaders recognize that BHC successfully spotlighted power-building and helped people see its importance as a vehicle for change. Power-building is growing in areas of the state where community power was too rarely recognized—for

BHC and partners helped create a different policy dialogue about health in California—one more attuned to the impact of racial disparities, place, and historical and systemic oppression.

¹ This description is drawn from the Goal Paper on Power-building, prepared by TCE's Power-building Workgroup, Internal document, July 2019.

example in the Central Valley and in northwestern California (Del Norte County and Tribal Lands). Simultaneously, while TCE was neither the first nor only California foundation to invest in power-building, the scope of its investments have helped power-building become a more validated target for philanthropic investment.

“There’s been a sea change in the power-building landscape over the last 10 years, and TCE was behind much of it. They were doing this without a playbook, so, sure, they had missteps. But by the end of BHC, power-building had really taken off, not just on the coast where it was strengthened, but inland where it had been almost non-existent.”

— John Kim, Executive Director,
The Advancement Project

Power-building’s emergence as BHC’s centerpiece happened gradually. The path by which power-building came to be central to BHC is shown in **Figure 1**. What this milestone summary cannot capture are the years of community effort, state policy advocacy, and growth in power-building theory and practice that are the BHC partners’ fuller contribution to health equity in California. These grew from early BHC “community engagement” efforts in 2010 to deeper power-building investments that accounted for roughly 77 percent of TCE’s total \$1.75 billion expenditures through BHC by 2020.⁵

The forces that shaped BHC’s power-building approach are shown more fully in **Figure 2**, which depicts forces that—individually and together—led to BHC’s understanding and approach. The strongest factors were the close, embedded relationships TCE shared with 14 BHC communities, and the way community organizing in local sites demonstrated the effectiveness of power-building to TCE leaders. Over time, these factors coalesced with others, and particularly with close state-level partnerships and alliances, into a power-building approach larger than the sum of its parts and a rich source of learning for others.

FIGURE 1. Milestones in the Emergence of People Power as the Central BHC Strategy

2010: BHC is launched in 14 California communities, guided by 10 Outcomes that define a healthy community and with a commitment to strong community engagement.

2011: The Drivers of Change identify Resident Power and Youth Leadership as two of five “drivers” that define BHC’s approach.

2014: BHC’s Theory of Change incorporates the Drivers of Change as the main elements to advance policy and systems change.

2016: TCE’s report on BHC at midpoint, *A New Power Grid: Building Healthy Communities at Year 5*, confirms power-building as the most important strategy to achieve health equity.

