

Hurst-Bellaire Sustainable Redevelopment Plan



June, 2009

City of Hurst, Texas

Hurst-Bellaire Sustainable Redevelopment Plan

Executive Summary

Prepared for

City of Hurst

and

North Central Texas Council of Governments

by

CDS | Spillette

Design Workshop Inc.

DeShazo Tang & Associates

Pavlik and Associates

For more information, contact

Mike Morgan

Director of Development

City of Hurst

1505 Precinct Line Road

Hurst, Texas 76054

(817) 788-7095

I	INTRODUCTION Plan Purpose Plan Objectives Plan Process	1
II	EXISTING CONDITIONS & ECONOMIC ANALYSIS SUMMARY Overview of Existing Conditions Review of Previous Studies and Plans Economic and Market Analysis Conclusions and Implications for the Concept Plan	5
III	CONCEPT PLANS Development of Concept Alternatives Overview of Alternatives Community Meeting Selection of Preferred Alternative	13
IV	PREFERRED ALTERNATIVE Sustainability Factors Streets and Transportation Civic and Cultural Facilities Open Space / Parks Hypothetical Land Uses Phasing Summary City of Hurst Joint Meeting	27
V	STREETSCAPES Overview Block Structure Pipeline Road Art District Row Typical Residential Street	41
VI	FINANCING CONSIDERATIONS Key Financing Objectives and Issues	47
VII	CONCLUSION	53
VIII	APPENDICES Appendix A: Economic Analysis Report Appendix B: Bellaire Sustainable Development Plan Appendix C: Consultant Comments on Mixed-Use Zoning Overlay	55

VIII EXHIBITS

<i>Diagram 1: Study Area Map</i>	3
<i>Diagram 2: Surrounding Context Area Map</i>	9
<i>Diagram 3: Opportunities and Constraints Diagram</i>	14
<i>Diagram 4: Phasing Opportunity</i>	16
<i>Diagram 5: Alternative Concepts Diagram</i>	17
<i>Diagram 6: The Neighborhood Concept Alternative</i>	18
<i>Diagram 7: The Arts District Concept Alternative</i>	20
<i>Diagram 8: The Arts District Alternative Preference Votes</i>	25
<i>Diagram 9: The Neighborhood Alternative Preference Votes</i>	25
<i>Diagram 10: Circulation Plan</i>	32
<i>Diagram 11: Phase One of Redevelopment Plan</i>	36
<i>Diagram 12: Phase Two of Redevelopment Plan</i>	37
<i>Diagram 13: Phase Three of Redevelopment Plan</i>	38
<i>Diagram 14: Arts District Pipeline Street</i>	43
<i>Diagram 15: Arts District Artist Row Internal Street</i>	45
<i>Diagram 16: Typical Neighborhood Street with Flex Parking</i>	46
<i>Diagram 17: TIF Concept</i>	48

Section I

INTRODUCTION

Plan Purpose

In early 2008, the North Central Texas Council of Governments (NCTCOG), in collaboration with the City of Hurst, initiated a study process focused on the Bellaire area in the southeast corner of the city. The objective of the study was the creation of a sustainable development plan for the area that would guide Hurst and other agencies in future public policy and investment decisions that reflect NCTCOG's 10 Principles of Development Excellence.

NCTCOG 10 Principles of Development Excellence

The Center of Development Excellence recommends 10 Principles of Development Excellence as a guide to cities, counties, school districts, other public agencies, and the private sector as they plan and create future development and redevelopment in the region:

Development Options: Provide a variety and balance of development options and land use types in communities throughout the region

Efficient Growth: Foster redevelopment and infill of areas with existing infrastructure and promote the orderly and efficient provision of new infrastructure

Pedestrian Design: Create more neighborhoods with pedestrian-oriented features, streetscapes, and public spaces

Housing Choice: Sustain and facilitate a range of housing opportunities and choices for residents of multiple age groups and economic levels

Activity Centers: Create mixed use and transit-oriented developments that serve as centers of neighborhood and community activity

Environmental Stewardship: Protect sensitive environmental areas, preserve natural stream corridors, and create developments that minimize impact on natural features

Quality Places: Strengthen community identity through use of compatible, quality architectural and landscape designs and preservation of significant historic structures

Transportation Efficiency: Develop land uses, building sites, and transportation infrastructure that enhance the efficient movement of people, goods, and services

Resource Efficiency: Provide functional, adaptable, and sustainable building and site designs that use water, energy, and material resources effectively and efficiently

Implementation: Adopt comprehensive plans and ordinances that support Development Excellence and involve citizens and stakeholders in all aspects of the planning process

Source: North Central Texas Council of Governments

Project Objectives

1. Perform a housing and commercial market analysis and develop economic and land use strategies for re-development of an underutilized strip center and adjacent multi-family complex.
2. Prepare a realistic development plan that will guide short-term and long-term neighborhood-wide improvements in the project area including recommendations to:
 - a. Improve overall neighborhood character,
 - b. Increase home-ownership opportunities,
 - c. Provide desirable market rate housing,
 - d. Integrate workers and residents in a desirable and vibrant mixed-income neighborhood setting,
 - e. Improve overall safety, desirability, and attractiveness of the area, and
 - f. Encourage stakeholder collaboration in on-going redevelopment efforts and community building,
3. Create an example and catalyst for similar redevelopment along the Pipeline Road and Bedford-Eules Road corridors.

The Bellaire area has over five decades of development history. Single family subdivisions appeared in the 1950s and 1960s in response to the job creation occurring at the Bell Helicopter plant just to the south of the Study Area. A substantial retail base grew along Pipeline Road, a major east-west thoroughfare connecting the emerging cities of Hurst, Bedford, and Eules. As the area thrived, large multifamily apartment complexes added to the neighborhood population and land use mix through the 1970s.

However, over the last 20 to 30 years, the focus of growth in the Hurst-Eules-Bedford (H-E-B) area shifted north as freeway construction created new commercial corridors and new residential developments offered housing alternatives. Little new investment occurred in the Bellaire area in the 1980s and 1990s. By 2000, commercial activity had entered a period of stagnation. Multifamily properties were declining in quality. Retail vacancies rose and large amounts of land remained devoted to underutilized surface parking. Concerns over neighborhood stability have risen.

Despite negative trends, signs of positive changes have appeared over the last several years. New single family developments on infill sites indicate the potential for residential rejuvenation. The City of Hurst has also devoted increased attention to Bellaire. The Pipeline Road Action Plan and Transforming Hurst initiatives are intended to point the way toward a further revival of investment and address public desires for mobility and aesthetic improvement. Hurst-Bellaire Sustainable Development Plan builds upon these recent efforts in a manner aligned with NCTCOG's 10 Principles.

The Bellaire Sustainable Development Plan covers the Study Area shown in Map 1: Study Area Map. It should be noted that a small part of the Study Area, on its north side, is located in the City of Bedford; the remainder is in Hurst.

Plan Process

By the fall of 2008, a consultant team led by the CDS Market Research| Spillette Consulting Alliance began work on the study. The process of creating the plan involved the following tasks:

1. Examination of existing conditions – an assessment of the current state of the properties, streets, and public spaces in Bellaire (fall 2008).
2. Review of previous studies and plans affecting the Bellaire area – gaining an understanding of what direction various public agencies and the community would like to take Bellaire (fall 2008).

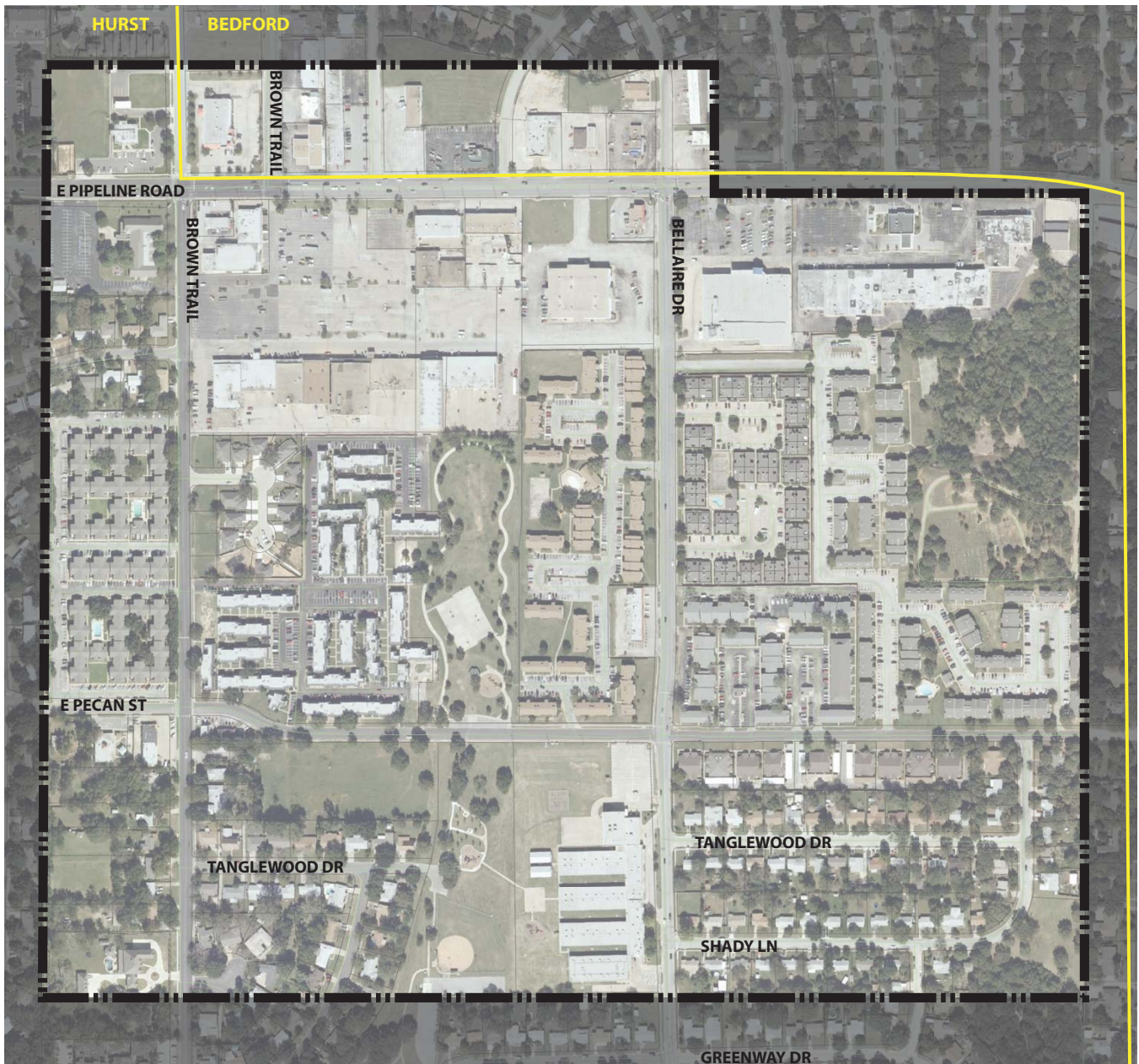


Diagram 1: Study Area Map



1. INTRODUCTION

3. Economic analysis of the real estate and development market – gathering data to analyze market support for residential and commercial land uses (fall 2008).
4. Stakeholder meeting – convening area business and property owners to present initial findings of the economic analysis and assure that plan development would be founded on shared market assumptions (November 20, 2008).
5. Concept alternatives – synthesizing the results of the study to date and creating two scenarios of redevelopment based on NCTCOG’s 10 Principles of Development Excellence (winter 2008-09).
6. Community meeting – presenting the concept alternatives to residents, business and property owners, and City of Hurst officials to generate comments and selection of a preferred alternative (February 4, 2009).
7. Draft concept plan – writing a report containing a description of the preferred concept alternative and some recommendations for implementing the plan; reviewed by NCTCOG and Hurst officials (spring 2009).
8. Presentation of findings to Hurst City Council, Planning and Zoning Commission, and Economic Advisory Committee (March 30, 2009).
9. Final plan – revising the draft in response to comments (spring 2009).

Section II

EXISTING CONDITIONS AND ECONOMIC ANALYSIS SUMMARY

Leading up to the creation of this concept plan, the consultant team performed a series of tasks needed to fully understand the environment that would shape it. These tasks gave the team an understanding of the economic, physical, and social parameters that translate into key elements and approaches proposed in the plan. The tasks included:

1. Evaluation of existing conditions
2. Review of previous studies and plans
3. Analysis of economic and market potential

This section of the plan report summarizes the findings of these tasks.

Overview of Existing Conditions

The consultant team extensively investigated the existing conditions of the Study Area and environs. The team performed windshield surveys along all Study Area streets and many properties, including all retail centers and apartments. Demographic and economic data were collected. In addition, the team performed interviews with property and business owners and real estate professionals to obtain their perspectives on existing conditions. Key points from the Existing Conditions assessment include:

1. This portion of the Hurst-Eules-Bedford (H-E-B) area is characterized by pre-1970 single family subdivisions and 1960s-1980s era two-story apartment complexes. Pre-1980s retail centers and single-tenant pad buildings line portions of Pipeline Road, including the entire portion through the Study Area. Most development south of SH 121, east of IH 820, and north of SH 10 fits this description. Large industrial employers such as Bell Helicopter are located along and to the south of SH 10. There is very little vacant land remaining, especially in areas further north from SH 10. However, a 2.94 acre vacant parcel



Image 1: An existing residential street grid surrounds the Study Area.



Image 2: Lack of maintenance detracts from the value of residential properties.



Image 3: Existing two-story apartment buildings are found throughout the Study Area.



Image 4: Existing retail is surrounded by expanses of surface parking lots.



Image 5: The pedestrian environment is inconsistent along Pipeline Road.



Image 6: The Artisan Center Theater provides an anchor to the retail in Study Area.

does exist on Pecan Street just east of Brown Trail within the Study Area that has been proposed for infill single family residential in the recent past. An approximately 4.2 acre undeveloped open space with considerable topographic variation is located immediately north of the Arwine Cemetery.

2. Study area properties were in various conditions. Apartments range from visibly deteriorated to relatively well kept. Most single family home owners appear to share a pride of ownership, though pockets of more neglected properties were also found. Visual inspection indicates that most retail centers have had few if any renovations since initial development; several appeared to have a high level of vacancy.
3. All development in the Study Area and surrounding districts is automobile-oriented. Large parking lots front most retail buildings.
4. There is little coordination or enhancement of the physical environment along streets. While some properties have attractive landscaping, the dominant visual theme, especially along Pipeline, is asphalt parking lots and on-premise signs. Sidewalks, where they exist, are of minimal width and condition and disjointed between properties. There are no designated bicycle paths in the area. These conditions continue until they reach more newly developed or updated areas around North East Mall and SH 121.
5. The retail offerings in the Study Area illustrate a higher level of ethnic diversity than nearby areas. Hispanic-oriented stores were the most visible but the influence of other ethnic groups, such as African-American and Asian were also noted.
6. Graffiti was found on several properties. Several persons to whom the team spoke mentioned concerns over graffiti and crime.
7. All persons the team interviewed were positive about the quality of the school district.
8. The Study Area also contains some elements that make it unique. One is the Artisan Center Theater, probably the most distinctive non-residential use. Representatives of the Theater

revealed the following:

- Theater’s support is strong, with main stage show patronage of 50,000 and 25,000 participants in auxiliary programs.
 - Theater supporters live all over the metro area; 10% live in Hurst.
 - The Theater’s current space is inadequate for their needs; there is concern over the building (Bellaire Shopping Center) not being up to current City of Hurst building code.
 - The Theater has located in the Study Area for the affordable rent and central location. However, it is not a must for the Theater to be in the Study Area or Hurst. Some patrons reported uneasiness over safety issues when arriving to and leaving shows.
9. There is also a large park that extends into the center of the Study Area from the south. Its current configuration north of Pecan Street is such that it has a “cul-de-sac” layout, bounded on three sides by private properties.
10. The existing layout of the apartments and associated fencing has severed the connectivity of the street grid preventing adequate pedestrian and vehicular circulation for visibility and safety. Circulation and clear access throughout the Study Area is generally lacking.

There is currently no existing public transportation available surrounding the project site and the City of Hurst is not a member of an existing transit agency. Transit opportunities are an important issue facing residents in the area. Based on the demographics of the project area, residents would benefit from public transit. It would increase access to job centers, schools, and the TRE station. Currently, the Hurst-Euless-Bedford (H-E-B) Transit operation provides transportation to disadvantaged, low-income individuals by appointment for work-related employment trips. There is no established and routine bus transportation to further enhance opportunities for a mixed-use district and/or redevelopment of the site.



Image 7: Vivagene Copeland Park is a modern gem in the Study Area and should be enhanced with improved lighting, access and circulation.



