

HENSLEY FIELD



DALLAS, TX

» MASTER PLAN DRAFT

OCTOBER, 2022
Prepared for the City of Dallas

ACKNOWLEDGMENTS

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» TABLE OF CONTENTS

1 THE VISION FOR HENSLEY FIELD	1	3 THE PLAN FOR HENSLEY FIELD	33
1.1 Why Hensley Field? Why Now?	3	3.1 Sustainable Urban Systems	37
1.2 Engaging the Community	5	3.2 Parks and Open Space	42
1.3 The Planning Process	7	3.3 Mobility and Access	60
1.4 The Six Guiding Principles and Key Goals	9	3.4 Community Design	72
1.5 The Plan	11		
2 SITE & CONTEXT	13	4 IMPLEMENTATION AND NEXT STEPS	91
2.1 Regional Context	15	4.1 Infrastructure and Utilities	95
2.2 Land Use and Regulatory Context	18	4.2 Phasing	97
2.3 Evolution of the Site Through History	19	4.3 Interim and Ongoing Uses	99
2.4 Celebrating a Rich History	21	4.4 Financial Feasibility	101
2.5 Preparing the Site for Redevelopment	23	4.5 Financing and Incentive Tools	103
2.6 Existing Uses and Leases	25	4.6 Governance	105
2.7 Adjacent Parks and Trail System	27	4.7 Zoning and Entitlements	107
2.8 Taking Down the Fences	29	4.8 Next Steps	109
2.9 Market Opportunities	31		

EXECUTIVE SUMMARY

Hensley Field is the site of the former Dallas Naval Air Station, a 738-acre property owned by the City of Dallas and located in Dallas’ southwestern quadrant adjacent to the City of Grand Prairie. Situated on the north shore of Mountain Creek Lake, the site has over two miles of lake frontage and excellent views to the skyline of Downtown Dallas, ten miles to the northeast. The City wishes to leverage the value in this property to achieve multiple community objectives related to economic recovery, social equity and environmental sustainability - a catalyst for the reinvestment and resurgence of a part of the City that has not enjoyed the same levels of growth and prosperity as other parts of Dallas.

The Master Plan sets forth the vision and policies for the reuse and redevelopment of this strategic site. The vision is of an authentic, climate-smart, mixed-use, mixed-income and walkable community with a balance of jobs, housing, amenities and services - an economically vibrant district of the City that brings new opportunities to its residents and workers and one that establishes a unique sense of community tied to the history and character of the place.

The Plan builds on City of Dallas initiatives and public policy including: *Forward Dallas*, the City’s Comprehensive Plan first adopted in 2006 and currently being updated; the Comprehensive Environmental and Climate Action Plan that addresses resiliency and the challenges of climate change; the Comprehensive Housing Policy of 2018 with its strategies for overcoming patterns of segregation and poverty; Connect Dallas promoting compact and transit-oriented development; and the City of Dallas Economic Development Policy that focuses on job creation and reinvestment in Southern Dallas.

The Plan has emerged after an 18-month process involving a diversity of stakeholders, community members and technical advisors. A series of five meetings were conducted with a Stakeholder Advisory Group (SAG) and Technical Advisory Group (TAG) to: review project opportunities and constraints, establish guiding principles, explore a range of scenarios, and to guide the policies of the final Plan. Occurring throughout the ongoing COVID-19 pandemic, meetings were held mostly on-line and were successful in engaging over 300 participants. Several surveys helped to provide additional input, and an on-site Discovery Tour in June of 2021 gave community members the opportunity to visit the site and provide ideas for its future.

From this community process, a series of six Guiding Principles, each with their own implementing goals, were established. You can find the [Guiding Principles and Goals at this link](#). Based upon the three Pillars of Sustainability — Economic Vitality, Environmental Stewardship and Social Equity — the Principles promote economic well-being, a clean and healthy environment and a sense of social belonging and fulfillment. They are:

ENVIRONMENTAL HEALTH: Hensley Field will be a “living laboratory of resilience” that is a proof of concept for Dallas’ Comprehensive Environmental and Climate Action Plan.

ECONOMIC OPPORTUNITY & INVESTMENT: Hensley Field will increase economic opportunity for Dallas’ Southern Sector by attracting public and private sector investment and creating new jobs for area residents.

AFFORDABILITY & DIVERSITY: Hensley Field will offer a wide range of business and housing choices that support an inclusive community of socially and economically diverse residents through all stages of their lives.

HEALTHY COMMUNITIES: Hensley Field will promote active and equitable lifestyles with enhanced access to healthy food, healthcare, parks and trails, quality education and healthy homes and workplaces.

MOBILITY & ACCESS: Hensley Field will be seamlessly connected to the regional and local transportation network and developed with a strong pedestrian and transit-orientation.

HISTORY & CULTURE: Hensley Field will leverage historic and cultural resource management to support broader sustainability, equity and economic project goals.

The Plan presented in the following chapters calls for:

- **A Walkable, Mixed-Use Community:** with over 3.7 million square feet of Commercial and Institutional uses and 6,800 residential units;
- **An Interconnected Network of Open Spaces,** comprising more than 25% of the site area and placing every resident within a five-minute walk of a park or public space;
- **A Strong Orientation to Mountain Creek Lake,** introducing waterfront trails, a new marina and water-oriented recreational uses that reinforce the destination appeal of the site;
- **Historic Preservation and Adaptive Reuse** of key buildings and facilities, and interpretive site elements that celebrate the military and pre-military heritage of the site;
- **A Multi-Modal Transportation System** with links to Dallas’ high-capacity transit network, provision of protected bikeways, slow mobility corridors, and a strong pedestrian orientation;
- **Net-Zero Construction and the Maximization of Renewable Energy Sources** including the creation of a 40-acre Innovation Village on the Runway Peninsula, demonstrating state-of-the-art technologies and sustainability practices;
- **A Diversity of Housing Choices in a Mixed-Income Community** with a complete range of housing types, 30% of which will provide for long-term affordability to qualified applicants.



THIS MASTER PLAN CONSISTS OF FOUR CHAPTERS:

CHAPTER 1

A Vision for Hensley Field describing the City’s Public Policy Framework, the Master Plan Process, the Guiding Principles and Goals, and an overview of the Plan.

CHAPTER 2

The Site and Context, providing a description of its regional location, history, physical and environmental conditions, existing uses and leases, and its relationship to neighboring properties.

CHAPTER 3

The Plan, outlining the overall approach to Sustainability, Parks and Open Spaces, Mobility and Access, and Community Design.

CHAPTER 4

Implementation and Next Steps: describing the infrastructure needs, phasing, projected costs, recommended financing, and ongoing governance including a proposed partnership between the City of Dallas and a Master Developer.



CHAPTER 1

THE VISION FOR HENSLEY FIELD

1.1 WHY HENSLEY FIELD? WHY NOW?

The City of Dallas looks to Hensley Field as an exciting, once-in-a-generation opportunity to demonstrate its commitment to sustainable and resilient development, reflecting the values and diversity of this vibrant Metroplex.

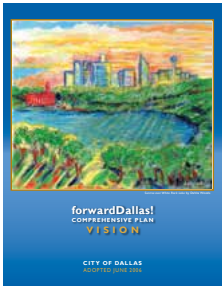
The City wishes to leverage the value of its 738-acre property on Mountain Creek Lake to achieve community objectives related to economic recovery, social equity and environmental sustainability; to serve as a catalyst for the reinvestment and resurgence of a part of the City that has not enjoyed the same levels of growth and prosperity as other parts of Dallas.

Redevelopment and reuse of Hensley Field is seen as a vehicle to realize key public policy policies at a time of great change for the City and the nation; a way to

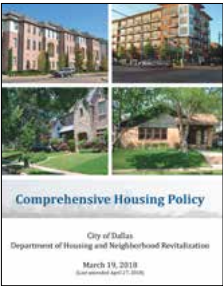
address the challenges of climate change, the global pandemic, racial injustice and historic levels of inequity.

The vision is of an authentic, climate-smart, mixed-use, mixed-income and walkable community with a balance of jobs, housing, amenities and services - an economically vibrant district of the City that brings new opportunities to its residents and workers and that establishes a unique sense of community tied to the history and character of the place.

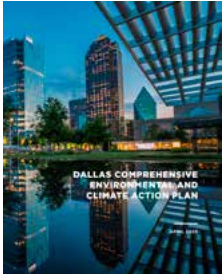
THE PLAN FOR HENSLEY FIELD BUILDS ON THESE CITY POLICIES:



» *Forward Dallas* the City's Comprehensive Plan first adopted in 2006 and now undergoing an update, that imagines "a more densely populated and more walkable city, with better transit weaving through its neighborhoods and lively city blocks combining homes, offices and businesses."



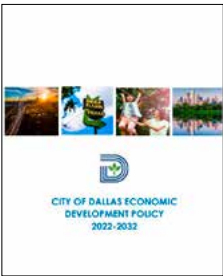
» *The Comprehensive Housing Policy* of 2018 which promotes policies to overcome patterns of segregation and concentrations of poverty in Southern Dallas, with programs that allow people to build equity and wealth.



» *The 2020 Comprehensive Environmental and Climate Action Plan* (CECAP) that calls for Hensley Field to "serve as a best practice example of Dallas' leadership and innovation" in climate protection and resiliency, achieving zero-net energy construction by 2030.



» *Connect Dallas*, the City's Strategic Mobility Plan that envisions compact and transit-oriented development to achieve broader economic, equity and sustainability goals.



» *The City of Dallas Economic Development Policy* adopted in 2021, focusing on economic growth and an expanded tax base south of I-30 and the Trinity River, with job creation and corporate investment to foster a more resilient and prosperous community.



1.2 ENGAGING THE COMMUNITY

A wide variety of public input and stakeholder feedback informed the Hensley Field Master Plan.

An Engagement Plan was developed at the outset of the planning process to establish a roadmap of engaging a broad spectrum of interested professionals, experts, and community members. Both traditional and non-traditional methods of engagement were employed to promote thorough outreach and most importantly, incorporate the feedback into the Plan.

STAKEHOLDER GROUPS

- The Technical Advisory Group (TAG) included over 60 members representing City departments and partner agencies to guide the development of the Plan through a public policy lens; and
- The Stakeholder Advisory Group (SAG) included 39 members representing a diversity of interest groups to ensure that community-oriented values and issues of concern were incorporated into the Plan. ([SAG and TAG membership can be found here.](#))

As part of their role, the SAG and TAG were tasked with communicating the progress of the Project to their constituencies, acting as an important conduit to the

planning team. It is anticipated that the SAG and TAG will remain in place after the Master Planning process, since their guidance will continue to be invaluable as the City solicits the participation of a Master Developer, and as the implementation and governance of the new Hensley Field community takes place.

FOCUS GROUPS

Over 20 Focus Group meetings were conducted to gain a deeper understanding of specific topic areas, and future plans for adjacent properties including existing military leases. These meetings helped to formulate and test planning and policy proposals, and to hone the Plan’s recommendations.

In addition, presentations were made to a variety of interest groups and organizations including: the Congress for the New Urbanism, American Institute of Architects and the Greater Dallas Planning Council. At each of the key milestone points, presentations were also made to the Economic Development Committee of the Dallas City Council.

WHAT WE HEARD: FIVE KEY TAKEAWAYS

1. Attract an institutional/employer anchor.
2. Prioritize green infrastructure and site amenities.
3. Pursue a full-service grocery store to serve Southern Dallas.
4. Create a diversity of housing choices with ‘move-up’ opportunities.
5. Maximize the recreational potential of Mountain Creek Lake.



Working with artist partner Lena Rodriquez, painter Justin Simmons (pictured above) created the mural featuring beloved elements of the area and community surrounding Hensley Field.



After the mural was painted, sculptor Joaquin Soto created a Wishing Tree with metal and rivets to honor the planes that used to be fabricated near the site. Community members hung strips of cloth naming specific wishes for the future of the site.

ARTS-BASED ENGAGEMENT

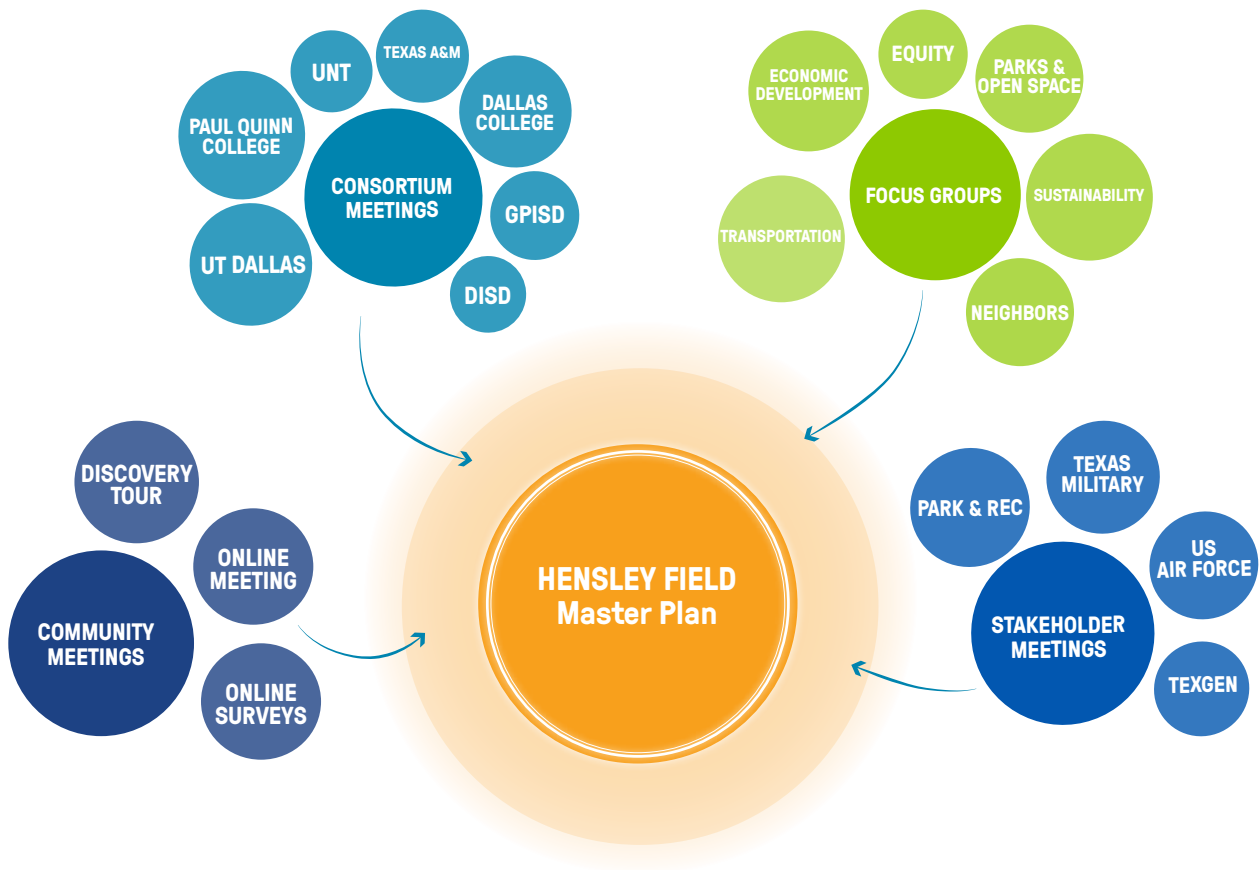
PROJECT COMMUNICATIONS

A project [website](#) was established to communicate the planning process, and provide updates on progress and presentations. Due to the high-security nature of Hensley Field, it has never been openly-accessible, so the website has allowed the public to tour the site virtually, and learn about the historic buildings, features and landscape. The website has also featured several **surveys** to solicit community preferences, ideas and concerns about the future of Hensley Field

Although much of the engagement process has been conducted virtually due to the COVID-19 pandemic, the **Hensley Field Discovery Tour** in June 2021 allowed individuals an opportunity to visit the site and to provide ideas on how various portions of the former military base could be repurposed. Around 200 people attended this event and participated in a survey, the results of which have been key inputs to the Master Plan.

Over 20 **Oral Histories** were recorded from individuals connected to Hensley Field. From these oral histories and interviews emerged several key **“Storylines”** that offer a different view of Hensley Field’s importance. These storylines reinforced the sense of community around the base, the importance of home and belonging, and the innovation, resourcefulness and resilience of the military personnel. Some of these storylines appear throughout this Plan document, weaving an important connection to the past that has inspired the vision for the future of Hensley Field.

Arts-Based Engagement was also used where three public artists were identified from the Grand Prairie community to work with neighbors and high school students to co-create temporary works of art that expressed the hopes and dreams for Hensley Field, especially in terms of the idea of home.



1.3 THE PLANNING PROCESS

The Plan for Hensley Field has been developed over an 18-month period involving a diversity of stakeholders, community members and technical advisors.

The Timeline graphic below shows this continuum of activity in terms of key “products” in relation to the engagement efforts through to the public review of the Final Plan. The six main products of the planning process include:

The Opportunities and Constraints Report ([link](#)) was reviewed by the SAG and TAG in January 2021 to highlight both the constraints and possibilities across different issue areas, such as environment; parks and open space; energy and utilities; transportation; economic development and land uses; and history and culture.

The Project Guiding Principles & Key Goals ([link](#)) were reviewed and refined by the SAG and TAG in February 2021 to establish a “north star” for the Project. These elucidate the six fundamental values and priorities to be maintained throughout the Project planning and its implementation and will become the metrics by which the success of the Hensley Field redevelopment is evaluated over time.

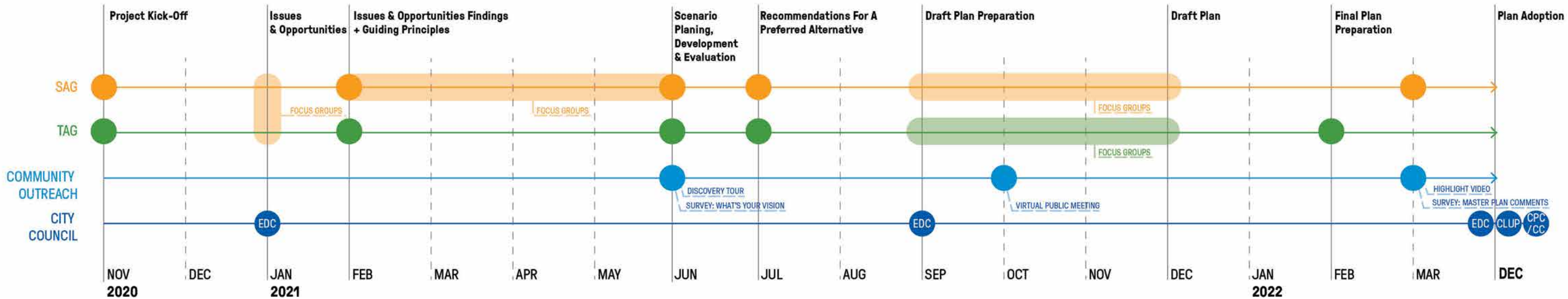
The Scenario Evaluation Report ([link](#)) tested three distinctly different, but viable “futures” for Hensley Field. While each of the scenarios reflected the Guiding Principles, each had a different emphasis: the first focused on attracting a major “catalyst” user; the second, a foundation of single-family neighborhoods; and the third, a community utilizing the most innovative technologies to become “a living laboratory of resilience.” With input from the SAG and TAG, the scenarios were evaluated and recommendations developed for the “Preferred Alternative.”

The Preferred Alternative has emerged as a hybrid of all three scenarios, with an integrated transportation, utility, drainage and open space strategy as its framework, structuring the desired land use and development program into a walkable block pattern. This was tested and honed to evolve into the draft Plan, again with the input of the SAG and TAG.

This **Draft Plan** was developed iteratively, with further focus group sessions to ensure that the formulating recommendations were in alignment with the Guiding Principles and that the Plan could be economically practical and implementable by the City and its future private sector partners.



Hensley Field Discovery Tour 2021



1.4 THE SIX GUIDING PRINCIPLES AND KEY GOALS

With the active participation of the SAG and TAG, a series of six Guiding Principles were set forward, each with their own more specific goals.

The Principles are based upon the three pillars of sustainability — Economic Vitality, Environmental Stewardship and Social Equity —and will become the metrics by which the success of the Hensley Field redevelopment is evaluated over time. While the details of the Plan will certainly change over a 20-year build-out, the Guiding Principles will remain a constant. The Key Goals listed under each Principle are meant to structure the Plan’s recommendations into clear, actionable objectives.

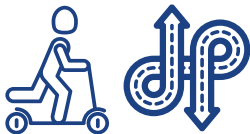


Environmental Health

Hensley Field will serve as a “living laboratory of resilience” and a “proof of concept” of Dallas’ Comprehensive Environmental and Climate Action Plan through development of the site, infrastructure, and buildings.

EH GOALS:

- » Ensure all new construction is “**net zero,**” built with low-carbon, healthy materials and that protect the natural environment.
- » **Combat heat island** effects and enhance air quality by preserving and increasing tree canopy and reducing impervious cover.
- » **Employ green infrastructure** to control urban run-off and protect the water quality of Mountain Creek Lake.
- » **Protect the night sky,** avoiding light pollution while ensuring safety.
- » Prioritize businesses that invest in the “**circular economy.**”
- » Plan and implement Hensley Field to achieve **LEED for Cities and Communities certification.**



Mobility and Access

Hensley Field will be seamlessly connected to regional and local transportation networks with a safe, multi-modal orientation.

M+A GOALS:

- » Design a transportation system that **reduces single-occupancy vehicle trips,** thereby reducing greenhouse gas emissions and air pollutants.
- » Organize the Hensley Field Master Plan with an **integrated land use and transportation pattern** that facilitates high-frequency transit connections and a strong pedestrian orientation.
- » Promote social equity through a transportation network that provides multiple, **high-quality travel choices** - including high capacity transit - to meet the daily needs of residents and workers.
- » Work with transportation providers to anticipate and incorporate **new and emerging technologies** that enhance mobility options and efficiencies.



Affordability and Diversity

Hensley Field will offer a wide range of business and housing choices that support an inclusive community that is socially and economically diverse.

A+D GOALS:

- » Create a mixed-income community with a balance of **affordable and market-rate housing.**
- » Design and implement programs to achieve the City of Dallas’s “**Racial Equity Plan’s Big Audacious Goals**” for housing and commercial opportunities throughout the development.
- » Provide a range of “**missing-middle**” housing types, in addition to single-family homes, apartments and condominiums.
- » Ensure **long-term affordability,** allowing affordable units to be maintained as such through time.
- » Establish or select a **nonprofit stewardship entity** to administer the affordable housing program and provide needed startup capitalization and long-term reserves needed. Define revenue streams to support annual operations.
- » Ensure that **affordable housing** is distributed and integrated throughout and is indistinguishable from market-rate housing.
- » Facilitate pathways toward **home ownership** as a means of family wealth-building and of reinforcing neighborhood stability.
- » Offer housing types with supportive services that allow people to “**age in place.**”



Healthy Communities

Hensley Field will promote active and equitable lifestyles with access to fresh food, healthcare, parks and trails, quality education, and healthy homes and workplaces.

HC GOALS:

- » Attract a high-quality, **full-service grocery store** to address food insecurity and to meet the needs of future residents and the surrounding communities.
- » Partner with **urban agriculture** non-profits, farmers and related businesses to create an on-site, organic farm.
- » Attract providers that offer affordable **clinical services, healthcare and childcare** options to the area.
- » Design Hensley Field as a **walkable and bikeable** community with a network of trails and pedestrian-friendly streets that promote active lifestyles to improve community health.
- » Develop an **accessible and connected network of parks,** greenways, waterfronts and open spaces that provide a diversity of passive and active recreational experiences.
- » Collaborate with Grand Prairie and Dallas ISDs and local colleges to address the **educational needs** of future families, workers and residents.

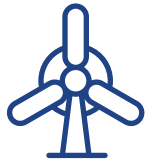


History and Culture

Hensley Field will leverage historic & cultural resource management to support broader sustainability, equity and economic project goals.

H+C GOALS:

- » Work with the City’s Historic Preservation Office and the Texas Historical Commission to **understand and honor the significance of the site** and set out the preservation, reuse and/or interpretive strategies for Hensley Field.
- » Ensure that **key elements of historic context remain** physically-legible, especially throughout the Project’s parks and trail system, roadway, and landscape.
- » Explore the feasibility of the **adaptive reuse of hangars** and other structures for creative and cultural uses.
- » Introduce **interpretive elements** that tell under-recognized stories, celebrate local culture, and highlight the history of Hensley Field.
- » **Identify preservation-related resources,** grants, and tax credits that can help future site developers to implement appropriate preservation and reuse strategies.
- » **Promote a range of green jobs** in the local economy by preserving existing buildings and site features, leveraging the value of existing structures and reducing construction waste.



Economic Opportunity and Investment

Hensley Field will increase economic opportunity for Southern Dallas by attracting public and private sector investment that creates new jobs, raises incomes, and provides a diverse and attractive range of housing types and community amenities.

E+O GOALS:

- » Pursue one or more institutional or major employers as an **anchor use** to help catalyze high-quality, mixed-use development.
- » Attract **advanced technology companies** that provide local employment opportunities, and partner with area educational institutions to train workers for middle-skill and green jobs.
- » Invest in **parks and site amenities** that will support high-quality, mixed-use development.
- » Reuse existing hangars and other structures to accommodate **local and small business** and non-profit needs, including business incubators and creative enterprises seeking affordable space.

1.5 THE PLAN

This Master Plan provides a flexible framework to guide the redevelopment and reuse of Hensley Field.

It calls for the value of this publicly-owned property to be leveraged as part of a partnership between the City of Dallas and the private sector to address community challenges related to: social inequity, climate change, and the need for economic reinvestment in Southern Dallas.

Over the next twenty years, the Plan will deliver:

A Complete Community with a diverse mix of commercial, institutional and residential uses that will accommodate over 12,000 jobs and 12,000 residents, organized into compact and walkable neighborhoods and districts, where the daily needs of all residents are within a fifteen-minute walk or bike ride.

Public Services and Facilities including a community school, cultural institutions, healthcare facilities, and a full-service grocery as well as public spaces and other amenities that will serve neighboring communities, new residents and employees.

Over 185 acres of Public Open Space, including an interconnected network of community and neighborhood parks, greenways, natural preserves, and over 7.5 miles of on-site trails oriented to Mountain Creek Lake.

The Highest Levels of Sustainability achieving LEED Cities and Communities certification, with all new buildings accomplishing Net Zero Construction to meet the goals of the City's Comprehensive Environmental and Climate Action Plan.

An Innovation Village on the 40-acre Runway Peninsula — a mixed-use development and living laboratory exploring and testing emerging technologies related to renewable energy, sustainable building materials, rainwater capture, wastewater treatment and reuse, as well as resource recovery and recycling.

Re-purposed Hangars and Military Buildings that recall the rich history of the site, while providing space for innovation, entrepreneurship and creative and cultural expression.

A Mixed-Income Community that ensures that at least 20% of all homes constructed on the site are attainable for purchase by households earning less than 80% of the region's Adjusted Median Income (AMI), and for rent by those earning less than 60% of AMI. An additional 10% of the homes should be priced to buyers or renters earning between 81% and 120% of AMI.

A Wide Range of Housing Choices, Types, and Tenures with over 6,800 dwelling units ranging from single-family homes to apartments and condominiums, with a diverse spectrum of “missing-middle” housing types, including duplexes, townhomes, stacked flats, cottage courts, and live-work units.

Employment Opportunities for a Diverse Workforce, with over 90-acres of the site reserved for institutional, educational and/or corporate users that prioritize employment and training for the regional workforce.

An Interconnected Mobility Network with future linkages to the Dallas Area Rapid Transit (DART) network, a pattern of Complete Streets that extend into the surrounding community and a system of trails and greenways, all of which provide alternatives to the single-occupancy vehicle.

A Pedestrian-Friendly Community, with an active and engaging public realm of streets and blocks, lined with buildings that promote a socially engaging environment with ground level stoops, porches or commercial uses that reduce the dominance of the car.





CHAPTER 2

SITE & CONTEXT

2.1 REGIONAL CONTEXT

Hensley Field is situated at the very heart of the Dallas Fort Worth Metroplex, a robust and fast-growing region with a population of 7.6 million people, making it the fourth largest metropolitan area in the United States.

