

# Memorandum



DATE December 29, 2025

CITY OF DALLAS

Honorable Members of the City Council Economic Development Committee: Jesse  
TO Moreno (Chair), Paul Ridley (Vice Chair), Lorie Blair, Laura Cadena, Zarin Gracey, Bill  
Roth, Chad West

SUBJECT

**Upcoming Agenda Item: Authorize a tax increment financing (“TIF”) development and a Chapter 380 grant agreement (“Agreement”) with Southern Gateway Public Green Foundation (“Developer”) in a total amount not to exceed \$8,000,000.00, including up to \$6,964,198.00 from the Oak Cliff Gateway TIF District (“TIF Subsidy”) and an economic development grant of \$1,035,180.00 (“Grant”) from the 2012 General Obligation Bond Program (Proposition 3: Economic Development), in consideration of the Phase I Plaza Area Project at Halperin Park, in accordance with the Economic Development Incentive Policy**

On January 28, 2026, City Council will consider a resolution authorizing a tax increment financing (“TIF”) development and a Chapter 380 grant agreement (“Agreement”) with Southern Gateway Public Green Foundation (“Developer” or “SGPGF”) in a total amount not to exceed \$8,000,000.00, including up to \$6,964,198.00 from the Oak Cliff Gateway TIF District (“TIF Subsidy”) and an economic development grant of \$1,035,180.00 (“Grant”) from the 2012 General Obligation Bond Program (Proposition 3: Economic Development), in consideration of the Phase I Plaza Area Project (“Project”) at Halperin Park, a transformative public green space initiative designed to reconnect communities, promote economic development, and provide amenities for area residents and visitors.

On November 10, 2021, by Resolution No. 21-1840, the City Council authorized a development agreement between the City’s Park and Recreation Department and SGPGF for the design and construction of Southern Gateway Deck Park (now Halperin Park) Plaza Area. SGPGF was created to develop a public plaza above Interstate Highway 35E and raise funds for its design and construction. The deck superstructure would be built by the Texas Department of Transportation (TxDOT) and primarily funded through the North Central Texas Council of Governments (NCTCOG).

The development agreement was executed on April 13, 2022. Per the development agreement, the City would own the Plaza Area and its related improvements upon completion. The Plaza Area would cover approximately five acres, spanning Interstate Highway 35 East (IH-35) from Marsalis Avenue to Ewing Avenue. The Plaza Area would be designed atop the deck superstructure in two phases. Phase I would include the area from Ewing Avenue to Lancaster Avenue. Phase II would include the area from Lancaster Avenue to Marsalis Avenue.

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The estimated total Project cost for Phase I, including the deck superstructure and Plaza Area, is \$122,000,000. The estimated construction cost for the Phase I Plaza Area is \$75,000,000.

SGPGF’s construction of the Phase I Plaza Area is approximately 80-85% complete (at the time of application), and SGPGF is targeting 100% completion in Spring 2026. SGPGF has dedicated significant effort to fundraising and has secured donations from well-respected philanthropic organizations such as the Communities Foundation of Texas and the Moody Foundation, as well as a significant gift from the Halperin Foundation, which includes naming rights to the Plaza Area. Despite SGPGF’s efforts, the Project still faces a funding gap of approximately \$24 million (at the time of application) to complete construction of the Phase I Plaza Area and support initial operations. Bridge financing (secured through a line of credit) protects the construction of the Project while SGPGF completes fundraising. When the Phase I Plaza Area is completed in Spring 2026, a final balloon payment on the bridge financing will be due. However, after construction of the Phase I Plaza Area is completed and the Plaza Area moves into operations, SGPGF will be managing and operating all activities, and it is critical that SGPGF’s reliance on the line of credit is minimized.

The Project is consistent with the goals and objectives of the OCG TIF District Project Plan and Reinvestment Zone Financing Plan (“Plan”). Therefore, to advance implementation of the Plan and facilitate SGPGF’s full delivery of the Project for maximum public benefit, OED staff issued a letter of intent to SGPGF, proposing a tax increment financing (“TIF”) development and Chapter 380 grant agreement (“Agreement”) comprised of the two gap funding components listed below, and SGPGF accepted staff’s letter of intent on December 23, 2025.

- (1) A TIF subsidy (“TIF Subsidy”) in an amount not to exceed \$6,964,198 as described below, and
- (2) an economic development grant (“Grant”) in an amount not to exceed \$1,035,802 as described below.

Collectively, the funding total is an amount not to exceed \$8,000,000 and shall be collectively referred to as “City Funding.”

