OAK LAWN PLAN Oak Lawn Forum Report



October 1983

OAK LAWN PLAN

The Board of Directors of the Oak Lawn Forum respectfully submits the Oak Lawn Plan for review and approval by the City of Dallas to become the plan to guide the future of the Oak Lawn Community.

October 27, 1983

This plan is the result of the work accomplished by the 1982-1983 Oak Lawn Forum Board of Directors and its Implementation Committee, as well as the work undertaken by the 1983-1984 Oak Lawn Forum Board of Directors and its Technical Committee.

This plan is based on the Oak Lawn Forum Study and remains consistant with the goals and spirit of that study. Further, after additional and extensive work by the Oak Lawn Forum, these final recommendations incorporate clarifications and refinements as well as additional planning considerations and technical details.

It is not intended that the goals, criteria and recommendations of this plan be regarded as necessarily applicable to, or a precedent for, other areas of the city. Therefore, we present this plan as an <u>Overlay</u> <u>District</u> that is tailored to the unique character, needs and vision of Oak Lawn.

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OAK LAWN PLAN

Oak Lawn Forum

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OAK LAWN PLAN

I. INTRODUCTION

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A. BACKGROUND

Oak Lawn is a highly complex community. Residents from the full spectrum of income groups, small independent businessmen, large corporations, and real estate development companies all constitute important interests in the area.

For purposes of this plan Oak Lawn is defined as the area bounded by Woodall Rodgers Freeway, Harry Hines Boulevard, Inwood Road, the town of Highland Park, and Central Expressway.

Because Oak Lawn is on the northern edge of the Central Business District and is traversed by a number of major arterials which service the growing suburban communities of North Dallas, it is subject to extreme conflicting pressures. The community is highly attractive as an older residential area with a wide mixture of housing types. It provides a number of unique small scale shopping and restaurant areas. It is a desirable location for new, medium and high density office development. With rapidly escalating land values and the healthy economic climate in Dallas, these uses have increasingly come into conflict.

In the spring of 1982, the Oak Lawn Forum was formed with a wide representation from the competing interest groups in the community. Neighborhood residents, businesmen, and developers agreed to work together to identify problems, achieve a consensus, and to plan Oak Lawn, with the assistance of a professional consultant and City staff, in a way which recognizes and accommodates the legitimate interests of all.

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The first point of consensus within the Oak Lawn Forum was to recognize the existing zoning density as a base from which to work towards resolution of problems and achievement of objectives. The Oak Lawn Forum specifically agreed to seek no back-zoning and to provide for increased density only as a bonus for the inclusion of residential in mixed use projects in commercial zones.

The second point of consensus was the recognition that because Oak Lawn is a unique area, with special characteristics, a special set of requirements should direct its future development and redevelopment. Therefore, all recommendations herein are offered as specific to Oak Lawn and within the context of an <u>Overlay</u> <u>District</u>.

The Phase One work identified a wide range of issues and problems in Oak Lawn. These issues included environmental problems such as the disruptive effects of aircraft noise from Love Field, social problems of the loss of existing low income housing, concern about high crime levels in some areas, problems of heavy traffic, loss of privacy, view, natural light and quiet residential environments due to adjacent highrise commercial redevelopment, and erosion of the small scale and pedestrian character of Oak Lawn's special retail districts. Consensus was achieved on the identification of key issues and objectives.

The Phase One report was accepted by the Oak Lawn Forum Board of Directors in January, 1983.

In Phase Two, it was determined by the Oak Lawn Forum that it was necessary to focus the Forum's efforts more narrowly on those major issues which the City and the Oak Lawn Forum together could successfully resolve and address by recommendations.

The aircraft noise issue, which is a particularly difficult one, was not addressed in the second phase of the work; however, the Oak Lawn Forum provided support and encouragement for a renewed

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process of consultation between residents of Oak Lawn, Love Field airport administration, the airlines, and the North Dallas Chamber of Commerce.

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The major issues which were the focus of the work during Phase Two of the study were:

- The need to provide stability for residential neighborhoods with measures which protect local streets from heavy through traffic, and with changes to the zoning ordinance which create a more appropriate transition between residential and commercial areas.
- The need to upgrade and improve multifamily residential areas with measures in addition to the above, which provide an improved quality of multifamily development, landscaping requirements and location of parking.
- 3. The need to protect and improve Oak Lawn's unique and attractive retail areas. These will include measures which amend the zoning ordinance to encourage redevelopment, but change the development form to produce continuous grade related retail uses, an attractive pedestrian environment at street level, a scale of building appropriate to the character of a retail street, and incentives for mixed use development in commercial zones which will include housing.
- 4. The need to improve standards for commercial development with measures which relax the current stringent setback regulations and allow limited retail at grade, require a high quality of street related landscaping, discourage above grade open parking structures, and discourage inappropriate building materials.
- 5. The need to resolve a range of parking issues including a reduction in overall parking requirements in some new development, improvements of the aesthetic quality of parking

areas, and methods to encourage shared off-site parking in special retail districts.

 The need to accommodate transportation objectives for the movement of projected traffic volumes, without compromising the character and pedestrian environment of streets throughout Oak Lawn.

The proposed land use plan which was developed in the first phase of the study as an overall planning framework for Oak Lawn was used as the basis for the detailed planning in the second phase.

It should be noted that the new medium density housing areas which were proposed in the first phase of the study (MF2.5, with an approximate density of 2.5 times the area of the lot) have been deleted in the second phase of the study.

Following a study of this new housing type, the additional traffic generation was determined to be unacceptable on Oak Lawn streets, where projected traffic volumes already exceed existing capacity. Thus, these housing areas have been left in the lower density housing form (MF2) which has been built successfully throughout Oak Lawn. It was further determined by the Oak Lawn Forum that the need for higher density housing could be met within the existing MF3, GR, LC, O2 & HC zones.

B. ISSUES AND GOALS

During Phase Two of the Oak Lawn Study, a series of major issues were identified which are directly related to the future redevelopment of the communtiy. These issues were the subject of analysis and became the basis for the goals of the Oak Lawn Forum.

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These general goals are:

- Stabilization of all residential neighborhoods;
- Upgrading and improvement of multifamily residential areas;
- Protection and improvement of existing special retail districts;
- Improvement of standards for all commercial development;
- Change in parking requirements and improvement of parking sites and buildings;
- Development of a transportation plan which meets the unique needs of Oak Lawn and encourages alternatives to the automobile.

II OBJECTIVES

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Based on an extensive and thorough analysis of the issues confronting Oak Lawn and its future, the following <u>objectives</u> were established by the Oak Lawn Forum:

A. TO STABILIZE ALL RESIDENTIAL NEIGHBORHOODS

Many of Dak Lawn's existing residential areas are attractive low and medium density neighborhoods which offer a wide range of choice of housing for a variety of life styles and income groups.

The objectives of the Oak Lawn Forum with regard to residential neighborhoods are:

A-1. To protect both the quality and stability of residential areas in Oak Lawn because of their vital role in the area as a whole;

- A-2. To specifically protect residential development from heavy volumes of through-traffic, spillover parking from adjacent commercial development, and from the loss of natural light, view, and privacy due to the development of adjacent commercial properties.
 - B. TO UPGRADE AND STABILIZE MULTIFAMILY RESIDENTIAL AREAS

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There are a number of important areas of housing in Oak Lawn in which an unattractive environment has been created as a result of lack of green space and landscaping, poorly maintained residential properties, heavy through-traffic, and the scale and use of adjacent commercial development.

The objectives of the Dak Lawn Forum with regard to these multifamily areas are:

- B-1. To encourage new infill residential development in a more attractive form;
- B-2. To improve the landscaping and physical character of the area;
- B-3. To protect these areas from heavy through-traffic, parking, and loss of natural light, view, and privacy due to development of adjacent commercial properties;
- B-4. To permit small increments of specialized retail and office development in appropriate residential areas.
- C. TO PROTECT AND IMPROVE SPECIAL RETAIL DISTRICTS

Oak Lawn has a number of highly attractive, small scale retail districts. These include Knox Street, McKinney Avenue, Oak Lawn Avenue, Cedar Springs, and Maple Avenue. It has been widely recognized that these retail districts should be preserved and improved as the area redevelops.

The objectives of the Oak Lawn Forum with regard to these retail districts are:

- C-1. To create distinctive areas in which people want to live, shop, dine, relax, and seek entertainment;
- C-2. To provide special and unique retail districts which appeal to residents and visitors;
- C-3. To ensure that Oak Lawn's retail districts are well served by off-street parking which does not intrude on adjacent residential areas or on the pedestrian character of shopping streets;
- C-4. To ensure continuous retail use at grade on shopping streets with a building form which maintains a human scale at street level;
- C-5. To provide an attractive, well-landscaped and distinctive pedestrian environment in Oak Lawn's special retail districts.

