

ForwardDallas Comprehensive Land Use Plan Update

# EXISTING CONDITIONS REPORT

FINAL DRAFT

OCTOBER 7, 2022

*FORWARD*DALLAS



# ACKNOWLEDGMENTS

## Land Acknowledgement

City of Dallas' Planning and Urban Design Department acknowledges the traditional territory of North Texas occupied by multiple American Indian groups because of the Trinity River which provided seasonal homes and trading exchanges. Most notably, it was inhabited by the Caddo, Wichita, and nomadic tribes such as the Comanche and Kiowa, and ancestral tribes including the Arkikosa, Atakapa, Karankawa, Tawakoni, and others. We recognize the American Indian peoples as original stewards of this land and all the relatives within it. The acknowledgment is a small gesture, to a larger commitment to showing respect through ongoing awareness and action.

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**FORWARD****DALLAS**

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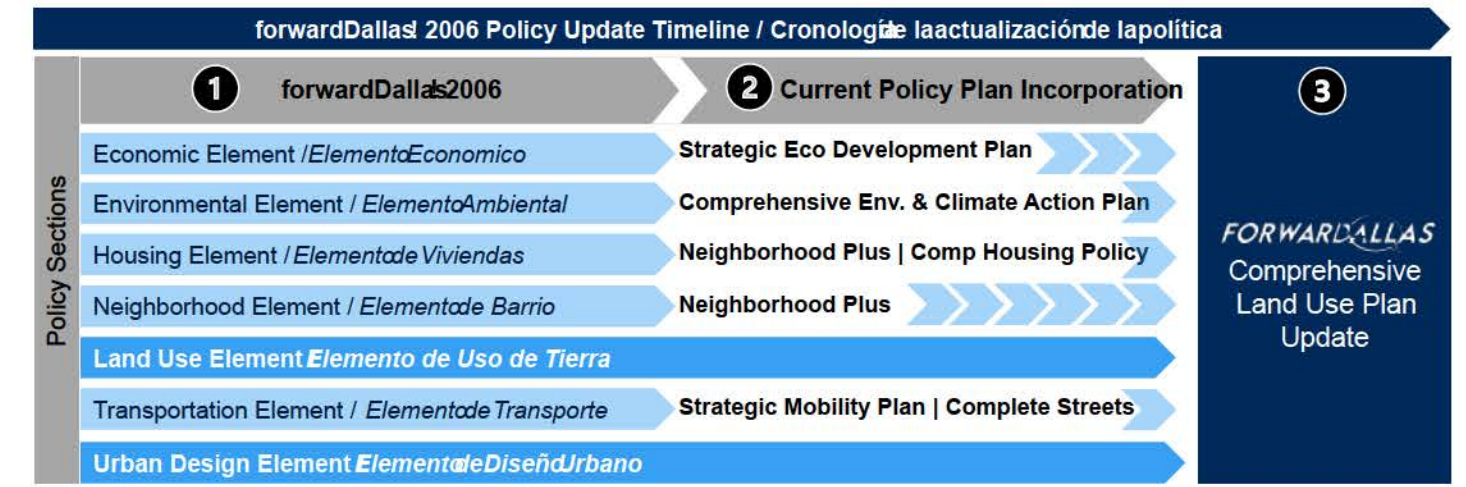


This Existing Conditions Report presents a snapshot of the City of Dallas' current characteristics, trends, and policies across several areas of analysis, including economic and demographic characteristics, existing land use, connectivity & mobility, current zoning, urban design, and natural open space resources. This analysis provides a foundation to support the recommendations that will be developed throughout the comprehensive planning and community engagement process.

## forwardDallas! Comprehensive Plan (2006)

The City of Dallas adopted its first comprehensive plan forwardDallas! in 2006 (forwardDallas! 2006). The stated goal of the plan was to guide future development in the City by outlining recommendations connected to land use, economic development, housing, transportation, urban design,

environment, and neighborhood policies. These seven (7) policies sections, referred to as "elements", have been stewarded by various departments within the City. Since the plan's adoption, most of these individual elements have been updated through stand-alone policy documents from corresponding City departments (see Figure 1). Only the Land Use and Urban Design elements have not received full updates since 2006.



Relationship Legend to ForwardDallas! Update: **Leyenda de la relación con la actualización de ForwardDallas!** Direct/Directo (solid blue arrow) Indirect/Indirecto (dashed blue arrow)

Figure 1: forwardDallas! 2006 Policy Update Timeline



The principal task for the ForwardDallas Comprehensive Land Use Plan Update (ForwardDallas Update) is to establish an equitable and sustainable land use and urban design framework for the city.

This update will build upon community input, past planning efforts, other recently adopted citywide plans, and planning best practices, while aligning with both state and city guidelines regulating comprehensive plans.

This update will build upon community input, past planning efforts, other recently adopted citywide plans, and planning best practices, while aligning with both state and city guidelines regulating comprehensive plans.

**City of Dallas:**

“The purpose of this comprehensive plan is to promote sound development of the city and promote the public health, safety, and welfare. The comprehensive plan...sets forth policies to govern the future physical development of the city [and]...serve[s] as a guide to all future city council action concerning land use and development regulations, urban conservation and rehabilitation programs, and expenditures for capital improvements.”<sup>1</sup>

**State of Texas:**

“The governing body of a municipality may adopt a comprehensive plan for the long-range development of the municipality...”<sup>2</sup>

<sup>1</sup> City of Dallas. Dallas Development Code: Chapter 51(1). August, 7, 2022. [https://codelibrary.amlegal.com/codes/dallas/latest/dallas\\_tx/0-0-0-27687](https://codelibrary.amlegal.com/codes/dallas/latest/dallas_tx/0-0-0-27687)

<sup>2</sup> State of Texas. Texas Local Government Code: Title 7, Chapter 213: Municipal Comprehensive Plans. August 8, 2022. <https://statutes.capitol.texas.gov/Docs/LG/htm/LG.213.htm>

The following sections of this report summarize Dallas’ current conditions and identify key factors that impact future land use and urban design considerations. This report provides a snapshot of seven (7) chapters of analysis, including:

1. Development Regulations
2. Urban Design and Built Form
3. Demographic and Economic Snapshot
4. Land Use and Development Equity
5. Connectivity and Mobility Patterns
6. Parks, Open Spaces, and Natural Systems
7. Past Plans, Studies, and Reports

This report will inform ongoing conversations with the community, public agency partners, city appointed leaders, and elected decision-makers around key land use issues and priorities. Ultimately, this analysis will guide and support the final plan’s citywide recommendations, in conjunction with a holistic community engagement program.

**?** **DID YOU KNOW**

THE COMMUNITY VISION (FIGURE 2) OUTLINED IN FORWARD DALLAS! 2006 SERVES AS THE STARTING POINT FOR THE PLANNING + URBAN DESIGN (P+UD) DEPARTMENT TO ENGAGE THE COMMUNITY IN UPDATING THE CITY’S FUTURE LAND USE

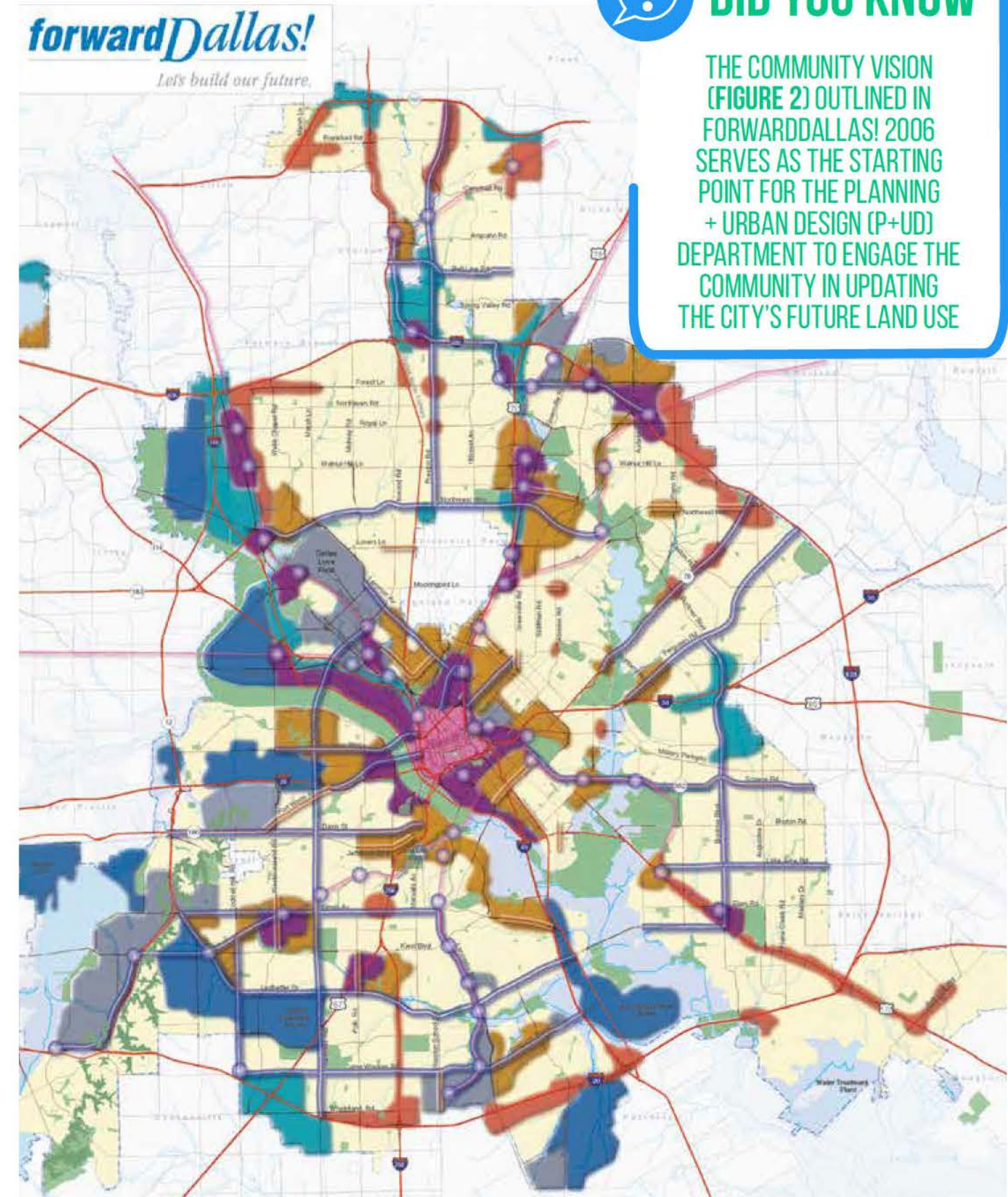
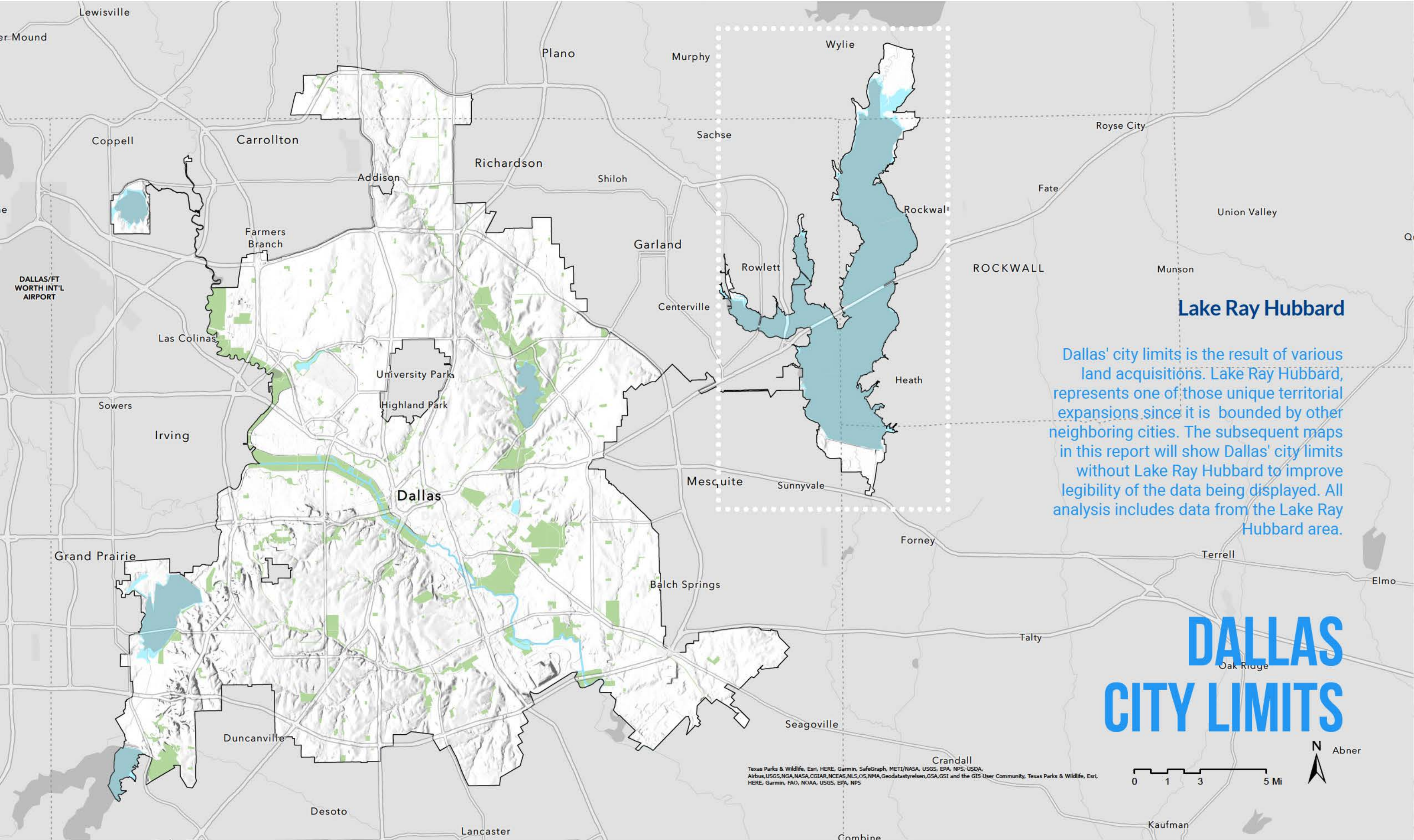


Figure 2: forwardDallas! 2006 Vision Illustration



### Lake Ray Hubbard

Dallas' city limits is the result of various land acquisitions. Lake Ray Hubbard, represents one of those unique territorial expansions since it is bounded by other neighboring cities. The subsequent maps in this report will show Dallas' city limits without Lake Ray Hubbard to improve legibility of the data being displayed. All analysis includes data from the Lake Ray Hubbard area.

# DALLAS CITY LIMITS

Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, METI/NASA, USGS, EPA, NPS, USDA, Airbus, USGS, NGA, NASA, CGIAR, NCEAS, NLS, OS, NMA, Geodatasyresen, GSA, GSI and the GIS User Community, Texas Parks & Wildlife, Esri, HERE, Garmin, FAO, NOAA, USGS, EPA, NPS

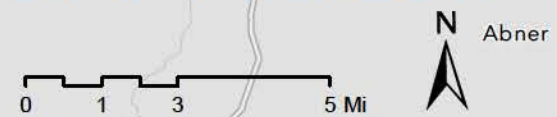
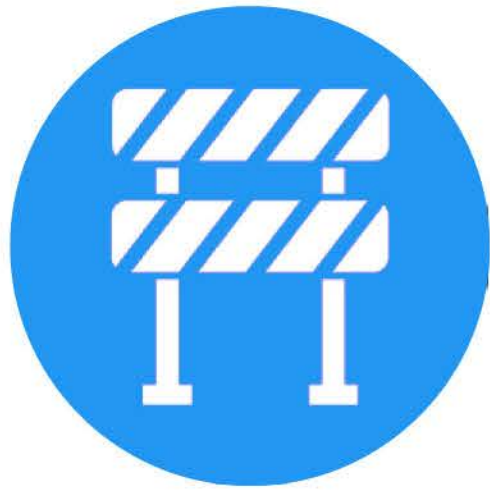


Figure 3: Dallas City Limits



Land use planning and zoning are two interlinked tools the City of Dallas utilizes to guide land development within the city. Future land use planning describes a big picture vision for how land is or should be developed and provides guidance for zoning. Zoning regulates what can be developed on specific properties and outlines the development requirements such as building height, setbacks (building distance from the street, side and rear properties), and lot coverage (how much of the property buildings can cover) for what gets built. Ideally, an area's future land use and zoning should be consistent.

## Land Use

Land use can be described in two (2) different forms: 1) future land use and 2) existing land use.

### Future Land Use

Future land use represents a planned mix of land uses that embody a desired development pattern within the city. An adopted future land use map reflects where the city anticipates growth; what areas it wants to protect; where the main employment centers, entertainment areas, institutional anchors, and residential areas are located; and which areas are appropriate for a mix of uses and at what intensities. It also serves as a roadmap for future public investment including for new streets, transit, additional parks and open spaces and schools to support the land use vision.

forwardDallas! 2006 established a generalized future land use vision through policy recommendations, guiding principles, and an illustrative graphic, however a formal future land use map was never adopted. Without a future land use map, predicting land use patterns and providing guidance through the zoning change process has proven challenging for staff, city leadership, developers, residents, and other property owners. A future land use map, when adopted as part of this comprehensive update process, will help inform land use and zoning decisions and provide predictability and more transparency to the review and approval process.

2

# DEVELOPMENT REGULATION

Since the inception of its first adopted zoning ordinance in 1929, Dallas has yet to adopt a comprehensive future land use map of the city.



**Existing Land Use**

Existing land use refers to how a property is currently used. Dallas' existing land use map (see Figure 4) is a visual lesson in historic land use and zoning policy outcomes. It provides a spatial look at how different uses are spread throughout the city. Analyzing existing land use can unveil, for example, underdeveloped areas, activity centers with capacity for a greater mix of uses, gaps in infrastructure, and areas with clusters of incompatible land uses. As

indicated in Figure 5, single-family housing, open space, and supplemental uses such as infrastructure or public facilities, hold the largest share of land use in nearly every service district of the city. Service districts in this report refer to the city's seven areas of service, used commonly by Police, Parks, Code, and other City departments to oversee City programs.

**DID YOU KNOW**  
 87% OF ALL HEAVY INDUSTRIAL USE AND 89% OF ALL VACANT LAND IS IN THE SOUTHERN SERVICE AREAS (SC, SE, SW)

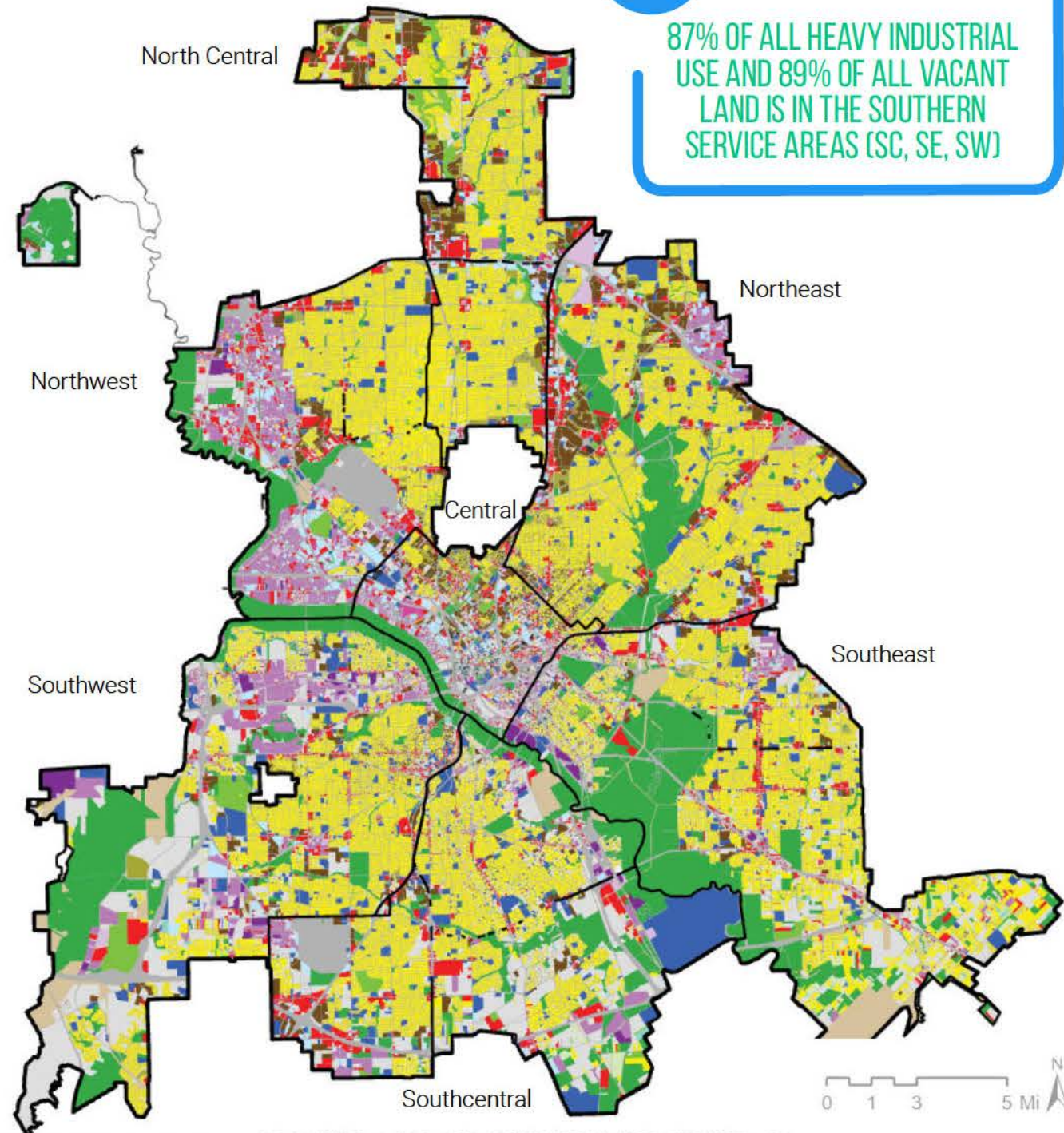


Figure 4: Citywide Existing Land Use Map  
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**Dallas Land Use Distribution, Citywide and Service Districts**

- Land Use Type
- Agriculture
- Commercial Parking
- Field Check
- Heavy Industrial
- Light Industrial
- Lodging
- Mixed Use
- Multi-Family Apartments
- Multi-Family Condominiums
- Office
- Private Open Space
- Public & Institutional Facilities
- Public Open Space
- Retail & Personal Services
- Single Family Attached
- Single Family Detached
- Transportation
- Utility
- Vacant
- Warehouse / Distribution

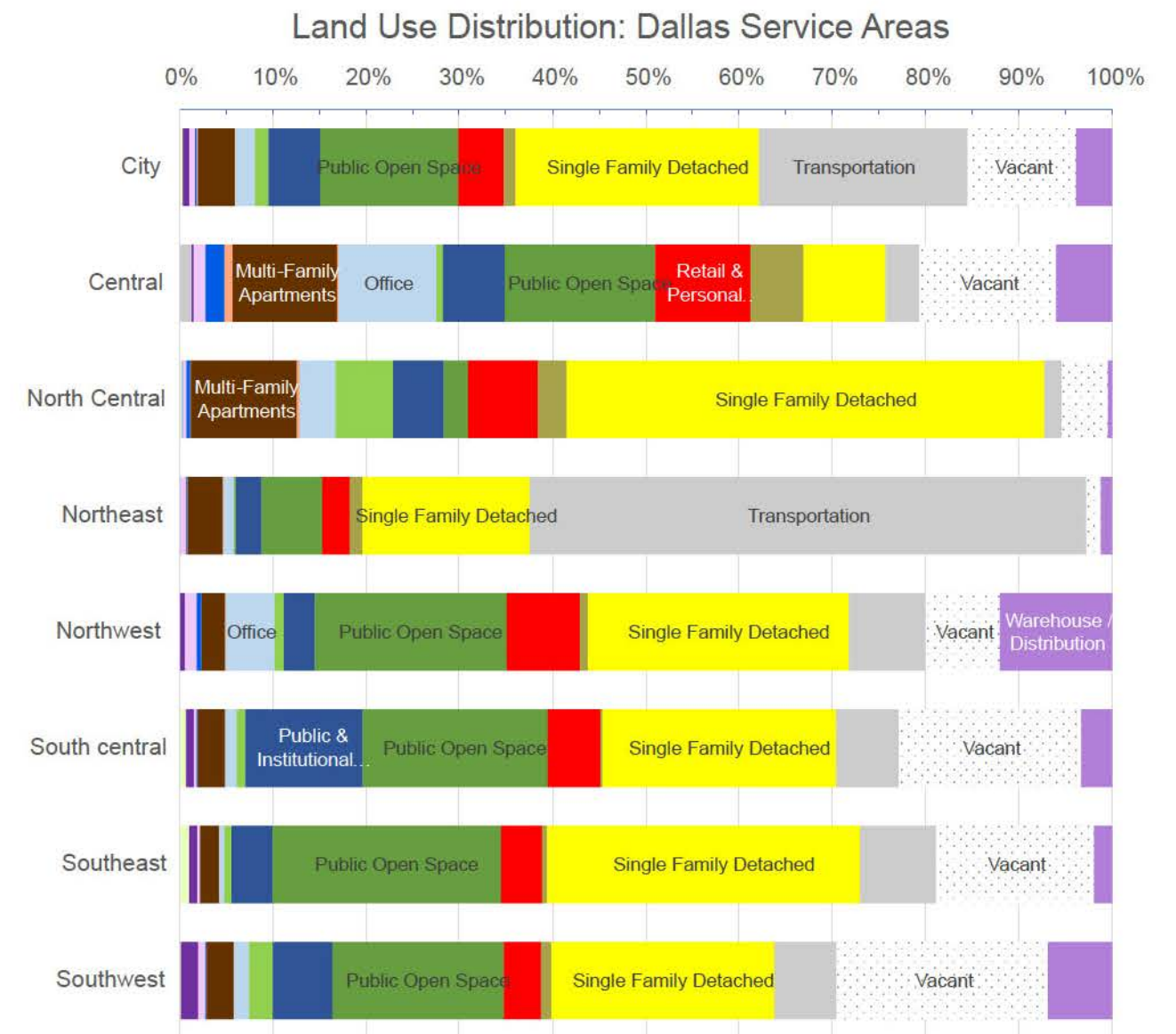


Figure 5: Citywide Existing Land Use Chart

## Zoning

Zoning is a tool that cities use to regulate specific activities on properties and outline the development standards for those activities. A comprehensive land use plan guides zoning, but it does not constitute, nor is it a replacement for, zoning. According to both City of Dallas' Development Code and the Texas Local Government Code, a comprehensive plan serves merely as a guide for rezoning requests rather than as a mandatory restriction on the city's authority to regulate land use. A comprehensive plan shall not constitute zoning regulations or establish zoning district boundaries.<sup>1,2</sup> While Comprehensive plans serve only as a guide for zoning, they plans are developed with extensive public input and are intended to let staff and elected officials know what the broader community desires when they are reviewing zoning and development applications.

In Texas, only cities have the authority to adopt zoning ordinances.<sup>3</sup> Counties do not have zoning authority, but they may enact certain development regulations to properties to receive approval for a building permit. Dallas' development regulations are housed within its City Code, as adopted and amended in, Chapter 51, Dallas Development Code: Ordinance No. 10962, Chapter 51(A) Dallas Development Code: Ordinance No. 19455, and Chapter 51P, Dallas Development Code: Planned Development District Regulations.<sup>4</sup> These chapters govern fundamental land development criteria, such as the use of land, allowable size & scale of development, legal partitioning of land, and property signage, among other various development factors. The Development Code also determines where certain zoning districts may be applied to within the city (see Figure 5).

Since the first Zoning Ordinance was adopted within Dallas in 1929, there have only been two (2) major updates to the city's zoning code (1965 and 1987). Dallas has experienced a tremendous amount of a change since 1987, and development preferences and market trends have shifted significantly since the last update.

The way zoning is applied has also fundamentally changed. Historically, Dallas was regulated by permissive cumulative zoning policies. Cumulative zoning is a hierarchical approach to zoning that allows any use permitted in a particular zone, plus any other use that is considered less harmful or of lower impact. This system ranked uses based on a range of suitability, with single family getting the highest ranking to heavy industrial ranking the lowest. For example, this meant that a residential home could be built in an industrial zone, but residential zones did not permit industrial uses.

<sup>1</sup> City of Dallas. Dallas Development Code: Chapter 51(A). August 7, 2022. [https://codelibrary.amlegal.com/codes/dallas/latest/dallas\\_tx/0-0-0-27687/](https://codelibrary.amlegal.com/codes/dallas/latest/dallas_tx/0-0-0-27687/)

<sup>2</sup> State of Texas. Texas Local Government Code: Title 7, Chapter 213

<sup>3</sup> State of Texas. Texas Local Government Code: Title 7, Chapter 211, Regulation of Land Use, Structures, Businesses, and Related Activities

<sup>4</sup> City of Dallas. "Dallas City Code: Volume III". American Legal. August 7, 2022. [https://codelibrary.amlegal.com/codes/dallas/latest/dallas\\_tx/0-0-0-73673/](https://codelibrary.amlegal.com/codes/dallas/latest/dallas_tx/0-0-0-73673/).

**?** **DID YOU KNOW**

DALLAS' LAST MAJOR ZONING ORDINANCE CHANGE WAS OVER 35 YEARS AGO IN 1987.



forwardDallas! 2006 identified a subsequent zoning ordinance update as one of its implementation steps, but this has yet to happen.

### Dallas Citywide Zoning Map

The number of residential homes near industrial uses today is reflective of the ongoing impacts of Dallas' historic cumulative zoning (see Figure 6). This is particularly prominent in the southern and western portions of the City, where a history of racial segregation and unequal zoning practices have contributed to these environmental justice concerns

(see Chapter 4: Development Equity) (see Figure 7). Further adding to that challenge is that after land use plans have been adopted to address some of these issues and provide more proactive guidance for future development, follow-up zoning changes have not always occurred to bring zoning into consistency with the future land use vision.

**DID YOU KNOW**  
 42% OF INDUSTRIAL RESEARCH ZONING IS IN THE NW AND 94% OF MH (MANUFACTURED HOMES) ZONING IS IN SE

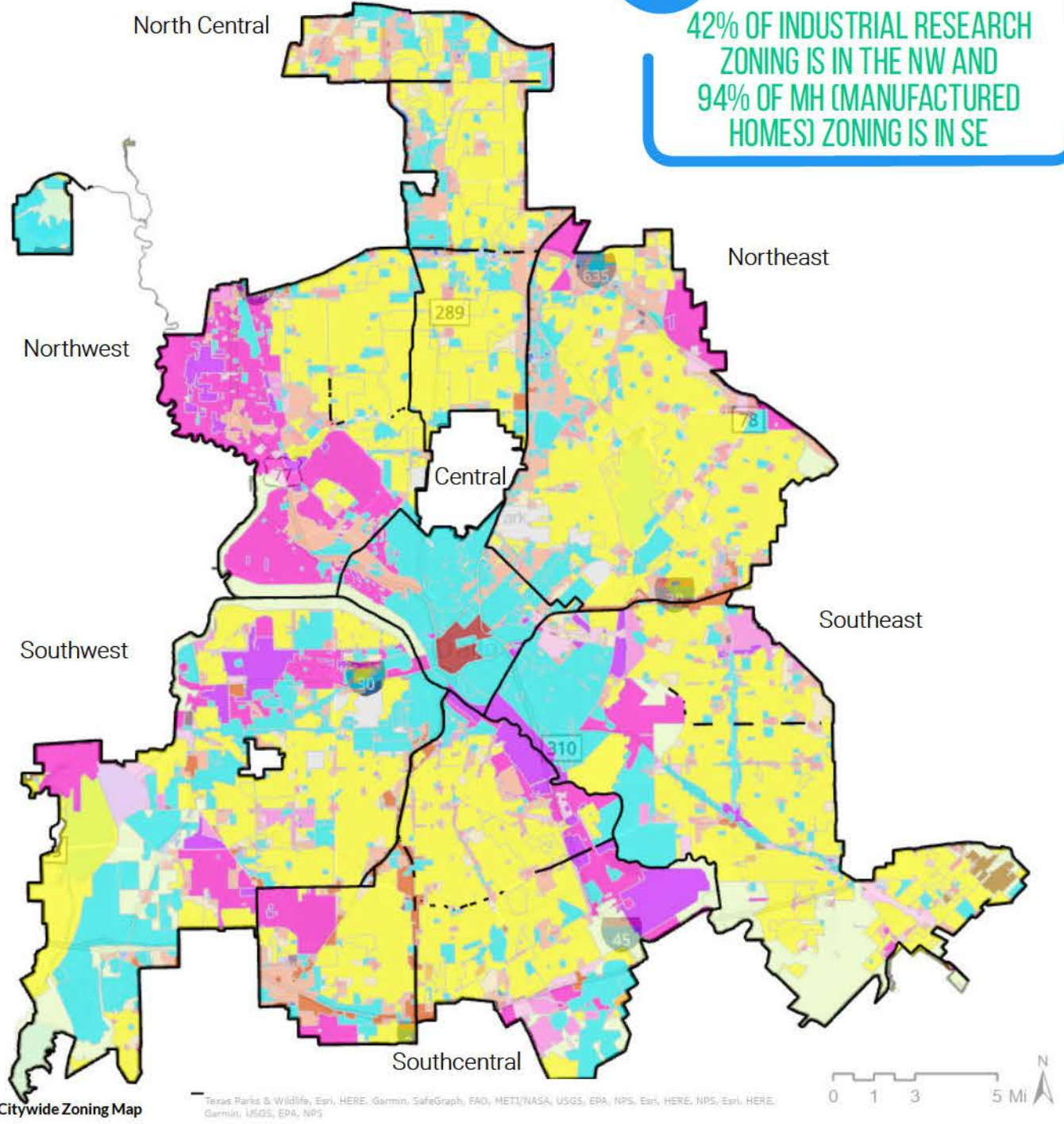


Figure 6: Citywide Zoning Map

### Dallas Zoning Distribution, Citywide and Service Areas

- Agricultural District
- Single Family District
- Duplex District
- Townhouse Residential District
- Clustered Housing District
- Multifamily Residential District
- Mobile Home District
- Neighborhood Office District
- Limited Office District
- Mid-range Office District
- General Office District
- Neighborhood Service District
- Community Retail District
- Regional Retail District
- Commercial Service District
- Light Industrial District
- Industrial / Research District
- Industrial / Manufacturing District
- Central Area District
- Mixed Use District
- Multiple Commercial District
- Planned Development District
- Parking District
- Urban Corridor District
- Walkable Urban Mixed Use

### Zoning Distribution: Dallas Service Areas

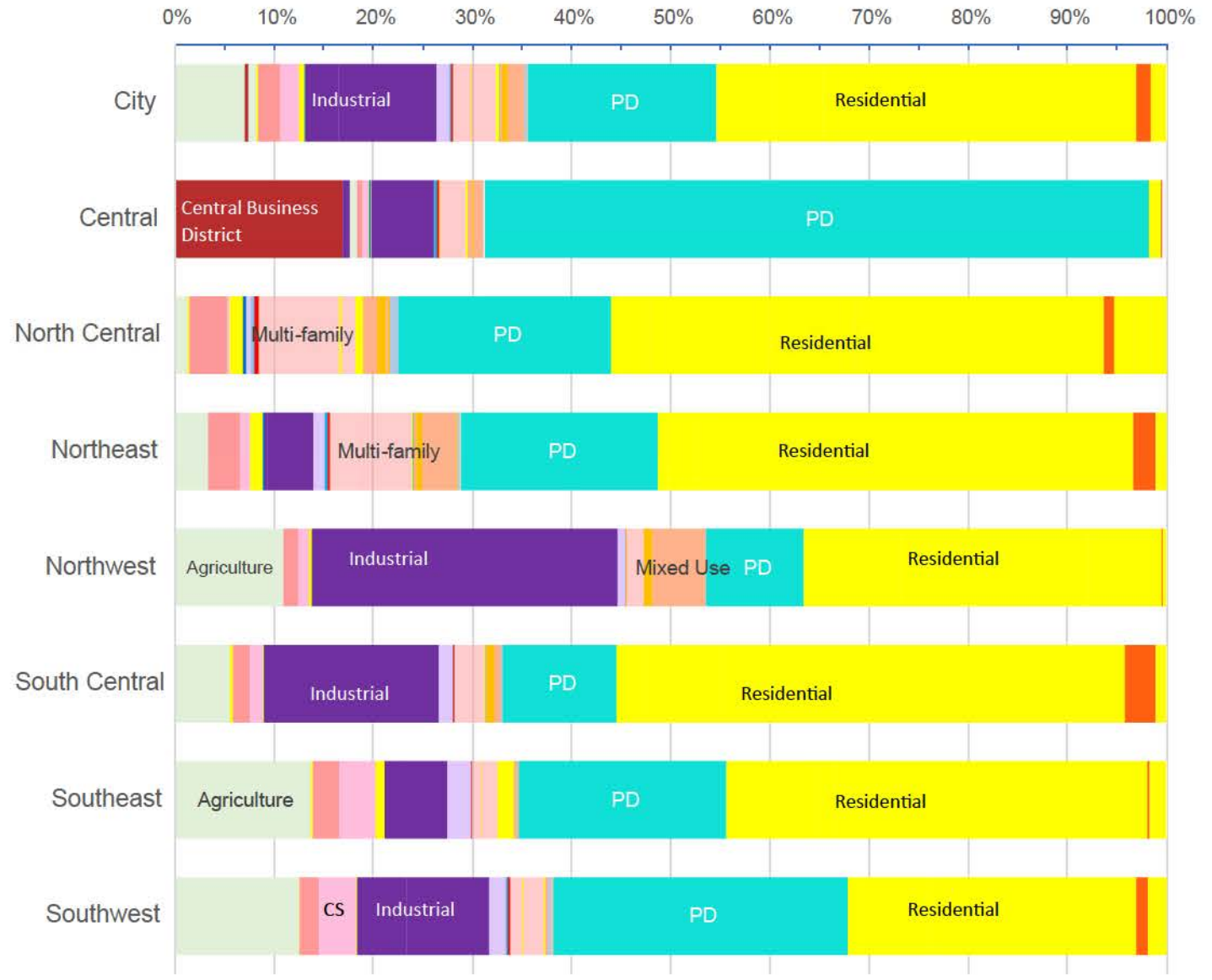


Figure 7: Citywide Zoning Chart

### Planned Development (PD) Districts

The purpose of Planned Development (PD) Districts is to provide flexibility in the planning and construction of development projects<sup>1</sup>. In Dallas, PDs can be created for a single lot or for many acres and are custom designed to permit or not permit various uses and unique design and development standards. In general, PDs allow developers to plan and develop a large area as a single entity, with the design flexibility to mix land uses, housing types, and densities, and to phase large developments over a number of years. PDs (and sub-PDs) cover over nineteen percent (19%) of Dallas' land area and account for more than 1,600 different properties (see Figure 8). This level of nuance for so many different properties has led to a very complex review process, which has increased project review times, delays in projects, and poses challenges to establishing predictable development expectations for both developers and their neighbors. An added issue of this current practice is that the complexity of PDs often leads to applicants needing a land use attorney or professional consulting services to navigate the rezoning process. This has created equity concerns for development, especially in under-resourced areas and for small business owners.

