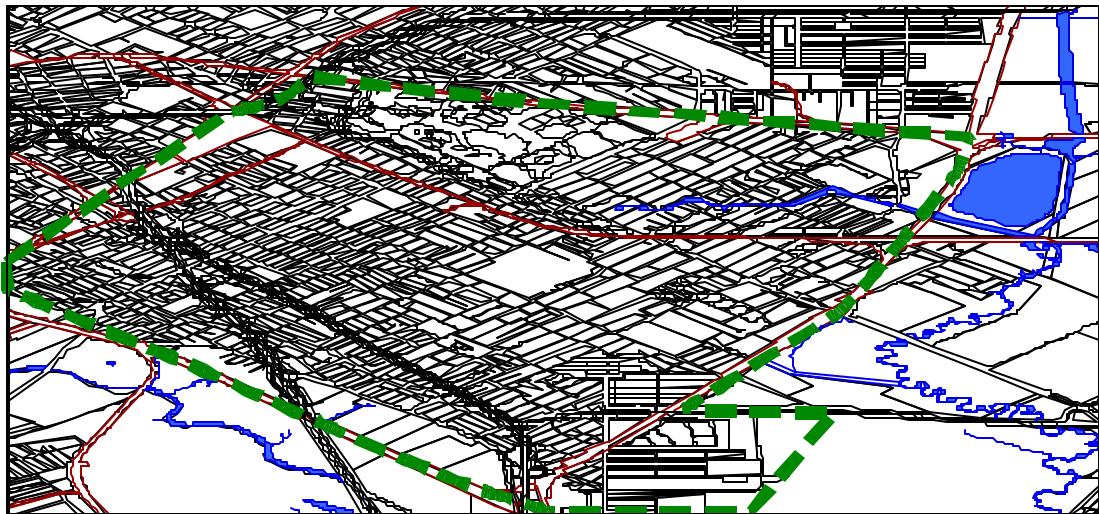


SOUTH DALLAS/FAIR PARK ECONOMIC DEVELOPMENT CORRIDOR PLAN



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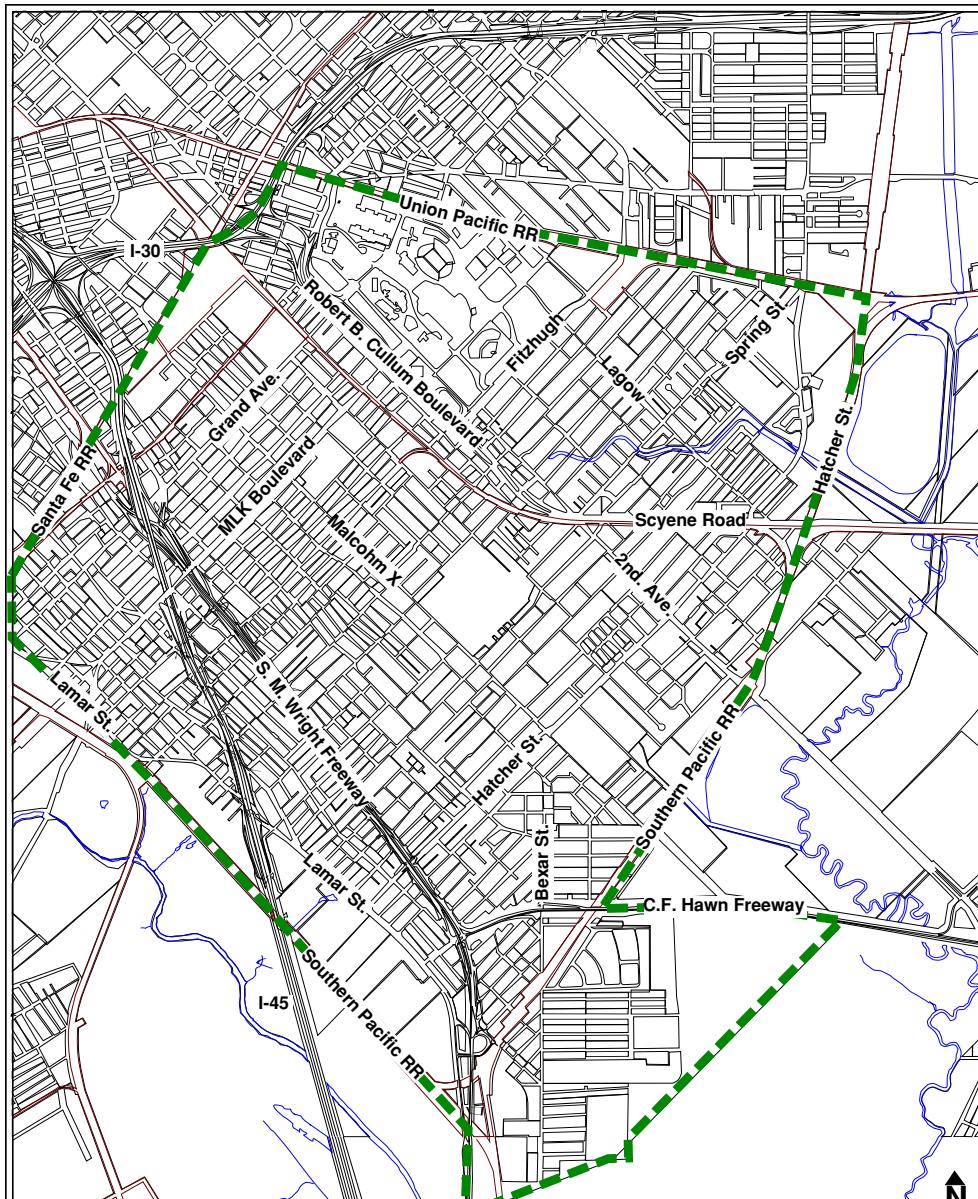
I. INTRODUCTION

BACKGROUND

In February of 2000, the Dallas City Council passed a resolution establishing a moratorium on the issuance of building permits and certificates of occupancy for a number of listed uses located in the South Dallas/Fair Park Community. The concentration of these uses within the community was deemed to have had a negative impact by disrupting residential neighborhoods, discouraging business development, promoting crime, and causing urban blight. **Map 1: South Dallas/Fair Park Study Area Boundary** shows the study area boundaries.

The study area is generally bounded by the Union Pacific Railroad (DART) along the north, the Southern Pacific Railroad along the eastern edge to C.F. Hawn Freeway, then along C.F. Hawn to the D.P.&L easement, and along the D.P.&L easement to S.M. Wright Freeway. The southwestern boundary is the Southern Pacific Railroad, parallel to and west of Lamar Street. The northwestern boundary is the Santa Fe Railroad and R.L. Thornton Freeway.

During the moratorium, the City initiated Phase One during which time the City performed appropriate analyses, conducted hearings, evaluated alternatives, and prepared recommendations on the proper zoning in South Dallas/Fair Park that would address the concerns related to these uses. A consultant team was formed to undertake this analysis and make recommendations on the best zoning approach to take in addressing these issues. The Phase One Report documented the results of these analyses and recommended the creation of a Planned Development District and an economic development strategy focusing on the major corridors in South Dallas. The City then moved to implement the recommendations of Phase One with a Phase Two Plan.



Map 1: South Dallas/Fair Park Economic Development Corridor Plan Study Boundary

PURPOSE

In January 2001, the City initiated Phase Two, a two-pronged strategy to assist in the revitalization of the South Dallas/Fair Park Community. The two goals of Phase Two are:

1. Address impacts of high intensity land uses along commercial corridors in adjacent residential neighborhoods through a Planned Development District and
2. Create economic development strategies to encourage desirable development along the business corridors.

This report contains strategies to encourage revitalization of the major commercial corridors in accordance with the land use plan embodied in the Planned Development District (PDD) being created simultaneously. This is achieved specifically by:

- Encouraging neighborhood oriented retail and office development along Neighborhood Commercial Corridors sub-districts in the PDD;
- Encouraging a mix of commercial, office, and retail development along Community Commercial Corridors sub-districts;
- Encouraging mixed use development, heavy commercial, and industrial development, as appropriate, along Regional Service Corridors sub-districts;
- Identifying appropriate actions and implementation strategies for city intervention and support; and
- Identifying creative financing structures and incentives that attract approved uses to the PDD.

REPORT STRUCTURE

This report presents the basic economic development revitalization strategy recommendations needed to address commercial corridor issues identified for South Dallas/Fair Park. The report also offers conceptual frameworks for developing and implementing the strategies more fully and ensuring that the basic principles are followed. If accepted by the City Council, this report will provide the framework for proceeding with the redevelopment of these corridors.

The report is structured into seven main areas:

- (1) **Analysis of Current Conditions** – which summarizes the current conditions of the major business corridors;
- (2) **Analysis of the Impacts of the Planned Development District Zoning** – which documents the results of a change to planned development district zoning and its impact on existing land uses in the South Dallas/Fair Park Community;
- (3) **Review of Current Revitalization Initiatives** – which summarizes the current efforts toward revitalization by community organizations, public intervention, and private market forces;
- (4) **Fundamental Objectives Guiding Corridor Revitalization** – which serves as the foundation for the revitalization process aimed at improving the well-being of the South Dallas/Fair Park Community;
- (5) **Strategies for Revitalization** – which provides general strategies aimed at improving the commercial corridors;
- (6) **Development Opportunity Sites** – which identifies specific development sites that best present opportunity to implement the strategies recommended and achieve the goals for revitalization; and

(7) **Development Opportunity Site Illustrations** – which provides prototypical illustrations and conceptual designs of select development opportunity sites as a means of demonstrating principles of site planning, urban design, height, development impact, and other issues.

II. CURRENT CONDITIONS

INTRODUCTION

Current conditions within the South Dallas/Fair Park Study area were documented in the Phase One Report: South Dallas Moratorium. The Phase One Report documented existing conditions within South Dallas/ Fair Park in five areas:

- Land use;
- Texas Alcoholic Beverage Commission (TABC) permit data;
- Regulatory Impacts;
- Crime; and
- Code Compliance.

As part of the South Dallas/ Fair Park Economic Development Corridor Plan, findings related to Land Use and Zoning are summarized here so that this report may stand on its own.

EXISTING LAND USE

The focus of the land use analysis for Phase One was on the land uses within the commercial corridors throughout the South Dallas/Fair Park area. Of particular concern were the land uses listed in the moratorium because of the land use impacts they have on residential neighborhoods.

The moratorium-listed land uses were analyzed to identify the nature of the impacts each was perceived to have on the community. This analysis was based on the types of impacts commonly associated with these land uses and on the community input process. Based on this analysis, the moratorium-listed land uses were categorized into four major groups.

Automobile Related Uses: The automobile related uses within the study area include auto sales, automobile repair, and automobile related services like tire stores. The main impact that these uses have on the residential neighborhoods is related to their proximity to houses. A number of these uses are on small lots, which are immediately adjacent to residential uses. Other impacts relate to the operations of these uses with automobiles parked and stored on-site and in front yard areas. Outside storage of used parts, wrecked cars, cars waiting for repair, and other materials contribute to the negative impacts of these uses.

Not all automobile related uses had these impacts. In several cases the businesses were properly located in heavier commercial areas, away from residential neighborhoods, and maintained proper screening and storage of their products.

Sale of Used Goods: This general land use category includes outside display, pawnshops, swap shops, and retail stores selling used goods. Like the automobile related uses, the main impacts from these uses occurred where they were located on small parcels, adjacent to

residential neighborhoods, and where the premises were not properly screened and maintained. Residents' concern for sale of used goods is associated with the perception that it often includes stolen property.

Hotels – Motels: There are relatively few hotels and/or motels in the study area. The land use survey identified five motels. These motels are relatively small scale operations and are not highly visible from the street. The major impacts from these motels come from community resident's concern and perception of prostitution and drug trafficking.

Alcohol Related Uses: The most prevalent moratorium-listed land use type that is creating an impact on the community is the alcohol related uses, which includes bars, clubs, liquor stores, and other uses that sell alcoholic beverages. Almost 36 percent of the uses in the major commercial corridors are alcohol related. In addition to their numbers, the uses tend to be clustered, which increases their impact. Because of their numbers and concentration, TABC data were analyzed to get a better understanding of the existing nature of these uses in the South Dallas/Fair Park community.

The following chart shows the relationship between general land use types and the moratorium listed uses and the concentration of the major groups of land uses.

Chart 1: General Land Use Types

General Land Use Type	Moratorium-listed Use	Number of Structures	Percent of Total
1. Automobile Related Uses	<ul style="list-style-type: none"> • Vehicle or Engine Repair or Maintenance • Vehicle Display , Sales and Service 	36	11.6%
2. Sale of used goods	<ul style="list-style-type: none"> • Swap or Buy Shop • Pawn Shop • Outside Sales • Accessory Outside Storage ` 	6	1.9%
3. Hotels – Motels	<ul style="list-style-type: none"> • Residential Hotel • Hotel or Motel with fewer than 80 Rooms 	5	1.6%
4. Alcohol Related Uses	<ul style="list-style-type: none"> • Alcohol Beverage Establishments • Liquor Store • Restaurant w/ or w/o drive-in or through • Commercial Amusement (inside) 	111	35.8%
5. Other Uses	* Other commercial uses not listed	152	49%
	Total	310	100%

As shown in Chart 1, uses identified as having a negative impact on the community account for just over 50 percent of the uses. Alcohol related uses account for the highest proportion at almost 36 percent of the uses. As seen on the map, alcohol related uses tend to be clustered, which increases their impact on the surrounding areas. See Map 2 on the following page.

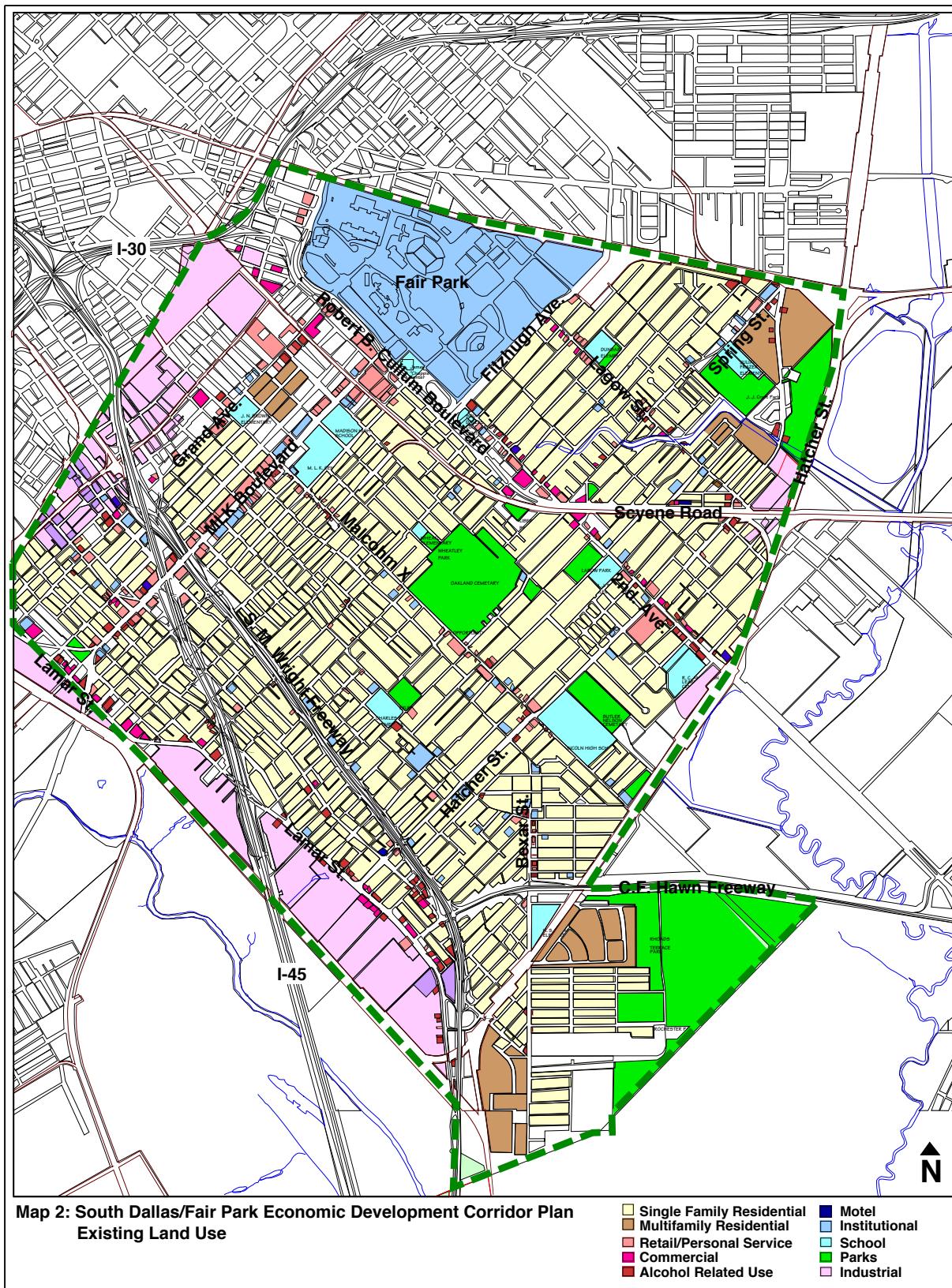
Within individual commercial corridors, the percentage of alcohol related uses range from a high of 90 percent on Colonial at the S. M. Wright and Hawn Freeway intersection, to a low along M.L.K. Boulevard between Cullum Boulevard and S. M. Wright Freeway of six percent.

Chart 2: Percentage of Alcohol Related Uses by Corridor

Major Commercial Corridor	Ratio of Alcohol Related Use to Other Uses	Percentage
M.L.K. Boulevard (Cullum to S. M. Wright)	2/33	6.1%
2 nd Avenue (Fitzhugh to Scyene)	5/24	20.8%
Grand Avenue (Cullum to S. M. Wright)	6/24	25.0%
Malcolm X Boulevard(Pennsylvania to RR)	11/41	26.8%
M.L.K. (S. M. Wright to Lamar)	7/24	29.2%
Spring Street	3/10	30.0%
Bexar Street	4/13	30.8%
Lamar (North of I-45)	8/21	38.1%
Grand Avenue (S. M. Wright to Lamar)	4/10	40.0%
2 nd Avenue (South of Scyene)	16/35	45.7%
Lamar (South of I-45)	20/30	66.7%
Lagow (Spring to Scyene)	6/8	75.0%
Colonial (at Pine)	3/4	75.0%
Colonial (at S. M. Wright and Hawn Freeway)	9/10	90.0%

Based on the analysis of land use done in Phase One the following findings were made related to the land use along commercial corridors within South Dallas/Fair Park.

1. There is a significant concentration of moratorium-listed land uses within the commercial corridors of the study area, particularly alcohol-related land uses. The moratorium-listed land uses account for 51 percent of all commercial structures within the commercial corridors and alcohol-related uses alone account for 36 percent.
2. There is a particularly high concentration of off-premise alcohol uses within the study area. The study area has over 92 percent of its alcohol-related businesses that sell off-premise compared to just over 53 percent city-wide.
3. The land use pattern and degree of concentration of moratorium-listed land uses varies among commercial corridors within the study area. Some are in closer proximity to residential uses and have greater concentrations of moratorium-listed land uses than others.
4. Analysis substantiates the association of the moratorium listed land uses with negative impacts within the South Dallas/Fair Park Community. There are significant concentrations of crime and code violations within the study area. Crime reports from the Police Department indicate that a high concentration of liquor stores has directly contributed to offenses in the area. Visual inspections show that the moratorium-listed land uses contribute to negative impacts through close proximity to residential neighborhoods, illegal parking, storage of vehicles and parts, outside storage, litter, alcohol abuse, and prostitution.

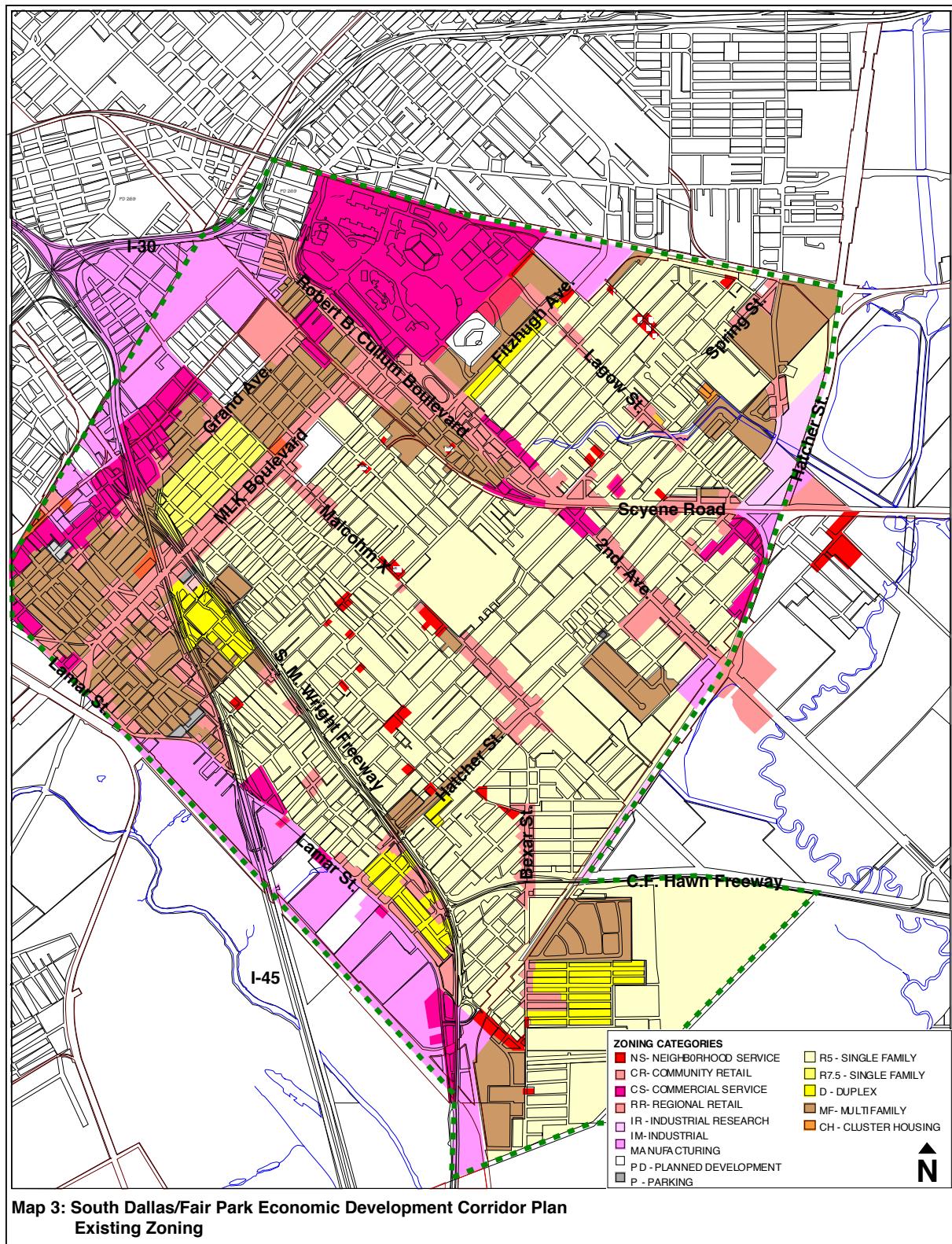


EXISTING ZONING

The existing zoning pattern was also analyzed in the Phase One Report. The primary focus of the analysis was to determine the potential for additional development of the uses listed in the moratorium. Existing zoning is shown in Map 3. The major corridors are zoned for a high level of commercial development including Community Retail (CR) and Commercial Services (CS). Most of the Neighborhood Service (NS) zoning is within the existing residential neighborhoods on individual lots, or small clusters around an intersection. Industrial zoning (IR, IM) is for the most part on the edges of the community; the largest tracts are west of Lamar Street and north of the DART rail lines that go into the service yard.

