Prepared for:
The City of Dallas
Department of Planning and Development

August 14, 1991

Prepared by:
Hammer, Siler, George Associates
1111 Bonifant Street
Silver Spring, Maryland 20910
# TABLE OF CONTENTS

## INTRODUCTION

### Section I. DEVELOPMENT DEMAND AND CAPACITY ANALYSIS - A SUMMARY
- Development Demand .................................................. 1
- Development Capacity ............................................... 2
  - Location and Regional Accessibility ......................... 3
  - Land Use and Zoning .............................................. 4
  - Soil Conditions and Related Environmental Constraints ... 7
  - Local Access and Circulation ................................... 8
  - Infrastructure Systems ......................................... 12
  - Water System .................................................... 12

### Section II. THE DEVELOPMENT CLIMATE
- The Strengths of the Area ........................................... 14
  - People and Organizations ....................................... 15
  - Locational Assets ................................................. 17
  - Land Resources .................................................... 17
- Constraints of the Area ............................................ 18
  - Jobs and Business Development ................................ 18
  - Problems Associated with Land Use ........................... 20
  - Perceptions and Problems of Crime and Drugs ............... 20

### Section III. ECONOMIC DEVELOPMENT STRATEGY
- Dynamic Factors in Development ................................ 23
- Needed: A Commitment to Community Economic Development .... 24
- The Economic Premises ............................................. 25
- The Strategy ........................................................... 26
- The Program Targets ................................................. 27
  - Potential Entrepreneurs ......................................... 29
  - Existing Businesses .............................................. 29
  - Community Business Districts ................................. 30
Vacant Land Resources 30
DART Station Areas 30
Goals, Objectives, and Strategies 31
Recommended Programs 33
New Business Development Program 34
Business Improvement Program 34
Neighborhood Commercial Revitalization Program 35
Recommended Project Initiatives 36
The Redevelopment of Lancaster/Kiest 36
The Development of an Office/Distribution Park 37
State of the Art Supermarkets 38
Automobile Service Park 38
Medical Office Building 38
New Regional Shopping Center 39

Section IV.

A HOUSING STRATEGY FOR SOUTHEAST OAK
CLIFF 40
Statement of Existing Conditions 40
Contributing Factors 41
Ineffective Zoning 41
Inadequate Enforcement of Building Codes 41
Poor Development and Management Commitments 42
The Market Outlook 43
Goals and Objectives of the Housing Strategy 45
Creation of a Housing Rehabilitation Industry 50
Proposed Areas of Intervention 51
Policies Governing Project Implementation 53
The Need for Upper-Middle Income Housing 54

Section V.

PHYSICAL IMPROVEMENTS AND
INFRASTRUCTURE 55
Land Use 55
Generalized Land Use Plan 56
Zoning Plan 58
Recommendation 61
Next Steps 61
Implementation: The Action Plan

Questions of Role and Function

Community

City

Who Should be Responsible for What?

Mobilizing the Community

A Matter of Priorities
INTRODUCTION

Hammer, Siler, George Associates was retained by the City of Dallas, Texas to provide professional assistance to the Southeast Oak Cliff community in the development of this Master Plan. Our role has been to manage the citizen participation process through the utilization of interviews, focus groups and public meetings designed to surface the major issues facing the community and to frame possible solutions.

Over the past year more than 300 residents of Southeast Oak Cliff have been directly involved in this process through interviews, participation in focus groups, and attendance at public meetings. Another 15,000 to 25,000 households have been kept informed of the process and recommendations periodically through the distribution of the Vision 2000 newsletter. This intensive effort to involve residents in the planning process has been consistent with the objective of building a consensus in the community on how identified problems should be addressed.

The product of all of this effort and investment of time by over 300 people in this community is this Master Plan. Of course no plan could adequately capture every nuance of concern in the community; however, we are satisfied that the most serious issues affecting broad public policy have been raised and addressed. The simple purpose of this Master Plan is to help make a better Southeast Oak Cliff community, and to avoid costly and undesirable mistakes detrimental to the Southeast Oak Cliff community and the well being of the public interest.

This plan seeks to achieve this goal through recommending actions designed to reinforce the residential function of the community, which we see as its primary economic function. At the same time, the residents recognize that more commercial and industrial development is needed to expand the job base of the community. These developments need to be planned and carefully located in order to minimize impact on residential neighborhoods or residential expansion areas.
Section I. DEVELOPMENT DEMAND AND CAPACITY ANALYSIS

A SUMMARY

Ultimately, the success of the Southeast Oak Cliff Community economic revitalization plan will depend on two primary factors:

1. What is the demand for existing and potential land use development within the Southeast Oak Cliff Community over the next several decades; and to what extent can demand generated by traditional market forces be enhanced through public incentives and positive community actions.

2. What physical capacity is available to accommodate land use development in terms of suitable land, available infrastructure, and utility support systems.

A third determining factor is the degree to which the community, through its organizational structures, can promote the type of climate that is conducive to positive economic change.

These factors were considered and addressed by the consulting team in considerable detail in the report entitled "Southeast Oak Cliff Land Use, Housing and Economic Study - Development Demand and Capacity Analysis". For easy reference, and to provide the appropriate context for this Master Plan document, this section presents a summary of key data, analysis, and findings documented in that report.

Development Demand

An analysis of the Dallas Metropolitan Area Market indicates a strong potential for development in Southeast Oak Cliff.

Industrial. Given recommended strategies, such as infrastructure improvements, and existing assets including excellent expressway access and lower land prices, the industrial development potential for Southeäst Oak Cliff is 40-50 acres absorbed annually, beginning in 1994. Between 1994 and 2010, this would total 5.6 million to 6.9 million square feet of industrial space, or 6.5 to 8.1
percent of the regional demand. Assuming 400 square feet of space per employee, 13,900 to 17,400 jobs would be created.

**Office.** The current oversupply of office space in the City, as well as the non-competitiveness of Southeast Oak Cliff, translates into a probable delay of ten years in the development of an office market. By then, suggested improvements will be in place, industry will have begun relocation to the area, and the Supercollider project in Waxahachie will have started.

Between 2000 and 2010, approximately 2 to 2.5 million square feet of office space could be absorbed, for 4.3 to 5.2 percent of the regional demand. This should generate 8,500 to 10,600 new jobs in Southeast Oak Cliff.

**Retail.** In the retail sector, the largest demand is projected to be in shoppers' goods space and in eating and drinking. No increase in square footage for food store space is projected. A demand for 178,400 square feet of additional retail space will be generated by 2000, and 425,515 square feet additional retail space will be generated by 2010. The increase between 2000 and 2010 will result in part from the new office and industrial space.

**Residential.** Household growth in Southeast Oak Cliff should generate 1,760 new residential units by the year 2000, and 2,700 units by 2010. Approximately one percent of the existing housing stock, or 350 units per ten-year period, will probably need to be replaced. Also a vacancy allowance of five percent of the new units is included in the projections.

The total residential potential for Southeast Oak Cliff between 1990 and 1999 is 2,190 units. Between 2000 and 2010, the potential is 3,175 units. This includes rehabilitated as well as new housing.

The key to residential development is the need for a mix of housing types, including higher priced single-family homes and good quality multifamily units.

**Development Capacity**

The objective of this element of the study is to determine what physical capacity exists, or can be created, to support growth and development (or redevelopment) within the Southeast Oak Cliff Community. In this context, the
key issue is: **What land is readily developable or can be made developable to satisfy existing or potential demand?**

The term "developable" refers to the relative ease with which a particular parcel, or land generally, can be developed considering both physical and administrative opportunities and/or constraints.

The key influencing factors addressed are as follows:

- Location and regional accessibility.
- Land use, zoning.
- Naturally occurring physical features such as topography, soil conditions, including hydrology and drainage, and susceptibility to flooding, and suitability for construction.
- Man-made conditions including the physical condition of existing structures and their adaptability to be upgraded or re-used.

The remainder of this section summarizes the previous analysis and findings of the study on the development capacity of the Southeast Oak Cliff Community. The key elements dealt with are:

- Location and regional access
- Land use, zoning,
- Soil conditions and related environmental constraints
- Local access and circulation systems
- Infrastructure systems

**Location and Regional Accessibility**

The Southeast Oak Cliff Community is situated immediately south of the Dallas Central Business District (CBD). The approximate geographic center of the Community, the intersection of Lancaster Rd and Ledbetter Drive, is about eight miles from the CBD, 26 miles from the Dallas/Fort Worth Airport, and forty miles from the Fort Worth Central area. The exhibit on the following page shows the study area in its regional setting.
SOUTHEAST OAK CLIFF

Regional Context Map

Not to Scale

North
January 3, 1990

SOUTHEAST OAK CLIFF STUDY
for
City of Dallas Planning Dept

STUDY TEAM
Hammer Siler George Associates
Richardson Verdoorn Inc.
J. Dennis Wilson & Associates
MPA, Inc.
O. R. George & Associates, Inc.
Ms. M. Joyce Brown

Maps by: RVI/GIS
The study area is well served regionally by a network of highways, a number of which are limited access expressway facilities. These include the following:

- **I-35 (R. L. Thornton Freeway)** - This is an eight-lane north-south expressway providing direct access to the Dallas CBD, the DFW Airport, and major employment and residential areas in the northern sections of the City.

- **I-635/20 (LBJ Freeway)** - This is a six-lane expressway running east-west through the southern portion of the Southeast Oak Cliff Community. Generally referred to as the outer loop, this facility provides regional access to areas circumferentially east and north of the Dallas urban core, as well as to Arlington, Fort Worth, and other areas in the west.

- **I-45 (Central Expressway)** - This expressway runs diagonally in a generally north-south direction through the eastern portion of the study area, providing access to areas to the northeast and southeast.

The study area is linked to the regional expressway system through a number of interchanges such as at Lancaster Road, Ledbetter Drive, Illinois Avenue, and Bonnie View Road. Based upon field surveys and review of data provided by the City, it is quite evident that travel demand to and from the Southeast Oak Cliff Community is well served by the existing highway system. Projections of future travel demand also indicate that the current favorable level of service should continue to the planning horizon year of 2010. The exhibit on the following page shows the projected regional travel demand situation.

**Land Use and Zoning**

The Southeast Oak Cliff Community consists of approximately 43 square miles (28,000 acres), representing 11 percent of the total land area of the City of Dallas. The area is strikingly attractive in view of its topography, vegetation, and other physical features, which include spectacular views of Downtown Dallas. The current population is estimated at 87,000 persons, or 9 percent of the city's population.

The dominant land use within the study area is low to moderate density residential serving a population with strong historical roots dating back to the settlement of the area by Blacks in the middle and latter half of the nineteenth
SOUTHEAST OAK CLIFF
FORECAST OF CONGESTED REGIONAL HIGHWAYS - (YEAR 2010)

LEGEND:
- Free-flowing
- Marginal
- Congested

Not to Scale

North
January 3, 1990

SOUTHEAST OAK CLIFF STUDY for
City of Dallas Planning Dept
STUDY TEAM
Hammer Siler George Associates
Richardson Verdoorn Inc.
J. Dennis Wilson & Associates
MPA, Inc.
O. R. George & Associates, Inc.
Ms. M Joyce Brown
Maps by: RVI/GIS
century. A number of "high priority" historic resource sites have been identified by the City within the study area and are candidates to be included on the National Historic Register.

Current land use within the study area was evaluated based upon field surveys and review, and the analysis of computerized property tax data obtained from the City. Records of over 32,000 parcels were reviewed, and analyzed statistically in order to develop a generalized land use map for the Community. The process categorized major blocks on the basis of the current dominant land use type for that block. The Land Use Map on the following page represents the existing land use situation.

The following table summarizes the current generalized land use situation.

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>No. of Parcels</th>
<th>Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial</td>
<td>603</td>
<td>1.8%</td>
</tr>
<tr>
<td>Residential</td>
<td>25,187</td>
<td>5.1%</td>
</tr>
<tr>
<td>Industrial</td>
<td>120</td>
<td>3.5%</td>
</tr>
<tr>
<td>Institutional</td>
<td>135</td>
<td>0.4%</td>
</tr>
<tr>
<td>Vacant</td>
<td>5,280</td>
<td>15.6%</td>
</tr>
<tr>
<td>Public</td>
<td>1,216</td>
<td>3.6%</td>
</tr>
</tbody>
</table>

Source: City of Dallas DCAD database and Richardson Verdoorn, Inc.

The above table shows that residential activity is the dominating land use, representing over 75 percent of all parcels. While the vacant category is indicated as representing 15.6 percent of all parcels, it should be noted that due to the larger size of vacant parcels, the actual vacant land area represents a significantly greater percentage. In fact, approximately 35 percent of the land within the study area is vacant. Most of the vacant tracts of land are situated to the east, between the South Central Expressway and the Trinity River, and to the south of the study area adjacent to the Beckley Hills and Highland Hills neighborhoods, and south of the I-635 expressway to the Dallas City line.

It is noteworthy that uses which provide employment opportunities, and generate significant income are very limited. Commercial, industrial, and institutional uses total less than 6 percent of the total land use activity. Beyond
SOUTHEAST OAK CLIFF
LANDUSE MAP

LEGEND

- COMMERCIAL
- RESIDENTIAL
- INDUSTRIAL
- INSTITUTIONAL
- MIXED
- VACANT
- PUBLIC

SOUTHEAST OAK CLIFF STUDY
for
City of Dallas Planning Dept

STUDY TEAM
Hammer Siler George Associates
Richardson Verdoorn Inc.
J. Dennis Wilson & Associates
MPA, Inc.
O. R. George & Associates, Inc.
Ms. M Joyce Brown
Maps by: RV1/GIS
the Veterans Administration Hospital (2,200 employees) and the Dallas Zoo (155 employees), there are no other significant employers within the study area.