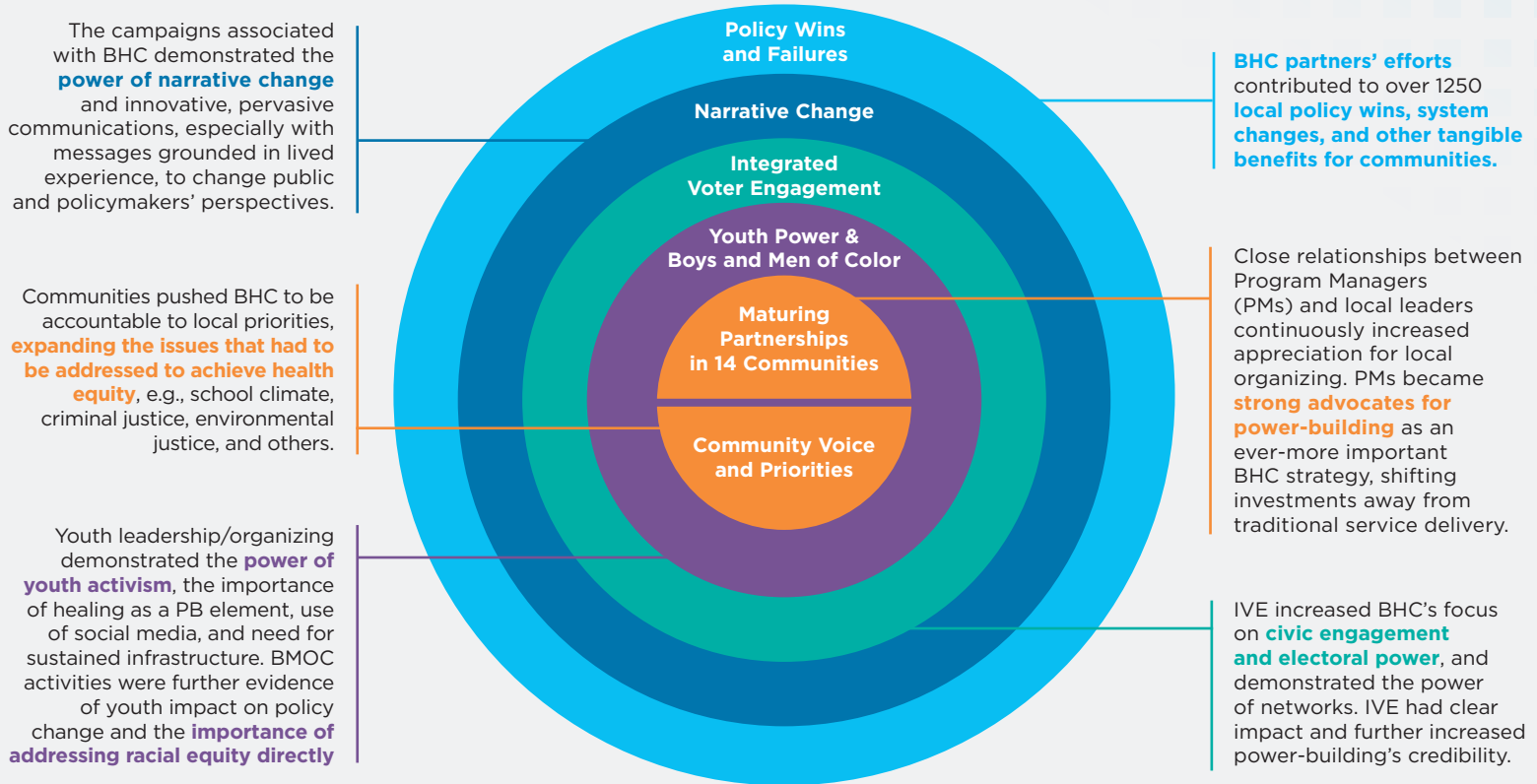
2016-17: “People Power” is identified as Goal #1 of the North Star Goals and Indicators, a revised BHC results framework.

2018: The Equity Research Institute at USC defines the capacities of a power ecosystem.

2019: TCE’s board specifies “People Power” as the first of Three Bold Ideas to guide TCE’s investments for the next decade.



FIGURE 2. The Forces that Shaped BHC's Approach to Power-Building



The key factors include:

- **Community voice and priorities.** In BHC's initial years, local leaders pushed TCE to keep its promise for BHC's work to be based on community-driven priorities rather than foundation-prescribed goals.
- **Partnerships and proximity in 14 communities.** Program Managers, who were deeply engaged with communities and sometimes resided within them, became strong advocates for power-building and shifted their local investments to community organizing and base-building.
- **Youth power and Boys and Men of Color.** As youth organizing grew into a more prominent BHC component across sites, it made critical contributions to BHC's power-building approach and California's health equity landscape, including: an understanding of how trauma and

healing were intertwined with organizing work; social media as an essential organizing component; the importance of infrastructure for expanding and sustaining power; and the creation of a new generation of social justice leaders of color. Investments in Boys and Men of Color (BMOC), initially a separate strand of work at TCE, helped bring an explicit racial equity and youth development framework to the forefront of BHC's power-building approach.

- **Narrative change.** BHC's innovative communications strategies changed how policymakers and the public thought about critical issues of health equity and racial justice—for example, the linked "Health4All" and ACA implementation campaigns, as well as statewide campaigns on school discipline and criminal justice. The success and legitimacy of narrative change strategies demonstrated a new philanthropic

In BHC's initial years, local leaders pushed TCE to keep its promise for BHC's work to be based on community-driven priorities rather than foundation-prescribed goals



approach to influencing critical public policy debates in California. The use of simple, compelling language and strong coordination with local organizing work were key ingredients of success.

■ **Integrated Voter Engagement (IVE).**

IVE broadened the range and impact of BHC's power-building approach through integration of issue education, community organizing, and policy advocacy; the presence of strong, experienced state-level leadership networks; and impact on electoral power. Because IVE's impact could be measured through increases in voter registration and voting, it also helped convince skeptics that power-building produced concrete benefits and communicable outcomes.

- The lessons learned from policy **wins and failures**. Finally, community leaders' and state advocates' experience of securing policy wins, falling short, trying again, and building on their learning shaped BHC's approach, particularly when local and state-level approaches were well-aligned and reinforced one another.