The pattern of the existing zoning within the community, with a large amount of the Community Retail (CR) and Commercial Service (CS) zoning on small lots, immediately adjacent to single family neighborhoods, coupled with the wide range of listed uses allowed in these districts, require changes in the zoning of the major corridors. The major corridors need zoning that recognizes the physical limitations of the existing pattern of lot sizes, ownership, and use to address the impacts these corridors have on the residential neighborhoods.

Because of the zoning problems identified, Phase One recommended the development of a Planned Development District Ordinance to address uses that have a negative impact in the South Dallas/Fair Park area. The planned development district ordinance would address issues of land use compatibility, land use concentration, and define appropriate standards necessary to minimize land use impacts.



LAND USE AND ZONING ISSUES

Based on the results of Phase One and the recommendations adopted by the Dallas City Council, a citizen advisory committee was appointed to work on the development of the Planned Development District Ordinance and the Corridor Economic Development Plan for South Dallas/Fair Park. During meetings of the advisory committee, and the public meetings, the following land use and zoning issues were discussed.

Obnoxious uses

The list of obnoxious uses identified in Phase One continued to be a primary concern with the advisory committee. Of particular concern were alcohol related uses, hotel/motels, car washes in close proximity to residential uses, convenience stores that sold alcoholic beverages, uses with drive-in or drive-through facilities in close proximity to residential uses, and auto repair shops. These uses directly impacted neighborhoods because of the nature of the use, through either noise, traffic, congregation of customers, late night activities, attraction of crime, or a combination of such qualities.



Motel Use



Alcohol Related Uses



Convenience Store w/ Beer & Wine



Convenience Store w/Beer & Wine



Car Wash

Junk in front yards – outside display of merchandise

In discussion of a number of obnoxious uses, one of the primary concerns was the junk placed in the front yards and the outside display of merchandise for sale. Code enforcement of current rules on this type of practice was seen as lacking. This issue was addressed by limiting certain uses in districts close to residential areas, prohibiting outside display of merchandise and storage as an accessory use, and, in some cases, requiring a SUP to ensure appropriate site planning and buffering.



Junk in Front Yard



Outdoor Display of Merchandise



Outdoor Display of Merchandise

Commercial proximity to neighborhoods

Because the existing land use and zoning pattern has nonresidential uses in close proximity to residential uses throughout the area, this issue had to be addressed in setting up the overall land use concept plan. Areas where this was a particular problem were designated as neighborhood commercial areas with limited uses and development standards more in keeping with the residential scale of the adjacent neighborhoods.



Proximity to Residential

Current zoning too intense for neighborhoods

There are many areas in South Dallas/Fair Park where Community Retail (CR) and Commercial Services (CS) zoning are placed within or immediately adjacent to residential

neighborhoods. These existing zoning classifications allow a wide range of uses incompatible with residential uses and have development standards which permit height, floor area ratios, and setbacks which can impact the residential uses.

Size and depth of commercial lots adjacent to neighborhoods

Even though some areas adjacent to neighborhoods are zoned for more intense uses, the size and depth of the existing lots are inadequate to support quality uses permitted. What tends to happen is that marginal uses, too small to be viable, come in, deteriorate, and become vacant. This process impacts the neighborhood and the potential economic development of surrounding commercial property. The small lots also increases pressure to rezone the adjacent residential lot to provide for parking or an expansion of the use, thereby creating additional stability problems.



Size and Depth of Commercial Lot

Neighborhood deterioration due to inappropriate commercial uses

Inappropriate commercial uses impact the adjacent neighborhoods because of the nature of the use and its scale and intensity. Noise, gathering of customers at night, traffic, and the manner in which the business operates can effect the quality of life in the adjacent neighborhoods.



Neighborhood Deterioration Due to Inappropriate Uses

DEMOGRAPHIC AND ECONOMIC ANALYSIS

According to the 2000 U.S. Census, the South Dallas/Fair Park Community had 26,971 residents, down from 31,359 counted in the 1990 Census, a 14 percent drop in population over 10 years. Just under 6 percent of the 2000 population was listed as White, almost 88 percent as Black or African-American, 1.6 percent American Indian or Alaska Native, 2 percent Asian, 0.02 percent Native Hawaiian or Other Pacific Islander, and 4.8 percent Other. Almost 10 percent were Hispanic, up from 1990 at 3.6 percent. The Black or African-American population in 1990 was 95.8 percent. In the 2000 Census, 340 individuals were listed as being more than one race. Ethnicity data were the only 2000 Census data available at the time of the preparation of this document.

The remainder of this analysis is centered on data available from the 1990 U.S. Census. There were 11,274 households in the South Dallas/Fair Park Community at the time of the 1990

Census. Of these households, 7,287 were listed as family households. More than 29 percent of all households were indicated to be single parent with children. Of persons 15 years of age and older, 8,832 were single, 5,565 were married, 2,235 were separated, 3,516 were widowed, and 2,967 were divorced. Over 16,000 of the community's 31,359 residents in 1990, were living in poverty (over 50%), with 6,552 of that number being children (more than 75% of a total of 9,820 children under the age of 18).

There were 15,136 housing units in the South Dallas/Fair Park Community in 1990, of which 11,274 were occupied and 3,862 (25.5%) were vacant. Owner-occupied units numbered 3,796 (33.7% of occupied units), with 7,478 renter-occupied units. The range of median housing values among the 13 census tracts that make up the community was \$29,300 to \$73,900. The range of median rents among the tracts was \$100 to \$318. Almost 6,900 housing units were listed as single-family detached, with 638 single-family attached, 690 duplex, and 6,628 apartment units. Of 7,696 housing units reported, almost 85 percent (6,513) were built prior to 1970, with 941 built between 1970 and 1979, 155 built between 1980 and 1984, and 87 built between 1985 and 1989.

According to the 1990 Census, the range of median incomes among the 13 census tracts that make up the South Dallas/Fair Park Community was \$5,133 to \$13,880. Of 11,270 households reported, 7,685 reported household income below \$15,000 (68.2%), 1,790 between \$15,000 and \$24,999 (15.9%), 814 between \$25,000 and \$34,999 (7.2%), 586 between \$35,000 and \$49,999 (5.2%), 291 between \$50,000 and \$74,999 (2.6%), and 104 greater than \$75,000 (0.9%). Almost 2,500 individuals were indicated to be unemployed, an unemployment rate of 22.5 percent.

Of 26,204 adult individuals reported in the 1990 Census, 6,683 had less than a 9th grade education (25.5%), 10,349 had attended high school, but did not receive a degree (39.5%), 4,890 had a high school degree (18.7%), 2,577 had attended college, but did not receive a degree (9.8%), 1,063 received an associates degree (4.1%), 472 were college graduates (1.8%), and 171 had graduate or professional degrees (0.7%). Listed occupations included 990 in executive, administrative, managerial, or professional occupations (11.5%); 2,101 in technical and sales positions (24.4%); 3,586 in administrative support, private household service, and protective service occupations (41.7%), and 1,925 in farming, precision production, machining, transportation, and materials handling occupations (22.4%). Of 8,000 individuals indicating the industry in which they were employed, 883 were in manufacturing (11%), 701 were in utilities (8.8%), 1,937 were in retail or wholesale trade (24.2%), 565 were in finance, insurance, or real

estate (7.1%), 1,653 were in the service industry (20.7%), 1,959 were in the professional services industry (24.5%), and 302 were in public service (3.8%).

The overall picture of the South Dallas/Fair Park Community is one of a highly segregated, very poor community. The poverty rate is very high, as is unemployment, and educational attainment within the community is very low. Much of the workforce is employed in the service industry, which provides relatively low pay to its workers. The housing market is noteworthy for its high vacancy and renter-occupied housing rates.

III. PROPOSED PLANNED DEVELOPMENT DISTRICT ZONING

The proposed South Dallas/Fair Park Planned Development District (PDD) ordinance addresses a whole range of development related issues in the community. It uses a general land use concept based on three types of commercial areas to reduce negative impacts on residential neighborhoods and provide for quality economic development of the commercial corridors.

LAND USE CONCEPT PLAN

Three types of commercial areas characterize the land use pattern in the South Dallas/Fair Park Community. They are: Neighborhood Commercial Areas, Community Commercial Areas, and Regional Service Areas.

Neighborhood Commercial Areas: Commercial corridors are areas characterized by small retail, office, and personal service uses primarily serving nearby residential areas. The scale, intensity, and design of buildings are similar to that of the surrounding residential areas;

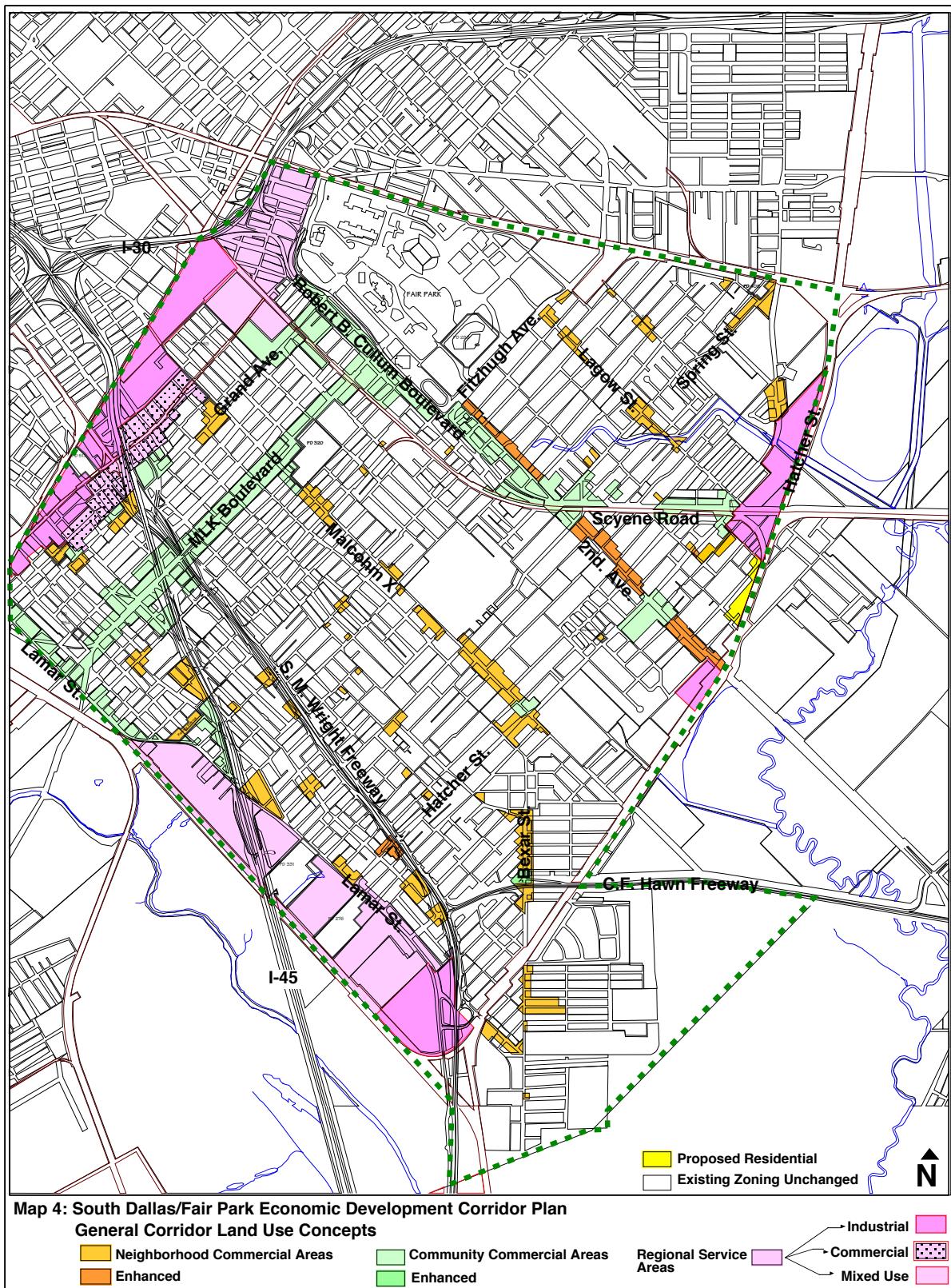
Community Commercial Areas: Commercial corridors are areas characterized by a mix of office, retail and commercial service uses serving both nearby residential areas, as well as the broader community. These areas include single-story and multi-story office development, some large footprint buildings to accommodate regional retail operations, and both surface parking and parking structures.

Regional Service Areas: Commercial corridors are areas characterized by intensive commercial and industrial land uses, outside storage, and regional serving retail, office, and mixed use developments. These areas generally require regional transportation access such as rail, light rail, freeway, and major thoroughfares. There are three distinct types of Regional Service areas: Industrial areas; Commercial areas, and Mixed Use areas.

Map 4, on the following page, shows the location of the different types of commercial areas within the South Dallas/Fair Park Community. Each of these different types of commercial area provide the basis for land use and development regulations within the PDD.

PLANNED DEVELOPMENT DISTRICT PROVISIONS

The uses permitted within each type of district along with the general development standards are outlined starting on page 18.



NEIGHBORHOOD COMMERCIAL AREAS

The following chart shows the permitted uses within the Neighborhood Commercial Areas. These uses are generally small scale uses able to be developed on the smaller lots typical of these areas. The intent is to only permit uses that will have minimum impact on the adjacent residential neighborhoods.

Chart 3 Neighborhood Commercial Areas – Permitted Uses	
Commercial and Business Services	Retail and Personal Service Uses
Catering Service (S)	Dry Cleaning or Laundry Store
Institutional and Community Service Uses	Furniture Store (C)
Adult Day Care Facilities	General Merchandise 3500 Sq. ft. or less
Child Care Facility	Mortuary, Funeral Home or Wedding ... (S)
Church	Personal Service Uses
Community Service Center (S)	Restaurant w/out drive-in or through
Library, Art Gallery or Museum	Transportation Uses
Public or Private School (R)	Transit Passenger Shelter
Miscellaneous Uses	Utility and Public Service Uses
Temporary Construction or Sales Office	Local Utilities
Office Uses	Police or Fire Station (S)
Financial Institution w/out Drive-in Window	Post Office (S)
Medical Clinic or Ambulatory Surgical Center	Tower / Antenna for Cellular Communications (S)
Office	
Recreation Uses	
Private Recreation Center, Club or Area (S)	
Public Park, Playground or Golf Course	

*S = Specific Use Permit; D = Development Impact Review; R = Residential Adjacency Review; C = With Conditions

Development Standards

Development standards within the Neighborhood Commercial Areas specify requirements for minimum yard size, density, height of structures, parking, and landscaping.

Minimum yard requirements – specify the setback the building must have from the street and other adjacent properties. The front yard setback is zero or 5 feet, if a wider sidewalk is needed and cannot be accommodated within the public right-of-way. If a setback is provided, the setback must be at least 15 feet with landscaping between the street and the building.

Minimum side and rear yards are zero or 5 feet unless adjacent to residential zoning in which case the setback is 15 feet with a five foot landscaped buffer.

Density – is the number of square feet of building that can be developed, based on the size of the lot, called floor area ratio (FAR). For all uses in Neighborhood Commercial Areas, the FAR is 0.5. This means the maximum number of square feet is one half the size of the lot.

Coverage – is the amount of the lot that can be covered by structures. In the Neighborhood Commercial Area a maximum of 40 percent of the lot may be covered.

Height of structures – is the height a building may be above the ground level. In Neighborhood Commercial areas the maximum height is 30 feet and two stories. If adjacent to a residential area the building may not penetrate a 1:3 residential proximity slope, limiting those commercial structures closest to residential neighborhoods.

Parking standards – specify the number of parking spaces required based on the number of square feet in a use; or other relevant factors such as seating. The parking standards used in this PDD are the current code standards. Parking is prohibited within 30 feet of the curb of the street, and off-street parking must be screened from the street and residential property by a solid screen and landscaping.

Landscaping – is required in the front yards if the building is not at a zero setback. Landscape buffers, street trees, and landscape amenities are also required.

COMMUNITY COMMERCIAL AREAS

The following chart shows permitted uses within the Community Commercial Areas. A broader range of uses are allowed in these areas because they typically have larger lots, are located on major thoroughfares, tend to be on the edge around individual neighborhoods, and can accommodate more intense uses without impact on the neighborhood.

Chart 4 Community Commercial Areas – Permitted Uses	
Commercial Business Service	Retail and Personal Service Uses Continued
Catering Service	Business School
Custom Business Services	Car Wash (D)
Electronics Service Center	Commercial Amusement (inside)
Printing Services - small scale	Commercial parking lot or garage (R)
Medical or Scientific Laboratory (S)	Dry Cleaning or Laundry Store
Institutional and Community Service Uses	Furniture Store
Adult Day Care	General Merchandise 3500 Sq. ft. or less
Cemetery or Mausoleum (S)	Food Store 3500 Sq. ft or less (S)
Child Care Facility	General Merchandise or Food Store >3500
Church	Home Improvement Center ... (D)
College University or Seminary (S)	Household Equipment and Appliance Repair
Community Service Center (SUP)	Mortuary, Funeral Home ...
Convalescent and Nursing Homes... (S)	Motor Vehicle fueling Station
Convent or Monastery	Nursery, Garden Shop or Plant Sales
Library, Art Gallery or Museum	Personal Service Uses
Public or Private School (R)	Restaurant w/out drive in or through (R)
Lodging Uses	Restaurant with drive in or through (D)
Hotel of Motel (S)	Swap or Buy Shop (S)
Miscellaneous Uses	Theater
Temporary Construction or Sales Office	Vehicle Sales, Display and Service
Office Uses	Transportation Uses
Financial Institution without drive in window	Transit Passenger Shelters
Financial Institution with drive in window (D)	Transit Passenger Stations and Terminal
Medical clinic or ambulatory Surgical Center	
Office	
Recreation Uses	Utility and Public Service Uses
Private Recreation Center , Club or Area	Electrical Substations(S)
Public Park, Playground, or Golf Course	Local Utilities
Retail and Personal Service Uses	Police and Fire Stations
Ambulance Service (R)	Post Offices
Animal Shelter or Clinic w/out outside runs (R)	Tower /antenna for Cellular Communications
Auto Service Center(R)	Wholesale, Distribution and Storage Uses
Alcoholic Beverage Establishment (S)	Mini warehouse (S)
	Recycling Drop-off container

*S = Specific Use Permit; D = Development Impact Review; R = Residential Adjacency Review; C = With Conditions

Development Standards

Development standards within the Community Commercial Areas specify requirements for minimum yard size, density, height of structures, parking, and landscaping.

Minimum yard requirements – specify the setback the building must have from the street and other adjacent properties. The front yard setback is zero or 5 feet, if a wider sidewalk is needed and cannot be accommodated within the public right-of-way. If a setback is provided, the setback must be at least 15 feet with landscaping between the street and the building.

Minimum side and rear yards are zero or 5 feet unless adjacent to residential zoning in which case the setback is 15 feet with a five foot landscaped buffer.

Density – is the number of square feet of building that can be developed, based on the size of the lot, called floor area ratio (FAR). For retail uses in Community Commercial Areas, the FAR is 0.5, while for office uses and all uses combined the FAR is 0.75. This means the maximum number of square feet of a retail use is one half the size of the lot and for an office use three quarters of the lot size.

Coverage – is the amount of the lot that can be covered by structures. In the Community Commercial Area a maximum of 60 percent of the lot may be covered.

Height of structures – is the height a building may be above the ground level. In Community Commercial areas the maximum height is 54 feet and four stories. If adjacent to a residential area the building may not penetrate a 1:3 residential proximity slope.

Parking standards – specify the number of parking spaces required based on the number of square feet in a use or other relevant factors such as seating. The parking standards used in this PDD are the current code standards. Parking is prohibited within 30 feet of the curb of the street and off-street parking must be screened from the street and residential property by a solid screen and landscaping.

Landscaping – is required in the front yards if the building is not at a zero setback. Landscape buffers, street trees, parking lot landscaping, and landscape amenities are also required.

REGIONAL SERVICE AREA – MIXED USE

The following chart shows the permitted uses within the Regional Service Areas – Mixed Use. These uses represent a broad range of uses designed to serve the regional market with higher intensity development. Mixed use is permitted where residential uses are integrated with commercial uses in a development project.