Zoning. By definition, zoning classifies land on the basis of types of uses and land use densities permitted and those prohibited within a given area. The Generalized Zoning Map on the following page depicts zoning categories and their locations within the Southeast Oak Cliff Community. It represents the preferred land use development and redevelopment pattern as adopted by the City of Dallas in July 1989, at which time a citywide rezoning was completed to conform with the new Zoning Ordinance.

The generalized zoning map for the community, as of July 1989, is shown on the following page. The plan proposes that the greater percentage of the land area be for residential use. A considerable area to the north and east along the general alignment of the Trinity River is designated for industrial use. Agricultural activity is proposed for a large area in the southeastern extremity of the Community.

The key issue is: To what extent does the zoning plan facilitate the land uses and development activity proposed under the revitalization plan for the Community? The development demand analysis has determined that in the near term, there will be demand for industrial and higher income residential uses. Over the longer period, there will be demand for various types of office space. It is therefore felt that, in general terms, the zoning plan is compatible with, and should facilitate, development activities to meet projected demand. However, it will be necessary to rezone specific parcels to accommodate proposed land use activity. For example, no areas are currently zoned for office use. Also, land in the vicinity of the proposed Light Rail Transit stations is considered attractive for commercial and mixed uses. It is desirable that appropriate commitment be given by the City to facilitate the rezoning process as the need arises.

The referenced zoning map shows that most of the Community is categorized for residential use. The plan shows pockets of commercial/retail scattered throughout the study area, and in the South Central Addition neighborhood. Considerable areas to the east along the Trinity River are zoned industrial, and mixed use. Much of the areas to the south, along the I-635/20 expressway and south are zoned agricultural and residential. There is virtually
SOUTHEAST OAK CLIFF
Generalized Zoning Map

LEGEND

- AGRICULTURE
- RESIDENTIAL
- MULTI FAMILY, TOWNHOUSE, DUPLEX
- COMMERCIAL, RETAIL
- INDUSTRIAL
- OFFICE
- PUBLIC
- MIXED ZONING

SOUTHEAST OAK CLIFF STUDY
for City of Dallas Planning Dept
STUDY TEAM
Hammer Siler George Associates
Richardson Verdoorn Inc.
J. Dennis Wilson & Associates
MPA, Inc.
O. R. George & Associates, Inc.
Ms. M Joyce Brown
Maps by: RVI/GIS

February 9, 1990

North
1 MILE
3 MILES
no land zoned for office development. This is significant particularly in view of
the office demand that has been projected in the market demand section of this
study.

Soil Conditions and Related Environmental Constraints

The key elements of land and soil conditions which have significant
impact on the ability of the land to be developed are topography and soil
properties that determine drainage capabilities. These two factors generally
work in combination. Generally, flat to moderate topography and well drained
soils facilitate construction of various types of structures. Significant clay
deposits present construction difficulties because they inhibit drainage, and
have a considerable potential for shrinking and swelling, depending on
moisture content.

The Landform Analysis Map on the following page was developed from
City, County, NCTCOG and Federal data sources. The study has identified four
key landforms:

- **Upland Ridges**: Consisting of flat to gentle slopes with
  mixed to clay soils, these have little or no building
  limitations, and are very suitable for development. These
  are situated in the northwest and southern sections of the
  study area. They comprise approximately six percent of the
gross land area.

- **Upland Transitional**: These consists of areas of moderate
  slopes (4-15 percent) with clay soils which present minor
  limitations, but are generally good for development. These
  areas constitute about 28 percent of the study area, and are
distributed throughout the Community.

- **Lowland Transitional**: These areas have varying slopes
  within the 4-15 percent range and clayey soils that are
  prone to flooding. They present significant building
  limitations. These are distributed throughout the study
  area, except for the floodplain of the Trinity River.

- **Lowland Valleys**: Encompassing primarily the flood-plains
  for the Trinity River and Five Mile Creek, these areas
  consist of flat to very gentle slopes, have deep clayey soils,
  and present severe construction limitations. They are
  considered marginal for development due to susceptibility
to flooding. These areas constitute approximately 35
  percent of the study area land areas.
SOUTHEAST OAK CLIFF LANDFORM ANALYSIS

LEGEND

- **CLASS 1**: Excellent for development
  - Upland Ridges
  - Low slope, Mixed Soils
- **CLASS 2**: Good for development
  - Upland Transition
  - Moderate Slope, Clay Soils
- **CLASS 3**: Acceptable for development
  - Lowland Transition
  - Low–High Slope, Clay Soils
- **CLASS 4**: Marginal for development
  - Lowland Valleys
  - Low Slope, Deep Clay Soils

North
January 4, 1990

SOUTHEAST OAK CLIFF STUDY
For
City of Dallas Planning Dept
STUDY TEAM
Hammer Siler George Associates
Richardson Verdoorn Inc.
J. Dennis Wilson & Associates
MPA, Inc.
O. R. George & Associates, Inc.
Ms. M Joyce Brown
Maps by: RV1/GIS
The Landform Analysis has determined that there is currently considerable available land areas suitable for development. In particular, considerable portions of the Upland Ridges and Upland Transitional areas are vacant and readily accessible from the regional highway facilities and local arterials. Development within the low land Valley areas may be permitted if it meets the requirements established in the Dallas Development Code, Article V, Section 51A. Nevertheless, we would consider any such development to be a "high risk" and would not encourage unless a broader solution to protect the area from flooding is implemented. Even with this constraint, our general conclusion is that there are adequate amounts of land resources available to meet both current and projected market requirements.

Local Access and Circulation:

Immediate access to, and circulation within, the Southeast Oak Cliff Community is facilitated by a number of arterial and major collector streets which serve the movement as well as local access needs of adjacent parcels of land. The key roadways within this category are:

- **Lancaster Road (SR 342)** - This six-lane divided roadway serves as the principal north-south spine within the study area.

- **Ledbetter Road (L-12)** - This six-lane divided roadway is part of the "Inner Beltway" and serves local as well as more regional access needs of the study area.

Other roadways serving the local access and circulation needs of the community include Simpson Stuart Road, Kiest Boulevard, Bonnie View Road, Illinois Avenue, and Marsalis Avenue. The study area is served by a total of 336 miles of roadways, categorized by the following functional classifications:

- **Major Thoroughfares**: 43 miles (13%)
- **Secondary Thoroughfares**: 48 miles (14%)
- **Residential Streets**: 245 miles (73%)

The roadway network map shows the study area road network described above. Based on field surveys undertaken during the course of this study, and review of traffic forecasts and projections by the City of Dallas Department of
Transportation, there is currently no significant traffic congestion or operational problems within the Southeast Oak Cliff Community.

**Roadway Standards and Maintenance Issues.** City construction standards for residential streets call for pavements to be of concrete, within closed sections, i.e., with curb and gutter and with supporting drainage systems. Field surveys conducted by the team, and review of road condition inventory data provided by the City, show that a considerable number of local residential street sections do not meet these standards. A recent study conducted by the Department of Public Works and Sanitation suggests that approximately 25 percent of the streets within the general Southeast Oak Cliff Community are sub-standard.

By definition, maintenance of roadways involves the various procedures and techniques geared toward preserving the roadway as nearly as possible in its original condition as constructed, or as subsequently improved. Maintenance activities include not only the traveled way, but also drainage structures and facilities, curbs and gutters, sidewalks, roadway signage, and such appurtenances. The objectives are to enhance traffic flow, and to provide a safe, efficient, and environmentally pleasing link in the community's transportation system.

Responsibility for maintenance of most of the roadways within the Southeast Oak Cliff Community rests with the City of Dallas. Based on the city ordinance, repair and maintenance of sidewalks are the responsibility of the adjacent property owners.

The city prepares an inventory of street conditions annually. Based on our review of the Road Condition Rating for 1989 and on field observations by the team during the course of the study, it was found that the roadways serving the Southeast Oak Cliff Community are in generally good condition, and that pavement and surface conditions do not impede the flow of traffic to a significant degree, particularly along major thoroughfares. However, sidewalk, curbs and gutters, and surface conditions were found to be in poor condition within several neighborhoods.

Roadway sections within the general area of Five Mile Creek have experienced flooding within recent years. These include primarily sections of
SOUTHEAST OAK CLIFF
EXISTING ROAD NETWORK

LEGEND

☑ EXPRESSWAYS
☑ ARTERIALS
☑ LOCALS/COLLECTORS

North
January 17, 1990

SOUTHEAST OAK CLIFF STUDY
for
City of Dallas Planning Dept

STUDY TEAM
Hammer Slifer George Associates
Richardson Verdoorn Inc.
J. Dennis Wilson & Associates
MPA, Inc.
O. R. George & Associates, Inc.
Ms. M Joyce Brown

Maps by: RVI/GIS
Lancaster Road, Ledbetter Drive, and Marsalis Avenue. This flooding has been attributed to exceptionally heavy storms, some estimated by the City as representing "200-year" frequency. Such storms have a half-of-one percent likelihood of occurring during any one year. The City has provided additional funding through the November 1989 Bond Issue, to upgrade the drainage situation within the affected areas.

**Projected System Capacity and Levels of Service.** The City's Department of Transportation is currently updating the Dallas Thoroughfare Plan, which has as its horizon the year 2010. The supporting analysis and forecasts are based on land use assumptions developed jointly with the North Central Texas Council of Governments (NCTCOG). The plan calls for a number of major arterial and collector thoroughfare roadway sections to be added. Several of these projects are funded per the city's current six-year Capital Improvement Program. These projects will enhance access and circulation as well as development opportunities within the study area.

One of the objectives of the economic revitalization study of the Southeast Oak Cliff area is to ensure that transportation related amenities are provided as an incentive to development. Based on our review of the City's preliminary forecasts, it is apparent that the key roadway links and nodes should continue to operate at levels of service well within the City's planning standards, of Level of Service D, or better. The year 2010 Forecast Map illustrates the City's projection of segments of the arterial system that are expected to be congested by 2010. None of the projected highly congested sections fall within the study area.

**Public Transportation:** The Southeast Oak Cliff Community is currently served by ten local bus routes. While transit service is considered to be generally adequate, several key factors need to be noted in reference to transit usage and the needs of the community. In a study done for the South Oak Cliff area by the Urban Mass Transit Administration (UMTA), it was noted that:

- Local bus service on surface streets is the only transit service available. There are no express bus routes.
- The population of the study area is heavily dependent on transit service. In fact, transit usage within this corridor is greater than for any other corridor within the City of Dallas.
The Dallas Area Rapid Transit (DART) system has been considered an integral part of the City's Growth Policy Plan. The currently proposed transit System Plan would operate as part of a coordinated multi-modal system. This would integrate transit improvements with an effective roadway improvement program to increase the efficiency of roadway use and to optimize the return on existing and planned investment in roadway infrastructure.

The key element of the Transit System Plan relevant to the current study is the proposal to implement 56 miles of radially-oriented Light Rail Transit (LRT) lines connecting the Dallas CBD with residential and other uses within key urban sections of the region. The benefits of this include the following:

- Enhancement of Regional Mobility
- Congestion Relief
- Deferred Roadway Improvements
- Environmental Benefits
- Creation and Enhancement of Development Opportunities

All of these benefits have direct relevance to the revitalization of the Southeast Oak Cliff Community, particularly because of the identified need to provide amenities and create incentives for development and because of the dependence of the residents on public transportation.

The current implementation program calls for the LRT component of the system to be developed over the next 20 years, coinciding with the Thoroughfare Plan horizon, and the Southeast Oak Cliff land use plan period. The line segment serving the study area will be implemented within the next five years (1990-1995). Current planning efforts by DART call for the line to run within the median or along the east side of Lancaster Rd. Seven stations will be located within the study area. They are as follows:

1. **Corinth Station** - in the vicinity of Corinth Street and Clarendon Drive.

2. **The Zoo Station** - the general area of the Marsalis Avenue/Clarendon Drive intersection. (This station would be along the Westmoreland Line).

3. **Morrell Station** - near the intersections of Morrell Avenue and Corinth Street.
4. **Illinois Station** - in the general area of the Lancaster Road/Illinois Avenue intersection.

5. **Kiest Station** - in the vicinity of Lancaster Road/Kiest Boulevard intersection.

6. **VA Hospital Station** - along Lancaster Road in the general vicinity of the Veteran's Administration Medical Station.

7. **Ledbetter Station** - within the general area of the Lancaster Road/Ledbetter Drive intersection.

The map on the following page shows the general alignment of the DART line, and approximate station locations. Key benefits of this service will be the diversion of travel demand from the roadways to transit, and the enhancement of development opportunities within the corridor, particularly adjacent to the stations.

**Conclusion.** Based on the discussion, data, and assumptions presented in this section, it is concluded that transportation access and circulation considerations should not present significant constraints to land use developments within the Southeast Oak Cliff Community. In fact, it can be stated that the existing and planned transportation systems will provide significant opportunity for development within the study area.

**Infrastructure Systems**

Infrastructure consists of the physical framework, including roadways and water and sewer, that support virtually all economic activity. It is a key ingredient in the development process. This section presents a discussion of water and sewer systems. Roadways were discussed previously.

Based upon review of maps and data provided by the City of Dallas Water and Wastewater Department, the following key findings were made.

**Water System**

a. All of the developed/built up areas within the study area are served with a complete water distribution system consisting of trunk lines, mains, and branches providing service for easy connection to parcels and lots. Water supply should present no constraints or add additional costs to development.
SOUTHEAST OAK CLIFF
PROPOSED LIGHT RAIL
SERVICE CORRIDOR

Legend

- Alignment
- Station Location

Not to Scale

SOUTHEAST OAK CLIFF STUDY
for City of Dallas Planning Dept

STUDY TEAM
Hammer Siler George Associates
Richardson Verdoorn Inc.
J. Dennis Wilson & Associates
MPA, Inc.
O. R. George & Associates, Inc.
Ms. M Joyce Brown
Maps by: RVI/GIS
b. A number of large vacant parcels located in the east, southeast, and extreme south of the study area are served by trunk lines only. These areas would have higher "top fees" and installation costs associated with development.