CONTRIBUTION #3: GAME-CHANGING POLICIES AND CUMULATIVE CAPACITY FOR CHANGE

From BHC's early days, building power was linked to changing policies, systems, and conditions that create or perpetuate health inequities. And, because BHC invested in base-building and policy advocacy organizations over many years, partners were able to go beyond specific policy "wins" and accumulate the capacities needed to advocate for further, deeper, lasting change and be ready when windows of opportunity opened. This approach to building *cumulative capacity for change* is a major contribution of BHC and the many partners, coalitions, and alliances connected to it.

"We do experience 'lightning in a bottle' moments of transformative change, but we can't underestimate the years and years of capacity building and advocacy support it takes 'in-between-moments' to reap the benefits of such moments. I know of tiny nonprofits that have labored in relative obscurity for many years, but were ready for the prime time moment of transformative change when that moment showed up recently—a reminder that 'moments' are both combustible and also created over time."

— Robert Ross, President and CEO, TCE

Building power and capacity for sustained policy and systems change happened at a different pace in each BHC community and on diverse issues such as securing resources for cleaner water and directing tax revenues to youth programming. A typical sequence for developing cumulative capacity included: starting with community organizing and power-building; tackling 'win-able' issues while looking at the full scale of systems change needed; determining how to influence decision-makers over time; and all the while developing the local and state-level capacity needed to respond effectively to emerging opportunities and sustain change-making efforts for the long haul.

As long-term capacity building continues as a signature TCE strategy for policy change in the next decade, it will be important to gauge progress in a comprehensive way. Achieving policy wins clearly counts, as even small changes can make a concrete difference in people's lives. Holding policymakers and systems accountable for implementation is equally essential for lasting, long-term transformation.

As long-term capacity building continues as a signature TCE strategy for policy change in the next decade, it will be important to gauge progress in a comprehensive way.

In addition, BHC's experience suggests the importance of tracking the capacity and power of key organizations, coalitions, and alliances to bring about policy and systems change, using indicators such as (1) the capacity of grassroots power-building organizations to organize and mobilize adults and youth, (2) the ability of power-building networks to acquire or connect to key capacities such as policy analysis and sophisticated communications, and (3) the increase in connections within networks of power-builders, across communities as well as among local, regional, and state level organizations.

CONTRIBUTION #4: AN ECOSYSTEM APPROACH TO POWER-BUILDING

In its final three years, the learning generated through BHC coalesced into a new understanding of a power-building ecosystem. The ecosystem is grounded in local organizing and base-building and in addition recognizes the need for other capacities and relationships with statewide influencers to ensure that local organizations—and the people they represent, who have often been excluded from power—have agency to close health and other equity gaps.ⁱⁱ

In the three years that BHC leaders have been using the ecosystem framework, experience has illuminated factors of effectiveness and key areas for further learning:

- **A power-building ecosystem must center local base-building organizations while connecting them to sources of regional and statewide influence.** Efforts to combine local and state strategies through BHC were often successful but could be difficult and frustrating as well. While highly effective, statewide campaigns could be out of sync with local priorities and feel “foundation-imposed” rather than “foundation-supported.” Hard-won lessons are showing the way to get the combination of local, regional, and state strategies right.
- **The ecosystem requires infrastructure.** Capacity building will be required at multiple levels, with partners prioritizing support in leadership development, strategic communications and narrative



change, data collection and usage, and policy advocacy.

- **With effective infrastructure support, the power-building ecosystem will engage new organizations and expand to additional jurisdictions.** BHC demonstrated that if base-building organizations have the needed capacity, they will reach out to communities that have been historically under-resourced and form alliances with other organizers around common concerns. By BHC's second half, power-building in the 14 BHC communities had expanded into surrounding neighborhoods, communities, counties, and even regions.

TCE leaders and partners recognize both the promise and challenges that lie ahead for a power-building ecosystem. It will require a clearer purpose, pathways for getting there, and a stronger focus on capturing learning in real time as partners test new action strategies.

“I hope the next trajectory of the ecosystem is less about the power flower and more about the strategic pathways forward for California to get to health equity for all. That requires attention to the geography of change in California. It means being aware of how folks grab the narrative and wield power in the electoral arena. It's about seeding the power-building ecosystem within the State—understanding what that looks like in different places and that what's needed will vary according to the different context and capacity and future directions of a place.”

— Jennifer Ito, Research Director, Equity Research Institute, University of Southern California

The ecosystem is grounded in local organizing and base-building and in addition recognizes the need for other capacities and relationships with statewide influencers to ensure that local organizations—and the people they represent, who have often been excluded from power—have agency to close health and other equity gaps.

