

NORTHWEST HIGHWAY AND PRESTON ROAD AREA PLAN



**ADVISORY TASK FORCE FINAL REPORT
DECEMBER 2016**

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Introductory Comments

Preston Center and the surrounding residential neighborhoods are great assets for the City of Dallas, and they contribute greatly to the City's tax base. The residential neighborhoods have been very desirable places to live for over 60 years, and they have naturally evolved with new custom homes and multi-family residences replacing older housing stock to maintain their vitality. While Preston Center was originally the premier retail center for North Dallas, it has evolved into one of the most successful office sub-markets in the greater Dallas area, and the retail component has gravitated toward restaurants and neighborhood services.

While it is quite clear that Preston Center has more potential than has been realized to date, area residents have opposed most redevelopment proposals because of concerns over traffic congestion and commercial encroachment on their neighborhoods. In addition, commercial property owners have differing views on how, and if, significant redevelopment efforts should proceed. Over the past 30 years, numerous studies have been completed on traffic and parking issues, and development restrictions have been imposed to protect residential neighborhoods. But, there has been no consensus on how to make Preston Center into an even better community asset.

The Northwest Highway and Preston Road Area Plan Advisory Task Force was established in 2015 to study both the problems and the opportunities that exist in the neighborhood, and to develop a consensus vision that could provide a road map for future development initiatives. The Advisory Task Force membership is comprised of both residential and commercial property owners in the Study Area. Through a comprehensive analysis of the facts and opinions presented in numerous public meetings, and by gaining a better understanding of each constituency's concerns, the Advisory Task Force developed and unanimously approved the attached Area Plan.

This may represent the first time that all constituencies have come together to endorse a plan for the redevelopment of Preston Center. It is hoped that the Area Plan will provide a road map for future development decisions in and around Northwest Highway and Preston Road. We appreciate all the time and effort that went into the development of this Area Plan.

Jennifer Staubach Gates
Dallas City Council Member
District 13
December 15, 2016

Acknowledgments

Numerous individuals including City of Dallas elected and appointed officials, City Staff, members of the Advisory Task Force (ATF), key stakeholders and citizens, North Central Texas Council of Governments (NCTCOG) and the Texas Department of Transportation (TxDOT) provided knowledge, assistance and insight throughout the process of developing the vision and strategy for the Northwest Highway and Preston Road Area Plan. Specific Contributions of the following are greatly appreciated:

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Willie Bolden - Construction Engineer, Mesquite Area Office
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Meeting Facilities

Christ the King Catholic Church
University Park United Methodist Church
Walnut Hill Recreation Center

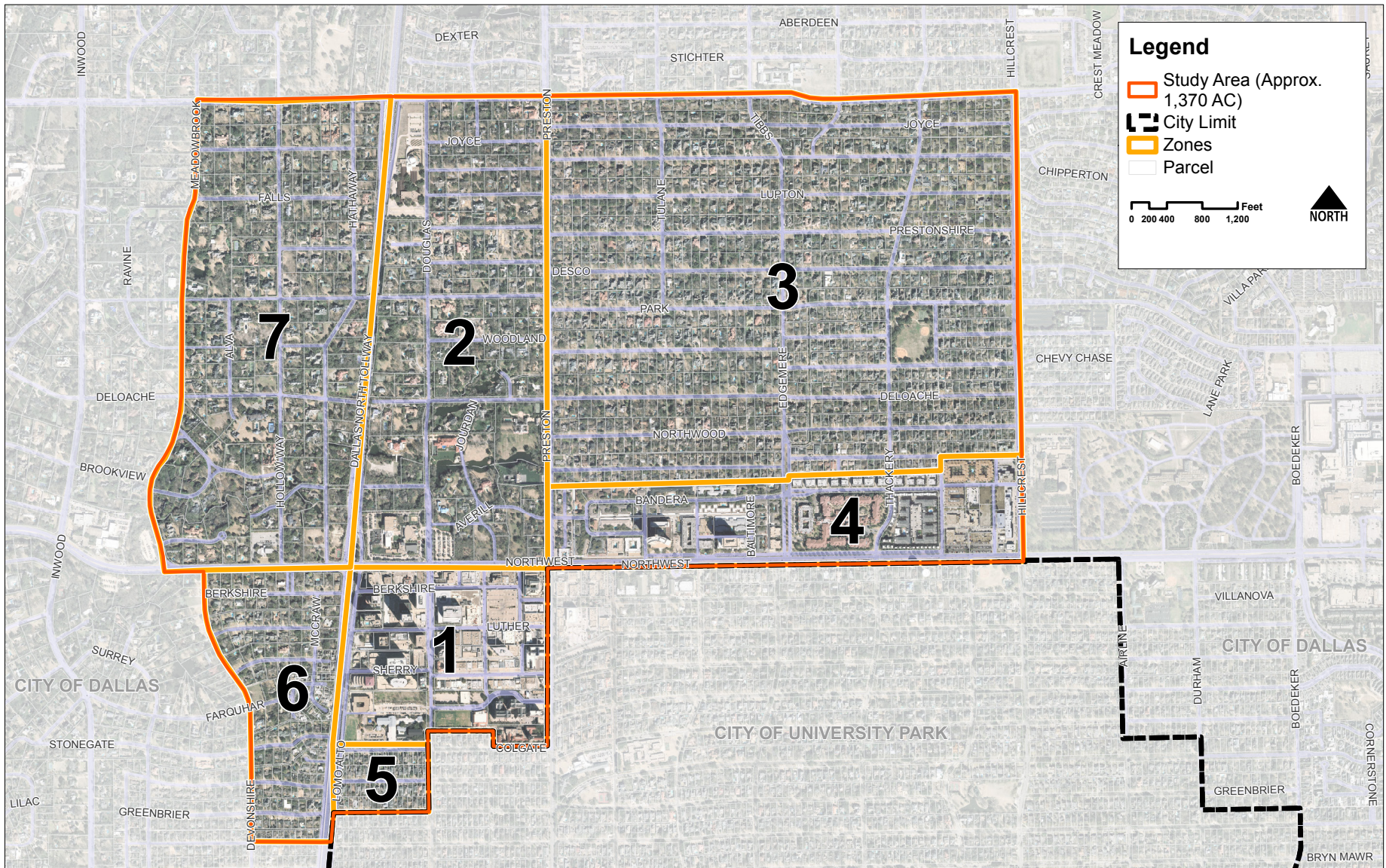
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Figure 1 - Study Area Zone Boundaries



Background

Dallas City Council District 13 is a significant contributor to the City of Dallas property tax base. Preston Center and the surrounding residential neighborhoods are located in the heart of District 13 and have a big impact on its tax base. Maintaining and improving the vitality and quality of this neighborhood is a priority for the City.

The Northwest Highway and Preston Road Area Plan was commissioned after a series of contested zoning cases in and around Preston Center made it clear that both residential and commercial property owners share serious concerns about traffic congestion, parking problems, and aging and inadequate City infrastructure. Due to disagreement about how to resolve those issues, it was agreed that a common vision was needed for how Preston Center and the surrounding neighborhoods should evolve over time to maintain and enhance the vitality of the area.

The Study Area is located five miles north of downtown and adjacent to (but does not include) the City of University Park, in which the portion of Preston Center east of Preston Road and most residential areas to the south of Preston Center are located. This Northwest Highway and Preston Road Area Plan relates exclusively to the commercial areas and adjacent single-family and multi-family residential neighborhoods located within the City of Dallas.

The Study Area is bounded by Walnut Hill Lane on the north, Hillcrest Road on the east, Meadowbrook Drive and Devonshire Drive on the west, and Southwestern Boulevard and the City of University Park City limits on the south. The Study Area includes approximately 1,370 acres within the City of Dallas and was, for the purposes of this review, divided into seven zones, each with unique characteristics and issues.

The seven zones in the Study Area were represented by property owners who volunteered to participate in the Area Plan process as members of an Advisory Task Force (ATF). The ATF's role was to provide direction, guidance, and feedback in establishing the vision for the area. Additionally, the ATF was charged with communicating with people within their respective zones to encourage community-wide participation in meetings, to obtain feedback on specific issues and topics, and to review Area Plan progress to confirm that it was consistent with their expressed vision for the area.

The plan presented in this report is based on the synthesis of direct input from property owners, community meetings, Advisory Task Force work sessions, research and recommendations from project consultants, and information provided by City and regional officials. The study was paid for by the North Central Texas Council of Governments (NCTCOG) and donations from business and residential property owners in the Study Area and facilitated by logistical and in-kind support from the City of Dallas. While it would be impossible to satisfy all property owners in the Study Area, there has been a concerted effort to develop a consensus among the members of the Advisory Task Force on how to best protect and enhance property values for the overall Study Area, and create a balance between a robust development climate and the quality of life for area residents.

COUNCIL DISTRICT 13 TAX BASE COMPARISON

Study Area:

Tax value = \$2.87 Billion
Total Value = \$3.48 Billion

Council District 13:

Tax Value = \$15.49 Billion
Total Value = \$19.91 Billion

City of Dallas:

Tax Value = \$79.79 Billion
Total Value = \$106.08 Billion

Source: 2014 DCAD Data File

Executive Summary

The creation of this Northwest Highway and Preston Road Area Plan has been a collaborative effort of homeowners, condominium and apartment residents, commercial property owners, and representatives from the City of Dallas and Regional Transportation organizations. Consultants were retained to gather data and research on a variety of issues that impact the Study Area. The final conclusions and recommendations in the Area Plan were developed and unanimously approved by the Advisory Task Force, which was comprised of 14 volunteers who represented the various constituencies who make up the Study Area.

Issues

There is a broad consensus of opinion among residents and commercial property owners that Preston Center and the surrounding neighborhoods suffer from serious traffic congestion, parking and infrastructure issues.

Research on traffic volumes and patterns support this conclusion and show that almost half of the congestion on Northwest Highway is caused by regional traffic passing through the Study Area. The resulting congestion has caused area residents to object to most major development proposals in and around Preston Center, out of concern that even worse traffic will seriously impact the quality of life in their neighborhoods.

The availability of parking in and around Preston Center is also a major issue to both commercial property owners and to neighborhood residents. Consultants conducted a parking study (See Appendix IV) that found sufficient parking spaces to support the normal needs of existing businesses in Preston Center. However, during the period being studied, approximately 10% of the adjacent retail space was vacant and the study included some tenant-parking only spaces as being publicly available. The ATF believes that if Preston Center is developed to its full potential, there will be a serious shortage of convenient parking for customers and employees. In addition, the vast majority of the public parking is located in an obsolete 60-year-old parking structure that visually dominates the area.

COMMUNITY ISSUES & CONCERNS

Traffic Congestion

Availability of Convenient Parking

Quality and Condition of Infrastructure

Single Family Residential Neighborhoods

The residential neighborhoods that surround Preston Center are well established and are among the highest value in the entire City of Dallas. These neighborhoods are well maintained, and over the past 20 years the residential tax base has increased significantly as older homes have been replaced with new custom homes. The Advisory Task Force concluded that the Area Plan must make it a priority to protect and preserve the vitality and quality of life in these neighborhoods. Residents are very concerned that residential proximity slope projections be maintained to minimize commercial and multi-family encroachment on their neighborhoods and want to see greater efforts to mitigate traffic. They have also expressed interest in efforts to make their neighborhoods more pedestrian friendly, with better access to Preston Center.



Multi-Family Residential Neighborhoods

Most of the multi-family residential units in the Preston Center area are located along the north side of Northwest Highway, between Preston and Hillcrest Roads. Originally developed in the 1960's, this neighborhood contains both high-rise and low-rise condominiums, rental apartments, senior living facilities, and limited commercial developments near the intersection of Northwest Highway and Hillcrest Road. Over the past ten years, a significant portion of this neighborhood has been redeveloped. Most of the residents in this multi-family neighborhood and in the adjoining single family neighborhoods to the north want to limit additional redevelopment projects to a maximum of four stories, with smaller building footprints and more green space.

There are serious deficiencies in the storm water drainage systems serving this neighborhood, causing recurring flooding and property damage, and continuing redevelopment will exacerbate these issues. The City of Dallas needs to address these problems in order to accommodate the increased density that is permitted under current zoning.

Preston Center

Preston Center was established about 65 years ago as a thriving suburban retail center, but it has since evolved into one of the most successful office sub-markets in the region. Today, Preston Center has approximately 3 million square feet of office space, 500,000 square feet of retail space, a hotel, and 129 multi-family residential units. As NorthPark was developed and expanded as the premier regional shopping center, the nature of the Preston Center retail space has shifted toward restaurants and retailers that primarily serve the immediate neighborhood.

From a planning perspective, redevelopment of the old retail areas of Preston Center (generally bounded by Northwest Highway, Preston Road, Sherry Lane and Douglas Avenue) has the greatest potential to enhance the overall neighborhood and significantly increase the area tax base for the City of Dallas. From a practical perspective, however, there are several factors that complicate the ability to execute any plan:



- Property ownership in the planning area is broken into small parcels and no single owner currently controls sufficient land to dramatically change the nature of development in the area.
- Current zoning permits a wide variety of land uses on most parcels, but because most sites are too small to accommodate underground parking, the typical land use is one-story retail.
- Traditionally, the most profitable development opportunities in Preston Center have been single parcel office buildings. From a neighborhood perspective, office buildings are the least desirable stand-alone land use because they generate significant traffic, concentrated during rush hour.
- The area is visually dominated by an obsolete 60-year-old parking garage that is owned by the City, but is operated and maintained by a private corporation. The replacement and/or redevelopment of the garage is complicated by numerous deed restrictions and easements, some of which require unanimous approval of adjoining property owners.
- Preston Center has very little green space, and the streetscape and lighting is not consistent. In contrast, the portion of Preston Center located in University Park (east of Preston Road) is under common ownership and has achieved a much more upscale and inviting environment.

Community Vision

This report presents an Area Plan for the Northwest Highway and Preston Road neighborhoods that is based on a community vision for the future. The Advisory Task Force was comprised of representatives of all major constituencies who reside in and/or own commercial property in the Study Area. Based on extensive discussions of issues and opportunities, community input during public meetings and private conversations with constituents, and research findings provided by government officials and project consultants, the following Community Vision evolved:

COMMUNITY VISION STATEMENT

The Northwest Highway and Preston Road area will maintain and enhance its position as one of the most desirable and livable residential areas in the City of Dallas, offering stable, protected neighborhoods with a range of great housing alternatives, from rental apartments to estate properties. A renewed, walkable Preston Center will serve as an urban core for the surrounding neighborhoods, with a balanced mixture of office, retail, residential, hospitality and entertainment facilities, making it possible to live, work and play without getting into your automobile.

- The overall vision for the Study Area is for Preston Center to become a revitalized and expanded urban core, surrounded by vibrant, high-quality residential neighborhoods that are protected from commercial and multi-family encroachment within their current boundaries.
- Both residential and commercial property owners visualize improved mobility in the Study Area. If aggressive and continuing steps are taken by City of Dallas and Regional Transportation officials to mitigate traffic congestion, the majority of constituents support efforts to rejuvenate and increase the density of development in and around Preston Center.
- The single-family residential neighborhoods surrounding Preston Center are vibrant and have been continually maintained as some of the most desirable places to live in Dallas. In a natural cycle of renewal, many of the older houses have been replaced with larger custom homes. The vision for these neighborhoods is to maintain their exclusively residential nature, and to maintain and improve pedestrian and bicycle accessibility.
- Multi-family residential developments would be encouraged in Preston Center (Zone 1) in addition to the current concentration of condominiums and apartments along Northwest Highway, between Preston and Hillcrest Roads (Zone 4). While a significant portion of the current multi-family in Zone 4 has already been redeveloped, this renewal and replacement of housing stock is visualized to continue, with increased density but with building heights not exceeding four stories in Zone 4. In and around Preston Center (Zone 1), new mid-rise and high-rise residential and mixed-use construction would be allowed and encouraged.
- Preston Center is visualized as a mixed-use urban core for the Study Area. The vision is to create a new community center that would be easily accessible from the surrounding neighborhoods, but where people can live, work, shop and be entertained without needing to use an automobile. The goal would be to redevelop much of the current retail space in buildings that feature ground floor retail businesses, with residential units on the upper floors.

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Critical Elements

Any comprehensive plan for the Northwest Highway and Preston Road Area must address two critical elements: traffic congestion and the obsolete parking structure that visually dominates Preston Center.

The accompanying report addresses numerous opportunities to mitigate traffic on Northwest Highway and on Preston Road. Several mitigation projects have already been initiated by TxDOT and were under way at the time of the study. In addition, regional transportation authorities are currently studying a variety of projects that would enhance mobility and lessen traffic issues in the area. The active pursuit of these alternatives will be critical to support the visualized increase in density in Preston Center and to sustain community support for this Area Plan.

The biggest impediment to the successful redevelopment of Preston Center is the existing City-owned parking structure that dominates the area. Over the past 30 years, much of the retail space surrounding the garage has been renovated or replaced with newer versions of the one-story spaces that have been there for the past 60 years. The current garage exacerbates traffic issues in Preston Center and materially limits the desirability of the neighborhood for serious redevelopment efforts. If the goal is to create a new urban center, the existing parking structure must be replaced or totally redeveloped so that sufficiency and accessibility of parking is improved and new community spaces created. This will be a complicated project, and it will be expensive.

The Advisory Task Force concluded that the optimal solution was to propose a new underground parking garage with a park at ground level. This would literally change the landscape in Preston Center, creating a highly desirable centerpiece for the entire neighborhood. The market potential for mixed-use development around the park is significantly greater than would be expected from a major renovation/expansion of the existing garage. While the existing garage is a deterrent to high quality development, a new underground parking facility and park would make the neighborhood surrounding it one of the most desirable new development locations in the City of Dallas.