Image 8: Fences and limited vehicular access act as barriers and prevent circulation throughout the Study Area.



Image 9: Informal pedestrian connections are formed on an as needed basis.

Review of Previous Studies and Plans

It is clear from the previous studies reviewed by the consultant team (shown in the box to the right) that, since the late 1990s, the Hurst community and its leaders have been motivated to pursue a positive evolution of the City. Its older areas, south of SH 121 / 183, are a major focus for improvements and encouraging change. The Pipeline corridor has had an especially intense focus. Key concepts for the corridor that emerged in these studies include:

- Widening Pipeline Road for improved traffic flow.
- Adding medians for improved traffic safety and aesthetics.
- Improving streetscape and pedestrian facilities.
- Encouraging more pedestrian-friendly, relatively dense, mixed-use development.

The Transforming Hurst initiative is emphatic about taking underutilized sites and making them “places”-oriented to create new distinctive districts that would set Hurst apart from other surrounding suburban areas. The Bellaire area is part of this program. The ongoing construction of the senior center, public plaza, and fire station projects about 1 ½ miles west on Pipeline shows the significant commitment the City has made to implement the initiative. The City has also enacted a Mixed-Use zoning overlay in the Pipeline corridor to support its visioning efforts.

The widening and sidewalk improvements planned for Bellaire Road were also noted. The recommendations and improvements for streetscape, bicycles, and pedestrians presented in the Safe Routes to School study focus on connections among residential districts south-east of Bellaire Elementary. Further pedestrian and bicycle connections and circulation improvements as they pertain to the retail developments in the Study Area will be discussed as part of the site planning phase.

Interestingly, while the urban design aspects of private development were described in some of the earlier studies, their economic characteristics were not addressed. Thus the Bellaire Sustainable Development may be the first to provide a private sector economic analysis as well as physical outcomes for the Pipeline corridor. The Bellaire plan needs to find a nexus between the previous visioning efforts, the zoning overlay, and the market realities that will

Previous Studies and Plans Reviewed

- Hurst City Council Strategic Plan Vision
- Hurst Mixed-Use Ordinance and Mixed-Use Zoning Overlay
- Pipeline Road Action Plan
- Transforming Hurst initiative
- City of Hurst Parks Master Plan
- City of Hurst Capital Improvement Plan
- Bellaire Drive reconstruction bond proposal
- Safe Routes to School – Bellaire
- Tarrant County bonds – Pipeline Road
- Market study and appraisal for Trinity Ranch Estates

II. EXISTING CONDITIONS & ECONOMIC ANALYSIS SUMMARY

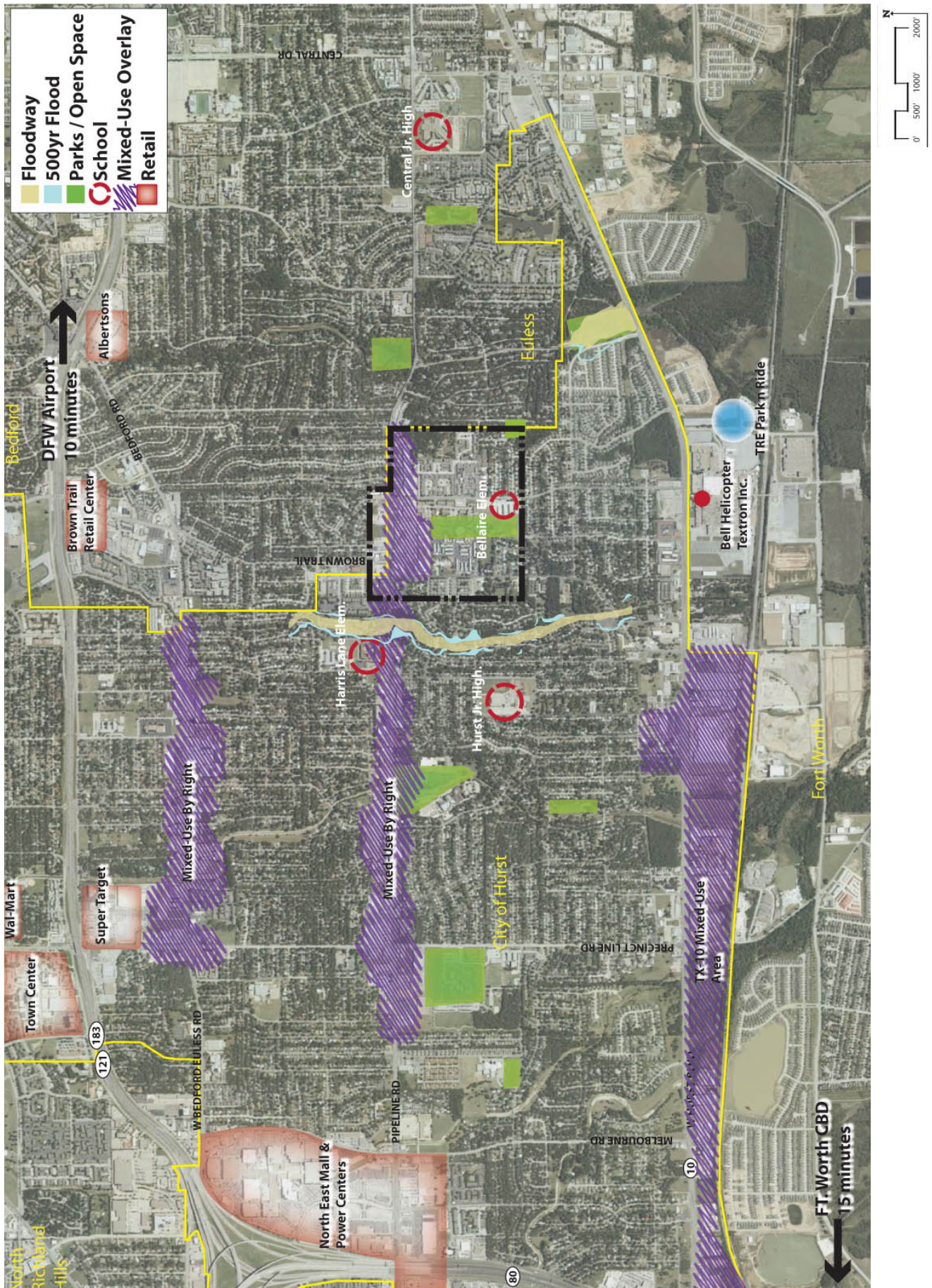


Diagram 2: Surrounding Context Area Map

be documented in the Economic Analysis. For example, are the densities, building types, building forms, and streetscapes envisioned in the Pipeline Road study realistic under current and future market conditions? Will the specifics of the zoning overlay need to be adjusted? These questions are addressed in the Economic and Market Analysis.

Economic and Market Analysis

Using demographic and real estate market data, plus on-the-ground research and interviews with property owners and local real estate professionals, the consultant team performed an economic and market analysis that highlights opportunities and constraints to be addressed in this concept plan. The report, “Task 3 – Economic Analysis,” is attached as an Appendix to this plan report. The following summarizes the findings relevant to the generation of the concept plan.

Current Economic Conditions

1. Economic and physical conditions are currently deterrents to development in the Study Area. There is little economic incentive for new development. One of the few viable options is single family for-sale housing on available vacant infill sites within and around the Study Area. However, aging retail and apartment properties may continue to discourage development within the Study Area if physical conditions deteriorate further or negative social conditions (crime) increase.
2. The heavy concentration of older apartments provide a cost-effective housing alternative for the local workforce, but simultaneously creates an economic burden for the area by skewing income statistics lower and elevating concerns over neighborhood stability. The physical condition of apartment buildings, some of which are visibly deteriorated, and the graffiti on some of the apartments and nearby retail properties, reinforces these perceptions.
3. Most single family homes in the area typify stable residential neighborhoods and the area has a positive reputation overall. However, there are also some homes in the Study Area that appear to be neglected and do not reflect pride of ownership; this could increase uncertainty in the market.
4. There is an oversupply of retail space and little economic or financial incentive to upgrade the existing aging properties or engage in large-scale development or redevelopment for retail uses. However, the Study Area remains an inherently good location for neighborhood-oriented shopping and services.

Primary Opportunities

1. As mentioned above, the most viable use for new development at present is for moderately priced single family homes (mid-\$100,000s). Detached homes are proven in the market; townhomes are riskier but

may be viable if priced appropriately. The aging of existing homeowners in surrounding neighborhoods may create opportunities for senior living products to satisfy the demand for different living arrangements in the coming years.

2. With an oversupply of retail space and the need to re-balance the housing stock in the Study Area to improve demographics and development potential, the Study Area can offer both multifamily and retail tracts for conversion to new single family development.
3. The large size of the retail and multifamily tracts, and their contiguous location, help make redevelopment a more practical option in the Study Area than might be found elsewhere.
4. The age and condition of some of the properties may provide opportunities for land acquisition/ parcel assembly to occur at a reduced market rates.

Issues to Resolve

1. The financial viability of redevelopment is unclear. For the market to bring about redevelopment of a property, a purchase price must be offered to the current owner of the property that exceeds the owner’s financial return from existing cash flow (net income from rents). The cash flow from the apartments in particular may be providing a satisfactory return to their current owners and inducing a sale may be difficult.
2. Developers would be willing to offer a higher purchase price for a redevelopment site if some of the costs of development (mainly infrastructure) are reduced. Redevelopment can incur higher costs than greenfield projects due to demolition costs and infrastructure upgrades or expansion (for example, new streets and sewer lines).
3. Adding new single family housing may encourage interest from retail tenants that sense improving demographics. However, the quantity of housing produced from redevelopment and infill in the Study Area will not likely bring about a wholesale change in the retail market evaluation. The plan



Image 10: Limited maintenance is given to apartments.



Image 11: Retail vacancies are growing in the Study Area.



Image 12: Vandalism occurs on private and public property.

should seek to leverage other aspects of the Study Area to further increase the odds of renewed retail market viability. These aspects include:

- Artisan Center Theater
- Public parkland
- Streetscape potential of Pipeline Road, Brown Trail, and Bellaire Road
- Current “superblock” configuration, with block faces about 1,500 feet long, that could provide opportunities for new streets and frontages with block faces of 600 feet or less.

Stakeholder Meeting

The preliminary results of the Economic and Market Analysis were presented to a Stakeholder group at the New Rock Church in the Bellaire Shopping Center on November 20, 2008. The primary attendees were property and business owners in the Study Area. Representatives of several key properties and establishments were present, including Bellaire Shopping Center, Sutton Square Apartments, Artisan Center Theater, and Kinney’s Automotive. Based on comments the Stakeholders provided during the meeting, they are largely in agreement with the analysis findings and confirm the economic challenges facing the area. Several of these Stakeholders also attended the February 4 Community Meeting (described later in this report) to review plan concepts.

Conclusions and Implications for the Concept Plan

Efforts to create sustainable development districts often focus on increasing residential density, adding local commercial activity, and creating new public spaces. However, the findings of the preceding tasks made it clear to the consultant team that an unconventional approach would be necessary. As the project moved into the conceptual planning phase, the team identified key implications for plan’s framework:

1. Capitalize on the market opportunity for new single family housing.
2. Reduce the quantity of aged retail space.
3. Improve connectivity to the existing parks and the Pipeline Road commercial corridor.
4. Build on the community’s desire to improve Pipeline Road.
5. Incorporate and enhance opportunities for civic and cultural activity such as the Artisan Center Theater.

With these findings as drivers and guided by NCTCOG’s 10 Principles, the team was able to begin defining alternative plan concepts.

Section III

CONCEPT PLANS

Development of Concept Alternatives

With study of existing conditions, previous studies and plans, and economic opportunities completed, the team began to formulate a framework that would evolve into concept plan alternatives. This involved a review of the conclusions from the first tasks combined with an examination of the physical layout of the Study Area. From this exercise emerged, in order:

1. A set of opportunities and constraints that the plan should address
2. Decisions based on these opportunities and constraints that diagram a set of trade-offs or different emphases
3. A sense of where the earliest redevelopment opportunities are and which sites might take longer to change
4. Two “themed” concept alternatives that could be further detailed and presented to the community.

Opportunities and Constraints

The team identified opportunities and constraints that highlighted areas where positive physical change that enhanced sustainability and economic value would or would not be easily accomplished.

Planning Opportunities

- Several open spaces could provide strong neighborhood amenities if better connectivity was provided.
- Large potential redevelopment sites, particularly the underutilized retail properties and aging apartment complexes, are within an estimated 5 minute walking distance of Bellaire Park North.
- Good connectivity to adjacent residential areas of Hurst, Euless, and Bedford is provided by Pipeline Road, and regional access is provided by Brown Trail to State Highway 183 / 121.

Planning Constraints

- A lack of existing streets inhibits connectivity within the Study Area, manifested in the existing “superblock” configuration of 1,500 foot block faces, when block faces of 600 feet or less are desired.
- Fences further inhibit accessibility between adjacent private properties and also across the public right of way on Pecan at the Euless border.

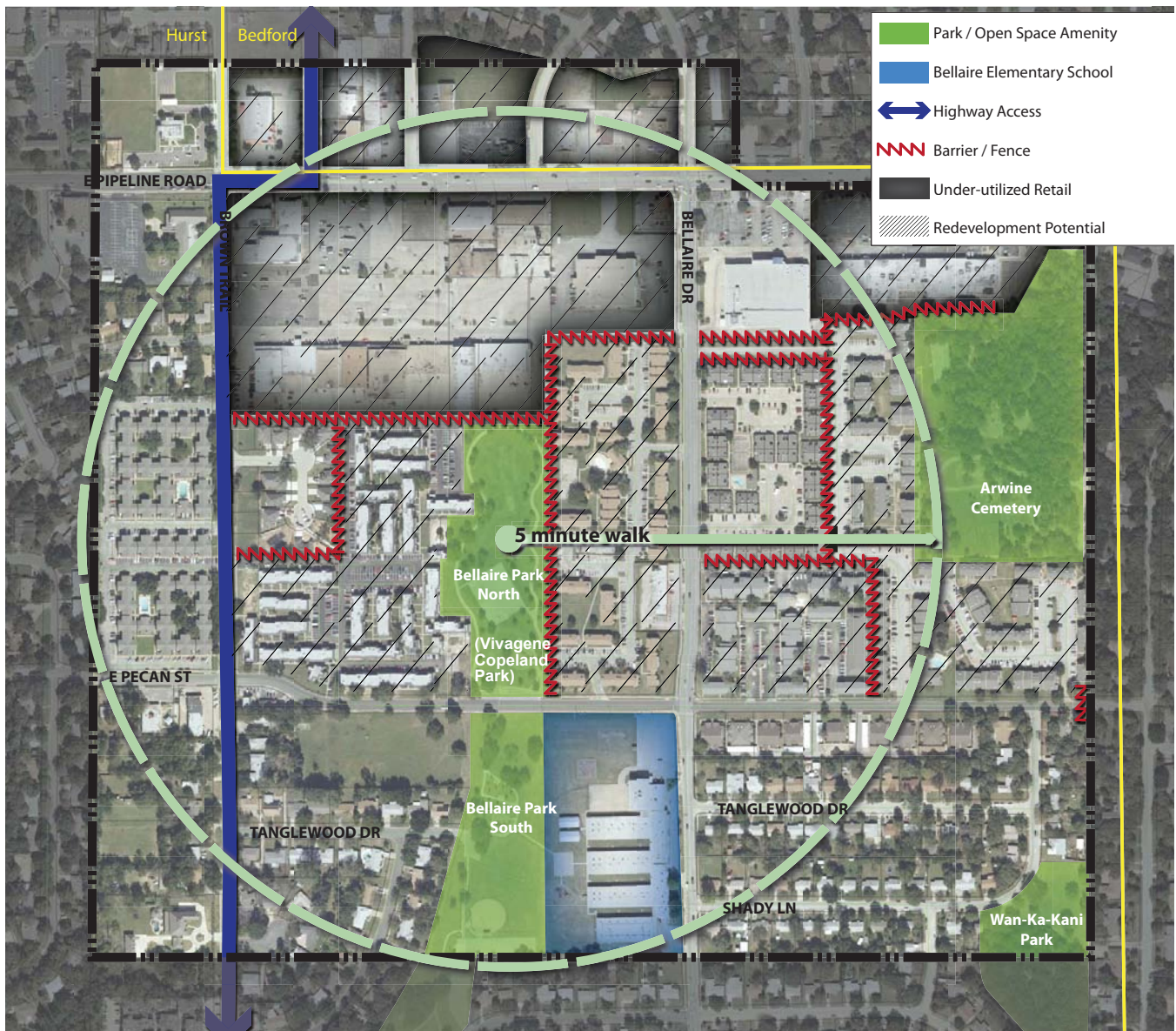


Diagram 3: Opportunities and Constraints Diagram



Trade-offs and Emphases

The decisions that could be made to capitalize on opportunities and mitigate constraints resulted in a set of trade-offs – where a decision enhanced one characteristic of potential redevelopment and diminished another – and varying emphases depending on what element of the community could be seen as driving future investment.

