

IX. IMPLEMENTATION STRATEGIES

IMPLEMENTATION STRATEGY

Following adoption of the *Comprehensive Plan* comes the challenge of outlining a practical strategy for protecting and promoting investment in the community. Webster's Dictionary defines *implementation* as "a means for accomplishing an end" or "an action to put into effect." The information that follows includes: a description of key elements of the strategy; policy statements about the City's approach to implementation; guiding principles for action; action items in support of plan policies; and identification of incentive programs and tools. The strategy begins with a discussion of the context in which implementation takes place.

Context - Limited Financial Resources

The most significant barrier to implementing community plans is lack of money. There have been few times in the past 25 years when government - particularly local government - has had such financial constraints as today. Comprehensive and specific planning for Carrollton comes at a time when demands on local governments are high and resources are low. Implementation is therefore challenging, requiring innovative strategies and tactics.

Maintaining a Broad Perspective

Implementation in the broader context refers to how the City and its partner stakeholders can build a process that results in the successful development of an on-going and continuous stream of projects, programs and policies that contribute to the shared goals and objectives of the *Comprehensive Plan*.

An achievable strategy recognizes the need for both transaction-based implementation as well as on-going creation of an organizational structure to assure that the plan moves forward. Implementation should continue to be oriented towards designing an environment where multiple projects and programs are encouraged, expedited and completed.

Key Components

A few key components are needed for an implementation program to succeed. These include:

Committed On-Going Leadership. Successful community development and redevelopment usually comes down to the leadership of the City. Virtually all community development programs, such as corridor revitalization, civic center development, community beautification and the like must have a consistent and determined City leadership to see it through.

Many Stakeholders. While local government has the largest and longest-term interest and responsibility in community development, broadening the number of stakeholders is a key element to a successful implementation program. Stakeholders should include - but not be limited to - public officials, public employees, business leaders, citizen participants, representatives of other nearby local and regional governments, special interest organizations (e.g., non-profits, fraternal organizations, garden clubs), the media, and the like. Any organization or individual that has an interest in playing a role in the successful implementation of the *Comprehensive Plan* should be encouraged.

Removal of Barriers. Attracting the right type of investment and developer interest in an inner-ring market requires higher levels of analysis, planning and assistance. Carrollton's position in the Metroplex offers strengths which can be capitalized on, and limitations which should be overcome. These limitations, commonly referred to by the private sector as barriers, pose unique obstacles which require unique solutions. The removal of barriers to investment is one of the single most fundamental components to a successful implementation strategy.

Communication. On-going communication programs that tell what Carrollton is doing - and more importantly, what it is accomplishing - are often considered frivolous and so are frequently under-valued. The reality is that they are essential. They communicate that the city is "open for business" to media, stakeholders, citizens, developers, lenders and others. Part of this implementation strategy is the communication of success as it happens. This can only happen on a consistent basis if it is part of a planned communications and public relations program.

Incentive Projects and Programs. Incentives used for community investment fall into several broad categories, including: assistance with site acquisition and building improvements; policy reform; predevelopment processing; operating assistance; and business counseling. The City will need to explore a variety of incentives and resources that can be packaged together to create a cohesive strategy.

Guiding Principles. Careful assessment of Carrollton's assets and liabilities and analysis of market dynamics affecting the community show that implementation actions should be directed by the following principles:

1. Much of the City's infrastructure is already in place, making it a viable location to live, work, shop and play. This infrastructure needs to be protected and retained.
2. Carrollton must be market-responsive, innovative and able to respond to a variety of opportunities.
3. Carrollton's "tool kit" must have many devices (financial, physical, market, organizational), which can be used independently or in various combinations.
4. Public investment must "leverage" private investment.
5. Public/private partnerships are essential to the success of Carrollton's reinvestment efforts.
6. Regional public policy must support infill development, allowing for growth management programs which reward more efficient development patterns.
7. Solutions must be more comprehensive in scope and include considerably more than just appearance and design in the regulatory framework.
8. Stakeholder efforts to initiate and guide growth must be coordinated, leveraged, locally supported and broadly representative.

STRATEGY ELEMENTS

To effectively create a framework for implementation of the *Comprehensive Plan*, strategies should include these strategy elements:

- Zoning Policies
- Urban Design Principles
- Transportation Policies
- Redevelopment Programs
- Funding Sources
- Organizational Structure

Considering the key components, guiding principles and strategy elements outlined above, the following is a series of implementation strategies and policies that support the *Comprehensive Plan*. Implementation policies for Parks and Open Space and for the *Facilities Plan* will be found in those reports.