INDUSTRY

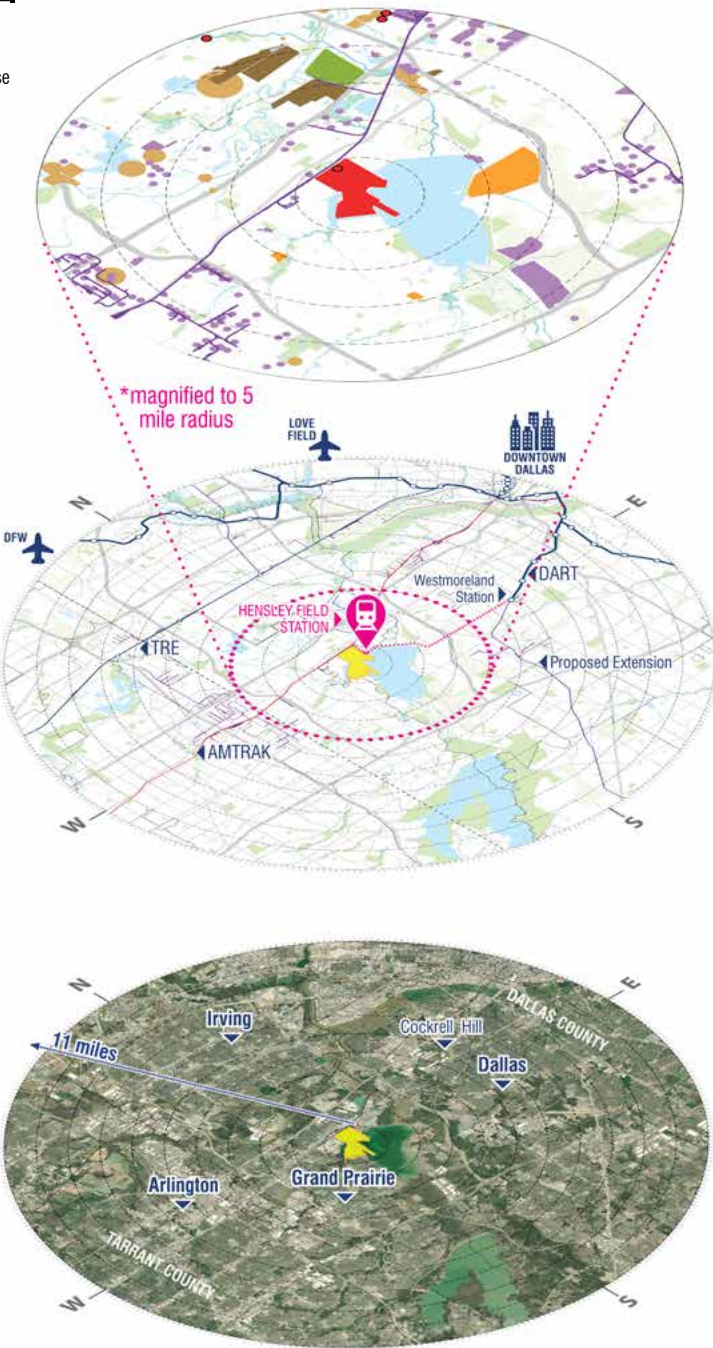
- Brownfield Site
- Freight Rail
- Industrial/Manufacturing Use
- Wastewater Treatment Site
- Military Use (former)
- Cemetery
- Existing Landfill Site
- Closed Landfill Site

MOBILITY

- Existing DART Rail
- Proposed DART Extension
- Rail Stations
- TRE Rail
- AMTRAK Rail
- NCTCOG Proposed
- Highways/Roads
- Parks
- Water Bodies

AERIAL

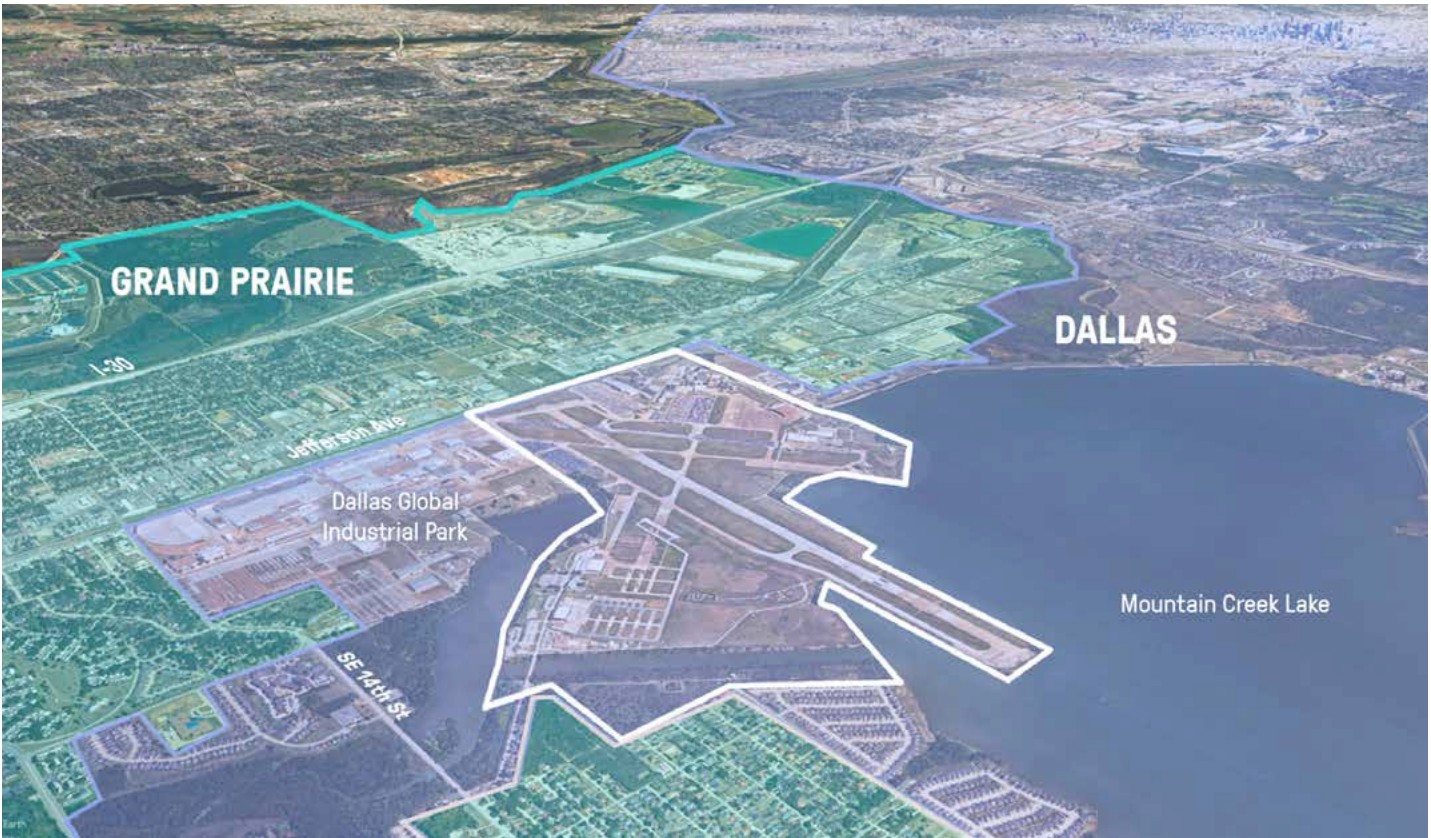
- * concentric ring = 1 mile (20 min walk)
- * map extent = 11 mile radius



Located in far west Dallas and surrounded by the City of Grand Prairie on three sides, the site overlooks Mountain Creek Lake with expansive views of the Austin Chalk escarpment to the east. The 2,500-acre lake, owned by TexGen, is used as a cooling reservoir for its Mountain Creek Power plant, and is managed and monitored by many organizations including Texas Parks and Wildlife Department, Texas Commission on Environmental Quality, and TexGen. The site's unique location also endows it with the exciting potential to connect to trails at Joe Pool Lake, Grand Prairie, and other local destinations, as described in Section 2.7: Adjacent Park and Trail System.

Hensley Field is conveniently located 10 miles from Downtown Dallas, 12 miles from DFW Airport, and 1 mile immediately south of Interstate I-30 which connects the cities of Fort Worth and Dallas. DART's new GoLink program, launched in January of 2022, provides transit coverage to Hensley Field with on-demand shuttle service to the Cockrell Hill Bus Transfer Station and the Westmoreland LRT station, five and seven miles east of the site respectively.

The transportation landscape in Dallas has quickly changed in the last 10 years. Doubling light rail and expanding transit services, increased multi-modal options, and shifting transportation goals and policies are leading to a more sustainable and accessible city. New environmental and mobility goals are well-timed with the redevelopment of Hensley Field.



The Hensley Field site (white border) with Downtown Dallas in the distance.

» An Economic Engine

Hensley Field has always been a very important part of the economics and growth of the surrounding community. Neighbor Lynn Motley recalls, "...Hensley Field was always a place where there was something important going on. When I was a little kid, I could sit in the backyard and hear the jets taking off from Hensley Field doing air flight tests." Another resident shared, "...I would say at least 50% of my friends' families worked there....and I remember they would say, 'Well, we bought this at the commissary.' And I thought, 'Oh, I wish I could go to the commissary.'"



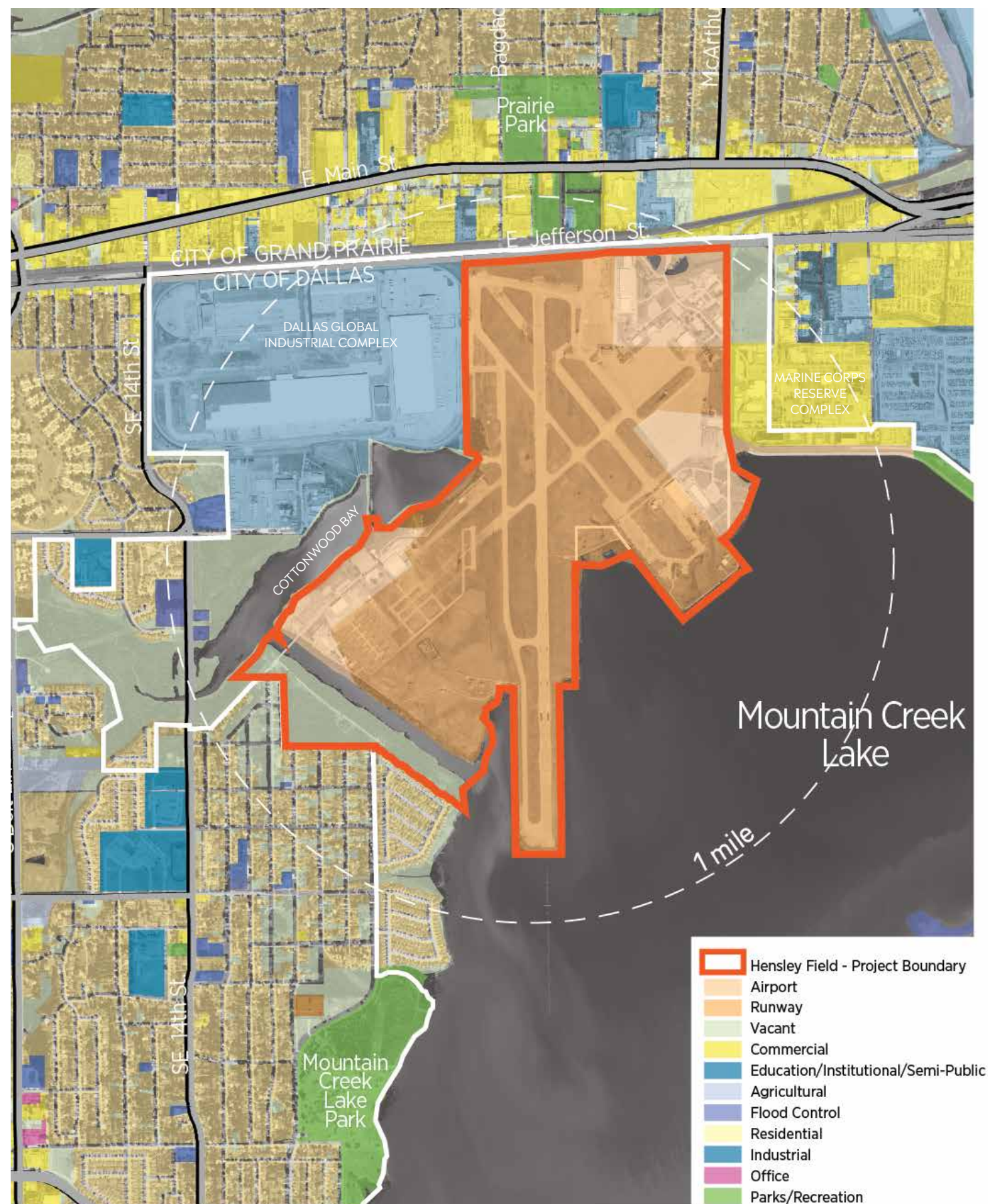
B-24 Liberators at NAA Dallas, 1943. Grand Prairie Public Library



Dallas Morning News, April 15, 1988

“Hensley Field has always been a very important part of the economics of Grand Prairie and I hope that how it will continue.”

- Lynn Motley, Local Neighbor



Existing Land Uses

2.2 LAND USE AND REGULATORY CONTEXT

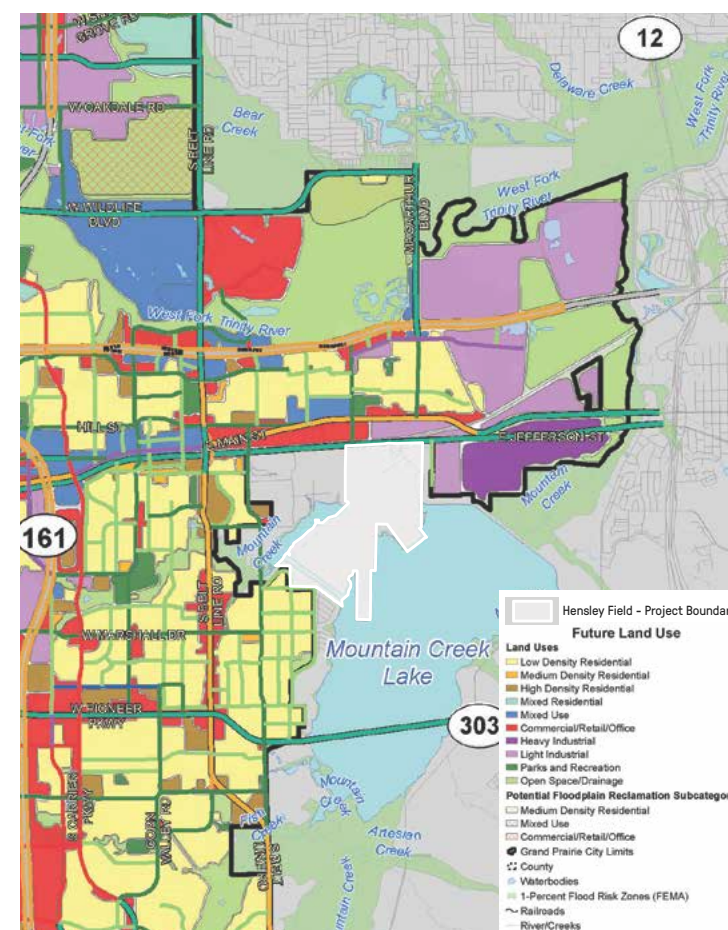
Zoning surrounding Hensley Field is evolving from predominantly industrial and warehousing uses to commercial retail and office.

The 738-acre Hensley Field site is bounded by East Jefferson Street on the north, the Dallas Global Industrial Center (DGIC) and Cottonwood Bay on the west, single-family residential neighborhoods of Dallas and Grand Prairie and Mountain Creek Lake on the south, and the Marine Corps Naval Reserve campus on the east. A diverse pattern of land uses surrounds the property, from highly industrial and auto-oriented commercial uses along the Jefferson Street Corridor to the low-density single-family neighborhoods to the north, south and west.

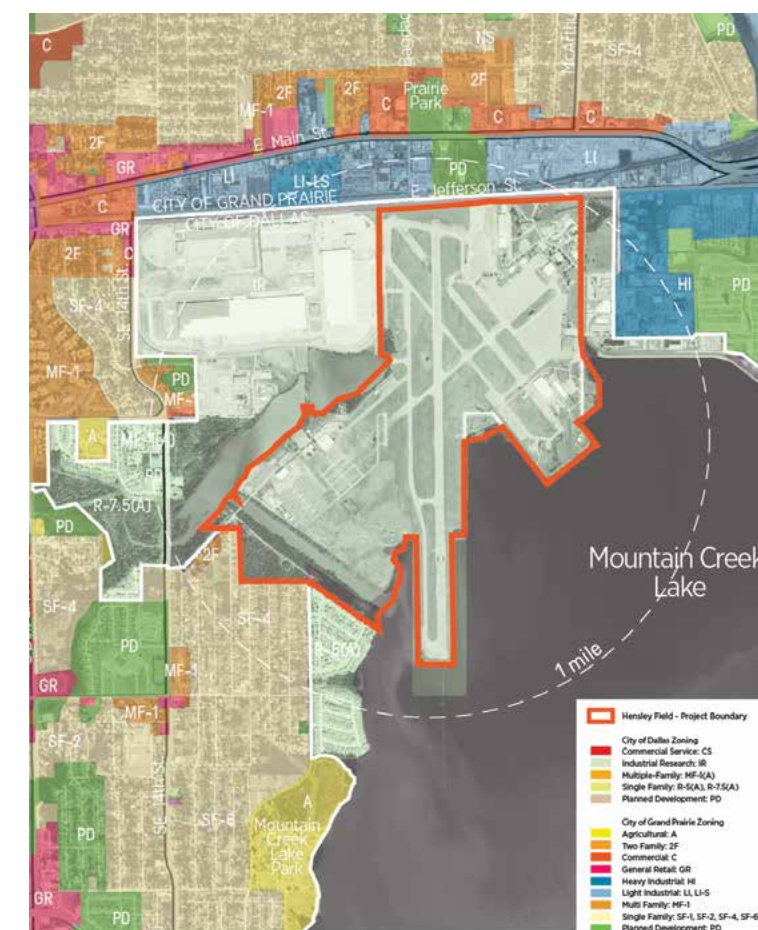
The existing zoning surrounding Hensley Field in both the cities of Dallas and Grand Prairie provide for Industrial, Wholesale Distribution and Storage uses with supporting Office and Retail uses. Although densities are permitted up to a 2.0 Floor Area Ratio

(FAR) with heights up to 200 feet or 15 floors in some areas, actual development is considerably less intense. The neighborhoods south and east of Hensley Field within the city limits of Dallas are zoned for low density single-family residential, at approximately six dwelling units/acre.

Grand Prairie's Future Land Use Map, which resides within its Comprehensive Plan, maintains the Light and Heavy Industrial uses to the north and east of Hensley Field, but indicates a transition from Industrial to Commercial/ Retail and Office use along the northern frontage of Jefferson Street, with pockets of High Density Residential and Mixed Use west of the DGIC. Dallas' Land Use Plan is currently being updated as part of the 2022 "Forward Dallas" Comprehensive Plan.



City of Grand Prairie Future Land Use



Adjacent Zoning

2.3 EVOLUTION OF THE SITE THROUGH HISTORY

Over the past 100 years, the geography of Hensley Field and the surrounding area have evolved to meet the many demands of a growing City and the security needs of the nation.

The “Period of Significance” is considered to be 1929 to 1961. At the height of its military operations between 1939 and 1950, Hensley Field was one of the largest and most important military aviation installations in the country for reservist pilot training. The installation also significantly contributed to the local economy through job opportunities for civilians and consumption of goods and services by stationed military personnel. A draft Statement of Significance can be found at this [link](#).

Native-American Settlement

Anglo-American Settlers

The Military

The Interwar Period (1929-1939)

The World War II Period (1940-1945)

The Early Cold War Era (1946-1961)

1893

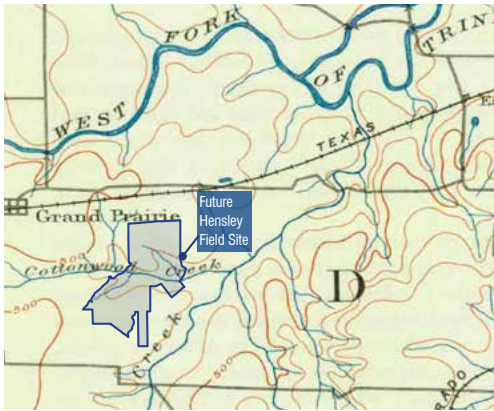
1900

1938

1942

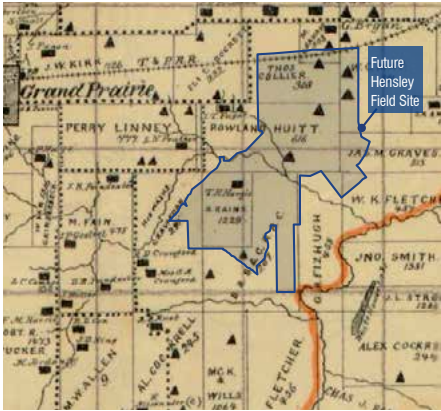
1945

1968



USGS Topo Survey

Prior to development, the Hensley Field site and environs were first used by small groups of nomadic-hunter gatherers. This transitioned to the more settled Native American tribes that included Caddo-speaking peoples who occupied vast swaths of land from modern day Mississippi, Arkansas and East Texas to the nearby western boundary of the Eastern Cross Timbers, which is still recognizable in modern day Arlington and the Mid-Cities. To the west of the Eastern Cross Timbers, the Comanche-speaking peoples roamed the plains of West Texas and beyond.



Sam Street's Map

By the 1850s, farmsteads dotted the rolling prairie that were spurred by a large federal land grant that came to be known as the Peters Colony. Early settlers in the area included the Huitt, Snow, Fuget, Hargis and Deckman families. Many members of these families were laid to rest at Fuget Cemetery which was established on Rowland Huitt's property in the 1850s and is located within the Hensley Field site. In the early 20th century, large landholdings in the region included Dallas postmaster B.M. Burgher's "Bluebonnet Farm" and an orphanage on a 200-acre farmstead operated as the Juliette Fowler Christian Home.

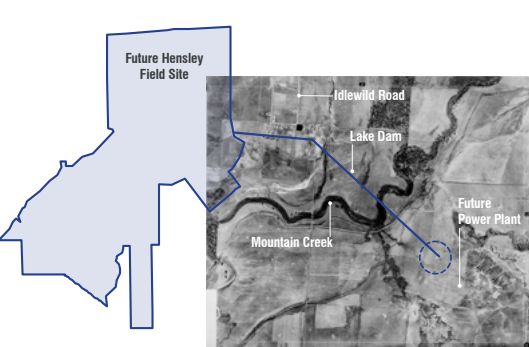
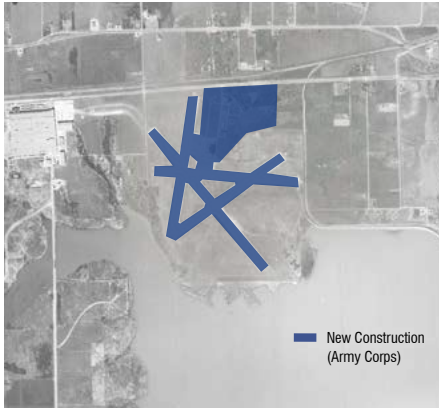


Photo: Fairchild Aerial Survey

Hensley Field was a major part of the former military engine at Mountain Creek Lake that included the Naval Weapons Industrial Reserve Plant (NWIRP) complex to the northeast of the airfield. The 1930s damming of Mountain, Cottonwood and O'Guinn creeks to create the electric power plant to the east of the site had a profound effect on the evolution of Hensley Field, creating the expansive Mountain Creek Lake.

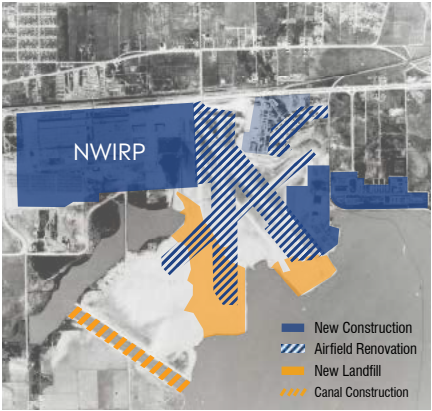
From a historic resources analysis perspective, Hensley Field's "Period of Significance" — from 1929 to 1961 — covers three major phases of its development:

- The Interwar Period (1929 - 1939)
- The World War II Period (1940 - 1945)
- The Early Cold War Era (1946 - 1961)



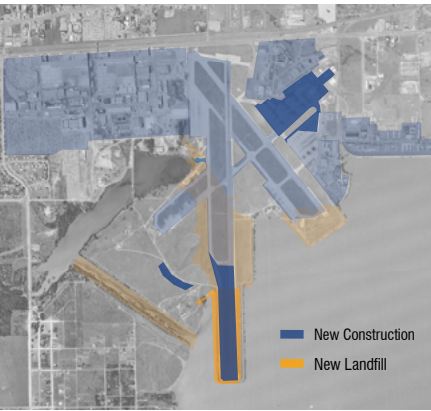
Aerial Photo (ESRI)

Hensley Field was established by the Army Air Corps on former agricultural land leased from the City of Dallas, within a rolling prairie setting in the Mountain Creek valley. The Army Air Corps primarily used the field for training reservist pilots, servicing visiting Army planes and operating as a depot during the Interwar Period. (The only remaining buildings from this era are the pair of Commanding Officer Houses in the northeast corner of the site.)



Aerial Photo (ESRI)

The airfield's importance was elevated during the second World War (WWII), when the Navy established the Dallas Naval Air Station as a permanent installation, transforming it from a reserve station to a major base for primary and advance flight training. In 1941, as the US escalated its WWII efforts, the North American Aviation Plant (later the NWIRP) was constructed immediately west of Hensley Field to produce aircraft for the Army. Planes rolling off its factory floor would taxi directly to runways at Hensley Field, where they were tested and delivered to other air stations by Army pilots.



Aerial Photo (ESRI)

After WWII, Hensley Field reverted to a training center for reserve pilots, and the Navy assumed control of Hensley Field from the Army in 1949. The Navy also became the primary recipient of new aircraft from the NWIRP, and it extended the north-south runway to accommodate the new jet fighters from the nearby assembly plant. The Army's facilities in the northeast corner of the airfield were transferred to the Texas Air National Guard (TANG). As the Cold War progressed and its role in the Korean War expanded, the TANG outgrew the aging Army facilities. The last major historic-period construction project at Hensley Field was the development of new facilities for the TANG in 1961, between the Dallas NAS base and former Army Air Corps installation.

2.4 CELEBRATING A RICH HISTORY

The untold and under-told stories of Hensley Field can be revealed with the redevelopment of the site to connect people with their past and to engender a strong sense of place.

Acknowledging, understanding and interpreting history is an evolving art. In the traditional historic preservation world, there are rigorous processes to evaluate historic and cultural resources whose end goal is to preserve and interpret significant elements for the enjoyment of future generations. However, a new goal is emerging: one that calls for revealing the untold or undertold histories and stories of the people living in a place. Both goals are important in constructing a more complete picture of history, one that connects people with their past, enriching lives and fostering a sense of place and community.

The Designed Historic Landscape: A historic resources evaluation of Hensley Field identified a “designed historic landscape” that encompassed Hensley Field and the adjacent NWIRP and Dallas NAS complexes. This landscape was shaped by the missions of multiple military branches over the course of the Period of Significance. Also influential to Hensley Field were the preceding “vernacular cultural landscape” elements - including Fuget Cemetery, the Faith Cottage Orphanage House, the Burgher farmstead, Bankhead Highway, the Texas & Pacific Railroad line and the impoundment of Mountain Creek Lake by the Dallas Power & Light Company.

The most visually-distinct elements of this designed historic landscape are the runways and taxiways, and the sections of the Mountain Creek Lake shoreline engineered for base expansion. Aesthetic landscaping was limited to the area surrounding the still existing Officer Houses.

Alterations and Demolitions: The alterations that occurred during the Period of Significance exhibit the significant evolution of the airfield to accommodate changes in aircraft technology and the demands of the different military branches present at the base. For example, the runways were realigned and extended into Mountain Creek Lake multiple times as a result of the rapid advancement of aircraft technology over a 30-year period. Additionally, in the 1950s, most of the original buildings and structures associated with the original Army Air Corps installation were demolished for upgraded facilities that permanently established the National Guard at Hensley Field.