The team identified the decision points in the plan producing trade-offs and differing emphases:

Artisan Center Theatre – Given its poor condition, it was unlikely that restoring the cinema building and adjacent theater space was financially or technically feasible. Therefore, a permanent residence for the theater company would need to be separately developed, or it was possible (or likely) that the company would leave Bellaire.

Where to locate commercial and civic activity - The large existing retail sites, offering early redevelopment potential, front Pipeline Road and are relatively deep. The apartment properties constitute other redevelopment

sites more internal to the Study Area, closer to Vivagene Copeland Park and other parks. Thus the focus of future Study Area activity – and, it is hoped, pedestrian movement – could either remain along Pipeline or locate further south within the redevelopment sites.

Internal streets – The constraint imposed by the lack of an internal street network, inhibiting connectivity, would need to be mitigated by adding new streets within the redevelopment tracts. The pattern of these new streets would depend to some extent on the other trade-offs and areas of emphasis. However, the team decided that forgoing a new internal street network was NOT an option – in order to support a sustainably designed redevelopment plan featuring enhanced, multi-modal connectivity, new internal streets were absolutely necessary.

Retail quantity – The Economic and Market Analysis showed that there is too much existing retail space in the Study Area; furthermore, much of that space is obsolete and not code-compliant. How much to reduce the quantity of this space and replace it with newer retail space was therefore the dilemma. The team identified a trade-off: more retail space (an estimated 200,000 square feet over the long run), making Bellaire more of a destination for surrounding portions of the H-E-B area, or less space (100,000 square feet), keeping its commercial focus at the level of serving the immediate neighborhood. This decision would necessarily impact other aspects of the plan, particularly the function of Pipeline Road and Brown Trail.

Arts district vs. neighborhood – These decisions would necessitate the determination of an overall community identity. Would a redeveloped theater, and possibly other arts establishments, be the main activity driver and attraction of Bellaire to the surrounding region? Or would Bellaire be known as a pleasant, sustainable neighborhood that is simply known as a great, distinctive place to live?

Role of Pipeline Road – The previous decisions would affect the nature of Pipeline Road improvements the community has been planning: would it become a more intimate neighborhood retail and activity street or be a major external access and throughput corridor?

Focus of placemaking – Finally, the community would need a focal point where a sense of place would be most powerful, a physical center of activity that drives enhanced economic value through the rest of the Study Area. This would need to relate to the other trade-offs and the importance of access either from the greater H-E-B area or from the immediate neighborhood. Two potential locations were identified: the Brown Trail / Pipeline intersection, which has the best regional access, and Bellaire Park North, which is central to the Study Area, the potential redevelopment tracts, and the existing base of Study Area residents.

Redevelopment Timing / Phasing

The Economic Analysis described the market performance and physical condition of Study Area land uses, particularly the retail and apartment properties. The age and financial prospects of these properties gave the team insight as to which tracts were most likely to redevelop first. Thus the team was able to piece together a scenario of the redevelopment process over time.

Near Term

The Bellaire and Village Square shopping center properties, because of poor market and financial prospects, appear to be near-term candidates for redevelopment. The redevelopment of several apartment properties that are in declining physical condition – Wellesley, Whispering Run, and Glen Rose – could also fall into this time frame given an appealing financial opportunity. The vacant tract on Pecan as well as underperforming sites north of Pipeline also are included here. Finally, the major open spaces of Bellaire Park North and the land adjacent to Arwine Cemetery, while not necessarily expected to convert from their open space function, represent prime early opportunities for physical improvements because of their public or civic ownership.

III. CONCEPT PLANS

Mid Term

Key tracts for the middle term include Kinney’s Automotive, the Sutton Square Apartments, and the remaining tracts north of Pipeline and east of Brown Trail. These properties enjoy relatively strong economic and financial conditions currently, but in the long run may be enticed by rising values to redevelop or sell to developers.

Long Term

The team considered all owner-occupied residential uses, the Kroger, the CVS and bank, and Hurst Christian Church to be unlikely candidates for market-inspired redevelopment. The Sequoia Bend Apartments, which are in better physical condition at present than other complexes, are likely to remain for the longer term as well. The school and the Arwine Cemetery are also considered unlikely to redevelop, as well as the more established single family housing neighborhoods.

The following map graphically depicts the redevelopment timing / phasing assessment.

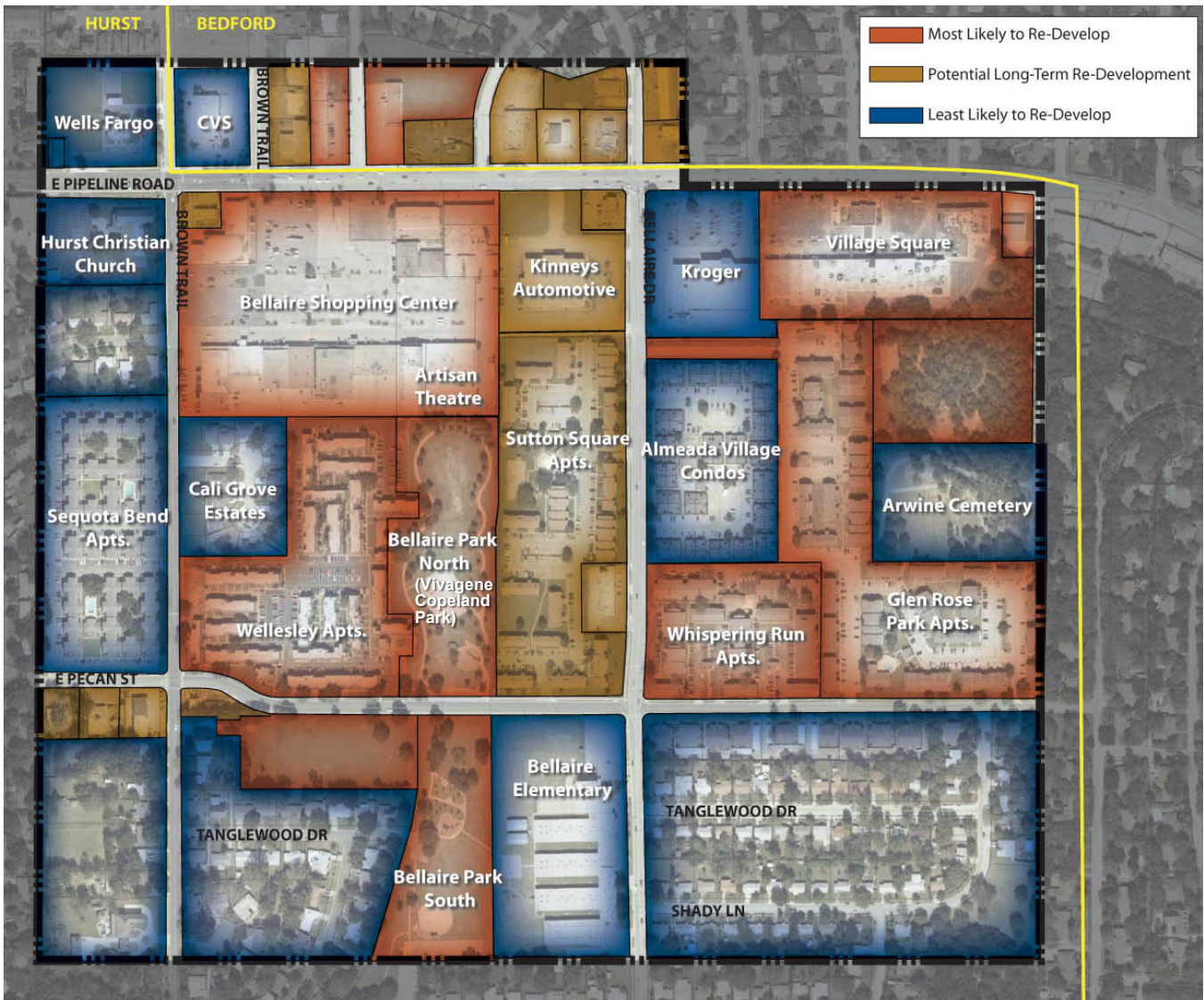
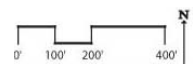


Diagram 4: Phasing Opportunity



Overview of Alternatives

Out of these evaluations emerged two distinct concept alternatives for the redevelopment plan. A listing and sorting of the trade-offs and areas of emphasis, illustrated below, reveal how the choices align across multiple factors that were considered. The team titled the alternatives “The Neighborhood” and “The Arts District”.

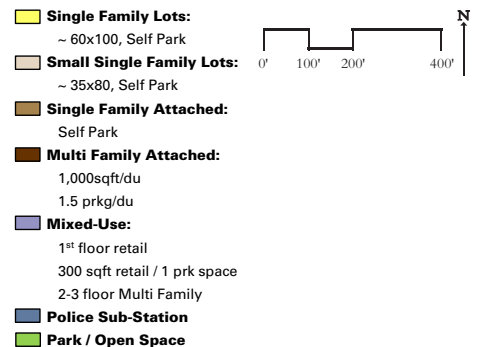
The Arts / Entertainment District Alternative	vs.	The Neighborhood Alternative
Redevelop the Theater	vs.	Theater Moves Away
Internal Plaza Orientation	vs.	Pipeline Orientation
Internal Roads	vs.	No Circulation <small>Not an option</small>
200,000 SF Retail	vs.	100,000 SF Retail
Community Arts District Focus	vs.	Neighborhood Focus
Vehicular Thoroughfare of Pipelines	vs.	Pedestrian Focus of Pipeline
Focus Around Intersection	vs.	Focus Around Park

Diagram 5: Alternative Concepts Diagram

III. CONCEPT PLANS



Diagram 6: The Neighborhood Concept Alternative



The Neighborhood

Designed to be a district centered on its own residents, The Neighborhood featured the following:

- An intimate and neighborhood scale character with a focus and attention to Bellaire Park.
- Small cultural gathering opportunities such as a band stand; the theater company is assumed to leave Bellaire.
- Small neighborhood retail opportunities centered around the Kroger between Pipeline Road and the neighborhood park.
- Pedestrian oriented streetscape and scale along Pipeline Road with on-street parking.
- Create network grid of internal streets and sidewalks for increased pedestrian, bicycle and vehicular circulation.



Image 13: Vivagene Copeland Park and Brown Trail could be enhanced with trails and pedestrian facilities as shown in image.



Image 14: Pedestrian oriented streetscape in the Study Area should connect to the surrounding community.



Image 15: A residential network of internal streets with parking would provide access and circulation.

III. CONCEPT PLANS

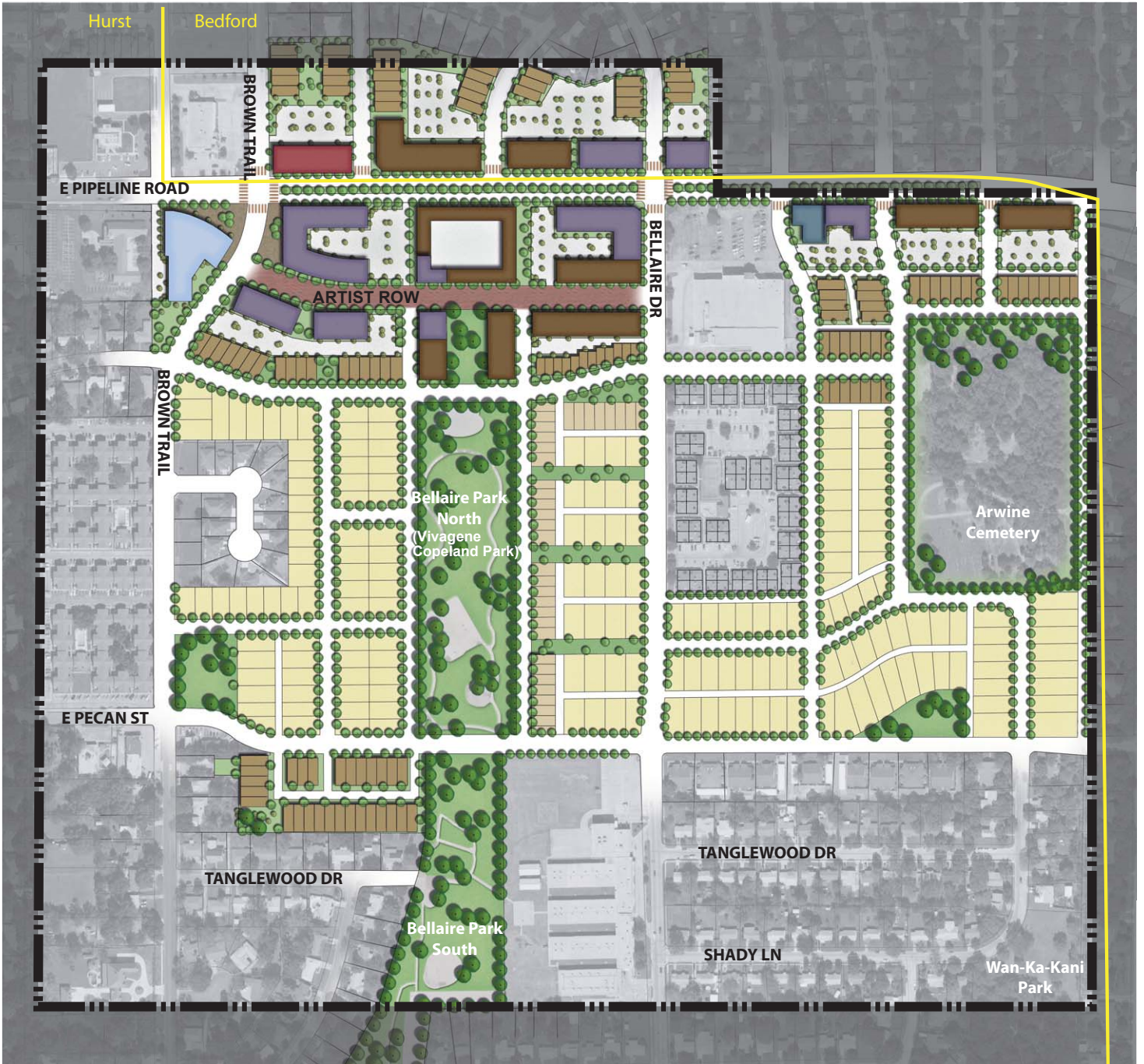
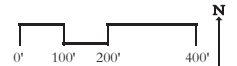


Diagram 7: The Arts District Concept Alternative

- Single Family Lots:**
~ 80x100
- Small Single Family Lots:**
~ 35x80
- Single Family Attached:**
Self Park
- Multi Family Attached:**
1,000sqft/du
1.5 prkg/du
- Mixed-Use:**
1st floor retail
300 sqft retail / 1 prk space
2-3 floor Multi Family
- Police Sub-Station**
- Retail:**
1 floor
- Theatre:**
500 seating
- Park / Open Space**



The Arts District

In contrast to The Neighborhood’s self-contained orientation, the Arts District was intended to appeal not only to Bellaire residents but also draw from a wider area due to the greater amount of commercial and civic activities. The Arts District featured the following:

- Focus on creating an Art and Entertainment District.
- Redevelop the Artisan Theatre.
- Create a community commercial node at the intersection of Pipeline and the re-alignment of Brown Trail.
- Internal focus around a main street plaza and gathering space.
- Re-define Pipeline as a boulevard road supporting vehicular circulation as an east-west thoroughfare.
- Create network grid of internal streets and sidewalks for increased pedestrian, bicycle and vehicular circulation.

After developing detailed descriptions of each alternative, the team presented them to the public and received feedback.



Image 16: A pedestrian oriented Artist Row and internal street would provide Arts and Entertainment venues.



Image 17: Gathering spaces would service a mix of uses.

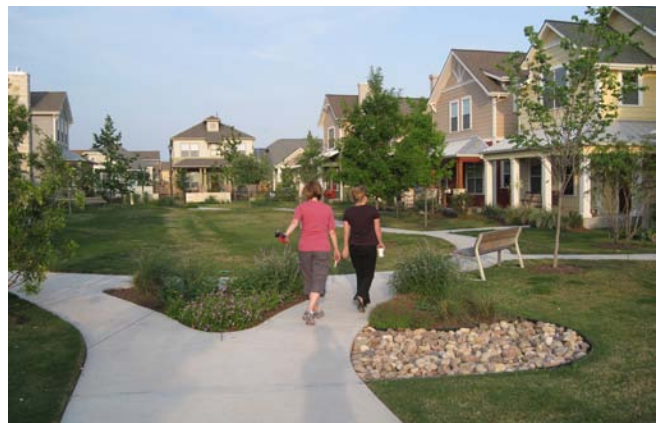


Image 18 Greencourt residential products could expand and directly connect to the Vivagene Copeland Park.