ZONING IMPLEMENTATION POLICY

Zoning changes should be initiated by the City where current zoning is inconsistent with the *Comprehensive Plan*. To aid the City in this task, an Action Plan has been developed which prioritizes the general concerns of the community. While this prioritization should be used as a guide to implementing the Action Plan, it should be understood that priorities change. As they do, the Action Plan should change to reflect the community's concerns.

Rezoning Action Plan Guidelines

The following areas should be rezoned or have their zoning modified to reflect the *Comprehensive Plan*, Carrollton Renaissance Plan and DART Station Areas Plans:

DART Station Areas. Areas around DART LRT stations, as identified in the *Carrollton Renaissance Plan* and the *Station Areas Plan*, should be rezoned for high-density, pedestrian-oriented, mixed-use, urban-style development.

Belt Line Road, Between Jackson Street and Josey Lane. Much of this area is included in the existing PD-36 zoning district. Several modifications to this district were recommended in the *Carrollton Renaissance Plan*. Those recommendations should be implemented.

Northeast Carrollton. This area should have its Corporate Commercial (CC) office zoning - focusing on office and medical activity - slightly modified to allow for special approval of a limited amount of warehouse and distribution uses, provided that they do not detract from the area as a corporate office district.

Infill Sites. Infill sites should be identified on a case-by-case basis for rezoning to allow for high-quality infill development, especially on major roadways.

Vacant and Under-performing Retail Sites. These locations should be identified on a case-by-case basis for redevelopment as mixed-use, pedestrian-oriented developments. This may require some combination of rezoning and financial incentives.

Update *Comprehensive Plan*. The *Comprehensive Plan* should be reassessed on a periodic basis, not to exceed five years, and updated as necessary to ensure that it reflects the social, economic and physical objectives of the community. Where the Planning and Zoning Commission and City Council determine that it is not consistent with community objectives, it should be amended.

URBAN DESIGN IMPLEMENTATION POLICY

In order to improve the urban design of the City:

1. The *Carrollton Corridor Plan* should be implemented through the incorporation of standards set out in the Plan for all public improvements undertaken in the community. In addition, landscaping standards should be prepared and adopted for rail transit corridors through the City.
2. Standards should be established for the "mixed-use urban districts" around the three DART LRT stations. These should include streetscape, architectural and site design standards. They should also include the identification of key focal points where special architectural features should occur.
3. Belt Line Road between Jackson Street and Josey Lane should include an attractively landscaped pedestrian zone with wide sidewalks, concurrent with the redevelopment of properties along that section of roadway.
4. When existing under-performing retail centers are redeveloped, they should incorporate attractive pedestrian features with good connections to adjacent roadways and neighborhoods.

TRANSPORTATION IMPLEMENTATION POLICY

Land uses and the thoroughfare system should be compatible and complementary. It is not appropriate for a thoroughfare network to be established that cannot support adjacent land uses. Nor is it appropriate for a thoroughfare network to be so over-built that adjacent land uses do not generate traffic volumes that use the network to its full potential, resulting in the City and developers paying for unused infrastructure. The following strategies should be implemented so that an appropriate relationship between land uses and the streets that serve them exists.

1. As property is platted and/or replatted, appropriate right-of-way should be required of the property owners. This will allow for the orderly extension or expansion of arterial or collector streets.
2. The City should continue to implement the requirements set forth in the *Driveway Ordinance*. These requirements will provide increased capacity, safety, and the efficient movement of traffic.
3. As rezoning cases are submitted, traffic impact analyses should be provided where deemed appropriate. This should be done to determine the nature and magnitude of the proposed land use change in relationship to the surrounding roadway system. The results of these analyses should be one of the factors used to determine if a change in land uses is appropriate.

Where appropriate, computer network modeling such as TRANPLAN, TRANSCAD or other NCTCOG-supported models should be required. This analysis should be done in order to provide guidance for short- and long-range planning. It should also be done to find solutions for traffic problems that may be created by the proposed land uses.

4. The City should continue to enforce construction standards as new streets are constructed or reconstructed. As new technologies or techniques arise, they should be incorporated into the construction of streets.
5. The City should continue to use all funding sources that are available for the construction or reconstruction of streets. By doing so, the impact on developers and the public can be reduced.

As the City moves from an expansion mode to an in-fill and redevelopment mode, the number of major roadways that need to be constructed with new development will be limited to the extreme periphery of the City. The majority of projects the City will be undertaking in the future will primarily involve improving the capacity of existing roadways to their ultimate cross-section, or reconstructing existing roadway infrastructure whose condition has degraded over time.

