

HAROLD SIMMONS PARK EQUITABLE DEVELOPMENT TOOLKIT & IMPLEMENTATION ROADMAP

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1. INTRODUCTION

Equitable Development Vision

Harold Simmons Park (“the Park”) will transform the Trinity River at the heart of Dallas, creating significant new economic, social, and environmental value. Over the next thirty years, the overall economic benefits and regional economic contributions of Harold Simmons Park are likely to total between \$6 and \$6.9 billion. The Park will stimulate \$3.5 billion in real estate development; create \$1.25 billion in state and local tax revenues; provide \$0.9 - \$1.8 billion in surplus value for park visitors; funnel \$334 million into the local economy through tourism, and save park visitors \$10.6 million in healthcare-related costs.¹ The Trinity Park Conservancy (“the Conservancy”) is committed to supporting and adopting policies and programs that allow this value to be enjoyed equitably by neighboring communities and all residents of Dallas. The Conservancy strives to:

- Achieve the greatest possible economic, social, and environmental benefits of Park investment.
- Leverage the Park’s economic value to support its long-term financial sustainability and facilitate community investment.
- Tailor the Park and neighborhood investment to historically marginalized communities, beginning to mend past injustices and establishing a new model for equitable development in Dallas.

What will the Equitable Development Toolkit do?

The Government Alliance on Race and Equity (GARE) defines equitable development as when, “Quality of life outcomes, such as affordable housing, quality education, living wage employment, healthy environments, and transportation are equitably experienced by the people currently living and working in a neighborhood, as well as for new people moving in. Public and private investments, programs, and policies in neighborhoods that meet the needs of residents, including communities of color, and reduce racial disparities, considering past history and current conditions.”

To facilitate equitable development of the Park and its adjacent neighborhoods, the Conservancy is proactively linking park investment with community development. The Harold Simmons Park Equitable Development Toolkit and Implementation Roadmap (“the EDT”) positions the Conservancy, the Trinity River Corridor Local Government Corporation, and public, private, and non-profit, and community partners to create and operate a park that proactively tackles prominent legacies of racial inequity in the neighborhoods around the Park and the city of Dallas by recommending implementable actions.

The EDT is guided by the GARE definition and three core questions:

- How can Harold Simmons Park be **implemented equitably**?
- How can Harold Simmons Park **make a more equitable Dallas**?
- How can we **mitigate the unintended consequences** of investment in and around Harold Simmons Park?

While no single park can fully address the generations of systemic inequities; the Conservancy is committed to creating a park that faces the challenges head on with the goal of creating a stronger, more just city. By adopting this forceful and implementable EDT, the Conservancy will leverage the \$150M park investment into great economic benefit for the City of Dallas while delivering on a commitment to benefit neighboring communities and creating a model for equitable park and infrastructure development.

¹ *Economic Impacts of Harold Simmons Park*, ECONorthwest, 2019

Approach

To create the EDT, the Conservancy engaged **HR&A Advisors**, a real estate, economic development and public policy consulting firm with over 30 years of experience supporting parks and open spaces across the nation in achieving their community and economic development goals. HR&A supports the growth of cities by translating the ideas of communities and their advocates into meaningful systems change. HR&A's Inclusive Cities practice leverages a deep understanding of government, knowledge of local and private economic forces, and analytical rigor to promote social and economic justice. HR&A helps clients think about who will benefit from economic development from the very beginning, and develop more equitable projects, neighborhoods, and cities. This work is guided by four principles:

- **Systemic Change** - Planning and policy are intricately connected to race, wealth, and economic opportunity. A thoughtful reexamination and restructuring of organizations, behaviors, and operations can allow public and private institutions to serve diverse constituencies better.
- **Participation** - Inclusive community engagement leads to better, more effective policy. Stakeholders from a range of perspectives must have a seat at the table.
- **Accountability** - Cities make better decisions when they can accurately identify the impact of policies on neighborhoods, residents, businesses, and visitors. Metrics of success that define social resilience, affordability, and economic diversity are as valuable to the vitality of cities as financial indicators.
- **Implementation** - Reducing existing disparities requires a feasible and clear path forward. Cities must identify and prioritize actions to effect real change.

The EDT was created in partnership with HR&A, the Conservancy, and the community. Since its inception, the Conservancy has undertaken a robust community engagement process. In addition to informing park design, outreach surfaced equity challenges and concerns. Local and national expert reviewers reviewed the toolkit as it was drafted, providing valuable input and feedback. The collaborative and iterative nature of the process resulted in an EDT sourced from local and national experiences but rooted in neighborhood context.

Equitable Development Toolkit Overview

The EDT that follows provides the Conservancy with a detailed toolkit of policies, advocacy efforts, initiatives, and partnerships to achieve the organization's equitable development vision, along with critical near-term actions. This plan includes the following:

- **Equitable Development Context** - HR&A analyzed real estate market, demographic, and socioeconomic data on Park-adjacent neighborhoods and the City of Dallas to understand the perceived and realized changes in neighborhoods likely to be impacted by the Park. Detailed reviews of existing and past regulations and public investments, and consultations with local stakeholders, community members, and national experts identified the challenges and opportunities to be addressed in the EDT.
- **Equity Toolkit** - HR&A completed an in-depth review of policies, development approaches, partnership structures, and programs in Dallas and across the United States that mitigate the potential negative impacts of the Park and maximize the positive role the project can play in addressing legacies of disinvestment and racial inequity. By evaluating the successes and failures of past efforts and the unique context of Harold Simmons Park, HR&A developed an Equity Toolkit organized around six overarching strategies.

EQUITABLE DEVELOPMENT TOOLKIT STRATEGIES



Within each strategy, the EDT recommends tactics for execution - new policies and programs focused on advancing equitable development. Case studies throughout the EDT illustrate how these tactics have been applied successfully, and the implications for implementation of this EDT for Harold Simmons Park. No one tactic will achieve the multi-faceted equitable development vision for the Park, but rather the entire toolkit provides a cohesive approach that addresses community needs.

- **Implementation Road Map** - HR&A prepared an action plan to guide implementation of the EDT, detailing roles and responsibilities for Conservancy, the City, and private partners. Implementation of the EDT will require growing capacities and authority within the Conservancy and Trinity River Corridor Local Government Corporation and fostering effective community and implementation partners, and a set of actions today to position the project for success, including:
 - Contractor Capacity-Building - establishing programs and partnership to enable the Conservancy to meet inclusive hiring and procurement targets.
 - City Advocacy - advocating for City-level policy changes that address ongoing community challenges (e.g. rising property taxes) and proactively direct resources and regulations necessary to achieve the equitable development vision.
 - Neighborhood Coalition Building - supporting local neighborhoods to develop the political and financial capital to advocate for policy change and keep the Conservancy, City, LGC, and other partners accountable.
 - Public-Private Land Acquisition - working with the City and others to acquire targeted properties that will provide the assets for implementing essential affordability tools.
 - Park Design – design Harold Simmons Park to support equitable development, creating a park that is welcoming for all visitors and maximizes positive public health impacts on the community.
 - Programming Strategy – finalize plan for interim and permanent park programming.

2. EQUITABLE DEVELOPMENT CONTEXT

Equity & Parks

Parks generate extraordinary economic and fiscal impacts, which can be leveraged for social and community benefit. These include new real estate development, increased property values, tourism and visitor spending, improved health outcomes, and social cohesion, among many others. For example, according to a study by Texas A&M University and DePaul University, in just seven years Millennium Park in Chicago catalyzed \$2.45B in real estate development. Between its opening in 2012 and 2016, the 5.2-acre Klyde Warren Park had catalyzed \$900M in new real estate value. At \$150M and 200 acres, Harold Simmons Park is an unprecedented park investment in Dallas with immense yet-to-be-realized economic and fiscal value projected to be \$3.5B in net new real estate value and \$1.2B in net-new property tax revenues over the next 30 years.² Beyond design, proactive planning can help determine to whom these benefits accrue and how.

Without addressing existing systems, policies, and neighborhood needs, the \$150M investment in the Park is likely to exacerbate affordability challenges, increase ongoing displacement, and create a sense of exclusion, while increasing the racial and wealth inequalities that exist in Dallas today. The Equitable Development Toolkit seeks to disrupt the inequitable impacts of park value creation across the country that have been exacerbated by systemic racism, historic underinvestment, and physical barriers to economic opportunities. Furthermore, the Park can - and should - have a tremendous impact in combating the entrenched inequities with new investment in and around the Park, including affordable housing, wealth-building opportunities, community services, among many others.

This plan reflects a growing awareness of the equitable development challenges and opportunities of large-scale park investments in Dallas and across the country. The EDT draws on the successes and lessons learned from other similar efforts such as the 11th Street Bridge Park in Washington, D.C., Atlanta BeltLine, and Memphis Riverfront.

Harold Simmons Park Equitable Development Context

Dallas has extreme racial and income segregation as a result of historic and ongoing policies and development practices. The resulting concentrations of poverty and lack of access to jobs or services exacerbate inequality, perpetuates generational poverty, and have measurable negative impacts on children's future life outcomes, health outcomes, and life expectancy. This is evident in the fact that Dallas is booming with economic growth, but racial inequity in Dallas persists:

- Median household income for white households (\$76,000) is nearly twice as high as Latinx households (\$40,000) and nearly 2.5 times as much as Black households (\$32,000).³
- Over half of Latinx and Black renters are housing cost burdened, paying more than one-third of their income on housing expenses.⁴
- 53% of white households own their home compared to 41% of Latinx and 28% of Black households.⁵
- 35% of Black residents and 28% of Latinx residents have zero net worth, compared to 15% of white residents.⁶

The impacts of these conditions and the perceptions they perpetuate limit the city's social cohesiveness and economic competitiveness.

The Trinity River has historically divided Dallas, but also touches a greater diversity of communities than most other public assets in Dallas. Investment in public infrastructure and services has not always been equal or equitable on both sides of the River, exacerbating unequal socioeconomic outcomes. In transforming the River from a barrier to a connection, the City and the Conservancy's equitable investment in neighborhoods must complement investment in Harold Simmons Park. Neighbors should expect the same high quality of access and infrastructure regardless of

² See HR&A Advisors real estate impact study for Harold Simmons Park

³ ACS 2017 5-Year Estimates.

⁴ PolicyLink National Equity Atlas, 2015.

⁵ ACS 2017 5-Year Estimates.

⁶ "Racial Wealth Divide in Dallas," Prosperity Now. 2016 statistics.

the side of the Park they live, work, or play on. The Park investment should be used to enhance connectivity both to the park and from the neighborhoods around the park into the greater city. Neighborhoods around Harold Simmons Park should be models for a mixed-income future for Dallas by promoting equitable access to opportunity through affordable housing and encourage positive health outcomes through high quality, walkable living environments.

The strategies and tactics in this EDT respond directly to the project's guiding questions.

How can Harold Simmons Park be implemented equitably?

Harold Simmons Park aspires to be a gathering place for all of Dallas. Recent community engagement activities undertaken by the Conservancy as part of the design process identified diversity of amenities, safety, accessibility and connectivity as community priorities. Park design, wayfinding, programming, and staff and volunteers impact the experience of the park. A park simply being free and open to the public does not guarantee that it will feel welcoming to all visitors.

The Park will introduce an estimated \$150 million investment that will generate jobs, spending, and create new spaces for cultural activity, health and wellness, and more. The Trinity Park Conservancy has the most control over equity outcomes for activities using Conservancy funds and within the park boundaries. The Conservancy's practices should be the standard bearer for equity if it is to impact and advocate for equitable development elsewhere.

How can Harold Simmons Park make a more equitable Dallas?

The Trinity River has historically divided Dallas and perpetuated segregation, particularly in West Dallas, a historically black and Latinx neighborhood with a long history of environmental injustice, and inequality perpetuated by systemic racism and classism. Housing segregation in Dallas forced people of color to reside in West Dallas first as an undesirable, low-lying area subject to flooding, and later, alongside lead smelters and concrete batch plants. In the 1980s, Dallas had the largest concentration of low-rise public housing in the nation; black residents of public housing projects in Dallas won suits in the Supreme Court related to housing discrimination, which prevented their use of Section 8 housing vouchers to leave West Dallas for the suburbs. Investment in public infrastructure and services has not always been equal or equitable on both sides of the River, and as a result, there are unequal socioeconomic outcomes.

Within a ½ mile of Harold Simmons Park, there are more than 160 acres of vacant property, including individual sites as large as 43+ acres. While challenges related to real estate conditions, access, and infrastructure have constrained redevelopment - especially east of the Park along Riverfront Boulevard - new investment in the Park and neighborhood infrastructure is expected to unlock significant new development. Over the next 30 years, new real estate investment is projected to deliver up to 21,000 housing units and 66,000 workers near the Park.⁷ The neighborhoods around Harold Simmons Park should be models for a mixed-income future for Dallas with strong neighborhood amenities and services.

MAP OF VACANT & UNDERUTILIZED SITES AROUND FUTURE HAROLD SIMMONS PARK⁸

⁷ HR&A Analysis.

⁸ Underutilized sites identified based on ratio of land value to improvement value (greater than 1:1 for Design District, 1:1 for Oak Cliff Gateway and 1.25:1 for Fort Worth Ave) or structure size (for Riverfront, any property with an improvement of less than 5,000 SF) based on 2018 property data from Dallas Central Appraisal District. HR&A excluded property owned or operated as parks, churches, schools and other tax-exempt users from the calculations. Vacant or unimproved properties are sites where the tax assessed improvement value equals 0.



Development Opportunities

-  Underutilized
-  Vacant or Unimproved

How can we mitigate the unintended consequences of investment in and around Harold Simmons Park?

The park-adjacent communities of West Dallas, the Design District, and North Oak Cliff all have unique histories, customs, businesses, building typologies and land patterns that create a sense of place and culture. A park investment of the scale of Harold Simmons Park may accelerate real estate speculation, increases in rent and property values, rapid redevelopment, attraction of new residents, and attempts to rebrand neighborhoods, all of which threaten major changes to existing cultural landscapes. These forms of gentrification - with or without associated resident displacement - can deeply impact communities' racial and cultural identities.

In the past, West Dallas residents had few choices to leave; today, increasing new developments threatens their ability to choose to stay. Rapid increases in property values and rents already impact homeowners, renters, and businesses. Following another major public-private landmark investment, the construction of the Margaret Hunt Hill Bridge in 2012, major new construction arrived, beginning with the Trinity Groves restaurant incubator, swelling to thousands of new units of luxury housing. Land values in La Bajada increased ten times between 2013 and 2018, raising the typical property tax bill from less than \$1,000 to more than \$3,500 in an area with a median household income of \$36,000.⁹ Neighborhoods west and south of the Trinity River have lost one in four Latinx residents since 2010, a loss of nearly 3,000 people.¹⁰ Large-scale investment in new park space and real estate will only exacerbate displacement forces, with property tax increases cited by existing residents as one of the greatest concerns.

CHANGE IN POPULATION WEST OF THE RIVER BY RACE & ETHNICITY (2010 - 2017)¹¹

⁹ Dallas County Appraisal District.

¹⁰ ACS 2010 and 2017 5-Year Estimates.

¹¹ ACS 2010 and 2017 5-Year Estimates.



3. EQUITY TOOLKIT

Overview of Proposed Strategies

How can Harold Simmons Park be implemented equitably?

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Strategy 1: Equitable Project Procurement & Hiring

The Conservancy's procurement and hiring practices should set a new, inclusive standard that prioritizes local residents and businesses and elevates MWDBE firms. The Conservancy should establish a living wage park, mandating that both the Conservancy's direct hires and the businesses and City agencies that fulfill contract opportunities, offer living wages to all employees.

Tactic 1.1: Park Procurement

The Conservancy's existing Responsible Procurement Program targets at least 24% MWDBE participation in contracts for the design, construction, and operations and maintenance (O&M) of Harold Simmons Park, consistent with City of Dallas standards.¹² This goal will not be met, and cannot be met, without the Conservancy and its partners acting now to build a bench of contractors. The Conservancy should take proactive measures that address both the supply and demand sides of the procurement process enabling minority, women-owned, and other disadvantaged businesses (MWDBE) in Dallas to succeed in securing and completing projects.

Demand-Side Approaches:

- **Detailed and Frequent Communication:** The Conservancy should make all current *and anticipated* contract opportunities available to MWDBE firms, the City, and community partners on a regular basis. Details on upcoming contracts should be made publicly available and regularly updated on the Conservancy website. By providing information on potential future opportunities, interested businesses can plan and build capacity now to be competitive applicants. Given the continued progress on design, it is paramount that the Conservancy begin documenting and communicating its upcoming contracting needs immediately, engaging closely with the Dallas Black Chamber of Commerce, the Greater Dallas Hispanic Chamber of Commerce, the Dallas Entrepreneur Center, and other business intermediaries. The Conservancy is planning to host a contractor open house to discuss potential contracts and Conservancy requirements and may want to host additional events to engage MWDBEs.
- **Incremental Contract Opportunities:** The Conservancy should evaluate its procurement needs and, where feasible, break up larger contracts into phases and/or components that are more readily accessible for smaller MWDBE firms to bid on. First, the Conservancy should issue a Request for Information, including services and capacity, from all MWDBE firms interested in working on the Park. From there, Conservancy issued Request for Proposals can be structured to meet the required MWDBE standards. For contracts that require a prime firm to manage the full contract (e.g., construction of the park), the Conservancy should require that applying firms procure MWDBE firms (either from their own outreach or from the Conservancy provided list of interested MWDBE firms) to fulfill components of the project.
- **Priority Solicitations:** Leveraging an expanded online firm inventory (see Supply-Side Approaches below), the Conservancy should automatically prioritize MWDBE businesses in cases where there is at least one qualified firm for the full contract and/or several firms qualified to fulfill components of the contract opportunity. The Conservancy should notify priority firms of available contracts and conduct outreach to determine interest and verify capacity.
- **Monitoring and Compliance:** The Conservancy should commit sufficient funds to support monitoring and compliance with stated procurement goals and, where needed, to augment training and financing tools for MWDBE firms. Best practice research recommends setting aside a percent of all estimated design and

¹² This percentage is based on the Conservancy's current Responsible Procurement Program, which reflects the City's BID plan. The Conservancy may want to increase this goal based on discussions with local organizations and/or the results from the City of Dallas Availability and Disparity Study underway.

construction costs for monitoring and compliance so that organizations prioritize MWDBE goals.¹³ The Conservancy's Vendor Management system can be used to hold the organization accountable to its stated goals.