Image 19: Detached single family products are part of the pedestrian streetscape character.



Image 20: Multifamily product that front the streetscape become part of the pedestrian environment.

Community Meeting

The City of Hurst organized a meeting at Hurst Christian Church (corner of Brown Trail and Pipeline Road) on the evening of February 4, 2009. The City invited the same Stakeholder group (business and commercial property owners) that was invited to the November 20, 2008 presentation. The City also contacted Bellaire residents directly via a mailed invitation. Approximately 40 attendees arrived at the church to hear a presentation by the consultant team that described the two concept alternatives. NCTCOG and the City introduced the presentation and outlined the purpose and process of the study. The City also presented its recent efforts to date in the southern portion of Hurst, such as the Transforming Hurst initiative.

The consultants, primarily Design Workshop who were responsible for creating the physical plan, walked the audience through each of the two alternatives in detail. Large boards displaying each alternative sat at the front of the room. At the conclusion of the presentation and a question-and-answer period, attendees were invited to express their preference for one of the alternatives by placing a dot sticker on one of the boards before they left the meeting. The attendees were also able to provide comments on note cards and verbally either during the question-and-answer or conversationally with the consultants and City staff after the formal agenda had concluded. The City also provided an email address where residents could send additional comments until February 18.

The community was largely receptive to the concepts presented. A summary of citizen comments is included as an Appendix to this report. Key sentiments they expressed include:

- Concern over existing congestion and traffic implications of the concepts.
- Concern over rising crime and vandalism and the need for better lighting.
- Questioning of where funding will come from for improvements and amenities.
- Support for redevelopment of existing apartment properties and mitigation of perceived negative impacts that occur now.

III. CONCEPT PLANS

- Support for improving green spaces and access to them from surrounding residential areas.

Principal consensus findings that can be gathered from the community’s input during and after the meeting include:

- Attendees overwhelmingly endorsed The Arts District concept, given its diversity and its ability to attract non-residents to come to the area for entertainment and shopping.
- Attendees felt that the general degradation of the apartment complexes in the Study Area must be addressed as soon as possible. However, there was no expressed opposition to multifamily if it were to be part of a stronger neighborhood context and a higher quality product.
- Business owners in attendance generally supported the Arts District concept.
- A redevelopment plan should be “transit ready” with dense nodes from which future transit opportunities can evolve.
- The internal street of the Arts concept replicates the historical concept of the popular “drag” in front of the strip center, as community members remember this area to be the place to drive their cars, hang-out and be seen.
- The Arts District concept provides opportunities to attract young professionals to the area, with dog parks, outdoor and cultural activities, and other amenities.
- Attendees collectively said they would like a number of small improvements to occur immediately, such as better lighting and better timing of traffic lights at the Bellaire/Pipeline intersection.
- Opportunities for a “hybrid plan” could be intriguing, with community members recognizing that what was presented at the meeting are concepts that are worthy of further discussion.



Image 21: Retail uses can provide residential and office opportunities above.



Image 22: Neighborhood services with residential above create an intimate plaza space.

III. CONCEPT PLANS



Image (compilation) 23: Photos from Community Meeting

Selection of Preferred Alternative

The Community Meeting and additional feedback highlighted the community’s clear preference for the Arts District alternative. Many expressed the feeling that this alternative not only enhanced their own neighborhood, it also helped Hurst generally and would reinforce pride in the City. The details of the Arts District concept are described in the following section of this report.

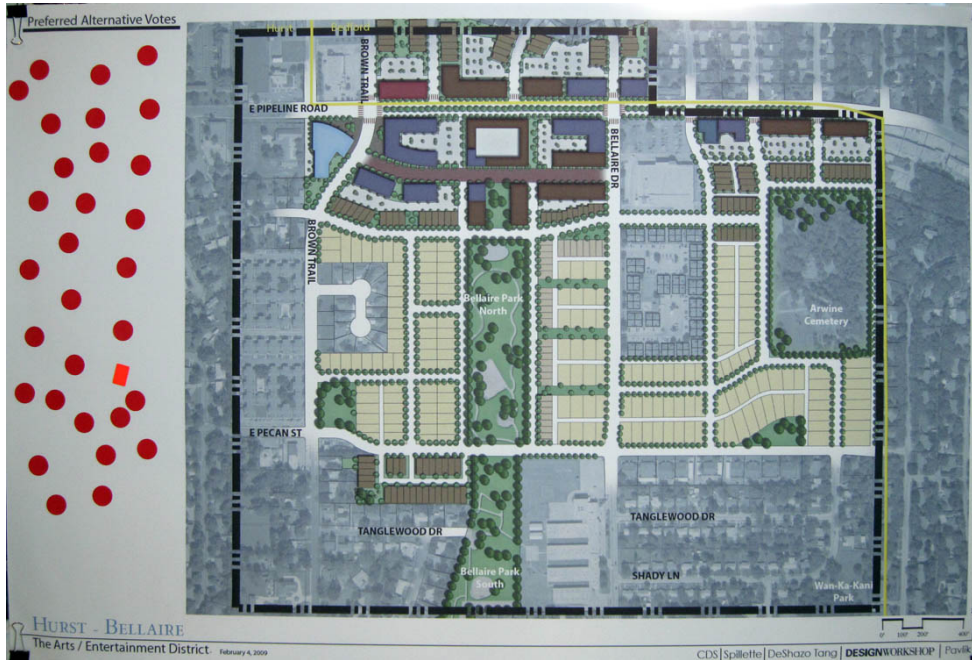


Diagram 8: The Arts District Alternative Preference Votes

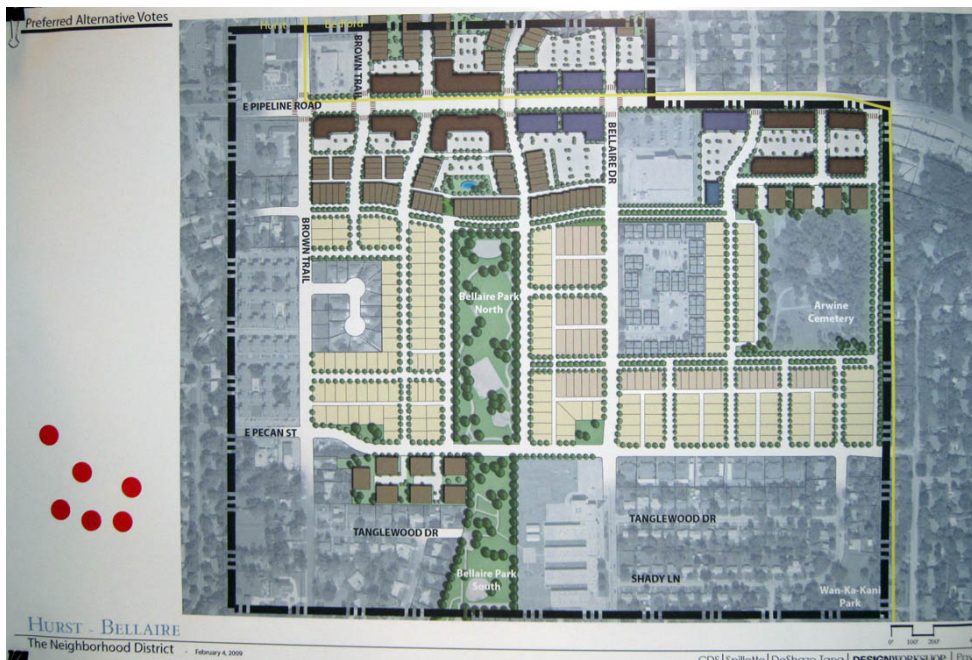


Diagram 9: The Neighborhood Alternative Preference Votes

Page intentionally left blank

Section IV PREFERRED ALTERNATIVE

A successful concept plan has to meet a variety of the objectives related to NCTCOG’s 10 Principles of Development Excellence and the idea of sustainable communities generally. With the Arts District chosen by the Bellaire community as the preferred alternative, this section describes in detail the features of this plan and the ways in which it meets these objectives.

Sustainability Factors

The City of Hurst and NCTCOG have defined multiple factors that will measure the success of the Arts District concept plan. These derive from the 10 Principles (see Section I) and touch on mobility, economy, social / cultural resources, and public services. In addition, the consultant team has compared the plan to the scoring system being drafted by the US Green Building Council called “LEED-ND” which similarly supports the goals of environmental, economic, and social sustainability.

Critical Success Factors

The plan is designed to address in some measure the following critical success factors defined by the City and NCTCOG:

- Physical connections and linkages for vehicular and non-motorized travel – The lack of an internal street grid forces all traffic onto Pecan, Brown Trail, Pipeline, and Bellaire, and substantially increases distances for pedestrian and bicycle travel. The plan creates new pathways so that non-motorized travel has more practical routes to key destinations and vehicles place fewer burdens on existing thoroughfares and collectors.
- Re-orientation of the commercial strip center – In addition to declining economically, the large strip centers along Pipeline present an aesthetically unwelcoming frontage set back behind large areas of paved parking that deter pedestrian access. The plan proposes new configurations of commercial uses that add placemaking value as well as enhance multimodal access.



Image 24: Equal or greater attention to the pedestrian environment will encourage connectivity and enable vitality.



Image 25: Residential over commercial opportunities creates a vibrant streetscape.



Image 26: Pedestrian connections should be designed to engage the pedestrian with their natural surroundings.



Image 27: Public plazas and gathering places build a community identity.



Image 28: A consistent set of residential streets and sidewalks will add value to the neighborhood.

- **Carve out under-utilized large parking fields for maximized opportunity** – The retail parking areas represent large amounts of underutilized land that increase storm and chemical runoff to downstream ecosystems while generating no revenue for property owners. The plan substantially reduces the area devoted to surface parking resulting in a much more efficient economic and environmental impact while still satisfying parking needs.
- **Create a public plaza or permanent open space for community events representing Hispanic community** – Hardscaped civic space for planned community events targeted to the local Hispanic population (and others) is currently nonexistent in Bellaire. The plan provides multiple venues for such activities, including indoor spaces such as an amphitheater and band shell.
- **Link Bellaire Park to the surrounding neighborhood** – Bellaire Park is currently only accessible through its frontage on Pecan Street. The plan creates multiple new pathways that allow residents and visitors improved access to this centerpiece open space.
- **Create an arts / entertainment district** – The Artisan Center Theatre lends an element of a regional arts destination today to the area. The plan provides an improved facility for the Theatre and other arts groups, plus proposes that commercial and residential space be oriented towards arts-related uses. This will serve to draw visitors to Bellaire from other areas and enhance its regional profile as an arts and entertainment destination.
- **Fill-in and connect pedestrian linkages and sidewalks with street grid design** – Sidewalks in Bellaire are today limited, especially because of the lack of an internal street grid. Holes and informal (illegal) pathways through existing fences indicate a strong desire for pedestrian travel in the Study Area that is not accommodated by the public street system. The plan formalizes and legitimizes pedestrian travel by adding sidewalk-lined public streets and pleasant streetscapes.
- **Find home for the police sub-station** – The economic and physical deterioration of existing properties, plus the appearance of graffiti, has created public safety concerns in the community. The City of Hurst is considering a new police substation in the general Bellaire area. The plan accommodates this investment with a site that serves both the police department by providing easy access to Pipeline Road but also increases its visibility within the newly created arts district and is quickly accessible to the residential population.

LEED-ND Opportunities

Leadership in Energy and Environmental Design (LEED) is a benchmark and framework for assessing development practices and meeting sustainability goals. Established by USGBC, the rating systems is currently available for new construction, existing buildings, commercial interiors, core and shell, schools, retail and homes. Pilot versions of the rating systems are under development for neighborhood developments and health care. The LEED-ND, neighborhood design pilot program provides categories and credits by which to assess the sustainability goals and objectives of projects. An overall analysis and evaluation of LEED-ND was done in relationship to the Hurst-Bellaire Redevelopment project site to understand the areas of opportunities that could be enhanced as part of the site planning and design work in order to create a more sustainable project opportunity. While there is not currently a City requirement for evaluation of LEED-ND credits, integrating this opportunity in the existing evaluation of plans would need to modify the current review process for the City of Hurst. The evaluation done for this report provides a general overview to help identify the potential opportunities of sustainability for the proposed neighborhood design. After evaluation of the LEED-ND credits,

the following credits could be directly applied to the project site in creating a more sustainable development project :

- An internal network of sidewalks, parks and open space allows for connections and circulation to easily be access for bikes or pedestrians. (SLLc5)
- The street grid is connected through the project. (NPDp1)
- Densities have been enhanced. (NPDp2, NPDc1)
- A sustainable percent of services is maintained for a mix of uses based on the market demand. (NPDc2)
- The impervious surface area of the surface parking has been reduced. (NPDc6)
- The street grid density and connectivity through the site has been expanded to connect to the existing street grid of the surrounding neighborhood and increasing and increasing circulation and connectivity. (NPDc8, NPDc11)
- Outdoor public space has been enhances with pedestrian friendly streetscape environments, parks and open space. (NPDc12)
- Heat island effects are reduced with increased landscaping. (GCTc10)



Image 29: Green practices such as bio-swales enhance economic and environmental sustainability.



Image 30: Green infrastructure also becomes a neighborhood amenity.



Image 31: Enhanced and landscaped outdoor parking areas provides greater comfort and benefit to pedestrians and the vehicular environment.



Image 32: A mix of uses reduces traffic and creates a live, work, play environment.

- Bus and transportation options are highly recommended to support the reduced parking associated with the concept plan. (SLLc4)

Along with the LEED-ND analysis of the alternatives, the following critical success factors were also met within the Arts District concept alternative:

- Re-orientation of commercial uses with mixed-use along Pipeline Road.
- Carve out under-utilized large parking fields to maximize opportunities.
- Create a public plaza or permanent open space for community events representing Hispanic community with the Artist Row internal street and the enhanced park and open space.
- Link Bellaire Park to the surrounding neighborhood.
- Create an arts district.
- Fill-in and connect pedestrian linkages.
- Find home for the police sub-station.

Streets and Transportation

The Arts / Entertainment District plan offers significant changes to Bellaire’s transportation network, with enhancements to the existing major streets plus a new network of smaller-scale streets. Each street (existing and proposed) are planned to receive additional pedestrian enhancements including sidewalks, lighting, landscaping, and additional streetscape enhancements.

Arterials and Collectors

1. Pipeline Road, while retaining a primary function as an arterial that connects to destinations to the east and west (such as the North East Mall) and conveys traffic through Bellaire, receives an upgrade distinctive to its Bellaire stretch. It will become akin to a **“boulevard”** with enhanced streetscape and pedestrian infrastructure behind the curb, plus a new landscaped median (described more fully in the next section). Pedestrian crossings along Pipeline will be limited to key intersections such as at Brown Trail (north

segment) and Bellaire Drive. These will act as primary pedestrian and bicycle connectors from neighborhoods to the north and the heart of the arts district. To keep traffic moving efficiently, other crossings and controls at intersections will be limited.

2. Brown Trail is the most important connector from Bellaire to the regional highways, the State Highway 183/121 freeway to the north and State Highway 10 (Hurst Boulevard) to the south. With the Arts District anticipated to increase its appeal to visitors and patrons from other parts of the greater H-E-B area and beyond, it is important to make sure Brown Trail optimally supports this role. Therefore, the plan calls for a **realignment** of Brown Trail to replace its current problematic offset intersection with Pipeline. The Brown Trail south segment will relocate to the east to align with the north segment at a single controlled intersection. The stub remaining from the current alignment can be used for property access from Pipeline but does not have to connect to Brown Trail's southern segment.

Internal Street Network

1. **A series of new internal streets** will transform Bellaire residents' access to the district's recreational, civic, and commercial destinations. These new streets will connect to Brown Trail, Bellaire Drive, and Pecan Street. The most notable is a new street extending from the southern terminus of Brown Trail's new alignment, east to the north end of Bellaire Park North, and continuing east across Bellaire Drive to the open space immediately north of Arwine Cemetery. Vivagene Copeland Park will also be flanked on its east and west sides with new streets that also provide frontage for single family homes. Other new streets created on the sites of today's deteriorating apartments will also create single family opportunities. On many blocks, **alleys** can eliminate the need for front-loaded garages and driveways.
2. **A special new street** will extend east-west from Brown Trail to Bellaire Drive through the sites of the existing Bellaire Shopping Center and Kinney's Automotive. This street will provide



Image 33: Brown Trail could be enhanced with trails and pedestrian facilities as shown in the image.



