Dorothea Dix Park

Equity Plan Framework

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Abstract

This document was created to serve as a framing document for the development of an Equity Plan for Dorothea Dix Park. The call for an Equity Plan originated from the Master Planning Advisory Committee as a next steps action item following the adoption of the Dix Park Master Plan. To aid in the development of this Equity Plan, this framework will serve multiple purposes. First, a brief summary of the site’s history will be given, with additional focus on landscape uses and sensitive themes that have resulted from the site’s development. Second, a summary of the planning process to date will be given, with a focus on community outreach and engagement efforts. Third, a review of relevant literature will answer the following questions: 1) What is an equity plan? 2) What is the Park Equity Movement? 3) What are some comparable plans that can inform the creation of the Dix Park Equity Plan. Fourth and finally, project details that will aid in crafting the Equity Plan will be provided, including recommendations in the areas of process, potential partner organizations, and equity dimensions. These sections combine to provide a base of knowledge that will aid in the speed and thoroughness of the creation of the Dix Park Equity Plan.

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Introduction

Dix Park represents an unprecedented opportunity to create America’s next great public space. The park offers 308 acres of rich landscape, architectural history, and skyline views of Downtown Raleigh in an area that has been left almost unaffected by the growth and development that surrounds it. Dix Park is also one of the most historically significant new park projects in America. The site has a complex cultural history, from likely occupation of Native Americans, to 150 years as a slave-holding plantation, to 150 years as a mental health hospital, to the headquarters of a state agency, the property has evolved over time to meet the needs of its users. The understanding of this history is crucial to the future development of the park.

The Dix Park project presents the people, organizations, and institutions that support the region a once-in-a-lifetime opportunity to rediscover and redefine the property. If successful, Dix Park will become a place that welcomes all and is a destination of choice for generations to come.

In 2015, the City of Raleigh finalized the purchase of a 308-acre plot of land that was the previous site of the Dorothea Dix Mental Health Hospital. The culmination of more than a decade of work from all levels of stakeholders, the purchase of the property for $52M represented significant cooperation between the State of North Carolina, the City of Raleigh, and a number grassroots community groups organized to support the transformation of the site as to a park. There are many features that make the site significant today. These include an active rail line, a cemetery, a historic grove, an active greenway trail, and a grand open meadow, to name a few. The site holds architectural significance as well, recognized in the Dix Hill National Register Historic District focused around the historic A.J. Davis original hospital structure. Eighty-four additional structures, for a total of 1.2 million square feet of building space, exist throughout the grounds.

As part of the purchase agreement, multiple tenants currently leaseback parts of the site to the City, including North Carolina Futbol Club, North Carolina State University, Healing Transitions, and the Department of Health and Human Services. Bordering the park are a variety of institutions and neighborhoods, including Pullen Park, Governor Morehead School, Central Prison, Boylan Heights Neighborhood, Caraleigh and Fuller Heights Neighborhood, the State Farmer’s Market, NC State University Spring Hill Campus, and the Kirby-Bilyeu/Pullen Terraces Neighborhood. Dix Park is adjacent to NCSU’s Centennial campus and the Holy Name of Jesus Cathedral.
Saying the site has a complex history is an oversimplification. Dix Park exhibits the full range of human experiences, some easier to reconcile than others. What is truly significant about Dix Hill is the direct connection to these experiences that continue to exist. As development occurs across the city and region, the number of places that provide this type of historical connection dwindle, increasing the importance of recognizing and respecting this site legacy. It is not often that communities are faced with the past, as directly as they are with the Dix Hill, and it is less frequent that they actively work to come to terms with a history often forgotten. This is the opportunity of Dix Park, as this history must not only be captured and preserved but metabolized to be part of the future of the Park experience.

As part of the Dorothea Dix Park master planning process, firm Suzanne Turner Associates was hired to compile a Historical Data Report¹ focused on ‘creating an understanding of the site’s historic landscape layers’. In an effort to organize the site’s history, this report identified nine Landscape Layers (at right) that signify significant periods in the site’s development. The report goes on to summarize each layer significance to the future development of the park with the intended purpose of these summaries to “help readers gain a general understanding of the significance of each layer, to help [the community] gain insight into the level of complexity that the Dix Park site- and all landscapes- contained, and to help park decision makers consider what aspects of each layer may demand more targeted and in-depth exploration”⁴.

Also included in this report is the identification of ‘Sensitive Themes’ (at right). These themes represent actions that occurred on the site that have disrupted, desecrated, or disturbed either the experience of the people or legacy of the place to the point of significantly altering the site’s history. Any movement forward should recognize the potential sensitivities and enduring reverberations influencing the Park’s perception in the community.

¹ Historical Data Report
Suzanne Turner Associates

SITE HISTORY AND LEGACY

SIGNIFICANT LANDSCAPE LAYERS

- Landscape as Hunting Grounds and Tribal Dwelling (pre-historic period- 1700’s)
- Landscape as a Source of Wealth (1750-1850)
- Landscape as Product of Laborers (1750-1973)
- Landscape as Encampment (1865)
- Landscape as Burial Ground (1750-1972)
- Landscape as a Dumping Ground (1950-1972)
- Landscape as a Therapeutic Setting; Landscape as Medicinal (1850-1975)
- Landscape as Place of Transcendence and Recreation (1950-2011)
- Landscape as Infrastructure

SENSITIVE THEMES

- Removal of Indigenous Americans, lack of attention to their potential existence on the site
- Conflict in local population over the the American Revolution and loyalties
- Human chattel slavery as means to large-scale agriculture
- Treatment of marginalized members of the community through history
- Use of enslaved labor to construct public institutions
- Violence, physical destruction, hatred and familial division caused by the Civil War
- Use of mental patients as unpaid agricultural labor
- Prevalence of graft in administration of public institutions
- Irresponsible disposal/burial of human remains and deceased patients
- Desecration of natural resources- stream channelization, changes to natural topography causing erosion, accommodation of desired transportation routes rather than maintaining stability of natural systems, lack of vegetative management resulting in loss of diversity in plant and wildlife species, no program for removal of exotic invasive vegetation
- Use of landscape for municipal dumping with no determination of appropriateness of site conditions for use
Equity Plan Framework

2 | Process

The Dorothea Dix Park Master Planning process was a 22-month initiative lead by the City of Raleigh Parks, Recreation, and Cultural Resources Department. As a Master Plan, the goal of this initiative was to develop a high-level, guiding document for transitioning what was a hospital campus site to a destination park. The planning process was built on four principles that shaped every aspect of the process. These were: OPEN: analysis and decision-making steps were organized and shared regularly; INCLUSIVE: a wide variety of stakeholders were invited to participate; ITERATIVE: ideas were developed through several rounds of review and refinement; ACTIVE: meetings, presentations, events, and tours were held at a variety of locations, including at the park².

To kick off the process, the City of Raleigh led a competitive 6-month application process to select a team of consultants for the development of a master plan for Dorothea Dix Park. The project goal was bold and aspirational: to create the ‘most remarkable new public park in America’. Proposals were evaluated by the Dorothea Dix Park Master Plan Executive Committee (MPEC), an 8-member committee comprised of elected officials, senior city staff, and local community leaders, and teams were selected and invited to submit a proposal for the project. From these proposals, a group of finalists were selected and asked to interview, and in February 2017, MPEC recommended the selection of Michael Van Valkenburg Associates (MVVA) to lead the creation of the Master Plan. It is important to note that the City’s non-profit philanthropic partner, the Dorothea Dix Park Conservancy, raised the money to support the Master Planning effort.

The planning process involved the creation of several levels of committees and groups to guide the development of the plan and represent community interests. MPEC, as previously mentioned was established to serve as leadership for the process and the final recommendation step before City Council approval. The Master Plan Advisory Committee (MPAC) was the second group to form and was appointed by City Council through a public application process to serve as the primary community representation and input in the process. Intentionally created to be diverse in
Engagement Strategy

To guide community involvement and feedback collection in the planning process, a Master Plan Outreach Strategy was prepared by the Dix Park Planning Team in August of 2017. The strategy was developed from a survey of best practices in engagement and represented an intentional decision for the City, as the trusted and established entity, to run the outreach and engagement process. The focus of the strategy was creating connections and building relationships in a purposely broad manner to reflect the broad nature of a master plan. The goal of the Master Planning Outreach Strategy was to provide a variety of opportunities for individuals to explore and shape the future of Dorothea Dix Park. Three main categories of engagement were developed which included experience-based engagement, traditional engagement, and online engagement.

Outcomes

Throughout the planning process, documentation of engagement efforts was collected when possible in the form of statistics. These outreach statistics provide an overarching view of public engagement efforts, their relation to the initial strategy, and speak to the community’s role in the development of the Master Plan.

Experience Based Engagement

1. Special Events

Targeted at the regional community to bring a large and diverse audience the park.

Statistics: 27 events, 58568 participants

2. Festivals:

By the planning team having a presence at existing events, the team engaged a large and diverse audience in planning processes.

- African American Cultural Festival (Sept. 2017/2018)
- International Festival (October 2017)
- SPARKcon (September 2017)
- Hopscotch Design Festival (September 2017)
- Boylan Heights Art Walk (December 2017)
- International Food Festival (June 2018)
- Raleigh Tamale (March 2018)
- Letterland (May 2018)

3. Programs and Activities:

Ongoing programs and activities were focused on the local community, were smaller in scale, were diverse and targeted to different groups, and involved gathering community feedback on the plan.

Statistics: 96 events, 5272 participants

4. Walking Tours and Presentations:

In addition to walking tours provided to the general public, the Dix Park Planning Team gave 138 walking tours, 23 driving tours and 92 presentations community groups and local businesses to educate people about the past, present, and future of Dorothea Dix Park. Presentations and tours were given for the groups listed in the following spread.