CASE STUDY: Metropolitan Council of the Twin Cities MCUB Select Program¹⁴

How it Works: In 2012, the Metropolitan Council of the Twin Cities (MCTC), a regional agency representing seven county governments, launched the Metropolitan Council Underutilized Business Select Program (MCUB Select) to address the large disparity in awards of government contracts to businesses in the following categories: MWBE, Targeted Group Business, or Veteran Owned Business. The MCUB designation is layered upon preexisting state and local certifications; however, the MCTC asks that qualifying firms apply to be an MCUB in order to be featured in a new, regularly updated MCTC directory. MCTC further developed a "sheltered market solicitation process" so that in cases where at least 1 MCUB or a combination of 3 MCUBs qualified to conduct the work, they are automatically given priority consideration. The MCTC dedicates resources to build/update the directory, automatically notifies MCUBs of contracting and direct spend opportunities, and conducts 1-on-1 consultations with qualifying businesses. Since starting the program, the share of non-federal contract dollars awarded to MCUBs has risen from 1.2% (2012) to 11.5% (2018), and the eligible firm pool has increased from 1,870 to 2,420.¹⁵

Implications for Harold Simmons Park: Although MCUB is a government-led program, it can provide best practice guidance for the Conservancy as a contracting organization and has proven results to support its approach and policies. Similar to the MCTC, the Conservancy should do more than set goals and send updates to firms but deploy best practices in transparent contracting and capacity building for local MWDBE firms. The Conservancy may want to partner with the City and other government agencies to align procurement goals with existing certifications and to develop an online, easily accessible database that streamlines information about opportunities for MWDBE businesses and about qualified firms for contractors. Dedicating a portion of contract funds to monitoring of MWDBE goals will also be critical to the Conservancy institutionalizing recruitment, communication, and capacity building efforts.

Supply-Side Approaches:

- **Capacity Building:** In partnership with training providers and business intermediaries, the Conservancy should quarterback efforts to ensure that MWDBEs are prepared for procurement opportunities and are connected to the capital and technical assistance they need to qualify for contracts. As the majority of procurement opportunities will likely be made available through large general contracts, the Conservancy should first require that prime contractors work with the Conservancy and local partners to proactively build the bench of MWDBE firms and tailor contract requirements to lower MWDBE barriers to entry. Where there are gaps in the supply of qualified MWDBEs, the prime contractor and the Conservancy should identify or help to build training and certification opportunities that can increase the MWDBE supply. Where funding is a barrier for interested MWDBE's, such as performance and payment bond requirements, the prime contractor and Conservancy should modify eligibility requirements and/or work with local financing organizations to identify options for MWDBE's. To support this effort, the Conservancy may also leverage the funds set aside for monitoring and compliance (see demand-side approaches) to hire a staff member who can serve as a liaison to MWDBE businesses and provide technical assistance as needed (e.g., in using procurement software, etc.) to help prime contractors meet MWDBE goals.

¹³ [Inclusive Procurement and Contracting: Building a Field of Policy and Practice](#). Policy Link and Emerald Cities Collaborative.

¹⁴ [Metropolitan Council Underutilized Business Program](#): Small Business Program for Locally Funded Projects & Procurement.

¹⁵ [MCUB Update: November 2018](#). Metropolitan Council Underutilized Business Program.

- **Comprehensive MWDBE Database:** The Conservancy can support the City of Dallas¹⁶ in building out an even more robust MWDBE database to ensure that the Conservancy and other organizations have accurate information about potential bidders and can take targeted action to build the MWDBE pipeline. HR&A recommends that the Conservancy work with partners to regularly update the City on interested and eligible MWDBE firms, drawing from information collected at contracting open houses, online forms, business networking events (e.g., hosted by the Dallas Black Chamber, Women’s Business Council Southwest, etc.), and Requests for Information (see Demand-Side Approaches).

CASE STUDY: Build Up Houston¹⁷

How it Works: Build Up Houston is a seven-month capacity building program for construction businesses in Houston hoping to access more/greater contract opportunities with the City of Houston and other government agencies. The program is made possible through a partnership between the City’s Office of Business Opportunity, Houston Community College, and Interise, a nonprofit specializing in business consulting and capacity building. Participating businesses take classes every other week after business hours on topics including business development, finance, bonding and insurance, bidding, and project management. To qualify, businesses must have been in operation for at least three years, have a staff of four or more employees, report annual revenues above \$250K, and be certified as a MWSBE, DBE, PDBE, or ACDBE. Since starting in 2014, the program has graduated four cohorts of between 6 - 10 companies per year.

Implications for Harold Simmons Park: The Conservancy should advocate for City leaders to develop the procurement pipeline among minority-owned, women-owned, and other disadvantaged businesses through a similar partnership with Dallas Community College. By leveraging relationships with local trainers, such as the Incremental Development Alliance, the new program can learn from the challenges faced and lessons learned from local subject-area experts. As a partner, the Conservancy might advocate for training to support anticipated construction, or the development of tracks that go beyond the Build Up Houston model’s two offerings in maintenance and conservation. A program in Dallas might also consider different eligibility criteria if the \$250K revenue threshold precludes otherwise qualified businesses from participation.

CASE STUDIES: MWDBE Capacity Building

Business Outreach Center, New York:¹⁸ The Business Outreach Center Network (BONC) was formed in 1989 in New York City to respond to the problem that minority, women, and immigrant-owned businesses “were being handicapped by their limited access to credit and technical assistance services.” At first an informal coalition, BONC became a formal nonprofit in 1996 and has since opened offices in Chinatown, Newark, North Brooklyn, Queens, and Staten Island. Each BONC office offers business training programs and serves as a convener of local banks, community development corporations, chambers of commerce, economic development agencies, government, and educational institutions to support its minority, women, and immigrant constituents. In 2001, BONC formed an affiliated community development financial institution, BOC Capital Corp, allowing for the network to also provide loans, including for capital needs, contract underwriting, and the growth of businesses in the green sector.¹⁹

Accelerators: A number of “accelerator” programs across the country support MWDBE entrepreneurs in developing a business plan, connecting to industry experts, building capacity within their organizations, and pitching to funders. A few accelerators featured by the Initiative for a Competitive Inner City²⁰, include:

¹⁶ Would build upon the City of Dallas’ current MWDBE list. [Business Development and Procurement Services, City of Dallas.](#)

¹⁷ [Build Up Houston](#), City of Houston Office of Business Opportunity.

¹⁸ [The BOC Model](#), BOC Network.

¹⁹ [BOC Capital Corp](#)

²⁰ [“Helping Entrepreneurs of Color Grow their Business: Early Insights from the Ascend 2020 Initiative,”](#) Initiative for a Competitive Inner City, December 2018.

- [Inclusive Innovation Incubator](#), Washington, D.C.: Offers rentable co-working space paired with dedicated mentors; convenes members for targeted workshops and networking events; offers training, classes, and flexible mentorship.
- [Village Micro Fund](#), Atlanta, GA: Crowdfunds funds to provide loans to expanding businesses and delivers a 10-week bootcamp to local business cohorts.
- [ESTEC LA Incubator](#), Los Angeles, CA: In partnership with East Los Angeles College, offers 15 student entrepreneurs with free training, co-working space, and support pitching to funders and businesses.

Implications for Harold Simmons Park: Building a pipeline of qualified and eligible MWDBE firms to support the construction and operations of Harold Simmons Park will require a collaborative network of existing community, business, financial, and service-oriented partners. What begins as an initial convening of dedicated partners may transform into long-term networks and formal institutions to fill financing and capacity-building gaps. The Conservancy can convene organizations in these efforts; however, before a robust network is established, the Conservancy may need to dedicate resources and technical assistance to supporting MWDBE firms in preparing and applying for near-term procurement opportunities.

In addition to setting targets for MWBE firm participation, the Conservancy should create and enforce a local hire policy that requires a given percentage of construction jobs and/or construction hours are reserved for workers in identified areas of need (e.g., economically distressed census tracts in the City of Dallas) or for specific populations (e.g., justice-involved). The Conservancy can work with local workforce development, social justice, and other community nonprofits to define a recommended local hire policy.²¹ Local hire policies work best when there are established partners to help recruit eligible participants. These can be community-based organizations, public workforce centers, trade unions, and community colleges. In Dallas, the Conservancy should partner with Dallas Community College, CitySquare, Goodwill, Greater Workforce Solutions, among others, given their existing programs to support career paths in the construction industry and connections between eligible workers and contracted firms.²²

Tactic 1.2: Park Staffing Model and Job Training

To further the Conservancy’s overall equity goals for Harold Simmons Park and Dallas, the Conservancy’s staffing policies - and those of firms that contract with the Conservancy - should exhibit the following characteristics:

- **Transparent Jobs Inventory:** Job postings related to Harold Simmons Park’s programming and operations should be made publicly available on the Conservancy and partner websites and should include an overview of the skills required and descriptions of day-to-day expectations and activities. As with procurement opportunities, information about jobs with the Conservancy and its partners should be made available for open, anticipated, and filled positions. Transparent information about all positions will: 1) help applicants identify and apply for jobs they are most passionate about; 2) allow applicants and training providers to identify the skills needed for current and future positions, enabling them to invest now in further skill development; and 3) signal the Conservancy’s needs to community organizations so that they can inform their networks and constituents.
- **Living Wage Harold Simmons Park:** Beginning in 2015, the City of Dallas began requiring that “prime contractors and subcontractors, awarded general service contracts valued greater than \$50,000” pay employees a living wage, as defined by the [MIT Living Wage Index](#).²³ In 2018, the City updated the wage

²¹ [Partnership for Working Families, “Making a Success of Local Hire.” Shelterforce. October 21, 2016.](#)

²² For example, CitySquare’s [Build4Success](#) Program.

²³ [City of Dallas, “Wage Floor Update.” June 14, 2018.](#)

floor for contractors to \$11.15 per hour, and City of Dallas employees are paid \$11.50 per hour.²⁴ Other public agencies in Texas are adopting an even higher minimum wage - the City of Austin and San Antonio pay \$15 per hour for full-time city employees.²⁵ The Conservancy should make Harold Simmons Park a living wage park and take similar measures to define and enforce a living wage policy for all full-time and part-time direct employees. The Conservancy should also mandate that its prime and sub-contractors provide living wages.

- **Ban-the-Box:** In 2015, Dallas County adopted “Ban-the-Box” (Court Order 2015-1602), which removed questions regarding criminal background from the County’s initial screening questions and online applications.²⁶ The Conservancy should similarly instate ban-the-box in its own hiring procedures and require the same of contractors managing construction and/or operations contracts. According to the National Employment Law Project, ban-the-box can strengthen the pool of local job candidates and bolster local hire efforts by reducing hurdles for gainful employment among diverse communities.²⁷ This policy could also be extended to projects where the Conservancy is jointly-developing housing by applying a ban-the-box rental policy.

With the above policies in place, the Conservancy and its contractors can serve as models and a testing ground for equitable staffing and wages and help to build the case for similar policies across Dallas. If the Conservancy pursues joint development opportunities, they should require similar standards of associated developers, property managers, and tenants.

CASE STUDY: Queen Elizabeth Olympic Park Living Wage

How it works: Queen Elizabeth Park in London was the site of the 2012 London Olympics and today is home to a variety of sports stadiums, entertainment venues, playgrounds, and gardens open to the public. The London Legacy Development Corporation (LLDC) serves as the planning authority for Queen Elizabeth Park and adjacent sites, and the LLDC manages on-site park operations and the development of new residential and commercial uses within an established London Legacy Development Corporation Area.²⁸ Starting in 2013, the LLDC became a living wage employer, committing to pay living wages to all staff members of the organization, including part-time workers and apprentices.²⁹ In addition to direct employees, the LLDC requires that its “Tier 1 construction and end-use contractors” (prime contractors) also pay a living wage.

Implications for Harold Simmons Park: The Conservancy can implement living wage standards not only for park operations and maintenance but related to its prime contracts for construction of the park and developments where the Conservancy is a joint developer.

In addition to equitable staffing policies, the Conservancy should support programming that connects youth and adults with paid training opportunities that help to advance their education and career options. Paid training and work-based learning opportunities can build wealth in Dallas’s low-income communities, while contributing to the conservation, programming, and routine maintenance of the Park. HR&A recommends the Conservancy consider the following programs based on the demographics and adjacent uses (e.g., county jail) surrounding the Park, as well as anticipated employment demand for park programming and operations and maintenance. The Conservancy should work with local education and workforce organizations to confirm employment needs for communities surrounding the park, define program specifics, and implement select programs.

²⁴ The Conservancy may want to establish a living wage above the City’s, factoring in current and projected market dynamics in the City of Dallas and national best practices.

²⁵ [The Texas Tribune, “As most states raise their minimum wages, Texas refuses to budge.” December 20, 2018.](#)

²⁶ [Stephen Young, “Dallas County Bans the Box, Delays Criminal Records Check for Applicants,” Dallas County Observer.](#) November 18, 2015.

²⁷ [Dallas County. “Ban-the-Box” Policy.](#)

²⁸ [London Legacy Development Corporation, “Ten Year Plan.” March 10, 2016.](#)

²⁹ [London Living Wage, Queen Elizabeth Park. November 6, 2013.](#)

- **Multilingual Youth Summer Employment:** The Conservancy should consider launching a multilingual Youth Summer Employment Program for public school students in Dallas, encouraging participation among Latinx students from neighborhoods adjacent to the park. Participating youth would work for the Conservancy for six weeks during the summer in administration, programming, or conservation and receive a paid stipend and transportation. All youth employees would also spend a portion of each week taking mini courses on conservation and the history and ecology of the Trinity River (mini courses taught in Spanish and English). The goal of this program would be to offer students valuable learning experiences (in STEM and green jobs) that contributes to their future education and career choices and would not be feasible but for being a paid employment opportunity.
- **Re-Entry Training and Work Program:** HR&A recommends that the Conservancy pilot an employment training program in partnership geared toward supporting adult job seekers who have gaps in their work experience and minimal to no credentials (36% - 65% of adults in West Dallas and Oak Cliff do not have a high school degree). For example, participants may be transitioning from the criminal justice system into the labor market. This program could be launched in partnership with existing national conservation and parks job training programs (e.g., The Corp Network). Participants would receive full-time wages on a one-year contract to perform entry-level work in support of Harold Simmons Park's required maintenance and conservation. A portion of each paid work week would be allocated for medical, legal, and housing appointments and career counseling. The Conservancy would develop a skills-based career ladder for participating adults so that interested and qualified workers could transition after year one into more highly skilled positions, either with the Conservancy or partners, including the City of Dallas. Career counseling, housing, and other services can be offered in collaboration with existing Dallas partners, such as Goodwill, CitySquare, and public workforce centers.
- **Green Jobs Network:** Harold Simmons Park represents a unique opportunity to support green jobs in Dallas's economy and to invest in related workforce development that benefits diverse communities and workers. The Conservancy should convene City stakeholders (Office of Environmental Quality [Green Dallas](#)), community-based training providers, like [Green Careers Dallas](#), and higher education partners to identify current and future green job needs and build a talent pipeline of local residents to fill these positions. The Conservancy may also choose to enlist with national partners that could deploy their programs in Dallas, such as The Cops Network, Student Conservation Association, Youth Outside, and Children & Nature Network.

In the event the Conservancy contracts out operations, maintenance, and conservation to third-party providers, including the City, the Conservancy could require paid training opportunities be incorporated into bids or carve out a portion of required work in and surrounding the park to be supported by youth and adult program participants.

CASE STUDY: Wildlife Conservation Society Career Lattice³⁰

How it works: The Wildlife Conservation Society (WCS) is headquartered in The Bronx, but manages institutions across New York City, including a zoo, aquarium, and botanical garden. WCS also supports global conservation research and advocacy. For decades, WCS has invested in educational programming for the surrounding Bronx community; however, in recent years WCS has developed a formal system of job training programs that provides youth with progressive skill-building employment opportunities in the STEM field leading up to, during, and after college.

Referred to as the WCS Career Lattice, these youth employment programs include:

- Summer Field Research: open to rising senior high school students, participants carry out data collection in the field and build conservation advocacy campaigns; students receive a stipend, transportation

³⁰ [Wildlife Conservation Society Career Lattice](#)

support, and counseling to apply for college and scholarships (in partnership with National Science Foundation, Fordham University, and the Pinkerton Foundation)

- Youth Conservation Corps: Training program for high schoolers that begins during the school year and ramps up during the summer; participants receive a stipend and transportation support
- HERE to HERE Internships: Paid training and internship opportunities for qualifying Bronx public high school students (in partnership with non-profit HERE to HERE)

Implications for Harold Simmons Park: The high-touch nature of youth employment programs, and the necessary training to adequately prepare students even before employment begins, requires adequate resources and staff. In a study of program outcomes, WCS found that students who participated in many of the youth programs were those who were already interested in STEM and/or likely to attend college prior to participation.³¹ The Conservancy should work with leaders from DISD and specific schools in West Dallas (e.g. Pinkerton) to actively recruit and support students who would not be afforded employment opportunities or STEM exposure otherwise.

CASE STUDY: Seattle Conservation Corps³²

How it works: The Seattle Conservation Corps is a year-long work training program offered by the Department of Parks and Recreation that provides employment for people experiencing homelessness and justice-involved residents re-entering the workforce. For each Corps of approximately 50 individuals, the City of Seattle provides a stable full-time job, case management services, educational programming, and other supportive services. During the 10th month of employment, Corps members begin to ramp up their search for their next employment opportunity, benefitting from available career counseling and “City of Seattle” on their resume. Upon completing the program, more than 80% of participants have secured stable housing, and more than 90% enter long-term employment opportunities with an average wage of \$15 per hour. What makes this program unique is both its approach to supporting employees and its revenue model. Corps members are paid \$16/hour for a full 40-hour week; however, a portion of that paid time can be spent attending doctor’s appointments, seeking housing, attending to legal and court matters, and taking classes. The program is primarily funded by earned income, earning City contracts for cleaning and maintenance services across agencies. Embedded in the fee for services is 2.74% of costs to cover work materials, uniforms, and other equipment.³³ Since 1986, the program has served more than 800 Seattle residents.

Implications for Harold Simmons Park: The Conservancy and/or its contracted partners can take a similar approach to serving those communities most in need of supportive job and re-entry opportunities, leveraging the program to fulfill maintenance and conservation needs. At launch, this program should be right sized to the maintenance and preservation needs of the Park and the capacity of the Conservancy to provide for a supervisor, crew chiefs, and a program director. Interviews with Seattle Conservation Corps leadership indicate that this model could effectively be adapted to support the transition of Corps members into more highly skilled and long-term conservation positions. To help fund this program (which requires crew supervisors, a career manager, director, and administrative support), the Conservancy may seek to connect the program with City contracts.

³¹ [“Bridging the Gap,”](#) Wildlife Conservation Society, Educational Research & Evaluation. 2015.

³² [Seattle Parks and Recreation,](#)

³³ Interview with Ruth Blaw, Executive Director of the Seattle Conservation Corps. March 29, 2019.

Strategy 2: Equitable Design & Programming

To meet its aspirations and community priorities, the Conservancy will need to intentionally make design and programming choices that create opportunities for a variety of audiences to experience and feel ownership over the park and interact with—not just be proximate to—each other. This inclusivity should be embedded in elements ranging from signage and wayfinding; to the design of spaces for passive or active use; to all types of programming curated, permitted, and encouraged at the park; and to the staffing of park employees and vendors.

Tactic 2.1: Park Design & Program

The Conservancy's extensive community engagement activities in 2018 and early 2019 identified several priorities for the design of the Park - design that supports a diverse range of uses (e.g. having access to natural landscapes and urban park amenities), connectivity, and accessibility to the surrounding neighborhoods.³⁴ The ongoing design of the Park is overcoming significant technical challenges to create a space that is accessible, resilient to flooding, and active. As the design process advances from concept to construction, the physical design and the program of the park should prioritize equity, inclusion, and access. Creating an environment in which diverse constituencies from across Dallas, the region, the country, and the world feel at home and safe in the park and interact with each other requires focused attention on specific design elements and the selection and placement of program elements within the park.