Chart 5 Regional Service Area Mixed Use – Permitted Uses	
Commercial Business Service	Business School
Catering Service	Car Wash (R)
Custom Business Services	Retail and Personal Service Uses Continued
Electronics Service Center	Commercial Amusement (inside)
Printing Services - small scale	Commercial parking lot or garage (R)
Institutional and Community Service Uses	Dry Cleaning or Laundry Store
Adult Day Care	Furniture Store
Cemetery or Mausoleum (S)	General Merchandise 3500 Sq. ft. or less
Child Care Facility	Food Store 3500 Sq. ft or less
Church	General Merchandise or Food Store >3500
College University or Seminary	Home Improvement Center ... (R)
Community Service Center	Household Equipment and Appliance Repair
Convalescent and Nursing Homes... (S)	Liquor Store
Convent or Monastery	Mortuary, Funeral Home ...
Halfway House (S)	Motor Vehicle fueling Station
Hospital (R)	Nursery, Garden Shop or Plant Sales
Library, Art Gallery or Museum	Outside Sales (S)
Public or Private School (R)	Personal Service Uses
Lodging Uses	Restaurant w/out drive in or through (R)
Hotel of Motel (S)	Restaurant with drive in or through (D)
Miscellaneous Uses	Swap or Buy Shop (S)
Temporary Construction or Sales Office	Theater
Office Uses	Vehicle Display, Sales, and Service (R)
Financial Institution without drive in window	Transportation Uses
Financial Institution with drive in window (D)	Commercial Bus Station and Terminal(D)
Medical clinic or ambulatory Surgical Center	Heliport and Helistop (S)
Office	Transit Passenger Shelters
Recreation Uses	Transit Passenger Stations and Terminal
Country Club with private membership	Utility and Public Service Uses
Private Recreation Center , Club or Area	Electrical Substations
Public Park, Playground, or Golf Course	Local Utilities
Residential Uses	Police and Fire Stations
Multifamily (C)	Post Offices
Retirement Housing (C)	Tower /antenna for Cellular Communications
Retail and Personal Service Uses	Utility or Govt. Installation other than listed (S)
Ambulance Service (R)	Wholesale, Distribution and Storage Uses
Animal Shelter or Clinic w/out outside runs (R)	Mini warehouse (S)
Auto Service Center(R)	Recycling Drop-off container
Alcoholic Beverage Establishment (S)	Recycling Buy-back or Collection Center

*S = Specific Use Permit; D = Development Impact Review; R = Residential Adjacency Review; C = With Conditions

Development Standards

Development standards within the Regional Services – Mixed Use Areas specify requirements for minimum yard size, density, height of structures, parking, and landscaping.

Minimum yard requirements – specify the setback the building must have from the street and other adjacent properties. The front yard setback is zero or 5 feet, if a wider sidewalk is needed and cannot be accommodated within the public right-of-way. If a setback is provided,

the setback must be at least 15 feet with landscaping between the street and the building. Minimum side and rear yards are zero or 5 feet unless adjacent to residential zoning in which case the setback is 15 feet with a five foot landscaped buffer.

Density – is the number of square feet of building that can be developed, based on the size of the lot, called floor area ratio (FAR). For retail uses in Regional Services – Mixed Use Areas, the FAR is 0.5, while for office uses and all uses combined the FAR is 1.5. This means the maximum number of square feet of a retail use is one half the size of the lot and for an office use one and a half times the lot size.

Coverage – is the amount of the lot that can be covered by structures. In the Regional Services – Mixed Use Areas a maximum of 80 percent of the lot may be covered.

Height of structures – is the height a building may be above the ground level. In Regional Services – Mixed Use Areas the maximum height is 90 feet and seven stories. If adjacent to a residential area the building may not penetrate a 1:3 residential proximity slope.

Parking standards – specify the number of parking spaces required based on the number of square feet in a use or other relevant factors such as seating. The parking standards used in this PDD are the current code standards. Parking is prohibited within 30 feet of the curb of the street, and off-street parking must be screened from the street by a berm, solid fence or hedge, and residential property by a solid screen and landscaping.

Landscaping – is required in the front yards if the building is not at a zero setback. Landscape buffers, street trees, parking lot landscaping, and landscape amenities are also required.

REGIONAL SERVICE AREA – COMMERCIAL

The following chart shows the permitted uses within the Regional Service Area – Commercial. These are a range of uses where the companies' customers are primarily comprised of other businesses. The areas designated in the South Dallas/Fair Park Economic Development Corridor Plan as Regional Service Areas – Commercial are primarily developed with these types of uses.

Chart 6 Regional Service Area Commercial – Permitted Uses	
Commercial Business Service	Retail and Personal Service Uses Continued
Building Repair and Maintenance Shop (R)	Home Improvement Center ... (R)
Catering Service	Household Equipment and Appliance Repair
Custom Business Services	Liquor Store
Custom Woodworking, Furniture...	Motor Vehicle Fueling Station
Electronics Service Center	Nursery, Garden Shop or Plant Sales
Job or Lithographic Printing (R)	Outside Sales (S)
Labor Halls (S)	Restaurant w/out drive in or through (R)
Machine or Welding Shop (R)	Restaurant with drive in or through (D)
Machinery, Heavy Equipment Truck Sales & Service(R)	Swap or Buy Shop (S)
Medical or Scientific Laboratory	Taxidermist
Technical School	Vehicle Display, Sales, and Service (R)
Tool or Equipment Rental	Transportation Uses
Vehicle or Engine Repair or Maintenance (R)	Heliport and Helistop (S)
Institutional and Community Service Uses	Transit Passenger Shelters
Church	Transit Passenger Stations and Terminal
Miscellaneous Uses	Utility and Public Service Uses
Temporary Construction or Sales Office	Electrical Substations
Office Uses	Local Utilities
Financial Institution w/out drive-in window	Police and Fire Stations
Financial Institution with drive-in window (R)	Post Offices
Medical Clinic or Ambulatory Surgical Center	Tower /antenna for Cellular Communications
Office	Utility or Govt. Installation other than listed (S)
Recreation Uses	Wholesale, Distribution and Storage Uses
Country Club with Private Membership	Building Movers Temporary Storage Yard (S)
Public Park, Playground, or Golf Course	Contractors Maintenance Yard (R)
Retail and Personal Service Uses	Freight Terminal (R)
Animal Shelter or Clinic with Outside Runs (S)	Manufactured Building Sales Lot(R)
Auto Service Center(R)	Mini-warehouse
Alcoholic Beverage Establishment (S)	Office Showroom / Warehouse
Business School	Outside Storage with screening (R)
Car Wash (R)	Recycling Buy-back or Collection Center
Commercial Amusement (inside)	Recycling drop-off Special Occasion Collection
Commercial Amusement (outside) (D)	Vehicle Storage Lot(S)
Commercial Parking Lot or Garage (R)	Warehouse (R)

*S = Specific Use Permit; D = Development Impact Review; R = Residential Adjacency Review; C = With Conditions

Development Standards

Development standards within the Regional Services – Commercial Areas specify requirements for minimum yard size, density, height of structures, parking, and landscaping.

Minimum yard requirements – specify the setback the building must have from the street and other adjacent properties. The front yard setback is zero or 5 feet, if a wider sidewalk is needed and cannot be accommodated within the public right-of-way. If a setback is provided, the setback must be at least 15 feet with landscaping between the street and the building. Minimum side and rear yards are zero or 5 feet unless adjacent to residential zoning in which case the setback is 15 feet with a five foot landscaped buffer.

Density – is the number of square feet of building that can be developed, based on the size of the lot, called floor area ratio (FAR). For retail and office uses in Regional Services – Commercial Areas, the FAR is 0.5, while for all uses combined the FAR is 0.75. This means the maximum number of square feet of a retail or office use is one half the size of the lot and for separate uses on one site combined, three quarters the lot size.

Coverage – is the amount of the lot that can be covered by structures. In the Regional Services – Commercial Areas a maximum of 80 percent of the lot may be covered.

Height of structures – is the height a building may be above the ground level. In Regional Services – Commercial Areas the maximum height is 45 feet and three stories. If adjacent to a residential area the building may not penetrate a 1:3 residential proximity slope.

Parking standards – specify the number of parking spaces required based on the number of square feet in a use or other relevant factors such as seating. The parking standards used in this PDD are the current code standards. Parking is prohibited within 30 feet of the curb of the street, and off-street parking must be screened from the street by a berm, solid fence, or hedge and residential property by a solid screen and landscaping.

Landscaping – is required in the front yards if the building is not at a zero setback. Landscape buffers, street trees, parking lot landscaping, and landscape amenities are also required.

REGIONAL SERVICE AREA – INDUSTRIAL

The following chart shows the permitted uses within the Regional Service Areas – Industrial. These uses represent a range of uses designed to serve regional markets primarily comprised of commercial services to other businesses, warehouse – distribution , light manufacturing and other industrial uses. The areas designated in the South Dallas/Fair Park Economic Development Corridor Plan as Regional Service Areas – Industrial are primarily developed with these types of uses.

Chart 7 Regional Service Area Industrial – Permitted Uses	
Commercial Business Service	Retail and Personal Service Uses
Building Repair and Maintenance Shop (R)	Car Wash (R)
Bus or Rail Transit Vehicle Maintenance ...	Liquor Store
Custom Woodworking, Furniture...	Motor Vehicle Fueling Station
Electronics Service Center	Nursery, Garden Shop or Plant Sales
Job or Lithographic Printing (R)	Pawn Shop
Labor Halls (S)	Vehicle Display, Sales, and Service (R)
Machine or Welding Shop (R)	Transportation Uses
Machinery, Heavy Equipment Truck Sales & Service(R)	Heliport and Helistop (S)
Medical or Scientific Laboratory	Transit Passenger Shelters
Technical School	Transit Passenger Stations and Terminal
Tool or Equipment Rental	Utility and Public Service Uses
Vehicle or Engine Repair or Maintenance (R)	Electrical Substations
Industrial Uses	Local Utilities
Industrial (inside) not potentially incompatible (R)	Police and Fire Stations
Industrial (inside) potentially incompatible (S)	Post Offices
Industrial (inside) Light Manufacturing	Tower /antenna for Cellular Communications
Industrial (outside) not potentially incompatible (S)	Utility or Govt. Installation other than listed (S)
Institutional and Community Service Uses	Wholesale, Distribution and Storage Uses
Church	Auto Auction
Miscellaneous Uses	Building Movers Temporary Storage Yard (S)
Temporary Construction or Sales Office	Contractors Maintenance Yard (R)
Office Uses	Freight Terminal (R)
Financial Institution w/out drive-in window	Manufactured Building Sales Lot(R)
Financial Institution with drive-in window (R)	Mini-warehouse
Medical Clinic or Ambulatory Surgical Center	Office Showroom / Warehouse
Office	Outside Storage with screening (R)
Recreation Uses	Recycling Buy-back Center
Country Club with Private Membership	Recycling drop-off Special Occasion Collection
Public Park, Playground, or Golf Course	Warehouse (R)

*S = Specific Use Permit; D = Development Impact Review; R = Residential Adjacency Review; C = With Conditions

Development Standards

Development standards within the Regional Services – Industrial Areas specify requirements for minimum yard size, density, height of structures, parking, and landscaping.

Minimum yard requirements – specify the setback the building must have from the street and other adjacent properties. The front yard setback is zero or 5 feet, if a wider sidewalk is needed and cannot be accommodated within the public right-of-way. If a setback is provided, the setback must be at least 15 feet with landscaping between the street and the building.

Minimum side and rear yards are zero or 5 feet unless adjacent to residential zoning in which case the setback is 15 feet with a five foot landscaped buffer.

Density – is the number of square feet of building that can be developed, based on the size of the lot, called floor area ratio (FAR). For retail uses in Regional Services – Industrial Areas, the FAR is 0.5, while for office and all uses combined, the FAR is 1.0 This means the

maximum number of square feet of a retail use is one half the size of the lot and for office and all uses combined the square footage of the building can equal to the size of the lot.

Coverage – is the amount of the lot that can be covered by structures. In the Regional Services – Industrial Areas a maximum of 80 percent of the lot may be covered.

Height of structures – is the height a building may be above the ground level. In Regional Services – Industrial Areas the maximum height is 70 feet and five stories. If adjacent to a residential area the building may not penetrate a 1:3 residential proximity slope.

Parking standards – specify the number of parking spaces required based on the number of square feet in a use or other relevant factors such as seating. The parking standards used in this PDD are the current code standards. Parking is prohibited within 30 feet of the curb of the street, and off-street parking must be screened from the street by a berm, solid fence or hedge, and residential property by a solid screen and landscaping.

Landscaping – is required in the front yards if the building is not at a zero setback. Landscape buffers, street trees, parking lot landscaping, and landscape amenities are also required.

BENEFITS AND IMPACTS

The planned development district provides a development framework that protects the adjacent residential neighborhoods from the negative impact of commercial development while promoting the quality economic development opportunities. This regulatory framework will assist in implementing the programs, strategies and policies necessary to fulfill the project opportunities identified in this report. Specifically, the PDD:

- Provides proper scale and intensity of commercial uses adjacent to neighborhoods.
- Reduces impact of obnoxious uses on residential neighborhoods.
- Promotes neighborhood revitalization by establishing land use compatibility.
- Supports economic development of quality uses in Neighborhood and Community commercial areas.
- Moves liquor stores, hotels and heavy commercial uses to locations where impact on neighborhoods is reduced and better access exists for community and regional customers.
- Provides for landscaping, buffering, and development standards tailored for the South Dallas/Fair Park community.

The PDD also has some impacts on existing businesses in the South Dallas/Fair Park community. These include:

- Raising the standards for development in the South Dallas/Fair Park community.
- Requiring businesses and property owners to adhere to a higher standard of operations.
- Requiring some existing uses to obtain a Specific Use Permit.
- Creates a number of nonconforming uses.

Types of uses impacted are shown in tables below.

Chart 8 Non Conforming Uses

Land Use	Number
Alcoholic beverage establishment	37
Auto service center	13
Business service	2
Car wash	6
Commercial amusement (inside)	5
Convenience Store	33
Hotel or motel	2
Industrial	3
Liquor store	26
Motor vehicle fueling station	4
Outside salvage	11
Pawn shop	2
Vehicle display, sales and service	2
Vehicle or engine repair	1
Total	147

Note: 24 of the non-conforming uses are vacant or closed.

Note: These data are based on a field survey and are preliminary in nature.

Chart 9 Special Use Permits Required

Land Use	Number
Auto service center	8
Car wash	2
Convenience Store	16
Hotel or motel	4
Mortuary or funeral home	2
Motor vehicle fueling station	2
Total	34

IV. ANALYSIS OF CURRENT REVITALIZATION INITIATIVES

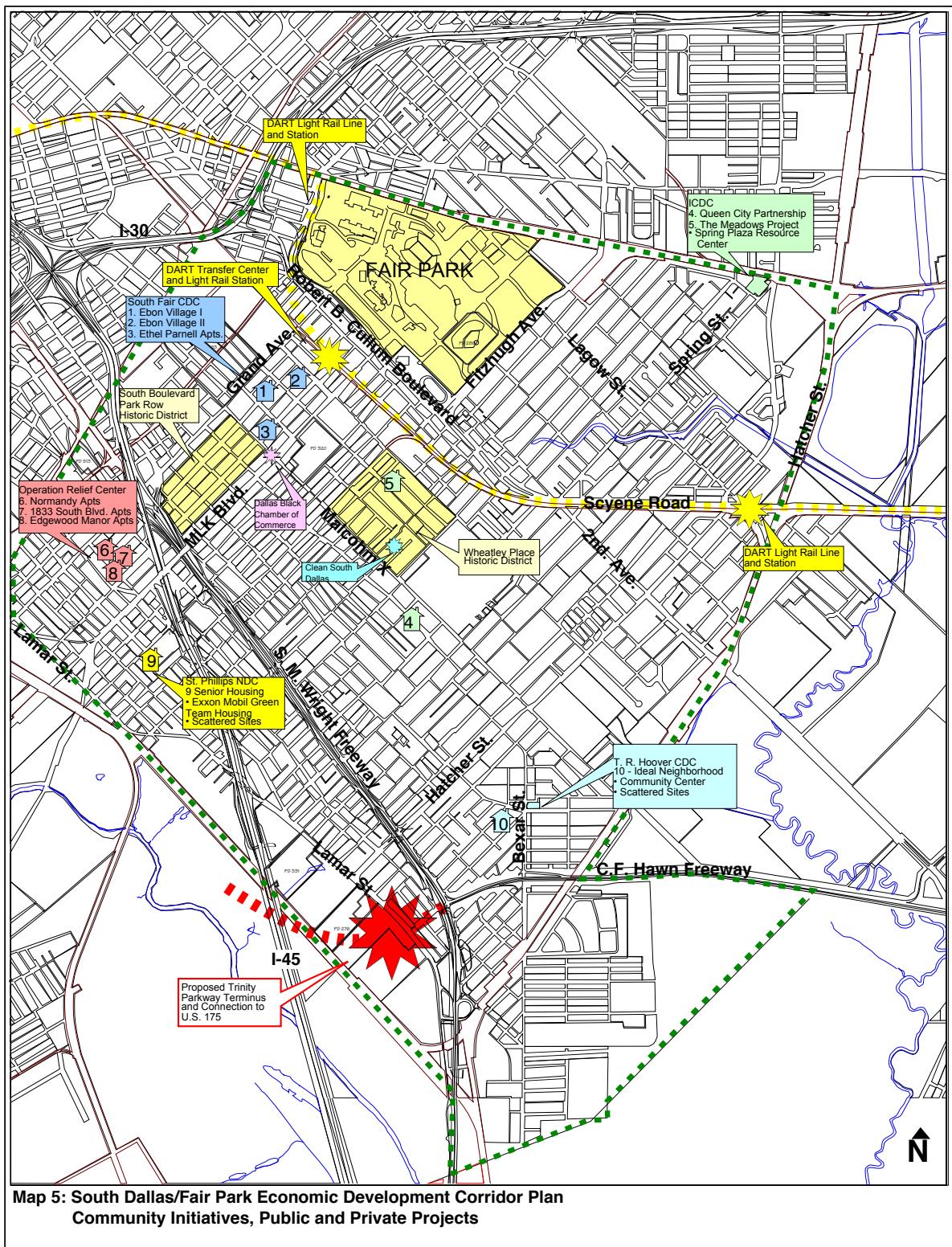
OVERVIEW

The South Dallas/Fair Park Community has a number of current and planned initiatives under way throughout the community. Initiatives ranging from Community Development Corporation (CDC) sponsored housing, social service, and economic development projects to City of Dallas and Dallas Area Rapid Transit infrastructure improvements are starting to become visible along the major corridors.

Evidenced by the growing number of new businesses along R.B. Cullum Boulevard and Martin Luther King (M.L.K.) Boulevard, efforts such as the M.L.K. Main Street Project and the continued growth and success of the Fair Park Complex are signs that the area is experiencing positive change. Future improvements to the area, such as the DART rail line and transit stops near Grand Avenue and Trunk Street and Scyene Road and Second Avenue, will provide new development opportunities for emerging business development. This could be an important factor in generating new levels of development intensity and commercial nodes based on traffic generated by light rail transit stations.

Some of Dallas' most successful CDCs are active in the area, developing new housing units on vacant lots, rehabilitating existing units, and operating programs in support of the elderly and those suffering from various infirmities. Their successful building campaigns have served to increase the rooftops in the neighborhoods and to entice retailers to increase business development along some of the major business corridors.

Map 5, on the following page, shows the approximate location of these initiatives.



INITIATIVE DETAILS

The following lists some of the accomplishments of nonprofit organizations in and around South Dallas/Fair Park, as of the end of 2000. Photographs and project descriptions have also been provided.

SouthFair Community Development Corporation

- Eban Village Phase I (2900 Park Row Blvd; 110 units; \$887,614 in HOME and CDBG funds)
- Eban Village Phase II (3029 South Blvd; 50 units; \$350,000 in HOME funds)
- Birmingham Street Single Family Homes (3 homes; \$63,000 in HOME funds)
- Ethel Parnell Apartments (2821 South Blvd; 18 units; \$102,393 in HOME and Rental Rehabilitation funds)
- Scattered sites (11 lots acquired through HB110; first construction to begin no later than 3-21-03)

South Dallas/Fair Park Inner City Community Development Corporation

- Business Assistance Center in the Spring Plaza Resource Building (4907 Spring Ave; \$176,000 in CDBG funds)
- Queen City Partnership (21 homes completed, 5 under construction, 10 additional projected; \$432,000 in HOME funds)
- Scattered Site Program (12-18 homes projected; \$243,000 in HOME funds)
- Scattered Site Program (21 lots acquired through HB110; construction to begin no later than 5-17-03)
- The Meadows Project (3500 block of Meadows; demolition of Meadows Apartments; replatting and rezoning; construction of 6 single family homes to begin January 2001; 23 units total projected; \$323,483 in CDBG and HOME funds)
- HOPE III Single Family homes (52 scattered homes purchased during 1996-97; \$203,923 in HOPE III funds)

Dallas City Homes

- Rochester Park Project (8 vacant lots acquired through Land Assembly Program; construction of new homes on 6 lots to begin no later than 6-30-02)

Operation Relief Center

- Normandy Apartments (18 units \$441,058 in CDBG and HOME funds, complete)
- 1833 South Blvd Apartments (12 units \$270,851 in CDBG and HOME funds, complete)
- Edgewood Manor Apartments (30 units \$400,000 in CDBG and HOME funds, \$2 million LIHTC, in progress)

St. Phillips Neighborhood Development Corporation

- Holmes and Lenway (2 lots acquired through Land Assembly Program; 2 homes completed)
- Development with Habitat for Humanity (13 units completed)
- Elder Friendly Senior's Community (5 duplex buildings completed)
- Scattered Sites with Mobil Green Team (3 lots; 2 units completed; \$50,000 in HOME funds)
- Other scattered sites (5 lots acquired through HB110; construction to begin within 3 years of obtaining deed)

T. R. Hoover Community Development Corporation

- Ideal Neighborhood Reclamation project (9 homes completed; 3 under construction; projected total of 35 homes; \$455,000 in HOME and General Funds)
- Scattered sites (14 lots acquired through HB110; construction to begin no later than 3 years after obtaining deed)
- T. R. Hoover Community Center (60% complete; \$180,000 in CDBG funds; \$125,000 from United Methodist Church; volunteer labor from Habitat for Humanity)

Clean South Dallas

- Organized to promote self-help initiatives aimed at improving the appearance of the South Dallas/Fair Park Community.
- Projects include clean-up campaigns, landscape plantings, and exterior paint and fix-up programs.
- Other activities include coordination of public safety initiatives and identification of housing and premise code violations and reporting to the City of Dallas Code Enforcement Department.