The proliferation of customized Planned Development (PD) Districts is a result of the outdated zoning code not keeping pace with change. As a result, developers have adapted the code provisions to meet their needs, which has led to development via reactionary zoning changes.

?

## DID YOU KNOW

DALLAS HAS OVER 1,000 UNIQUE PLANNED DEVELOPMENTS WITH CUSTOM ZONING REGULATIONS. THEY COVER MORE THAN 19% OF THE CITY

<sup>1</sup> City of Dallas, "Dallas City Code: Volume III"

<sup>2</sup> City of Dallas, Planned Development District Regulations, August 11, 2022. <https://dallascityhall.com/departments/city-attorney/Pages/articles-data.aspx>

### Special Development Districts

Beyond the base criteria within zoning, Dallas has multiple other tools at its disposal to address the unique needs or characteristics of certain types of development. Figure 9 highlights the areas where the city has dedicated special resources to conserve, preserve, or spur growth. These include the following:

- Tax Increment Financing Districts (TIFs)
- Public Improvement Districts (PIDs)
- Empowerment Zones
- Opportunity Zones
- Neighborhood Stabilization Districts
- Conservation Districts
- Local Historic Districts and Structures
- National Register of Historic Places

### Planned Development Districts Map

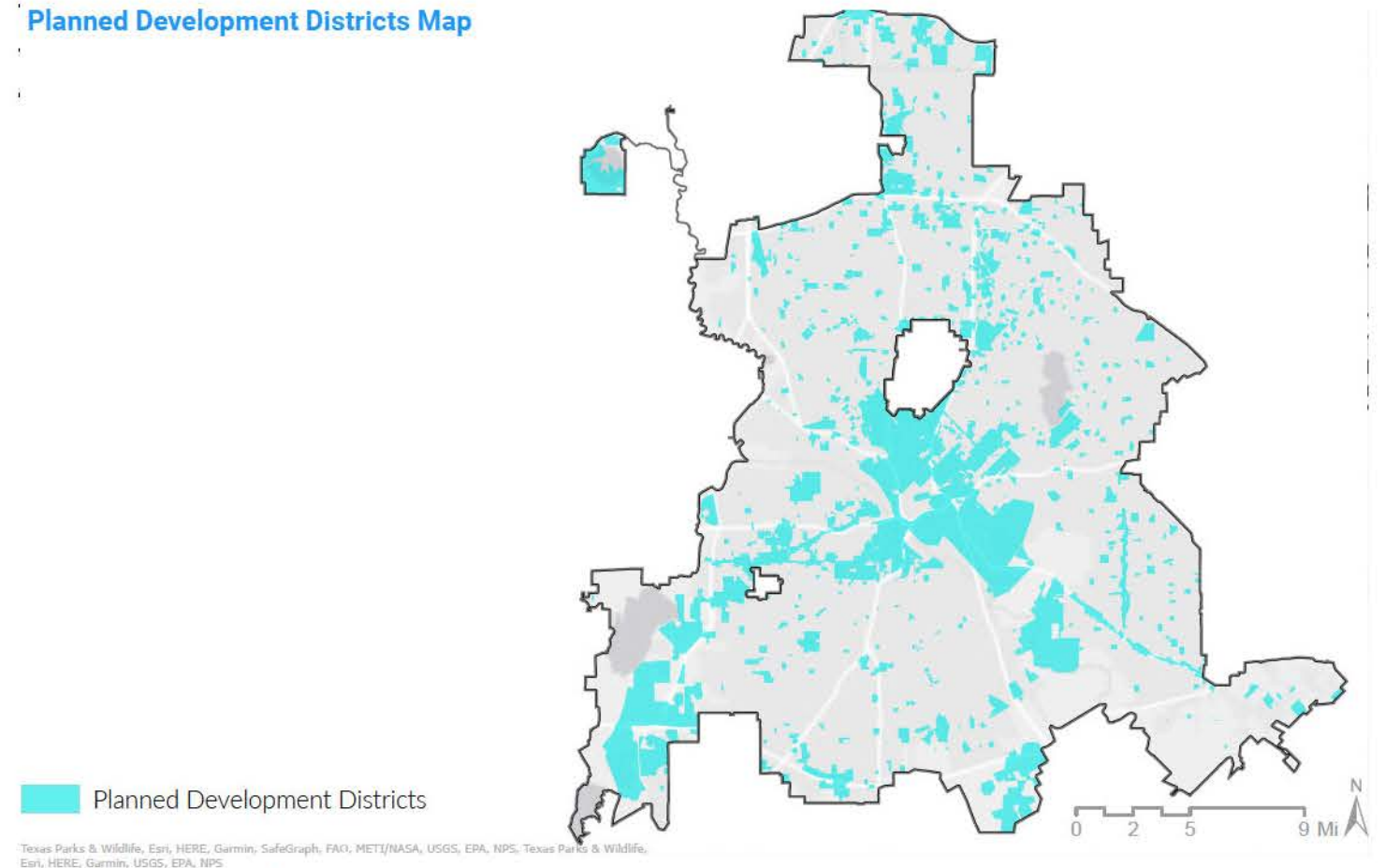


Figure 8: Planned Development Districts Map

### Special Development Districts Map

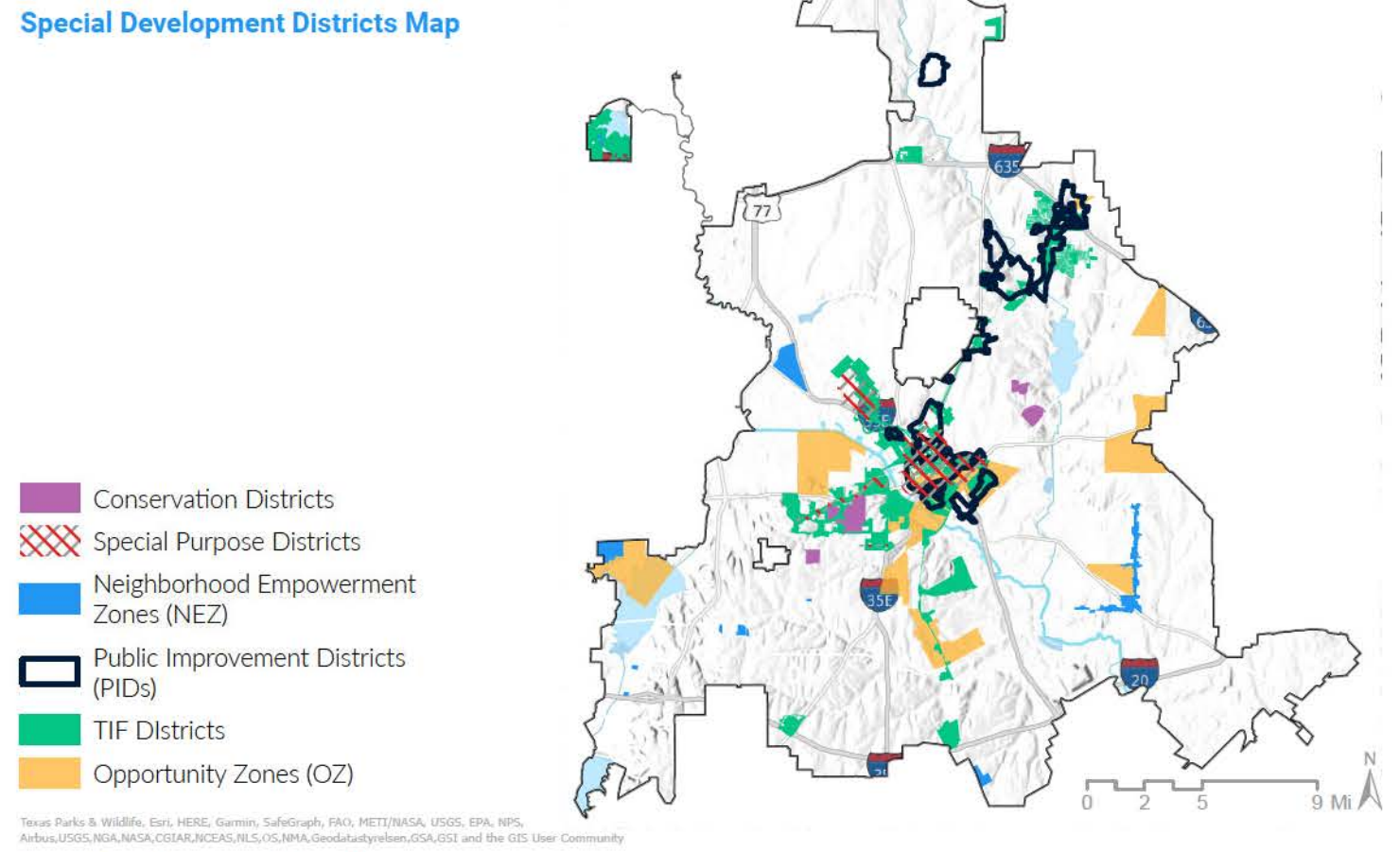
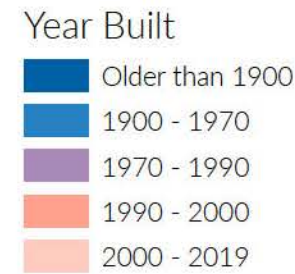


Figure 9: Special Development Districts Map



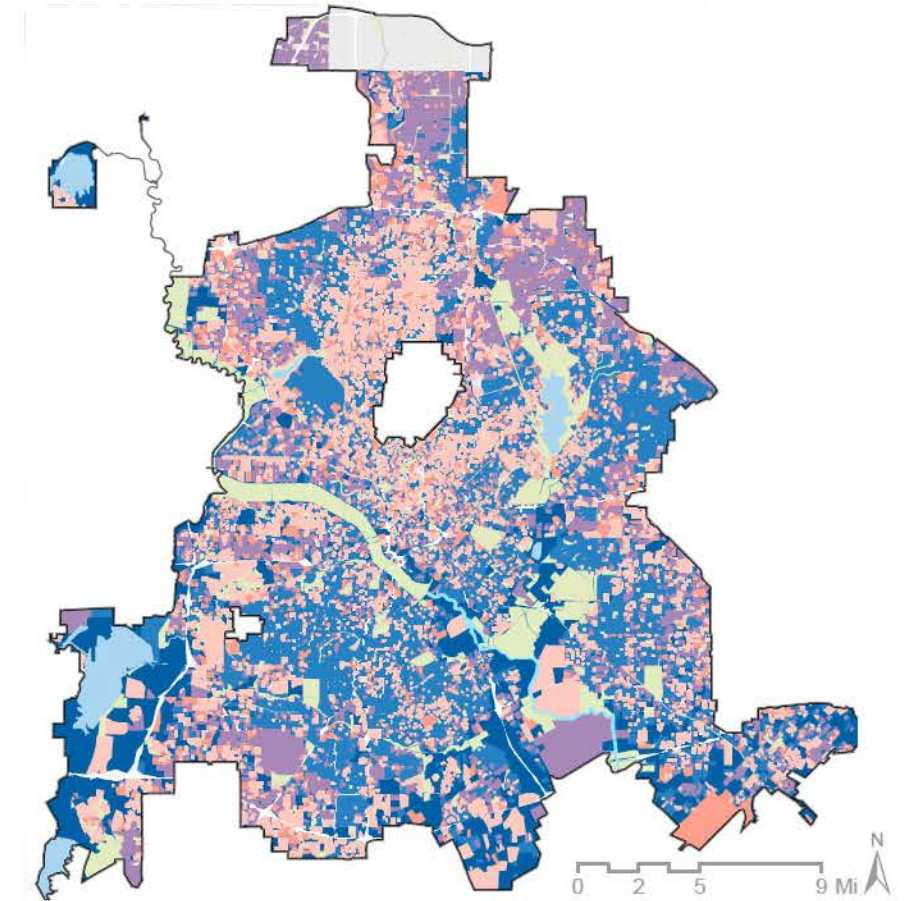
Urban design shapes how places function, look, and feel in addition to how people use those places. It addresses how buildings and the spaces surrounding them work together to create an environment that is safe, beautiful, functional, and accessible for all. Developing a comprehensive set of urban design principles to inform future urban design guidelines will be part of the ForwardDallas Update process. To better understand the city's current built environment and frame future discussions about urban design, this chapter outlines some of the most influential events and precedents behind Dallas' built form.

Housing/ Building Age Map



Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS

Figure 10: Housing/ Building Age Map



3

**URBAN DESIGN & BUILT FORM**

Dallas' history of land development, acquisitions, and urban design policies has greatly molded the City's built form during the last century (see Figure 10).

# URBAN DESIGN TIMELINE



## URBAN DESIGN TIMELINE

The city area of today was historically a flat limestone landscape, with a mixture of Blackland Prairie and bottomland forests. It was also home to the Caddo, Comanche, & Wichita tribes.

Dallas was established as a Southern Plains trading post after crossing of the Trinity River. In the early years, multiple small communities were established in the area including Hord's Ridge and Cedar Springs.

The Houston and Texas Central rail line arrived in **1872** and served as the first link between Dallas and other parts of the state. These regional networks would allow Dallas to rapidly grow as a major commercial hub; centered around today's West End and Farmer's Market.

The Kessler Plan (**1911**) became the first city planning document and provided a vision for many of today's major infrastructure projects, including the Central Expressway and the Trinity River levees.

After the Civil War's conclusion, numerous "Freedman Towns" arose on the city's periphery, including Joppa, Elm-Thicket, 10th Street, and Uptown. Starting in the **late 1930s**, Dallas leveraged redlining and its' freeway construction to divide, remove and withhold investment from many of these thriving communities of color.

Harland Bartholomew developed Dallas' first masterplan report (**1946**), which detailed citywide character and a vision for land use. This led to the civic center of downtown, city hall and the convention center.

Weiming Lu was hired in **1971** as the first ever Director of Urban Design. Under his leadership, a historic preservation commission was formed. His leadership helped to save places such as the Texas School Book Depository and Old East Dallas.

City's population reaches the 1 million-mark between **1980 - 1990**. During this time, major land development projects such as the construction of Reunion Area, the Dallas Arboretum, opening of Samuell Farm, and the opening of the Morton Meyerson Symphony Hall occur.

The CityDesign Studio was established in **2009** to elevate design conscious culture through enhanced livability in Dallas. This group has since merged with Planning to become the Planning + Urban Design Department (P+UD).

Updating the city's land use vision that incorporates a comprehensive set of urban design principles to that guide land development for the future. Urban Design Peer Review Panel created in **2013**.

Figure 11: Dallas' Urban Design Development Timeline

### Dallas' Geographic Expansion

Dallas' geographic growth was not only a result of land development, but also through the acquisition and integration of municipalities and communities into the city. Although over six hundred (600+) land acquisitions have occurred during the city's history, this section looks at a select list of major of annexations, consolidations, and absorptions that amount to what we understand as Dallas' current city limits (see Table 1). These three (3) land acquisition methods are defined below:

- **Annexation:** is a method of expanding and adding to the boundary of a jurisdiction's territory. In Dallas, annexation was achieved through two

<sup>1</sup> Dallas Historical Society, Legacies: A History Journal for Dallas and North Central Texas, Volume 14, Number 2, Fall, 2002, periodical, 2002; (<https://texashistory.unt.edu/ark:/67531/metaph35097/>). Accessed August 14, 2022. University of North Texas Libraries, The Portal to Texas History.

City of Dallas Select Major Land Acquisitions		
Community / Area	Year	Land Acquisition Method
East Dallas	1889	Annexation
Hale	1890*	Absorption
Marsh	1900*	Absorption
Oak Cliff	1903	Annexation
Bachman	1903*	Absorption
Cedar Springs	1929	Annexation
Lisbon	1929 (June)	Annexation
Calhoun (Fisher)	1930s	Absorption
Vickery	1945 (March)	Annexation
Preston Hollow	1945 (April)	Consolidation
Reinhardt	1945 (May)	Annexation
Honey Springs	1946 (December)	Annexation
Bonton	1950s*	Absorption
Cement City	1951	Absorption
Lake June	1952 (January)	Annexation
Pleasant Grove	1954	Annexation
Joppa	1955	Absorption
Hamilton Park	1954*	Annexation
Eagle Ford	1956	Annexation
Wheatland	1956*	Absorption
Little Egypt	1960s	Absorption
Letot	1960s*	Absorption
Lake Ray Hubbard	1963	Annexation
Fruitdale [Acres]	1964 (October)	Annexation
Kleberg	1978 (April)	Consolidation
Rylie	1978*	Absorption
Renner	1977	Consolidation
Audelia	1980s	Absorption
Alpha	1980s*	Absorption
Scyene	1980s*	Absorption

\* Pending Verification

Table 1: Dallas Select Major Land Acquisitions

main methods: 1.) wholesale annexation of an incorporated area and 2.) "Strip" or piecemeal annexation. Until more recently, Texas annexation laws gave Dallas and other "home rule" municipalities the ability to annex land against the desires of residents within those communities.

- **Consolidation:** occurs when two (2) cities agree to merge through an election.
- **Absorption:** is simply the integration of a community into the City of Dallas due to the community being unincorporated and not needing a formal annexation process.<sup>1</sup>

Dallas' greatest period of land growth occurred immediately after World War II (post 1945). From 1945 to 1960, the city grew from 50.6 to 283.3 square miles. For comparison, during the war years (1939 – 1945), the city grew an estimated 40 square miles. Figure 12 show the major communities that were acquired and added into Dallas city boundaries.

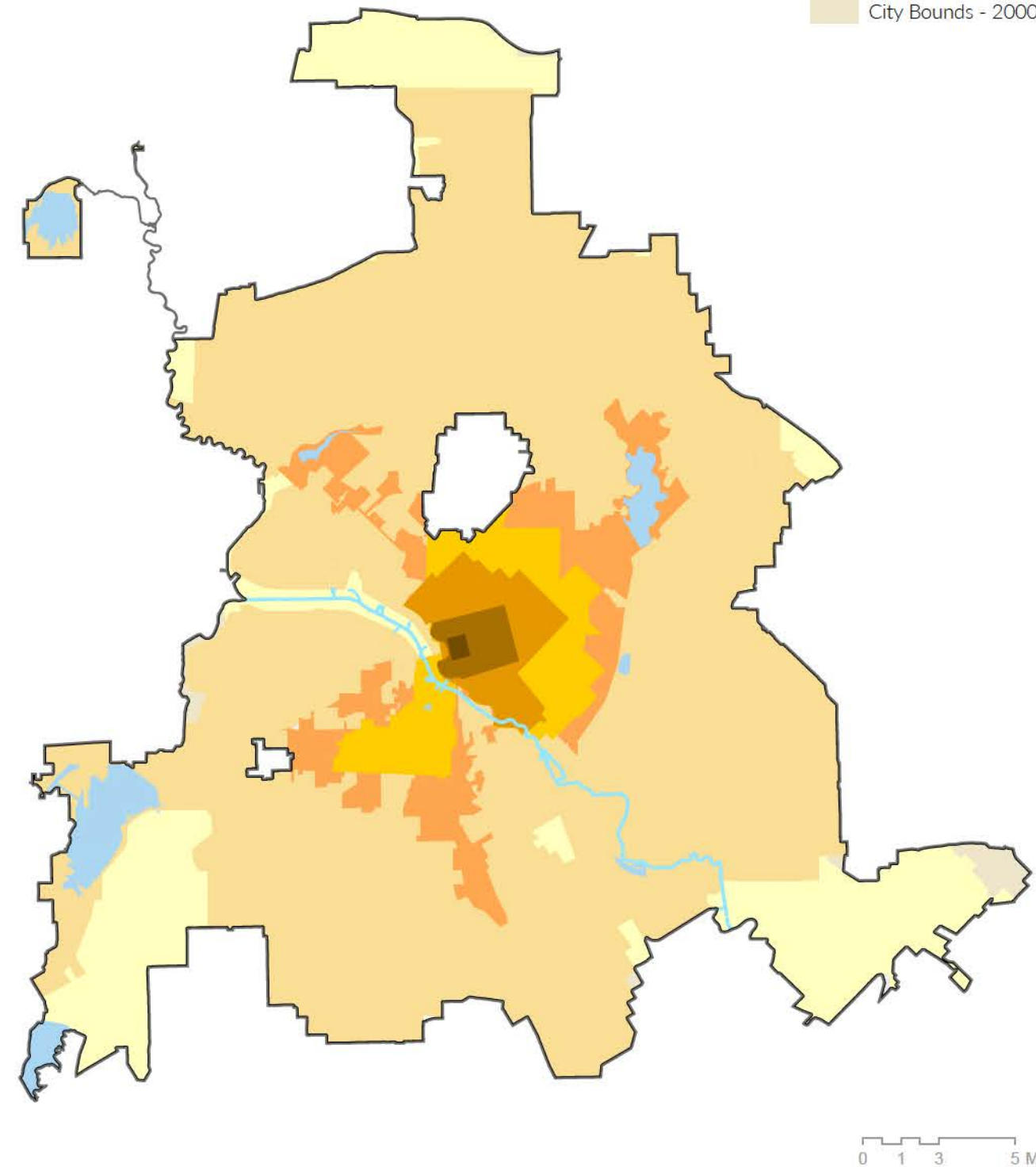


Figure 12: City Limits Growth Map



## Urban Design Principles

The ForwardDallas Update will incorporate urban design guidance into its land use policies to provide another layer of direction for decision makers. The implementation of urban design principles within the city is largely achieved through a handful of policies, precedents, and projects that provide guidance and best practices for practitioners and stewards of the urban realm, but a comprehensive or citywide set of guidelines does not exist. This section elaborates on the city's current mechanisms in aims to understand the breadth of policies that currently exist and what opportunities exist to strengthen urban design policies during this planning process.

### Urban Design Element (forwardDallas! 2006)

The Urban Design Element of forwardDallas! 2006 serves as the overarching policy guidance, providing a comprehensive definition and understanding of urban design throughout the city. The element identifies three (3) main goals for urban design in Dallas, each of which identified a series of policy items and subsequent implementation measures.

- Promote a Sense of Place, Safety, and Walkability
- Strengthen Neighborhood and Community Identity
- Establish Walk to Convenience

Although the Urban Design Element has worked to serve as a guide for urban design action and implementation through Dallas during the last sixteen years, the Element failed to provide a set of guiding urban design principles for Dallas. Additionally, of the forty (40) action items outlined in the Element, only seven (7) have been substantially completed, with only twelve (12) being partially completed. While the the three (3) main goals and additional policy recommendations and action items should serve as a starting point for urban design in the ForwardDallas Update, a more refined approach will be needed to be successful over time.

## Urban Design Tools

In addition to the guidance providing in forwardDallas!2006, the City also has several design tools at its disposal that help shape Dallas' built and natural environments.

### Urban Form-based Districts

Urban Form-based Districts, found in Article XIII within Chapter 51(A) of the City's development code, are a set of form-based zoning categories that serve as an implementation tool for forwardDallas! 2006. Form-based zoning differs from the typical Euclidean zoning common within the city and the country in that rather than relying on separating uses or activities from each other, the organizing principle for the code uses physical form to foster predictable built results. Form-based code addresses the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The purpose of these urban form districts is to create walkable urban neighborhoods where higher density mixed uses and mixed housing-types promote less dependence on the automobile. They are also intended to help transition successfully to existing neighborhoods<sup>1</sup>

<sup>1</sup> City of Dallas. Chapter 51 (A) Article XIII: Form Districts. <https://dallascityhall.com/departments/sustainabledevelopment/planning/DCH%20Documents/form%20districts/ArticleXIII-FormDistricts.original.pdf>



### Urban Design Peer Review Panel

The Urban Design Peer Review Panel (UDPRP) formed in 2013, is comprised of local design, planning and engineering professionals who provide urban design advice to city staff, Tax Increment Financing District (TIF) Boards, City Plan Commission, and City Council for upcoming new development projects. The panel's role is to provide ongoing urban design review at key stages through project development and engineering to facilitate a desirable urban design outcome. The role of UDPRP also includes the following:

- Ensure the goals of forwardDallas 2061, TIF Design Guidelines, and other policies are met within in the context of urban design
- Ensure that new buildings and public spaces demonstrate a high level of design, fit well within their context, contribute to Dallas' economic success and contribute to Dallas' competitive advantage and the quality of life for its citizens
- Support creative design responses in new development
- Foster an effective working relationship with the development community
- Broaden public discussion about design

### Urban Transit Design Guidelines

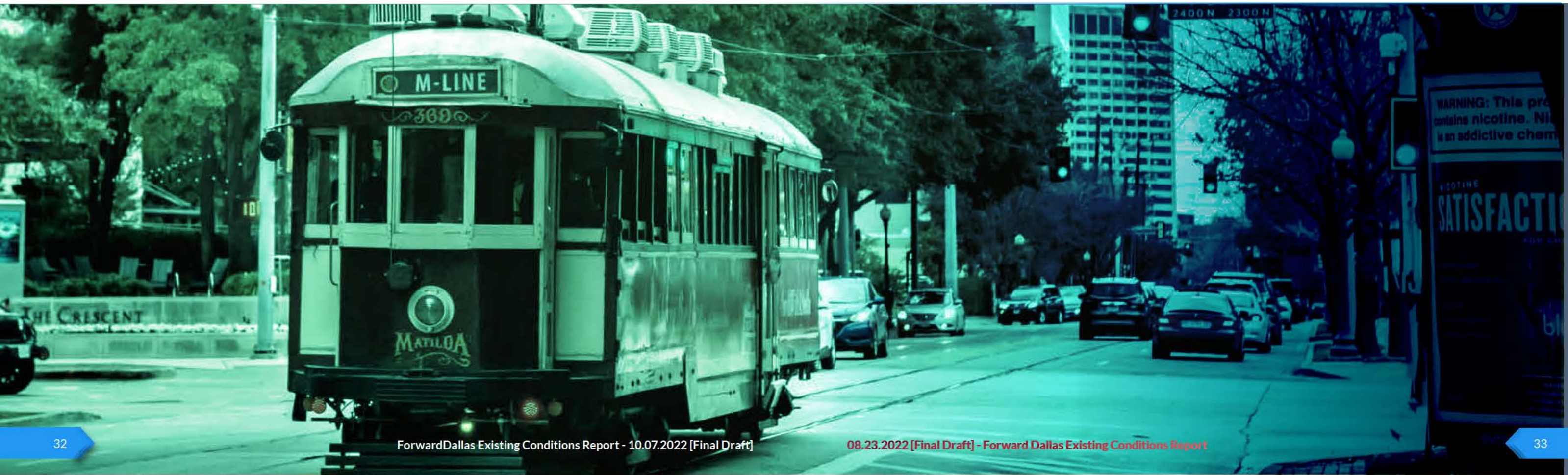
The Urban Transit Design Guidelines, adopted in 2017, are intended to provide policy level design guidance for the development of at-grade and below grade DART operated transit corridors and stations in and around Downtown Dallas. Though non-prescriptive in nature, the guidelines establish expectations for the quality of the urban environment in the vicinity of the transit corridors, based on best practices. The review process associated with the Urban Transit Design Guidelines is integrated into DART's project development process by introducing a series of reviews by the City of Dallas' UDPRP.

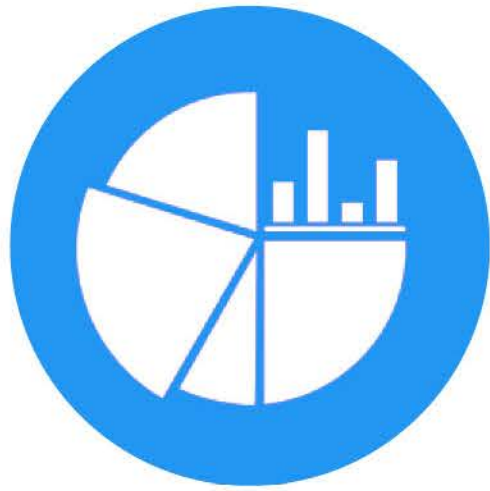
### TIF Design Guidelines

As part of the City of Dallas' Tax Increment Finance Districts (TIF) Program, all projects located in TIF districts are held to a higher standard of urban design critique. These reviews can be public or private projects and are managed by the UDPRP. The guidelines that drive their decision making were developed and based off urban design best practices. These programs reflect the City's effort to promote added property value through development that contributes to a pedestrian-friendly human-scaled environment, that utilizes high quality materials and creates unique urban places.

### Complete Street Design Manual

The Complete Streets Manual was adopted by Dallas City Council in January of 2016. Through the Department of Transportation, the city has established this manual to improve how streets are designed and built, and aims to ensure safety and comfort for everyone. This includes travelers of any age, ability, or ridership. Complete Streets considers the entire space between the building facades on each side of the road. This initiative aims for a phased transformation of Dallas' street network through a combination of public street improvements and incremental private developments. Any roadway improvements related to adjacent development are subject to these design criteria. Many of the recommendations in this manual were incorporated in the 2019 update of the City of Dallas Street Design Manual, which is listed in Sec. 51A-8.601 of the city's Development Code.





The Demographic and Economic Snapshot provides existing characteristics and future trends of Dallas' current population. Understanding the city's demographics allows City staff and appointed and elected officials to better respond to an area's needs, provide necessary services, and predict future demands more adequately. The following snapshot lays a foundation for future policy recommendations by providing an understanding of the base conditions that impact land use in Dallas.

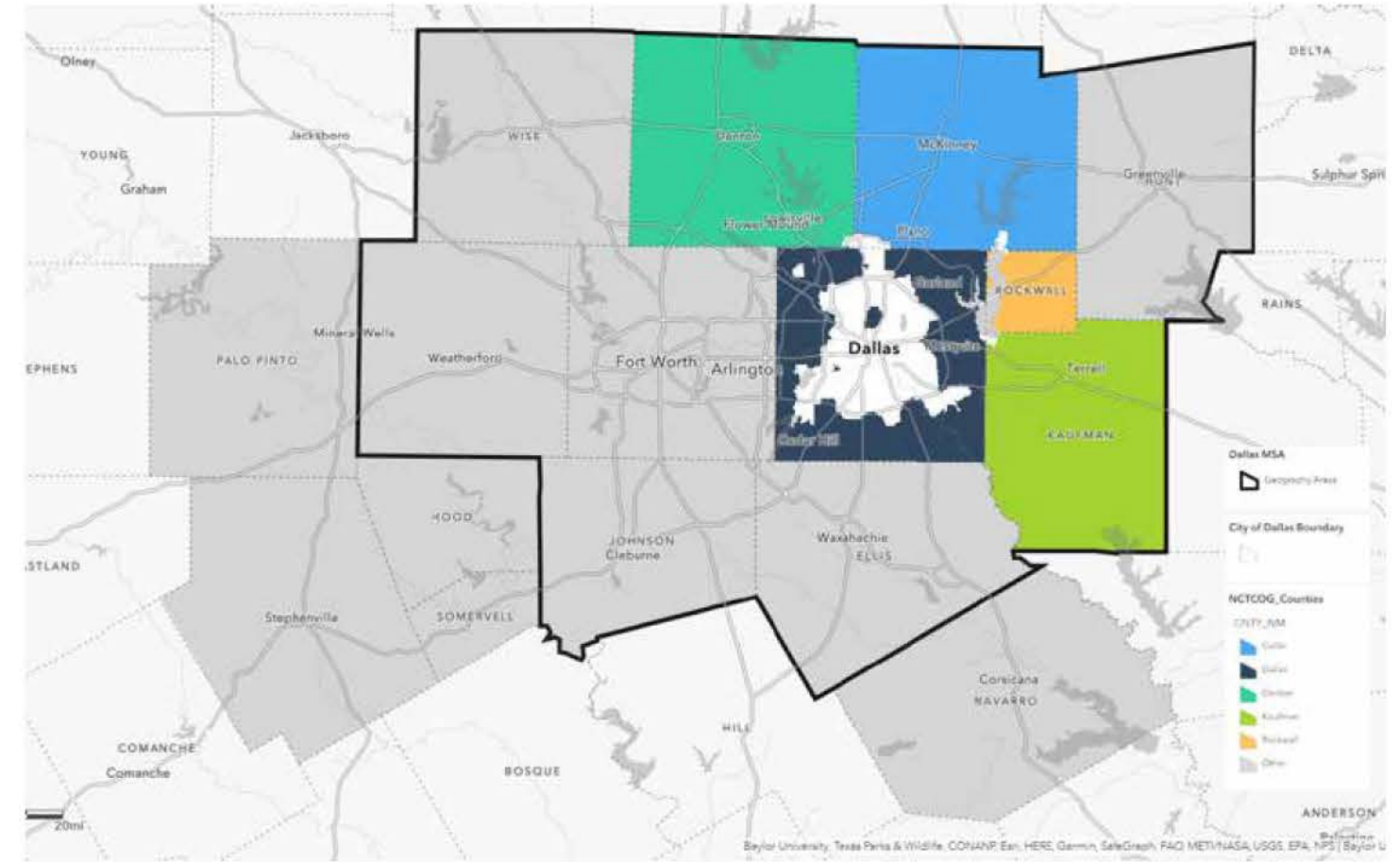


Figure 13: NCTCOG Region with MSA

## Regional Context

# 4

## DEMOGRAPHIC & ECONOMIC SNAPSHOT

The City of Dallas is part of the Dallas-Fort Worth-Arlington Metropolitan Statistical Area (MSA), better known as the Dallas-Fort Worth (DFW) Metroplex, which sits within the North Central Texas Council of Governments boundary (see Figure 12). Most of Dallas's city limits reside within Dallas County (which Dallas is the county seat) but portions of the city extend into Collin, Denton, Kaufman, and Rockwall Counties.