Experience Based

This category of engagement represents a combination of efforts to meet people where they make planning fun and interesting. By providing enjoyable and memorable experiences, community members were able to build a personal relationship with the park that will encourage investment and involvement in the parks’ future.
NEIGHBORHOOD AND COMMUNITY GROUPS

American Association of Retired Persons
Atlantic CAC
Bedford at Falls River HOA
Boy Scouts-Occoneechee Council
Boyland Heights Neighborhood Association
Capital City Rotary Club
Carolina Country Club
Central Citizens Advisory Council
Colonial Dames
Crabtree Rotary Club
East CAC
El Pueblo
Executives Club of Raleigh
Five Points CAC
Forestville CAC
Fuller Heights Neighborhood Association
Girls Scouts
Glenwood CAC
Hillsborough CAC
Hillsborough Street Community Service Corp
Junior League of Raleigh
Kirby Blythe Neighborhood Association
Kiwanis Club
Lake Lynn Group
Leadership Raleigh
Midtown CAC
Mordecai CAC
North CAC
North Central CAC
North Hills Club
North Raleigh Exchange Club
North Raleigh Rotary Club
Northeast CAC
Northwest CAC
Raleigh Adventure Club
Raleigh Relic Society
Readers Club NC
Rotary Club of the Capital City
Senior Clubs-Five Points Center
South CAC
South Central CAC
Southwest CAC
Springmoor Retirement Community
Swift Creek Community
The Cardinal
Triangle Chapter of the Military Officers Association (MOAA)
West CAC
West Raleigh Rotary Club

ENVIRONMENTAL GROUPS

Coley Forest North Garden Club
Down to Earth Garden Club
Duke Gardens Piedmont Prairie
Project Exploring North Carolina
Inter Faith Food Shuttle
J C Raulston Arboretum
National Audubon Society
NC Museum of Natural Sciences
Raleigh Garden Club
Sierra Club
Capital Group Teen Service Corp
Triangle Land Conservancy
Wake County Soil and Water

FAITH BASED GROUPS

Catholic Diocese Christ Church
Church Fellowship Committee
Racial Awareness, Religious Education Christ Church Raleigh
St. Michaels Episcopal Church
Treasuring Christ Church
Western Boulevard Presbyterian Church
Wesley Memorial Presbyterian Church
Arts Commission
Burning Coal Theater Company
Contemporary Art Museum of Raleigh Carolina Ballet
City of Raleigh Arts Commission
Deep South Entertainment
Imurj
Marbles Kids Museum
NC Department of Cultural Resources Public Art and Design Board
Raleigh Fine Arts Society
Raleigh Little Theater

INSTITUTIONS AND GOVERNMENT

Congressman Price and Staff
State Department of Agriculture
State Department of Environmental Quality
Historic Resources and Museum
Advisory Board Junior Interpreters Program-COR Museum
Parks, Rec and Greenways Board
Raleigh Historic Cemeteries
Advisory Board
Raleigh Urban Design Center
Statewide Economic Conference
Wake County Economic Development
Wake County Human Services

BUSINESSES

Ark Wealth
Chamber of Commerce
Citi
Coldwell Banker
Crisp Agency
Cunningham Recreation Development Counselors
International Design Dimension, Inc.
Enso Movement
GameTime
Gensler
Greater Raleigh Convention and Visitors Bureau IPREO
Irregardless Cafe
Kane Reality
LSPs
Raleigh Denim Workshop
Red Hat
Trophy

NONPROFITS

Advocates for Health in Action
A. J. Fletcher Foundation
Alliance Medical Ministry
Capital Area Food Network
downtown Raleigh Alliance
Healing Transitions
Helping Hands Mission
International Coalition of Sites of Conscience
John Locke Foundation
National Alliance on Mental Illness
NCFC
Neighbor to Neighbor
Preservation North Carolina
Raleigh Chamber of Commerce
Raleigh City Farm
Raleigh Historic Development
Commission
The Cultural Landscape Foundation
Triangle Community Foundation
Triangle J Council of Governments

ARTS AND CULTURE

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Dix Park Equity Plan Framework

5. Temporary Installations:
Using Dix Park as a space to showcase Raleigh’s creative community and involve this population in the future of the park.
- Parkour course with Enso Movement at Spring Fling- April 2018
- Pop Up Mile with Sir Walter Miler- October 2017 and 2018
- Kite Pavilion with Tactile Studios and Clark Nexus - June 2018
- Art in Bloom- March 2018
- Light the Woods with Sound, with Glas Studio- May 2018

6. Educational Events and Conferences:
Creating opportunities for the community to learn from local and national experts on a variety of topics relevant to the development of Dix Park.
Statistics: 15 educational events, 2157 participants.

Conferences and Symposia
- Innovate Raleigh
- Connections 81.2
- NC Urban Forestry Conference
- Institute for Urban Parks
- Dig In!
- Raleigh Urban Design Conference
- The Perennial Plant Conference
- Growing In Place Symposium
- Rabbin Symposium on Urban Sustainability

7. Community Roadshows:
Taking the planning process to the community. The Planning Team hosted 6 roadshows to increase community engagement in underrepresented communities.

8. Youth Engagement:
During the summer of 2018, City Staff led tours and design sessions with the Parks Recreation and Cultural Resources (PRCR) summer camps and YMCA Summer Camps. During the summer design sessions, kids were asked questions designed to understand their both their experience playing and their attitudes, perceptions, and desires for park designs. Both their designs and the feelings were shared with MVVA.
- PRCR Summer X-Press Camp: 36 sites, 1388 kids ages 5-13, 168 camp counselors
- Teen X-Treme X-Travaganza: 108 teens ages 12-14, 28 camp counselors
- YMCA Summer Camps: 4 locations, 400 kids, 50 counselors

9. Schools and University Engagement:
Local schools and institutions were involved in a range of educational events, student and faculty projects, and demographically specific programming.

Wake STEM Early College High School
Governor Morehead School
Lacey Elementary
NC Central University
NC State University
- Caldwell Fellows
- College of Design
- College of Natural Resources
- Hunt Library
- Natural Learning Initiative
- Osher Lifelong Learning Institute

Project Enlightenment
Saint Augustine’s University
Shaw University
St. David’s School
St. Francis Assisi
St. Mary’s School
St. Timothy’s
UNC at Chapel Hill
- Communities Histories Workshop
- Dept. of City & Regional Planning
- Gillings School of Public Health
- School of Medicine
University of Virginia
Wake County Public Schools
Wake Technical Community College
Washington Elementary School
William Peace University

University Remix: Additionally, the Dix Park Planning Team worked with a group of NCSU Caldwell Fellows to design an event specifically for college students to give feedback on the master plan and future events at the park. In planning for the event, the Caldwell Fellows brought together Student Government Presidents from each college in the area: Shaw University, St. Augustine’s, NC State, William Peace University, Wake Tech, and Meredith College. Over 400 students from these surrounding colleges attended the event.
Traditional Engagement

1. Community Meetings
In partnership with MVVA, the Planning Team hosted five large-scale community meetings across the 22-month planning process. The community at large was invited to participate in these forums.

Statistics:
Community Meeting #1: 11/16/2017
Hunt Library 357 in attendance

Community Meeting #2: 03/22/2018
AJ Fletcher Theatre 300 in attendance

Community Meeting #3: 06/13/2018
Haywood Gym 515 in attendance

Community Meeting #4: 10/04/2018
Union Station 439 in attendance

Community Meeting #5: 02/06/2019
Convention Center 1611 in attendance

2. Master Plan Executive Committee (MPEC)
Master Plan Executive Committee meetings were held quarterly during the beginning of the planning process and increased to bi-monthly during the final six months of the planning process.

3. Master Plan Advisory Committee (MPAC)
The Master Plan Advisory Committee met bi-monthly during the planning process increasing frequency to bi-monthly during the final months of the planning process.

4. Workgroup Meetings
The Workgroups met quarterly during the planning process.

5. Stakeholder Work Sessions
In addition to large-format community meetings, MVVA hosted smaller discussions with key stakeholders including neighboring institutions to the park, city and state agencies, local designer groups, and local wildlife experts. The Executive Committee furthered and supported that outreach through additional stakeholder discussions.

Online Engagement

1. Website
The Planning Team created a dedicated website for Dorothea Dix Park. The interim website launched at the end of August 2017 with the full site launch mid-September. Not only is the website a place for information sharing but it also provides a platform for the community to voice their opinions on the future of Dix Park.

2. Neighborland
 Neighborland, an online engagement platform, was utilized to empower citizens to collaborate with each other, staff, the design team and others during the master planning process. Neighborland has multi-lingual functionality that ensured that every voice that wants to participate is able. https://neighborland.com/.
Statistics: 2017-2018 Neighborland participation totaled:
14,477 participants
6,355 active contributors
180 ideas shared

3. Social Media
For the first time in the Parks Recreation and Cultural Resources history, the City created social media accounts specifically dedicated to one park. Dorothea Dix Park now owns and operates accounts on Twitter, Instagram and Facebook, all of which dramatically help build awareness about the park. Dix Park Staff used social media to inform the community about the master plan, promote events, share the rich history of the site, and interact with the public.

All people regardless of income level, ethnicity, gender, ability, or age, should have equal access to public parks.
-APA
The conclusion of a 22-month engagement process in February 2019 with the unanimous Raleigh City Council approval of the Dix Park Master Plan provided an opportunity to review and evaluate outreach and engagement efforts completed to date. As community engagement will continue to be a critical part of the development of Dix Park moving forward, an understanding of process successes, critiques, lessons learned, and next steps is needed. A process debrief discussion was held February 15, 2019 and this write-up was drafted in response to this discussion.

MITIGATING FACTORS

Before review of the process, it is important to identify several mitigating factors that may have influenced the successfulness of the process.

1. New Relationships: With any new process, it takes time to build strong and effective organizational relationship processes. As the plan developed, these relationships were strengthened and clarified to the benefit of the process.

2. New Process: The design team hired to complete the Master Plan, MVVA, utilizes an iterative design process. This introduction of this type of process involved a learning curve on how to best support and enhance their work.

3. Resources: With any project, resource limitations and staff capacity affect outcomes related to project extensiveness and breadth.