Based on preliminary conversations with both private and public entities, there appears to be great potential for the creation of public-private partnerships to build and maintain the park and the garage. In addition, an underground parking facility would provide great opportunities to mitigate traffic congestion through direct garage access from Northwest Highway and Preston Road. However, if public/private financing for the ideal solution cannot be identified within 24 months of the date of this report, an alternative plan to expand and upgrade the current garage should be pursued.



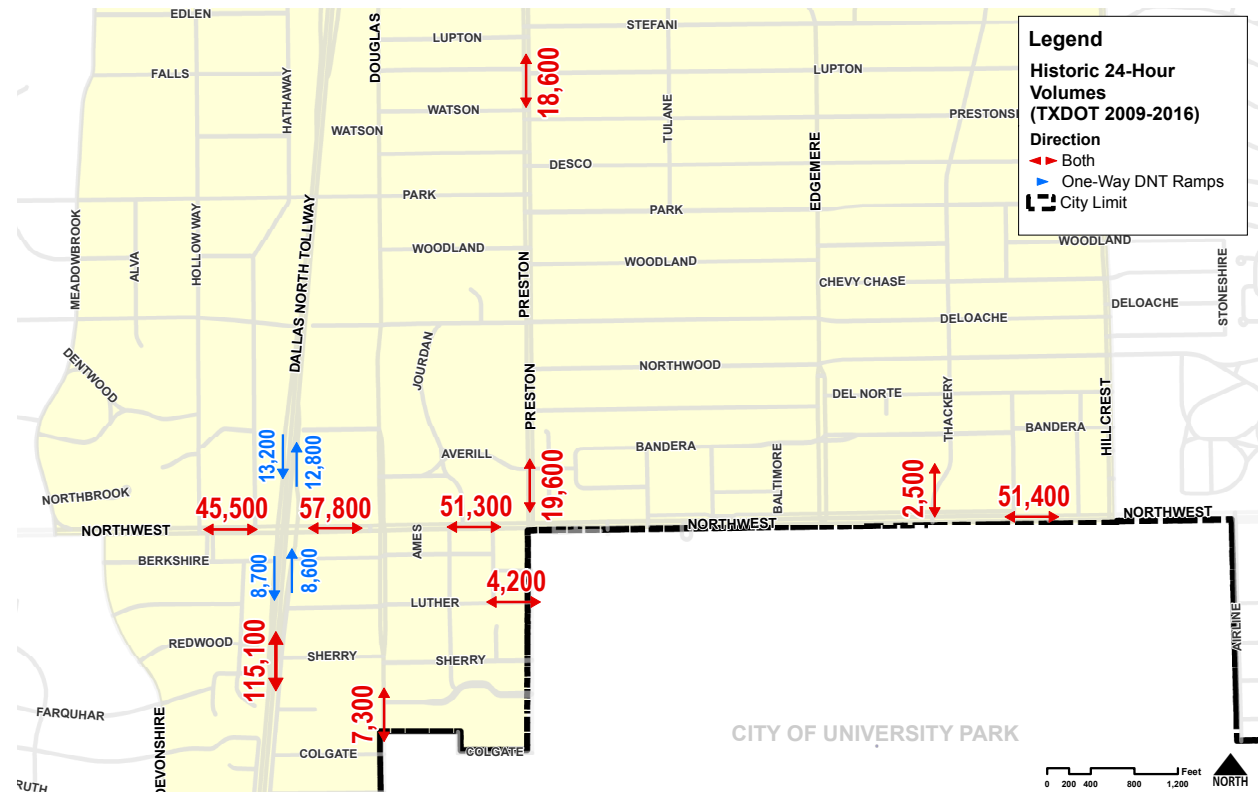
Area Highlights and Existing Conditions

Location and Traffic

The Study Area is at the crossroads of two significant regional access highways – the Dallas North Tollway and Northwest Highway -- that carry heavy commuter traffic loads, in addition to serving the businesses and residential neighborhoods that are located there. Almost half of the 57,800 vehicles that traverse the study area on Northwest Highway daily are non-local “pass-through” commuters. The interchange between the Dallas North Tollway and Northwest Highway is out of date and unnecessarily contributes to the serious congestion in and around Preston Center. In addition, the lack of full Dallas North Tollway interchanges at Lovers Lane and Walnut Hill Lane exacerbate traffic issues on Northwest Highway. (See Appendix II, Transportation and Circulation)

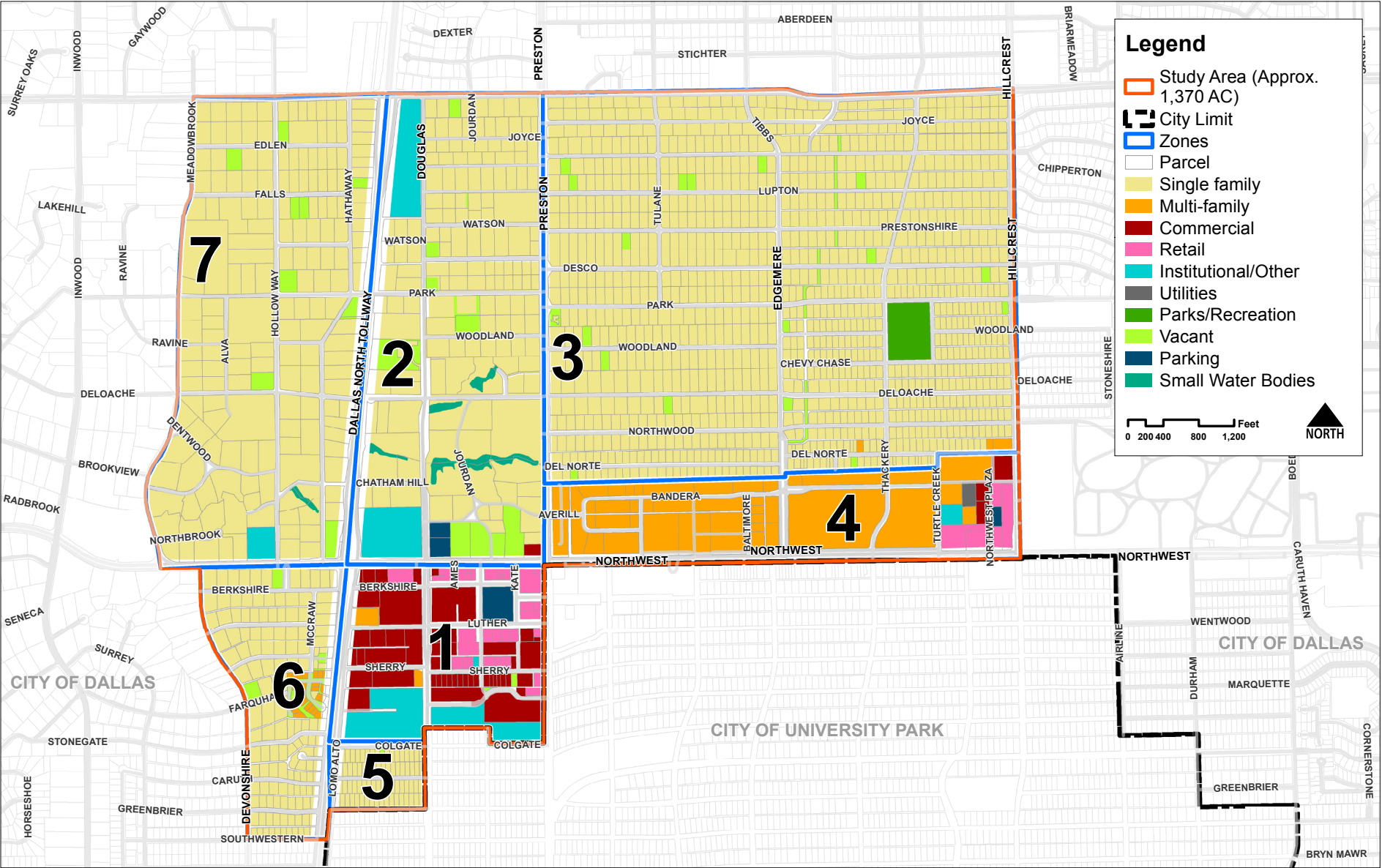
Historically, concerns over increased traffic have caused neighborhood residents to oppose most major development proposals for the Study Area. City, state and regional authorities are beginning to actively implement improvements in signal light technologies and higher capacity turn lanes that should help mitigate some of the traffic issues. Other major traffic mitigation projects are currently being studied in conjunction with the Area Plan, but there is much work to be done.

Figure 2 - 24 Hour Traffic Volumes



Source: Historical traffic data from TxDOT Date: 2009-2016

Figure 3 - Existing Land Uses in Study Area



Single-Family Residential Neighborhoods (Zones 2, 3, 5, 6 and 7)

The single-family residential neighborhoods in the study area are among the highest value and most sought after in the City of Dallas. Over the past 20 years, most of these neighborhoods have been substantially redeveloped with new custom homes, and they represent a significant portion of the residential tax base in the City. The area residents represent a highly sought after demographic group for retailers and restaurants: according to the U.S. Census for 2010, the Study Area was home to 6,736 residents, 41 percent between the ages of 35 and 64, with an additional 28% age 65 and over. The largest demographic in the Study Area (38 percent of households) had a household income over \$150,000 per year in 2013; only 9 percent of Dallas fell within this income bracket during that same census. These homeowners are very concerned about protecting the quality and character of their neighborhoods and are generally opposed to any zoning changes that would permit the development of anything other than single-family residences.



Multi-Family Neighborhoods (Zone 4)

This zone is located immediately north of Northwest Highway, between Hillcrest and Preston Roads. Originally developed in the 1960's, this neighborhood contains both high-rise and low-rise condominiums, rental apartments, senior living facilities and limited commercial developments. (See Appendix I, Existing Zoning). Over the past ten years, there have been a number of redevelopment projects in this neighborhood and this trend is likely to continue, as it did in the single-family neighborhoods to the north. Presently, there are approximately 2,250 units of multifamily housing in Zone 4.

To date, most of the Zone 4 redevelopment activity has occurred east of Edgemere Road and very few sites remain available for redevelopment. The only commercial developments in the zone are located at the southeast corner, near the intersection of Hillcrest Road and Northwest Highway. The majority of the new multi-family developments in eastern half of the zone are luxury rental apartments.



West of Edgemere Road, Zone 4 is primarily comprised of multi-family condominiums that were developed prior to 1975. While some of the condominiums are available for rental, the majority of the housing in the western part of Zone 4 is owner occupied. Two high-rise buildings (Preston Tower and the Athena) were constructed in 1966 but current zoning prohibits the development of more high-rise buildings in the Zone. The typical condominium developments in Zone 4 are two-story garden apartments. The Laurel Apartments, now under construction at Preston Road and Northwest Highway, is the first major redevelopment project in the western part of Zone 4.



Preston Tower and the Athena



Typical Residential Development West of Edgemere Road

If the entirety of Zone 4 was redeveloped under current zoning, theoretical density could be doubled. However, the combination of deed restrictions, relatively new developments that do not max out density, and demand for larger, more spacious residential units probably limit likely growth to less than the density currently allowed.

Homeowners and residents in Zone 4 report serious deficiencies in the storm water drainage systems serving the neighborhood as it now exists, causing recurring flooding and property damage in several areas. During heavy rains on July 4, 2016, the 29-story Preston Tower condominium building experienced significant flooding in its parking garage, due to an inability of the City's storm water drainage system to accommodate the record rainfall in the area. Continuing redevelopment will exacerbate this problem, and the City of Dallas needs to address these issues in order to accommodate the increased density that is permitted under current zoning. Additionally, inadequate sidewalks and an over-reliance on parking on City streets adversely impact auto and pedestrian mobility within the neighborhood.

Current residents are receptive to continued redevelopment and increased density, but they also want to preserve the quality of life in the neighborhood. For planning purposes, there is a general willingness to accept four-story structures in return for smaller building footprints that would preserve open spaces. Residents strongly desire that all new developments meet city codes for on-site parking, and they would greatly prefer underground parking whenever feasible. There is a broad consensus that the zone should remain residential in nature, and that retail and office development should be limited to the existing commercial area at the southeastern corner of the zone.

Preston Center (Zone 1)

Preston Center was originally developed in the 1950's as a premier suburban shopping center north of downtown Dallas. Neiman Marcus and Sanger Harris department stores were the original anchors to a thriving retail center. Land was conveyed to the City of Dallas and parking was constructed to provide free short-term parking for customers of the retail stores. Subsequently, the surrounding owners built a second level of parking to insure that the employees who worked in Preston Center would have access to free, all-day parking. Several office buildings were added in the neighborhood, and the area thrived until NorthPark opened in 1965 and persuaded Neiman Marcus to relocate. NorthPark quickly became the premier location for retailers serving North Dallas, and Preston Center struggled to compete for tenants and customers. The Foley's Department Store (formerly Sanger Harris) was closed in 1999. Over the past 40 years, most of the new development activity in Preston Center has been focused on creating a significant office sub-market.

PRESTON CENTER HIGHLIGHTS

Office Buildings - 3 Million Sq. Ft.

Retail Space - 500,000 Sq. Ft.

Hotel - 224 Rooms

Multi-Family Residential - 129 Units

Today, Preston Center has approximately 3 million square feet of office space and 500,000 square feet of retail space, as well as 129 multi-family residential units and a hotel. Land ownership in Preston Center is broken into numerous small parcels, and development has historically occurred on a parcel-by-parcel basis, as opposed to a planned mixed-use community. Preston Center's location, tight street grid and neighborhood demographics should lend itself to a vibrant and walkable mixed-use environment.

From a market perspective, Preston Center is considered to be one of the Dallas area's prime office sub-markets, outperforming most other sub-markets in both occupancy and rental rates. Preston Center office buildings are highly valued, and they add significantly to the City's tax base.



The retail properties are primarily single-story buildings concentrated in the eastern half of Zone 1, mostly situated around an obsolete, 60-year old parking structure that visually dominates the neighborhood and has become an eyesore. The garage is City-owned, encumbered by numerous private deed restrictions and easements, and is operated and maintained through a licensing agreement by a private corporation, which, together with a legal judgment resulting from a 2006 lawsuit between the City and adjacent property owners, complicates efforts to replace it. While most of the retail property owners have upgraded the exterior appearance of their structures, the garage and City infrastructure in the area (including streets, alleys and sidewalks) have deteriorated and severely compromise the ability to attract retail tenants that reflect the market potential.



Preston Center Retail Facilities in City of Dallas

In contrast, the portion of Preston Center that is located in University Park has been upgraded significantly and commands retail rents that are generally much higher than the rents in the Dallas portion. There are numerous examples of mixed-use projects in the Dallas area and in other comparable cities that illustrate the potential for a higher density redevelopment of the eastern half of Zone 1 that could have a significant positive impact on the Dallas tax base. But current traffic congestion and parking challenges need to be addressed by local, regional and state authorities in order to facilitate such development, and projects that seek to mitigate traffic and parking problems should be encouraged.



Preston Center Retail Facilities in University Park

Preston Center Parking

Adequacy of Preston Center parking for retail is a hot-button issue that is often debated, but there is clearly a shortage of parking at peak lunchtime hours during the week. Cars circle the one-way streets around the parking garage and the lanes inside the garage, constantly searching for open spaces; this creates both auto congestion and unsafe pedestrian conditions throughout Preston Center. The parking in Preston Center currently consists of a mix of on-street facilities, off-street small lots, a two-level parking deck, and several garages that primarily serve tenants (see Figures IV-1 and IV-2).

A week-long parking study was taken in January 2016 to analyze the existing parking supply and demand for Preston Center. This study was conducted over an 8 hour span each day for 7 consecutive days. At the time of the parking study, approximately half of the 110,000 square foot Preston Center Pavilion (former Sanger Harris store) was not occupied, alleviating demand on the city-owned garage. The parking consultant identified open parking spaces without adjusting their findings to reflect that fact that over 10 percent of the total Preston Center retail space was vacant. Parking Study Highlights are located in the Appendix IV.

While the consultants' parking study appears to indicate an ample supply of parking spaces on a technical basis, the ATF believes that many of these spaces are not readily available – in part because the consultants included parking spaces that are reserved for individual tenants, as being available to the general public. As such, true parking space supply on a practical basis remains wholly inadequate.

The parking study showed that on-street facilities are full during peak periods near the parking deck, and the parking deck peaks (Monday-Friday, 12-1 pm) at approximately 80% occupancy. The private and reserved spaces are at approximately 50% occupancy on weekdays throughout the day, and public parking facilities are approaching the recommended effective capacity of 85% during the midday peak period. Appendix IV, Figure IV-1, demonstrates the overall occupancy for the parking within Preston Center broken down hourly and by day. Parking is busiest during the weekday lunch peak.

Besides counting parking supply and demand, the average parking duration was summarized for each parking area. Appendix IV, Figure IV-6, shows the average duration observed on a weekday. Another item worth noting is that a large number of vehicles (over 100) on the lower parking deck were observed to exceed the three-hour time limit that is meant to promote turnover; this implies that employees working in Preston Center are using this parking that is meant for visitors. It is recommended in the short term that employees be encouraged to park on the upper deck and enforcement of parking restrictions be increased to enhance the turnover of high demand facilities.



Establishing a Community Vision

By engaging in a thorough community and stakeholder engagement process, several development scenarios were created and analyzed for the study area. Out of this process, a Broad Vision Statement was developed for the entire study area (see Page 11), and then Preferred Vision scenarios were detailed for each of the seven zones, with consideration given to the collective preferences of the property owners in each zone and the inter-relationships between zones.