Inclusive design and program approaches for the Park should include:

- Prioritizing access for people of all physical conditions, from children on bicycles, to people with disabilities, to parents with strollers, through physical connections and clear wayfinding
- Planning parking, visitor vehicular access, and maintenance equipment facilities that avoid negative impacts on local neighborhoods including noise, pollution, traffic, and unsafe conditions
- Ensuring that connections created through the park and into neighborhoods create positive connectivity and access by improving walking, biking, or transit times between residents and job centers, such as Downtown Dallas
- Using wayfinding signage with messaging in multiple languages that is easy to read and interpret
- Designing park elements that can engage the creativity, cultural heritage, and industrial capabilities of the local neighborhoods, such as providing surfaces for murals by local artists, structures or amenities that can be fabricated by local businesses, and materials that reflect local history
- Diligently and inclusively aligning the park program with neighborhood desires. By drawing on active community engagement and identifying the types of activities, events, gathering spaces, and recreational opportunities that neighborhood residents demand, the Conservancy can ensure that local communities will have reason to enjoy time in the Park
- Strategically locating program elements within the park to ensure ease of access and interaction among diverse park visitors. For example, gathering spaces for family events that target La Bajada residents should be located near the neighborhood, while quality food vendors can draw people from all around the park.

The location of the Park adjacent to Dallas County's primary criminal justice complex - the Lew Sterrett Justice Center and the Frank Crowley Courts Building - is unique among parks in Dallas. These facilities have the capacity to detain up to 7,100 people, bringing not only incarcerated people, but their families and visitors, to within footsteps of Harold Simmons Park. The large court complex also attracts those called to jury duty, appearing in court, or representing individuals involved in the justice system, on top of the day-to-day employees of the center. Today, the environment around the justice facilities is not welcoming or comfortable and offers no opportunities for respite from the extreme stress of detention, visitation, or court appearances. By designing spaces within the Park near the courts and jail that are safe, welcoming, and offer a refuge from the stressful environment of the justice complex, the Park can improve the experience both for those involuntarily present (e.g. visitors, those released from jail, etc.)

³⁴ See *Harold Simmons Park Community Engagement: Equity and Inclusion Report* for additional information.

and workers. Wayfinding, corridor improvements, and a focus on accessibility will create the conditions for the Park to serve this important neighborhood constituency.

CASE STUDY: Railroad Park, Birmingham, Alabama³⁵



How it works: Railroad Park, a 19-acre park in Birmingham, Alabama, opened in 2010 on the former site of warehouses, railroad tracks, and steel industry waste. Built on Birmingham’s north-south racial and socioeconomic dividing line, the park design celebrates the 11 rail lines that bisect the city. The design of the park created critical new connections between communities, providing easy access to the park for all potential visitors. By creating a range of passive and active spaces within the park, the park designers created what many refer to as “Birmingham’s living room”, with spaces for large- and small-scale events, active recreation, walking trails, and a lake. Reclaimed industrial materials reflect the site’s history and heritage. According to the Landscape Architecture Foundation, “Railroad Park has broken down barriers in a city with a reputation for division and has become the most racially-integrated and heavily-used space in the city.”

Implications for Harold Simmons Park: Harold Simmons Park can become a gathering space for all by engaging the community over many years and designing with true intention towards overcoming physical barriers and creating a space for diverse programming.

Tactic 2.2: Inclusive Park Programming

Once park design and construction are complete, the day-to-day programming of the Park will bring activity and experiences curated to serve a broad range of potential visitors. Well-programmed parks provide diverse events (e.g. musical performances, food festivals), activities (e.g. sports leagues, exercise classes, reading areas, rotating food vendors), and programs (e.g. environmental education, volunteer opportunities) that attract activity throughout the day and all seasons. High levels of activation at key park areas can bring people together, foster community, and provide neighbors with new opportunities for cultural expression, gathering, and recreation. Park programming also provides a source of revenue to support the sustainable operation.

The Trinity Park Conservancy is developing a programming plan, which can advance the project’s equity mission by:

- Building a dedicated programming staff that is both highly capable in program planning and execution *and* deeply embedded within the community. Spanish language proficiency and relationships with neighbors will be particularly important for programming leadership and staff to ensure that programming reflects neighborhood needs and is effectively communicated and marketed through widely accessible channels (e.g. at community gathering places, not only on social media). Staff should be responsible for both the curation and the creation of programming that supports the equitable development vision of an inclusive and welcoming space.
- Identifying and implementing opportunities for co-production of programming primarily with community groups, educational institutions, cultural centers, and neighborhood partners. Programming staff will need to be equipped to build relationships with partners and the infrastructure to execute a range of co-created programming. Staff should also engage with local initiatives and community groups to expand existing programming, provide space for new events, and engage all neighbors through relationships with groups such as the La Bajada Neighborhood Community Association (LBNCA) and the La Bajada Urban Youth Farm. Other partners, such as Big Thought, El Centro College - West Campus and the Dallas Independent School District may bring existing educational programs or new opportunities for collaborative educational

³⁵ ["Railroad Park,"](#) Landscape Performance Series. Landscape Architecture Foundation.

programming. Beyond local groups, the Conservancy may partner with national or regional organizations focused on connecting communities with each other and the outdoors, such as Venture Out, Girltrek, Outdoor Afro and Latinos Outside.

- Balancing paid programming and free programming, and the closing off of certain park spaces to be as inclusive as possible while creating revenue-generating opportunities. Offering discounts to paid events to local and/or low-income residents can avoid creating a sense of exclusion that discourages participation. Maintaining constant public access to and through the park even when certain facilities are closed for private events will be essential to communities feeling at home at any open hour of the day.
- Seeding programming within the neighborhoods around the Park before the project opens, to engage the community in production of programming, experiment with creative programming concepts, and identify future programming partners.

CASE STUDY: The High Line, New York, NY³⁶



How it works: The High Line - a 1.5-mile linear park built on an abandoned elevated rail line - opened in 2009 and has become one of New York City's most used public spaces. However, local residents, particularly those in the adjacent public housing properties, were not visiting the park in its early days. In fact, according to a 2012 study, 22% of NYC Housing Authority residents had not visited the High Line and 10% did not know about the High Line. Though preliminary design did not effectively engage the community and preliminary programming did not appeal to low-income

local residents, the park course-corrected later after realizing the failure - "We were from the community. We wanted to do it for the neighborhood. Ultimately, we failed." After three years, the Friends of the High Line, the non-profit operator, launched a suite of paid job training programs aimed at local teenagers focused on environmental stewardship and arts programming. They also partnered with the two public housing projects to develop their programming schedule, which now includes a summer series of Latin dance parties, and targeted awareness campaigns.

Implications for Harold Simmons Park: HR&A recommends that the Conservancy immediately start with community-oriented programming to establish a baseline of neighborhood resident visitation. With that, the Conservancy can expand the park programming in a way that is welcoming to all people - local residents and visitors, alike. This will require active partnerships and public engagement to provide diverse programming that meets the needs of all park users.

Tactic 2.3: Safety, Security, and a Welcoming Space for All

Maintaining a safe and welcoming environment within the Park and adjacent neighborhoods is paramount to the project's success and was identified as a community priority during the Conservancy's design outreach.³⁷ The Park will bring new visitors and activity, investment, and development. With a thoughtful approach to public safety within the Park and the surrounding neighborhoods, local residents and other visitors can feel welcome and secure. The

³⁶ "The High Line's next balancing act." CityLab, 7 Feb. 2017. Image Source: "High Line, New York 2012," Wikimedia Commons.

³⁷ See *Harold Simmons Park Community Engagement: Equity and Inclusion Report* for additional information.

Conservancy's security plan should consider potential distrust of police within communities of color, utilizing non-police security personnel with neighborhood relationships in close partnership with the Dallas Police Department. While design elements such as quality lighting and clear sightlines will help create a sense of security, the community's perception of public and personal safety while accessing and experiencing the Park will be as important. The Conservancy should work closely with the Dallas Police Department, community groups, and neighborhoods such as Downtown Dallas Inc. (DDI) that bring deep experience with sensitive public safety programs.

Park rules and regulations - and how they are communicated - also contribute to the sense of safety and welcoming that public spaces create. The Conservancy should develop park rules and regulations for events and activities that promote a sense of ownership over space and allow for flexible and non-traditional park uses, while ensuring safety and security for all. For example, the Conservancy can simply prohibit activities that are illegal or could disturb the environment, rather than defining acceptable activities, promoting exploration and experimentation to activate the Park. The Conservancy should leverage partnerships with and practices from groups such as DDI's Downtown Safety Patrol, which uses 45 trained individuals to address safety and security issues, drawing on close relationships with the Dallas Police Department when more serious incidents arise. The rules and enforcement practices will have particular impact on the level of success serving individuals and families visiting the park from the jail and court complex, for whom a welcoming, safe, and accessible environment will affect decisions on whether to use the space.

Tactic 2.4: Public Health

Access to quality park space provides health and safety benefits to cities and local neighborhoods. Parks offer space for physical activity that can reduce health risks, improve mental health and reduce stress through contact with nature, and, in some cases, deliver access to fresh and nutritional foods in neighborhoods that lack such offerings. Thoughtfully designed parks can improve soil conditions, air quality, and water quality. Given the scale of Harold Simmons Park, its proximity to neighborhoods underserved by green space and fresh food providers, and the complex hydrological engineering that will affect water quality and flooding, the potential for the Park to promote equitable health outcomes is significant.

The Conservancy should take early and sustained action to put programs and partnerships in place to maximize these health impacts, especially supporting the health and quality of life of residents in neighborhoods adjacent to the Park. According to Serve West Dallas, "51% of our West Dallas residents use the ERs of Children's, Methodist and Parkland Hospitals for their primary care."³⁸ By going to the ERs instead of doctor for primary care, the residents are less likely to have adequate follow-up and fully address the root cause. Going to the ER is more expensive for residents, particularly those without health insurance; in Dallas County, Latinx residents are three and a half times more likely to be uninsured (33% of residents are uninsured) than white residents (9%) and twice as likely as Black residents (16%).³⁹ Furthermore, 38% of adults in West Dallas (Zip Code 75212) have high blood pressure and 47% Of behavioral health encounters were related to depression, anxiety, or stress.⁴⁰ The creation of space for recreation and nature and the development that will be catalyzed by the Park create opportunities to bring health and wellness services to communities, enhance the offerings of existing organizations, and collectively address inequities. These activities should include:

- **Health Impacts Working Group** - The Conservancy should convene a working group of local healthcare providers and neighborhood service providers (such as Barrios Unidos and the Lakewest Family YMCA) to further define key risks and opportunities, identify potential programs and partnerships to improve health conditions, and provide ongoing monitoring and evaluation. Such a group will leverage the deep knowledge and local relationships of its members to align Conservancy partnerships and programs with community needs and help track impacts over time. This working group could be an expansion of existing collaborations (e.g. West Dallas Community Coalition) or a Conservancy-led effort.

³⁸ <http://www.servewestdallas.org/initiatives/employment-2/#>

³⁹ "Dallas Economic Opportunity Assessment," Communities Foundation of Texas.

⁴⁰ "Texas Health Community Impact," Marsha Ingle.

- **Recreation Partnerships** - The Conservancy should develop partnerships with existing providers of programming related to healthy recreation, fitness, and wellness. For example, the Lakewest Family YMCA and Mayor's Youth Fitness Initiative engage community members in education and programming to promote exercise and health, for which the new park spaces, trails, and bike facilities can be an asset.
- **Healthy Food Initiatives** - While the neighborhoods adjacent to the Park are not defined by the City as food deserts, community members aspire to have greater access to affordable healthy food options. The Conservancy should partner with the La Bajada Urban Youth Farm and other community members to provide space and education that promotes local agriculture and fresh produce. Healthy and affordable food offerings should also be required of food vendors within the Park.
- **Space for Service Providers** - New real estate development around the Park will create millions of square feet of new real estate. Joint development and public-private development agreements create a lever that can influence the use of space to prioritize community-oriented uses. For example, portions of the ground floor uses in new commercial or multifamily development can be set aside at lower-than-market rents for organizations that provide healthcare, mental health counseling, childcare or other wellness services. The Conservancy should task the Working Group with identifying geographic or programmatic gaps in existing offerings to inform requirements applied to regulatory mechanisms or Conservancy joint development projects.

Strategy 3: Opportunity Neighborhood Creation

The Conservancy and its development partners should prioritize the creation of inclusive neighborhoods that expand access to opportunity for people across Dallas. The opportunity neighborhoods that develop alongside the park should be built by a diverse set of local builders, include housing that is affordable to residents across the income spectrum and add choice for existing nearby residents, offices that employ local residents and allow entrepreneurs to prosper, retail space for small businesses and organizations, all supported by community services and facilities. The majority of the vacant space where these opportunity neighborhoods should emerge is less than 1-mile from DART light rail stations and proximate to major employment centers. Coupled with access to recreational and cultural spaces in the Park, these neighborhoods should have opportunities for healthy, sustainable, and gainful living for households and workers across the income spectrum.

Tactic 3.1: Equitable Tax Increment Financing & Other Public-Private Financing Tools

Substantial public activity will be required to accomplish the Equitable Development vision, using incentives and mandates for equitable development. The primary vehicle should be an equity-focused Tax Increment Financing (TIF) district to capture and reinvest value created from real estate development catalyzed by the Park. TIF is a mechanism for financing or investing in development or infrastructure where taxes generated by increased property values are reinvested in a given district, rather than going to a municipality's general fund. TIF Districts are enabled by Chapter 311 of the Texas Tax Code and used extensively in Dallas today (19 TIF districts cover 9% of City property value). Funds generated through TIF around the Park can support vertical development, Park operation, and corridor and mobility investments that advance the goals of this EDT. Creation of the TIF district can also establish a development vision for the area and oversight via the associated TIF board.

Based on HR&A's analysis of the real estate impacts of the Park, a Trinity TIF district that covers development sites not currently incorporated in an existing TIF could generate between \$350 million and \$560 million in tax increment between 2020 and 2050, or approximately \$1 billion with the additional participation of the Dallas Independent School District and Dallas County.⁴¹ Alternatively, the TIF could combine and refocus resources from existing TIFs that surround the park. Those TIFs include Fort Worth Avenue, Victory/Sports Arena/West Dallas, Design District, Oak Cliff Gateway. As the park will generate tax increment from property premiums and new development, these TIFs should also integrate the Park's equitable development approach. In particular, current, unallocated funds from existing TIFs should be made available to frontload equity and community development investments in the park's vicinity.

For the Trinity TIF to be most effective, it should be both a funding tool and an accountability mechanism. This requires active oversight of TIF spending, measuring results and outcomes, and clear-cut claw-back provisions to recover funds from projects that do not satisfy equity goals. Oversight must also be local and involve community partners in guiding neighborhood improvements. The TIF can achieve equitable development goals in two ways: attaching equity requirements to funding and setting aside tax increment for public interest projects that advance equity.

TIF Requirements - Dallas currently has goals for the level of participation of MWDBE contractors in TIF projects, a 20% affordable housing requirement and job fair requirements for residential projects receiving TIF funding. The Trinity TIF should turn these MWDBE goals into requirements, informed by and building on the Trinity Park Conservancy's procurement and capacity building work, expanding on these contracting requirements to include living wage standards and first source hiring policies for jobs created by projects receiving TIF funding. The Trinity TIF should strengthen development agreements to guarantee TIF funded projects generate and maintain a certain number of full-time jobs and require that housing developed utilizing TIF funding also accept Housing Choice Voucher

⁴¹ All figures in 2019 dollars.

holders. TIF-supported projects may also be held to greater planning and design standards, supplementing requirements of normal permitting and the US Army Corps of Engineers.

Set-Asides - The Trinity TIF should build targeted set-asides of tax increment into its financing plan for affordable housing development, public art, small business support and incubation, and community and public services. For example, Houston's Uptown TIF, the largest TIF in the state in terms of annual tax increment, sets 33% of all tax increment generated for affordable housing. The Trinity TIF should establish a reasonable set-aside requirement for affordable housing in its project plan based on an analysis of project needs, Park operating funds required out of TIF, and available increment. The Trinity TIF should also consider utilizing tax increment to incubate a sublease guarantor program, whereby TIF funds could help offset administrative costs and concerns associated with Housing Choice Vouchers to ensure voucher holders have access to market-rate units in new housing development.

TIF funds can also support a first source hiring and MWDBE capacity building program in partnership with local workforce development organizations, building on Conservancy efforts to create a bench of eligible contractors to fulfill park building and operations and construction needs. To amplify local culture, a 1% set aside of tax increment for public art could generate between \$3 million and \$10 million in funding for public art over the life of the TIF. A set aside to support local small businesses could provide rent subsidies to local companies, retailers, and start-ups. The full suite of set TIF funding set-asides should be determined inclusively and collaboratively with local communities and real estate experts.

DISD and County Participation - An equitable development TIF should also urge participation by taxing entities other than the City of Dallas who typically do not participate in Dallas TIF districts. A more holistic approach to economic development that addresses community health, wealth inequality, education could inspire voluntary inclusion of County, DISD, and Dallas Community College tax increment to support initiatives such as workforce training for local students, laboratories for innovative educational programs or campuses, and localized pre-K and daycare services to serve new development and students and families citywide. Parkland Hospital participation could include commitments to support localized health programs, including mental health programs related to poverty and incarceration, community health programming in conjunction with Harold Simmons Park, and more traditional health care delivery. Each of these entities has participated in TIF in the past in Dallas, and with a thoughtfully crafted vision that supports each entity's purpose, a Trinity TIF should expect their participation.

Bonding - Unlike other cities, Dallas has not typically bonded against future tax increment to for upfront financing of TIF projects. The Trinity TIF should consider leveraging bonding capacity to employ TIF funds for both infrastructure and equitable development projects to support near-term development and investment in equity initiatives. Combining a TIF district with other quasi-governmental jurisdictions such as Municipal Management Districts and Redevelopment Authorities could allow for bonding off of future revenues secured with the City of Dallas's credit to enhance bond ratings. This may be accomplished either through the creation of a new entity or by expanding the authority of the existing Trinity River Corridor Local Government Corporation but requires additional legal and regulatory consideration.

Supplementary Mechanisms and Existing TIFs - The Conservancy will also help design projects and convene partners to take advantage of existing unobligated TIF funds for community development projects including affordable housing set-asides in the Fort Worth Avenue TIF, education/training facilities funding in the Oak Cliff Gateway TIF, workforce development set-asides in the West Dallas Subdistrict of the Sports Arena TIF, and economic development grants in all TIFs. Additionally, TIFs have the ability to use tax increment to acquire land. The City should consider expanding the tax increment generated to acquire and hold land for equitable development purposes.