The City of Dallas is served by a separate sewer system, i.e. sanitary and stormwater services are separate. Sanitary sewer service is provided to the entire area, with the exception of large vacant areas in the southeast, extreme south, and southeastern portions of the study area. These areas will need significant capital expenditure to facilitate development.
Section II. THE DEVELOPMENT CLIMATE

This section of the report addresses a number of issues generated from our discussions with residents of the Southeast Oak Cliff community, as well as analysis by the consultant team. These issues affect how people see both the strengths and weaknesses of the community, and also raise questions as to how the community's resources might be better harnessed to improve the overall quality of life of Southeast Oak Cliff.

Dallas, as a whole, offers a strong regional context in which growth can take place. In fact, despite setbacks in the construction, real estate, and finance sectors during the past several years, overall employment increased approximately 30 percent between 1980 and 1988. This growth was due to strong performances by services, eating and drinking, local government, electronics and communications. Employment gains are projected to continue over the next two decades, especially in services, trade, and manufacturing.

Nationally, the Dallas/Ft. Worth area ranks third in total industrial space. Favorable tax rates, land availability, and rental costs will continue to keep the region competitive. The office market has not held up quite as well as the industrial sector, however. Office vacancies are currently very high, approximately 26 percent, and the annual absorption rate has dropped from 10.2 million square feet in the 1982-1985 period to 3.8 million square feet from 1986 to 1988. The high vacancies, however, are a response to the overbuilt market in the mid-1980's and are expected to decrease over the next several years since very little new construction is planned.

The total population of the Dallas Primary Metropolitan Statistical Area grew approximately 30 percent during the 1980's. The county’s population increased 19.3 percent, not as rapidly as the PMSA's. Households grew even faster, 39.7 percent within the PMSA and 29.1 percent within the county. This household growth translates into expectations for a strong housing market and associated goods and services.

Clearly, the region provides a strong context for growth. Southeast Oak Cliff also has several strong resources. In particular, the residents are a key
part of any development strategy. Civic groups provide a foundation to initiate programs and to mobilize support for development efforts. In addition, locational assets, institutions, and land resources are all significant resources. It is these attributes, in concert with city resources and other private initiatives, that will provide the base for successful development efforts.

Of course, like any area, Southeast Oak Cliff exhibits some development constraints. These constraints include perceptions of a poor social climate due to the prevalence of drugs and crime, a past inability to attract businesses and jobs, and flooding problems. Further, the incompatibility of land uses suggests that the area has not been considered as a location for quality development. However, none of these problems are insurmountable.

In fact, the key challenge of any economic development strategy is to juxtapose the strengths of a community with its weaknesses so that the weaknesses can be overcome. This requires the building of a foundation for future development which ultimately must consist of an effort to mobilize the community. Programs will be required to aggressively combat crime and drug trading, and the community will have to build a capacity to undertake these efforts.

The following discussion provides an overview of these potential initiatives.

The Strengths of the Area

Southeast Oak Cliff possesses many strengths, including its people and organizations; institutions such as the many churches and schools; land resources; and a strong location within the Dallas area. Each of these strengths is discussed below.

People and Organizations

Southeast Oak Cliff has a strong resource in its residents. The current population is estimated at approximately 87,000 persons. Although the population has decreased 20 percent since 1980, projections show an increase over the next two decades to 94,760 by 2000. This projection assumes favorable impacts from a DART line in Southeast Oak Cliff, a Supercollider facility at
Waxahachie, and a successful marketing program for South Dallas. The total personal income for the Southeast Oak Cliff community is currently estimated at $814,549. By 2010, it will be over $1.2 million. All of this suggests a strong market for commercial and residential development.

Creating solutions to the many economic and social issues facing Southeast Oak Cliff requires participation by local residents. Many of the citizens in Southeast Oak Cliff have recognized the need for participation and have expressed the desire to take action. It is therefore clear that an increasing number of residents appear ready to mobilize into action and attack community problems.

The organizations already in place within the community are strong resources that can be tapped to initiate the required mobilization of community resources. Several neighborhoods have homeowner groups or tenant councils. In addition, there are several other types of civic groups operating within the Southeast Oak Cliff Community. These groups can provide a base for an area-wide umbrella organization; a unified effort that would increase access to resources and would provide momentum for community-wide activities.

Another potential resource is the large number of clergy residing within the Southeast Oak Cliff community. Discussions with some residents have revealed the feeling that this resource is currently being underutilized especially since clergy tend to be leaders of a community. Without their encouragement, many people will not become active locally.

Yet another underutilized resource in Southeast Oak Cliff is the school system. An area's chief asset is its people and the extent to which they develop knowledge and skills. Without basic skills, such as reading and writing, jobs, income, and housing opportunities are limited. Also, education will be increasingly important over the next decade as the ability to process information becomes more important, with the majority of new employment opportunities in the service sector. In addition to these economic benefits, schools also provide a sense of community, by forming a nucleus for a neighborhood. This nucleus in turn provides a base to organize efforts to combat community problems, such as drug abuse and crime.
Locational Assets

Southeast Oak Cliff has several significant locational assets. One of its strongest assets is the high level of accessibility to the region due to the extensive, uncongested expressway system that serves the area. I-35 and Highway 75 provide access to the north and south while I-30 and I-20/I-635 allow access to the east and west. Also, while the expressways of north Dallas are projected to be heavily congested by the year 2010, the roads serving Southeast Oak Cliff are not expected to exhibit any significant deterioration in physical quality, as long as there is regular maintenance, or level of service, over the same period of time.

A significant resource considered by employers when they make locational decisions is available labor supply. The largest concentrations of blue collar workers in the Dallas area are located in the southern part of the metropolitan region as well as to the east, near Mesquite. Citizen focus groups in Southeast Oak Cliff have identified the lack of nearby jobs for the current population as a priority issue for the community. Therefore, it would appear there is an adequate labor force in and near the community to support businesses that might be attracted to the area.

In addition to this, the Supercollider project is planned to be built just south of Dallas County. Southeast Oak Cliff's location, available land, and easy highway access should allow the community to take advantage of some of the growth to be generated by this massive project.

The extension of DART into Southeast Oak Cliff will further supplement the extensive expressway system by increasing access from the community to other parts of the region. In particular, the residents will have a strong connection to downtown Dallas as well as to other employment centers. The placement of the stations will also influence development in the adjacent areas.

Land Resources

Reasonably priced land is readily available in Southeast Oak Cliff. Land prices are lower than those in north Dallas and only 65 percent of the total land mass is developed, compared to 80 percent developed in the city's northern area. In addition, approximately 85 percent of all the vacant land in Dallas is located
in the southern half of the city. There are 9,000 acres of vacant and underutilized land in Southeast Oak Cliff.

The available land includes highly visible sites located along I-635 and at many of the highway interchanges, which are attractive locations for office and retail development because of their visibility. These sites also have excellent soil and slope conditions, and are relatively flat with good drainage. These factors enhance their attractiveness and make them well suited for high quality commercial development. In addition to these parcels, other sites in Southeast Oak Cliff also offer strong business opportunities because of their inclusion in a recently designated enterprise zone.

The regular flooding along the Trinity River has resulted in the underutilization of extensive acreage in Southeast Oak Cliff now used, at best, for marginal operations. Control of the flooding could result in the addition of 2,500 acres of land to the Southeast Oak Cliff vacant land base, further expanding the capacity of the area for development.

In addition to the availability of land, much of the terrain of Southeast Oak Cliff is very attractive, with woods and creeks. The area also boasts excellent views of downtown Dallas, unmatched throughout the metropolitan area. There are several parks, and the resources to further expand recreational activities. This will be particularly important to the potential development of upper-middle income housing in Southeast Oak Cliff.

The Constraints of the Area

There are several constraints to development in Southeast Oak Cliff that must be considered. These include job and business development issues, land use and zoning, and perceptions of drug trafficking and crime.

Jobs and Business Development

Although Southeast Oak Cliff has a large supply of inexpensive vacant land, an extensive highway system, and proximity to a large labor supply, several factors have limited business development in the area:

0 lack of proximity to the region’s major airport
Lack of a critical mass of industrial, office, and commercial uses

Lack of upper-middle income housing opportunities.

The lack of these attributes limits the competitiveness of the Southeast Oak Cliff area as compared to other locations within the metropolitan area.

Lack of Critical Mass Of Commercial Development. There is some industrial space in the area, although much of it is marginal because of its location in the flood plains. This land is subject to regular flooding. Also, there are no industrial sites in the community that are ready for construction or occupancy. Since there is an overabundance of ready industrial sites within the metropolitan area, this lack of readiness is a drawback for the Southeast Oak Cliff community.

The retail businesses in Southeast Oak Cliff are scattered, often on sites incompatible with the surrounding neighborhood, and include many marginal operations. Much of the commercial space is vacant and very little has been done to improve the physical appearance of the existing establishments for the past 20 years. Also, virtually no new space has been added in that time. In addition, most residents currently travel out of the community for their shopping needs. The poor physical conditions of the area's shops reflects a general physical decline of the surrounding neighborhood, which affects the value and desirability of the area.

The lack of office, industrial, and retail businesses in the study region translates into a lack of local employment opportunities for the residents. Several focus group participants identified this as a major problem for the community and acknowledged the need to attract new businesses with employment opportunities to the area. The employment problems are perceived by the focus groups as having become intensified in the past five years as the local economy has undergone a serious downturn.

Lack of Upper-Middle Income Housing. Upper-middle income housing can be a significant factor considered by companies relocating to an area. Currently, none exists within the Southeast Oak Cliff boundaries. The nearest locations are west of I-35, in Oak Cliff, and around Joe Pool Lake. The addition of upper-middle income housing will be an important part of the development strategy.
Problems Associated With Land Use

The most significant land use problem in Southeast Oak Cliff is that of zoning and incompatible uses. Currently, several parcels of land have uses that are inconsistent with the zoning on that property and adjacent properties. For example, several neighborhoods of predominantly single family homes are actually zoned for higher density residential or commercial uses and could be redeveloped at these higher densities, losing the single family character of the neighborhood. Other areas contain a mix of incompatible uses such as an auto repair shop on a street of single family homes. There are also some areas where land zoned for single family residential is adjacent to that zoned for industrial.

The implication of these current zoning patterns is the potential for a shift from a traditionally single family community to one that is composed of an increased number of multi-family units, single family conversions to multi-family units, and increased numbers of strip commercial developments.

Another problem is that of conflicting land uses. For example, the community identified a desire for upper-middle income housing. Constructing low cost multifamily housing or industrial development on sites that are targeted for upper-middle income residential would eliminate the upscale housing as an option. In Southeast Oak Cliff, there are only two areas which would be suitable for the creation of new upper-middle income housing communities. If these areas are not protected for that use, upper middle income housing will no longer be viable in the community. The advantages of adding this higher income market to the area include the addition of higher quality stores, "move up" housing for upwardly mobile residents who wish to stay in the community, and an increased tax base for the city.

Perceptions and Problems of Crime and Drugs

The perceptions of Southeast Oak Cliff as a high crime area with extensive drug trafficking presents a strong obstacle to the development of the area. This is because the quality of the surrounding neighborhood is a significant factor in business and residential location decisions. The drug problems in south Dallas have even received national television coverage, underscoring the significance of the problems and the need to address them in order to encourage investment and reinvestment in the study area.
Of the nine citizen focus group meetings held in October 1989, drug abuse ranked consistently as a top priority concern for the community. The high level of drug activity, including crack houses, impacts the community at a social level and at a business level. In some cases, existing firms may begin disinvesting while new firms will hesitate to locate in the community. Similarly, high crime, low maintenance neighborhoods will discourage residential growth and construction, particularly of upper-middle income units.

The drug market contributes to increased crime, including burglaries and vandalism. Vacant buildings are targeted as crack houses, decreasing the property values of the surrounding areas and often leading to further disinvestment in the neighborhood.

The low quality of life associated with the drug and crime culture may create difficulties in attracting new residents as well as retaining the current ones. Since a firm must consider the available labor and customer market when making location decisions, this will in turn impact business decisions. This downward cycle must be turned around.

**Neighborhood Strategies to Combat Crime and Drugs.** Overcoming the problems of crime and drug abuse requires the support of the community. These problems have affected development in Southeast Oak Cliff because of perceptions of the area as unsafe. However, something is being done. Several blocks in the community, bordered by Lancaster Road and Illinois, McVey, and Beckley Avenues, have become part of the "Adopt-A-Block" crime fighting program. This has been credited with reducing crime by 80 percent in South Dallas, where it was initiated. Volunteer businesses and organizations assist residents with property clean-up, organizing Neighborhood Crime Watch programs, social services, utility payment, and employment issues.

Nationally, communities have attacked drug abuse and crime through Neighborhood Watch and similar groups. Other solutions include the Los Angeles based "Neighborhoods in Action" where local residents and community leaders are trained as facilitators who then train neighborhood groups about drug abuse and ways to handle it. The media, law enforcement officials, and local health experts are integral to the program.
D.A.R.E. is a lecture program targeted to fifth and sixth graders that helps children understand and resist pressures to use drugs and alcohol. It provides information about drug abuse to parents and community groups. Each local program is headed by a law enforcement officer. There are more than 2,000 D.A.R.E. programs in 49 states.

To deal with drug related crime, the Berkeley, California police department uses a mobile sub-station that randomly moves between target areas to disrupt drug deals. The results have included a doubling of drug arrests.

Abandoned and vacant structures often become targets for use by those in the drug trade. Revitalization or demolition of these buildings eliminates the drug trafficking and decreases disinvestment of the surrounding neighborhoods, which is a serious problem in Southeast Oak Cliff. One approach to this is building code enforcement, with stringent penalties for violators. Also, an increased police presence, store facade improvements and overall maintenance improvements will contribute to a decreased perception of Southeast Oak Cliff as an unsafe area.