4. Planning Process Realities: Traditionally, government-run planning process engage only a subsection of the population. As the process developed, the team worked to overcome historic barriers to community engagement. Understanding how the fields of planning and recreation are viewed across the population is an important aspect of the process.

ENGAGEMENT REVIEW

This section responded to the discussion around the following questions: What areas was this process successful? Who was successful represented? What types of engagement were effective and efficient?

1. Building General Awareness: A significant effort in this engagement process was devoted to building general awareness of the park and informing the community about the opportunity to participate in the master planning process. With over 65,000 people reached through a multi-pronged outreach effort, engagement successfully built an informed and impassioned community. This represents a successful implementation of a purposefully broad strategy for community engagement.

2. Master Plan Advisory Committee: As a citizen advisory body, the Master Plan Advisory Committee exemplifies the effective utilization of critical community knowledge and was representative of the broad range of perspectives of the larger community. This committee was actively involved in the master planning process and proved passionate about the park progress. The desires and actions of this committee were respected by the community, the park planning staff, and the design team.

3. Creativity and diversity of outreach and programming: A major success of this round of community engagement was the constant focus on bringing creativity and diversity to traditional outreach strategies. By providing a range of opportunities for involvement, including lecture series and educational events, youth and university focused programming, and event-based outreach to ‘meet people where they are’, engagement reached and involved a widespread and diverse demographic. This effort was recognized for going over and above traditional engagement practices and constantly providing a ‘wow factor’ that encouraged engagement.

4. Relationship Building: Through a dedicated public-facing process, the planning team was able to offer a high level of approachability and responsiveness to the community while sustaining high levels of transparency. Engagement on the individual level was reached by providing ample opportunity for involvement throughout the process. Strong relationships with neighbors, professional organizations, citizen groups, clubs, officials, designers, and city staff will provide a strong base for future collaboration.

5. Feedback Collection and Documentation: Throughout the 2-year engagement process, thousands and thousands of pieces of community feedback have been collected, documented, and shared with the appropriate parties. This information base will serve as the foundations for future phases of work. Additionally, thousands of Master Plan Book comments were processed from both internal staff review and the public comment period that were critical to the provision of a strong Master Plan.
CRITIQUES

This section responded to the discussion around the following questions: What critiques have we heard from the community about the engagement process? What personal critiques do we have? What was difficult? Who was left out of the process? Where were was the team inefficient or ineffective?

1. Feedback Loop: While massive amounts of feedback were collected and documented, synthesis of feedback for more meaningful sharing purposes could have been stronger. Expectations about the use of feedback and its role in crafting the plan were not made consistently clear or redefined throughout the process.

2. Work Groups: Formed originally as an outlet for MPAC applicants, the sheer size of the Work Groups proved extremely resource intensive and lacked the desired impact on the process. Work Group structure was established in an early phase of the project and did not evolve with the planning process to address new needs.

3. Decision Making Structure: As a complex city-wide public project with multiple levels of committees of varying levels of decision making power, the decision-making structure felt confusing to some stakeholders. Reinforcement of the decision-making structure and reminder of group’s purpose or power after initial establishment of groups was not consistently communicated. While an early priority, effective interfacing was lacking between committees, leading to confusion of roles and lack of awareness of other group’s actions. Additionally, some community members felt that there was a lack of a system to empower non-formalized participant’s interests.

4. Underrepresented Groups/Communities of Color: While aware of traditional gaps of engagement, this round of engagement did not fully reach the desired level of involvement for traditionally underrepresented groups, particularly communities of color. Created as a direct engagement opportunity to address these gaps, community roadshows were unsuccessful in these purposes and retooled mid-process to be more effective.

5. Established Strategies: With a high focus on inventive and exciting engagement strategies, several established strategies went underutilized. These include focus groups and the potential for existing city commissions to become more involved. Additionally, departmental and city policies and procedures already in place could have provided more efficient work flow in some areas.

LESSONS LEARNED

This section responded to the discussion around the following questions: Acknowledging both successes and critiques, what has the team learned from the process? What goals does the team have for future engagement efforts? What would the team do the same/differently?

1. Clear Expectations of Involved Parties: Clear expectations of committees, as well as where they are located within the decision-making process, is key for process transparency and should be reinforced throughout the process. This will aid in clearing confusion around roles and duties of committees and assure efficient use of committee time on appropriate matters.

2. Build Off of Existing Departmental and City Relationships: Situated inside of the Parks, Recreation, and Cultural Resources department, the planning team should aim to make use of existing community relationships to work towards more inclusive outreach. As a trusted source of information, community centers located across the city have built strong relationships with their surrounding communities and can provide insight and inroads to reaching their local community. Additionally, to augment the many novel strategies employed in this previous outreach, existing departmental policies, procedures, and resources should also be utilized and applied.

3. Understand our Process Needs: As direct representatives of the community, the planning team understands there are certain community needs and desires that must be met. While the team must trust our partners processes, the team also must trust and prioritize team needs to assure success of the process.

4. Engagement Responsibilities: Responsibilities related to all aspects of community engagement, and the roles each entity (City, Conservancy, committees) has should be defined and made clear to all parties. Trust between groups to handle outreach needs based on their strengths will aid in more efficient work distribution and strengths utilization.

5. Clarity of Responsiveness: While it may be clear to those involved in the daily work of the project, responsiveness to community input and feedback should be a priority for future phases. Heightened visibility of responsiveness in the product would have provided clarity and community assurance of their critical role, leading to easier support.

6. Clarity of Engagement Needs and Committee Objectives: It is not the intent of the engagement process to provide an opportunity to design by committee. Conversely, committees, and the larger community, should provide input appropriate to their knowledge, experience, and skills. Strong community outreach should actively utilize techniques of gathering appropriate community input.
FUTURE ENGAGEMENT GOALS

As the Master Plan was a high-level document, community engagement in this part of the process aimed to also be high level. Future phases will focus on more detailed and specific areas of park development, and thus more strategic and focused outreach efforts will be appropriate. Additionally, as staff responsibilities shift towards project management and away from general community engagement efforts, a more targeted and strategic outreach will be required. A distributed model of community engagement will continue to provide a high level of community engagement, however with increased sharing and delegation of roles and responsibilities.

WHAT IS AN EQUITY PLAN?

Nominally, equity focused plans are a relatively novel concept. While equity and equitable development initiatives have increased in traditional plans and planning efforts, they usually represent a sub-focus of a larger framework of goals and objectives for development, if included at all. An equity plan, or the related ‘equitable development plan’ seeks to do the opposite: by bringing issues of equity to the forefront, an equity plan uses them as a lens through which to view all plan components. While the ‘equitable development plan’ is the more common plan, the broader and more inclusive ‘equity plan’ can speak to variety of components both inside and outside of the development process that merit inclusion. Determining the appropriate plan type is a factor of the project type, area history, and development goals.

There are several definitions of equity and equitable development that should inform the creation of this type of plan. Policy Link defines equitable development as a “place-based manifestation of equity” with the desired outcome being the “establishment of communities of opportunity that are characterized by just and fair inclusion, that build public will for equity solutions, and that expand the capacity of local leaders and residents to drive resources towards improvement the quality of life in underinvested communities”.³ Policy Link goes on to offer that context-based equitable development should be informed by culture and be built on the commonalities in value systems and practices that communities share.³ The Government Alliance on Race and Equity (GARE) defines equitable development as such: “quality of life outcomes, such as affordable housing, quality education, living wage employment, healthy environments, and transportation, are equitable experienced by the people currently living and working in a neighborhood, as well as for new people moving in”.⁴ GARE notes that equitable development requires “public and private investments, programs, and policies for neighborhoods that meet the needs of residents, including communities of color, and reduce racial disparities, taking into account past history and current conditions”⁴.

Building from these definitions, it’s clear that the term equity covers a multifaceted array of elements. Research shows that the larger equity movement is inclusive of

³ Creating Change Through Arts, Culture, and Equitable Development
Policy Link

⁴ Equitable Development as a Tool to Advance Racial Equity
National Recreation and Parks Association
other adjacent movements. First, there is a foundation of equitable development as a tool to advance racial equity. As a major component of social equity, racial equity can be defined as “when race can no longer be used to predict life outcomes, and life outcomes for all groups are improved”⁴. To accomplish this goal, the Racial Equity Alliance says this requires fair and just inclusion of all residents into a regional, economic, social, and political life.⁵ In development, this can be extended to mean that equitable development benefits and burdens of growth should be equitably shared between all people groups, across race, but also ethnic backgrounds, incomes, and geographies, and neighborhoods. This goal requires a “coordinated and comprehensive approach to investments, policies, and protections to prevent displacement of vulnerable residents, businesses, and community organization”, a foundational aspiration for this equity plan framework.⁴

As an inherently cross-disciplinary initiative, other movements exist whose goals and objectives dovetail nicely with equitable development. A second movement is Placemaking, which “empowers communities to tap into arts and local culture to express a space’s identity and acknowledge its historical and social value”.⁵ When implemented successfully, placemaking has been found to also serve as a powerful equitable development tool by leveraging local assets to foster healthy, culturally rich, and thriving spaces that encourage transformative change, particularly in low-income and distressed neighborhoods. This process can aid the community in regaining market strength and encouraging growth in underserved areas.⁶ There is also an interaction of equitable development with Cultural Arts Movements. These movements bring together artists, leaders of cultural organizations, culture bearers, municipal planners, grassroots leaders, community developers, government officials, residents, neighborhoods, and philanthropy to shape policy that builds and sustains resilient, inclusive, and prosperous communities.⁷ At the intersection of equitable development and cultural arts are the overlapping goals of identifying and securing cultural assets, building greater social cohesion, and feeding economic vibrancy.