## Selection of Peer Cities

Throughout this chapter, Dallas' demographic and economic analysis will be compared to select peer cities throughout the country. Over thirty (30) peer cities were reviewed and analyzed by staff, and the following four (4) were identified for inclusion in this report based on key factors: San Antonio, Minneapolis, Chicago, and Denver. These peer cities were selected based on relevant regions in the state and nation with similar or aspirational growth trends, demographics, geographic areas, and/or comprehensive planning goals.

- San Antonio**  
 Similarly-sized Texas city with a relatively recent comprehensive plan (2016) and a majority Hispanic/Latino(a)/Latinx population.
- Minneapolis**  
 Recently completed comprehensive plan (2019) that addressed similar focus topics and issues confronting Dallas.
- Chicago**  
 Similar demographic make-up to Dallas and part of the nation's largest three (3) metro areas, which the DFW Metro Area is projected to surpass within the next 20 years.<sup>1,2,3</sup>
- Denver**  
 Recently completed comprehensive plan (2019), has a similar population density to Dallas, and has developed a Transit Oriented Development (TOD) Strategic Plan as part of its implementation program.

## Demographics

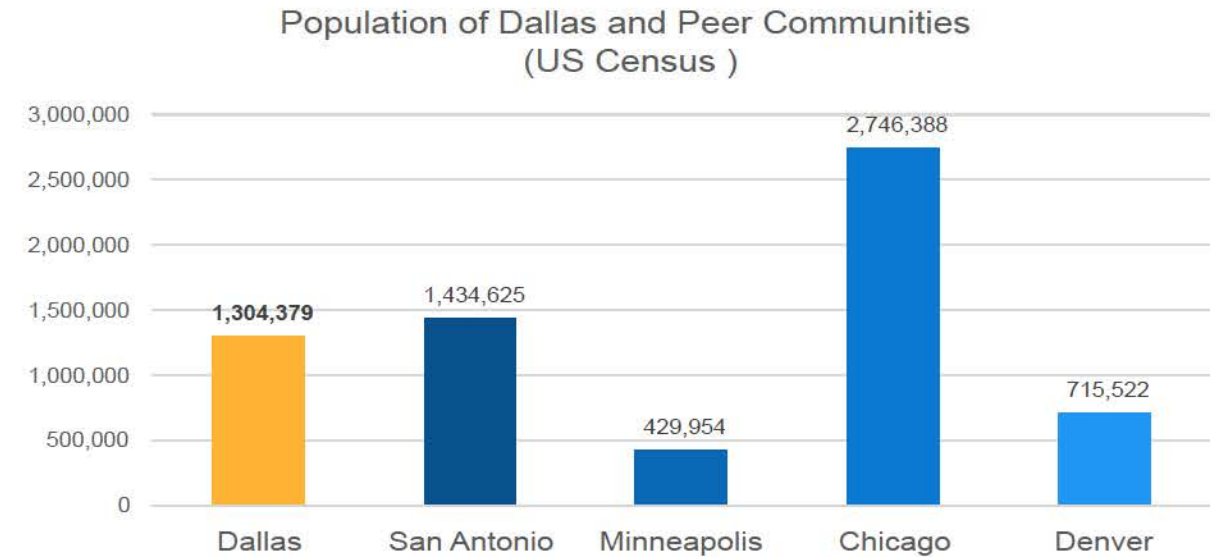
### Population Overview

According to the US Census Bureau, Dallas' population of 1.3 million is the ninth (9th) largest in the nation and makes up approximately one-fifth (18%) of the DFW Metro's total population of 7.8 million<sup>4,5</sup>. When compared to the four (4) peer cities used for comparison purposes in this report, Dallas' population represents the median or middle value of the data set (the value separating the higher half and lower half) in addition to representing the approximate average (mean) of the population values, which is 1,326,173 (see Figure 14).

### Density

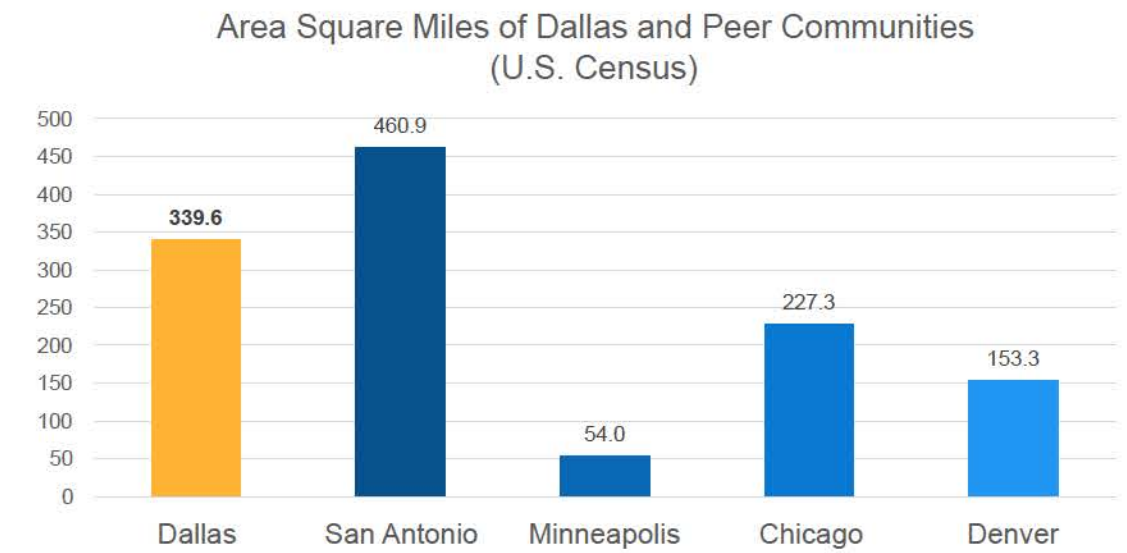
Population density is generally measured by the number of people in a certain area. See Figure 15 for a comparison of Dallas' land area in comparison to the peer communities. Density is also often measured by number of dwelling units per acre. A city's land use patterns, and the intensity of those patterns, influence an array of topics including access to jobs and services, walkability, cost of goods and services, housing affordability and public health.

When compared to the peer cities, Dallas is the second least dense city at just under 4,000 people per square mile (see Figure 16), only to be trailed by San Antonio with a population density of 3,112 people per square mile.



Source: 2016/2020 American Community Survey-Year Estimates

Figure 14: Population of Dallas and Peer Communities Chart



Source: 2016/2020 American Community Survey-Year Estimates

Figure 15: Area (Square Miles) of Dallas and Peer Communities Chart

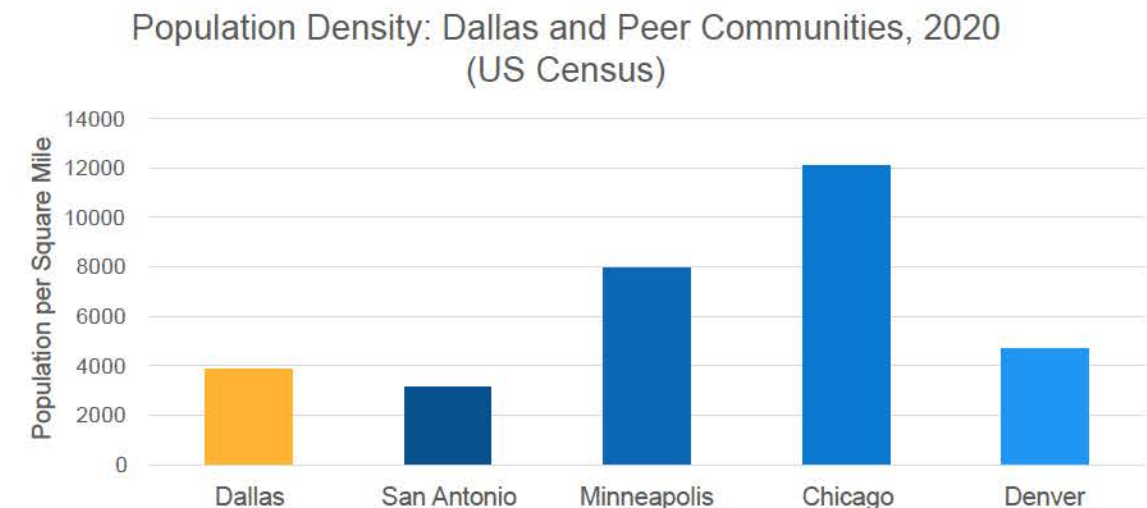


Figure 16: Population Density of Dallas and Peer Communities Chart

1 Dallas Morning News, March 22, 2018. When will D-FW overtake Chicago to become the nation's 3rd largest metro area? <https://www.dallasnews.com/business/2018/03/22/when-will-d-fw-overtake-chicago-to-become-the-nation-s-3rd-largest-metro-area/>; 2018

2 Chicago Metropolitan Agency for Planning, Chicago Region Socioeconomic Forecast. November 2016. <https://datahub.cmap.illinois.gov/dataset/89f66569-5f51-4c14-8b02-5ecc1ca00909/resource/a812de2f-d465-47f2-87df-0427e81da2cf/download/CMAPSocioeconomicForecastFinal-Report04Nov2016.pdf>

3 North Central Texas Council of Governments (NCTCOG). Draft 2045 Demographic Forecast. Dec 2021. <https://rdc.dfwmaps.com/pdfs/Draft%20Place%20Summaries.pdf>

4 U.S. Census Bureau, Population Division, Annual Estimates of the Resident Population for Incorporated Places of 50,000 or More, Ranked by July 1, 2021 Population: April 1, 2020 to July 1, 2021 (May 2022)

5 US Census Bureau, Population Division, Annual Estimates of the Resident Population for Metropolitan Statistical Areas in the United States and Puerto Rico: April 1, 2020 to July 1, 2021 (CBSA-MET-EST2021-POP)

# Population Density

The areas of the city with the densest populations are primarily located north of Interstate Highway 30 (I-30), with a few less dense areas located south of I-30 (see Figure 16).

Figures 18 through 22 provides a comparative 3D representation of how residents of each peer city are geographically distributed<sup>1</sup>

Of the peer cities, Dallas has a higher percentage of clusters of density above 3000 people per sq. misrfg.; with denser clusters around Downtown, the Southwest, and Northern regions of the city.

As future planning efforts prepare for this increased population, it'll be important to apply best practices from cities with similar densities in addition to providing contextual examples to the public when presenting land use scenarios.

**3,840**  
POP/SQ MI

**3,112**  
POP/SQ MI

**7,962**  
POP/SQ MI

**12,082**  
POP/SQ MI

**4,667**  
POP/SQ MI

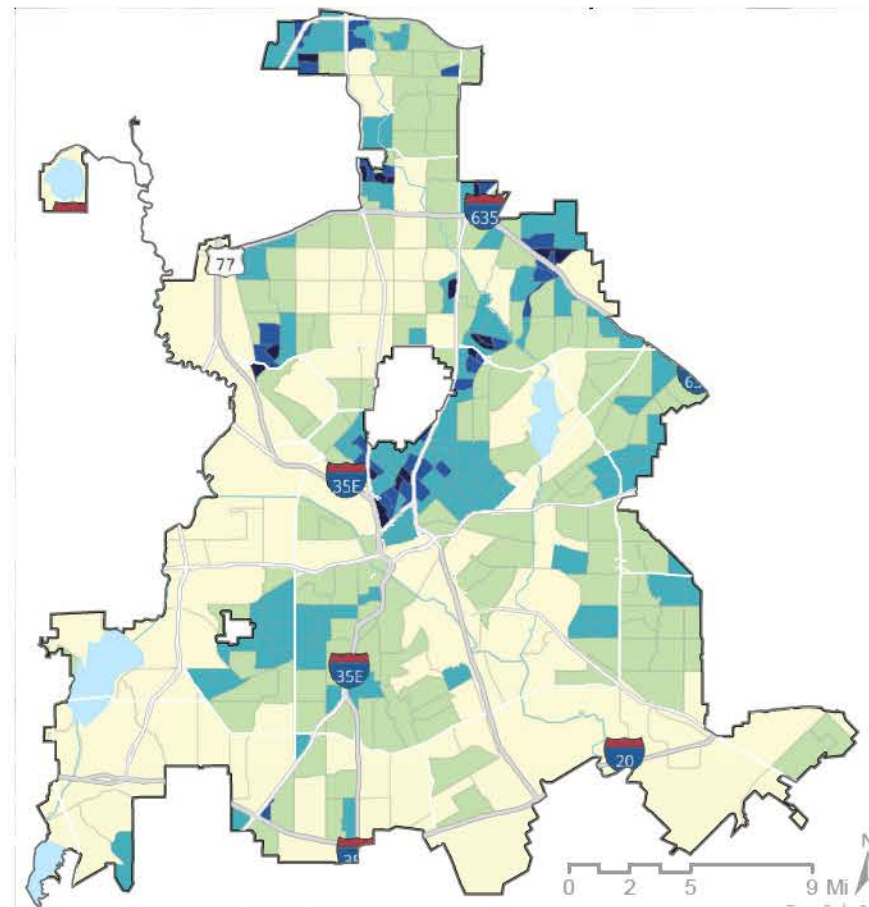


Figure 17: NCTCOG Region with MSA

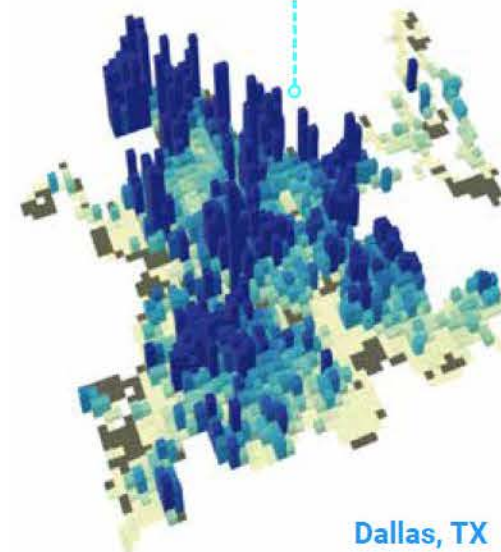


Figure 18: 3D Population Density Map - Dallas

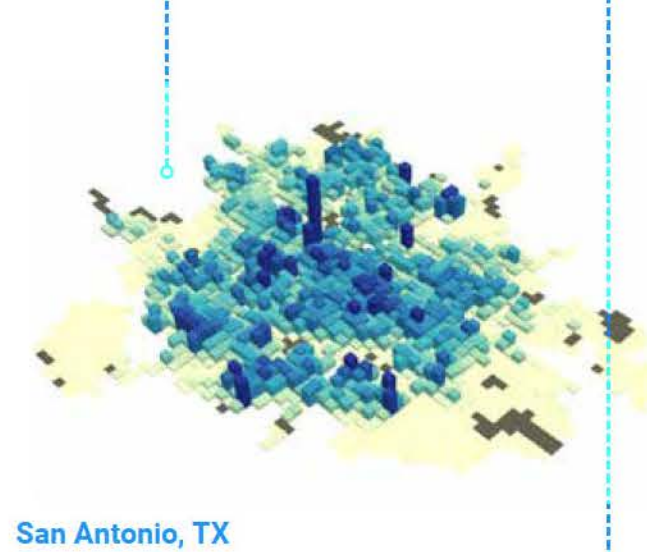


Figure 19: 3D Population Density Map - San Antonio



Figure 21: 3D Population Density Map - Chicago



Figure 20: 3D Population Density Map - Minneapolis

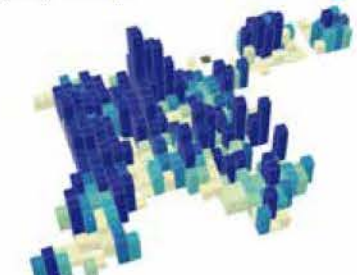
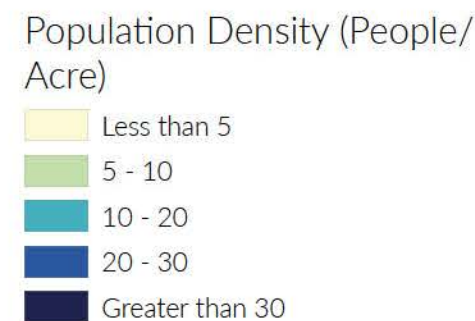


Figure 22: 3D Population Density Map - Denver



<sup>1</sup> Esri Living Atlas - World Pop Hub, 2020 Population Density

## Growth and Change

Dallas' population has grown by 9% during the last 10 years (see **Figure 23 & 24**). However, this is significantly less than the growth rate of both the DFW Metro (43%) and the State of Texas (26%) during this same period.

Understanding where and how much growth is expected within the City helps predict future land use patterns and corresponding infrastructure needs that may be required to support new development.

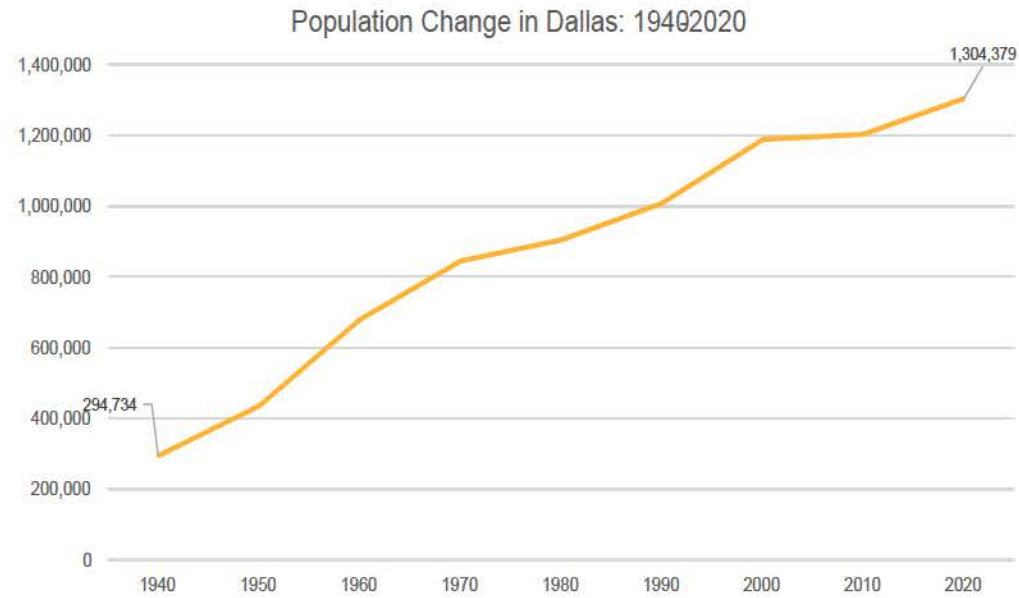
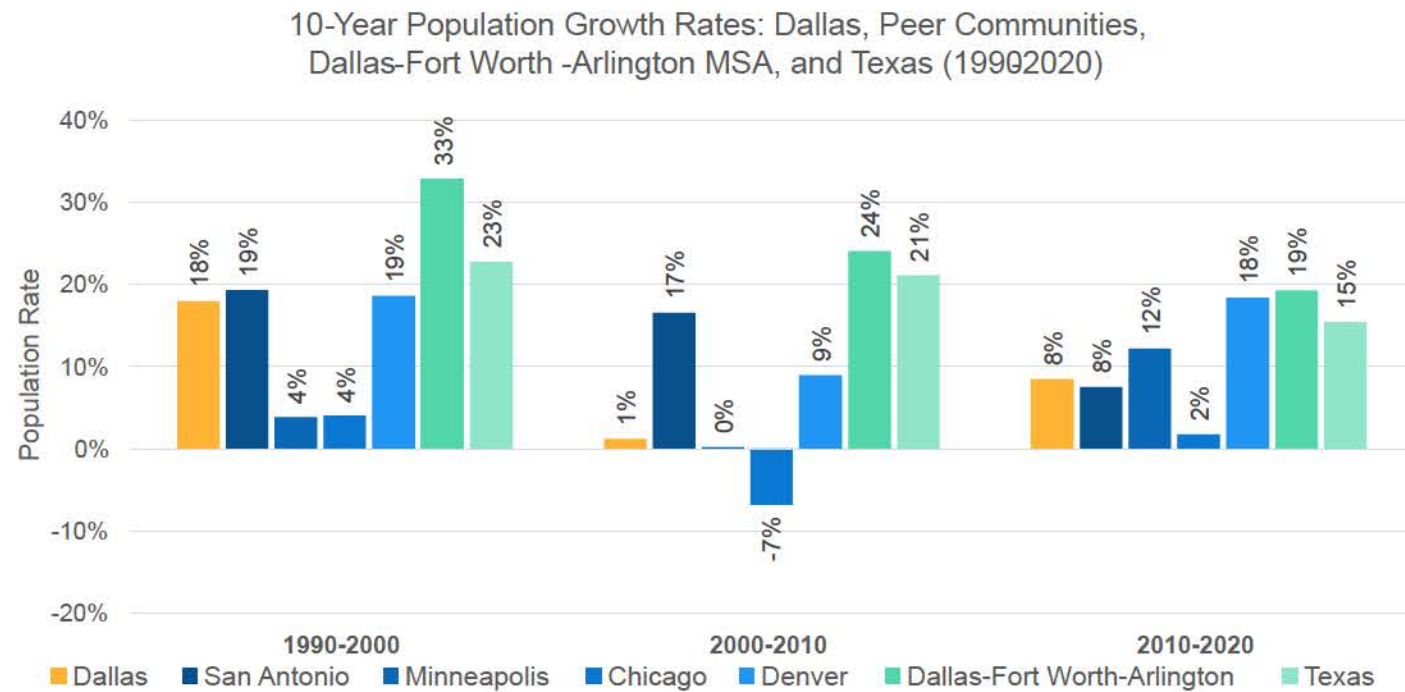


Figure 23: Population Change in Dallas: 1940 - 2020



Source: 1990 Census of Population, 2000 Decennial Census, and 2010-2020 American Community Survey Year Estimates

Figure 24: 10-Year Population Growth Rates Peer Communities (1990 - 2020)

In the most recent metropolitan transportation plan, Mobility 2045 Update, NCTCOG projected that the city's population will continue to grow over the next 20 years to 1.6 million by 2045, an increase of 300,000 additional people when accounting for births and deaths.<sup>1</sup> (see **Figure 25**). For context, 300,000 is the approximate population of the entire city of Plano, TX, which is a top 75 city in terms of US population. 300,000 also represent the number of people that the entire US grew from 2020 to 2021.

<sup>1</sup> North Central Texas Council of Governments (NCTCOG). 2045 Demographic Forecast.

Projected Population Change

11,634

-2,328

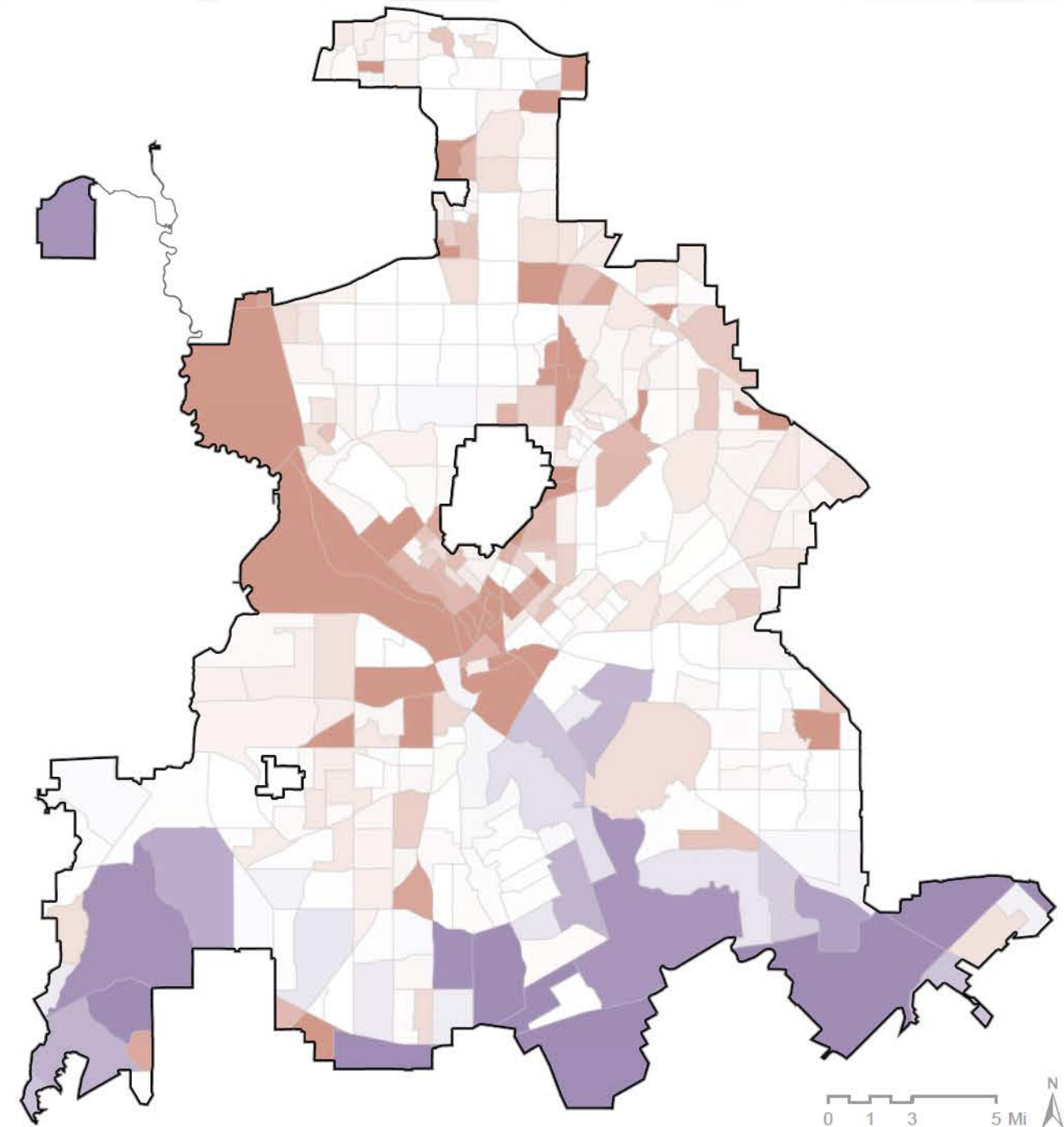


Figure 25: NCTCOG Draft Population Projections

10.07.2022 [Final Draft] - ForwardDallas Existing Conditions Report

# Race and Ethnicity

Dallas currently has one of the largest Black, Indigenous, and Persons of Color (BIPOC) populations amongst the peer cities at just over seventy-one percent (71%), including a Hispanic population of 42% (see Figure 26). The City's racial and ethnic composition has remained relatively unchanged over the last decade with no group growing or shrinking by more than a percentage point (see Figure 27). When observing the geographic distribution of races and ethnicities throughout the city, several observations can be made (see Figure 28). For one, the Hispanic population has concentrated in West Oak Cliff, East Dallas, and portions of Northwest Dallas. The African-American/Black population is concentrated in Southern Dallas, and the White population is concentrated in Central, Northeast, and Far North Dallas. These geographic patterns are a result of numerous factors, including but not limited to, historic segregation, redlining, and the annexations of neighboring communities. These factors will be further analyzed in subsequent chapters of this report.

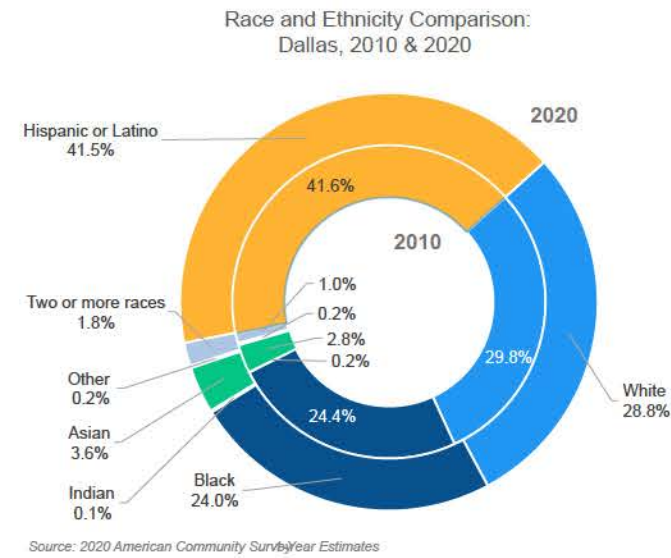


Figure 26: Race and Ethnicity Comparison: Dallas 2010 & 2020

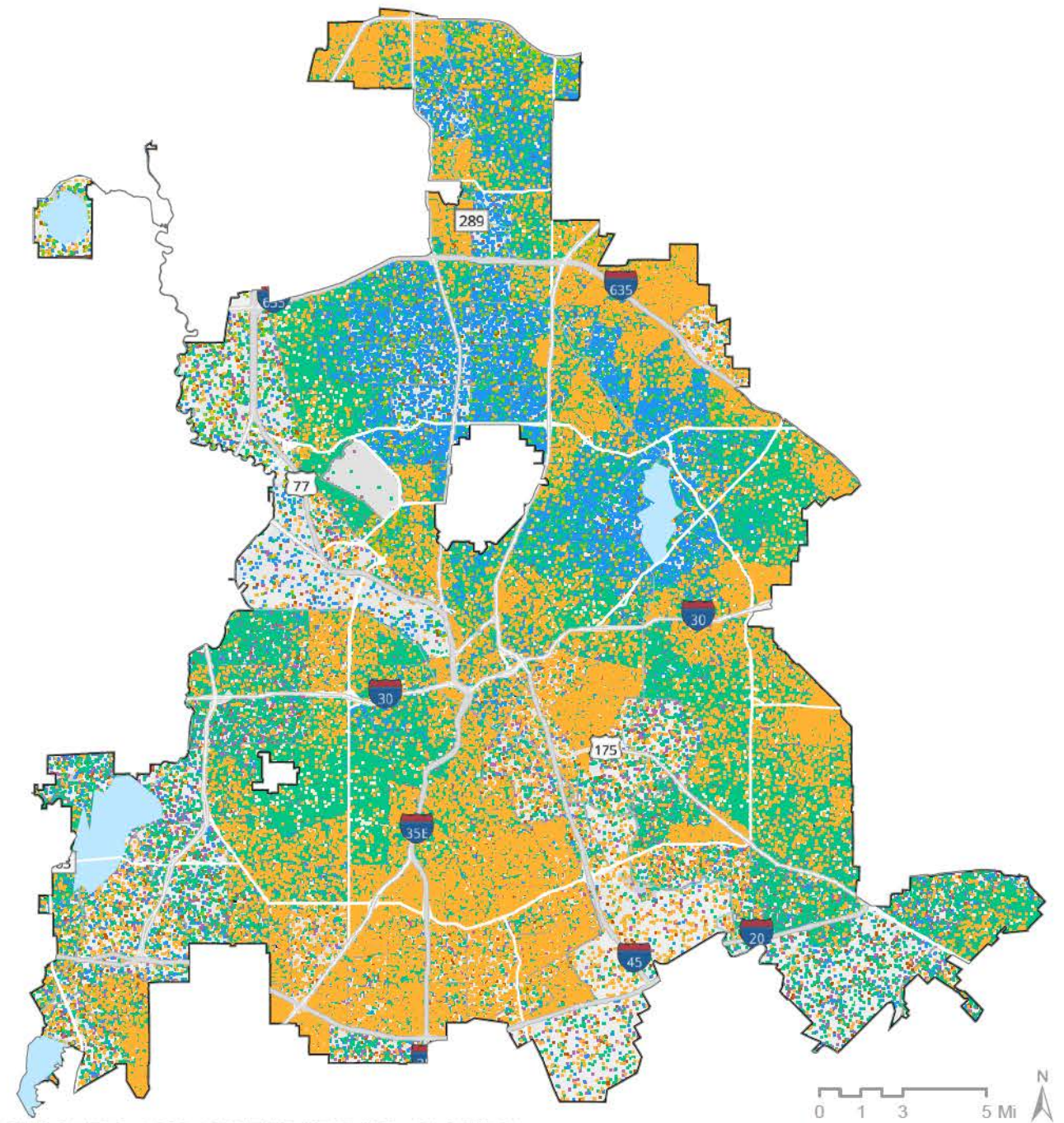
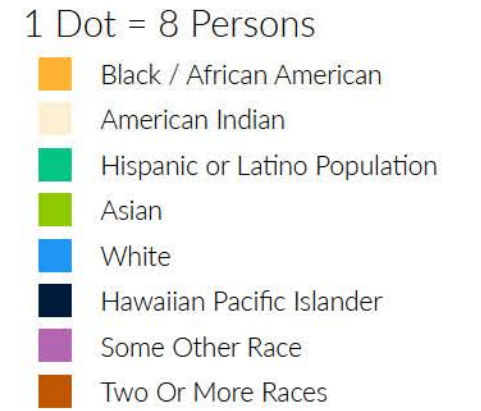
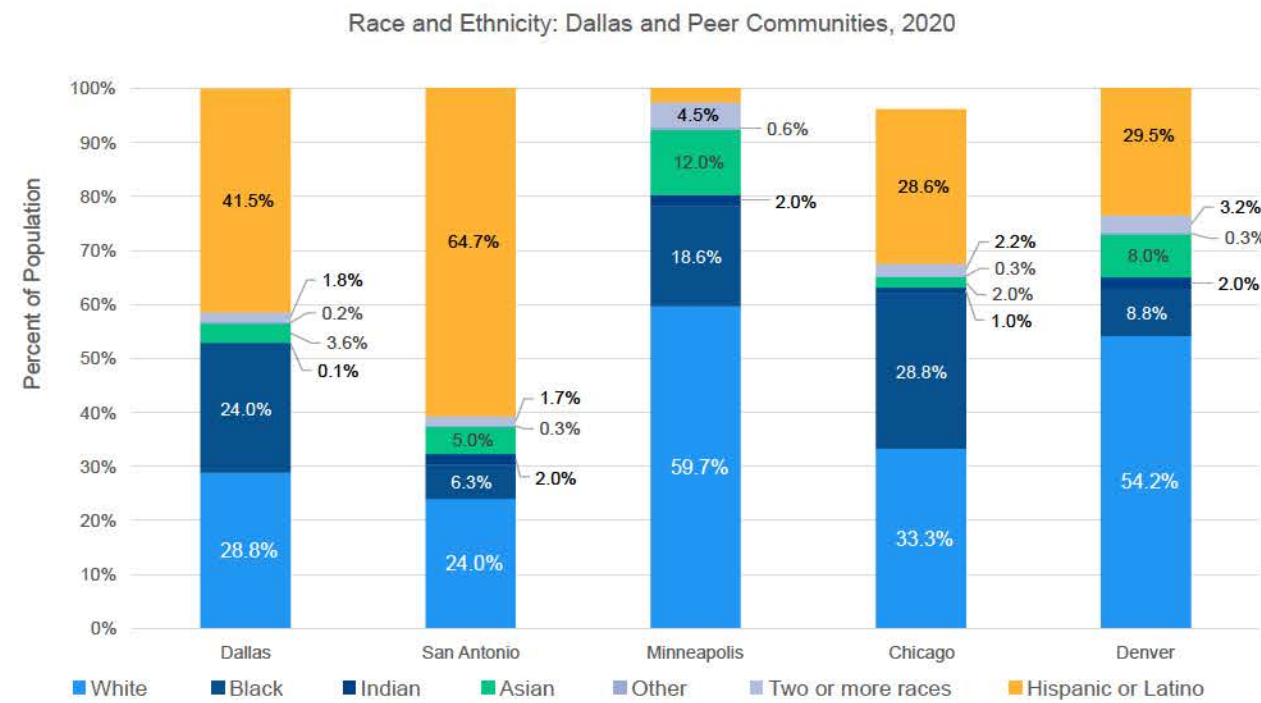


Figure 28: Race Dot Map

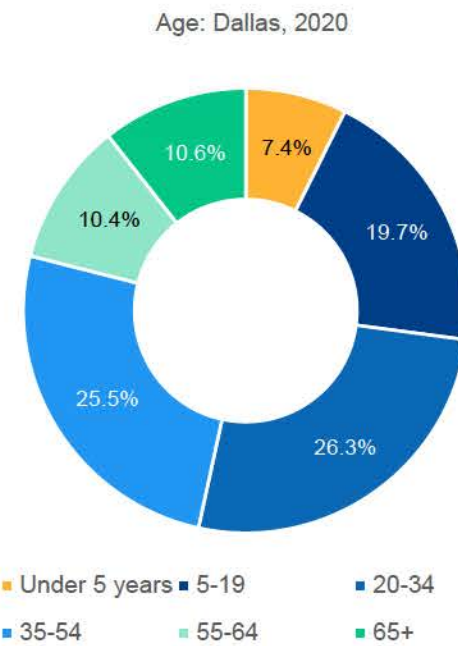


Source: 2016/2020 American Community Survey-Year Estimates

Figure 27: Race and Ethnicity: Dallas and Peer Communities

## Age Distribution

The 20-34 and 35-54 age groups make up more than half of Dallas' population (see Figure 29). Over the past two decades, age distributions with the City have shown significant change, primarily amongst persons over the age of 55 (see Figure 30). Both the 55-64 and over 65 populations have grown 36% between 2010 and 2020. In comparison, the next largest age group (20 – 34) only grew by 12.5% during the last ten (10) years. When coupled with the fact that the only age group that shrunk during the last ten year was the under 5 population, future land development will need to accommodate an increasing aging population.