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D. TO IMPROVE STANDARDS FOR COMMERCIAL DEVELOPMENT

Oak Lawn is an increasingly attractive location for office, retail, and restaurant development. Office development has tended to locate along Turtle Creek Corridor and is now beginning to develop in scattered locations on major streets and in the Central Expressway Corridor. This type of development provides the opportunity for Oak Lawn residents to live and work within their own neighborhoods, and, if well designed, can add to the overall amenity of the area. The objectives of the Oak Lawn Forum with regard to improvement of standards for commercial development are:

- D-1. To ensure that commercial development uses materials which are appropriate to their context;
- D-2. To protect the trees and greenery which give character to Oak Lawn and to ensure that commercial development contributes to the landscaped character of the area;
- D-3. To ensure that parking to serve commercial development is not an intrusion in appearance or scale on surrounding development;
- D-4. To relax current stringent setback regulations;
- D-5. To allow limited retail at grade;
- D-6. To discourage above grade open parking structures.
- E. TO IMPROVE STANDARDS FOR AND PHYSICAL APPEARANCE OF PARKING

Parking has also been identified as an important issue in Oak Lawn. From the perspective of residents, spillover parking from nearby commercial development can present a problem on residential streets. From the perspective of the development industry, parking standards are felt to be too high for an inner city area which is well served by public transit and in which land is becoming increasingly expensive. The Oak Lawn Forum achieved a consensus that surface parking and large parking structures detract from the attractiveness of the area as a whole.

The objectives of the Oak Lawn Forum with regard to parking are:

E-1. To achieve an overall reduction in parking standards for office, retail, and multi-family residential uses;

- E-2. To provide an acceptable method by which mixed use projects may reduce overall parking requirements in recognition of the ability to share parking spaces between uses whose peak demands do not occur at the same time;
- E-3. To provide acceptable criteria for parking districts in Oak Lawn which can provide shared off-site parking for commercial development without unacceptable intrusion in adjacent residential areas;
- E-4. To encourage the development of independent private or public shared parking which can satisfy parking requirements in special retail districts by removing the current prohibition against paid parking in Oak Lawn;
- E-5. To discourage at grade and above grade parking;
- E-6. To screen at grade and above grade parking where it exists;
- E-7. To encourage below grade parking.
- F. TO PROVIDE TRANSPORTATION WITHIN THE EXISTING CHARACTER OF STREETS

Transportation has been a critical issue in Oak Lawn and has received careful and thorough analysis by the Oak Lawn Forum with the assistance and cooperation of City staff.

The objectives of the Oak Lawn Forum with regard to transportation are:

- F-1. To ensure that planning for the transportation needs of Oak Lawn is primarily directed at moving people, not vehicles;
- F-2. To create an attractive pedestrian environment and to ensure stable, viable residential neighborhoods;

- F-3. To ensure that Oak Lawn is not required to handle significantly greater volumes of city-wide traffic;
- F-4. To encourage efficient and attractive methods of both public and private transit in Oak Lawn, and to provide both internal service and service which links to other areas of the City;
- F-5. To basically preserve Oak Lawn's streets in their present configuration, pavement width, and right-of-way;
- F-6. To ensure that Oak Lawn's special retail streets encourage safe pedestrian movement along the sidewalks and at street crossings;
- F-7. To recognize that Oak Lawn may be required to tolerate a higher level of traffic congestion and slower speeds in order to ensure both safe traffic movement and the achievement of other important objectives of the community;
- F-8. To develop a traffic systems management plan which incorporates some elements of the present Thoroughfare Plan and is designed to achieve the dual objectives of essential increased traffic movement capacity while ensuring the continuity and improvement of the unique character of Oak Lawn's streets.

III RECOMMENDATIONS

A. ZONING

Introduction

A detailed review of the development regulations contained in the Dallas Zoning Ordinance was undertaken in order to recommend changes which will accomplish the objectives of the Dak Lawn Forum.

The Dallas Zoning Ordinance currently applies without differentiation to suburban and inner city areas alike. The form of development which is encouraged by the present ordinance is modeled on a suburban ideal of tall, isolated buildings surrounded by open space which is landscaped or provides surface parking.

In order to encourage a more urban building form which creates an attractive environment for pedestians at street level, encourages continuous retail uses along the street in special retail districts, hides parking and helps to stabilize residential neighborhoods, it is essential that the zoning ordinance be modified for Oak Lawn.

The principles upon which the recommended zoning modifications are made are:

- Currently permitted densities are the basis for all recommendations. Neither upzoning nor backzoning is recommended, except for residential bonuses in commercially zoned property.
- 2) The form of development will be altered to create:
 - a) Building types and floor sizes which are efficient and marketable;
 - b) An acceptable standard of natural light, view, and privacy for residential uses which are adjacent to commercial development;
 - c) A scale of development which is appropriate to the predominantly low and medium-rise residential character of Oak Lawn;
 - d) Good shopping streets with continuous retail use at grade.

- Density bonuses will be used to provide an incentive for mixed use in commercially zoned developments which include a significant component of housing.
- 4) Some highway related uses which are suburban in character and create traffic congestion problems on inner city streets will no longer be permitted.
- Landscape plans will be required for development and redevelopment.

1. RESIDENTIAL ZONING

The major issues which were the focus of work in residential zoning were the following:

- The need to provide stability for residential neighborhoods with measures which protect local streets from heavy through-traffic, and with changes to the zoning ordinance which create a more appropriate transition between residential and commercial areas.
- 2) The need to upgrade and improve multi-family residential areas with measures in addition to the above which provide an improved quality of multi-family development with attention to improved landscaping, discouragement of front yard parking, and added variation in the form of the development.

Therefore, the two major goals for residential zoning recommendations are:

- a) To stabilize all residential neighborhoods in Oak Lawn;
- b) To upgrade and improve multi-family residential areas.

a. R-7.5, D, TH, AND MF1 ZONING

(Single Family, Duplex, Townhouse, Multi-Family 1)

The Oak Lawn Forum recommends the following changes for the R-7.5, Duplex, Townhouse and MF1 zones.

- 1) The landscape requirements for MF1 are the same as for MF2;
- Landscape plans are required for all development and redevelopment in MF1;
- R-7.5, D, and MF1 may build on property line where adjacent to commercial zones;
- 4) All other requirements remain as in current zoning.

b. MF2 ZONING (Multi-Family 2)

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1) Front Yard Setback

The required front yard setback is 15 feet from the property line. The front yard setback may be broken, provided an area of the lot equivalent in size to that which would exist with the required setback is provided in front of the building. Sun screening devices such as trellises, canopies, and eaves may project into all the required yard setbacks, over the windows on the upper levels, and over the patio on the ground, if open on three sides.

If there is no curb cut, garage doors, or parking or drive to the unit in front, a solid privacy fence may be built on the front property line to a maximum height of 7 feet, measured from the grade of the public sidewalk. A privacy fence may be built on the front property line to a maximum of 9 feet, provided an area equivalent in size to the difference between 7 feet and the maximum height of the fence is open and allows light and visibility through the fence. A front privacy fence must be a minimum of 10 feet back from the street curb line.

2) Side and Rear Yard Setbacks

The required side and rear yard setback is ten feet from the property line for walls which contain openings. Walls without openings may be built on the side property line, provided the permission of the adjacent property owner is obtained. Walls without openings may be built on the rear property line, provided that the adjoining property is in a nonresidential zone. Sunscreening devices such as trellises, canopies and eaves may project into all the required yard setbacks, over the windows on the upper levels, and over the patio on the ground, if open on three sides.

Height and Bulk Regulations

There are no changes to the height and bulk regulations in the MF2 zoning ordinance.

4) Parking

All surface parking must be screened from the street and from adjacent residential property by a wall and/or planting with a minimum height of 3 1/2 feet.

5) Parking Requirement

The minimum parking requirement for MF2 is to be 1.6 spaces per units.

6) Permitted Uses

As in present ordinance.

7) Permitted Floor Area Ratio

As in present ordinance.

8) Landscaping Requirements

A landscape plan must be submitted as part of the normal development approval process.

A minimum of 50% of the front yard setback area must be landscaped open space, one-half of which (25% of the total) may be permeable paved surface.

Street trees must be planted at maximum 25-foot centers within the first five feet between the curb line and the sidewalk, with drainage and an irrigation system and sufficient permeable area for the survival of the trees. A minimum of 20% of the public area between the curb line and the front property line must be landscaped and irrigated (including the street trees).

A minimum of 20% of the site must be landscaped open space. Landscaped open space means open unobstructed space suitable for the growth of vegetation and includes any paved walkway, ornamental pools or swimming pools. Not included are any driveways, ramps, parking areas, or paved courts for games. All landscaped open space must be provided with an automatic sprinkler system.

A site and landscape plan must be submitted to the Building Inspector for development/permit approval on all projects and a permanent Certificate of Occupany will not be issued until landscape installation, meeting minimum specified standards, is complete. A temporary Certificate of Occupancy may be issued pending completion of the landscape plantings (not to exceed six months for date of issuance).

c. MF3 ZONING (Multi-Family 3)

1) Front Yard Setback

The required front yard setback is 15 feet from the property line. The front yard setback may be broken provided an area of the lot, equivalent in size to that which would exist with the required setback, is provided in front of the building.