Image 34: Pedestrian spaces should require greater attention to details such as paving, lighting, and furniture choices.



Image 35: Mixed-use centers are further enhanced with banners, lighting and patios.

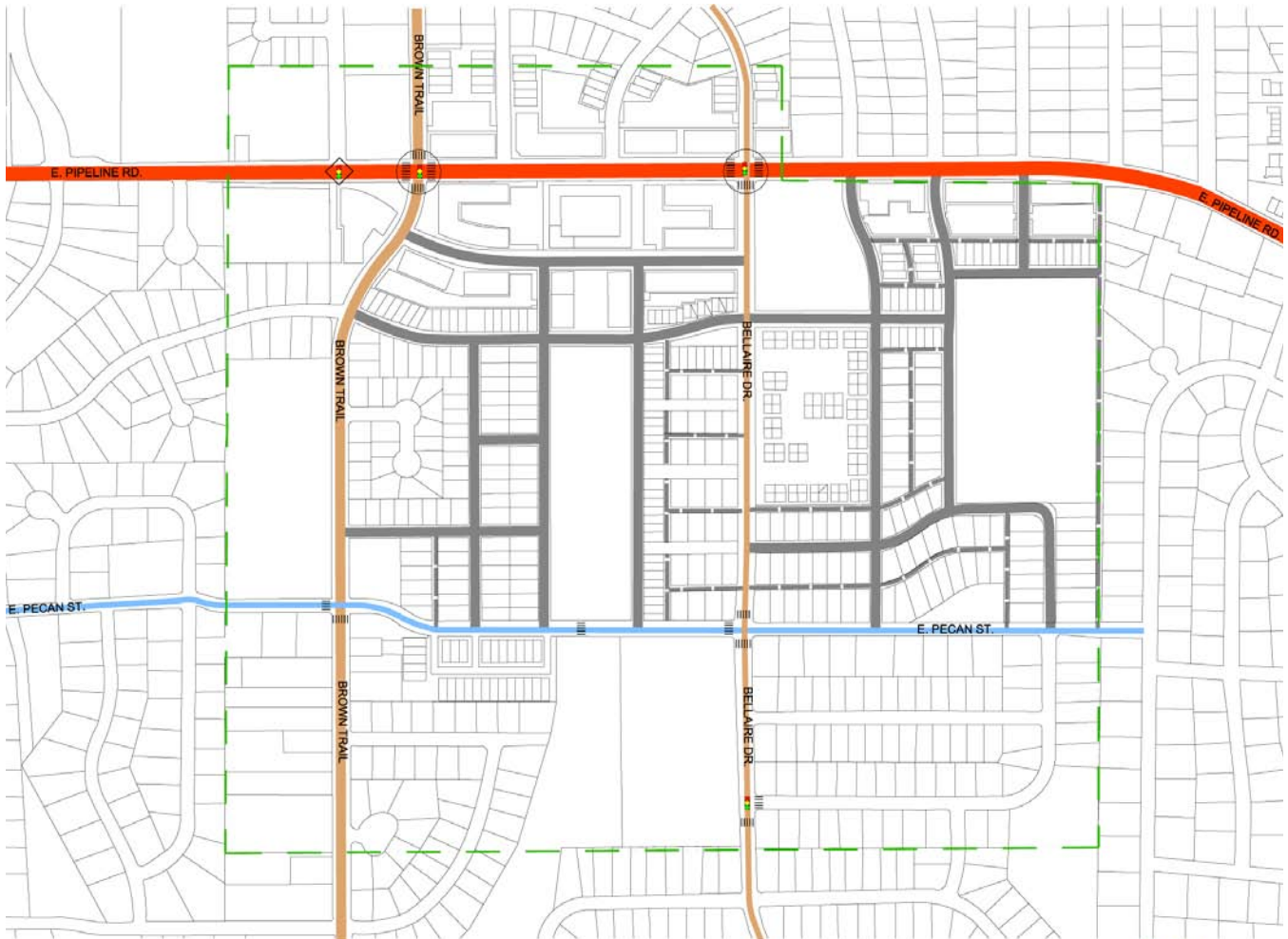
IV. PREFERRED ALTERNATIVE



Image 36: On-street parking buffers the pedestrian from traffic and supports mixed-use development.

frontage for mixed-use development and be strongly pedestrian-oriented. In fact, it will have the unique feature of being able to be **closed to vehicle traffic** to serve as a pedestrian-only pathway and civic space for special events.

3. Several of these new streets, as well as segments of Brown Trail and Bellaire Drive between Pipeline Road and E. Pecan Street, will provide **on-street parking** capacity to support mixed-use development and access to recreational facilities such as Vivagene Copeland Park. Brown Trail and Bellaire Drive roadways between Pipeline Road and E. Pecan Street currently have sufficient



- ARTS PLAN LEGEND:**
- TRAFFIC SIGNAL
 - PROPOSED TRAFFIC SIGNAL
 - EXISTING TRAFFIC SIGNAL (PROPOSED TO BE REMOVED)
 - TWO-WAY WITH TURN LANE
 - CROSS WALK
 - RECOMMENDED MEDIAN-OPENING WITH LEFT-TURN BAYS.
 - STUDY AREA

- ROADWAY FUNCTIONAL DESCRIPTION:**
- ARTERIAL
 - COLLECTORS
 - PROPOSED INTERNAL CIRCULATION

DESIGNATED CITY OF HURST THOROUGHFARE
 MINOR ARTERIAL: E. PIPELINE ROAD
 PRIMARY COLLECTOR: BROWN TRAIL, BELLAIRE DRIVE
 NO DESIGNATION: E. PECAN STREET AND ALL OTHER ROADS
 FUNCTION AS LOCAL STREETS

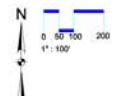


Diagram 10: Circulation Plan

capacity to accommodate the existing traffic with on-street parking. The Circulation Plan below indicates the location of these streets as well as the functional designations of Bellaire’s overall street and intersection network.

Civic and Cultural Facilities

In the Arts / Entertainment District concept plan, civic and cultural facilities have a central role. The intent is to create places for both formal and informal cultural gatherings and events, including those that highlight the Hispanic culture of many Bellaire residents.

1. The currently obsolete building housing the Artisan Center Theatre will be demolished. However, the Theatre should not need to leave Bellaire because it can use a new **Theater / Cultural Arts Center** that could be built at the southeast corner of the realigned Brown Trail and Pipeline Road. The facility can have a combination of performance space (estimated 500 seats) and meeting / classroom space to accommodate a variety of activities. To take advantage of different hours and days of high demand relative to neighboring uses, it could **share parking** with other properties (for example Hurst Christian Church, which is in close proximity to the site, was present at the Open House and was not directly approached about this idea, but should be contacted for further conversations). On-street spaces will further increase parking supply for the facility.
2. The **new event street**, described earlier, can accommodate more general festivals or create a unique environment for arts-related uses that may populate adjacent new mixed-use developments.
3. A **small plaza / performance space** at the north end of Bellaire Park North can serve the neighborhood as an easy-to-maintain, small-scale event venue for events targeted to local residents and schoolchildren.
4. The **new police facility** could be located just east of Kroger along Pipeline Road. Access to Pipeline as well as the new local street network will allow fast response both in the immediate neighborhood and more distant locations.



Image 37: Greater connectivity to parks open spaces will increase the value to the community.



Image 38: A small performance space can serve as a venue for impromptu gatherings.



Image 39: Parks add value to the community surrounding by providing views and community gathering spaces.



Image 40: The Art District Row can be designed as both a plaza and street for maximum flexibility.



Image 41: Outdoor dining and gathering places are provided for the community around the Art District Row.



Images 42 & 43: Vivagene Copeland Park and the open space next to Arwine Cemetery would be expanded and improved for greater visibility and safety.

Product type	Quantity
Single family lots (80'x100')	177
Single family small lots (35'x80')	35
Single family attached - townhomes	126

Open Space / Parks

Bellaire is fortunate to already have a strong existing open space infrastructure. The plan enhances the function of current open spaces and increases their size and reach, as well as providing new small-scale parks.

1. **Vivagene Copeland Park** will be **extended north** through a mixed-use development to the new event street, creating a formal link between the arts district activity and the neighborhood's primary recreation destination.
2. The **open space next to Arwine Cemetery** will be better connected to the rest of Bellaire via the new local street network.
3. **New small pocket parks** to serve adjacent residential uses are located along Pecan Street and extend eastward from Bellaire Park North to Bellaire Drive.

Hypothetical Land Uses

The plan's hypothetical land use scenario derives from the conclusions of the Economic and Market Analysis, which found an excess of existing retail space but continued demand for new single family homes. Multifamily uses, currently in properties approaching the end of their economic life, do not disappear but instead evolve to a new style of development conducive to placemaking and sustainability.

1. As the use with the strongest current market potential, **single family residential** dominates much of the redeveloped area in the plan. To reasonably maximize density, keep prices in affordable ranges, and avoid repetitiveness, a variety of single family products are envisioned, from more typical suburban lot sizes with detached homes to attached townhomes. Many lots will offer frontage facing Bellaire Park North (accessed by new neighborhood streets) or other open spaces. The townhomes provide a residential transition from the commercial and mixed-use environment closer to Pipeline Road to the interior of the district and to the existing single family uses to the north in Bedford.

2. For tracts once occupied by underused single-story retail centers along Pipeline Road, the plan calls for new **multifamily, retail, and vertical mixed-use development**. These uses will embrace the value created by the new public environment around the theater / cultural arts center, Bellaire Park North and the redevelopment of older multifamily into new single family neighborhoods. This value will enable the development of a more urban-style form for these uses than might have otherwise been possible. They will have frontage on both Pipeline and Bellaire, but the new event street between the Theater / Cultural Arts Center and the Kroger on Bellaire will be the true central spine of this mini-district. Some of the vertical mixed-use developments (retail or commercial below, residential above) could be targeted to artists through building design, lease structures, and / or City development policies. Parking for some mixed-use and multifamily projects may be provided in structures as opposed to surface lots.



Image 44: On street parking relieves the need for large surface lots.

Note that the total of the new retail space, approximately 126,000 square feet, combined with the remainder of existing retail space (Kroger, Wells Fargo, CVS) is roughly similar to the total quantity of retail space existing today. However, this represents eventual buildout, after the district has gained momentum and sufficient market area attraction to support demand. In the interim, it would be expected that there will be less retail space than today as existing properties are demolished and redeveloped.

Product type	Quantity
Multifamily residential (1,000 sq.ft. avg., 1.5 prkg. / du)	422,000 sq.ft. (422 units)
Mixed-use residential (upper floors)	216,000 sq.ft. (216 units)
Mixed-use retail / commercial (bottom floor, 1 prkg. / 300 sq.ft.)	108,000 sq.ft.
Retail / commercial single use (single story)	18,000 sq.ft.

Phasing Summary

The chronology of the implementation of the plan will correspond to the specific public improvements that the City or other agencies pursue and to the economic attractiveness of various tracts to redevelopment deals. The following sequence illustrates a reasonable scenario for Bellaire redevelopment over time, given the recommended improvements and land uses. The phasing discussion also describes potential actions related to financing elements of redevelopment. A more general overview of financing options is given in Section 6 of this report.

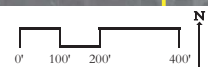
IV. PREFERRED ALTERNATIVE

- 1st Phase** – Public improvements and facilities would likely be the focus of the first phase of implementation. The boulevard-style improvements to Pipeline Road and the Police station would be improvements that already have a basis in earlier planning and budgeting efforts. A public private partnership could acquire a portion of the Bellaire Shopping Center and assist the Theater and Cultural Arts Center. To begin addressing the internal street network and improvements to park space, the public sector could acquire a portion of the Sutton Square Apartments and Bellaire Shopping Center to extend Bellaire Park North and add a small plaza / performance area, add a new street connecting it to Bellaire Drive, and two new streets on either side of the park to connect to Pecan Street. It is hoped that the Pipeline Road improvements might also help drive redevelopment of smaller sites along Pipeline into new commercial and mixed-use projects.

It is preferable that the City acquire the necessary land through standard negotiation and purchase agreements with existing landowners. Although right-of-way for public transportation projects is eligible for eminent



Diagram 11: 1st Phase of Redevelopment Opportunity Plan



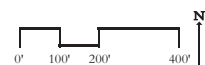
IV. PREFERRED ALTERNATIVE

domain, the City of Hurst has made it clear that cooperative and negotiated processes must be used. The Brown Trail / Pipeline realignment and Pipeline Road improvements would be a potential candidate for federal funding through NCTCOG; this would most likely require waiting until NCTCOG issues a call for projects through a transportation program that channels federal funds such as Congestion Mitigation and Air Quality (CMAQ). At the local level, the expansion and improvement of Vivagene Copeland Park could be assisted by the City's Community Services Fund supported by the ½ cent 4B sales tax. Merging some 1st Phase projects with 2nd Phase projects may add NCTCOG's Sustainable Development grants as a potential funding source (see below).

2. **2nd Phase** – Large-scale redevelopment of existing multifamily apartment properties, takes place, possibly assisted by a City of Hurst economic incentive program such as a TIF. The plan envisions all apartment properties except possibly Sequoia Bend undergoing redevelopment into various types of single family



Diagram 12: 2nd Phase of Redevelopment Opportunity Plan



IV. PREFERRED ALTERNATIVE

housing over time. Also, the vacant tract on the south side of Pecan Street can be part of this or any other phase. Most of the new internal street and sidewalk network is constructed during this phase. Combined with the Vivagene Copeland Park reorientation, a portion of an apartment complex may redevelop. Redevelopment on infill sites along Pipeline Road may continue as well.

Because this phase marks the beginning of larger-scale vertical redevelopment, NCTCOG’s Sustainable Development funding for infrastructure projects could become an eligible source of financial assistance. The City would need to obtain a private development partner (recommended rather than the City acting as the developer) that would agree to invest in land currently occupied by apartment properties and redevelop them into single family homes. The new streets and streetscaping, including the underlying rights of way, that are part of the redevelopment would be eligible for Sustainable Development funding. Portions of streets and sidewalks in the 1st Phase projects could also be incorporated into Sustainable Development funding grant if accompanied by the 2nd Phase private sector redevelopment on adjacent sites.



Diagram 13: 3rd Phase of Redevelopment Opportunity Plan

If the city creates a Tax Increment Financing (TIF) zone over the redevelopment area, the tax increment revenue could be used to contribute toward either the City’s required 20% local match to the Sustainable Development grant (the City could front the match and pay itself back over time through the TIF) or to reimburse the private sector partner for public elements within the redevelopment.

3. **3rd Phase** – The remainder of the older retail properties along Pipeline, and perhaps the vacant tract on the south side of Pecan Street, redevelop into multifamily, mixed-use, and townhomes. This is the period during which the destination quality of the arts district flowers, especially when the new event street is added through what once was Bellaire Shopping Center and Kinney’s Automotive. The final count of public/commercial parking demand consists of 1,483 total spaces, with approximately 1,100 being provided in surface spaces and 340 in structures.

The potential financing impact of a TIF zone would be greatest during this phase of redevelopment. The relatively high property value increment to be gained from the new mixed-use, multifamily, and commercial structures will provide revenue to help fund projects such the “event street” (Arts District Row) and public parking. It is anticipated that a prolonged fund-raising effort would have been occurring for the Cultural Arts Center to have enabled its construction. If the center is a City-owned facility, additional funding from the TIF or 4B Community Services Fund could also assist in its completion.

City of Hurst Joint Meeting

On March 30, 2009, the City of Hurst convened a joint meeting of City Council, the Planning and Zoning Commission, and the Economic Development Advisory Council for a presentation and discussion on the Bellaire Sustainable Redevelopment Plan. The Planning and Development Department hosted the meeting. Consultant team representatives from CDS | Spillette and Design Workshop gave the presentation. Representatives from NCTCOG were also in attendance.

The plan was well-received by City officials. There was general agreement on the need to redevelop the retail and multifamily apartments and on the economic challenges faced by those uses. The attendees supported the concept of an Arts District, though there was concern over some aspects of the plan: how to fund key improvements, how to induce apartment property owners to sell for redevelopment, and where Cultural Arts Center (Artisan Center Theater) patrons would park. However, there was general recognition that the City would need to take significant actions and make substantial investments in Bellaire if the area is to experience revitalization in a reasonable time frame.