Southeast Oak Cliff does face some constraints to development; however, implementing successful strategies is possible given the strength of the community's resources. The people, location, and land resources are all vital. The key to a successful development program is the mobilization of the residents and neighborhood organizations. They form the core for implementing initiatives that address the many interrelated issues. However, this mobilization must be done in conjunction with city resources, which can provide adequate services, personnel and financial incentives for the necessary development and revitalization programs.
Section III. ECONOMIC DEVELOPMENT STRATEGY

The economic development strategies for Southeast Oak Cliff proposed in this report represent a set of specific and concrete actions. They call for some far reaching decisions on the part of both the City and the community. They also call for moving forward with all possible speed. Speed is justified not only because of the urgency of the problems, but also because of the auspiciousness of near term timing. The key elements of this timing are what we sense to be a greater emphasis on southern Dallas as an economic development resource and a willingness on the part of both the City and the community to arrive at a consensus on what should be done and on an action plan to make it happen.

The strategies that have been developed involve many direct interventions by either the municipal government or by quasi-public organizations acting for the city government in the economic development process. They recognize that community economic development must become a function of the Dallas city government if the basic structure of the economy within neighborhoods and therefore the city limits is to retain its viability. This function, to protect the economic stability of neighborhoods and communities which make up the city can not and should not be abdicated, nor should it be transferred to regional organizations.

The primary purpose of economic development as a city and community function is to provide the incentives, set the conditions, and maintain the supports for private sector economic activities. It will take greatly expanded private investment and entrepreneurship to improve the level of productivity of economic activities within Southeast Oak Cliff to create better retail services, improve the commercial districts, reduce or eliminate the negative pressures that are damaging the environmental amenities and quality of life, and attract sufficient investment in the residential stock which will preserve and expand the city's tax base. This can only be done with the community and city working together.
Dynamic Factors in Development

In the following paragraphs, the development potentials of the Southeast Oak Cliff community are examined from a unique angle. Listed and described briefly below are a number of dynamic factors affecting either the demand or supply side of the development equation that are inherently available within the Southeast Oak Cliff community. Their availability contradicts the contention that the central city segments of the metropolitan regional economies are static with few opportunities and are potentially unresponsive to development initiatives.

These development potentials become realities only in response to sustained public, private and community efforts, in short, in response to the exercise of effective economic development strategies.

1. **Natural Advantages.** Southeast Oak Cliff has certain natural advantages including its high ridges and wooded valleys that should be better utilized. It has scenic views of the downtown which create quality settings for either housing or commercial developments. The valleys provide good opportunities for recreation and upscale housing. Economic development strategies should seek to maximize the use of these opportunities.

2. **Vacant Land Resources.** Vacant land is one of the community's major assets. The City is limited in land resources; it needs developable land to remain competitive. Even though major efforts are needed to make inner city land competitive, including subsidies, the available land means the city has a chance to compete for new investment or reinvestment dollars with other parts of the region.

3. **Functional Linkages.** There is a continuous process of new economic activities being generated directly or indirectly by existing activities. Moreover, virtually every new investment has some potential multiplier effect within the economy. The strategy should therefore look for functional linkages between the investment in rapid transit and the development opportunities that may be created. The clue is to take advantage of each linkage potential. Such linkages can be major job and investment creators even in slow growth economies.

4. **Untapped Conventional Demand.** There is a latent demand for "conventional" consumer services in Southeast Oak Cliff, such as housing and retailing, that is not tapped
because of the absence of the facilities themselves. Examples might include high income housing or a store which offers the use of a credit card. The reason that these facilities are not available is that they do not represent investments capable of producing an adequate return compared with opportunities in other parts of the city or in the suburbs. However, if the conditions under which investments take place in Southeast Oak Cliff can be changed, for example, through the provision of subsidies, then many such facilities can become feasible. Under these circumstances, the latent demand which has been unmet can become effective demand.

There are two primary implications to be drawn from the above discussion. One is that dynamic development factors do exist in the Southeast Oak Cliff economy even in the face of obviously powerful adverse forces, as referred to in our discussion of the Development Climate. The other is that capitalizing on these factors calls for intervention in the development process by the public sector if the private dollars are to be released.

Development opportunities exist in Southeast Oak Cliff because of the potential interrelationship between untapped demand and supply resources. Linking up these factors requires the leveraging of public incentives and supports with private sector responses. It is as simple and as difficult as that.

**Needed: A Commitment to Community Economic Development**

This calls for three major types of commitments in the immediate future:

1. making "economic development" a legitimate and fully funded function and a responsibility of the municipal corporation in partnership with the community;

2. stimulating additional "capacity building" in the public, private, and community sectors to create the necessary conditions and incentives for economic expansion; and

3. responding as quickly as possible to any new state and federal initiatives which appear to recognize the preeminence of "bottom-up" rather than "top down" approaches to community economic development.

Economic development strategies for Southeast Oak Cliff must be based on a realistic appraisal of its assets and opportunities. Conditions must be created so both the City of Dallas and the Southeast Oak Cliff community can compete
for a larger share of the regional private investment dollars, payrolls, and operations.

Among the practical principles which should underlie the approach of the city and the community to these challenges are the following:

1. **Development Targets.** To identify those specific economic activities in which the region can effectively compete, both with the rest of the metropolitan area and elsewhere.

2. **Asset Utilization.** To make maximum use of the diverse assets: people, land, location and institutional resources.

3. **Public-Private Collaboration.** To devise and fully use new tools, techniques and methods for generating public-private collaboration in the economic development process.

4. **Removing Constraints.** To identify and remove the disincentives that discourage private business decisions to engage in economic activities in Southeast Oak Cliff.

5. **Activity Linkages.** To recognize the catalytic affects of the proper physical interrelationships among economic activities and to cast specific action programs within the framework of practical, physical plans that can be implemented.

6. **Retention Emphasis.** To assign as high a priority to efforts aimed at retention of existing economic activities as to efforts aimed at new business and investment promotion.

7. **Intangible Values.** Beyond any and all specific strategies for economic development, to keep a continued focus on the intangible value of the "good community" representing acceptable quality of life standards.

The specific economic development strategies recommended in this report try to incorporate these principles in the concrete action proposals.

**The Economic Premises**

The economic development strategy for Southeast Oak Cliff is based on two fundamental premises about the functioning of the Dallas economy.

One is that despite the serious impacts resulting from cutbacks in construction, energy, real estate, and the finance sectors of the economy, the
Dallas PMSA economy will continue to grow, fueled by gains in business services, eating and drinking, medical services, local government, electronics and telecommunications. It is further assumed that the City of Dallas will also become more successful in capturing a larger share of this growth.

The other fundamental premise is that there are potential dynamics within the city and community economy that can be tapped to generate economic growth for the Southeast Oak Cliff community. To the extent that either or both of these assumptions are controversial, which they may be, the validity of the strategies is likely to be controversial.

The Strategy

Because building a consensus between the community and the city leadership is fundamental to the process, the economic development strategy has been developed following a number of one-on-one interviews with community leaders, several rounds of focus groups sessions, and community meetings. The economic development strategy is based upon a recognition by residents of the community that, for the strategy to be viable, it must assist some residents of the community to become entrepreneurs; it must improve marginal businesses within the community; it must result in the improvement of commercial business districts; it must attract new businesses with a variety of job opportunities; and, it must capture the value of any major infrastructure improvements or natural amenities.

The strategy calls for an intensive effort to assist residents of the community to go into business. The focus would be on what we call community "export businesses" rather than more retail and service businesses which are dependent upon local retail and service expenditure potential. These "export businesses" would be businesses located in the community but which sell their products or services outside of the community. Such businesses might include printing companies, heating and air conditioning services, auto repair, home remodeling businesses, security services, electrical contractors, furniture and carpet cleaners, etc. The idea is simply that while these businesses would be located within the community and employ people from the community they would not be totally dependent upon the community for their sales. This approach would help offset dollars now leaving the community for the purchase of shoppers and convenience goods.
The strategy also calls for assistance to small and marginal businesses. This technical assistance program would provide assistance to businesses in merchandising, marketing, and management. It would also provide these businesses with assistance in obtaining financing to improve their overall quality and competitiveness.

The Southeast Oak Cliff community also has a number of commercial districts which are showing the strain from competition. Some actions need to be taken immediately to stop the decline. The economic development strategy that is being proposed would address this issue through a requirement that any district with 10 or more commercial or retail businesses which are fairly contiguous within a one or two block area must have a commercial revitalization plan. These would be developed within the framework of a neighborhood plan and consistent with the overall plan but would also address actions to be undertaken by the merchants, streetscape improvements, sign design, advertisement and promotion. Neighborhood plans would include incentives for commercial businesses, Safe Neighborhood principles, appropriate zoning, attention to traffic and infrastructure, and home improvement plans.

The economic development strategy also proposes that strong efforts be made to attract new businesses to the Southeast Oak Cliff community. The plan proposes the development of several new major employment centers. These centers would be designed to attract national or regional corporations taking advantage of the strategic location of the Southeast Oak Cliff community and its abundance of vacant land resources. Efforts would also be made to attract a greater variety and quality of retail stores and service establishments.

**The Program Targets**

There are five program targets that are the focus of this economic development strategy. These five targets are:

- potential entrepreneurs in the community
- existing businesses
- commercial districts
- vacant land resources
- DART station areas.
These targets may also be viewed as the building blocks or beginning resources for the economic development strategy and are, for the most part, interdependent. Following is a discussion of the program targets and an explanation as to why they are the appropriate targets.

**Potential Entrepreneurs**

To be effective, a strong economic development strategy must focus on the people resources in the community who can provide the leadership and knowledge to seize potential business opportunities and mobilize the resources needed for a business venture. At the very base of the economy is individual entrepreneurship. A neighborhood or community economy that is not creating entrepreneurs is not functioning properly. At the same time, there are very few programs designed to seek out entrepreneurs. Something more is required. A program is needed that seeks out people with specific skills, evaluates their entrepreneurial interest, and assists those who qualify to go into business.

The policy objective of this strategy is to encourage the formation of businesses that are not totally dependent on sales from Southeast Oak Cliff. This means that an effective screening program must be developed which is designed to identify potential entrepreneurs who can start and operate these types of businesses. Experience suggests that there is a strong entrepreneurial interest in minority communities that goes unsatisfied because of a lack of knowledge about either the opportunities or capital. The program targeting of this group and the mobilization of them as a resource is fundamental to the economic development process.

**Existing Businesses**

Responding to the problems faced by existing businesses is also a key program target. There are all types of businesses in the Southeast Oak Cliff community, and many are good strong businesses. At the same time, far too many appear to be marginal. These companies reflect the difficulty that the Southeast Oak Cliff community is having in competing with other communities in both the city and county. To ignore this problem would be foolish since existing businesses are now the only basis of any formal economic activity. Every effort must be made to retain existing businesses that have the potential to
be viable. Therefore, a mechanism must be developed to evaluate and assist such businesses.

Community Business Districts

The third program target of the economic development strategy is the improvement of commercial districts. Some of these commercial districts take the form of small shopping centers and individual stores along main thoroughfares while others are simply strips of stores in close proximity to each other along Lancaster, Ledbetter, Kiest or another main street. Some of these commercial business districts appear to be in various stages of decline as judged by the types of stores which are left and their overall physical appearance. At a minimum, a process must be started under which each of these business districts can be evaluated and a plan can be developed to either revitalize or redevelop them into viable segments of the community economy. Our experience is that the commercial decline of business districts is among the first signs of disinvestment which then continues into residential neighborhoods. This economic development strategy must address this problem.

Vacant Land Resources

The analysis of the development capacity makes clear that a key asset of the Southeast Oak Cliff community is its vacant land resources. Given the growth that is expected in the Dallas economy over the next two decades a key development policy question is how and for what purposes should these land resources be used. The economic development strategy has programmed several uses for these resources which are designed to improve the overall economy of the city as well as to bring more stability and growth to the Southeast Oak Cliff community. Among these uses are retail employment centers, industrial employment centers, and upper-middle income housing. The creative use of these vacant land resources can create a new and more positive image for the Southeast Oak Cliff community.

DART Station Areas

Present planning indicates that DART may have the following stations located in Southeast Oak Cliff: Corinth Station; Colorado/Zoo Station, Morrell Station, Illinois Station, Kiest Station, VA Hospital Station, and Ledbetter
Station. These station areas provide a strong framework for the redevelopment of the Southeast Oak Cliff community. The city should capture the value of the transit investment by formulating plans to redevelop the areas around the transit stations. The coming of the rapid rail system provides the community and city with an excellent opportunity to redevelop Lancaster Avenue as a totally new gateway to the Southeast Oak Cliff community.

**Goals, Objectives, and Strategies**

The goal of the economic development strategy for Southeast Oak Cliff is to improve the economic climate and competitive posture of the community so that it can stimulate the development of new businesses, attract more quality retail and service businesses, and attract jobs through the development of viable employment centers. The pursuit of this goal requires a clear delineation of objectives and strategies which can be stated as follows.

**Objective #1. To improve the overall development climate of the Southeast Oak Cliff Community.**

**Strategies:**

1. Develop and implement a Safe Neighborhood Plan designed to return control of the streets to neighborhood organizations for targeted neighborhoods within Southeast Oak Cliff.

For example, several Florida communities over the past year have been in the process of developing Safe Neighborhood Plans. These plans have emanated from concepts such as "safe neighborhoods" and "defensible space". Two characteristics of these plans are the involvement of citizens in planning for the security of the community and the introduction of physical planning concepts designed to achieve more limited access to neighborhoods, thereby creating more private streets which the residents can more effectively monitor. These two concepts when applied to other developments have substantially reduced the amount of crime in every category.

2. Develop and implement neighborhood programs designed to reduce drug distribution and use.

3. Develop closer linkages between neighborhood organizations and the Police Department in efforts to reduce and prevent crime.
Objective #2. To increase the base of resident entrepreneurs operating businesses in the community.