If there is no curb cut, garage doors, or parking or drive to the unit in front, a solid privacy fence may be built on the front property line to a maximum height of seven feet, measured from the grade of the public sidewalk. A privacy fence may be built on the front property line to a maximum of nine feet, provided an area equivalent in size to the difference between seven feet and the maximum height of the fence is open and allows light and visibility through the fence. A front privacy fence must be a minimum of ten feet back from the street curb line.

Side and Rear Yard Setbacks

The required side yard setback is 10 feet (as in the present ordinance). The required rear yard setback is 25 feet (also as in the present ordinance).

Walls without openings may be built on a side or rear property line, provided the adjoining property is in a nonresidential zone.

3) Height and Bulk Regulations

There are no changes to the height and bulk regulations in the present MF3 zoning ordinance.

4) Parking

Above grade parking must be concealed within the building with facade similar to the main structure and of comparable quality.

All surface parking must be screened from the street by a wall, planting, or both, to a minimum height of 3 1/2 feet.

5) Parking Requirement

The minimum parking requirement for MF3 is to be 1.6 spaces per unit.

6) Permitted Uses

Limited small retail uses may be permitted at grade in the Sale Street area and State Thomas detailed in the Special Zones Section of this report.

7) Permitted Floor Area Ratio

As in present ordinance.

8) Landscaping Requirements

A landscape plan must be submitted as part of the normal development approval process.

A minimum of 50% of the front yard setback area must be landscaped open space, one-half (25% of the total) of which may be permeable paved surface.

Street trees must be planted at maximum 25-foot centers within the first five feet between the curb line and the sidewalk, with drainage and an irrigation system and sufficient permeable area for the survival of the trees. A minimum of 20% of the public area betwen the curb line and the front property line must be landscaped and irrigated (including the street trees).

A minimum of 30% of the site at grade must be provided as landscaped open space. Landscaped open space means open unobstructed space suitable for the growth of vegetation, and includes any paved walkway, ornamental pools, or swimming pools. Not inlcuded are any driveways, ramps, parking areas, or paved courts for games. All landscaped open space must be provided with an automatic sprinkler system. One-third of 30% can be located above grade on terraced garages, balconies, etc.

A site and landscape plan must be submitted to the Building Inspector for development/permit approval on all projects and a permanent Certificate of Occupancy will not be issued until landscape installation, meeting minimum specified standards, is complete. A temporary Certificate of Occupancy will be issued pending completion of the landscape planting (not to exceed six months for date of issuance).

2. COMMERCIAL ZONING

The major issues which were the focus of work in commercial zoning,were the following:

- 1) The need to protect and improve Oak Lawn's unique and attractive retail areas. These will include measures which amend the zoning ordinance to encourage redevelopment, but change the development form to produce continuous grade related retail uses, an attractive pedestrian environment at street level, a scale of building appropriate to the character of a retail street, and incentives for mixed use development which include housing.
- 2) The need to improve standards for commercial development with measures which relax the current stringent setback regulations and allow limited retail at grade, require a high quality of street related landscaping, discourage above grade open parking structures, and discourage inappropriate building materials.
- 3) The need to resolve a range of parking issues, including a reduction in overall parking requirements in some new development and improvements of the aesthetic quality of parking areas.

Therefore, the major goals for commercial zoning recommendations are:

- a) To protect and improve existing special retail districts.
- b) To improve the standards for all commercial development.
- c) To change the parking requirements and improve parking sites and buildings.

a. 01 ZONING (Office-1)

1) Front Yard Setback

A 20-foot setback of the building must be provided from the front property line and from all streets on which the property has frontage. A minimum of 50% of the front setback area must be planted and landscaped. Trees must be planted on 25-foot centers within the first five feet from the back of the curb.

For site with more than one street frontage, front yard requirements for planting and parking will apply to each street frontage.

2) Side and Rear Yard Setbacks

Side and rear setbacks remain as at present in the Dallas Zoning Ordinance (10 feet). For site with more than one street frontage, front yard requirements for planting and parking will apply to each street frontage. For lots adjacent to residential zones, the buildings must have minimum 10 foot setback and where wall openings exist, a 25-foot setback is required.

Height and Bulk Regulations

Maximum height of any building in an Ol zone is 24 feet. Maximum permitted coverage of the site is 60%.

4) Parking

Above grade parking structures must have a facade of compatible material and comparable quality as the facade of the remainder of the building, with openings not to exceed 50% of facade.

Front yard visitor parking will be permitted, but may not exceed 50% of that area, including driveway.

5) Parking Requirements

Office	2.5 spaces per 1,000 sf gross
Retail	1.0 space per 250 sf gross
Residential	1.6 per unit

6) Permitted Uses

Same as currently permitted.

7) Permitted Floor Area Ratio

Same as currently permitted.

B) Landscaping and Materials

20% of site must be landscaped open space.

Landscape open space may include fountains, plazas and other hardscape/landscape features, but must exclude parking, drives, delivery and service areas.

All surface parking must be screened by walls, landscaping, or a combination of both, to a minimum height of 3 1/2 feet. A minimum of 25% of all paved areas on the site, but not over an underground garage, must be permeable and have on-site drainage acceptable to the City.

A site and landscape plan must be submitted to the Building Inspector for development/permit approval on all projects and a permanent Certificate of Occupancy will not be issued until landscape installation, meeting minimum specified standards, is complete. A Temporary Certificate of Occupancy may be issued pending completion of landscape planting (not to exceed six months for date of issuance).

All landscaped areas must include an automatic sprinkler system.

Trees must be planted at 25 feet on center within the first five feet back of curb line along all streets with acceptable drainage and irrigation systems, maintenance of which is the responsibility of the property owner.

The outside facades of buildings in an Ol zone may not be constructed of mirrored glass.

b. 02 ZONING (Office-2)

1) Front Yard Setback

A 20-foot setback of the building must be provided from the front property line and from all streets on which the property has frontage. A minimum of 50% of the front setback area must be planted and landscaped. Trees must be planted on 25-foot centers within the first five feet from the back of the curb. Where building is adjacent to residential, across a public street, an additional setback is required above 36 feet, of 1/2 the height of the building above 36 feet, to a maximum of 50 feet from the commercial property line.

2) Side and Rear Yard Setbacks

Side and rear setbacks remain as at present in the Dallas Zoning Ordinance (10 feet). For site with more than one street frontage, front yard requirements for planting and parking will apply to each street frontage. For lots adjacent to single family (R-7.5, D) residential zones, the building envelope above 24 feet in height must be contained within an angular plane drawn at 30° from horizontal, measured from the average grade of the residential property line. Buildings 24 feet or less in height and adjacent to R-7.5 or D must have minimum 10-foot setback and where wall openings exist, a 25-foot setback is required. For lots adjacent to multi-family (MF-1&2) or Townhouse (TH) zones, the building envelope must be contained within an angular plane drawn at 45° from horizontal, measured from a point 36 feet above the average grade of the residential property line. In mixed use, the residential portion of the building will be allowed to break the angular plane at 50 feet back from the property line, commercial use may break the angular plane at 85 feet from property line.

Residential buildings and residential portions of mixed-use buildings must be set back a minimum of 25 feet from the side and rear property lines.

Height and Bulk Regulations

Maximum height of any building in an O2 zone is 240 feet. Maximum permitted coverage of the site is 60%.

4) Parking

Above grade parking structures must have a facade of compatible material and comparable quality as the facade of the remainder of the building, with openings not to exceed 50% of facade.

Front yard visitor parking will be permitted, but may not exceed 50% of that area, including driveway.

5) Parking Requirements

Office	2.5 spaces per 1,000 sf gross
Retail	1.0 space per 250 sf gross
Residential	1.6 per unit
Restaurant	As in current ordinance

6) Permitted Uses

Retail use at ground level, not to exceed 50% of gross square feet at that level, may be allowed by Specific Use Permit.

Drive-in banks, which are presently permitted in the O2 zone, will be permitted only by Specific Use Permit.

7) Permitted Floor Area Ratio

For a wholly commercial building 4.0 times the area of the lot For a wholly residential building 4.0 times the area of the lot

For a mixed commercial/ residential building 4.5 times the area of the lot, provided not more than 3.5 is commercial and a minimum of 1.0 is residential*

*Example: a) 2.5 commercial 2.0 residential 4.5 total

b) 3.5 commercial
1.0 residential
4.5 total

8) Landscaping and Materials

20% of site must be landscaped open space.

Landscape open space may include fountains, plazas and other hardscape/landscape features, but must exclude parking, drives, delivery and service areas.

All surface parking must be screened by walls, landscaping, or a combination of both, to a minimum height of 3 1/2 feet. A minimum of 25% of all paved areas on the site, but not over an underground garage, must be permeable and have on-site drainage acceptable to the City. A site and landscape plan must be submitted to the Building Inspector for development/permit approval on all projects and a permanent Certificate of Occupancy will not be issued until landscape installation, meeting minimum specified standards, is complete. A Temporary Certificate of Occupancy may be issued pending completion of landscape planting (not to exceed six months for date of issuance).