ⁱⁱ The nature and characteristics of a power-building ecosystem have been explored and described by The USC Equity Research Institute (ERI), for example, in the report, *California Health and Justice for All Power-Building Landscape: An Assessment* (October 2019).

BHC'S LESSONS AS A PLATFORM FOR FUTURE LEARNING

The following lessons are platforms for future learning, both for TCE and its partners and potentially for other philanthropies and public sector agencies seeking to advance health equity and racial justice.

- **Lesson #1: Be prepared to invest for decades.** Tackling years of systemic oppression embedded in public policy and systems requires more than a time-limited initiative.
- **Lesson #2: Center racial equity and justice from the start.** Define how the commitment to anti-racism work will show up in detailed plans for policy and systems change, grantmaking priorities, ongoing professional development, and consideration of multi-issue, multi-racial movement-building grants. In working with public sector partners, encourage and assist them to (1) have a strong racial equity lens, (2) engage in root cause analysis of structural racism, and (3) share power with communities.
- **Lesson #3: Redefine foundation leadership as part of an ecosystem, not apart from it.** In an ecosystem approach, foundations need to redefine the nature of shared leadership, usually stepping back to support communities and grantees in visible leadership positions, while knowing when a foundation's credibility and unique resources require more "upfront" leadership roles.
- **Lesson #4: Invest in long-term capacity to prepare for opening policy windows.** Many policy changes to which BHC partners contributed stemmed from advocacy efforts over many years' time, paired with unique policy windows of opportunity that opened.
- **Lesson #5: Restructure grant-making and investment practices to support a long-term health equity and racial justice agenda.** This requires expanded support for organizations led by people of color, long term partnerships with grantees, core support for organizing, base-building, and policy advocates, and exploring additional ways to support community power beyond investments in organizing, such as redeploying capital to community decision-making and/or to community enterprises.

Tackling years of systemic oppression embedded in public policy and systems requires more than a time-limited initiative.

- **Lesson #6: Look for opportunities to link issue-specific campaigns with broader coalitions for equity and justice.** Individual movements can acquire additional power by connecting across themes of health equity and racial justice, since the root causes of many inequities in America's economy and public systems are identical.
- **Lesson #7: Seed grassroots organizations and invest in a leadership pipeline.** In geographic areas where power-building resources have been scarce for decades or longer, seeding, cultivating, and assessing new organizations is essential.
- **Lesson #8: Cultivate inside-outside partnerships with public leaders.** When community advocates make common cause with public agency leaders, stronger and faster system changes can result given respective strengths these partners bring to the table.
- **Lesson #9: Pair narrative change with organizing efforts.** Narrative change communications strategies are at their best when they're closely linked to grassroots efforts so that messaging centers the experiences of the most impacted populations.
- **Lesson #10: Measure the growth of power-building capacity over time.** In addition to tracking policy wins and implementation, track the capacity of grassroots organizations, their connections to additional capacities and power sources, and the strength of network connections within local, regional, and state power-building coalitions.

As important as any of these specific lessons is the broader approach to learning that underlies them. BHC's experience suggests that in undertaking the next generation of work, TCE or any other funder should commit to a learning strategy based on continuous, emergent learning rather than on pre-defined solutions from even the best prior lessons.

Some partners credit TCE with having done such "real time" learning and adaptation through BHC. The near-continuous refinement of BHC's central focus on "people power" is cited as evidence of the foundation's willingness to listen, learn, and adapt. Other partners, particularly those in local communities, simultaneously note the lack of opportunities to reflect on experience, translate lessons into action,

FIGURE 3. TCE's Future Directions

In 2019, TCE's Board adopted three "bold ideas" that set the direction for the next decade of the foundation's work:

Bold Idea 1: People Power: Developing young and adult leaders to work intergenerationally to raise up the voice of marginalized communities and promote greater civic activism as essential building blocks for an inclusive, equitably prosperous state.

Bold Idea 2: Reimagining Our Institutions: Transforming our public institutions to become significant investors in, and champions of, racial and social equity, and in the healthy development and success of young people for generations to come.

Bold Idea 3: A 21st Century Health for All System: Ensuring prevention, community wellness, and access to quality health care for ALL Californians.



assess impact, and have their voices and insights be heard by the foundation.