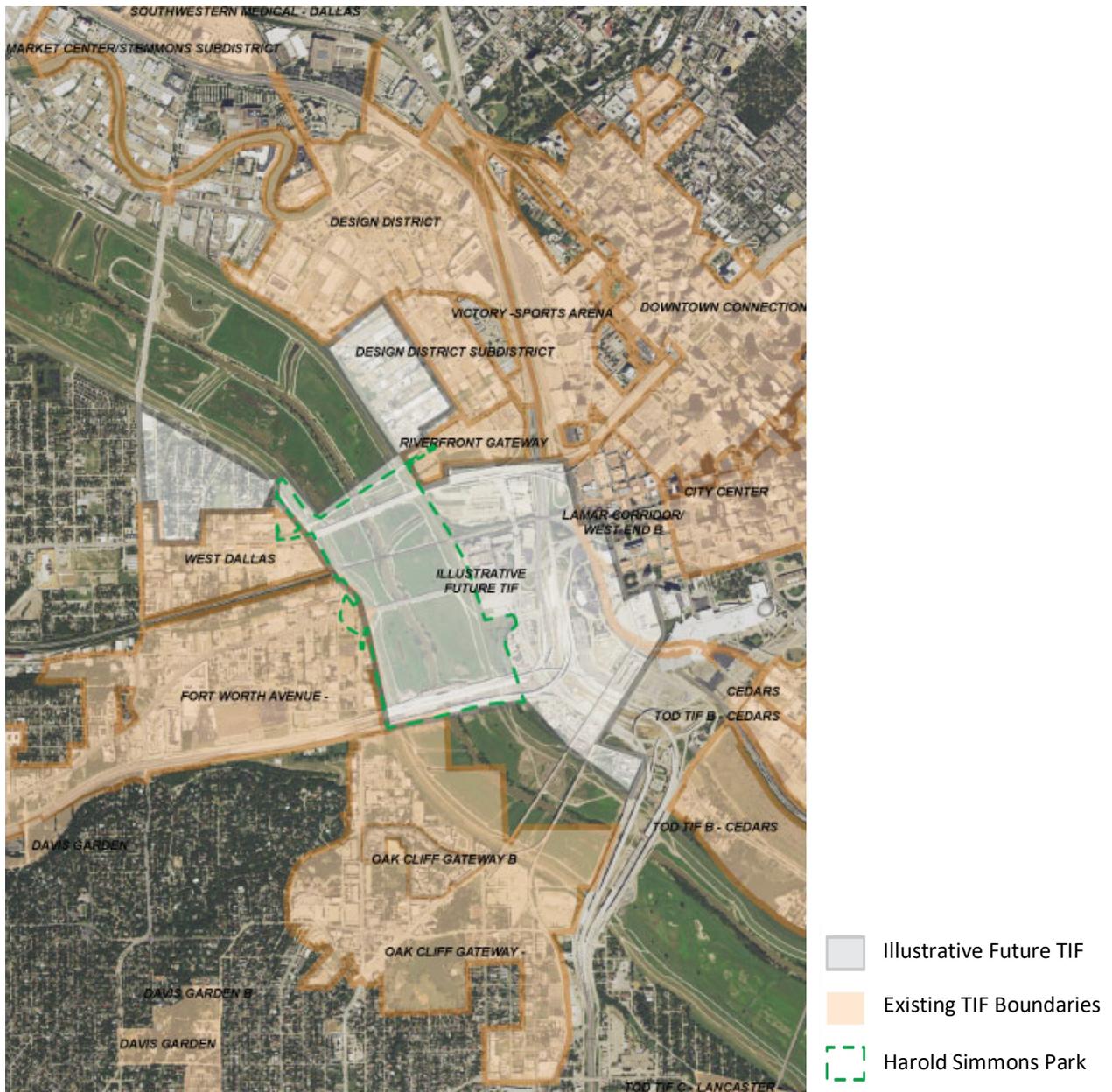
Geography - Much of the Harold Simmons Park impact area falls within current TIF district boundaries as indicated in gray in the figure below. The primary exception, an area where Park impacts are greatest, include portions of the Design District, and the Riverfront area, including 505 Riverfront, the Reunion sites, and 106 West Commerce.⁴²

⁴² Portions of West Dallas may be considered for inclusion in the Trinity TIF to extend benefits of the TIF there, given the boundary extension does not cause the amount of residential property in the TIF to exceed thirty percent in accordance with Chapter 311.

Investment Priorities - TIF funds should be prioritized for community investments that enhance development feasibility while shaping an inclusive neighborhood. These include:

- Critical infrastructure, including safe, multi-modal, green streets, accessible sidewalks, and frequent, well-connected transit
- Integrated affordable and mixed-income housing for households across the income spectrum
- Workforce development initiatives
- Business attraction/retention that supports local employment, entrepreneurship/ownership, and wealth-building including for minority and women-owned businesses
- Physical hubs or resource centers for services such as tenant advocacy, small business services, health services, and childcare
- New, improved, and preserved cultural and educational institutions
- Support for legacy residents and businesses to ensure participation in economic development
- Projects meeting a high standard of design and neighborhood connectivity consistent with community visions.

POTENTIAL TRINITY TIF BOUNDARY



To fully leverage TIF funds, other public funding and public-private development tools should be employed. These include Chapter 380 economic development agreements, Municipal Management Districts or Public Improvement Districts to levy special assessments and City of Dallas economic development incentives. The program requirements piloted in the Trinity TIF can serve as a model for these other mechanisms, and for inclusive development across the City of Dallas.

CASE STUDY: Denver Urban Redevelopment Authority TIF Requirements⁴³

How it works: The Denver Urban Redevelopment Authority (DURA) oversees the City's tax increment financing program. TIF agreements have spurred some of Denver's largest redevelopment projects, such as the creation of Stapleton, a new neighborhood on the site of a former airport. DURA has leveraged the importance of TIF to developers to apply requirements to projects that advance priority equity goals for the City.

These requirements and programs include:

- First Source Hiring and Outreach Program for Low Income Denver Residents - construction contractors and any subsequent commercial tenants must work with community organizations to identify and prioritize low-income job seekers for available positions
- Small Business Enterprise policy - program to "enhance and maintain the opportunity for small business participation in construction, reconstruction and remodeling, and professional design and construction services", requiring developers to hire a minimum percentage of SBE-certified contractors
- Construction Employment Opportunities Policy - requires developers to pay 1% of eligible costs towards a DURA program that builds capacity within the construction industry through training for workers and supports the growth of construction businesses
- Project Art Requirement - requires developers to allocate an amount equal to 1% of project costs towards the provision of public art.

Implications for Harold Simmons Park: Denver's strong real estate market helped the city leverage public revenues for infrastructure in the form of TIF to require that developers follow equitable development policies. Harold Simmons Park is expected to have significant positive impact on surrounding real estate development; in exchange for access to public revenues, Dallas should expect abide by policies that promote inclusion and equal opportunity. The types of requirements and programs used by DURA can provide a useful precedent for the terms of a new TIF district and other public-private development agreements around the Park.

Tactic 3.2: Development Partnerships

Community and economic development catalyzed by Harold Simmons Park - including the extension of the urban fabric to the levees through new real estate development, has been a key principle of the Trinity River Park vision since the completion of the Balanced Vision Plan in 2003. Real estate development supports three critical objectives for the park:

- Bringing new residents to the Park area to support an active park stewarded by its neighbors, improving the park experience for visitors from throughout the city and beyond
- Generating new economic value and enhancing the tax base, supporting broader prosperity for all of Dallas
- Supporting the park's long-term financial sustainability through policies and mechanisms, such as Tax Increment Financing, that leverage the park's economic value for ongoing funding

With existing property ownership and leadership on the investment in the Park, the Conservancy is in a position to shape real estate development around the Park. Joint development can provide the Conservancy with revenue to support the operation and maintenance of the Park while directly contributing to equitable outcomes. Joint development is an equitable development tactic because it allows:

- **Development leadership and influence** - Active participation in the planning and execution of new real estate development provides the opportunity to influence when, where, and how development will take place on certain sites around the Park. New market-driven development is unlikely to fully meet the aspirations of the Conservancy and park stakeholders for equitable development. For example, private landowners may be motivated to delay development to benefit from long-term value appreciation, leaving

⁴³ <http://renewdenver.org/redevelopment/what-makes-us-different/>

gaps in the urban fabric and park frame; or development may prioritize high-value (i.e. highest-rent or highest sale price) luxury development and/or low-cost development that is at odds with the aspiration for a quality urban environment and equitable development around the park. Participation in development provides leverage for the Conservancy to demonstrate the feasibility and value of high-quality mixed-income development and impose control on significant development potential adjacent to the park.

- **Equitable development initiatives** - Participation in joint development provides outlets for bringing equitable development strategies to reality, which would be less likely to materialize with fully market-driven development. Joint development can create spaces for affordable housing, community amenities, incubator space, workforce training centers, or other community serving uses with the Conservancy as a decision-maker influencing the balance of public uses (with public subsidy where appropriate) and highest-value development. Partnership can also support the use of development incentives by expanding community benefits through mission-driven development activities.

Joint development can provide ongoing revenue to support park operation and neighborhood investment via ground lease payments, land sales, or TIF/PID/other public finance proceeds. With public funding for park operation likely to be very limited, identifying opportunities to 1) create value, and 2) capture value that is created will be essential to the sustainability of the park.

The Conservancy's participation in joint development can take multiple forms to advance equitable development, create revenue for park operation, and add value to be leveraged by TIF and other mechanisms:

- **Land acquisition/disposition** - buying, holding, and/or selling property for development, positioning the Conservancy to define uses, development partners, and/or character of new real estate. This should include advocacy and planning for the dedication of public land for equitable development, community uses, and other activities consistent with the EDT.
- **Planning, design, and entitlement** - defining design vision and team while coordinating with the LGC and public-sector partners on entitlements and ancillary infrastructure investment that support project feasibility and equitable development vision
- **Horizontal development** - investing in, financing, and executing site preparation and infrastructure
- **Vertical development** - investing in, financing, and executing ground-up development or renovation
- **Operation, programming, and asset management** - managing public spaces and/or public facilities associated with new development and consistent with Conservancy capacities and equitable development aspirations.

CASE STUDY: Brooklyn Bridge Park, Brooklyn, NY



How it Works: To facilitate public funding capital investment in Brooklyn's famed waterfront park while ensuring long-term sustainable operation without public funding, the quasi-public Brooklyn Bridge Development Corporation was created. The Corporation took ownership of property within park boundaries for future real estate development. Today, ground lease payments and payments-in-lieu-of-taxes provided by residential, commercial, and hotel development provide the great majority of operations and maintenance funding for the park. The corporation selected

and negotiated with developers for each site while setting parameters for new development, including affordable housing set-asides.

Implications for Harold Simmons Park: Active involvement in land assembly and development by the Conservancy and LGC can both create revenue streams to make the Park sustainable and provide control over park-oriented development to advance equitable development. The organizational capacities and legal structures must be in place to partner directly with private developers and public entities for new development.

Tactic 3.3: Mission-Driven Tenanting and Programs

Real estate development opportunities around the Park can address the racial wealth and opportunity gaps in Dallas through mission-driven development and programming that intentionally benefit legacy businesses (longstanding small businesses that serve as informal cultural anchors for a community), entry-level job seekers, and minority entrepreneurs and businesses. Setting these intentions into practice should take one or more of the following forms:

- **Subsidized Commercial Space** - Developers have the authority to decide the mix of tenants who lease their space and can influence the on-site activities of those tenants. New commercial and mixed-use development surrounding the Park should offer affordable and/or favorable lease terms to legacy businesses that would otherwise face market pressures to leave local neighborhoods and the city of Dallas, taking jobs with them. Developers wishing to support legacy businesses should identify anchor tenants early on who can pay market rates and help to subsidize affordable commercial space and potential legacy tenant space needs that might differ from what the market deems to be the “highest and best use.” For example, while high-end office space may garner higher rents, a mission-driven developer might offer a portion of square footage to support light industrial or manufacturing space to sustain legacy businesses and the entry-level jobs associated with them. These types of businesses and jobs are likely to benefit historic and marginalized communities surrounding the Park.^{44,45}
- **Support for Entry-Level Workers** - Unemployed jobseekers with fewer educational credentials, including justice-involved individuals, often take entry-level positions due to the lower barriers to apply.⁴⁶ Acknowledging the difficulties entry-level workers face to maintain stable employment, developers might offer incentives to tenants who provide their workers with access to wrap-around services, professional development opportunities, or benefits packages to meet housing, healthcare, transportation, childcare, and other needs. Similarly, landowners might incentive developers based on the same criteria. Alternately, developers could preserve a portion of commercial or mixed-use developments to serve as space for co-located nonprofits to offer comprehensive supports on-site, including education and workforce training.
- **Accelerating MWDBE Entrepreneurs and Small Businesses** - Dallas currently benefits from a number of institutions that support Dallas-based minority-owned businesses and entrepreneurs, such as the Dallas Black Chamber of Commerce and the Dallas Entrepreneur Center. New developments and their tenants can advance these efforts, and with an explicit focus on closing the racial wealth gap in Dallas, by: 1) offering subsidized space to local partners for entrepreneur or startup programming tailored for MWDBE businesses; 2) prioritizing local MWDBE businesses for on-site procurement opportunities and direct spend contracts; or 3) allocating a portion of profits from rents or development fees to support a revolving loan fund that benefits small, local MWDBE businesses. For the latter, a revolving loan fund can help businesses underwrite insurance requirements during a procurement process, which can serve as a barrier to bidding and qualifying for large contracts.
- **Opportunity Hubs** – In partnership with the City, landowners, and other partners, the Conservancy should also advocate for the concentration of each of the above elements within new “Opportunity Hubs”, creating a replicable model for mission-oriented development for Dallas. An Opportunity Hub would be an assemblage of parcels developed and/or leased by a mission-driven entity, offering space for a mixture of commercial and community uses (e.g., social service providers, workforce training, etc.), and providing subsidized space for established businesses and/or entrepreneurs who benefit legacy and underserved communities in Dallas. Building on and leveraging the capacities of existing organizations and initiatives – such as Grow South, the Dallas Entrepreneurship Center, and Community Development Financial

⁴⁴ Interview with Goodwill Dallas, March 22, 2019.

⁴⁵ [“Making Space for Equitable Development in Pittsburgh.”](#) Next City. April 4, 2019.

⁴⁶ Roughly 8.3% of residents in the neighborhoods west and south of Harold Simmons Park are unemployed, and one- to two-thirds of residents in West Dallas neighborhoods have earned a high school degree, but do not have additional credentials (ACS 2017 5-year estimates).

Institutions, Opportunity Hubs would focus on creating jobs for and growing the wealth within adjacent communities. Mission-oriented developers or non-profit loan funds would ideally develop and operate Opportunity Hubs to preserve the mission and leverage all available funding sources, including foundation support, government grants, and tax credits, to support on-site programs. Using the Brooklyn Navy Yard as a model (see case study below), a developer would acquire and assemble parcels to create commercial space serving office and light-industrial uses. Opportunity Hubs would offer space competitive with other commercial nodes in Dallas to attract high-growth employers, while also preserving square footage for MWDBE entrepreneur and startup programs, legacy businesses, and wraparound services for employees and local residents. Opportunity Hubs would differ from traditional business parks and industrial hubs by also offering on-site career coaching and placement services at a dedicated career center. Paired with the high density of employers in one location, the career center could not only support local residents in finding jobs, but also incumbent workers in identifying professional growth opportunities with their employer or other Opportunity Hub businesses.

It will require multiple partners to ensure that the redevelopment opportunities surrounding Harold Simmons Park implement mission-driven tenancing, support entry-level workers, and accelerate MWDBEs. The Conservancy and/or the City can serve as a first-move anchor tenant within an Opportunity Hub adjacent to the Park to house staff for the Park's programming and operations and maintenance. The City of Dallas or another governmental or institutional entity may also serve as a first-move anchor tenant in new developments, catalyzing activity at market-rate rents enabling developers to offer subsidized affordable space to legacy businesses, nonprofits, or MWDBE programs. The Conservancy or LGC should leverage City and board relationships to identify potential governmental offices or service-providers (e.g. a permitting office), educational institutions, or large organizations with space needs and mission consistent with the Conservancy.

The City of Dallas Office of Economic Development can leverage current and future incentive programs and TIF to motivate developers and tenants. These programs should be deployed to employers with strategic wealth creation strategies that close the racial wealth gap. The Conservancy and other organizations may serve as joint development partners and use their authority to align development and commercial activities with a public-serving mission.

CASE STUDIES: Mission-Driven Development

7800 Susquehanna St., Pittsburgh, PA: A project of Bridgeway Capital, 7800 Susquehanna is a rehabbed industrial building (former Westinghouse Electric Company) in the low-income neighborhood of Homewood, Pittsburgh that now provides affordable office space to small manufacturing and trade businesses, workforce development nonprofits, and training schools. Bridgeway Capital, which is a mission-oriented loan fund and developer, requires that tenants align with the building's mission, with a focus on providing job opportunities accessible to local residents and historically underserved neighborhoods (some applicants have been turned away, despite vacant space). Tenants are offered rent stabilized five-year leases, with the option to renew for two additional five-year terms. Bridgeway Capital receives some foundation and state and federal funding to support 7800. In the long-term, Bridgeway Capital plans to use "surplus funds from the building's net income to reimburse homeowners in the surrounding blocks for home improvements like new roofs or new windows."⁴⁷

Greenpoint Manufacturing and Design Center, New York: The GMDC⁴⁸ was founded in 1992 as a non-profit industrial developer focused on providing affordable workspace for small manufacturers, artists, and artisans. GMDC acquires, rehabs, and manages industrial properties. They currently own and manage six properties, ranging from 24K-300K square feet, and lease to the following business types: metal work, houseware fabrication, woodworking, metal finishing, and fine art. Since 2013, GMDC properties have been 100% occupied and the organization maintains a waiting list. A 2016 tenant survey showed that of the 106 business respondents (95% of all tenants), "45% [were] owned or co-owned by minorities or women."⁴⁹ Of their 624 employees, 5% did not

⁴⁷ ["Making Space for Equitable Development in Pittsburgh,"](#) Next City. April 4, 2019.

⁴⁸ [Greenpoint Manufacturing and Design Center](#)

⁴⁹ [Tenant Survey Report,](#) Greenpoint Manufacturing and Design Center, 2016.

graduate high school and 27% had a high school degree but no further education. As a result of GMDC's success and the demonstrated need for affordable industrial space, the New York City Economic Development Corporation established the Industrial Developer Fund, offering "\$150M in grants and loans to support nonprofit or mission-oriented industrial developers."⁵⁰

Brooklyn Navy Yard, New York: A former shipbuilding site, The Brooklyn Navy Yard (BNY) is an industrial park currently home to over 400 businesses and 9,000 employees from a wide range of industries, including energy, tech, food, education, transportation, and metalworking.⁵¹ The not-for-profit Brooklyn Navy Yard Development Corporation (BNYDC), serves as the developer and manager. On the site, the BNYDC helps businesses in and around the BNY to hire qualified candidates and provides local residents access to high-quality jobs at the Albert C. Wiltshire Employment Center⁵² (the EC). For employers, the EC assists in filling job opportunities and, in some cases, crafting job training for incoming applicants and employees. After identifying job opportunities, the EC helps identify, screen, and place qualified job seekers into these open roles. In 2018, the EC filled more than 300 open jobs at more than 150 businesses.⁵³ 85 percent of those placements occurred in BNY. One-third of the employees placed are low-income residents in NYCHA homes. All of the services provided by the EC are free - both for employers and job seekers. Funding for the EC comes from foundation support and the BNYDC.