Dallas Black Chamber of Commerce

- Organized business association representing minority-owned business enterprises in the city.
- Identified as the oldest black chamber organization in the country, the Dallas Black Chamber enjoys active membership from both the small business and corporate community.
- Most recent efforts in the South Dallas/Fair Park Community include an Urban Main Street designation for Martin Luther King Boulevard.

Operation Relief Center (ORC)

Operation Relief Center provides transitional housing to homeless persons and is in the process of building a seniors apartment complex. They operate the Edgewood Place Apartments on South Blvd., their first transitional housing complex. The Normandy Place Apartments are located on Park Row and also provide transitional housing opportunities. Operation Relief Center offers residents a variety of social services aimed at assisting them in their efforts to reenter permanent housing arrangements. The Edgewood Manor Senior Apartments are being built on South Blvd., just up the street from the Edgewood Place Apartments and the organization's office building. Through ORC's efforts, the South Blvd./Park Row area, between Colonial and Harwood, has been cleaned-up and provides a stable environment for their housing developments.



Edgewood Manor Sr. Apts.



Edgewood Place Apts.



Normandy Place Apts.

St. Phillips Episcopal Church

St. Phillips built a group of quadplexes on Holmes Street to house the elderly. The development provides area residents with alternative housing opportunities, relieving homeowners of maintenance responsibilities of homeownership, while providing quality housing within existing neighborhoods.



Elderly Friendly Sr. Comm.

Inner-City Community Development Corporation (ICDC)

ICDC has been active in South Dallas/Fair Park neighborhoods since the 1980s, providing housing, community, and economic development assistance to area residents. They recently built new offices in Spring Plaza, near the intersection of Spring and Hatcher, providing new development activities in an area of the community that has long been neglected. ICDC operates a business assistance center at Spring Plaza that provides new companies help with organizational development and office space until the new companies are more firmly established. They have also been active in housing rehabilitation and construction in the South Dallas/Fair Park area. ICDC's new home construction activities work to supply new housing stock on infill lots, adapting housing designs that exist within the neighborhoods to the new houses so that the new homes blend into the existing neighborhoods. Their homes include breezeways and front porches, box columns atop brick pedestals, and gabled roof profiles. Examples of their new single-family development can be found on Holmes Street, across from the St. Phillips Senior Friendly Housing, on Birmingham Street, and on Berger Street (the Queen City Partnership).



SF Home on Holmes



Spring Plaza



Queen City Partnership



SF Homes on Birmingham

SouthFair Community Development Corporation

The SouthFair CDC has been active in the South Dallas/Fair Park Community since the mid-1990s, working to provide single and multifamily housing opportunities. Their first project, Eban Village, was financed, partly, through the Section 108 Loan Guarantee program offered through the Intown Housing Program. The apartment complex is managed by Lincoln Properties, utilizing their property management expertise, while allowing SouthFair the freedom to concentrate its talents on housing development. Eban Village II is currently under construction on property fronting Grand Avenue. The Ethel Parnell Apartments, located on Park Row adjacent to the Eban Village Apartments, are also under construction at this time. SouthFair has also been active in single-family housing development. A group of infill homes on Birmingham Street has added to the available new housing stock within South Dallas/Fair Park neighborhoods.



Eban Village II



Eban Village



SF Home on Birmingham



Ethel Parnell Apts.

T.R. Hoover Community Development Corporation

The T.R. Hoover CDC has been active in the Ideal neighborhood, building single-family infill housing and working with Habitat for Humanity in the construction of a community center on Bexar Street. The CDC has been very active with housing and community development initiatives. It hopes to expand its involvement in the future to include economic development as one of its missions, particularly along Bexar Street. The homes built by the CDC include garages and interior amenities, such as tile flooring and oak kitchen cabinets.



T.R. Hoover Comm. Center



T.R. Hoover Infill Home

Habitat for Humanity in Rochester Park

Habitat for Humanity, in concert with the Highland Park United Methodist Church, has built several homes in the Rochester Park neighborhood. These homes build upon improvements made in nearby public housing developments.



SF Habitat Home in Rochester Park

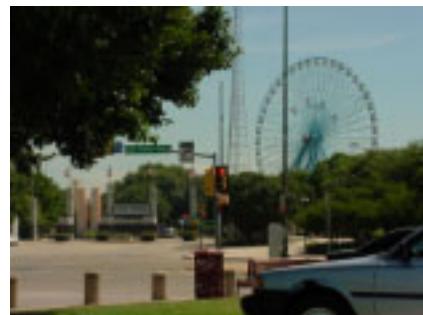


SF Habitat Home

PRIVATE SECTOR INITIATIVES

Fair Park

Fair Park is the site of the annual State Fair of Texas, the Cotton Bowl, Music Hall, Smirnoff Concert Arena, African-American History Museum, the Science Place, and the new Women's Museum. The bid for the 2012 Olympics will rely heavily on Fair Park as an event venue.



Fair Park

R. B. Cullum Corridor

The R.B. Cullum Corridor contains several retail and service companies that have seen value in investing in the South Dallas/Fair Park community. The center contains a Minyards Grocery Store and a Walgreens Pharmacy, as well as fast food, gas station, and banking locations. Its location across from Fair Park builds on the visibility brought from event traffic and provides the community with much needed retail and service locations.



Minyards



Walgreens

Jeffrey Meyer PDD

The Jeffrey Meyer PDD was developed in response to very poor neighborhood conditions that once plagued this area. As a result of the planning effort, dilapidated structures were removed from the area, making room for redevelopment opportunities.



Jeffrey Meyer PD

PUBLIC SECTOR INITIATIVES

Trinity Parkway Terminus

The proposed Trinity Parkway is projected to connect I-45 to C.F. Hawn Freeway, creating an opportunity to develop a regional retail center at the western edge of the South Dallas/Fair Park community. The Trinity River Corridor Plan, currently being developed for the City by the HNTB Team, calls for development that includes big box retail, mixed use residential, multiplex theater, and offices. The connection between C.F. Hawn and I-45 also removes the need for S.M. Wright to remain as a freeway. The potential exists for the removal of the freeway, returning the road to grade as a landscaped boulevard, reuniting the two sides of the highway and removing a noisy intrusion into the neighborhood.



Path of Trinity Parkway



Connection to C.F. Hawn

Dallas Area Rapid Transit (DART) Rail Yard

DART stores and maintains their rail cars on a site along the northern edge of the South Dallas/Fair Park community. Future DART plans include light rail transit stations and a bus transfer station in the community.



Dart Rail Yard

Intersection Improvements M.L.K. at Colonial

As part of the Main Street Program, improvements were made to Martin Luther King Blvd. Brick pavement decoration, public benches, and trash receptacles were added to intersections to improve the appearance of the community.



Intersection Improvements

V. FUNDAMENTAL OBJECTIVES GUIDING CORRIDOR REVITALIZATION

OVERVIEW

The Economic Development Corridor Plan seeks to provide leadership in the revitalization of the major business corridors, through improvements to the corridor infrastructure, upgrading and expanding existing business enterprises, and the development of new businesses that are consistent with the planned development district. In order to achieve these goals, the Economic Development Corridor Plan embraces five fundamental objectives.

1. The revitalization process must involve a holistic strategy for revitalization of commercial corridors through the use of public/private partnerships, leveraged funding, infrastructure improvements, and business financing.
2. The revitalization process must involve improvements to the commercial corridors' basic attributes of appearance and upkeep, landscaping and urban design, public safety, access and mobility, and quality of goods and services.
3. The revitalization process must increase resources dedicated to revitalization of the business corridors.
4. The revitalization process must provide financial support and technical assistance to existing businesses through programs of business retention, business expansion, business relocations, and development of new community based business enterprises.
5. The revitalization process must encourage corridor reinvestment both by existing businesses and new businesses, in the corridors.

OBJECTIVE ONE: HOLISTIC STRATEGY

The revitalization of the major business corridors requires a holistic strategy. This involves planning and implementation utilizing a partnership between individual business interests, local and state government, and business organizations and the cooperation of the surrounding neighborhoods. This includes a planning and implementation program with three major components:

- Business Development and Organizing,
- Systematic Property Improvement, and
- Area Improvements for the Corridor.

Business Development and Organizing

The Business Development and Organizing component includes the establishment of a working relationship between merchants and business operators, property owners, and business organizations in the area. This is an important step in developing a strategy because corridor resources are identified and nurtured to serve as building partners for business development and expansion opportunities and to undertake specific revitalization actions.

The Business Development and Organizing component has three parts. First is the development of goals and objectives for corridor improvements. This establishes a vision of what the business community wants to see happen in the area. It also helps establish a

commitment to carry out specific revitalization actions later in the process. This may require the formation of a formal merchants association, if one does not already exist. Second is the identification of potential public/private partnership opportunities for various revitalization activities. These may range from community development corporations to business associations involved in strategic partnerships with government and other private sector entities for specific contractual relationships for development projects. Part three identifies strategies to market the area to businesses and developers as a place to do business. This may involve recruiting of Community Development Corporations (CDCs) to serve as developers and to help nurture community-based business enterprises. It may also include organized efforts to retain, expand, and improve existing businesses located on the corridors.

Systematic Property Improvement

The second major component is the initiation of a “Systematic Property Improvement” program, which is essentially a parcel-by-parcel assessment of the specific revitalization actions needed for each property along the corridor. The property improvement program starts with an inventory of existing conditions of each property within the corridor. The physical and structural conditions of each business property or vacant lot are determined, along with information on ownership, regulatory concerns, and financial resources that might potentially be accessed for improvements. A prescription for each property is then prepared. Such prescriptions may involve improving owner access to financing, providing technical assistance, or support with business expansion or business relocations.

Area Improvements

The third major component is “Area Improvements” which identifies improvements that are needed for the areas as a whole or specific actions needed over a number of properties. It includes:

- Physical improvements to support reinvestment, such as urban design amenities, traffic controls, or street closures;
- Self-help initiatives, such as clean up campaigns and planting in medians or parkways;
- Public safety initiatives, officers on horseback, bicycle patrols, and crime prevention workshops; and
- Special promotional activities such as festivals, sidewalk sales, and holiday celebrations that promote business commerce for the corridor.

The development of the Area Improvement Plan brings the business interest and other stakeholders together around a mutually developed and shared vision for the corridor, and identifies specific strategies and tools to be used to improve the area, and identifies community-wide actions that support and facilitate corridor revitalization activities. This is

where the business community establishes its own unique identity and shapes the way they want the business corridor to be viewed by those who visit and come to conduct business.

OBJECTIVE TWO: IMPROVE BASIC ATTRIBUTES

The revitalization of the major business corridors must include improvements to the basic attributes of the business corridors. That is, prospective patrons of the goods and services offered along the business corridors want clean streets, well-maintained buildings, and a safe environment in which they can conduct their business. This requires the strong involvement of both the business community (ensuring consistent property maintenance and an attractive corridor appearance) and government (providing timely and sufficient city services such as trash collection, code enforcement, law enforcement, and infrastructure improvements). These basic attributes not only shape the way patrons feel about visiting the corridors, but also how current and future business enterprises will view the corridor as a place for business opportunity and investment.

OBJECTIVE THREE: INCREASE RESOURCES

The revitalization of the major business corridors requires increased financial resources to implement revitalization strategies. Traditionally, the businesses located along the major business corridors have had limited access to financial capital to improve and expand their businesses. Credit and other lending guidelines are barriers to traditional financing alternatives and most businesses do not meet the “return on investment or profit” criteria necessary to attract investment capital. Federal dollars for economic development activities and city incentive programs offer the most opportunity for businesses along the corridor to get the resources needed.

Most federal programs require direct application by the city for funding or city support to nonprofit corporations in their applications for funding. Additionally, some funding will require the city to administer the funds and/or provide matching resources in support of the program. The success of the revitalization process will be dependent upon an aggressive strategy to identify funding sources and submitting successful applications.

OBJECTIVE FOUR: FINANCIAL SUPPORT AND TECHNICAL ASSISTANCE

The revitalization of the major business corridors requires financial support and technical assistance to businesses. The City of Dallas has found some success operating programs that provide this type of financial support and technical assistance to corridor businesses. In recent years, through programs such as the Southern Dallas Development Corporation (SDDC), Business Assistance Centers (BAC), and the South Dallas/Fair Park Trust Fund, a number of businesses have been assisted during critical stages of their growth and development. These programs must be expanded to assist a much larger number of business enterprises that stand in need of these services.

OBJECTIVE FIVE: ENCOURAGE CORRIDOR REINVESTMENT

The revitalization of the major business corridors must include encouraging corridor reinvestment, both by existing businesses and new businesses. Businesses must be encouraged to reinvest in their business as a means of improving their attractiveness and competitive edge with the buying public. This can be achieved in several ways. First, the business community needs to identify the corridor's opportunities and assets and begin to build upon them. For example, the Grand Avenue, M.L.K. Boulevard and R.B. Cullum Boulevard corridors have yet to fully capitalize upon the year round activities occurring in the Fair Park Complex. The attendance that the park enjoys should be used to drive the development of specialty restaurants and retail shops along those corridors in the same manner that Deep Ellum and West End Market Place have developed. The location of a DART rail line and station along Trunk Street between Grand and M.L.K. will further enhance the foot traffic to these corridors and interaction between the business corridors and Fair Park.

Developers and business leaders must also focus on recruiting businesses that tend to attract large numbers of patrons and fuel other business activities to the corridors. Businesses such as movie theatres and performance halls are good candidates in that their patrons generally support restaurants, bars, and retail after performance activities. The community also celebrates a number of festivals and special events that could be more broadly advertised and expanded to place a greater emphasis on business corridor shopping. All these activities are intended to increase business opportunity and provide the ability for financial reinvestment by existing and new businesses in the business corridors.

VI. STRATEGIES FOR CORRIDOR REVITALIZATION

OVERVIEW

The Economic Development Corridor Plan recommends two types of strategies for the revitalization of the business corridors. First, we recommend a list of "General Strategies" aimed at increasing the resources available to fund revitalization and to introduce new participants and strategic partners to the process. Second, we recommend a number of "New Program Delivery Models" intended to serve as a framework for developing and implementing specific programs needed to solve issues identified in the planning process.

General Strategies for Enhanced Program Delivery

- Expand community development corporation involvement.
- Increase financing through federal and private sector resources.
- Expand the use of business assistance centers and SDDC.
- Expand efforts for regulatory enforcement and public safety initiatives.
- Expand partnerships between the City of Dallas, the Dallas Housing Authority, the Dallas Black Chamber, and corridor businesses.
- Expand the use of Public Improvement District and Tax Increment Finance incentive financing.

New Program Delivery Models

- Modified Main Street Program.
- Neighborhood Commercial Corridor Program (NCCP).
- Corridor Relocation Fund for Small Businesses.
- Economic Development Technical Assistance Grants.
- Infrastructure Grants.

GENERAL STRATEGIES FOR PROGRAM DELIVERY

Expand Community Development Corporation (CDC) Involvement

Most of the success of community development corporations has been in the area of housing rehabilitation and housing development. Those same models of success have to be directed toward economic development activities along the business corridors. Opportunities exist for CDC ownership and development of commercial shopping centers, business development and technical assistance programs, and development of mixed use housing, office and commercial development projects. Proposed Regional Service and Community Commercial Corridors, such as Grand Avenue, Lamar Street and others, offer excellent opportunities for new commercial development and mixed use development on vacant land. Other proposed Community Commercial and Neighborhood Commercial Corridors, such as M.L.K. Boulevard, and Second Avenue, offer unique opportunities for a mix of new commercial development and adaptive reuse of existing structures. A number of Neighborhood Commercial Corridors, such as Spring Street, Bexar Street, and Malcolm X Boulevard, are

ideally suited for CDC development projects to be carried out in conjunction with other community initiatives.

New CDCs may have to be created in order to have a focused effort on economic development. A number of financial resources are available to fund economic development efforts and the business and community leadership should encourage the development of a CDC to take advantage of these funds. Faith based organizations should be encouraged to participate by creating CDCs for economic development activities as well. Their location in the community, coupled with their membership and weekly deposits of offerings, should be used to leverage bank lending and grant funding for economic development programming. Capitalizing on existing community assets and organizations should be given high priority as a first step toward getting early economic development projects underway.

Increase Financing Using Federal and Private Sector Resources

Business owners in attendance at the public meetings during the corridor planning process cited a lack of adequate financing for operating capital, business improvements, and business expansions as a major concern. Many of the business owners perceive the problem to rest with "redlining", poor neighborhood conditions, and a general lack of desire to provide financing on the part of the lenders, while lenders expressed issue with credit worthiness, repayment ability, and poor business operations. While we are unable to determine which arguments are correct, we are able to say, with some certainty, that the success of revitalization efforts for the corridors will require improved access to capital and new sources of financing.

Community Development Financial Institution (CDFI) funding, offered by the U.S. Department of Treasury, has been underutilized in Dallas. The Southern Dallas Development Corporation has utilized the fund to the tune of \$1,000,000 per year for the past three years. However, few other organizations have had such success.

During the last months of the Clinton administration, legislation was passed by Congress authorizing an economic development tax credit initiative called "New Markets Tax Credit". This program is intended to spur \$15 billion in new private capital that would be available as equity investment for eligible "Community Development Entities" (CDEs) through tax credits received by individual and corporate investors. The tax credit would be worth more than 30 percent of the amount invested, in present value terms. This program could be a valuable asset for raising investment capital to fund project opportunity implementation, as described in this report. The Bush administration is currently developing program guidelines for implementation, expected in October 2001.

Programs offered by the SDDC may be one source of funding to be explored. SDDC's efforts toward providing venture capital and business loans, utilizing Treasury Department CDFI funds and other sources, could be utilized in this area. The City and SDDC should explore opportunities to use these funding sources in conjunction with federal CDBG funds to support business financing.

Expand The Use Of Business Assistance Centers (BAC) and SDDC Programs

The City of Dallas has been successful in its use of the Business Assistance Center concept as a means of developing small business enterprises. Particularly in the South Dallas/Fair Park Community, the BAC operated by the nonprofit corporation ICDC has been successful in developing new business enterprises. Building on that success, we recommend that the Business Assistance Center program be expanded to provide services to start-up business enterprises that locate on the business corridors. The services would mirror the current BAC program providing technical assistance, subsidized lease space, business services, and working capital. Participation would be limited to retail and personal service businesses, such as restaurants, retail stores, dry cleaners, beauty shops, and others.

One BAC would be created with select participants limited to locations on the major corridors affected by the Planned Development District. Selection criteria will have to be developed to guide the process of selecting participants. Those criteria could include emphasis on the financial strength of the applicant, type of use proposed and its consistency with the zoning, and higher weight given to applicants who propose to locate within one of the proposed development opportunity areas.

Increase Regulatory Enforcement and Public Safety Initiatives

Code enforcement, Texas Alcohol Beverage Control (TABC) regulatory enforcement, and public safety remain a concern for the business corridors. While a change in zoning to a planned development district goes a long way toward eliminating obnoxious uses, enhanced levels of enforcement will be needed to help these corridors overcome both a perception of high crime and regulatory violations, as well as a reduction in the actual number of incidents occurring on the corridors.

Code enforcement will be a major issue, heightened by the number of businesses rendered nonconforming or in need of a Special Use Permit or Development Impact Review based on the planned development district zoning. Other uses will be required to discontinue operations associated with their business, such as outside sales and outside storage. Code enforcement education will be necessary to inform business owners of violations and to

ensure compliance. This will require public meetings/announcements, notifications, and ultimately concentrated sweeps and enforcement actions.

As indicated in the Phase One report, TABC regulatory enforcement and police enforcement appear to be inadequate to aggressively deal with regulatory concerns, such as outside consumption of alcohol, public intoxication, or other violations. It is these activities, and their associated impacts of litter and loitering, that add to both the reality and the perception of crime and neighborhood decay. A greater presence and enhanced levels of TABC and police enforcement will be necessary to combat violators who openly defy the laws and regulations.

Expand Strategic Partnerships

New partnerships for economic development projects will be necessary to carry out the array of projects and programming needed for the South Dallas/Fair Park business corridors. The success in forming strategic partnerships to achieve community revitalization goals has been principally limited to CDC collaborations with financial institutions and Dallas Housing Authority ventures with SDDC and the private sector. The resources of Dallas Housing Authority, the Dallas Black Chamber, area churches, for profit businesses, and developers have been underutilized and their successful collaborations with community organizations and CDCs have been limited. The Dallas Housing Authority's West Dallas Shopping Center and SouthFair CDC's successful Eban Village I and II redevelopment joint ventures with NationsBank CDC stand as examples of what can be done when these resources are combined into strategic partnership.

Many of the land uses identified as obnoxious in the moratorium will be rendered nonconforming by the planned development district, increasing the need for the redevelopment of a number of highly visible locations along the major business corridors. Nonconformity does not necessarily mean the operation will automatically cease. The community may be forced to initiate the amortization powers of the Board of Adjustment or to identify private sector investors for purchase and redevelopment of these sites.

Expand The Use of Public Improvement District (PID) and Tax Increment Financing (TIF)

PID and TIF financing has not been fully utilized in inner-city neighborhoods and revitalization areas in Dallas. The Economic Development Corridor Plan has identified a number of project opportunity areas that will require infrastructure improvements in order for those initiatives to move forward. PID and TIF financing will be one alternative for financing improvements and attracting development interest for these prospective project opportunities.

However, unlike McKinney Avenue and other areas where developers fueled the use of these tools, the City, merchant associations, and the Dallas Black Chamber will need to actively market the use of special financing as a means of funding needed infrastructure. This financing may also need to be packaged with other incentives, such as business financing using CDBG and SDDC programs or Section 108 Loan Guarantee funds, as was done to encourage housing development in the Intown Housing Program.

PROGRAM DELIVERY MODELS

Modified Main Street Program

Program Elements

The Modified Main Street Program is an approach to commercial revitalization that uses a model developed by the National Trust for Historic Preservation's National Main Street Center. This approach has been implemented in over 1,500 communities since 1980. The modified main street concept, which has been used successfully in cities like Boston and Baltimore, provides customized support and assistance to designated neighborhood business districts or corridors based on a comprehensive strategy tailored to local needs and opportunities. City assistance varies from city to city. For example, the City of Boston sets aside a significant portion of its federal Community Development Block Grant funds for the Boston Main Streets program. In addition, the City of Boston commits six full-time staff to assist the local districts in many aspects of their programs. Local districts in Boston also have access to city architects, design staff, transportation planners, and technical assistance specialists.