All landscaped areas must include an automatic sprinkler system.

Trees must be planted at 25 feet on center within the first five feet back of curb line along all streets with acceptable drainage and irrigation systems, maintenance of which is the responsibility of the property owner.

The outside facades of buildings in an O2 zone may not be constructed of mirrored glass.



c. GR ZONING (General Retail)

1) Front Yard Setback

The front yard setback will be a minimum of 20 feet, measured from the back of the curb of the existing right-of-way. A sidewalk must be provided between the curb line of the existing right-of-way and the face of the building at grade. The sidewalk must have a minimum unobstructed width of 6 feet.

Within the first 5 feet measured from the curb, trees must be planted on 25-foot centers having an acceptable drainage and irrigation system. The required walking surface must be between the trees and the building.

Above a 36-foot height, the front facade of the building must be set back an additional 15 feet. That portion of the building above 36 feet in height will have a minimum setback of 35 feet, measured from the back of the curb of the existing right-of-way.

Canopies, awnings, trellises and related supports may extend to the property line.

Where building is adjacent to residential, across a public street, an additional setback is required above 36 feet, of 1/2 the height of the building above 36 feet, to a maximum of 50 feet from the commercial property line.

Side and Rear Yard Setbacks

For lots adjacent to single family (R-7.5, D) residential zones, the building envelope above 24 feet in height must be contained within an angular plane drawn at 30° from horizontal measured from average grade of the residential property line.
Buildings 24 feet or less in height and adjacent to R-7.5 or D must have maximum 10-foot setbacks, and where wall openings above the first level exist, a 25-foot setback is required.

For site with more than one street frontage, front yard requirements for planting and parking will apply to each street frontage.

For lots adjacent to low-rise, multi-family (MF1, MF2) residential zones, the building envelope must be contained within an angular plane drawn at 45° from the horizontal, measured from a point 36 feet above the average grade of the residential property line. In mixed use, the residential portion of the building will be allowed to break the angular plane at 50 feet back from the property line, commercial use may break the angular plane at 85 feet from property line.

3) Height and Bulk Regulations

Maximum height of any building in a GR zone is 120 feet.

Maximum permitted coverage of the site is 60%.

4) Parking

Parking at grade or within the grade level of the building must be set back a minimum of 60 feet from the front property line of any special retail street* on which the property has frontage.

*Special Retail Streets are: Lemmon Oak Lawn Knox McKinney Cedar Springs Maple**

**Maple Avenue properties, north of Oak Lawn Avenue, may have special parking setback standards as a result of the Revitalization Study.

Above grade parking structures must have a facade of compatible material and comparable quality as the facade of the remainder of the building with openings not to exceed 50% of the facade.

5) Parking Requirements

2.5 spaces per 1,000 sf gross		
1 space per 250 sf gross		
1.6 spaces per unit		
As in currrent ordinance		

6) Permitted Uses

Permitted uses are those permitted currently in the GR zone, with the exception of:

- a) A public golf course
- b) A drive-in bank (by Specific Use Permit only)
- c) A drive-in theater
- d) A drive-in restaurant

7) Permitted Floor Area Ratio

For a wholly commercial building 2.0 times the area of the lot

For a mixed commercial/ residential building

2.5 times the area of the lot, provided that in mixed use buildings, not less than 1.0 FAR is residential, and not more than 1.5 FAR is commercial*

*Example: a) 1.0 commercial 1.5 residential 2.5 total

> b) 1.5 commercial 1.0 residential 2.5 total

8) Landscaping and Materials

All surface parking must be screened by walls, landscaping, or a combination of both, to a minimum height of 3 1/2 feet. A minimum of 25% of all paved areas on the site, but not over an underground garage, must be permeable and have on-site drainage acceptable to the City.

A site and landscape plan must be submitted to the Building Inspector for development/permit approval on all projects and a permanent Certificate of Occupancy will not be issued until landscape installation, meeting minimum specified standards, is complete. A Temporary Certificate of Occupancy may be issued pending completion of landscape planting (not to exceed six months for date of issuance).

All landscaped areas must include an automatic sprinkler system.

The outside facades of buildings in a GR zone may not be constructed of mirrored glass.



d. LC ZONING (Light Commercial)

1) Front Yard Setback

The front yard setback will be a minimum of 20 feet, measured from the back of the curb of the existing right-of-way. A sidewalk must be provided between the street curb line of the existing right-of-way and the face of the building at grade. The sidewalk must have a minimal unobstructed width of 6 feet.

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Within the first 5 feet measured from the curb, trees must be planted on 25-foot centers having an acceptable drainage and irrigation system. The required walking surface must be between the trees and the building.

Above a 36-foot height, the front facade of the building must be set back an additional 15 feet. That portion of the building above 36 feet in height will have a minimum setback of 35 feet, measured from the back of the curb of the existing right-of-way.

Canopies, awnings, trellises and related supports may extend to the property line.

Where property is adjacent to residential and across a public street, an additional setback is required above 36 feet, of 1/2 the height of the building above 36 feet to a maximum of 50 feet from the commercial property line.

2) Side and Rear Yard Setbacks

For lots adjacent to single family (R-7.5, D) residential zones, the building envelope above 24 feet in height must be contained within an angular plane drawn at 30° from horizontal, measured from the average grade of the residential property line. Buildings 24 feet or less in height and adjacent to R-7.5 or D must have minimum 10 foot setback and where wall openings exist, a 25 foot setback is required.

For site with more than one street frontage, front yard requirements for planting and parking will apply to each street frontage.

For lots adjacent to lowrise multi-family (MF1, MF2) and Townhouse (TH) residential zones, the building envelope must be contained within an angular plane drawn at 45° frm horizontal, measured from a point 36 feet above the average grade of the residential property line. In mixed use, the residential portion of the building will be allowed to break the angular plane at 50 feet back from the property line, commercial use may break the angular plane at 85 feet from property line.

Height and Bulk Regulations

Maximum height of any building in the LC zone is 240 feet.

Maximum permitted coverage of the site is 100%.

4) Parking

Parking at grade or within the grade level of the building must be set back a minimum of 60 feet from the front property line of any special retail street* on which the property has frontage.

*Special Retail Streets are: Lemmon Oak Lawn Knox (also Cole and Travis in the Knox Street area) McKinney Cedar Springs Maple** ** Maple Avenue properties, north of Oak Lawn Avenue, may have special parking setback standards as a result of the Revitalization Study.

Above grade parking structures must have a facade of compatible material and comparable quality with the facade of the remainder of the building.

5) Parking Requirement

Office	2.5 spaces per 1,000 sf gross		
Retail	1 space per 250 sf gross		
Residential	1.6 spaces per unit		
Restaurant	As in currrent ordinance		

6) Permitted Uses

Permitted uses are those permitted currently in LC zones, with the exception of:

- a) Outside Commercial amusement
- b) Rodeo
- c) Fairgrounds
- d) Drive-in restaurants
- e) Drive-in bank (by Specific Use Permit)
- f) Automobile or motorcycle display, sales and service (outside display)
- g) Auto body or body rebuilding shop
- h) Machinery sales and service
- i) Monument sales yard

7) Permitted Floor Area Ratio

For a wholly commercial building 4.0 times the area of the lot
For a wholly residential building 4.0 times the area of the lot
For a mixed commercial/ residential building 4.5 times the area of the lot, provided not more than 3.5 is commercial and a minimum of 1.0 is residential*
*Example: a) 2.5 commercial 2.0 residential

b) 3.5 commercial
 1.0 residential
 4.5 total

4.5 total

8) Landscaping and Materials

All surface parking must be screened by walls, landscaping, or a combination of both, to a minimum height of 3 1/2 feet. A minimum of 25% of all paved areas on the site, but not over an underground garage, must be permeable and have on-site drainage acceptable to the City.

A site and landscape plan must be submitted to the Building Inspector for development/permit approval on all projects and a permanent Certificate of Occupancy will not be issued until landscape installation, meeting minimum specified standards, is complete. A Temporary Certificate of Occupancy may be issued pending completion of landscape planting (not to exceed six months for date of issuance). All landscaped areas must include an automatic sprinkler system.

The outside facades of buildings in an LC zone may not be constructed of mirrored glass.

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e. HC ZONING (Heavy Commercial)

1) Front Yard Setback

The front yard setback will be a minimum of 20 feet, measured from the back of the curb of the existing right-of-way. A sidewalk must be provided between the street curb line of the existing right-of-way and the face of the building at grade. The sidewalk must have a minimal unobstructed width of 6 feet.

Within the first 5 feet measured from the curb, trees must be planted on 25-foot centers having an acceptable drainage and irrigation system. The required walking surface must be between the trees and the building.

Above a 36-foot height, the front facade of the building must be set back an additional 15 feet. That portion of the building above 36 feet in height will have a minimum setback of 35 feet, measured from the back of the curb of the existing right-of-way.