Equity also means different things in different contexts. An early step in creation of any equity framework is the development of equity principles that are specific to the needs of the project and the community. One need not start from scratch, as there are examples of principles that can serve as a foundation. One such example comes from GARE, who puts forth their own Framework for Advancing Equitable Development, which is designed to not be context specific but rather a template to apply to situations. GARE notes, “this Framework, with its equity drivers and outcomes, functions as an analytical tool to guide implementation to reduce disparities and achieve equitable outcomes for marginalized populations.”⁸ GARE’s Framework’s equity drivers build on the Puget Sound Regional Equity Network’s Principles of Equitable Development, a recognized standard that has been successfully adapted to many situations. ⁴

**Puget Sound Regional Network Principles of Equitable Development**⁶

1. **Advance Economic Opportunity.** Promote local economic development and entrepreneurial opportunities, enhance community-serving establishments, and increase quality living wage jobs for people in all neighborhoods.

2. **Prevent Displacement.** Develop policies and programs that allow anyone who wants to live in the community to do so, especially current residents, and discourage displacement of viable small businesses that serve community needs.

3. **Preserve and Expand Affordable Housing Options.** Create healthy, safe, and affordable housing for all family sizes and incomes in all neighborhoods.

4. **Understand and Respond to Local Context.** Respect local community character, cultural diversity, and values. Preserve and strengthen intact neighborhoods, building upon their local assets and resources.

5. **Promote Broader Mobility and Connectivity.** Prioritize an effective and affordable public transportation network that supports transit-dependent communities and provides equitable access to core services and amenities, including employment, education, and health and social services.

6. **Practice Meaningful Community Engagement.** Require local community participation and leadership in decision-making to reflect a diversity of voices, including targeted strategies to engage historically marginalized communities. Build cultural competence and responsiveness among all stakeholders, and structure planning processes to be clear, accessible and engaging.

7. **Develop Healthy and Safe Communities.** Create built environments that enhance community health through public amenities (schools, parks, open spaces, complete streets, health care, and other services), access to affordable healthy food, improved air quality, and safe and inviting environments.

8. **Promote Environmental Justice.** Eliminate disproportionate environmental burdens and ensure an equitable share of environmental benefits for existing communities. Secure resources to mitigate and reverse the effects of environmental hazards past and present.

9. **Achieve Full Accessibility.** Ensure any development that results from investments in the built environment is accessible and welcoming to people regardless of age, physical condition, or language.
WHY IS AN EQUITY PLAN NEEDED?

There are many arguments that make the case for why an Equity Plan is a necessary piece to the Dix Park development. First, the initial recommendation for a plan of this type came from the Master Plan Advisory Committee as an immediate next step in the Dix Park planning process to assure the community as a whole benefits from the creation of the park. Policy Link notes that without equity, community redevelopment can “improve a physical place but leave the people behind, stifle broad creativity, bring economic benefit to only a few, lead to a homogenous community, or displace many.”

The principle of equity has been a common theme identified by the community throughout the 22-month community engagement period, and the development of an equity plan is the natural response to this feedback.

Second, there is significant research that demonstrates the possible effects, positive and negative, of a project of this scale and type. The American Society of Landscape Architects (ASLA), in an article on building community through inclusive park decisions, notes that “new parks can often become agents of gentrification if they are not planned with all the community” and “easy access to green space contributes to the quality of life that's key to attracting and keeping residents and businesses”.

A larger trend in the development and funding of park systems has been brought to light. This article posits that in many cases there is a two-tiered system of parks and open space, where some parks receive more resources and attention, while minority and underserved communities have fewer and less maintained parks.

The Great Urban Parks Campaign, from the APA and National Recreation and Parks Association (NRPA), highlights the critical role that “equity and community engagement play in the provision of high-quality parks and recreation facilities”.

The campaign's purpose is to “demonstrate the effectiveness of green infrastructure in parks to provide positive environmental and social benefits, including increasing public park access in underserved, low income, and minority communities”.

As a response to these findings, a larger movement in park development based around the democratic inclusiveness of park and open spaces has also gained traction. The Trust for Public Land, the Urban Land Institute, and the National Parks and Recreation Association created a campaign in 2017 to promote the idea that everyone should live within a 10-minute walk of a park. They note that 134 mayors, including Raleigh Mayor Nancy McFarlane, have already signed on to the campaign.

While in many ways intuitive, the reasons behind the initiative to redress equity in park distribution and resource provision are clear. The Trust for Public Land identifies that “easy access to green space contributes to the quality of life that’s key to attracting and keeping residents and businesses”.

On an individual level, they also identify that people who use parks on a regular basis get more and higher quality exercise than people who don’t. The APA adds to these sentiments, saying that living closer to higher quality parks and green space “has been shown to lead to increased physical activity and positive health impacts, strengthen emotion bonds to nearby communities, encourage community engagement, increase economic opportunity, and lower crime rates”.

For 80% of Americans who live in or near a city, neighborhood parks offer the closest connection to nature, to cultural festivals and gathering spaces, and to low-cost exercise. Clean, safe, well-resourced parks are not only places of play, recreation, and physical activity, they are also spaces for connecting with neighbors to foster connection, cultural expression, and a sense of community.

The Trust for Public Land, provides a strong summary of eight ways that parks can improve your health.
Equity Plan Framework

EQUITY PLAN COMPARISONS

Understanding what relevant work exists in this subfield of park planning is critical to producing the highest quality product. Plan comparables were explored at the park specific, city departmental, and park system-wide levels.

11TH STREET BRIDGE PARK

The standard bearer for park-specific equitable development plans comes from the 11th Street Bridge Park project in Washington D.C. Entitled their Equitable Development Plan, this community-led and equity-focused initiative serves as both a steering and supporting document for assuring that the project stakeholders understood the range of potential impacts of a project of this type. This document also provides direction for capitalizing on the opportunities created from the park’s development. The community group leading this charge, Building Bridges Across the River (BBAR), has sought to improve the quality of life for families living east of the river by “combat[ting] systemic inequity facing black residents in Southeast DC with a multi-sector approach to address significant social, health, and environmental and economic disparities within our cities.”

BBAR, in partnership with Local Initiatives Support Corporation in DC (LISC DC) conceived of the need for a plan of this type and managed the multi-year process of plan development.

The 11th Street Bridge Park project itself seeks to repurpose existing bridge infrastructure over the Anacostia River as a destination recreation and public space attraction southeast of downtown. As the project vision developed, it became clear to many involved that the Bridge Park project represented more than a park project. In particular, the Bridge Park could “symbolize a new unity and connection between a booming area of the city and one that has been [historically] excluded.”

Significant community involvement and engagement brought a new goal for the project into focus: to serve as an anchor for equitable and inclusive economic growth and development that provides opportunities for all residents regardless of income and demography. By taking a comprehensive approach to identifying and addressing community needs, the Equitable Development Plan identifies action areas and supporting strategies for accomplishing each goal. The plan is aspirational in its desire to serve as a leading example of a truly community-driven planning process committed to reversing the traditional development narrative and hopes other projects can model their development, creating a world-class public space in an equitable manner. This plan was adopted in November 2015.

11TH STREET BRIDGE ACTION AREAS AND STRATEGIES

Workforce development: A high percentage of residents living adjacent to the Street Bridge Park are either unemployed or not in the labor force. Working collaboratively with the D.C Government, workforce development organizations, contractors, surrounding communities and workers, the 11th SBP will prioritize the hiring of neighborhood residents for job opportunities on the Bridge Park.

- Strategy 1: Construction-Phase Jobs
- Strategy 2: Post Construction Jobs
- Strategy 3: Equitable distribution of funding and programming
- Strategy 4: Build capacity of local artists

Small Business Enterprises: Local small businesses provide wealth-building opportunities and increase job opportunities for residents, as well as enhance vibrancy and uniqueness of the neighborhood. The Street Bridge Park is committed to supporting new and existing local small businesses surrounding the park both directly and through partnerships with economic development organizations and others.

- Strategy 1: Businesses at the park
- Strategy 2: Connection to business corridors

Housing: Recognizing that signature parks can increase surrounding property values, the Street Bridge Park is committed to working with partners and stakeholders to ensure that existing residents surrounding the BP can continue to afford to live in their neighborhood once the park is built, and that affordable homeownership and rental opportunities exist nearby.

- Strategy 1: Educate and inform
- Strategy 2: Preserve and expand affordable housing
- Strategy 3: Partnerships to support and advocate

Arts and Culture: The Street Bridge Park will serve as a platform to celebrate the history and culture of communities on both sides of the River, and in particular, to amplify the stories, cultures, and heritage of African American residents.

- Strategy 1: Information hub
- Strategy 2: Accessibility
- Strategy 3: Space
- Strategy 4: Programming

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7 Building Community Through Inclusive and Equitable Parks
American Society of Landscape Architects

11th Street Bridge Park Equitable Development Plan
Urban Institute

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9 Building Community Through Inclusive and Equitable Parks
American Society of Landscape Architects

12 Equitable Development Planning and Urban Park Space
Urban Institute
Lessons Learned Part 1

As part of their Equitable Development Plan, the 11th Street Bridge Park included a Lessons Learned section that described insight into their process, structure, and theory.

START EARLY: At the 11th Street Bridge Park, we started to formulate our Equitable Development Plan 5 years before we plan to open.

LEARN FROM THE FIELD: We talked to like-minded parks across the country to learn from their work.

DATA INFORMED DECISIONS: Before trying to create specific recommendations, we worked with our colleagues at LISC DC to bring together experts to assemble data on those who live near the Bridge Park. This included existing property values and their change over time, renters vs. homeowners, demographics, poverty levels and the Area Median Income (AMI). This was critical to forming our action items.

BE INTENTIONAL: It is important to embed equity and inclusivity in all of our work. As you bring in additional team members, take the extra time it sometimes requires to identify diverse and local candidates.

ENGAGE THE COMMUNITY: To form our Equitable Development Plan, we held a series of brainstorming sessions with key stakeholders with diverse backgrounds. When we had an early draft of the plan, we held large public sessions for additional feedback to help us prioritize these ideas and to identify existing community organizations that could help us implement these recommendations. Finally, we posted a draft version online for public comment.

TAKE A MULTI-SECTOR APPROACH: We began this effort focusing on affordable housing issues, but quickly learned that safe and secure housing was so much more difficult without gainful employment, so we added workforce development and small business enterprises. Each of these areas are deeply interconnected and should not be considered in their own separate silos. We’ve recently added cultural equity strategies driven by local arts leaders.