COMMUNITY ENGAGEMENT

7 Public Advisory Task Force Meetings

1-2 Formal Stakeholder Meeting for each Zone

An On-Line Community Survey

3 Community Open Houses

Numerous Stakeholder Interviews

Several Private Task Force Work Sessions

The final Preferred Vision scenarios recommended in this report were based on four key assumptions that were particularly important to stakeholders:

1. Existing zoning rights for property owners would not be removed or downgraded, and additional zoning incentives should be established to encourage particular types of redevelopment.
2. City of Dallas proximity slope requirements should be maintained for the benefit of existing residential neighborhoods.
3. Existing private deed restrictions should remain in place, unless removed by the property owners.
4. Local, regional and state transportation authorities should pro-actively work to adopt recommended mobility solutions and explore additional ways to mitigate existing traffic and parking problems in the study area. Neighborhood support for the increased density that is incorporated into the Preferred Vision will likely follow an active, multi-governmental program to address current and future traffic and parking issues.

Preferred Vision Scenarios

Single-Family Residential Neighborhoods (Zones 2, 3, 5, 6 and 7)

The Preferred Vision for Zones 2,3,5,6 and 7 is to maintain existing single-family residential zoning and to encourage continuous revitalization of neighborhoods in order to maintain their livability and stability over the long term. Efforts should be made to enhance pedestrian and bicyclist mobility within the neighborhoods and to create safer connectivity to Preston Center (see Appendix III, Pedestrians and Bicycles).

No multi-family or commercial development is envisioned within these zones. This sentiment was made very tangibly at the March 30, 2016 Advisory Task Force meeting, when petitions signed by 24 Zone 2 property owners were presented to the ATF, stating their “vigorous” opposition to any change in the current single-family zoning in their neighborhood. The petition was initiated in response to the acquisition and demolition of five single-family homes on 10 acres along Northwest Highway, between Douglas Avenue and Preston Road. It stated, “In an area where single-family zoning is sacred, increased density, hi-rise condominiums, mixed use or commercial developments have no place and do not belong.”



Multi-Family Neighborhoods (Zone 4)

Zone 4 is envisioned as a renewable, multi-family enclave giving preference to owner-occupied condominium units and senior living facilities. Retail and commercial development is limited to the existing area at the southeast corner of the zone.

The Preferred Vision would maintain an orientation toward large, owner-occupied condominiums appealing to people ready to downsize from single-family homes, but who would enjoy living in the Preston Hollow area. The vision would allow for the gradual augmentation of various housing types in the neighborhood, with higher density than now exists, but with the understanding that particular attention be given to the need for improved infrastructure, most especially the enhancement of existing storm water drainage systems. In addition, new developments should include on-site parking for residents and guests (preferably underground), greater landscaping and open space, and pedestrian-friendly amenities (see Appendix II). Building heights within the zone should be restricted by the existing City of Dallas proximity slope limitations designed to protect the single-family neighborhoods located north of Bandera Avenue; and throughout the zone, new multi-family residential structures would not exceed four stories in height. The plan envisions the highest density development to be concentrated along the Northwest Highway frontages. The two existing high-rise residential structures would continue to be the only such buildings in the zone.

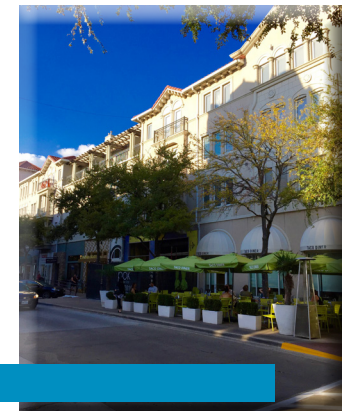
Over the past ten years, a significant portion of Zone 4 has been or is currently being redeveloped, and the existing redevelopment projects are generally representative of the quality and scale that is envisioned. The Preferred Vision consists mainly of replacing the remaining older, multi-family housing stock. Although some areas of Zone 4 are subject to deed restrictions that limit density, current zoning generally allows for three-story, multi-family construction that would dramatically increase lot coverage and reduce the open spaces and landscaping that now exist. The Preferred Vision assumes that much of the current zoning will be changed as this area is redeveloped, permitting increased height as a trade-off for reduced lot coverage and other features that would improve the quality of life in the neighborhood and meet the needs of the community.



Preston Center (Zone 1)

The development of a Preferred Vision for Preston Center required some fundamental decisions on the part of the Task Force. The plan could either attempt to realize the true potential of some of the most prime real estate in the City of Dallas, or it could be constrained by a variety of very real complications that would result in simply trying to make the best of what presently exists. Ultimately the Task Force opted for a bold vision that would transform this area into a vibrant mixed-use community center, where people can live, work, shop and be entertained. The achievement of this bold vision will be complicated, and it will require creativity, cooperation and significant investment on the part of the City of Dallas, regional and state transportation authorities, and the private sector.

The vibrant, mixed-use concept that is envisioned for Preston Center would build on the highly successful office market that now exists, adding new residential units to the mix while replacing and repositioning much of the existing retail space. Most of the existing office buildings are situated in the southern and western portions of the zone. While there are still developable parcels of land in these areas, most of the envisioned new development would occur in the eastern half of the zone, which is currently dominated by one-story retail establishments. The Preferred Vision would encourage the development of multi-story buildings that feature retail space on the ground floor and residential and/or office uses on the upper floors, particularly on the sites that surround the parking garage. The West Village area in Dallas is an example of the type of neighborhood envisioned here (but with significantly better access to public parking and much more green space). Based on the success of the initial, one-square-block development in West Village, the surrounding blocks have been developed in a similar format, with street level retail and restaurant spaces and compatible office projects. It is reasonable to assume that a similar expansion would, over time, happen in Preston Center. Recognizing that not all developments will be mixed use, the ultimate build out would undoubtedly include additional residential, retail, office and hospitality.

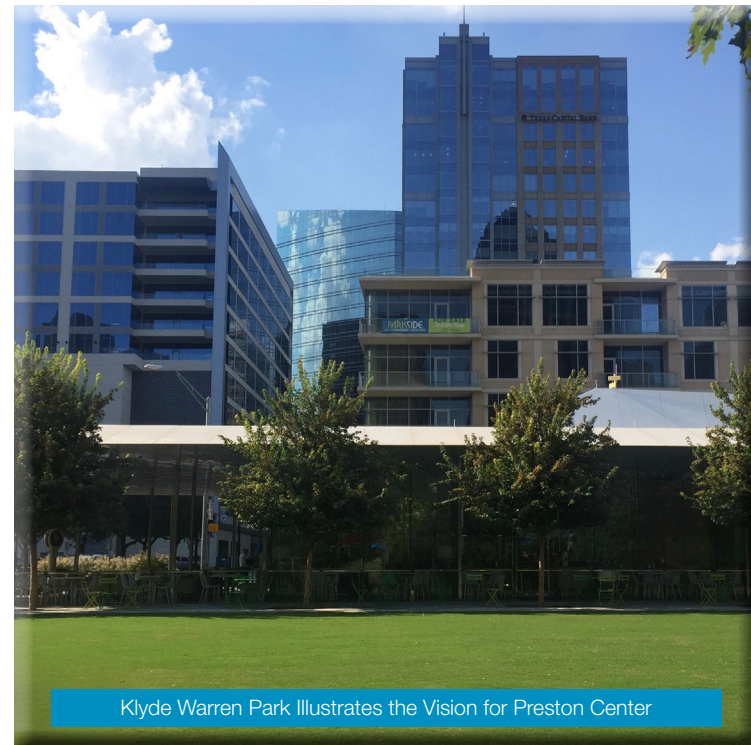


Examples of Mixed-Use Buildings with Ground Floor Retail Located in West Village, Dallas, Texas

The most critical element in the Preferred Vision for Preston Center is the redevelopment of the existing City-owned parking structure. It is totally unrealistic to expect 21st century mixed-use development to happen when the focal point of the entire neighborhood is an obsolete, 60-year old parking deck. The ideal plan would be to build a new underground parking garage with increased capacity (potentially doubling the 800-space capacity of the current garage) and a new public park as a centerpiece for the neighborhood. This would permit the creation of additional street level parking and a very pedestrian friendly environment. In order to take full advantage of the opportunity to create a vibrant neighborhood around the park, the City of Dallas must work with adjacent property owners to create a consistent streetscape design with wider sidewalks, enhanced landscaping and decorative lighting (see Appendix III). In addition, the City of Dallas policies and practices must encourage the use of sidewalk areas for outdoor dining. This would be an expensive undertaking, but it would have the greatest potential to maximize the surrounding property values, generate increased property and sales tax revenues for the City of Dallas, and encourage new development in the neighborhood. However, if public/private financing for the ideal solution cannot be identified within 24 months of the date of this report, an alternative plan to expand and upgrade the current garage should be pursued.

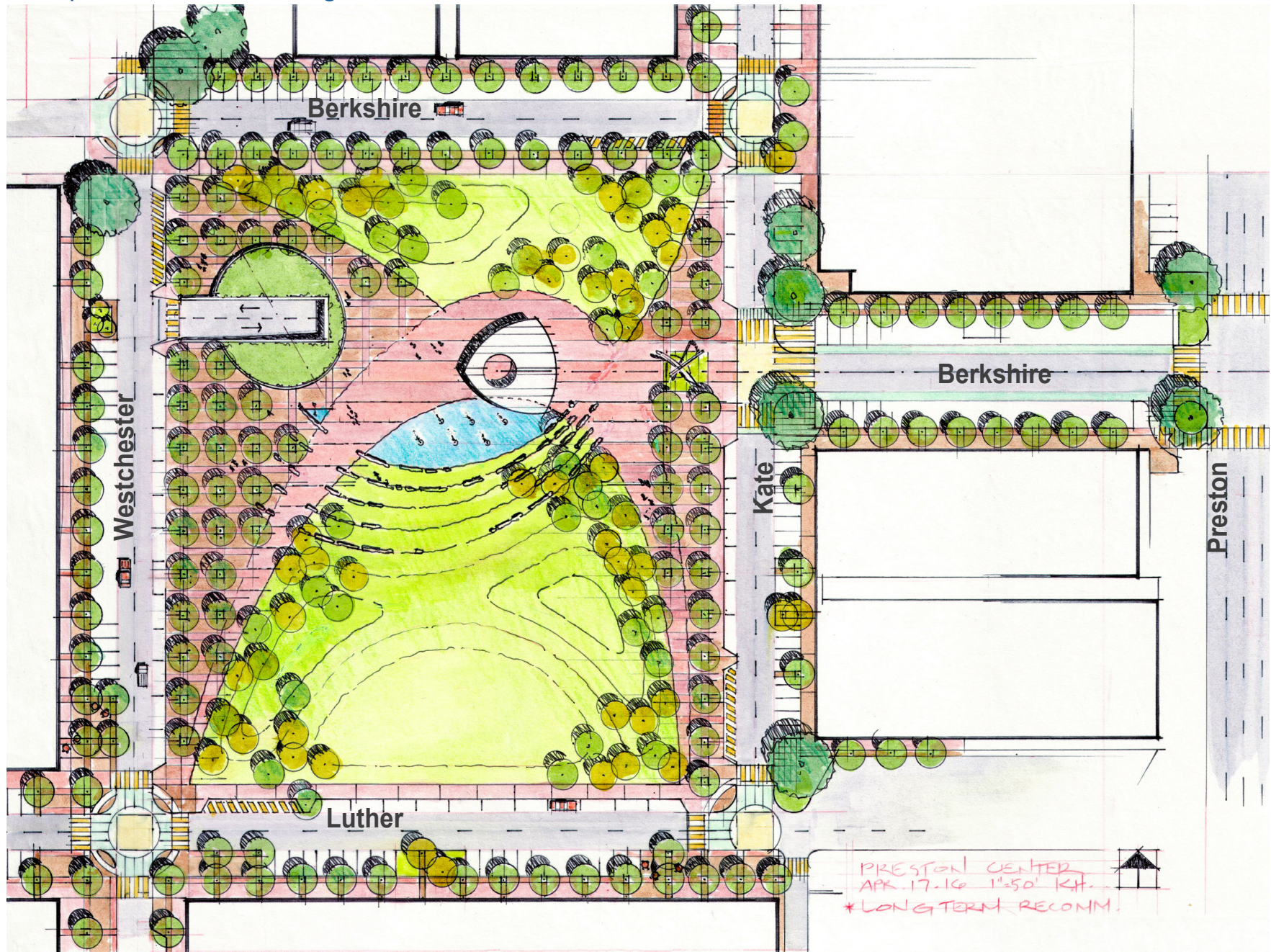


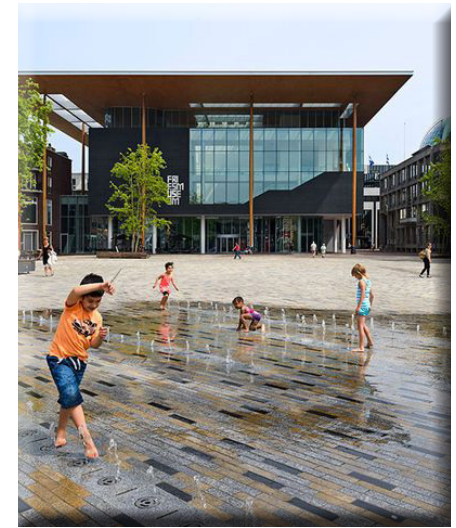
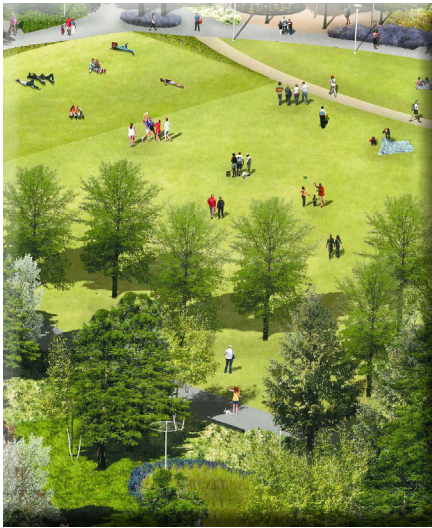
Parking Structure is the Current Focal Point of Preston Center



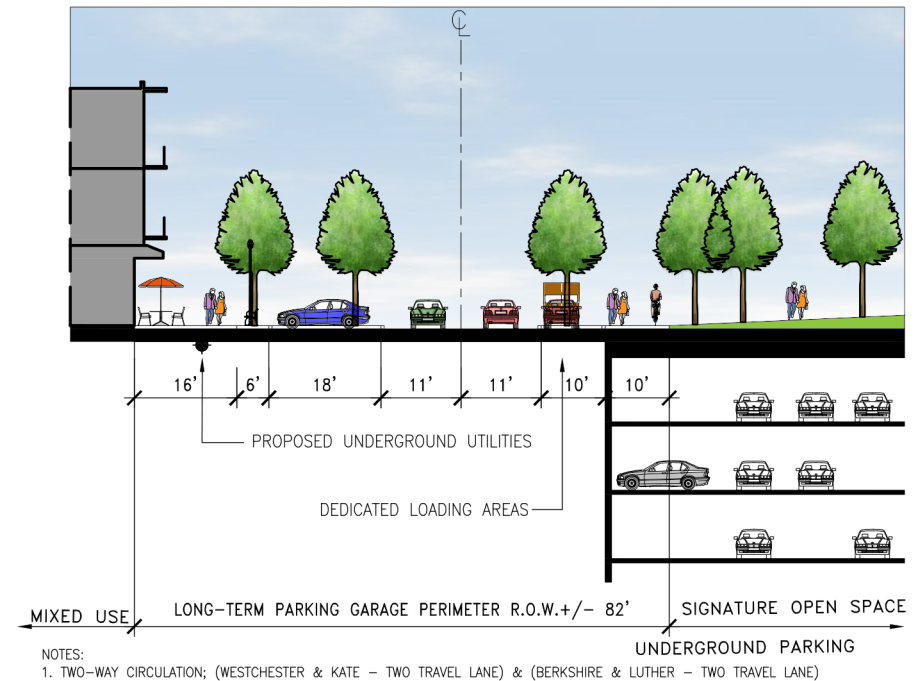
Clyde Warren Park Illustrates the Vision for Preston Center

Conceptual Illustration of Signature Park





Current zoning in Preston Center allows for a significant increase in density (see Appendix I, Existing Zoning) and many sites could be redeveloped as office space, which would have the greatest negative impact on traffic congestion in the area. In contrast, according to national parking standards adopted by the City of Dallas, residential development would have substantially less impact on traffic. Additionally, multi-family housing is critical for the creation of the type of mixed-use environment encompassed in the Preferred Vision for Zone 1. Since real estate developers typically seek the highest and best use for development sites, the City of Dallas should support more density, building height, Floor to Area Ratios (FAR) and other land use concessions through the zoning process to encourage Zone 1 property owners to develop residential projects where commercial office could be built now by right. This should be done without compromising proximity slope protections for surrounding neighborhoods and while traffic solutions for the area are being actively pursued.



Bicycle and Pedestrian Access

A key desire expressed on numerous occasions by the community was better and safer pedestrian and bicycle connectivity to Zone 1 from the surrounding neighborhoods. The Preferred Vision for Zone 1 also includes a pedestrian tunnel or bridge under or over Northwest Highway to allow area residents to bike, walk, jog or roller blade to Preston Center safely and easily. Per community feedback, the pedestrian tunnel and/or pedestrian bridge would appropriately be located between Douglas Avenue and Pickwick Lane and the exact location is subject to a detailed study by the City and TxDOT. (See Appendix III, Pedestrian and Bicycles)



Key Policies, Strategies and Actions

The Northwest Highway and Preston Road Area Plan has been developed through the collaborative efforts of a broad cross section of property owners in the Study Area. Community preferences have been balanced with commercial and residential property rights. The Task Force members have solicited and received input from their various constituencies and have represented those interests in a good faith effort to create a consensus plan for the Study Area.