Transportation Project Timetable

The projects listed below are currently scheduled for construction. Funding for these projects is derived from various sources.

TABLE 10
TRANSPORTATION
PROJECT TIMETABLE

	PROPOSED PROJECT	START DATE
1.	DART LRT System - Northwest Corridor.	2008
2.	Main lanes for SH-121.	2003
3.	Realign Denton Drive to align/connect with Main Street.	2008
4.	Segment IV of the PGBT, IH-35E to IH-635.	2006
5.	Dickerson Overpass.	2007
6.	Reconstruct FM-544 (Parker Road) as a six-lane divided road from SH-121 to Marsh Lane.	2006
7.	Reconstruct Trinity Mills Road as a six-lane divided road between Plumdale Drive and Midway Road.	2005
8.	Reconstruct Sandy Lake Road/Whitlock Lane as a 6-lane divided road between McInnish Park and Denton Drive.	2003
9.	Reconstruct Rosemeade Parkway as a six-lane divided road from Frankford Road to Josey Lane.	2013

REDEVELOPMENT PROGRAMS

The City of Carrollton is presented with unique opportunities as it approaches "build-out." The market "areas of opportunity" identified herein provide not only the potential for new development, but also for reinvestment in the City's older areas. While both have the potential to accommodate new growth, they rely on very different implementation strategies. This section is intended to: outline general implementation tools that could form the foundation of the City's development strategy; identify the applicability of these tools to targeted opportunity areas, and; formulate implementation action items for each opportunity area.

Implementation Tools

The following are potential implementation tools that the City could use to capitalize on opportunities for new development, redevelopment and infill. It is likely that no single implementation tool will achieve the desired results. Rather, a "package" of tools will be necessary to cultivate the environment for new investment and reinvestment in the City's targeted opportunity areas.

- **Advocacy Entity.** A planning and management entity, separate from governmental agencies, responsible for a certain area. It promotes the area, manages and coordinates its improvement, and initiates actions to accomplish goals. Specific functions may be to: acquire, assemble, hold and convey land to permit new forms of infill development; obtain rehabilitation loans; organize and participate in real estate development and infrastructure financing; coordinate public agencies; monitor traffic issues and manage parking; monitor security; gather market information; establish fees, rates and charges to use property; and direct marketing and promotion. Such an entity can be a Community Development Corporation, Development Authority and/or Improvement District.
- **Concentrated Public Facilities.** City investment in identified areas would be concentrated by locating both facilities and publicly sponsored developments and amenities in places where infill development is desired. The result is a greater leverage of public dollars through strategic investment and the ability to assist developer(s) with financial pre-leasing requirements.
- **Business Recruitment/Retention.** A program, frequently administered by an economic development entity, which assists with the recruitment or retention of businesses either into or within a designated area. Program elements might include financial assistance, regulatory assistance, and/or marketing.

- **Business Relocation Program.** A program, frequently administered by an economic development entity, which helps businesses move out of a designated renewal area. Program elements include financial assistance, regulatory assistance, and/or marketing.
- **Capital Improvement Plan (CIP) Allocation.** Improvements to increase the capacity of municipal infrastructure in targeted areas helps to "ready the environment" for private investment.
- **Community Development Assistance (CDA) (State).** Authorizes up to certain percent state tax credits to eligible contributors investing in approved community projects. In certain instances applicants must meet economic distress criteria. Non-profit developers are subject to limitations on per project tax credits.
- **Community Development Block Grants (CDBG) (Federal).** Federal grants, administered through local or regional offices, designed to lower the overall cost of a project. Projects must demonstrate the ability to improve economic conditions in an area.
- **Community Development Corporation (CDC).** A nonprofit organization based in a specific neighborhood and subject to local governance. CDC's may rehabilitate or build affordable housing, promote economic development, and provide related social services.
- **Density Bonuses.** Incentives offered to developers of projects that meet specified goals (e.g., affordable housing, public spaces, transit).
- **Design Guidelines.** Formal guidelines (with oversight by a board comprised of area stakeholders, neighborhood representatives and design professionals) for use by investors doing projects within priority areas. Guidelines address character and quality levels, and frame discussions with staff.
- **Design Standards.** Formal standards (either administered through an appointed design review committee and/or municipal staff) for development, which require certain development character and quality levels for the built and natural environment.
- **Developer RFP's.** Request-for-Proposals from potential developers of projects in designated areas. Selection of developer is based on the dollar amount of the bid, quality of the design, the developer's track record and preferences of neighborhood residents.