Canopies, awnings, trellises and related supports may extend to the property line.

Where property is adjacent to residential and across a public street, an additional setback is required above 36 feet, of 1/2 the height of the building above 36 feet to a maximum of 50 feet from the commercial property line.

2) Side and Rear Yard Setbacks

For lots adjacent to single family (R-7.5, D) residential zones, the building envelope above 24 feet in height must be contained within an angular plane drawn at 30° from horizontal, measured from the average grade of the residential property line. Buildings 24 feet or less in height and adjacent to R-7.5 or D must have minimum 10 foot setback and where wall openings exist, a 25 foot setback is required.

For site with more than one street frontage, front yard requirements for planting and parking will apply to ech street frontage.

For lots adjacent to lowrise multi-family (MF1, MF2) and townhouse (TH) residential zones, the building envelope must be contained within an angular plane drawn at 45° frm horizontal, measured from a point 36 feet above the average grade of the residential property line. In mixed use, the residential portion of the building will be allowed to break the angular plane at 50 feet back from the property line, commercial use may break the angular plane at 85 feet from property line.

Height and Bulk Regulations

Maximum height of any building in the LC zone is 240 feet.

Maximum permitted coverage of the site is 100%.

4) Parking

1.5

Parking at grade or within the grade level of the building must be set back a minimum of 60 feet from the front property line of any special retail street* on which the property has frontage.

*Special Retail Streets are: Lemmon

Oak Lawn Knox (also Cole and Travis in the Knox Street area) McKinney Cedar Springs Maple** ** Maple Avenue properties, north of Oak Lawn Avenue, may have special parking setback standards as a result of the Revitalization Study.

Above grade parking structures must have a facade of compatible material and comparable quality with the facade of the remainder of the building.

5) Parking Requirement

Office	2.5 spaces per 1,000 sf gross		
Retail	1 space per 250 sf gross		
Residential	1.6 spaces per unit		
Restaurant	As in current ordinance		

6) Permitted Uses

Permitted uses are those permitted currently in LC zones, with the exception of:

- a) Outside Commercial amusement
- b) Rodeo
- c) Fairgrounds
- d) Drive-in restaurants
- e) Drive-in bank (by Specific Use Permit)
- g) Automobile or motorcycle display, sales and service (outside display)
- g) Auto body or body rebuilding shop
- h) Machinery sales and service
- i) Monument sales yard

7) Permitted Floor Area Ratio

For a wholly commercial building 4.0 times the area of the lot For a wholly residential building 4.0 times the area of the lot For a mixed commercial/ 4.5 times the area of the

residential building

4.5 times the area of the lot, provided that not more than 3.5 is commercial, and a minimum of 1.0 is residential*

*Example:

a) 2.5 commercial
 2.0 residential
 4.5 total

b) 3.5 commercial
 1.0 residential
 4.5 total

B) Landscaping and Materials

All surface parking must be screened by walls, landscaping, or a combination of both, to a minimum height of 3 1/2 feet. A minimum of 25% of all paved areas on the site, but not over an underground garage, must be permeable and have on-site drainage acceptable to the City.

A site and landscape plan must be submitted to the Building Inspector for development/permit approval on all projects and a permanent Certificate of Occupancy will not be issued until landscape installation, meeting minimum specified standards, is complete. A Temporary Certificate of Occupancy may be issued pending completion of landscape plantings (not to exceed six months for date of issuance). All landscaped areas must include an automatic sprinkler system.

The outside facades of buildings in an HC zone may not be constructed of mirrored glass.



3. SPECIAL ZONES

The major issues which were the focus of the work in Special Zoning were the following:

- a) The need to protect the border and integrity of the residential areas and to allow for some better alternatives in the development of the commercial areas.
- b) The need for special nonresidential uses in some residential areas.

Therefore, the major goals for these special zones are:

- a) To provide flexibility for development in interface areas.;
- b) To provide guidelines and definition for some traditional, but nonconforming, uses in residential areas.

a. INTERFACE BLOCK

Where blocks are divided at the alley line between commercial and residential zones, it is recommended that these blocks be planned as a whole with the following opportunities and requirements:

- 1) The alley may be eliminated.
- The side of the block facing residential must be residential or a combination residential/special use as permitted in Sale Street special zone.

- Residential and commercial areas may have a common wall, provided that it is properly constructed to provide protection from noise, odor, and fire.
- 4) Commercial parking may extend under the residential area.
- Traffic ingress and egress to the commercial areas must be planned and developed to prevent spillover into the adjoining residential area.

b. STATE THOMAS-PD 124

Because State-Thomas, with its existing Victorian building stock, is recognized as one of the unique features and is a part of the special character of Oak Lawn.

To encourage the preservation of the existing structures, the following is recommended for part of (Tract 1) the State-Thomas area: (See State-Thomas Plan for definition of boundaries and uses)

- 1) Historic District Designation;
- Limited office and retail uses confined to the ground floor only;

Duplex use in addition to the single family residential use.

Proposed changes for Low-rise Residential Planned Development Districts:

Where a Planned Development District exists which is primarily residential, but allows small limited retail and office uses, the Forum wishes to protect the residential character of the district from overshadowing by adjacent commercial development. It is recommended that an overlay district be created which will include a 2:1 angular plan requiremnent for nonresidential buildings adjacent to such a Planned Developent District. The overlay district should include the following provisions.

If a building is erected or altered to exceed 36 feet in height and is either adjacent to, or across an adjoining street from, a Planned Development District which has a majority of residential uses with a height limit of 36 feet, the building must have a front, side and rear yard setback, in addition to that normally required, which is equal to twice the height of that portion of the building that exceeds 36 feet. The additional setback applies only to that portion of the nonresidential building which exceeds 36 feet in height.

 Permitted uses shall be limited to (see list in State Thomas plan).

c. PD 9

09 is one of the oldest mixed use areas of Dallas with special charm and value. The Forum wishes to support the concept and character of PD9 as follows:

1.2

a. Residential, single family, and duplex,

b. Office (on ground floor only),

c. Retail: see plan (on ground floor only).

d. SALE STREET

Because of Sale Street's existing special retail uses, it is recognized as one of the unique features and part of the special character of Oak Lawn.

To preserve these uses and allow for expansion to a larger area, the following is recommended for the Sale Street area:

- That the special use area be defined as bordered by both sides of Dickason and Gillespie Streets between Turtle Creek and Dak Lawn, including the connecting streets of Welborn, Hood and Sale;
- That the special use be confined to the ground floor only;
- That permitted uses include:
 - a) Antique shops
 - b) Boutiques
 - c) Bookshops
 - d) Designer Studios
 - e) Artists studios
 - f) Travel Agencies
 - g) Lawyers, and other designated uses to be defined later.
- That permitted uses be limited to 2,000 square feet each.

B. URBAN DESIGN RECOMMENDATIONS

Included in the preceding recommended changes in zoning are a number of requirements which provide for an improved aesthetic quality in Oak Lawn's commercial and residential districts. These are illustrated in the following diagrams as they apply to retail streets and to multi-family residential streets.

Retail Streets

Street Illustrations A, B and C show the urban design treatment of special retail districts such as Knox Street, McKinney and Oak Lawn, where the intent is to create a continuous retail frontage with an attractive sidewalk for pedestrians.

Trees are planted at minimum 25 foot centers within the first five feet between curb and sidewalk. An adequate drainage and irrigation system is to be provided for all street trees.

Canopies, awnings, trellises and related supports may extend to the property line.

Street furniture such as benches, kiosks, street lighting, etc., may be contained within the 20-foot setback area between back of curb and front facade of building as long as a minimum 6-foot wide unobstructed sidewalk is maintained.



Illustration 'A'

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McKinney Avenue at Fairmount, redeveloped with continuous street-related retail at grade, mixed use development at an FAR of 4.0 and 4.5, with required street landscaping.



Illustration 'B'

Oak Lawn Avenue looking west with new infill development, street related retail and landscaping.



Illustration 'C'

Knox Street with new street planting and landscaping, improved sidewalk space.



Illustration 'D'

<u>A Multi-Family Area (MF2)</u> redeveloped with the seven-foot privacy fence and street landscaping.



Illustration 'E'

Lemmon Avenue with existing development, new landscaping and reorganized parking.

Street Section B illustrates the urban design treatment of sections of the street where surface parking occurs. A screen consisting of a wall and/or landscaping to a minimum height of 3 1/2 feet must be used to provide a visual buffer between the parking lot and the sidewalk.

2. Residential Streets

Street Illustration D illustrates the typical condition in which street trees are planted in the first five feet between the curb and the sidewalk, and shows the introduction of a 7-foot high privacy fence or hedge to screen the front gardens of multi-family housing. Street Illustration E shows Lemmon Avenue with existing development, new landscaping, and reorganized parking.

Summary

The recommended zoning ordinance changes and the urban design improvements are intended to strengthen and enhance the attractive quality of the Oak Lawn community. The drawings are conceptual illustrations of some areas of Oak Lawn as they might look if redeveloped in accordance with the recommendations of this report.

