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**PUBLIC HEARING OF THE WEST OAK CLIFF AREA PLAN IN ORDER TO CONSIDER THE PLAN FOR APPROVAL AND RECOMMENDATION TO CITY COUNCIL**

**DATE FILED:** July 13, 2022

**LOCATION:** An approximately 5-square mile area generally bounded by Tyler Street and Vernon Avenue to the east, Illinois Avenue to the south, Cockrell Hill Road and Gilpin Avenue to the west, and Davis Street, Hampton Road, and W 12<sup>th</sup> Street to the north

**SIZE OF REQUEST:** Approximately 5.01 square miles

**COUNCIL DISTRICT:** 1

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**BACKGROUND:**

In 2019, the City of Dallas changed the authorized hearing process (City initiated rezoning) from being “first come-first serve” to being scoring based. One highly-scoring criteria is having an adopted area plan. As a result, in early 2020, District 1 Councilmember Chad West partnered with the City of Dallas’ Planning and Urban Design Department to launch an area plan to help advance five previously filed authorized hearings scattered throughout West Oak Cliff. These authorized hearings will not advance until after an area plan is completed for the area.

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|------------|--|---------------------|
| • Z178-142 | Downtown Elmwood                                     | Filed on 11.9.2017  |
| • Z189-127 | North Cliff Neighborhood Center (Pierce + Catherine) | Filed on 11.1.2018  |
| • Z189-143 | CR Area at Edgefield/Clarendon                       | Filed on 11.15.2018 |
| • Z189-240 | Jimtown MF-2 Area                                    | Filed on 4.4.2019   |
| • Z189-349 | Hampton/Clarendon                                    | Filed on 9.5.2019   |

In addition to informing the five authorized hearings, the West Oak Cliff Area Plan (WOCAP/the Area Plan) aimed to develop a strategy to mitigate the impact of projected growth and development pressure encroaching on the area due to the continued and significant growth in the nearby Bishop Arts District. Additionally, the Area Plan would inform future land uses around the three DART light-rail stations located within plan boundaries, as recommended by previously adopted City of Dallas policy (2020 Comprehensive Environmental and Climate Action Plan [CECAP] and 2021 Strategic Mobility Plan). In addition to these main items, all area plans strive to:

- Establish a land development vision for the study area to be integrated into the citywide comprehensive plan update (ForwardDallas).
- Facilitate a vision and engagement foundation to help inform future rezoning processes for areas already authorized for a zoning review (five previously filed authorized hearings)

- Create a framework for street and park infrastructure improvements to help inform potential roadway changes and future capital improvements.
- Help identify other priorities directly related to land development.

At the outset of the planning process, a 16-member Councilmember appointed taskforce of local residents and stakeholders to serve as a steering committee and guide for the planning process as well as serving as a conduit between neighborhood groups and the City. Over the course of the 26-month planning process, the taskforce met 16 times and helped inform engagement, strategy, and plan drafting. Input from the community was synthesized by city staff, and draft recommendations were presented to the taskforce. The taskforce worked to modify recommendations until there was consensus by the entire group on the content outlined in the Area Plan.

In addition to the taskforce, city staff worked collaboratively with multiple city departments (including Transportation, Public Works, Park and Recreation, the Library, the Small Business Center, Office of Economic Development, Housing and Neighborhood Revitalization, Code Compliance, Police, Communications, the Office of Equity and Inclusion, Historic Preservation, and the Office of Arts and Culture) as well as multiple agencies and non-profits, including DART, DISD, the Trust for Public Land, to ensure alignment with ongoing work each was conducting in the area. Additionally, input collected through engagement was shared with each department or agency and worked through collaboratively to determine achievable recommendations that could be advanced to address community ideas and concerns. These recommendations were presented to the Area Plan taskforce and endorsed by that group as well.

#### **PUBLIC ENGAGEMENT:**

Over the course of the two-year planning process, staff engaged West Oak Cliff residents and stakeholders through dozens of public meetings and other methods to collect input from the community to inform the Area Plan. City staff conducted bilingual meetings both in-person and virtually at four key stages of the process: Plan Launch and Scoping, Area-wide Visioning, Focus Area Visioning, and input on the draft plan. It is worth noting that while the initial kickoff meeting for the Area Plan in November 2020 was not conducted bilingually, city staff worked to provide full Spanish translation for all future meetings based on community input and concern. In addition to city-led meetings with community members, local neighborhood organizations, businesses, and others were organized and held throughout the entire process. The following is a comprehensive list of engagement efforts conducted during the area planning process:

- Staff held **14 public meetings**, online and in-person at the local recreation center, local parks, neighborhood churches, and at local businesses. All materials at these meetings (slides, boards, handouts, etc) were provided in both Spanish and English.
- Hosted **4 educational workshops**, educating the community on how to form a neighborhood association and a land use and zoning basics course.
- Led **2 pop-up events** at area Hispanic-oriented grocery stores to spread information, distribute surveys, and answer questions and concerns about the Area Plan.
- Attended or facilitated **11 other large public events** related to the plan, including meetings organized by neighborhood associations and local businesses. These public meetings and events

were supplemented by dozens of one-on-one meetings with community residents and stakeholders.