An overriding concern of virtually all participants has been related to traffic congestion, parking problems and infrastructure deficiencies in the Study Area. These issues have been the basis for numerous zoning controversies in recent years. Projects that seek to mitigate these issues should be encouraged. The Task Force has received support from the City of Dallas and from regional and state transportation officials to pursue an aggressive program to mitigate these issues. These efforts represent a fundamental foundation for the consensus plan, which was developed and presented to the City in October 2016 for adoption by the City Plan Commission and City Council.

The following assumptions underlie the Preferred Visions for Zones 1 through 7 and will be critical for the successful implementation of the Plan:

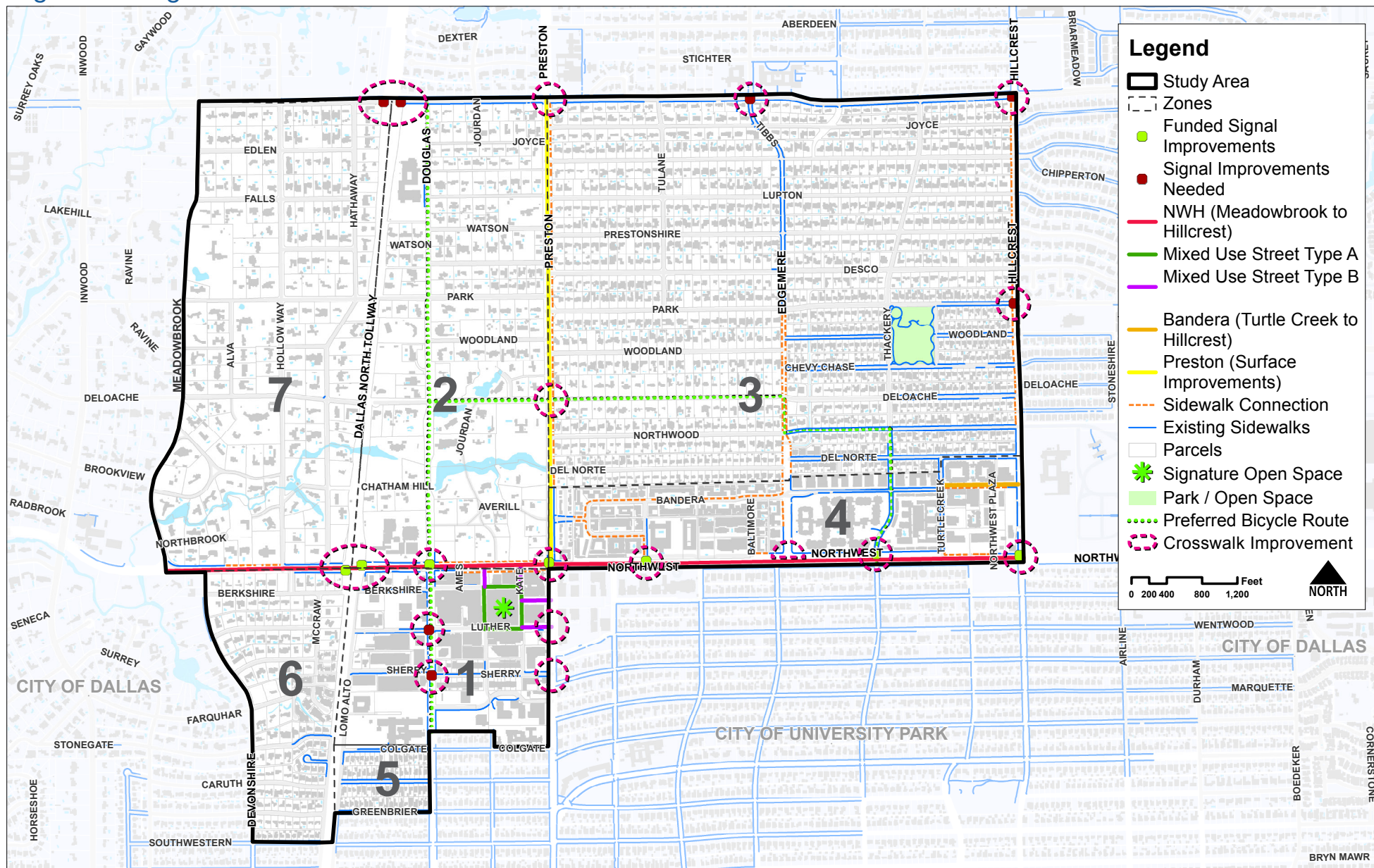
- NCTCOG should expedite further study of design, cost and transportation system connections for the proposed underground parking facility in Zone 1.
- The City of Dallas should inventory critical infrastructure needs in the study area, with particular attention to the storm sewer problems in Zone 4 and the condition of streets, alleys, sidewalks and lighting in Zone 1.
- The City of Dallas should actively support both design and operational initiatives to encourage the development of a vibrant, pedestrian friendly environment at the core of Preston Center (see Appendix III, Pedestrians and Bicycles). Streetscape designs should anticipate extensive sidewalk dining and entertainment, and citywide policies and regulations should be evaluated to insure that they do not unnecessarily restrict desirable activities that would add life and vitality to the neighborhood. As the area redevelops, sidewalks in the City of Dallas right-of-way should be a minimum of 8 feet in width in Preston Center.
- As soon as a decision is made regarding the replacement versus renovation/expansion of the Preston Center Parking Garage, the City of Dallas should concurrently develop recommendations on how to best improve circulation, reduce traffic congestion, and improve wayfinding and public realm improvements within Preston Center. In addition, the City should support the creation of a Public Improvement District (PID) and/or Tax Increment Financing District (TIF), or other funding mechanisms, in order to create a revenue stream for public improvements and ongoing maintenance of city-owned infrastructure and facilities.
- NCTCOG should study the feasibility and cost of constructing of a tolled, underground tunnel of yet-to-be-determined length beneath or near Northwest Highway (or other traffic infrastructure) to divert non-local, through commuter traffic from the study area. The Advisory Task Force requested on 1/28/16 that NCTCOG study such a tunnel, including the pros and cons of varying lengths (from a few blocks to eight miles) and the viability of an underground connection between the tunnel and the proposed new Preston Center garage.

- NTCCOG should work with the North Texas Tollway Authority (NTTA) and the Texas Department of Transportation (TxDOT), which owns and maintains Northwest Highway, to develop a plan to improve the Northwest Highway/Dallas North Tollway interchange.
 - If engineering issues can be solved, a Texas U-turn should be built on the south side of Northwest Highway where it crosses the Dallas North Tollway. This would enable cars to leave Preston Center and enter the southbound Dallas North Tollway without accessing Northwest Highway.
 - The northbound Tollway exit ramp at Northwest Highway should be redesigned, if feasible, so exiting cars can make an immediate right turn on Sherry Lane and Luther Lane, allowing people to access numerous high-rise buildings without going around the block.
- New exit ramps should be built (where none exist now) along southbound Dallas North Tollway at Walnut Hill and at Lovers Lane in order to reduce traffic exiting at Northwest Highway.
- The signal light installed in 2015 in front of the City of Dallas Fire Station No. 27 at Northwest Highway just west of Douglas Avenue, should be deactivated at all times, except when emergency vehicles are in active service and need to exit the firehouse.
- TxDOT, NCTCOG, the City of Dallas and University Park should study the feasibility of adding one or more pedestrian bridges or tunnels across Northwest Highway in order to connect residential neighborhoods to Preston Center East and West.

Next Steps

Although the Northwest Highway and Preston Road Area Plan does not bind the City of Dallas to implement any of its recommendations, it is the hope of both the 14-member Advisory Task Force and the many area stakeholders they represented over the course of 18 months, that current and future City officials will use this document as an important guideline for any development decisions made in the study area (see Figure 4 “Long-Term Framework Plan”).

Figure 4: Long-Term Framework Plan



APPENDICES

I. EXISTING ZONING

II. TRANSPORTATION AND CIRCULATION

III. PEDESTRIANS AND BICYCLES

IV. PARKING STUDY

V. COMMUNITY AND STAKEHOLDER INVOLVEMENT

VI. FUNDING OPPORTUNITIES

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I. EXISTING ZONING

Existing Zoning

The majority of the Study Area (Zones 2, 3, 5, 6, and 7) is zoned single family residential, with densities ranging from 1 to 6 units per acre. Of the multifamily zoning in the area (one hi-rise in Zone 1 and virtually all of Zone 4), densities range from 14.5 DU/ac in duplexes, to up to 90 DU/ac in MF-3; however, the majority of non-PD multifamily is MF-1, which has average densities of 25 DU/ac in projects citywide. Finally, in Zone 4, there is a small amount of single-use community retail, and limited office zoning along Northwest Highway.

The complex part of zoning within the Study Area came from numerous planned development districts (PD), the most complex being PD-314 in Preston Center. The following is a brief summary of these PDs:

- PD-15: PD that covers the condo towers along Northwest Highway, that provides maximum unit count
- PD-33: Single family zoning variation
- PD-142: Single family zoning variation
- PD-314: Preston Center Special Purpose District, which includes multiple subsections, with varying regulations. See attached zoning summary matrix.
- PD-470: Parking lot
- PD-570: Multifamily zoning variation
- PD-766: Community retail zoning variation
- PD-854: Community retail zoning variation
- PD-874: Multifamily zoning variation; retirement home
- PD-910: Single family zoning variation

Legend

- Study Area
- City Limit
- Parcel
- Floodplain

Zones

- Single Family R-1ac(A)
- Single Family R-16(A)
- Single Family R-10(A)
- Single Family R-7.5(A)
- Duplex D(A)
- Multifamily MF-1(A)
- Multifamily MF-3(A)
- Limited Office LO-1
- Community Retail CR
- Planned Development PD

0 200 400 800 1,200 Feet

NORTH

Map Labels:

Streets: SURREY OAKS, GAYWOOD, DEXTER, STICHTER, ABERDEEN, BIRCHMEADOW, CHIPPERTON, CHEVY CHASE, HILLCREST, DELOACHE, BROOKVIEW, INWOOD, SENECA, SURREY, HORSESHOE, PRESTON PARK, DEVONSHIRE, STONEGATE, FAIRQUHAR, LENO ALTO, CARUTH, COLGATE, NORTHWOOD, BANDERA, BALTIMORE, NORTHWEST, DEL NORTE, D(A), MF-1(A), MF-3(A), CR, LO-1, PARK, HOLLOW WAY, ALVA, MOORAW, BERKSHIRE, SHERRY, LUTHER, WATSON, DOUGLAS, JOURDAN, AVERILL, PRESTON, TULANE, TIEBS, JOYCE, LUPTON, DESCO, THACKERY, DELOACHE, EDGEMERE, HILLCREST, VILLANOVA, DURHAM, BOEDEKER, CORNERSTONE, GREENBRIER, BRYN MAWR.

City Labels: CITY OF DALLAS, CITY OF UNIVERSITY PARK.

Zoning Districts: R-1ac(A), R-16(A), R-10(A), R-7.5(A), D(A), MF-1(A), MF-3(A), CR, LO-1, PD.

Figure I-2: Planned Developments

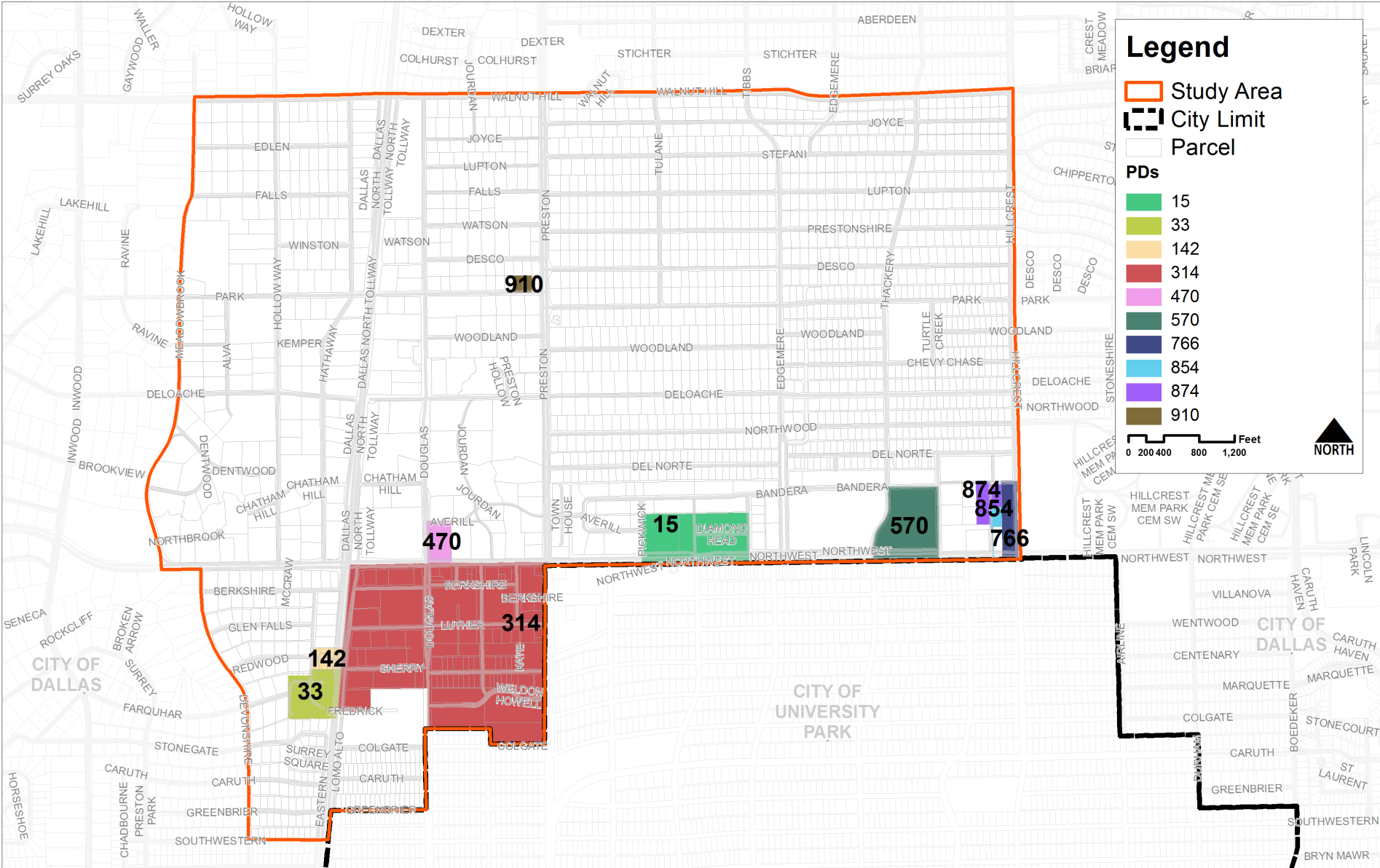
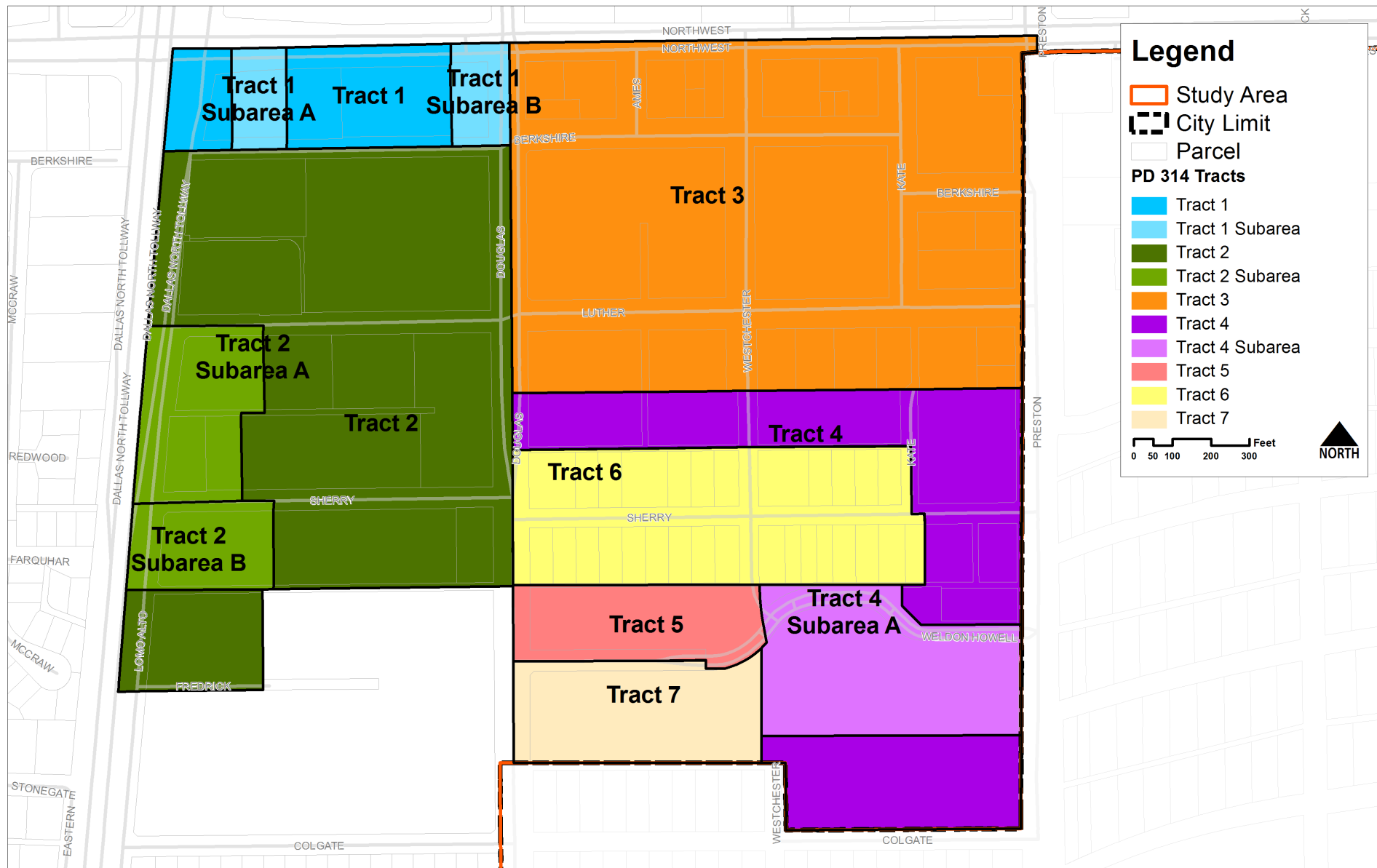


Figure I-3: Planned Development 314



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II. TRANSPORTATION AND CIRCULATION

Transportation and Circulation

The Northwest Highway and Preston Road Area is situated five miles north of downtown Dallas and adjacent to University Park and Highland Park. The area is served by regional facilities – the Dallas North Tollway, Northwest Highway (Loop 12) and Preston Road. Few locations in Dallas enjoy convenient and direct regional access while maintaining the sense of rural neighborhood with tree-lined, two-lane, curbless roads, large residential lots and a sense of being in the country. Preston Center has an existing fine-grained, street grid that supports the opportunity for walkability and encourages traffic to slow down. The study recommends enhancements to further support the full realization of a multi-modal environment. The tight grid of streets serving Preston Center offers great potential to emphasize a mixed-use environment with walkable and bikeable streets, enhanced landscaping and subsurface parking.