The removal of buildings and structures designated as “temporary, modern development,” and the change in function for portions of the airfield have diminished the integrity of the designed historic landscape at Hensley Field. The designed historic landscape was determined to have lost overall integrity of setting, materials, feeling, and association. As such, the landscape as a historic

district is *not* eligible for listing on the National Register of Historic Places (NRHP), but may be eligible for a City of Dallas historic landmark designation under the criteria of history, heritage, and culture; historic context; and historic education.

Hensley Field’s Remaining Structures and Their Potential as Historic Landmarks: Of the hundreds of buildings and structures constructed within and surrounding Hensley Field during its Period of Significance, only 21 currently remain within the Hensley Field, NWIRP and Dallas NAS properties. Out of these, only three structures appear to have NRHP and/or City of Dallas landmark potential: the two Officer Houses and the first of the TANG hangars. Like the historic district they contribute to, the two Commanding Officer Houses have retained a high degree of historical integrity and likely will still be individually-eligible for listing on the NRHP.

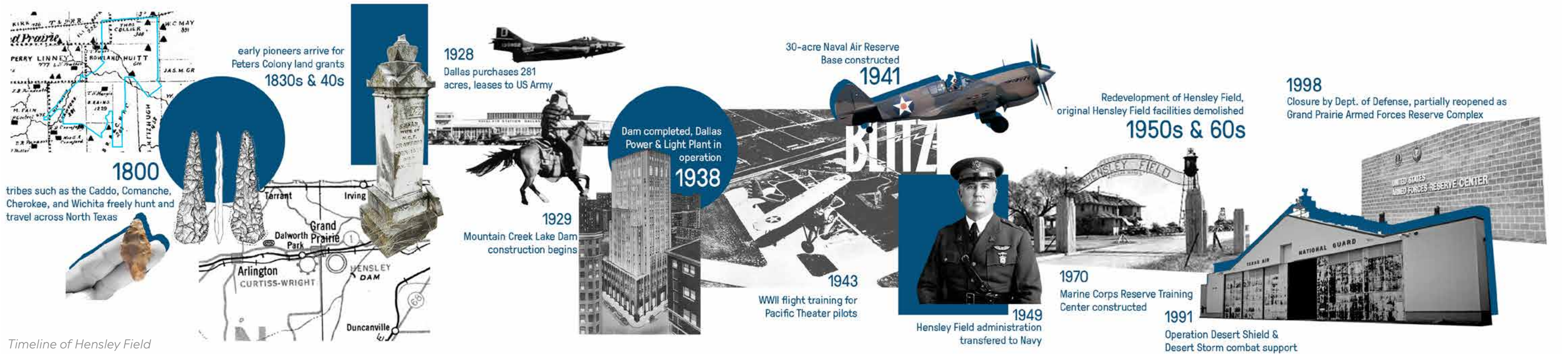
The 1961 TANG Hangar is significant for its role in wartime activities associated with the Cold War and is considered individually-eligible for NRHP listing as an example of industrial architecture and hangar construction.

» Honoring the Hensley Field Community Through Story-Telling and Art-Making

In addition to the physical traces, landscapes and artifacts of a place, there are the less tangible, but equally important histories and stories of the Hensley Field community. As part of the community engagement process, oral histories were gathered from nearby residents and members of the military who had firsthand experience with living and working on or around the base. From these recorded interviews, and from the co-creation of an art installation, three main “storylines” emerged that express the values of the people connected to Hensley Field:

- The pride of place at Hensley Field;
- The strength of the community created on the base that extended to the surrounding neighborhoods; and
- The pride of the work on the base: its innovative, resourceful, and readiness.

Vignettes related to these storylines appear throughout the Master Plan document on these golden backgrounds. We wish to thank the interviewees for sharing their insights and memories with the project team, which were essential to informing the Master Plan.



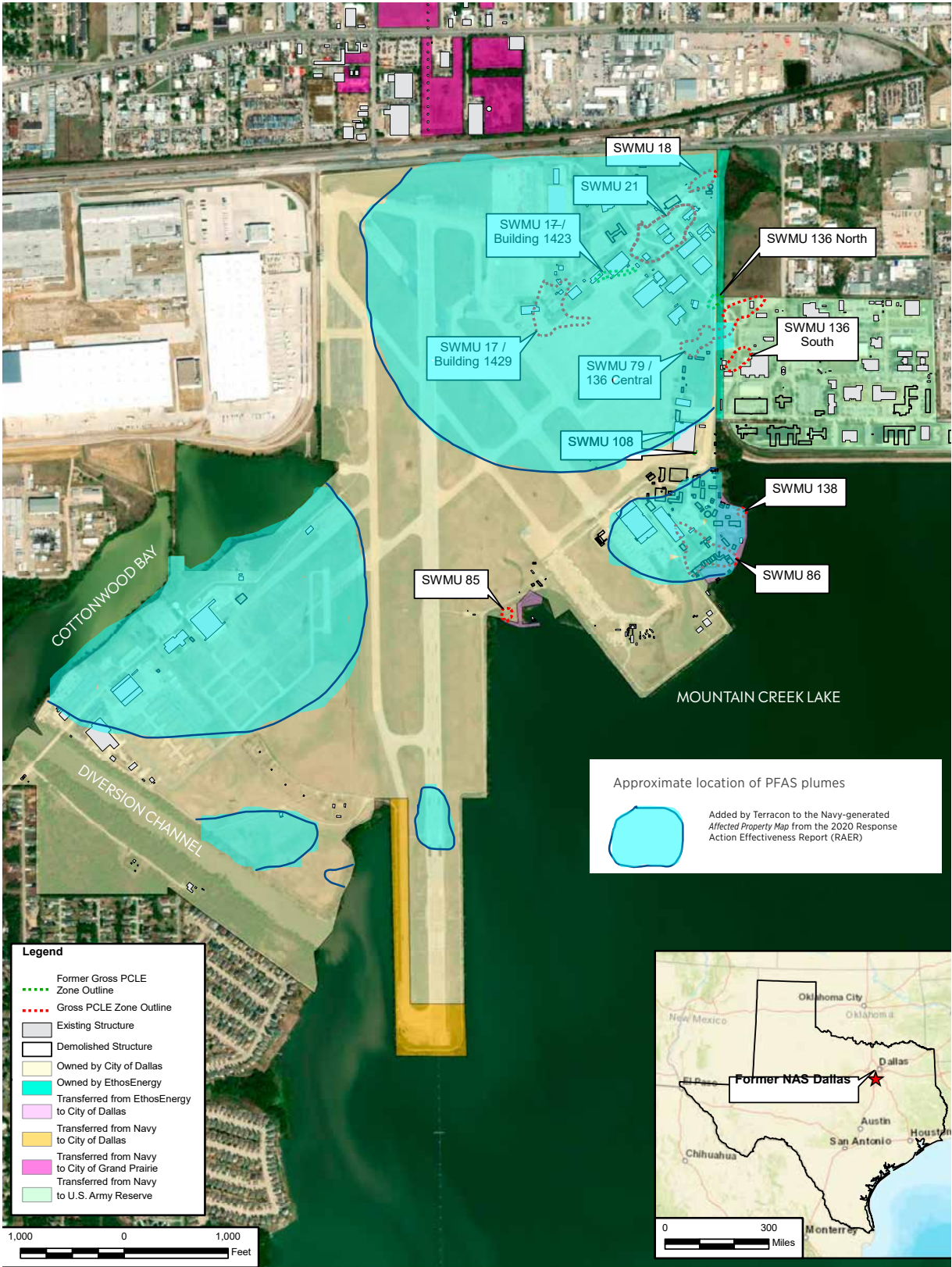
2.5 PREPARING THE SITE FOR REDEVELOPMENT

The Navy is expected to cleanup the site to residential standards in a way that does not impede the pace of redevelopment.

Due to its intensive military use, Hensley Field and Mountain Creek Lake contained contaminants of concern (COCs) including metals, petroleum hydrocarbons, polychlorinated biphenyls (PCBs), semi-volatile organic compounds, and chlorinated solvents. Soil remediation of the above compounds has been completed by the Navy and approved by the Texas Commission on Environmental Quality (TCEQ). Groundwater remediation has been partially completed and remains in progress; however, an emerging class of chemicals known as PFAS (polyfluoroalkyl substances) which were components in firefighting foams used/stored on site by the Navy have been identified in soil, groundwater, sediment, and surface water and are currently being investigated by the Navy.

Under the 2002 Settlement Agreement with the City, the Navy committed to remediating the site to unrestricted residential standards. The Navy is in process of fully investigating the extent of PFAS at Hensley Field and is studying approaches for its mitigation and is expected to complete investigations in early 2022. The Navy will also prepare a Feasibility Study to assess remedial alternatives that would support the anticipated redevelopment and is expected to complete the study by the end of 2023. It is expected that remediation efforts will be completed by the Navy prior to redevelopment or in phases in tandem with construction activity and will be coordinated with TCEQ. The [Opportunities and Constraints Report](#) and [Environmental FAQ](#) provide more information on the environmental conditions of the site and the remediation process.

Mountain Creek Lake is a valuable resource and amenity. Developed in the 1930s as the Mountain Creek Reservoir for the Mountain Creek Power Plant, the privately-owned lake has been largely underutilized by the public, despite being stocked in 1986 with catfish, drum, crappie, bass and other game fish. The redevelopment of Hensley Field offers an exciting opportunity to re-engage with the waterfront and the lake for regional public access and recreational use; Mountain Creek Lake can provide the same amenity for Southwest Dallas and the broader region as White Rock Lake does in East Dallas. A comprehensive waterfront trail system within the property could provide future linkages to Joe Pool Lake, Grand Prairie and other local destinations.



Approximate location of PFAS Groundwater Plumes

CONDITIONS OF MOUNTAIN CREEK LAKE

While water quality conditions restrict swimming as a recreational use of Mountain Creek Lake, boating and fishing will be permitted in a manner like that on White Rock Lake. Since the lake is owned by TexGen, the operator of the Mountain Creek power plant located on its eastern shore, the City will need to make arrangements for recreational use of the lake. TexGen reports plans to decommission the power plant over the next five to ten years and is considering reuse and redevelopment of its site for urban uses, which will further enhance the potential for Mountain Creek Lake as a regional destination for recreational use.

The current condition of the lake edges surrounding Hensley Field vary based upon location. The areas around Cottonwood Bay tend to be a more naturalized lake edge, whereas the areas adjacent to the runway are man-made and supported with rip rap. Other locations are a combination of the two. Additionally, the area along the Diversion Channel that was cut into the site during the 1940s presents another bank type with much steeper slopes that have naturalized over time. There are existing habitats along the Bay and beach areas that are worthy of conservation. Opportunities to access the water and create park and wildlife areas are certainly feasible for this site and location. Prior to redevelopment near the shoreline within Cottonwood Bay and Mountain Creek Lake, environmental data must be reviewed for understanding of historical site conditions and additional soil characterization samples will potentially be needed to provide current data/understanding of conditions and potential soil management expectations. In addition, TCEQ and other stakeholder review and approval will be required prior to redevelopment.



Mountain Creek Lake with the escarpment in the distance.

2.6 EXISTING USES AND LEASES

Since the 1920's, the City of Dallas has leased all or part of Hensley Field to the US Military to support America's national security.

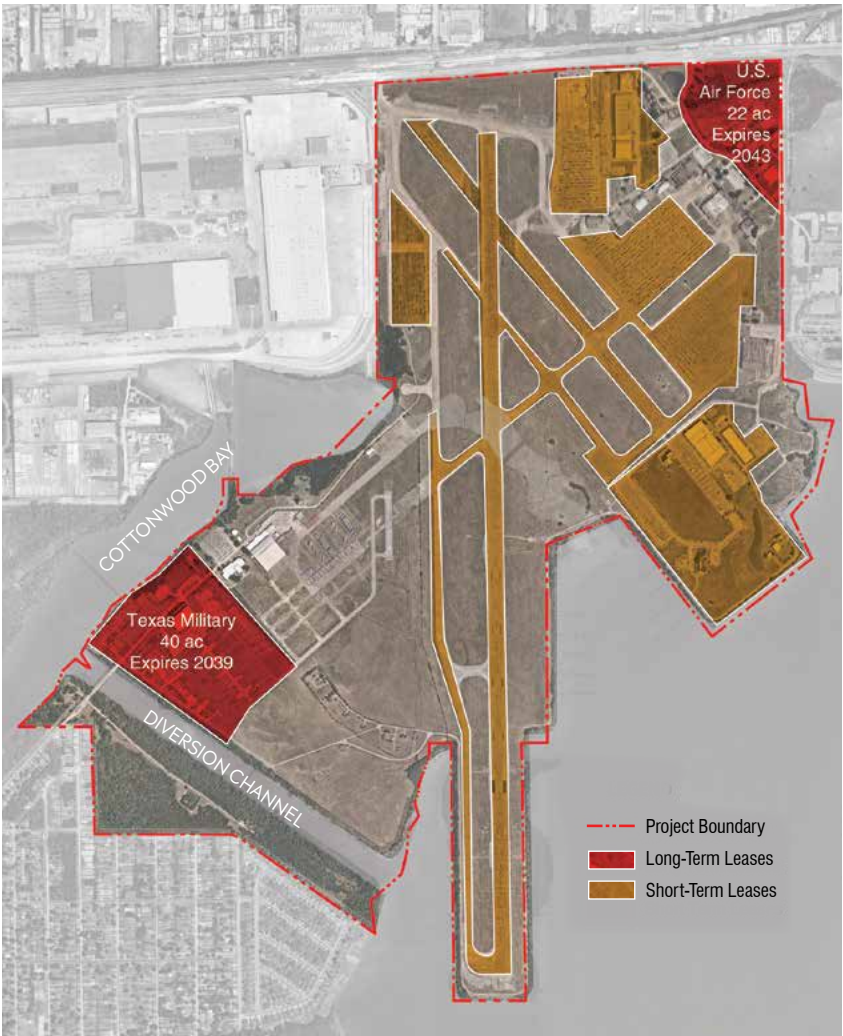
Since its closure in 1998, the site has remained relatively dormant; the Navy vacated its lease; taxiways and runways were closed to winged aircraft; and many of the hangars were re-purposed by the City for a variety of temporary uses. Portions of the site were used to store vehicles or other items including exiled Confederate era monuments, earning the nickname by some as the "City's storage closet." The site has remained secure with exterior fencing because of some of these temporary uses, including the lease of the runways to Jack Cooper Transport for the storage of vehicles produced at the General Motors plant in nearby Arlington. This lease has been structured to expire within 90 days of the City's adoption of a redevelopment plan. Dallas Water Utilities (DWU) and the Office of Cultural Affairs (OCA) occupy the hangar buildings just west of the Officer Houses, under a lease formerly held by Energy Future Holdings (EFH). This lease and others that the City rents to its own departments are all on a short-term basis.

Only two long-term leases remain: the 40-acre lease in the southwest quadrant of the property to the State of Texas Military Department; and the 22-acre lease to the US Air Force in the northeast quadrant. These expire in 2039 and 2043 respectively.

The Texas Military Department operates the Redmond Taylor Army Heliport for its Chinook fleet of helicopters that continue to provide support to the Department of Defense. Operations include: an aviation battalion that operates six to 15 helicopters from the site, utilizing an existing maintenance hangar; a wheeled vehicle maintenance facility; and a readiness center operating out of a recently-renovated administration building adjacent to the diversion channel. The readiness center is home to the Texas Air National Guard and can attract up to 700 people to the site on weekends.

The department is currently pursuing a license agreement as part of a Phase One military construction program to improve an existing hangar at Naval Air Station Joint Reserve Base Fort Worth (NAS JRB), which would allow for some of the aviation activity to be removed from Hensley Field. This facility is scheduled to be complete in 2023-24.

At completion, aviation operations would be split between NAS JRB and Hensley Field, which would continue to provide maintenance of the helicopter fleet. It is the department's preference for all aviation operations to be relocated from Hensley Field to NAS JRB, but this would require an additional hangar to be improved and approval of a Phase Two military construction request. This request is underway, but a response will not be known until at least 2023, and the earliest time that all of the aviation activity would be relocated would be 2030. Once all aviation activity is relocated to NAS JRB, a replacement facility will also need to be identified for the readiness center and maintenance shop.



Existing Leases

The United States Air Force (USAF) operates out of the 22-acre facility in the northeast quadrant of Hensley Field. Current operations are focused on communications and administration. There is no aviation component on the site. The facility includes a small fleet of vehicles with associated maintenance operations. The site has a secured perimeter. Currently the Hensley Field gate along Jefferson Street provides a first level of security with a second key-card entry at the facility itself. The USAF utilizes some parking beyond the facility for overflow needs.

The USAF maintains the east pond and adjacent field, although neither are regularly used as part of its operations. The west pond floods during storm events, causing Hensley Field Drive to be inundated. The USAF is in the process of preparing a facility plan for the site. Because the lease expiration is less than 25 years away, the USAF requires re-negotiation prior to any major investment in the facility. Their goal is to renew the lease and remain at the site, as they feel that the campus operates very efficiently. They have stated that they have no plans to develop the area further as the facilities are adequate for their space needs, but that they would be open to divesting of the pond areas and their responsibilities related to the main gate in any lease renegotiation.



Storage of City-owned art at Hensley Field, 2020



Department of Public Works storage for street repair, 2021



CH-47 Chinook helicopter. U.S. Army.



GM vehicles parked on runways, 2020. Dallas Morning News

2.7 ADJACENT PARKS AND TRAIL SYSTEM

Hensley Field represents a key link to both existing and proposed trail systems between the City of Dallas and the City of Grand Prairie.

Existing trails along the eastern edge of Mountain Creek Lake have a 6.8 mile planned extension of the Southwest Dallas Trail, that would make a connection to the six miles of existing Cedar Ridge Nature Preserve trails near Joe Pool Lake. Trail and park connections to the west could include Grand Prairie's Mi Familia Lake Park Trail and the Fish Creek Forest Preserve Trail to the south.

The site also has the distinct opportunity to connect to the proposed NCTCOG 2045 Regional Veloweb. The nearest planned Veloweb facility will create a critical north-south link in this unique regional amenity. This Veloweb linkage begins at the intersection of Delaware Creek Trail and the City of Irving's Mountain Creek Preserve Trail to the north, and connects to Kiestwood Trail and Southwest Dallas Trail to the south. With as little as this 1.2-mile connector trail, Hensley Field's planned trail systems could connect to this spur Regional Veloweb.

These potential connections (highlighted in purple) could be further expanded to complete a continuous loop trail around Mountain Creek Lake which would be approximately 12.5 miles in length.

LEGEND

Hike & Bike Trails

Existing Trails, Off-Street

Regional Veloweb, Planned

Bikeways On-Street, Planned

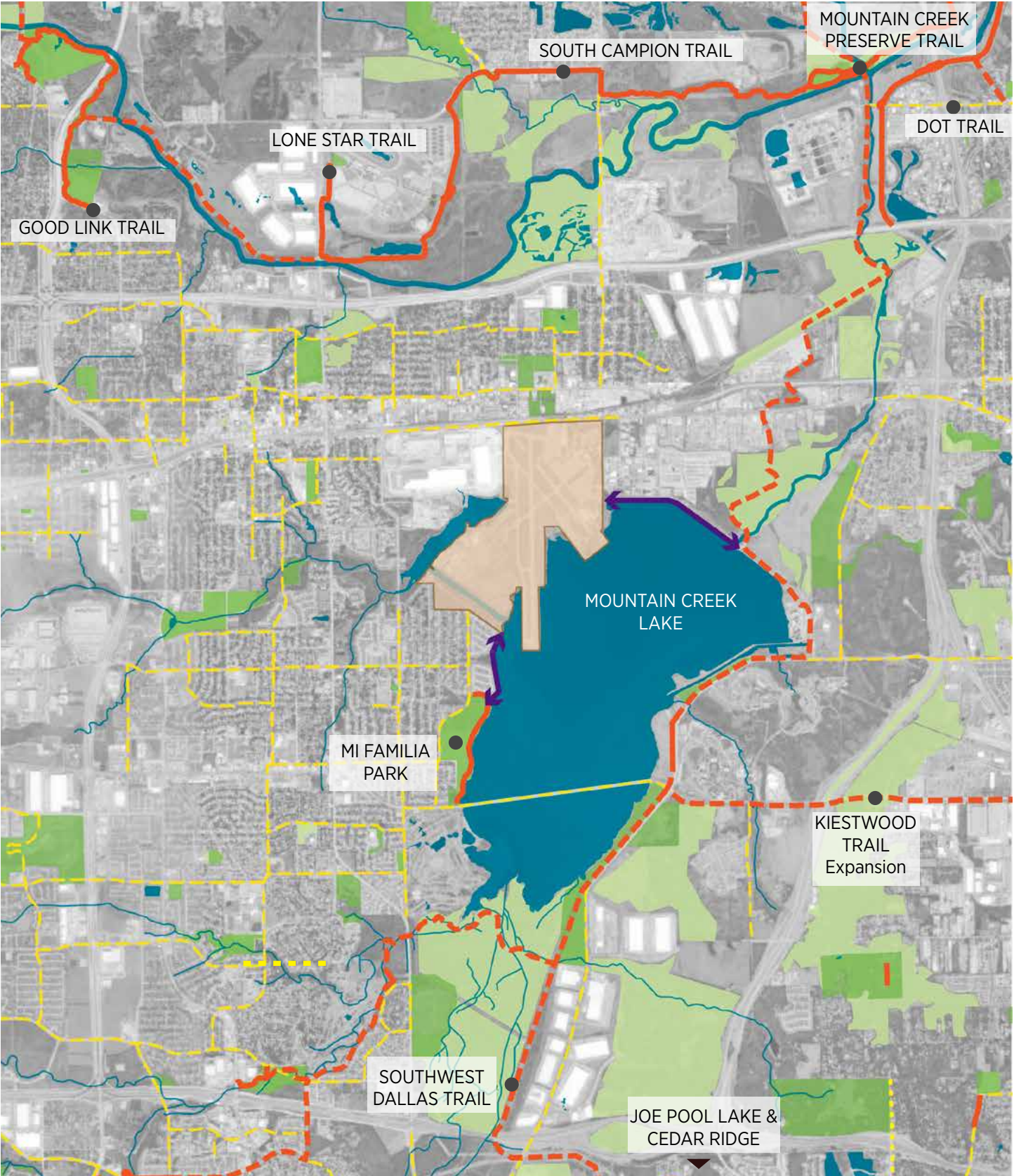
Potential Hensley Field Linkages

Natural & Recreational Land Use

Water Body

Public Park

Open Space (Private or Institutional Use)



Existing and Planned Trails



Lone Star Trail, Grand Prairie



Good Link Trail, Grand Prairie

2.8 TAKING DOWN THE FENCES

As the fences around Hensley Field come down, there are opportunities to make new connections: providing surrounding communities with additional services and amenities and for new populations to invigorate existing institutions and facilities.

For over fifty years, Hensley Field has been closed to the public, with only two gated entry points: one along Jefferson Street and the other in the southwest corner of the property at Lakecrest Drive.

TO THE WEST

DGIC is a 315-acre campus, consisting of approximately 4.7 million square feet of high bay warehousing and industrial buildings, with capacity for another 1.8 million square feet. The current major user on the property is a Home Depot Distribution Center.

TO THE EAST

A secured compound occupied by the Headquarters for the United States Marine Corps’ 2nd Battalion. It is adjoined by a mix of industrial and automotive uses including a major car lot.



E. Carlyle Smith Jr. Health Center, Parkland Health System



Crockett Early Education School, GPISD

OUTSIDE HENSLEY FIELD

Properties between Jefferson Street and the Union Pacific rail tracks are predominantly occupied by car sales lots, body shops and automotive repair businesses, operating out of industrial sheds or older structures. As Hensley Field’s northern area redevelops, there will need to be appropriate transitions and buffers made to these existing uses, enhancements made to the appearance of the Jefferson Street corridor, and opportunities maintained for future linkages as the surrounding area redevelops.

Beyond the industrial and commercial uses along the Jefferson Street corridor, the land use transitions to residential neighborhoods in both Dallas and Grand Prairie. Development of the southern reaches of Hensley Field need to ensure a compatible relationship with these existing communities, providing convenient pedestrian, bicycle and vehicular linkages that minimize impacts of through traffic.

Hensley Field’s location at the far western edge of Dallas, and its historic role as a military airfield, places it relatively distant from many of the services that would normally be needed by a mixed-use community. The site is more proximate to many of the services provided by the City of Grand Prairie than those of Dallas.

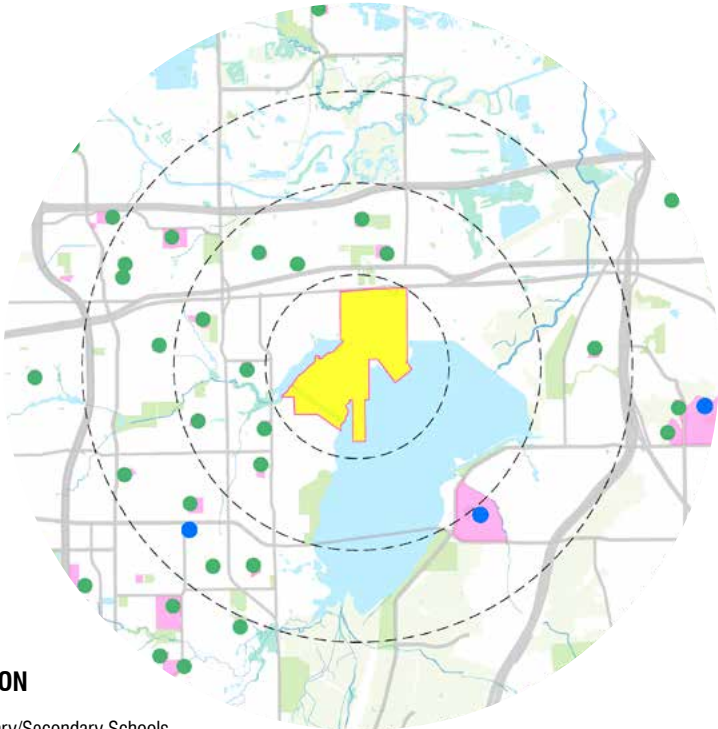


James Fannin Middle School, GPISD

EDUCATION

The property is located within the City of Grand Prairie Independent School District (GPISD). Several elementary and middle schools are located within one mile of the site boundaries. The GPISD has stated that a new community at Hensley Field will necessitate a school on the site, one that will be planned in relation to overall district needs. A variety of options could occur including a career academy, a STEM school, or a traditional neighborhood middle or elementary school.

Higher educational facilities in the vicinity include: Dallas Baptist University across Mountain Creek Lake to the southeast and Mountain View Community College, three miles east of the site in Dallas, part of the Dallas College system which has seven campuses and an enrollment of more than 80,000 students. Dallas College is committed to bringing educational opportunities to the under-served populations of Dallas’ Southern Sector through the creation of Innovation Centers that provide hands-on training and job-readiness programs in partnership with local companies and workforce organizations. In October 2021, the College opened the first of these facilities ten miles east of Hensley Field.



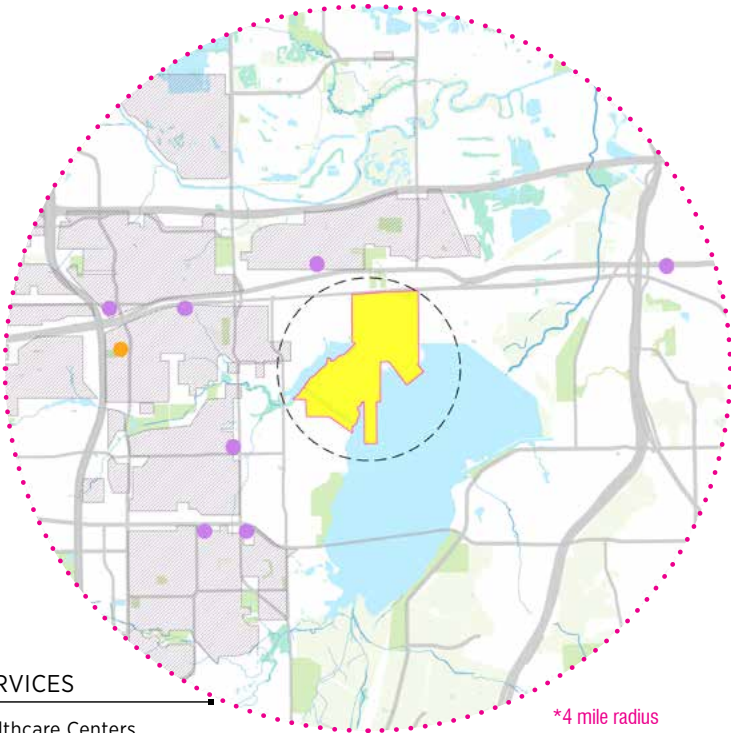
EDUCATION

- Primary/Secondary Schools
- Higher Education
- Educational Parcels

HEALTH

Healthcare facilities are relatively remote from the site. The Dallas Medical Center, which includes several major hospitals including Parkland Memorial, the Children’s Medical Center, and the University of Texas Southwest Medical Center is approximately ten miles to the northeast. Baylor Scott and White Medical Center in Irving is located seven miles due north on MacArthur Boulevard. Parkland’s E. Carlyle Smith, Jr. Health Center is approximately three miles west of Hensley Field in Grand Prairie, providing physicals, preventive care check-ups, chronic disease management, sick visits and acute care to patients of all ages. Methodist Family Health Center is located near this facility providing similar services.