- **Development Fee/Standard Waivers.** Development fees are monetary charges on development to recoup a portion of the capital and operating costs required to serve a project. Note: Fees for sewer/water hook-ups, building permits, processing fee, etc. can be waived or delayed until the developer sees a positive cash flow as a means to encourage infill projects. During the approval process, the City can also grant waivers or variances for items including height limits, setbacks, density, lot coverage, rear access, etc.
- **Economic Development Administration (EDA) (Federal).** A public entity which provides assistance in the form of planning grants and construction financing for the development of projects in locations which will result in the creation of jobs for the community.
- **Educational Seminars.** Programs hosted by a variety of entities (i.e., lender, developer, municipal, etc.) to promote an open dialogue among individuals and organizations that represent a delivery system. These can occur in a variety of forums. The purpose is to provide participants with various perspectives and an understanding of initiatives designed to facilitate the development process.
- **Enterprise Zone.** State-designated area where a tax credit is granted in exchange for businesses making capital investments, hiring new employees, contributing to economic development plans, rehabilitating old buildings and/or doing research and development. Part of an approach to revitalizing distressed areas by offering tax incentives, regulatory relief and improved government services.
- **Façade Maintenance Program.** Any program (local, state, or federal) which includes low interest loans and/or grants to encourage investment in and improvement of building façades within a planning area. May also be designed as a matching funds program for building façade maintenance.
- **Government Liaison.** An individual or committee charged with establishing and maintaining a dialogue between various branches of government (local, county, or regional) regarding issues such as inter-governmental agreements, regulatory reform, facilities planning, etc.
- **Historic Preservation Investment Tax Credits (Federal).** A percentage of the rehabilitation costs of income-producing properties can be used as a tax credit, which can be sold on the market.
- **Historic Site Tax Exemption (Municipal).** An exemption from municipal taxes on improvements made to buildings designated as Highly Significant Endangered (HSE) or Historic and Cultural Landmark (HC). The exemption may be permanent or temporary.

- **Improvement District.** Both an organizing and financing technique for area revitalization. The district provides a stable stream of income for activities and projects in addition to general municipal services.
- **Infrastructure Cost Participation.** The cost of infrastructure (onsite or off-site) is shared by the developer and/or property owner with another entity (public, private or semi-private) which will benefit from its availability. This can be offered through an ongoing program or on a case-by-case basis.
- **Land Assembly.** Land is assembled by a public, private or nonprofit entity in an effort to facilitate the development of larger projects. Assembly can happen through purchases of properties, vacating and/or rerouting streets and alleys, etc.
- **Land Banking.** Land is assembled by a public, private or non-profit entity in an effort to facilitate a long-term public goal (transit, affordable housing, public-private development, etc.).
- **Land Donation/Write-Down.** A property owner, public entity, developer, or semi-private organization contributes land to a project either as a donation or at a reduced price.
- **Land Swap.** To develop a specific infill site in a certain way, potentially contrary to the wishes of the existing property owner or developer, a city can offer an exchange of city-owned land of similar value in an alternate location.
- **Leverage Infrastructure Funding to Support Private Money.** Within a defined area, public investment for infrastructure is located strategically to leverage private investment. Note: This should be a common practice, rather than a specific program.
- **Linked Deposits.** Local development agencies and downtown development organizations use their bank deposits to leverage bank lending for activities supported in the area. The city or development agency deposits its funds in a bank with the provision that the bank make loans in support of an identified community objective. Note: In select instances, cities have foregone interest on these deposits so the bank can make loans at below-market rates.
- **Loan Pool (Lending Pool).** Several lending organizations contributing financing to a project or projects, thus sharing the risk. An amount of capital pledged by several entities for lending to businesses is based on some agreed upon goals or other criteria. Pledges can be in the form of loans, letters of commitment and stock purchases. The pool can be organized formally or on a case-by-case basis.