The Modified Main Street program focuses its effort on providing merchants and community residents with the tools for their commercial corridors to compete in today's market. The Modified Main Streets program helps the local districts capitalize on their unique cultural and historical assets while focusing on the community's economic development needs. Examples include small business recruitment, business retention, and addressing competition from shopping malls and discount retailers.

The Modified Main Street districts would follow a four-point comprehensive approach that creates and sustains the district's image through reliance on:

1. Community-based organization leadership,
2. Promotion of the business corridor,
3. Design, and
4. Economic restructuring.

Specific Main Street activities and operations include storefront improvement grants, public enhancements, and local promotional and fund-raising events that strategically aim to enhance the image of the business district and attract consumers. Using the Main Street four-point approach, district staff and volunteers draw upon the skills and experience of the local stakeholders to revitalize the district.

Designation as a Modified Main Street Corridor is intended to open the door to an array of support services, technical assistance, and modest financial resources. This proposed Main Street Program is not simply a grant program. Designated corridors are expected to conduct independent fundraising efforts, actively participate in the schedule of workshops and training sessions, and work collaboratively with other Modified Main Street corridors. The Modified Main Street Program will provide each designated corridor with the following:

Technical Assistance – The City of Dallas would provide each designated community with regular technical assistance and assessments. This assistance would orient the community to the Main Street approach, aid in the hiring of a local Main Street manager, assist in developing urban design alternatives, and provide regular training opportunities on such issues as fundraising, board organization, and business recruitment. Some of this assistance would be individualized for each corridor. Other assistance would be directed at all business corridors collectively.

Administrative Funding – Each participating Main Street Corridor program would receive funding for staffing and other administrative costs. In the first year, each commercial district would receive \$45,000. This amount would decline each subsequent year with the expectation that the local Main Street organizations would increase their fundraising capacity.

Design Grant Funding – The City would provide each designated commercial district with \$25,000 for a façade and signage improvement program as soon as each local Main Street organization prepares a detailed plan for such a program. These funds would be used to provide matching grants to local business and property owners for making physical improvements to their buildings.

Promotion Funding – The City would provide each designated business district with \$2,000 each year for promotional activities. The local Main Street program must match these funds.

Community Development Block Grant funds could be used to fund the technical assistance, administrative, design grant, and promotion funding.

Corporate Sponsorship

The Modified Main Street corridors could team the corridor organizers with a corporate sponsor as a means of expanding the resources available for the program. The corporate sponsor would be a business or corporation that contributes \$10,000 each year for four years towards operational expenses. More importantly, the corporate sponsor would provide access to technical resources such as printing, marketing assistance, and volunteer projects.

The Boston Main Streets (BMS) program was the first in the country to include a strong partnership component between its local Main Street Districts and corporations with a presence in the community. BMS lists as the aim of its Corporate Buddies Program:

- To maximize the effectiveness of the local Main Streets Program,
- To deepen corporate commitment to the communities in which they do business,
- To create opportunities for collaboration and shared responsibility between corporations and local merchants, and
- To enhance the quality of life for residents by offering added services, a higher community profile and a deeper investment in the community.

In addition to the financial commitment of the corporate sponsor (\$10,000 per year for four years), each corporate sponsor would be expected to provide resources and access to resources that assist their partner Main Street towards the goal of self-sufficiency.

Below is a set of baseline requirements for participation in the Boston Main Street Corporate Buddies Program. Each corporation that agrees to be paired with a Boston Main Street district must agree with the standards in theory and strive to meet or exceed all baseline standards within the parameters of their abilities. This criteria could serve as a guide should Dallas include a Corporate Sponsorship component to its program.

Baseline Requirements

- Serve as a member of the local Main Streets Board of Directors;
- Commit a minimum of six hours per month to Main Street activities through a corporate liaison;
- Play an active leadership role in local Main Streets fundraising activities;
- Provide access to resources needed to develop a marketing plan;
- Provide services by in-house marketing department or consultants to accomplish goals of the marketing plan;
- Provide access to resources to produce marketing materials;
- Provide technical assistance to develop business plans for local businesses;
- Create volunteer opportunities for neighborhood-based employees and include Main Streets as a priority volunteer activity at the corporate level;
- Where possible, supply the Main Street organization with office equipment such as computers, software, and FAX machine and facilitate in-kind contributions as needed; and
- Participate with representatives of other Corporate Buddies in an annual meeting with the City of Boston to discuss progress of Main Street districts within a citywide context.

The Modified Main Street Program can be an asset to the community in rebuilding its commercial corridors. The Dallas Black Chamber could provide the leadership for this effort building upon its successful M.L.K. Boulevard Main Street Program funded by the National Trust and the City of Dallas in recent years.

Neighborhood Commercial Corridor Program

Program Elements

Each Corridor would be encouraged to apply for the Neighborhood Commercial Corridors Program (NCCP), which is an existing collaboration between the Local Initiatives Support Corporation (LISC), community development corporations (CDCs), and the National Main Street Center, for the purpose of revitalizing commercial strips in CDC neighborhoods. NCCP's goal is to physically and economically revitalize these neighborhoods by restoring the commercial corridor, increasing store visits and sales, and creating jobs.

Tapping into the proven model developed by the National Main Street Center, CDCs create and implement a plan for district revitalization, tailored to local opportunities and challenges:

- Organizing business and property owners to address security, promotions, marketing, and other issues of common concern to them;
- Seeking public and private investment to enhance the physical environment and aesthetic appeal of the commercial district;
- Attracting new customers, as well as new businesses and economic uses, to diversify services and fulfill community needs;
- Supporting existing businesses and new entrepreneurs with technical help and financing; and,
- Economically revitalizing the neighborhood, generating increased store visits and sales, leading to new economic activity and net new jobs for area residents.

In carrying out their customized versions of the Main Streets method, participating CDCs will:

- Learn and apply techniques to retain and create jobs by repositioning local businesses;
- Mount marketing campaigns to bring new customers and investors into the district; and
- Create pragmatic strategies for saving architectural and design features contributing to the district's unique ambiance and feel.

Participating CDCs are encouraged to develop the project, and their internal capacity, incrementally. For example, the CDC may start its project by retaining a key pharmacy or specialty food store otherwise at risk of closure, thereby saving businesses that generate traffic for the commercial districts.

It is important that CDCs establish links with new partners, assist emerging entrepreneurs, build new and positive connections with lending institutions and business owners, and

develop the set of skills necessary to understand the economic opportunities present in their community.

Corridor Relocation Fund for Small Businesses

Program Elements:

The goal of a Corridor Relocation Fund for Small Businesses is to provide non-conforming business with the financial resources and technical assistance to become viable in a new location where the use is permitted by zoning.

Eligible relocation costs and the procedures followed to determine compensation should be comparable to those that apply to businesses displaced by public action.

Eligible cost items:

- Actual cost of moving;
- Direct losses of tangible property;
- Searching expenses; and
- Reestablishment expenses.

Reestablishment expenses may include:

- Repairs or improvements to the replacement real property required by Federal, State, and local laws, codes, or ordinances;
- Modifications to the replacement real property to make the structure(s) suitable for the business operation;
- Installation of exterior advertising signs;
- The cost of installing utilities from the right-of-way line to the structure(s) or improvements on the replacement site;
- Redecoration or replacement such as painting, wallpapering, paneling, and carpeting when required by the condition of the replacement site;
- The cost of license fees and permits when not covered as a moving expense;
- Marketing studies, feasibility surveys, and soil testing;
- Advertising the new business location;
- Professional real estate services for the purchase or lease of a replacement site;
- The estimated increased costs of operation at the replacement site during the first 6 months for items such as:
 - Lease or rental charges,
 - Personal or real property taxes,
 - Insurance premiums, and
 - Utility charges (excluding impact fees); and
- One-time assessments or impact fees for anticipated heavy utility usage.

Compensation limits could be enacted by an ordinance establishing a Corridor Relocation Fund for Small Businesses. Sources of funds include South Dallas/Fair Park Trust Fund or Community Development Block Grant. Funds would be available on a reimbursement basis. Eligibility would be limited to businesses that were legally conforming at the time of the adoption of the PD ordinance.

Economic Development Technical Assistance Grants

Program Elements:

The goal of this program is to enable South Dallas/Fair Park business owners to obtain up-to-date counseling, training, and technical assistance in all aspects of small business management. Grants could be used to obtain assistance with financial, marketing, production, organization, engineering and technical problems, and feasibility studies.

Assistance would be provided to both current and start-up small business owners.

Assistance would be available to anyone interested in beginning a small business for the first time or improving or expanding an existing small business, who cannot afford the services of a private consultant.

Examples of technical assistance needs of small businesses:

- Identification of retail opportunities in South Dallas/Fair Park (under served markets).
- Development of a marketing strategy for individual business or neighborhood.
- Identifying and gaining access to area suppliers and potential customers.
- Organizational development assistance.
- Exposure to best practice examples.
- Development of human resources.
- Training and assistance on small business accounting and finance practices.
- How to benefit from associations such as chambers of commerce, business associations, and community development groups.

Access to professional services in these areas can be the difference between success and failure for a small business. The purpose of this program is to provide that access for businesses in South Dallas/Fair Park.

The amount of grants and guidelines for eligibility would be similar to the policies governing the South Dallas/Fair Park Trust Fund. Programs could be operated as seminars, workshops, and technical assistance utilizing existing Business Assistance Centers, the Dallas Black Chamber, or the Southern Dallas Development Corporation.

Infrastructure Grants

Program Elements:

Infrastructure is important to commercial interests in two very different ways. First, at a purely functional level, it provides the foundation necessary to support business and commerce, namely transportation, utilities, and public services. The quality and design of the public infrastructure also plays a psychological role in commerce. Infrastructure that is well designed, well built, and well maintained says to residents and visitors (all potential customers) that this is a good place to do business.

In all its commercial corridors and districts, South Dallas/Fair Park must realize the same level of high quality infrastructure and services as other successful commercial corridors in the City of Dallas. This principle applies to such things as:

- Curbs, sidewalks, and gutters;
- Street repair, street upgrades, and reconstruction;
- Street lighting, signage, and signal lights;
- Water, and sewer utility extensions and upgrades;
- Police enforcement and storefront facilities/public safety initiatives;
- Recreation facilities;
- Code enforcement;
- Animal control enforcement;
- Zoning changes;
- Garbage collection, bulk, and brush pickup; and
- Landscaping and median beautification.

Compliance with the property standards included in the proposed planned development district ordinance for South Dallas/Fair Park may be difficult for some of the smaller businesses, particularly in Neighborhood Service Districts. The City should consider a program of grant assistance to help these businesses comply with the new requirements. Complying with landscaping requirements, for example, will be an important way in which all new businesses will help to upgrade the appearance of the community. Parking, screening, and lighting standards will be very important in reducing the potential impacts of businesses that are in close proximity to residential uses. While for other commercial corridors within the city the established principle is that affected businesses are responsible for the funding of new public infrastructure, in South Dallas/Fair Park, the City will have to “participate” in the funding of improvements to private property in order to realize the greater long-term benefits of the new zoning. A public/private partnership will be required in order to meet these objectives.

VII. DEVELOPMENT OPPORTUNITY SITES

INTRODUCTION

To move from the General Corridor Land Use Concept to economic development recommendations, project opportunities were identified throughout the South Dallas/Fair Park Community. These project opportunities are specific locations where the corridor land use concept could be implemented for a specific type of land use development. The current conditions of the potential project location, the activities of local entities involved in community revitalization, and the physical and locational qualities of the project sites were considered in identifying project opportunities. From the list of project opportunities identified, four were selected for detailed illustrations of the economic development programs, plans, and policies needed for implementation.

The project opportunities identified are not intended to be a complete list of project opportunities in the South Dallas/Fair Park Community. Rather, they are a representative list of the type and scope of projects that would contribute to the objective of economic development of the commercial corridors and, in turn, strengthen and promote neighborhood revitalization.

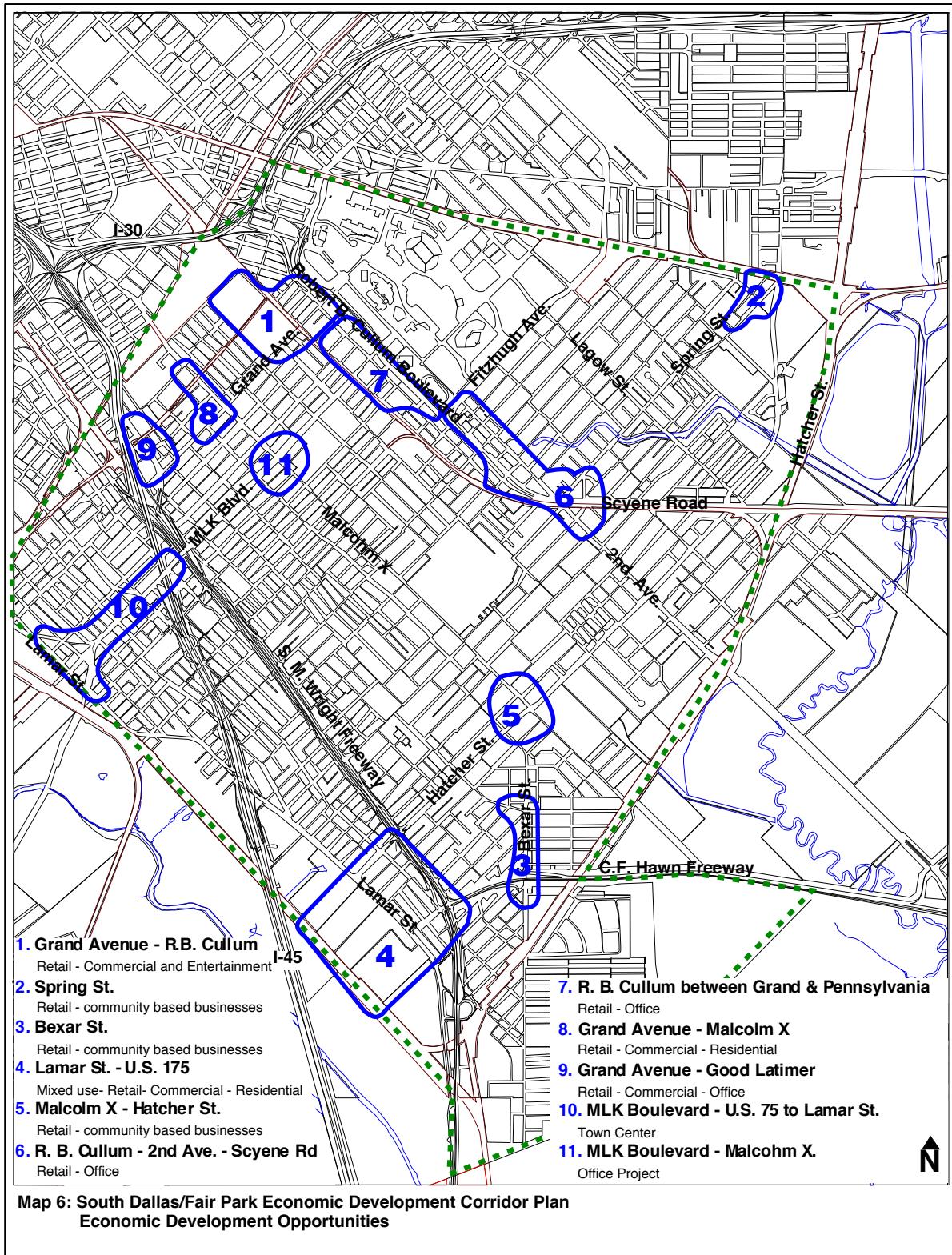
PROJECT OPPORTUNITY CRITERIA

The Project opportunities were evaluated using nine specific criteria.

- 1. Gateway Visibility** – The extent to which the project location would impact the first impressions of people coming into the community. Seeing success would have a positive impact on changing perceptions and stimulating additional investment.
- 2. Major Highway and Rail Transit Access** – Access is a critical element contributing to the success of commercial development projects.
- 3. Vacant and Underdeveloped Land for Redevelopment** – Land assembly for new development in older, built-up areas is made easier if there is already vacant land or underdeveloped parcels available.
- 4. Evidence of Area Reinvestment Already Occurring** – It is easier to attract investment to an area that is already showing signs of revitalization. Risk is reduced and funding is generally more available.
- 5. Community Based Developer/Organization Involvement** – Areas that already have active CDCs working on neighborhood revitalization provide a base from which to start commercial revitalization. Funding programs available to assist in these types of efforts often require community non-profit involvement.
- 6. Major Public Project/Initiatives Planned for the Area** – Public projects or initiatives planned for the area provide an important opportunity to leverage activities through public/private partnerships.

- 7. Opportunities to Support Community-Based Businesses** – One of the primary objectives in the economic development corridor plan is the development of community-based businesses.
- 8. Obnoxious and Marginal Land Uses Identified for Redevelopment in the PD** – The Planned Development District will impact obnoxious and marginal land uses. The economic development project opportunities can help alleviate the impact by providing alternatives that contribute to community revitalization.
- 9. Opportunities to Link Redevelopment Areas to Existing Development** – There are pockets of existing development in the South Dallas/Fair Park Community that would both benefit from additional revitalization around them and contribute to that revitalization.

Map 6, on the following page, shows the eleven project opportunity areas identified. A short description of the critical features of each project opportunity follows the map.



PROJECT OPPORTUNITY AREAS

This section provides a short description of the critical features of the project opportunity areas identified on Map 6. For each area, a brief list of the current conditions, local revitalization efforts, and physical and locational qualities of redevelopment sites is provided.

Area One: Grand Avenue/R. B. Cullum Boulevard

- Retail, commercial, and entertainment district opportunity;
- Grand Avenue as a major entertainment and retail district;
- Gateway visibility as an entrance into the community, major freeway access, and linkage to Fair Park Complex;
- Vacant land west of Grand Avenue for development, including redevelopment of several industrial properties;
- Proposed DART rail service and Grand/Trunk light rail station; and
- Reinvestment currently occurring with the SouthFair CDC.

Area Two: Spring Street

- Retail and community based business opportunity;
- Reinvestment currently occurring with ICDC Spring Plaza Development;
- Vacant land and marginal property in need of redevelopment;
- Existing Dallas Housing Authority housing development and potential for HUD HOPE 6 Redevelopment within the corridor; and
- Opportunity to create retail-community based business incubator program.

Area Three: Bexar Street

- Retail and community based business opportunity;
- Underdeveloped existing zoning;
- Vacant buildings and lots for redevelopment;
- Reinvestment current occurring in the area with T. R. Hoover CDC;
- Major freeway access with C. F. Hawn Freeway; and
- Opportunity to create retail-community based business to serve the surrounding neighborhood.

Area Four: Lamar Street

- Mixed use/retail, commercial and residential opportunity
- Major redevelopment area with potential linkage to Trinity River, Trinity River Parkway, or possible Interstate Highway 45 connection to C.F. Hawn Freeway;
- Gateway visibility as an entrance into the community, major freeway access;
- Vacant land and marginal land uses in need of redevelopment;
- Major opportunity for “Big Box” retail based on size of redevelopment parcels, freeway access, and land available for parking;
- Reinvestment in housing units currently occurring north of the area with the T. R. Hoover CDC; and
- Opportunity for community based business enterprises.

Area Five: Malcolm X Boulevard -- Hatcher Street

- Retail and community based business opportunity;
- Underdeveloped existing zoning;
- Vacant buildings and lots for redevelopment;
- Adjacent to Lincoln High School, a major area landmark;
- Obnoxious use in need of redevelopment;

- Opportunity to create retail-community based business to serve the surrounding neighborhood; and
- Major intersection serving the community.

Area Six: R B Cullum/ Second Avenue / Scyene Road

- Retail and office opportunity;
- Underdeveloped existing zoning;
- Vacant property between Second Avenue and Cullum Boulevard for redevelopment;
- Highly visible corridor for office and retail development;
- DART light rail station proposed at Scyene Road and Second Avenue;
- Opportunity to create retail-community based business to serve the surrounding neighborhood; and
- Major gateway into the community and proximity to the Fair Park Complex.

Area Seven: R B Cullum between Grand Avenue and Pennsylvania Avenue

- Retail and office opportunity;
- Underdeveloped existing zoning;
- Vacant property for redevelopment;
- Highly visible corridor for office and retail development;
- Proposed DART light rail station on Trunk Street;
- Redevelopment already occurring between M. L. K. Boulevard and Grand Avenue; and
- Major gateway into the community and proximity to the Fair Park Complex.

Area Eight: Grand Avenue at Malcolm X Boulevard

- Retail, commercial and residential opportunity;
- Serves as a connection between existing residential historic district and residential redevelopment west and east of Grand Avenue;
- Gateway visibility as an entrance into the community from Deep Ellum and downtown Dallas;
- Vacant land west of Grand Avenue for residential redevelopment, including redevelopment of the Jeffrey Myers PD;
- Proposed DART rail service and Grand/Trunk light rail station;
- Redevelopment currently occurring with the SouthFair CDC east of Grand Avenue and along the Grand Avenue frontage; and
- Obnoxious business locations on the north west corner, across from elementary school, recently acquired by CDC for redevelopment.

Area Nine: Grand Avenue/Good Latimer Expressway

- Retail, commercial and office development opportunity;
- Secondary ateway visibility as an entrance into the community from downtown Dallas;
- Vacant and underdeveloped land available for redevelopment;
- Potential retail opportunity to serve both the surrounding community and the residential development downtown; and
- Opportunity for small scale office, with ground level retail.

Area Ten: M. L. K. Boulevard – Lamar Street to U.S. 75.

- Town Center development opportunity;
- Secondary gateway visibility as an entrance into the community from downtown Dallas via Lamar, from Oak Cliff via Cedar Crest/Kiest Boulevard, and into the community via U.S. 75 and I-45;

- Conservation and redevelopment of existing theatre and marginal retail in conjunction with vacant land for retail town center;
- Existing reinvestment occurring east of M. L. K. Boulevard with Operation Relief CDC;
- Potential for street closures and traffic control measures to enhance its retail appeal; and
- Marginal retail uses and vacant lot in need of reinvestment and redevelopment along the M. L. K. Boulevard corridor, from US 75 to Lamar Street.

Area Eleven: M. L. K. Boulevard – Malcolm X Boulevard

- Office development opportunity;
- Project planned by the Dallas Black Chamber of Commerce; and
- Key intersection within South Dallas.

