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CENSUS TRACT 93.03 LAND USE STUDY

In cooperation with
the Department of Housing and Neighborhood Services

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I. INTRODUCTION

In June 1986, the Dallas City Council designated an area called Census Tract 93.03 as a "Target Neighborhood". (See Map 1) In conjunction with this designation, the City Council adopted a *Target Neighborhood Plan for Census Tract 93.03*, which was produced by the Department of Housing and Neighborhood Services. This *Target Neighborhood Plan* provides an assessment of the neighborhood's needs, objectives for neighborhood improvement, and recommends programs for improving neighborhood conditions through the investment of federal money.

Among its many program recommendations, the Target Neighborhood Plan requested that the Department of Planning and Development produce a land use and zoning study for the neighborhood. The Census Tract 93.03 Land Use Plan is one of several similar studies which the Department of Planning and Development will undertake in other neighborhoods in cooperation with the Department of Housing and Neighborhood Services. This land use plan will support the "Target Neighborhood" designation by addressing land use and zoning compatibility issues that have contributed to the instability of the neighborhood.

Section I of this study includes a description of the study area and a summary of the purpose, scope and methodology used in the study. Section II summarizes the data collected during the course of this study and Section III lists the objectives formulated by area residents, developers and planning staff. Section IV presents the study recommendations and Section V describes implementation measures.

Study Area Delineation

Census Tract 93.03 lies within the Pleasant Grove community, approximately seven miles southeast of the Central Business

District. The study area's boundaries are the White Rock Creek Branch and the Trinity River on the west, Loop 12 and Elam Road on the south, Jim Miller Road on the east and C.F. Hawm Freeway and the Southern Pacific Railroad on the north. (See Map 1).

Purpose and Scope of the Study

The purposes of this land use study are:

- To recommend appropriate land uses and a future development pattern for Census Tract 93.03.
- To regulate the intensity of new development to foster compatibility between land use types.
- To promote a stable residential neighborhood by encouraging reinvestment in area homes and businesses.
- To provide short-term recommendations for applying the City's new Chapter 51A zoning ordinance to the study area.

This land use study is a general plan, not a site specific analysis. Additional data should be collected and used in evaluating each specific land use proposal.

Methodology

The study proceeded through five general phases of analysis and development.

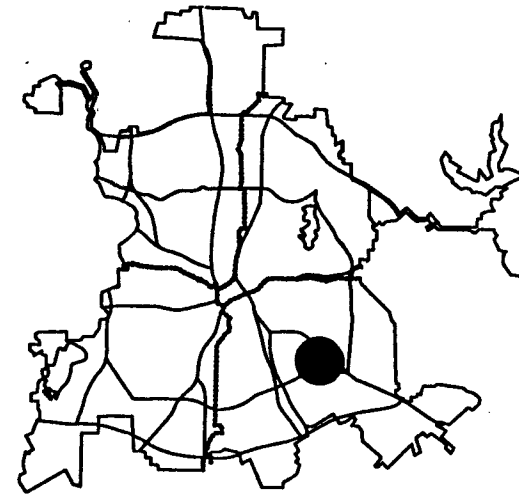
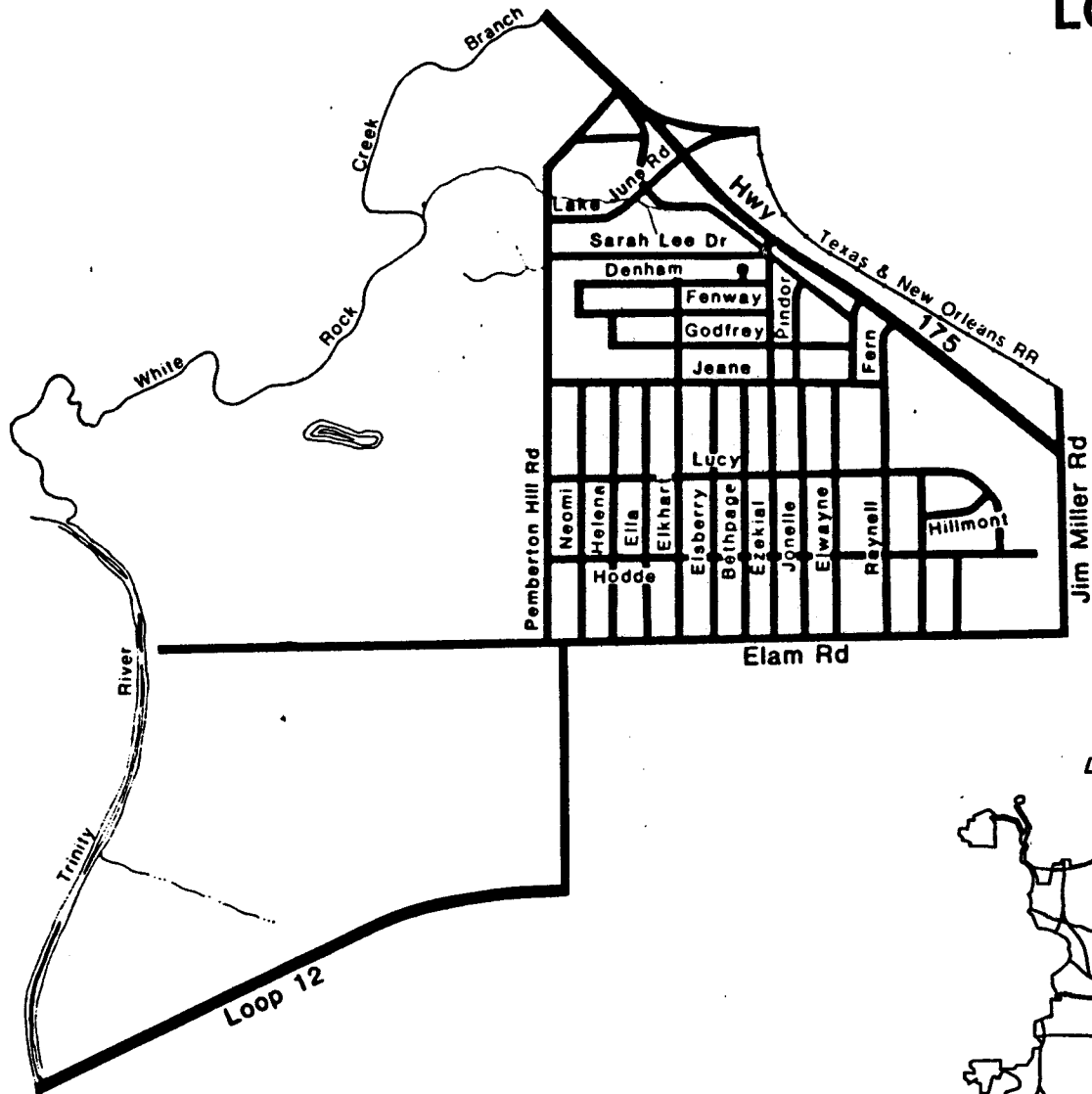
Phase One: A general public meeting with area property owners and residents was held to acquaint staff with the range of issues to be addressed in the study. A Census Tract Advisory Committee was established to advise staff during the study's development.

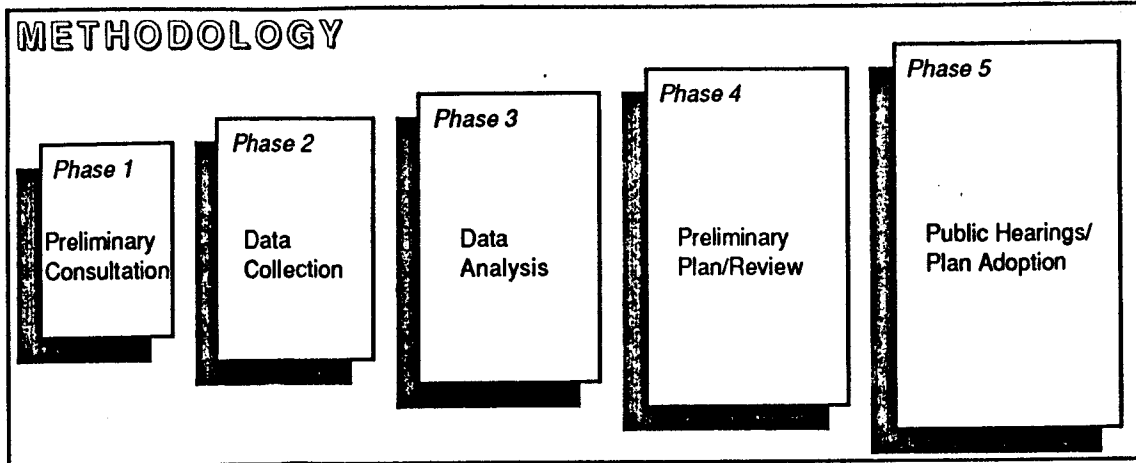
Phase Two: Guided by this input, staff collected relevant data concerning the area, including existing land uses, structure and premise conditions, home ownership/rental patterns, needed transportation improvements, reclamation of floodplain, zoning activity and ongoing city initiatives to physically improve the neighborhood.

Phase Three: The data was analyzed and preliminary recommen-

LOCATION MAP

MAP 1





dations were developed.

Phase Four: Both the preliminary recommendations and supporting data were presented to the Advisory Committee to obtain their feedback. After some refinements, the preliminary recommendations were presented at a general public meeting for review and comment.