Implications for Harold Simmons Park: Mission-driven tenancing and programs require developers and/or property owners who assess their bottom line based on a combination of community outcomes and profit. They also require partners (developers, property owners, and tenants) who can leverage diverse funding sources (i.e., earned income, federal grants, value capture, and philanthropic funding) to ensure the provision of subsidized space and community services. The Conservancy should identify partners who can serve as developers or funding partners, while working with the City, Chambers of Commerce, and other local organizations to proactively assess business needs, in high-growth sectors as well as among legacy businesses adjacent to the Park. As with the case studies above, the mission of various Opportunity Hubs in Dallas may vary based on the industries and/or communities served, but all should incorporate subsidized space and workforce training services and focus on benefitting nearby residents.

Tactic 3.4: Community Benefits Agreement

Successful implementation of the Park that meets equitable development goals will require investment, partnership, community organizing and changes in policy. Across the country, Community Benefits Agreements (CBA) have been negotiated between community groups, developers, and public and private investors to require projects to be supportive and reflective of community needs and to distribute benefits. For example, CBAs have required local hiring, direct financial contributions to neighborhood facilities, and design quality assurances. While community coalitions in Dallas, including West Dallas One, are discussing the use of CBAs for new development in their communities, the practice has not been applied in Dallas to-date. The Park project's scale and the public-private partnerships required to bring it to reality create the conditions for a multi-party CBA that empowers community members to instill their needs for the park and neighborhood development while defining the responsibilities of the Conservancy and City and holding all parties to account. A legally binding CBA between a neighborhood coalition, organizing group, or similar community representative; the Conservancy; and the City would define commitments and responsibilities required to bring to reality the full suite of equitable development initiatives required to meet the project's aspirations. For example, without City action to control property taxes for low-income residents and bring economic development resources to the neighborhoods west of the River, continued displacement will render other community-driven tactics impossible or less impactful; and Park development will perpetuate the contractor disparities without the Conservancy's commitment to living-wage, MWDBE procurement. A multiparty agreement

⁵⁰ "[Manufacturing Fund Launches to Support Industry - and Jobs - in New York City](#)," Next City, January 30, 2018.

⁵¹ [Tenant Directory](#), Brooklyn Navy Yard.

⁵² [Brooklyn Navy Yard Employment Center](#)

⁵³ [FY 18 Data Report](#). Albert C. Wiltshire Employment Center.

would guarantee negotiated benefits for all participants: the neighborhood would be able to influence the development taking place in their neighborhood, benefit from the additional jobs created, ensure public service needs are being met, etc.; the Conservancy and LGC would get a policy commitment from the City, park operating funding agreement, etc.; and the City would receive community-buy in, commitment of Conservancy funds, etc.

To be effective, CBAs require a community coalition that is representative of a neighborhoods' diverse viewpoints and aspirations, organized enough to articulate clear community requirements, and empowered to hold other partners accountable. The Conservancy should support the development of strong "civic infrastructure" that would position West Dallas communities to fulfill such a role. Through technical support to neighborhood groups and connections between communities and funders (e.g. local foundations), the Conservancy can help build the capacity required for a powerful CBA.

Elements of the Community Benefits agreement may include measurable equity objectives covering the following:

- **Park design and physical, social, and cultural access** will create equitable benefits to existing and future communities, including the location and cost of programming, "do no harm" approaches to traffic or air pollution, and access for different modes of transportation and physical abilities.
- **Procurement policies** for construction, operations and maintenance, and programming meet the highest standards for local, first source, and M/WBE inclusion and feature specific programs that may include an all-Spanish conservation training and employment program and small business training programs that position local small businesses to be competitive bidders on Conservancy projects.
- **Public investment to meet gaps in social services** (e.g. a childcare facility, Mission-Driven Tenanting & Programs), **and support additional community development activities** (e.g. job training programs, social services, infrastructure, corridor improvements, public art) commensurate with the public subsidies provided for new development projects.
- Public commitment to **enact policy and programmatic changes to prevent displacement of residents**.

CASE STUDY: Pittsburgh Hill District CBA⁵⁴



How it works: In 2008, the One Hill Coalition - a consortium of unions and community groups in the Hill District neighborhood of Pittsburgh - negotiated the City's first CBA. The agreement was signed with the Sports and Exhibition Authority of Pittsburgh and Allegheny County, the County of Allegheny, the City of Pittsburgh, the Urban Redevelopment Authority of Pittsburgh, and the developers and operators of the new Pittsburgh Penguins sports arena and surrounding anticipated projects. The CBA is meant to hold all public and for-profit partners accountable in preserving and enhancing the existing Hill District community. Not only did the CBA outline required actions, but it also stipulated the implementation and funding requirements of each of the parties. Among others, the CBA required these parties to do the following:

- A Community Master Plan, funded by URA, by which all parties are required to follow.
- A formal review of social services by the County to identify gaps in social services and prioritize funding
- Seed funding for the development of a grocery store (\$1 M from the URA and \$1 M from the Pittsburgh Penguins)
- A First Source Employment Center, supported in part by the City and the County, and a commitment to give first consideration for all jobs created to residents referred by the Center
- A neighborhood partnership program to provide up to \$6M to support community needs, such as education and youth services and drug, alcohol, and mental health services

⁵⁴ ["Policy & Tools: Community Benefits Agreements and Policies In Effect," Partnership for Working Families. "This Pittsburgh group wants all developers getting subsidies to agree to community benefits - including you, Amazon," PublicSource. 21 May 2018.](#)

- A multi-purpose center created in partnership between the Pittsburgh YMCA, the City, the County, and URA

In return, the coalition was required to settle all appeals to the Pittsburgh Planning Commission and publicly support future development projects that have followed the outlined procedure. Since then, the CBA has been successful, achieving many if not all of its goals to date. However, many believe that the negotiated public investment of \$8.3 M to seed community development projects as part of the CBA was not commensurate with the subsidies ultimately received by the arena.

Implications for Harold Simmons Park: CBAs can be used to hold government entities accountable for promised community and economic development activities. Assigning specific development, funding, and operating responsibilities can offer additional clarity. However, beyond the baseline of funding required, the investment required by the public and for-profit groups should be tied to their success (i.e. amount of subsidies received, allocating a share of profits to a community development fund, etc.)

Strategy 4: Collective Investment & Ownership

The minority-majority communities that will be impacted by Harold Simmons Park should have the opportunity to benefit from the wealth that the project will create, have a direct role in determining neighborhood investment, and maintain and grow the supply of housing accessible to low- and moderate-income people. Local communities should be empowered by the Conservancy to leverage value created by the park and additional public investment into basic services (e.g. quality education, safe and affordable transit, healthy and affordable food options), community improvements (e.g. sidewalks, street trees, and desired community facilities), and social services (libraries, grocery stores, career services, childcare centers, etc.). Creating engagement and investment vehicles can help individuals overcome negative impacts of historic wealth disparities while establishing replicable models can help make *Dallas as a whole* more equitable by directly confronting effects of long-term race-based disinvestment.

Tactic 4.1: Cooperative Neighborhood Investment

Low- and moderate-income residents are faced with many barriers of entry for traditional investing. Traditional wealth-building investments require high upfront capital, making them inaccessible to lower-income residents, while historic disenfranchisement and limited engagement hindered access. The development of the Park and other neighborhood investments will create potential sources of wealth as property values increase and ground-up development occurs. Residents in the neighborhoods around the Park should be able to participate financially, contribute to decision-making, and benefit from the new community amenities. Through a range of collective investment models described below, residents choosing to invest can access financial returns on investment in local development via tenant rent payments, parking and other revenue, and the sale of properties offered through collective ownership models. Such cooperative and collective investment models may prioritize wealth creation, neighborhood participation, or specific project aspirations. Community engagement is required to identify the underlying goals and motivations of community members, assess neighborhood interest in investment models, and educate potential investors. To advance the equitable development goals of the Park, the Conservancy can help launch the initiative through identification of early champions and resources.

COLLECTIVE INVESTMENT MODELS

	INVESTMENT COOPERATIVE	COMMUNITY INVESTMENT TRUST	COMMUNITY DEVELOPMENT PUBLIC OFFERING
Goal	Grassroots, in-fill community development with resident participation	Wealth-building and investment opportunities for low-income residents	Resident participation in large-scale development
Instigator	Community members or community organizing group	Nonprofit organization that can provide set-up support, implementation services, and ongoing management	Developer willing to divest a public-facing element of the larger project, likely in coordination with a nonprofit partner
	INVESTMENT COOPERATIVE	COMMUNITY INVESTMENT TRUST	COMMUNITY DEVELOPMENT PUBLIC OFFERING
Project Typology	Individual vacant or blighted properties	Wholly owned larger properties	Shares in a portion of a large commercial or mixed-use development (e.g. ground floor retail space, tenant spaces)
Project Example	Individual vacant storefronts along Sylvan Ave	Collection of underutilized properties near West Commerce	Ground floor retail of a large mixed-use development along Riverfront
Scale of Individual Investment	One low minimum investment (e.g. \$200) with opportunity for additional investment	Low monthly investments with minimum investment increasing each year following share price increase	One low minimum investment (e.g. \$200) with opportunity for additional investment
Return on Investment	Investors receive modest annual dividends (share of annual operating profits) and share of profits when property is sold at stabilization	Investors receive annual dividends (share of annual operating profits) and increase in share price annually (value accrued on property)	Investors receive modest annual dividends (share of annual operating profits)
Governance	Governed by a board of directors; voting rights are distributed equally based on participation, not size of investment	Governed by an appointed and/or elected board of directors tasked with maximizing returns	Specific decisions are passed to the community investors; voting rights would be distributed equally based on participation, not size of investment
Case Study (see below)	NorthEast Investment Cooperative	East Portland Community Investment Trust	Market Creek Plaza

CASE STUDY: NorthEast Investment Cooperative, Minneapolis, MN⁵⁵



How it works: NorthEast Investment Cooperative (NEIC) is a for-profit cooperative real estate development organization that allows residents to collectively buy, rehab and manage commercial and residential property in Northeast Minneapolis. NEIC is 100% member-owned, with membership shares, called an “A-share,” costing \$1,000. Governed by a member-elected Board of Directors, all member-owners have one vote in any decision subject to member control, such as property selection and tenancing decisions. Member-owners have the opportunity to invest additional funds where they can earn dividends, but no matter how much an individual member-owner has invested, he or she only has one vote. By pooling resources and enticing community engagement, members are able to address pockets of disinvestment and blight with vibrant community-oriented businesses.

Since its inception in November 2011, membership has grown to nearly 300 residents and raised over \$500,000 to revitalize two vacant properties. Though the project has only led to relatively modest annual returns - the annual return for “A-shares” was 4.17% in 2015 - the cooperative has successfully reinvigorated two previously blighted properties and spurred more than a million dollars in additional investment.

Implications for Harold Simmons Park: Community member investment will be leveraged to revitalize blighted storefronts with necessary neighborhood services that are appropriate in the existing context. Additional capital from outside partners would be needed to create larger-scale development and generate substantial returns for community investors. Establishment requires significant investor education and early board members and participants committed to the mission.

CASE STUDY: East Portland Community Investment Trust, Portland, OR⁵⁶



How it works: The Community Investment Trust (CIT) model was piloted by Mercy Corps to meet investment desires of low- to moderate-income families with monetary constraints. East Portland Community Investment Trust (EPCIT) was piloted to provide wealth building opportunities for families in East Portland.

In December 2014, following a rigorous program design process and a property search, Mercy Corps secured Plaza 122, 29,000-square foot commercial strip-center retail property in foreclosure with only 66% occupancy, through impact investor and commercial loans. The property was purchased before the cooperative legal framework was set up but with the intention of being part of the first CIT. The subordinated debt used to purchase the property will be paid back over time by the community investors who become the owners. In an effort to protect the low-income community investors, Mercy Corps pursued a direct pay Letter of Credit (LC) from a bank, providing investors loss protection. In July 2017, Mercy Corps established EPCIT as a corporation with shareholders. It is governed by a board comprised of neighborhood leaders with relevant expertise and relationships to generate long-term value for the corporation. EPCIT may choose to become a private Real Estate Investment Trust (REIT) once surpassing 100 investors. EPCIT owns the Plaza 122 Community Investment LLC, which was created initially to purchase the property. By establishing the CIT through a single member LLC, EPCIT could replicate the model with additional properties within the same legal structure.

⁵⁵ <http://www.neic.coop/>

⁵⁶ Mercy Corps.

Community investors commit to paying \$10 to \$100 per month for one year. EPCIT expects that the project could support 300 to 500 investors. In less than two years, participation has surpassed projections with over 110 community investors. To qualify as an investor, individuals must be older than 18, live within the designated zip codes, and complete a financial action course. The program, Moving from Owing to Owning, is funded as part of federal grants and philanthropic donations. After 6 months, the EPCIT issued its first dividend of 9.6% for investors. In December 2018, investors received an 8.9% dividend. The most recent appraisal valued the property, originally purchased at \$1.5 M, at \$1.9 M. The value increased the share price from \$10 per share to \$14.57. 78% of investors elected to reinvest at the higher share price for the following year.

Implications for Harold Simmons Park: Small-scale investing can be a lucrative source of wealth-building for community members. However, having an established organization lead the creation of the CIT model and guide development is crucial to ensure the project is financially viable and legally sound. There does not need to be a legal structure in place prior to purchasing properties, and near-term acquisition can increase the overall returns for community investors as land values continue to rise.

CASE STUDY: Market Creek Plaza, San Diego, CA⁵⁷



How it works: Market Creek Plaza, a commercial and cultural center, was designed, built and eventually owned by neighborhood residents. Located in the Diamonds, a low-income, minority-majority neighborhood, the redevelopment was spearheaded by the Jacobs Center for Neighborhood Innovation (JCNI) foundation, which exclusively focuses on the Diamonds. There was an in-depth planning and design process that involved over 2,000 nearby residents. To develop and operate the center, JCNI founded Market Creek Partners, LLC. In 2001, Market Creek Partners launched a Community

Development Initial Public Offering (CD-IPO) to raise 20% of the capital for the project. The CD-IPO raised a total of \$500,000 from over 400 local investors. The minimum investment was only \$200. These residents receive a preferred return on investment so that the potential for losses is minimized. The remaining portion of the Market Creek Partners LLC is owned by JCNI (60%) and resident-led Neighborhood Unity Foundation (20%). Each community investor receives one vote for their participation in the project, regardless of the amount invested. Decisions made by the community investors included the design and use of the spaces. The first tenant selected by ownership was Food 4 Less grocery store, responding directly to community needs. It now anchors the center and was the first tenant to open. The effort encountered state regulatory barriers and organizational capacity challenges early in implementation. Long-term returns for community investors remain unknown. However, the program has successfully delivered a revitalized area with community investor curated tenants, art, and programming.

Implications for Harold Simmons Park: Selling affordable shares to community members will provide wealth building opportunities. Creating the capacity and ability of a lead organization to execute is essential to project success.

Tactic 4.2: Community Land Trust

The legacy of discriminatory policies over the 20th century that made it more difficult for Black and Latinx residents to access homeownership as a means of long-term and multi-generational wealth building. Community Land Trusts (CLTs) are a mechanism that lower the economic barriers to homeownership, provide a steppingstone to more traditional homeownership, and maintain long-term housing affordability. Primarily, CLTs reduce the costs of

⁵⁷ [“Market Creek Plaza: Toward Resident Ownership of Neighborhood Change,” PolicyLink](#); [“Community Development Initial Public Offering,” Jacobs Center for Neighborhood Innovation](#).

homeownership by selling only the improvement on a property and retaining ownership of the land beneath, thereby reducing the cost of the home and accompanying down payment and income requirements.

CLTs preserve affordability while helping owners grow wealth by limiting appreciation on a property through resale provisions but providing sellers access to a portion of the equity appreciation from their property. Typically, taxing entities come to an agreement with CLTs to modify their appraisal methods recognizing that CLT properties do not have a true market value, thus avoiding burdensome property tax increases. In gentrifying areas like West Dallas, CLTs can provide a means of preserving affordable options for future generations. CLTs may also invest in rental and commercial properties with some of the same benefits.

For homeowners, CLTs account for the cost of land through a ground lease paid monthly with their mortgage. Typically, this ground lease lasts for 99 years. Homes on CLT land may be passed on to heirs.

Land Trusts are permitted by Texas state law and are also included specifically as a provision of Homestead Preservation Districts (Chapter 373A). Homestead Preservation Districts (HPD) permit the creation of both affordable housing focused Reinvestment Zones with the express purpose of supporting and preserving affordable housing. These districts create a dedicated revenue stream for Land Trusts and Land Banks operating within the district. Presently, the statute appears to preclude authorization of West Dallas as an HPD and would need to be amended.⁵⁸ While establishing an HPD is not required to create a Land Trust for the area, the statute does create a dedicated funding stream for affordability preservation.

The Conservancy should support the creation of a West Dallas Community Land Trust (additional geography could be considered after initiation) to steward long term affordability proximate to the park and advocate for the rewriting of Chapter 373A to permit adoption of a Homestead Preservation District in West Dallas. The Land Trust should focus on programs and development tailored to support current and future low- and moderate-income residents, including affordable down-sizing options for seniors. Close partnership with the City of Dallas Land Bank to target acquisitions and transfer of tax-foreclosed properties can offer opportunities for scale essential to the success of a land trust.

Acquisition and Development - The CLT should acquire low-cost tax foreclosed property through the City of Dallas Land Bank, or lots restricted for sale to non-profit corporations for low-income housing purposes through the City of Dallas's HB 110 program. As of April 2019, the City of Dallas owns nineteen HB 110 lots in West Dallas north of I-30 and east of Hampton Road. The City of Dallas lists an additional fourteen lots as potential Land Bank lots in the same geography. The CLT should target acquisition of these 30+ lots for renovation or development of long-term affordable housing held in the trust. Additional public and philanthropic support should be sought to supplement the CLTs holding and develop housing.

Beneficiaries of the CLT could include a range of existing and future residents:

- **Existing Homeowners -**
 - Wishing to Sell: A CLT could purchase homes from existing homeowners wishing to sell their property and enter that property into the trust. This would permit owners to receive market value for their property and reduce the barrier to entry for new homebuyers into West Dallas by removing the price of land from the purchase price of the house.
 - Wishing to Stay: A CLT could purchase the land from an existing homeowner while that homeowner retains ownership of the structure. This would provide significant immediate capital to homeowners in West Dallas, where land values typically surpass improvement values. Homeowners could then retain their home, sell it at any point subject to the CLT's appreciation limits and equity percentages, or bequeath the home to heirs.

⁵⁸ Based on Chapter 373A.052(b)(2) and Chapter 373A.052(b)(3), an HPD in Dallas must have an area median family income below \$30,000 and a poverty rate twice that of the municipality according to the most recent decennial census. A number of legislative advocacy groups have identified these statutes as priorities for reform.