- **Low Interest Loans/Subordination.** Loans for construction, acquisition, operation, etc. are offered to qualifying individuals or organizations at a preferred interest rate. Subordination of a loan by a public, private, or semi-private organization guarantees that the lending organization will be repaid in the event of default.
- **Merchants Assistance Programs.** Package of tools and incentives designed to assist commercial businesses in a targeted area with financial assistance for marketing, promotion and physical improvements. Typically, these tools are in the form of low interest loans and/or grants.
- **Micro Loan Program.** Offers small amounts of capital (usually less than \$2,500) to very small businesses for a wide range of capital needs, including façade improvements, working capital and personal needs. Can provide loan guarantees. Downside: Excessive credit analysis and underwriting costs.
- **Non-Profit Developer Support.** Variety of financial and regulatory tools and programs, which streamline and reduce costs for "eligible projects" by "eligible developers."
- **Overlay Zone (i.e., historic, parking, transit).** A designated area superimposed on one or more existing zoning districts intended to protect or enhance an area's special qualities. Can require governmental review of developments, with the power to approve their design according to standards contained in the ordinance or in a district plan or design guidelines. Program elements include "bonuses" and "requirement adjustments."
- **Park-in-a-Park.** A creative method by which parking is secondary to design and landscaping, giving the visual appearance of cars in park, rather than trees in a parking lot.
- **Parking District.** A designated area wherein parking design, development and management issues among multiple facilities are controlled by a single entity beyond that control provided for by standard municipal levels of service.
- **Pedestrian Enhancements and Linkages.** Various improvements to the pedestrian environment in both commercial and residential areas. These improvements should accommodate the needs of pedestrians as well as automobile traffic by incorporating select design elements and traffic management mechanisms. Methods include: separating traffic through the use of parallel streets; limiting access points; connecting parking lots; coordinating traffic signals; adding alternative transportation lanes; widening sidewalks; installing crosswalks; providing street lights and street furniture; preventing "deadening" uses; and incorporating transit stops.

- **Predevelopment Funding Grants.** Financing for project expenses incurred prior to construction, (i.e., "soft costs" including consulting, design, engineering, planning, marketing, etc.) Note: The Economic Development Administration (EDA) has funds for predevelopment and construction costs.
- **Public Subordination.** A public entity provides a guarantee that, in case of default, the lending organization will be repaid.
- **Regulatory Reform.** An initiative by a government entity to amend existing regulations to be responsive to prevailing market and economic conditions. Examples might include: new or amended zoning designations, planning approval process reform, updated *Comprehensive Plan*, etc.
- **Revolving Loan Funds.** Loans, guarantees and interest "buy-downs" to firms that further local development goals. This is designed to alleviate the high cost and/or short supply of capital for businesses, particularly small ones or those located in distressed areas. Components may include lower rates and longer terms. Many programs are capitalized by a mix of federal and private funds.
- **Re-Zoning Parcels.** This is a change in the property zoning designation to "mixed-use urban." The objective is to provide landowners the incentive and economic strength to maintain and redevelop a high-quality environment, react more swiftly to market trends, and evolve on-site as the environment around them evolves.
- **Sales Tax Sharing.** Future sales from a development can be rebated to the developer to pay for infrastructure. The city or county agrees to split future sales tax revenue with the developer, who then uses the expected income to pay for infrastructure.
- **Signature Project.** A public-private effort whereby the public sector contributes land, financing or the like, and the private sector contributes expertise and money to the development of a significant project within a designated area. This program is designed to encourage the development of projects that will serve as a catalyst for additional investment.
- **Strategic Partners (Multi-Entity).** Participation by public and private sector partners in efforts designed to further a common goal.
- **Streamlined Development Approval.** An initiative by a government entity to create a timely and predictable approval process for projects meeting certain criteria. Critical elements include: a streamlined permit and entitlement process; greater predictability, and fairness in fees and exactions. Other components may include: an appointed case manager; a consolidated permit process; waived or reduced fees; fewer changes to previously approved plans; elimination of conflicting requirements by different departments; a single public hearing, and streamlined environmental review process (example: "green-tape" program in Austin).

- **Tax Abatement.** A taxing entity (usually the City) abates or reduces a portion of the tax burden. This can happen in the form of an adjustment on an individual property or an abatement zone.
- **Tax Exempt Bond Financing.** A method of financing long-term debt issued by a government entity, whereby the interest earned by the bondholder is not subject to income tax.
- **Tax Increment Financing (TIF).** A district which obtains funds from the increase in tax revenues that arise from new development and higher values in the district. Increases over a designated "base year" are diverted pay for improvements or programs in the district. This is the diversion of regular tax revenues rather than additional fees. A TIF can be used in conjunction with municipal bond issues, whereby the increase in revenues repays the bond.
- **Transfer of Development Rights (TDR).** The ability to transfer property entitlements from one property to another when one of the parcels is located in a designated development area.
- **Underground Utilities.** The City works with local utility and cable companies to place all utility lines underground. Maintenance, weather-related repairs, and service disruption costs are reduced. The City also encourages low-rate programs to assist developers with burying utility infrastructure.

The extent to which these implementation tools can be applied depends on the opportunities and barriers presented within each of the City's targeted areas of investment. The following section describes the potential development concept, applicable implementation tools, and proposed implementation action items for each of these targeted areas.