Strategies:

1. Assist resident entrepreneurs in identifying business opportunities that can attract sales from other markets in the city and county.

2. Provide technical assistance to these potential entrepreneurs in putting together their business packages.

3. Provide financial assistance to new business start-ups, especially those which are designed to bring dollars back into the community.

Objective #3. To help existing businesses in the community improve and expand.

Strategies:

1. Provide workshops for existing businesses on merchandising, marketing, and promotion.

2. Assist businesses in putting together a business plan designed to improve and expand the business over a specific time period.

3. Provide low interest rate financing for improvements on the facility or for furniture, fixtures and equipment.

Objective #4. To undertake actions designed to improve the viability of neighborhood business districts.

Strategies:

1. Reduce the overall amount of retail and service space allocated to the area by down zoning some of the commercially zoned land.

2. Eliminate potential for incompatible uses in adjacent neighborhoods through zoning changes.

3. Increase the number of households within the area through an aggressive housing development program (discussed in the Housing Section).

4. Eliminate nuisance businesses which have the potential to attract illegal activity.

5. Improve the standards and quality of existing businesses offering convenience, retail, and personal services to residents of Southeast Oak Cliff.
6. Attract new convenience businesses to neighborhood commercial districts such as new and upgraded supermarkets, drug stores, and variety stores, which have a broader range of goods and better quality of products.

**Objective #5.** To utilize existing structures and vacant land resources to develop major new employment centers.

**Strategies:**

1. Redevelop the Lancaster/Kiest shopping center as a mixed use community retail and office center.

2. Develop a major new regional shopping center designed to serve the dual function of creating retail jobs as well as providing shopping choices.

3. Develop several new office/industrial parks designed to attract a variety of businesses to the Southeast Oak Cliff community.

4. Develop a new auto service park designed to attract both local and regional business.

**Objective #6.** To capture the value of new infrastructure improvements through the formulation of Station Area Development Plans for each of the Rapid Transit Stations.

**Strategies:**

1. Work with DART on final station alignments that will enhance Southeast Oak Cliff development potential.

2. Develop station area plans for each of the Southeast Oak Cliff rapid transit station areas that maximize the area's development potential.

3. Assemble land around selected station areas in a manner that would enable major joint development projects.

**Recommended Programs**

In order to achieve the goals and objectives and to carry out the strategies, the city, working with the community, will have to put into place several program initiatives. These program initiatives will require the efforts of different city agencies, quasi public corporations, community organizations, local institutions of higher education, and state and federal agencies. We see these programs defined as follows.
New Business Development Program

Southeast Oak Cliff needs a new business development program. The purpose of the program would be to identify new entrepreneurs who have the required skills to begin community "export businesses" and to attract new consumer oriented businesses such as supermarkets into the area. This program would offer both technical and financial assistance. The technical assistance component of the program would include help in evaluating the business opportunity, and assistance in locating an appropriate site and facility.

This program would also offer various types of financial assistance in the form of low interest loans for working capital and fixed asset financing.

Financial resources for such a program might come from a number of different sources. These sources include CDBG funds, dependent upon the type of business and the entrepreneur, SBA guaranty loans or 504 loans, local bank loans, bank CDC loans, etc.

Know-how resources for such a program might come from the Southern Dallas Development Corporation, a Small Business Development Center affiliated with a local educational institution, the Dallas Black Chamber of Commerce, or staff membersloaned from financial institutions.

Business Improvement Program

The purpose of this program would be to provide assistance to existing businesses in the Southeast Oak Cliff community. This program would assist existing businesses in evaluating their long term growth potential, and in developing a business plan for their long range survival and growth. If a business is marginal, the business plan might indicate new products or services which could be offered or a better location in the community from which the company could market its goods and services. The major emphasis of this program would be on businesses that have the potential to improve. Assistance would not be provided to businesses which would most likely remain marginal.

The staffing and financial resources of this program would most likely be the same resources identified for the new business development program.
City Funding Commitment: The consultant team recommends that the City provide a challenge grant to fund the New Business Development Program and the Business Improvement Program. The challenge grant would be for $200,000 per year for the first three years. Funding beyond three years would be based upon the performance of the programs in year three. Funding for year four would be based upon a formula of $8,000 for each new business developed during the first three years, and $4,000 for each existing business that was assisted in expanding as evidenced by specific improvements.

Neighborhood Commercial Revitalization Program

Southeast Oak Cliff clearly needs a Neighborhood Commercial Revitalization Program. Many of its commercial corridors are losing their ability to compete, with businesses growing more marginal and facilities showing the physical signs of decline. Some of these problems can only be addressed if businesses are willing to address them together. The city can encourage cooperative action from the businesses in the area by encouraging them to develop a Neighborhood Commercial Revitalization Plan.

The City should provide funds for any commercial node consisting of 10 or more businesses to develop a commercial revitalization plan. These plans would contain the following components:

Market Research: The plan should contain an analysis of the market for the businesses in the commercial node. It should identify the trade area for such businesses and indicate the amount of floor space that can be supported by the trade area. Based upon this analysis it should recommend concrete steps which should be taken to make the area more viable.

Actions Required By Merchants: The revitalization plan should contain recommendations addressing what the merchants can do as individuals and what they can do as a group to improve the area. This would include recommendations on organizational structure as well as actions to improve individual businesses.

New Businesses Needed: The plan should contain an assessment of the types of new businesses that are needed to strengthen the mix of the commercial...
district. This would identify the businesses which, if attracted, could make the commercial district more competitive.

**Physical Improvements:** The plan should lay out a group of recommendations of physical improvements that may be required to make the area more competitive. Such improvements would include the introduction of parking, improved sidewalks, lighting, signs, etc.

**Identification of Leadership:** The plan should also indicate the business people in the business district who could provide the leadership to carry out the plan. Without a leadership commitment to carry out the plan, the chances are slim that progress could be made.

**Resources to Carry Out Program:** The responsibility for carrying out the Neighborhood Commercial Revitalization Plans should go to the City Department of Planning. The Neighborhood Commercial Revitalization plans must be consistent with the overall master plan for Southeast Oak Cliff.

**Financial Resources:** The City Planning Department should be given a budget of $125,000 per year to complete the planning for two commercial nodes each year until the commercial revitalization planning has been completed. Additional resources for implementation would be based upon the results of these plans.

**Recommended Project Initiatives**

There are a number of project initiatives that should be undertaken within the Southeast Oak Cliff Community. The development of these projects will depend to a large degree on the response of the market and on the generation of capacity to carry them out. Following is a laundry list of projects that should receive immediate attention.

**The Redevelopment of Lancaster/Kiest**

The consultants are recommending the redevelopment of the Lancaster/Kiest Shopping Center as a mixed-use retail and office center. Under that proposal, the interior mall would be converted to office use while the exterior spaces of the center would be retained for retail activities.
It is proposed that the office space be leased by the city and other public agencies. The leasing up of this space for office use would be a big step in creating an activity center at this location and also assist in capturing the value of the future transit station. It would in turn make possible the renovation and refinancing of the center.

Under the consultants' proposal, the retail component of the center would also be improved with the introduction of a new state of the art 35,000-45,000 square foot supermarket and the introduction of a major new retailer. Certain physical improvements would also be made including interior leasehold improvements and exterior improvements such as store signs, an updated mall sign and improvements to the parking lot.

The improvements recommended are expected to be in the $5 million to $7 million range. This concept is now in the testing phase.

The Development of an Office/Distribution Park

The consultants are proposing that a major office/distribution park of between 300-500 acres be developed in Southeast Oak Cliff. This development would ultimately contain between 7 million and 10 million square feet of warehouse, distribution and office space.

The park would be marketed to national and regional manufacturing tenants who would develop sites for either manufacturing or distribution facilities.

The city would be expected to require a site plan with high quality infrastructure, including landscaping, roads, buffering and architectural covenants. In addition, certain amenities should be built into the project concept. These include a day-care facility, health club, and eating and drinking establishments.

Such a development should generate employment for approximately 5,000 persons when it is fully absorbed.
State of the Art Supermarkets

Residents of the area were nearly unanimous in their condemnation of the food distribution system in Southeast Oak Cliff. Most indicate that they leave the area to do their serious grocery shopping due to the poor quality of stores and merchandise and non-competitive pricing. The consultants are therefore recommending that at least two "state of the art" supermarkets of between 35,000 and 45,000 square feet be developed in Southeast Oak Cliff. It is recommended that at least one of these two stores be located in the Lancaster/Kiest Mall.

This trend towards larger stores is likely to result in the closing of some of the existing food stores but the community has indicated that, given a choice, they would prefer the larger, better equipped and more competitively priced stores.

Automobile Service Park

The Southeast Oak Cliff community contains a number of auto repair establishments. These are good businesses providing a valuable service to the community. Some of these businesses, however, are located in the middle of residential communities. In the cases where the number of cars being stored begin to accumulate, the facilities have a blighting impact on the adjacent residential neighborhood. To address this, a well planned auto service park, to which a number of these establishments could relocate, is required. In addition to the auto repair establishments, the auto service park should contain an auto parts store, a car wash and wax business, and a road service business. The placement of an auto service park in a location with good transportation access can accomplish two objectives. It can relieve some of the development pressure on the neighborhoods and it can create a critical mass of businesses so that joint advertising and promotion can be used to increase business for all park occupants. Because of the geographic size of Southeast Oak Cliff two auto service parks should be considered. This concept is now in the testing phase.

Medical Office Building

A number of focus group participants were concerned about the distance they had to travel to receive good medical services. Spurred by the rapidly
changing trend to multi-doctor practices, there is an opportunity to undertake the development of a new medical office building within the community. The development of this facility in a location with good public transportation access would be a singular achievement. We would recommend that the first phase be a 20,000 square foot facility developed for between 10 to 15 practices. A second phase could later be developed based upon the interest shown for the first phase or a second building could be developed at another location.

New Regional Shopping Center

The consultants also recommend that preliminary planning be started for the development of a major new regional shopping center for the Southeast Oak Cliff community. The location of this new center along I-635 near Lancaster Road would allow it to draw sales from other nearby areas while at the same time servicing the Southeast Oak Cliff community. We see this project concept as a longer term development since more housing will need to be developed before there is sufficient expenditure potential. However, by the late 1990's, sufficient expenditure should exist to support a new center in the 600,000-900,000 square foot-range.
Section IV. A HOUSING STRATEGY FOR SOUTHEAST OAK CLIFF

Southeast Oak Cliff's primary economic function has been to provide living space or housing units for a wide range of income groups who require both rental and ownership housing. This is illustrated by the fact that seventy-five percent of all of the land parcels in Southeast Oak Cliff are dedicated to the residential function. Only 1.8 percent of the parcels are dedicated to commercial and only 3.5 percent to industrial. The purpose of the housing strategy is therefore to assure that this economic function is operating in a manner that maintains at least minimum quality standards as prescribed by public law, and further, that housing products are developed which offer residents a greater range of choice.

Over the past nine months we have made an assessment of housing conditions in Southeast Oak Cliff and have come to the conclusion that the problems facing the housing stock are sufficiently grave to warrant immediate attention.

Statement of Existing Conditions

Our field survey revealed that a majority of the housing in sixty five percent of the geographic area of Southeast Oak Cliff do not meet the minimum standards for maintenance and upkeep. Further, there are major problems within the multi-family housing inventory reflected by inadequate maintenance, abandonment, and a poor social climate.

The housing conditions map on the following page indicates that approximately seven percent of the residential stock is in Class A. In these areas, the housing exceeds minimum standards. About 28 percent of the geographic area is rated Class B which indicates good housing stock with relatively large lots and structures, but without a very high level of maintenance. These two classifications make up the 35 percent of the area that has been judged to exceed minimum standards.

On the other hand, 43 percent of the residential inventory has been classified as Class C, meaning that, while the stock is generally good, there is a
poor level of maintenance and the neighborhoods appear to be in a state of decline. Another 21 percent, Class D, needs significant maintenance and minor rehabilitation. About one percent of the areas requires major rehabilitation or should be demolished.

**Contributing Factors**

A number of factors contribute to these conditions. Among the most significant are the following:

1. Ineffective Zoning
2. Inadequate Enforcement of Building Codes
3. Poor Development and Management Commitments

**Ineffective Zoning**

The failure to use zoning powers as a tool for neighborhood stability has had a debilitating impact on residential neighborhoods in Southeast Oak Cliff. If the zoning powers are properly used they can be a powerful tool positively influencing investment in the community. If not properly used, zoning can escalate the disinvestment process. In Southeast Oak Cliff, the failure to use zoning properly has resulted in large scale multi-family projects adjacent to and having a blighting influence on single family neighborhoods, and in the proliferation of certain types of businesses, such as auto repair services, which have a blighting influence on residential neighborhoods. This problem needs to be addressed if the quality of life in Southeast Oak Cliff is to be improved by stabilizing the residential character of the area.

**Inadequate Enforcement of Building Codes**

Building codes have been formulated for the health and safety of the public. The failure to enforce such codes sends a signal that no accountability will be required from property owners in the maintaining of minimum housing standards. This creates a climate in which property owners can escape their responsibility to maintain their properties, resulting in disinvestment. This is what has been happening in Southeast Oak Cliff, and it has resulted in the existence of a substantial number of residential properties in poor condition. What is needed is a strong code enforcement program designed to assure that
property owners are meeting their individual responsibilities. Also needed are market rate and below market rate rehabilitation loan programs that give property owners access to funds for necessary improvements.

Poor Development and Management Commitments

At the root of many of the problems facing multi-family developments in Southeast Oak Cliff is the fact that most of the developments reflect poor initial planning as well as poor maintenance and management.