Source: 2020 American Community Survey Year Estimates

Figure 29: Dallas Age 2020

## Population Change by Age Group: Dallas, 2000-2020

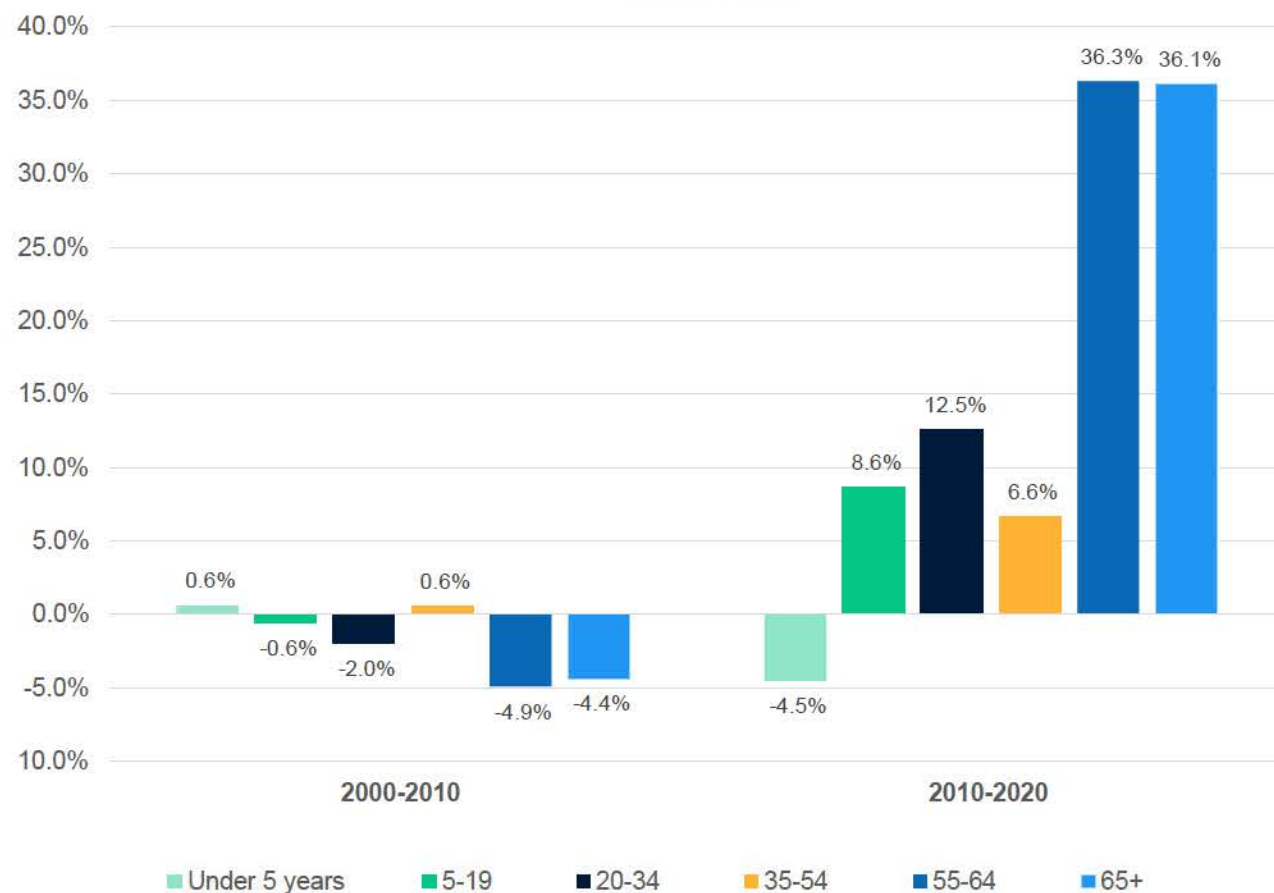


Figure 30: Population Change by Age Group 2020

## Income

Dallas has seen an overall growth in median household incomes since 2010, a thirty-four percent (34.1%) increase from around \$41,000 to just under \$55,000 (see Figures 31 & 32). Although there has been a steady rise in incomes, all peer cities and regions outperformed Dallas' household income growth (see Figure 33). With home prices continuing to rise, incomes for a majority of the population have not kept pace.

## Household Income Distribution: Dallas, 2010 and 2020

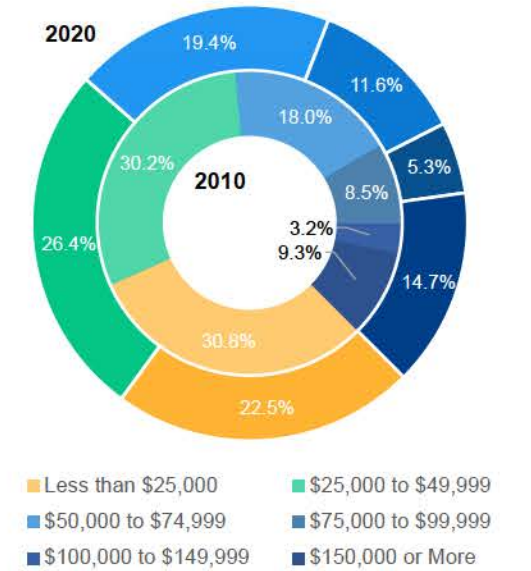


Figure 31: Household Income Distribution

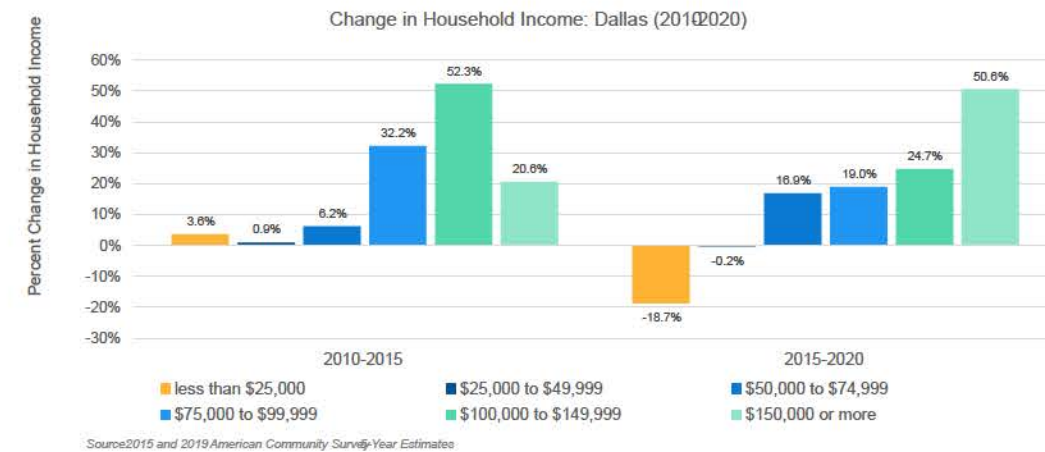


Figure 32: Dallas Change in Household Income - 5 year

## Median Household Incomes: Dallas, Peer Communities, Dallas-Fort Worth -Arlington MSA, and Texas (2010, 2015, and 2020)

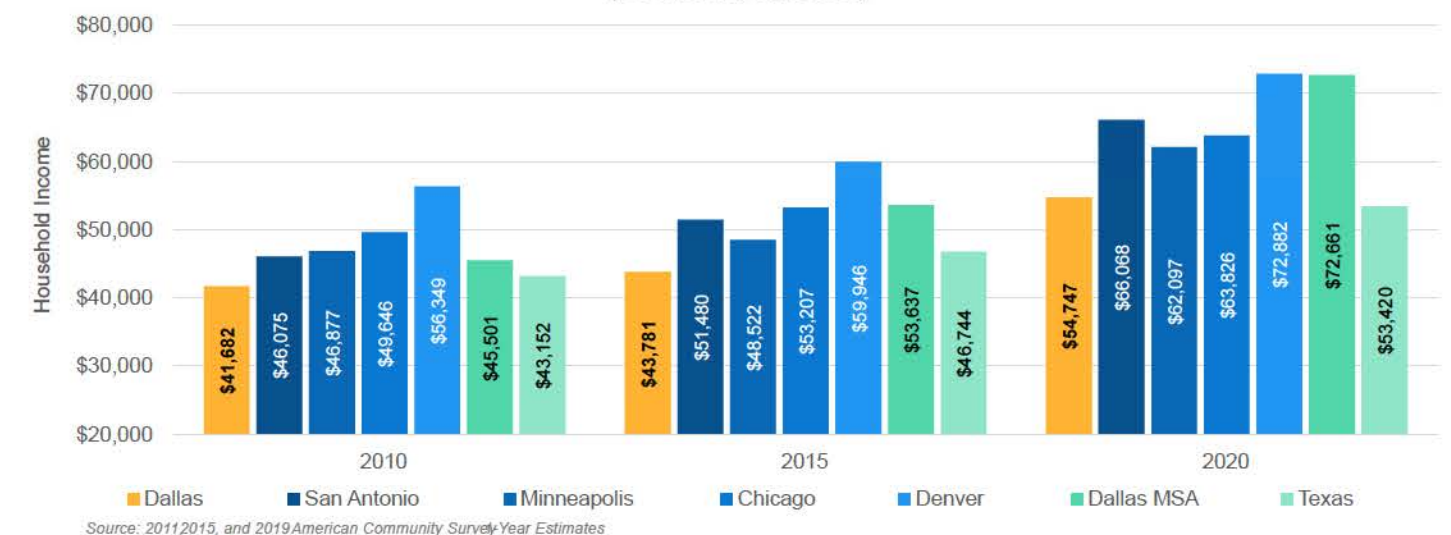


Figure 33: Peer City Median Household Income

## Income

Low-to-Moderate Income (LMI) means any census tract (or equivalent geographic area defined by the Bureau of the Census) in which at least 50% of households have an income less than 60 percent of the Area Median Gross Income (AMGI), or which has a poverty rate of at least 25% (see Figure 34).

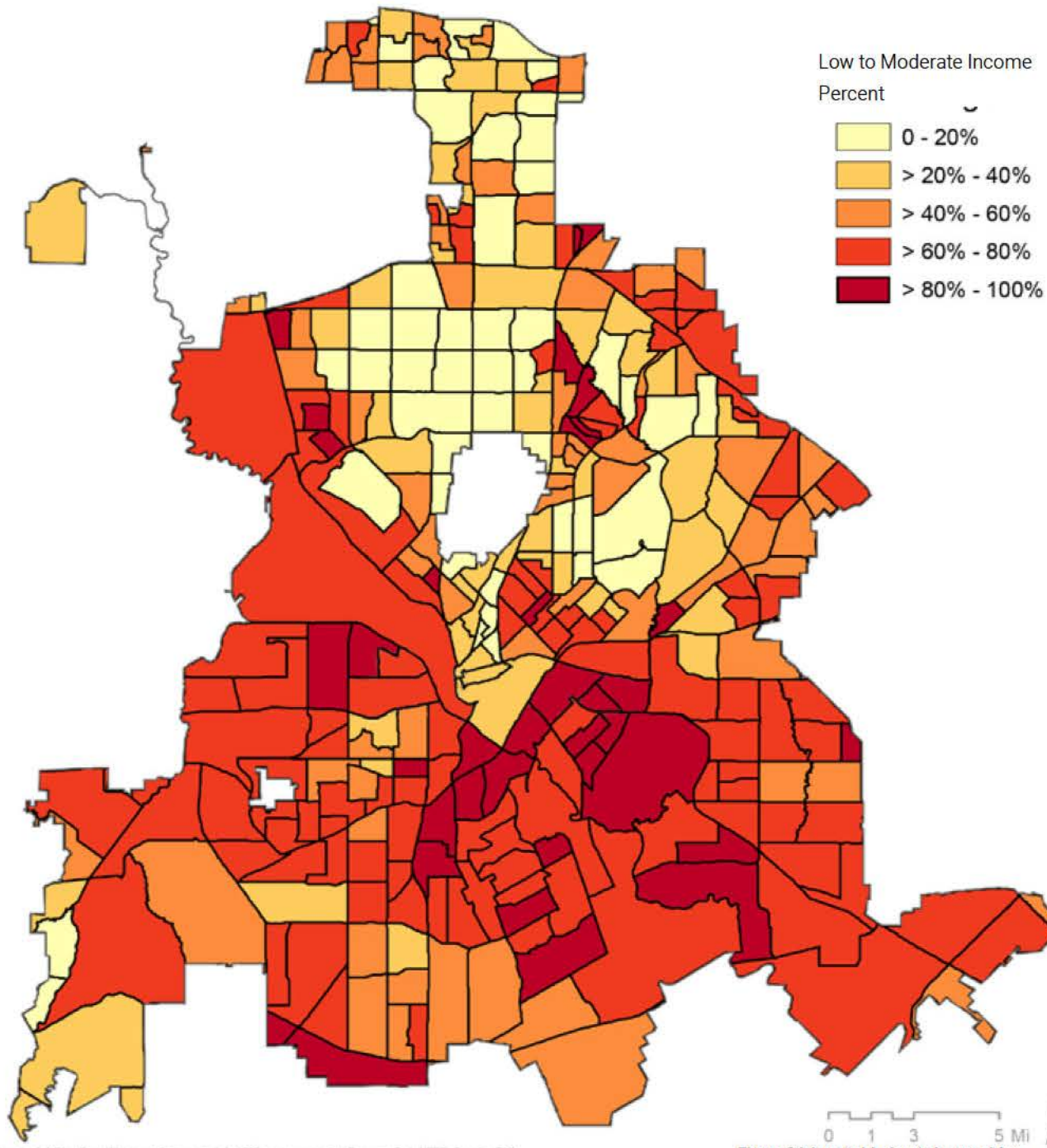


Figure 34: Low to Moderate Income Map

Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community. Sources: Esri, HERE, Garmin, FAD, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community

## Poverty

Dallas leads all Texas peer city groups in the total number of persons living in poverty at 18.1% while the percentage of people making over six figure incomes has increased by nearly 25%. When analyzing the spatial patterns of Dallas' population living in poverty and whose income would be considered low to moderate, the two populations are similarly located within the city which is primarily south of I-30, Northwest Dallas, and portions of Northeast Dallas (see Figure 35).

Concentrated poverty has significant implications for land use issues, as explored in Chapter 4: Development Equity. Some of those issues include industrial proximity to residential use (environmental justice), historic redlining, and access to key amenities and services which can often disproportionately impact persons living in poverty.

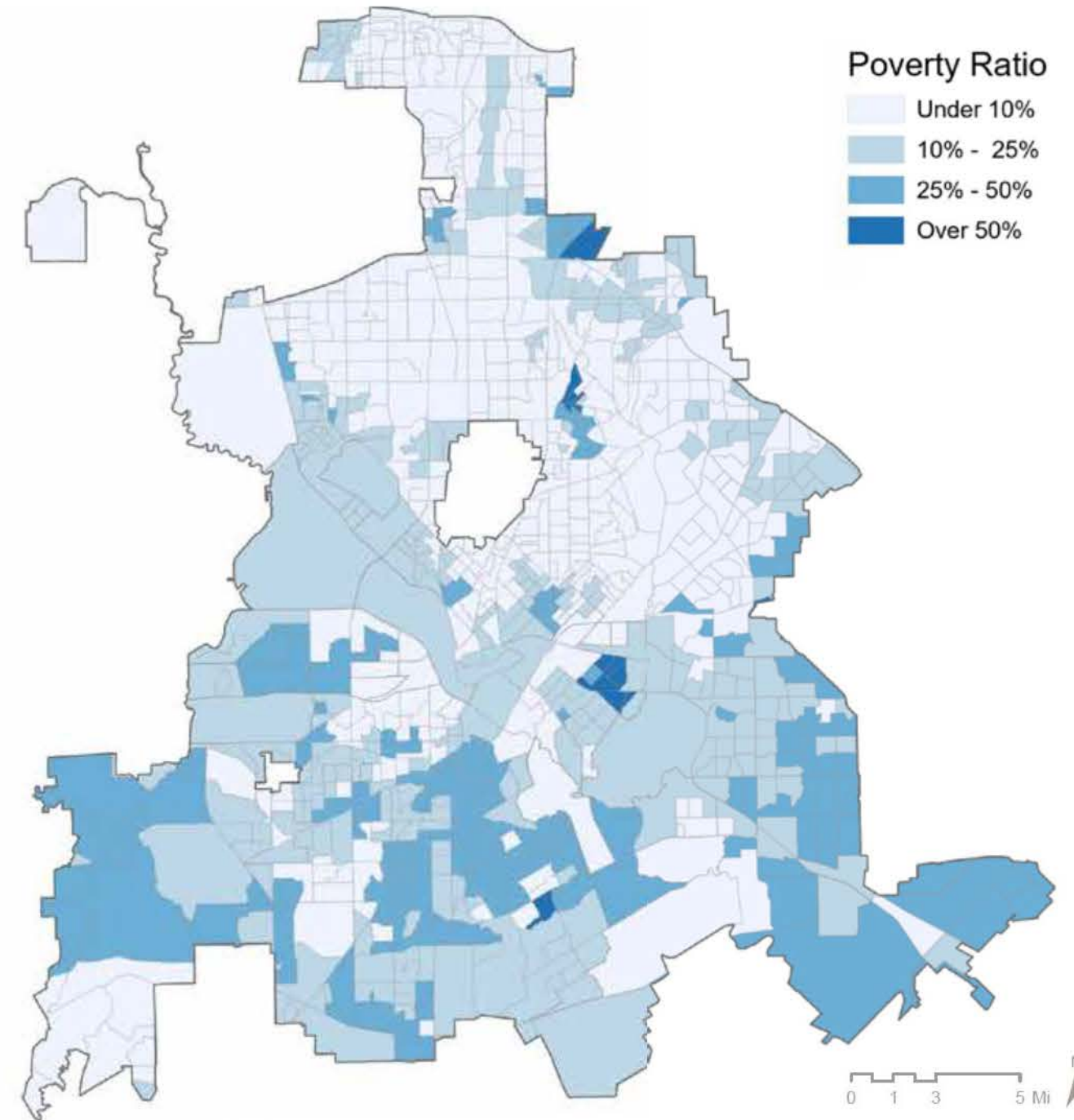


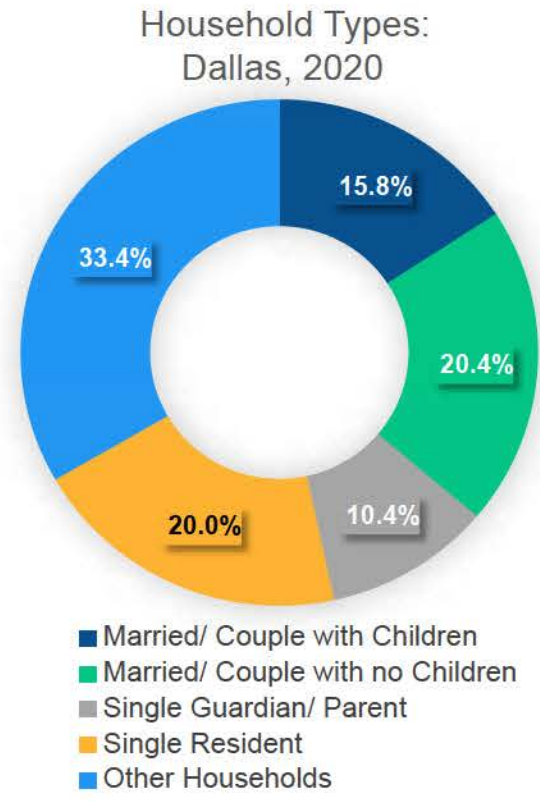
Figure 35: Poverty Rate Map

Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAD, METI/NASA, USGS, EPA, NPS, Esri, HERE, NPS, Esri, HERE, Garmin, USGS, EPA, NPS



## Household

Family size across all peer cities and regions were similar at around 3.4 people per household (see Figure 37), but when compared to the rest of the DFW region, the state, and the peer city of San Antonio, Dallas has a lower household size at 2.5 people. Conversely, Dallas' household size is higher than all peer cities outside the state of Texas. Dallas' household type percentage breakdown can be viewed in Figure 36. As household sizes are higher compared to most other peer regions, this factor impacts future housing need in relation to the other trends described in this section, namely the rising price of housing. These issues must be considered in concert for future land use planning around housing type, placement, and production goals.



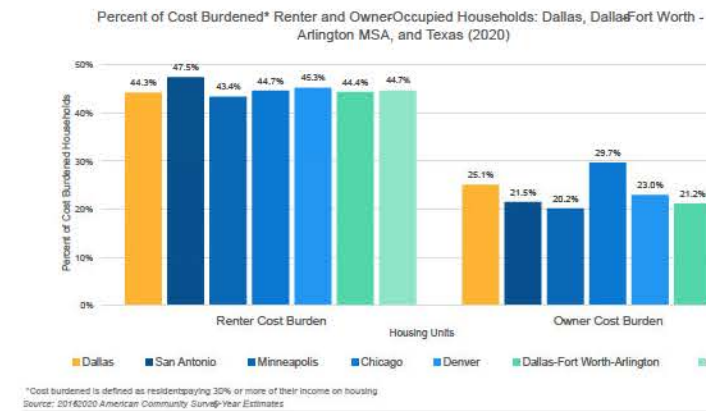
Source: 2016/2020 American Community Survey 5-Year Estimates

Figure 36: Household Type

## Housing

According to US Census American Community Survey, 44.3% of Dallas renters and 25.1% of owners-households are considered cost-burdened (see Figure 38). The Bureau defines a "cost-burdened household" as one where the household's total income spent on housing cost exceeds thirty-five percent (35%) of their monthly income. Dallas' total cost-burdened household percentage is the second highest among the peer cities at 36.4%, trailing only Chicago with a percentage of 37.9%.

While Dallas' housing occupancy statistic is higher than the other peer cities (see Figure 39) home size and value are generally lower than all the comparable peer cities. In the last five years, Dallas' median home values have increased past both the DFW Metro and the state by more than thirty-seven (37.4%) up to \$252,300 (see Figure 40). Only Denver saw a similar level of home appreciation over any of the five-year periods studied (36.4%).



\*Cost burdened is defined as residents paying 30% or more of their income on housing

Source: 2016/2020 American Community Survey 5-Year Estimates

Figure 38: Peer City Cost Burdened Households

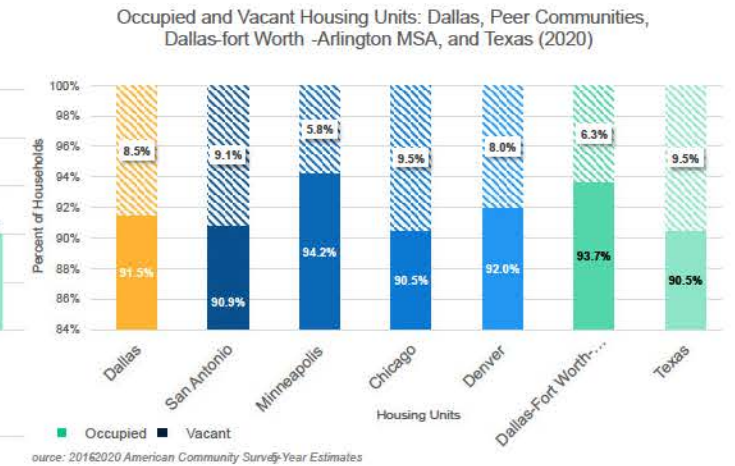
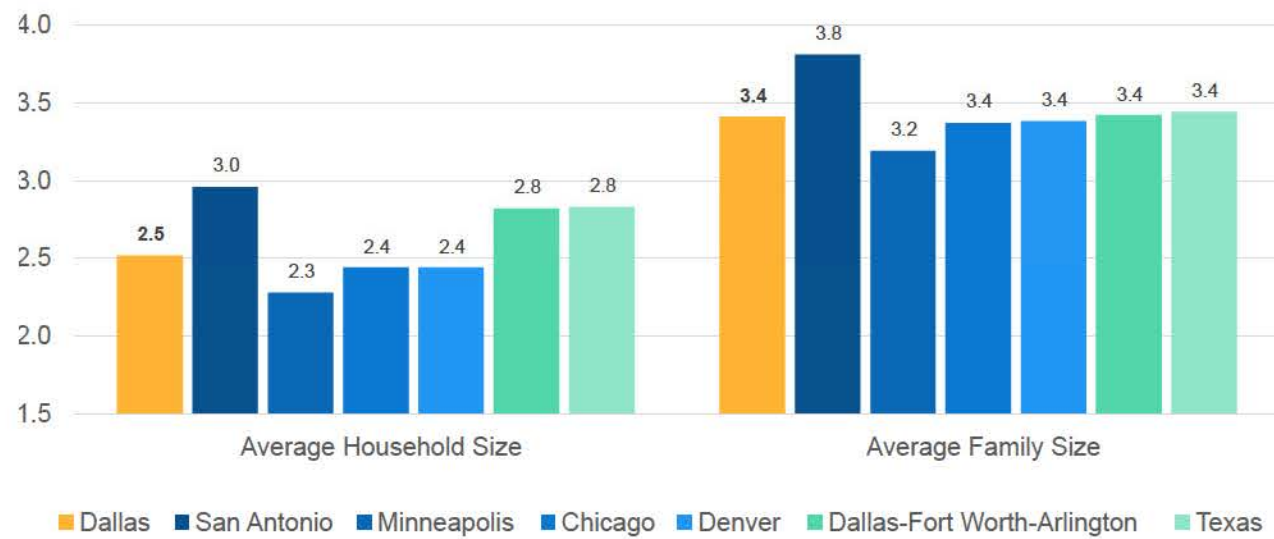


Figure 39: Peer City Housing Tenure (Occupied/Vacant)

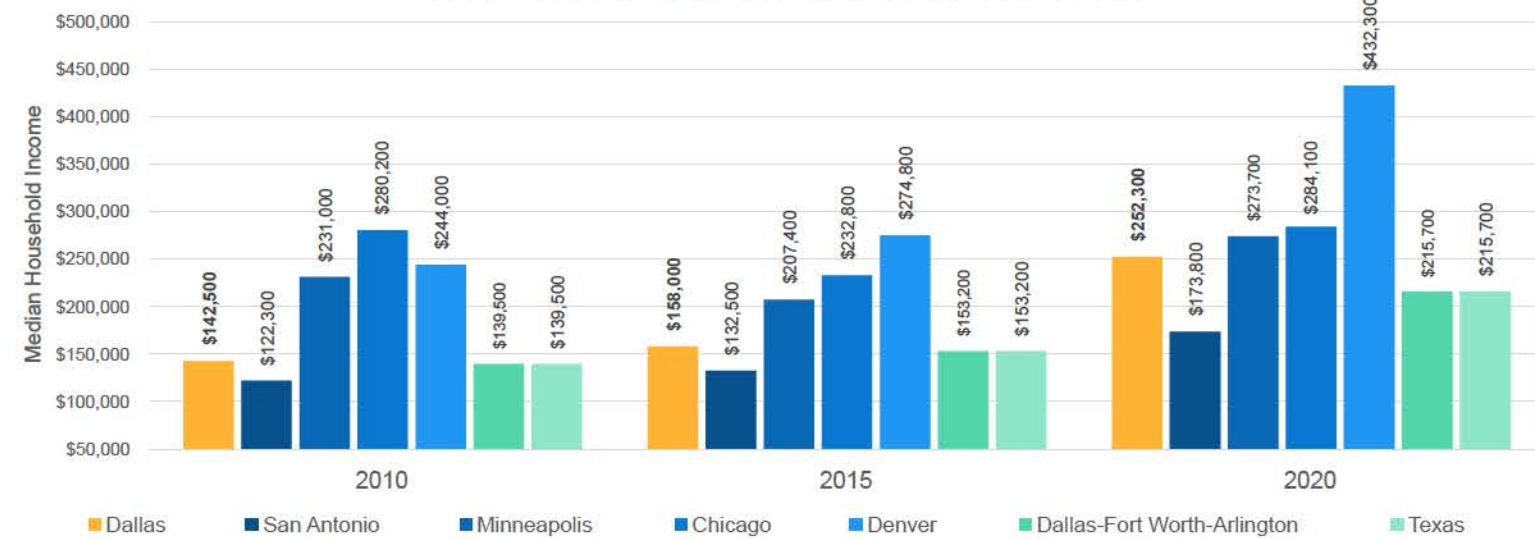
### Household Size 2020: Dallas, Peer Communities, Dallas-Fort Worth -Arlington MSA, and Texas



Source: 2016/2020 American Community Survey 5-Year Estimates

Figure 37: Household and Family size: Dallas, Peer Communities, Dallas-Fort Worth-Arlington MSA, and Texas

### Median Housing Owner-Occupied Value: Dallas, Peer Communities, Dallas-Fort Worth -Arlington MSA, and Texas (2011, 2015, and 2019)



Source: 2011/2015, and 2019 American Community Survey 5-Year Estimates

Figure 40: Peer City Median Housing Owner Occupier Value

# Economy

US Census Bureau generally uses three major statistical figures to track economic changes: 1) Industry Sectors, 2) Employment, and 3) Unemployment. The following section explores these economic influences, in addition to an analysis of the city's real estate market, to provide insights for future land use and urban design considerations.

## Employment Access

According to 2019 Census Longitudinal Employer Household Data (LEHD), about 600,000 Dallas residents commute to jobs elsewhere in the region. At the same time, nearly 300,000 non-residents commute into the city for work, and about 245,000 people both live and work within Dallas.

The Jobs Proximity Index quantifies the accessibility of a given residential neighborhood as a function of its distance to all job locations within a core-based statistical area (CBSA), with larger employment centers weighted more heavily. The higher the index value (closer to 100), the better the access to employment opportunities for residents in a neighborhood. The Southcentral and Southeastern sectors of the city have some of the lowest job proximities, in part due to the residential nature of the area's land use as well as the role of historic disinvestment in Southern portions of the City (see Figure 43).

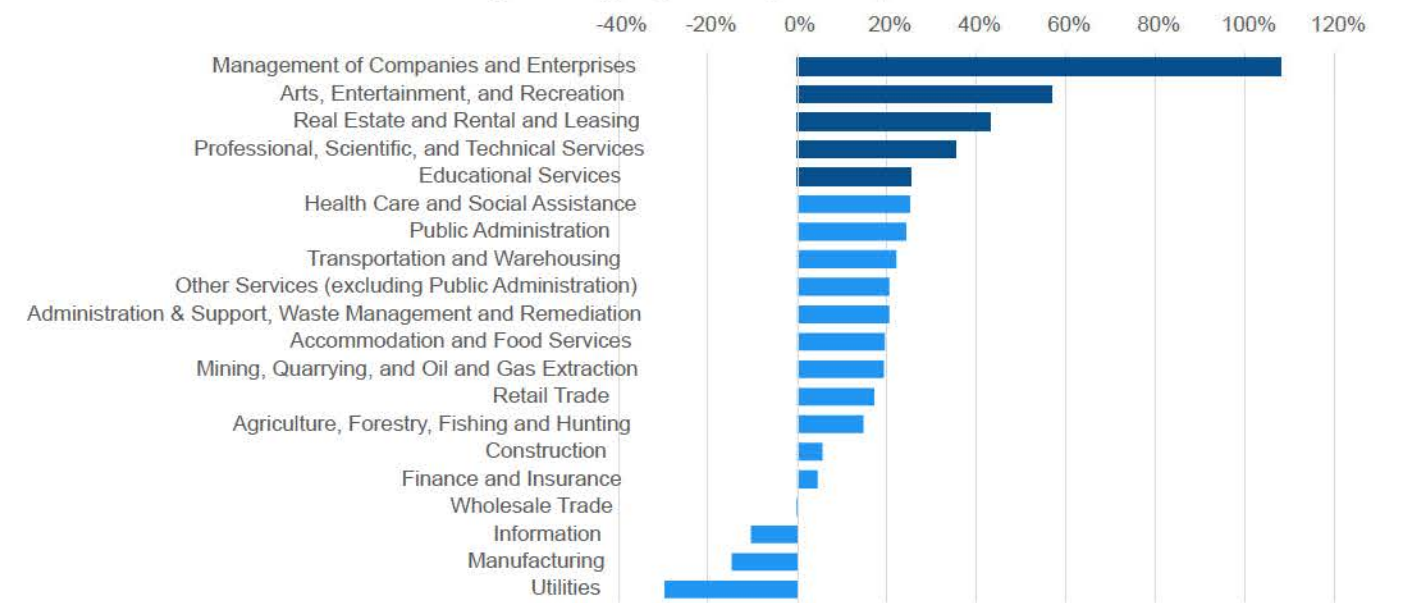
## Employment by Industry

According to the US Census Bureau, Dallas had over eight hundred and fifty thousand (850,000) jobs available in the city in 2019. The top five (5) job sectors were 1) Health Care, 2) Professional & Technical Services, 3) Retail, 4) Administration & Waste Management, and 5) Food Services (see Figure 41). Most of these sectors have remained at the top of the list for the past decade. The top five (5) fastest growing sectors within Dallas were 1) Management & Enterprise Companies, 2) Arts, Recreation, & Entertainment, 3) Real Estate, 4) Professional & Technical Services, and 5) Education Services (see Figure 42).

## Unemployment

Recent unemployment trends have been heavily skewed by the 2020 global COVID-19 pandemic. During this time unemployment skyrocketed from a Dallas low of three percent (3%) to reaching a height of 12.7%. At the point of publishing this report, Dallas has mostly recovered or replaced the workforce that elected to stay in the working sector.