VIII. DEVELOPMENT OPPORTUNITY ILLUSTRATIONS

INTRODUCTION

Four of the project opportunities from the previous section were selected for detailed illustrations of the economic development programs, plans, financial resources, and policies needed for implementation. Bexar Street and Spring Street represent Neighborhood Commercial corridor opportunities, Grand Avenue a Community Commercial corridor opportunity, and Lamar Street a Regional Service Commercial corridor opportunity. Each development opportunity illustration examines current conditions and proposed zoning as a context for highlighting a potential redevelopment concept. While the illustrations are conceptual and do not represent detailed development plans for specific projects, they are intended to demonstrate the development potential and resources available to implement such projects. Each of the four project opportunities illustrations contain a general introduction, a discussion of the proposed project opportunity, and recommended options for implementation.

BEXAR STREET NEIGHBORHOOD COMMERCIAL CORRIDOR

Introduction

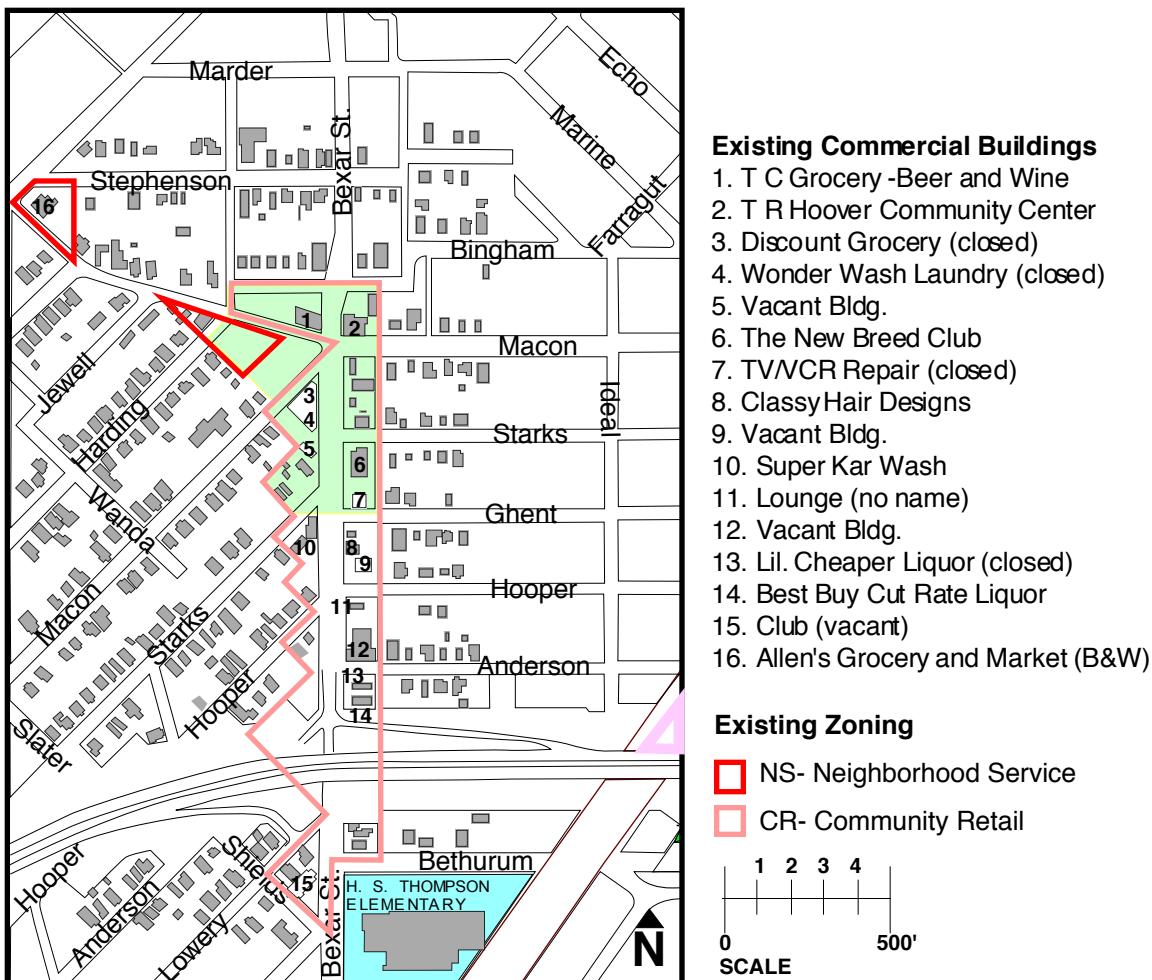
Bexar Street, designated as area three on Map 6, the Project Opportunities Map, is an ideal candidate to illustrate an economic development opportunity for retail and community-based business development. The area is designated a Neighborhood Commercial area in the Land Use Concept Plan and will be zoned accordingly in the South Dallas/Fair Park Planned Development District. It currently has a mix of existing businesses and vacant buildings along the corridor from C. F. Hawn (U.S. 175) Freeway north to Bingham Street. Current uses include grocery stores that sell beer and wine, liquor stores, beauty shops, car wash, and various clubs and lounges.

The existing zoning along Bexar Street is Community Retail (CR) which allows a level of intensity and a range of uses incompatible with a residential neighborhood. This zoning category is designed to serve multiple neighborhoods and larger community areas. It is too intense for a neighborhood commercial area imbedded in a single family neighborhood. As a result, there is a considerable level of underutilized zoning in place along Bexar Street, in both the number of vacant commercial buildings and the number of vacant lots.

The rezoning proposed in the South Dallas/Fair Park Planned Development District would render a number of current uses along Bexar Street nonconforming. These include convenience stores, clubs and lounges, and a car wash. Elimination of these uses, which

impact the surrounding residential neighborhood and decrease the potential for new commercial development, will assist current community efforts for neighborhood revitalization.

Revitalization efforts are currently underway within the area due to the efforts of the T. R. Hoover Community Development Corporation . A new community center is being completed, at the intersection of Bexar Street and Macon, and new residential infill housing is being completed within the neighborhood. Map 7 shows the existing Bexar Street corridor and the location of the proposed economic development project.



**Map 7: South Dallas / Fair Park Economic Development Corridor Plan
Bexar Street Existing Conditions**

Project Opportunity

The project opportunity is to create a community-based, neighborhood retail center to serve the surrounding neighborhood. The focal point for the neighborhood retail center would be at the intersection of Bexar Street and Macon. The development concept is to consolidate the

nonresidential uses into a neighborhood retail center around this intersection and take them off the long street frontage between the new center and a commercial node at C. F. Hawn Freeway. This creates a destination for neighborhood residents at the new retail center, reduces the impact of nonresidential uses along the remaining street frontage, and maintains a community commercial node at the intersection of Bexar and C. F. Hawn Freeway.

The proposed development plan for the new retail center is shown in the Bexar Street Sketch Plan on Map 8. This plan shows a number of new commercial structures built at the street edge to create a pedestrian oriented center. The buildings would be approximately 60 feet in depth and could be divided into separate commercial spaces on a 20 foot increment. If all the new buildings were built as shown in the sketch plan, a total of approximately 24,000 square feet of commercial space would be created. Parking lots to serve the neighborhood center would be located at the edges of the center and buffered from the adjacent residential development by fences and landscaping.

The 24,000 square feet of commercial space conceptualized in the new Bexar Street retail center would satisfy potential demand expected for a neighborhood center. Because the market is soft in this area, due to existing conditions (both negative existing uses along Bexar Street and need for residential revitalization in the surrounding neighborhoods), the development of the commercial center should be phased. The plan could be started with a small cluster at the intersection, with expansion of additional buildings and parking lots on adjacent blocks as the market allows.

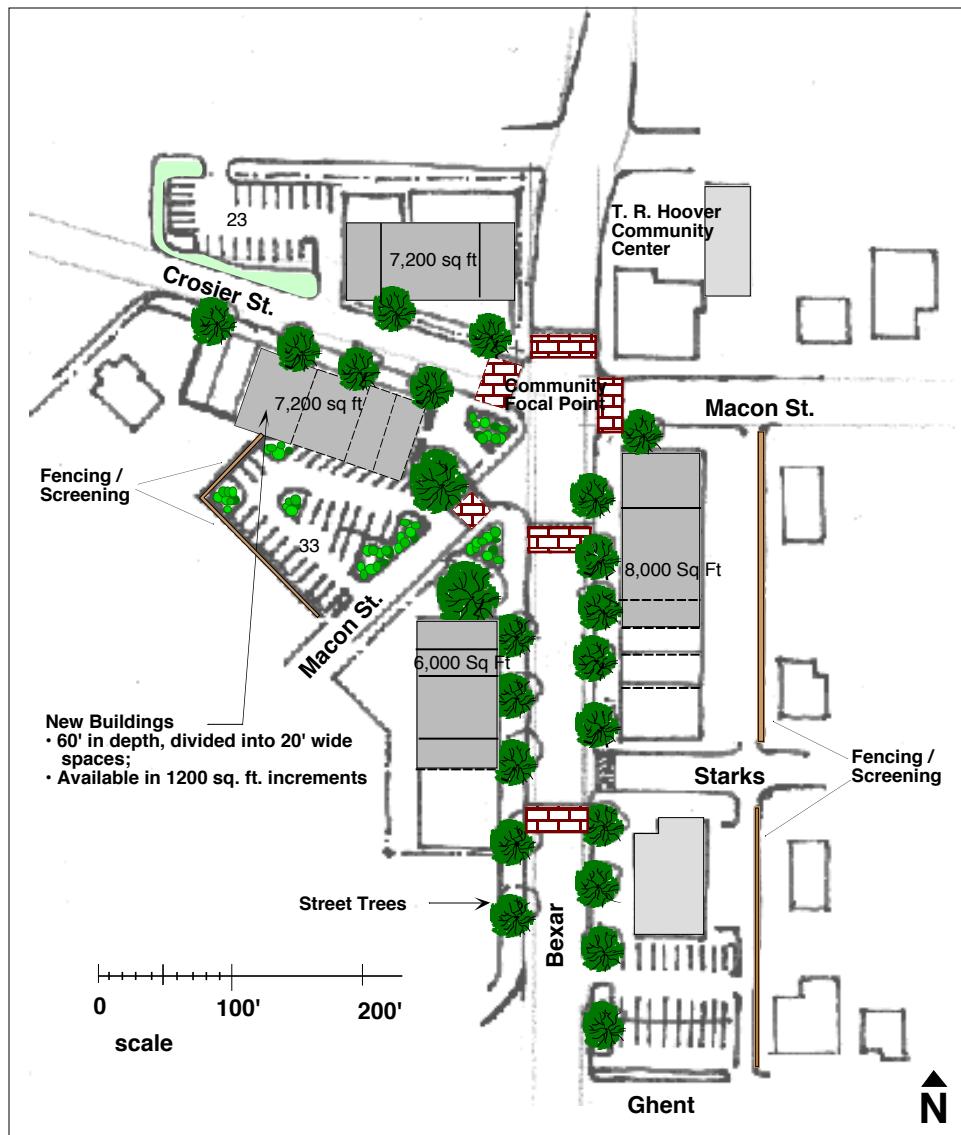
As the Bexar Street center is developed, the remaining land along Bexar Street, that is currently zoned for nonresidential uses, should be either rezoned for residential uses (e.g., single family housing or perhaps townhouses) or developed with institutional uses that would be supportive of neighborhood revitalization. Such uses might include churches, day care centers, assisted living facilities, cottage housing, or similar uses.

The Bexar Street Retail Center concept proposes a development that centers around a focal point plaza at the intersection of Bexar, Macon, and Crozier Streets. This focal point could include landscaped plazas where the odd shaped blocks come together. Landscaping, benches and decorative pavement crosswalks, and special street lighting would set the design theme for the center. Street trees and parking lot landscaping would extend the amenities as subsequent blocks were developed.

The architecture of the new buildings could mirror the style of turn of the century commercial buildings to give the center a special image and identity. This architectural style, as illustrated in the sketch, lends itself to development of individually identified store fronts

and incremental development of separate buildings while maintaining an overall consistency in style.

**Map 8: South Dallas / Fair Park Economic Development Corridor Plan
Bexar Street Sketch Plan**



Project Implementation

The Bexar Street Neighborhood Retail Center presents an excellent opportunity for a local Community Development Corporation project initiative. The T.R. Hoover Community Development Corporation could, serve as developer, with technical assistance and broad input from the surrounding neighborhood. It will be important to ensure that community input is received regarding the type of uses ultimately proposed for the center, that the development fully embraces the concept of a commercial center integrated into the neighborhood, and to help realize the “neighborhood center” synergy being created at the intersection of Bexar Street and Macon. Special financing and financial incentives will be needed to make this project opportunity a reality, emphasizing even more the need for CDC involvement to afford access to some of the funding sources.

Funding would be needed for acquisition, site clearance and demolition of existing structures, construction of new building on existing vacant lots, renovation of existing buildings, and funding of individual businesses to occupy the commercial space. Community Development Block Grant (CDBG) funds could be used for acquisition, demolition, and site clearance.

Potential sources for construction loans for new buildings and renovation of existing structures and permanent financing include CDFI Loan Funds, CDFI New Market Tax Credits, and private bank financing.

CDFI Loan Funds, SDDC Loan Programs, and SDFP Trust Fund financing could be used for loans to individual businesses acquiring and occupying the commercial space. This is particularly important in that community based businesses in the South Dallas / Fair Park Community have traditionally had difficulty in obtaining financing.

Funding for the infrastructure improvements that will be needed, including street improvements, intersection and paving enhancements, median planting, sidewalk, curb and gutter, lighting, signage, and parking lots is critical. The creation of a Tax Increment Financing (TIF) District is one potential source to fund such improvements. In a TIF district, future increases in tax revenues are used to fund improvements which improve an area and thereby generate the increased revenues. This technique has been used in several other areas of Dallas for just such projects.

SDFP Trust Fund dollars could also be used to fund some of the building façade improvements, fencing and screening, lighting, and signage costs associated with the project.

Should T.R. Hoover CDC, or other community-based organization, move forward with this project opportunity, they could become the primary applicant for the proposed funding

alternatives. A phasing of the development financing and the actual construction will be needed to ensure that the project has the ability to attract tenants and lease-up without creating more square footage than can be absorbed. It is also recommended that a complete project plan, including market analysis, be developed and presented to potential financial partners to ensure that they fully understand how the overall neighborhood retail center will take shape.

LAMAR STREET REGIONAL SERVICES CORRIDOR

Introduction

The project opportunity along the Lamar Street Regional Service Corridor has both a long-term and a short-term component. The long-term opportunity is created by the proposed Trinity Parkway project, which will terminate at C. F. Hawn Freeway. The short-term component involves creation of a neighborhood retail center for community-based business development in advance of the Trinity Project implementation.

The Trinity River Corridor Comprehensive Land Use Plan has proposed a Prototype Site Plan for Lamar Center. This plan, which is illustrated on Map 10 shows the Trinity Parkway linked with C. F. Hawn Freeway and moving west across Lamar and IH-45 and then turning north along the Trinity River towards downtown. At the Lamar Street intersection, a community retail center is shown which would serve the surrounding neighborhoods and the South Dallas/Fair Park Community. Lamar Street is upgraded to a boulevard with landscaped medians and parkways. Hatcher Street is extended across Lamar to create gateway access to a major retail center featuring big box retail uses. The parkway treatment and landscaping along Lamar Street buffers this center from the residential neighborhoods east of Lamar.

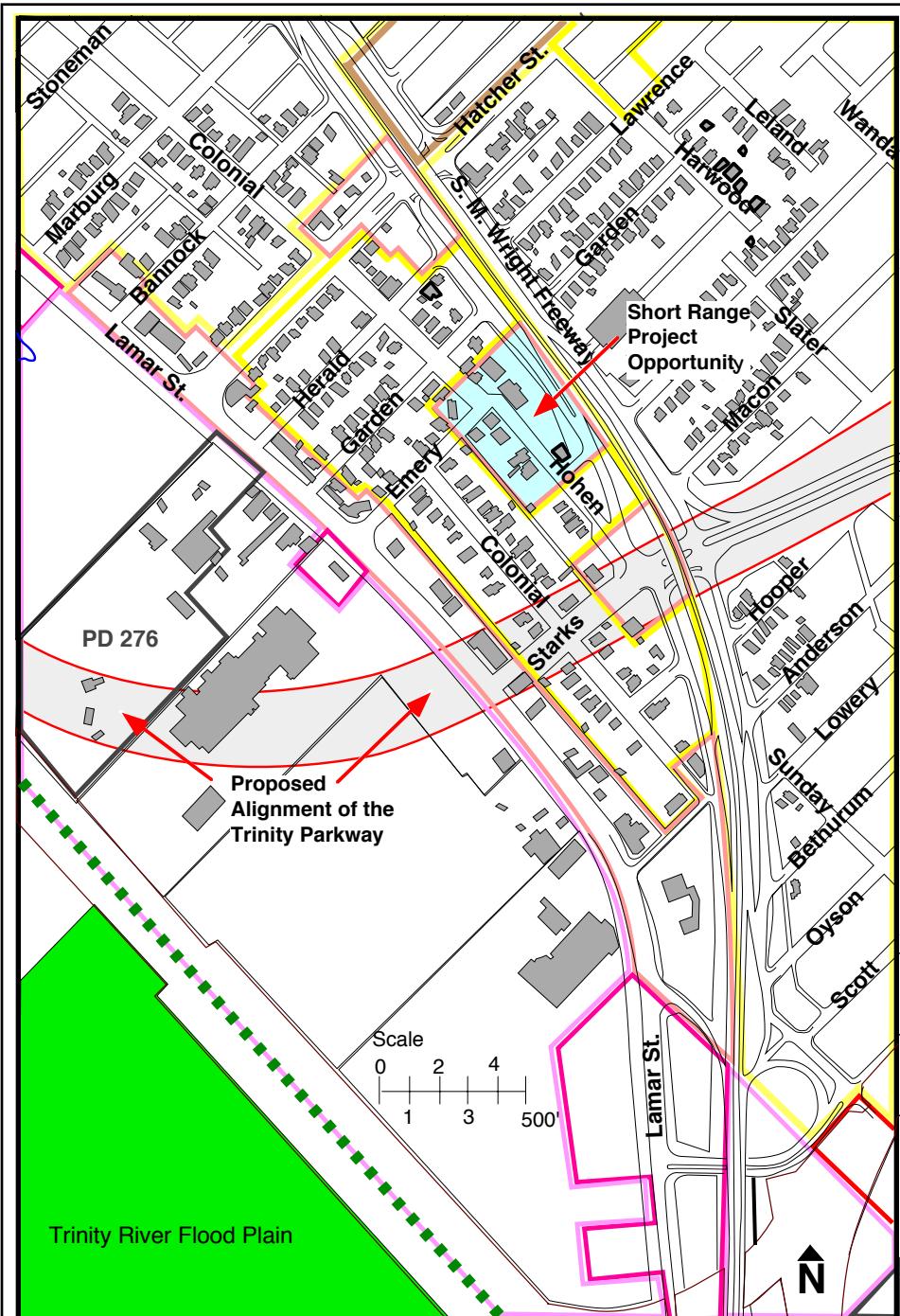
South and west of the intersection of the Trinity Parkway and Lamar Street, the land is opened up for the development of flex space on a series of individual lots. Flex space includes a variety of potential uses ranging from office-warehouse, office-showrooms, to retail and commercial uses. New road facilities would need to be constructed to provide access to these lots.

Because of the connection of C. F. Hawn and the Trinity Parkway, the section of S. M. Wright Freeway through South Dallas could be changed into an at-grade, landscaped boulevard. This would help link the residential neighborhoods on both sides of the roadway and strengthen the viability of the neighborhood currently between S. M. Wright and Lamar.

While the Prototype Site Plan for Lamar Center, developed by the HNTB Team illustrates a long-term economic development opportunity, there is a shorter term opportunity to create a neighborhood shopping center. This opportunity area is shown in blue on the existing conditions map.

The site for this neighborhood shopping center is currently developed with alcohol related uses, including liquor stores and clubs, which will be made nonconforming by the implementation of the South Dallas/Fair Park Planned Development District. The Land Use Concept for this area is neighborhood commercial. The neighborhood west and north of this

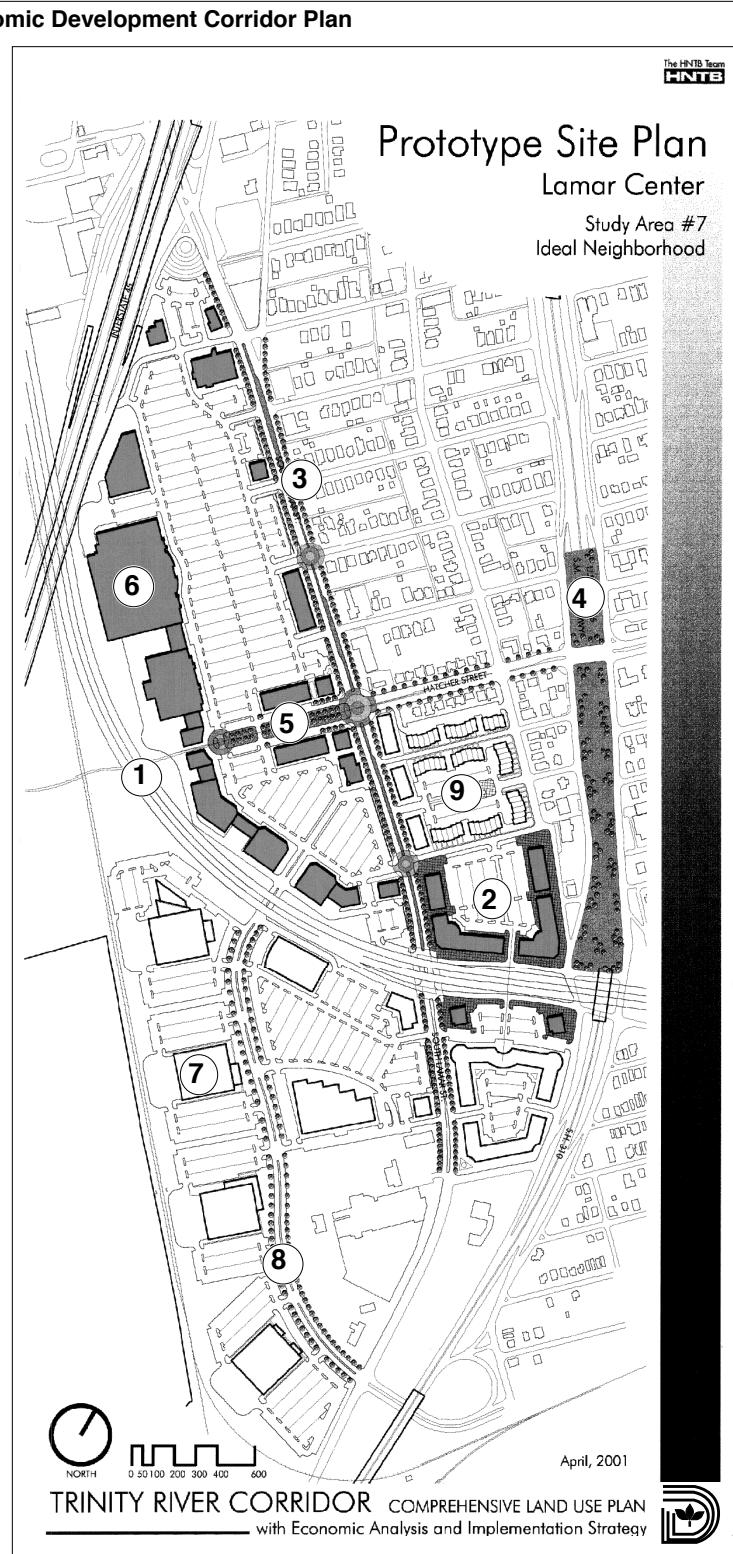
site is beginning the process of revitalization through the efforts of resident activists. Elimination of the current uses and replacement with desirable neighborhood commercial uses would assist in the neighborhood revitalization efforts under way.