Motor Vehicles

Existing and Planned Roadways

The City of Dallas Thoroughfare Plan is shown in Figure II-1. Within the Study Area, Northwest Highway (Loop 12) is a six-lane divided facility with a raised median separating travel directions and a posted speed limit of 35 miles per hour. Based on its function, the roadway facility is categorized in the City of Dallas Thoroughfare Plan as S-6-D which translates to a Principal Arterial with a standard roadway section with 107' of Right-of-Way (ROW), six 11 foot wide lanes and a 15 foot wide median in some areas. In the section between Hillcrest Road and Preston Road there are parallel service roads providing direct access to adjacent properties. Northwest Highway serves as a major east-west thoroughfare in north Dallas for commuter traffic connecting the I35E Stemmons Freeway corridor, Dallas North Tollway, US 75 North Central Expressway corridor and Garland Road (SH 78) in east Dallas. Northwest

Northwest Highway is “on-system,” meaning it is part of the State highway system, and is primarily the responsibility of TxDOT for maintenance of the roadway. A construction contract on Northwest Highway to improve traffic signals and intersections from Midway to Boedeker (including creating dual left-turn lanes at major intersections) was let in 2015 by TxDOT.

Preston Road is a six-lane divided facility with a raised median and a posted speed limit of 35 miles per hour. The Existing Speed Limits in the Study Area are shown in Figure II-2. Based on its function, Preston is designated on the City of Dallas Thoroughfare Plan as M-6-D (A) which translates to a Principal Arterial with a minimum cross-section of six 11 foot lanes and a 14 foot median in a 100' ROW. Preston Road is an important north-south thoroughfare providing regional circulation from the south in Highland Park and University Park to I635 LBJ Freeway and ultimately north to Frisco. Preston Road is designated SH 289 north of Northwest Highway and is under State highway maintenance responsibility. A construction contract to repair and overlay the existing travel lanes of Preston Road was let in 2015 by TxDOT. South of Northwest Highway, Preston Road is a major arterial

in the town limits of University Park. It is currently constructed as a six-lane facility with a continuous left-turn lane and parallel and head in parking in sections along the commercial land uses and along the boundary of Zone 1 in the Study Area.

Hillcrest Road establishes the east boundary of Zone 4 in the Study Area. It is a six-lane divided facility with a raised median and a posted speed limit of 35 miles per hour. Based on its function, Hillcrest is designated on the City of Dallas Thoroughfare Plan as M-6-D (A) which translates to a Minor Arterial with a minimum cross-section of six 11 foot lanes and a 14 foot median in a 100' ROW. Hillcrest Road is an important north-south thoroughfare providing regional circulation from the south in Highland Park and University Park to I635 LBJ Freeway and north to Richardson.

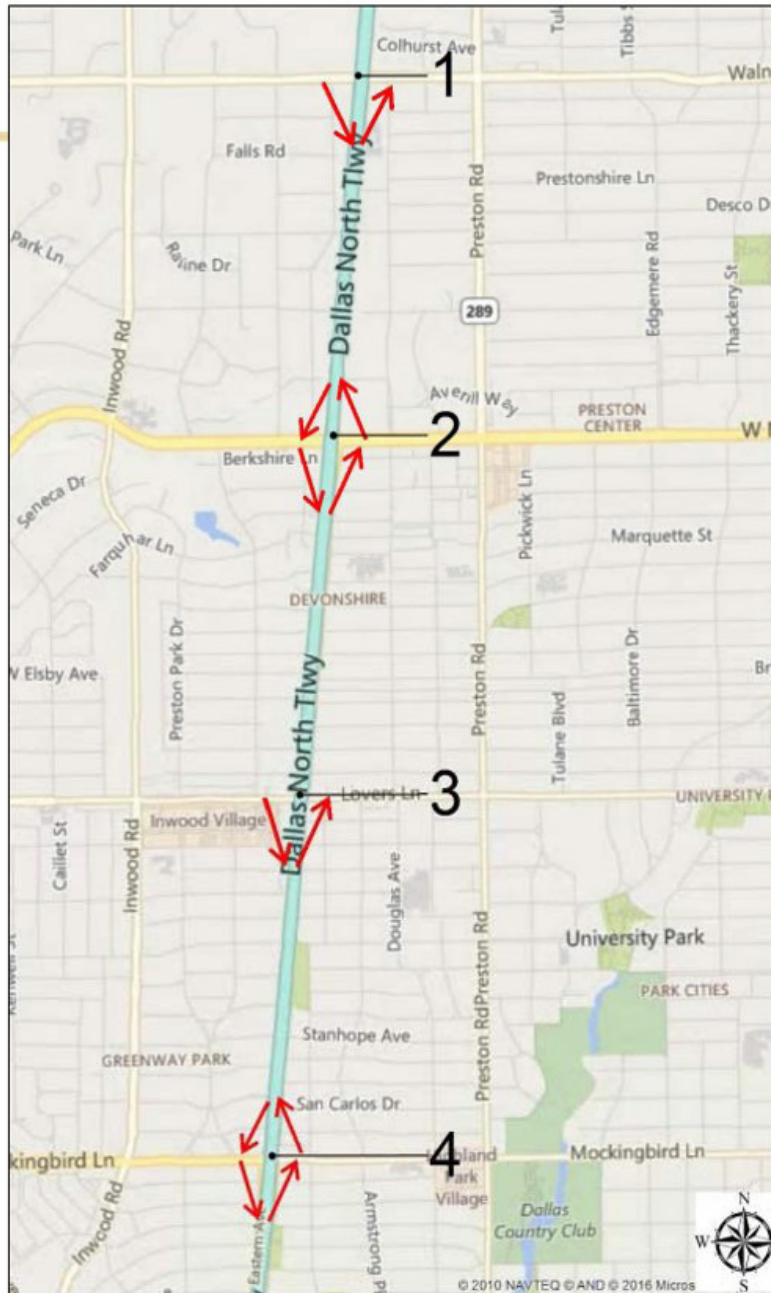
Inwood Road is a four-lane divided facility with a raised median and a posted speed limit of 35 miles per hour. Based on its function, Inwood is designated on the City of Dallas Thoroughfare Plan as S-4-D (A) which translates to a Minor Arterial with a Standard cross-section of four 11 foot lanes and a narrow median that varies from four feet to 14 feet in an 80' ROW. Inwood Road is an important north-south thoroughfare providing regional circulation from Southwest Medical District north to I-635 LBJ Freeway and the Town of Addison.

Walnut Hill Lane establishes the north boundary of the Study Area. It is a six-lane divided facility with a raised median and a posted speed limit of 35 miles per hour. Based on its function, Walnut Hill is designated on the City of Dallas Thoroughfare Plan as M-6-D (A) which translates to a Major Arterial with a minimum cross-section of six 11 foot lanes and a 14 foot median in a 100' ROW. Walnut Hill Lane is a major east-west thoroughfare in north Dallas for commuter traffic connecting the I-35E Stemmons Freeway corridor, Dallas North Tollway (to and from the south only), US 75 North Central Expressway corridor eventually making its way east to the city of Garland.

Within Zone 1, Douglas Avenue and Sherry Lane are designated City of Dallas thoroughfares. Between Lomo Alto (the Northbound Service Road of the Dallas North Tollway) and Douglas Avenue, Sherry Lane is a four-lane undivided Community Collector in a standard cross-section in a 60' ROW. The intersection of Sherry Lane and Douglas Avenue is offset and signalized requiring an extra signal phase to accommodate through traffic. Between Douglas Avenue and Preston Road, Sherry Lane is two lanes and undivided. Douglas Avenue is four lanes undivided with no raised medians. Dedicated left-turn storage is provided at Northwest Highway (dual left-turn lanes) and Luther Lane. North of Northwest Highway, Douglas Avenue is a residential road with "road humps" (or speed bumps) to discourage cut-through traffic traveling north to Walnut Hill. In this area, Douglas Avenue does not have curb and gutter (a "rural" type cross-section) and speeds are encouraged below 25 miles per hour.

The Dallas North Tollway has a full diamond interchange at Northwest Highway and a half diamond at Walnut Hill. Current weaknesses on the Dallas North Tollway that contribute to excess traffic on Northwest Highway are identified on the following page in Figure II-4.

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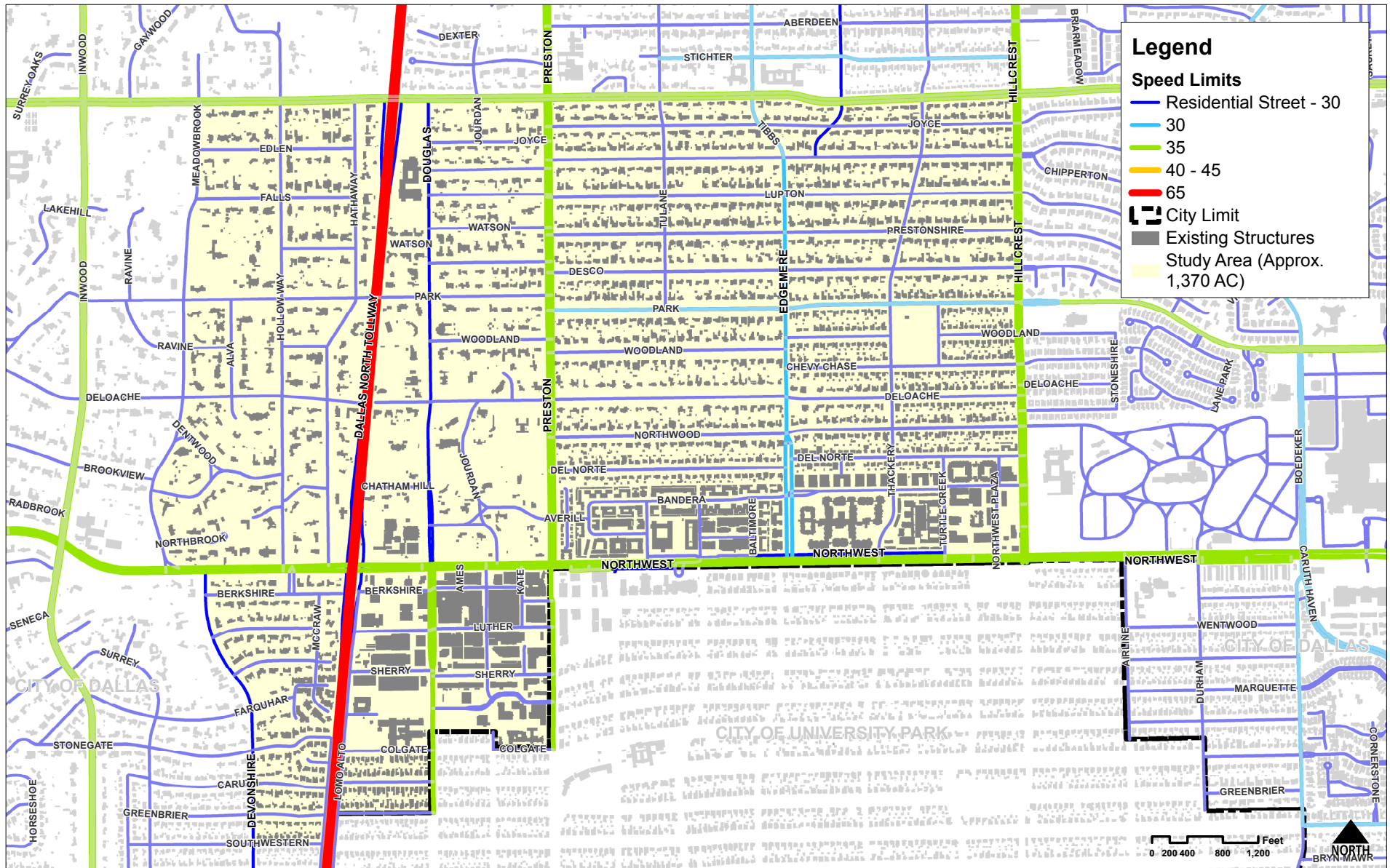
Source: North Central Texas Council of Governments

Dallas North Tollway

- **1. Walnut Hill Lane**
 - Entrance/exit ramps to/from the south only
 - Limited right-of-way (ROW) on east side
 - Neighborhood concerns for full access
- **2. Loop 12 (Northwest Highway)**
 - Full north/south access in place
 - Intersection improvements needed to accommodate heavy turning movements
 - Texas U-turn (northbound-to-southbound)
 - Improvements that widen bridge deck must consider existing low vertical clearance on the tollroad
- **3. Lovers Lane**
 - Restricted ROW on north side of interchange
 - Parallel local streets adjacent to DNT
 - Added effects if Lovers Lane is widened
- **4. Mockingbird Lane**
 - Full north/south access in place
 - Improvements needed to accommodate increased demand (Love Field)

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Figure II-2: Existing Speed Limits Map



City of Dallas Complete Streets Vision Map

The city council adopted the City of Dallas Complete Streets Design Manual on January 27, 2016. The Manual provides policies and design best practice guidelines to City agencies, design professionals, private developers, and community groups for improvement of streets and pedestrian areas throughout Dallas. The Manual promotes higher quality street designs that create safe, multimodal streets for all users. The manual is intended to work alongside the Dallas Thoroughfare Plan and the Dallas Development Code to provide the policy framework for design and use of Dallas' roadway network.

The excerpt from the Complete Streets Vision Map for the Study Area is illustrated in Figure II-3. The map designates thoroughfares into contextual street types. These designations are intended to serve as overlays in the Thoroughfare Plan functional and dimensional classification system. The Contextual Street Types Vision Map identifies five contextual street types: commercial, mixed-use, residential, parkway, and industrial. These designations are intended to provide the first step in determining how a particular street should be designed in the future and the enhancement elements potentially needed given the use, capacity, and context of the adjacent land uses and the Study Area.

In the Northwest Highway and Preston Road Area Plan Study Area, Hillcrest Road, Preston Road, Inwood Road and Walnut Hill lane are all abutted by almost exclusively residential development and thus have the Complete Streets Vision Map contextual street type designation of "residential". This should be taken into consideration as improvements are envisioned for these roadways. Even though Northwest Highway carries a substantial amount of regional traffic, it is abutted by residential land uses from the Dallas North Tollway west beyond Inwood Road and from Preston Road east to Hillcrest Road. These sections are designated "residential" on the Complete Streets Vision Map. Northwest Highway and Preston Road adjacent to Zone 1 are designated "commercial" on the Complete Streets Vision Map based on the abutting land uses. Within Zone 1, Colgate, Weldon Howell, Sherry and Douglas are all designated "mixed-use" type streets on the Dallas Complete Streets Vision Map.