Phase Five: The preliminary recommendations were then revised and are presented as final recommendations in this land use study.

II. EXISTING CONDITIONS

During the course of this study, Planning Department staff collected demographic, land use, zoning, development activity, transportation, public facilities and other data to determine land use trends and to project future land use and zoning needs. This section briefly discusses the collected data and concludes with a summary of existing conditions.

Demographics

According to the 1980 U.S. Census, there are 4,105 residents of Census Tract 93.03, more than 3% fewer than in the 1970 Census. Of these residents, approximately 44% are white,

43% are Hispanic, and 27% are black. This compares with a city-wide population breakdown of 57% white, 12% Hispanic and 29% black. A Planning Department estimate of the 1983 population shows an additional almost 3% decrease in population since 1980.*

There are 1,077 households in the study area according to the 1980 census, a 1% drop since 1970. These households are 70% owner-occupied, with the remaining 30% rental. In 1970, the owner/rental split was

76%/24%.

In the study area, 45% of the population is 19 years of age or under, 49% is between 20 and 64 years of age, and 6% is 65 years of age and over. This breakdown compares with a city-wide average of 30%, 60% and 10% respectively.

According to the 1980 Census, the median owner-occupied housing unit in the area is valued at \$18,300, about 40% of the city-wide median of \$43,000. Median monthly rent in the area is \$138 or roughly 60% of the city-wide median rent of \$241.

Finally, the age of the homes in the neighborhood is significant. From 1980 Census figures, less than 1% of the study area's homes are less than five years old. More than 60% of the housing stock was built before 1960. Of the homes built before 1950, 6% were constructed before the area's annexation into the City of Dallas when no building or development codes applied. Thus, many homes are not up to the City's building code standards.

* Population and Housing Trends, City of Dallas: 1980-83, Table III, A.

Land Use Characteristics

The following discusses the land uses currently existing in the Census Tract and the zoning districts within which they exist. Table 1 presents estimates of the acreage in each land use.

EXISTING LAND USES: Census Tract 93.03 has a total land area of 1,392 acres (2.175 square miles). Almost 860 acres of the area is vacant land of which only 90 acres or 10% is currently developable.

The area's development pattern does focus intensive land uses and densities near regional access ways and low density residential uses along minor streets, as shown in the schematic land use diagram in Map 2. The pattern of the residential streets creates difficulties in buffering the single family residential area from the regional-scale commercial uses along C.F. Hawn's frontage road. The greatest point of conflict is between residential and nonresidential development at C.F. Hawn's intersection with Pemberton Hill Road, the thoroughfare which runs north-to-south through the heart of the Census Tract. Map 3 presents the existing land use activities.

A discussion by land use category follows.

RESIDENTIAL: The residential area contains only single family homes at present, although apartment units exist outside the study area at the northeast corner of Pemberton Hill and Loop 12. The Home Gardens Estates, whose boundaries are Jeane Street, Elwayne Street, Elam Road and Pemberton Hill Road, consists of small frame homes of originally-substandard construction. The subdivision between Elwayne Street, Elam Road and Jim Miller Road also consists of small frame houses built in the early 1950's. During the late 1960's a subdivision was built north of Jeane Street which includes slightly larger homes of combination wood and brick veneer construction.

COMMERCIAL/RETAIL: Commercial uses along both sides of

TABLE 1
Land Use Type by Acreage

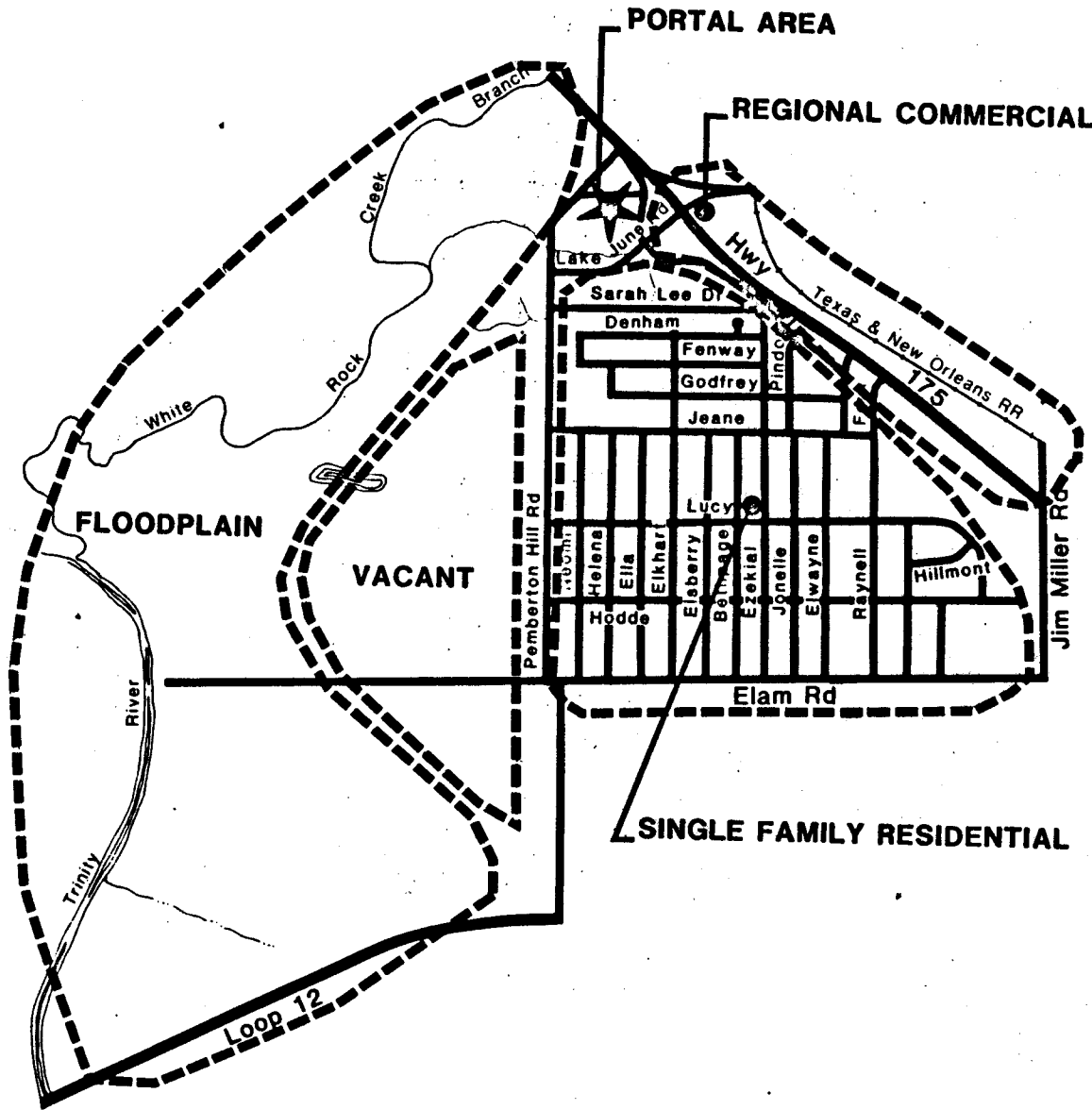
Land Use	Number of Acres	Percent
Single Family Residential	255	18.3
Retail/Commercial	55	3.9
Wholesale/Industrial	5	0.4
Institutional (churches, schools)	23	1.7
Streets	148	10.6
Flood Plain		
Parks/Open Space	48	3.4
Vacant/Undevelopable	768	55.2
Vacant Developable	90	6.5
Total	1392	100

C.F. Hawn Freeway contribute 4% of total commercial land uses for this category in the study area. Two small locations of quick-shop style neighborhood retail are the only community-scale supporting facilities to be found in the study area. The commercial uses, which include building supply/contractors, vehicle storage and auto sales/repair, serve the greater economic region rather than the local neighborhood.