WHAT GETS MEASURED GETS DONE: We worked with senior researchers at the Urban Institute to develop clear measurable goals for each recommendation. Over the next three years they will provide a constant feedback loop to ensure we are meeting our goals and have the ability to course correct over time.

ITERATIVE PROCESS: It is just as important to have community input during the planning phase as it is during implementation. Because of this continuous feedback loop, we have started new initiatives such as Children Savings Accounts to help Ward 8 residents go to college and political equity strategies.

Lessons Learned Part 2

START EARLY. Real estate markets in “hot” locations such as the Bay Area and New York City often outpace attempts to build equity into development projects focused on public space. Kratz and other DC stakeholders have planned and pursued equity goals before fundraising for the park’s construction.

EMPHASIZE COMMUNITY ENGAGEMENT IN ALL PHASES OF THE PROJECT; prepare for a significant time investment. Intensive community engagement and consistent communication helps establish trust and accountability with the community members public-space projects are designed to benefit most. "

LEVERAGE THOUGHT PARTNERS FROM ALL LEVELS (E.G., REGIONAL, NATIONAL) TO DEFINE AND MEASURE EQUITY LOCALLY. Bridge Park leaders utilized experts in planning, development, the job market, research, and community building to develop a historical and high-level understanding of the state of equity across DC and within the impact area. By putting the emphasis on neighborhood- and individual-level outcomes, these thought partners helped the Bridge Park set realistic expectations for what inclusive economic development should look like.

ENGAGE GOVERNMENT, FUNDER, COMMUNITY-BASED, AND OTHER PARTNERS IN TANDEM. Carefully facilitated planning forums that engage a broad range of stakeholders provide an opportunity for government and community-based representatives, including residents, to decide together what is feasible and amenable to all parties to ensure equity. Relationships forged in the planning phase are likely to fuel progress in the implementation phase.

PREPARE AN ACTIONABLE WISH LIST. Local advocates and community members are often unaware of the community benefits they can leverage from the developers who wish to profit from revitalizing their communities. Through deep community engagement, Bridge Park leaders could acknowledge legitimate resident suspicion for the park concept while creating space for conversation about how to defend against displacement.

11th Street Bridge Park Equitable Development Plan
11th Street Bridge Park

Equitable Development Planning and Urban Park
Space
Urban Institute

Elevating Equity Initiative
Local Initiatives Support Corporation

In July of 2016, the Urban Institute, a nonprofit dedicated to elevating debates on social and economic policy, produced a report titled ‘Early Insights from DC’s 11th Street Bridge Park Project’ that provided the first large-scale feedback of the equitable development practices established in the Equitable Development Plan. While only less than a year into the development of Phase 1, researchers were able to identify several implementation milestones, as well as produce a second summary of lessons learned (below). In addition to the early successes outlined in this report, the Bridge Park received a massive win when LISC DC introduced the ‘Elevating Equity Initiative’ committing to providing $50 million to nonprofits undertaking projects, programs, and activities that help long-term residents and newcomers live, work, and thrive in the neighborhoods adjacent to the future of the park.”

The Elevating Equity Initiative aligns directly with equitable development initiatives as laid out in the larger Equitable Development Plan. The projected investment of $50 million is greater than the estimated construction costs of the Bridge Park.

"11th Street Bridge Park Equitable Development Plan
11th Street Bridge Park
Equitable Development Planning and Urban Park
Space
Urban Institute

Elevating Equity Initiative
Local Initiatives Support Corporation

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In the process of developing the larger Equitable Development Plan, BBAR has also built up a significant database of resources related to all aspects of equity and park development. By utilizing relationships with local universities, research foundations, and design and development firms, this base of work serves as a foundation for both park construction and equitable development policies and outcomes.

**ADDITIONAL STUDIES**

- Access, Walkability and Wayfinding: The Experience of Getting to the 11th Street Bridge Park
- 11th Street Bridge Park: Elevated Parks on the Rise: Framework for Connecting Communities
- People, Places, and Plans: Demographic Analysis, Neighborhood Site Inventory, and Assessment of Policy Relevant to 11th Street Bridge Park
- 11th Street Bridge Project Identifying Community Economic Development Opportunities
- Economic Impact Study of the 11th Street Bridge Park
- 11th Street Bridge Park Community Land Trust Action Plan
- Strategic Plan for Small Business Development at the 11th Street Bridge Park
- The 11th Street Bridge Park Baseline Health Assessment
- 11th Street Bridge Park Landscape Performance Analysis: Environmental Performance Metrics
- Equity in Park Department and Park System Wide Comparisons

**PARK DEPARTMENT AND PARK SYSTEM WIDE COMPARISONS**

On a broader scale, examples of equity and equitable development related initiatives also exist at the park department and park system level. While many parks departments, Raleigh included, include inclusivity as a core value and take a ‘non-exclusionary’ approach to park programming and services, The National Parks and Recreation Association (NRPA) posits that this may be too broad an approach that fails to “acknowledge the discrepancies in how park resources are allocated.” They note that the act of restructuring resource allocation requires an institutional level move that can work to address deep inequalities, and particularly racial inequalities. They go on to assert that by “laying out clear [racial] equity action plans, park departments can focus on achievable strategic goals, and make critical progress towards a fairer and more just society for everyone”. These racial equity plan examples can be expanded to address additional dimensions of equity as well.

The NRPA has identified great examples of how this can occur at the park departmental level. First, in Seattle, the Parks and Recreation Department has committed to focusing on inclusiveness and equity through programming, park development, and resource allocation. Led by the Seattle Race and Social Justice Initiative, the Parks Department brought a vision of racial equity to the parks and recreation programs and facilities. Across the department, and throughout the city, “programs, policies, and initiatives [have been] embedded with racial equity outcomes, strategies, and actions to provide measurable results to strengthen healthy people, healthy environment, and strong communities”. This work includes investing in youth of color through outdoor educational opportunities, reducing barriers to accessing park facilities and programs, and providing culturally relevant programming for the people of Seattle.

The Parks Department also supports two initiatives called the Get Moving Fund and the Recreation for All Fund, which support non-profits, small business, and community groups in offering “innovative and culturally relevant events and/or projects” to increase community participation in under-resourced communities.

**14** 11th Street Bridge Park Equity Resources
**11th Street Bridge Park**

**15** Applying a Racial Equity Lens to Our Parks
National Parks and Recreation Association

**16** Seattle Parks and Recreation focuses on inclusiveness and equity
Parkways, Seattle Parks and Recreation

**17** Get Moving Fund
Seattle Parks and Recreation
A second example comes from Minneapolis, Minnesota, where the Parks and Recreation Department has committed to racial equity across the park system as well as in their workforce, with the larger goal of becoming a "local and national model for racial equity in parks and recreation". To accomplish these goals, the Recreation Board has created and adopted a Racial Equity Action Plan, which is designed as a guiding document driving the equity agenda. This Equity Action Plan lays out goals and supporting actions, is regularly updated, and establishes standards such as timelines, accountability plans, and performance measures for each identified action.

Aside from this plan, the department has also drafted several supporting documents that work together in implementation. First, they have developed a city ordinance that identifies the racial and economic criteria that should be used in determining capital funding and rehabilitation investments system-wide. Similarly, the department has developed and implemented an Equity-Based Criteria for scheduling park and trail work, that includes a ranking system of community characteristics and park characteristics that guides decision-making. Through this process, the department has established a ranking system for their parks and trails on measures of equity that aids in direction-alizing action and investment. Relatedly, the budgeting process for parks projects requires that each new request or proposed budget be viewed through an equity lens. Finally, the department invests significant resources towards not only hiring and maintaining a diverse and equitable workforce but providing educational opportunities for existing employees on equity-related topics.

A third example comes from Portland, where the Parks and Recreation department has developed a Five-Year Equity Plan, with the overall goal of providing equitable access to parks services by focusing on workforce diversity, language access, reducing disparities, and using a racial equity lens through all levels of the organization. Portland's Five-Year Equity Plan is built to align with both citywide equity goals and the city's 2020 Vision Plan. With a relatively short plan horizon, Portland's Parks department focuses on a data driven equity framework that operates with ‘urgency and accountability’ and provides detailed timing for each strategy and action included in the plan. Each strategy is also assigned ‘champions’ providing an additional level of accountability. Additionally, their Park Race and Ethnicity Project (PREP) “collects accurate information concerning communities of color, immigrants, and refugees”, and was created to get a more accurate view of the users of services provided at community centers.

To the strength of each departmental effort, the principles, methods, and outcomes for each of these departments are context specific. The NPRA identifies, however, several elements common to these successful examples:

1. Assessing programs and services by engaging communities of color;
2. Applying a data driven approach with measurable results;
3. Exhibiting patience and urgency in implementation;
4. Holding organizational members accountable at all levels;
5. Building infrastructure of care and support.

As the Dix Park Equity Plan is developed, these larger department wide examples, and the common elements they share, should be referenced and incorporated, especially if this plan hopes to serve as impetus for the Raleigh Parks, Recreation, and Cultural Resources department, or Raleigh as a whole, to develop its own equity plans and initiatives.
Equity Plan Framework

4 | Project Details

Based on the literature, the complexity of the site, and the direction of the park’s development and its potential impacts, the primary recommendation of this report is to develop a Dorothea Dix Park Equity Plan. This section will provide details for how this plan could be developed, as well as recommendations for process, partners, and focus areas or dimensions. This section should serve as a primer for future equity work by providing a shared research and resources foundation allowing stakeholders involved in this process to come to the table with equal information.

Primary Recommendation: Develop an Equity Plan for Dorothea Dix Park to assure the equitable distribution of park impacts, both positive and negative.

PROCESS RECOMMENDATIONS

Phase 1: Groundwork

Recommendations in this phase refer to aspects of the plan development to establish, organize, and prepare for community engagement and content creation.

1. Hire a local community/development organization as a consultant to lead, manage, and develop the Dix Park Equity Plan, in partnership with the City of Raleigh Dorothea Dix Park Planning Team.