Poor development commitments reflect themselves in the quality of design and construction of the development. They are also reflected by higher densities, less open space, and the absence of notable amenities. While it is understood that these are also factors of project economics, it seems clear that some developers have created better quality products under the same or similar economic circumstances. This suggests that the commitment to quality housing has taken a back seat to the objective of maximizing profit. While the profit motive may be a boon to the developer, it does not foster the stabilization of the residential character of Southeast Oak Cliff. Rather, it may lead to vacant properties, a decline in the property value of contiguous properties, and may stifle future investment.

Poor management commitments reflect themselves in the poor working relationships between tenants and management, in the failure to evict problem tenants, and in the failure to carry out appropriate and routine maintenance procedures. Poor management can be seen clearly in the quality of landscape management, the deterioration of buildings and in poor security provisions.

The community and the City need an action agenda which can address this problem in a forthright manner. This agenda should provide incentives for multi-family property owners to improve the quality of the living environment through low interest loans and technical assistance. The agenda should also encourage and facilitate cooperative working relationships between owner/managers and tenants.
The Market Outlook

The residential potential of Southeast Oak Cliff will be dependent upon household growth from either new households moving into the area or from new households forming within the area and staying. To a large extent, this will depend upon the increased desirability of the area as a residential location. This is likely to occur due to a number of factors:

- The construction of the DART Line along Lancaster Road, creating better access to downtown and other employment nodes.
- The construction of the Supercollider facility in Waxahachie.
- The implementation of the economic development and housing strategies set forth in this document.

If all of these assumptions are realized, then household growth within the area could occur as projected in Scenario II which has been outlined in the Technical Document to this report: Development Demand and Capacity Analysis.

As shown on Table 1, household growth would generate 1,760 new residential units between 1990 and 2000 and an additional 2,700 units by the year 2000. There also will be a need to replace occupied units lost to deterioration or for public purposes such as the construction of the DART line. This replacement has been estimated at one percent of the current housing stock or approximately 340 units per ten-year period. In addition, a vacancy allowance of five percent for new units needs to be included.

The total residential potential for Southeast Oak Cliff from 1990 to 1999 is estimated at 2,190 units and from 2000 to 2010 an additional 3,175 units.

Table 1. RESIDENTIAL POTENTIAL, SOUTHEAST OAK CLIFF, 1990-2010

<table>
<thead>
<tr>
<th></th>
<th>1990-1999</th>
<th>2000-2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>Household Growth</td>
<td>1,760</td>
<td>2,700</td>
</tr>
<tr>
<td>Replacement</td>
<td>340</td>
<td>340</td>
</tr>
<tr>
<td>Vacancy Allowance</td>
<td>90</td>
<td>135</td>
</tr>
<tr>
<td>Total</td>
<td>2,190</td>
<td>3,175</td>
</tr>
</tbody>
</table>

Source: Hammer, Siler, George Associates.

43
Not all of this demand will necessarily be accommodated through new construction. There is a substantial supply of vacant single family and multifamily units that can be rehabilitated to satisfy a portion of this demand.

The area needs a full range of housing products. It is currently lacking both higher priced single family units and good quality multifamily units (with the exception of Cliff Park Village). Approximately 10 percent of the units should be developed as single family homes priced in the $80,000 to $120,000 range; 40 percent should be developed and marketed to households who can qualify for homes in the $60,000 to $79,999 range. The other fifty percent of the units should be developed as rental units or affordable ownership condominiums.

There is a minimum number of public housing units in Southeast Oak Cliff. Brackins Village has 102 units of multi-family housing, and there are 381 units of single family turnkey housing in the Simpson Stewart area. However, Southeast Oak Cliff does have many vacant single family houses that could be rehabilitated for public housing. The proper rehabilitation, management and maintenance of these scattered sites should eliminate their blighting influence. This will be achieved by bringing the vacant property back into use and by providing families decent neighborhoods in which to live.

There should be a concerted effort not to impact any one neighborhood with low income residents, but rather, to socio-economically integrate them into various neighborhoods. We do not recommend any currently vacant multifamily properties with more than 30 units be used for public housing. History has taught that large "projects" are too difficult to manage, with insufficient maintenance budgets and the attendant social problems of under-and unemployment, education, drugs, crime, etc. Rather, scattered sites and small multifamily developments are more likely to remain viable as public housing, provided efficient and effective management are a part of the program.

A settlement of the federal desegregation lawsuit against the city has the potential to make available millions of dollars (both federal and local) to improve the city's public housing stock. Because the settlement will include local funds, the city will have the opportunity to plan the use of some of the funds without federal restrictions. The settlement, therefore, provides maximum flexibility in determining the use of these funds.
The virtual one-time availability of such a large amount of funds for housing and community development should result in a plan designed to:

1. improve the physical and human quality of life in public housing developments; and

2. reduce public housing densities by integrating residents into other neighborhoods.

The prudent investment of settlement dollars could result in the long term viability of public housing developments, socio-economic integration of public housing residents throughout the Dallas area, and the stabilization of some Dallas neighborhoods, including Southeast Oak Cliff. The idea is to achieve long term systematic improvements as opposed to short term beautification projects which, in three to five years, would be difficult, if not impossible, to identify. For example, a portion of the settlement funds could possibly be used for below market rate rehabilitation loans. This would improve the housing stock and would result in repaid loan funds which could be recycled into additional community development projects.

To the extent the desegregation settlement will provide home ownership opportunities for public housing residents, including the appropriate public/private financing, some of the moderately priced homes could be designated for these new homeowners. Ideally, the locations would be scattered and not grouped.

**Goals and Objectives of the Housing Strategy**

The goal of the housing strategy is to improve the overall quality of housing in Southeast Oak Cliff such that it improves the quality of life and contributes to the competitive posture of the community in retaining and attracting businesses and residents. An explicit goal, within this context, is to bring all substandard housing up to minimum standards within fifteen years. Further, a strong diversified residential base is needed in order to insure an adequate labor supply for businesses who may come into the area. Those employed from this labor pool would not only help to keep wage earnings in the community, but also to expand the demand for local retail services. The pursuit of these goals requires a set of well defined objectives and strategies which can be stated as follows:
Objective #1: To recapture for residential use, multi-family housing complexes that are presently abandoned.

Strategies:

1. Identify those developments which have the potential to be recaptured for residential reuse through the conducting of feasibility studies.

2. Develop a set of criteria which defines square footage allocations, including living, open and recreation space, with basic security measures.

3. Develop specific criteria to determine the commitment of the new owners. Make these a precondition to qualify for the incentive package.

4. Develop a special package of incentives designed to assist the new owner/redeveloper in making the development financially feasible.

5. Encourage the involvement of residents from the community or groups such as Community Development Corporations to participate in the renovation and management of multi-family projects.

6. Develop operating procedures to include tenant responsibilities and participation with management.

7. Encourage the local banking community to provide funds for the renovation of multi-family units, utilizing community reinvestment funds.

8. Use the full force of the City's code enforcement program and taxing powers to create disincentives for residential properties to remain in an abandoned state.

9. Calculate the amount of revenue which could be generated with a full scale code enforcement program. Determine if the amount to be derived warrants the study of legislation which would permit this revenue to be placed in a dedicated fund for low interest rehabilitation loans used to bring Southeast Oak Cliff properties up to code.

Objective #2: To adaptively reuse land that presently contains multifamily units which are incompatible with contiguous and surrounding uses.

Strategies:

1. Identify multi-family projects which are not compatible with surrounding land uses or for which renovation is not cost effective.
2. Create joint venture development teams comprised of private developers and community development corporations (or other non-profit groups) to undertake property feasibility studies.

3. Provide technical assistance to the development teams in their deliberations to identify cost effective alternative uses.

4. Create a pool of public/private funds to provide low interest construction loans for development teams to produce alternative uses.

**Objective #3:** To ensure that currently occupied multi-family housing is properly maintained and managed.

**Strategies:**

1. Increase the City's capacity to conduct code enforcement on multi-family developments in Southeast Oak Cliff.

2. Develop a technical assistance program for property owners to improve management and rent collection and to develop effective tenant relationships.

3. Develop a technical and financial assistance program for property owners to use in specific financial crisis conditions so the properties are not abandoned.

4. Develop a community awards program for those multi-family housing developments that best exemplify cooperation between tenants and management in maintaining the value and beauty of the property. Study the feasibility of providing a modest, one-time reduction in property taxes if the winner meets specified criteria.

5. Develop workshops for tenants to educate them on how they can report problems and violations to the City.

6. Publish a "report card" on the performance of housing development management in maintaining their properties. Release this to the public on an annual basis through a formal press release.

**Objective #4:** To eliminate residential buildings which constitute a hazard to the public health, safety and welfare.

**Strategies:**

1. Utilize the minimum standards set forth in the Housing Assistance Plan as a basis for evaluating multi-family projects in Southeast Oak Cliff which appear marginal or dilapidated.
2. Give notice to owners indicating that unless they take action to improve such conditions, the city may take action under the Texas Local Government Code S211.004 (1990). Should the owner(s) not improve the property, the City may take action to vacate, secure, remove, or demolish the structure and relocate the occupants.

**Objective #5: To encourage owners of single family units to maintain their properties.**

**Strategies:**

1. Increase the city's capacity to implement its code enforcement program in single family residential areas in Southeast Oak Cliff.

2. Implement neighborhood "best block" campaigns in which the best maintained blocks in Southeast Oak Cliff are given community awards for their maintenance and beautification efforts.

3. Develop demonstration projects which contract out to Homeowner Associations the function of reporting building code violations to the city. This contract also would provide the Homeowner Associations with the resources to publish and distribute a community newsletter describing how they will be implementing the program.

4. Develop financial incentives, such as a property tax credit, for a portion of the annual housing maintenance cost.

5. Target available CD funds to all eligible census tracts in Southeast Oak Cliff. These rehabilitation public finance programs are for eligible low and moderate income households.

6. Develop an incentive program, perhaps with city deposits as leverage, to encourage private lenders to provide conventional home repair loans in Southeast Oak Cliff.

7. Undertake an aggressive public awareness public campaign citing the long term benefits of property maintenance.

8. Conduct a series of consumer education workshops on the code enforcement process on a regular basis throughout the Southeast Oak Cliff community.

9. Expand city services in Southeast Oak Cliff as an incentive for property owners to maintain and increase their property values.
Objective #6: To encourage the development of new affordable housing in the Southeast Oak Cliff community.

Strategies:

1. Target all eligible census tracts in Southeast Oak Cliff for use of Community Development Block Grant funds.

2. Create a pool of public (CDBG and settlement) funds to be leveraged with private dollars to encourage housing production.

3. Create joint venture development teams with private developers, community development corporations and other non-profit organizations to produce housing.

4. Petition for the use of city, county and state pension funds to provide below market rate loans for the production of affordable housing.

5. Selectively place city deposits with private lenders willing to make loans for affordable housing.

6. Lease or sell city-owned properties that are inappropriately zoned at discounted prices to encourage the development of affordable housing.

Objective #7: To encourage the development of upper-middle income housing.

Strategies:

1. Designate specific locations in the land use plan for the development of upper-middle income housing in the $80,000-$130,000 range.

2. Create zoning designations and lot sizes designed to attract upper-middle income housing.

3. Build the proper amenities such as golf courses or lakes within close proximity of the sites in order that these values can be captured.

4. Provide low interest loans to developers to underwrite the site development costs.

5. Provide grant assistance for project infrastructure costs.

6. Study the feasibility of a graduated property tax program to encourage housing development.

7. Utilize zoning to prohibit the development of housing or industry that might have a blighting influence on designated upper-middle income housing areas.
Objective #8: **To encourage housing renovation as an economic development opportunity for residents of the community.**

**Strategies:**

1. Develop a technical assistance program for local residents to undertake the renovation of small scale rental projects.
2. Use the resources of the business development program identified in the economic development strategy to develop a cadre of home remodeling and renovation specialists.
3. Identify bonding sources for home remodeling and renovation specialists.
4. Work with local banks and seek commitments from them to provide debt capital for the purchase and renovation of small scale rental development projects by residents of the community.
5. Insure that business loan programs established by the city may use venture capital funds to help finance housing ventures for apartment buildings of less than 20 units where the developer is a community resident and where total project costs do not exceed $400,000.

Objective #9: **To create a dedicated source of funds for housing development, renovation and code compliance.**

**Strategies:**

1. Study the feasibility of utilizing revenues generated from code enforcement on Southeast Oak Cliff.
2. Target all eligible census tracts in Southeast Oak Cliff for Community Development Block Grant funds.
3. Study the feasibility of establishing a tax district in Southeast Oak Cliff with a surtax on land purchases for commercial and industrial development.

**Creation of a Housing Rehabilitation Industry**

In 1980 there were 2,633 vacant units of housing or apartments in the Southeast Oak Cliff community representing a vacancy rate of about seven percent. While there is no accurate count yet available for 1990 we have reason to believe that the number of vacant housing units in Southeast Oak Cliff has escalated over the past decade. This factor, combined with a projected demand
for over 5,000 units between 1990 and 2010, creates an opportunity to form a small housing rehabilitation industry in the Southeast Oak Cliff community.

In order to accomplish this, the City of Dallas should immediately proceed with the following.

1. Determine the extent of incentives presently and potentially available to stimulate demand for rehabilitated housing, to attract developers, and to develop an effective labor supply. The goal should be to renovate 200 units of housing a year for the next 10 years.

2. Develop a series of funding proposals which would provide the financial resources necessary to fund the incentives required and to build the rehabilitation capacity. These should include the allocation of resources in the Housing Assistance Plan.

The City cannot rely totally on the private sector to take this initiative. Front end public investments are needed to provide sufficient incentives to attract private sector interest. The City and community acting as partners must therefore intervene in the process.

 Proposed Areas of Intervention

Two key areas of intervention are required to create a housing rehabilitation industry in Southeast Oak Cliff. They are as follows:

1. Demand. Utilize existing federal financial programs, local government CDBG resources and a portion of the settlement fund to maximize demand.

2. Development. Provide incentives to private developers/contractors as a means of directing their efforts and experience to the housing rehabilitation market.