VACANT: The vacant land west of Pemberton Hill Road provides the most substantial development opportunity within the Census Tract. The vacant land between Lake June Road and Sarah Lee Drive which lies between the neighborhood's main entry and the existing single family area provides additional development opportunities. Its location would encourage development which would provide a buffer between the single family residential neighborhood south of Sarah Lee Drive and the more intensive land uses around the Lake June interchange of Hawn Freeway. The largest vacant tract immediately within

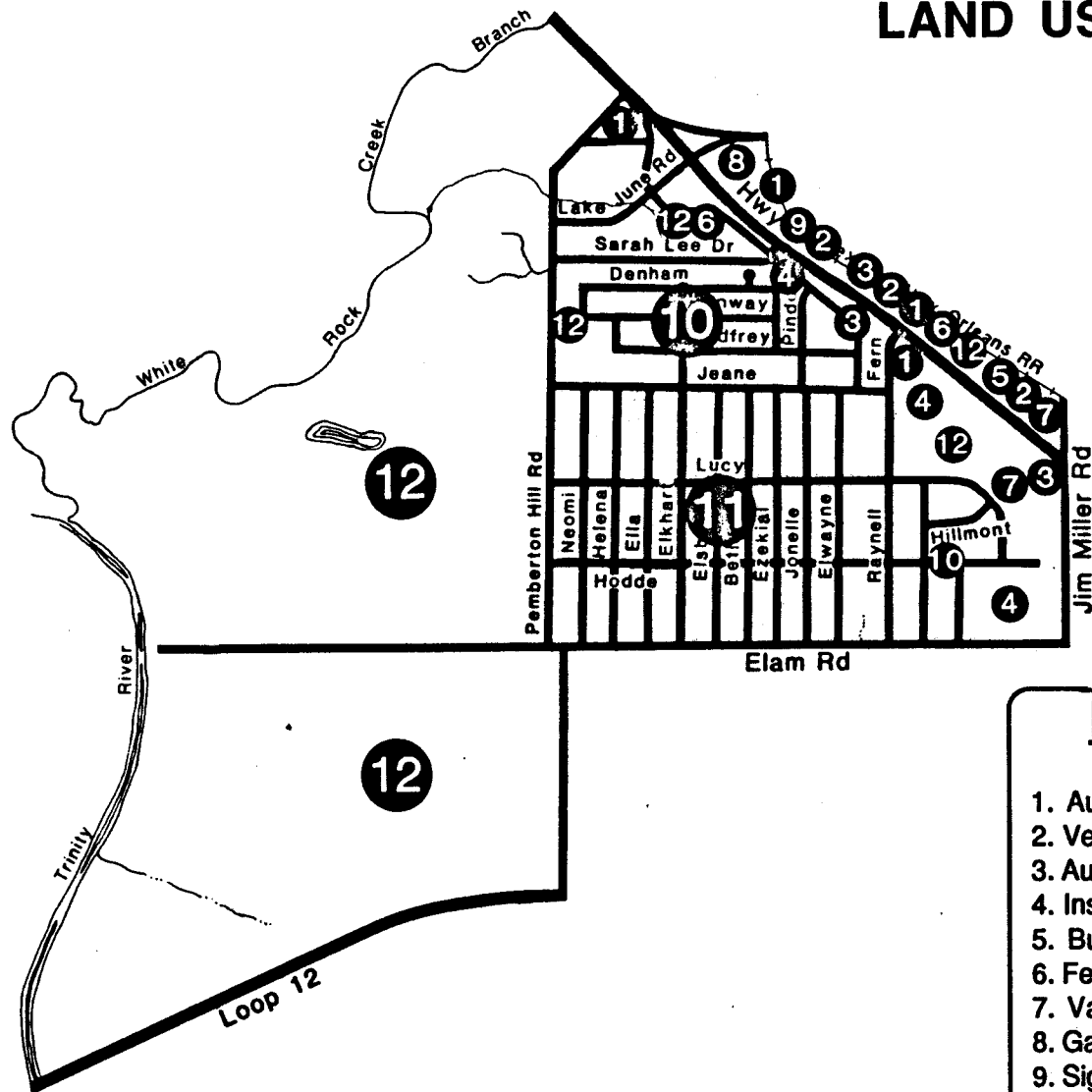
EXISTING LAND USES (General)

MAP 2



LAND USE ACTIVITIES

MAP 3



LEGEND

1. Auto Repair/Auto Parts
2. Vehicle Fleet Storage
3. Auto Sales
4. Institutional
5. Building Supply/ Contractor
6. Fenced in Storage
7. Vacant Property
8. Gas Station
9. Sign Company
10. Stable Single Family
11. Single Family Needing Maintenance
12. Vacant Property



the residential area lies at the northeast corner of Jeane Street and Pemberton Hill Road.

OTHER LAND USES: Several churches are scattered throughout the study area, including one on the southbound frontage road of Hawn Freeway. One neighborhood park and a middle school are the major public facilities. The old Kaufman Drive-in site near Jim Miller Road's intersection with Hawn Freeway, no longer in use, could be redeveloped to make use of the good access characteristics of the site.

ZONING: Map 4 presents the current zoning in the study area. Single family residential zoning is predominantly for 7,500 square foot lots, although a small stretch of townhouse zoning fronts on the north side of Sarah Lee Drive which would allow residential development up to 6 units per acre. Special Use Permit (SUP) 616 allows for a private lodge.

Nonresidential zoning occurs along both sides of C.F. Hawn Freeway. Commercial zoning lines the southbound frontage road and Industrial zoning skirts the northbound side, although none of the development fully utilizes its zoning. Also, the large industrially-zoned tract in SUP 383, across Pemberton Hill Road from the residential area, could create compatibility problems if developed fully as zoned. (SUP 383 is a permit for sand and gravel mining which is no longer active) Table 2 summarizes the approximate acreage in each zoning category.

In the past five years, property owners in the study area have made two zoning change requests. These requests are shown on Map 5. Flood plain fill permits can remove a flood plain designation and allow more area to be developed in the base zoning category listed in parentheses. In the past five years, property owners have secured one fill permit. Its location is also indicated on Map 5.

Development Characteristics

This discussion describes the ownership characteristics of neighborhood structures, their general condition (code en-

TABLE 2
Zoning Type by Acreage

Zoning	Acres	Percent
Single Family	517	35
Townhouse	2	* *
Retail/Commercial	85	6
Industrial	228	15
Agriculture	560	43
Total	1392	100

** Less than 1% of total acreage

forcement violation), extent of recent privately-initiated development (building permits), and development spurred through programs of the Department of Housing and Neighborhood Services.

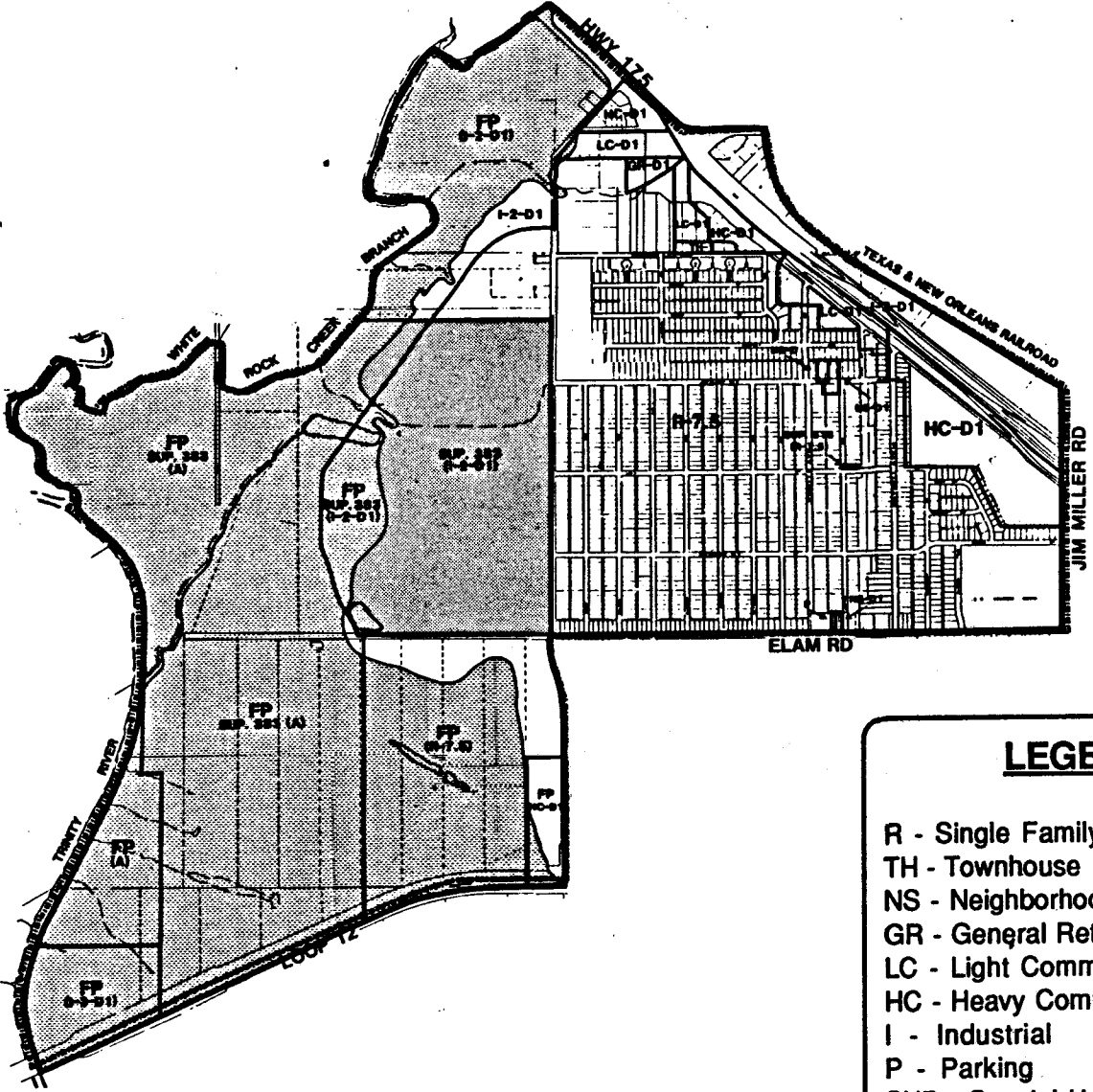
TENURE: The number of rental properties within a single family neighborhood provides an indication of the stability of a neighborhood. A large proportion or an increasing number of rental homes may lead to the destabilization of a neighborhood, since maintenance levels may drop.