TARGETED INVESTMENT AREAS

President George Bush Turnpike

Development Concept

The PGBT offers a unique long-term opportunity for both new development and redevelopment. Growth along the Turnpike will likely occur at key interchanges rather than along the entire length of the corridor. The City's efforts should be focused on ensuring quality development at appropriate densities.

Applicable Implementation Tools

- Infrastructure Cost Participation
- Interchange Overlay Zoning District
- Public Assembly of Development Parcels
- Developer RFP's
- Mixed-Use Zoning

Implementation Action Items

- Complete a *Turnpike Corridor Plan* - quantify demand by land use type at key interchanges and estimate timing of development.
- Prepare an *Interchange Overlay Plan* (near-, mid- and long-term based on identified market opportunities) and adopt with mixed-use zoning designations.
- Complete *Capital Improvement Plans* for appropriate levels of infrastructure at key interchanges and quantify public contribution.
- Prepare *Design Standards* for interchange influence areas.
- Review development codes for barriers (e.g., view corridors, height restrictions, density restrictions, etc.); prepare and adopt amendments where necessary.
- Meet with property owners to discuss improvement districts as a mechanism to facilitate private contributions to infrastructure financing.
- Complete land use projections and financial analyses required to establish and adopt improvement district(s); adopt improvement district(s).
- Prepare financial analyses of development programs for key parcels to identify economic gaps which may exist in the development scenario. Modify regulations which do not positively contribute towards the vision.
- Establish programs or tools to improve project feasibility and facilitate implementation (e.g., infrastructure cost participation, streamlined approvals, fee waivers, property tax waivers, tax reimbursement, density bonuses).

- Create an entity that can acquire, hold and dispose of property in a timely manner (e.g., community development corporation).
- Establish a strategy to publicly acquire property. At a minimum, acquire strategic parcels within each interchange.
- Work with property owners (who may have participated in the overlay plan process) that want to develop their properties consistently with the vision.
- Prepare developer RFQ/RFP's for disposition of these properties; include language describing vision, incentives available, regulatory requirements, etc.

Downtown/Belt Line Corridor

Development Concept

New development in and near the Old Downtown Carrollton and along the Belt Line Road Corridor will raise issues associated with infill development and redevelopment. The City's efforts should be focused on encouraging reinvestment, eliminating regulatory barriers and ensuring a high-quality built environment consistent with market opportunities.

Applicable Implementation Tools

- Tax Increment Financing
- Improvement District(s)
- Parking Management District
- Merchants Assistance Programs
- Public Assembly of Development Parcels
- Developer RFP's
- Building Code Revisions
- Mixed-Use Zoning

Implementation Action Items

- Create an entity that can administer Tax Increment Financing (TIF) funds; consider an entity which could also provide oversight and administer other funds for properties within the eligible area.
- Make TIF funds available to property owners for assistance with development and/or redevelopment projects.

- Review development codes to identify any barriers (e.g., suburban standards, setback requirements, height restrictions). Prepare and adopt amendments where necessary.
- Prepare codes and policies (e.g., land use, building code, historic preservation) which are appropriate and specific to "infill" development and redevelopment.
- Consider establishing a division within the City's Planning Department specifically for infill projects (e.g., guiding projects through the process, advocating on behalf of property owners) until code revisions are in place.
- Meet with property owners to discuss improvement district(s) as a mechanism to facilitate private contributions to maintenance and marketing.
- Consider creating a parking management district, perhaps as part of the special district and/or TIF entity.
- Expand the focus of the City's Economic Development Department to include recruitment and retention of commercial businesses.
- Provide support to merchant's organizations (e.g., special events coordination, small business assistance, façade grants/loans).
- Create an entity that can acquire, hold and dispose of property in a timely manner (e.g., a community development corporation).
- Establish a strategy to publicly acquire property. At a minimum, acquire strategic parcels within each interchange.
- Prepare developer RFQ/RFP's for disposition of these properties; include language describing vision, incentives available, regulatory requirements, etc.

Urban Centers/DART Station Areas

Development Concept

Development will occur in phases, with early investment in infrastructure such as parking and physical connections to surrounding uses. Later phases will involve significant development of multiple products at varying levels of density. The City's efforts should be focused on understanding the challenges of its partners (DART, property owners, developers, etc.) and providing appropriate incentives in a sustainable environment.