Hiring a consultant with experience in development of equity focused initiatives will assure a professional, actionable, and independent product. It is expected that this consultant leads the community engagement and work closely with park planning staff in all elements of the planning process. The recruitment of a local consultant will assure community support and inclusion of existing knowledge of the site, community, and work to this point.

2. Develop an Equity Advisors Panel, made up primarily of MPAC members, allowing for potential additions of other critical representatives.

This group will serve as the guiding committee and community representatives, responsible for providing direction and input towards the creation of the Equity Plan. This group will interact with the consultant and will assist in areas including but not limited to community engagement design and execution, decision-making, consensus reaching, and plan review. MPAC appointments should be made with a focus of diversity, expertise, interest, and willingness to be involved.
3. **Select Equity Plan Partners** that are community facing groups and organizations with the ability to provide insight into diverse perspectives to share in the decision-making process.

A representative selection of Plan Partners will aid in community ownership of this process as well as provide the opportunity for relationship and awareness building. Potential Plan Partners can be taken from the previously completed Park Stakeholders Analysis. Additionally, funding for these groups to conduct outreach appropriate to their respective communities is recommended. Suggested categories of partners to include can be found in the **Plan Partners** section of this chapter.

4. **Establish a Study Area** to geographically guide analysis, impacts assessment, and partners selection.

The Study Area should be created with the input of the Consultant, the Equity Advisors Panel, and Partners, to include areas of highest impact. This study area will provide the extent to which analysis will occur in areas surrounding the park.

Resources:
- The **11th Street Bridge Project Equitable Development Plan** defines a 1-mile radius around the park as their study/focus area. A community-needs assessment was conducted this area, as the strongest impacts from this project were believed to be in this radius.

5. **Establish a baseline community-needs assessment**, or compile and analyze from existing assessments.⁴,⁵

As an important foundation and direction setting measure of this work, a community-needs assessment should be conducted or compiled to identify important community trends in the Study Area. If resources allow, a Dix Park specific needs assessment could be conducted to focus on park related measures of equity. If resources do not allow, existing community needs assessments for Raleigh can be analyzed as a substitute. The results from this assessment should guide development of equity dimensions, principles, and objectives.

Resources:
- The **Office of Sustainability’s Community-Wide Climate Action Plan** work includes a community assessment on climate-specific indicators. Much of the analysis included in this plan is applicable to Dorothea Dix Park especially in areas of Demographics, Environmental and Health Vulnerabilities, and Infrastructure and Housing.
- The **Trust for Public Land ParkScore** provides comprehensive ratings on city park systems. Raleigh's ParkScore page includes park-system measures that are insightful in terms of equity.
- Raleigh PRCR's **Neighborhood & Community Connections Program** provides an updated index on the parks systems's accessibility that adds insight into Dix Park connectability measures.

### Phase 2: Content Development

Recommendations in this phase refer to aspects of the plan development that require community input and represents the primary content for the Equity Plan.

6. **Define Equity** for Dorothea Dix Park.⁶,⁷

This definition will serve as the vision for creating the Equity Plan, and should address the dimensions of equity both inside and outside of the park, as well as identify who should benefit from this park’s development.

Resources:
- The City of Raleigh’s Office of Sustainability, as part of their larger initiative titled the **Community-Wide Climate Action Plan**, is developing a definition of Equity based on a survey of city definitions of the term from across the nation and well as community input. While the definition of Equity for Dorothea Dix Park should park specific, it is recommended that there be consistency between all city definitions of equity.

> “Equity ensures that all people have access to the opportunities and resources necessary to meet their essential needs, support their well-being and achieve their full potential. It is achieved when race, gender, age, national origin, disability, language access, creed, sexual orientation, gender identity/expression or economic status do not determine or predict the distribution of resources, opportunities, benefits and burdens for an individual group.”

- Community-Wide Climate Action Plan working definition, Spring 2019

7. **Establish a list of project specific Equity Principles**, built from Puget Sound’s Equitable Development Principles.⁸

Based on the Community-Needs Assessment as well as community priorities, park-specific equity principles should be developed to guide future work. These principles will frame the Equity Plan and provide a decision-making structure for the duration of the plan creation.

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⁴ Equitable Development as a Tool to Advance Racial Equity
National Recreation and Parks Association

⁵ No One Left Behind: How Placemaking Can Promote Equitable Development
Racial Equity Alliance

⁶ Equitable Development Planning and Urban Park Space
Urban Institute

⁷ Applying a Racial Equity Lens to Our Parks
National Parks and Recreation Association
8. **Establish Equity Dimensions** for Dorothea Dix Park.

Based on the Community-Needs Assessment and the park Equity Principles, primary focus areas called Dimensions should be identified and developed. These overarching categories will be the main areas in which equity will be addressed and will be broad enough to capture most equity policies. Recommendations for these dimensions can be found in the **Equity Dimensions** section of this chapter.

**Resources:**
- The 11th Street Bridge Project used the first wave of their community engagement efforts to set their broad topic areas. This allowed the following engagement efforts to be smaller, more strategic, and more topic focused.12

9. **Establish Baseline Metrics** for each Equity Dimension to track progress.12

Based on the findings of the Community-Needs Assessment, establish a set of baseline metrics for each Equity Dimension. This set of baseline metrics will provide a snapshot of the current conditions and a starting point for measuring change and progress over time. These metrics should be derived from existing and easily-accessible data sources such as Census data. Attention should be given to determining which metrics are a result of the direct impact of the Park’s development and which exhibit the effects of mitigating factors. These metrics should be crafted to allow for replicable data collection by city staff without the need for external support.

**Resources:**
- The 11th Street Bridge Project provides an excellent example of Baseline Metrics for each of their Equitable Development topic areas. It is recommended that this be the primary reference for developing Dix Park Equity Baseline Metrics.12

10. **Establish Equity outcomes, strategies, and actions** to provide measurable results.

It is recommended that for each Equity Dimension, an action framework of outcomes, strategies, and actions should be established. In this structure, outcomes refer to desired results from equity initiatives, strategies lay out guiding language on how to reach each outcome, and actions provide details on how each strategy can be implemented. Each level should be designed to support measurable results and should work in concert with Baseline Metrics. This set of baseline metrics will provide a snapshot of the current conditions and a starting point for measuring change and progress over time.

**Resources:**
- The Seattle Race and Social Justice Initiative utilizes a similar structure to ensure that there are measurable results and staff is intentional in implementing the work using real measurable metrics to assess the effectiveness of racial equity within their programs.12

**Phase 3: Accountability**

Recommendations in this phase refer to aspects of the plan development that provide accountability measures for plan implementation, update, and effectiveness.

11. **Support regular review and update** of the Equity Plan.

To assure the most up-to-date data, theory, and techniques are being utilized, the Equity Plan should be reviewed annually. It is recommended that the plan be implemented on a short-term horizon of 3-5 years, with an annual review performed by city staff. A process for plan update by approval of committee, preferably MPAC and MPEC, should be expressly defined to streamline this process. The Annual Review should produce a report to be shared with the public.12

**Resources:**
- Minneapolis Racial Equity Action Plan12

12. **Create a Database of Research**, in partnership with local universities, that would serve as the academic base for future planning efforts.18

As data and research should serve as the foundation of this plan, the creation of a park-specific research database is a natural step in filling this need. With such a strong higher education system surrounding the park, there should be no shortage of opportunities for partnership in research. Data and reports that result from research can be compiled in one place, ideally on the Dix Park website in an education portal that can also be made accessible to the public. This research should not exist on its own but should be evaluated and utilized in park planning efforts as appropriate.

13. **Establish Performance Metrics** for Equity Dimension to measure progress.

Designed to be added to the Baseline Metrics list, dimension specific performance measures will allow for a higher level of focused progress measurability in relevant areas of park development. These measures should be developed with input from dimension specific experts to assure realistic measuring tactics are used. Additionally, it is recommended that performance measures be evaluated annually, and included in the Annual Review.

**Resources:**
- The 11th Street Bridge project provides an excellent example with their Logic Model of Performance Measures for each of their Equitable Development topic areas. Their table provides goals, inputs, outputs, immediate outcomes, and long-term outcomes for each topic that provides an additional level of clarity and accountability for each.12

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1 11th Street Bridge Park Equitable Development Plan
2 11th Street Bridge Park
3 Equitable Development Planning and Urban Park Space
4 Urban Institute
5 Applying a Racial Equity Lens to Our Parks
6 National Parks and Recreation Association
7 Racial Equity
8 Minneapolis Parks Department
Strong involvement of a diverse set of project partners is critical for a successful development of this plan. There are several criteria questions for identifying appropriate partners that are recommended for this project.

1. Which partners best represent the broad community interests of the local community and future park users?
2. What partners represent the most vulnerable populations or the communities most likely to be impacted by the park’s development?
3. What groups have relevant expertise in areas of equity, equitable development, and policy creation?
4. What partners represent the communities in the identified study area?

While this report does not recommend specific partners, it does recommend the following categories of potential partners that should be included.

1. **Public Policy Partners:**
With a strong need for policy expertise, the inclusion of these groups would assure realistic and actionable recommendations are put forward. These could include but are not limited to: NC Justice Center, Sierra Club, NC Child.

2. **Groups Led by People of Color:**
Concerted efforts should be made to select partners that represent and are led by people of color. These could include but are not limited to: The Lighthouse Project, El Pueblo.

3. **Accessibility/Disability Advocacy Groups:**
As a proposed equity dimension for this plan, advocates in the accessibility and disability field should be included in plan development to assure universal accessibility standards are met. Groups could include but are not limited to: Alliance of Disability Advocates, Governor Morehead School, Mayor’s Committee on Disabilities.