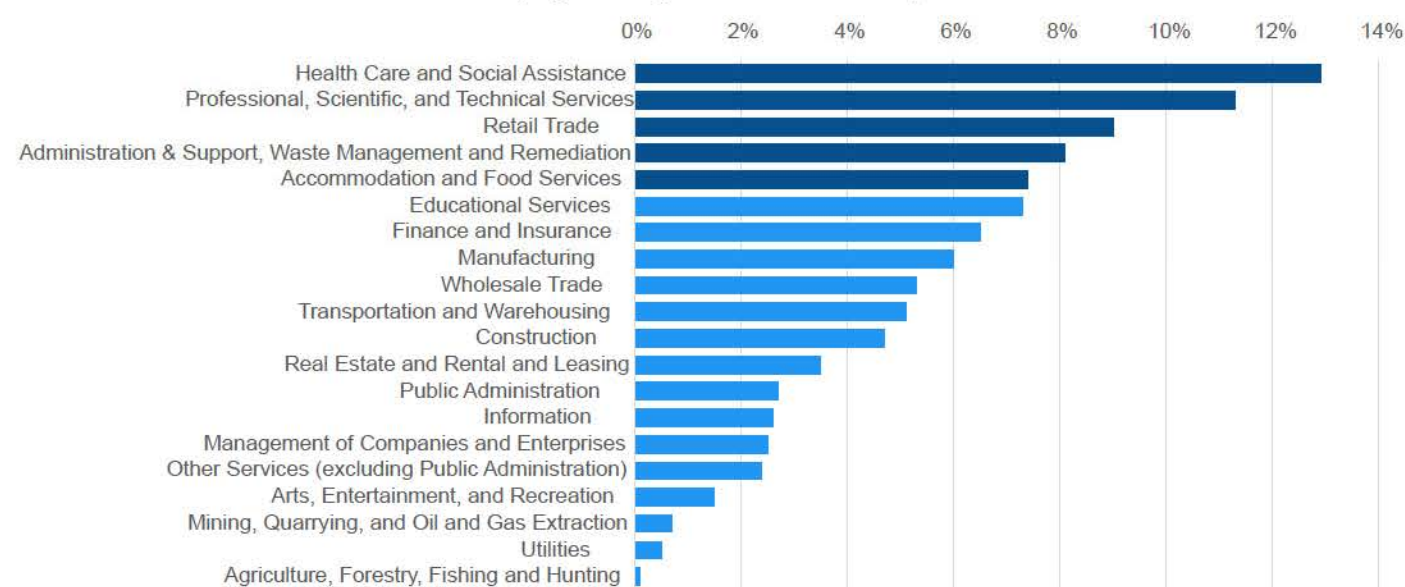
Percentage Change by Industry: Dallas, 2009



Source: Texas Labor Market Informational Area Unemployment Statistics (LAUS)

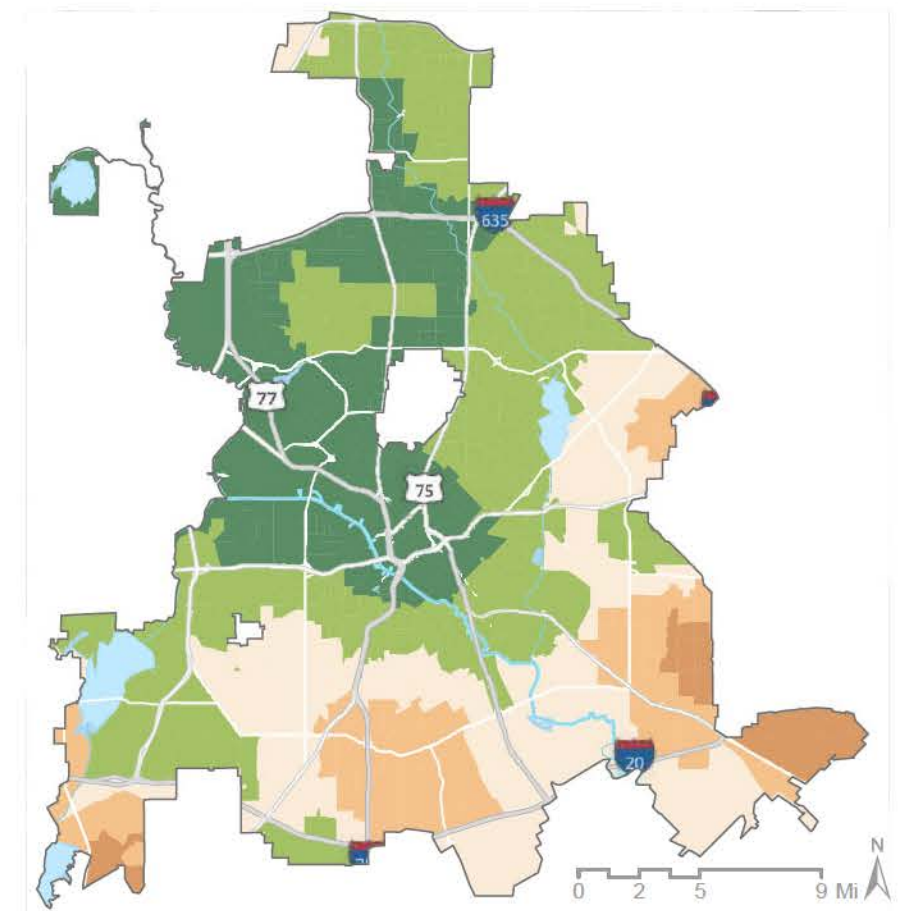
Figure 42: Dallas Industry Change Top 5

Employment by Job Sector: Dallas, 2019



Source: Texas Labor Market Informational Area Unemployment Statistics

Figure 41: Dallas Job by Industry Top 5



Jobs Proximity Index

- 1 - 10
- 11 - 30
- 31 - 60
- 61 - 90
- 91 - 100

Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS

Figure 43: Job Proximity Index Map

10.07.2022 [Final Draft] - ForwardDallas Existing Conditions Report

# Real-Estate Market

## Market Value Analysis

There are a few tools that will be used in this section to analyze Dallas' real estate market. The first is the Market Value Analysis (MVA) which analyzes the city's residential real estate markets. The MVA identifies a series of market types on a spectrum of residential market strength and weakness by examining the following indicators:

- Median Home Sales Price: This factors in Price to Rent in areas with a high proportion of rental units.
- Variation Sales Prices: This represents the coefficient of variance in home sales price.
- Percent Owner-Occupied: This represents owner occupied units shown as a percent of total occupied housing units.
- Percent New Construction: New construction units shown as a percent of total housing units.
- Percent Rehabilitation: Improved or rehabilitated Housing units shown as a percent of total housing
- Percent Public Subsidy: Housing units built with public subsidy or occupied by voucher holders, shown as a percent of total housing units.
- Percent Code Violations: Housing units with structural code violations shown as a percent of total housing units.
- Percent of Vacant Homes: Vacant housing units shown as a percent of total housing units.
- Percent Foreclosure Filings: Housing units with foreclosure filings shown as a percent of total housing units.
- Household Density: Shown in units per acre of residential land, this is provided only for reference and was not used in the analysis

**Figure 44** illustrates that the areas north and east of I-30, in addition to the West Oak Cliff area, support the highest residential market levels while the southern and southeastern areas of the city fall on the lower end of the spectrum units

## Improvement Ratio

The Improvement Ratio, also known as the Improvement to Land Value Ratio (IL Ratio), is another real estate analytical tool that shows a property's value compared to the land it's on, then quantifies the likelihood of the property redeveloping.

Parcels in areas experiencing new development have a lower IL ratio because the land value has gradually or suddenly appreciated.

An IL ratio trending closer to 0.0 indicate regions of the city that are possibly facing disinvestment or where land is more valuable than the improvements on that property.

For instance, a vacant lot might have an IL ratio of 0.0, whereas a new residential development could have a value greater than 1.0.

Portions of Southern Dallas, including areas south of Mountain Creek Lake, the Inland Port, and Kleburg have lower IL ratios and have potential for future reinvestment (**see Figure 45**).

## Market Value Analysis (MVA) Map

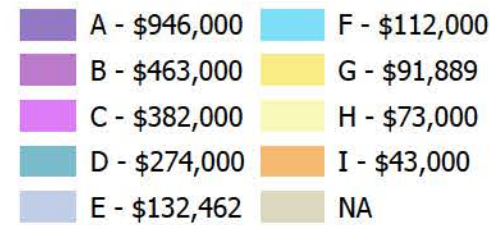


Figure 44: Market Value Analysis (MVA) Map

## Improvement Ratio (IL Ratio) Map

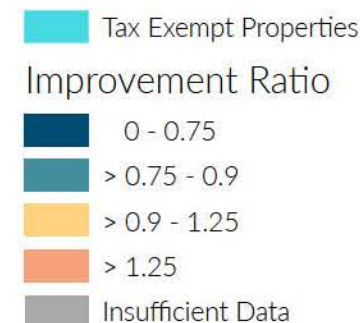
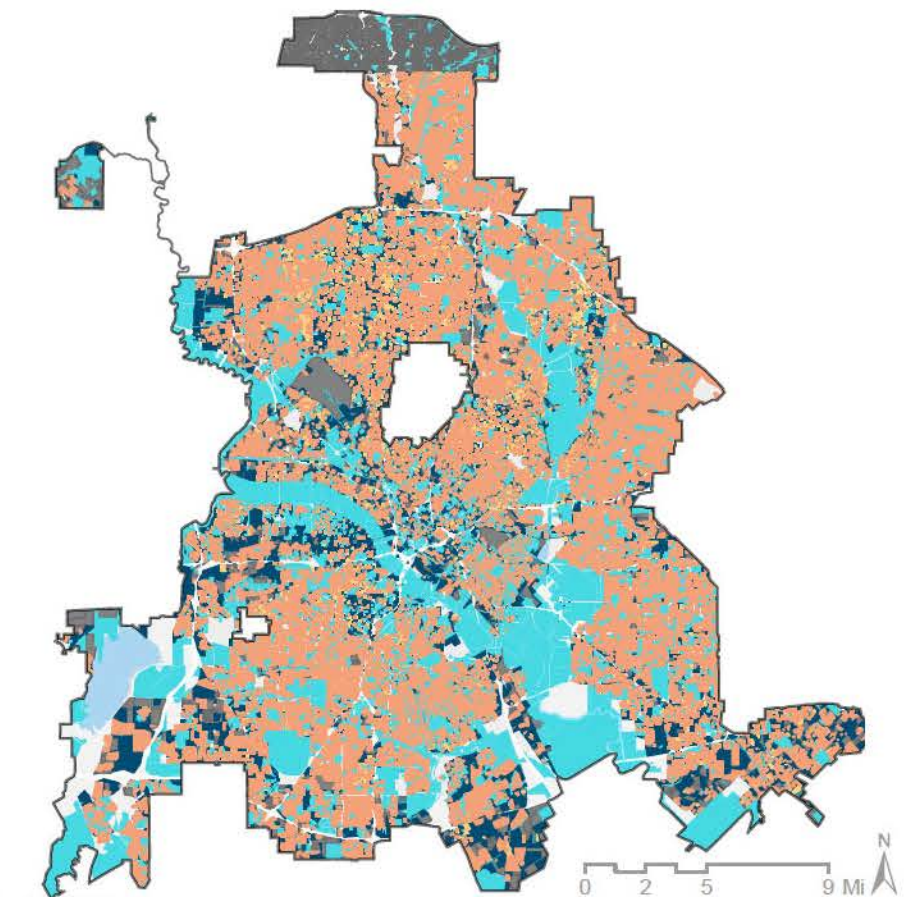
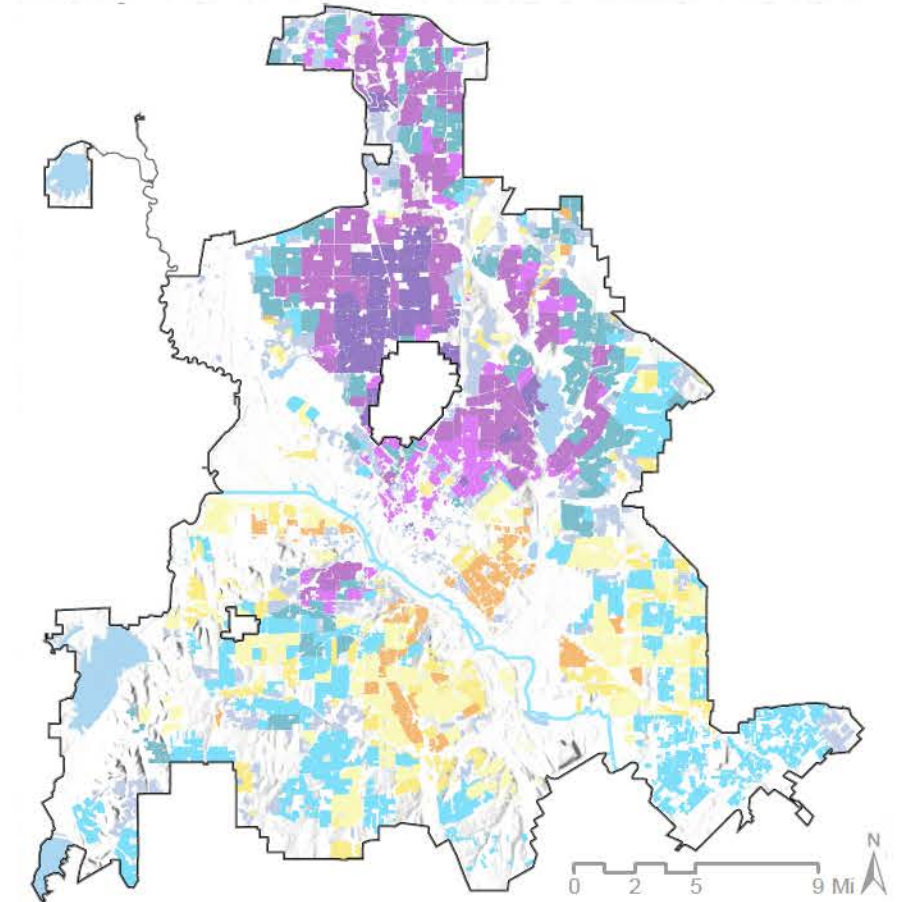


Figure 45: Improvement Ratio Map





Historically, Dallas' land use patterns and policy decisions have been inequitably applied across the city due to generations of racial segregation, unjust development policies, and discriminatory land use practices. As a result, an individual's neighborhood in Dallas influences many aspects of day-to-day life, including, but not limited to, housing availability, transit access, and proximity to local businesses and jobs.

This section outlines and analyzes the history of land use inequity within Dallas to identify specific policies or tools that have contributed to inequitable outcomes.

## Defining Equity in Land Use

Land use impacts many aspects of social, economic, and environmental matters impacting our day-to-day lives. Understanding how the City defines land use and equity will be critical in providing a baseline comprehension for how land use equity can and should be achieved through the development of this plan.

### Land Use Definition

In its simplest terms, "land use" is the term used to describe the human use of land. It represents the economic and cultural activities (e.g., agricultural, residential, industrial, mining, and recreational uses) that are practiced at a given place, as defined by the US Environmental Protection Agency (EPA).

### Equity Definition

"Equity means that each person has the resources and services necessary to thrive in each person's own unique identities, circumstances, and histories...[and] focuses on eliminating disparities while improving outcomes for all. Racial equity is a situation that is achieved when people are thriving and neither race nor ethnicity statistically dictates, determines, or predicts one's social outcome or ability to thrive..."

- The City of Dallas' Office of Equity and Inclusion<sup>1</sup>

"...[P]eople are still marginalized, including based on gender, sexual orientation, ability and age, to name but a few. Focusing on racial equity provides the opportunity to introduce a framework, tools and resources that can also be applied to other areas of marginalization."

- Government Alliance on Race & Equity<sup>2</sup>

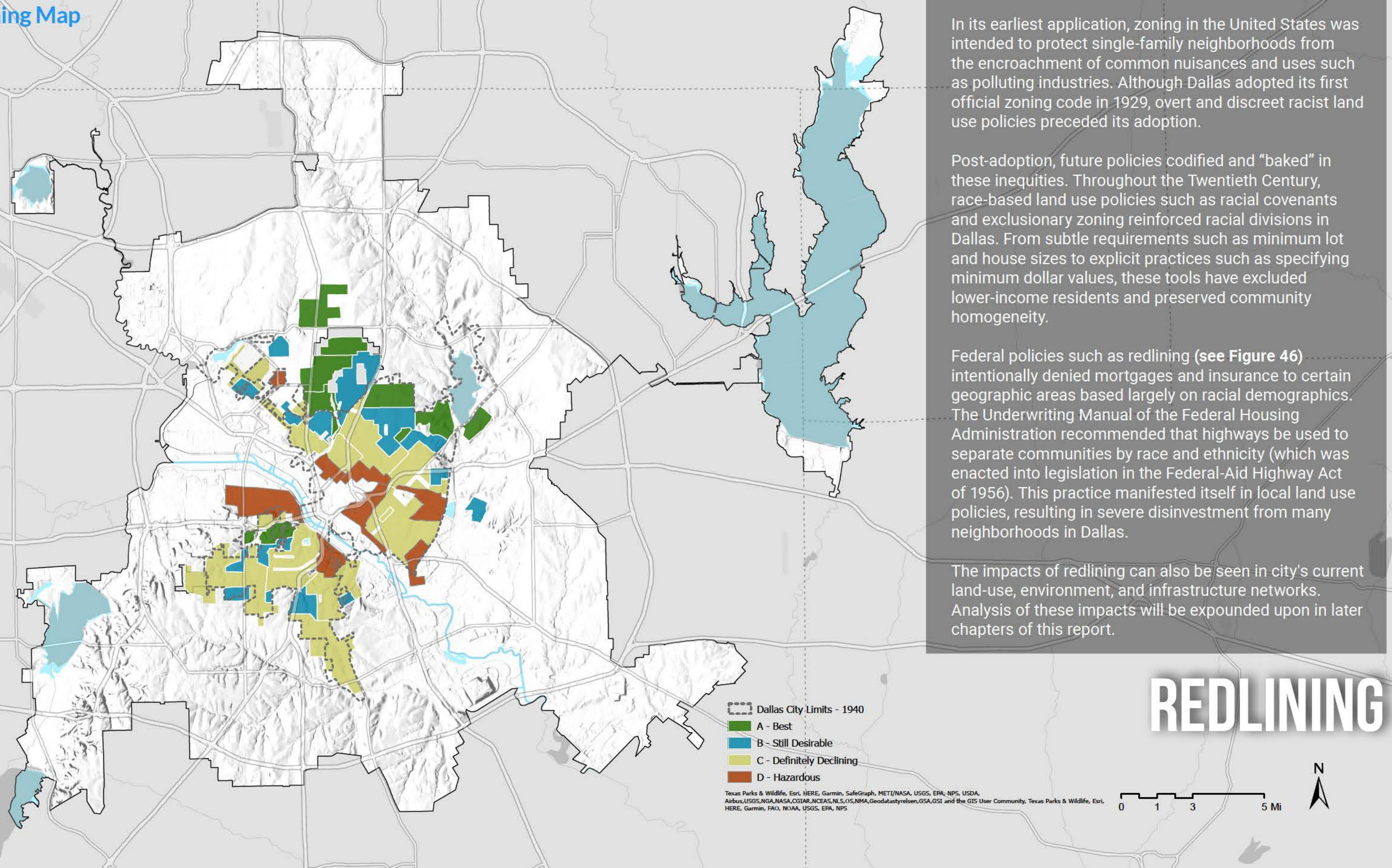
1 City of Dallas Office of Equity and Inclusion. "Equity Division". August 2022. <https://dallascityhall.com/departments/office-of-equity-and-inclusion/Equity/Pages/default.aspx>

2 Government Alliance on Race & Equity. "Why Lead With Race". August 2022. <https://www.racialequityalliance.org/about/our-approach/race/>

# LAND USE & DEVELOPMENT EQUITY

The ForwardDallas Update aims to avoid the failures of the past as it moves toward advancing equitable land use policies related to environmental justice, sustainability, investments in disinvested areas, addressing displacement, and encouraging complete and healthy neighborhoods.

## Redlining Map



In its earliest application, zoning in the United States was intended to protect single-family neighborhoods from the encroachment of common nuisances and uses such as polluting industries. Although Dallas adopted its first official zoning code in 1929, overt and discreet racist land use policies preceded its adoption.

Post-adoption, future policies codified and “baked” in these inequities. Throughout the Twentieth Century, race-based land use policies such as racial covenants and exclusionary zoning reinforced racial divisions in Dallas. From subtle requirements such as minimum lot and house sizes to explicit practices such as specifying minimum dollar values, these tools have excluded lower-income residents and preserved community homogeneity.

Federal policies such as redlining (see Figure 46) intentionally denied mortgages and insurance to certain geographic areas based largely on racial demographics. The Underwriting Manual of the Federal Housing Administration recommended that highways be used to separate communities by race and ethnicity (which was enacted into legislation in the Federal-Aid Highway Act of 1956). This practice manifested itself in local land use policies, resulting in severe disinvestment from many neighborhoods in Dallas.

The impacts of redlining can also be seen in city's current land-use, environment, and infrastructure networks. Analysis of these impacts will be expounded upon in later chapters of this report.

Figure 46: Redlining Map of Dallas

# LAND USE EQUITY TIMELINE

This section outlines some of the key historical milestones of how land use equity in Dallas was either curtailed or advanced by certain policies, tools, or events within the city or throughout the country (see Figure 47 and 48). A number of these events directly led to the segregation of people based on racial, ethnic, and socioeconomic demographics. Others had an indirect effect but were supported by other discriminatory incidents that magnified or cemented land use inequities for certain communities.

1839-1855

Early Settlement and Removal of Native Americans

1907

City Charter

1909

Kessler Plan

1921

Dallas Passes One-Race Neighborhoods Law

1926

Kessler Plan Association upholds segregation

1926

Ambler Realty Co v. Village of Euclid

1927

The Ulrickson Plan

1929

Dallas 1st Zoning Ordinance

1937

HOLC Redlining Maps: Dallas

## LAND-USE EQUITY TIMELINE

Between the time John Neely Bryan first surveyed the Dallas area in 1839 looking for a good trading post to serve Native Americans and settlers and the time he returned from visiting his Arkansas home in 1941, a treaty was signed removing all Native Americans from Northern Texas. This removal was likely the genocide of the tribes in the area by state and federal leadership such as President Lamar of the Republic of Texas who declared an "exterminating war" on Native Americans.

The segregation of races section existed and operated in the City of Dallas charter from 1907 to 1968. The section explicitly targeted "all persons of African descent".

Dallas' managed growth plan from 1910 through the 1930s, authored by St. Louis planner George E. Kessler. The Kessler Plan Association (originally known as the City Plan and Improvement League) was established by Dallas Chamber of Commerce to help implement the plan.

City leaders passed the 1921 segregation law after the Texas Supreme Court struck down a similar city law, passed by referendum in 1916, which allowed for residential segregation by officially designating Dallas neighborhoods as white, black, or open. In turn, "neighborhoods already occupied by one race would be closed to others."

The Kessler Plan Association, which guided an effort known as City Beautiful to develop Dallas, said in 1926 that "whites who have bought homes are entitled to protection from encroachment of Negroes moving into the neighborhood."

Federal case that provided legal support for the segregation of land, usages, and people in neighborhoods and cities. This case set the precedent for states to use zoning ordinances as policing powers to enforce land use.

An ambitious nine-year capital budget program calling for the issuance of \$23,900,000 in bonds to finance a variety of public works projects in the City of Dallas. In addition to the levee and Trinity re-channeling program, the Committee's greatest achievements were a system of viaducts or bridges across the Trinity and a "Central Boulevard" which materialized 20 years later as Central Expressway.

New ordinance for the City of Dallas, outlining the zoning plans for areas of the city as part of the Kessler Plan. It includes a map that notes tentative zones for residential, business, and industry areas throughout the city.

Federal Agency named the Home Owners' Loan Corporation (HOLC) created "Residential Security" maps of major American cities that documented how loan officers, appraisers and real estate professionals evaluated mortgage lending risk during the era immediately before the surge of suburbanization in the 1950's. Neighborhoods considered high risk or "Hazardous" were often "redlined" by lending institutions, denying them access to capital investment which could improve the housing and economic opportunity of residents.

Figure 47: Dallas' Urban Design Development Timeline

# LAND-USE EQUITY TIMELINE



1944

The Bartholomew Plan (aka Your Dallas of Tomorrow: A Master Plan for Dallas)

1954

Annexation of Hamilton Park Subdivision

1956

Federal-Aid Highway Act of 1956

1961

Racial Integration of Dallas Facilities

1965

Zoning Ordinance Update

1984

City of Dallas Planning Policies

1985

Walker Consent Decree

1987

Zoning Ordinance Update

1992

1st, 14-1 single-member district City Council elections

1992

Dallas Visions for the community



## LAND USE EQUITY TIMELINE

The plan proposed the expansion of Love Field, which would eventually displace many African Americans in the Elm Thicket neighborhood using eminent domain.

Initiated the construction of Central Expressway, which the southern end of the thoroughfare was routed through a historic African-American neighborhood, displacing 1,500 black residents, in addition to paving over 1-acre of the Freedman's Cemetery.

As a result of the housing shortages for black families due events such as the expansion of Love Field and the bombings of black homes in predominantly White suburban Dallas neighborhoods, this master-planned community would give preference to Blacks residents displaced by Dallas Love Field expansion. Seen as an effort to end the violence that was spurred from the bombings and to ultimately halt desegregation.

The Underwriting Manual of the Federal Housing Administration recommended that highways be used to separate communities by race and ethnicity. This was enacted into legislation in the Federal-Aid Highway Act of 1956).

Racial integration of public and private facilities begins, the work of a biracial committee appointed by the Dallas and Negro Chambers of Commerce.

Introduced and codified the concept of Planned Development (PD) Districts which provided flexibility in the planning and development of projects with combinations of uses and of specific physical designs.

Allowed room for negotiation during review process that traditional zoning does not allow.

In July of 1984, the City of Dallas adopted a set of planning policies that called for writing a new zoning code for the entire City. The purposes for the change, included the stabilization of neighborhoods and the improvement of the quality of life in Dallas.

On June 25, 1985, Debra Walker, a resident in Dallas public housing, filed a class action lawsuit against the Dallas Housing Authority (DHA) and the U.S. Department of Housing and Urban Development (HUD) for a "separate and unequal housing system" that racially segregated public housing projects.

Largely created to remove cumulative zoning practices that allowed for many incompatible land use that are seen today.

Amendment expanded the council to fourteen single-member districts, with the mayor elected at large after a series of Black-led lawsuits that securing the city council's current set-up.

Previously, every city council candidate had to be elected city-wide ("at-large") which made it difficult for BIPOC or minority representatives to gather enough money or enough votes to gain office.

The Dallas Plan – In 1992, Mayor Steve Bartlett championed the "Dallas Plan," a vision for the following 25 years, which included a growth and economic development master plan and the origins of the present Trinity River Corridor Project. This \$246 million plan called for construction of a network of parks and highways in the flood plain of the Trinity River. In 1994, the Dallas City Council adopted The Dallas Plan. The plan was not initiated but endorsed by the City of Dallas.

Figure 48: Dallas' Urban Design Development Timeline

## Land Use Equity in Dallas Today

The negative effects of past land use planning and zoning policies can be observed in Dallas today, especially for low-income and neighborhoods of color. This section provides a snapshot of how these decisions and actions continue to impact residents today, from issues such as land use incompatibilities to poor accessibility to services and amenities. The purpose of this section is to understand how and where the ForwardDallas Update should focus future land use recommendations to help alleviate the inequities caused by prior policies and how to prevent similar policies from manifesting in the future.

## Racially Ethnic Concentrated Areas of Poverty (R/ECAP) Analysis

Most US cities have developed pockets of poverty concentrated in marginalized and BIPOC communities. In Dallas, land use has played a significant role in establishing these concentrations. According to U.S. Department of Housing and Urban Development (HUD), a Racially / Ethnic Concentrated Areas of Poverty (R/ECAP) is a census tract in which more than 40 percent of the residents have incomes less than the Federal poverty level and more than 50 percent of the residents of the census tract are people of color. Dallas' R/ECAPs can be shown in (see Figure 49).

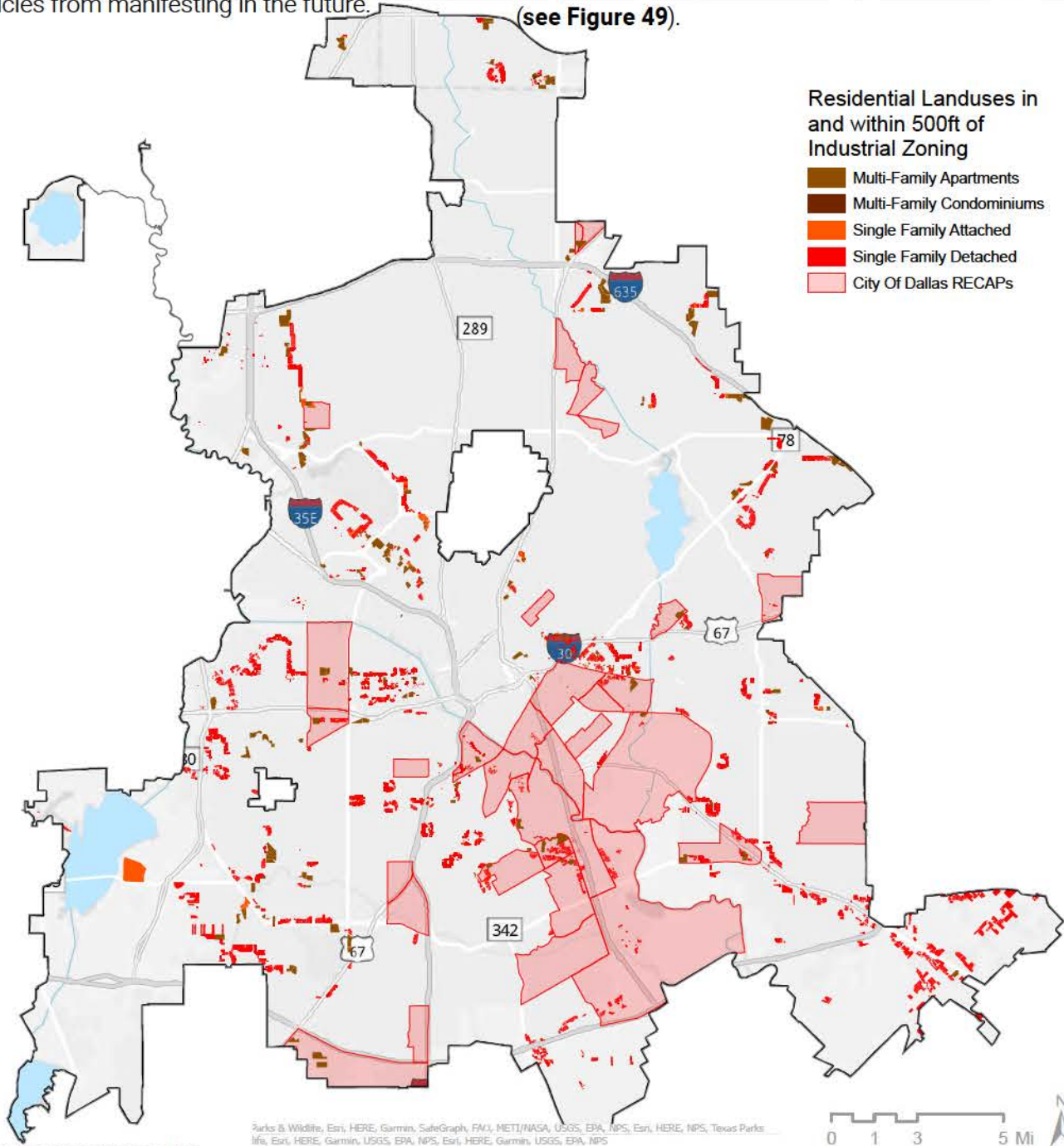


Figure 49: R/ECAP Industrial Proximity Map

## Environmental Justice

### Residential Proximity to Industrial Analysis

Inequitable land use controls have long precipitated the concentration of environmental hazards like hazardous waste facilities, heavy industrial uses, and other polluting facilities in communities of color and low-income communities. To understand heavy industrial and residential proximity, an investigation of residential land uses and zoning around heavy industrial zoning (CS, IR, IM) and R/ECAP zones was conducted (see Figure 50).

The determination of safe distance from industries depends on various factors like type of industry, amount of toxins produced, wind direction and other safety hazards. For this study, any residential land-use within 500ft buffer of heavy industrial zoning was researched.

The area in the 500ft buffer accounts for 55,000 acres (25% of total city area). The City of Dallas has nearly 70,000 acres of residential land (32% of city land) of which almost 5,200 acres (2%) is within 500ft buffer of an industrial zoned district. Almost half of the R/ECAP areas is within the buffer indicating that communities of color were disproportionately impacted.