Adequate precedents have been set by federal, state and local governments for the use of these market intervention tools. What is different in the context of this concept, is its single focus is to develop a specialized industry in a local economy. Each area of intervention involves problems and policy decisions which must be addressed as part of the whole.
Demand Factors. The key incentive areas which must be addressed as they relate to demand are:

1. Mortgage financing for prospective homeowners.
2. Rent subsidies sufficient to provide a fair return on investment for rental units.
3. Home rehabilitation financing for existing homeowners.

Many of these demand tools already exist but are not viewed as tools to stimulate demand. They must be packaged and then promoted as effective demand creation tools. These tools include Section 8 Moderate Rehabilitation, the Texas Housing Multifamily Mortgage Revenue Bond Program, the Texas Housing Single Family Mortgage Revenue Bond Program, the Mortgage Subsidy Program, as well as FHA and VA programs. These tools should be evaluated and where problems exist they should be amended so that they can be made more effective as demand creation tools.

Development Factors. The critical incentive areas which must be addressed as they relate to rehabilitation construction capability are:

1. Construction loan financing
2. Working capital financing
3. Mortgage financing
4. Bonding

The entrepreneurial aspect of any housing rehabilitation industry will likely be supplied by private developers or general contractors. These entrepreneurs will require some incentives to enter into the housing rehabilitation market. In some cases, new capabilities will have to be developed. This could be a significant new opportunity for minority contractors that have home remodeling and renovation skills.

A major problem is that of obtaining construction financing for housing rehabilitation efforts, especially for small contractors with little "net worth." Net worth tests often limit the extent of bonding available to such contractors. Avenues therefore need to be explored which will provide sufficient bonding
capability and adequate sources of construction loans to assist such contractors in expanding their production.

Working capital and fixed asset financing sources will have to be expanded. Lines of credit should be explored as a possible alternative. Long drawn out processes to obtain capital when needed are costly and disrupt production. As important as mortgage financing is to the potential owner of a residential property, it is also important to the developer/contractor as the takeout for a construction loan.

The City of Dallas already has several tools in place which can assist in increasing development capacity. These include the Rental Rehabilitation Program, Rental Repair Program, and the Housing and Economic Development Revolving Loan Fund. The designation of all eligible census tracts in Southeast Oak Cliff for CDBG funds will make these programs accessible; currently, only census tract 88.02 is targeted in this community.

These tools should be joined with tools from a business development program, such as working capital loans, construction loans or bond guarantee programs, to adequately respond to the need for increased development capacity for housing rehabilitation, especially in the Southeast Oak Cliff community. Local funds can be leveraged with private dollars to create low interest loans.

Policies Governing Project Implementation

The following represents a list of policies that should be taken as assumptions underlying the program recommendations:

1. Intervention by the City of Dallas should be limited to a scale of effort required to attract the private sector to this market opportunity.

2. Intervention tools should be utilized as an action of last resort, where it has been demonstrated that the private market is not responding.

3. An average of 200 units per year for the next ten years would be the target level of effort required to generate a rehabilitation housing industry in Southeast Oak Cliff.
4. At least fifty percent of the developer/contractors should be minority developer/contractors for small scale projects in Southeast Oak Cliff.

**The Need for Upper-Middle Income Housing**

This plan recognizes both the need for better quality affordable housing and new upper-middle income housing. One of Southeast Oak Cliff's strengths is that it offers a variety of housing products at different price ranges. This enables a diverse group of people to live in the community. In order to assure that this quality remains and in order to assure that upwardly mobile households will have an option to remain in Southeast Oak Cliff, the plan calls for the development of upper middle income housing as part of the total housing mix offered. This is an important objective of the plan which should not get lost as the plan moves toward implementation.
Section V. PHYSICAL IMPROVEMENTS AND INFRASTRUCTURE

Land Use

Southeast Oak Cliff is primarily a single family area with industrial uses and zoning along its easterly edge, adjacent to the Trinity River. The strength of the area is its single family neighborhoods, which contain a large number of good housing units.

Two key problems exist for the stability of these residential neighborhoods: commercial and industrial land uses which, by definition in the Zoning Ordinance, should not be located adjacent to low density residential areas; and the large number of multi-family complexes which are scattered throughout residential neighborhoods.

Increases in zoning rights were often granted, including multifamily, commercial and industrial zoning, in a sincere effort to achieve good quality affordable housing and to stimulate economic development. Unfortunately, this has had the opposite effect, much of the land has been over-zoned, and consequently has resulted in the marginal use of commercially and industrially zoned parcels. Additionally, the large number of vacant and abandoned apartments and intrusion of commercial zoning has led to the destabilization of single family neighborhoods in the community. Reversal of this trend and the creation of stable neighborhoods will ultimately lead to good retailing and an attractive place for businesses.

There are some ten linear miles of boundaries between low density residential land uses and zoning that includes Regional Retail (RR), Commercial Service (CS), Industrial research (IR), and Industrial Manufacturing (IM). These adjacencies are specifically declared incompatible because of the nature of uses allowed, including such things as outside storage, vehicle repair, welding and high traffic generators. The presence of land with these zoning districts poses an ongoing threat to stable residential areas, and the presence of these uses works towards destabilization of neighborhoods.
The higher density residential zoning and land uses, including duplex, townhouse and multifamily, can be spotted throughout the community and are inconsistent with the area's development. Some examples of pockets of multi-family housing in single family neighborhoods include the complex on Illinois at Arizona Street, the Sand Piper apartments on Kiest between Kellogg and Sunnyvale, and the complex on Overton west of Bonnie View.

Higher density residential can play an important role in the community. It can provide affordable housing and provide a buffer use between single family areas and more intense non-residential uses like Commercial Service and Industrial. (See the Housing Section).

In order to accomplish these goals, a Generalized Land Use Plan, shown on the following page, has been developed, and a Zoning Plan has been set out.

**Generalized Land Use Plan**

Specific goals for the Generalized Land Use Plan include:

- To stabilize residential neighborhoods from intrusions of incompatible land uses; and

- To develop a rational pattern for future commercial and industrial growth in the area.

The Economic Development section of this report sets out the need to reduce the amount of strip commercial in the study area, and the Housing section sets out the need for higher income residential neighborhoods and the fact that there is an overabundance of apartments in Southeast Oak Cliff. This is the context in which the Generalized Land Use Plan was developed.

Some of the key elements of the Plan include:

1. Building on existing single family residential areas by reducing incompatible land uses.

2. Allowing multifamily uses only where there are adequate services, and where they are appropriate, such as adjacent to transit stations, and providing a buffer to commercial and industrial uses which are incompatible with low density uses.

3. Consolidation of commercial uses in order to strengthen retailing in the area.
4. Retail, service and, in some cases, higher density residential uses located adjacent to DART transit stations in order to provide riders with convenient services and increase patronage.

5. Identifying locations for near and long term development of office, commercial and industrial activities.

The Land Use Plan is intended to provide general guidance on all future land use decisions. It shows the majority of the area between I-35E and South Central Expressway as single family residential. Within that area are concentrations of retail commercial at major roadway intersections. Multifamily is shown as a buffer between low density residential and both industrial and retail centers.

Industrial land is concentrated along South Central Expressway/I-45 corridor and the Trinity River flood plain, which has historically been industrial in use. Though much of the area is currently in the flood plain, if the levee is extended by the Corps of Engineers, some 2,500 acres of usable industrial land will be added to the market.

One exception in the industrial corridor is the Central Addition residential area east of Carbondale between Linfield and Ledbetter. This area of low income homes maintains a very strong sense of community and a low crime rate.

The area south of I-20 is shown as office/warehouse/distribution uses. This takes advantage of the high level of regional accessibility offered by the surrounding freeway system. The area has a slightly rolling terrain and is largely undeveloped except for the Truck City trucking center, a small residential development east of Lancaster Road and the Cedar Valley Community College.

At the northeast corner of I-35E and I-20, a higher income housing area is proposed. It is located in an extremely picturesque part of the study area and provides the opportunity to create a recreation area and golf course along the flood plains. Striking views of this site are afforded from Lancaster Road, Camp Wisdom Road, I-20 and I-35E. It also has direct access to the freeway system. A private school, along with the recreational amenities, and accessibility could create an attractive upper income residential community to
support quality retailing in the area, and to provide for upward mobility of Southeast Oak Cliff residents.

**Zoning Plan**

Changes in land use and zoning should occur in Southeast Oak Cliff if it is to become a desirable community in which to live and work. A Zoning Plan is recommended which will serve to implement the Generalized Land Use Plan. It is primarily comprised of zoning policies which will be implemented as part of neighborhood and corridor plans. Because of the strongly negative impact of some existing zoning on neighborhoods in the study area, it is very important that the following policies be implemented in the near term. Area Plans will ensure that they are applied sensitively.

The proposed Zoning Plan includes the following key policies:

1. **Zoning in and adjacent to residential neighborhoods should be consistent with single family residential use.**

   An exception to this policy is the neighborhood called the Central Addition, located north of Ledbetter and east of South Central Expressway. This area has been traditionally surrounded by industrial uses, but it has survived with a strong sense of community and a high level of maintenance for such a moderate income area.

2. **Zoning for commercial areas adjacent to single family neighborhoods should be compatible with low density residential uses.**

   For example, there are several areas with Commercial Service (CS) zoning which are bordered largely by single family residential neighborhoods - Illinois east of Bonnie View, the Monroe Shops at Illinois and Corinth, and Lancaster Kiest Shopping Center south of Kiest Blvd.

   a. The strip commercial area along Illinois east of Bonnie View contains junk yards, outdoor storage and other uses which have served to depress the neighboring residential neighborhoods. This area should be low to moderate density residential and Community Retail.

   b. The Monroe Shop site between Corinth and Denley north of Illinois is zoned Commercial Service (CS) and is bordered by single family residential on its north and west, across the Texas Utility right-of-way.
c. The Lancaster Kiest Shopping Center southeast of Lancaster Road and Kiest Boulevard is zoned for Commercial Service uses which allows outside storage and other uses incompatible with the adjacent residential neighborhood.

Current uses in the center do not appear to require this level of zoning. They would be consistent with the more appropriate Community Retail (CR) zoning which covers the portion of the center located north of Kiest Blvd.

3. Strip retail should be consolidated in order to strengthen its health and quality.

An excess amount of commercially zoned land exists along major roadway corridors. Where possible, land should be zoned for residential uses, and obnoxious uses should be located away from neighborhoods. The creation of an Auto Service Park, as recommended in the Economic Development section of this report, would serve both to strengthen commercial development in the area and to help improve neighborhood quality.

4. Reduce the amount of apartment zoning, especially where it is located in single family neighborhoods.

Several neighborhoods contain large multifamily zoned tracts of land, many of which are already developed, and some of which are abandoned. Some examples include:

- The Sand Piper Apartments located on Kiest across from Oliver Wendell Homes Junior High School, which is vacant,
- A large apartment complex located on Overton west of Bonnie View which is surrounded on three sides by single family development and zoning.

5. Areas for near and long term industrial and office/warehouse distribution should be zoned in order to encourage the location of new businesses and jobs in the community.

Two areas should be rezoned expeditiously in order to provide an incentive for new development in Southeast Oak Cliff:

a. East of Cedar Crest and Kiest. This area is predominantly industrially zoned, but there is a small area of homes in poor condition which are surrounded by industrial and commercial development. Rezoning this area to Industrial Research (IR) would create a consistent industrial area boundary and would encourage redevelopment of the small, isolated and poorly maintained residential area, while providing land for near-term development which is out of the flood plain.
b. **East of Bonnie View and South of I-20/635** This area is proposed by the consultant team to be the site of a new office/warehouse distribution center. The area is largely vacant with apartment, single family and agricultural zoning. It should be zoned to accommodate 150 acres of office, primarily in an MO-1 District (Midrange Office), and 150 acres of industrial warehouse with a combination of IR (Industrial Research) and IM (Industrial Manufacturing) to provide a variety of opportunities for new businesses. However, there should be a strong buffer provided against future residential development.

6. The remaining rezonings which are indicated by this Zoning Plan should be undertaken in response to Neighborhood or Corridor Plans and in response to applications for rezoning.

High priority areas for detailed Plans include:

a. **Lancaster/Corinth Corridor** This would address the large amount of unproductive commercial land in the corridor and would establish zoning and transition plans for DART stations.

b. **Tenth Street Historic District** This area has been found to hold a high level of cultural and historic significance for the black community. However, the existing Regional Retail (RR) and Commercial Service (CS) zoning in the area could destroy the neighborhood. Recent designation by the city will bring attention to the area, which it deserves, but it also could ultimately destroy it through inappropriate development.

c. **Illinois Retail Corridor** Along Illinois and Bonnie View adjacent to the Census Tract 88.02 study area, there is a wide variety of vacant buildings, outdoor storage, junk yards, auto repair and other uses which are a marginal use of land and which have a strongly negative effect on adjacent residential areas. Much of this area is zoned Commercial Service (CS) which allows such uses, but this zoning is inappropriate with single family neighborhoods immediately adjacent on both sides.

d. **Cedar Creek** This area provides a long term redevelopment opportunity, and should be zoned to encourage comprehensive mixed use development.

Cedar Creek is located at the far northern corner of Southeast Oak Cliff adjacent to I-35E. This area is just north of the Tenth Street Historic District and contains buildings in extremely poor structural condition. The type and quality of its redevelopment will have a strong impact on the Historic District. It also has a hodge podge of zoning, IR, RR, CS and
R-7.5. It could provide an attractive entry to Southeast Oak Cliff, and a unique opportunity for redevelopment on a comprehensive basis, mixed use housing, retail and office development would be appropriate for this area.

e. Census Tract 88.02 This area has been designated as a Target Neighborhood by the City of Dallas. A Land Use Plan is currently underway.

7. As specific neighborhood plans are undertaken, additional properties with inappropriate zoning and land use may be identified as having a distinctly negative effect on the community; these should be corrected.