- Wishing to Sell and Stay: A homeowner could sell their property at market value and purchase a CLT home to take advantage of the market value of their property while remaining homeowners or sell their property at market value and rent a CLT subsidized rental unit or Accessory Dwelling Unit.
- **Low-Income First Time Homebuyers** - The target market for most CLTs are first-time low-income homebuyers, including those desiring a steppingstone to traditional homeownership for whom a CLT increases access as described above.
- **Low-Income Renters** - CLTs can develop or own property for rent or for sale and provide housing at below-market rents leveraging the tax benefits afforded CLTs. The trust may also develop and support development of ADUs to create a supplemental income stream for homeowners and increase the supply of affordable rental housing.

CASE STUDY: Austin Community Land Trusts⁵⁹

How it works: East Austin property values have skyrocketed since the early 2000s. Existing residents feared displacement as they were rapidly being priced out of homeownership. In 2013, the City of Austin partnered with Frameworks Community Development Corporation to launch the city's first Community Land Trust. The program was quickly replicated outside of East Austin. Now the City and multiple nonprofits run trusts throughout Austin. Most recently, Habitat for Humanity built 67 new single-family homes on land owned by the land trust. These homes have sold to residents at 60% of AMI with these homeowners paying approximately \$25 per month to lease the land. As of Summer 2018, there were ten active CLTs in Texas - 7 in Austin, 2 in Houston, and 1 in Amarillo.

Implications for Harold Simmons Park: The community land trust can both acquire land where homeowners are willing to sell or can develop new affordable units on vacant parcels. This model is common across Texas, and this project offers an opportunity to pilot a land trust in Dallas.

⁵⁹ ["Community Land Trusts: Permanent Affordable Housing for Central Texas." Urban Land Institute, Summer 2018.](#) ; ["In this new neighborhood, none of the homeowners own the land," Austin Monitor, 29 Nov. 2017.](#)

Strategy 5: Involuntary Displacement Prevention

The Conservancy and City's actions should minimize involuntary displacement. By utilizing tools such as overlays, policies, investments, and partnerships, the Conservancy and its partners can prevent burdensome tax increases and the loss of naturally occurring affordable housing, and support existing residents and businesses with reinvestment in their homes and businesses, allowing people the opportunity to choose to stay and participate in the continued growth of their neighborhoods. Through proactive baseline analysis and demographic tracking, the Conservancy and City can monitor neighborhood impacts to assess impacts and refine approaches over time.

Tactic 5.1: Property Tax Relief

City policymakers should use regulatory mechanisms and programs to provide relief to homeowners and businesses at risk of displacement due to rising tax costs. Tax abatements and property tax freezes can prevent or compensate for drastic increases in tax payments as market land values increase. The City should enact a property tax freeze in place for lower-income legacy homeowners who are already seeing an increase in annual property taxes. The program should protect lower-income home or business owners (for example, those who have owned since before the construction of the Margaret Hunt Hill Bridge). The terms of the policy will need to be assessed further but should consider the extraordinary impact that recent investment has had on the properties to-date by locking in taxable value at a certain base value year. This value would then be applied to each tax year as long as the property remains within the same family.

A Neighborhood Empowerment Zone (NEZ) created by the City would provide a mechanism for implementing the property tax freezes. According to Chapter 378 of the Texas Local Government Code, a municipality may waive construction or impact fees on projects within the NEZ, refund municipal sales tax on sales made in the NEZ, and/or abate property taxes on properties within the NEZ. The City's 2018 Comprehensive Housing Policy recommending the exploration of NEZs within the Housing Policy's "Reinvestment Strategy Areas," which include West Dallas.

CASE STUDY: Philadelphia Longtime Owner Occupants Program (LOOP)⁶⁰



How it works: The Philadelphia Longtime Owner Occupants Program (LOOP) provides tax freezes for at-risk homeowners who have lived in their home for more than ten years. The program requires that the home be a primary residence (i.e. not a rental home or a second home) occupied by a household earning up to 150% of area median income. To be eligible, the value of this house has to have increased by 300% or more in one year. Property taxes are frozen at three times the previous year's assessed value, meaning that if your home more than tripled in the last year, your property tax bill will be immediately decreased. As property values continue to go up, the resident only pays the taxes on the locked-in value of the property. The locked-in

value will remain constant for as long as the resident remains eligible and is not delinquent on their property taxes; residents do not need to reapply annually. In December 2018, a bill was proposed to lower the minimum property assessment increase to 150% from the current 300% to expand eligibility for residents. Council unanimously approved the proposition, which awaits Mayoral approval. Philadelphia's program is available to all city residents but is capped at \$20M annually; the program is currently only foregoing \$16M. Before the program amendment, more than 16,000 homeowners were already enrolled in LOOP, estimated as about three-fourths of all eligible households. With the reduced requirements an additional 3,000 homeowners are eligible, which will

⁶⁰ [Philadelphia Longtime Owner Occupants Program](#); ["Cities Mobilize to Help Those Threatened by Gentrification," New York Times](#); ["Thousands of Philly homeowners could get tax breaks under new proposal in City Council," The Inquirer](#).

only cost an additional \$1.5 M in forfeited annual tax revenue (compared to the City's annual General Fund tax base of \$3.4 B).

Implications for Harold Simmons Park: The City can apply property tax freezes for legacy property owners vulnerable to displacement. Additional targeted analysis of cost burdens within local neighborhoods and across Dallas will be needed to determine the terms of the policy, including base value years, income eligibility, and other criteria. The City should also maintain flexibility to adjust terms as the results of the policy are seen upon implementation.

Tactic 5.2: Prioritization and Expansion of City Housing Programs

The City's 2018 Comprehensive Housing Policy proposes focusing housing programs and policies in Stabilization Areas, opening the door for the expansion and targeted use of existing programs in West Dallas and other park-adjacent communities to minimize displacement and promote housing affordability.

Targeted Use of Existing Programs:

- The **Neighborhood Empowerment Zones** and **Accessory Dwelling Unit Overlays** should be implemented in the communities west of the Trinity River to expand housing options and preserve housing affordability (see Tactics 5.3 and 5.4, respectively).
- The City's **Home Improvement and Preservation Program (HIPP)** should prioritize repair and rehabilitation of homes in West Dallas occupied by low- and moderate-income households. The HIPP program should be adjusted to include grants, 0% interest loans, and forgivable loans if residents remain in the home for a period of time (e.g. 10 years) following the rehab.

As of April 2019, some amendments to the current program are under consideration by the Economic Development & Housing Committee. However, these policy changes would not address the lack of contractor participation in preservation program projects due to burdensome insurance requirements on small businesses and lack of project scale to attract larger companies. Furthermore, community members have experienced challenges accessing City resources for home improvements due to eligibility for homes with foundation issues. Such restrictions in access to funds should be addressed in City policy amendments. Transitioning to a sub-grantee model whereby the City partners with a local nonprofit to manage the program would increase flexibility, efficiency, and program cost while maintaining City oversight. Many jurisdictions (such as Detroit, Tucson, and El Paso) have deployed this model.

- The **Dallas Homebuyer Assistance Program (DHAP)** should prioritize residents who are hoping to purchase homes in West Dallas. Similar to HIPP, the program should be expanded to provide grants, 0% interest loans, and forgivable loans.
- The **Urban Land Bank Demonstration Program**, charged with acquiring blighted, vacant, and developable property to create affordable housing should target sites in West Dallas and the other park-adjacent neighborhoods. Once acquired, the Dallas Housing Acquisition and Development Corporation, the legal entity responsible for acquisition and disposition of the parcels, should retain properties until they can be transferred to a community land trust or other entity responsible for developing or maintaining long-term affordable units (see Tactic 4.2: Community Land Trusts).

Expansions to City Housing Programs:

- To further protect low-income residents, particularly renters, the City should create a **Tenant Opportunity**

to Purchase Act whereby residential, commercial or multifamily properties that are put up for sale are available to current tenants through low-interest or no-interest loans. The act could be focused on properties targeted by the city’s High Impact Landlord Initiative, or in the city’s targeted ‘stabilization’ areas as designated by the Comprehensive Housing Policy.

- For instances where displacement happens regardless of the mitigation efforts put in place, institute a **Relocation Assistance Requirement**, where landlords who evict residents, through no fault of their own, are required to provide a housing replacement in the same neighborhood that has the same or better level of affordability and quality of life.
- The City should enact a **Right-to-Return Preferential Housing policy** that provides residents with generational ties to the area priority in City housing activities in that area. The policy would require that new affordable units prioritize existing residents at risk of displacement or recently displaced, and residents with family ties to the neighborhood. A point system is needed to fairly decide priority housing, based on a resident’s historic residency and that of his or her family members.

CASE STUDY: Portland North/Northeast Affordable Housing Preference Policy⁶¹

Understanding How Many Preference Points Your Household Receives

How it works: Since 2014, the City of Portland has dedicated more than \$112M to affordable housing in North and Northeast Portland, a historically black neighborhood that has seen significant new development and displacement. The Portland Housing Bureau (PHB) launched an affordable housing preference policy as a tool to prioritize households affected by displacement in the tenanting of new affordable housing. The so-called “Right to Return” policy uses a point system to ensure that past tenants may move back to the areas from which they were displaced. The preference ranking is applied to all PHB programs in the area - affordable rental housing, ownership housing, and down-payment assistance for first-time homebuyers. This was the first program to prioritize households with generational ties to an area, with points attributed to applicants whose parents and/or grandparents lived in the area. Though revolutionary, this program has been minimally impactful - only placing 11 people through the homebuyer assistance program - due to the delay in constructing new multifamily affordable housing. Now that there are more affordable units coming online, the program is expected to become more effective.

Implications for Harold Simmons Park: Affordable housing tools can be targeted and tailored to address legacies of inequity and specific neighborhood conditions. In areas such as West Dallas that have experienced significant displacement over many years, a policy that prioritizes residents that have lived there before and those with familial ties can help build community trust and retain community identity.

Tactic 5.3: Expansion of Neighborhood Stabilization Overlay

Neighborhood Stabilization Overlays are a zoning tool that adds additional criteria to an area’s base residential zoning. La Bajada and Los Altos are both zoned R-5, or single-family residential with a minimum lot size of 5,000 square feet. In 2012, La Bajada petitioned for and was granted, an ordinance enacting a Neighborhood Stabilization Overlay that limits building heights to 27 feet, essentially restricting new home construction to two stories. While such a policy constrains density and therefore can limit land value for landowners wishing to sell their property, it

⁶¹ [Portland Trying to Help People Return to Gentrified Areas. Austin has Similar Plans.](#); Portland Housing Bureau.

allows communities to retain neighborhood scale and physical character. Including neighborhoods beyond La Bajada in an NSO would require neighborhood education and engagement, the creation of a local committee to lead the process, and the agreement of over 50% of property owners within the proposed area.

Tactic 5.4: Accessory Dwelling Units Overlay

Accessory dwelling units (ADUs), also referred to as “granny flats,” are additional dwelling units constructed on properties with existing homes. ADUs may be rented out to provide an income stream for the homeowner. In addition to increasing the housing supply within a neighborhood without depending on large-scale development, ADUs can provide space for multiple generations to remain in place on a property. ADUs also can provide existing senior residents accessible housing options within the neighborhood, providing independent living options without the maintenance and cost of owning a single-family home.

The City of Dallas allows homeowners to apply for an ADU Overlay in Ordinance 3091. At least ten homeowners can propose the overlay to bring to the City’s Department of City Planning. City staff then conduct neighborhood meetings, but ultimately neighborhood representatives are responsible for soliciting support by over half of property owners for approval by the City Plan Commission and the City Council. The Housing Policy prioritizes the use of ADU overlays within Stabilization Areas; education, engagement, and technical support can support neighborhoods in understanding and moving forward with implementation of an ADU Overlay and seeking funding or financing resources for planning and building ADUs.

CASE STUDY: Austin Alley Flat Initiative⁶²



How it works: In 2005, the University of Texas Center for Sustainable Development (UTCSO) conducted extensive on-the-ground research and engagement to determine the land viability and resident appetite for accessory dwelling units to address the housing affordability crisis in Austin. By spring 2006, the Alley Flat Initiative was launched in collaboration with the UTCSO, the Guadalupe Neighborhood Development Corporation (GNDC), and the Austin Community Design and Development Center (ACDDC). The program provides support to homeowners with feasibility assessments, financing support, and assistance in City processing. The

property owners are responsible for paying for the new ADU, but the program participants receive discounted architectural services and permit fee waivers in exchange for complying with affordability and sustainability requirements. The first Alley Flat was completed in June 2008 for a private homeowner in East Austin; the second was built for GNDC as a secondary dwelling unit in the backyard of one of its East Austin properties. Since then, dozens of “Alley Flats” have been constructed.

Implications for Harold Simmons Park: ADUs can offer residents flexibility and resiliency, including temporary housing should they pursue improvements and renovations to their primary residence. ADUs can be planned and completed more quickly than traditional homes and increase housing choice within single-family neighborhoods.

⁶² [Alley Flat Initiative; “Alley Flat Initiative fits small, green homes into unexpected places” Culture Map Austin. 9 Feb. 2012.](#)

Strategy 6: Protection of Cultural Heritage & Small Businesses

To preserve, honor, and expand the cultural heritage of the park-adjacent communities, action should be taken to amplify the local voices and cultural heritage of these neighborhoods, whose residents helped create the levees and floodway that exist today. Investments in regional destinations should be matched by tools to improve local neighborhoods. These cultural preservation approaches will prevent the closure of existing cultural institutions, reinvigorate formal and informal historic assets, and offer new spaces that celebrate local cultural heritage. Beyond preventing displacement, there must be community-led investments that steward neighborhoods forward.

Tactic 6.1: Preservation & Restoration of Informal Cultural Anchors

Rising commercial rents and property taxes risk pricing out the small businesses and local organizations that serve as informal cultural anchors and community gathering places. These institutions should be recognized for their cultural importance and offered the opportunity to remain in the community. The Conservancy should collaborate with a partner organization to conduct cultural asset mapping for the park-adjacent communities. The designation as a cultural anchor would recognize businesses and organizations for their contribution to the neighborhood's heritage and provide promotional exposure that would not only prevent the loss but revive assets in need of repair and activation. This mapping process should draw on deep community engagement to identify businesses and facilities to be preserved for their status as a community landmark (e.g. Herrera's Cafe, Oak Cliff Mirror and Glass Company, Los Barrios Unidos Community Clinic, Odom's Bar-B-Que) and important facilities and sites that require additional investment to restore the lost cultural heritage (e.g. the Bataan Community Center, the Clyde Barrows Home, West Main Shotgun Houses.). The cultural mapping can be provided to the Office of Economic Development as sites for targeted public investment or small business support. Other organizations can use this list to target philanthropic funds or programming. Assets to identify include:

- **At-Risk Legacy Small Businesses:** This mapping exercise could be used to provide commercial rent subsidies, stipends for employees, targeted repair funds and down payment assistance for threatened culturally significant small businesses. Through the City's Office of Economic Development, a Legacy Business Registry should be created to support legacy small businesses (e.g. in operation of 20 or more years in Dallas) that have contributed to neighborhood cultural identity. The City should also establish a Legacy Businesses Preservation Fund to provide grants and rent subsidies to ensure these businesses can remain open as the cost of doing business in the area increases (rent, property taxes, etc.). The cultural and historic asset audit will also inform eligible businesses about the program and could assist them in applying.
- **Neglected Cultural Assets:** By calling attention to lost or deteriorated cultural institutions, the Conservancy can facilitate targeted investment in community development. These cultural assets can again become the cultural hubs of the community and provide necessary neighborhood services, but only if a coalition of neighborhood groups and well-resourced partners can define a clear and implementable vision and bring capital necessary to acquire and revitalize properties. For example, the Bataan Community Center has been a neighborhood gathering place and anchor for decades, with multiple generations of West Dallas residents having participated in educational, recreational, and cultural programming hosted there. The community center is now in a state of disrepair and currently for sale by the owner, the Luscious F. Williams Center. The West Dallas community, particularly residents in La Bajada and Los Altos, are deeply concerned about the Center's future, protesting the sale and arguing that the center should be saved and restored as a neighborhood institution. These renovations and redevelopment will need to be directed by an inclusive neighborhood decision-making process that honors the history of the space and meets the needs of the current West Dallas residents. With political power, financial resources, community trust, and the ability to convene public and private stakeholders, the Conservancy is well-positioned to take an active role in kickstarting community revitalization efforts. HR&A recommends that the Conservancy support the community visioning process underway at the Bataan Center to determine the required services and appropriate partners to gain control of the site to prevent a market-rate sale in the near-term.

CASE STUDY: Legacy Business Registry, San Francisco, CA⁶³



How it works: In 2015, the City of San Francisco established a Legacy Business Registry under its Small Business Commission to save long-standing, community-serving businesses from being forced out by rising rents. The Registry monitors the City’s historic businesses that have been in operation for 30 years or more and have contributed to their neighborhood’s history and identity. The registry itself is meant to serve as an educational and promotional tool. Soon after its establishment, voters approved a Legacy Business Historic Preservation Fund to provide financial support for legacy businesses and the property owners leasing to those businesses. Through the fund, businesses on the registry may

receive business assistance grants of up to \$500 per employee per year, capped at \$50,000 annually. It also offers an additional payment of \$4.50 per leased square foot per year, capped at \$22,500 annually, to property owners that agree to give 10-year leases at a subsidized rate to these businesses. As of January 2019, there are 160 small businesses on the Legacy Business Registry.

Implications for Harold Simmons Park: The area surrounding Harold Simmons Park has dozens of business that would qualify as “legacy businesses” and informal cultural anchors. Designation as-such can support the celebration and amplification of neighborhood businesses and organizations, but without commensurate funding to address cost increases or renovation needs, the risk of displacement and loss will remain.

Tactic 6.2: Culturally Relevant Public Art

The Park and the surrounding neighborhoods will provide space for public art and programming that celebrates the neighborhoods’ cultural heritage. This could include festivals, performances, and murals and sculptures that honor community history and identity. Investment in the Park, corridors, and new development offers the opportunity to implement a coordinated public art program across the park space and neighborhoods that features and amplifies local culture and creativity. By creating a centralized neighborhood public art program focused beyond a single project, the Conservancy and local partners such as the Dallas Mexican American Historical League and local schools and galleries, can consolidate access to funding sources, provide clear access points and supports for artists, and emphasize creation and curation that celebrates the legacy of the neighborhoods west of the Trinity River. Furthermore, the program can provide neighborhood oversight to ensure all voices are heard and equitably amplified.

For example, ART WALK WEST, hosted by the West Dallas Chamber, is a free public event where hundreds of people take a self-guided walking tour through the neighborhoods and past temporary public art installations. The Conservancy should advocate for this annual event to become a permanent element of West Dallas and the other park-adjacent neighborhoods with art that, instead of rotating themes annually, encapsulates the cultural heritage and history of the communities. A critical step in facilitating this is to add murals to all properties owned by community development partners like Community Development Corporations, Community Land Trusts, and cooperative investment entities. While West Dallas can be a pilot neighborhood, the opportunities to celebrate cultural heritage through art extends beyond that neighborhood to other are efforts such as Martyr’s Park, the justice complex, and ancient Caddo settlements, and throughout the City.