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The City Funding shall be disbursed upon SGPGF's submission of and OED staff's verification of detailed documentation evidencing Substantial Completion of the Required Project Components. The City Funding shall be comprised of the following:

1. **TIF Subsidy.** Up to \$6,964,198 in accordance with the established budget in the Oak Cliff Gateway TIF District Plan. No interest shall accrue on any portion of the TIF Subsidy.

Clarendon/Beckley/Kiest Sub-District	Amount
Parks and Open Space	\$6,964,198
<b>TOTAL TIF SUBSIDY – amount not to exceed</b>	<b>\$6,964,198</b>

Funds may be shifted among budget categories so long as the total TIF Subsidy does not exceed \$6,964,198. Additionally, the total TIF Subsidy shall not exceed \$6,964,198 under any circumstances but may be less if actual documented expenditures are less.

The TIF Subsidy is subject to the SGPGF's satisfaction of all terms and conditions in the Agreement and in accordance with the OCG TIF District Increment Allocation Policy. The TIF Subsidy will be comprised of available District-Wide Set Aside funds and any unallocated increment in the Clarendon/Beckley/Kiest Sub-District.

2. **Grant.** Up to \$1,035,802 sourced from the City's 2012 general obligation bond program (Mayor's discretionary allocation of bond funds from Economic Development proposition No. 3) shall be disbursed as a Chapter 380 grant for capitalized costs of the Required Project Components and for no other purpose. No portion of the Grant shall be used to pay for developer fees, working capital, operating expenses, or any non-capitalized expenses of the Required Project Components. SGPGF's submission of necessary documentation requesting the disbursement of the Grant shall include a capital cost affidavit (in a form attached to the Agreement).

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The Project shall include the following Required Project Components (“Required Project Components”):

- i. **Oak Cliff Trail:** an Americans with Disabilities (ADA) accessible ramp connecting the lower park level to the landing and terrace above. The ramp includes a lighted handrail to enhance safety and aesthetics, glass fiber reinforced concrete (GFRC) panels on the exterior walls that mimic the limestone walls of Oak Cliff, and a grippy, high-friction coating to ensure safe footing for park visitors.
- ii. **12<sup>th</sup> Street Promenade:** the main pedestrian pathway through the park. It skirts the main gathering spaces of the park (the great lawn and the amphitheater/grove seating areas) and runs from the southbound I-35 access road to the corner of Ewing and the northbound I-35 access road. The promenade is a symbolic nod to Halperin Park’s purpose by physically reconnecting the streetscape divided by I-35, running directly into 12<sup>th</sup> Street on the west side of the park.
- iii. **Lighting:** a robust, intentional lighting plan including over 500 distinct lighting elements to enhance the beauty of the park and provide a safe, visible environment for visitors and the surrounding community, comprised of ambient lighting, decorative, artistic light poles, emergency flood lighting, and recessed lighting. All fixtures use energy-efficient LED lighting and include safety elements.
- iv. **Utilities:** Because Halperin Park and its foundations have been created literally from the air itself, all utilities have to be constructed from scratch and connected to existing lines on the access road. Beneath its landscaped surface lie miles of utilities (including water, sewer, storm, gas, and fire lines) that ensure the park functions efficiently.

Proximity to parks increases demand for residential and commercial development in cities. A Phase I Economic Impact Study by the University of North Texas (UNT) Dallas projects that Halperin Park could attract over 2 million annual visitors and 2,400 new residents within five years of opening. During that period, the park’s economic impact is estimated to be nearly \$1 billion, including approximately \$325 million in retail and restaurant sales and \$14 million in property tax revenue. Local sales tax from new retail

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activity is projected to be between \$6.5 and \$7.5 million. Halperin Park will be a landmark City park and a community asset for the southern sector of Dallas while catalyzing economic development in the area.

The Oak Cliff Gateway TIF District Board of Directors is scheduled to review and consider the TIF Subsidy portion of this matter on January 6, 2026.

Should you have any questions, please contact Kevin Spath, Director, in the Office of Economic Development, at (214) 670-1691.

Service First, Now!



Robin Bentley  
Assistant City Manager

c: Kimberly Bizzor Tolbert, City Manager  
Tammy Palomino, City Attorney  
Mark Swann, City Auditor  
Bilierae Johnson, City Secretary  
Preston Robinson, Administrative Judge  
Dominique Artis, Chief of Public Safety  
Dev Rastogi, Assistant City Manager

M. Elizabeth (Liz) Cedillo-Pereira, Assistant City Manager  
Alina Ciocan, Assistant City Manager  
Donzell Gipson, Assistant City Manager  
Robin Bentley, Assistant City Manager  
Jack Ireland, Chief Financial Officer  
Ahmad Goree, Chief of Staff to the City Manager  
Directors and Assistant Directors