For example, there is an area of Town House zoning in Census Tract 88.02, east of Lancaster and south of Kiest. The area is completely built as Single Family and Duplexes. Therefore the zoning adds a level of uncertainty as the future of the homes and discoursages maintenance and reinvestment. This uncertainty also encourages an increase in the rental of units.

8. Ensure that existing legal uses of property will be allowed to continue, but that new occupancies or uses which are inconsistent with new zoning will not be allowed.

Recommendations

1. Adopt the Generalized Land Use Plan as a guide for future rezonings and land uses.

2. Adopt policies embodied in the Zoning Plan.

Next Steps

1. Initiate Neighborhood and Corridor Plans.

2. Initiate rezoning of land for near and long term industrial and office/warehouse distribution development.

Environment

The frequent flooding of Southeast Oak Cliff takes a seasonal toll on homes, businesses, traffic and lives every year. It must be solved.

The Five Mile Creek/Trinity River flood plain is the major cause of flooding in the area. The City is currently proceeding with an extension of the Trinity levee system on the east side, in order to provide protection to the
community of Rochester Park. An extension of the levee on the west side would cost approximately $52 million, but would accomplish two things. It would remove a major source of flooding north of I-20, and it would remove approximately 2,500 acres of industrial land from the floodplain.

There are two basic ways to deal with flooding problems: acquire the property which is being flooded, or alter the drainage pattern to prevent flooding on those properties. In Roosevelt Heights, the City acquired all the homes, and along Five Mile Creek, the City has decided to solve the problem with a combination of the two alternatives.

The City should undertake a process with the Corps of Engineers to develop alternatives for resolving the flooding problem and to evaluate their impacts with the community. The proposed solution should then be programmed as soon as possible for the Capital Improvement Program.

Also, although we were not required to conduct an environmental assessment to determine possible effects from environmental limitations, particularly marshlands and wetlands, we strongly recommend such an analysis be done on a project by project basis.

Recommendations

1. Resolve the flooding problem for businesses and residences of the area as a high priority item.

Next Steps

A process to resolve the flooding problem should be immediately identified and undertaken. This should involve neighborhood representatives and property owners, as well as the Corps of Engineers.

Adequate funds to resolve the flooding problem should be programmed on the next bond election.

Transportation

The transportation review of the study area made some important findings that were reflected in the Development Demand and Analysis report.
1. The Southeast Oak Cliff community is well served by regional highway facilities. There is currently no significant congestion and constraints to travel on these highways.

2. Levels of service along the internal arterial and collector roadway network are well within the standards adopted by the City of Dallas for planning purposes. The roadway improvements which are programmed for the next six years are important to maintaining this level of service.

3. The study area is reasonably well served by local bus service. Studies have shown that residents in the area are more transit dependent than any other community in the city.

4. DART has adopted an implementation plan which calls for light rail transit service in the study area. There will likely be seven stations in the area.

A key goal is to continue to ensure that there is easy mobility both within the area and to other destinations in the region. This will help to maintain one of the most important advantages to attracting economic development.

**DART Light Rail System**

Two alignments for the DART rail transit system are being considered for the study area. They are the "Lancaster Median" and the "Lancaster East" alignments. The two alternatives are a necessary part of the Environmental Impact Assessment process which DART is involved with in order to obtain Federal funding for that line of the system. Another required option is the "Improved Bus" alternative.

The Lancaster East alternative would run, for the most part, one block east of Lancaster Road. It would require the relocation of 63-86 homes, 3-4 churches and 15-17 businesses. The Lancaster Median would run down the median of Lancaster Road, and would require relocation of some 12-27 homes, 0-1 church, and 32-45 businesses. These numbers include relocations necessary for the stations along their route. The increase in relocations of homes and churches in the Lancaster East alternative largely would be due to its route along residential streets.

For the most part, the right-of-way already exists for the Lancaster Median alternative. Also, in terms of land use and economic development, it
would be far superior to the Lancaster East alternative. Selection of the Lancaster Median alternative would:

1. Place the transit system along the area's main travel corridor, making it easy to locate and access.
2. Reduce the number of homes and churches that would be relocated.
3. Minimize vehicular intrusion onto residential streets.
4. Provide greater opportunity for providing retail/service uses adjacent to transit stations.

Though the planned system extends to Camp Wisdom, the first phase may end at Illinois or Ledbetter, depending on the availability of funding. However, transit is such an important incentive to development and revitalization, consideration should be given to extending it further.

Extension of DART to Camp Wisdom would facilitate the development of new residential in that area. Extension to I-20 would allow excellent regional access to the end of the line station, and it would provide an important stimulus for the development of an employment center.

Recommendations

1. Implement the roadway capital improvements now programmed, and continue to maintain a high level of service on roadways in the area.
2. Support DART. It is a key ingredient to revitalization of the area's neighborhoods, retail and employment.
3. Avoid the disruption of placing an industrial use like the vehicle assembly plant and major maintenance facility in a residential area (existing or future).
Section VI. IMPLEMENTATION: THE ACTION PLAN

The first step in the implementation process is to obtain support for the plan. Since this plan has been weighted towards community participation, the community must now obtain support for the plan from the City. In most instances this means that it should be approved by the Planning Commission and the City Council. It should, however, mean much more.

It should mean that as a matter of city policy no decision relating to development or the use of public financial resources in Southeast Oak Cliff should be made without consultation of the plan or without an evaluation of the effect that any decision will have on the plan's objectives. If this level of public support is not achieved, this plan will have been little more than an academic exercise with little or no real value to the community.

Obtaining support for the plan from the City of Dallas local government is the first step in the implementation process. The recommendations contained in this Master Plan are without force until they have been debated and adopted. The community leadership should work with appropriate city representatives during the review and approval process to assure swift action in approving a final plan.

Questions of Role and Function

A legitimate question that you may be asking, if you are part of the city staff, is: is this our role or do we even have the authority? If you are a member of the community, you may ask: how do we get this done given our limited knowledge of development and our limited resources? These are legitimate questions which are fundamental to the process of community economic development, for these questions help to define clearly the appropriate roles for the City and Community in the economic development process.

It is a rare occasion when either the city or the community adopts the role of handling the "nuts and bolts" of putting the projects together. This function is generally left to the private sector developer who will ultimately own the economic activity. What the city and community can do is create the incentives
to attract the private developer and undertake actions that will make the development process less difficult.

Community

The community can facilitate this process by:

1. Developing and adopting a plan which lays out what can and cannot be done in the community. Once agreement is reached between the city and the community on the types of uses which will be permitted, this can be incorporated into the zoning codes. As long as developers comply with the codes, conflict will be avoided.

2. Promoting the community: the community can sell the fact better than anybody else that it is a good place to do business. Their support of projects will give developers a secure feeling that they have made the right decision.

3. Identifying entrepreneurs to take on certain projects. Whether they be medical office buildings or supermarkets, office parks or shopping centers, an active community can generally find the right developer to do a project in their community.

4. Generating resources to advance the process:
   a. merchants can invest in improving their stores.
   b. civic organizations can raise funds for specific projects and can lobby local banks to make more investments in their community.
   c. churches can sponsor projects.

5. Getting involved in the "nuts and bolts" of project development through the formation of a community development corporation. CDC's help the community learn and understand what is really required to get a project off the ground. To be effective they usually require, at a minimum, a small staff knowledgeable about development and management. CDC's, however, are generally limited in the number of projects they can do and should therefore be perceived as the developer of last resort.

City

On the other hand, the city as the community's partner also has a major resource and facilitator role. The city is generally faced with two questions. The first is whether the city has the authority to get involved in this process. The
second is who in the city is responsible to deal with this issue. Sometimes the answers to both of these questions are unclear.

The authority issue has generally been cleared up through the formation of quasi-public organizations such as the Southern Dallas Development Corporation. However, if authority is not the issue and if there are overlapping functions between planning, economic development, housing, public works etc., the lead agency responsible is whomever the City Manager designates.

The city's role as a facilitator of the economic development process is leveraged by its police powers and its ability to bring powerful resources to the negotiations with the private sector development community. For example,

1. The city has the power to zone and to tax and, in certain circumstances, to use eminent domain. These are powerful tools which can be used to help facilitate a development.

2. The city can also subsidize new projects through acquiring and selling land back to the developer using a land writedown, or through loans or grants from recycled UDAG funds, or other special financing programs adopted by the city.

The role and function of both the community and the city should therefore be clear. They serve to facilitate the process. Each project requires a developer who will take the responsibility to carry the project forward. A key function required of the community and the city is to find the developer.

**Who Should be Responsible for What?**

While the roles of the community and the city are clear as they relate to the economic development process, it is not as clear as to which City agency or economic development organization should have the lead function for the activities outlined in this report. Our recommendations are based upon our understanding of the available resources and our perception of community needs.

We begin with the need for additional technical studies. These are key studies to be done in order to get a better handle on the issues. These studies include the following, which should be conducted within the next three years, with our recommendation of the Lead Agency that should be responsible.
The Neighborhood Commercial Revitalization Plans include Lancaster/Kiest; Census Tract 88.02 along Illinois and Bonnie View, but excluding the Lancaster/Kiest section; and a third project which should include new development, such as a supermarket, along with the revitalization.

These agencies should work closely with the community in the formulation of scope of work for each of these technical studies and in working out the specifics of how they will be conducted. Because no city has unlimited resources, a schedule should be developed as to when these technical studies can be conducted based on the expectation of available funds. We would hope that the NCR plans and the Office/Distribution Park study could be funded over the next two years. Hopefully, the Safe Neighborhood Plan can be funded within a one-to-three-year period. The station area development plans should be coordinated with the progress of the transit system.

For the projects, we have taken into consideration the size of the project and its characteristics. As a result we are recommending the following lead agencies or organizations.

<table>
<thead>
<tr>
<th>Projects</th>
<th>Lead Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lancaster/Kiest Mixed Use</td>
<td>SDDC</td>
</tr>
<tr>
<td>Office/Distribution Park</td>
<td>Dept. of Economic Development</td>
</tr>
<tr>
<td>Auto Service Park</td>
<td>SDDC</td>
</tr>
<tr>
<td>Supermarkets</td>
<td>CDC or SDDC</td>
</tr>
<tr>
<td>Medical Office Building</td>
<td>CDC or SDDC</td>
</tr>
<tr>
<td>New Regional Shopping Center</td>
<td>SDDC</td>
</tr>
</tbody>
</table>

The economic development strategy also proposes that certain specific programs be put into place to foster the development of economic activity. Below are our recommendations on the appropriate organizations which should be responsible for implementing these programs.
At present there is no community capacity to implement the projects or programs identified. The community will have to develop this capacity with the help and resources of the City. We envision a small staff of two professionals and a receptionist/secretary as being sufficient to handle the community programs and projects. This staff could be a branch office of the Southern Dallas Development Corporation with an Advisory Board from the community or it could be tied to a community development corporation if the community elects to organize one. The point is that nothing gets accomplished without staff and therefore the city should be prepared to provide the initial financial resources to assure that these programs and projects are carried through.

Aside from obtaining the support of the City, the community must also begin to organize in order to address problems that can best be handled by the local community. Many of these problems are ones that impact the development climate of Southeast Oak Cliff.

**Mobilizing the Community**

Mobilizing the community is an integral part of the revitalization plans for Southeast Oak Cliff. It is through this resident mobilization that city-wide awareness and support for issues that affect the region can be achieved. In addition, some problems, such as apathy and drug abuse, can only be solved with the participation of the members of the community. Finally, mobilization will help avoid the burnout that tends to occur when the same few people participate over and over in community based initiatives.

Apathy has traditionally been a problem in Southeast Oak Cliff. This planning process has laid the foundation for mobilization by the community in order to overcome this apathy: newsletters have been sent to 15,000 people, the area's city council members have become involved, and over 300 people have been interviewed or have attended public meetings. From this process, a core group has emerged to form the base for future community leadership. This
The key to mobilization is building capacity in the many homeowner and civic groups that exist within the community. Currently, none of these groups are linked to each other, resulting in fragmentation of the community leadership. In order to strengthen the cohesiveness of the Southeast Oak Cliff community by uniting the various groups, an umbrella organization should be formed. The membership of the organization would be composed of the presidents of the participating neighborhood groups. This would provide a unified front to better represent resident interests outside of the community.

It would also be possible that this group could initiate the founding of a community development corporation (CDC). Through this CDC, revitalization efforts, including financing opportunities, might be organized and developed. The CDC would be able to form partnerships with various groups, including the city government, non-profit organizations, developers, and financial institutions in order to provide the means necessary to undertake revitalization and other community projects.

One final strategy to mobilize the community would be the development of a city-funded resource center. This center would have a library and staff person to assist community leaders by identifying possible strategies that have worked elsewhere in addressing problems such as drug abuse and declining neighborhoods.

Further, the center could support the need for better communication by offering administrative services such as the printing of meeting notices for the various homeowner groups. Next, leadership training workshops might be offered to assist community leaders in more effective and efficient leadership. Finally, a Speakers' Bureau could be established to bring in various public officials or other persons to enhance communication and knowledge of local issues for the residents.

A Matter of Priorities

Given the limited resources available today for community development and revitalization it will become important to establish priorities for activities
which should be undertaken in the first year. The first year of the process is extremely important since residents of the neighborhood need to be rewarded for their participation in the planning process. At the same time, the Vision of 2010 should not be expected overnight.

Priorities for the first years activities should include the following:

1. Adoption of the Plan (with possible amendments)
2. Funding of Community Resource Center
3. Implementation of Lancaster/Kiest Shopping Center Package
4. Development of the Lancaster Corridor Plan
5. Expand residential Code Enforcement activities in Southeast Oak Cliff.

If these five actions can be accomplished over the next twelve to eighteen month period it would represent a solid effort to begin plan implementation. The City should continue to work with the Southeast Oak Cliff Advisory Committee in prioritizing activities on an annual basis.