According to the 1980 Census, 70% of the homes in the study area are owner-occupied. In 1985, Planning Department staff conducted a rental/owner survey of the study area. The area south of Jeane Street and west of Raynell Street had a much higher number of rentals with only 44% of the homes owner-occupied. The highest owner occupancy occurs north of Jeane Street (78%). The survey also indicated that owner occupancy has declined 15% in the five years following the 1980 Census.

CODE VIOLATIONS: Building conditions are an important in-

EXISTING ZONING

MAP 4



LEGEND

- R - Single Family Residential
- TH - Townhouse
- NS - Neighborhood Service Retail
- GR - General Retail
- LC - Light Commercial
- HC - Heavy Commercial
- I - Industrial
- P - Parking
- SUP - Special Use Permit
- A - Agriculture
- FP - Floodplain

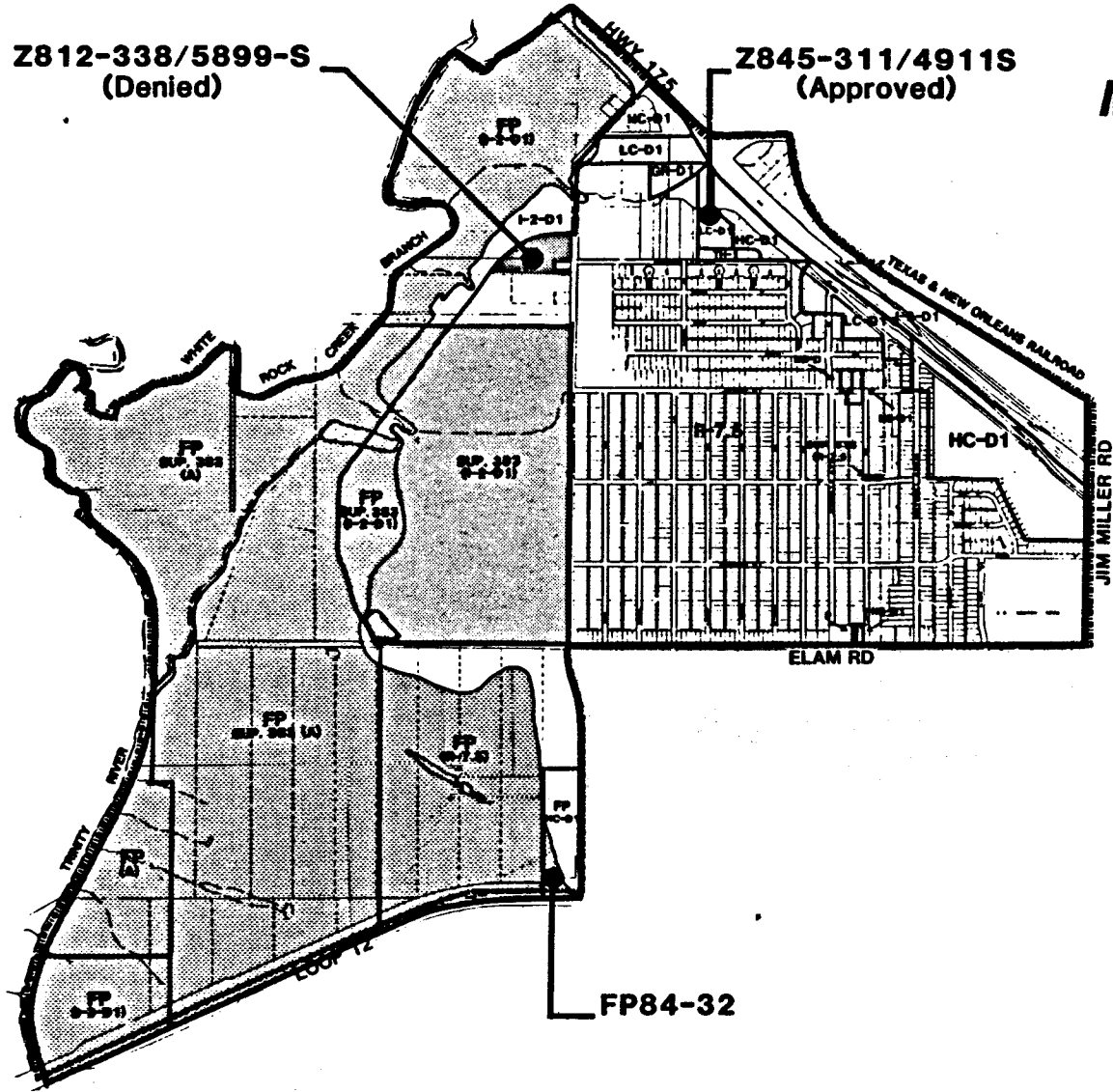


ZONING REQUESTS/ FLOOD PLAIN PERMITS

MAP 5

Z812-338/5899-S
(Denied)

Z845-311/4911S
(Approved)



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N

indicator of neighborhood stability. During 1984, the Department of Housing and Neighborhood Services surveyed the condition of structures and premises in the Census Tract. A structure or premise condition was considered to be in violation of city codes if it was recorded as requiring inspection by a Neighborhood Services representative.

Table 3 shows residential structures with violations broken down into smaller areas called census blocks. In the study area, 80% of the homes are in violation, more than twice the city-wide percentage. This table also indicates the volume of premise violations. As compared to a city-wide percentage of 33%, this study area has almost twice as many premises with upkeep problems. The greatest frequency of citations for both structure and premise categories of violations occur in the rental property area south of Jeane Street and west of Raynell Street.

PRIVATELY INITIATED DEVELOPMENT: Building permits also measure neighborhood stability by indicating the level of private reinvestment in an area. The Department of Housing and Neighborhood Services collected building permit data from 1983 to 1985 to determine reinvestment trends. The permit data shown in Table 4 is subject to a margin of error and is useful only as a general guide.

Two permits totaling \$25,020 for new residential construction were issued in the study area during this period. There were 18 residential rehabilitation permits authorized, totaling \$48,354 in value. One nonresidential improvement permit was issued for minor improvements to a school.

A survey of new building permits during the first six months of 1986 continued to indicate a low level of private investment in

TABLE 3
Properties With Structural and Premises Violations

Area	Structural Violations		Premises Violations	
	Number	Percent of Total Area	Number	Percent of Total Area
Area NE of Jeane Street and Pemberton Hill Road	192	66.0	115	34.4
Area NE of Elam Road and Raynell Street	113	73.4	78	47.3
Area NE of Elam Road at Elsberry Street and S of Jeane Street	326	91.6	335	74.1
Area NW of Elam Road at Elsberry Street and S of Jeane Street	252	84.3	332	70.3
Total	883	80.3	860	60.4

the study area. No residential building permits were issued during that time. The two nonresidential permits with the largest dollar value, in early 1986, involved institutional uses: construction of a new church (\$500,000) and remodeling of E.B. Comstock School (\$292,000).

PUBLICLY-INITIATED DEVELOPMENT: The Department of Housing and Neighborhood Services has developed programs to involve federal dollars in creating new housing and in the rehabilitation of older homes.

During the period of 1985-1987, a total dollar value of \$17,310 in improvements to existing dwelling units resulted from the Department of Housing and Neighborhood Service's involvement in the study area. In addition to a home loan of \$4,425 for major rehabilitation, \$7,385 was loaned for more minor home repairs. The average dollar value of these home repair loans amounted to \$1,230.

TABLE 4
1983-1985 Building Permit Summary

Development	# of Permits	\$ Value of Permits
New Construction		
Residential	2	25,020
Non-residential	0	0
Rehabilitation		
Residential	18	48,354
Non-residential	1	80
Demolition		
Residential	0	0
Non-residential	0	0
Unclassified*		
Residential	3	109
Non-residential	2	220
Total	26	73,783

* Unable to determine category

During the same time period, a private builder constructed three new homes to infill vacant lots in the neighborhood through the ABC Mortgage Program. This program provides mortgage financing for the purchasers of affordably-priced, quality homes.

The Census Tract is also eligible for the HFC Bond Program, which seeks to encourage economic development of the city's southern half. In this program, below-market rate financing for loans to purchase new or existing homes is available to local residents. Community Development Block Grant funds are used to help low-income applicants to meet closing costs for the actual loans.

Transportation

This section describes the characteristics of the road system

serving the Census Tract and the current and future levels of transit service for the neighborhood.