- Conducted **3 unique bilingual surveys** (available online and in-person) were created throughout the process to collect input and feedback about various topics related to the planning effort. These surveys were made available both online and at the local recreation center.
- Supplemented surveys with **an interactive website tool, Social Pinpoint**, to collect additional input, receiving hundreds of comments through the interactive map.
- Informed the community of the surveys, the online tool, public events, and general information about the Plan by posting flyers at numerous businesses, online through City, Councilmember, and other social media channels (including Facebook, Instagram, Nextdoor, BubbleLife), and through email blasts to all attendees of previous meetings.
- Distributed **8,000 bilingual mailers** to DISD students in West Oak Cliff to notify area residents of the 60-Day comment period for the first draft of the Area Plan
- In total, **952 people attended public meetings, 844 surveys were completed, and 5,998 unique users** visited the interactive website.

The feedback collected through these means directly informed the Plan and its recommendations. In acknowledging that a large percentage of West Oak Cliff residents do not speak English as their primary language, full translations of the first draft of the Area Plan and subsequent drafts of the Area Plan and draft Executive Summary were made available online in both English and Spanish. Due to the length of the document, Executive Summaries in both English and Spanish were also made available in-person at the Martin Weiss Recreation Center during the 60-day comment period.

## **PLAN SUMMARY:**

The Final Draft of the West Oak Cliff Area Plan is divided into five chapters summarized below:

- I. Introduction
  - Provides an overview of information about the West Oak Cliff area, how the area plan fits into and relates to other adopted citywide plans, considerations for equity during the planning process, the general planning approach and process conducted, and a summary of engagement conducted.
- II. Area Analysis
  - Includes analysis of existing area demographics, area history, land use and zoning analysis, street and infrastructure analysis, area-wide opportunities and challenges, planning goals and planning values.
- III. Vision and Framework
  - Outlines the community's vision for the area and the four plan frameworks (Land Use and Development, Transportation and Infrastructure, Parks and Open Space, and Inclusive Community Development and Quality of life), each of which includes four key objectives and a vision illustration.
- IV. Focus Areas
  - Seven focus areas were identified, based on the locations of the five previously filed authorized hearings as well as areas adjacent to transit and where increased development pressure is likely. Detailed analysis and recommendations for each area is provided in this chapter.

## V. Implementation

- Each of the four frameworks and each of the seven focus areas have dedicated implementation matrices which provide information on lead agency/department for implementation, estimated costs and funding sources, and estimated timeline for completion. This serves as a guide for staff to ensure accountability and measurable reporting of the plan's implementation over time. In total there are 136 total recommendations outlined in the Plan (15-Land Use and Development; 16-Transportation and Infrastructure; 19- Parks and Open Space; 26-Inclusive Community Development and Quality of Life; 60- Focus Areas).

### **COMPREHENSIVE LAND USE PLAN COMMITTEE (CLUP) BRIEFINGS AND COMMENTS:**

Prior to the release of the first draft of the West Oak Cliff Area Plan on March 9, 2022, city staff briefed the Comprehensive Land Use Plan (CLUP) Committee on March 8, 2022 to provide the committee with background on the two year planning process and collect input and feedback for consideration. Following the end of a 60-day public comment period (March 10<sup>th</sup>-May 10<sup>th</sup>, 2022) on the draft plan and subsequent revisions recommended by the West Oak Cliff Area Plan Taskforce, the Area Plan was briefed again to the CLUP Committee on June 14, 2022. The CLUP Committee recommended holding the plan under advisement for two-weeks in order to receive more information on several items: considerations for mitigating displacement and gentrification in the Area Plan, considerations of design standards for proposed missing middle housing, considerations on recommendations related to auto-centric businesses, and considerations for establishing a process for evaluating the Area Plan over time. On June 28, staff once again briefed the Committee on these four items. After much discussion and consideration of public input, the following motion was made at the July 12<sup>th</sup> CLUP meeting to advance the draft of the West Oak Cliff Area Plan to CPC with the following recommendations:

1. *Changes made by staff to the document after the June 14<sup>th</sup> meeting as referenced on Page 5 of the June 28<sup>th</sup> presentation*
2. *To follow staff's recommended language on Page 23 regarding autocentric uses, changing that from removing autocentric uses to the language about ensuring that future land uses provide pedestrian-oriented design and incorporating that into any area of the currently references or has referenced in the past autocentric uses, specifically to further ensure that all language regarding the removal of autocentric businesses or causing autocentric businesses to become non-conforming is removed from the current draft of WOCAP subject to one exception, which is that we would still consider the prohibition of drive-thru restaurants and drive-thru banks in areas where autocentric businesses were previously recommended*
3. *Staff's recommendation on Page 128 and 129 of the draft document (Item 2.C) regarding missing middle housing, recommending it to read as follows:  
"It is the recommendation of city staff that in areas within ½ mile of DART light rail stations, consider creating a zoning overlay, using proposed conservation districts, or creating a new infill residential zoning category to permit missing middle housing types, including accessory dwelling units, duplexes, and triplex/quadplexes, narrow-lot single family, and cottage homes (where applicable), to be allowed by right to adhere to architectural and design standards to be determined on a neighborhood basis, aiming to avoid displacement of existing areas residents and homeowners. Development will be required to follow existing city codes related to ADUs, parking requirements, massing, and setback standards."*

*Additionally, I would like staff to add a note in the body of the document noting that there has been significant opposition by some community members of the recommendation to permit missing middle housing in the areas recommended by staff.*

4. *Consider adding a part to WOCAP that sets for a timeframe for reevaluating the plan, providing periodic updates on the plan to the community and appropriate city bodies, boards, and Council.*

This motion was approved by a vote of 7-1 at the July 12, 2022 CLUP Committee meeting.

#### **STAFF RECOMMENDATION:**

Staff recommends approval, with suggested additional changes in addition to any requested comments, of the shared draft of the West Oak Cliff Area Plan by the City Plan Commission in order to advance the Plan for review and adoption by City Council.

In addition to the feedback from the CLUP, as presented in the previous section, staff also recommends consideration of the following changes be made to the first paragraph on Page 122, based on additional community feedback:

*“As noted, the Tyler-Vernon Station Area is mostly single-family zoning and land uses. Although the community largely desires to maintain the neighborhood character of the area, there ~~is general support~~ was some expressed support for considering additional housing types to be permitted in the area. The neighborhoods around Tyler-Vernon Station are interested in considering potential Conservation Districts or another zoning tool which would help to maintain the existing neighborhood character of these areas, ~~both~~ including the architecture and scale. As a part of this, it is recommended that any potential change to zoning in the area consider ~~while also~~ permitting some additional housing choice options, including accessory dwelling units, duplexes, and triplex/quadplexes, narrow-lot single family homes, and cottage home developments on larger lots (see Missing Middle Housing section for more details). The specific details for the architectural character and scale should be determined on a neighborhood basis through the Conservation District process. It is worth noting that while the area plan is recommending considerations for additional missing middle housing choice options in this area, there is some expressed opposition by various community members towards this recommendation, as highlighted by surveying conducted by local community organizers. While their survey highlighted some support for additional housing choices, the majority of surveyed residents only support single-family homes and accessory dwelling units.” ~~and desire for the area to remain entirely single-family residential.~~*

#### **NEXT STEPS:**

Subject to a vote by City Plan Commission on the draft plan, the West Oak Cliff Area Plan will next be briefed to City Council’s Economic Development Committee before advancing to City Council for additional public input, City Council discussion, and consideration of adoption. Adoption by City Council will enable the five previously filed authorized hearings to advance and separate public processes for those hearings will be scheduled.

**ATTACHMENTS:**

Full Draft of West Oak Cliff Area Plan:

[https://dallascityhall.com/departments/pnv/Documents/WOCAP\\_FinalDraft\\_CLUP\\_7.5.22.pdf](https://dallascityhall.com/departments/pnv/Documents/WOCAP_FinalDraft_CLUP_7.5.22.pdf)

Full Draft of West Oak Cliff Area Plan (in Spanish):

[https://dallascityhall.com/departments/pnv/Documents/WOCAP\\_Final%20Draft\\_Spanish\\_7.6.22.pdf](https://dallascityhall.com/departments/pnv/Documents/WOCAP_Final%20Draft_Spanish_7.6.22.pdf)

Executive Summary of West Oka Cliff Area Plan:

[https://dallascityhall.com/departments/pnv/Documents/Executive%20Summary\\_Final%20Draft\\_Spreads\\_7.5.22.pdf](https://dallascityhall.com/departments/pnv/Documents/Executive%20Summary_Final%20Draft_Spreads_7.5.22.pdf)

Executive Summary of West Oak Cliff Area Plan (in Spanish):

[https://dallascityhall.com/departments/pnv/Documents/Draft\\_Executive%20Summary\\_Spanish\\_FinalDraft\\_7.6.22.pdf](https://dallascityhall.com/departments/pnv/Documents/Draft_Executive%20Summary_Spanish_FinalDraft_7.6.22.pdf)

**MAP OF AREA:**