Page intentionally left blank

Section V STREETSCAPES

Overview

The street system of the Study Area is proposed to create an organized system of transportation, not just for the automobile but for bicycles and pedestrians as well. These streets have been created to offer the best relationship between the adjacent land use and necessary bicycle, pedestrian and automobile circulation. In essence, the width of the right-of-way was determined based on existing standards, anticipated adjacent land use, the need for bicycle and pedestrian space, and parking needs. Additionally, the Safe Routes to School Plan provided

understanding for current improvements associated with Bellaire Elementary School and helped further refine the proposed plans and their integration as associated to the surrounding properties and park areas.

This chapter includes design information on the street types and dimensions. The following streets are identified in detail on the following pages:

- Pipeline Road
- Arts District Row
- Typical Residential Street

The street dimensions and rights of way anticipated for the Study Area were developed with the following considerations:

- Analyzing existing street standards to comprehend conditions that can be continued and opportunities for improvement based on the goals set forth in this study.
- Incorporating automobile, bicycle, and pedestrian circulation together in one right-of-way, where appropriate.
- Incorporating street trees to allow for shade, reduced heat island effect and aesthetic and ecological value.
- Anticipating that, when new streets are constructed, wet and dry utilities would be placed underground or in easements outside of the right-of-way.



Image 45: Landscaping of streets and public spaces makes them more enjoyable for users year round.



Image 46: Residential streetscapes with landscaping add to a pleasant pedestrian environment.



Image 47: Special paving, on-street parking and streetscape amenities enhance the streetscape character.



Image 48: Residential units facing the park with vehicular and pedestrian access will enhance the safety, use and increases property values.

- Consideration of adjacent land uses and buildings could provide opportunities for innovative urban design.

Block Structure

In order to achieve the desired level of connectivity, the super block arterial system should be broken down into a smaller block structure consisting of collector streets and local residential streets in neighborhoods. To that end, the following guidelines should be achieved:

- All roads should include sidewalks on both sides of all streets to create a streetscape for pedestrians, bicycles and automobiles
- The local blocks should have an average length of less than 400', with a maximum of 550' before intersecting with another road.

Pipeline Road

The function of Pipeline Road is to carry heavy cross-town traffic. At a right of way width of 100 feet, Pipeline Road will include four drive lanes. On-street parking is not provided in order to allow traffic to flow smoothly. Landscape medians are anticipated to create separate traffic flow, provide an area for street trees and landscaping, and provide an area for specific turn lanes.

We recommend a consistent landscape scheme to create a more comfortable streetscape and provide a buffer between automobile and pedestrians. Street trees 30' on-center provide an appropriate shade canopy for human comfort and reduce heat island effect, while helping to "calm" traffic and separate pedestrian and automobile circulation. The landscape buffer could include street trees and landscaping, traffic signs, streetlights and other podium utilities such as fire hydrants, telecommunication boxes, traffic light controls, etc. The proposed landscaping would need to be coordinated with utilities underground.

It is anticipated that curb cuts along Pipeline Road will be consolidated to key intersections, to reduce excessive left hand turn lanes and to allow for continual flow of traffic. By consolidating curb cuts to key intersections, the landscaped median will be more consistent and provide a better canopy and shade.

V. STREETSCAPES

To achieve the anticipated results, the following guidelines are recommended:

- The right of way for Pipeline Road should be 100'-0".
- Sidewalks, at least 8'-0" wide should be provided on both sides of the street.
- Sidewalks connecting to properties outside the East Side Study Area where sidewalks may differ in width should create a seamless transition.
- Nature strips should be provided to separate the sidewalk from the back of curb on both sides of the right-of-way. The nature strip should be a minimum of 8'-0" wide and primarily consist of planting and approved street trees (30' on-center).
- As improvements are made to Pipeline Road, overhead utility lines will need to be coordinated with the placement of street trees within the landscape buffer.
- Vehicular travel lanes should be provided at a width of 12'-0".
- The center median should be a minimum width of 16'-0". The median should be planted with vegetation and street trees 30' on center.
- Streetlights, street signs, and wayfinding or district signs should be permitted in the center median.
- The center turn lane should transition to a left hand turn lane at key intersections. The center turn lane should be 11'-0" wide, leaving 3'-0" for a raised curb and landscaping to separate the turn lane from oncoming traffic. The median therefore serves as a landscaped median and turn lane.

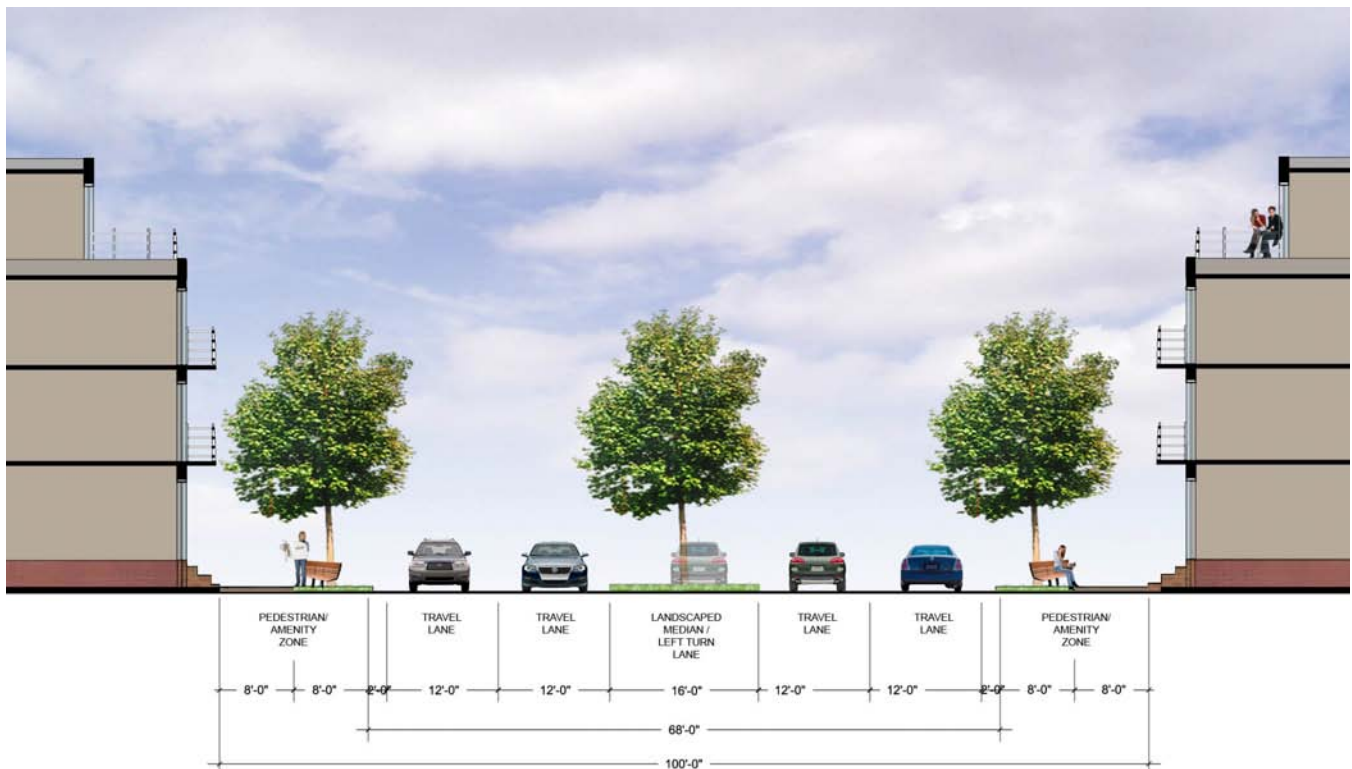


Diagram 14: Arts District Pipeline Street

Art District Row

The function of the Art District Row is to provide clear local automobile, bicycle, and pedestrian circulation through the new Arts District. Traffic volumes are anticipated to be less than on arterials, with lower traffic speeds and typically two lanes of traffic.

The street is designed to create a localized pedestrian oriented destination, centered on a downtown feel. The streetscape is focused on comfort and human interaction. Buildings line the street with build-to-lines and the facades and window displays with rich, architecture details are at a pedestrian scale, and outdoor dining and associated activities are provided in consistence with the mixed-use code in place. The Mixed-Use Zoning Overlay and associated comments of Appendix C of this document should be referenced.

The Arts District depends on on-street (angled) parking to allow for easy access to the shopping and social environment of the streetscape. Bulb-outs are encouraged at intersections to provide additional pedestrian space and force on-street parking away from the intersection.

Nature strips between the curb and sidewalk are anticipated to provide a buffer between automobile and pedestrians. The nature strip can become more urban including trees with tree grates, planters, hardscape, public art, and additional street furniture.

To achieve the anticipated results, the following guidelines are recommended:

- The right of way for Arts District Row should be 90'-0".
- Sidewalks should be provided on both sides of the street, 10'-0" minimum.
- Building awnings and signage should be permitted to extend in the right-of-way up to 8'-0", so long as the vertical clearance between the sidewalk and the awning/sign is greater than 7'-6".
- Outdoor dining and cafes are strongly encouraged in the mixed-use option so long as a 5'-0" wide minimum clearance is met in all circumstances.
- Amenity zones should be provided to separate the sidewalk from the back of curb on both sides of the right-of-way. The amenity zone is incorporated into the sidewalk and includes such amenities as street trees (30'-0" on center) within grates, planters, lights, furniture, art and bicycle racks.
- Streetlights, street signs and public utility boxes are accepted in the amenity zone (in both options), so as long as their location and maintenance does not negatively affect the street trees (such as abnormal lopping of trees, removal or destruction of trees).
- Travel lanes should be provided at a width of 11'-0".
- At key intersections, left hand turn lane should be provided as necessary.
- Mid-block crossing at strategic locations may be installed to provide pedestrian access.
- On street angled parking should be provided in the mixed-use option. The depth of the angled parking should be 17'-0" from face of curb (measured perpendicular from curb).
- Bulbouts should be provided at intersections to define parking areas, shorten pedestrian walking distance across the street, and allow for additional landscaping and to provide a gathering space for pedestrians waiting to cross.

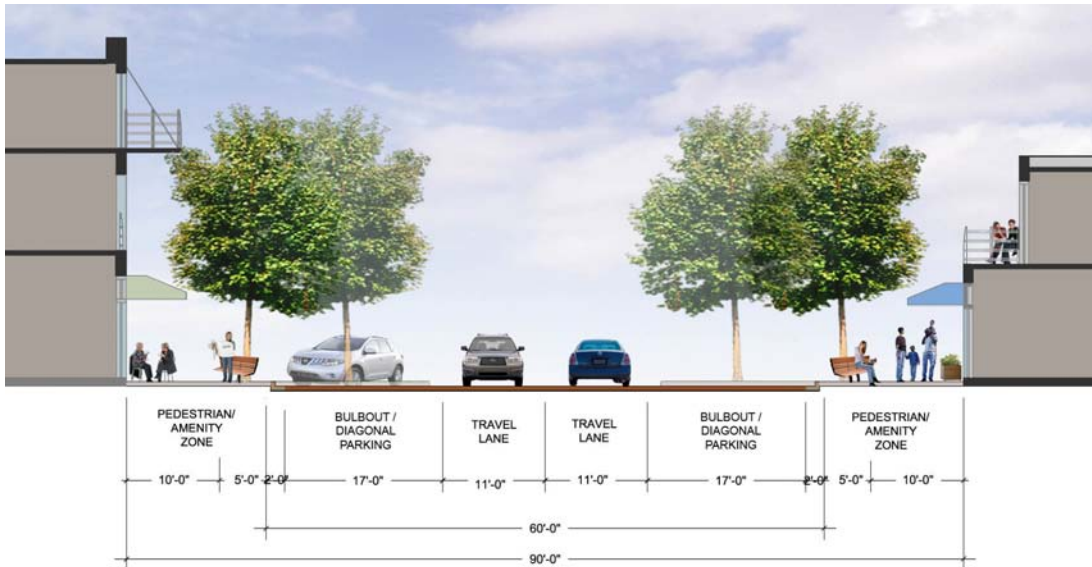


Diagram 15: Arts District Artist Row Internal Street

Typical Residential Street

The function of a typical residential street is to provide safe and convenient access to homes and amenities of a neighborhood. Traffic volumes are anticipated to be low with lower traffic speeds and typically two lanes of traffic. The idea is that moving automobiles, parked automobiles, and bicycles share the same space given the slower speeds and lower traffic volume.

The Residential Street anticipates two lanes of traffic, flexible-yield on street parallel parking and sidewalks. In residential areas where narrow streets are both possible and desirable, the typical residential cross-section minimizes pavement width, but maintains ultimate flexibility for parking and moving vehicles. Homes can front or side on this street. Front loaded residential units are permitted, using curb cuts. However, alley loaded products are encouraged.

Bulb-outs are encouraged at intersections to provide additional pedestrian space and force on-street parking away from the intersection so as not to interfere with sight distance triangles. Nature strips between the curb and sidewalk are anticipated to provide a buffer between automobile and pedestrians. Nature strips should include street trees and landscaping, traffic signs, streetlights and other podium utilities such as fire hydrants, telecommunication boxes, traffic light controls, etc.

To achieve the anticipated results, the following guidelines are recommended:

- The right-of-way for residential streets within the Arts District should be 50'-0".
- Sidewalks should be provided on both sides of the street, 5'-0" wide minimum.
- Because of the shared space for moving automobiles, parked automobiles, and bicycles, the travel lanes are 14'-0".
- Nature strips should be provided to separate the sidewalk from the back of curb wherever there are sidewalks. The nature strip should be a minimum of 4'-0" wide and primarily consist of planting and approved street trees (30' on-center).

V. STREETSCAPES

- Streetlights, street signs and public utility boxes are accepted in the nature strip, so as long as their location and maintenance has no negative impact on the street trees (such as abnormal lopping of trees, removal or destruction of trees).
- Informal on street parallel parking is strongly encouraged with flexible yield of oncoming cars around on-street parking. Therefore, there are no designated parking lanes.
- Bulbouts are encouraged at intersections.

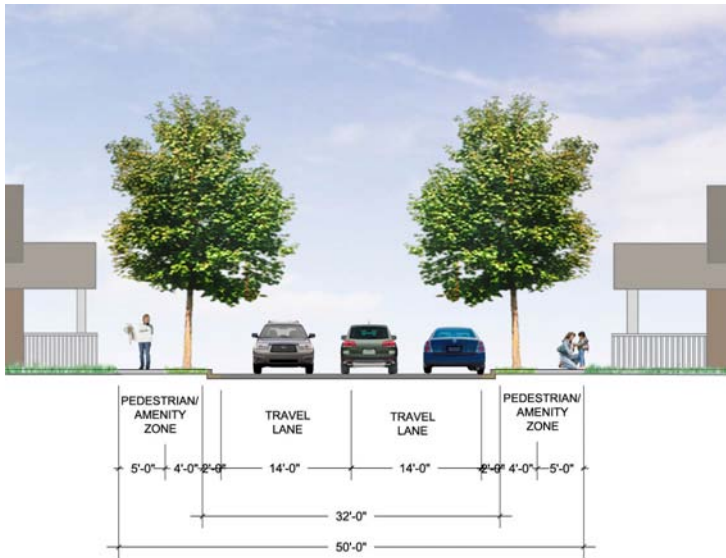


Diagram 16: Typical Neighborhood Street with Flex Parking

Section VI

FINANCING CONSIDERATIONS

While the Arts / Entertainment District concept plan offers many compelling features that will help Bellaire transform into a place of greater economic, environmental, and social value, most of the plan is unlikely to happen on its own. For the private and civic sectors to create value, the public sector will have to make investments. This section outlines some of the approaches that the public sector could take toward investing in plan implementation.

Key Financing Objectives and Issues

Financing Objectives

Because the success of this plan that will depend heavily on major new investments by the private sector, the financing approaches employed by the City of Hurst and other public agencies must support some general objectives.

1. Planned investments must be clearly defined and display a certainty of being carried out. The private sector treats uncertainty as a cost; if a private development project depends on a public investment for success, the size and scope of the investment must be known in advance and subject to as little discretionary changes as possible.
2. Investments should be timely and systematic, especially for public / private partnerships. A defined process should be installed for developers to enter into agreements, with the funding and expending of that investment being done on a schedule that is not overly burdensome to the developer.
3. To avoid displacing investments and other spending from other deserving locations within Hurst, where possible the City should seek to fund Bellaire investments from the additional value created by redevelopment within the district.
4. True success is achieved when the market begins implementing plan objectives on its own, without direct public sector assistance – self-replication.

Important Issues to Address with Financing Solutions

Implementation of the concept plan will take place in a dynamic environment subject to market forces, most of which are not in the City of Hurst's (or other public agencies') control. However, it is important that the implementing agencies acknowledge important considerations in their financing approaches that will help increase the odds of market success for the desired development types.