Applicable Implementation Tools

- Public Assembly and "Banking" of Development Parcels
- Developer RFP's
- Mixed-Use Zoning

- Pre-development Assistance
- Transit Overlay Zoning District
- Multi-Entity Partnerships
- Inter-departmental Streamlining
- Design Standards
- Infrastructure Cost Participation

Implementation Action Items

- Supplement existing station area plans with a transit overlay zoning district allowing a mixed-use zoning designation or requiring minimum densities.
- Prepare design standards for private properties and public spaces within the station influence area.
- Review development codes to identify barriers (e.g., height restrictions, density restrictions). Prepare and adopt amendments where necessary.
- Establish an inter-departmental team which can quickly process projects within targeted areas, breaking down barriers and negotiating developer agreements.
- Provide pre-development assistance (e.g., preparing market analyses, environmental studies, transportation studies) in advance of developer agreements, or help finance this work with various development teams.
- Complete *Capital Improvement Plans* to establish infrastructure needs and the public contribution. Consider parking garages a public contribution.
- Meet with partner entities (DART, property owners, developers) to discuss inter-governmental agreements for future joint development.
- Work with partner entities to identify potential funding mechanisms available from each, and prepare marketing materials promoting their use on properties.
- Prepare financial analyses of the station areas at build-out and quantify the cost to deliver infrastructure to the area. Identify potential funding mechanisms encouraging public and private participation.
- Prepare financial analyses of development programs for key parcels to identify economic gaps which may exist in the development scenario. Modify regulations which do not positively contribute towards the vision.
- Establish programs or tools to improve project feasibility and facilitate implementation (e.g., infrastructure cost participation, streamlined approvals, fee waivers, property tax waivers, tax reimbursement, density bonuses).
- Create an entity that can acquire, hold and dispose of property in a timely manner (e.g., a community development corporation). If this entity exists elsewhere in the

community consider expanding their jurisdiction rather than establishing a new one. Consider acquiring and holding key parcels for the appropriate developer or development program.

- Establish a strategy to publicly acquire property. At a minimum, acquire strategic parcels within each interchange.
- Work with property owners (who may have participated in the overlay plan process) that want to develop their properties consistently with the vision.
- Prepare developer RFQ/RFP's for disposition of these properties. Include language describing vision, incentives available, regulatory requirements, etc.

Northeast Carrollton

Development Concept

With convenient access to the PGBT, northeast Carrollton has the best opportunity for suburban-scale corporate office development. The rate at which development occurs will be influenced by the market's comparable inventory. To provide a competitive edge, the City's efforts should focus on eliminating barriers (regulatory, physical, financial, market) and consistently administering policies and programs.

Applicable Implementation Tools

- Infrastructure Cost Participation
- Design Standards
- Inter-departmental Streamlining
- Multi-Entity Partnerships
- Improvement Districts
- City Presence in Center
- Target Industry Effort (Assistance)

Implementation Action Items

- Complete *Capital Improvement Plans* to establish appropriate levels of infrastructure (both on-site and off-site) and public contributions.
- Work with property owners to establish design standards for key properties.
- Meet with property owners to discuss improvement districts as a mechanism to facilitate private contributions to infrastructure financing.
- Complete land use projections and financial analyses required to establish and adopt improvement district(s); adopt improvement district(s).

- Establish an inter-departmental team which can quickly process projects within targeted areas, breaking down barriers and negotiating developer agreements.
- Meet with partner entities (DART, property owners, developers) to discuss inter-governmental agreements for future joint development.
- Locate a municipal office in the area to invest in it and create a public presence.
- Plan for multi-modal transportation connections to and through the area.
- Conduct a target industry analysis to identify opportunities appropriate for location/expansion in Carrollton. Work with the City's Economic Development Department to develop a marketing strategy and to communicate the findings of the analysis and the strategy to private industrial/commercial property interests.

Aging Commercial Centers

Development Concept

The City has many aging and under-performing retail centers. Its role in revitalizing these centers will be to create an environment which encourages and rewards private investment. The City's should focus on establishing and applying the tools identified in the *Retail Study of Under-performing and Vacant Retail Areas*.

Applicable Implementation Tools

- Sales Tax Sharing
- Façade Improvement Grants/Loans
- Property Rezoning (to Mixed-Use)
- Sub-Area Plans
- Improvement Districts
- Tax Increment Financing (TIF)
- Demonstration Projects
- Design Standards
- Streamlined Approval Process

Implementation Action Items

- Help consolidate parcels to promote a mixed-use environment and encourage more significant development concepts. Assemble parcels through acquisition and sale at discounted price, participation in negotiations, condemnation, etc.