⁶³ <https://sfosb.org/legacy-Business>

CASE STUDY: The Punto Urban Art Museum, Salem, MA



How it works: The Punto Urban Art Museum is a social justice art program led by the North Shore Community Development Corporation. The open-air public art program located in the Point Neighborhood provides over 50 public murals (predominantly located on buildings owned by the North Shore CDC), free of charge. The Museum installed public art that celebrates the area's rich immigrant and architectural history, with the goal of creating a world-class art experience that breaks the history of socio-economic segregation and fostering neighborhood pride. Now, the Museum offers educational tours and workshops.

Implications for Harold Simmons Park: The vibrant cultural heritage of West Dallas and other park-adjacent neighborhoods should be celebrated by residents and visitors on a daily basis. The integration of arts and culture into the urban fabric will establish a sense of place and promote a seamless experience extending out from the Park into the neighborhoods. Execution of a neighborhood-scale public art program requires organizational leadership and resources to connect artists, property owners, and community groups.

4. IMPLEMENTATION ROAD MAP

Road Map Overview

The Conservancy has documented over 100 past plans that articulated visions and aspirations for the Trinity River and surrounding neighborhoods. Implementation of most of these plans has fallen short due to lack of funding, community support, or capacity for execution. The collection of policies, partnerships, initiatives, development strategies, and other tools described in this EDT can collectively move Harold Simmons Park forward towards equitable implementation, creation of a more equitable Dallas, and mitigation of potential negative unintended consequences. This road map delineates the capacities required for implementation of the tactics and responsibilities among existing and future entities; the specific Conservancy activities to advance the EDT; immediate actions to prioritize in the near-term; and cost drivers and funding sources. While extensive additional planning and engagement will need to take place to advance the EDT as park development progresses, the goal of the roadmap is to clearly identify responsibilities and the steps needed to take advantage of current momentum.

This section addresses the following:

- Implementation Roles & Responsibilities
- The Conservancy's Role
- New Capacities Required
- Prioritization & Sequencing
- City Policy Needs
- Conceptual Costs & Funding Sources

Implementation Roles & Responsibilities

Numerous organizational capacities will need to be developed and applied to implement this plan. Many tactics require leadership and execution in addition to, or separate from, the Conservancy, especially those requiring City policy change or community leadership. The Conservancy will need to carry significant implementation responsibility, especially in early months and years as additional capacity is built. As discussed further below, the LGC will also serve an important leadership role in implementation, requiring additional capacity and legal authority. The table below summarizes roles and responsibilities by tactic, including:

- **Advocates:** Coalitions and organizing entities to build support and political capital for policy changes and City investment upfront and over time and provide oversight and accountability of Responsible Entities where needed.
- **Responsible Entity:** Entity ultimately responsible for planning and decision-making required to implement each tactic and oversight of Execution Partners. Responsibility for most tactics is limited to a single entity for clear leadership, though some partnership-based tactics, such as joint development, may warrant multiple managing entities.
- **Execution Partners:** Entities with a role in executing the planning, engagement, policy development, partnership creation, investment, etc. Most tactics require actions by multiple types of entities for implementation.

This summary outlines responsibilities for implementation; as detailed in the subsequent section, the Conservancy may take a deeper role in early initiation of specific tactics that require near-term action. Organizational roles not filled by existing entities are listed in *blue* and are discussed further later.

RESPONSIBILITIES FOR STRATEGY 1: Equitable Park Procurement & Hiring

	ADVOCATES	RESPONSIBLE ENTITY	EXECUTION PARTNERS
Tactic 1.1: Park Procurement	<i>-Neighborhood Coalition(s)</i>	-Conservancy	-Conservancy -Chambers of Commerce -City or LGC
Tactic 1.2: Park Staffing Model & Job Training	<i>-Neighborhood Coalition(s)</i>	-Conservancy	-Conservancy -Workforce Training Partners

RESPONSIBILITIES FOR STRATEGY 2: Equitable Design & Programming

	ADVOCATES	RESPONSIBLE ENTITY	EXECUTION PARTNERS
Tactic 2.1: Park Design & Program	<i>-Neighborhood Coalition(s)</i>	-Conservancy	-Conservancy
Tactic 2.2: Inclusive Park Programming	<i>-Neighborhood Coalition(s)</i>	-Conservancy	-Conservancy -City -Programming Partners
Tactic 2.3: Safety, Security, & Welcoming Space for All	<i>-Neighborhood Coalition(s)</i>	-Conservancy	-Conservancy -City or LGC -Nearby Public Improvement Districts -Trinity River West MMD (Municipal Management District)
Tactic 2.4: Public Health	<i>-Neighborhood Coalition(s)</i>	-Conservancy	-Conservancy -Social Service Providers

RESPONSIBILITIES FOR STRATEGY 3: Opportunity Neighborhood Creation

	ADVOCATES	RESPONSIBLE ENTITY	EXECUTION PARTNERS
Tactic 3.1: Equitable Tax Increment Financing & Other Public-Private Financing Tools	-Conservancy -Justice & Legal Advocacy Partners <i>-Neighborhood Coalition(s)</i>	<i>-LGC</i>	-City <i>or LGC</i> <i>-CDC (or Existing CDC)</i> -Developers
Tactic 3.2: Development Partnerships	-Conservancy <i>-Neighborhood Coalition(s)</i>	-City <i>-LGC</i> <i>-CDC (or Existing CDC)</i> -Developers	-Conservancy -City <i>or LGC</i> -Developers <i>-CDC (or Existing CDC)</i>
Tactic 3.3: Mission-Driven Tenanting & Programs	-Conservancy <i>-Neighborhood Coalition(s)</i>	-City <i>-LGC</i> <i>-CDC (or Existing CDC)</i> -Developers	-City <i>or LGC</i> -Conservancy -Developers -Social Service & Training Providers
Tactic 3.4: Community Benefits Agreements	-Conservancy <i>-Neighborhood Coalition(s)</i>	-Conservancy <i>-Neighborhood Coalition(s)</i>	-City <i>or LGC</i> -Conservancy <i>-Neighborhood Coalition(s)</i>

RESPONSIBILITIES FOR STRATEGY 4: Collective Investment & Ownership

	ADVOCATES	RESPONSIBLE ENTITY	EXECUTION PARTNERS
Tactic 4.1: Cooperative Neighborhood Investment	-Conservancy <i>-Neighborhood Coalition(s)</i>	<i>-Collective Investment Vehicle(s)</i>	<i>-Collective Investment Vehicle(s)</i> <i>-CDC (or Existing CDC)</i>
Tactic 4.2: Community Land Trust	-Conservancy <i>-Neighborhood Coalition(s)</i>	<i>-Collective Investment Vehicle(s)</i>	-City <i>-Collective Investment Vehicle(s)</i> <i>-CDC (or Existing CDC)</i>

RESPONSIBILITIES FOR STRATEGY 5: Involuntary Displacement Prevention

	ADVOCATES	RESPONSIBLE ENTITY	EXECUTION PARTNERS
Tactic 5.1: Property Tax Relief	-Conservancy -LGC <i>-Neighborhood Coalition(s)</i>	-City	-City -Dallas County -DISD -Dallas County Community College District -Dallas County Hospital District
Tactic 5.2: Prioritization & Expansion of City Housing Programs	-Conservancy -LGC <i>-Neighborhood Coalition(s)</i>	-City	-City -Nonprofit Program Administrators
Tactic 5.3: Expansion of Neighborhood Stabilization Overlays	-Conservancy -LGC <i>-Neighborhood Coalition(s)</i>	-City	-City
Tactic 5.4: Accessory Dwelling Unit Overlay	-Conservancy -LGC <i>-Neighborhood Coalition(s)</i>	-City	-City

RESPONSIBILITIES FOR STRATEGY 6: Protection of Cultural Heritage & Small Businesses

	ADVOCATES	RESPONSIBLE ENTITY	EXECUTION PARTNERS
Tactic 6.1: Preservation & Restoration of Informal Cultural Anchors	-Conservancy <i>-Neighborhood Coalition(s)</i>	-Conservancy	-City or LGC - Chambers of Commerce -Small Businesses
Tactic 6.2: Culturally-Relevant Public Art	-Conservancy <i>-Neighborhood Coalition(s)</i>	-Conservancy	-City or LGC -Conservancy -Local Artists <i>-CDC (or Existing CDC)</i>

The Conservancy’s Role

The Equitable Development Toolkit needs a champion that can launch, advance, and monitor its implementation, leaders who wake up every day focused on moving the tactics forward. The Conservancy’s mission and capacities allow it to be a catalyst of community development in neighboring communities and through the City, but also limits its implementation role in equitably *developing* the park-adjacent communities. To ensure the EDT is implemented, there is a need for the Conservancy to fill gaps in capacities in near-term while delegating some of the longer-term implementation activities, as outlined above. The Conservancy is well positioned to take on these expanded near-term responsibilities due to the momentum of Park development, the extensive engagement conducted to date, and the absence of a consolidated, capable advocacy partner.

These Conservancy’s expanded responsibilities will require:

- **Internal Capacity-Building** - The Conservancy itself can, and should, take an active role in the area’s redevelopment as advocate, joint development partner, convener, and fundraiser. These responsibilities, along with those required to serve as the EDT’s champion will likely require additional internal resources, partnering with an existing community development organization, and/or creating a subsidiary dedicated to community and economic development activities (e.g. a development arm that focuses on joint development and broader community development efforts).
- **External Capacity-Building** - Some actions should not be housed within the Conservancy, particularly those requiring advocacy and community representation, for which more grassroots role and voice and power is needed. The Conservancy is not suited for, nor does it have the intention of, speaking on behalf of individual community members. Furthermore, it is critical that there are local parties with the power to hold the Conservancy, and other participants, accountable. This capacity-building should empower the community to probe the Conservancy’s motivation and activities with the same degree of rigor that the Conservancy has done with the community through a genuine and thoughtful engagement process. The Conservancy should work with local foundation partners to grow the capacity of local community groups and coalitions. The Conservancy should remain an active participant and convener even when this neighborhood coalition is established.
- **Partner Mobilization** - The Conservancy will have to engage investors, foundations, and philanthropists, and leverage relationships through its Board of Directors to identify and secure resources for community development. The Park development fundraising campaign undertaken by the Conservancy revealed that many donors have an appetite for funding community development activities. Beyond financial resources, the Conservancy should tap into its network of supporters to solicit free or discounted technical and professional services. These may include legal support, public art coordination, community organizing, etc.
- **Government Relations** - As summarized further below, the EDT requires early and sustained advocacy for City policies to address existing and worsening community challenges (e.g. rising property taxes) and neighborhood investment. The Conservancy and LGC must take a leadership role in this early and sustained advocacy.

TRINITY PARK CONSERVANCY ROLES & RESPONSIBILITIES

	NEAR-TERM STRATEGY INITIATION	LONGER-TERM STRATEGY EXECUTION
Strategy 1: Equitable Project Procurement & Hiring	-Procurement & hiring finalization -Contractor engagement and capacity building	-Monitoring & compliance -Capacity building
Strategy 2: Equitable Design & Programming	-Community outreach -Design finalization	-Programming curation & execution -Programming co-production

	<ul style="list-style-type: none"> -Programming strategy development -Safety & security plan development -Public health partner convening -Interim programming & activation 	-Park operation & maintenance
Strategy 3: Opportunity Neighborhood Creation	<ul style="list-style-type: none"> -Development opportunity identification, visioning, and acquisition -TIF policy analysis & advocacy -Neighborhood Coalition capacity building for CBA -CBA negotiations -Fundraising for development 	<ul style="list-style-type: none"> -Execution of joint development projects -Ongoing advocacy -CBA finalization & monitoring
Strategy 4: Collective Investment & Ownership	<ul style="list-style-type: none"> -Community Investment Vehicle & Neighborhood Coalition capacity building -Fundraising for seed investment -Initial technical support 	- N/A
Strategy 5: Involuntary Displacement Prevention	<ul style="list-style-type: none"> -Inventory of existing neighborhood conditions -Neighborhood capacity building -Policy analysis and drafting -City advocacy 	<ul style="list-style-type: none"> -Ongoing advocacy -Displacement tracking
Strategy 6: Protection of Cultural Heritage & Small Businesses	<ul style="list-style-type: none"> -Cultural asset mapping -City advocacy -Artist community engagement -Fundraising for art curation 	<ul style="list-style-type: none"> -Public art program administration -Fundraising for ongoing art curation and maintenance

New Organizational Capacities Required

As described above, additional organizational capacities and structures will need to be developed to effectively implement the EDT.

Neighborhood Coalition

The Conservancy or any affiliate organizations should not take on the neighborhood organizing role. The neighborhood coalition will need to hold the Conservancy, the LGC, and the City accountable in fulfilling its equitable development objectives. Furthermore, the Conservancy should be a separate organization that works with the community rather than an organization that represents it.

There are dozens of neighborhood groups - neighborhood associations, religious organizations, and other community groups - in the neighborhoods west of the Park. However, none of the existing groups have the necessary scale, political heft, or professional and community capacity to cultivate support around a consistent vision and hold public and private sector partners accountable. As a coalition of neighborhood groups, West Dallas 1 has become an important convener, but financial and political power has largely remained dispersed. Capacity building for a neighborhood coalition should draw on community leadership and foundation resources to garner the staff and financial resources, organizing capabilities, political capital, and legal status to represent Park-adjacent communities in City advocacy efforts and development of a Community Benefits Agreement. The Conservancy should use its philanthropic and community relationships to initiate capacity building efforts. The Conservancy may also consider equipping an existing citywide organization with an aligned equity mission – such as Inclusive Communities Project or Texas Organizing Project – to engage a dedicated staff person for equity initiatives and organizing associated with Harold Simmons Park.

Collective Investment Vehicle

Collective investment approaches would require legal cooperative or trust structures and dedicated outreach and management capacity. Depending on the model(s) most appealing to community members, different entities will be required. Each of the proposed models do not have a Texas precedent and would require significant founding legal and technical support. The Conservancy and/or a CDC should conduct the initial engagement and recruitment of community leadership to gauge feasibility and support for such approaches.

- **Investment Cooperative** - An Investment Cooperative is a for-profit real estate development organization that is 100% member-owned. According to the International Cooperative Alliance, a cooperative is an “autonomous association of persons united voluntarily to meet their common economic, social, and cultural needs and aspirations through a jointly owned and democratically-controlled enterprise.”⁶⁴
- **Community Investment Trust with Subsidiary LLC** - Class C Corporation or Real Estate Investment Trust (100+ investors) with one or more wholly owned subsidiary LLCs as the property owners. To scale this model, it requires additional LLCs that own the individual properties.
- **Community Development IPO LLC** - The property owner and responsible entity will sell shares of the property in exchange for ownership stake, similar to that of an initial public offering in the stock market. This tactic would likely require a partner for financial and regulatory planning, investor education, and community organizing.
- **Community Land Trust (CLT)** - A CLT requires a legal and organizational structure to acquire, develop, and manage property along with fundraising and outreach activities. Such capacities could be independent or associated with a CDC (see below).

Community Development Corporation

A number of tactics require a Community Development Partner for management and execution to fill capacities such as affordable housing development, community land trust management, cooperative investment initiation, and local business support. A common vehicle for community development is a Community Development Corporation (CDC). CDCs are nonprofit, community-based organizations focused on revitalizing specific neighborhoods. While they are most commonly known as affordable housing developers, CDCs are usually involved in a range of community development initiatives, such as education, workforce training, provision of social services, streetscape improvements, public art, small business lending, financing cooperatives, and community organizing. Establishing a CDC requires community organizing capacities, legal support, and interim management functions, likely provided by an established nonprofit organization. Once established, CDCs need to be designated by the City as a Community Housing Development Organization (CHDO) to be eligible for the federal allocations of CDBG and HOME funds. There are number of active CDCs in Dallas (see table below), of which only Builders of Hope is focused in West Dallas. Existing CDCs lack the combination of geographic focus, organizational capacity, and financial resources to steward the implementation of community development activities recommended in this EDT.

EXISTING DALLAS AREA CDCs CAPCITIES

CDC	GEOGRAPHIC FOCUS	EQUITY MISSION	FUNDING CAPACITY	STAFF CAPACITY	CHDO STATUS
Builders of Hope CDC	Citywide/West Dallas	✓			

⁶⁴ <https://www.ica.coop/en/cooperatives/cooperative-identity>

CitySquare Housing	Citywide, focused in South Dallas	✓	✓	✓	
Citywide CDC	Citywide	✓			✓
Dallas Area Habitat for Humanity	Citywide	✓	✓	✓	
East Dallas Community Organization	Citywide, focused on South Dallas	✓			✓
Innercity CDC	South Dallas / Fair Park	✓			
Southfair CDC	South Dallas / Fair Park	✓			✓
Dallas City Homes	Citywide	✓		✓	

This entity could be a separate CDC or a Conservancy associated group. Given its transformative vision and the lack of capacity among existing organizations, the Conservancy should explore the legal and organizational implications of Conservancy involvement in community development and consider the creation of a subsidiary, partner, or umbrella development corporation to lead real estate and other community development activities consistent with the Park’s mission and successful implementation. For example, 11th Street Bridge Park is a subsidiary of Building Bridges Across the River (BBAR) along with a workforce development center, community services center, and urban farm. With this structure, BBAR can take a comprehensive and geographically targeted approach to addressing the area’s socioeconomic and racial disparities, including community development.

Local Government Corporation

The Trinity River Corridor LGC’s geographic and project focus provide a platform that could manage resources and bring regulatory authority to implement the EDT. Given the need for direct City involvement, coordination of multiple streams of revenue, and monitoring and oversight, the LGC structure can be a tool for bringing equitable development to reality. In its existing role, the Trinity River Corridor LGC has very limited authorities compared to what is allowable under state law. City Council could approve expanded authorities and funds for the existing LGC, including expanded geography, designated access to tax increment via a 380 agreement or other arrangement, and, to be most effective, the ability to secure bonds with future tax increment resulting from the Park. The Conservancy and the existing LGC should advocate for these expanded authorities to ensure efficient and effective implementation of the Park and the EDT. Expanded authorities should include:

- **Expanded Vehicle for Public Investment** - The LGC was created as a project funding vehicle, but it has a limited amount of funds and range of uses. As part of the expanded powers, the LGC could serve as a conduit for public money for park capital, park operations and maintenance, *and* community development activities. It could also be the steward for public land within its geography, using city sites for new development or land swaps.
- **TIF Authority** - Historically, the City of Dallas has created TIF districts without the authority to leverage future revenues and with requirements for City Council approval of all TIF-supported projects. Consistent with TIF practices in other Texas and national cities, the expanded LGC should be allocated the tax increment funds generated by the new Trinity TIF on an annual basis, similar to that of redevelopment authorities in Houston. In doing so, the LGC can strategically deploy TIF funds to the projects that meet its community objectives and maximize its equitable development impacts consistent with project plans and

budgets approved by the City. Furthermore, the expanded LGC could issue bonds, with City Council approval, backed by the future TIF revenues and City credit to stimulate early investment.