Access to healthy food in this part of the Metroplex is a critical issue cited by both the cities of Dallas and Grand Prairie and emphasized by the community during the planning process for Hensley Field. Grand Prairie’s Comprehensive Plan delineates several neighborhoods immediately north and west of Hensley Field as Food Deserts. A major priority of the Hensley Field Master Plan is to attract a full-service grocery store to the site to serve the surrounding communities of Southern Dallas.



KEY SERVICES

- Healthcare Centers
- Full-Service Grocery Stores
- Grand Prairie Food Deserts per 2018 Comprehensive Plan

2.9 MARKET OPPORTUNITIES

Large projects like Hensley Field have an opportunity to create a unique and project-specific development program that can catalyze economic opportunities in surrounding areas.

A [market analysis](#) was prepared in the early stages of the planning process to provide guidance on the future of Hensley Field and to better understand the real estate market and economy around the property. A broad mix of land uses was recommended, with estimates of the potential capture rates of development. It also provided case study research on other successful redevelopments of similar scale and context, notably Mueller in Austin, TX, Stapleton/Central Park and Fitzsimons in Denver and Aurora, CO, and Mission Bay and Alameda Point in the San Francisco Bay Area. The following findings and ‘lessons learned’ from these precedent developments were considered as inputs to the Hensley Field Master Plan.

- Large projects (500 acres or more) have a size and scale to create a unique and project-specific development program, separate and distinct from surrounding land uses.
- Attracting an institutional or large employer anchor as a first phase of development can provide a stimulus to creating an agglomeration of like development.
- Including a unique package of community amenities can help the project overcome prevailing area market conditions.
- Public financing and/or land write-downs are needed to address extraordinary redevelopment, remediation, and/or infrastructure development costs.

Land Use Type	Opportunities	Constraints
Fee-Simple Residential	• Strong market demand • Little competition for innovative housing types	• Adjacent land uses are predominately industrial • Wide range of home values and rent levels. Affordable rents may be below what is needed for some types of development
Multifamily Rental	• Strong market demand	• Subsidies/incentives will be needed to support higher density construction and structured parking in Phase 1 time frame
Multifamily For-Sale (Condominium)	• Longer term opportunity when project is established with on-site development momentum	• No immediate market opportunity as for-sale housing market is mostly single family detached units
Retail	• Grocery store considered essential placemaking element; demand will grow as project becomes established • North location provides an opportunity to attract under-served households in east Grand Prairie	• Trade area limited by Mountain Creek Lake • Incentives may be needed to attract desired retail anchor tenant sooner
Office	• Catalyst corporate or institutional anchor	• Current market is limited to small office/service businesses
Industrial	• Immediate opportunity with strong demand and developer interest	• Not compatible with project vision

Summary of Market Opportunities at Hensley Field

Opportunities

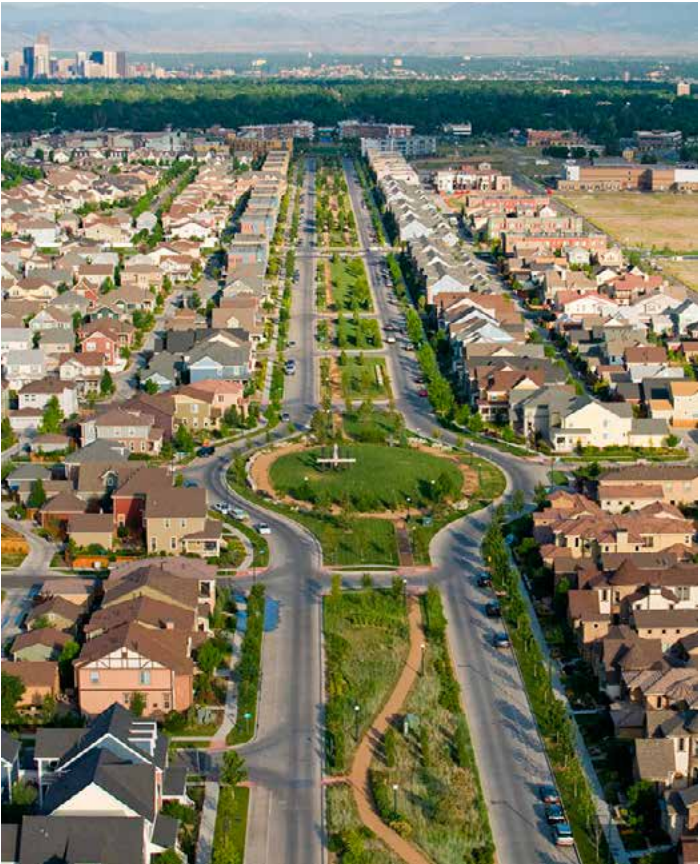
The Dallas Fort Worth Metroplex has a strong economy and growth rate which translates to ongoing demand for residential and commercial real estate development within the region and at Hensley Field. More specifically:

- **Residential** – Strong housing demand, with Grand Prairie adding approximately 800 housing units per year. Demand for market rate and affordable rental housing, and for-sale single family detached housing. Demand for conventional and innovative housing types at all price ranges, and examples of new housing in the area serving the upper end market in a walkable format such as Capella Park overlooking the east side of Mountain Creek Lake. An opportunity to introduce new innovative housing types with little competition in the nearby area, and one of the few opportunities to live in a lakefront development, with a Dallas address
- **Retail** – Good highway frontage and visibility, high traffic counts along Jefferson Street as well as a lack of grocery and convenience retail businesses in nearby portions of Grand Prairie
- **Office** – Potential for a large corporate or institutional employer to be attracted as an anchor use that can help catalyze the mixed-use community elements as exhibited in the case study research

Challenges

While the case studies demonstrate how physical and market constraints at Hensley Field can be overcome, redevelopment will be most successful if it can strike a balance of being visionary and ambitious while responding to surrounding area market conditions. Market challenges facing Hensley Field include:

- **Residential** – A dominance of conventional suburban single-family housing in the market area built without the focus on community amenities and walkability. Multifamily rents cannot currently support medium and high-density apartments (with structured parking) needed to create walkable density
- **Retail** – Retail establishments which prefer to have a 360-degree trade area accessible from the site, which is limited by Mountain Creek Lake
- **Office** – This part of the Metroplex has not been competitive in attracting large office or R&D employers; most of those types of companies are locating in North Dallas and the northern suburbs
- **Industrial** – While there is strong demand for industrial development, attracting large amounts of it is not consistent with the Master Plan vision and would preclude other opportunities



Mueller in Austin (below) and Stapleton Central Park in Denver (above) were developed as walkable mixed-use communities on the sites of former passenger airports.





CHAPTER 3

THE PLAN FOR HENSLEY FIELD

OVERVIEW OF THE PLAN

“Redevelopment [of Hensley Field] can be considered an opportunity to develop a carbon neutral district where buildings are designed and constructed to achieve Zero Net Energy standards, including development of in-district renewable energy systems. This project could then serve as a best practice example of Dallas’ leadership and innovation, and as a demonstration project for other Dallas area developments to highlight the feasibility and lessons learned.”

- Dallas Comprehensive Environmental and Climate Action Plan (CECAP)

The Plan for Hensley Field aspires to meet this ambition in ways that are both innovative and achievable, pointing the way for Dallas to demonstrate responsible stewardship that can create a higher quality of life for its citizens, and to establish a framework to enable transparency, management and measurable accountability toward strategic sustainability indicators.

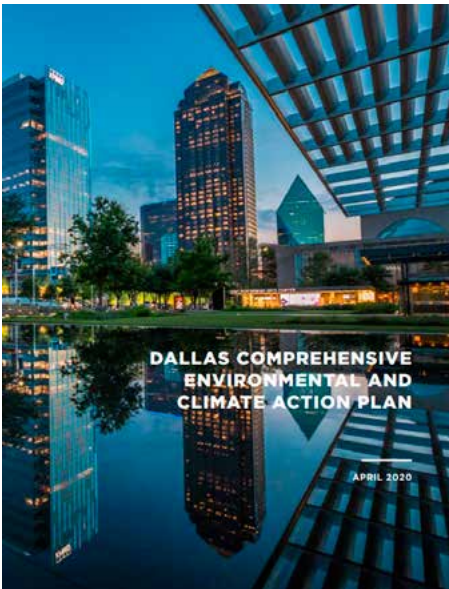


3.1 SUSTAINABLE URBAN SYSTEMS

Hensley Field is designed to be a “living laboratory of resilience,” a demonstration of Dallas’ commitment to, and leadership in, responsible and innovative development.

Hensley Field is uniquely positioned to become a model sustainable community by leveraging its intrinsic assets. These include abundant water resources, access to a well-planned greenway system, and easy access to a thriving metropolis through a coordinated network of low-carbon transport options and a showcase of resilient, healthy, low-carbon infrastructure and building technologies.

The Hensley Field community is designed to achieve [LEED Cities + Communities certification](#), promoting responsible approaches to natural systems, energy, water, waste, materials and transportation. It is also conceived as a highly integrated network of systems that support a resilient community that achieves the Three Pillars of Sustainability –Economic Viability, Social Equity and Environmental Protection - the foundation for Hensley Field’s Guiding Principles.



COMPACT & COMPLETE COMMUNITY



Hensley Field is designed to be a walkable and mixed-use community where most daily necessities, including retail shops and personal services are within a short walk or bike ride from every home. A wide spectrum of land uses will allow Hensley Field residents to have access to a range of jobs as well as to healthcare and educational institutions.

All residences and businesses will be located within a five-minute walk of a park, greenway or trail, and a ten to fifteen-minute walk of the high-capacity transit spine that traverses the site and connects to other parts of the Metroplex. The neighborhoods and districts of Hensley Field will be compact, creating a critical mass of people working and living within a comfortable distance from one another, and with buildings that reinforce an active and engaging public realm of streets and open spaces.

The car will be accommodated but will not dominate the community. Streets designed for safe walking and cycling, and parking garages are “encapsulated” within buildings and blocks that are equipped with EV charging stations. Reducing reliance on the automobile and promoting active transportation is a key component of creating a healthy community that meets the environmental challenges of a rapidly changing climate.

The extensive open space network, the waterfront amenities and the mixed-use core of shops and restaurants will provide a welcoming destination and gathering place for the surrounding communities of Southern Dallas and Grand Prairie.

DIVERSITY AND EQUITY



Hensley Field will be an inclusive community, reflective of Dallas’ rich cultural mosaic. It will be a place that is welcoming to people of all ages, economic and ethnic backgrounds, and with a wide spectrum of housing choices and job opportunities.

Over 90 acres of the property are reserved for institutional or corporate users, that can support the diverse workforce of Southern Dallas. Priority will be given to companies that demonstrate the highest levels of environmental, social and governance (ESG) responsibility, and that provide opportunities for job training and advancement. Educational and healthcare institutions that can serve the surrounding communities will also be prioritized.

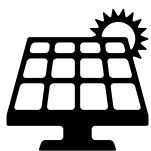
One-third of the 6,850 homes will be in single-family detached, duplex, townhouse or clustered courts, with the remaining two-thirds in medium and higher density apartments and condominiums. An affordable housing program will ensure that at least 20 percent of the housing is attainable for purchase by families and individuals earning below 80% of median family income, or for rent by those earning below 60%. An additional 10% of all homes will be priced to those earning between 81% and 120% of AMI. Affordable housing will be spread among all housing product types and dispersed throughout the community so that they are indistinguishable from market-rate units.



Compact & Complete Communities



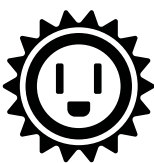
Diversity & Equity



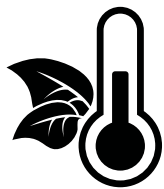
Energy



Water Systems



Resource Recovery



Healthy Environments



ENERGY



Resilient, sustainable energy systems are at the forefront of Hensley Field’s infrastructure, aligned with and serving as a ‘proof of concept’ of the City of Dallas’ Comprehensive Environmental and Climate Action Plan. Recognizing that buildings represent 55% of Dallas’ greenhouse gas emissions, Hensley Field will be oriented to take advantage of climatic design opportunities — sun, breeze, shade — establishing net zero energy requirements for all new construction, including advanced building technologies, rooftop solar, on-site electric-vehicle charging, and materials with reduced embodied carbon. A flexible energy infrastructure will enable adaptation to new, renewable energy sources over time. Particular focus will be given to determining the economic viability of a district-wide geothermal micro-grid, coordinated with utility providers to meet the CECAP goals.

The 40-acre “Innovation Village” on the Runway Peninsula, for example, will showcase a state-of-the-art fossil-free energy grid at scale, including roof- and ground-mounted solar photovoltaic arrays. The community’s multi-modal transportation infrastructure, providing safe, accessible options for pedestrians and cyclists, will be complemented by community-wide EV charging infrastructure. Prioritizing non-vehicular modalities, coupled with electrified vehicles, will substantively improve air quality and thereby enhance public health.

Above: British Columbia’s Center for Interactive Research on Sustainability. Source: The University of British Columbia.



WATER SYSTEMS



Faced with the challenges of extreme drought and flood conditions that are predicted to worsen, Hensley Field will consider the full cycle of water, taking advantage of multiple water sources, judiciously managing water use to fulfill irrigation and building water use requirements, and re-sourcing reclaimed water sources. The site will be designed to treat all stormwater within its boundaries, relying on extensive blue-green infrastructure including rain gardens, bio-swales and other sustainable best practices in design that utilize natural processes. This approach will enable the site to function as a ‘sponge,’ maximizing infiltration and reducing runoff. Buildings will be designed to reduce water use by using low-flow plumbing fixtures, and be ‘reclaimed water ready,’ enabling a shift to non-potable water for toilet flushing and potentially other uses.

Water reuse opportunities will include building-scale rainwater harvesting systems, and a district/municipal-scale reclaimed water loop — a ‘purple pipe’ system — distributed throughout Hensley Field’s street network to accommodate reclaimed water from Dallas’ nearby treatment plant. The Innovation Village will be designed to operationalize a fully built-out reclaimed water infrastructure as a municipal demonstration of state-of-the-art full cycle gray and blackwater treatment and reuse systems at a building scale, and explore opportunities for foundation integrated water storage systems as one element of a ‘resilience hub’.



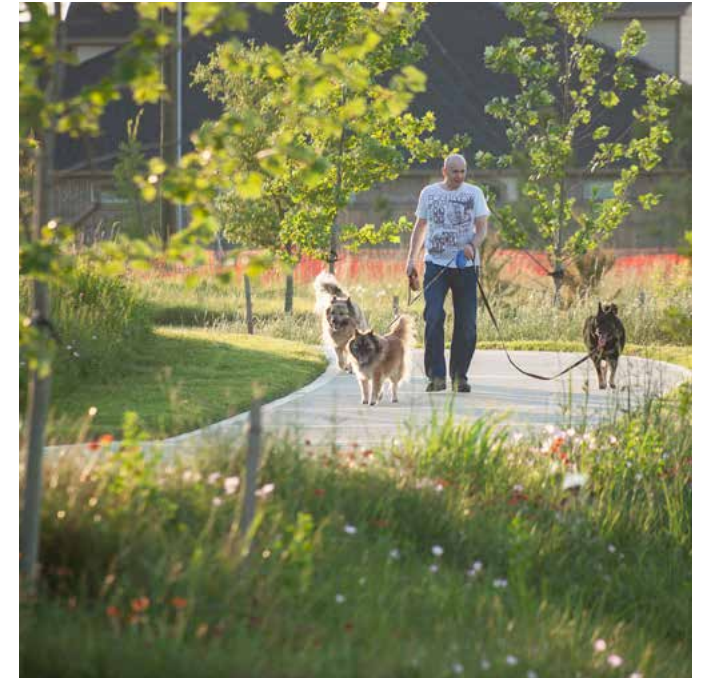
RESOURCE RECOVERY



Hensley Field provides an ideal opportunity to demonstrate the benefits and effectiveness of a district-scale recycling and composting program, consistent with the City of Dallas goal to achieve ‘zero waste’ by 2040. The overall approach will align with the recycling requirements within the LEED for Cities and Communities rating system, requiring inclusion of all single and multi-family residential, commercial office and retail, and institutional sectors.

Diverting organics from the municipal waste stream is essential to a low-carbon future. Methane gas emissions, resulting from the uncontrolled landfilling of organics, are 25% more potent than CO₂ in trapping atmospheric heat. An on-site composting facility will be developed as part of the dedicated urban agriculture enterprise, with potential for a distributed network of smaller scale composting systems. The resulting compost will be used to revitalize depleted soils improving overall ecosystem health, enhance the soil’s capacity to sequester carbon, and better support and sustain thriving and diverse landscapes.

As with other sustainable urban strategies, the Innovation Village will be equipped with a dedicated recycling and composting system at its inception spanning individual residences to the neighborhood scale.



HEALTHY ENVIRONMENTS



Hensley Field will have an intentional focus on health promotion at every scale, with resilient site and utility infrastructure, horizontal and vertical construction practices, and building design and operations all contributing to creating an exemplar of a healthy urban environment. Expansive open space — comprising 25% of the overall site — will feature extensive landscaping and tree canopy to filter the air, thus enhancing overall air quality. Air quality monitors will be strategically located throughout the district to enable rapid detection and response to unhealthful conditions. Safe, accessible pedestrian and bike paths will be constructed to encourage and enable active mobility. Light colored pavements, coupled with shading, will mitigate the urban heat island effect, especially important as Dallas is experiencing the second highest rate of heat island increase in the U.S. and is projected to experience 30 – 60 more days of 100°F temperatures or more by mid-century.

All lighting will meet the rigorous standards of the International Dark-Sky Association, ensuring nighttime safety for residents and visitors, while also protecting the site’s flora and fauna habitats. Throughout the district, healthy building materials will be used to avoid introducing toxic chemicals of concern, particularly those referred to as ‘forever chemicals’ characterized as such by their persistence, toxicity, and bioaccumulative properties. The use of local, regional and other low-carbon and net carbon sink materials will contribute to achieving the project’s broader carbon reduction goals.



3.2 PARKS AND OPEN SPACE

PARKS & OPEN SPACE OVERVIEW

Hensley Field will feature approximately 185 acres of publicly accessible open space, including a variety of parks, trails, pocket prairies, and an urban farm.

This park-oriented development will be a regional destination for a variety of users. The Plan emphasizes wellness through the establishment of a comprehensive parks and open space network, designed to place all residents and workers within 600 feet of an open space, and connect adjacent communities with park and trail access. This exceeds The Trust For Public Land’s goal for every residence to be within a 10-minute walk to a park.

While park programming is intended to evolve over time as the neighborhood matures and residents become stakeholders, the open space system is carefully balanced to be ecologically performative as well as highly usable, targeted to specific users and activities.

The plan minimizes disruption to higher-quality habitat zones by concentrating the most intensive open space activity in areas that are already disturbed.

Through the public engagement process and through interviews with prospective park users and park operators, the program addresses local desires, creating spaces that are activated for both day and night use and that are intuitive for locals and visitors alike.

The Master Plan aims to preserve and restore a portion of the site to a naturalized state. This includes the restoration of pockets of Blackland Prairie, native to North and Central Texas and home to a wide variety of wildlife, pollinators and unique plant species. The benefits of allocating a space at Hensley Field for this ecosystem includes low maintenance requirements once the plant communities are established, low water use, stormwater infiltration, and the subsurface sequestration of carbon through long-reaching roots of native grasses. This natural systems approach will also serve to educate the public and instill a sense of environmental stewardship.



Flexible & Sustainable Open Spaces

- » Incorporate multi-use design solutions
- » Use less land to achieve the project goals; avoid unnecessarily displacing ecosystems and extracting resources
- » Enhance the site’s natural assets to leverage value and minimize project costs
- » Create bio-habitat corridors within urban precincts
- » Incorporate green technology for stormwater capture



Parks With Deep Roots

- » Highlight the site’s history through interpretive trail systems and through built elements throughout public open spaces
- » Draw on historic patterns and resources



Walkable and Accessible

- » Make exercise enjoyable and convenient for all
- » Create engaging and connected networks by orchestrating a rich blend of cultured and natural spaces
- » Serve existing communities while establishing new ones



Aligning Plans With Policy

- » Increase tree canopy in open spaces and greenways to achieve the 40% canopy coverage by 2050 per CECAP (Dallas’ Comprehensive Environmental & Climate Action Plan)
- » Create opportunities for public and private investment to offset the cost of implementation



RECONNECTING COTTONWOOD CREEK

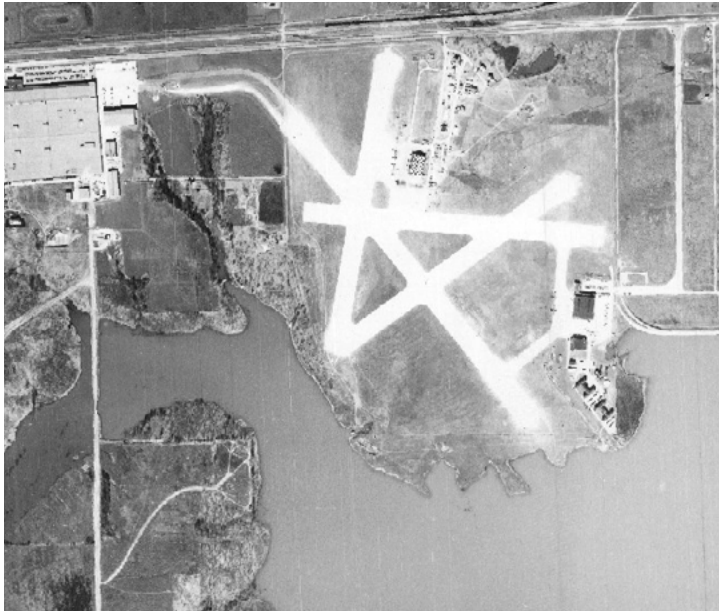
In coordination with the City of Dallas Office of Environmental Quality, the Master Plan recommends a new channel linking Cottonwood Bay with the larger lake to restore the pre-military configuration of the site. Advantages of this restoration include improving Cottonwood Bay’s water flow and circulation, mitigating the problem of invasive algae plumes; creating new habitat and water cleansing, i.e., “polishing” functions through the use of enhanced wetland systems; creating programmed spaces on selected islands for unique educational and recreational opportunities; and creating 4,000 linear feet of new waterfront and urban real estate.

PHYTOREMEDIATION AND HABITAT

The natural filtration process taken on by plants can have a great impact on the cleanliness of water bodies. Not only do wetlands assist in the filtration of pollutants, they also serve as carbon sinks and a bio-habitat for wildlife that can offer recreational amenities such as bird watching. Expanding wetlands within Cottonwood Bay and the reconnected channel will directly contribute to the ecosystem and water goals of the Comprehensive Environmental and Climate Action Plan (CECAP). Habitat areas will be protected by reserving half of the newly-created islands as non-accessible to humans.

EDUCATION AND RECREATIONAL OPPORTUNITIES

By balancing protected habitat and accessible areas, the reconnected Cottonwood Creek offers Dallas area residents unparalleled nature-based experiences. Pedestrian bridges connect select islands to the urbanized shorelines to the east and naturalized bank to the west, creating an aquatic haven from which to appreciate the ecological features and non-accessible habitat zones. A shaded pavilion on the largest island offers sheltered space for gatherings, and at two blocks away from the school site, could be utilized for open-air learning opportunities. This section of Cottonwood Creek will prohibit motorized uses, preserving a quiet, intimate atmosphere intended to promote connection to the natural features of the site and a sense of guardianship over them.



1942 Aerial showing Cottonwood Creek’s connection to Mountain Creek Lake



1945 Aerial showing Cottonwood Creek’s disconnection to the Lake and the diversion channel being incorporated



Birdseye view of the restored Cottonwood Creek connection



Mountain Creek near present day Hensley Field.
Fairchild Survey, 1930

“We’d wander through the little wooded area to that little portion of the creek.”
- Bonnie Cockrum, Local Resident



Dallas Morning News, March 17, 1953

» Connection to Water

Hensley Field’s relationship to the environment has always been through a strong connection to water. The importance of the adjacent lake and surrounding creeks has defined the physical impressions of the context. One local resident, Bonnie Cockrum, fondly remembers...“We’d just run up and down. If it rained enough, the little tributary of Johnson Creek is where we’d crawdad fish. We’d wander through the little wooded area to that little portion of the creek. Bacon was precious in those days. My mother did not want to waste her bacon on crawdad bait. So, anyway, we would sometimes find the crawdads washing down in the culvert. It was fun to chase each other with the crawdads. Simple, just simple stuff. We could collect snail shells. We could collect rocks. I still collect rocks. I still collect shells. So, when they covered the culvert, it was a little bit sad.” These memories of connections to water are of paramount importance.

3.2.2

BLUE-GREEN COMMONS

The Master Plan advances resilience goals by incorporating blue-green infrastructure within the linear park system. These performative landscapes capture, filter and re-use on-site stormwater while creating socially-engaging, aesthetically appealing, and neighborhood-oriented public spaces that offer residents healthy alternatives to driving. This extensive linear park system is interwoven throughout the residential areas to better support stormwater detention, habitat areas, trails, pocket parks, and playgrounds.

The hydrological system will be designed to capture, treat, and infiltrate stormwater runoff from the first flush rain events without entering the stormwater conveyance system, and to provide limited storage capacity for larger rain events. Side slopes will typically be 4:1 and will be landscaped emphasizing drought-tolerant native and well-adapted grasses and perennials that support critical pollinator and beneficial insect species. Scattered planting of trees along the upper slopes will be designed to frame views from homes. Future detailed design will pay close attention to the interface between private and shared spaces, discouraging mowing of naturalized areas and the use of fertilizers in private yards which can impede the functioning of the blue-green infrastructure.

The 10-foot wide multi-use trail winds between the residential units for ease of access throughout the development. This trail will be paved in wheel-friendly materials such as concrete or asphalt to ensure usability for bikes, scooters, wheelchairs, and other micro-mobility transportation methods. Narrower 6-foot wide secondary pathways connect individual lots to the larger multi-use path that winds through the development. These secondary paths should be constructed with pervious materials such as decomposed granite or permeable pavers to promote infiltration and limit erosion. Small pocket park areas along the multi-use path provide for seating clusters, quiet resting spots, overlook areas, pocket playgrounds and community gardens located within this linear greenbelt. Special landscape features may include a mixture of native canopy and flowering trees, bat and bird boxes, and interpretive signage highlighting hummingbird and pollinator gardens.



The greenways that interlace the Hensley Field neighborhoods will be social spaces with performative green infrastructure.



Blue Green Commons

DRY PERIOD



NORMAL



AFTER RAIN



This diagram displays the blue-green infrastructure performing at differing levels of precipitation.



Ecological Park along the diversion channel will provide ecological, educational and recreational opportunities.

DIVERSION CHANNEL ECOLOGICAL PARK

Recreational and educational uses might include:



Bird Watching



Wildlife Study



Fishing



Kayaking

The Diversion Channel Ecological Park presents the opportunity to provide increased biological diversity and enhanced ecosystem services. Whenever possible, the natural terrain, soils, hydrology and vegetation of the area is to be preserved, with a rich network of interconnected trails and community gathering spaces weaving through and respecting the natural areas. Existing forested edges and wetlands are recommended to be placed in conservancies for protection and management with recreation as a secondary objective. Approximately 30 acres will be dedicated to this ecological corridor.

Enhancing and protecting biodiversity is key to the overall Master Plan. Native tree and plant species will be selected to provide a healthy habitat, inviting more wildlife and pollinators to the site. Newly constructed

wetlands will help polish the water, create habitat and absorb atmospheric carbon. These ‘carbon sinks’ will play a crucial role in Hensley Field becoming a net-zero development.