4. **Raleigh and Wake County Specific Community Groups:**
Due to such a context heavy focus on the importance of local context in the development of this plan, it is critical that Local and Hyperlocal community groups are engaged in this planning process. While Dix Park is intended to be a destination park on a regional and national level, it is the communities represented by these groups in this category that stand to be most impacted by the park’s development.
EQUITY DIMENSIONS

One of the most difficult aspects of plan development will be defining what Equity means in the context of Dorothea Dix Park. It is generally recommended that this plan identify and define not only the overall park-wide definition of Equity, but also the Equity Dimensions or focus areas that will serve as the backbone of this work. Below is a diagram showing the proposed Equity Dimensions for Dix Park that can serve as a starting point for this discussion. The final dimensions will be developed based on community input and future analysis. Each proposed dimension has the following components: 1) definition, 2) recommendations, 3) resources. Additionally, it is recommended that park equity should be examined through two lenses, Internal Equity (IE) and External Equity (EE). While there may be some overlap between these two categories, in several dimensions they are disparate enough to warrant separation in these cases broken out accordingly.

1. Accessibility

IE: The ability for all users to appropriately access, participate in, and enjoy park grounds, facilities, programs, and events.

The Dix Park Master plan proposes a plethora of programmatic uses and park spaces that span across many different interest areas and uses. As a “Park for Everyone”, Dix Park must meet this commitment through universal design and inclusions standards that consider the full range of abilities represented in the community.

EE: The equitable for all users to safely arrive at park grounds through a variety of modes and from a variety of directions.

As a community asset, external access to park grounds must be assured for the full range of potential park users. External Accessibility should be explored by transportation mode, direction of entrance, and ability of travel.

Recommendations

1. Develop a Universal Design Ambassador Committee:

   To assure that all aspects of ability are represented in the park development process as well as park programs and events creation and execution, it is recommended that a committee be formed to provide insight and recommendation for equitable accessibility. With strong partners such as the Governor Morehead School located in such proximity, this committee can serve as a focus group that can be involved in pre-planning of design standards, as well as experiential review post-construction to assure realistic accessibility standards are met. This group should be formed in partnership with the Mayor’s Committee for Persons with Disabilities.

2. Adopt Park Accessibility Standards:

   While any park development will comply with city standards for accessibility that with automatically provide a high level of access to the park, exploration into higher standards of park accessibility are recommended. This work should be led by the Universal Design Ambassador Committee and could serve as a standard bearer for the next generation of park accessibility.

Resources

1. Park Accessibility Evaluation Manual

It’s a right, not a privilege, to have safe, healthy access to parks and recreation.

-APA
2. Affordability

IE: The ability for community members to participate in park programs, events, and offerings regardless of financial ability.

As a public city park, it is important that park offerings, especially in areas of programming and events, be financially accessible to the local community. Raleigh Parks, Recreation, and Cultural Resources does an excellent job maintaining affordability in existing programs, and it is expected that this will be continued at Dix Park.

EE: The ability for community members to live and work in the communities surrounding Dix Park regardless of financial ability.

While the development of Dix Park represents only one of the factors that contribute to positive impacts on surrounding property values, it is important that maintaining housing affordability options within the Study Area be prioritized. Market conditions considered, the provision of affordable housing should be explored as a counter to direct park impacts.

Resources

1. Dix Park Edge Study
   At the request of Raleigh Councilmember Kay Crowder, the Planning Department is developing a scope to explore how the edges of Dix Park are expected to change. This planning study will focus on the Lake Wheeler Edge of the park, and will potentially cover Land Use, Development Form, Transportation, Housing Affordability, and Economic Development Opportunities. The project will result in a report with specific recommendations in these areas.

2. Anti-Displacement Policy Toolkit
   The Association for Neighborhood and Housing Development (ANHD) in NYC has developed a toolkit created to provide planning and housing practitioners with a “more comprehensive understanding of policies that could be employed to combat residential displacement”. Along with providing a list of these policies, ANHD also provides case studies of successful utilization of these policies.

3. Managing Neighborhood Change: Selected Anti-Displacement Strategies in Practice
   The Metropolitan Area Planning Council prepared this report in 2011 summarizing the preliminary findings of five strategies for managing neighborhood change. This report provides an overview of these strategies as well as describes outcomes and current results of each in practice.

4. PRCP Cost Recovery Model
   Departmental policy outlining a tiered system of programmatic subsidies where programs with the most community benefit receive higher financial support for their participants.

3. Engagement

The ability for community members to participate in park planning processes and decision-making regardless of demographic characteristic.

As explored in the Process section of this report, planning a “Park for Everyone” necessitates involvement of everyone in the planning process. Building off a largely successful Master Planning community engagement initiative, future development should seek to address gaps in engagement and efficiency.

Resources

1. Public Participation Guidelines for Park Planning
   Presents and describes best practice formats, methods, and techniques for PRCP planning efforts.

2. Public Participation Policies for Park Planning
   Outlines eleven principles of public participation, the responsible parties for each action, and outlines City Council’s policy statement for citizen involvement in park planning.

3. Public Participation Manual for Park Planning
   Outlines City Council’s policy statement for citizen involvement in park planning.

4. Durham Belt Line Equitable Engagement Plan
   A draft document outlining intential engagement methodologies and procedures for the Durham Belt line project.

Recommendations

1. Continue use of Raleigh Public Participation Guidelines/Policy/Manual for Park Planning as primary reference documents. If appropriate, it is recommended that the next edition of these documents include a larger emphasis on equity in the planning process, as based on best practices in the field.

2. Develop a Youth Council that operations in parallel with current planning processes. As an identified gap in previous planning efforts, as well as the collection of strong academic partners in the local community, the development of a representative youth council is a natural solution to effectively engaging this important population. This effort should be built off experience from previous youth engagement and relationships built during this process. The council is recommended to be comprised of appointees from local institutions to ensure adequate representation, as well as through an application process similar to MPAC selection. This group would operate similarly to MPAC, and provide recommendations in areas of park development, programming, and activation.

3. Design community engagement opportunities acknowledging successes, critiques, and lessons learned. Future engagement efforts are inextricably linked to previously efforts and should be responsive to lessons learned. This information can be found in the Process section of this report.
Dix Park Equity Plan Framework

4. Environmental

IE: The provision of sustainable and environmentally-friendly systems throughout Dix Park.

At over 300 acres, Dix Park, through new and existing infrastructure, will require significant energy inputs and could, if not designed, managed, or maintained effectively, contribute significant environmentally negative outputs.

Resources

1. Phase 1-4 Environmental Impact Assessment
   Serving as a starting point for this work, this report will identify significant impacts and provides the background data on the type and extent of these impacts. This work will illuminate future efforts in mitigating these impacts.

2. Community-Wide Climate Action Plan Equity Framework
   This document, and the supporting planning process led by Raleigh Office of Sustainability provides a solid base of climate and environmental related data for the Raleigh area. This includes existing inequities in climate related factors. Future work on this plan also seeks to establish sustainability guidelines for the city of Raleigh, which could also be adapted for at the park level.

EE: The distribution of environmental risks across population groups surrounding the park.

This dimension should seek to identify and eliminate disproportionate environmental burdens from both site development over time and future Dix Park development efforts, and ensure an equitable share of environmental benefits for existing communities. Additional focus should be given to identifying resources that can be committed to mitigating and reversing the effects of environmental hazards past and present.

Recommendations

1. Develop a Sustainability Plan for Dix Park.
   The current point in the planning process is the appropriate time to implement sustainability standards that will guide future development and secure early adoption of sustainable practices.

5. Economic Opportunity

The distribution of economic development opportunities through onsite development, programming, and events.

Throughout the full build out of Dix Park there is the potential for significant economic opportunity. This opportunity exists from pre-build to and through construction, as well as in the future daily experience of the park. Opportunity, across industry, should be shared equitably to distribute park benefits.

Resources

1. Healthy Development Guidelines
   A community-based planning partnership in Oakland developed “Healthy Development Guidelines” design so “city planners and developers can use to review all new development projects above a certain threshold to ensure that they meet community-identified priorities for health equity”.

2. Community Benefits Toolkit
   The Partnership for Working Families has developed a toolkit on the basics of Equitable Development and Community Benefits and case studies and successful agreement examples from across the nation.

3. Harnessing the Capital from Opportunity Zones Towards Equitable Development Goals
   This report from the North Carolina Justice Center provides an overview of the challenges and planning needed for areas designated as opportunity zones to have a positive impact and gives recommendations for minimizing harm and preventing community displacement.

Recommendations

1. Explore potential impacts of the Opportunity Zone designation on the Lake Wheeler Edge.
   The recent designation of the Fuller Heights, Caraleigh neighborhoods as an Opportunity Zone opens the potential for more rapid development scenarios in these areas. City staff should be aware of the possibilities, and should be exploring opportunities for harnessing, or mitigating these designations, depending on the potential impacts.

2. Develop a Community Benefits Agreement for Dix Park Projects.
   In accordance with the Dix Park Master Plan, significant construction and development projects are intended for Dix Park. These projects will create incredible opportunity for community benefits to be built into development agreements in many areas, including employment, health, and recreation. The specifics built into any park related CBA should be in direct response to the Community Baseline Metrics and the established Equity Dimensions. This will assure the selection of the most critical and relevant benefits that will promote appropriate community improvement.

3. Develop Park Development Guidelines to guide park development and assure alignment with park principles.
   Establishing park-specific development guidelines, based on principles established in the Master Planning Process, but also supportive of park equity dimensions, will provide a mechanism for reviewing park projects on their applicability and appropriateness within the park context. The guidelines are intended to streamline project approval process and ensure consistency and longevity of park principles in the future of the park.
6. Partnership

The evaluation and selection of onsite partners.

As the park develops, and onsite partnerships become necessary, it is critical that the process for identification and selection of these partners be equitable. A diverse collection of partners will ensure the park is ‘offering something for everyone’.

Resources

1. Dorothea Dix Part Master Plan Appendix 1

Included in the Master Plan Addendix is a framework for a partnership evaluation process based on the Core Master Plan Principles and supporting Key Actions. This structure can serve as a starting place for building out the full evaluation criteria to include equity focused criteria.

7. Programming

The provision of on-site programming and events that serves all abilities and supports diverse interests.