Map 10: South Dallas / Fair Park Economic Development Corridor Plan
Prototype Site Plan - The HNTB Team

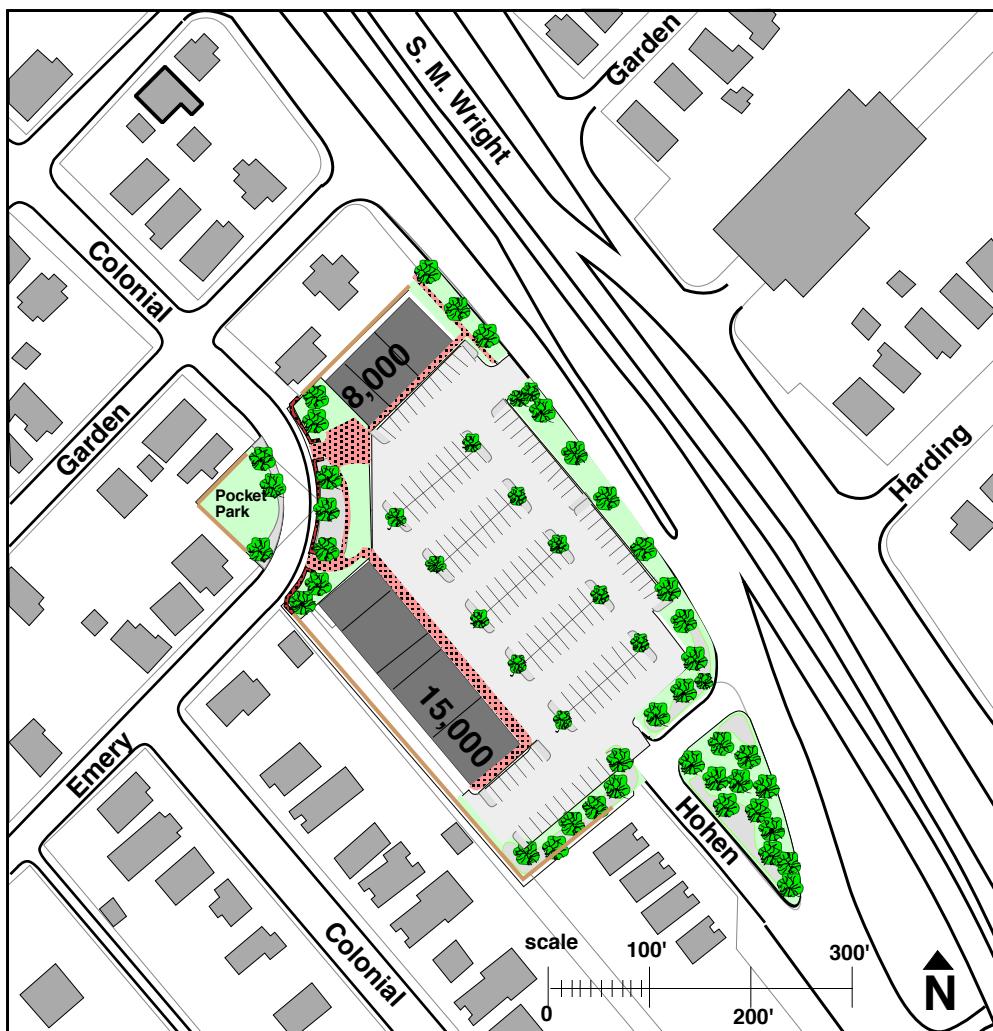
The Prototype Site Plan for Lamar Center is comprised of a number of different land development opportunities. The following key identifies some of the primary features illustrated in this plan.

1. Trinity Parkway Alignment.
2. Community Retail Center.
3. Lamar Street Improvements.
4. Changes to S. M. Wright.
5. Extension of Hatcher Street.
Creation of gateway to big box retail center.
6. Big Box retail development.
7. Flex space on individual lots.
8. New access road for flex space.
9. New residential development.



Project Opportunity

The proposed neighborhood shopping center, shown on Map 11 below, is located along the west side of S. M. Wright Freeway just north of its intersection with C. F. Hawn Freeway. Colonial Avenue enters the area from the north, jogs along Emery Street and continues south. Hohen bisects the center where Colonial jogs to the west. Colonial Street is connected to Emery with a curve and vehicular access to Hohen is blocked off. Pedestrian walkways link the center to the neighborhood.



**Map 11: South Dallas / Fair Park Economic Development Corridor Plan
Neighborhood Commercial Center Sketch**

Landscaping is provided at the pedestrian entrance as both an amenity and a buffer. The vacant lot across the street, that was partly taken for the street connection, is landscaped as a small pocket park for the neighborhood. Landscaping is also provided along S. M. Wright Freeway and at the entrances to the parking lot at Hohen. A landscaped park would be

developed in the triangle between Hohen and the Freeway. Hohen Street would be abandoned within the shopping center site.

A total of some 23,000 square feet of neighborhood retail space could be created within the center. Depending on market conditions, small office development could occupy one of the proposed buildings. When the Trinity Corridor Plan is implemented, this center could be integrated into the Community Retail Center as shown on the Prototype Site Plan for Lamar Center.

Project Implementation

The size and location of the proposed neighborhood center makes it an ideal project for a community-based Community Development Corporation (CDC) to serve as developer, However in this neighborhood there is not currently a functioning local CDC. The implementation of this project opportunity would require identification of one of the existing CDC's that would take on the project, or the formation of a new CDC and the necessary capacity building required to make it successful in such a project.

In this project opportunity, funding is needed for acquisition, demolition and site clearance, construction of the new facilities, and financial assistance to potential retail or office businesses. In addition, street realignment and other infrastructure improvements are proposed.

CDBG Funds could be used for acquisition, demolition, and site clearance. Potential sources for construction loans and permanent financing include CDFI Loan Funds, CDFI New Market Tax Credits, and private bank financing. To assist community based businesses to locate in this center, CDFI Loan Funds, SDDC Loan Programs, and SDFF Trust Fund financing could be used for loans to individual businesses acquiring and occupying the commercial space.

The City could assist in the financing of the infrastructure improvements, particularly, street improvements, intersection and paving enhancements, sidewalk, curb and gutter, and general area lighting. Closure of part of Hohen Street and reconnecting Colonial using the Emery Street right of way would require City action. Other infrastructure improvements, those on the retail center site itself, such as signage, landscaping, and parking lots, will have to be included in the overall financing structure of the project.

Tax increment financing is one potential source of funds for these improvements. Use of TIF would likely require the City to front the improvement costs using City funds and then reimburse these funds using the TIF revenues.

Ultimately, should the complete Lamar Street Regional Center as proposed in the Trinity River Corridor Plan be developed, this neighborhood center project could easily be integrated into the overall development scheme for the larger regional corridor project.

The Lamar Street Center would, however, require a different type of financing structure. It is likely that a more experienced private sector development organization would need to be recruited to lead such a project opportunity as illustrated. It is expected that private financing would account for a large percentage of the total financing for this broader project opportunity, with the government financing described for the neighborhood center providing financing related to accomplishing the development goals set forth in this plan. In addition to financing, it will be critical for the private developer to involve a CDC focusing on opportunities for community-based businesses involvement and possibly the Dallas Black Chamber to assist with marketing and promotional activities directed toward increasing minority business participation.

GRAND AVENUE COMMUNITY COMMERCIAL CORRIDOR

Introduction

The Grand Avenue Community Commercial Corridor offers several different economic development opportunities. The Grand Avenue corridor itself is a prime opportunity for a retail – entertainment district; supported by Fair Park, revitalization of surrounding neighborhoods, proximity to Cullum Boulevard, and access from the DART light rail station on Trunk. The area is comprised of the Grand Avenue corridor from Meyers Street east to Cullum Boulevard. The General Corridor Land Use Concept calls for this area to be Community Commercial development. Within the Grand Avenue corridor there are a number of existing retail businesses and restaurants along Grand Avenue interspersed with heavier commercial uses and vacant land.

The Grand Avenue Retail-Entertainment District could bring a fresh new opportunity for the South Dallas/Fair Park Community to finally capitalize on the year-round economic impacts of having the Fair Park Complex in its neighborhood. This area's retail-entertainment neighbor, Deep Ellum, faced similar obstacles as it attempted to create a linkage to downtown Dallas and an image as a destination commercial venue within the city. Today, its serves as a model for transformation of underutilized property into a tax generator for the city and new business opportunity.

The property to the north and east of Grand Avenue is a prime opportunity for a combination of big box retail, office, and pad site development. The General Land Use Concept calls for this area to be Regional Services – Mixed Use types of development. Within this area there is a considerable number of vacant properties, several marginal industrial uses, and several industrial and commercial uses that have made investments in the area. There are several multifamily uses still in the area between Gunter and Grand Avenue, although the majority of the land in these blocks is vacant.

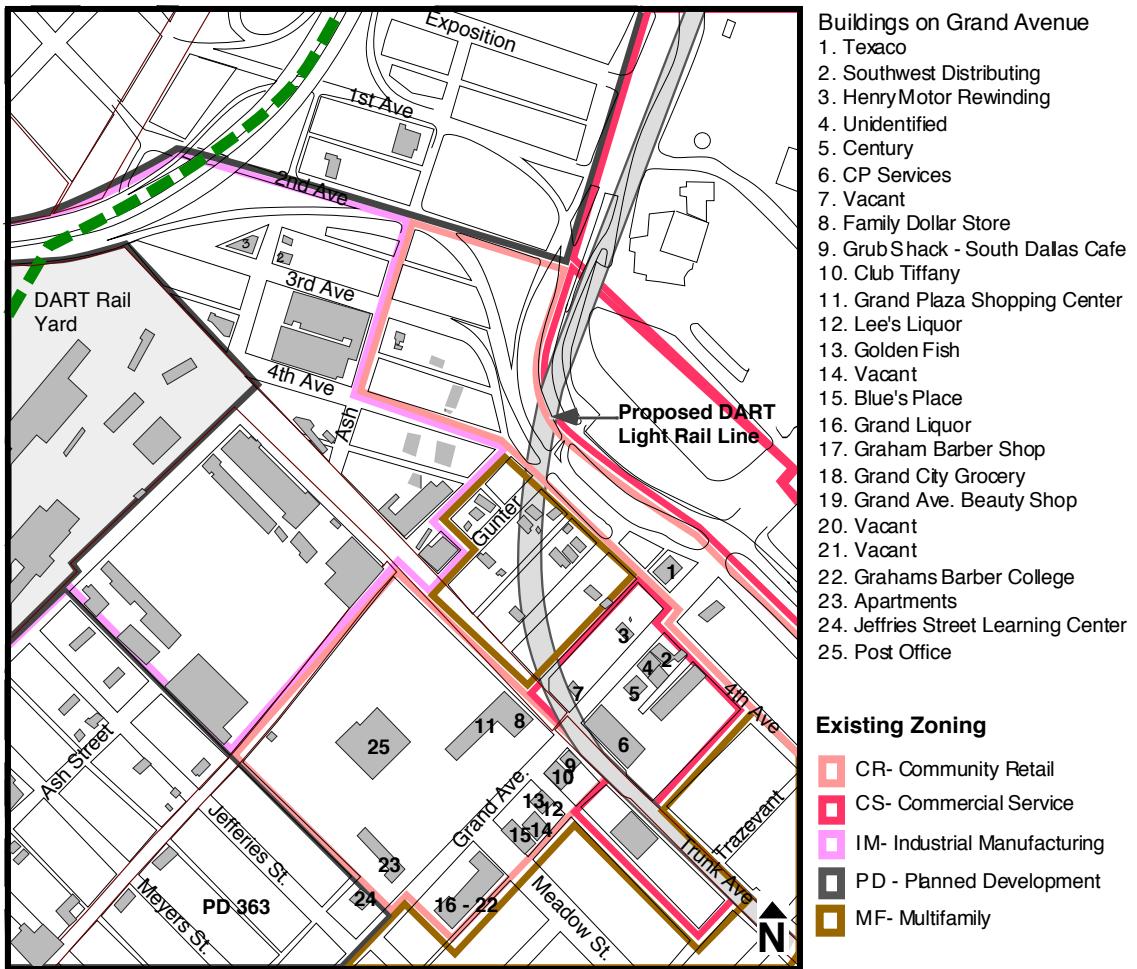
The proposed DART light rail line alignment crosses Cullum Boulevard from Perry Avenue linking into Trunk Street just north of Grand Avenue. Light Rail stations are planned on Perry Avenue in front of Fair Park and on Trunk between M.L.K. Boulevard and Grand Avenue.

Currently the area between Gunter and the alley north of Grand Avenue is zoned multifamily. The South Dallas/Fair Park Planned Development District will not change the zoning in this area. However, the land use concept calls for the area to eventually be

developed with nonresidential uses. In addition, the proposed DART light rail line cuts across these blocks and will fundamentally change the configuration of the property.

The entire project opportunity area has a number of important qualities that support economic development. The area provides a major gateway into the South Dallas/Fair Park community. The direct access to I-30 and Cullum Boulevard provide visibility to uses developed in the area. Fair Park, with its regional draw for various events held throughout the year, provides a broad range of potential customers and a high level of visibility for retail and entertainment uses. The large vacant tracts of land and marginal land uses provides opportunities for larger scale retail and office development than other locations more embedded in the community. The DART light rail service and station will provide increased levels of access.

The project opportunity area also is supported by the activities of SouthFair Community Development Corporation. SouthFair CDC has been actively developing housing in the immediately adjacent area with plans for additional units in the works. In addition, they have begun to acquire property within the area and are looking to expand into nonresidential development.



**Map 12: South Dallas / Fair Park Economic Development Corridor Plan
Grand Avenue Area Existing Conditions**

Project Opportunity

The specific project opportunity, illustrated in detail, is the retail- entertainment district along Grand Avenue. The basic development concept is to create a district which fronts on Grand Avenue between Meyers and Cullum Boulevard. The district could include several existing buildings; specifically those occupied by Grand Plaza Shopping Center, Grub Shack – South Dallas Cafe, and Club Tiffany. The remaining buildings shown would be new construction. These new buildings could house uses currently on Grand Avenue that are compatible with the Community Commercial district. New buildings should be built up to the street frontage to create a continuous, pedestrian oriented street with parking behind the frontage area. The tract at 4th Street and Grand Avenue is large enough to be developed as a hotel site, using the retail frontage on Grand Avenue for its restaurants, and retail spaces. The retail space on the northeastern corner of Grand Avenue and 4th Street could wrap around the corner to create a frontage facing Cullum Boulevard and Fair Park.

The DART light rail line crosses the retail and entertainment district at Trunk Street. This creates a mid-point in the district where pedestrian movement could come from the retail street and from the DART light rail station southeast of the district. To facilitate this connection, the light rail station should be connected to the Grand Avenue frontage by pedestrian walkways from the station. The paving pattern used in these walkways could be used to create pedestrian crossing at each intersection, to carry the design theme throughout the district.

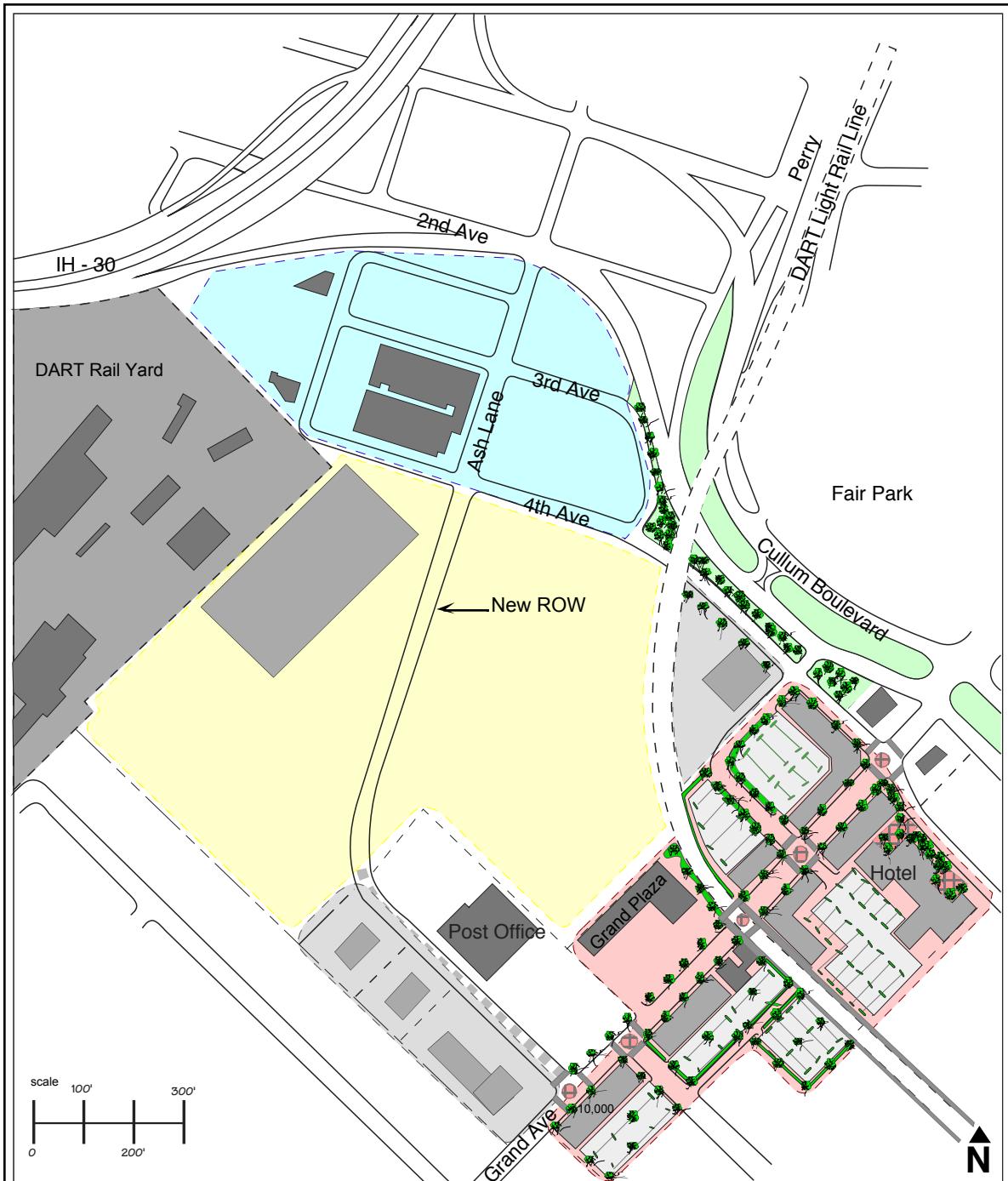
Landscaping is an important component of the streetscape for the retail-entertainment district. Street trees along the major street frontages, pocket park landscaping, where possible, and parking lot buffering and trees could tie the district together visually.

The plan illustrated provides some 56,000 square feet of retail – entertainment space in new buildings plus a hotel and one existing restaurant and club. Parking is shown for approximately 355 cars by utilizing the areas behind the buildings. These figures exclude the existing Grand Plaza and its parking.

Three other project opportunities are outlined on the sketch plan: a big box retail opportunity, several pad site locations for individual buildings, and an office development opportunity northeast of 4th Avenue. The big box retail site has some 683,000 square feet of land in two parcels on either side of the Ash Street extension. The big box site could support about 200,000 square feet of retail development with surface parking.

The pad sites on the western side of Ash Street extension have about 80,000 square feet of land and the pad sites behind the existing Grand Plaza retail center have approximately 44,000 square feet of area. Anywhere from three to four pad sites could be developed in these areas depending on the size of the use.

The proposed office area in the northeast corner of the area have sites ranging from 30,000 square feet to 66,000 square feet of land, with a total land area of 252,000 square feet.



**Map 13: South Dallas / Fair Park Economic Development Corridor Plan
Grand Avenue Community Commercial Corridor Sketch**

- | | | | |
|---|------------------------|---|-------------|
| ■ | Retail - Entertainment | ■ | Office |
| ■ | District Opportunity | □ | Opportunity |
| ■ | Big Box Retail | □ | Pad Site |
| | | □ | Opportunity |

The office tracts could be developed to a FAR of 0.5 with surface parking. For example, one of the tracts is 66,000 square feet. A two story office building with 33,000 square feet of office space(.5 FAR) would have a building footprint of 16,500 square feet. Required parking would be 99 parking spaces which would need approximately 35,000 square feet of parking lot and driveways. This leaves about 14,000 square feet of the site for landscaping.

In order to achieve the maximum FAR allowed in the area, structured parking would have to be provided for each site. Until demand for office space in this market is high, this density is unlikely to be developed.