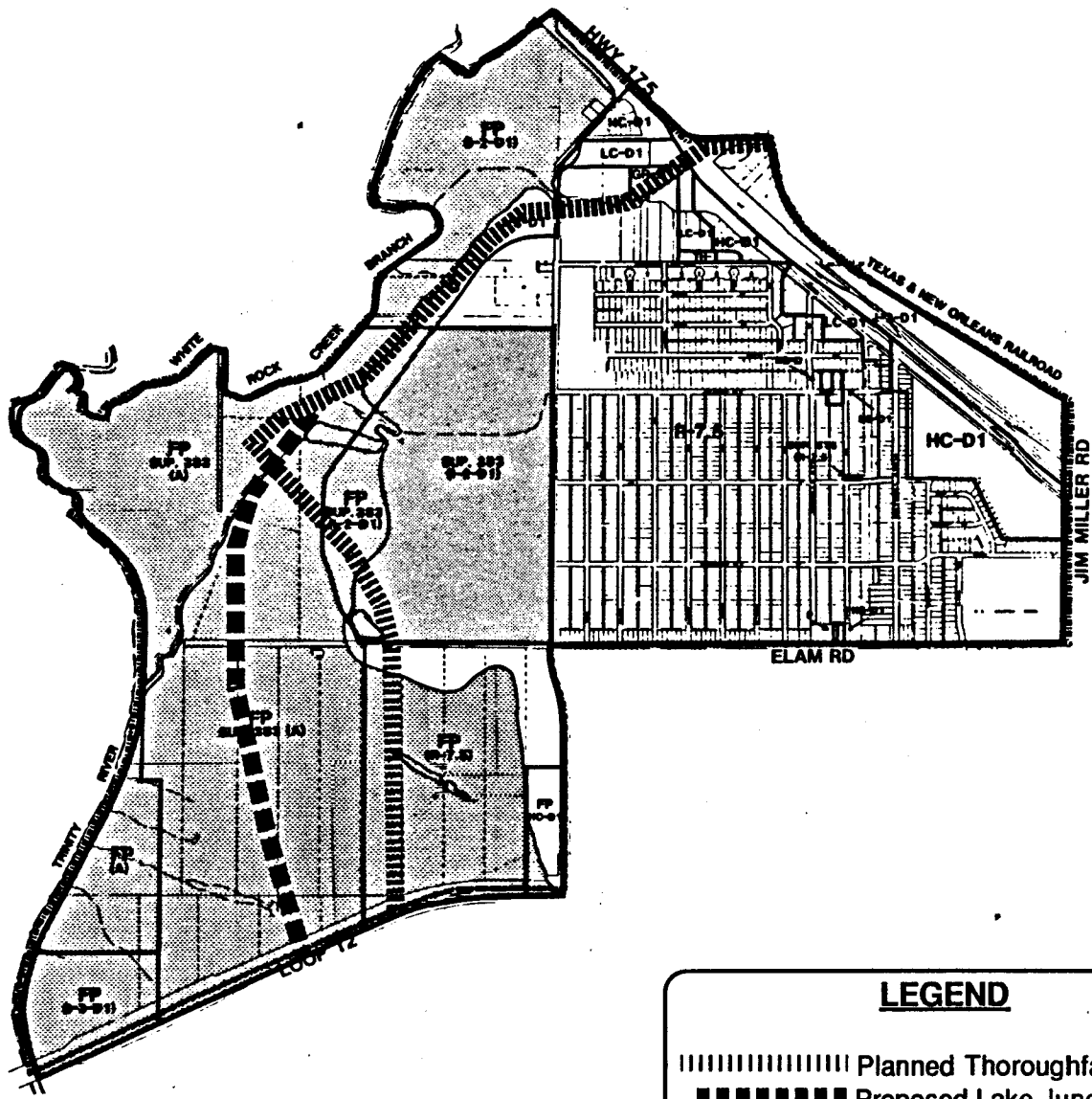
THOROUGHFARES: The Thoroughfare Plan designates one freeway, three major thoroughfares, and one secondary thoroughfare in the study area. A thoroughfare's designation is based upon such criteria as function, right-of-way, access conditions, and design features for each thoroughfare classification based on current standards. A thoroughfare is classified as "built to standard" if all of the criteria are met. The classification of "not built to standard" does not imply that a thoroughfare will be changed in any manner automatically.

C. F. Hawn Freeway (U.S 175) is not developed to standard, but is classified as a freeway. Loop 12, Elam Road and Lake June Road are designated as major thoroughfares. Only Lake June Road is built to major thoroughfare standards. In addition, the Thoroughfare Plan contains proposals for two additional major thoroughfares; an extension of Industrial Boulevard from White Rock Creek to Loop 12, and an extension of Lake June Road from C.F. Hawn Freeway to the Industrial Boulevard Extension. Map 6 shows the proposed, planned thoroughfares. These proposed major thoroughfares would provide access to the industrially zoned area west of Pemberton Hill Road. Pemberton Hill Road is designated as a secondary thoroughfare and is not developed to standard.

The Thoroughfare Plan is undergoing an update during which the Department of Transportation is evaluating its system of thoroughfare classification as well as many of the future road locations (or alignments) shown in this plan. Many roads involving expensive river crossings or serving unlikely development areas are being shortened or removed from the Thoroughfare Plan, including the Industrial Boulevard extension. Planning Department staff has recommended a new thoroughfare alignment to serve the development opportunities west of Pemberton Hill Road. This thoroughfare would combine part of the Lake June Extension with a modified alignment of the portion of Industrial Boulevard that was planned to connect to Loop

ADDITIONAL PLANNED THOROUGHFARES

MAP 6



LEGEND

- ||||| Planned Thoroughfare Alignments
- Proposed Lake June Extension



12.

In the southern-most residential area, the large number of access points on C.F. Hawn frontage road, Elam Road, and Jim Miller Road allows through traffic intrusion into the neighborhoods. However, in the residential area north of Jeane Street, too few points of access to Pemberton Hill Road exist, creating congestion on Sarah Lee Drive. If any medium intensity uses are developed in Sarah Lee Drive's vacant land, the situation will need to be improved to avoid overloading this road.

MASS TRANSPORTATION: The study area is served by the Murdock Line #75 of Dallas Transit's bus service. In addition, the current DART Rail Service Plan designates Line #8 along the Southern Pacific Railroad right-of-way on the east boundary of the study area (see Map 7). Line #8 will be constructed between the years 2000 and 2020 when the area is sufficiently developed. The location and type of station could be changed due to the economic development potential of the site chosen.

Public Space Facilities/Services

The following is a discussion of current Public Works and Water Utilities projects which involve the Census Tract. Also included is a summary of existing public facilities in the neighborhood.

STORMWATER CONTROL: As part of the Lower White Rock Flood Plain Management Plan, the Department of Public Works has completed design work on a stormwater swale. The swale will improve the White Rock Creek's ability to receive stormwater. The swale is being built along an existing drainage way to carry water by gravity from Peaks Branch into the South White Rock Creek's confluence with (or flowing into) the Trinity River. The first stage is being constructed near the study area from the Trinity River up to C.F. Hawn Freeway. After the beginning of construction near the end of 1987, Public Works schedules the swale for completion in one year.

WASTEWATER CONTROL: The White Rock/South Diversion

project is one of several system improvements being planned and constructed by the Department of Water Utilities under Environmental Protection Agency directive. The E.P.A. mandated diversion project consists of the construction of 52,421 linear feet of wastewater main and 116,867 linear feet of sludge force main. Its alignment extends from Second Avenue at Bruton Road, southeast to the Southside Wastewater Treatment Plant at Log Cabin Road.

The White Rock/Southside Diversion project will give Dallas Water Utilities the capability of diverting wastewater flows from the White Rock Creek Wastewater shed, to the Southside Wastewater Treatment Plant. When completed, this wastewater main project will be the largest in the Dallas system.

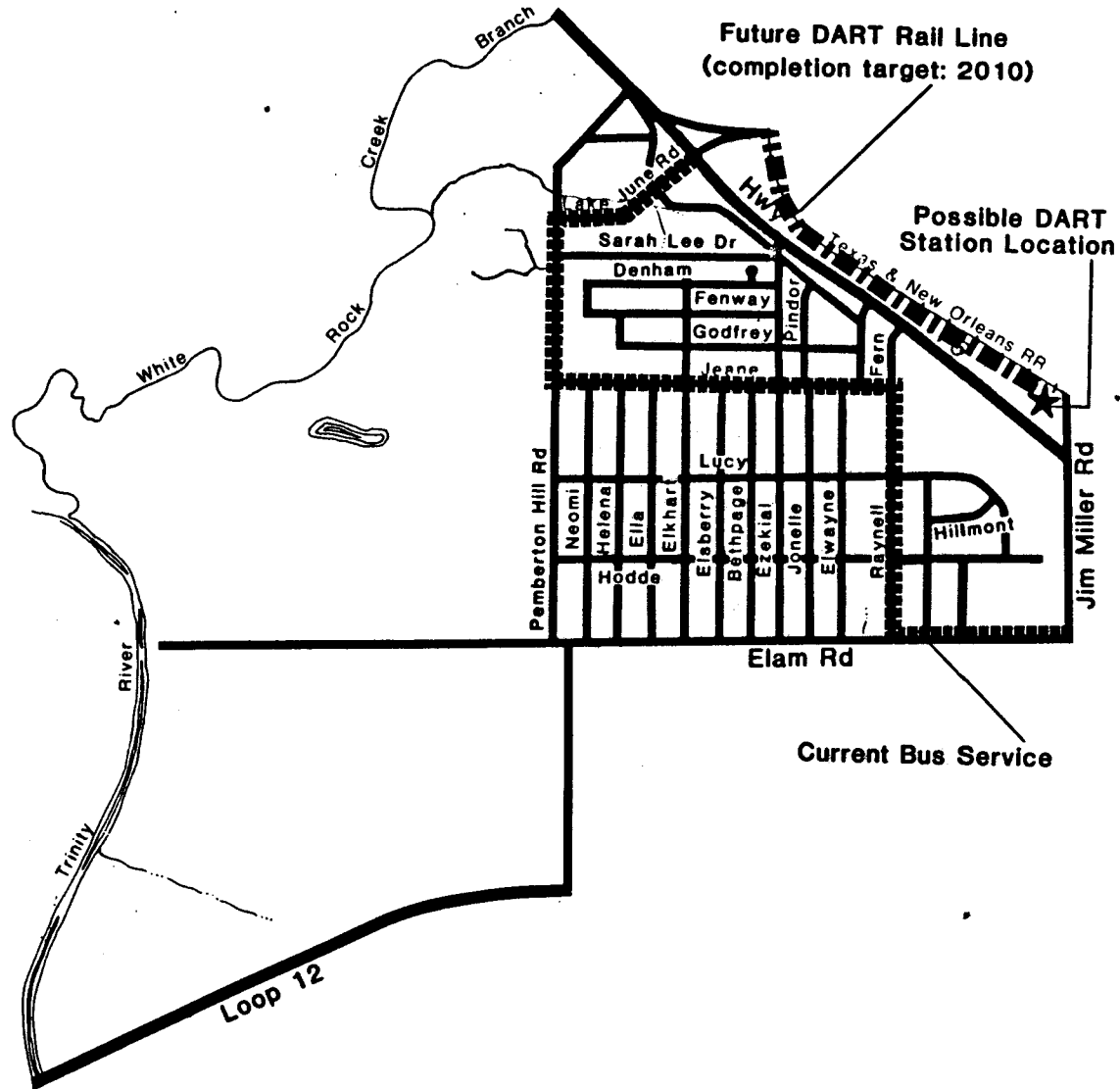
The White Rock/Southside Diversion project was not designed to be utilized as a collection interceptor. This means that new development which may occur west of Pemberton Hill Road, along the line, will not be able to tap into this system for wastewater disposal. The main will operate as a diversion facility only, operating under pressure during wet weather conditions. Construction of additional smaller sewer lines will be required to provide wastewater service in the Census Tract area.