The elevated canopy walks will be a destination experience and provide residents and visitors a way to meander through the tree canopies without disturbing the existing habitat. These walkways provide an opportunity for bird watching and will include educational signage and place-based wayfinding. A boat launch will be provided at the westernmost edge of the channel where it connects to Cottonwood Bay, and a non-motorized watercraft launch will be available at the other end of the channel. These new launches will provide a community-wide access to the historically under-utilized Mountain Creek Lake.



Audubon Canopy Walk at the High Island Bird Sanctuary in Cedar Hill, Texas.

3.2.4

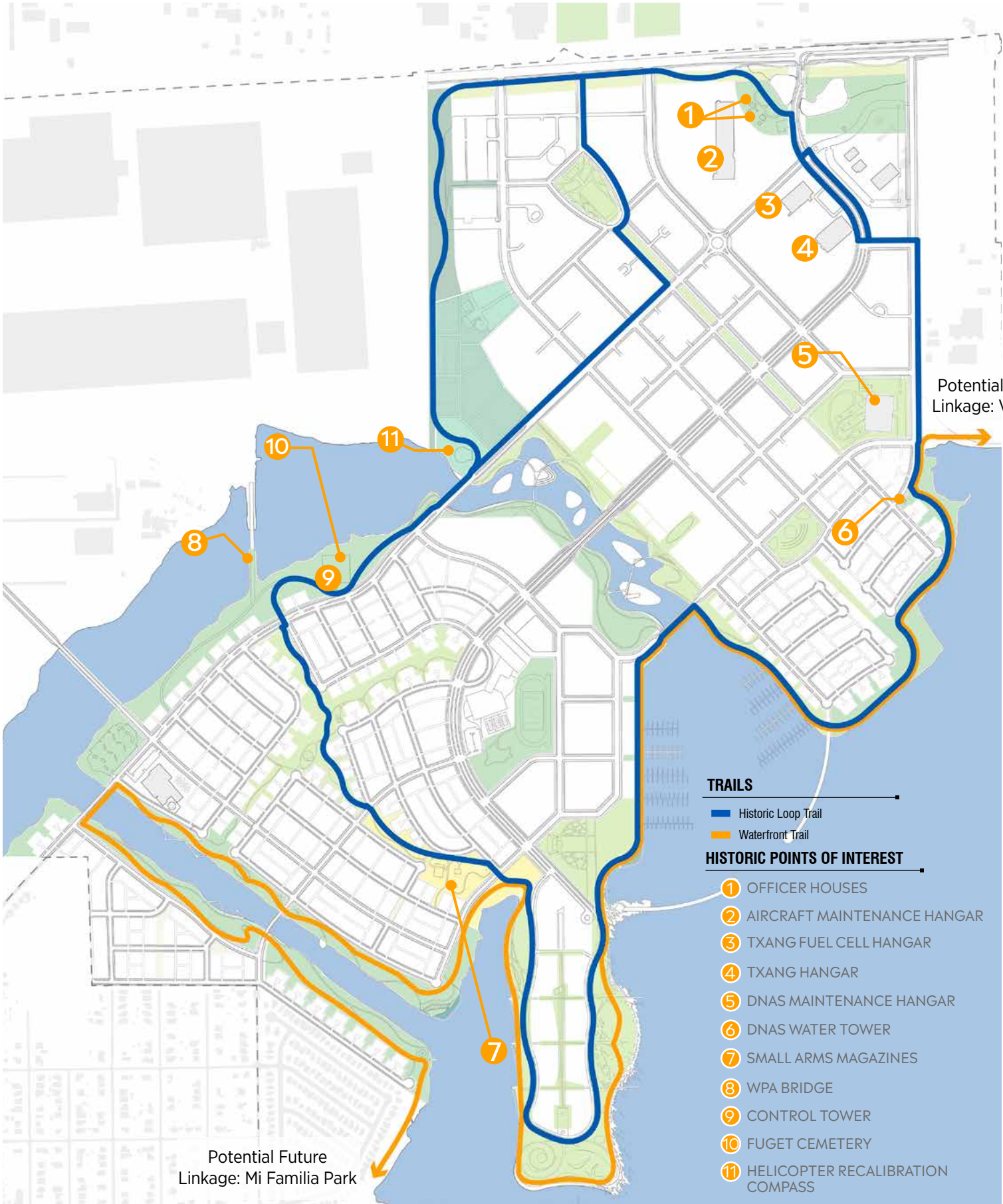
WATERFRONT GREENWAYS & INTERPRETIVE LOOP TRAIL

The Master Plan establishes a comprehensive waterfront trail system within the property with future potential linkages to NCTCOG’s 2045 Veloweb, the City of Dallas’ Mountain Creek Trail, and the City of Grand Prairie’s Mi Familia Park trail. These linkages could result in a 12-mile loop around the perimeter of the lake, which would create the potential to host regional events similar to the Dallas Marathon that loops around White Rock Lake. Through collaboration with the City of Dallas and City of Grand Prairie’s Parks and Recreation Departments, Hensley Field can create green recreation opportunities for both residents and visitors alike.

In addition to the waterfront trail, the internal trail system features a Interpretive Loop trail that highlights many of the site’s historic remnants and celebrates the site’s rich history. Featured sites along this five-mile path include: Fuget Cemetery, the small arms magazines, helicopter calibration magnet, historic officer houses, the Texas Air National Guard hangars and the historic WWII hangar. (A complete description of the proposed ‘stops’ can be found in section 3.4.5 Revitalizing and Interpreting Cultural and Historic Resources.) This linear trail system has the potential for one or more modes of recreational travel such as walking, jogging, biking, in-line skating and hiking.



The Interpretive Loop trail will feature interpretative signage related to site history, such as the examples shown here.



Interpretive Loop Trail Route



Dallas NAS Maintenance Hangar (1941)



DNAS Water Tower (1941)



Small Arms Magazines (1960s-1970s)



WPA-era bridge



Fuget Cemetery (est. 1864)



Helicopter Recalibration Compass

3.2.5

RUNWAY PENINSULA

The Innovation Village will be bookended by two significant waterfront parks. The northern tip of the peninsula is envisioned as an entertainment-focused district park that directly connects to the high capacity transit station and the proposed marina. This park will feature a series of waterfront restaurants and retail opportunities, amphitheater space for concerts, and an iconic pavilion overlooking Mountain Creek Lake. In the future, the park could even include a dock for ferry boats that would transfer people from Hensley Field over to the National Cemetery and give a historical tour of Mountain Creek Lake and Hensley Field's important role in national security.

The southernmost tip of the peninsula will feature a civic district park, that may include conference rooms and a demonstration plaza of future technologies associated with the Innovation Village, reinforcing the Village as a living laboratory of resilience. This will include informative graphics, composting stations, alternative energy resources, water harvesting and re-use techniques and autonomous vehicles. Additionally, the peninsula will feature sand beach areas, wetland demonstration gardens, and numerous overlooks. This regional destination will provide entertainment and educational opportunities for residents and visitors alike.

THE MARINA

The Plan also calls for a 150-200 slip marina to be incorporated into the lake south of the reconnected Cottonwood Creek and north of the Runway Peninsula. The marina is located adjacent to the WAVES Waterfront Park, which pays homage to the Women Accepted for Volunteer Emergency Service program which was active at Hensley Field between 1942 and 1945. This co-location of the marina and park will increase lake utilization and could become a revenue generator for the City of Dallas. The marina would include storage for small watercraft and be located in relationship to the mixed-use commercial areas that would be activated by waterfront retail and dining opportunities. The marina would allow the lake to host regional regattas, sculling, fishing tournaments and other activities.



Waterfront retail and restaurants could enliven a shoreline boardwalk along the marina edge



Innovation Village on Runway Peninsula

» Making WAVES & WAFS

When Hensley Field was officially designated as a naval air station in 1942, the base gained higher status and members of the Naval women's reserve, otherwise known as Women Accepted for Volunteer Emergency Service (WAVES) were allowed to be assigned to this location. In 1945 there were 312 WAVES that were in charge of all records, training flight schedules, and handling all Link Trainer flight simulator instructions. The WAVES also acted as storekeepers, radio controllers, gunnery instructors, aviation machinists, parachute riggers, and plane inspectors. In the early 1950s, 30 women of the Women's Air Force Reserve (WAFS) would join the Hensley Field operations as stenographers, instructors, dispensary helpers and legal clerks.



U.S. National Archives and Records Administration



From the private collection of Dovie Horvitz

DISTRICT AND NEIGHBORHOOD PARKS

Each neighborhood and district within Hensley Field will contain at least one public park, programmed for the unique needs of the area, and connected through a series of greenbelt linkages. Comprised of five distinctive park nodes (Catalyst Park, Navy Park, Lake Neighborhood Park, School / Community Park, and The Community Center), this networked park concept provides parks and/or open spaces within approximately 600 feet of every home in the new community. In contrast to the greenbelt and edge areas, the Neighborhood Parks are intended to provide for higher intensity recreational uses, designed to fulfill neighborhood recreation needs including a mix of passive and active areas that foster universal accessibility, social interaction and a healthy lifestyle.

The Neighborhood Parks will feature attractive and low-maintenance amenities and landscaping, and native drought-tolerant species that also provide habitat for beneficial insects and wildlife.

- » Facilities will include informal turf play areas, bocce ball courts, children’s play areas, group picnic facilities and shade structures, clubhouse and pool building, pedestrian and bicycle trails, gardens, seating, trash, recycling, and compost receptacles, lighting and signage.
- » Neighborhood Park programming will include shared facilities including outdoor learning areas, picnic, farming and cooking demonstrations, and festival areas.
- » Neighborhood Park circulation will be designed to provide strong pedestrian and bicycle links to neighborhood greenbelts and the Urban Farm.
- » Parking facilities will provide for a variety of transportation modes, including bicycle and automobile access. Bicycle racks will be provided in convenient locations. Vehicular parking should be provided on adjacent streets.
- » Design of the Neighborhood Park will incorporate Low Impact Development design features such as pervious surfaces, and vegetative swales and specialized soil amendments.
- » Where possible, public roads and homes should be sited to front onto the park to provide safety and maximize visibility of the park.

1. CATALYST PARK

This four-acre park is situated at the heart of the employment district, reserved for one or more corporate or institutional anchor uses along the Jefferson Street corridor. The park will be easily accessible to workers from this district, and have space for large events on its one-acre multi-purpose lawn. It also features gardens, walking paths, locations for food trucks, and a 5,000 square foot pad site for a potential restaurant user. This park is connected visually and physically to the Navy Park via a linear greenbelt.

2. NAVY PARK

This nine-acre park will be a civic space featuring the majestic WWII Navy Air Station Hangar. The park will feature areas for large group picnics, lawns, demonstration gardens, festival lighting, areas for outdoor games such as bocce, corn hole, ping pong, movie night, etc. The park will be designed to support a farmer’s market and festivals with ample locations for tent set-up, food trucks and parking.

3. LAKE NEIGHBORHOOD PARK

Centralized on the Northern edge of the Lake Neighborhood is a three-acre neighborhood park that will feature passive and active recreation spaces, including a play area and a historical nod to the Air Station that existed on the site for over 50 years.

4. SCHOOL/COMMUNITY PARK

Immediately adjacent to the planned school site, this multi-sport park would be a shared community space between the school and the surrounding neighborhoods. The park features a full size track, a junior high size soccer field or full size football field. The final field configuration will be determined in conjunction with the Grand Prairie Independent School District, but could include three tennis courts and a sports court.

5. COMMUNITY CENTER

At the time of its relocation to another site, the Texas Air National Guard readiness center and administration building could be transformed into a community center. The open spaces around the center could feature outdoor activities such as pickleball courts, splash pad / wet play area, walking paths and gardens.

1. CATALYST PARK



2. NAVY PARK



3. LAKE NEIGHBORHOOD PARK



3.2.7

A WORKING URBAN FARM

In accordance with the CECAP goals for food security in Dallas, the Master Plan sets aside approximately 15 acres for a working farm. This component is located on the northwestern portion of the site —adjacent to the proposed Market District— and acts as a visual buffer between the community and the Dallas Global industrial Center. Key considerations for positioning agriculture in this location include good visibility from Jefferson Street and the preliminary reports from the U.S. Navy that this portion of the site is least affected by soil or groundwater contamination. This working farm will promote health, social interaction, environmental stewardship, cultural expression, economic development, and local job generation.

The Urban Land Institute has noted the strong economic benefits that working farms and community gardens can have as part of an open space system within mixed-use developments, increasing the value of adjacent properties by 15 to 30 percent, promoting equitable economic development, enhancing environmental sustainability, and improving public health and access to affordable food. There are at least two management options that could be pursued for the working farm: it could be managed as a community resource operated by a for-profit business and managed by one to three regional farmers; or by a non-profit entity, such as a local college, for student training and testing purposes.

ANAEROBIC DIGESTION

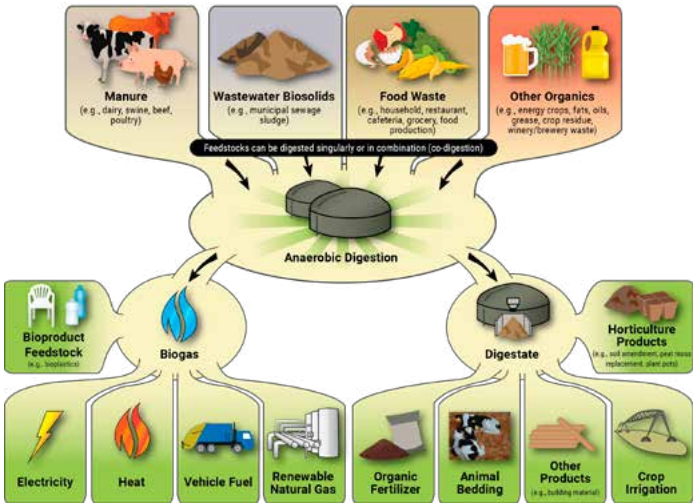
As a means of diverting the future development’s organic waste and reducing its carbon footprint, the plan recommends the creation of a pilot program to test innovative composting methods at Hensley Field. Systems such as anaerobic digestion offer closed-loop systems that not only re-utilize potential waste, but can also re-use wastewater, generate renewable energy, and create agricultural by-products for use at the 15-acre working farm or distribution to Hensley Field home gardeners.



The linear farm at The Cannery in Davis, California is a treasured community feature and serves to buffer adjacent properties



Spaces for individual and communal food growing will also be available.



Anaerobic Digestion Process Image source: EPA

Urban Agriculture Hub



POINTS OF INTEREST

- 1 AGRICULTURAL OFFICES
- 2 ORCHARDS
- 3 FIELDS
- 4 RECALIBRATION COMPASS
- 5 HISTORY LOOP TRAIL
- 6 FOREST BUFFER



A densely planted edge, like shown in the Katy Trail above, will provide a shaded trail and visual buffer to Dallas Global Industrial Complex to the west.



Food production integrated into the Harvest Green community in Richmond, Texas.



3.3 MOBILITY AND ACCESS

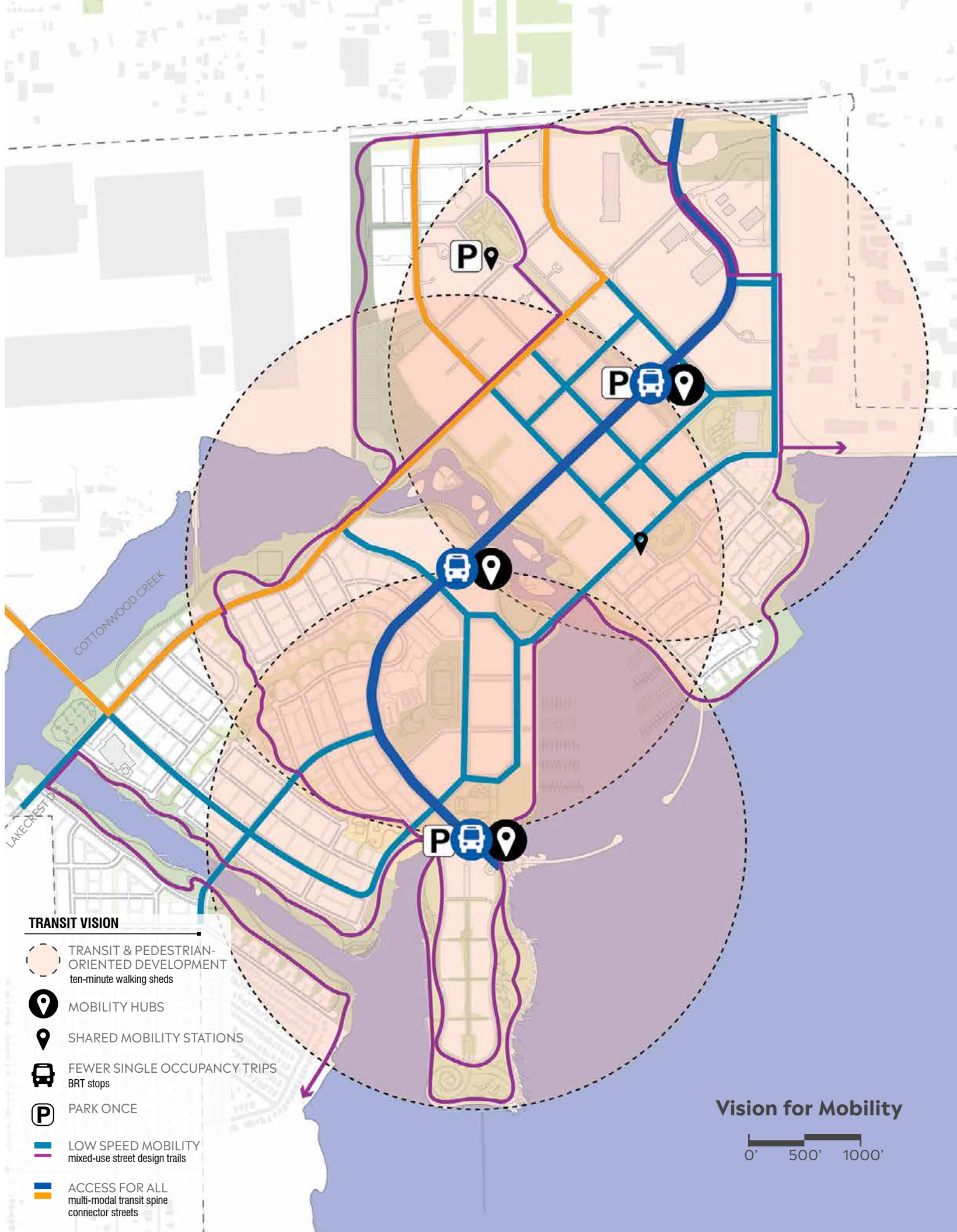
MOBILITY AND ACCESS OVERVIEW

The Hensley Field Master Plan’s mobility and access strategy provides connected, sustainable, equitable, and safe mobility for all ages and abilities.

Sustainability works toward environmentally conscious goals, equity works toward serving all users of the site regardless of mode, and safety improves comfort and reduces stress for anyone moving around the site. Particular attention is given to the creation of infrastructure that provides clear separation between modes to reduce potential for collisions and as a demonstration of a “Vision Zero” approach.

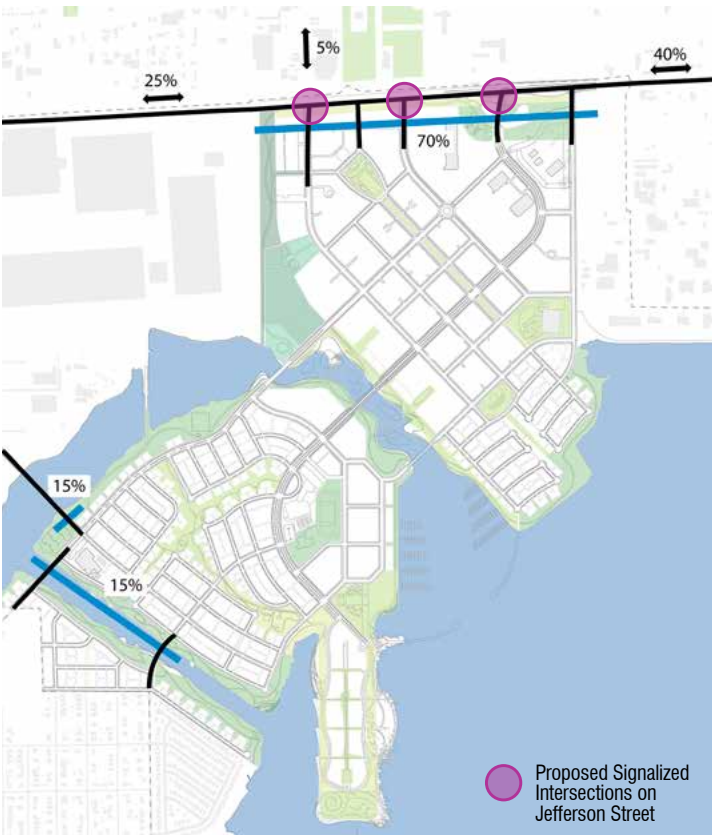
Sustainable, equitable, and safe mobility design elements include:

- Transit and Pedestrian Oriented Development** – compact and high-density design that increases walkability and comfort, and high-frequency transit service within the site and connecting to local and regional transit networks. Three BRT transit stations within Hensley Field are strategically located to enable ten-minute walking access for most residents. Streets and blocks lined with buildings promote a socially engaging environment with ground level stoops, porches or commercial uses that create walkable and vibrant street frontages.
- Mobility Hubs** – strategically placed mobility hubs are co-located with transit stations, and connect people with transit and micro-mobility options such as bike share or electric scooters. Shared mobility stations provide micro-mobility and active transportation options. People can end or begin their trips at mobility hubs, or transition between modes of transportation. Mobility hubs support first and last mile access to transit and deliver additional travel options for people who need mobility assistance.
- “Park-Once” Approach and Shorter Trips** – the integration of land use and transportation planning organizes destinations and high density living and amenities across the site. For people accessing the site in a vehicle, a “park once” approach is made possible with the density and proximity of destinations which lend to shared parking zones that serve multiple uses. District parking facilities are envisioned within the Mixed Use Core, the Employment Campus along Jefferson Street and the Innovation Village on the Runway Peninsula. Hensley Field will enable shorter, walkable, and low speed trips for people working, living, and visiting the site.
- Fewer Single Occupancy Trips** – preparing the site for high-capacity transit and multi-modal accessibility reduces both the need for and number of people driving alone to and from the site. The BRT stations distributed across the site will make it easier for residents, visitors, and employees to travel to and from Hensley Field by transit.
- Electric Vehicle Ready** – designing the site for electric vehicle access and charging complements efforts to reduce greenhouse gas emissions and air pollutants. With the forthcoming electric network expansion across the US and more vehicle manufacturers turning to electric-powered drivetrains, Hensley Field is ideal for electric vehicle users.
- Access for All Users** – “Complete Streets” designed for users of all ages and abilities increases equitable access for people walking, biking, and taking transit or micro-mobility. The Multi-Modal Transit Spine, Lakecrest Connector, and Connector streets provide dedicated and safe spaces for all modes of transportation. Shorter crossing distances, increased intersection visibility, universal design elements, and landscaped buffers increase comfort and accessibility for all users.
- Low Speed Mobility** – a low speed mobility network of streets and trails increases the safety and comfort for all street users, but particularly for people walking, biking, or using micro-mobility. On mixed-use streets, speed is managed through roadway design, minimizing the need for enforcement, matching the desired operating speeds to the design of the streets and intersections, and the management of traffic operations.



CONNECTING TO THE REGION AND SURROUNDING COMMUNITIES

Residents, employees, and visitors will be able to access the site on transit, by walking, biking, ride hail, or through personal automobile. A transit-oriented design integrated with land use planning sets Hensley Field in a good position for Bus Rapid Transit (BRT) through Dallas Area Rapid Transit (DART). Existing transit ridership near and along Jefferson Street, and the estimated ridership generated from the site, about 4,000 daily riders, indicates that demand for high-capacity transit is warranted. Current nearby DART service includes GoLink on-demand service within the Mountain Creek service zone to the Westmoreland LRT station, seven miles to the east of the site. Transit service to the site should intensify with an extension of fixed routes (e.g. Jefferson St Route 11), and future BRT. NCTCOG's Mobility 2045 plan recommends an express bus along I-30 between Fort Worth and Dallas, which could provide further regional transit connectivity and could be augmented with expanded GoLink service and first-last mile connections.



Projected Traffic Distribution

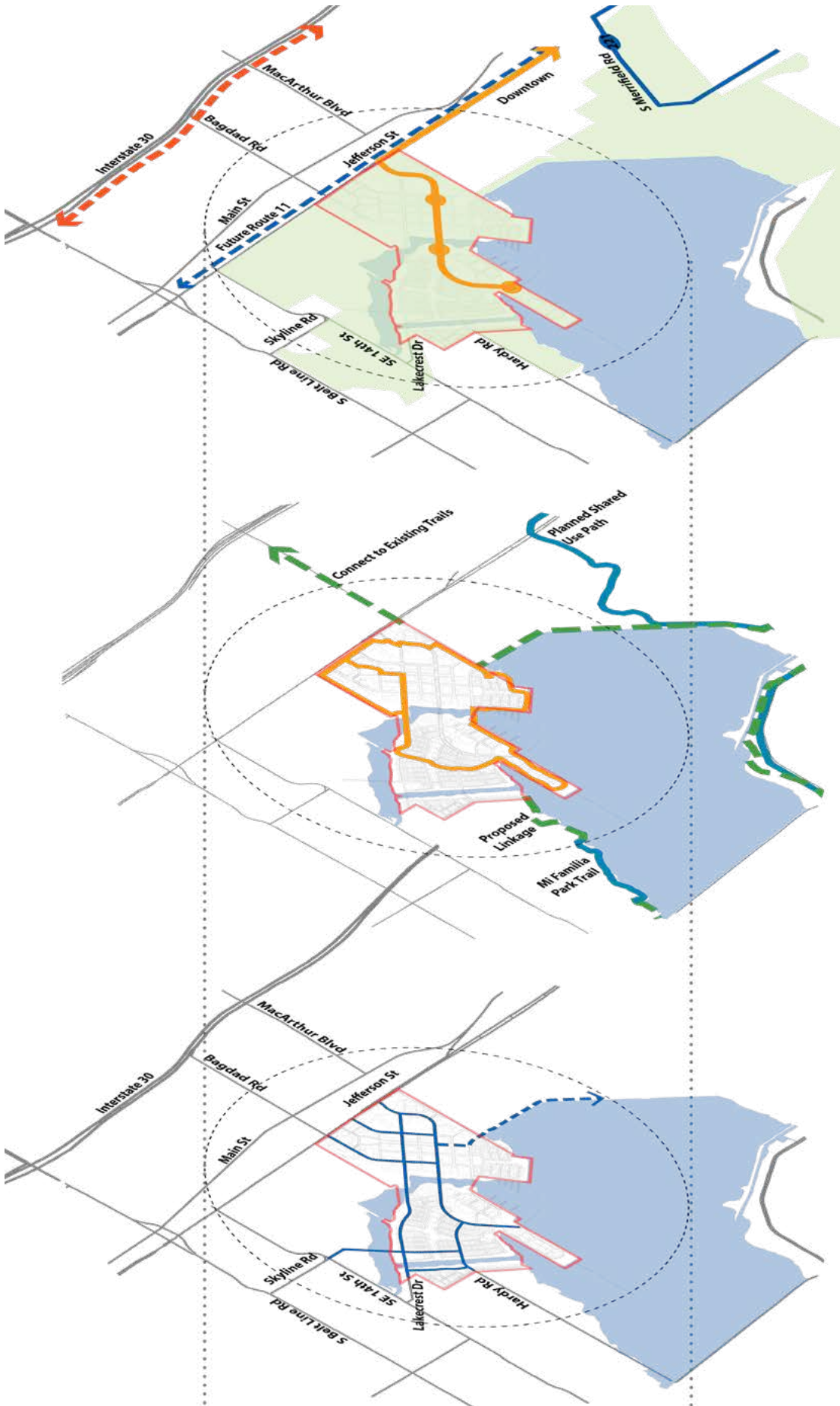
Three BRT stations along an internal transit corridor will serve Hensley Field and surrounding neighborhoods. DART's 2020 Transit-Oriented Development (TOD) guidelines suggest a residential density of 30 dwelling units per acre, to support high-capacity transit such as BRT. Hensley Field's projected residential density of 40 dwelling units per acre makes the site well situated to meet this threshold and generate ridership needed for BRT.