Both views can be true. Looking forward, the learning strategy should be organization wide at TCE and extend to—and be co-owned by—partners in the ecosystem. In the next 10 years, the strategies that grow from TCE's initial set of "Bold Ideas" from the Beyond 2020 plan (see **Figure 3**) are best treated as hypotheses rather than rigid rules for implementation. The aim should be to start with the best ideas gleaned from partners' experience; test these collaboratively, with partners; observe the impact of strategies; keep effective solutions while changing or abandoning those that don't work; and integrate unexpected insights and effective ways of work along the way. Such a platform for learning, carried out with community and state allies, grounded in "disciplined adaptation," and consistently maintained, can pay off richly for health equity and racial justice in California and for the broader philanthropic field.

Looking forward, the learning strategy should be organization-wide at TCE and extend to—and be co-owned by—partners in the ecosystem.

TCE'S LEADERSHIP IN THIS MOMENT

Many colleagues in California see TCE as well positioned for leadership and partnership in this “tsunami” moment of racial reckoning, and for pushing forward even greater seismic change. This peer assessment comes from the foundation’s long-standing stature as a driver for health equity; its recent, more explicit focus on racial equity; the willingness to invest in power-building; and TCE’s partnerships with forces of community power and with state-level policy advocates, all of whom press for change.

At the same time, TCE’s colleagues urge the foundation to be modest and humble about BHC’s achievements, given the magnitude of remaining work. For all the advances in health care coverage, school climate, criminal justice, environmental justice, and other areas, California’s health inequities have barely budged. Differential treatment of people and communities of color by public systems is still rampant. Power-building networks are still nascent in many places and require continued investment.

“TCE has certainly helped move the needle on power-building. However, what they’ve done is only the tip of the iceberg. We still need a next generation of power-building.”

— Chet Hewitt, President and CEO, Sierra Health Foundation





TCE must also address its own challenges as it prepares for the next phase: being even bolder and more explicit about racial equity and the anti-racist work that will be required by the Foundation and its partners; acting with greater organizational unity in interactions with the field; thinking through its role as a part of, not an orchestrator of, the power-building ecosystem; and rethinking its grant-making and investment strategies to more fully support community power-building beyond local organizing.

Finally, TCE needs to share what it is learning—with its community and state partners, with other philanthropies, and with the broader social justice field. In the next 10 years, emergent learning will assume even more profound importance as TCE moves from running an initiative focused on health and racial equity, to embodying health and racial equity in its way of work.

“The beauty of BHC was that we had many different strategies going in different places, so we learned a lot about who we are and what we believe in. Now, we’re at the point of figuring out how to make the powerful successes we had become the normal way of doing things. We’re moving from a single foundation initiative to an approach based on our identity as a foundation committed to health equity and racial justice. That’s the real legacy of BHC.”

— Ray Colmenar, Director, TCE

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APPENDICES

APPENDIX A: METHODS

This paper relied on qualitative methods to identify BHC's main contributions as well as lessons that can inform other foundations, policymakers, and community partners committed to advancing health equity and racial justice.

■ **Participation in ongoing evaluation partner meetings.**

This learning paper was one of a series of final BHC evaluation deliverables, each with different objectives and methods. We surveyed other evaluation partners' plans and progress to inform this paper's focus and content. Taking part in evaluation coordinating council meetings facilitated cross-project learning and insights that served as additional data sources.

- **Document review.** As a 10-year initiative, BHC produced volumes of reports and deliverables of all kinds, most for external audiences and some for internal use. While this paper is neither an evaluation nor a comprehensive review of BHC, we did rely on document review to inform our initial and ongoing thinking, as well as the scope and detail of our content. Examples included major BHC milestone reports and papers on specific elements such as youth activism, as well as relevant research outside of BHC.

- **Interviews.** The paper's primary data source was a set of 40 interviews and several conversations conducted in three waves between April and July, largely by phone. Respondents included: TCE executives, board members, and staff (current and former); other foundation leaders; state and local partners; researchers; and public officials. Many of the people interviewed outside of TCE were observers of BHC and the foundation's work who had been champions of health and racial equity in

California for many years. Initial interviews with TCE executives were geared less toward collecting data and more toward confirming initial thinking on the paper's direction and hypotheses. Other interviews were conducted using a protocol organized by the major topic areas of the paper's outline. Questions were tailored to the specific respondent at hand and their vantage point on BHC and California's health equity landscape. Interviews were structured in a reciprocal, conversational style to better allow for emerging themes.

- **Qualitative Analysis.** Team members debriefed after interviews to reflect on main observations and emerging themes and patterns. Interviews were recorded, transcribed, and analyzed. Data across interviews were organized into a "library" of major topic areas that mapped to the paper's outline. Each topic area was then further analyzed for sub-themes and particularly illustrative examples. This in turn helped drive the drafting of each section of the paper.