1. The Concept Plan implementation depends upon the redevelopment of existing, income-producing properties. Assuming that the City of Hurst does not want to engage in a massive land assembly program for the entire Study Area, achieving this will require existing property owners to sell their property to a private developer or redevelop it themselves. This means they will need a compelling financial reason to do so – either the properties' sale prices or the financial rewards from engaging in their own redevelopment would need to be higher than the present value of their properties' income stream.
2. Many elements in the Plan represent investments in public or civic facilities and infrastructure – streets, sidewalks, utilities, parks, and in one alternative, a new theater. While providing amenities to the neighborhood and helping to address sustainability, these elements raise the overall cost of Plan

implementation. From a private development perspective, the cost of providing these elements may hurt the financial feasibility of the redevelopment. More specifically, the rents or sale prices of the new development that would be needed for satisfactory financial feasibility may not be achievable in the Study Area market, particularly in the near term. Further cost estimation and financial analysis will be necessary to determine the extent of this challenge.

In developing some potential financing approaches for the Plan, it is important to recognize that these two issues are closely related. The lower the cost of infrastructure and amenities, the greater the likelihood of a development’s financial feasibility while offering product at affordable prices to the market. The developer will be able to offer a higher price to the existing property owners, therefore more likely inducing a sale.

Potential Financing Approaches

Thus the key to potential financing approaches is to find a way for the City of Hurst or other public agencies to take on some or the entire cost burden of public facilities and infrastructure with the redevelopment areas. The following are some ideas on how to achieve this.

1. Tax Increment Financing or Tax Increment Reinvestment Zone (TIF or TIRZ) – A typical tool for this objective is tax increment financing, which would be enabled by the City creating a tax increment reinvestment zone over the Study Area. This would allow the City of Hurst to reimburse a developer for the costs for public facilities and infrastructure within a redevelopment tract, using the new increment of property or sales tax revenue generated by the redeveloped property, while retaining the original tax base for the General Fund. In some instances cities have even advanced the cost of the facilities and infrastructure themselves, paying themselves back later as the tax increment is generated. The following is a diagram, based on a similar diagram produced by NCTCOG, of the tax increment financing concept:

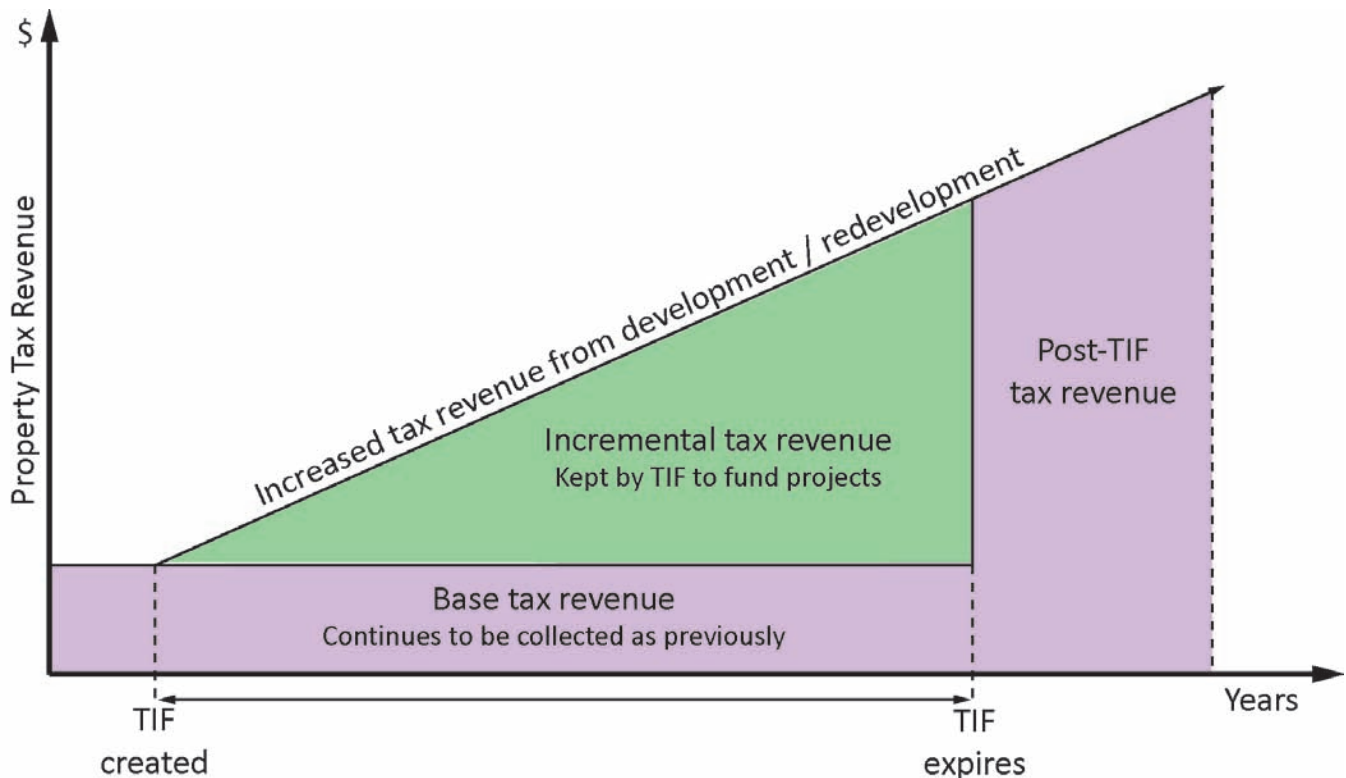


Diagram 17: TIF Concept, Source: Based on diagram by NCTCOG

At this point in the process, it is unknown how much of the potential new or modified infrastructure and facilities costs could be reimbursed through tax increment but it would certainly be significant. In the best scenario, excess increment would be generated from a redevelopment project that could be used to proactively fund public improvements elsewhere within the zone.

Increment Calculation Example

As an example, the Wellesley Park Apartments property represents a large potential redevelopment site that could be included in a TIF zone. Its current assessed value (2008) is \$2,646,640 (\$647,697 land, \$1,998,943 improvements). The concept plan envisions a redevelopment of this property into 58 single family homes. If these homes sell for an average of \$160,000 each and all homebuyers take the City's homestead exemption of 20 percent, the new total assessed value on the site would be \$7,424,000. The net increment would be \$4,777,360, the tax revenues from which the TIF could use to fund (or reimburse a developer for) streets, utilities, public amenities, etc. At Hurst's current tax rate, the incremental tax revenues would be approximately \$26,000 per year. If Tarrant County or other jurisdictions participate, this amount could increase. In the case of reimbursements to developers, TIF development agreements typically also allow for a period of interest accrual to the developer after improvements have been constructed.

It is important that TIF creation be coordinated with any land purchases that the City of Hurst or other public entities may make (for example, for the realignment of Brown Trail). If the TIF is created prior to these land purchases, there is the danger that existing taxable property value be eliminated and count negatively against the calculation of tax increment. It may be desirable to make such purchases in the tax year prior to TIF creation; thus the January 1 assessed value for the base year of the TIF would already reflect the reduced taxable value. This is especially relevant to acquisitions projected to occur early in the redevelopment process on sites that may not experience value-generating redevelopment until later, such as the portions of the Bellaire Shopping Center envisioned to become mixed-use and multifamily.

Multiple Revenue Sources

Another compelling aspect of a TIF is that other taxing jurisdictions, except school districts, are eligible to participate as well. Thus Tarrant County, for example, could contribute its tax increment towards improvements that might otherwise have to be solely funded by the City of Hurst. A City-County cooperative agreement currently exists for a tax abatement in Hurst, so a cross-jurisdictional economic development agreement is not without precedent. Typically these secondary participants need to perceive a greater benefit for their own jurisdictional purposes before committing to participation. Sometimes their participation is at reduced levels (not 100 percent of tax increment and / or for a shorter period than the overall life of the zone). Regardless, this represents additional revenue for improvements within the zone that might have otherwise been unlikely.

Also, TIF funds could be used to provide a match for grants from other sources, such as the federal government, thus leveraging even more funding.

Integrating Sustainable Development Principles

Finally, the TIF helps to ensure the City's leverage in terms of redevelopment project design. The Concept Plan being generated during the current process could provide the foundation for the TIF zone

project plan that is required by state law when a zone is created and describes the types of costs eligible for zone funding. A developer would have to keep to the sustainable design standards identified in the concept plan, some of which provide ample opportunities for developer reimbursement: a new street grid, parks, improved sidewalks and streetscape, etc. Furthermore, a TIF can be “performance-based”: the developer can be responsible for fronting the burden of the infrastructure, and reimbursement is contingent upon the developer’s ability to successfully carry out the project.

TIF Creation Process

TIFs are governed by Chapter 311 of the State of Texas Tax Code, which lays out legal justifications for creating a zone and a specific creation process. Some important considerations in this regard include:

- a) TIF zones may be created in two primary ways: either the City may create the TIF directly through action of City Council, or through a petition of property owners representing at least 50 percent of total appraised property value. Generally, creating a TIF through the first method is preferable, because additional requirements are placed upon petition TIFs.
- b) The Tax Code specifies that a city-created TIF (as opposed to a petition TIF) cannot have more than 10 percent of the property, net of public uses, in residential use at the time of creation. However, it also defines residential use as property “occupied by a house having fewer than five living units,” so the multifamily apartment complexes in Bellaire would not be considered a residential use.
- c) A Preliminary Project Plan and a Reinvestment Zone Financing Plan are required as part of the TIF creation process. Ideally, they should be created at least a few months prior to the City Council vote. The Project Plan and Financing Plan are usually contained in the same document. Information should include zone boundaries, justification for zone creation (per criteria in Chapter 311), eligible improvements to be funded by the zone, and projections of tax increment to be generated.
- d) The Tax Code also requires that an economic or market study be done for the zone to validate development intentions. The Economic Study included as an Appendix to this report provides a foundation for a more detailed market study that actually makes development absorption projections within the proposed zone. Though not required by the Tax Code, the study should also include financial analysis to estimate the level of subsidies or reimbursements new development will need to be successful (this topic is further discussed below).
- e) Other jurisdictions that levy property taxes within the zone (school district, Tarrant County College) need to be notified of pending TIF creation. The Tax Code requires a 60-day advance notice of the City’s public hearing on the proposed TIF (item (f) below). The Project Plan and Reinvestment Zone Financing Plan should also be sent to the other jurisdictions, particularly if the City plans to ask them for participation in the TIF. The City will also have to make a presentation to the other jurisdictions about the TIF.
- f) The City must hold a public hearing. After the hearing, the City may vote to create the TIF.

Special Note: Further TIF Analysis

As just mentioned above regarding the required economic or market study, further analysis is needed to gain a fuller understanding of the extent of financial attractiveness that a TIF incentive would provide to

a potential developer. It would also give the City an idea of whether the TIF has a reasonable chance of generating sufficient tax increment revenue to help fund improvements within the zone (however it is geographically defined) that may not be specifically part of a private redevelopment project. For example, if sufficient tax increment is generated, the City may be able to reimburse itself for funding it might choose to contribute to the new Theater / Cultural Arts Center. Such analysis will require cost estimating for typical public improvements (streets, utilities etc.) as well as overall private development costs of a hypothetical redevelopment project, a pro forma financial projection, and projection of tax increment.

- 2. City of Hurst General and Community Services funds** – Certain categories of funding, such as City of Hurst General and Community Services funds, would require a significant amount of citywide public discussion and debate, including possibly a vote of the citizens. However, some elements of the Concept Plan do not fall strictly within the bounds of a specific redevelopment tract or are of such a magnitude that they could disproportionately soak up much of the available revenue from a tax increment reinvestment zone or other economic development program; therefore the City may need to consider using these funds. They may also represent up-front public investments necessary to kick off the redevelopment process. Examples include the Theater / Cultural Arts Center, the realignment of Brown Trail, and the improvement of Pipeline Road. In these cases, it may be more appropriate to fund these items directly from the General Fund or a general obligation bond. The City would need to make a strong case to the public that these Bellaire projects have a citywide benefit. The fiscal burden of these investments could be mitigated if the City finds funding partners such as the federal government or civic groups.

Hurst also has a 4B sales tax for economic development that provides revenue for the City's Community Services fund. This is reasonably flexible funding, though the City has primarily used it for park-related improvements. Many of the park and streetscape projects, such as the northward extension of Bellaire Park North, envisioned in the Concept Plan could qualify for funding. Even the Performance Center / Theater could be an eligible project. According to state law, 4B tax revenues also can fund more general infrastructure and public facilities projects. In addition, these revenues can be rebated or reimbursed to developers through development agreements (often as part of the Chapter 380 agreement described below).

- 3. Other incentive programs** – The City can help incentivize redevelopment by employing certain legal tools such as Neighborhood Empowerment Zones (NEZ) and Chapter 380 agreements. Designating the area an NEZ would allow the City to refund sales taxes generated within the zone and apply building fee waivers. These tools could contribute to the financial feasibility of some types of redevelopment. The City could also offer property tax abatements within an NEZ; however, if a TIF has been designated for the area, tax abatements would be counterproductive.

Chapter 380 agreements are flexible economic development agreements through which the City could convey below-market-price land, offer sales tax reimbursements, or make other agreements to encourage redevelopment. If the City wishes to be proactive by purchasing Study Area properties for redevelopment, it could execute Chapter 380 agreements that help convey land at reduced cost to the developers while obtaining certain design standards or product types in return. A Chapter 380 could also reimburse the developer with sales taxes generated by new retail development.

As previously noted in the discussion of TIF financing, any purchases and conveyance of land via Chapter 380 should be planned so as not to have a negative impact on tax increment revenue calculation.

- 4. Federal and regional transportation programs** – Certain federal and regional transportation programs may provide a source of grant funding, partnered with a local funding match on the part of the City or other sponsors. Of particular note regarding federal programs has been the Congestion Mitigation Air Quality

(CMAQ) program which has provided funds for intersection improvements (potentially such as realigning Brown Trail) and expanding sidewalks.

Many of these programs that would be available to Hurst are coordinated through TxDOT or NCTCOG. Calls for projects are usually issued at intervals during a federal transportation authorization cycle.

At the present time, the full picture of available federal programs such as CMAQ is uncertain because the new presidential administration and U.S. Congress will soon address re-authorization of transportation funds. The potential funding levels and range of programs, and the guidelines for those programs, will be outlined at that time.

NCTCOG's Sustainable Development Funding Program, which is contributing to this planning project, also can fund implementation and construction. The 2009 Call for Projects, with a deadline of October 2, 2009, will consider transportation infrastructure projects of up to \$3 million apiece, with a 20/80 match ratio. The total amount allocated for the western portion of NCTCOG's jurisdiction is \$12.4 million. New streets, sidewalks, and landscaping are eligible projects. Land purchases are not eligible and must be completed prior to final project selection. Several of the transportation improvements in this concept plan – Brown Trail realignment, Pipeline Road enhancements, and the east-west local street that adjoins the north end of the extended Bellaire Park North – would qualify if a vertical mixed-use development or redevelopment project can be identified near the proposed improvements.

5. **CDBG** – The Community Development Block Grant program in the federal Department of Housing and Urban Development (HUD) can provide funds for improvements in low-income neighborhoods. Eligibility involves formulas calculating neighborhood incomes as a percentage of area median family income. A check of median family income in the Study Area, currently estimated at \$34,197, compared to the Dallas-Fort Worth area median family income of \$66,169 indicates that the Study Area may be eligible for CDBG funding. The City reports that about \$85,000 per year in CDBG funds can be leveraged with City road, sewer, and water funds for 2010 and 2011.
6. **Private / nonprofit sector funding** – Area nonprofits and foundations may be able to contribute resources and funds that assist in improvements. Construction of the Theater / Cultural Arts Center in particular may require donations by private sector individuals and businesses; the City could make funding a share of the project contingent upon a private fundraising goal for the remainder of the cost. Parks, street trees, and pedestrian amenities are also elements that could be eligible for private / nonprofit sector donations. It should be noted that City participation in project funding may require the facility to be available to the public, not just one private organization such as Artisan Center Theater.

This section has presented a range of financing options that could assist the Hurst, Bedford, and other public agencies in implementing the Bellaire Concept Plan. It must be repeated, however, that the effectiveness of some options (a TIF for example) in addressing the two issues identified at the beginning of this section would require more intensive analysis, such as financial pro forma analysis of a hypothetical redevelopment project and projection of property value increment and sales tax generation.

Section VII CONCLUSION

The Hurst Bellaire Sustainable Redevelopment Plan process introduced both City of Hurst officials and the Bellaire community to potential concepts and actions that can set the neighborhood on an improved course. The challenge has been to uncover opportunities for private sector renewal and public investment that meet the sustainability objectives laid out in NCTCOG’s 10 Principles of Development Excellence, support the City’s Transforming Hurst initiative, navigate various fiscal constraints, and succeed in the marketplace.