A total of nine access points will improve vehicular connectivity to Hensley Field while also distributing traffic across the site, minimizing bottlenecking at any one connection point. Access points include five intersections along Jefferson Street, and three bridges to the south and west through Skyline Road, Lakecrest Drive, and Hardy Road. As property redevelops to the east of Hensley Field, there is potential for one or more future eastern connection points.

The Jefferson Street access points will include three full-signalized intersections and two right-in right-out unsignalized intersections. It is anticipated that 70% of trips will enter and exit the site along one of the five Jefferson Street access points. As a five-lane arterial, Jefferson Street has the capacity to handle the new trips and can sustain additional demand from Hensley Field. Dallas and Grand Prairie neighborhoods to the south will connect through the three roadway and bridge connections, accounting for an estimated 30% of trips. To learn more about vehicular trips to and around the site [visit this link](#).

It is envisioned that Jefferson Street will be improved as a multi-modal corridor with a dedicated transitway for BRT. As shown in Section 3.3.3, this could include three vehicular lanes and center-running BRT, with shaded shared-use paths for pedestrians, cyclists and low-speed devices on each side. High visibility crosswalks, pedestrian signal heads and intersections designed for pedestrian and bicycle safety would be provided at signalized intersections. It is recommended that the Cities of Dallas and Grand Prairie in collaboration with NCTCOG and DART test these concepts as part of a multi-modal corridor plan for Jefferson Street.

Achieving the vision of a loop trail around Mountain Creek Lake would add trail access to the site for recreational purposes as well as essential trips. Connecting to the scenic lake increases comfort and livability for those living, working, and visiting Hensley Field.



TRANSIT VISION

- Proposed BRT
- NCTCOG's Mobility 2045 Recommended Express Bus Route
- DART Bus Routes
- DART GoLink Zone

A high-capacity transit spine will ensure that virtually all residents and workers are within a ten minute walk of a transit station.

TRAILS

- Hensley Field Interpretive Loop Trail
- Existing & Planned Trails
- Proposed Linkages to Existing Trails

Hensley Field's trail network is envisioned as part of the region's existing and emerging trail system.

ROADWAYS

- Existing Freeway
- On-Site Connector Roads
- Existing Arterials/Collectors
- Future Potential Connection to Illinois Street

Roadway and bridge connections will make the amenities and services of Hensley Field accessible to surrounding communities.

MOVING AROUND HENSLEY FIELD

Movement within the site is organized through a layered network of streets, designed for prioritizing transit and low-speed mobility. Pedestrian oriented design will provide multiple low-stress mobility options to travel within the site. The site is well sized to support short and mid-distance trips made without dependence on a personal automobile. Walkable and bikeable streets enable low-speed mobility that is compatible with adjacent land uses and helps to protect the most vulnerable people using the street, including children and older adults. Mobility hubs will connect people to transit and micro-mobility options such as bike share or electric scooters. The street design and mobility network will be comfortable, low-stress, and accessible for all people.

High-capacity transit is connected to and within the site by the **Multi-Modal Transit Spine**, providing dedicated travel lanes for transit, automobiles, people on bicycles and micro-mobility or walking. The Multi-Modal transit spine is the prime example of sustainability, equity, and safety for all people. Shade trees, rain gardens, and buffered landscapes separating travel lanes provide greenery, reduce heat, and manage storm water runoff. Safety and comfort is provided through separated travel lanes for different modes, and slow travel with narrow lanes helping to facilitate safe crossings.

Moving people between Lakecrest Drive and Jefferson Street is the **Lakecrest Connector and Connector Streets**. These streets are the primary automobile corridors on site but also provide enhanced facilities for people walking and biking with dedicated and landscape buffered shared-use paths. Rain gardens and shade trees provide further enhancements and comfort along the streets.

Mixed-Use Streets are appropriate for high and medium density mixed-use areas. Mixed-use street designs can vary per corridor to best support the mix of residential, retail, restaurant, employment, and commercial needs along the adjacent blocks. All mixed-use streets provide dedicated space for people walking, biking, and driving, while also encouraging slow and safe speeds with narrow lanes and dedicated travel spaces.

The **Neighborhood Access Streets** bridge higher density areas and primary corridors to low-density areas and emphasize safe speeds and crossings for people walking.

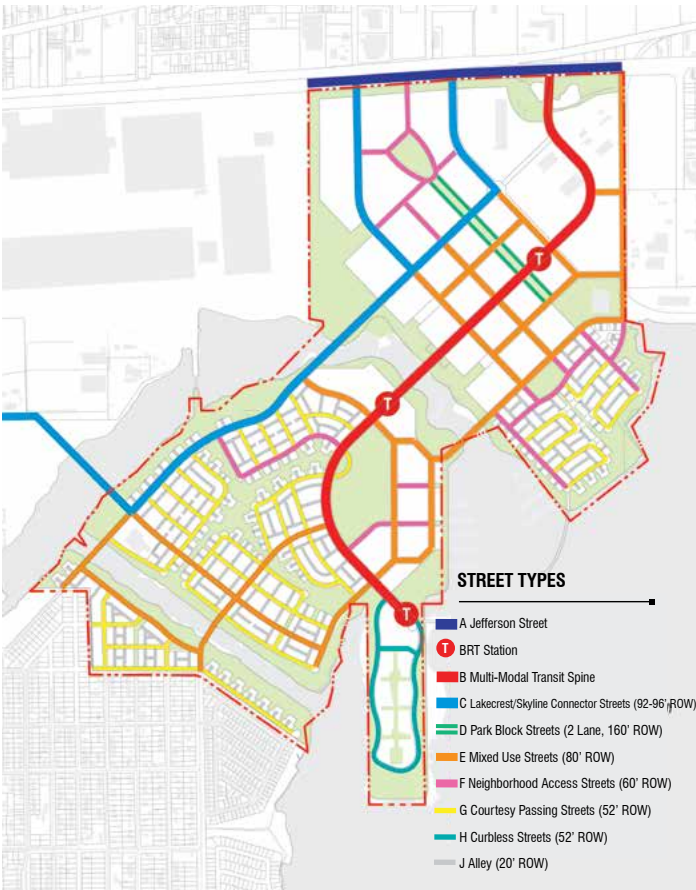
Single-family residential and green space areas are served by **Courtesy Passing Streets**. These streets are in areas with the lowest predicted traffic volumes and single-family dwellings. The traffic calming effect produced by alternating or “chicane” parking on both sides of the street helps to slow traffic to compatible speeds, typically less than 20 MPH. As the street name implies, if two cars are parked on the street on both sides of the road, there is only space for one vehicle to drive in the middle, and therefore courtesy passing occurs.

The Innovation Village on the Runway Peninsula will utilize **Curbless Streets**, enabling a shared and pedestrian friendly roadway space that calms traffic and has lower speed limits. These streets are suitable for areas where some vehicle access is needed for delivery or parking, but primarily the space is utilized by people walking and low-speed mobility such as bicycles or scooters.

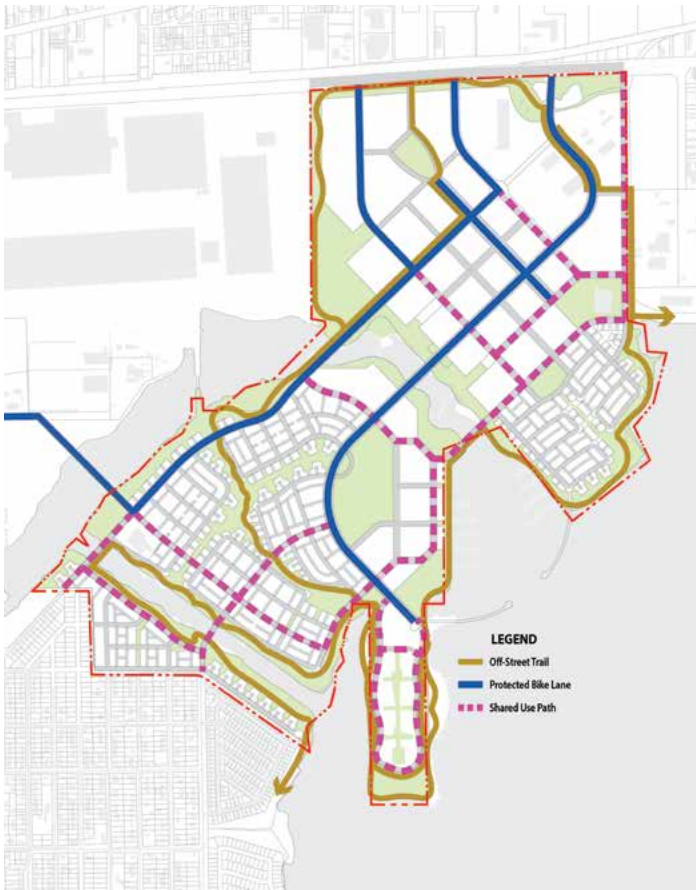
Alleys/Service Streets: All garage access to single-family homes will be from rear alleys, allowing residential streets to take on a strong pedestrian and neighborhood character.



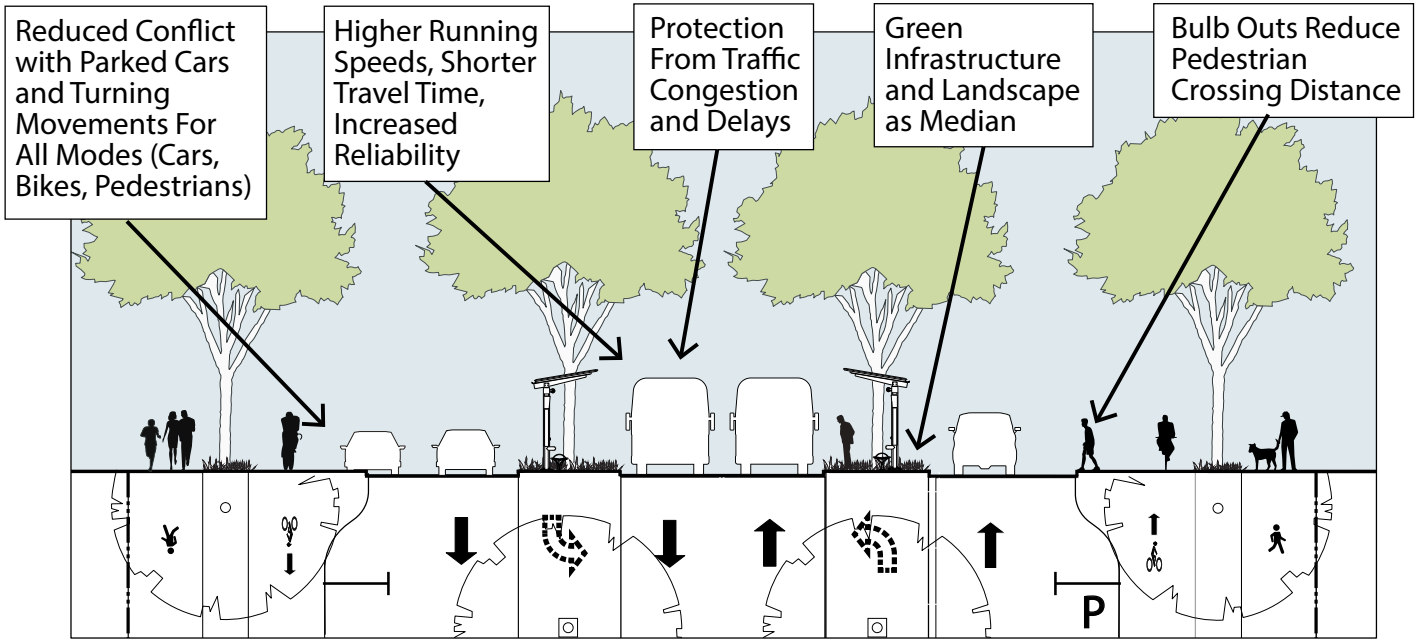
Bus Rapid Transit stations will serve as Mobility Hubs providing access to bikes and low-speed mobility devices for last mile connections.



Street Types



Bike / Low Speed Mobility Plan

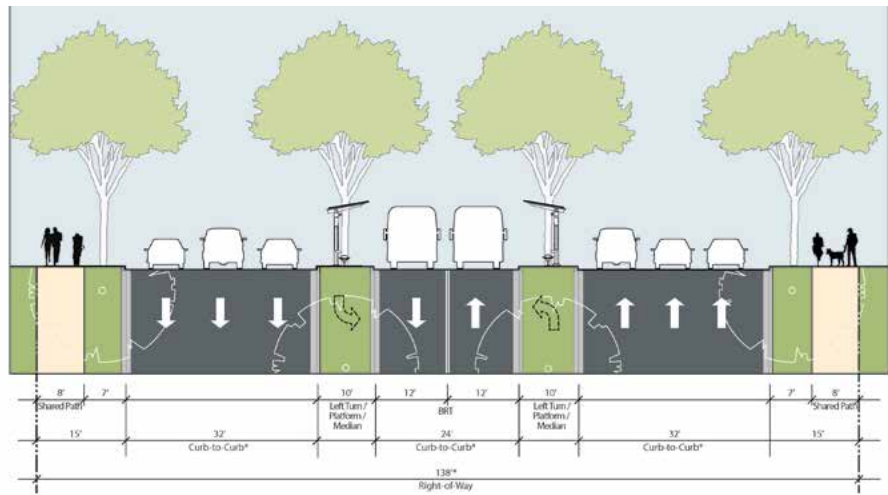


Center Running Transit Benefits

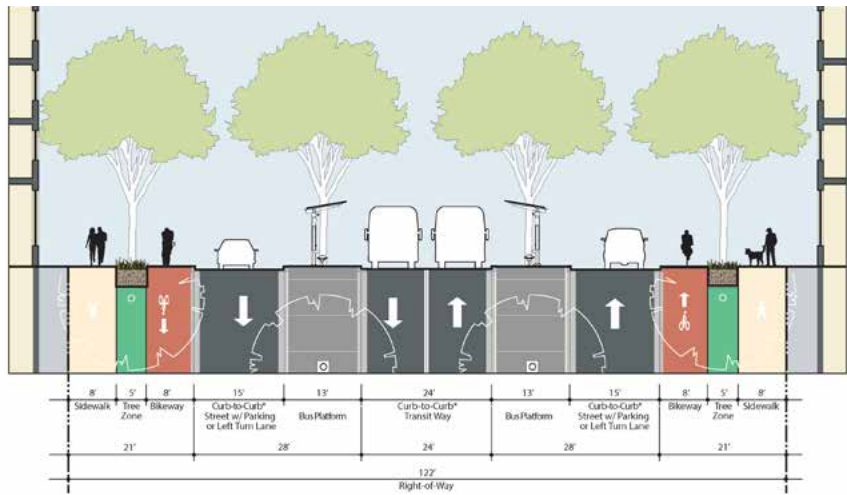
Source: NACTO's Transit Street Design Guide

3.3.3

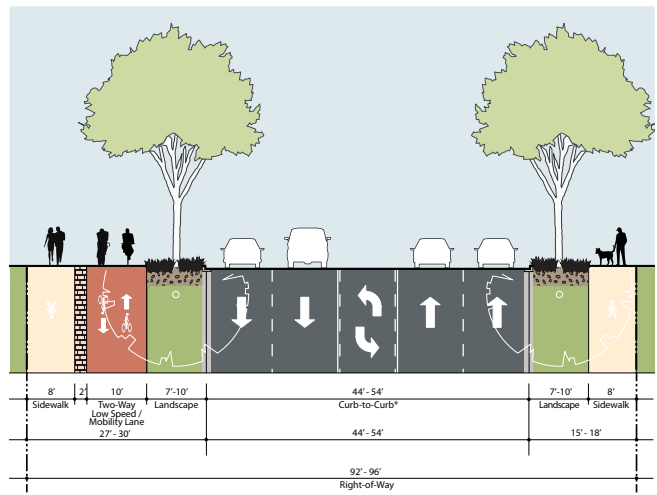
COMPLETE STREETS



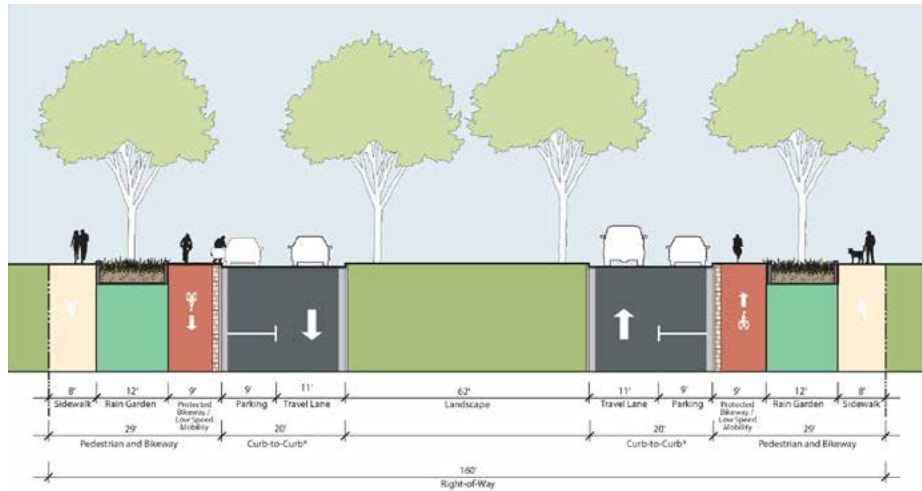
A Jefferson Street



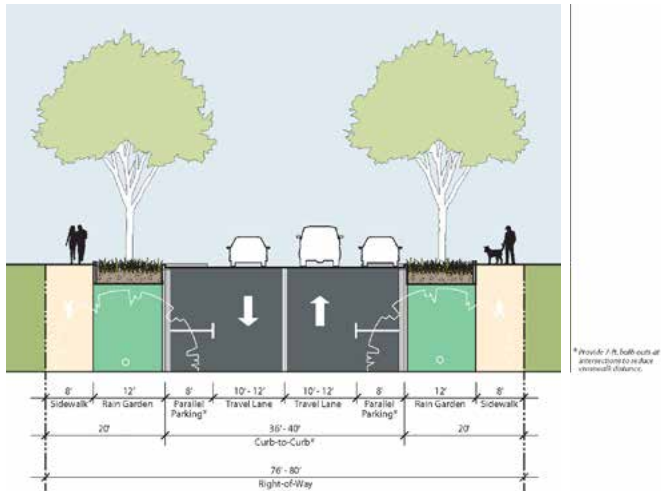
B Multi-Modal Transit Spine



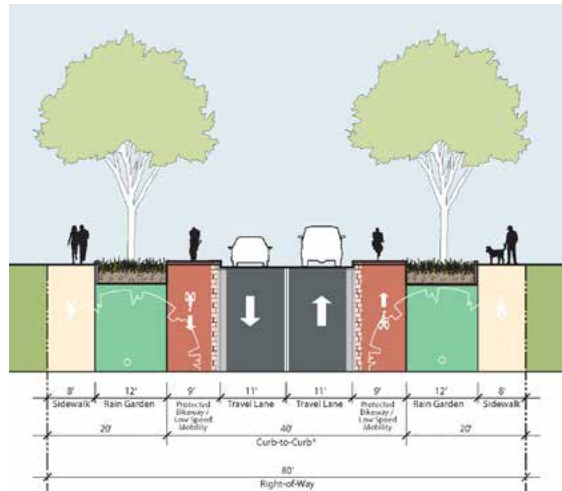
C Lakecrest Skyline Connector Streets



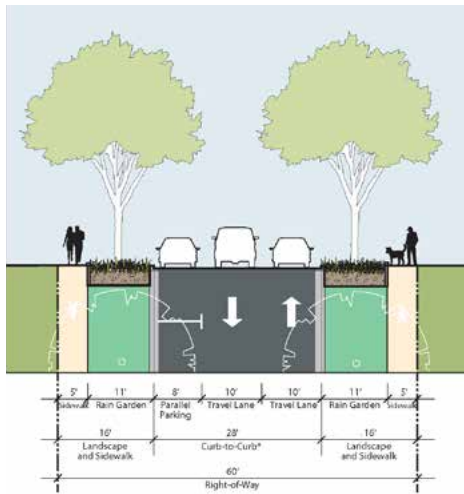
D Park Block Streets



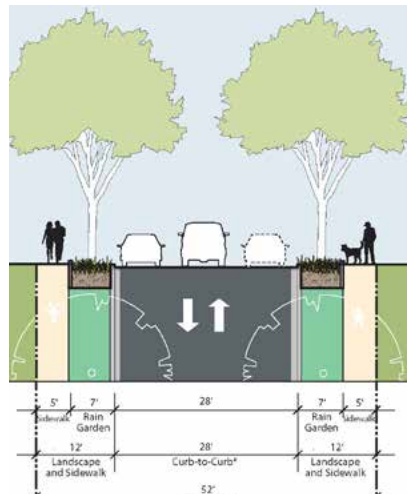
E Mixed Use Streets



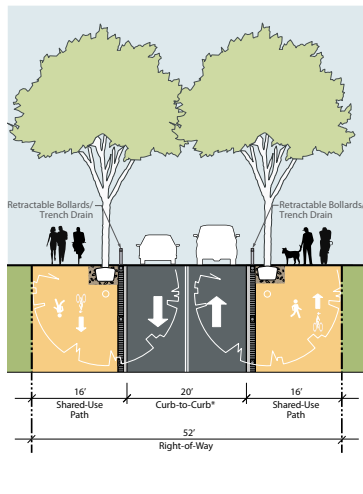
E2 Mixed Use Low-Speed Mobility Streets



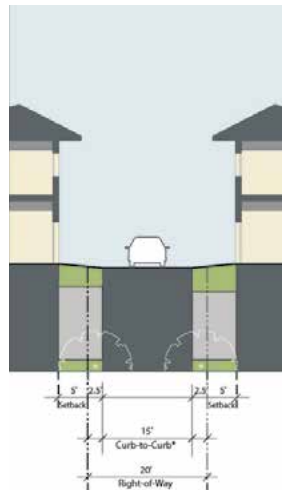
F Neighborhood Access Streets



G Courtesy Passing Streets



H Curbless Streets

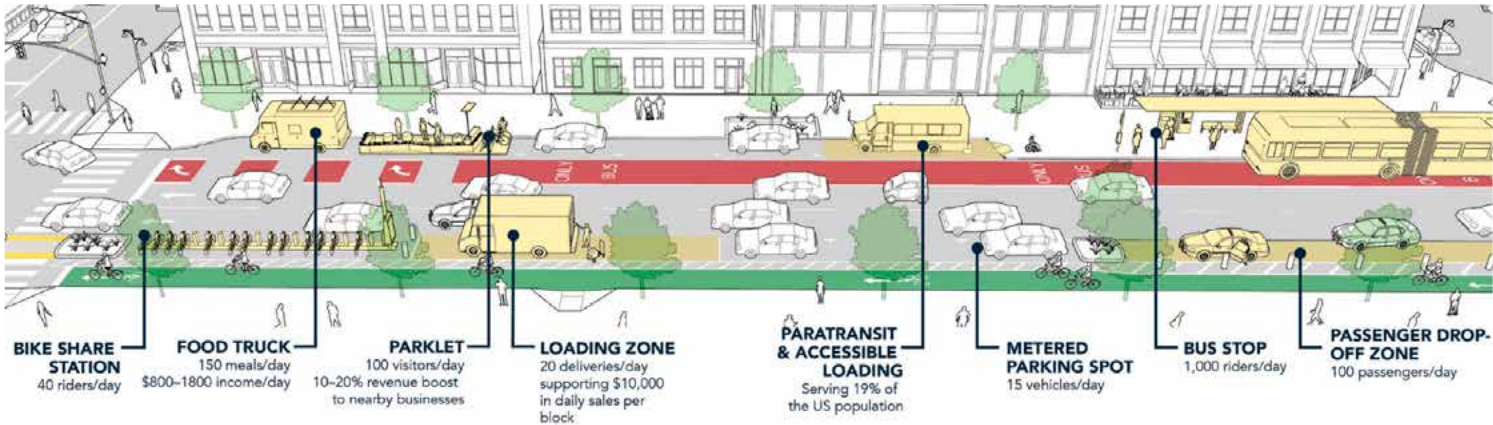


J Alley

3.3.4

FUTURE AND EMERGING MOBILITY TECHNOLOGY

Transportation and mobility options have expanded in the last ten years, and the increasing adoption of electric and autonomous vehicles points toward the shift in how people travel. Growth in online shopping has further added to freight delivery and pick up and drop off demands at street curbs. Smart Streets is a new concept in the transportation industry and is defined as a mobility system that leverages current and emerging technologies and data to provide services more effectively and improve the quality of life of all residents. Hensley Field is well primed to seamlessly merge future and emerging mobility patterns with site development and Smart Streets.



Curb management seeks to prioritize curb access based on user demand, need and community goals. Source: NACTO



Autonomous Vehicle Ready

Hensley Field will be ready for autonomous vehicles (AV) with charging stations in designated parking facilities and has the opportunity to serve as a pilot site for an AV circulator. AVs have the potential to increase access to current and emerging micro-mobility and improve last mile connectivity in a model similar to DART's GoLink service. While exact AV travel patterns remain to be seen, Hensley Field will be prepared to support AVs that safely integrates with pedestrians, low-speed mobility, and transit, and reduces single occupancy trips and vehicle miles traveled.



App-Based Delivery

E-commerce and app-based delivery of packages and food for both personal and commercial needs have rapidly grown in the last decade. The last mile of the delivery supply chain can be the most expensive, and the last 50 feet can be the most difficult. Building upon dynamic curb management, Hensley Field can be better prepared to manage delivery of all-sized goods in an urban setting by introducing mini freight hubs that disperse delivery to smaller freight vehicles such as electric bicycles, locker pick-up areas, unique delivery policies such as overnight delivery, or real time reservation systems.



Dynamic Curb Management

Demand for curb access, particularly in high-density areas, has increased in recent years from transit, active transportation, micro-mobility, personal automobiles, delivery vehicles of all sizes, and ride hail dropping off and picking up passengers. Curb management seeks to prioritize curb access based on user demand, need, and community goals. Dynamic curb management further seeks to manage the curb with real time data about who is using the curb, for how long, and why. Hensley Field's infrastructure will be primed for utilizing real time technology to inventory and manage the curb to meet efficiency, safety, sustainability, and equity goals.



From the private collection of Walter Wagner



From the private collection of Walter Wagner

» The Spirit of Communication & Respect

While aspects of the way we communicate seem to change annually, there were certain aspects of Hensley Field's growth and history that were timeless. Andy Marvin Anderson shared..."There was a flight ceremony every morning at eight o'clock. They'd raise the flag. And if you happened to be out in public, you stopped and saluted. Because it would be broadcast over the whole station. Nobody did anything at eight o'clock. You just absolutely stopped for 20 seconds or whatever it was while the colors were going. Then the same thing happened at sunset. They played the national anthem when they were raising the flag. That happened every morning at eight o'clock seven days a week. Everybody came to a stop; cars were supposed to stop. That's when they're bringing the flag down. And I said in most every place I've ever been, they have a loudspeaker system that when they play the colors or they lower the flag, cars come to a halt. People stop, salute the flag. If you're in civilian clothes, you just do this."



3.4 COMMUNITY DESIGN

COMMUNITY DESIGN OVERVIEW

Hensley Field will be a Complete Community where the compact pattern of development and the mix of uses place residents within a fifteen-minute walk or bike ride of their daily needs, where high-capacity transit to other parts of Dallas and beyond is easily accessed, and where everyone is located within 600 feet of a publicly accessible open space.

The Plan is guided by seven key strategies:

- » **Introducing a Diverse Mix of Uses** that will result in a community with over 12,000 residents and 12,000 jobs, occupying over 6,800 dwelling units and 3.7 million square feet of commercial and institutional space;
- » **Creating Districts and Neighborhoods**, each with their own special character and sense of place, building on their location on the site, their built form and the public realm of streets and open spaces;
- » **Maximizing Economic Development Opportunities** that provide jobs and services to Southern Dallas, an area of the City that has not experienced the type and level of growth as the broader Metroplex;
- » **Offering a Diversity of Housing Choices** that results in an inclusive community of socially and economically diverse residents at all stages of their lives;
- » **Preserving Cultural and Historic Resources** that celebrate the rich heritage of the site and its role in defending the national security of the country;
- » **Providing a Range of Civic and Cultural Facilities** that create a new amenity-rich activity center for Southern Dallas and northern Grand Prairie; and
- » **Shaping the Built Environment of Buildings and Open Spaces** to create an attractive, engaging, resilient, and sustainable public realm.