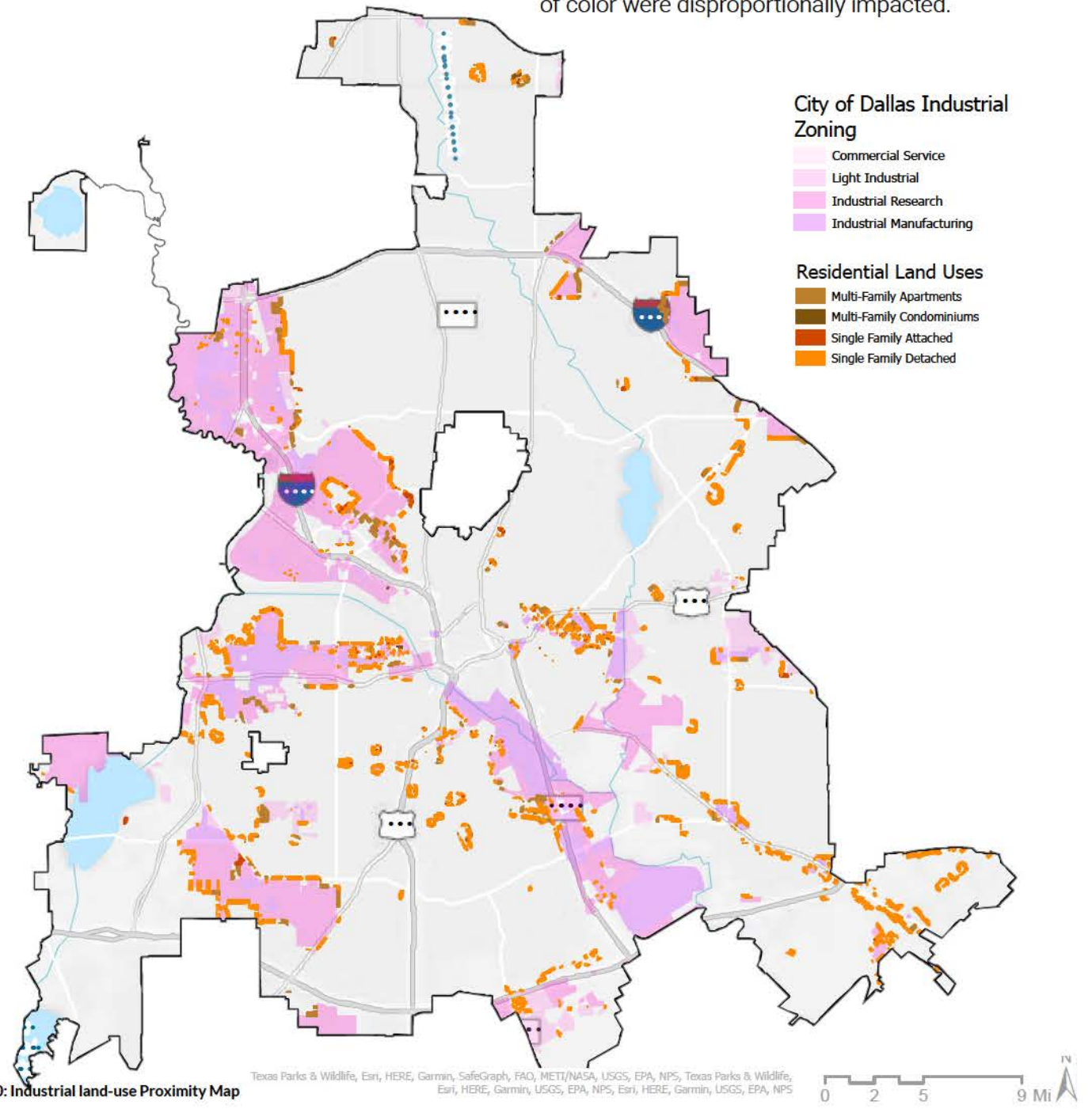


Figure 50: Industrial land-use Proximity Map

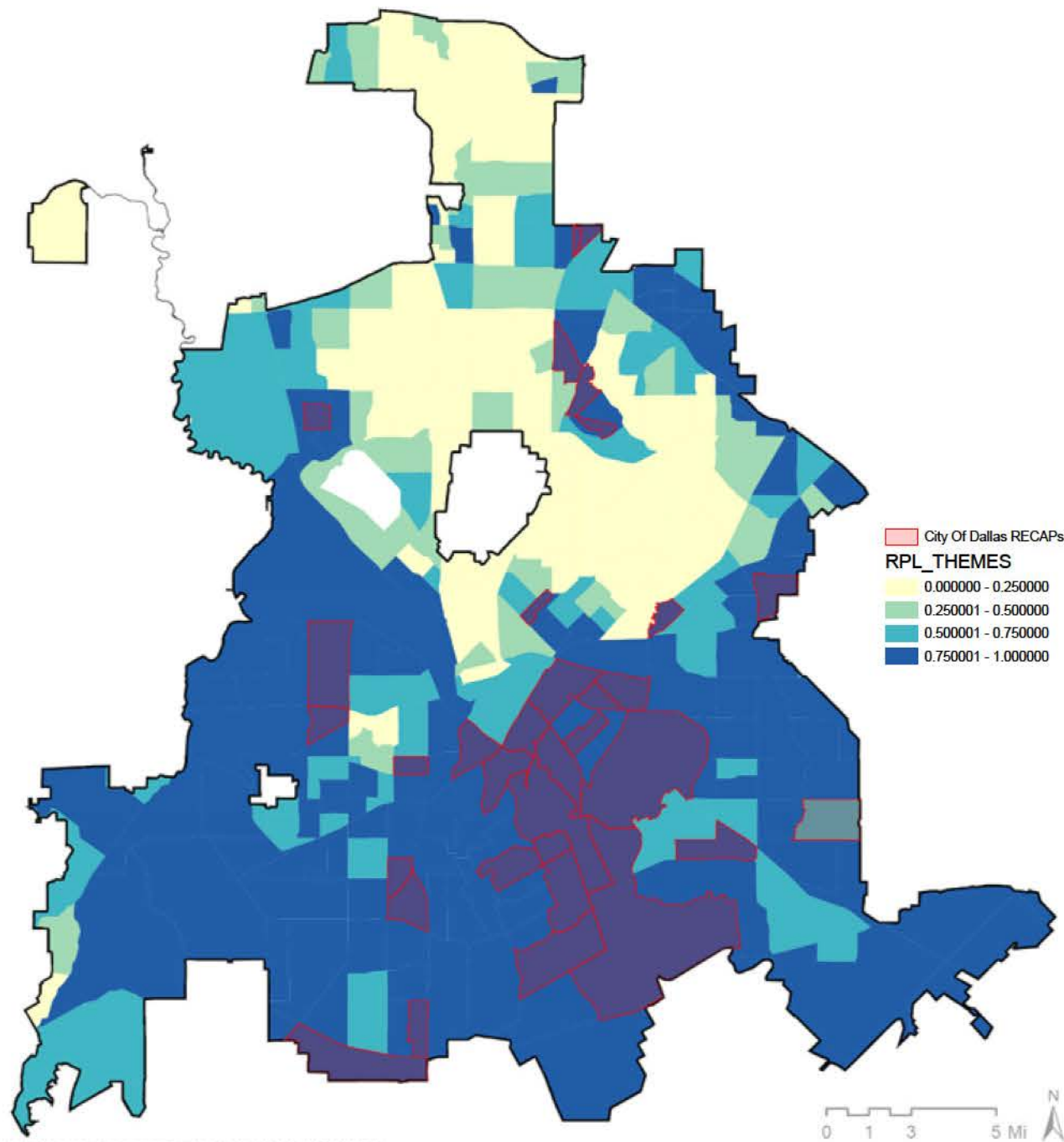


## Social Vulnerability Index

Social vulnerability refers to the potential negative effects on communities caused by external stresses on human health. Such stresses include natural or human-caused disasters, or disease outbreaks. Very often, a poorly developed urban planning process leads to the changing of more natural land surfaces into artificial ones planned for human activities, therefore increasing social vulnerability.

The evaluation of the land use change process is important in order to ensure a sustainable development of urban areas and to increase the resilience of territories and communities.

The Centers for Disease Control and Prevention (CDC) analyzes 15 social factors, including employment status, minority status, disability, education, poverty, housing conditions and identifies communities that will need the support in case of a hazardous event. The vulnerability is measure on a census tract level and given a score between 0 and 1, with 1 indicating the highest vulnerability (see Figure 51).



\*Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS

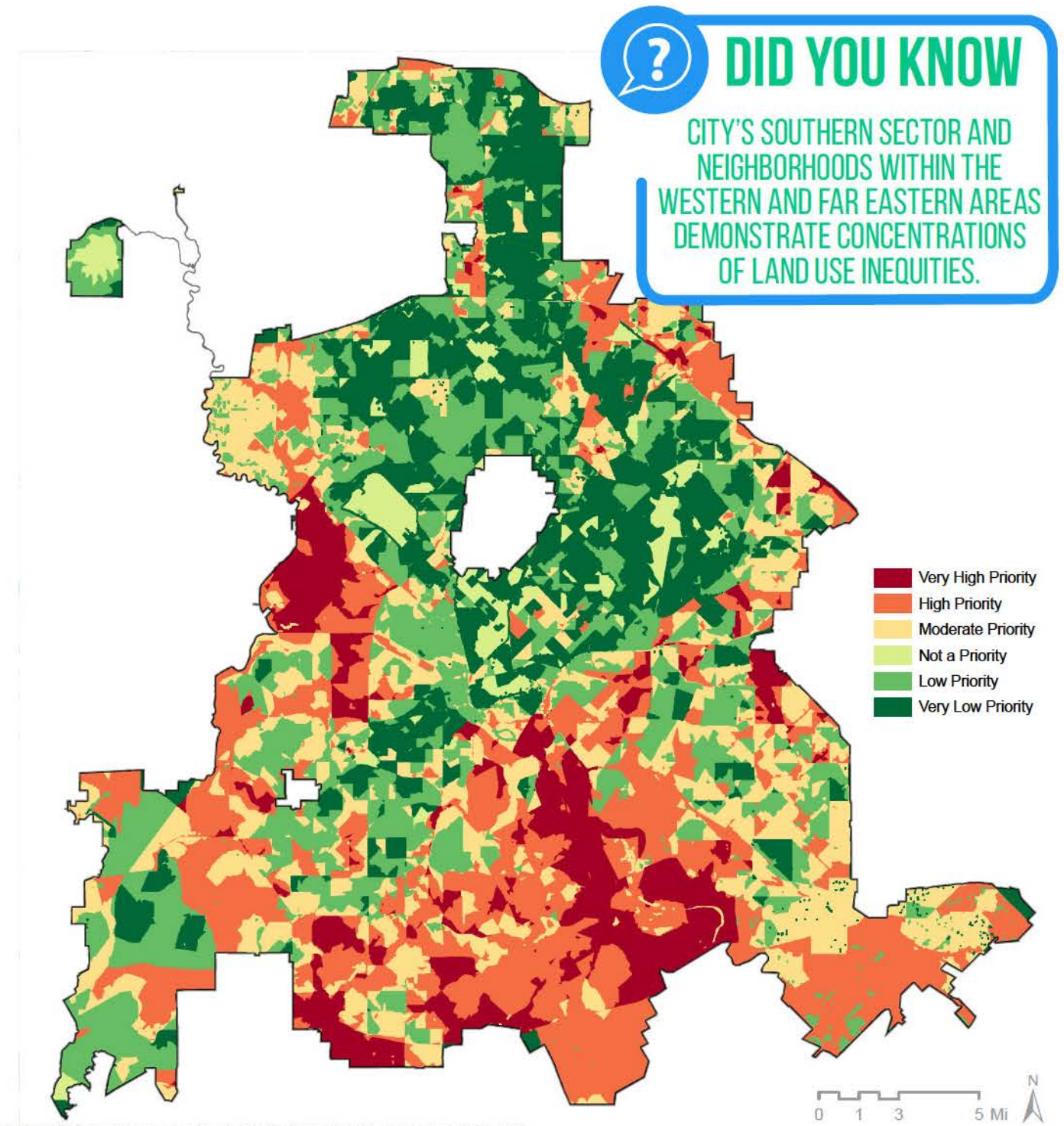
Figure 51: Social Vulnerability Index Map

## Stacked Priorities

The Trust for Public Land (TPL) mapped spatial inequities ranging from, but not limited to, health, environmental justice, and accessibility through its Smart Growth for Dallas initiative, which seeks to “improve the social, economic, and environmental resilience of Dallas through the strategic use of parks, trails, trees, and greenspaces.”

This stacking of equity priorities created a heat map, weighting areas in the city based on priority levels of needed interventions on a scale from a “Very High Priority” to “Not a Priority” rating (see Figure 52).

Orange and red represent areas of moderate, high, and very high priority. Development of green infrastructure in these areas will increase outdoor and recreational opportunities for those with the least access and greatest need of enriching public spaces.



Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS, Esri, HERE, Garmin, USGS, SPA, NPS

Figure 52: Equity Indicators Map

## Accessibility Analysis

A key component to land use equity is ensuring all residents and communities have access to services in the city like transportation, housing, jobs, and other important amenities. The following maps (Figures 53 through 56) depict the level of accessibility throughout the city.

### Park Access

- Smart Growth Dallas found that only 71% of all Dallas residents are within a ten-minute walk to any public green space type compared to peer cities like Chicago (97%) and Denver at 84%. In Dallas, 29% or roughly 400,000 residents are without walkable access to parks.
- Over 50% of the City (125,000 acres) is within a 10-minute walk to a Park in R/ECAP zones.
- 75% percent of City can get to a Park in 15-minutes on a bike.

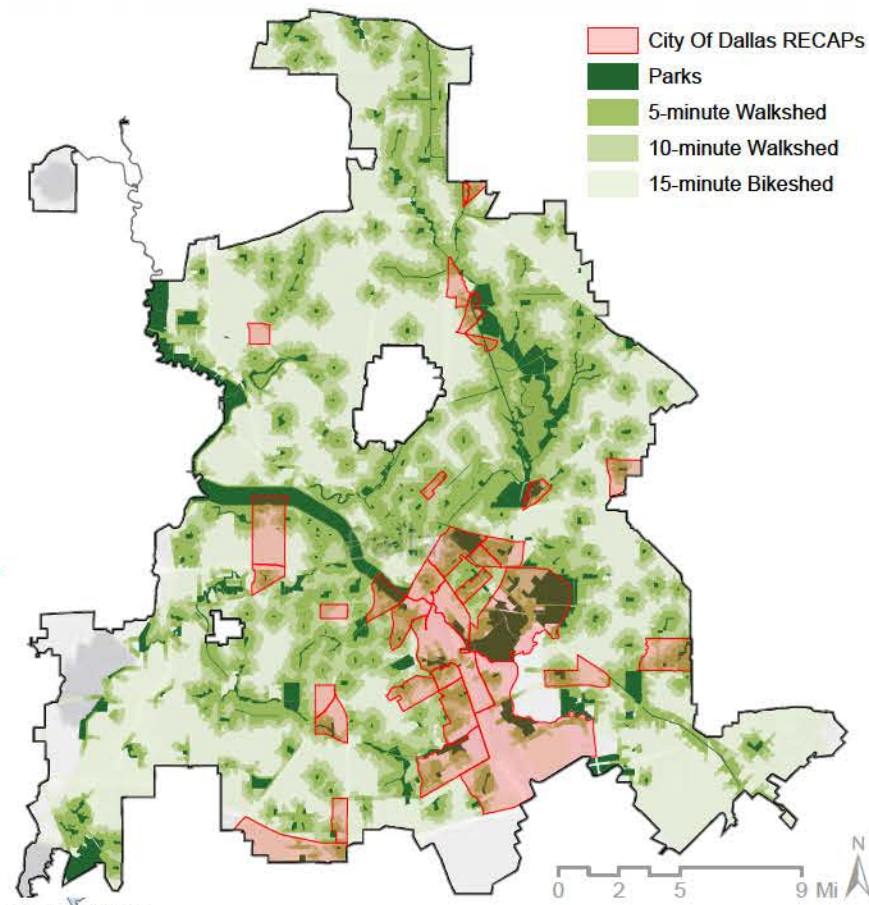


Figure 53: Parks Access Map

### Food Access

- R/ECAP areas, particularly in the southern sector, appear to have a particular lack of access to grocery stores
- The south-central service district appears to have lower access to grocery stores than other service districts
- Over 85% of the Dallas residents are outside a 10-minute walk to a grocery store. The lack of good transit services further increases the dependence on personal vehicles for such basic needs.

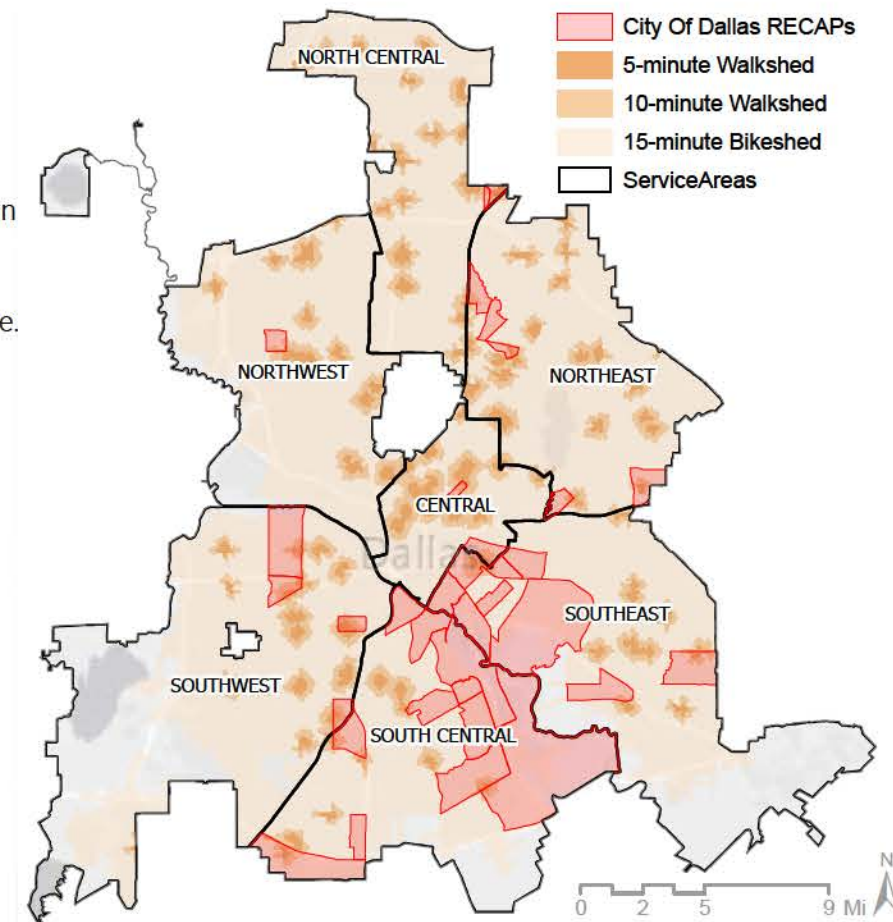


Figure 54: Food Access Map

### Transit Access

- Only 22% of the City is within a 10-minute walk to a transit stop.
- R/ECAP areas in the City tend to lack access to transit, particularly in the south-central service district

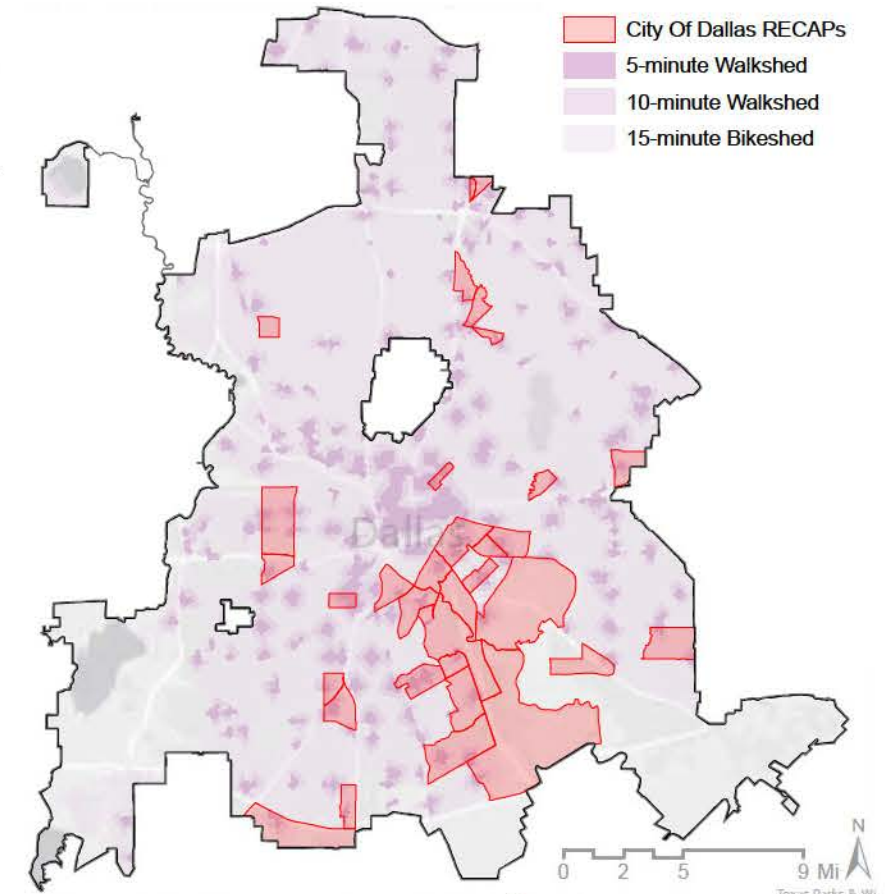


Figure 55: Transit Access Map

### Complete Neighborhood Index

This analysis presents a summary analysis of the accessibility factors that were previously mentioned, in addition to a few others including proximity to grocery stores, parks, healthcare facilities, and transit (see Figure 56) Complete Neighborhood Index). Areas with greater access appear as darker colored clusters.

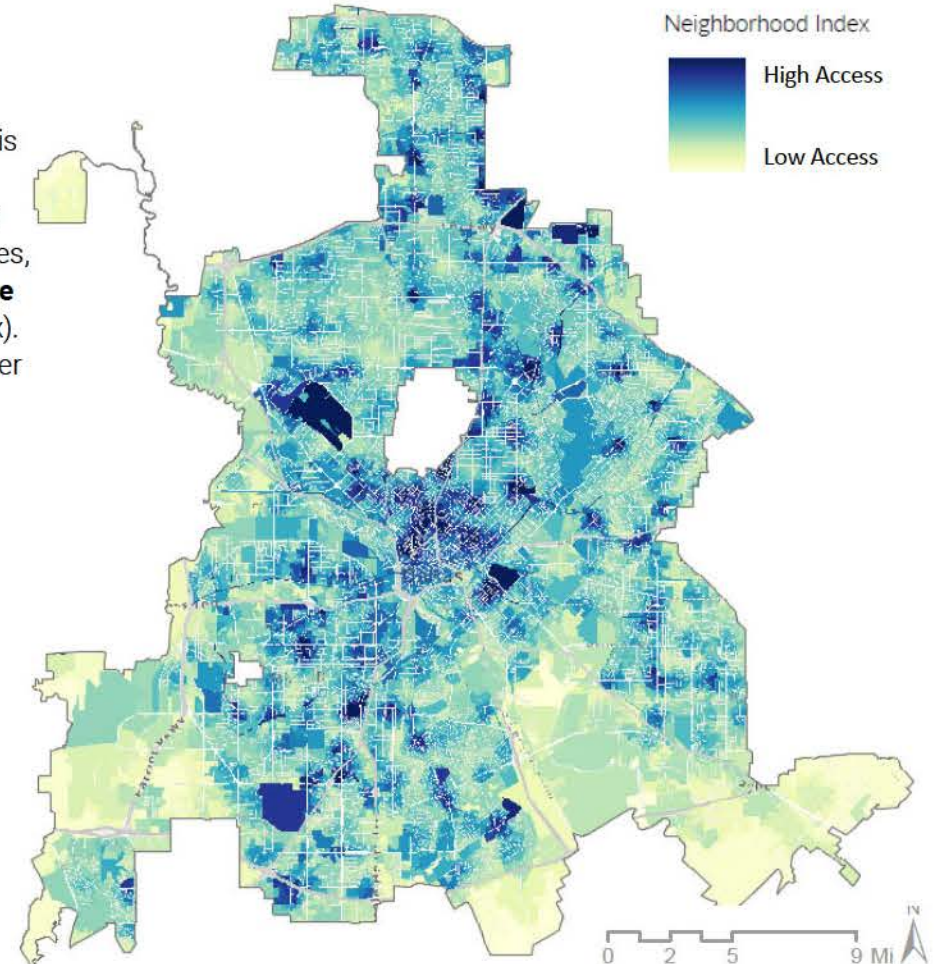


Figure 56: Complete Neighborhood Index Map

## Vacant Land

Vacant land is described as a neglected parcel of property with no buildings on it (US Environmental Protection Agency) (see **Figure 57**). Designated open space such as public and private parks are not included in this definition of vacant land.

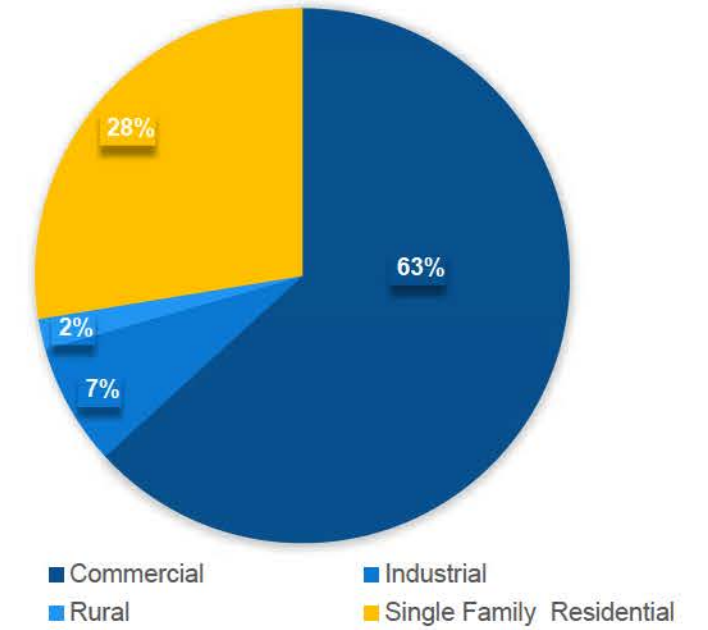
Vacant Land uses represent opportunities for new commercial and residential development, amenities, and services in Dallas neighborhoods. However, disinvestment and neglect of these properties can undermine equity, environmental sustainability, and economic vitality, particularly in parts of the city with high concentrations of vacant land.

## Vacant Land Distribution

The City has 21,264 acres of vacant land; 14% publicly owned land (land owned by City of Dallas and other public entities) and 86% privately owned land (see **Figure 58**). About 32% of all vacant land comprises of floodplains and escarpment.

The southern service districts contain over 80% of all vacant land in the city of Dallas located south of IH-30 (see **Figure 59**).

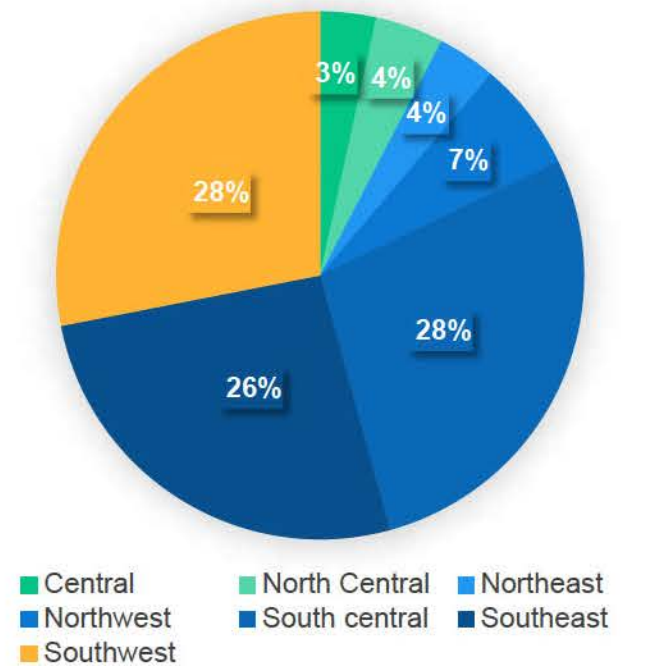
## Privately Owned Vacant Land



Source: 2020 Dallas Appraisal District (DCAD)

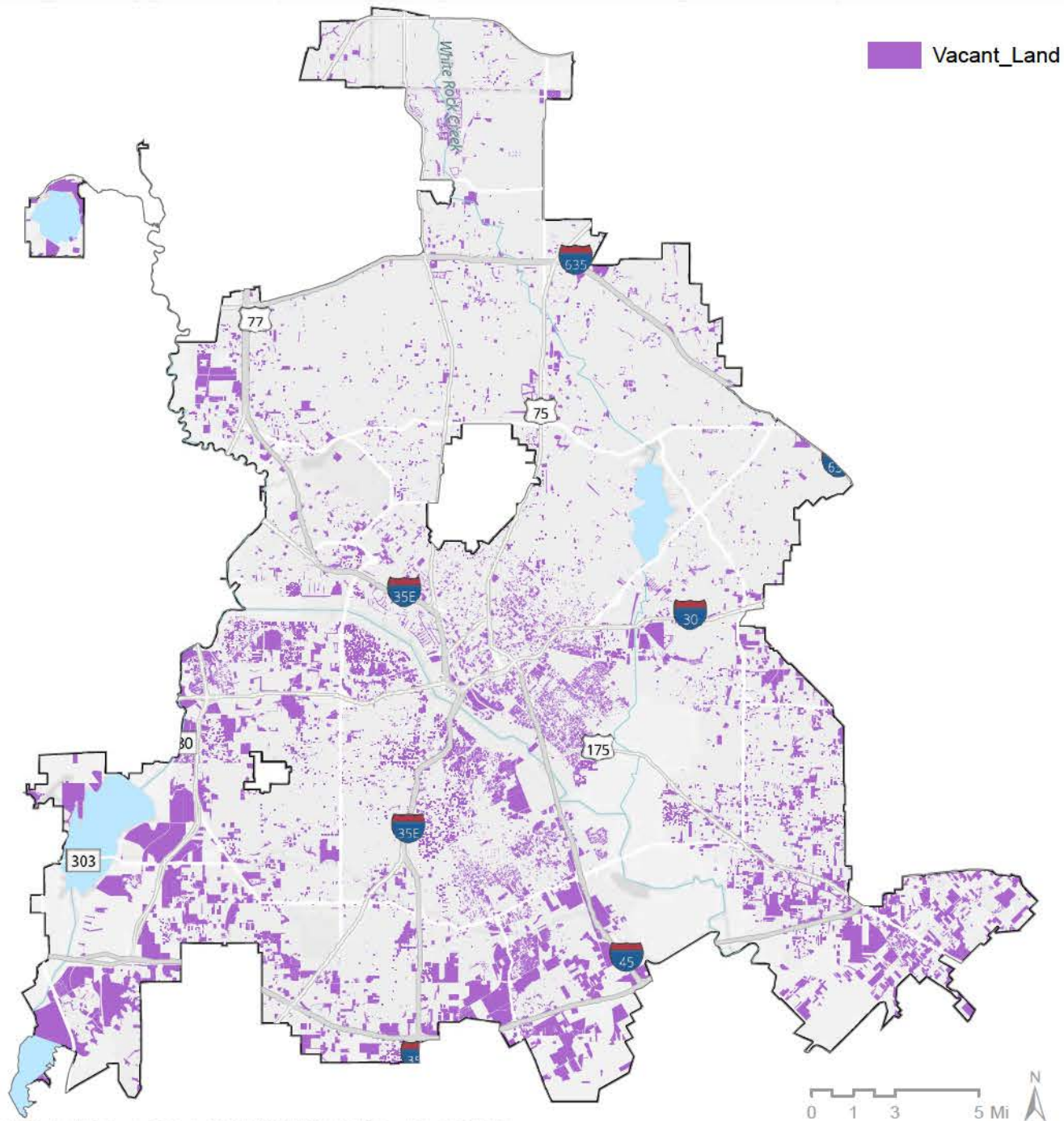
Figure 58: Privately Owned Vacant Land Use Distribution Chart

## Vacant Land Distribution: Dallas Service Areas



Source: 2020 Dallas Appraisal District (DCAD)

Figure 59: Vacant Land Use Distribution by Service Areas



\*Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS, Texas Parks & Wildlife, Esri, HERE, Garmin, USGS, EPA, NPS, Esri, HERE, Garmin, USGS, EPA, NPS

Figure 57: Vacant Land-use Map



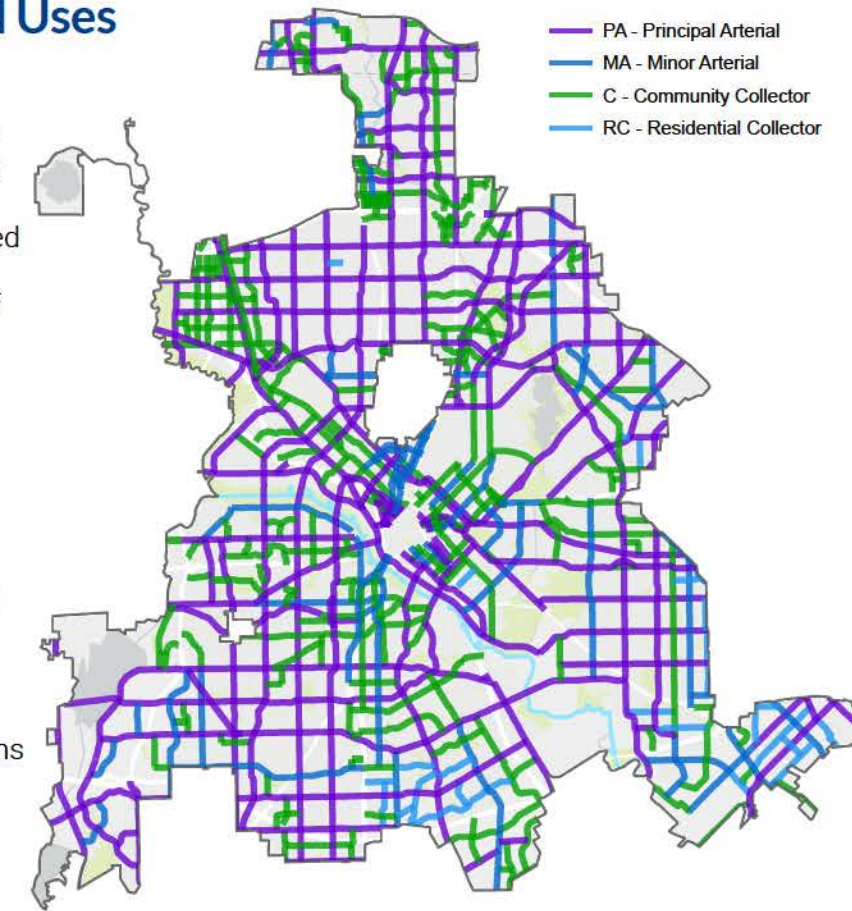
Mobility and land use are interrelated. Connectivity and mobility deal with how people and communities access goods, services, and critical resources within the city. Transportation planning decisions have many direct and indirect land use impacts including the identification & location of transportation facilities, the cost of infrastructure development, and the level of accessibility & transportation options that are afforded to those who navigate the city. This chapter explores how people have historically navigated the city, and how people move around today, and how these mobility patterns shape and affect the city's land use.

## Transportation Modes and Uses

Integrating land use and transportation planning is essential to implementing goals for the built environment, increasing access to and availability of different modes of transportation, proactively identifying needed infrastructure, and generally understanding how roadways can shape the distribution of land use patterns.

### Streets

Dallas has a large, complex network of streets, including nearly 12,000 miles of roadways (see Figure 60). Many of the major streets in the network are regulated by the City's Thoroughfare Plan and Central Business District Streets and Vehicular Circulation Plan (CBD Plan) which identifies downtown, collector, and arterial street's roadway functional classification and assigns dimensions to each, including the required width of right-of-way and total number of lanes.



Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAD, MITZ/MASA, USGS, EPA, NPS

Figure 60: Thoroughfare Map

# CONNECTIVITY & MOBILITY PATTERNS

The city also has numerous regional travel corridors. In addition to federal and state highways, the North Texas Tollway Authority (NTTA) also manages nearly a dozen miles of tollway. Texas Department of Transportation (TxDOT) also has managed toll lanes along I-30 and I-635. These primary corridors form the backbone of the City's vehicular transportation system.

# CITY MOBILITY TIMELINE

Like many cities, Dallas has land use outcomes that have been heavily impacted by transportation decisions and by the predominant mode of transportation at given periods of time. The expansion of City boundaries and the built environment generally follow the eras as described below (see Figure 61).



## LATE 1800S

## LATE 1800S- EARLY 1900S

## MID 1900S

## LATE 1900S - PRESENT

### MOBILITY TIMELINE

- 1872- The streetcar was introduced to Dallas which ran until 1956, connected Dallas to Houston.
- Over time, Dallas was connected to the rest of Texas and the nation by its heavy rail network.
- Rail was one of the first major transportation modes that influenced land use patterns throughout the city, leading to significant urban growth.

- 1872- the streetcar was introduced to Dallas which ran until to 1956.
- 1910- over 20 lines traveled throughout Dallas, including neighborhoods like the Cedars, Uptown, and East Dallas, in addition to the established Downtown and Oak Cliff routes.
- 1936- Dallas was home to 300 streetcars total.
- This new mobility option allowed for new, undeveloped areas to be more easily reached, allowing the city to grow outwards into the surrounding countryside. These streetcar suburbs are now some of Dallas' densest, oldest neighborhoods. In addition to streetcar, Dallas was also serviced by the Interurban Rail Network, which linked Downtown Dallas with outlying smaller towns. This network stretched as far as Denison and Waco at its peak.

- By the 1920s and 1930s, the automobile became a more common mode of transportation in the area. The first major automobile investment was the Bankhead Highway, a transcontinental roadway which linked Washington DC to San Diego. In Dallas, it ran along what is now Garland Road, Grand Avenue, Commerce Street, and Jefferson Boulevard, linking Dallas to Arlington and Fort Worth. Over time, this roadway helped to shape land uses along it.
- Businesses sprang up along the highway, including ones that catered to motorists – such as restaurants, gas stations, repair shops, and tourist courts. Much of Dallas' early commercial development occurred along the Bankhead Highway.

- In recent decades, many of the old Interurban and heavy rail lines have been decommissioned, oftentimes replaced by the current DART rail system or by multipurpose trails. Others are now roadways (such as the Dallas North Tollway) or utility corridors.
- The impact of these old rail lines can be seen on existing land uses, as industrial uses often formed long these corridors.
- 1989 - The McKinney Avenue Transit Authority (MATA) opened a retro streetcar running along McKinney Avenue in Uptown.
- 2015 - a modern streetcar was constructed linking Downtown Dallas to Oak Cliff and the Bishop Arts District. The line is operated by Dallas Area Rapid Transit (DART) and riders can easily connect to the DART train lines via the stop at Union Station.