C. PARKING RECOMMENDATIONS

A careful review has been undertaken of parking policies and standards in Dallas and in other major North American cities. The intent has been to develop parking policies for Oak Lawn which reflect realistic levels of demand for parking in an inner-city area and which deal with the problems of supplying shared parking to support small-scale retail streets without disrupting adjacent residential areas.

In its proposed parking policies, the Oak lawn Forum has recognized that sufficient parking space must be available to permit successful leasing of office space and to ensure that retail districts are competitive and vital. However, the supply of parking in an inner-city area such as Oak Lawn must also not be so abundant that it leads to a continuing reliance on the private automobile. Further, parking must be provided in forms and locations which do not create unattractive and unsafe streets, and which do not create spillover traffic and parking problems on residential streets.

The proposed parking policies for Oak Lawn attempt to reach a balance between adequate supply and oversupply, to lay the groundwork for a coordinated parking and traffic management system in the area, and to screen cars from view by locating underground, behind commercial or residential uses, or within aesthetically pleasing structures and/or landscaping.

1. Reduction in Overall Parking Requirements

a. Office

The current parking standard for office commercial space in Dallas is 3 per 1,000 square feet gross, or 1 space per 333 square feet.

A reduction to 2.5 spaces per 1,000 square feet of 1 space per 400 square feet is proposed. It is assumed that if the supply of office parking is slightly reduced in future office development, along with the improvements to transit service which are recommended in the following section of this report, greater transit usage for home to work trips will be encouraged.

However, because transit use is presently low in Oak Lawn, it may require more than a small scale reduction in the parking supply to make significant changes in employees' travel patterns. It is suggested that new office developments which benefit from the reduced parking requirement be strongly encouraged to provide incentives for both higher car occupancy and higher transit use among the tenants of the development.

Positive actions, which office tenants in Oak Lawn should undertake, include a transit pass subsidy program and incentives for ride sharing, such as preferred parking rates, conveniently located parking stalls for cars with two or more occupants, and assistance in organizing employee van pools. It is not, however, recommended that the office parking reduction be tied to these incentives, due to the problems of monitoring and enforcement.

b. Retail

The current parking standard for retail commercial space in Dallas is 1 space per 200 square feet. It is proposed that this be reduced to 1 space per 250 square feet.

The Urban Land Institute recently published an updated study (1981), <u>Parking Requirements for Shopping Centers</u>. The study surveyed parking demand at shopping centers of varying sizes, locations and tenant mixes throughout the U.S.A. and Canada. Data was collected during the peak annual shopping periods at Thanksgiving and before Christmas. The overall recommendations of the study are that the required parking for a shopping center of up to 400,000 square feet is 4.0 spaces per 1,000 square feet of gross leasable area. For shopping centers above 400,000 square feet, the requirement rises in a linear progression to 4.5 spaces per 1,000 square feet for centers of 400,000 - 600,000 square feet, and 5.0 spaces per 1,000 square feet for centers above 600,000 square feet.

A full retail development of a continuous 100 foot depth from the street within the special retail districts of Knox, McKinney, Oak Lawn and Cedar Springs produces areas of retail development of the following aproximate sizes:

Knox Street	Central Expressway to MKT	252,800 sq.ft.
Knox Area	LC District on McKinney,	
	Cole, and Travis	340,000 sq.ft.
McKinney	Blackburn to Howell	625,000 sq.ft.
McKinney	Fairmount to Howell	310,000 sq.ft.
Cedar Springs	Knight to Welborn	208,000 sq.ft.
Oak Lawn Ave.	Maple to Cedar Springs	336,000 sq.ft.
Oak Lawn Ave.	Cedar Springs to Blackburn	311,000 sq.ft.
Oak Lawn Ave.	Blackburn to Wycliff	270,000 sq.ft.

It can be seen that the special retail districts in Oak Lawn break naturally into shopping districts which in all but one instance are under 400,000 square feet, even if they are fully developed with continuous retail at grade. On the basis of this scale of retail development and the findings of the U.L.I. study, it is concluded that an overall reduction in the retail parking requirement to 1 space per 250 square feet of gross leasable area can be justified.

c. Residential

The Dallas zoning ordinance presently requires 2 1/2 spaces per unit for multi-family residential development of 36 feet or less in height (2/unit for buildings above 36 feet). It is proposed that the parking requirement for multi-family residential development be reduced to 1.6 spaces per unit.

In 1982, the firm of DeShazo, Starek and Tang, Inc., carried Parking Requirements for out в "Study of Apartment Developments" for a private client. The results of this study were presented to the City of Dallas in support of a reduction in the overall Dallas parking requirement for multi-family development. The study undertook a survey of parking demand at four garden apartments, two highrise condominiums, one garden condominium. and one highrise central area apartment The eight housing developments were located development. throughout Dallas County and included one highrise condominium within Oak Lawn. Each of the developments were surveyed on weekdays and weekends at periods throughout the day and early evening.

All projects showed an oversupply of spaces ranging from a low of 12% to a high of 183% for the Oak Lawn project. The average number of occupied spaces at peak occupancy in the seven projects outside the CBD was 1.20 spaces per unit. The Oak Lawn project was 1.06 spaces per unit. Multi-family parking requirements in Salt Lake City, Denver, Houston (two-bedroom units), and San Antonio are 1.5 spaces per unit.

d. Reduction in the Parking Requirement for Mixed Use Development

It is generally recognized that there is an overlap of parking requirements in mixed use projects. Parking spaces which are used during the day by office employees can also be used in the evening by retail stores, restaurants, and theaters. Currently, the Dallas zoning ordinance requires that for mixed use projects the parking requirement is the sum of the requirement of each individual use, except for large scale projects. In large scale projects the ordinance allows a 10% reduction of the office parking requirement if more than 250,000 square feet are built, a 10% reduction in the hotel requirement for hotes above 250 rooms, and a 50% reduction of the recreation and entertainment requirement where these uses are part of a project with more than 250,000 square feet office or a hotel greater than 250 rooms.

In order to extend the benefits of reduced parking requirements to small and medium sized projects, it is suggested that the calculation of parking requirements for all mixed use projects be based on the peak daily parking demand for the uses in the project.

Example

To illustrate the reduced parking requirement for a mixed use project, a hypothetical development is outlined which contains 50 residential units, 100,000 square feet of office development and 250,000 square feet of retail, of which 3,000 square feet is a restaurant. The peak daily parking demand for each of these uses occurs at different times. Assume that the daily parking demand for each use may be roughly as follows.

		Perce	entage occupancy	6
Use		Morning	Afternoon	Evening
Residential	- tenants	100%	100%	100%
	- visitors		35%	100%
Office		100%	60%	
Retail	- general	20%	100%	100%
	- restaurant	20%	75%	100%

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2. Shared Parking

A common problem in Oak Lawn is the existence of special retail districts in which many individual small owners operate shops and restaurants which generate a considerable parking demand. The requirement that each owner meet his individual parking requirement on his own lot results in large areas of surface parking surrounding each building with the attendant harm to the quality of the environment of the shopping district as a whole. Where older buildings are occupied by shops or restaurants, and cannot physically provide the full parking requirement, a severe problem of spillover parking on adjacent residential streets occurs.

Currently the Dallas zoning ordinance does not permit hourly or daily fees to be charged for parking which is provided to satisfy the parking requirement (outside the CBD). Further, an owner or development must provide his full parking requirement on his own property, and may not rely on public on-street spaces or surplus spaces on adjacent properties to satisfy the parking demand of his project. Consequently there is neither the allowance nor the commercial incentive to develop shared parking facilities which will meet the combined parking demand of a retail district.

a. Paid Parking

In order to encourage the development of parking facilities which can provide for the parking demand generated by a number of small individual retail restaurant and office uses, it is essential that an economic incentive be provided. It is well accepted that a fee is charged for virtually all parking spaces in the Central Business District. In contrast, all suburban parking is free. The inner city areas of Dallas which contain special areas of retail use and office concentrations must recognize that the combination of high land costs and a strong demand for parking create the need for commercial parking which can be made available by lease to provide the required parking. Strict enforcement of parking prohibitions on surrounding residential streets will be a key to making paid parking viable without causing unacceptale spillover in residential districts.

The cumulative ordinance requirement for parking (using the proposed reductions for each use) is compared with the required parking adjusted to meet the peak daily demand for the sample mixed use development.