SCHOOLS: Two elementary schools, one middle school and one high school serve the study area. Both of the elementary schools, Rufus Buckner and R.C. Bureson, are located on the same campus immediately adjacent to the area. E.B. Comstock Middle School is located in the study area. H. Grady Spruce High School, which serves the area, is located approximately four-and-one-half miles from the neighborhood.

The elementary schools have a total enrollment of 1,508 students and are operating at 98% of their capacity. Enrollment is up 7% from school year 1984-85 to school year 1985-86. Currently, E.B. Comstock Middle School is operating at 64% capacity and H. Grady Spruce High School is operating at 73% of capacity.

CURRENT & FUTURE TRANSIT SERVICE

MAP 7



The Dallas Independent School District (DISD) is planning a new elementary school which will serve the study area. This school will relieve overcrowding of R. C. Burlison School. This new prekindergarten through 3rd grade facility will be located on the east side of Jim Miller Road between Elam Road and Loop 12. The new school should be ready for occupancy by Fall, 1989.

PARKS: There are no parks located in Census Tract 93.03. Pemberton Hill Park, a community park, is located immediately adjacent to the area. Pemberton Hill Park is 15.05 acres in size and contains play equipment, picnic tables, shelters, game courts, a community swimming pool and a lighted softball diamond. The Pemberton Hill Recreation Center also provides a variety of indoor recreational and cultural opportunities.

Pemberton Hill Park currently meets the standard for service to the area. With the improvements funded through the 1985 Bond Program, service will be further increased. There are currently no designated open spaces or greenbelts in the area.

Summary of Existing Conditions

The following summarizes data collected during the course of the study.

Demographics

- ↔ According to 1970 and 1980 Census figures, the study area's population declined 3% during the 1970's. A Planning Department estimate of the 1983 population showed an almost 3% additional decrease over the three years since 1980.
- ↔ The ethnic composition of the neighborhood's population is almost equally split between black, white and Hispanic residents.

Existing Land Uses

- ↔ The majority of development within the study area is own-

er-occupied, single family homes.

- ↔ Commercial uses are primarily located along C. F. Hawn Freeway and provide services for the greater region.
- ↔ Vacant, developable land makes up only 6.5% of the study area's gross land area.

Existing Zoning (See Map 4)

- ↔ Existing residential zoning provides almost exclusively for 7,500 square-foot lot single family home development.
- ↔ Nonresidential land uses are allowed west of Pemberton Hill Road and along C. F. Hawn Freeway.
- ↔ Recent zoning change requests, for regional-scale, higher intensity land uses, have been approved for areas with access on C. F. Hawn frontage road and denied for locations along Pemberton Hill Road.

Development Characteristics

- ↔ Owner occupancy of residences in the Census Tract has declined 15% during the period from 1980 to 1985.
- ↔ According to a 1984 Housing Department survey, the greatest frequency of citations for both structure and premise categories of code violations occurred in the predominantly rental property area south of Jeane Street and west of Raynell Street.
- ↔ The housing which was rehabilitated between 1983 and 1987 in the study area invested an average of \$2,322 per dwelling unit.
- ↔ From 1985 through 1987, three new homes have been built in the study area through the Department of Housing and Neighborhood Services' ABC Mortgage Program.

Transportation

- ↔ All of the streets within the study area which are on the City's Thoroughfare Plan are operating below capacity. Of those local streets not on the Thoroughfare Plan, Sarah Lee Drive operates near capacity.
- ↔ During the Thoroughfare Plan's current update, the alignment (location) of the Lake June Road's extension toward Loop 12 is being evaluated.

↔ The study area is currently served by one bus route. The area will be accessible to a proposed DART light rail line to be located on the north-bound side of C. F. Hawn Freeway.

Public Facilities

- ↔ The Department of Public Works is scheduled to begin construction on a stormwater diversion swale, to improve White Rock Creek's ability to receive stormwater, before the end of 1987.
- ↔ Public Works is in the process of negotiating to acquire the old Kaufman Drive-In site for construction of the Southeast Service Center (police substation).
- ↔ Water Utilities Department is nearing completion of its White Rock / Southside Sewer main. This project will eventually collect and transport wastewater volumes away from an overloaded facility to its Southside Treatment Plant. No smaller lines have been laid for connection to this main, which would affect service in the study area.

III. OBJECTIVES

The following objectives provide guidelines for making appropriate land use recommendations within the study area. The objectives and policies also provide development standards which, if implemented, would help ensure appropriate, compatible development. These objectives and policies were derived from issues raised by area residents, property owners, and the Department of Planning and Development and were confirmed by the data collected in the course of this study.

Neighborhood Reinvestment

- ↔ Maintain the current character of residential development and enhance the stability of existing residential areas.
- ↔ Support residential reinvestment for rehabilitation of existing housing stock.
- ↔ Encourage commercial investment for retail

facilities and employment-generating businesses that will support the Census Tract.

Land Use Compatibility

- ↔ Minimize negative impacts between incompatible land use activities.

Zoning Compatibility

- ↔ Improve conformity of zoning with existing development in the study area.

Transportation

- ↔ Minimize adverse impacts on the transportation system. Minimize future traffic congestion and maintain traffic volumes which are compatible with thoroughfare capacities.
- ↔ Minimize through traffic infiltration into residential areas.

Flood Plain Management

- ↔ Minimize adverse impacts of development on the Trinity River floodplain.
- ↔ Encourage land reclamation, consistent with flood plain management, of the entire Trinity River flood plain area.

City-wide Policies

- ↔ Encourage land use decisions compatible with city-wide policy statements including the Growth Policy Plan.

IV. RECOMMENDATIONS

The following discusses the land use recommendations for the Census Tract 93.03 study area. (See Map 8) This discussion includes a brief description of each recommendation area (and any subareas) followed by recommendations and policy statements to address each area's unique concerns.

The remainder of the study area contains appropriate land uses. These land uses within the remaining areas should stay at their current zoning type and densities.

Land Use Recommendations

Area 1: This area is the northern-most entrance into the community when exiting southbound on C. F. Hawn Freeway. It is a triangular tract of land bound by Pemberton Hill Road, the Hawn Freeway frontage road, and Lake June Place. This area currently contains regional-serving, nonresidential land uses such as the auto repair garages there. It is a relatively small area with an odd shape and a high degree of access and visibility. This area is currently zoned to allow heavy commercial land uses. This area should continue to develop with regional serving nonresidential land uses. Although the auto repair uses are unsightly, these uses are relatively far from the residential area. If the area just to the south of Lake June Place is developed with retail land uses that support the residential neighborhood, then Area 1 would be isolated from the residential areas.

Current Zoning: Heavy Commercial (HC-D-1)

Recommendation: Limit regional nonresidential development of commercial and business serving land uses at this location to north of Lake June Place. Pursue the elimination of nearby development which is west of Area 1, in the flood plain, and not allowed by the Development Code by means of enhanced code enforcement.

Transition Zoning: Commercial Service (CS - D - 1)

Area 2: This area contains a few single family homes, an auto repair facility and an auto parts business. It is a mixture of low, medium, and high intensity uses in one vicinity. Since this area is fairly large and has very good access, Area 2 could develop with medium intensity nonresidential land uses like those typically in a neighborhood shopping center. The devel-

opment of this area, with moderate intensity nonresidential land uses, would provide a gradual buffer between the higher intensity land uses north of Lake June Place (Area 1) and the residential area south of Lake June Road. Lake June Road would then provide a clear boundary between business land uses and residential land uses which must share access to Pemberton Hill Road. This location is a viable area for neighborhood retail because its location can be accessed and further supported by people living north of C. F. Hawn Freeway.