As with any study, we encountered challenges. BHC made outsized contributions to the health equity landscape in California, but these contributions are inextricably intertwined with the work of countless other leaders and organizations. As a result, the contributions and lessons highlighted here cannot be attributed solely to the actions or experiences of TCE and BHC. It was also beyond the scope of this study to contextualize BHC in a larger analysis of others' contributions and learning.

Given the enormous breadth, depth, and longevity of BHC, we wrestled with identifying the appropriate level of detail to include as a foundation for the paper's higher-level focus (BHC's key contributions and lessons). In the interest of producing

a paper geared toward the future, we had to leave many arresting details on the cutting room floor. We trust many of these details will find homes in other final BHC deliverables and live on in the next iteration of TCE's work.

Because not all interviewees spoke to all topic areas, and because of the informal

style of the conversations, we do not have “complete” interview data for each topic area. However, we believe the advantages of semi-structured interviews (i.e., allowing for key themes to emerge organically) outweighed the limitations. We were able to engage in an iterative data collection process and identify intriguing new directions for the paper.

APPENDIX B: REPORT RESPONDENTS AND RESOURCES

We appreciate the generosity and time of the many people who contributed their reflections about BHC, its key qualities, and its legacies and challenges that provide much of the material for this report. These reflections came from 40 interviews, discussions of findings and related materials, and feedback based on review of full or partial report drafts. We are grateful for all of the input provided.

The California Endowment Board of Directors

Shawn Ginwright, Chair, Board Chair
Karthick Ramakrishnan, PhD

The California Endowment Executive Staff

Anthony Iton, M.D., J.D., MPH, Senior Vice
President for Healthy Communities
Martha Jimenez, Executive Vice
President/Counsel
Robert Ross, M.D., President and CEO
Marion Standish, Vice President,
Enterprise Programs
Hanh Cao Yu, Chief Learning Officer

The California Endowment Staff

Marisol Avina, Senior Program Manager
for Prevention, Healthy California
Jenny Chheang, Senior Program Manager
Ray Colmenar, Program Director
Sandra Davis, Program Manager, East Oakland
Alex Desautels, Program Manager for
Strategy Development and Dissemination
Steve Eldred, Senior Program Manager,
City Heights
Mary Lou Fulton, former Program Director,
Communications and Media Grants,
Healthy California
Mona Jhawar, Senior Learning & Evaluation
Manager
Albert Maldonado, Senior Program
Manager, Youth Development
Brian Mimura, Program Manager, Merced
Annalisa Robles, Program Manager, South Kern
Janine Saunders, Director, Learning &
Evaluation
Jonathan Tran, Senior Program Manager
Tara Westman, Senior Program Manager

Geneva Wiki, Program Manager,
Del Norte County and Tribal Lands
Sandra Witt, Director, Healthy
Communities—North Region

Other Funders

Fred Ali, President and Chief Executive
Officer, Weingart Foundation
Fred Blackwell, Chief Executive Officer,
San Francisco Foundation
Chet Hewitt, President and Chief Executive
Officer, Sierra Health Foundation
Sandra Martinez, MPH, Director of Public
Policy, The California Wellness Foundation

State Partners, Research and Evaluation Partners, and Other Health Equity Leaders

Prudence Brown, Consultant
Michele Darling, CEO and Research
Director, LPC, Inc.
Jennifer Ito, Research Director, Equity
Research Institute, University
of Southern California
John Kim, Executive Director, The
Advancement Project, California Office
Ricardo Lara, State Insurance
Commissioner, California
Tia Martinez, Executive Director,
Forward Change
Joseph Tomás McKellar, Co-Director,
PICO California
Abraham Medina, Director, California
Alliance for Youth & Community Justice
Julie Nagasako, Deputy Director, California
Department of Public Health
Manuel Pastor, Director, Equity Research
Institute, University of Southern California
Marc Philpart, Managing Director,
PolicyLink, and Principal Coordinator,
Alliance for Boys and Men of Color
Tom Pyun, Owner, THP Impact Consulting
Luis Sanchez, Executive Director, Power
California
Kiran Savage-Sangwan, Executive Director,
California Pan-Ethnic Health Network
Alex Tom, Executive Director, Center for
Empowered Politics
Anthony Wright, Executive Director, Health
Access California
Karla Zombro, Field Director, California Calls

APPENDIX C: SELECTED MATERIALS FOR LEARNING MORE ABOUT THE APPROACH, IMPACT, AND LESSONS OF *BUILDING HEALTHY COMMUNITIES*

Building Healthy Communities (BHC) has generated a rich library of analytic reports, evaluative studies, and reflective papers about its origins, progress, contributions, and lessons. These products were guided by TCE's Learning & Evaluation Team. The cumulative work involved a number of evaluators and policy research organizations in California, including important work conducted by local evaluators in close partnership with community leaders, residents, and young people in the 14 BHC communities.