- Promote integrated mixed uses, particularly those that benefit from adjacency to open space and/or other neighborhood amenities.
- Ensure that the zoning allows non-commercial uses; amend zoning if necessary. Provide market and financial support to illustrate impacts.
- Provide pre-development assistance with urban design standards, planning, market analysis, etc. Illustrate shifts in the market and the opportunities in new approaches. Help landlords with tenant targeting and management strategies.
- Analyze the surrounding transportation network. Revise the *Transportation Plan* to support commercial uses in the area if necessary and appropriate.
- Promote the creation of destination "places" with attractive landscape and design elements, seating adjacent to retail, comprehensive sign plans, etc.
- Establish enterprise zones to promote other commercial uses.
- Provide regulatory tools that facilitate parcel assembly, minimize curb cuts, set minimum parcel size, vacation and/or rerouting of streets and alleys, etc.
- Help existing retailers relocate to another location elsewhere in the City if necessary and appropriate.
- Research EDA, HUD and other revenue sources for pre-development and development assistance. (Note: EDA provides grants and matching funds to communities for planning and construction, promoting growth management and revitalization).
- When allocating capital improvement funds, prioritize areas to promote a mix of uses and "leverage" financing for infrastructure improvements.

ORGANIZATIONAL/FUNDING STRATEGY

Following is a suggested strategy to ensure effective leadership for redevelopment, the implementation of the *Comprehensive Plan*, and to help develop an on-going revolving fund for development/redevelopment projects that contribute to the City's goals.

Renaissance Manager

The City should establish a position to coordinate redevelopment programs. Personnel in this position should have demonstrated experience in redevelopment and in setting up and operating the programs necessary. Some key characteristics of this position include:

1. A strong position and title, possibly "Assistant to the City Manager for Renaissance Development." This position should be attached administratively to the City Manager's Office in order to facilitate decisions and precipitate action.
2. Requires strength in entrepreneurial real estate development; the ability to draw on the knowledge and experience of others; the capacity to define programs, obtain community acceptance, and make them successfully operational; and skill in political processes and working with the public. Experience as the head of a large downtown association (e.g., Dallas, Fort Worth, or Atlanta) or who has strong experience in "pedestrian-oriented," "neo-traditional urban" or "transit-oriented" development is highly desirable.
3. Adequate financial compensation to attract a seasoned and experienced professional. **This is probably the most important expenditure recommended by this plan.**
4. Have an "Administrative Assistant" whether drawn from within the City organization or outside it.

Self-Sustaining Funding

A funding and organizational structure should be established that would yield an expanding source of funds to stimulate redevelopment of key properties. Following is a suggested model based on the experience of other cities.

1. Establish a **Development Authority**. The primary purpose of this authority would be to sell tax-exempt revenue bonds to help finance key redevelopment projects. The City Council would appoint its board of directors, exercise budget control, approve bond sales and approve projects receiving funding. The authority's bonds would be "revenue bonds" and therefore not backed by the "full faith and credit" of the City. Instead, they would be repaid by revenue from the project for which the bonds are sold.
2. Establish a **Community Development Corporation (CDC)**. The CDC would act as a facilitator of redevelopment. On an opportunity basis, it would acquire and hold key properties around future DART stations for future development. It could use funds raised by the Development Authority, as well as income generated by long-term leases or development partnerships on property it may acquire.

The CDC would act somewhat remotely from the City, with the power to carry out real estate negotiations and acquire, manage and sell property. It would not have the power of eminent domain, although the Development Authority could.

"Seed money" for the CDC would most likely come from the following sources:

- Surface Transportation Program-Metropolitan Mobility (STP-MM) funds from NCTCOG;
- General Obligation Bonds sold by the City;
- Revenue bonds sold by the Development Authority;
- Revenue from a Tax Increment Funding District;
- Assignment of surplus City properties;
- General revenue from the City (especially in the initial years); and
- Corporate contributions and sponsorships.

Development Example. The following project example is set near the downtown DART LRT station, but a similar scenario could work for other station area sites, the redevelopment of under-utilized retail centers, and the Belt Line Road Corridor.

1. The CDC acquires properties on an opportunity basis near the station, using STP-MM funds, or revenue bonds sold by the Development Authority.
2. The CDC establishes a development and enhancement program for the site.
3. Based on a plan for the area, the City commits to roadway, streetscape and utility improvements, funded through a TIF District and utility funds.
4. The CDC identifies developers with experience in building the type and quality of project desired and invites proposals.
5. A developer offers a high-quality, innovative product because:
 - The CDC offers a long-term lease or sale based on flexible conditions (e.g., no payments until the property is developed);
 - The CDC offers a partnership in the development, and thus shares the risk, and;
 - An improved site is offered with improved infrastructure and amenities already in place or committed.
6. A developer is selected and the project is built.
7. Revenue from the project (either sale or lease) repays the revenue bonds.
8. Income beyond that required to repay the revenue bonds is used by the CDC to cover operating expenses and fund new projects.