Current Zoning: Light Commercial (LC-D-1), General Retail (GR-D-1), Residential (R-7.5)

Recommendation: Allow for the development of community serving retail, personal service, and office land uses at a scale and intensity compatible with residential communities.

Transition Zoning: Community Retail (CR-D-1)

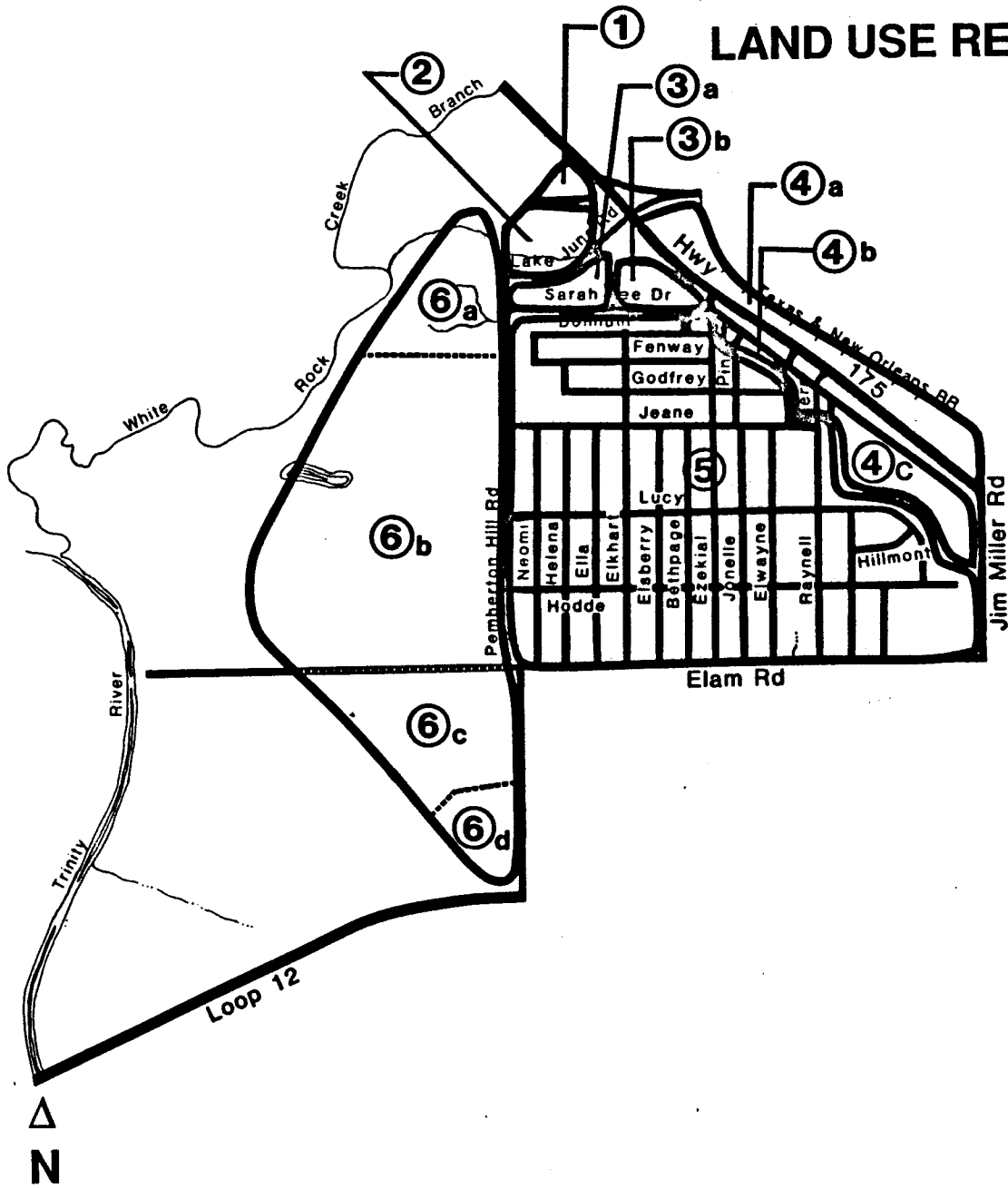
Area 3: This area's location acts similarly to Area 2 as a buffer area between the high intensity nonresidential land uses (auto repair facilities) north of Lake June Place and the low intensity residential land uses (single family homes) south of Sarah Lee Drive. The quality of access to this area would vary depending upon how new development orients itself, thus complicating land use decisions for this location.

Two subareas can be identified, different in the quality of access.

Subarea (3a): This subarea contains a church and a few single family homes. This tract has the ability to provide access on Pemberton Hill Road (a major residential residential street), the C. F. Hawn Freeway frontage road, and Sarah Lee Drive (a minor residential street). Both Sarah Lee Drive and Pemberton Hill Road are two-way streets while the Hawn frontage road is a one-way southbound street.

LAND USE RECOMMENDATIONS

MAP 8



LEGEND

- 1. Commercial Service (CS)
- 2. Community Retail (CR)
- 3a. Townhouse (TH-3)
- b. Townhouse (TH-3)
- 4a. Light Industrial (LI)
- b. Regional Retail (RR)
- c. Community Retail (CR)
- 5. Single Family Res. (R-7.5)
- 6a. Light Industrial (LI)
- b. Light Industrial (LI)
- c. Light Industrial (LI)



Subarea (3b): This subarea is vacant except for a paving contractor's storage yard fronting on C. F. Hawn Freeway. The tract has access onto the Hawn frontage road (one-way major street) and Sarah Lee Drive (two-direction minor street). Regardless of the type of development which may occur, development of this subarea will place additional traffic on Sarah Lee Drive. Vehicles will travel west on Sarah Lee Drive, north on Pemberton Hill Road, and east on Lake June Road across the freeway to return to northbound C. F. Hawn Freeway because it is the shortest, quickest route.

Subareas (3a) and (3b) should develop with very similar land uses both in type and density. By developing each subarea to similar intensity, access to Sarah Lee Drive can be controlled along its entire northern side. Currently, Subarea (3b), which fronts on C. F. Hawn Freeway frontage road and Sarah Lee Drive, is zoned to allow not only commercial land uses such as auto repair and auto sales facilities, but also apartments.

Current Zoning: Residential (R-7.5), Heavy Commercial (HC-D-1), Light Commercial (LC-D-1), Townhouse (TH-1)

Recommendation: Allow Subarea (3a) and (3b) to develop with townhouse-type residential land uses up to a density of 12 dwelling units per acre.

Transition Zoning: Townhouse (TH-3(A))

Subarea (3b) could be considered to develop, with moderate intensity apartment land uses, up to 30 dwelling units an acre if developed under a Planned Development District and the following guidelines are followed at a minimum:

1. A landscape screening should be provided along Sarah Lee Drive to buffer the new development from the existing residential community to the south of Sarah Lee Drive.
2. Access for the development should be secured off of the C. F. Hawn frontage road and, if possible, Lake June

Road.

3. Amenities are provided which will benefit the neighborhood.

Area 4: This area currently contains regional-serving commercial land uses which front on both sides of C. F. Hawn Freeway.

In Subarea (4a), along the northbound frontage road, the dominant land uses are auto repair and vehicle fleet storage. Because its street system is closed off from nearby residential areas by the railroad running behind it, Subarea (4a) can support more intense development. Although Subarea (4a)'s land uses generate some impacts, the Census Tract residential neighborhood is buffered from these impacts by the freeway. The land use pattern in Subarea (4a) should be consistent with its existing industrial zoning to eventually provide additional employment opportunities for nearby residential areas.

Along the southbound frontage road, auto sales businesses are the predominant land uses. In Subarea (4b) the existing development, as well as the type of development which could be built under existing zoning along this southbound frontage road, creates traffic which intrudes into the single family neighborhood west of this area. If this area develops with high intensity land uses, it will continue to disrupt the adjacent residential area. A reduction in zoning at this location, which would still permit the existing land uses, will encourage development which is more supportive of the adjacent residential area.

In Subarea (4c), the vacant drive-in theater and the church exist separately on large tracts of land. A new police substation is scheduled to be built at the intersection of the southbound Hawn frontage road and Jim Miller Road. If these properties redevelop under the intensity their existing zoning permits, new development in this area could adversely impact the adjacent single family neighborhood.

Current Zoning: Industrial (I-2-D-1), Heavy Commercial

(HC-D-1), Light Commercial (LC-D-1)

Recommendation: Allow Subarea (4a) to develop with heavy industrial, office and commercial land uses. This is designed to be located in areas appropriate for industrial development which should not be adjacent to residential communities. Limit the development intensity in Subarea (4b) to provide for the development of regional-serving retail, personal service, and office land uses. Limit the development intensity in Subarea (4c) to provide for the development of community-serving retail, personal service, and office land uses at a scale and intensity compatible with residential communities.

Transition Zoning: (4a) Industrial Manufacturing (IM - D-1), (4b) Regional Retail (RR - D - 1), (4c) Community Retail (CR - D - 1)

Area 5: This area constitutes the existing residential neighborhood of Census Tract 93.03. This area contains single family homes on 7,500 square foot lots.