Figure 61: Dallas' Urban Design Development Timeline

### Bike and Trail Facilities

Dallas extensive off-street trail network runs through city parks and along former railroad corridors. This off-street network is beginning to be better integrated with an extensive and growing on-street bike facility network. (see Figure 62) It highlights on-street bike facilities, including projects that are planned but not yet funded or complete. The off-street trail network includes The LOOP Trail, which will link existing trail segments, including the Katy Trail, the Santa Fe Trail, and others into one contiguous 50-mile loop around the core of Dallas.

The entire city trail network is intended to provide recreational and mobility opportunities to many disparate neighborhoods, linking people to amenities. The goal is to ensure cyclists and pedestrians can access trails from their beginning and end points.

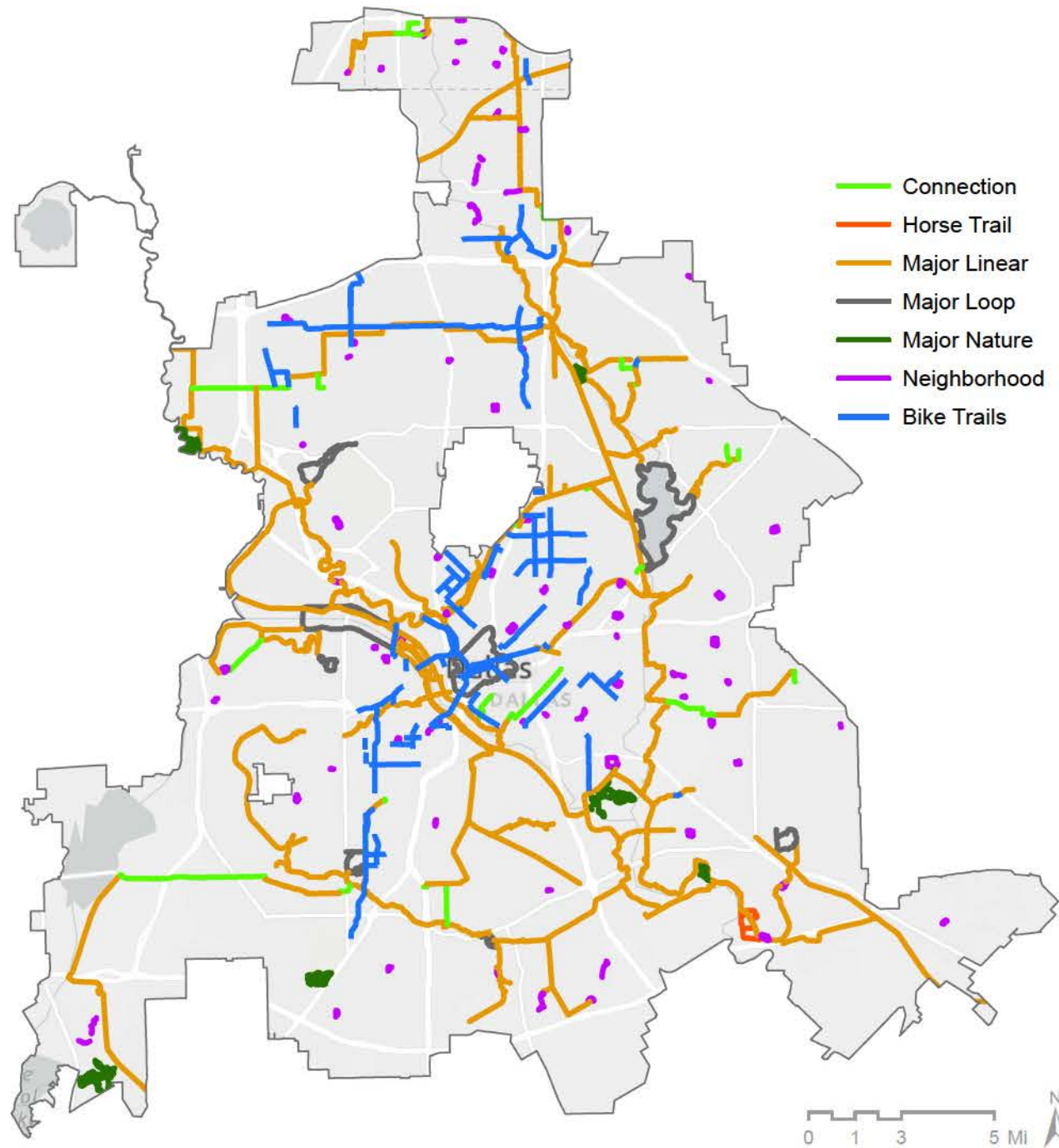


Figure 62: On and Off-Street Bike Facilities Map

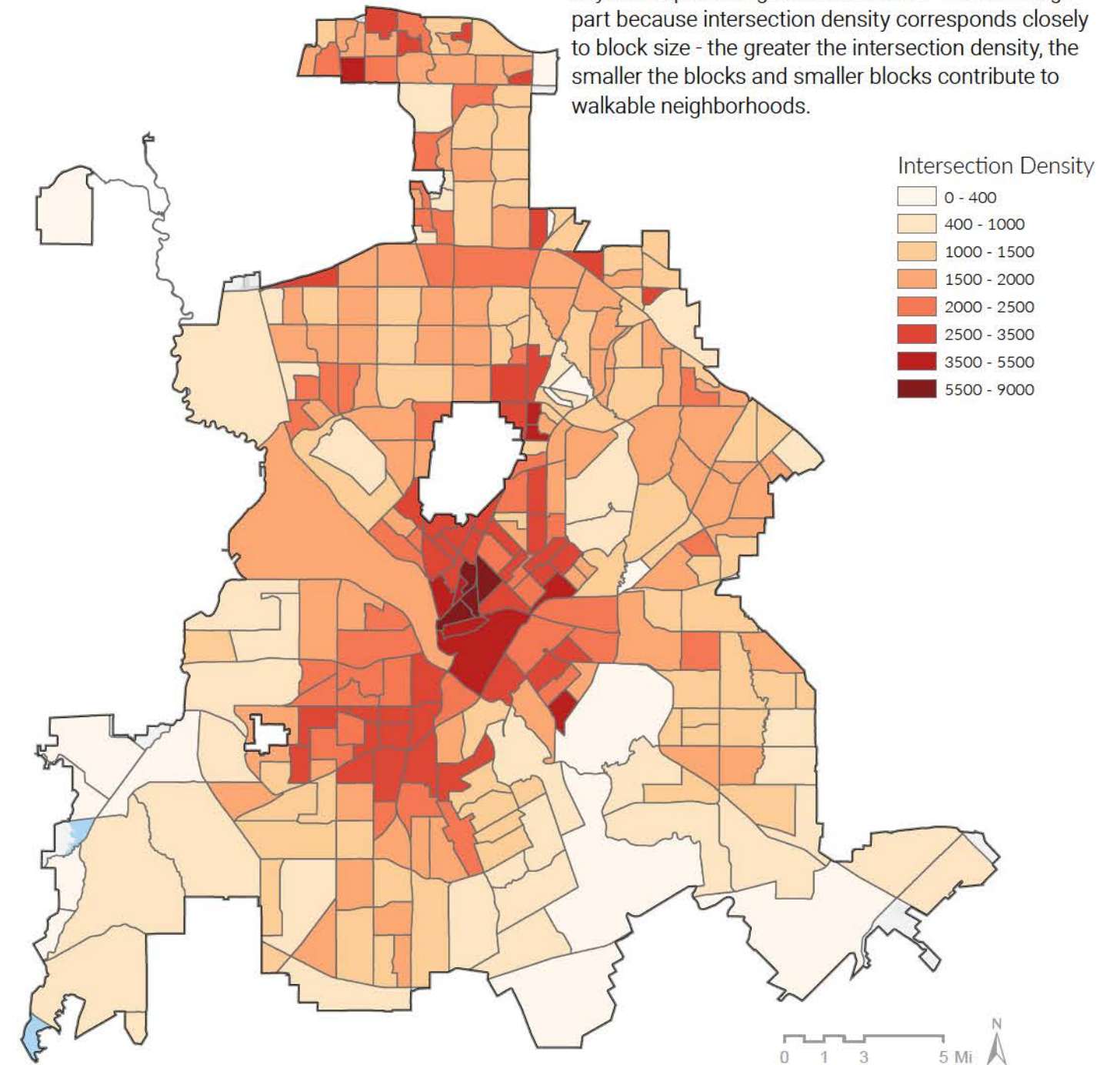
Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community

### Walkability

Walkability can be understood and measured by analyzing several factors including street patterns and layouts, street form (curvilinear vs rectilinear), and the quality and quantity of sidewalks in different parts of the city. Intersection density is an objective method of assessing one aspect of a community's built environment and can be linked to land uses

The density of walkable intersections relays information about street design and connectivity, both of which impact walkability (see Figure 63). High intersection density may correspond to a more walkable and therefore health-promoting environment. This generally aligns with older neighborhoods which were design to be accessible by foot.

Higher intersection density exists in the core of the city and in many of the older neighborhoods outside of downtown, corresponding generally with where the city developed along streetcar routes. This is in large part because intersection density corresponds closely to block size - the greater the intersection density, the smaller the blocks and smaller blocks contribute to walkable neighborhoods.



Esri, HERE, Garmin, Swg, NOAA, FAO, NOAA, USGS, EPA, NPS, Texas Parks & Wildlife, Esri, HERE, Garmin, USGS, EPA, NPS, Esri, HERE, Garmin, USGS, EPA, NPS

Figure 63: Intersection Density Map

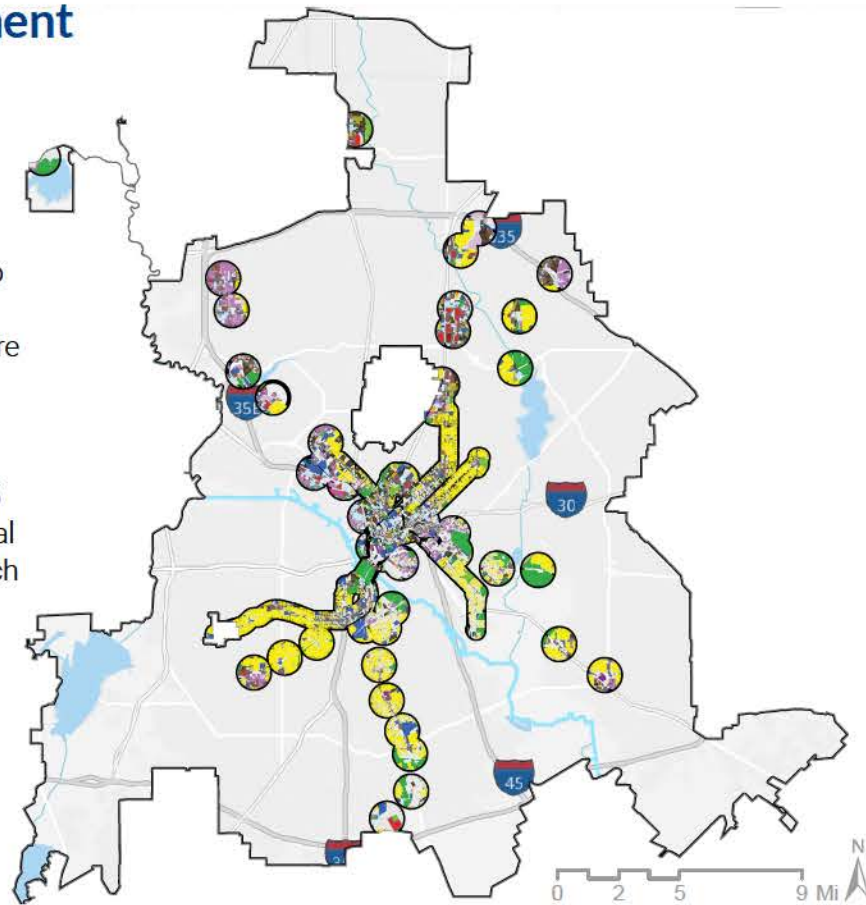
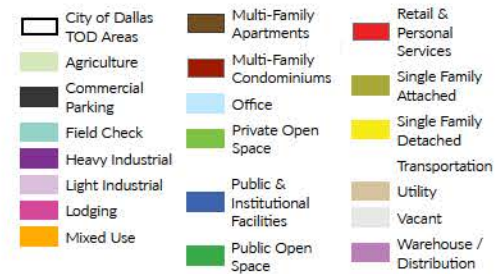
# Transit Oriented Development (TOD)

## Public Transit

Dallas is serviced by two public transit agencies, Dallas Area Rapid Transit (DART) and Trinity Railway Express (TRE). These two agencies have an annual combined average ridership of over 38 million passengers (before COVID).

## TOD Land Use

The land within TOD areas comprises 25,835 acres (see Figure 64). Of that land, 2,543 total acres (1,091 parcels) is city-owned land, which half is parkland.

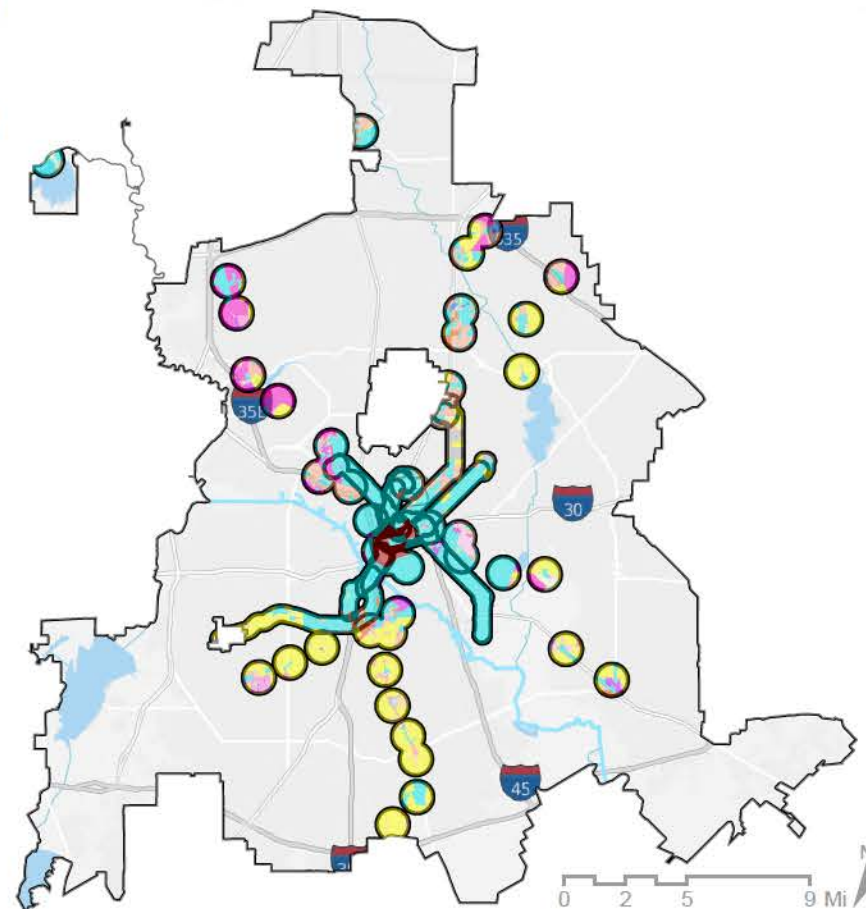
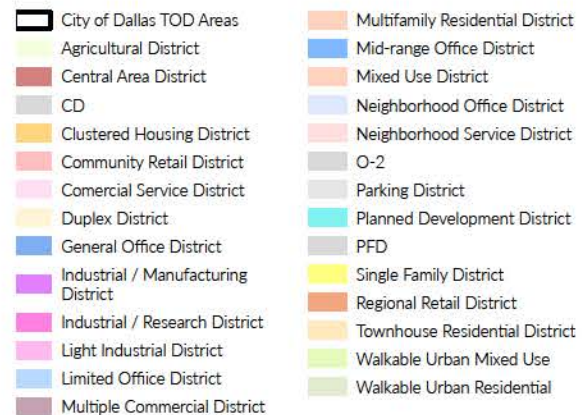


Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS, Esri, HERE, NPS, Esri, HERE, Garmin, USGS, EPA, NPS

Figure 64: Transit Oriented Development (TOD) and Land Use Map

## TOD Zoning

The TOD areas have residential (33%) and PD (39%) show the highest percent of transit service compared to other zoning categories that include parking, vacant land, industrial, commercial and mixed use (see Figure 65).

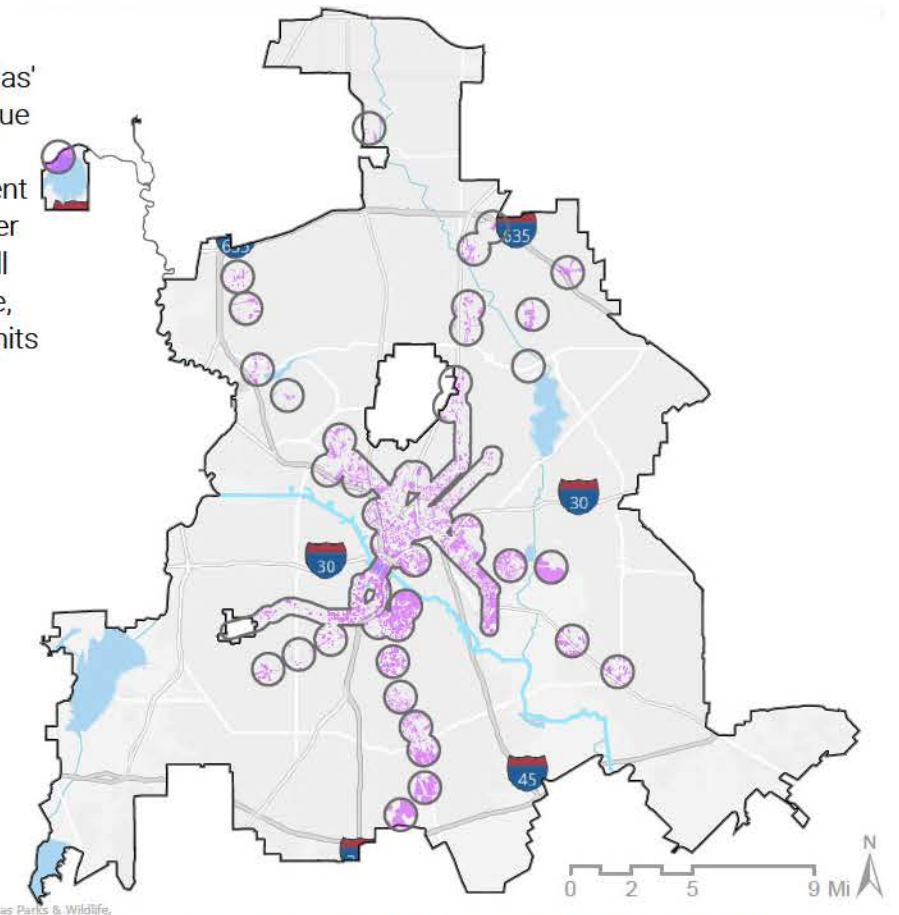


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Figure 65: Transit Oriented Development (TOD) and Zoning

## TOD Vacant Land

3,420 acres of vacant land exists within Dallas' TOD areas (161 acres are not developable due to floodplain) (See Figure 66). Vacant land presents an opportunity for new development including more options for housing and other uses. For instance, if one was to build out all developable vacant land at 20 units per acre, that could provide 65,000 new residential units for roughly 160,000 residents.



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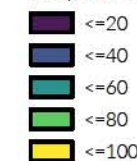
Figure 66: Transit Oriented Development (TOD) and Vacant Land Map

## Public Transit Accessibility

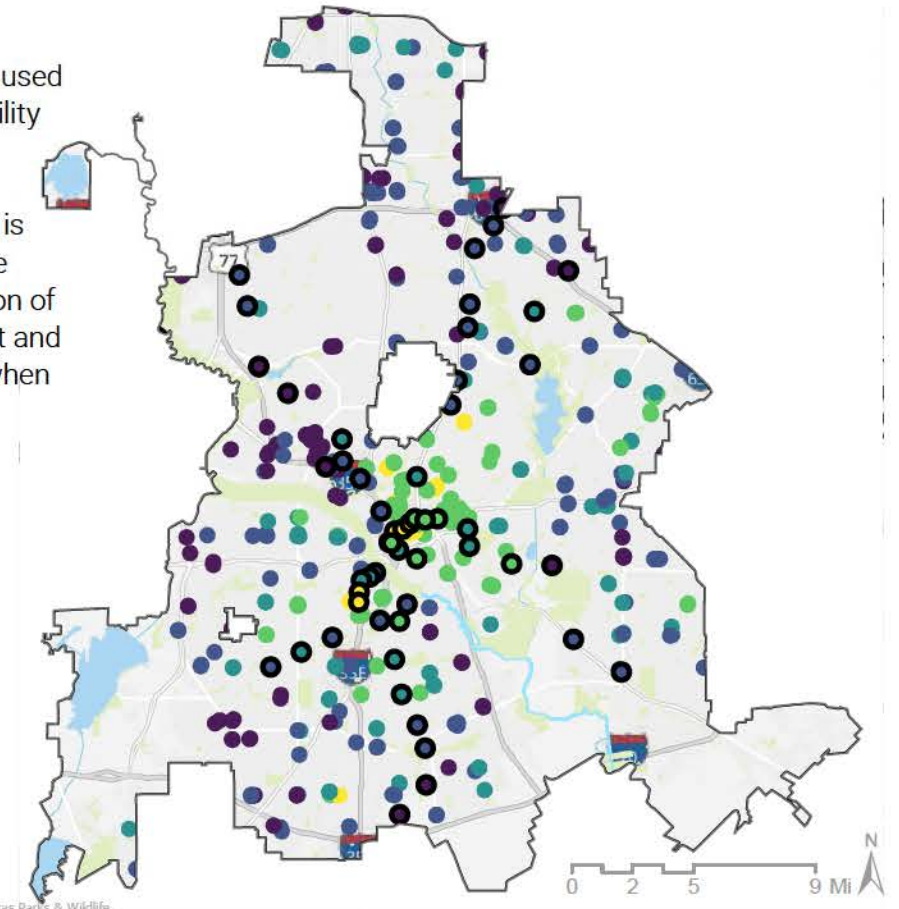
Stop-Accessibility Index (SAI) is an analysis used to measure the walking and biking accessibility to transit facilities (bus and rail stations)

Figure 67 indicates that higher accessibility is generally located around the downtown core and denser portions of the city. Consideration of land uses that allow for denser development and increased transit access will be important when planning for TODs throughout the city.

### Stop Accessibility Index (SAI) Rail



### Stop Accessibility Index (SAI) Bus

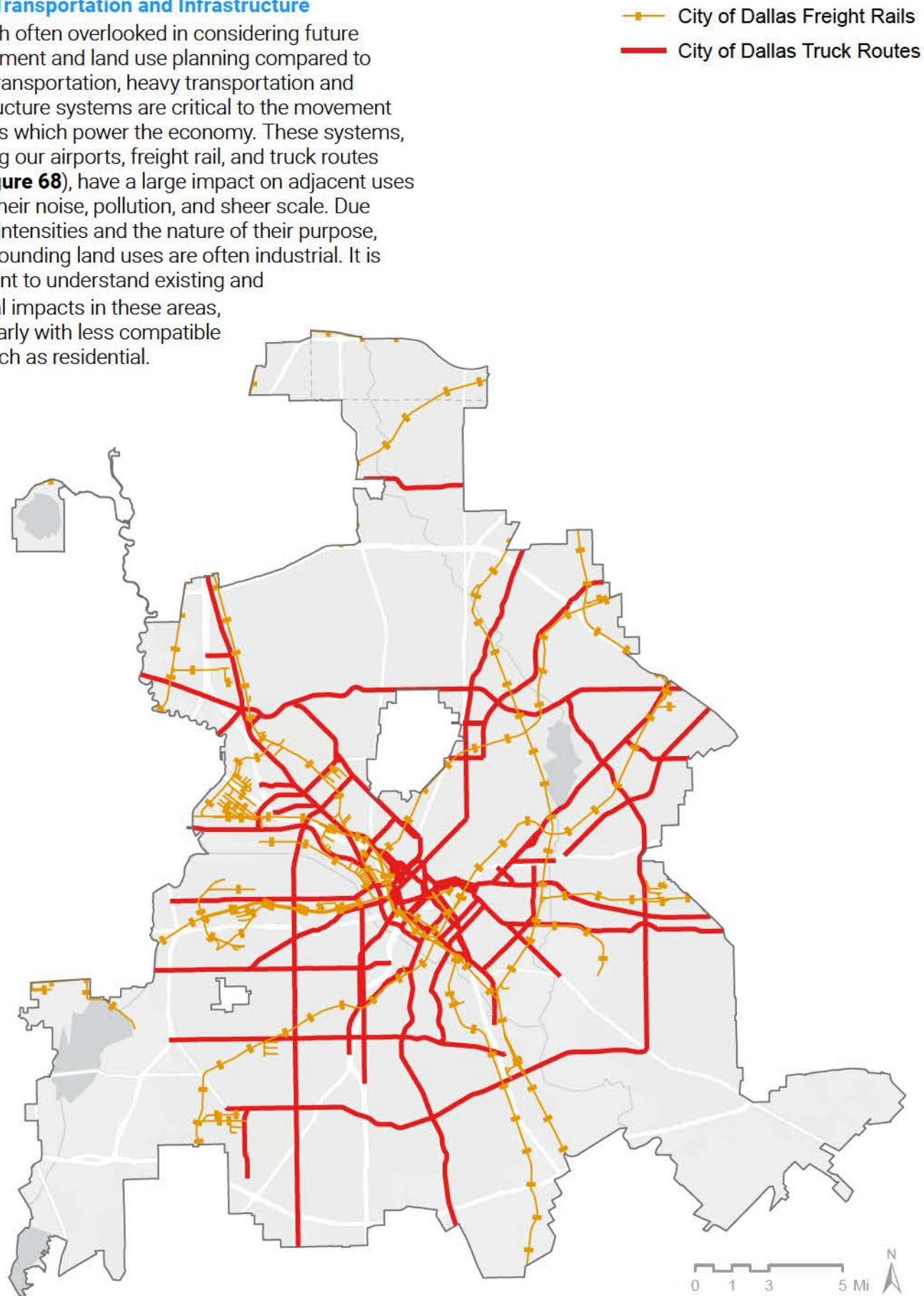


Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS, Texas Parks & Wildlife, Esri, HERE, Garmin, USGS, EPA, NPS

Figure 67: Transit Stop Accessibility Index Map

### Heavy Transportation and Infrastructure

Although often overlooked in considering future development and land use planning compared to public transportation, heavy transportation and infrastructure systems are critical to the movement of goods which power the economy. These systems, including our airports, freight rail, and truck routes (see Figure 68), have a large impact on adjacent uses due to their noise, pollution, and sheer scale. Due to their intensities and the nature of their purpose, the surrounding land uses are often industrial. It is important to understand existing and potential impacts in these areas, particularly with less compatible uses such as residential.



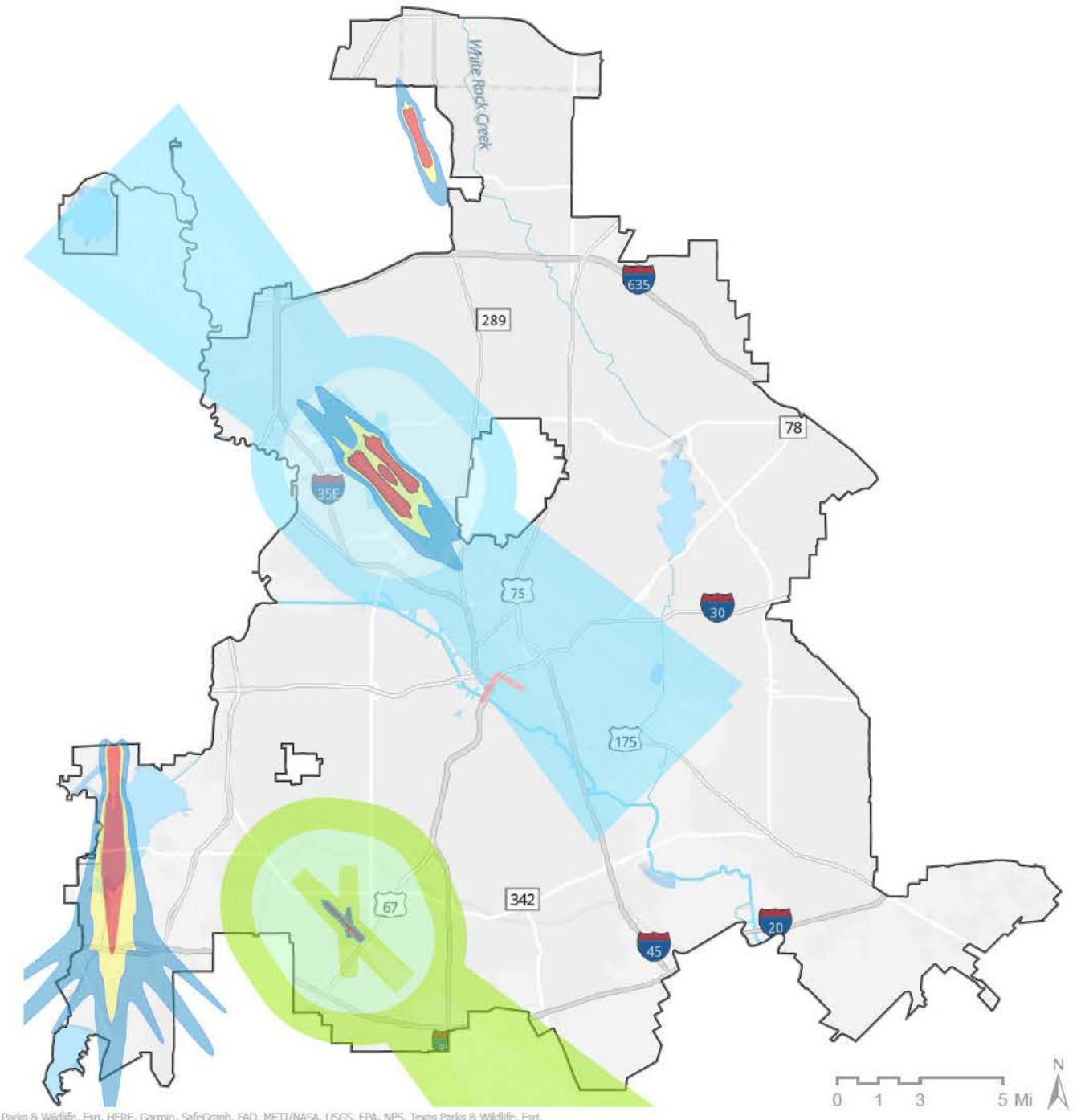
Sources: Esri, HERE, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community

- + City of Dallas Freight Rails
- City of Dallas Truck Routes

Figure 68: Freight Rails and Truck Route Map

### Airport Overlays

The airport overlay helps with regulation of land uses in the vicinity of the city's airports and airfields (see Figure 69). The map indicates the approximate maximum building height, shown as height above sea level, for all areas of Dallas within a FAA designated flight path and noise contours from Dallas area Airports.



as Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAD, METI/NASA, USGS, EPA, NPS, Texas Parks & Wildlife, Esri, HERE, Garmin, USGS, EPA, NPS, Esri, HERE, Garmin, USGS, EPA, NPS

Figure 69: Airport Contours and Overlays Map

- City of Dallas Airport Noise Contours
  - 65
  - 70
  - 75
- City of Dallas Airport Height Overlay
  - Downtown Heliport
  - Executive
  - Love Field





Parks, trails, and open spaces are all part of natural systems in varying degrees of active use. Parks and trails have an important role in environmental protection and conservation, but so are the less developed natural spaces residing between our built environments. Dallas has a strong need for more walkable access to parks, trails, and open spaces, but we also have a need to protect and conserve our few remaining natural systems.

## History of the Trinity River

The Trinity River is 710-mile-long river that bisects Dallas northwest to southeast. It flows southeast from Dallas and empties into Trinity Bay in the Gulf of Mexico. Dallas had a history of significant flooding, most notably, the Flood of 1908, where the Trinity River crested 23 feet above its banks causing one of the worst natural disasters Dallas' history. The Trinity Levee system was created in 1930 and improved again in 1968.

With improved flood protection, land use growth has occurred closer to the Trinity River, but in areas without flood protection, land use development remains limited. The Trinity floodplain, however, is where the highest concentration of tree canopy and natural systems reside. The Trinity River Forest comprises the largest urban forest in the United States

## Geology

The City of Dallas resides in an endangered native prairie ecosystem called the Black Land Prairie, composed primarily with grasslands with woodlands that populate around streams, creeks, and rivers. Dallas also resides over the Austin Chalk Geological formation which is a soft limestone layer comprised of shells and bones from an ancient ocean. The Escarpment is an outcropping of this geological layer in Southwestern Dallas. It is an environmentally sensitive area that is prone to erosion if deforested and disturbed by development.

7

# PARKS, OPEN SPACES, & NATURAL SYSTEMS

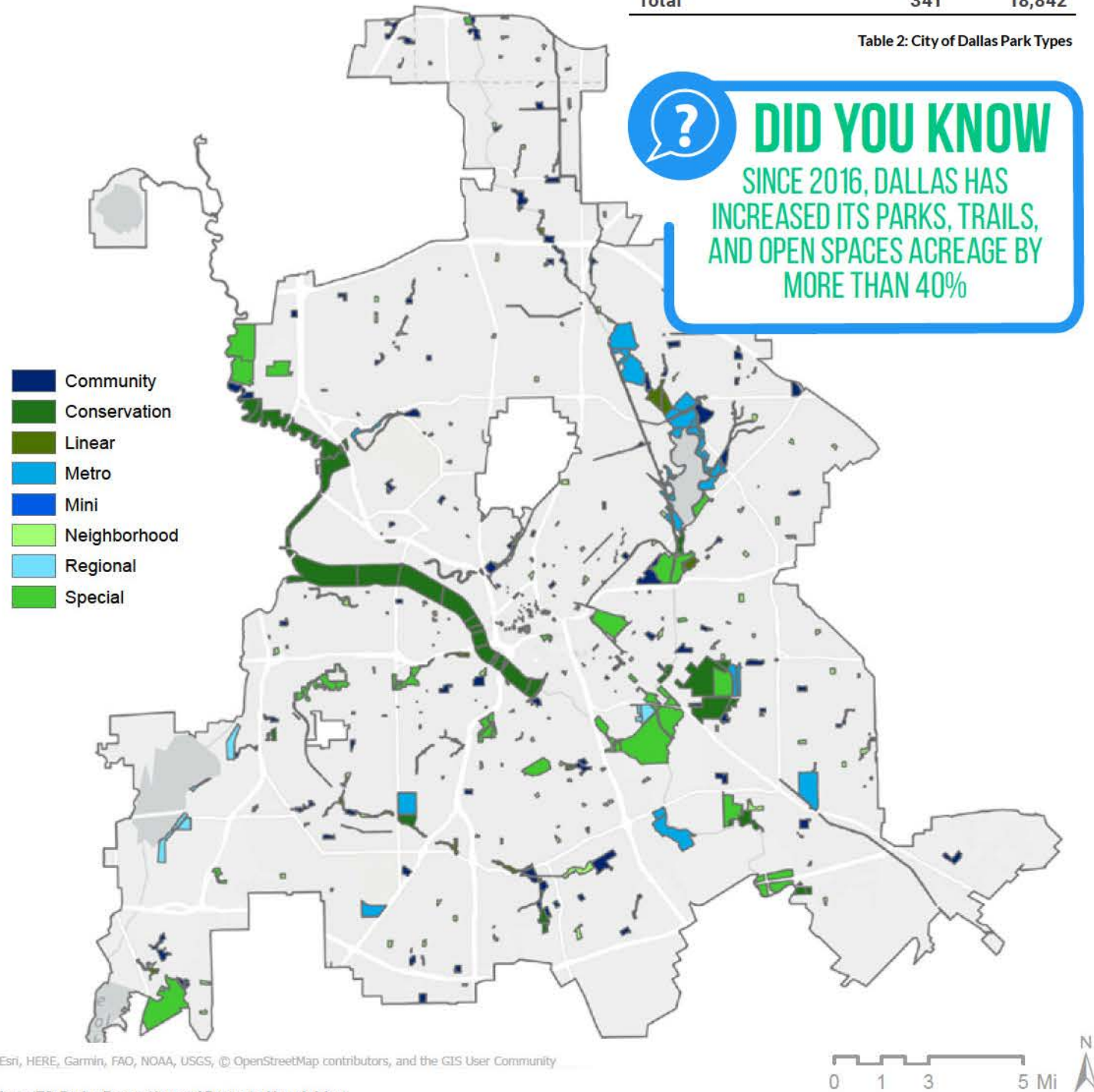
Land use will play an important role in limiting our encroachment into these systems, as well as buffer Dallas' Residents from heavy and noxious uses.