- ***Private Development Participation*** - The LGC can also participate in private development agreements and/or be a party in the CBA, maximizing accountability for delivering on equity goals.
- **Dedication of Public Land** – It is within the LGC’s authority to dedicate City-owned property within ¼ mile of the park boundary to recreational uses for Harold Simmons Park. Expanding this power to include community development purposes would increase the viability of the EDT initiatives and strengthen the interdependence of the park and related community development.

Prioritization & Sequencing

The full suite of strategies recommended in the EDT require action today in advance of finalized design and construction, in advance of the Park opening, and during its operation. The table below recommends actions in 2019 and 2020 that will position the Conservancy and its partners to maximize the equitable impacts of the park investment. HR&A recommends several high-priority strategies and tactics that require very near-term action to position the EDT for success, including:

- **Contractor Capacity-Building** - To achieve the aspirations for equitable procurement contained in existing policies and this Plan, the Conservancy should immediately begin direct engagement with contractors and business networks and capacity-building activities to position MWDBE firms to be competitive for future bids.
- **City Advocacy** - With rising costs and displacement already occurring, City policy actions to constrain cost increases and support local residents and businesses need to be implemented soon. The Conservancy and LGC should begin direct engagement with staff and Council members as soon as possible.
- **Neighborhood Coalition Building** - Effective community advocacy and accountability require immediate action to support community leaders and build organizing and political capacity. The Conservancy should continue pursuing foundation partners to financially support this effort to develop the community representation sufficient to negotiate and enforce a CBA and advocate for needed policy changes alongside the Conservancy and LGC.
- **Public-Private Land Acquisition** - Land values continue to rise in neighborhoods adjacent to the Park. The Conservancy should advocate that the Land Bank target acquisitions near the Park and hold properties in preparation for the establishment of a Community Land Trust. The effectiveness of such a trust will depend on the ability to acquire properties at-scale, which will become increasingly more resource intensive.
- **Programming Strategy** - The Conservancy should finalize programming strategy to begin co-production of interim programming activities and align park program and design with programming needs.

PRIORITIZATION & SEQUENCING

2019 - MOBILIZATION	2020 - EDT IMPLEMENTATION
<p>Procurement</p> <ul style="list-style-type: none"> <input type="checkbox"/> Define 5-year contracting needs <input type="checkbox"/> Hold introductory meetings with Chambers of Commerce and other business organizations that represent MWDBE contractors <input type="checkbox"/> Hold an MWDBE contractor open house <input type="checkbox"/> Refine procurement policy based on adoption of EDT recommendations <p>Advocacy</p> <ul style="list-style-type: none"> <input type="checkbox"/> Finalize advocacy platform <input type="checkbox"/> Draft key policy and program proposals, such as anti-displacement measures, public service commitments & TIF requirements <input type="checkbox"/> Finalize & execute advocacy strategy, including Conservancy and LGC board member responsibilities <p>Neighborhood Coalition</p> <ul style="list-style-type: none"> <input type="checkbox"/> Identify foundation partners for building community capacity <input type="checkbox"/> Engage with community leadership to determine capacity-building action plan <p>Land Acquisition</p> <ul style="list-style-type: none"> <input type="checkbox"/> Meet with City Land Bank & HB110 lot program administrators to advocate for targeted acquisitions & property holding <input type="checkbox"/> Acquire properties for potential development <p>Programming Strategy</p> <ul style="list-style-type: none"> <input type="checkbox"/> Finalize programming strategy <input type="checkbox"/> Identify co-production partners 	<p>Strategy 1: Equitable Park Procurement & Hiring</p> <ul style="list-style-type: none"> <input type="checkbox"/> Procure park construction contract(s) <input type="checkbox"/> Seed park engagement & employment programs <p>Strategy 2: Equitable Design & Programming Plan</p> <ul style="list-style-type: none"> <input type="checkbox"/> Set security responsibilities & protocols, and rules & regulations <input type="checkbox"/> Establish public health working group <p>Strategy 3: Opportunity Neighborhood Creation</p> <ul style="list-style-type: none"> <input type="checkbox"/> Establish TIF & Redevelopment Authority <input type="checkbox"/> Identify joint development opportunities <input type="checkbox"/> Negotiate & finalize CBA <input type="checkbox"/> Create Community Development Partner <p>Strategy 4: Collective Investment & Ownership</p> <ul style="list-style-type: none"> <input type="checkbox"/> Complete public engagement & education to assess neighborhood demand for cooperative models <input type="checkbox"/> Establish community land trust and acquire initial property holdings (Land Trust & HB110 lots) <p>Strategy 5: Involuntary Displacement Prevention</p> <ul style="list-style-type: none"> <input type="checkbox"/> Enact City policies <p>Strategy 6: Protection of Cultural Heritage & Small Businesses</p> <ul style="list-style-type: none"> <input type="checkbox"/> Begin cultural asset mapping in early 2020 <input type="checkbox"/> Establish city preservation policy & fund <input type="checkbox"/> Establish public art partnerships & early projects

City Policy Needs

The City of Dallas has a history of underinvesting in the neighborhoods west and south of the Trinity River. These communities have fallen victim to discriminatory policies and practices that have continued to hinder their ability to thrive and become neighborhoods of opportunity. Furthermore, these lower-income, minority-majority communities have been left vulnerable to gentrification and displacement as development has come into the area.

The City of Dallas has a responsibility to respond in-kind to the unprecedented private investment in and around the Trinity River by enacting a muscular policy agenda, the foundation of which is already present in the City's Comprehensive Housing Policy. The City can right the historic injustices by providing targeted investment in these communities and protecting long-term residents and businesses. As a steward of tremendous value and community champion, the Conservancy should be a strong advocate for City action. To be successful, these tactics, namely the policy interventions and targeted public investment, must come to fruition very soon to minimize continued or accelerated displacement. HR&A recommends that the Conservancy launch its advocacy platform immediately, summarized in the table below.

CITY ADVOCACY PLATFORM

REQUIRED CITY ACTIONS

Strategy 1: Equitable Park Procurement & Hiring

- Coordinate capacity-building programs for MWDBE and other small contractors
- Coordinate MWDBE database with the Conservancy

Strategy 2: Equitable Design & Programming Plan

- Coordinate on development of the Harold Simmons Park security plan

Strategy 3: Opportunity Neighborhood Creation

- Establish the Trinity TIF, consistent with recommendations for policies and LGC authorities
- Participate in and support the creation of mission-driven tenanting for joint development projects
- Dedicate public land in the area for equitable development activities
- Participate in negotiations and subsequently sign a Community Benefits Agreement with a neighborhood coalition

Strategy 4: Collective Investment & Ownership

- Acquire vacant and blighted properties in West Dallas through the Urban Land Bank Demonstration Program that can be held until transferred to a community land trust or other entity responsible for affordable housing development
- Hold Land Bank and HB110 lots for future Community Land Trust

Strategy 5: Involuntary Displacement Prevention

- Provide property tax relief for at-risk residents
- Prioritize repair and rehabilitation of homes in communities west of the Trinity River through the Home Improvement and Preservation Program
- Prioritize residents hoping to purchase homes in West Dallas through the Dallas Homebuyer Assistance Program
- Create a Tenant Opportunity to Purchase Act
- Require relocation assistance for no-fault evictions by landlords
- Create an Accessory Dwelling Unit Overlay in West Dallas and provide financial assistance for residents pursuing this alternative
- Expand Neighborhood Stabilization Overlay to Los Altos, pending neighborhood interest

Strategy 6: Protection of Cultural Heritage & Small Businesses

- Create a Legacy Business and Cultural Asset Registry and provide subsidies to prevent displacement
- Direct OCA resources towards Harold Simmons Park & neighborhood public art

Conceptual Funding & Costs

In addition to the clear roles and responsibilities, increased capacities, and policy actions required to implement the EDT, financial resources will need to be identified and raised. While some tactics can be implemented without significant outlay of funds, many will need to use existing or new sources of public, private, and value capture funding.

Funding the park development and operation is paramount; without a park and adequate funding to operate and maintain it over time, the development and value will not exist to implement the EDT. However, the community development priorities of the Conservancy and its partners are likely to unlock funding sources and philanthropic targets beyond those supporting capital investment in the Park. Below, HR&A summarizes potential sources of funding for EDT activities and high-level funding needs.

Cost Drivers

The table below summarizes the primary drivers of financial costs for the EDT Strategies. These include advocacy costs to enact new policies and programs, costs associated with establishing and seeding organizations and programs, and larger-scale costs such as land acquisition and development.

COST DRIVERS FOR EDT STRATEGY

STRATEGY	COST DRIVERS
Strategy 1: Equitable Project Procurement & Hiring	<ul style="list-style-type: none"> -Advocacy -Training & capacity building programs -Engagement and education -Compliance and monitoring
Strategy 2: Equitable Design & Programming	<ul style="list-style-type: none"> -Community engagement -Staffing & staff development -Design & planning -Interim & permanent programming -Oversight & monitoring
Strategy 3: Opportunity Neighborhood Creation	<ul style="list-style-type: none"> -Advocacy -Legal & technical advisory services -Land acquisition & real estate development -Workforce development and training programs -Organizational capacity building and partnership development
Strategy 4: Collective Investment & Ownership	<ul style="list-style-type: none"> -Community education and engagement -Organizational development -Seed funding -Legal & technical advisory services -Land acquisition & development
Strategy 5: Involuntary Displacement Prevention	<ul style="list-style-type: none"> -Advocacy -Community education -Grant & loan vehicles for housing rehabilitation and ADUs
Strategy 6: Protection of Cultural Heritage & Small Businesses	<ul style="list-style-type: none"> -Advocacy -Asset mapping -Community engagement

	<ul style="list-style-type: none"> -Legacy Business Fund seed capital -Staffing and staff development -Oversight & monitoring
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Sources of Funds

The use of existing public financial resources is prioritized, with redirection, targeting, or modification of policies to facilitate application towards Plan initiatives as needed. The existing funding sources available for equitable development activities include:

- **Trinity Park Conservancy:** Many of the tactics outlined in the EDT will require direct action by the Conservancy and resources in the form of staff time for advocacy, policy analysis, engagement and organizing, contractor capacity building, and other EDT implementation activities. The fundraising apparatus of the Conservancy and its board will also be essential in leveraging the other funding sources.
- **City of Dallas:** The City of Dallas has annual allocations of federal funding through the Community Development Block Grant and HOME programs, among others, as well as an emerging Housing Trust Fund and funding for economic development through general and enterprise funds, general obligation bonds, and public-private partnership programs. The City also brings indirect funding tools such as the abatement of taxes and/or targeting of TIF and other value capture tools.
- **Philanthropy:** Philanthropy for community development activities via local and national foundations and individual donors will be an important early source of funds to mobilize and build capacity for the EDT initiatives. The Conservancy’s fundraising activities should identify potential alignment of EDT activities with donor priorities, such as affordable housing, cultural programming, etc.
- **Value Capture Assessment:** Traditional use of value capture in Dallas, especially TIF, has shortcomings that limit early capitalization and strategic targeting of resources. This EDT recommends creative ways of leveraging future value and directing resources from multiple sources.
- **Community Development Fund(s):** Implementing the EDT tactics will require additional financial resources than are accessible today. A community development fund (or set of funds) should be established to pool resources combining philanthropy, impact investments, designated value capture funds, and other current or future resources. The investments of this pool would be targeted towards community development generally or specific programs and initiatives. For example, donors may seek to support the overall implementation of EDT strategies, or seed acquisition capital for a community land trust. This community development fund may also go towards supporting the establishment and activities of responsible parties for implementation.

For a detailed list of funding sources, see the Appendix.

Conservancy Funding Responsibilities

OVERVIEW OF CONSERVANCY FUNDING RESPONSIBILITY

CATEGORY	TACTICS	DESCRIPTION & NEED	FUNDING SOURCE(S)
Core Conservancy Activities	1.1 Park Procurement 1.2 Park Staffing & Job Training 2.1 Park Design & Program 2.2 Inclusive Park Programming 2.3 Safety, Security, and Welcoming Space for All 2.4 Public Health 6.2 Culturally Relevant Public Art	Embed equity and inclusivity into the delivery of the Park and the planning and execution of park programming Conservancy to estimate funding need based on capital needs and programming plan.	-Park-related fundraising -Earned income from programming
Real Estate Activities	3.2 Development Partnerships 3.3 Mission-Driven Tenanting & Programs	Pursue joint development activities and partnership for delivery of real estate related tactics. The scale of potential development in park-adjacent neighborhoods will require billions of dollars of public and private investment. Joint development of Conservancy target projects likely will require >\$100M in debt and equity financing.	-Impact investment funds -Public land donation/swap -Financial institutions -TIF (existing area TIF revenue & future Trinity TIF) -City incentives
Advocacy	5.1 Property Tax Relief 5.2 Prioritization & Expansion of City Housing Programs 5.3 Expansion of NSOs 5.4 ADU Overlay	Advocate for City policy platform.	-Conservancy (in-kind staff time for policy development and City engagement)
Mobilization of Community Development Activities	3.1 Equitable Tax Increment Financing & Other Public-Private Financing Tools 3.4 Community Benefits Agreement 4.1 Cooperative Neighborhood Investment 4.2 Community Land Trust 6.1 Preservation & Restoration of Informal Cultural Anchors	Convene partners and seed organizations and programs for community development activities. Likely need is <\$2M in up-front professional services, capacity building, and technical support led by Conservancy.	-Community development fund drawing on local and national philanthropy, focused on mobilization and capacity, but with potential to remain as funding source for long-term implementation -City budget -Federal grants

5. APPENDIX

Existing and Proposed Funding Sources

FUNDING SOURCE	EXISTING / PROPOSED	PUBLIC / PRIVATE / OTHER
TIFs (existing & proposed)		
Sports Arena TIF	Existing	Public
Oak Cliff Gateway TIF	Existing	Public
Fort Worth Ave TIF	Existing	Public
Design District TIF	Existing	Public
Equitable Development TIF	Proposed	Public
Equitable Development TIF Bond	Proposed	Public
City Bond Programs		
Future Bond Program	Proposed	Public
2006 GO Bond Program	Existing	Public
2012 Bond Program	Existing	Public
2017 Bond Program	Existing	Public
Federal Funding/Financing		
CDBG Funds	Existing	Public
HOME Funds	Existing	Public
New Market Tax Credits	Existing	Public
Affordable Housing Financing		
Low Income Housing Tax Credit	Existing	Public
Affordable Housing Bond	Proposed	Public
Project-Based Vouchers	Existing	Public
Dallas Housing Authority	Existing	Public
CHDOs & CDCs - Builders of Hope, Dallas City Homes, Habitat for Humanity	Existing	Public/Private
Investment Vehicles/Sources		
Impact Investors	Existing	Private
TREC Fund	Existing	Private
Grow South	Existing	Public/Private
Community Development Financial Institutions	Existing	Private

Philanthropy		
Individual/Family Donors	Existing / Proposed	Private
Foundations	Existing / Proposed	Private
Development Fees		
Linkage Fees	Potential	Public
Impact Fees	Potential	Public
Other City Funds/Tools		
Chapter 380 / 381	Existing	Public
City Cultural Funds	Existing	Public

Existing Municipal Management District, Opportunity Zones, & Public Improvement Districts

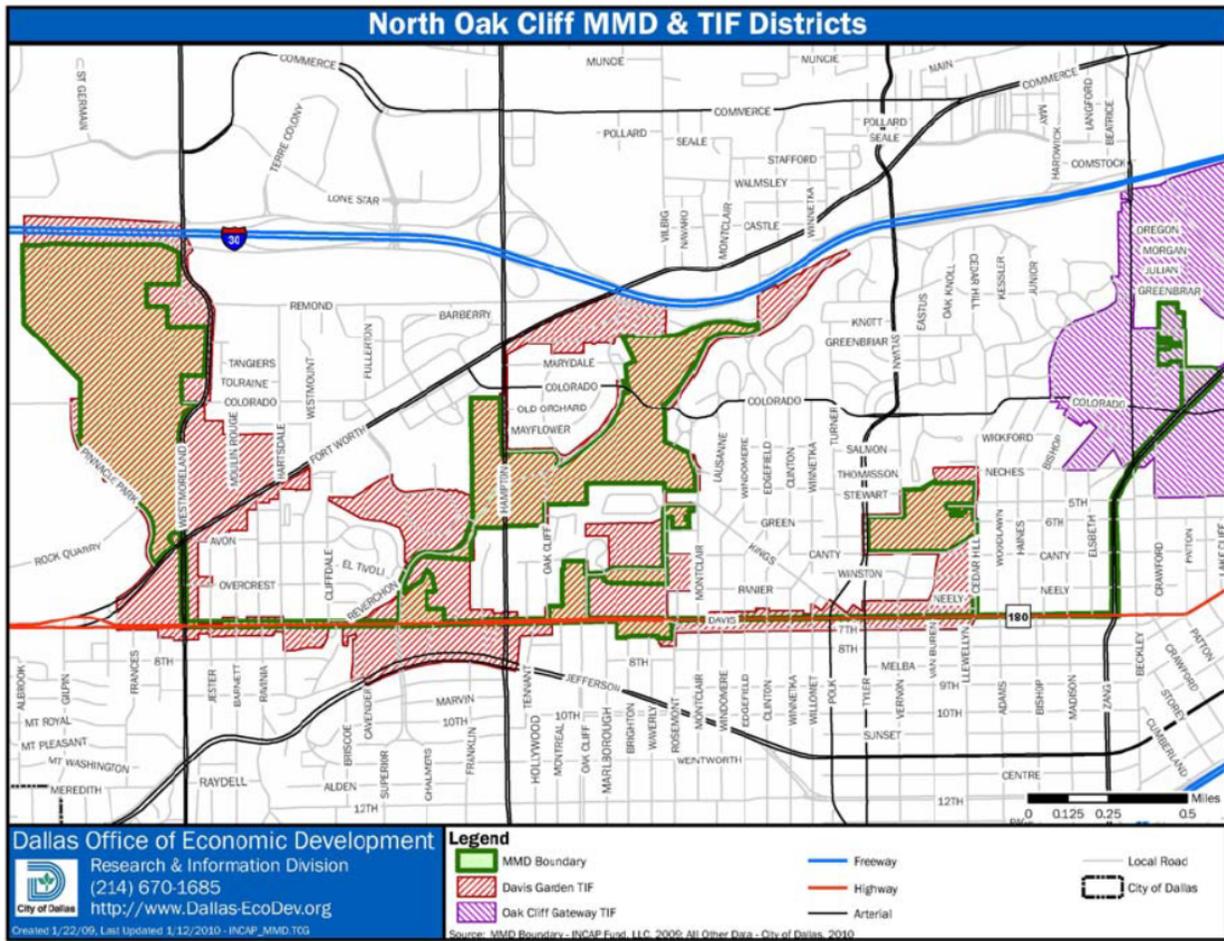
Opportunity Zones – Census Tracts



Public Improvement Districts



North Oak Cliff Municipal Management District



Source: City of Dallas

Trinity River West Municipal Management District



Source: City of Dallas