Current Zoning: Residential (R-7.5), Neighborhood Service (NS-D-1) and (NS-D)

Recommendation: Allow this area to continue to develop as low density single family residential uses consistent with the existing zoning in this area. Housing and Neighborhood Services should increase their code enforcement efforts in this area to help stabilize the residential character of this area.

Transition Zoning: Residential (R-7.5(A)), Neighborhood Service (NS(A)-D-1) and (NS(A)-D)

Area 6: This area contains a sizeable vacant yet developable tract of land west of Pemberton Hill Road. Surrounding this area are large, undevelopable flood plain land reserves. This area has the potential for providing a large number of jobs for the residents of the study area. Four subareas have been identified in this location.

Subarea (6a): This subarea lies west of Sarah Lee Drive's intersection with Pemberton Hill road. This subarea has fairly poor drainage characteristics and is zoned for both single family residential and industrial development.

Subarea (6b): This subarea is located west of Pemberton Hill Road across from the residential area between Jeane Street and Elam Road. It is zoned for intense industrial development.

Subarea (6c): This subarea occupies the southwest corner of Pemberton Hill and Elam Roads. Lots within this subarea have rather shallow depths from these streets and are zoned for single family homes.

Subarea (6d): This subarea is at the northwest corner of Pemberton Hill Road and Loop 12. This area once contained the site of a quick-shop grocery, but now contains a church-related institutional use. This tract is currently zoned commercial, but would require a lot of dirt fill to raise the area out of the flood plain and to maximize the developability of its land area.

A central aim of this study has been to separate the access between business and residential land uses as much as possible. Area 6 gives an example as to why this is important. If Area 6 develops in the near future, its traffic will have to share Pemberton Hill Road with the residential area on the east side of this street. In addition, the largest tract of land in Subarea (6b) is currently zoned for intensive industrial development. Its development will require improvements for minimizing noise or visual problems to the existing residential community. Intense development would not be permitted unless the project had its own major street for access.

To allow Subareas (6a) and (6c) to develop with residential uses would surround high intensity industrial development with low density single family residential development on three sides. This possibility could increase the point of friction be-

tween industrial and single family uses. In the long term, if any flood plain area is reclaimed and a new street is not built to connect C. F. Hawn Freeway and Loop 12, there would be no way to keep separate the residential and industrial traffic flows.

Current Zoning: Industrial (I-2-D-1), Heavy Commercial (HC-D-1), Residential (R-7.5)

Recommendation: Allow Area 6 to develop to provide for light industrial land uses, with support office and commercial uses except for area 6(a) which should remain residential for the near future. Light industrial zoning is designed to be located in areas appropriate for industrial development which may be adjacent to residential communities. In the future, as pressures mount for industrial development in Area 6(a), light industrial zoning would be appropriate.

Transition Zoning: Light Industrial (LI - D - 1), Residential (R-7.5 (A))

Consideration could be given to higher intensity industrial development in all of Area 6 if specific development guidelines are adhered to:

Future Zoning: Industrial Manufacturing (IM) if:

1. A separate circulation system from the residential neighborhood is provided, including a street connection from C. F. Hawn Freeway to Loop 12. (See Map 6.)

2. Development is oriented internally with this entire tract rearing on Pemberton Hill Road.

3. Screening, landscaping and/or buffering measures are provided to minimize the visual, noise or other negative impacts on the adjacent residential area across Pemberton Hill Road.

Remaining areas: The remaining areas are mostly flood plain lands. There is little that could be done in these areas

without very expensive filling. This area should therefore be treated as open space until filling could be done.

Current Zoning: Industrial (I-3-D-1), Agriculture (A)

Recommendation: The entire area will take time to develop. The major portion of this area should remain agricultural until proper filling occurs. Consideration could be given to industrial development if the specific development guidelines outlined under Area 6 are followed. The I-3-D-1 district should remain industrially zoned.

Transition Zoning: Agricultural A(A), Light Industrial (LI - D - 1)

Transportation Recommendations

The Census Tract 93.03 Land Use Study area is served by an extensive transportation system. However, a number of potential problems have been documented with the existing and planned system. The following are recommendations for improvements to the transportation system which should be further assessed by the Department of Transportation.

1. The Department of Transportation has developed Neighborhood Traffic Management Program Guidelines to address disruptive traffic flows through neighborhoods. This program outlines a process through which neighborhoods can petition the Department of Transportation to initiate studies. It also outlines procedures for neighborhoods to obtain traffic control devices such as:

↔

Installing traffic diverters, such as street closures and culs-de-sac to limit access into the neighborhood.

↔

Creating one-way streets with "Do not enter" signs along major thoroughfares.

↔

Controlling traffic flows through stop signs, turn prohibitions, and special speed limit signs.

Recommendation: The community should petition the Department of Transportation to undertake a Neighborhood Traffic Management study to determine traffic control measures that can be implemented to mitigate the impacts of traffic through neighborhoods. Such a program should address the potential for through traffic intrusion from traffic along the Hawn Freeway frontage road into the neighborhood.

2. The current thoroughfare plan calls for Industrial Boulevard to be extended from White Rock Creek to Loop 12 and an extension of Lake June Road from C.F. Hawn Freeway to the Industrial Boulevard extension.

Recommendation: The Department of Transportation should amend the thoroughfare plan during the updating process, to include a new thoroughfare alignment of Lake June to extend from C.F. Hawn Freeway to Loop 12. This will provide service to any new development occurring west of Pemberton Hill Road, as well as routing any traffic from such development away from the residential areas.

3. Pemberton Hill Road is a major north-south road through the study area. If the area west of Pemberton Hill Road develops, this road would serve the additional traffic generated by new development. In addition, Pemberton Hill Road forms a physical boundary between the existing residential neighborhoods to the east and the industrial land to the west.

Recommendation: When the land west of Pemberton Hill Road develops, Pemberton Hill Road should be reconstructed to the secondary thoroughfare standard.

Public Facilities Recommendations

1. According to the Department of Parks and Recreation's Long-range Physical Development Plan for Parks and Recreation Facilities, there is currently a deficiency in park facilities

with the exception of recreation centers. The community also feels that there is a need for a neighborhood park in the area.

Recommendation: The Department of Parks and Recreation should assess the possibility of locating a neighborhood park within Census Tract 93.03. One possible location is in an area north of Jeane Street and east of Pemberton Hill Road. This area is currently an undeveloped section of the residential subdivision. A second location is in an area north of Sarah Lee Drive. This area is currently wooded and rolling and would not only serve the single family development south of Sarah Lee Drive but also any future residential development north of Sarah Lee Drive. Land for the park could be set aside if area 3b redevelops under a Planned Development District. In addition, the Department of Parks and Recreation should work with DISD in the possible shared use of E.B. Comstock School as a park facility during non-school hours.

2. According to the Natural Open Space Plan, the Trinity River floodplain should be acquired to promote a natural greenbelt and open space in southern Dallas.

Recommendation: Acquire the Trinity River floodplain as a greenbelt, as proposed in the Natural Open Space Plan. Such acquisition could occur during the replatting of the area west of Pemberton Hill Road as it develops.

V. IMPLEMENTATION STRATEGY

This study is an analysis of the existing and projected conditions in the Census Tract 93.03 study area. Based upon this analysis and the designation of the area as a Target Neighborhood, recommendations for appropriate land uses were developed. The next step to ensure that appropriate actions occur is to develop an implementation strategy to encourage activities

related to the recommendations of the study.

The following is a list of implementation actions to be undertaken following the adoption of this plan by the City Council. Upon adoption of the study by the City Council, the City Manager will:

1. Direct the Department of Planning and Development to:

- ↔ Consider the recommendations of the study in all zoning change requests which occur in the study area.
- ↔ Begin processing the rezoning of the study area to be consistent with the recommendations of the study and Chapter 51A Part 2 of the Development Code.

2. Direct the Department of Housing and Neighborhood Services to:

- ↔ Pursue the implementation of additional code enforcement activities in the study area.
- ↔ Pursue the implementation of a Compliance Assistance Strategy in the study area.
- ↔ Pursue developing a program to enforce building code standards where property is owned by an absentee land lord.

3. Direct the Department of Transportation to:

- ↔ Work with the study area community in developing a Neighborhood Traffic Management Program.
- ↔ Assess the alternative alignment of a C.F. Hawn Freeway-Loop 12 connector as proposed in the study.

4. Direct the Department of Parks and Recreation to:

- ↔ Work with DISD in pursuing the shared use of community school facilities in the study area for neighborhood recreational activities.
- ↔ Assess the location of a neighborhood park in the study area.

Glossary

The following word definitions provide an understanding of some of the terminology used in the study.

Density - The relationship between the amount of development and buildable land area.

Intensity - The measure of development in terms of the external effects it generates, such as traffic, noise, etc.

Zoning - The development rules, such as height, density and the type of land uses permitted, applied to a parcel of land based on its fitness for development. Different zoning districts permit different land uses, or the same land use developed to different intensities.

Local Scale - Land uses that serve a local neighborhood and which are developed with physical characteristics similar to single family homes, neighborhood stores, schools, etc.

Regional Scale - Land uses that primarily serve a region broader than the local neighborhood and are generally developed at a greater intensity than local serving uses.

Screening - Erecting a structure or vegetation that provides a visual barrier between land uses or a use and a street.

Buffering - Placing greater distance between land uses. This may be done either with undeveloped land planted with vegetation or with land developed with a use of a transitional intensity.