Interested readers are urged to contact the TCE Learning & Evaluation Team to learn more about all available materials. The materials annotated below represent

a small portion of the complete BHC library. They are highlighted here because they:

- Address the main themes of power-building and systems transformation that are the focus of this report;
- Helped shape BHC;
- Provide still-current lessons; and/or
- Capture some of the “under the usual evaluation radar” issues that are central to a social change movement like BHC.

By listing the materials chronologically, the reader can gain a sense of the types of products that were useful at different stages of the initiative.

Title/Date	Authors and Sources	Scope and Focus
There's Something Happening Here...A Look at The California Endowment's Building Healthy Communities Initiative (February 2014)	USC Equity Research Institute (ERI), formerly the Program for Environmental and Regional Equity (PERE) (Manuel Pastor, Jennifer Ito, Anthony Perez) (Sources: review of site documents, site visits, observation of BHC cross-site meetings, interviews with local leaders)	Commissioned by TCE in 2011, ERI was tasked with capturing the transition of BHC sites from the initial planning phase that started in 2009 to the early implementation phase. Rather than an evaluation or assessment of BHC, PERE offers an overarching story or meta-narrative that focuses on BHC's unusual attention to power-building and captures developments of the overall initiative.
Hosting the Hubs: What We're Learning After Five Years (October 2015)	Tom David (Source: Interviews)	Hubs were a key feature of local BHC activities in the 14 BHC communities. Through 24 interviews with TCE Program Managers, 10 Hub Managers, and external evaluators, this report assesses experience with Hubs as of BHC's midpoint and highlighted lessons that informed the future effectiveness of Hubs and of BHC.
The California Endowment Building Healthy Communities 2020 Foundation Transition Research Report (February 2016)	Social Policy Research Associates (Sources: interviews with 30 foundation leaders from 19 foundations with experience in place-based and organizing initiatives)	This report provides comprehensive findings about the experiences of other California and national foundations with transitions from major community change/place-based initiatives. This was one of several mid-point reports that helped shape planning for BHC's second half.
Building the We: Healing-Informed Governing for Racial Equity (2016)	Shiree Teng, Consultant (Sources: interviews with 10 philanthropic colleagues and partners, from California and national foundations)	This is a case study of an innovative partnership around racial equity among government, community nonprofits, and philanthropy in Salinas, CA.

Title/Date	Authors and Sources	Scope and Focus
A New Power Grid: Building Healthy Communities at Year 5 (Spring 2016)	The California Endowment (Source: multiple evaluation reports and case studies prepared by TCE's L&E team; Executive Team and Board deliberations; staff views and perspectives)	This document summarizes the views of TCE's Executive Team on the progress of BHC at the mid-point, including significant accomplishments, mistakes made, and lessons learned.
Picking up Speed: Spreading, Scaling and Sustaining Momentum for Change (October 2016)	Shiree Teng, Consultant (Sources: interviews with 10 philanthropic colleagues and partners, from California and national foundations)	This mid-point report summarizes the views of selected foundation leaders about the challenges of spread, scale and sustainability; what factors promote spread and scale; and considerations for expanding the impact of the progress in BHC communities and statewide.
A Brief Synthesis of Cross-Site Measures of Progress Over the First Five Years (January 2017)	Tom David (Sources: interviews, Endowment documents)	This document is a retrospective summary of cross-site data that were collected to document and assess specific dimensions of BHC community efforts in the first half of the initiative.
Power, Place, and Public Health: A Briefing Paper on Community Health and Inclusive Development in California (May 2017)	Urban & Environmental Policy Institute, Occidental College (Sources: Multiple)	This report uses social determinants of health and movement building as two overlapping frameworks to establish an understanding of and commitment to addressing gentrification and displacement.
Voices of Partners: Findings from the Community/Stakeholder Engagement Study—Executive Summary (2017)	Center for the Study of Social Policy (Frank Farrow, Cheryl Rogers) (Sources: interviews and focus groups with 175 stakeholders nominated by TCE staff, including community partners, state advocates, adult and youth residents, evaluators and funders)	The report provides feedback from 175 stakeholders and partners who are engaged in or observers of BHC. Topics include the initiative's accomplishments, areas needing improvement, and priorities for sustaining the work.
Sustaining People Power: A Brief Based on A Pivot to Power: Lessons from The California Endowment's Building Healthy Communities about Place, Health, and Philanthropy (January 2018)	USC Equity Research Institute (Jennifer Ito and Manuel Pastor, with May Lin and Magaly Lopez) (Sources: A multi-disciplinary review of academic and popular literature; results from the Resident Driven Organizing Survey; interviews with organizers, funders, intermediaries, and academics who have a broader understanding of the organizing infrastructure in California.	This brief, based on "A Pivot to Power," (full report highlighted below) highlights successes and challenges in building people power during the first half of BHC and offers recommendations for the rest of the initiative.