Just as important as providing universally accesible spaces, providing accessible and relatable programming plays a key part in assuring that everyone sees themselves and their interests in the park. Diversity of programming and programming partners will drive usership and community-park connection.

Resources

1. Creating Change Through Arts, Culture, and Equitable Development

This report from Policy Link provides recommendations for incorporating arts and culture programming as a strategy for providing equitable community involvement and connection. Additionally, this report identifies ways to use programming as an empowerment tool by directly responding to local community needs.
8. Legacy

IE: The observation and commemoration of the layers of history and legacy of the Dix Park site.

Throughout the Master Planning process, Legacy was established as a priority in terms of both history collection and documentation, and commemoration and metabolization. It is critical that efforts in both these areas provide equitable exposure to the many elements of this site’s history.

EE: The observation and commemoration of the communities surrounding the Dix Park site.

Along with site specific elements of Legacy, it is important that the larger context of community legacy be recognized and honored as well. Just as the property extent has been altered and changed over time, the legacy of the site has extended beyond the current bounds of the property, and this history deserves attention and a place in the future of the park as well.

Resources

1. Historical Data Report: Suzanne Turner Associates¹
This report was previously commissioned as part of the Dix Park Master Planning Process and provides the base historical data for the site. This report provides the original recommendation for a Cultural Landscape Report (CLR), as well as outlines suggestions for the CLR such as ‘issues to be dealt with’ and ‘sensitive themes’. Additional information about this report can be found in the introduction section of this report.

2. Dorothea Dix Park Legacy Report²
This report, drafted by the Legacy Committee of the Dix Park Conservancy, outlines the deep and complex history of the Dix Hill site. This includes recommendations for observation and memorialization of site legacy in the future of the park.

Recommendations

1. Develop a Decision Rubric in respect to Landscape Layers
As identified in the Dix Park Historical Data Report, site Landscape Layers provide categories of site legacy that should be honored in the future park. It is recommended that these layers be used to form a Legacy Decision Rubric to guide future allocation of resources, staff time, and programming opportunities.

2. Commission a Cultural Landscape Report
A Cultural Landscape Report identifies historical significance of a site, works to preserve significant elements, and provides opportunities to shares the legacy of a site. The creation of this document will serve to compile all relevant legacy work across identified Landscape Themes to assure comprehensiveness of this work and integration in future park development.

¹ Historical Data Report
Suzanne Turner Associates

² Creating Change Through Arts, Culture, and Equitable Development
Policy Link

³ Equitable Development as a Tool to Advance Racial Equity
National Recreation and Parks Association

⁴ Creating Change Through Arts, Culture, and Equitable Development
Policy Link

⁵ 11th Street Bridge Park Equity Resources
11th Street Bridge Park

⁶ Park Accessibility Evaluation Manual
Parks Victoria

⁷ Managing Neighborhood Change: Selected Anti-Displacement Strategies in Practice
Metropolitan Area Planning Council

⁸ Anti-Displacement Policy Toolkit
Association for Neighborhood & Housing Development

⁹ Raleigh Public Participation Guidelines
City of Raleigh

¹⁰ Raleigh Public Participation Policy
City of Raleigh

¹¹ Raleigh Public Participation Manual
City of Raleigh

¹² Durham Beltline Equitable Engagement Plan
City of Durham

¹³ Dix Park Legacy Report
Dix Park Conservancy Legacy Committee

¹⁴ Dix Park Edge Study
Planning Department, City of Raleigh

¹⁵ Phase 1-4 Environmental Impact Assessment
Dix Park Planning Team, City of Raleigh

¹⁶ Community-Wide Climate Action Plan Equity Framework
Office of Sustainability, City of Raleigh

¹⁷ Community Benefits Toolkit
Partnership for Working Families

¹⁸ Harnessing the Capital from Opportunity Zones Towards Equitable Development Goals
North Carolina Justice Center
RESOURCES

1. Historical Data Report
   **Suzanne Turner Association, Dix Park Master Plan**

2. Dorothea Dix Park Master Plan
   **MVVA and Dix Park Planning Team, City of Raleigh**

3. Creating Change Through Arts, Culture, and Equitable Development
   **Policy Link**

4. Equitable Development as a Tool to Advance Racial Equity
   **Government Alliance on Race & Equity**

5. No One Left Behind: How Placemaking Can Promote Equitable Development
   **Urban Institute**
   https://howhousingmatters.org/articles/no-one-left-behind-placemaking-can-promote-equitable-development/

6. Great Urban Parks Campaign
   **National Recreation and Park Association**
   https://www.nrpa.org/our-work/partnerships/initiatives/water-conservation/greeninfrastructure/

7. Building Community Through Inclusive and Equitable Parks
   **American Society for Landscape Architects**

8. Parks Are an Equity Issue
   **American Planning Association**
   https://www.planning.org/planning/2016/aug/viewpoint/

9. Parks on the clock: Why We Believe in the 10-Minute Walk
   **Trust for Public Land**
   https://www.tpl.org/blog/why-the-10-minute-walk#sm.00005tfs7wwateelw4a2kpimjqi2x

10. The Healthiest Place in Town
    **Trust for Public Land**
    https://www.tpl.org/blog/ways-parks-improve-your-health#sm.00005tfs7wwateelw4a2kpimjqi2x

11. 11th Street Bridge Park Equity Plan
    **Building Bridges Across the River**
    https://bbardc.org/resources/

12. Equitable Development Planning and Urban Park Space
    **Urban Institute**

13. Elevating Equity Initiative
    **Local Initiatives Support Corporation**
    http://www.liscdc.org/elevatingequity/

14. 11th Street Bridge Resources Page
    **Building Bridges Across the River**
    https://bbardc.org/resources/

15. Applying a Racial Equity Lens to Our Parks
    **National Recreation and Park Association**

16. Seattle Parks and Recreation focuses on inclusiveness and equity
    **Parkways**
    https://parkways.seattle.gov/2017/01/20/7559/

17. Get Moving
    **Seattle Parks Department**
18. Racial Equity

Minneapolis Parks Department
https://www.minneapolisparks.org/about_us/racial_equity/

19. Portland Five-Year Racial Equity Plan

Portland Parks Department
https://www.portlandoregon.gov/parks/article/623289


Parks Victoria


Metropolitan Area Planning Council

22. Anti-Displacement Policy Toolkit

Association for Neighborhood and Housing Development
https://www.antidisplacementtoolkit.org/

23. Raleigh Public Participation Guidelines

Department of Parks, Recreation, and Cultural Resources, City of Raleigh
https://projects.ncsu.edu/nrl/decision-making/projects/documents/
FinalPublicParticipationGuidelines05-14-12.pdf

24. Raleigh Public Participation Policy

Department of Parks, Recreation, and Cultural Resources, City of Raleigh
https://www.raleighnc.gov/content/PRecDesignDevelop/Documents/ParkPlanning/
PlanningStudies/PublicParticipationforParkPlanningPolicy.pdf

25. Raleigh Public Participation Manual

Department of Parks, Recreation, and Cultural Resources, City of Raleigh
https://projects.ncsu.edu/nrl/decision-making/projects/documents/
FinalPublicParticipationManual05-14-2012.pdf

26. Durham Beltline Equitable Engagement Plan

City of Durham
https://durhambeltlineforeverybody.org/new-page-2/

27. Dix Park Legacy Report

Dix Park Conservancy Legacy Committee

28. Dix Park Edge Study

City of Raleigh Planning Department
Internal Working Document

29. Phase 1-4 Environmental impact Assessment

Dix Park Planning Team
Internal Working Document

30. Community-Wide Climate Action Plan Equity Framework

Office of Sustainability, City of Raleigh
Internal Working Document

31. Community Benefits Toolkit

Partnership for Working Families Policies and Tools
http://www.forworkingfamilies.org/resources/policy-tools-community-benefits-toolkit

32. Harnessing the Capital from Opportunity Zones Towards Equitable Development Goals

North Carolina Justice Center
https://www.ncjustice.org/publications/harnessing-the-capital-from-opportunity-zones-
toward-equitable-development-goals/
ADDITIONAL RESOURCES

Jump-Starting Community Living and Participation
Temple University Collaborative
http://www.paautism.org/desktopmodules/asert-api/api/item/ItemDetailUrlClick?id=4658

Raleigh Parks System Plan
Parks, Recreation, and Cultural Resources, City of Raleigh

The Los Angeles Parks Foundation: A Study of the 50 Parks Initiative
Sol Price School of Public Policy, University of Southern California

Great Urban Parks Campaign Case Studies: Engagement
NRPA & APA
https://www.nrpa.org/siteassets/gupc-case-study-engagement.pdf

Great Urban Parks Campaign Briefing Papers: Planning for Equity in Parks with Green Infrastructure
NRPA & APA

Consolidated Plan
City of Raleigh
https://www.raleighnc.gov/content/HousingNeighborhoods/Documents/ConsolidatedPlan.pdf

SELECTED EQUITY/EQUITABLE DEVELOPMENT PLANS

Comprehensive Equitable Development Plan
City of Seattle

Atlanta Beltline Equitable Development Plan
City of Atlanta

Equitable Development: A Path to an All-In Pittsburgh
City of Pittsburgh
http://www.policylink.org/sites/default/files/report_pittsburgh_FINAL_PDF_0.pdf

City of Los Angeles
https://static1.squarespace.com/static/5a023c3ecc5c5sb66d659c9/t/5acaf8b7aa4a998f3f6/152325146377/ACTLA-CPT-FINAL.pdf

The People's Plan: Equitable Development in South Los Angeles
United Neighbors in Defense Against Displacement

St. Paul Equitable Development Scorecard
West Side Community Organization
https://d3n8a8pro7vhmx.cloudfront.net/wesco/pages/171/attachments/original/1531845821/WSCO_Equitable_Development_Scorecard_DRAFT_June_25__2018.pdf?1531845821
Note

This document was created for the Dix Park Planning Team in the Spring of 2019. This document, along with the planning process, will continue to be developed beyond the completion of this Masters Project.

- Nicholas Smith