Project Implementation

The SouthFair CDC is already at work in this area with successful multifamily and single-family residential developments and proposed commercial development along the corridors. Therefore, this project opportunity is seen as an opportunity for a community-based organization to serve as lead developer with possible joint development with for-profit developers. Achievement of this development opportunity would require multiple phasing and different financing schemes for various components of the development concept.

The small retail strips along Grand Avenue and Meyers Street could provide neighborhood commercial space through demolition and replacement of existing structures and new building on existing vacant lots. CDBG Funds could be used for acquisition, demolition, and site clearance. Potential sources for construction and permanent financing include CDFI Loan Funds, CDFI New Market Tax Credits, and private bank financing. CDFI Loan Funds, SDDC Loan Programs, and SDFP Trust Fund financing could be used for loans to individual businesses acquiring and occupying the commercial space.

In the initial projects undertaken in this area, City involvement in infrastructure improvements will be critical to assist in changing the image of the area and providing needed improvements. Tax Increment Financing is a strong possibility if the initial improvements are funded from other sources and paid back with TIF revenues. Once perceptions of the area are changed and the market is strengthened, private development would be able to carry more of the costs.

The large scale development opportunities such as the retail along Ash Lane and the retail, hotel, and entertainment uses along Grand Avenue and Fourth Avenue, represent development schemes for larger regional corridor project. It is likely that these opportunities would be viewed more favorably by private sector financial sources creating less reliance on government subsidies to achieve the project opportunity as illustrated.

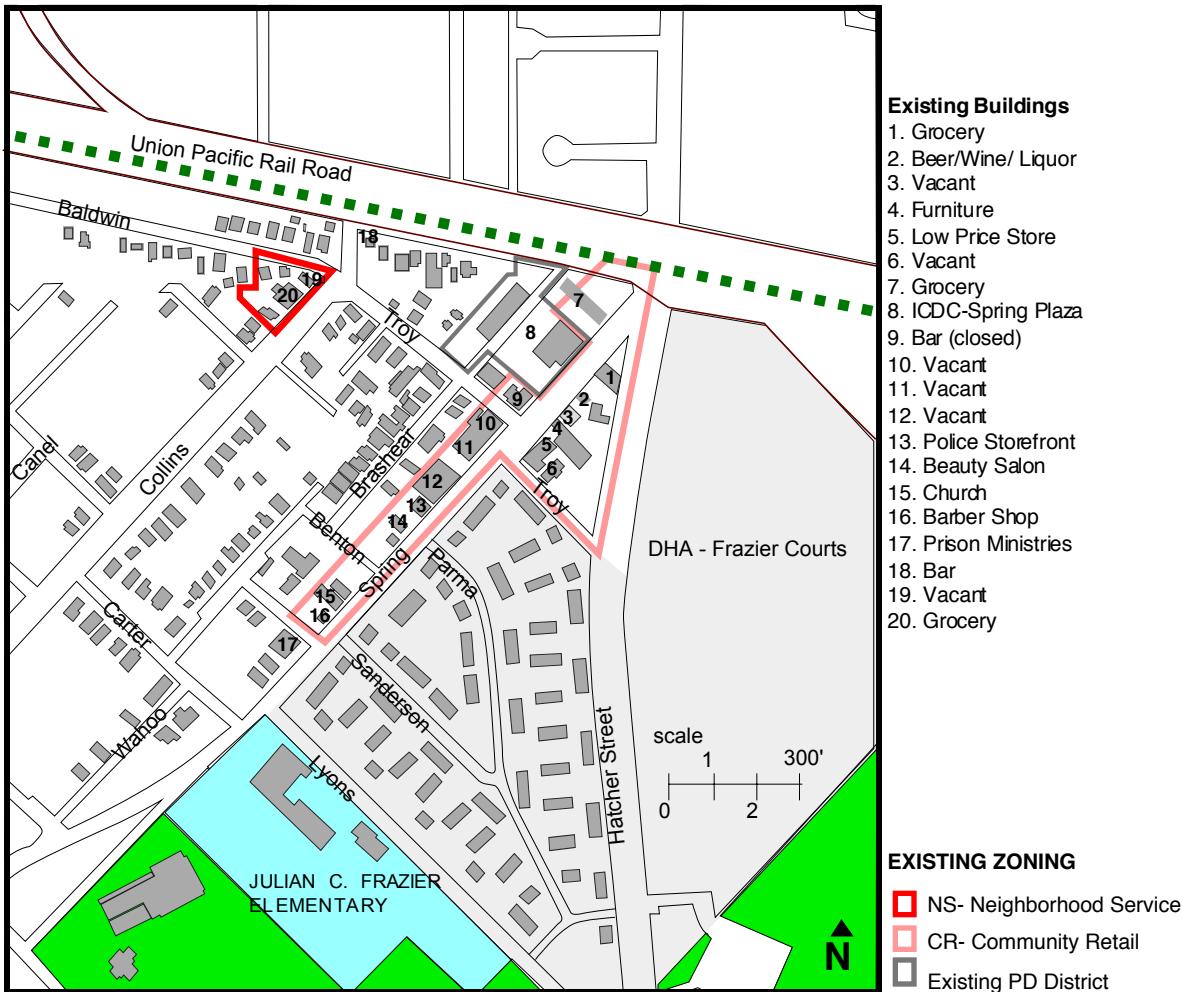
SPRING STREET NEIGHBORHOOD COMMERCIAL CORRIDOR

Introduction

Spring Street, shown as Area 2 on Map 6, the Project Opportunities Map, is another ideal candidate to illustrate an economic development opportunity for retail and community-based business development. The Spring Street area is designated a Neighborhood Commercial area in the Land Use Concept Plan and will be zoned accordingly in the South Dallas/Fair Park Planned Development District. Existing development along Spring Street in this area consists mainly of vacant buildings, particularly along the west side of the street between Carter and Hatcher Street. Existing businesses include a beauty salon, a low-price store, furniture store, and four stores that sell alcoholic beverages. Commercial buildings contain approximately 41,000 square feet of space. Of this, approximately 21,650 square feet (53%) is vacant.

Spring Street is currently zoned Community Retail (CR), which allows a level of intensity and a range of uses incompatible with a residential neighborhood. This zoning category is designed to serve multiple neighborhoods and larger community areas. Approximately 3.4 acres of CR zoning are available, excluding street right-of-way. With approximately 41,000 square feet of development, the average floor area ratio is 0.28. Excluding vacant buildings, the occupied FAR is 0.13.

The Inner City Community Development Corporation (ICDC) is active in the area. The recent completion of Spring Plaza provides office space for ICDC and houses their day care and business incubator programs. Adjacent to the Spring Street Commercial area is Frazier Courts, a major housing project run by the Dallas Housing Authority.



Project Opportunity

The project opportunity is to create a community-based retail business center to serve the surrounding neighborhood. ICDC in partnership with DHA could develop a retail redevelopment package that provides quality retail and personal services to the neighborhood and facilities to operate a community-based retail incubator business program.

The development concept for Spring Street Neighborhood Center is to use the frontage along Spring Street to develop a pedestrian scale retail center. The development would be along the west side of Spring Street from Benton northward to the railroad tracks and the triangle of commercial zoning on the east side of Spring Street, north of Troy Street. Within this area, there is an opportunity to renovate certain existing buildings and infill with compatible new buildings as needed. Parking would be provided by three parking lots, one at Spring Plaza and two new parking lots on the edge of the center.

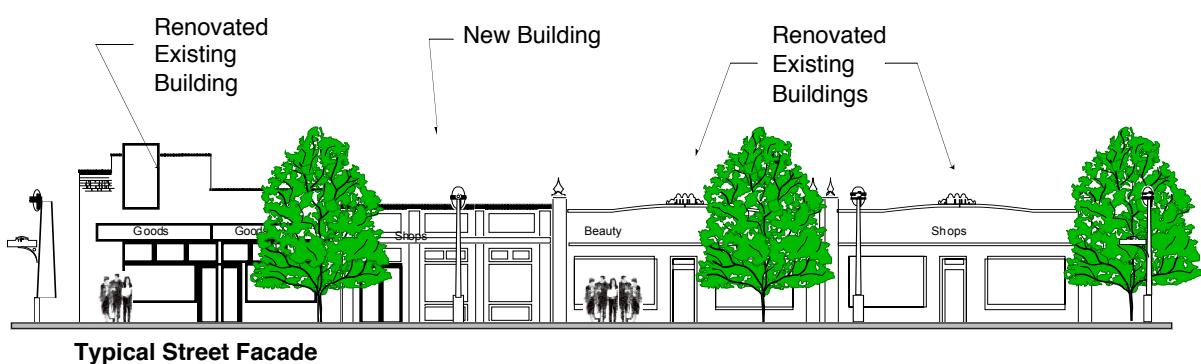
Pedestrian linkages to the Frazier Courts project would provide a connection to the retail center at Parma Place and at Troy Street. A major plaza connection would link the development and parking on the east side of Spring Street with Spring Plaza on the west. This central landscaped plaza would form the public space around which the retail development would occur.

Two key areas provide an opportunity to create entry points to the development from Hatcher. One is at the end of the triangle where Spring Street and Hatcher come together where landscaping would create an entrance marker for south bound traffic on Hatcher. The second opportunity is at Hatcher and Troy. Here another landscape node would identify the start of the retail center for people traveling north on Hatcher. Troy Street, between Spring and Hatcher, could be landscaped for pedestrian traffic from Frazier Court, on the east side of Hatcher, while still providing circulation for the retail center. Street trees, special lighting, decorative paving, and other streetscape elements placed along Spring Street would establish image and identity for the whole project.

With the combination of existing buildings and new retail buildings constructed within the project area, a total of some 24,000 square feet of commercial space could be developed. Approximately half would be renovated existing buildings and half new construction. Because the total square footage accommodated is at the upper end of what is typically supported in a neighborhood commercial center, the project should be developed in phases. Phase one should occur on the triangle block on the east side of Spring Street. This starts the project directly across the street from Spring Plaza, establishes a linkage from Spring Plaza to Hatcher Street and beyond to Frazier Court, eliminates the most obnoxious uses in the area, and provides parking for the retail center.

Phase two should concentrate on the west side of Spring Street from Troy Street to Spring Street's intersection with Hatcher. This would complete the most important node for the Center. The final phase should be the renovation of the remaining buildings on Spring Street, south of Troy Street, including the proposed parking lot at Benton Street.

**Map 15: South Dallas / Fair Park Economic Development Corridor Plan
Spring Street Sketch Plan**



Project Implementation

ICDC's recently completed the Spring Plaza development and the Dallas Housing Authority's Frazier Courts Project initiatives and Hope VI revitalization application to the U.S. Department of HUD makes the Spring Street Neighborhood Center an excellent

opportunity to build upon revitalization initiative currently underway by a local CDC and other government agencies. The proposed size of the commercial center and its location also makes it an ideal project for a neighborhood-based CDC, such as ICDC, and the Dallas Housing Authority to serve as joint developers, with broad input from the surrounding neighborhood. The Spring Street Center is also an opportunity to demonstrate the development of community-based retail and personal service businesses. ICDC's current operation of the Business Assistance Center (BAC) in Spring Plaza could be extended to the remainder of the Spring Street corridor, with the City providing funding for additional participants. The BAC concept could be applied here to assist retail, personal service uses and restaurants uses to locate in the newly developed retail space.

Special financing and financial incentives will be needed to make this project opportunity a reality, emphasizing even more the need for CDC involvement and the possibility of HOPE VI funding.

CDBG Funds and HOPE VI funds could be used for acquisition, demolition, and site clearance. The proposed retail buildings would need construction loans and permanent financing which could be funded using CDFI Loan Funds, HOPE VI, CDFI New Market Tax Credits, and private bank financing.

Finally, CDFI Loan Funds, SDDC Loan Programs, and SDFFP Trust Fund financing could be used for loans to individual businesses acquiring and occupying the commercial space.

Infrastructure improvements could be funded using tax increment financing as one potential source of funds. Additionally, the possibility of HOPE VI funds creates an alternative source of funds for infrastructure improvements. SDFFP Trust Fund dollars could also be used to fund some of the building façade improvements, fencing and screening, lighting, and signage costs as well.

Should ICDC or other community-based organizations move forward with this project opportunity, they could become the primary applicant for the proposed funding alternatives that would supplement financing provided by the Dallas housing Authority. A phasing of the development financing and the actual construction will be needed to insure that the project has the ability to attract tenants and lease up without creating more square footage than can be absorbed. It is recommended that a complete project plan be developed and presented to potential financial partners to insure that they fully understand how the entire retail center will take shape.

IX. IMPLEMENTATION ACTIONS

The City, in implementing the recommendations contained in this report, should take the following actions:

- Dallas City Council adoption of the Planned Development District ordinance for the South Dallas Study Area;
- Dallas City Council adoption of the Economic Development Corridor Plan as policy guidance for the South Dallas Study Area;
- Dallas City Manager to begin an analysis of the Economic Development and Commercial Corridor Revitalization Plan for each of the affected corridors. These strategies will be reviewed by city staff, community, and other affected parties and an implementation schedule developed defining appropriate implementation actions;
- The Citizen Advisory Committee should continue to guide the implementation of the PDD Ordinance, the Economic Development Corridor Plan, and to ensure community issues are fully addressed; and
- The City will ensure that the Citizen Advisory Committee continues to be representative of the affected community and their diverse interest.

X. APPENDIX

APPENDIX 1 - POTENTIAL SOURCES OF FUNDS.

Southern Dallas Development Corporation (SDDC)

The Southern Dallas Development Corporation (SDDC) is a Dallas based non-profit corporation founded by the City of Dallas in the late 1980's. SDDC's primary mission is to assist in the development and financing of small businesses, create jobs and stimulate the economic growth of southern Dallas and the enterprise zones by promoting investment. Their programs include:

Dallas Business Finance Corporation (DBFC) – a certified development company of the U.S. Small Business Administration and member of the National Association of Development Companies providing loans to small and minority owned businesses. SBA 504 loan program is used in tandem with other SDDC loan programs to fund projects. DBFC ended the year of 2000 with slightly over \$5.3 million in total funded projects, projecting the creation of 81 new jobs. Projects funded included acquisition and renovation of a 100,000 sq. ft. tortilla processing plant, major renovation and expansion of a 50 year old senior care facility, acquisition of Ryder Truck International truck maintenance facility, construction of a restaurant bar and grill, and acquisition of a 2-story office building.

Southern Dallas Development Fund (SDDF) – provides alternative financing for businesses that are partially bankable or not bankable at all. SDDF utilizes investments from seventeen banks and thrift investors to make loans. While their primary focus is southern Dallas, loans can be made to minority businesses throughout the City of Dallas.

SDDF began lending in 1992 and has made 91 loans, lending and leveraging \$12,467,514 from financial institutions, with more than 500 jobs created.

Texas Mezzanine Fund Inc. (TMF) – a statewide community development corporation financed by Guaranty Bank, Washington Mutual Bank and Jefferson Heritage Bank serving businesses throughout the State of Texas that are located in distressed areas, or minority-owned, or create jobs for low-and-moderate income persons. TMF began lending in 1999 and as of the end of December 2000 have closed 11 loans totaling \$2,701,800. These loans leveraged \$1,500,505 from financial institutions and resulted in 138 new jobs created.

For additional information on SDDC programs, please visit their offices at 1402 Corinth, Suite 1150, Dallas, Texas 75215 or contact them at (214) 428-7332.

Community Development Financial Institutions Fund

The CDFI Fund was established to promote access to capital and local economic growth by directly investing in and supporting community development financial institutions (CDFIs) and expanding financial service organizations' lending, investment, and services within underserved markets in the United States. The CDFI Fund does not lend or grant money to individuals. The Fund has three primary programs that provide monetary assistance - the Bank Enterprise Awards Program, the Core/Intermediary Component of the CDFI Program, and the Small and Emerging CDFI Assistance Component of the CDFI Program. Each of the programs is designed to provide assistance to different types of organizations and each has its own set of eligibility criteria.

The Community Development Financial Institutions (CDFI) program is operated under the U.S. Department of Treasury and represents a new type of community development initiative. The Fund invests in CDFIs using flexible tools such as equity investments, loans, grants, and deposits, depending upon market and institutional needs. The Fund evaluates each applicant CDFI in a manner similar to a private investor determining the investment-worthiness of an institution, including assessing financial performance, management capacity, and market analysis. Thus, the Fund is able to effectively assist these organizations to enhance their ability to meet community needs, develop, and grow.

The Fund's newest program, the **New Markets Tax Credit Program**, allocates tax credits to eligible for-profit entities. On December 21, 2000, the Community Renewal Tax Relief Act of 2000 was signed into law as a result of a bipartisan initiative of President Clinton and Speaker Hastert, and key Republican and Democratic Senators and Representatives. This landmark legislation includes the New Markets Tax Credit, which will spur the investment of \$15 billion in new private capital into a range of privately managed investment vehicles that make loans and equity investments in New Markets businesses.

By making an equity investment in an eligible "community development entity" (CDE), individual and corporate investors can receive a New Markets Tax Credit worth more than 30 percent of the amount invested over the life of the credit, in present value terms. Eligible CDEs could include for-profit community development financial institutions (CDFIs), for-profit subsidiaries of community development corporations, SBA-licensed New Markets Venture Capital companies, and Specialized Small Business Investment Companies.

A number of pioneering community-based institutions have demonstrated track records in finding viable market opportunities in areas often overlooked by traditional investors. By increasing their capital base, this tax credit will enable CDEs to lend and invest more, to attract additional outside capital, and to bring even more private-sector engagement to their market-priming activities.

Additional information on this program may be obtained from CDFI or U.S. Small Business Administration.

The Bank Enterprise Awards (BEA) Program recognizes the key role played by traditional financial institutions in community development lending and investing. It provides incentives for these regulated banks and thrifts to invest in CDFIs and to increase their financial services, lending and investments in distressed communities. The BEA Program supports the community investment efforts of these financial institutions. BEA Program: Funding rounds are open once a year based on the dates published in a Notice of Funds Availability (NOFA).

Training Programs operated by CDFI have expanded its capacity building efforts through implementation of its Training Program. This Program is designed to increase the supply of training services available to members of the CDFI industry as well as to community development lenders who are not certified CDFIs. The Training Program complements the Fund's demand-driven approach of providing grant monies through its Technical Assistance Component (now known as the Small and Emerging CDFI Assistance (SECA) Component). The Fund has contracts with four training providers for curriculum development and delivery of three courses: How to Do a Market Analysis (Market Analysis); How to Prepare Financial Projections (Financial Projections); and How to Develop and Operate a Community Development Lending Program (Lending Operations).

Additional information and applications for CDFI programs can be obtained by contacting the U.S. Department of Treasury at (202) 622-2000 or by logging onto their web site at www.ustreas.gov/cdfi/.

City of Dallas Tax Increment Finance Districts and Public Improvement Districts

Public Improvement Districts (PID)—a public improvement district provides for a special tax levy on property in a specified area for the purpose of funding infrastructure improvements and specified services such as additional public safety initiatives. The property owners voluntarily enter into an agreement with the City to levy this special tax. The income from this special tax is used to fund specific projects within the district benefiting property owners. City of Dallas PIDs have included Downtown and Vickery Place.

Tax Increment Finance Districts – Tax increment financing is a system whereby property values in a particular district are frozen for tax purposes, at a certain level, generally reflecting assessed values prior to area reinvestment. When property values rise, the taxes on the increased values are then reinvested back into the development of the area. This concept allows cities to make infrastructure improvements at a pace that supports new surges in development at a time when those improvements have not been budgeted. TIF's are based on the concept that new value will be

created, and that future value can be used to finance improvements needed now to create this future value. While San Antonio has enjoyed limited success with TIF Districts, it has been a discouragingly slow process with development occurring well in advance of the finalization of the TIF District. City of Dallas TIFs have included Downtown, State Thomas, Cedars, and the Oak Cliff Gateway.

For more information or applications for PIDs and TIFs contact the City of Dallas Economic Development Department at (214) 670- 1691.

U.S. Department of Housing and Urban Development HOPE VI Program

The HOPE VI Program was developed as a result of recommendations by National Commission on Severely Distressed Public Housing, which was charged with proposing a National Action Plan to eradicate severely distressed public housing. The Commission recommended revitalization in three general areas: physical improvements, management improvements, and social and community services to address resident needs.

All Public Housing Authority that has severely distressed public housing units in its inventory is eligible to apply. The Dallas Housing Authority recently submitted its 2001 application. The HOPE VI programs benefit current public housing residents, residents of the revitalized public housing units, and communities surrounding the revitalized sites. Eligible activities include economic development, housing and social services.

Two types of activities are funded under the HOPE VI Program:

- Hope VI Revitalization Grants fund the capital costs of major rehabilitation, new construction, and other physical improvements; demolition of severely distressed public housing; management improvements; planning and technical assistance; and community and supportive services programs for residents.
- Hope VI Demolition Grants fund demolition of severely distressed public housing, and the relocation and services for relocated residents.

Additional information on the HOPE VI Program can be obtained from the Dallas Housing Authority at (214) 951-8300.

Funding Sources/Programs	Potential Uses of Funds	Contact Information
SOUTHERN DALLAS DEVELOPMENT CORPORATION		214-428-7332
Dallas Business Finance Corp.	Business Loans	
Southern Dallas Development Fund	Business Loans	
Texas Mezzanine Fund, Inc.	Business Loans	
COMMUNITY DEVELOPMENT FINANCIAL INSTITUTIONS FUND		202-622-2000 www.ustreas.gov/cdfi
Community Development Financial Institutions	Equity Investments, Loans, Grants, and Deposits	
New Markets Tax Credit Program	Equity Investments in Community Development Entities	
Bank Enterprise Awards Program	Incentives to Banks	
CITY OF DALLAS		214-670-1691
Tax Increment Finance Districts	Infrastructure Improvements	
Public Improvement Districts	Infrastructure Improvements and Specific Public Service Initiatives	
Community Development Block Grant	General Purpose Grant for Neighborhood Revitalization	
South Dallas Fair Park Trust Fund	Business Loans, Façade and Infrastructure Improvements	
U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT HOPE VI PROGRAM	Major Rehabilitation of Public Housing, Demolition, Planning and Technical Assistance, and Community and Social Services	Dallas Housing Authority 214-951-8300

**APPENDIX 2: COUNCIL RESOLUTION ADOPTING THE ECONOMIC DEVELOPMENT CORRIDOR
PLAN**