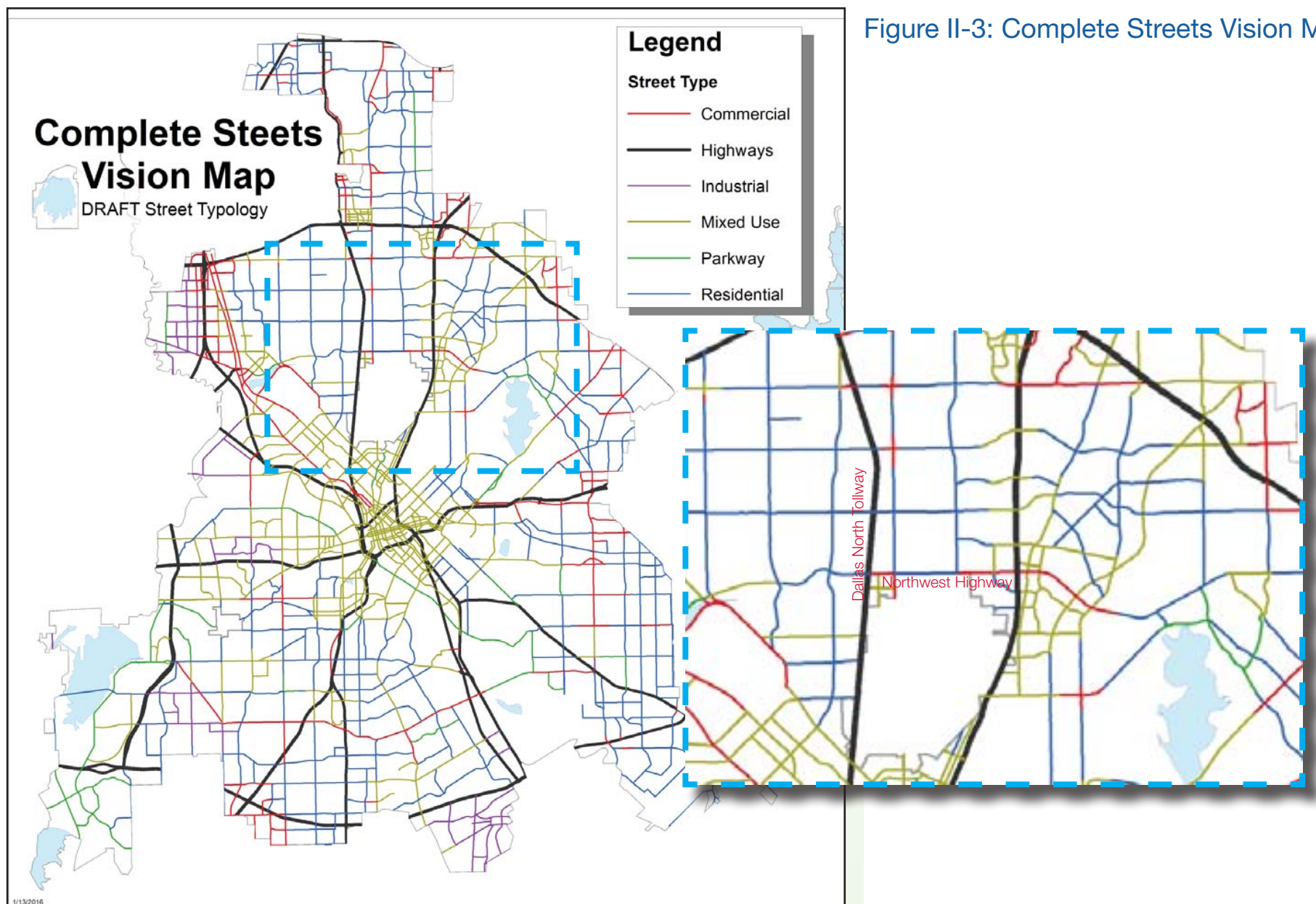


Figure II-3: Complete Streets Vision Map

This vision map is intended to be incorporated into the Thoroughfare Plan and periodically updated through the Thoroughfare Plan amendment process.

Traffic Counts

The consultants conducted 24-hour traffic volume counts and turning movement counts throughout the Study Area. The Traffic Count Locations are shown in Figure II-4. The documented 24-hour traffic volumes on all approaches to the interchange of the Dallas North Tollway and Northwest Highway, Preston Road and Northwest Highway, Northwest Highway west of Hillcrest, Preston Road between Park Lane and Walnut Hill, Douglas south of Weldon Howell, and Thackery north of Northwest Highway (a total of 20 locations).

The consultants conducted turning movement counts at all of the intersections in Zone1 and along Northwest Highway at Holloway, DNT, Douglas, Westchester, Kate, Preston, Pickwick, Edgemere, Thackery and Hillcrest. In additional turning movement counts were conducted on Park Lane at Douglas and Preston; and at Preston and Averill way. All 30 turning movement count locations are shown in Figure II-4.

24-Hour Counts

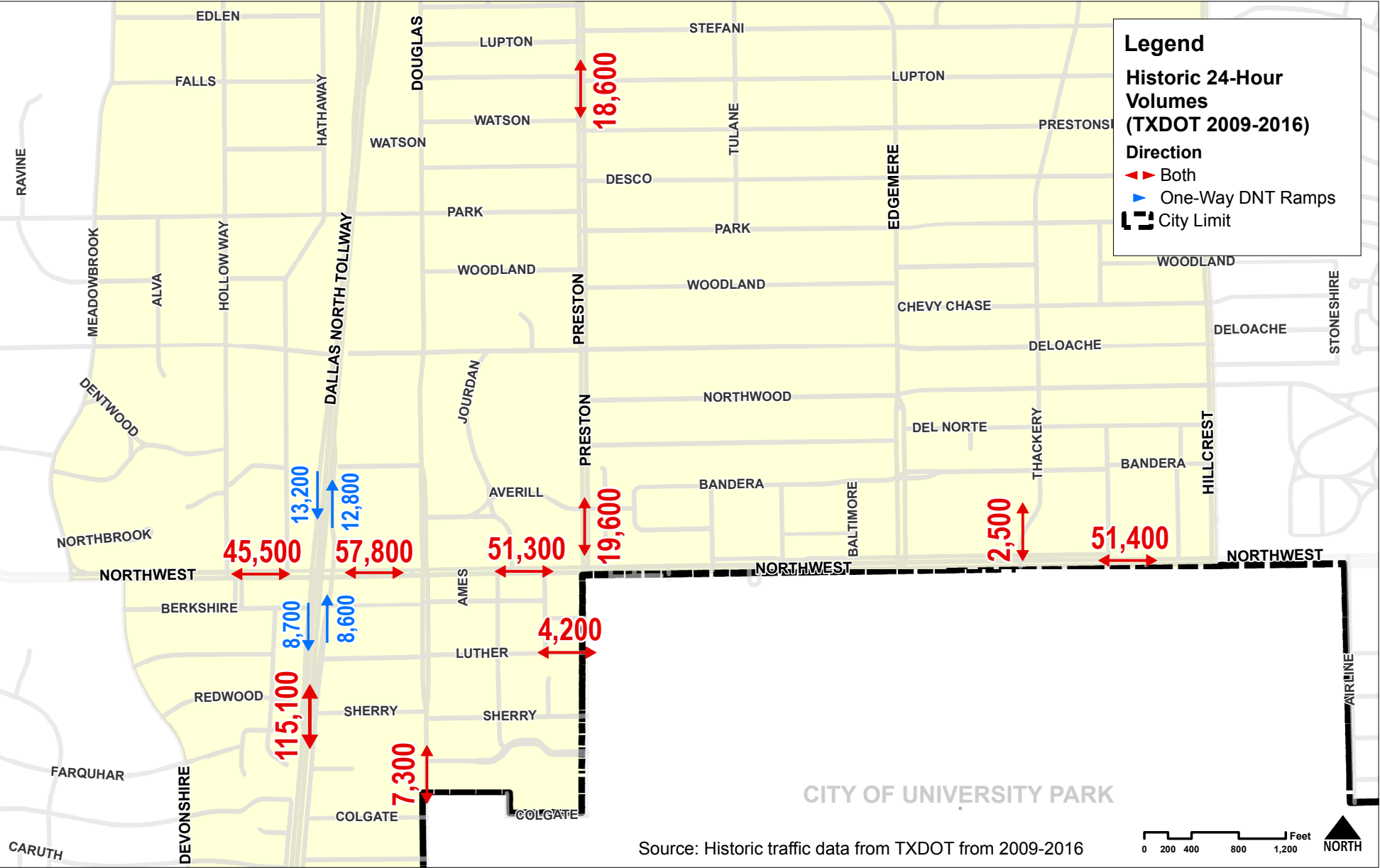
As represented in Figure II-5, 24-Hour Volumes ranging from years 2009 and later, for the following roadways were observed on a typical weekday:

- Northwest Highway – 45,500 – 57,800 vehicles per day (VPD);
- Dallas North Tollway – 115,100 VPD;
- Preston Road – 18,600 – 19,600 VPD;
- Douglas Avenue – 7,300 VPD;
- Luther Lane – 4,200 VPD; and
- Thackery – 2,500 VPD.

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Figure II-5: 24 Hour Traffic Volumes



Auto Crash Data

Data was collected from the City of Dallas and NCTCOG for the recorded auto crashes in the Study Area. The data was provided in total for the years 2009 through 2013 combined and is presented in Figure II-6.

The highest auto crash density locations were intersections along Northwest Highway. The Dallas North Tollway interchange intersections had a “High” (90-95 crashes within 200’) crash density rating. The intersections of Northwest Highway at Preston Road, Hillcrest, Douglas, Pickwick and Thackery all ranked “moderate” crash density. The intersections of Walnut Hill and Preston and at the DNT intersections ranked “moderate” crash density. All of the intersections in the Study Area with “moderate” or “high” crash densities are currently signalized. “Low” crash densities are measured at less than 5 crashes within a 200’ radius. Roughly two- thirds of crashes occurred on Dallas North Tollway or Northwest Highway.

Figure II-6: 2009-2013 Auto Crashes



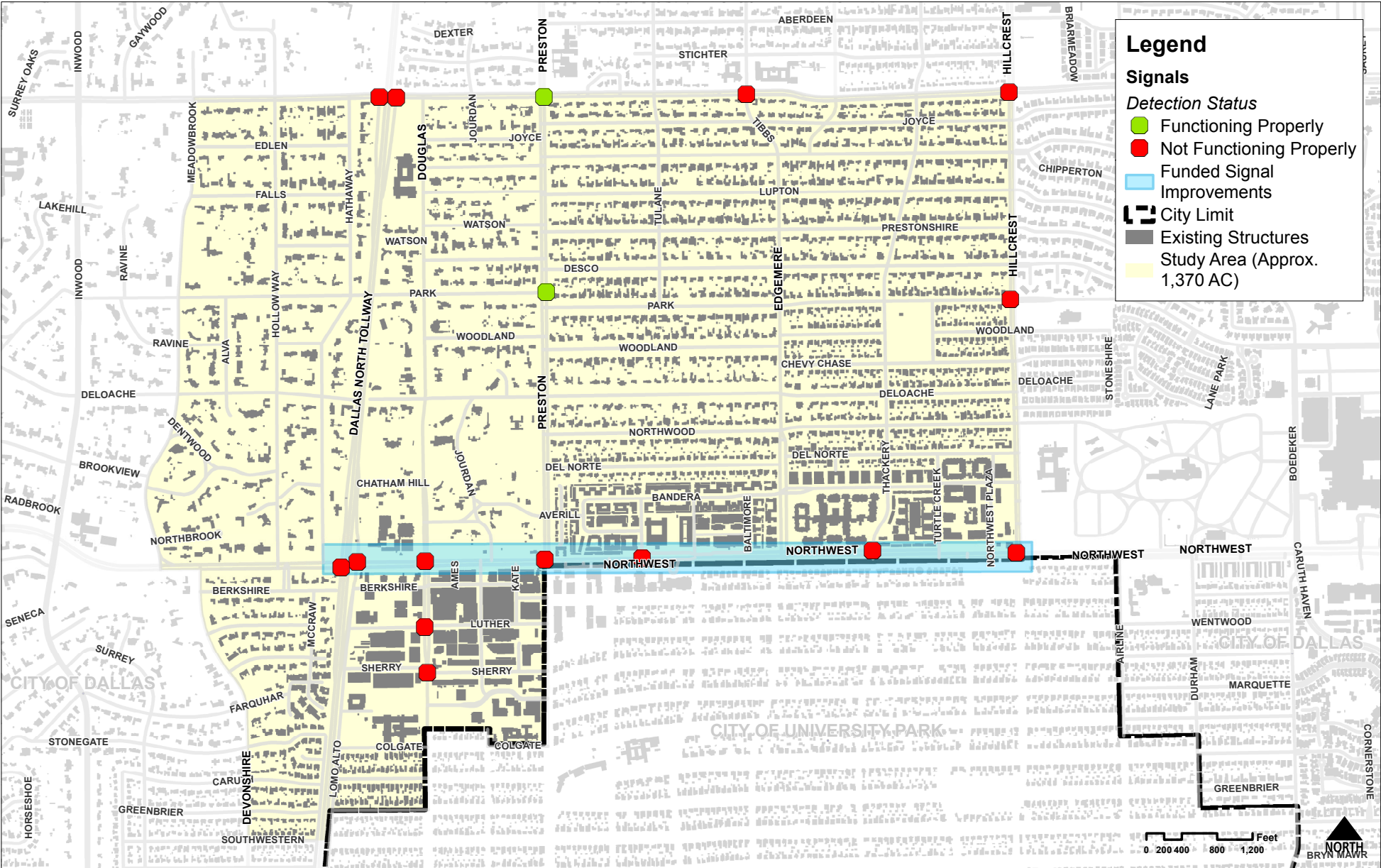
Traffic Signal Improvements

Shown in Figure II-7 are the intersections that are currently being reconstructed by TxDOT along Northwest Highway in the contract that was initiated in 2015. These signalized intersections are being redesigned from single left-turn lanes to dual left-turn lanes, with replacements of the signals, all within the existing right-of-way. The Dallas signals within the study area on Northwest Highway are currently communicating and coordinated and running fixed times. All signals will be rebuilt and have working detection in the following months. Also shown in Figure II-7 are the signals that the consultants determined are functioning correctly.

The consultants have also identified the University Park signal located at the intersection of Berkshire/ Villanova and Preston Road as needing to be reconstructed to reestablish synchronization with the City of Dallas signal at Northwest Highway and Preston, along with the repair and upgrade of vehicle detection and pedestrian activation.

The ATF recommends that the City of Dallas deactivate the signal light installed in 2015 in front of City of Dallas Fire Station No. 27 at Northwest Highway just west of Douglas Avenue except when vehicles need to exit the firehouse in the event of an emergency. (At a minimum, eastbound vehicles on Northwest Highway should be allowed to take a right on red at that light in order to enter Douglas Avenue southbound.)

Figure II-7: Traffic Signals



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III. PEDESTRIANS AND BICYCLES

Pedestrian Accessibility

The Northwest Highway and Preston Road Area Plan study team inventoried facilities that support an active pedestrian and bicycle environment. Local parks, trails and sidewalks are presented in Figure III-1. Zone 4 east of Edgemere to Hillcrest has connected sidewalks, while Zone 4 west of Edgemere to Preston lack sidewalk connectivity. Zone 1 has a relatively complete sidewalk system on newly developed sites but lacking sidewalk connectivity in established development. The majority of the Study Area in the central and westerly portion has “rural” style roads with very few sidewalks. These narrow streets have open bar ditches and tend to encourage drivers to slow down and discourage cut through traffic. The street grid in these areas is generally friendly to bicyclists because the vehicular traffic is slower. Illustrated in Figure III-1 is the one-quarter mile radius (approximate 5-minute walking distance) and the one-half mile radius from the center of the Preston Center parking garage. Preston Center is close to the majority of residential in the Study Area.

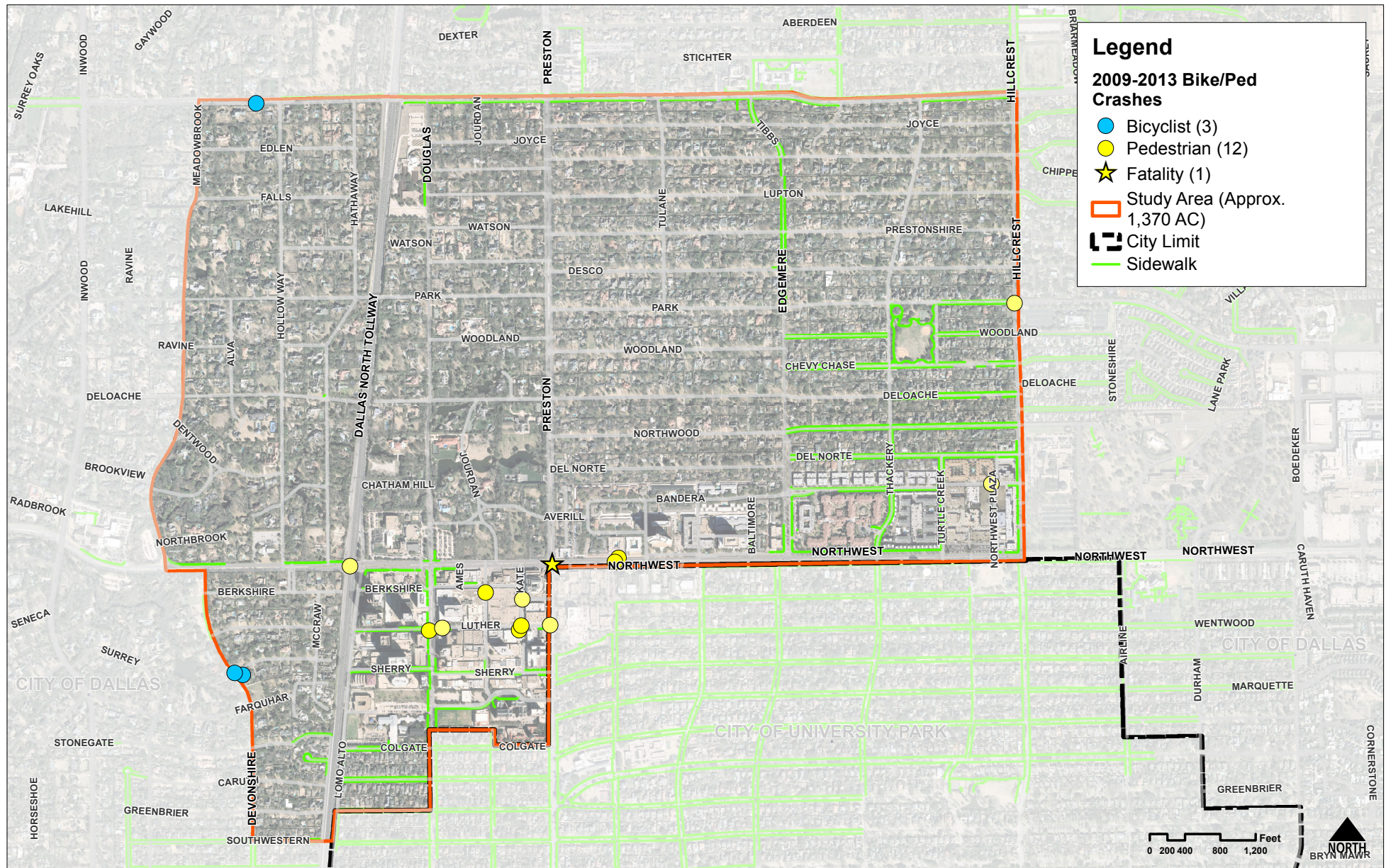
Figure III-1: Pedestrian Access



Bike and Pedestrian Crash Data

In the period from 2009 through 2013 when the vehicular crash data was being compiled, a comparable set of bicycle and pedestrian crash data was compiled by the City of Dallas and the NCTCOG. A single pedestrian/vehicular fatality was documented at the intersection of Northwest Highway and Preston Road. During the same period 12 non-fatal pedestrian/vehicular crashes were documented. The majority occurred in Preston Center or on Northwest Highway. One pedestrian/vehicular crash occurred on Hillcrest and another adjacent on Bandera. The three documented bicycle/vehicular crashes all occurred west of DNT, one on Walnut Hill and two on Devonshire.