Title/Date	Authors and Sources	Scope and Focus
A Pivot to Power: Lessons from The California Endowment's Building Healthy Communities about Place, Health, and Philanthropy (March 2018)	<p>USC Equity Research Institute (Jennifer Ito and Manuel Pastor, with May Lin and Magaly Lopez)</p> <p>(Sources: A multi-disciplinary review of academic and popular literature; results from the Resident Driven Organizing Survey; interviews with organizers, funders, intermediaries, and academics who have a broader understanding of the organizing infrastructure in California.</p>	<p>The report offers an updated look at BHC's efforts to build people power and discusses what it means to pivot from people power as a driver of change to people power as an end goal. In addition, this report provides lessons for other community change efforts, the health equity field, and other funders. While TCE supports organizing groups throughout California, the authors note that this report focuses primarily on the work taking place in the BHC sites.</p>
A Beloved Community: Promoting the Healing, Well-being, and Leadership Capacities of Boys and Young Men of Color (April 2018)	<p>Veronica Terriquez, Uriel Serrano</p> <p>(Sources: Youth Leadership and Health Study, interviews, participant observations)</p>	<p>This report highlights how community-based youth organizations, along with statewide and regional youth development opportunities, can enhance the civic capacities and well-being of boys and young men of color.</p>
The Health and Justice for All Power-Building Landscape Preliminary Assessment (October 2018)	<p>USC Equity Research Institute (In collaboration with Health and Justice for All Power-Building Landscape Working Group)</p> <p>(Sources: assessment of power-building organizational landscape in California, literature review; discussions within TCE and with partners; previous research dating back to 2008)</p>	<p>This brief provides a framework for understanding California's power-building ecosystem, shares key observations about the types and distribution of organizations in that ecosystem, and proposes new ways of conceptualizing and measuring power. It also includes preliminary criteria and considerations for TCE as the foundation continues to think about future investments to support the power-building ecosystem in its next phase of work.</p>
Ten Years of Building Community Power to Achieve Health Equity: A Retrospective (April 2020)	<p>Tom Pyun, THP Impact</p> <p>(Sources: document analysis, extensive review of administrative data sets and policy and legislative accomplishments, interviews)</p>	<p>This on-line report documents the major impacts and accomplishments of BHC, particularly on policy and system changes in the 14 BHC communities and statewide in California. Interactive links are provided to more detailed analyses of many of BHC's key accomplishments.</p>

Title/Date	Authors and Sources	Scope and Focus
A Review of BHC Grants and Investments, Issue Brief #1 (July 2020)	<p>Center for Outcomes Research and Education (CORE)</p> <p>(Sources: data from TCE's grants management system)</p>	<p>This issue brief analyzes TCE's total expenditures on BHC, over \$1.75 billion over 10 years, in terms of the nature of investments, the growth in investments in power-building, and the distribution of investments/grants by specific activity and grantee.</p>
<p>Foundation Role and Practice: Building Healthy Communities, 2010-2020 (Tom David and Prudence Brown, 2020)</p> <p>Sustaining Board Engagement: Building Healthy Communities, 2010-2020 (Prudence Brown and Tom David, 2020)</p>	<p>Center for the Study of Social Policy (Prudence Brown and Tom David)</p> <p>(Sources: interviews with TCE board members, literature review)</p>	<p>These two linked papers focus on different aspects of TCE board's role and activities during the decade of BHC. Together, they examine the multiple ways in which the board provided support for BHC; share board members' reflections on the risks and innovations of the initiative; and identify factors that helped the board sustain strong commitment for a 10-year investment.</p>