3.4.1

A DIVERSE MIX OF LAND USES

Residential neighborhoods are concentrated along Mountain Creek Lake and Cottonwood Bay, where they will benefit from the amenity of the water and the expansive views to the Escarpment beyond. Major employers and institutions are concentrated along the Jefferson Street corridor, within easy access of the regional transportation and highway network. And the mixed-use higher density core of the community is placed at the heart of the site within easy reach of the new neighborhoods and the employment campuses to the north. A multi-modal transit spine threads its way through the entire community, placing workers and residents within a ten-minute walk of one of the three high-capacity transit stations that are envisioned along its length.

The Land Use Plan calls for a complete spectrum of building types and densities, including:

Anchor Uses: Approximately 90 acres of the site along the Jefferson Street Corridor are reserved for major institutional and/or corporate users that create employment opportunities for the regional and local workforce. This area is envisioned as an urban campus with up to two million square feet of floor area in mid-rise buildings oriented to the street and open space network, and with parking garages and lots significantly encapsulated within the blocks or buildings.

Neighborhood Residential: Six neighborhoods, each defined by the open space system and the lakefront, will include a wide range of housing types from single-family detached homes to clustered townhouses and courts, all located within a five-minute walk of a park or open space. Over 2,100 dwelling units as well as some small-scale neighborhood-serving commercial and institutional uses are located within these neighborhoods.

Medium Density Mixed-Use: The Plan calls for a mix of residential and commercial uses throughout the new community, in mid-rise mixed-use buildings comprising over 3,200 dwelling units and 750,000 square feet of office space. Ground level retail space is planned along key corridors within the Town Center Core, the Marina District and the Innovation Village on the Runway Peninsula.

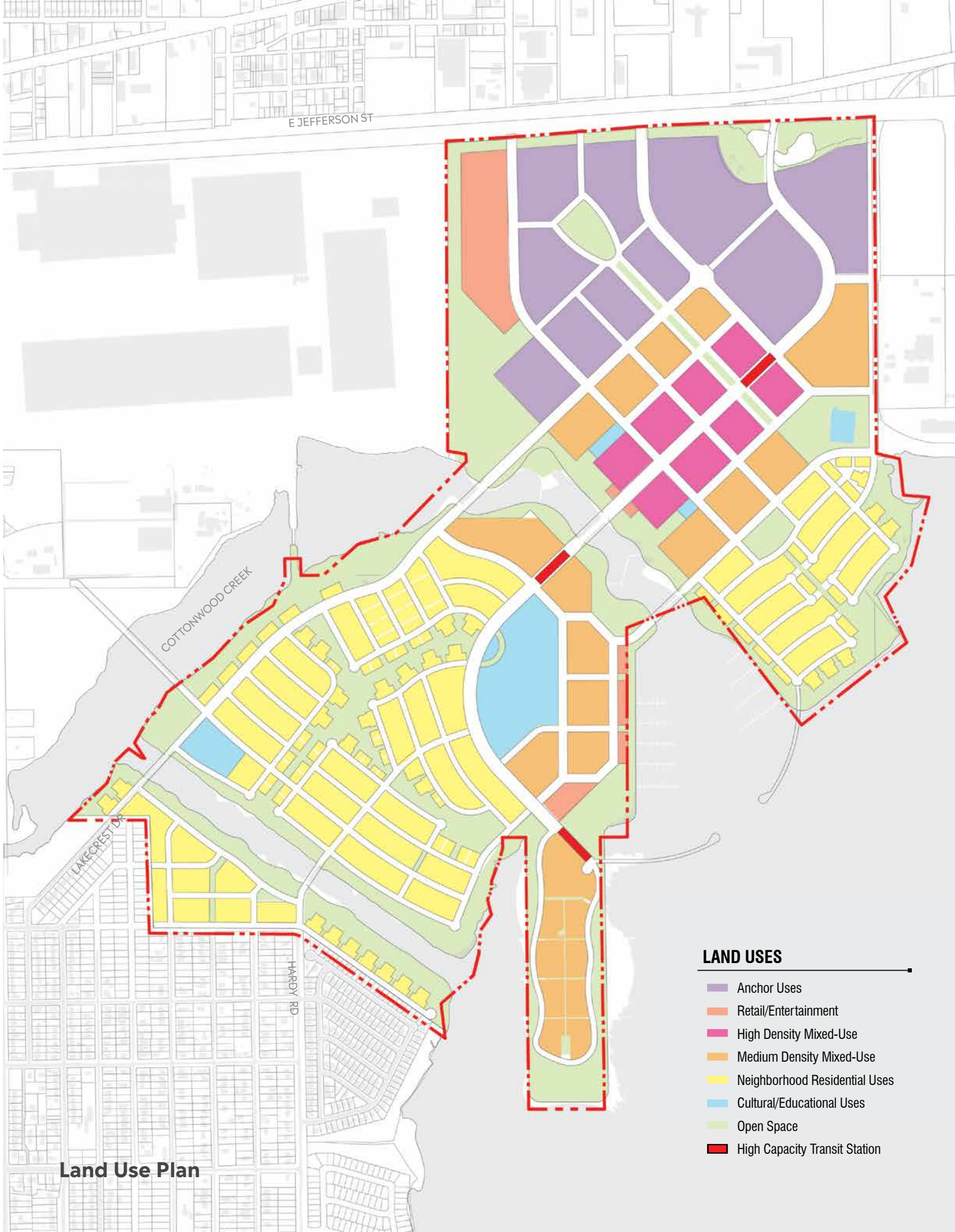
High Density Mixed Use: Residential and commercial uses located in mid-and high-rise mixed-use buildings with ground-level retail and restaurant uses are concentrated at the heart of Hensley Field in the Town Center Core. Over 1,400 dwelling units and 500,000 square feet of commercial space are envisioned within this area.

Retail/Entertainment Uses: In addition to ground-level retail uses located within mixed-use buildings, the Plan designates areas for stand-alone retail and entertainment uses. Along the Jefferson Street Corridor, a 15-acre site is set aside for a full-service grocery store with supporting regional-serving retail uses. Other stand-alone sites are designated along the Marina edge and near the Innovation Village for regional-serving entertainment retail and restaurant uses oriented to Mountain Creek Lake.

Cultural and Educational Uses: Several sites are set aside for cultural and educational uses, including a 10-acre school site to be operated by the Grand Prairie Independent School District, a potential branch library near the Innovation Village, a Community Center planned for the existing Readiness Center in the southwest quadrant of the property, and the adaptive reuse of the existing Officer Houses and the historic Navy Transport Hangar, as well as several other sites that could accommodate cultural or religious institutions.



Land uses will include a diverse mix of housing and employment to promote a compact and walkable community.



Land Use Plan

3.4.2

DISTRICTS AND NEIGHBORHOODS

Hensley Field is envisioned as a community of neighborhoods and districts, each with its own distinct identity and sense of place. While each district or neighborhood may have a dominant land use, a mix of supporting or companion uses is encouraged to create vibrant day and nighttime environments. Thirteen districts and neighborhoods are envisioned by the Plan. Beginning from highest density to lowest, they include:

The Town Center Core: Located at the heart of Hensley Field, this ten-block area flanking the newly restored Cottonwood Creek will include mid-and high-rise mixed-use residential and commercial buildings. Ground-level pedestrian-oriented uses will be concentrated along the central transit spine and the waterfront which will emerge as a major shopping and entertainment hub for the new community and Southern Dallas.

The Park Blocks: This eight-block district organized along a wide green esplanade is envisioned as a high-density urban neighborhood characterized by mid-and high-rise residential buildings enjoying views to Mountain Creek Lake and Downtown, and with neighborhood-serving ground level retail space and townhouse flats facing the street fronts. At the southern end of this district, the 1941 NAS Maintenance Hangar offers a unique adaptive reuse opportunity which will help to reinforce the historic character of Hensley Field and reinforce neighborhood identity.

The Innovation Village: The 40-acre Runway Peninsula is planned as a mixed-use mid-rise demonstration project focused on emerging technologies related to sustainable and resilient development. Envisioned as a partnership between the City of Dallas, the Master Developer and a corporate or institutional sponsor, the district is intended as a “living laboratory of resilience”, one that can test and demonstrate the effectiveness of significant sustainability features including but not limited to: solar energy, rainwater capture, on-site wastewater treatment and reuse, resource recovery, and innovative building systems and materials. Located at the terminus of the high-capacity transit spine, the Innovation Village will become a unique regional attraction.

The Marina District: Overlooking a protected harbor with a small boat marina and waterfront promenade, this medium-density mixed-use district will include mid-rise apartment and commercial buildings each with direct lakefront access on the east and orientation to a central park and school complex on the west.

The East and West Campuses: Along Jefferson Street, approximately 90 acres of the site are set aside for major institutional or corporate employers. The eastern half of

the area includes several major hangar structures that are suitable for reuse by industries requiring large high-bay column-free space. Interest has been expressed by the film industry for a major studio complex on this portion of the site. The western half of the area, oriented around a major open space and linear esplanade, is planned for one or more healthcare, educational or corporate users that maximize employment opportunities for the regional workforce.

The Market District: A major grocery store to serve Grand Prairie and Southern Dallas was one of the strongest expressions of community need during the Hensley Field planning process. A 15-acre site is located along Jefferson Street to attract a major grocery chain that will benefit from the significant visibility and accessibility of this frontage. In addition to a large floorplate grocery store, the Market District can support regional-serving retail space for a total of 130,000 square feet. While structured parking is encouraged, the district could also contain surface lots encapsulated within the block and surrounded by the grocery store and retail buildings. In addition to the retail buildings, the Market District also includes a Fire and Emergency Medical Services facility, as well as a recycling and composting facility adjacent to the Urban Farm directly to the south.

The Lake Neighborhood: The first neighborhood to be developed at Hensley Field will be located in the southeast quadrant of the property, flanked on three sides by Mountain Creek Lake. With over 450 residential units, consisting of single-family detached homes, townhouses, duplexes, clustered townhouse and cottage courts, this neighborhood will establish Hensley Field as a highly desirable place to live. All units will be oriented to streets with porches and stoops that create an engaging and neighborly environment, with garages located in rear alleys or auto courts.

The Magazine Neighborhoods: In the southwest quadrant of Hensley Field, four neighborhoods will emerge around a linear greenway characterized by trails, bio-filtration meadows, rain gardens, parks and playgrounds, and the distinctive landforms created by the remaining ordnance magazine bunkers. With the same mix of housing types as the Lake Neighborhood, these four neighborhoods with a total of 1,383 units will be within a short walking distance of commercial amenities in the Marina District and Innovation Village.

The Channel Neighborhood, located on the south bank of the Diversion Channel, is planned as a seamless extension of the existing neighborhoods in Dallas and Grand Prairie, with the extensions of Avenues D, E and F, Garrett Boulevard and Hardy Road into the site.



PROMOTING ECONOMIC DEVELOPMENT IN SOUTHERN DALLAS

Dallas’ economic and geographic division has been a major concern of City policy makers over the past twenty years. Geographically, the City is divided by the Trinity River, with most of the city’s wealth concentrated in the north and most of the poverty in the south. As noted in the 2006 ‘Forward Dallas’ Comprehensive Plan, the Southern Sector accounted for just 25 percent of jobs in the City in the year 2000, while the area holds about 50 percent of the city’s land area and the vast majority of vacant land. Numerous other plans since Forward Dallas have focused on the need for enhanced investment in Southern Dallas, including the 2012 Grow South initiative, the goal of which was to “document,” promote and advocate economic expansion of the City in the 185-square mile area, representing 45% of Dallas’ population, but only 15% of its tax revenue. That plan, along with numerous subsequent public policy initiatives, has called for economic development and investment to be directed to Southern Dallas.

While there have been successful economic development investments in Southern Dallas over the past decade (e.g., Red Bird Mall, Inland Port, Pinnacle Park), the north-south divide is as dominant as ever. In 2021, the City established an Economic Development Corporation (EDC) with the specific goals of: “prioritizing Southern Dallas and communities of color for whom structural disparities have hindered opportunity, and providing incentives to increase access to housing, create pathways for meaningful employment, and services that improve quality of life and communities.” (*Dallas Magazine May 2021*)

Hensley Field, with 738 acres of City-owned land at the very heart of the DFW Metroplex, provides the City and the EDC one of the most significant opportunities to catalyze investment in Southern Dallas. It has the potential to be transformative - a signal to both public and private sector investors of the attractiveness of the area for new jobs and housing. Redevelopment

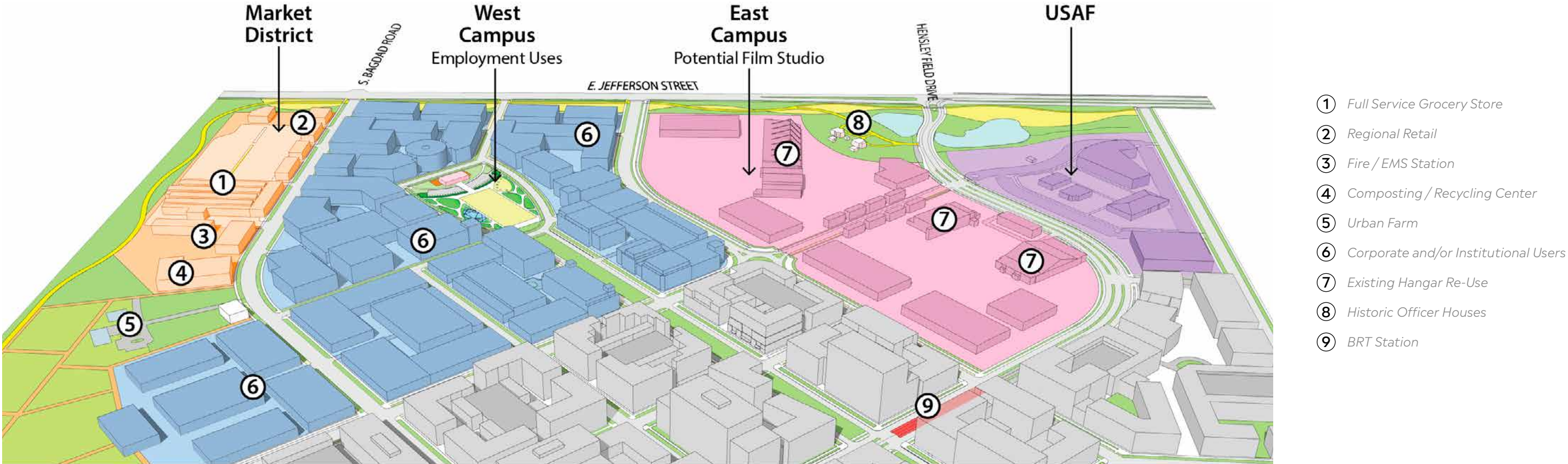
investments in transportation, infrastructure, parks and open space and waterfront access will distinguish Hensley Field from the industrial, warehouse, and auto services in the surrounding area, and enable it to become one of the most attractive new development opportunities in the region.

With over \$300 million of such improvements, the Master Plan for the redevelopment of Hensley Field builds on the City’s Southern Dallas economic development initiatives by reserving over 90 acres of land along the Jefferson Street corridor to attract one or more catalytic users focused on job creation, education and training. To this end, the Plan prioritizes the attraction of public institutions and/or private corporations that:

- have high environmental, social and governance (ESG) standards;
- provide secondary economic effects or spin-offs for other job-generating uses;
- provide opportunities for workforce training and development, particularly in technology fields;

- provide needed services to the surrounding communities of Southern Dallas and Grand Prairie including healthcare and education facilities;
- are compatible with, and that contribute to, the vision of Hensley Field as a walkable and transit-oriented mixed-use district;
- provide sufficient density and activity over time to support high-capacity transit service to the site; and
- can meet the urban design principles of the Plan, including the creation of a high-quality public realm where the automobile is not dominant.

Within the 90-acre economic development site, the Plan proposes the retention of four former airport hangar buildings with high bay large span floor areas, totaling over 190,000 square feet of floor area that may be suitable for adaptive reuse. These facilities will be marketed to film production, cinematography, or other technologically-related businesses that meet the above criteria. A preliminary assessment of these structures can be found at this [link](#).



Economic Development Opportunity at Hensley Field

OFFERING A DIVERSITY OF HOUSING CHOICES

Hensley Field will be an inclusive community of socially and economically diverse residents. It is envisioned as a place for people to live at all stages of their lives – young people beginning careers, families raising children, multi-generational and extended families, empty nesters, and senior citizens requiring both independent and assisted living.

Housing choice is a critical part of achieving this vision. Hensley Field will include a mix of for-sale and rental housing, such that there shall be no more than 60% of one or the other type of tenure. Of the 6,847 units of housing projected for Hensley Field, approximately one-third of these will be for sale in lower density single-family building types including detached homes, duplexes, multiplexes, townhouses, cottage courts and live-work shophouses. The remaining units will be in medium and higher density mixed-use apartment and condominium buildings ranging from four to eight floors in height. In all cases, parking will be internalized within a multi-family or mixed-use building, or within rear alleys or auto courts to ensure that street fronts and open spaces are active and uninterrupted by curb cuts and front-loaded garages.

Neighborhoods will be designed to include a wide spectrum of building types to establish diverse communities with homes at multiple price points. To further enhance the range of housing choices and price points and to promote inter-generational living and wealth creation, Accessory Dwelling Units (ADUs) or carriage houses will be permitted above the rear-alley garages of detached homes and townhouses.

At Hensley Field at least 20% of all units will be priced for individuals or families earning 80% of Adjusted Median Income (AMI) or below for ownership housing and 60% of AMI or below for rental units. An additional 10% of all homes will be priced to those earning between 81% and 120% of AMI. (AMI for a family of four was \$89,000 in 2021, thus 60 to 80% of AMI represents an annual income ranging from \$53,400 to \$71,200). Affordable housing will be spread among all housing product types and dispersed throughout the community so that they are indistinguishable from market-rate units.

While the inclusion of a significant range of “missing-middle” housing types (i.e., those that are between the spectrum of detached single-family homes and mid-to high-rise multi-family apartments) will make Hensley

Field relatively “affordable by design,” subsidies will be needed as part of an established affordable housing program. A range of affordability tools are recommended at Hensley Field including:

- Builder cross-subsidies between market-rate and affordable for-sale units, with the Master Developer selling the affordable lots at a discount to prices for market-rate lots;
- A Community Land Trust (CLT), operated by a non-profit which retains ownership of the affordable lots, with the resident owning the home under a long-term ground lease at a nominal rate. To maintain long-term affordability, resale appreciation to the homeowner is regulated, with a significant portion of the proceeds returning to the Trust.
- Rental housing affordability through agreements between the Master Developer and the multi-family builder, such that no less than 15% of all apartments are subsidized to meet the rental target; and
- Low Income Housing Tax Credit (LIHTC) projects built for target needs including seniors with support needs and workforce housing.

A more detailed discussion of these recommendations is provided with this [link](#).

It is recommended that a nonprofit stewardship entity be established or selected to administer the affordable housing program, and that this entity introduce programs that proactively promote equity and access across racial and socio-economic groups. More specifically:

- Equity programs should be operating at least two years before construction that target and educate potential renters and buyers to the range of housing choices at Hensley Field, including preparing them to become qualified to meet the requirements of the program (e.g., credit repair, home buyer education; mortgage counseling, etc.).
- Affirmative Marketing Plans should be established early so that renter/buyer selection requirements are built into the builder selection process.
- Place-based research should be conducted to identify how the Fair Housing Act can support programs that address race, recognizing the historical inequities faced by people of color in Dallas.
- As part of the for-sale affordable program, long-term affordability should be secured by limiting appreciation at the time of resale, via deed restrictions or a community land trust model.
- Employ down-payment assistance programs for households that have experienced inter-generational lack of wealth and explore the potential for forgiveness provisions that provide opportunity for wealth building.
- Require the Master Developer to include disclosures that affordable housing will be included within the development to be signed by all property owners at the time of sale.
- Ensure that Property Owners Association (POA) and Homeowners Association (HOA) covenants are consistent with a racially inclusive community, as envisioned for Hensley Field.



Cottage Court and Detached Homes



Paseo Rows



Zero Lot Line Clusters



Townhouse Court

» A History of Worker Housing

Avion Village...opened in 1941 and still in use today, this unique residential project was an experiment in planning and architecture to create affordable housing for the area. Named by the local architect, David Williams, Avion Village was intent on “...keeping with our plans to make the housing project a park-like living development, streamlined like the airplanes on which its tenants will work.” A local resident, Bonnie Cockrum, recalls “When we were in Avion Village there were family gatherings at the community center. There was a huge green space. We had watermelon parties. We had ice cream socials in the summer. We could play until dusk or so and there were quite a few kids on our streets.”

“
**There were family gatherings at the community center.
There was a huge green space.**
”

- Bonnie Cockrum, Local Resident



Original photo of current Avion Village



Aerial shot of Avion Village

REVITALIZING AND INTERPRETING CULTURAL AND HISTORIC RESOURCES

While a strict historic resources evaluation presents a very limited list of elements that could be eligible for inclusion on the National Register of Historic Places (NRHP), a “Statement of Significance” has been prepared as part of the planning process and can be found at this [link](#). The Plan recommends that the following buildings, landscapes, artifacts and elements be conserved, enhanced and/or adaptively reused, and presented along the proposed Interpretive Trail as part of the interpretive story of Hensley Field.



Officer Houses (1932-1933)



Aircraft Maintenance Hangar (1972-1979)



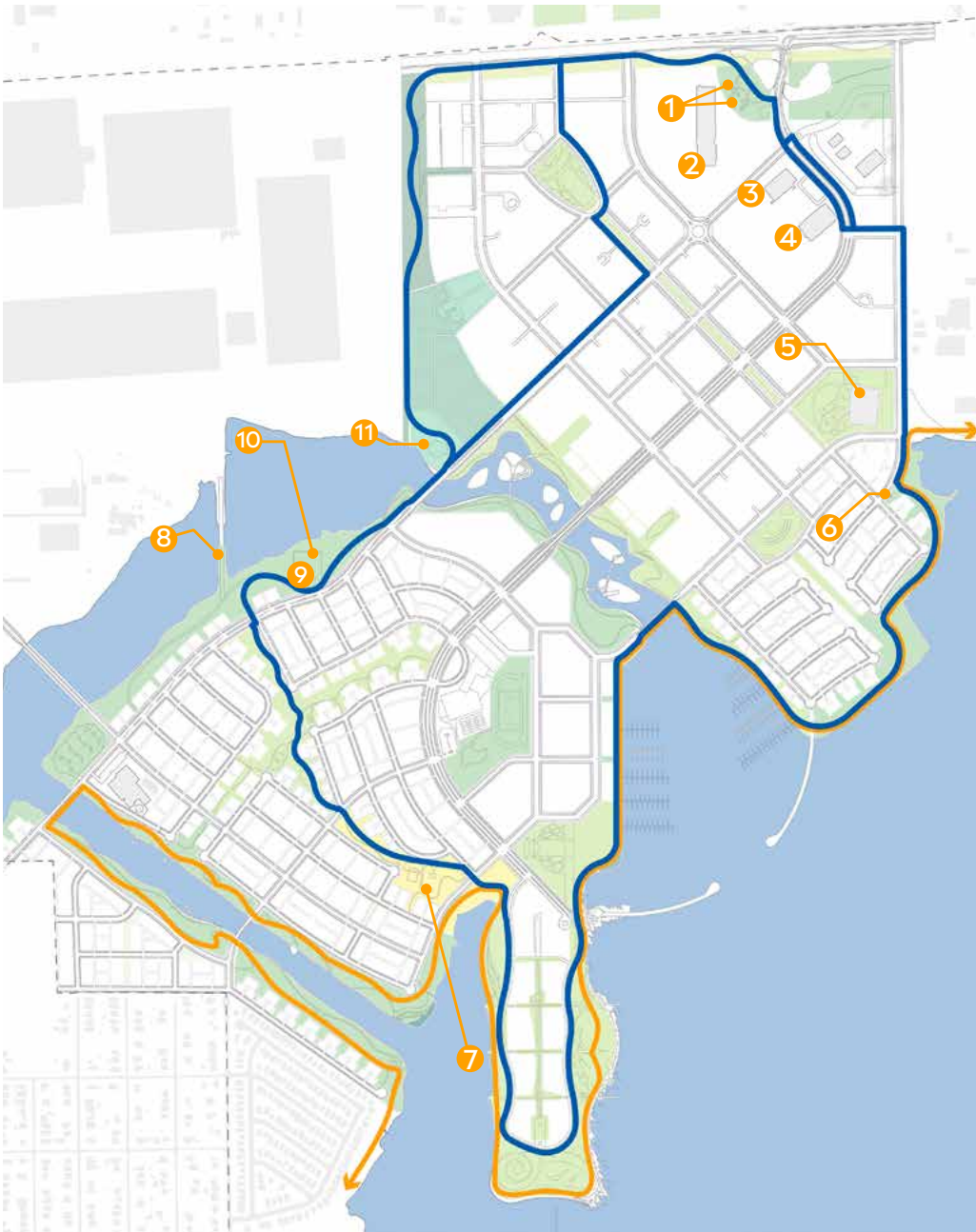
TANG Fuel Cell Hangar (1978)



Texas Air National Guard Hangar (1961)

HONORING THE HISTORIC LANDSCAPE

In addition to establishing the military significance of the site, the Plan framework of streets traces that of the old aircraft runways. The 1950s-era “Runway Peninsula,” built on landfill jutting out dramatically in Mountain Creek Lake, will be transformed into an Innovation Village, where new technologies and ideas will be launched. Much of the existing, vehicular perimeter pathway of the military base will become a five-mile, interpretive greenway trail that unfolds the history of Hensley Field, node-by-node, story-by-story, so that trail users can experience this place across time.



Interpretive Loop Trail Route

HONORING THE INDIVIDUAL FEATURES & BUILDINGS

Six existing buildings were [evaluated for their re-use potential](#), and these are noted with an asterisk below. More specifically, the Plan calls for conserving all these structures - and others - for reuse and/or historic interpretation:

- 1 The 1932/3 Officer Houses***, Ponds and Surrounding Landscape are the most important elements to preserve on the Hensley Field site. Both two-story Spanish Revival houses should be stabilized in the immediate term to prevent further deterioration. These could be adaptively reused as the Project’s Visitors and Marketing Center, displaying photos and materials that communicate the history of the site, and the offerings of the redevelopment.
- 2 The 1970s Aircraft Maintenance Hangar*** contains 85,000 square feet of space with a clear height of 24 feet. On its south side, it is physically connected to a smaller structure that will be adaptively reused for a potential anchor/catalyst user.
- 3 The 1978 TANG Fuel Cell Hangar*** is a pre-engineered metal shed with large sliding doors on its southeast side, facing the other TANG Hangar across a large paved expanse.
- 4 The 1961 TANG Hangar*** is a brick and metal shed with large sliding doors on its northwest and southeast sides. The Plan proposes that both TANG hangars be renovated and adaptively reused for a potential anchor/catalyst user.
- 5 The 1941 DNAS Maintenance Hangar*** is the oldest existing hangar and contains approximately 64,000 square feet, with a clear height of 35 feet. Even in its current deteriorated and roofless condition, the building is a heroic icon of Hensley Field, occupying the prominent, southeastern corner of the site, near the shoreline of Mountain Creek Lake. It could be adaptively reused for a potential anchor/catalyst user or become a community-oriented structure with brew pub, a market hall and entertainment/performance space.
- 6 The 1941 DNAS Water Tower** was built as the water supply for the adjacent Dallas Naval Air Station (DNAS) installation. The structure should be assessed for possible future use as a reclaimed water tower - if initiated for the site - or as a “raw” source of water that could also be used for Project irrigation. It should be enhanced as a visual landmark, with graphics and lighting to “brand” the new Hensley Field community.
- 7 Two of the 1960s/70s Small Arms Magazines** were constructed with earthen and concrete blast walls to safely store munitions. Their Blackland Prairie landscape setting will be preserved and restored, and the Project’s trail system will reuse the existing access roadway, “Cooperation Way,” as a spur trail connecting the south shoreline of Mountain Creek Lake all the way north to WPA Bridge crossing of Cottonwood Bay. The Magazines could become community gardens or parks-related buildings, or even a setting for public art, wine-tasting, cooking demonstrations, catering hub, etc.
- 8 The 1930s-era WPA Bridge** traverses Cottonwood Bay and was constructed through a Works Progress Administration (WPA) program. Although not used today, it should be assessed for possible future use as a bicycle/pedestrian bridge connecting Hensley Field to the Dallas Global Industrial Complex (DGIC) site, as the latter redevelops.
- 9 The 1970s-era Control Tower** could be stripped of its corrugated cladding and reused as an observation tower or as a fire station drill tower near the new Fire and EMS Station to be developed.
- 10 The one-acre, mid-19th century Fuget Cemetery** is a historic landmark which lacks a clear entry and connection to the road, and is hidden behind the Control Tower. The Plan gives a more respectful, landscaped entry and edges to this sacred place.
- 11 The 1950s Helicopter Recalibration Compass** was a landing area that allowed for the magnetic recalibration of the helicopter’s compass coordinate system. It is located near the easternmost edge of Cottonwood Bay and appears today as a concrete surface with intriguing, painted radial graphics. This will become an interpretive node along the Historic Loop Trail.