Sample Development	Gross Parking <u>Requirement</u>		Parking Time of	g Require- F Day
		Morn.	Aft.	Evening
Residential				
50 units -	60	60 (100%)	60 (100%)	60 (100%)
	20		7 (35%)	20 (100%)
Office				
100,000 sf - 2 spaces/	/1000 sf 200	200 (100%)	120 (60%)	-
Retail				
22,000 general - 2 spaces/1,000 sf	88	18 (20%)	88 (100%)	88 (100%)
3,000 restaurant - 10 spaces/1,000 sf	30	6 (20%)	23 (75%)	30 (100%)
TOTAL	398	284	291	198

In this case the peak daily parking demand is 291 spaces, compared with the cumulative requirement of 398. This represents a 27% reduction in the parking requirement for this medium sized mixed use project. 1.1

It is recommended that the City of Dallas undertake a survey of occupancy rates for varied uses across the City in order to establish a basis for calculating the peak daily parking requirement for mixed use projects.

b. Off-Site Parking

It is essenstial in Oak Lawn's special retail districts that each individual retail use need not provide its individual parking requirements on site. Both small scale development and a continuous street frontage of retail use are difficult to achieve where such parking must be provided. The result is the encouragement of large scale assemblies and large developments which are not street related, or small isolated buildings surrounded by surface parking.

The City, recognizing the problem, is currently considering a shared parking provision which has been adopted by the Zoning Ordinance Advisory Committee. The propossed change to the ordinance provides that up to 50% of the parking requirement for a theater, bar, restaurant, church or school may be provided through sharing of parking provided by a bank, office, retail store, professional personal service or custom craft use, and vice versa. Shared parking must be located within 300 feet of the sharing use and must be provided through a parking agreement which is registered on the title of the property. This last provision, while assuring the continued provision of the shared parking, is unfortunately also a major disincentive to the owner or developer of the property. The fact that the shared parking agreement is registered on title places constraints on future devlopment of this property and makes it unlikely that this provision will be widely used.

It has been suggested that a long term lease for shared parking spaces could be an acceptable alternative. Two possible solutions are recommended.

- Off-site parking should be secured by a twenty year lease as an alternative to registering it on title of the property.
- 2) A public parking authority should be established which would build the parking facility, operate it commercially at a profit, and thus assure the long term provision of parking for the area.

c. Location and Design Guidelines: Shared Parking

In Oak Lawn the older retail districts which require shared parking are almost all adjacent to residential neighborhoods. Shared parking facilities which are developed to serve these districts must be located and designed in such a way that they do not create increased volumes of traffic on residential streets, and do not physically intrude on the residential environment. The following guidelines are suggested for the location and design of shared parking facilities:

- Shared facilities must be contained within the existing commercial zone.
- 2) Entrances and exits to parking facilities must be reached via the major retail street or, if located on a side street, provision must be made to protect the adjacent residential district from spillover traffic. The City, in approving a shared parking facility with entrances or exits on a minor residential street, will require that suitable devices such as turning restrictions, pavement narrowing, and street closings be used to discourage traffic entering or exiting from the garage from entering the residential neighborhood.
- 3) Shared parking facilities must meet the setback and landscaping requirements of the commercial zone in which they are located. A parking garage may be built up to within

five feet from the property line adjacent to a residential district provided.

- 4) The wall facing the residential district has no opening.
- 5) The five foot setback is heavily planted with shrubs and trees and has an irrigation system to ensure the continued life of the planting. The portion of the garage which extends up to the five foot setback does not exceed 36 feet in height.
Figure 1 shows in diagrammatic form the possible location for shared parking facilities in a retail district adjacent to residential areas.

Figure 2 is a summary map which shows the special retail areas to which the urban design guidelines apply, and the areas in which shared off-site parking is possible.



Fig. 1

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d. Parking Design

The goal for parking design in Oak Lawn is to hide the automobile. Underground parking is seen as most desirable so that space and grade may be preserved for commercial, residential, pedestrian and recreational activities, which enhance the life of the city, and for landscaping, which will serve to enhance the beauty of the city. Where parking occurs above grade or at grade, it is recommended that it be screened by residential or commercial uses, aesthetically pleasing and compatible building design and/or walls and landscaping.

D. TRANSPORTATION RECOMMENDATIONS

The Oak Lawn Forum has worked closely with City staff to re-examine the Thoroughfare Plan, in light of both the projected traffic volumes for Oak Lawn, and the objectives of the community for a scale and amenity in the public street system which is appropriate to their land use.

It is important to provide a transportation system for Oak Lawn which balances the sometimes conflicting functional demands on the public streets for the movement of traffic through the area, with the creation of an attractive public environment to provide essential support for the land uses along the street. With the exception of Traffic Systems Management elements listed below, streets should remain in present configuration (ROW and pavement widths).

Traffic Systems Management Plan (TSM)

2

A Traffic Systems Management Plan is recommended which incorporates some elements of the present Thoroughfare Plan and is designed to achieve the dual elements of essential increased traffic movement capacity while ensuring the continuity and improvement of the unique character of Oak Lawn's streets.

Criteria for decision-making by the Department of Transportation regarding future developments and redevelopments in Oak Lawn should incorporate the capacity of the Traffic Systems Management as well as the existing street capacities.



The Traffic Systems Management Plan consists of:

- 1) Specific intersection improvements,
- Selective curb realignments,
- 3) Removal of head-in parking in some retail areas,
- Limited major improvements to solve specific traffic capacity problems,
- Extension of the computerized traffic control system (computerized signalization) from the CBD into Oak Lawn on major streets,
- A system of traffic diverters for local residential streets to protect Oak Lawn's neighborhoods from heavy volumes of through traffic,
- Development of a planned pedestrian system throughout Oak Lawn which provides an attractive, safe and convenient pedestrian environment along all major streets,
- Establishment of a system of bicycle lanes to provide a viable alternative mode of transportation on all streets where they can be safely accommodated,
- 9) Increased use and availablility of public transit,
- Alternatives to private auto and public transit (private trolleys, jitneys, taxis and car/van pools).

The Traffic Systems Management Plan is illustrated in Figure 3. It consists of the following improvements.

Intersection Improvements

It is recommended that the following intersections be studied to examine the feasibility and the impacts of improving them to provide greater turning and through movement capacity:

	Map Number
Central Expressway and Lemmon Avenue	1
Lemmon Avenue and Oak Lawn Avenue	2
Cedar Springs and Oak Lawn Avenue	3
Maple and Oak Lawn Avenue*	4
Blackburn and Oak Lawn Avenue	5
Bowen and McKinney	6
Knox Street and McKinney	7
Knox Street and Cole	8
Wycliff and Maple*	9
Wycliff and Brown	10
Wycliff and Gilbert	11
Wycliff and Harry Hines	12
Bowen and Cedar Springs	13
Bowen and Cole (to facilitate turning of buses)	14

*Maple Avenue improvements should be consistent with Maple Revitalization Study.

Curb Realignments

Curb realignments are recommended as an alternative to widening for a number of Oak Lawn's major streets. However, prior to undertaking functional designs for these streets, the impact of the proposed realignment should be studied on a case by case basis. The analysis should ensure that existing trees be protected. Curb realignment is recommended as an alternative to widening of the following streets:

	Map Number
McKinney between Monticello and Allen	15
Wycliff between Turtle Creek and Cedar Springs	16
Douglas between Turtle Creek and Cedar Springs	17
Knox Street between McKinney and Travis	18
Maple between Oak Lawn and Amelia	20

Removal of Head-In Parking

Head-in parking occurs on a number of Oak Lawn's retail streets, where it provides convenient parking for customers. However, it uses a large amount of the existing road allowance and its removal can increase the capacity of a street without widening the existing pavement.

Removal of head-in parking is recommended as an alternative to major widening following a careful study of its impact on each area. On-street parking which is removed to improve traffic movement should be replaced in alternative convenient, off-street locations to ensure that retail business remains vital on those streets. Specifically, the removal of head-in parking should be examined on the following streets:

- Maple Avenue The Maple Avenue Economical Development Corporation is in support of the removal of head-in parking when viable alternatives exist.
- Cedar Springs Merchants on Cedar Springs between Oak Lawn and Throckmorton are opposed to the removal of head-in parking until they can be assured that viable alternative parking spaces can be provided.

Knox Street - Merchants on Knox Street are divided in their view about the removal of head-in parking. Alternative convenient parking spaces must be developed before on-street parking is removed.

Major Improvements

The Oak Lawn Forum recommends the following major improvements:

- Improvement of the intersection of Lemmon and the Central Expressway;
- Proceeding with widening of Wycliff between Maple Avenue and Harry Hines;
- Widening of Cedar Springs to provide a fifth turning lane between Turtle Creek and Oak Lawn;
- 4) Widening or other major improvement of Oak Lawn between Maple Avenue and Harry Hines with the understanding that Oak Lawn will not be widened beyond the Maple Avenue intersection;
- Maple-Routh connector, making Routh Street a dead-end south of Colby and signage at Leonard and the Maple-Routh connector to direct traffic onto McKinney.

Special Note:

City Transportation staff originally recommended to the Oak Lawn Forum that McKinney should be widened between Woodall Rodgers Expressway and Allen Street. The Forum did not recommend this widening, due to its impact on McKinney's character as a retail street. Merchants on McKinney are opposed to the widening. Extensive landscaping and street improvements have been undertaken on the street with funding from the merchants. It should be noted that the width of McKinney has been confirmed by Council Ordinance Number 17299, January 4, 1982, which amends the Thoroughfare Plan Ordinance Number 15277.