The process revealed key findings that have shaped the creation of the Arts District concept plan and will provide the foundation for successful implementation:

1. The existing conditions and previous planning work pointed out the long standing role Bellaire has played in Hurst, the commercial decline the area has been facing, and the recent efforts that reflect the strong desire of the City to see it regenerate with a more urban, aesthetically pleasing, pedestrian-friendly feel.
2. The market study showed that Bellaire faces a variety of economic challenges, including deteriorating multifamily properties and over supply of retail space; However, single family housing could provide the market strength that the redevelopment plan will need for success.
3. The concept planning effort was able to build upon the findings of the market study while suggesting a significant transformation in Bellaire’s land uses, street pattern, open spaces, mobility and access, and general civic identity.
4. The interaction with the Bellaire community, through two public meetings and a joint meeting of City government bodies, emphasized the awareness of the economic issues facing Bellaire and a strong endorsement of the Arts District concept that captures the fondness area residents have for the neighborhood, particularly the Artisan



Image 49: Sidewalks and street trees create a pedestrian scale environment.



Image 50: Bike paths, landscaping, lighting and on-street parking are elements of an pedestrian friendly streetscape.

VII. CONCLUSION



Image 51: Retail uses fronting the street with parking behind create a pedestrian friendly streetscape environment.

Center Theater.

5. The investigation into financing and implementation options indicated that significant investments by both the public and private sectors will be needed to initiate and nurture the regeneration of the Arts District and that the City will need to pursue a variety of funding sources and financing mechanisms so it can make implementation financially feasible.

This effort has demonstrated that a sustainable renewal of Bellaire is possible. The Arts District plan creates a neighborhood that accomplishes this on multiple fronts:

- Redeveloping underutilized land, such as large parking lots and deteriorating retail properties, within an existing community;
- Economic revitalization that capitalizes on market opportunities for a variety of single family housing types in the near term and mixed-use in later years;
- Enhancing of infrastructure for alternative modes transportation, especially walking, by improving streetscapes and increasing internal connectivity;
- Addressing mobility by distributing local travel over a new street grid and realigning the Brown Trail / Pipeline intersection;
- Upgrading the visual attractiveness of the area by improving Pipeline Road's landscape and streetscape;
- Improving residents' quality of life by providing greater access to more and enhanced parks and open spaces; and
- Defining a more prominent identity and activity driver by creating a district focused on the arts and cultural activities.

Successful realization of the plan's concepts will come only after continued focused effort and investment on the part of the City of Hurst and other entities. The City will have to be vigilant about opportunities for leveraging scarce resources and partnering with the private sector. However, the response and commitment of Hurst's citizens to this plan assure that Bellaire will receive the attention it deserves.

Section VIII APPENDICES

Appendix A ECONOMIC ANALYSIS REPORT

(available separately)

Appendix B BELLAIRE SUSTAINABLE DEVELOPMENT PLAN

COMMUNITY MEETING ON FEB. 4, 2009

(Presented by North Central Texas Council of Governments, City of Hurst, CDS/Spillette, Design Workshop, DeShazo, Tang and Associates, Inc., and Pavlik and Associates.)

The Community Meeting for the stated purpose of discussing the Bellaire Sustainable Development Plan was held at 6 p.m., Feb. 4, 2009, at Hurst Christian Church, 745 Brown Trail, in the study area. Mike Morgan, development manager, City of Hurst, welcomed attendees. Michelle Lazo, city planner, City of Hurst, presented an overview of the City's current infrastructure projects, and Staron Faucher, transportation planner, North Central Texas Council of Governments, discussed NCTCOG's sustainable development program. NCTCOG's Ten Principles of Development Excellence are:

Development Options - Provide a variety and balance of development options and land use types in communities throughout the region.

Efficient Growth - Foster redevelopment and infill of areas with existing infrastructure and promote the orderly and efficient provision of new infrastructure.

Pedestrian Design - Create more neighborhoods with pedestrian-oriented features, streetscapes, and public spaces.

Housing Choice - Sustain and facilitate a range of housing opportunities and choices for residents of multiple age groups and economic levels

Activity Centers - Create mixed use and transit-oriented developments that serve as centers of neighborhood and community activity

Environmental Stewardship - Protect sensitive environmental areas, preserve natural stream corridors, and create developments that minimize impact on natural features

Quality Places - Strengthen community identity through use of compatible, quality architectural and landscape designs and preservation of significant historic structures.

Transportation Efficiency - Develop land uses, building sites, and transportation infrastructure that enhance the

efficient movement of people, goods, and services

Resource Efficiency – Provide functional, adaptable, and sustainable building and site designs that use water, energy, and material resources effectively and efficiently.

Implementation – Adopt comprehensive plans and ordinances that support Development Excellence and involve citizens and stakeholders in all aspects of the planning process.

Steve Spillette of CDS | Spillette presented an economic analysis of the study area compiled by the consulting team. He cited strengths that include:

- Support for new moderately-priced single family development
- Stable single family residential neighborhoods
- Connectivity to surrounding area
- Artisan Center Theater

The study area's weaknesses and challenges are:

- Concentration and poor condition of apartments
- Aged retail that is in oversupply and poor condition
- Nearby retail competition includes North East Mall, Wal-Mart, and Target
- Challenges with internal connectivity

The Market-Based Focus for the concept plan is: Long term redevelopment with single-family neighborhoods, limited retail that is better configured, and limited mixed-use/multifamily areas.

Rebecca Leonard, Principal, Design Workshop, in her presentation first showed a large area map that puts the study area into context by showing North East Mall and its adjacent power centers, Target, DFW Airport, Bellaire Elementary, Harris Lane Elementary and Hurst Junior High Schools, and Bell Helicopter Textron. Next she showed the City's existing transportation plan, current zoning, and major parcels which could be redeveloped. A line showing a five-mile walk was drawn over the study area, illustrating areas with redevelopment potential.

Two concepts were presented; (1) the Arts/Entertainment District concept, and (2) the Neighborhood concept.

The Neighborhood Concept

A general description of the Neighborhood Concept develops around an intimate, small scale neighborhood character, focusing on Bellaire Park. The park which could include amenities like a band stand, could offer small cultural gathering opportunities. A pedestrian oriented streetscape is envisioned for Pipeline Road with on-street parking. Small retail opportunities would be centered between Pipeline Road and the neighborhood park. An internal street network would be developed to increase pedestrian, bicycle and vehicular circulation.

The concept shows approximately 750 new single family homes. A police substation would be established, providing the area with additional safety. Officers would interact favorably with the community. Total retail would be 10,000 square feet.

Factors that are critical to the success of the redevelopment are:

- Physical connections and linkages for vehicular and non-motorized travel
- Re-orientation of the commercial strip center
- Carve out under-utilized large parking fields for maximized opportunity
- Create a public plaza or permanent open space for community events representing Hispanic community
- Link Bellaire Park to the surrounding neighborhood
- Create an arts / entertainment district
- Fill-in and connect pedestrian linkages and sidewalks with street grid design
- Find home for the police sub-station

LEED-ND opportunities:

- Introduce bus and transportation options
- Introduce bike network
- Connect street grids through project
- Enhance densities
- Maintain a sustainable percentage of services for a mix of uses
- Reduce impervious surface area of surface parking
- Expand street grid density and connectivity through site
- Enhance outdoor public space
- Reduce heat island effects with shading, paving materials, grid pavers, landscaping

The Arts / Entertainment District Concept

Focusing on the creation of an Art and Entertainment District would begin with the redevelopment of the Artisan Theater. Another integral component of this concept is the creation of a community commercial node at the intersection of Pipeline and the realignment of Brown Trail. Pipeline would be redefined as a boulevard supporting vehicular circulation as an east-west thoroughfare, and a network grid would be created with internal streets and sidewalks for increased pedestrian, bicycle and vehicular circulation. Internally the focus would be around a main street plaza and gathering space. This concept shows approximately 638 new single family homes, and 200,000 square feet of retail.

Factors that are critical to the success of the redevelopment are:

- Re-orientation of commercial with Mixed-Use along Pipeline Road
- Carve out under-utilized large parking fields for maximized opportunity

- Create a public plaza or permanent open space for community events representing Hispanic community
- Link Bellaire Park to the surrounding neighborhood
- Create an arts district
- Fill-in and connect pedestrian linkages
- Find home for the police sub-station

LEED-ND opportunities:

- Introduce bus and transportation options (Highly recommended to support reduced parking and district concept)
- Introduce bike network
- Connect street grids through project
- Enhance densities
- Maintain sustainable percent of services for a mix of uses based on market demand
- Reduce impervious surface area of surface parking
- Expand street grid density and connectivity through site
- Enhance outdoor public space
- Reduce heat island effects with landscaping

Question and Answer Session

Following the presentation by the consulting team, attendees asked questions and offered comments, including the following:

Q: Explain how an Arts Center would be funded? Do cities actually own projects like facilities like this?

A: A private developer most likely leads the way, often in partnership with a city. Cities can and do operate some entertainment venues, such as a sports arena.

COMMENT: Something like this creates synergies. It can create incentives for the private sector.

Q: How would these incentives impact property owners in Hurst? Seniors living to the south of the proposed arts center? Property taxes?

A: These are only conceptual now. There is nothing immediate.

COMMENT: The theater should not be located near the Jiffy-Lube because there is already too much traffic.

A: The plan as being designed anticipates further needs to study and analyze conditions such as traffic flow.

COMMENT: Crime and vandalism threatens the quality of life of the neighborhoods. Broken windows,

attempted burglaries, etc. These circumstances cause property values to decline.

Q: What is the timing for building roads, etc.? How will infrastructure needs be funded?

A: What is before the community at this time is a “hybrid” conceptual plan with phases. Infrastructure needs will be proposed and developed as the plan comes together and according to the phases. The North Central Texas Council of Governments, the sponsor for this study, will issue a call for projects in October, and Hurst is likely to assess its roadway needs and apply for funding.

Buy-in is needed from the area’s landowners. There are different ways to fund streets, depending on whether they are internal or external. A plan for the streetscapes associated with the conceptual design plan will be a next step. Financing methods for internal streets are based on a “new value,” often with private sector participation.

Q: How quickly can this work begin?

A: The economy is likely to be discouraging over the next eight months. But, the City can organize and expand planning in the near term. The City is rebuilding Bellaire Drive and is involved in the roads program for schools. The next big step can only be taken with partners because of the magnitude of the overall project.

COMMENT: Numerous attendees commented on their safety concerns and said better lighting is needed along Bellaire Drive and in all parts of the city.

COMMENT: Consider underground utility lines in the redevelopment area.

Q: What kind of input did you get from the stakeholders?

A: Owners of Kinney’s said that the consultants’ research re-enforced what they already knew about the area. They agree with the challenges as presented.

Q: What is the City of Bedford doing on Pipeline?

A: It is not known but an answer will be determined.

COMMENT: A restaurant owner said the area is in great need of redevelopment.

Q: How many new homes are planned?

A: The study shows the desirability of single-family development which would boost businesses. The Neighborhood Concept proposed by the consultant team shows 750 new single family units. The Arts District Concept shows 638 new single family units.

COMMENT: The majority of those attending expressed intense dislike for the apartments in the area, due to their deteriorating condition.

Q: Will there be connections to the TRE (Trinity Railway Express)?

A: This kind of development promotes public transit. This area will never be a large node in the system, because it is not really a “downtown.” The project will be planned to be “transit ready.”

Q: What are the plans for green space? How about a dog park?

A: The plans that are being presented are preliminary concepts. Next phases in the planning will include looking at greenscapes and hardscapes.

COMMENT: Straightening out Brown Trail is good.

COMMENT: Replacing apartments with single-family residences is very desirable. Lot sizes should not be too small; small, inexpensive homes are built on small lots. These houses should not revert to rental units owned by absentee investment groups which do not maintain their properties.

Q: Why does the theater bring value?

A: The theater provides broader exposure to those outside the immediate neighborhoods. While it somewhat intangible, it helps to create an identity for the area and contributes to the area's overall quality of life.

COMMENT: Attendees liked the use of green space—like the park—for use by families.

COMMENT: Other assets that lend themselves to redevelopment here are the JPS Health Clinic and its plans to expand, as well as the strong presence of social service agencies.

COMMENT: Knowing the price ranges of the new residential areas being proposed is important to other community planning, such as the future plans of the JPS health clinic in the study area.

CONSENSUS FINDINGS

- Attendees overwhelmingly endorsed The Arts/Entertainment District Concept, given its diversity and its ability to attract non-residents to come to the area for entertainment and shopping.
- The general degradation of the apartment complexes in the study area must be addressed as soon as possible by the City. However, there was no expressed opposition to multi-family if it were to be part of a stronger neighborhood context and a higher quality product.
- Business owners in attendance generally support the arts district concept.
- A redevelopment plan should be “transit ready” with dense nodes from which future transit opportunities can evolve.
- The internal street of the Arts concept replicates the historical concept of the popular “drag” in front of the strip center, as community members remember this area to be the place to drive their cars, hang-out and be seen.
- The Arts concept provides opportunities to attract young professionals to the area, with dog parks, outdoor and cultural activities, and other amenities.
- Attendees collectively said they would like a number of small improvements to occur immediately, such as better lighting and better timing of traffic lights at the Bellaire/Pipeline intersection.

Opportunities of a “hybrid plan” could be intriguing, with community members recognizing that what was presented at the meeting are concepts that are worthy of further discussion.

Appendix C

CONSULTANT COMMENTS ON MIXED-USE ZONING OVERLAY

Development regulation will be another important method of implementing the concept plan. The existing Mixed-Use Zoning Overlay district that covers much of the Bellaire Study Area is intended to support sustainability objectives. The consultant team has reviewed this regulation in light of the Arts / Entertainment Concept Plan that has been selected as the preferred alternative. Comments are as follows.

It was noted in the Economic Analysis that some aspects of the zoning overlay might discourage development under current market conditions. For example, drive-through restaurants and banks are prohibited unless a conditional use permit is obtained; in fact, many standard suburban-styled single-use, single-story projects would require conditional use permits as well. Strip retail with front parking is prohibited outright. Multistory buildings are mandated. A maximum of one row of parking is permitted between the building façade and the street.

For an area with the economic characteristics of Bellaire, these stipulations run counter to the nature of development that would be most likely to occur – single-use, single-story, and auto-oriented. The glut of retail space, nearby competition and lack of compelling household income statistics mean that attracting new commercial development is already difficult. Most developers and / or tenants would view the site plan configurations mandated by the Mixed-Use Overlay to be an additional risk to their project. The need to obtain a conditional use permit would be viewed as risky also, at least as compared to “by right” uses.

The concept plan changes the perspective somewhat, however. Given that the plan envisions a more pedestrian-oriented, land-efficient, mixed-use environment in Bellaire, these regulations are supportive for the most part. However, several items were found in the zoning overlay that merit examination for potential conflicts with plan implementation.

- The plan does accept the reality that single-use, single-story development may still occur along Pipeline Road. The City should consider changing the zoning overlay to allow such uses provided that other design standards for pedestrian friendliness are still met.
- Since the plan calls for replacement of existing uses with single family detached homes, single family detached housing should be allowed by right, subject to design standards.
- Pedestrian-friendly environments are often defined by small-scale uses that may sit on relatively small lots. Even commercial uses may be located on parcels not much larger than a single family lot. The minimum lot sizes (1 acres minimum) and width (130 feet) specified in the ordinance prohibit such lot sizes and should be revisited.
- Unless sidewalk / pedestrian realm standards for mixed-use, pedestrian-oriented areas are specified elsewhere in City code, this overlay should have clear guidelines for an enhanced level of these features. The Streetscape Plan provided in this report should be a guide to crafting such language. Standards should specify overall pedestrian realm width and sidewalk “clear zone” width.
- Even a single row of parking with a drive lane has a negative effect on pedestrian access. Consider prohibiting any parking or driveways between the building façade and sidewalk.
- While the screening of parking is a positive, consider including height limits or transparency specifications for such fences, walls, and landscaping. A tall, opaque screen can actually inhibit pedestrian friendliness and reduce personal safety by blocking visibility.

- Many retail uses do not need 1 parking space per 250 feet. Consider lowering this requirement, particularly for properties that will not be sharing their parking with the Theater / Cultural Arts Center.
- While the potential for reducing open space requirements due to proximity to public open space and parkland is vaguely implied, we recommend that reductions in requirements be explicitly stated for properties within a given walking distance of public open space. In more urban environments, not every property needs to have its own common open space, particularly if an amenity such as a large park is situated close by.