## Open Space Management and Access

According to the 2016 Dallas Parks Comprehensive Plan, Dallas has 381 Parks for a total of 18,842 acres according to the National Recreation and Park Association (NRPA). Dallas has 8 Park 'types' that range in size, scale and maintenance needs listed in the Open Space Inventory: (see Figure 70 and Table 2)

City of Dallas Park Types		
Park Type	Number of Parks	Area (Acre)
Mini Parks	27	15
Neighborhood Parks	126	785
Community Parks	91	2,506
Metropolitan Parks	12	2,903
Regional Parks	4	2,787
Special Use Areas	75	3,681
Linear Park/Linkage	33	1
Conservancy	13	5,077
<b>Total</b>	<b>341</b>	<b>18,842</b>

Table 2: City of Dallas Park Types



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Figure 70: Parks, Recreation and Protected Lands Map

## Tree Canopy

Studies conducted by the Texas Trees Foundation estimate that Dallas has over 14.7 million trees and a tree canopy cover of 32%. An abundant and healthy urban forest has been shown to reduce city temperatures, improve air quality, manage stormwater, positively impact human health, and mitigate the effects of climate change; serving as an important tool in helping to address many of the challenges facing Dallas today.

According to the Texas Trees Foundation Urban Tree Canopy Assessment, south Dallas has a high amount of tree canopy with over 30% canopy coverage per Council District. It also contains most of the undeveloped land in the City (see Figure 71).

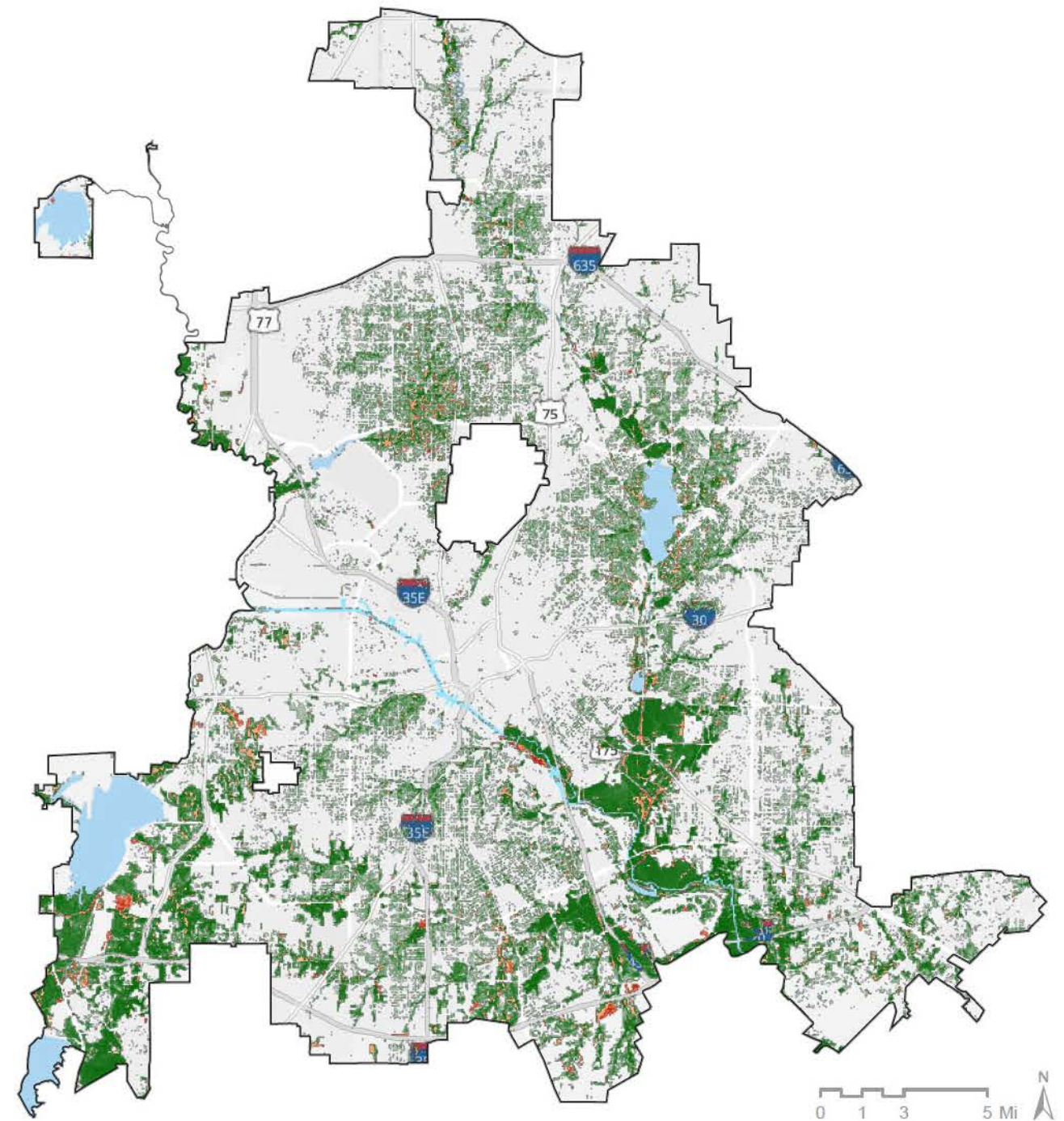


Figure 71: Dallas Urban Tree Canopy Index Map

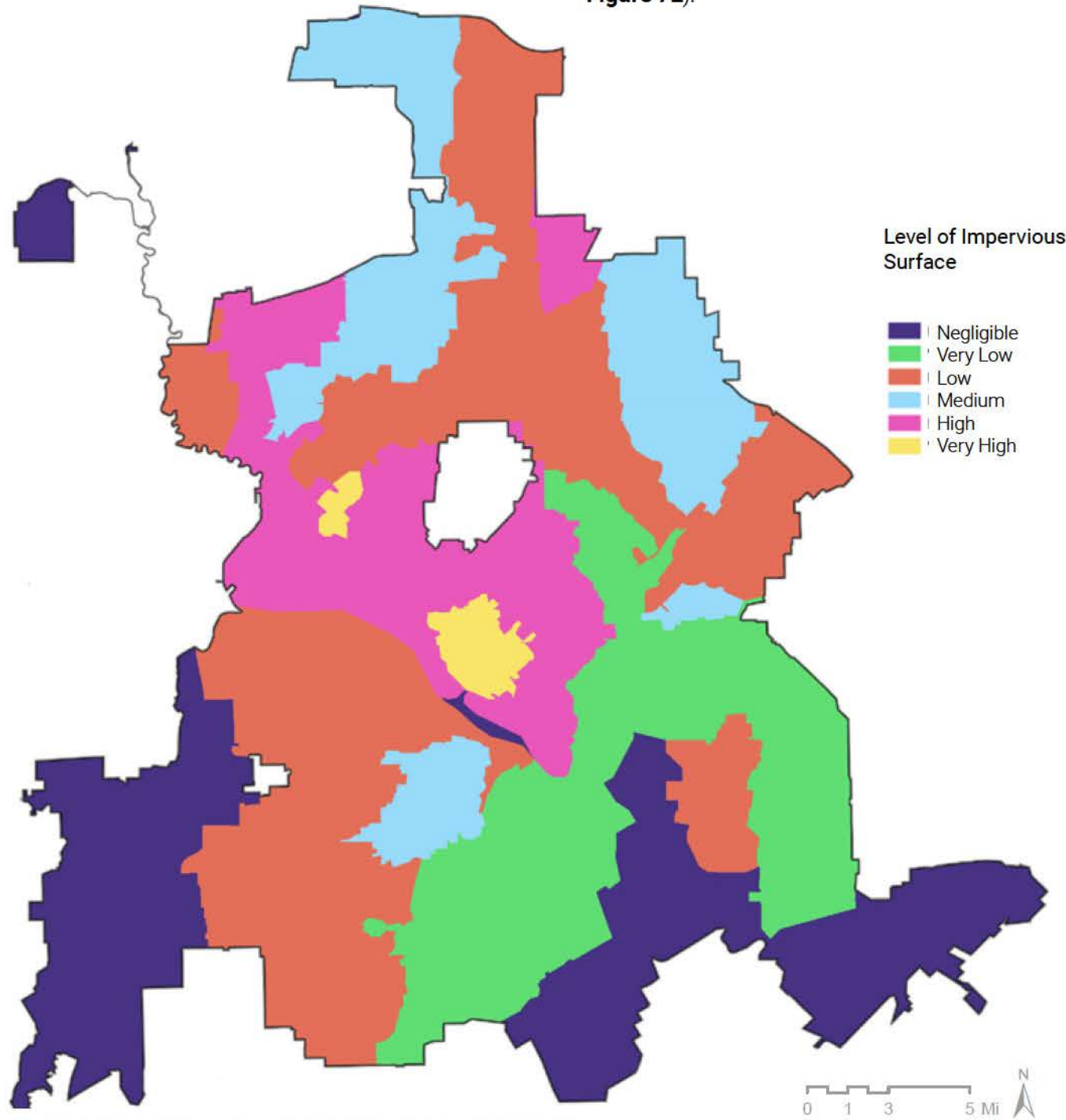
## Urban Heat Island Effect

According to CECAP, Dallas' urban heat island effect is increasing at the second highest rate in the nation (second to Phoenix). The heat island effect reflects heat from surfaces into the air, which in turn generates ozone that then produces green-house gases which is the factor that creates even more high heat exposure. Land use planning can play an active role in reducing the heat island index, namely by advocating square foot percentage reductions of impermeable surfaces.

CECAP has established citywide target goals to reduce the urban heat island index over the next 28 years as follows:

- 20% reduction by 2030
- 50% reduction by 2040
- 75% reduction by 2050

While the heat island effect affects all Dallas residents, higher heat concentrations are found in West Dallas, Northwest Dallas and far Northeast Dallas in areas where impermeable surfaces are concentrated (see **Figure 72**).



Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS, Esri, HERE, NPS, Esri, HERE, Garmin, USGS, EPA, NPS

Figure 72: Heat Island Effect Map

## Water Management and Quality

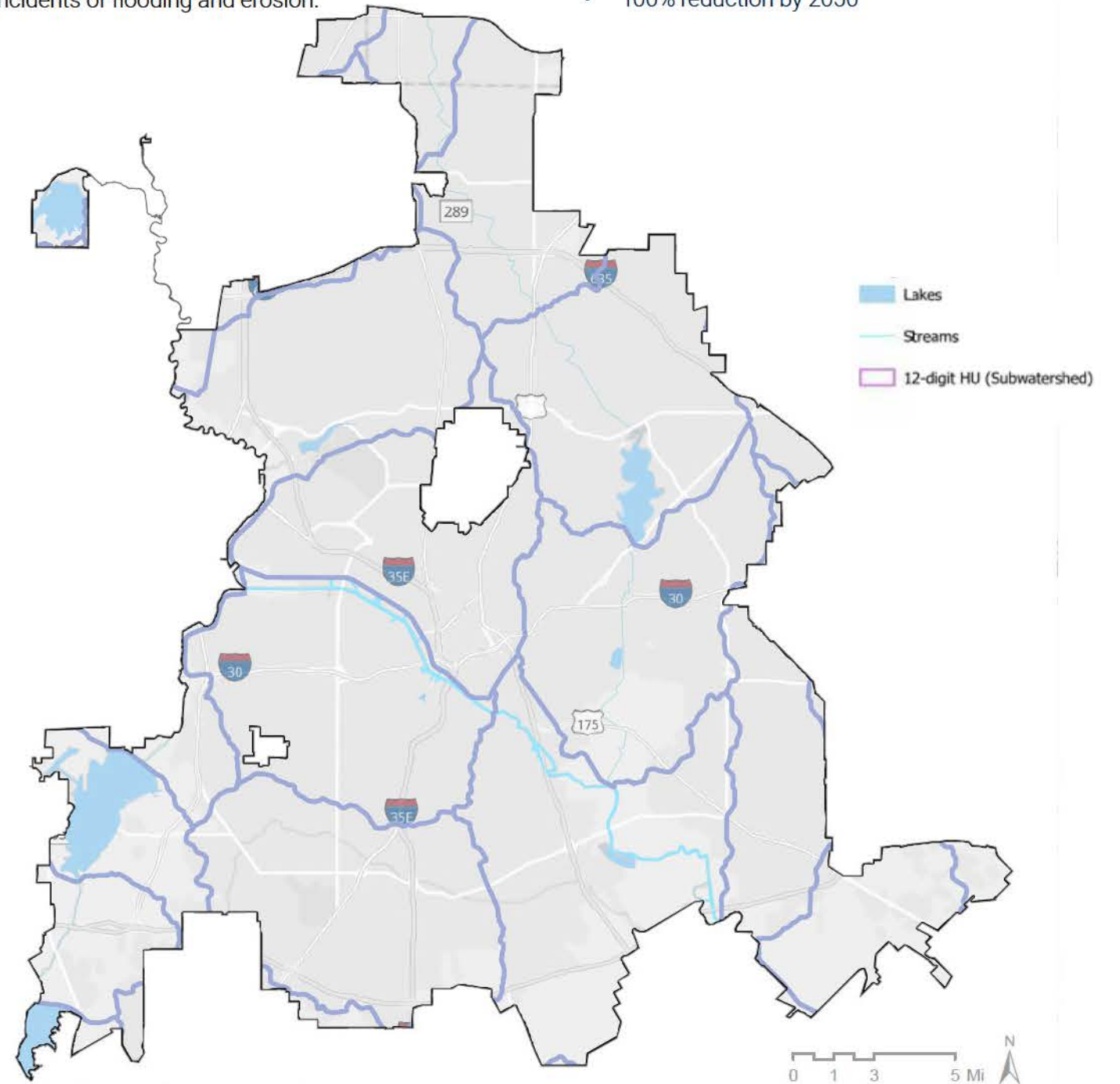
### Waterways and Watersheds

A watershed is an area or ridge of land that separates waters flowing to different rivers and basins. Dallas is wholly contained within the Trinity River watershed. Land uses that generally have a significant amount of impermeable surfaces directly impact watersheds by reducing the amount of water that can be absorbed into the ground. Since this water cannot be absorbed into the ground, it becomes stormwater runoff that pollutes our lakes and streams while also increasing incidents of flooding and erosion.

Each watershed has an upper limit of impermeable surfaces that can be added before water bodies start to become negatively impacted. The organization of land uses within the city should consider how the impermeability of land surfaces can be developed to minimize adverse environmental impacts (see **Figure 73**).

CECAP has established set targets for reducing the impacts to impaired waterways and water bodies:

- 30% reduction by 2030
- 60% reduction by 2040
- 100% reduction by 2050



Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS, Esri, HERE, NPS, Esri, HERE, Garmin, USGS, EPA, NPS

Figure 73: Waterways, Waterbodies and Waterways Map

### Stormwater Management

Developed land uses leave a 'footprint' measured in the total percentage of impermeable surfaces that cover a site that affect both stormwater management and water quality. Limiting these impermeable surfaces near the river and in floodplains will have a marked effect in reducing toxic runoff and furthering the goals of TCEQ in improving the river quality. Additionally, the CECAP has a mandate to establish urban greening factor requirements for new developments to further this end.

### Water Consumption

According to CECAP, Dallas' water reserves are expected to decrease over the next 50 years as a result of rising temperatures causing a greater amount of evaporation of its reservoirs. Fortunately, since 2001 Dallas' broad-based water efficiency measures have saved approximately 62 million gallons per day and reduced per-capita daily use by 26%. More work must be done as more than 50% of all treated potable water is still used for landscape irrigation alone.

### Floodplain Management

The land use(s) and improvements permitted in a floodplain are regulated to ensure appropriate development of land. Residential and commercial development, including earthwork, existing or new structures within the regulatory 1% Annual Chance (100-year) floodplain are reviewed and evaluated by the City of Dallas to ensure that the floodplain criteria are met before permitting construction (see Figure 74).

### USA Flood Hazard Areas

- 1% Annual Chance Flood Hazard
- 0.2% Annual Chance Flood Hazard
- Regulatory Floodway
- Area with Reduced Risk Due to Levee

Texas Parks & Wildlife, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS, Airbus, USGS, NASA, NOAA, NCEAS, NLS, OS, NMA, Geodatastyrelsen, GSA, GSI and the GIS User Community

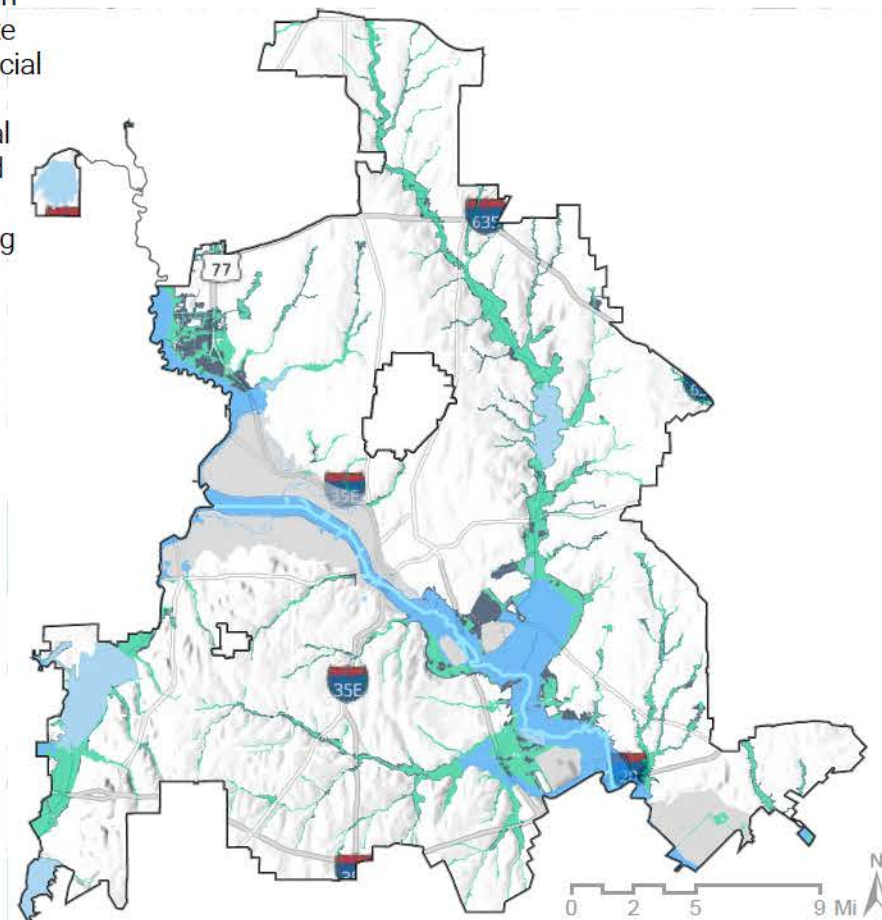


Figure 74: Flood Hazard Areas Map

### Public Health

Many health impacts can be felt by the public as our living and working environment is impacted by climate change and new development. As per the CECAP, extreme heat can cause or aggravate negative health impacts, including heart disease, respiratory function and even mental health. Dallas has made strides in reducing the heat island effect through programs such as Branch Out Dallas and Texas Smart Scape as well as bringing old developments up to landscaping code by growing the amount of landscaped area and increasing the minimum number of trees required.

Land use will have an important effect on the public's health by increasing and improving access to green spaces, particularly within vulnerable communities. Further limiting parking lots and increasing the number of street trees for new development will bring us closer to the goals set out by the Urban Forest Master Plan, such as bringing Dallas' total tree canopy to over 37% by 2040.

## Air Management and Quality

In North Texas, ten counties including Dallas County consistently do not meet the 2008 Federal air quality criteria for ground-level ozone. Dallas is the second most polluted City in Texas in terms of heat generated ozone, and #16 most polluted nationwide according to the American Lung Association. The 'State of the Air' report completed in 2022 stated more than 137 million Americans – more than 40% of the country – live in places with failing grades for unhealthy levels of particle pollution or ozone. South Dallas and especially low-income communities within South Dallas have higher incidences of asthma, cardiovascular and other heat related illnesses than their northern counterparts. Both physical and mental health consequences have been tied to high heat exposure and lack of access to shaded cooler green environments.

Ozone is produced when nitrogen oxides (NOx) and volatile organic compounds (VOCs) combine with sunlight. This is a direct result of internal combustion engines, especially gasoline and diesel burning engines. Air quality will therefore worsen as temperature rises if overall vehicle miles continue to increase. CECAP outlines a detailed vision of meeting the Ground Level Ozone Attainment Standard as designated by the EPA by 2030 and holding it through 2050.

### Air Pollution

Dallas is the second most polluted City in Texas in terms of heat generated ozone, and #16 most polluted in the US. Nationwide, more than 137 million Americans – more than 40% of the country – live in places with failing grades for unhealthy levels of particle pollution or ozone. South Dallas and especially low-income communities within South Dallas have higher incidences of asthma, cardiovascular and other heat related illnesses than their northern counterparts. Both physical and mental health consequences have been tied to high heat exposure and lack of access to shaded cooler green environments.

### Greenhouse Gases and Ozone

According to the Office of Environmental Quality's 2015 Greenhouse Gas Emissions Inventory, 64% greenhouse gases originate from buildings and energy, 35% greenhouse gases originate from transportation, and the waste sector (including wastewater) is responsible for the remaining <1% of emissions. Of that, the emissions of the City government are 2% of the Dallas community as a whole.

Higher levels of Greenhouse Gas and Ozone emissions closely mirror the heat island effect map where concentrations of impermeable surfaces increase air temperatures.

Based on the current inventory, it appears the City Government's emissions have seen significant decreases since this original commitment was made. When compared to previous emission inventories, the City has reduced its impact by over 40% from 1990 levels in 2015.

The Dallas community as a whole has reduced emissions by 20% from 2005 in 2015. The current emission reduction trends suggest Dallas is well on its way to meeting this goal for their contribution to GHG.

For greenhouse gas emissions from Treatment Facilities CECAP has established citywide target goals as follows:

- 45% reduction by 2035
- 100% reduction by 2050



This section of the Existing Conditions Report evaluates and summarizes past citywide plans and studies that have been adopted by the City. The ForwardDallas update process will build on the city's past planning efforts and integrate adopted plan policies and goals, where applicable.

## Relevant Land Use Plans

### Strategic Economic Development Plan (2020)

The Plan provides the City of Dallas with a road map to leverage its considerable assets and help the City reach its economic growth and diversification goals. It will also give us a competitive assessment of our community and identify target sectors of the economy that have the greatest potential to foster strong economic growth in the future. The strategic plan is built upon the Market Value Analysis (MVA) and the recently adopted Comprehensive Dallas Housing Policy, as well as other relevant planning documents adopted by the Dallas City Council.

### Relevance to ForwardDallas Update

The comprehensive plan will support and collaborate on the SEDP (Strategic Economic Development Plan) that has outlined goals and actions to address inequities in southern Dallas to better allocate and deploy resources and address discriminatory land use policies to enhance economic growth in Dallas.

**Policy:** Invest in infrastructure that improves the attractiveness of Southern Dallas to businesses and increases connectivity between jobs and housing.  
Action: Identify priority infrastructure investments via Comprehensive Plan update and commit to priorities for inclusion in next bond program and or other appropriate resources.

**Policy:** Identify & remove all discriminatory zoning and land use polices which historically limited economic mobility and economic growth in Dallas.  
Action: Via Comprehensive Plan update and in partnership with community stakeholders, staff, and advisory committee identify and recommend polices for adjustment to the City Council for consideration and action.

**Action:** Via Comprehensive Plan update and in partnership with community stakeholders, staff, and advisory committee identify and recommend polices for adjustment to the City Council for consideration and action.

# PAST PLANS, STUDIES, & REPORTS

A number of recently adopted plans have updated some of the forwardDallas! 2006 Elements. These plans have particular relevance to the ForwardDallas Update, as they address issues critical to land use in the City of Dallas.

## CECAP, Comprehensive Environmental and Climate Action Plan (2020)

In January 2019, the Dallas City Council adopted the Dallas Climate Resolution directing staff to develop an effective, actionable climate plan. The Comprehensive Environmental and Climate Action Plan (CECAP) was initiated to build upon existing planning efforts, benchmark against other U.S. city climate planning efforts, and designed to be consistent with national and international climate planning protocols. The plan included a robust community engagement effort and outlines a series of actions to reduce greenhouse gas emissions. The goal is to help the community adapt to a climatically different future and comprehensively enhance environmental quality across Dallas.

### Relevance to ForwardDallas Update

CECAP will have a significant impact on the development of the ForwardDallas plan, as land use development and zoning affect air and water quality, the urban heat island effect, and tree canopy cover. One of the goals of CECAP is to provide access to sustainable and affordable transportation options.

In addition, the goals set out for CECAP can be implemented into our comprehensive plan to minimize impacts from industrial uses, incompatible land uses, and significant swaths of impermeable surfaces.

## Comprehensive Housing Policy (2018)

The City's first comprehensive housing policy plan lays out the vision and framework for creating and preserving affordable and mixed-income housing. It sets the City's annual housing production goals, calls for changes to existing housing programs, and recommends creating new housing programs, tools, and strategies to be deployed in the City's reinvestment areas.

### Relevance to ForwardDallas Update

Residential land use and zoning goals and strategies will be informed by the Comprehensive Housing Policy. The Comp Plan will align with DCHP (Dallas Comprehensive Housing Policy) vision. The housing production goals are critical for the Comprehensive Plan scenario development. The plan recommends creation of programs that will have significant impacts on land use development. Such programs include Employer Assisted Housing, Housing Trust Fund, Community Land Trust, Housing TIF District, Neighborhood Empowerment Zones, and Multifamily NEZ.

The goals outlined in the Housing Policy that will tie to some of the of the bigger housing and land-use concerns in the comprehensive plan update are:

- Create and maintain available and affordable housing throughout Dallas
- Promote greater fair housing choices
- Overcome patterns of segregation and concentration of poverty through incentives and requirements

## Neighborhood Plus Plan (2015)

As Dallas is experiencing a time of unprecedented growth and prosperity, it is also facing a number of critical issues that dramatically impact its neighborhoods issues; increasing levels of poverty; a declining number of middle income families; deteriorating neighborhood conditions in concentrated areas; an increase in childhood asthma, obesity and diabetes; a lack of quality affordable housing; and a mismatch between where jobs are located and where quality, affordable workforce housing exists.

The plan delineated six strategic goals, policies and actions to achieve greater equity and prosperity for all Dallas residents.

- Create a collective impact framework
- Alleviate poverty
- Fight Blight
- Attract and retain the middle class
- Expand homeownership
- Enhance rental options

### Relevance to ForwardDallas Update

The target areas identified in Neighborhood Plus can help inform the focus areas and areas of change that will be investigated throughout the ForwardDallas planning process.

## Connect Dallas, Dallas Strategic Mobility (2021)

The City's first-ever 5-year strategic mobility plan was adopted by City Council on April 28, 2021, with a focus on integrating the City's economic development, equity, and sustainability goals. The plan considers all forms of multi-modal transportation and creates a framework for investing and responding to 21st century problems in a way that best achieves the City's broader overall goals and a preferred vision for transportation in Dallas. The plan is intended to guide the modernization of the City's transportation project selection process, programs, and policies over the next 5 years.

### Relevance to ForwardDallas Update

Potentially aligns with Greater synergy between transit, land use, and CECAP. Close coordination with the Department of Transportation and DART is critical to incorporate mobility infrastructure investment priorities and service recommendations generated from Connect Dallas and the DARTZoom effort.

The strategic mobility plan (SMP) relies on a land-use regulatory framework that encourages higher density in appropriate locations, which promotes higher level of transit use, bicycling and walking. The goals and metrics of this plan can be used to envision different land-use scenarios. The following goal is outlined in this plan;

**Recommendation:** Align Land Use Goals with the Driving Principles

**Action:** Incorporate mobility metrics as key indicators of land use scenarios to be explored in the upcoming revision of the Forward Dallas comprehensive plan (pg no. 56, SMP)

## Other Plans Relevant to Land Use

Other recently adopted plans, while not specifically tied to updates to the forwardDallas! 2006 Plan, still carry important recommendations that directly relate to land use in Dallas. This section briefly describes these plans, and their links to the ForwardDallas update.

### Dallas Urban Forest Master Plan (2021)

In 2019, the Texas Trees Foundation and the City of Dallas embarked on a project to develop the City's first Urban Forest Master Plan (UFMP/Plan). The goal of the Plan is to provide a unified vision and framework to manage Dallas's urban forest as a sustainable community asset. The instrumental role they play in caring and growing Dallas's urban forest and making trees a priority.

#### Relevance to ForwardDallas Update

Building on decades of high-quality local and national urban forest research, this Urban Forest Master Plan sets a strategic and cohesive agenda to improve urban forest management across the City of Dallas. A clear and actionable UFMP is critical to ensure these critical resources are protected, maintained, and expanded. This master plan can help our comprehensive plan focus on critical areas that need protection as well as more equitably distribute City resources. In addition, this plan will help positively influence landscaping ordinances and the development process to improve the overall health of Dallas's residents.

All plans in Dallas support tree preservation and management but do not have tools to implement policies. Similar to these planning efforts, the forwardDallas! 2006 goal and action to "preserve and increase canopy cover" was never implemented. Consistent coordination, collaboration, and engagement between departments can avoid unnecessary tree damage and removals. The comprehensive plan update can use the direction provided in the plan to preserve the ecologically sensitive areas and increase tree canopy coverage.

### Dallas Parks & Recreation Comprehensive Plan (2016)

The Parks Masterplan established thirteen strategic directions for the Parks and Recreation Department to focus on and provides a set of actions the Department can take to move each strategic direction forward. As of 2022, the 2016 Dallas Parks Masterplan has accomplished over 80% of the action item goals, expanding programs and improving existing facilities, adding more downtown parks, trail systems etc.

The Dallas parks and recreation system has a proud legacy dating back to 1876, with the establishment of the city's first park, City Park. Through acquisition and generous donations, the parks and recreation system has grown as the city has grown—now encompassing over 400 park properties totaling more than 21,000 acres. The Park and Recreation Comprehensive Plan adopted in 2016, was the result of a two-year process to reassess the Department's mission and vision for the future and set a course for achieving that vision.

#### Relevance to ForwardDallas Update

The plan considers the citywide goals from forwardDallas! 2006 plan as well as changes in the park system over the past decade, recent trends, changes in demographics, and input from the community. The plan establishes thirteen strategic directions for the Park and Recreation Department to focus on and lays out a strategic plan for accomplishing these goals, which builds upon the principles and policies of forwardDallas! 2006.

### Urban Agriculture Plan (In Progress – Estimated 2022)

The Urban Agriculture Master Plan is currently in development but will be completed in 2022. The goal of this Plan is to address citywide food access, food insecurities, and to develop a long-term strategy for increasing agricultural production within the city.

#### Relevance to ForwardDallas Update

Coordinating closely with this plan will help integrate land use and place type proposals within ForwardDallas that allow for the incorporation of urban agriculture with sites and land use policies that are developed from the Urban Agriculture Plan.

### Smart Growth Dallas (2018)

Smart Growth Dallas followed the Dallas Parks Master Plan but served as an additional and aggressive strategic plan moving forward. Sponsored by the Park and Recreation Department and the Trust for Public Land (TPL), Smart Growth Dallas engaged multiple City Departments as stakeholders to assure that multiple perspectives were included. Working with local medical institutions, Smart Growth Dallas / TPL developed a data base of where specific health related concentrations are located so that informed decisions can be made regarding land use development and proximities to concentrated areas of concerns, such as cardio-vascular disease, lung disease, asthma, stroke, anxiety, heat stress and many other health related issues in Dallas are concentrated.

### Dallas Bike Plan (2011 [Update In Progress – Estimated 2023])

This Plan update provides a master plan and an implementation strategy for a new bicycle network, the Dallas Bikeway System, which will be made from designated on-street and off-street facilities. This document also provides recommendations for supporting policies, and the identification of bicycle-related programs to be recognized, sponsored, or supported under the Plan.

#### Relevance to ForwardDallas Update

The Dallas Bike Plan advocates for denser land uses near multimodal facilities to help with mode shift (improve air quality and reducing congestion). The Plan also encourages parking reductions through multimodal movements (reducing urban heat island through less parking lot need) First-Last Mile connections to transit (equity component). Currently, The Dallas Bike Plan is currently in the early stages of being updated.

### Resilient Dallas Plan (2018)

Resilient Dallas includes seven goals, 20 initiatives, and 49 actions for residents, neighborhoods, the city, and our partners to implement. These actions build on existing efforts or address program and policy gaps to further resilience in Dallas.

#### Relevance to ForwardDallas Update

The Comprehensive plan update can support the following goals of the Resilient Plan;

- Ensure Dallas provides residents with reasonable, reliable, and equitable access

### Equity Indicators Report (2019)

All communities are affected by disparity, but certain populations are impacted more than others. This report focuses mainly on racial and ethnic disparities in Dallas. The Equity Indicators report is intended to be used as a framework for residents, businesses and nonprofit leaders, City administrators, and elected officials to understand where to focus public policy and institutional power to improve outcomes for all residents. The Equity Indicators are designed to measure the fairness and justice in outcomes for and treatment of groups of people across five thematic areas: Economic Opportunity, Education, Neighborhoods and Infrastructure, Justice and Government, and Public Health. Each of the five themes is broken down into four topics, and each topic is then subdivided into three indicators, for a total of 60 indicators.

#### Relevance to ForwardDallas Update

The Neighborhood and Infrastructure theme scores show increasing disparity in housing affordability and housing access. The comprehensive plan update can impact future scores by providing effective land-use policies and necessary zoning/code amendments.

# ACRONYM LIST

AMGI - Area Median Gross Income	SC – Southcentral Service Area
BIPOC - Black, Indigenous, and People of Color	SE – Southeast Service Area
CBD – Central Business District Streets and Vehicular Circulation Plan	SEDP - Strategic Economic Development Plan
CBSA – Core-Based Statistical Area	SMP – Strategic Mobility Plan
CECAP – Comprehensive Environmental and Climate Action Plan	SW – Southwest Service Area
DART – Dallas Area Rapid Transit	TCEQ - The Texas Commission on Environmental Quality
DCHP - Dallas Comprehensive Housing Policy	TMDL - Total Maximum Daily Load
DFW – Dallas-Fort Worth Metroplex	TIF – Tax Increment Financing Districts
EPA – Environmental Protection Agency	TOD – Transit Oriented Development
GHG – Greenhouse Gases	TPL – Trust for Public Land
LMI - Low-to-Moderate Income	TRE – Trinity Railway Express
MATA - McKinney Avenue Transit Authority	TxDOT- Texas Department of Transportation
MSA – Metropolitan Statistical Area	UDPRP – Urban Design Peer Review Panel
MVA – Market Value Analysis	
NC - North Central Service Area	
NE – Northeast Service Area	
NEZ – Neighborhood Empowerment Zones	
NTTA – North Texas Tollway Authority	
NW – Northwest Service Area	
OEQS – Office of Environmental Quality & Sustainability	
OZ – Opportunity Zones	
PD – Planned Development Districts	
PID – Public Improvement Districts	
PUD – Planning and Urban Design Department	
R/ECAP – Racially Ethnic Concentrated Areas of Poverty	

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# FORWARD DALLAS