City Transportation staff also originally recommended the widening of Blackburn to a six lane divided thoroughfare between Central Expressway and Turtle Creek, principally to serve the additional traffic to be generated by the proposed Southland Cityplace development. The Forum does not recommend this major widening of Blackburn between Travis and Turtle Creek, due to its potential traffic impact on Turtle Creek and Oak Lawn Avenue and its environmental impact on the adjacent low density residential neighborhoods, the open space corridor, and future walking trail along Turtle Creek.

Minor Improvements

The Oak Lawn Forum has two recommendations for minor improvements which would assist in providing increased traffic capacity on the existing road network.

- The number of median openings and curb cuts on Lemmon Avenue between Oak Lawn and the Tollway should be reduced to lessen the number of turning movements.
- On-street parking should be prohibited and the pavement improved to permit full use of the existing right-of-way on major streets where parking is not required to support adjacent retail uses.

Computerized Traffic Control System

Dallas presently has a computerized traffic control system which is in operation in the Central Business District. The system has the capability of monitoring the volumes of traffic on major streets to give a congestion profile which includes the speed of vehicles, the volume of traffic, the number of stops, and the number of seconds delay. The system is capable of manipulating the timing of signals at signalized intersections to respond to congestion and to improve traffic flow with fewer stops and delays.

The signal system in Oak Lawn is generally old, with a limited number of patterns, many independent signals and little or no ability to co-ordinate systems of signals.

The Forum recommends that the computerized signal system in the CBD be extended to Oak Lawn as part of the gradual improvement of traffic management systems in the inner city. It is also recommended that a study be undertaken to identify ways to fund this improvement, to analyze the costs and benefits in terms of increased traffic service levels, and to determine the possible savings in land acquisition and construction costs for street widenings compared with the costs of the computerized system.

Neighborhood Through-Traffic Control

Heavy volumes of through-traffic on residential streets should be prevented by ensuring that through-traffic is carried on the thoroughfare system and that neighborhood streets carry only the locally destined volumes of traffic for which they are designed.

There are a number of methods which can be implemented to protect residential streets from intrusive through-traffic. These include both physical devices and traffic management devices, as described below.

a. Physical Devices

- Street Closing Closing of the street within 50 feet of the intersection (as has been done in Perry Heights). Normally access for fire trucks and emergency vehicles must be maintained. This is the most effective permanent device.
- <u>Throat Narrowing</u> Extension of the sidewalk width on both sides of the road to narrow the pavement width to 20 feet (two minimum driving lanes). This serves as a discouragement to through traffic.
- 3) <u>Channelized Intersections</u> An intersection can be physically channelized to prevent left or right turns, and permit turns in one direction only. This is an effective device for controlling traffic exiting from a commercial project onto a residential street, ensuring that the traffic can only turn onto the adjacent major arterial.







- b. Traffic Management Devices
 - 1) One-Way Street Systems One way street systems can be used to prevent traffic commercial exiting a building from entering a residential area. They can also be used to create a "maze" . within a traffic neighborhood which makes it impossible for any through traffic to take short cuts through residential streets.



2) Turn Restrictions

- a) <u>All Day</u> Right or Left Turn Only signs can be used to prevent traffic exiting a commercial building from entering a residential area. This is a less effective method of protection, since constant enforcement is required.
- b) <u>Peak Hour</u> No Left Turn or No Right Turn signs between 7:00 - 9:00 a.m. and 4:00 - 6:00 p.m. are less restrictive than all-day turn restrictions. These are also difficult to enforce.

These devices, alone or in combination, have been used to successfully protect older residential districts from through traffic in many North American cities. Detailed studies with a high degree of community involvement are required to work out the best combination of devices for each neighborhood. It is essential that all residents be informed of the planning throughout the process. A plan which identifies streets and neighborhoods at risk in Oak Lawn should be included in the transportation plan for the area and should be part of the development review process for all affected new development.

It is recommended that, where large commercial projects are adjacent to residential areas, the developer be asked to propose and help fund methods by which traffic exiting from the parking will be directed to the major arterial street system and discouraged from entering the residential neighborhood.

Where it is not feasible to protect residential streets from through traffic, the disruptive effects should be mitigated as far as possible in the design of the road and with the installation of appropriate lanscaping, including berms or masonry screening walls, plantings and pedestrian safety devices.

Pedestrian Plan

It is essential to the future development of Oak Lawn that its pedestrian character be improved. The Forum recommends the development of a continuous, attractive, safe pedestrian system throughout the community along major streets.

- As illustrated in the urban design recommendations, trees should be planted in the first five feet between the curb and the sidewalk to provide a visual separation between cars and pedestrians and to create a safer and more attractive shaded sidewalk environment.
- A minimum of 16 feet of unobstructed sidewalk should be developed and maintained in good repair along both sides of all major streets in Oak Lawn.

 Measures to ensure the safety of pedestrians should be implemented wherever necessary, including pedestrian crosswalks, signalized intersections, effective street lighting, lighting of walkways to rear yard parking, etc.

Bicycle Lanes

Transportation by bicycle is recognized as a legitimate transportation mode in a mixed-use inner city community such as Oak Lawn. It is recommended that a bicycle lane system be developed with the objective of providing a convenient, safe bicycle network which is attractive as a means of transportation to work, shopping and recreational activities. Currently published bicycle maps are primarily intended for the recreational or touring cyclist. In addition to the designation of a network of bicycle lanes, bicycle racks and parking areas should be provided by the City and/or private developers at regular intervals along major streets.

Increased Use of Public Transit

Oak Lawn currently has relatively good transit service, with bus routes on virtually all of the major streets in the community. Nevertheless, the ridership in Oak Lawn is very low, with less than 10% of trips in and through the area being made on the Dallas Transit System. The Phase One report identified the costs to Oak Lawn of the current low usage of mass transit in terms of pressure to widen streets, congestion, delay, disruptive through-traffic on residential streets, and high parking requirements.

a) Increased Frequency of Service

Wherever possible, the frequency of bus service should be increased on Oak Lawn's transit routes and a reliable schedule should be posted at all transit stops to increase convenience of usage. The transportation plan for Dak Lawn should include a study of the dedication of reserved bus lanes within the existing right-of-way wherever possible to ensure that bus speeds are equal to or greater than the flow of private vehicular traffic.

b. Internal Shuttle Bus System

It is recommended that an internal shuttle bus system be developed in Oak Lawn to link focal areas of activity within the community and on its periphery. An initial proposal for internal routes includes:

-McKinney - Cole - Quadrangle - Hunt Development -Lemmon - Hudnall - Cedar Springs - Cole -Maple - Oak Lawn - Gilbert - Douglas -Turtle Creek - Blackburn - Throckmorton - Maple

Peripheral activity nodes which should be linked to the system include:

-Dallas Love Field -The Market Center -The Medical Complex -Central Expressway (future DART Public Transit Stations) -Highland Park -The Arts District

A study of the feasibility of both public and private ownership and operation of such a system should be undertaken.

c. DART

The Oak Lawn Forum, while supporting the existing DART plan, does not support the addition of the MKT as a transitway south of Mockingbird.

d. Private Transit

Alternatives to private auto and public transit must also be encouraged - use of private trolley and jitneys systems, car and van pools, and additional taxi service.

E. DEVELOPMENT AND REVIEW PROCESS

It is felt that the current development review process does not permit sufficient input from both the affected members of the community. Thus, the following changes to the development review process are recommended:

- 1. Notification to affected residents and businesses of rezoning applications should be given at the time that the date for Council or Plan Commission hearing is set and should not be less than 30 days from the date of the hearing; it should be sent to property owners within 500 feet. The city staff shall establish procedures to ensure that the extended notification period and area do not result in a slowdown of the development review process.
- All development applications/building permits will be accompanied by a detailed landscape plan which will include species, size and quantity of planting materials, proposed drainage and automatic sprinkler systems.

3. Rezoning applications will be reviewed by City planning and transportation staff who will prepare a detailed report on each application which will include a section on the degree to which the application conforms to the intent of the Oak Lawn Plan.

IV IMPLEMENTATION

Following the review and acceptance of the recommendations of the Oak Lawn Forum, it is suggested that the City of Dallas undertake a program of implementation of these recommendations consisting of the following:

1. Proposed Zoning and Urban Design Recommendations

The recommendations for changes to the zoning districts, including the urban design recommendations, should be incorporated into the City of Dallas zoning ordinance through a special Overlay District for Dak Lawn.

2. Proposed Parking Recommendations

The recommendations for reductions in the parking requirement, paid parking, and shared off-site parking should be incorporated into the City of Dallas zoning ordinance through a special Overlay District in Oak Lawn.

The City of Dallas should immediately undertake a survey of the local parking demand for each broad use category (multi-family residential, general retail, restaurant, theater, service retail, grocery store and office) in order to provide the necessary data base to set up the new mixed use parking requirement.

3. Proposed Transportation Recommendations

Traffic Systems Management Plan

The Traffic Systems Management Plan for Oak Lawn should be adopted by the City as the transportation plan for the community.