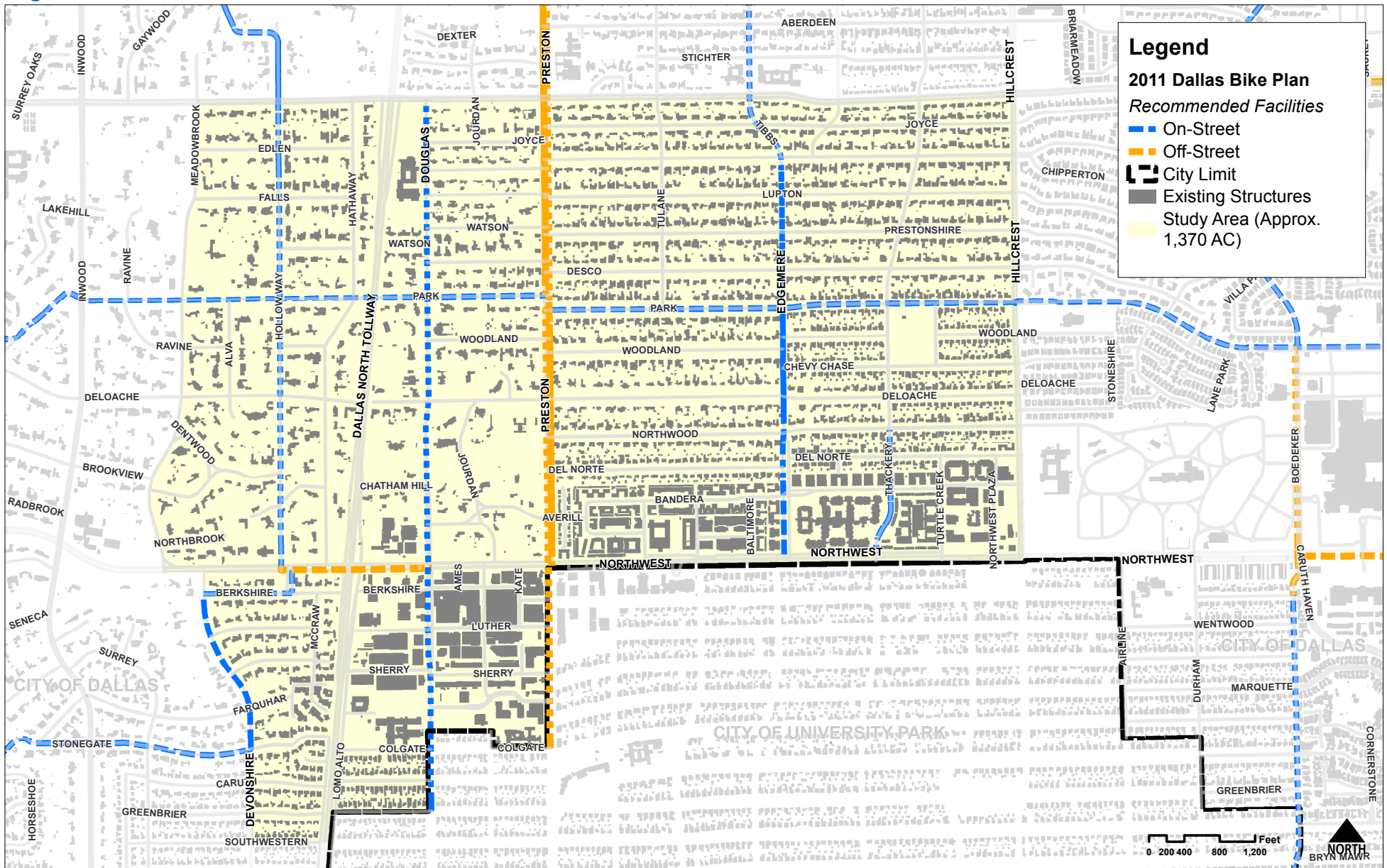
Figure III-2: 2009-2013 Bike and Pedestrian Crashes



City of Dallas Bike Plan

The adopted 2011 City of Dallas Bike Plan overlays on the Study Area and represents another contextual factor that should be considered along with the Complete Streets Vision Map and Dallas Thoroughfare Plan when evaluating accessibility. Shown in Figure III-3 are recommended bike facilities (defined as separate or shared lanes for bicycles) which for the most part have not been implemented at this time. Currently, “shared bike lanes” (which are recommended only for slower, residential streets) are identified for Douglas, Hollow Way, Edgemere, Thackery, Park Lane, Berkshire (west of DNT), and Devonshire. Future off-street dedicated bike lanes are proposed on the current 2011 City of Dallas Bike Plan for Preston Road and Northwest Highway. The ATF and stakeholders have questioned the advisability of unprotected “on-street” bike lanes on Preston Road or Northwest Highway due to the high traffic volumes on both.

Figure III-3: 2011 Dallas Bike Plan



Pedestrian Recommendations for Zone 1 at Northwest Highway and Preston Road:

Both Northwest Highway and Preston Road are currently auto-oriented and are extremely difficult to cross or walk along safely. Improvements to make these roadways more inviting and walkable are key to providing options for accessing the Preston Center amenities from adjacent neighborhoods. (NOTE: Specific pedestrian-related recommendations could be modified in the short term, depending on the outcome of the design of the new, city-owned parking garage being proposed for Preston Center; likewise, if a traffic tunnel is constructed under Northwest Highway, as desired, these pedestrian-related recommendations could also change.)

The following pedestrian improvements are recommended on and near this primary intersection:

- Provide enhanced crosswalks/pavement markings at Northwest Highway and Hillcrest, Thackery, Preston, Pickwick, Douglas, and the Dallas North Tollway. Also provide same along Douglas from Northwest Highway to Sherry Lane at every intersection.
- Maximize widths of sidewalks overall as property redevelops with a goal of providing a minimum of eight-foot sidewalks.
- Complete missing sidewalks on Northwest Highway and Preston Road. (Initiate a sidewalk improvement program funded through private/public funds.)
- Improve walkways along building frontages (on the south side of Northwest Highway) through signage and markings so that there is a clear walkway along the building. This provides pedestrians with a clear path to walk along the building frontage along Northwest Highway, without having to walk along the road, through the parking lots, which is now the practice.
- Provide crosswalks at cross streets within Preston Center at Northwest Highway, and assess potential for six-foot pedestrian refuge islands at the intersection of Preston and Northwest Highway (explore potential to narrow each traffic lane by one foot to obtain sufficient median width).
- Provide sidewalk and trees along the north side of Northwest Highway as the property develops, and delineate a sidewalk through the wide driveway area on the outside of the office building at the northwest corner of Northwest Highway and Preston Road.
- Explore underground or above-ground crossings from neighborhoods on the north side of Northwest Highway to Preston Center, and reconfigure streets connecting with Zone 1 to enhance entrances, control access and improve landscaping.
- Coordinate with Northwest Bible Church to replace their existing wall along Northwest Highway, just west of the Dallas North Tollway, to allow a sidewalk along Northwest Highway.

Pedestrian Recommendations for Zone 1 inside Preston Center:

Although the priority for Zone 1 is to construct a new, underground parking garage to improve parking and traffic circulation and spur economic development, an initial first step in transforming Zone 1 into the vibrant, walkable mixed-use community envisioned by stakeholders is to begin improving internal and external connectivity and circulation and improving the public realm, street character and amenities. Laying this ground work will support future mixed-use development and associated improvements.

The following pedestrian improvements are recommended for Zone 1:

- Provide publicly accessible small open space areas integrated into development.
- Provide public realm enhancements including seating areas, small planting areas, etc. This applies per new development or roadway configuration.
- Provide streetscape enhancements such as outdoor seating areas, landscape zones, street trees, shade structures and lighting.
- Consider narrowing traffic lanes where possible within Preston Center street grid in order to widen sidewalks and calm traffic.
- Provide bicycle parking and bicycle rack zones.
- Provide crosswalk improvements.
- Continue pedestrian crossing on Kate Street to highlight walkway along buildings (south side of Northwest Highway).
- Provide organized walkway along buildings fronting Northwest Highway to replace continuous sidewalk.
- Provide way finding throughout the zone.
- Provide dedicated loading and valet zones.
- Develop a way finding theme and plan that can be implemented over time as redevelopment occurs.

Pedestrian Recommendations for Zone 4:

Improvements to the streetscape and public realm that serve and enhance the existing land uses allow residents to connect to an increasingly walkable neighborhood. These improvements will also serve to ready the area for strategic longer term redevelopment at the desire and timing of existing property owners.

The following pedestrian improvements are recommended for Zone 4:

- Upgrade street trees and provide new street trees in areas with gaps in tree cover.
- Provide perimeter sidewalk connections along Preston, Walnut Hill, Hillcrest and Northwest Highway.
- Support resident requests to install sidewalks on a block-by-block basis, with owner initiation per city policy.
- Complete sidewalks on Edgemere and Hillcrest.
- Improve crosswalks from Zone 4 across Northwest Highway at Edgemere.
- Redesign Bandera to 12' lanes and 5' sidewalks on the south side.
- Follow city bike plan to place a shared-use trail along the east side of Preston Road from Northwest Highway to Walnut Hill Lane.
- Identify opportunities for strategic open space enhancements such as outdoor seating areas, landscape zones, street trees, shade structures and lighting.

Pedestrian Recommendations for Zones 2, 3, 5, 6 and 7:

No changes are recommended in the permitted land uses for Zones 2, 3, 5, 6 and 7. These neighborhoods are anticipated to be single family detached with any development being redevelopment of existing uses on an individual basis into single-family structures. It is anticipated that vacant lots will be developed consistent within current zoning regulations. Pedestrian, bicycle and public realm amenities will be provided consistent with residents' desires and initiated by neighborhoods on a case-by-case basis.

The following pedestrian improvements are recommended for all five zones:

- Recognize that neighborhoods have differing needs and desires.
- Provide sidewalk connections where requested by neighborhoods.
- Provide curb and gutter and other roadway improvements as initiated by neighborhoods.
- Improve quality and safety of pedestrian and bicycle connections within neighborhoods as well as to adjacent neighborhoods.
- Provide a pedestrian tunnel under (or a bridge over) Northwest Highway at an appropriate location between Douglas Avenue and Pickwick Lane (exact location subject to detailed study).

The following pedestrian improvements recommended for Zone 2:

- Provide a wide sidewalk and trees along Northwest Highway.
- Coordinate with Northwest Bible Church to replace their existing wall along Northwest Highway, just west of the Dallas North Tollway, to allow a sidewalk along Northwest Highway.
- Provide access and shelter to the Dallas Area Rapid Transit (DART) bus stops along Northwest Highway.

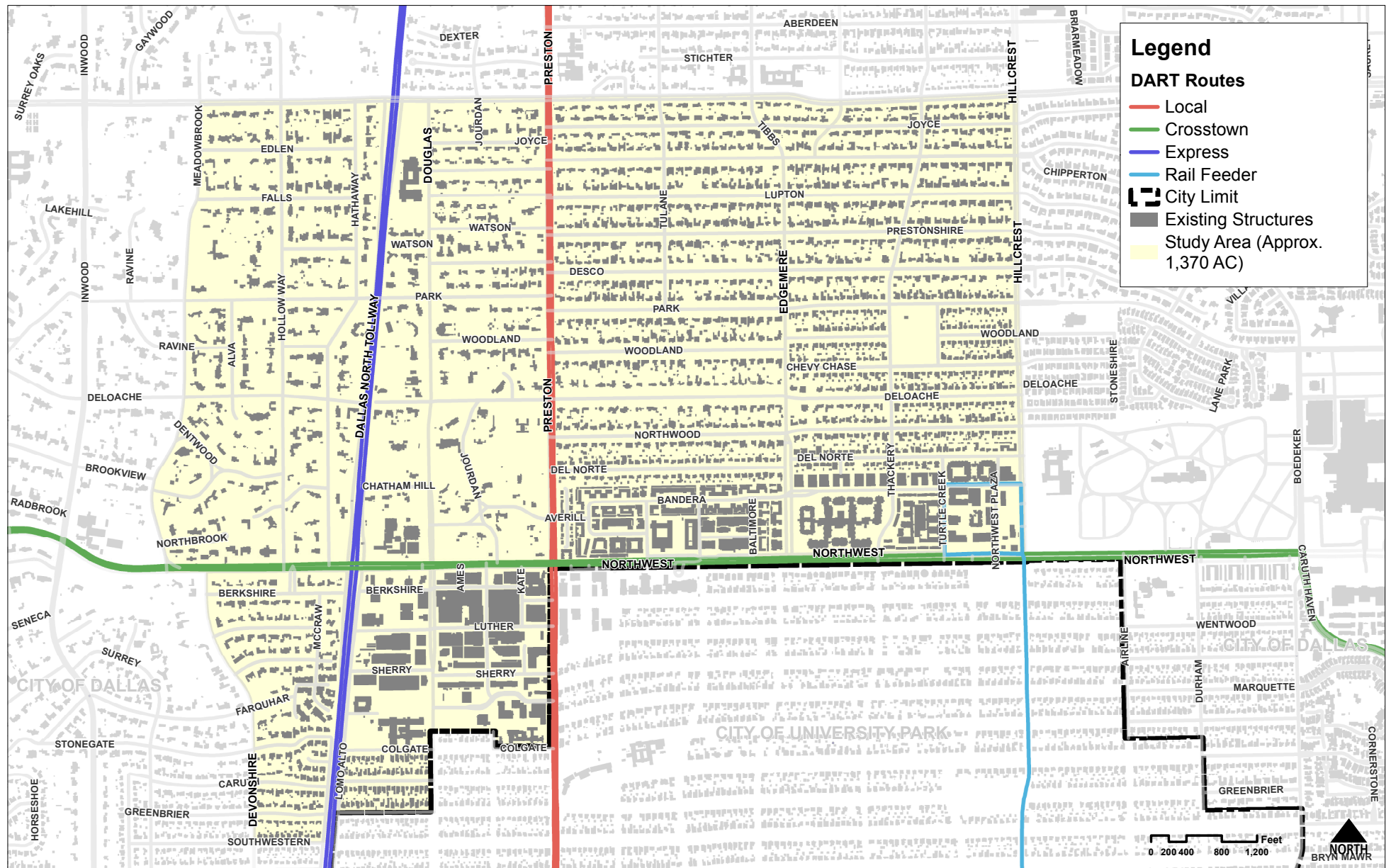
The following pedestrian improvements are recommended for Zone 3:

- Provide perimeter sidewalk connections along Preston Road, Walnut Hill Lane, Hillcrest Road and Northwest Highway.
- Follow bike plan to place a shared-use trail along the east side of Preston Road from Northwest Highway to Walnut Hill Lane.
- Complete sidewalks on Edgemere and Hillcrest.

Transit

- Existing DART routes are presented in Figure III-4. DART currently operates 1 (one) cross-town route (#428) on Northwest Highway providing connections to three light-rail stations at Bachman Lake, White Rock and South Garland Transit Center.
- Route #428 allows cross-town access to the north-south routes on Preston Road (route #36), Hillcrest Road (route # 521) and Midway Road (route # 31).
- DART currently provides “local” service (route # 36) on Preston Road connecting Cityplace/Uptown, Highland Park, and University Park to the south and LBJ and Addison to the north.
- Bus stops are provided at on Northwest Highway at Preston Road, Hillcrest, Thackery, Pickwick, Hathaway and Hollow Way in the Study Area.
- A “rail feeder” bus travels north and south on Hillcrest and McKinney/ Cole (route #521) from the Cityplace/Uptown Station north to Mockingbird Station, past SMU and then loops around the commercial development in the northwest quadrant of Hillcrest and Northwest Highway.
- Zone 3 and Zone 4 fall within the North Dallas DART On-Call zone which provides personalized “on-call” service to the Walnut Hill Station.
- There are four express routes that travel the Dallas North Tollway, but none serve Preston Center.

Figure III-4: Existing DART Routes



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IV. PARKING STUDY

Parking Study Highlights

Parking

Adequacy of Preston Center parking for the retail is an issue that is often debated. A week long parking study was conducted by the consultants in January 2016 to analyze the existing parking supply and demand for Preston Center. This study was conducted for 8 hours a day for 7 days straight.

The parking in Preston Center currently consists of a mix of on-street facilities, off-street small lots, a two-level parking deck, and several garages that primarily serve tenants (see Figure IV-1 and IV-3). The on-street facilities are full during peak periods near the parking deck, and the parking deck peaks at approximately 80% occupancy. The private and reserved spaces are at approximately 50% occupancy on weekdays throughout the day (although owners of those lots strongly dispute those findings), and public parking facilities are approaching the recommended effective capacity of 85% during the midday peak period. Figure IV-2 demonstrates the overall occupancy for the parking within Preston Center broken down hourly and by day. Parking is busiest during the weekday lunch peak (see Figure IV-2). It is important to note that at the time of the Parking Study, half of Preston Center's largest leasable property adjacent to the garage (the former Sanger Harris store, now occupied by Marshall's, among others) was empty, alleviating considerable demand on both street parking and the city-owned parking garage.

Besides counting parking supply and demand, the average parking duration was summarized for each parking area. Figure IV-4 shows the average duration observed on a weekday. Another item worth noting is that a large number of vehicles (over 100) on the lower city-owned parking deck were observed to exceed the three-hour time limit that is meant to promote turnover; this implies that employees working in Preston Center are using this parking which is meant for visitors. It is recommended that employees be encouraged to park on the upper deck and enforcement of parking restrictions be increased to enhance the turn-over of high demand facilities. In addition, a parking guidance system is recommended to provide parking space availability at the parking deck.



Figure IV-1: Preston Center Parking Occupancy During Lunch Peak Hour

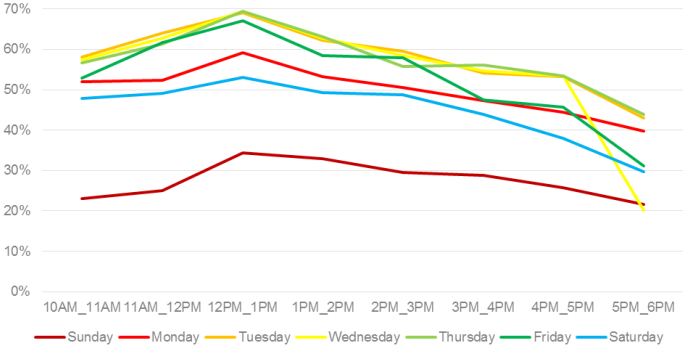
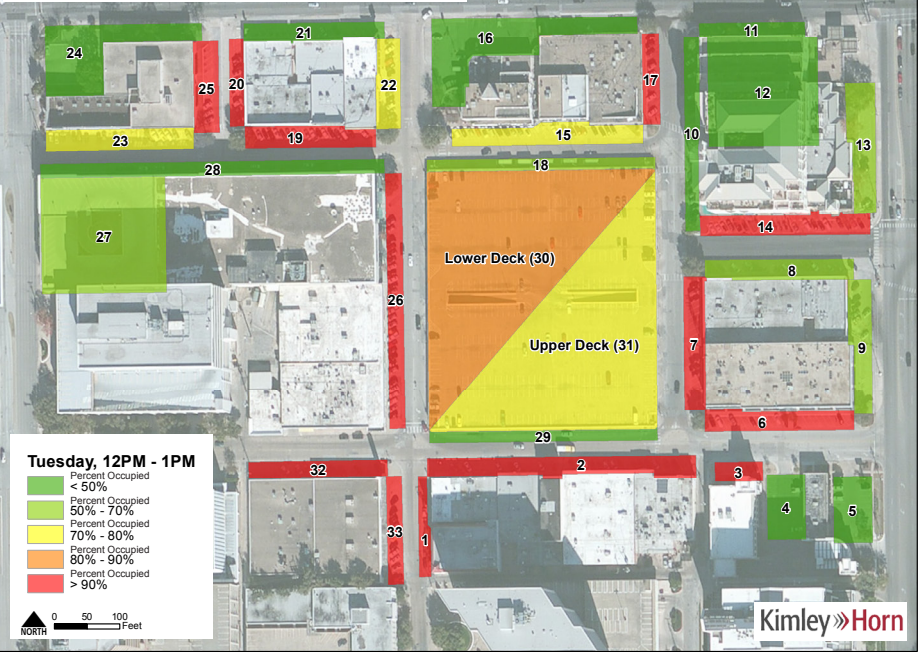
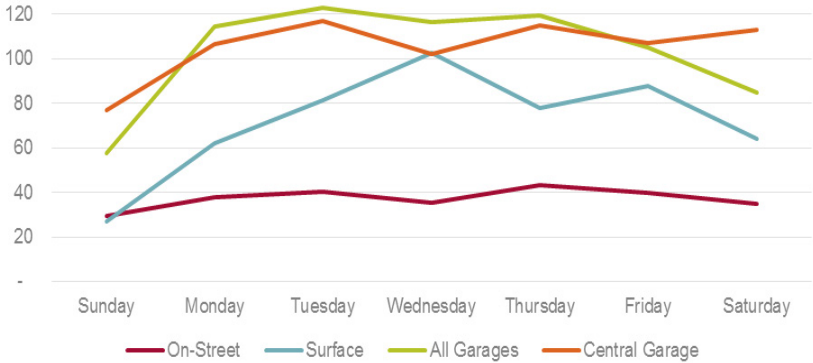
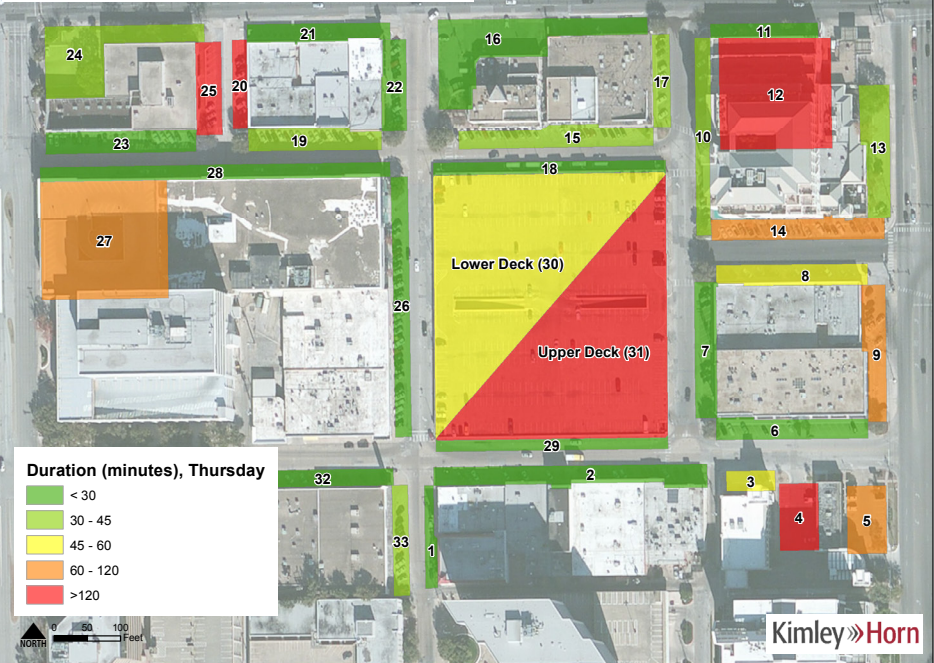


Figure IV-2: Preston Center Overall Parking Occupancy (Garage, On-Street, Surface)

Figure IV-3: Preston Center Parking Duration (minutes), Thursday



(ABOVE) Figure IV-4: Preston Center Average Parking Duration (Minutes)

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V. COMMUNITY AND STAKEHOLDER INVOLVEMENT

Community and Stakeholder Involvement

Stakeholder and public involvement was an important element of the Northwest Highway and Preston Road Area Plan.

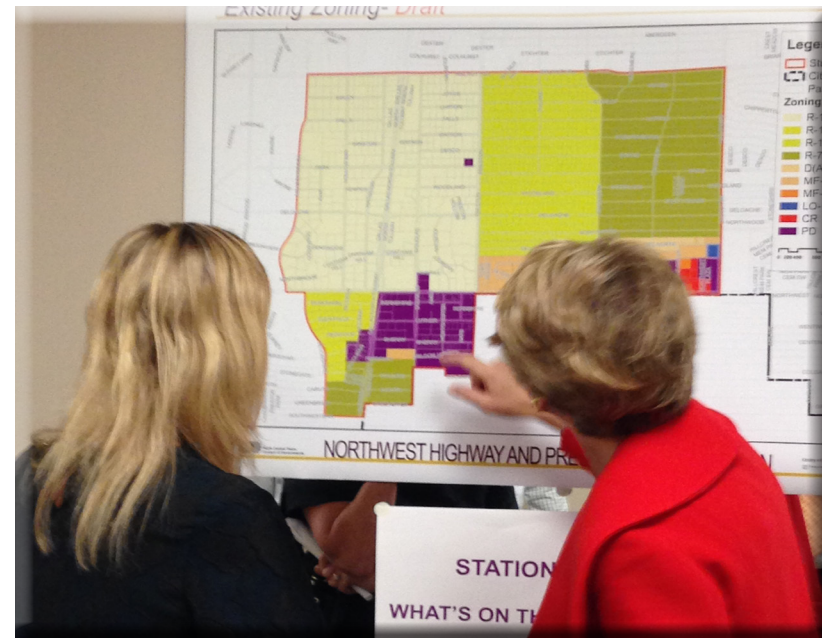
Goals of stakeholder and public communications included:

- Provide information and accept comments from the start of the study through its completion;
- Ensure property owners, representatives of potentially impacted entities and other key stakeholders, in addition to the general public, are offered opportunities to obtain information, ask questions and make comments;
- Implement multiple communication tools to maximize exposure to a wide range of audiences.

Stakeholder Interviews

Small group and one-on-one interviews were conducted with neighborhood residents, business and property owners, City of Dallas departments and development interests. The interviews sought to determine current conditions and identify future plans that could influence the long-term vision for the area. Stakeholder interviews were held for the different zones on the following dates:

- Zone 3 – (5 Attendees) 9-29-18
- Zone 1 – (6 Attendees) 9-29-15
- Zone 2 – (10 Attendees) 10-1-15
- Zone 4 – (38 Attendees) 10-7-15
- Zone 6 & 7 – (14 Attendees) 10-7-15
- Zone 5 – (No Attendees) 10-15-15



Advisory Task Force (ATF) Feedback

A panel of representatives from each of the study's seven zones met frequently to provide input, ask questions and work toward consensus on various issues. This Advisory Task Force met formally 7 times over the course of the study (and many times on an informal basis). At the start of the study, ATF members provided issues and concerns that should be addressed during the study, along with information about current zoning allowances. The ATF then provided feedback about potential development and transportation scenarios, and after listening to constituents, reached consensus with a broad vision statement, recommended development scenarios, and crafted a blue print for achieving them.

Community Survey

An online survey was made available from September 28 – November 23, 2015 to all residents, property and business owners and anyone else with an interest in the project. Emails inviting recipients to take the Online Survey were sent to all known email addresses in the Study Area. A link to the survey was provided to all ATF members asking them to forward the link to the survey to their contacts within their zones, and post cards displaying the online address of the survey were sent to 3568 property addresses within the Study Area. The survey gauged perceptions and attitudes on a variety of existing area issues and proposed measures in the study area. A total of 388 surveys was submitted.

Highlights of the survey results include:

- The highest priorities for improvements to Preston Center included additional parking, easier and safer pedestrian access, connections to adjacent neighborhoods and landscaping/green space.
- Improving traffic conditions, eliminating cut-through traffic and reducing congestion at key intersections were the highest priorities among transportation issues.
- Nearly half of respondents access Northwest Highway three to five times per day.
- Respondents desire to access Preston Center by walking.
- Bicycle lanes or paths are highly desired.



Community Open House Input

Two open house meetings were conducted to provide information and gather feedback from local residents, and business and property owners. Notices of the meetings were mailed to each property owner in the Study Area. ATF members distributed notices to their neighborhoods and an email blast was sent to everyone on the study email list.

The first open house took place on Tuesday, November 3, 2015 at the Walnut Hill Recreation Center, 10011 Midway Road, Dallas, TX 75229. Sixty-seven people attended the open house. The purpose of the open house was to gather comments about existing traffic, parking, aesthetics, and development, and ideas about attendees' vision for the future of the area.

Three written comments were submitted at the open house and one comment via postal mail a few days later. Comments included requesting a pedestrian bridge over Preston Road; suggesting a redesign of the Dallas North Tollway and Northwest Highway intersection; building a larger public parking garage with ramps in Preston Center; urging a delay in any further development until the traffic impacts are known of current new construction; and finding ways to keep traffic from blocking intersections in Preston Center.

The second open house was conducted on June 2, 2016, at the University Park United Methodist Church, 4024 Caruth Blvd., Dallas, TX 75225. A total of 167 people attended this meeting, where they were shown possible future scenarios for the area and asked to provide comments.

As of June 27, 2016, a total of 82 comments were submitted. Seventy-three of those comments were comment forms either submitted at the open house or via postal mail, while the other nine comments were letters sent via postal mail or emails.



The majority of comments indicated:

- There are concerns that not enough is being done to address congested traffic and parking particularly since additional people and motor vehicles are expected to be present when current construction projects are completed and new residents and offices are in place. Many commenters noted the horrific traffic conditions existing currently on residential streets.

Highlights of feedback received at the open house included:

- More information about the traffic impacts from development should be made available to residents.
- Less residential density is preferred, on the north side of Northwest Highway.
- More landscaping and green space is needed at Preston Center.
- More sidewalks are needed in all zones.
- Measures to reduce the speed of traffic and make intersections safer are needed in several areas.
- Additional parking is needed in Preston Center.



Web Presence

Information about the study, access to the survey, display boards and presentations made at ATF and public meetings were available online at www.nctcog.org/planningstudies.

Public Comments

Over the duration of the study, comments from the public ranged from requests to restrict development, particularly in or near zones with single-family residences, to allowing more multi-family housing to accommodate seniors. Comments indicated a desire to see traffic reduced, parking increased and walkways or bicycle paths provided for accessing Preston Center from nearby residential neighborhoods.

In addition to the comments submitted at public meetings and via ATF members, there were comments submitted via e- and postal mail and by telephone.

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VI. FUNDING OPPORTUNITIES

Funding Opportunities

Use of Special Districts

Special Districts to Help Fund Infrastructure and Development. A wide variety of special districts are used in Dallas and elsewhere to assist with development and redevelopment that achieves an adopted community vision.

Tax Increment Finance (TIF) Districts are the most common district used to support capital investment in Dallas. TIFs are often used in areas where existing property values are low and planned development will result in a significant increase in property value. In this case, a 'base' property value is established and a TIF plan is created with specific assumptions about development, future value, and capital investment. As development occurs and the property value increases, taxes are levied on the new property value. The taxes related to the 'base' value are provided to the appropriate taxing entities. The taxes related to the 'increment' of new property value are provided to the TIF fund. In this way, new private investment covers the cost of the infrastructure needed to support the area's development. Dallas currently has 18 active TIF Districts, generally located near downtown or a DART station – areas where significant public investment and policy attention are changing the character of large areas.

Since the Preston Center area already has high property values, and the city's current policy would not support development of a TIF district in this area, it is unlikely that this tool could be used to fund improvements.

Special Districts to Help Fund Operations and Maintenance. Special districts, or Public Improvement Districts (PID), may be used in a particular area where operations and maintenance are desired that are different from the levels provided citywide. Primary characteristics of a PID are that these activities are overseen by a Board of Directors (and often, a paid staff member) and they are paid for by special assessments of the property within the district. Creation of a PID requires the support of property owners in the area as well as the City Council.

PID's can be valuable tools to implement the Northwest Highway and Preston Road Area Plan Vision. They can fund enhanced landscaping and amenity installation and maintenance, identity and wayfinding programs, parking, and other activities. The limits to their role relate to the level at which property owners are willing to assess themselves to provide funding for these operations. A Preston Center business association would need to take the lead on efforts to discuss these activities and potential funding with local property owners to determine whether, and at what level, there might be support for special district creation. The Uptown Dallas Association is a good example of a PID that contributed to the investment in and ongoing operations of a mixed use area.

Special Districts to Help Fund Capital and Operations. Municipal Management Districts (MMD's), can be used to fund both capital investment and the operation and maintenance needs of a specific part of a city. Depending on the results of discussions about PID formation, Preston Center stakeholders could consider an effort to establish an MMD. MMD's are created by the state legislature at the request of the City. Their specific

provisions are tailored to the individual MMD. For the MMD's created in Dallas to date, the district supports development plans by a single developer or owner who has made a substantial commitment to the area. MMD's may assess taxes and issue bonds to support investment in the area.

Other Development Incentives

Development Review Incentives. Communities that are already largely built out is the need to coordinate the review of many issues by many departments. For example, a redevelopment project in Preston Center will need to meet the requirements administered by the City of Dallas zoning and permitting offices. In addition, it will need to coordinate with Texas Department of Transportation and potentially the City's Office of Economic Development (if it is seeking the use of a special district), the Stormwater Management Division (for review of drainage and retention facilities on the site), and other City departments, depending on the specific details of the project.

The City of Dallas has an express permit review option for projects seeking a faster review and approval process. Projects must meet certain consistency requirements and applicants pay an additional fee for the service. Projects that are consistent with this plan should qualify for this express permit service.

Park and Landscaping Incentives. The Northwest Highway and Preston Road Area Plan Vision includes recommendations for landscaping and a signature park. These improvements will occur as part of public infrastructure projects (for investments in the public rights-of-way) and private development projects (for areas that are on private property). The Vision should be communicated to all decision-makers and investors who are considering projects in the study area. Funding for these improvements could come from a variety of sources:

- For private developments, these improvements should be funded as part of the new development.
- For public improvement projects, these improvements should be included in the project's capital funding, which could come from TxDOT, other regional transportation funding such as the NCTCOG, Dallas County, or City of Dallas bond funds.

If a PID is created in the study area, it could participate in the funding, as well. Some of these improvements may help achieve other objectives. For example, they may support the stormwater management objectives of the Transportation Integrated Stormwater Management (TriSWM) program. The purpose of TriSWM is to provide planning and design guidance and a framework for incorporating effective and environmentally sensitive stormwater management practices into the street and roadway project development process and to encourage a greater uniformity in developing plans for storm water management systems, refer to NCTCOG TriSWM Brochure – 2014 for thorough description. If so, they may reduce development costs for infrastructure and may qualify the project for development incentives.