3.4.6

COMMUNITY AND CIVIC FACILITIES

Hensley Field will include opportunities for a wide range of community-serving facilities distributed across the site. The precise location, mix and program for such uses will be determined as part of subsequent stakeholder processes during the implementation of the Master Plan. A number of sites have been set aside for specific community-and civic-oriented facilities:

Community School and Playfield

A ten-acre site for a community-oriented school is located at the heart of the new community, adjoining an eight-acre open space with provision for playfields and recreation. The Grand Prairie Independent School District (GPISD) has indicated that a development of the scale of Hensley Field will create sufficient demand for a new school, which could be one of the District's offerings (e.g., elementary school, middle school, special magnet school, etc.) to be determined closer to the time of development. The school complex should be designed to have joint-use facilities that provide opportunities for community use beyond the school day, and should serve as a resiliency hub for the community providing a safe refuge during critical weather events or disasters.

Dallas Naval Air Station Maintenance Hangar

Although in deteriorating condition, this World War II structure is arguably the most significant structure at Hensley Field. Adaptive reuse of the structure could include a major cultural or civic use (e.g., museum or performance and rehearsal space) or a private user that has a strong public orientation (e.g., food hall, public market, brew pub, etc.).

TANG Readiness Center

This recently improved structure in the southwest quadrant of the site is an administrative and educational center for the Texas Air National Guard, hosting reservists for weekend training operations. The Plan anticipates ongoing use of the facility for this purpose as long as the Air National Guard continues to operate on the site. Once the facility is no longer needed for military training, it could be repurposed as a community center, studio space for artists, or for other educational or cultural purposes.

Officer Houses

At the gateway to Hensley Field, the two homes constructed as Officer Houses in the 1930s will be preserved and adaptively reused for a community use, such as a Welcome Center to provide visitors with an orientation to the history and ongoing redevelopment of Hensley Field.

Innovation Village

In addition to its role as a mixed-use development with residences and commercial space, the Innovation Village is envisioned as a research center that will include exhibits describing approaches to net-zero construction and sustainable, resilient development. Located at the terminus of the high-capacity transit spine, this district will be an attractive regional destination as well as an activity center for the Hensley Field community.

Film Studios

The Master Plan identifies an opportunity for a 30-acre Film Studio complex near the original gateway to the former Naval Air Station. The site with its four existing

high-bay hangars and several out-buildings is well suited to film production, and various industry representatives have expressed an interest. In addition to its production role, the Plan encourages the introduction of a 'screening room' open to the public which could feature art films produced on site, as well as a venue for other special events.

Fire/Emergency Medical Services

The Plan sets aside a two-acre site for a new City of Dallas Fire and EMS facility, planned as part of the early-term infrastructure improvements for the new community. Located along the southern extension of Bagdad Road, the facility will have direct access to Jefferson Street and, importantly, to the new and existing Dallas neighborhoods south of the Diversion Channel that currently lack service.



Community & Civic Facilities

LEGEND

- ① Community School and Playfield
- ② DNAS Hangar Reuse
- ③ TANG Readiness Center Reuse
- ④ Fire/EMS Station
- ⑤ Urban Farm/Composting Center
- ⑥ Officer Houses Welcome Center
- ⑦ Innovation Village
- ⑧ Film Center
- ⑨ Other Community Oriented Facilities

“We’d have a family day now and then, and the whole family would come out. ”

- Jesse McMillian, Employee of Hensley Field

» We are One Community

It could never be stated enough how those that were interviewed throughout the Hensley Field discovery and design process all spoke of their strong bonds to the community around them. Jesse McMillian recalls...“We’d have a family day now and then, and the whole family would come out. That’s when the whole organization was shut down except for party time. Back then we had those C-130s and they had the hangar cleaned out. They’d bring in a tractor-trailer with a flatbed, then they’d use that for the stage. They’d get up there and have a band and all that stuff, have a potluck, everybody brings a dish and put it on a big old table, so you had all kinds of stuff to eat. All of the big holidays like Christmas and Thanksgiving, we’d shut the whole base down, have parties, and we’d go to each other’s work site or work office. Oh, it got crazy at the end of the day!”



From the private collection of Walter Wagner

URBAN DESIGN PRINCIPLES

The built environment of Hensley Field will be shaped to achieve the community vision of a walkable, resilient and sustainable community of the highest quality. Buildings, streets and open spaces will be designed to create a public realm that is comfortable, engaging and ecologically performative. Development and design standards will be embedded within the zoning and entitlement framework (described in Chapter Four of the Plan), and crafted to achieve the highest levels of sustainability consistent with LEED Cities and Communities certification. The following six principles underlie the urban design approach at Hensley Field.



Strong Connection to Nature

- » All neighborhoods oriented to parks/ greenways with every resident located within 600 feet of a public open space
- » 6.5-mile long trail system along Mountain Creek Lake with a diversity of opportunities to engage with the water
- » Existing vegetation along Cottonwood Creek and Diversion Channel preserved, with approximately 15,000 new and existing trees planted to create a tree canopy over 40 percent of the site
- » Blue-green infrastructure that is integral with the greenway and open space system



Diverse and Resilient Architecture of High Quality

- » LEED Certification and net zero construction of all new buildings
- » Solar photovoltaics on all rooftops
- » A life cycle approach with materials that minimize the energy and environmental impacts associated with their extraction, processing, transport, maintenance and disposal



Compact and Walkable Districts and Neighborhoods

- » A diverse mix of uses and building types to create interesting and amenity-rich districts and neighborhoods
- » All daily needs reachable within a 15-minute walk, bike or transit ride
- » Block lengths no longer than 600 feet, interrupted with pedestrian paseos that provide multiple ways of walking and biking through the site
- » Tree lined streets that provide continuous shade along sidewalks



Livable and Compatible Density

- » A critical mass of people living and working in close proximity at densities that are supportable by the real estate market, and that create high quality environments
- » Employment and residential development at densities that support transit
- » Density and scale transitions to existing and proposed neighborhoods



Reducing the Dominance of the Automobile

- » Streets designed as green multi-modal corridors that support active transportation and that extend the open space system
- » Vehicular traffic distributed in a network of blocks and narrow streets
- » Parking minimized by promoting “park once” behavior with shared parking opportunities in mixed-use areas
- » Buildings that encapsulate parking within the block or along rear alleys and parking courts, leaving the street fronts for pedestrian-friendly uses and activities



An Active and Engaging Public Realm

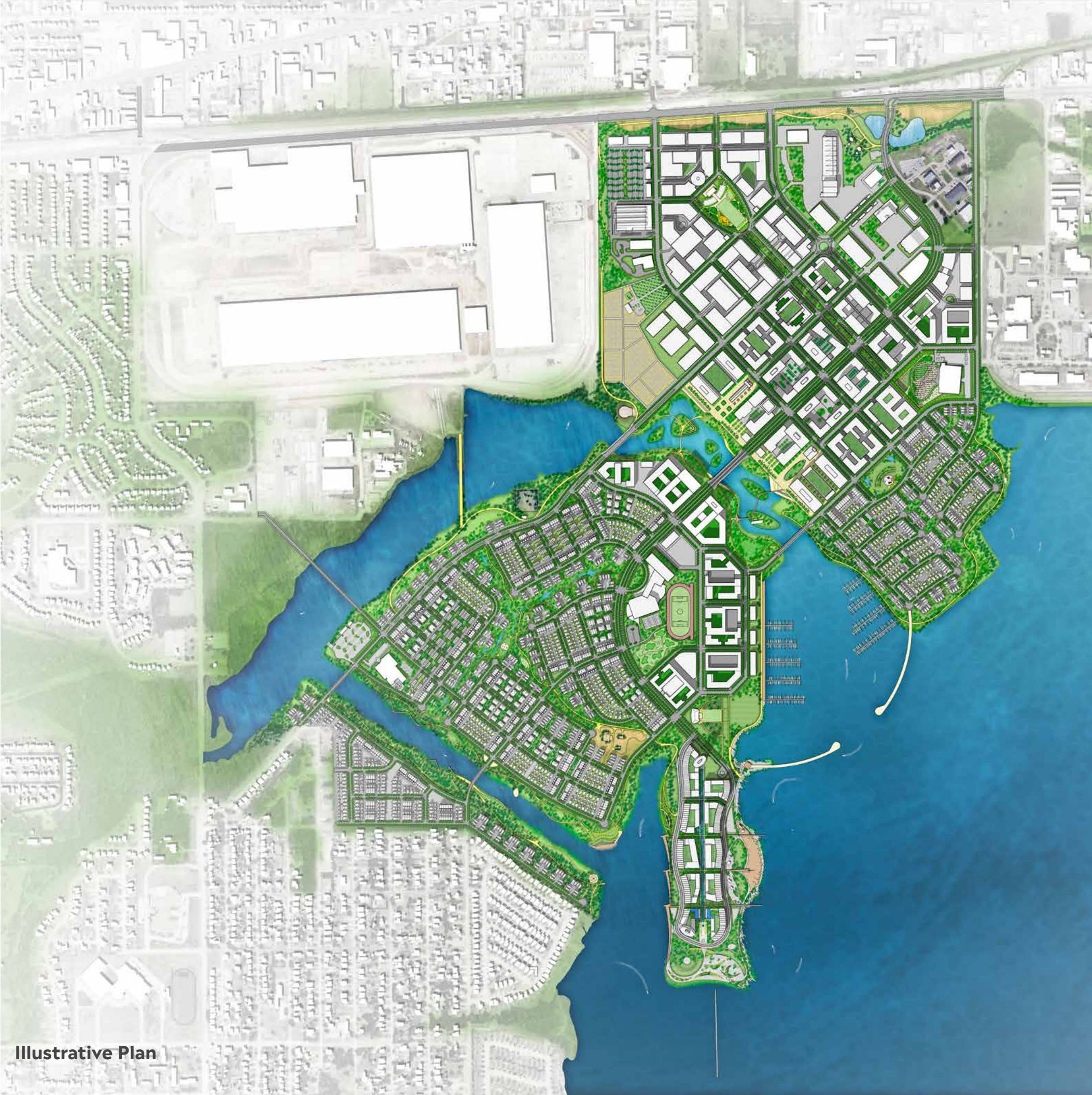
- » Buildings configured and scaled to provide strong spatial definition of streets and open spaces
- » Ground level of all buildings designed with uses and treatments that maximize pedestrian interest, comfort and safety
- » Public places that acknowledge and celebrate the past and the unique character of the site

3.4.8

ILLUSTRATIVE PLAN AND DEVELOPMENT PROGRAM

The illustrative plan and development program indicate how the Hensley Field community could potentially build out over the next twenty years. As shown, it is anticipated that redevelopment of the site could result in over 6,800 units of housing, and over 3.7 million square feet of commercial, institutional or employment uses. The precise program and configuration of development will vary somewhat from the illustrative plan and program as further opportunities and new conditions present themselves. As discussed in the subsequent chapter, the Re-zoning for the site should provide for a level of flexibility, taking into consideration unforeseen market opportunities and the possibilities for additional density, as economic conditions evolve and as transportation and infrastructure technologies advance.

	Phase One	Phase Two	Phase Three	TOTAL
Residential				
Apartments/Condos	563	1,490	2,706	4,759
Attached Homes	189	368	582	1,139
Detached Homes	276	315	359	950
TOTAL (du)	1,028	2,173	3,647	6,848
Non-Residential				
Office/R+D/Institutional	730,100	677,800	561,000	1,968,900
Town Center Office	136,100	360,500	834,200	1,330,800
Market District Retail	0	130,000	0	130,000
Mixed Use Retail	0	106,700	198,900	305,600
TOTAL (gsf)	866,200	1,275,000	1,594,100	3,735,300



Illustrative Plan



CHAPTER 4

IMPLEMENTATION AND NEXT STEPS



IMPLEMENTATION & NEXT STEPS

“[Hensley Field] has immense untapped potential. What has been described up to now as a ‘hidden gem’ in this city will be hidden no more.”

- Mayor Eric Johnson

This chapter describes the actions that will be needed to implement the Master Plan, including;

- » a description of the infrastructure and utilities that will be programmed to support redevelopment;
- » the anticipated sequencing and phasing of improvements;
- » interim and ongoing uses that can occur on the site as development proceeds;
- » projected infrastructure costs and a recommended public financing approach;
- » recommended governance for the public private partnership (P3); and
- » the zoning and entitlement approach.



4.1 INFRASTRUCTURE AND UTILITIES

The design of Hensley Field’s infrastructure system will provide cost effective service to the site, while striving to incorporate best practices and new technologies that are in line with the City’s environmental and climate goals.

Water

Hensley Field will be served by City of Dallas Water and primarily be fed from the 20” transmission main in Jefferson Street. A small portion of the project to the southwest will be served from the Grand Prairie water system. Within the project, appropriately sized mains will provide the potable water, fire protection, and irrigation. A separate irrigation / non-potable water distribution system has been planned for the majority of street sections. This non-potable system would be intended to provide irrigation and supply other non-potable water systems. The Plan assumes that, as part of its commitment to the goals of the CECAP, the City of Dallas will initiate a significant conservation program for reclaimed water and provide the water source to the project site.

Wastewater

Hensley Field is currently and will continue to be served by City of Dallas Wastewater. The project will construct appropriately sized distribution / collection mains to serve the property and discharge to the Jefferson Street transmission main. A small portion of the site along the southwestern border will connect to the existing wastewater system in Grand Prairie. The downstream infrastructure within Jefferson Street is undersized for the ultimate development program at Hensley Field; as such, the infrastructure program anticipates the need for a 30-inch wastewater line connecting to the Trinity River Authority treatment plant approximately 3.4 miles northeast of the site. However, depending on the timing and exact available capacity, a portion of the Phase 1 work will be able to utilize the existing infrastructure. At the time of this study, the Trinity River Authority has plans to increase treatment capacity and conveyance capacity in the area.

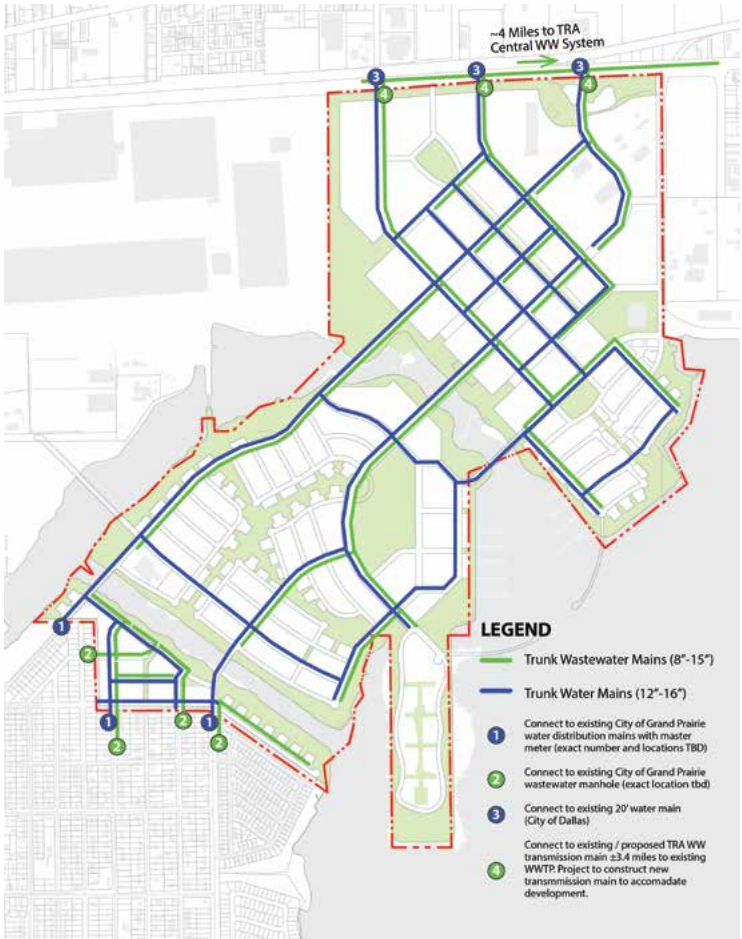
Energy

Hensley Field is served by Oncor which has the ability to provide energy to the project. Significant upgrades will be required to the existing sub-station located on SE 14th Street west of the project as well as the extension of major facilities to the site from the south that have been included in the infrastructure program for redevelopment.

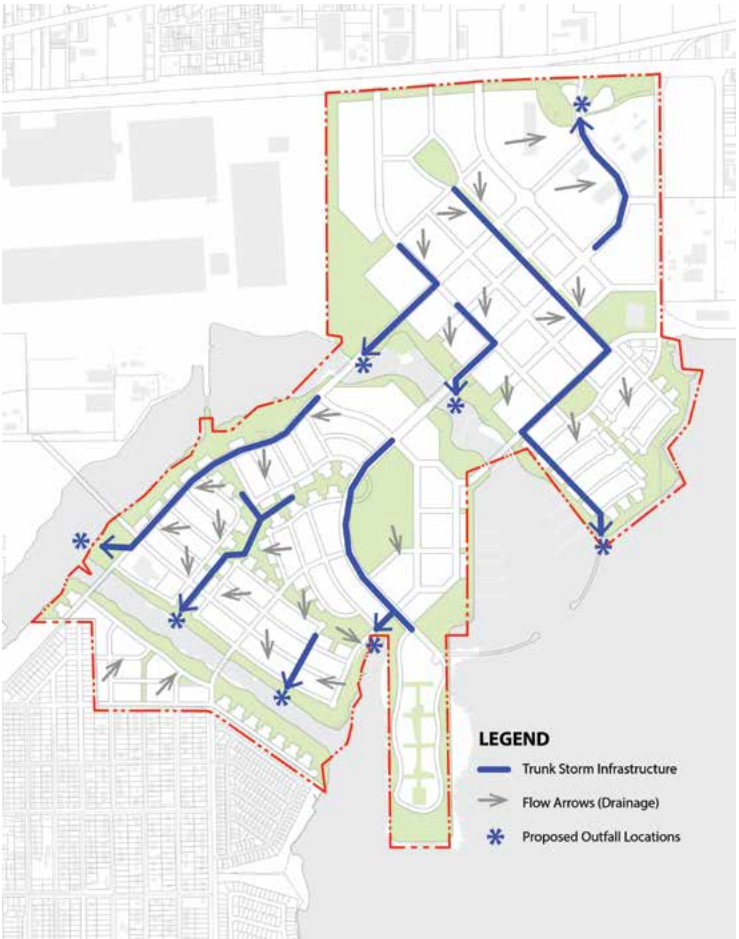
A flexible energy infrastructure will enable adaptation to new, renewable energy sources over time. Investigations into the economic feasibility of a district-wide geothermal micro-grid coordinated with utility providers to provide heating and cooling for the new community should be pursued by the Master Developer to advance the CECAP goals of net-zero construction. Rooftop photovoltaic solar panels will be required of all new development. In partnership with a corporate or institutional partner, the 40-acre “Innovation Village” on the Runway Peninsula will showcase a state-of-the-art fossil-free energy grid at scale, including an on-site solar array to provide renewable-generated electricity.

Drainage & Water Quality

Hensley Field currently contains limited water treatment abilities. The future development will capture and treat 100% of the “first flush”, or first 1.5 inches of rainfall, totaling roughly 1.7 million cubic feet of stormwater. Most street sections will contain rain gardens that will receive surface water and treat water through infiltration. Other open space areas will also be utilized to convey and treat stormwater including the blue-green Infrastructure greenways that traverse the neighborhoods of the new community.



Water and Wastewater Map



Site Drainage



A solar array of over 250,000 square feet in area is planned for the rooftops of the Innovation Village.

4.2 PHASING

The redevelopment of Hensley Field will occur over a twenty-year time frame, in line with real estate market demand. Three phases of development are delineated:

Phase One (0-5 Years):

In the first five years, development activity on the site will include initial site preparation and infrastructure investments including: a wastewater trunk line extension to the Trinity River Authority treatment plant northeast of the site; runway demolition; the construction of a new channel along the original alignment of Cottonwood Creek; and the initial network of roadways. The Jefferson Street frontage will be enhanced with a landscaped edge, and with two new entry roads to the site: one at Bagdad Road and an additional north-south street mid-way between Bagdad Road and Hensley Field Drive. These two streets will be fully signalized at Jefferson Street and will extend into the property to serve initial phases of corporate campus and institutional development, and the first phase Lake Neighborhood in the southeast quadrant of the property. 58 acres of greenways and parkland will be developed including waterfront open space along Mountain Creek Lake, the urban agricultural complex along the property boundary with Dallas Global Industrial Campus, and the Jefferson Street greenway which will feature the restoration of the two historic Officer Houses at the original gate of the Naval base.

The Lake Neighborhood will be the first to be developed at Hensley Field, and as such, it will “anchor” the value proposition of the new community. Recognizing this, and the attractiveness of the lake setting, it is likely to have the highest value homes and amenities. The inclusion of affordability in this first phase is especially essential, as it will set the stage for all future neighborhoods.

Over this period, 1,028 units of housing and approximately 850,000 square feet of commercial and institutional uses are projected. Remediation of PFAS contamination in soil and groundwater to unrestricted, residential standards will occur in the early years of the project in tandem with, and in a way that will not impede, development of the site consistent with the Settlement Agreement between the City of Dallas and the Navy.

Phase Two (6-10 Years):

The second phase of development is anticipated to include a significant build-out of the corporate/institutional campus along Jefferson Street, and the development of the Magazine East and South Neighborhoods in the southern portion of the site. In addition, mixed-use and medium density development will occur on the north and south banks of the newly constructed Cottonwood Creek cut-through, and within a first phase of the Innovation Village on the Runway Peninsula. Construction of the central transit spine through the heart of the new community will support the initiation of Bus Rapid Transit (BRT) service connecting to Downtown Dallas. Hardy Road is proposed to be extended across the Diversion Channel to provide access to the site from Grand Prairie and Dallas neighborhoods to the south and a 17-acre GPISD school and park site will be made available at the heart of the community.

In addition to the school and park site, 56 acres of new open space will be constructed in this phase including initial phases of greenway improvement along the Diversion Channel, the Runway Peninsula waterfront edge at Innovation Village, the nine-acre Navy Park accommodating the historic Navy Hangar just north of the Lake Neighborhood, and neighborhood-oriented open spaces within the Magazine East Neighborhood. In total, this phase is expected to result in 2,173 new residential units and an additional 1.2 million square feet of commercial development, including a full-service grocery store with additional ancillary retail stores with direct access from Jefferson Street.

Phase Three (11-20 Years):

The full build-out of Hensley Field will occur in the final ten years of development, with the Channel Neighborhood south of the Diversion Channel, the Magazine North and West neighborhoods along Cottonwood Bay and the urban waterfront of the Marina District and Innovation Village. This phase will also see development of the highest density mixed-use district within the Urban Core. Major infrastructure investments will include the improvement and extension of Lakecrest Drive, as well as the extension of Skyline Road with a new bridge across Cottonwood Bay to provide connectivity to Grand Prairie. In total, this final phase is expected to support approximately 3,650 units of housing, and 1.6 million square feet of commercial and institutional development.

PHASE 1

PHASE 2

PHASE 3

The first five years of development will focus on initial site preparation and infrastructure investments including restoration of the original Cottonwood Creek alignment. Anchor employment uses will be located along Jefferson Street and the first neighborhood will be established overlooking Mountain Creek Lake.

The second phase will see significant build-out of the corporate campus, construction of the central transit spine, initiation of Innovation Village on the Runway Peninsula, and new neighborhoods surrounding the historic Small Arms Magazines and the community school.

Full build-out of the site is projected to occur in the final ten years of the project, once the Texas Army National Guard’s helicopter squadron is relocated to Fort Worth. This phase will see development of the high density mixed-use core and additional neighborhoods along Cottonwood Bay and the Diversion channel.

4.3 INTERIM AND ONGOING USES

The phasing strategy for Hensley Field allows for the transition of on-site aviation uses to occur over the next five to ten years.

Hensley Field has played a significant role in support of America’s national defense and as a major employer in the DFW Metroplex. As such, the phasing strategy for the redevelopment of Hensley Field has been developed in consideration of this heritage and the two existing long-term leases on the property: the Texas Military lease in the southwest quadrant of the former base and the US Air Force lease in the northeast, which expire in 2043 and 2039 respectively.

MILITARY RELOCATION

The Plan calls for the City of Dallas to coordinate with the Texas Military Department to accelerate relocation of the Redmond Taylor Army Heliport with its Chinook fleet of helicopters and the Army National Guard Vehicle Maintenance facility to Naval Air Station Joint Reserve Base Fort Worth (NAS JRB). This process was initiated prior to reuse planning for Hensley Field, due to the impacts of the aviation operations on existing Dallas and Grand Prairie neighborhoods to the south of the site. Recognizing that the timing of relocation could take five to ten years, the first two phases of Hensley Field redevelopment are concentrated in the northern and eastern portions of the site (see Chapter 4.2).

Once relocation plans for the Chinook helicopter base are finalized, the Plan recommends that the City renegotiate the lease boundaries with Texas Military to allow for redevelopment of the hangar sites into the Magazine West Neighborhood. The existing Readiness Center and Administration Building occupied by the National Guard could remain in operation in the southwest corner of this neighborhood, or, if this function is also relocated, the building could be re-used as an educational or community-oriented facility. The Plan envisions an improved parking lot and boat-launch facility along Cottonwood Bay adjacent to the Readiness Center, which could be shared with the Army Reservists when they assemble on the site for weekend training operations.

The United States Air Force holds the other long-term lease on a 22-acre campus in the northeast quadrant of Hensley Field. Since this campus is mostly administrative in nature, the Plan calls for redevelopment to occur around the existing office and communications structures. The Plan recommends that the City of Dallas renegotiate the boundaries of the

lease to allow for a secure perimeter and for adjacent redevelopment to occur, as well as for the enhancement of the existing ponds and open space at the gateway to the new community.

SITE USE OPPORTUNITIES

Beyond the ongoing operation of existing leases, Hensley Field offers significant opportunities for development of new military research, technology, administrative and defense functions within the Campus Districts along Jefferson Street. These could be operated by the Department of Defense (DOD), the Texas Military Department and/or private corporations invested in the defense and resilience of the nation.

Subject to these criteria, existing use of hangars or other structures may continue for a period of time. While existing use of runways for storage of vehicles creates access and security concerns and is not recommended, portions of the runway that remain intact during the first five years of development could be suitable for vehicle testing.



The first phase of development would be located on portions of the site least impacted by the noise created by the Texas Army National Guard Chinook heliport.

INTERIM USES

Undeveloped portions of the site may also be desirable for interim open space, particularly areas along Mountain Creek Lake. For instance, the Runway Peninsula, not expected to see redevelopment in the first five years, could be a highly attractive venue for special events and festivals that introduce the dramatic site to the larger public.

CRITERIA FOR INTERIM USES

In addition to non-aviation military operations, there are other activities that can remain at Hensley Field under short-term leases as redevelopment makes its way across the property. Specific criteria for consideration of short-term leases should include uses that:

- » Do not interfere with site preparation or infrastructure development;
- » Do not pose noise, odor, traffic , visual or other impacts to existing or future activities on the property;
- » Create a revenue stream that can support redevelopment;
- » Require minimal up-front public or private sector investment; and
- » Do not create safety or security concerns.



From the private collection of Walter Wagner



Historic image of base

“...we need to be as bold as the pioneers before us. We need to think in terms of what we can make of this place, what can this place be to fit our times.”

- Don Raines Jr

» Hensley Field’s Heritage

Inherent within Hensley Field is a certain “spirit of place.” It’s hard to put one’s finger on exactly what that means in this context but being on the site and speaking with those that have lived, worked, and experienced this environment, one realizes that the “pioneering spirit of the west” is really the best way to describe it. The relationship of the lore of the American Southwest and the strength of the Air Force and military presence is combined to create a unique quality of emotion and bravado present in no other place.

4.4 FINANCIAL FEASIBILITY

Like most redevelopment initiatives of this scale, Hensley Field will require public financing to support the significant costs of transforming the site for urban uses.

A planning level financial analysis was prepared to gauge the feasibility of the development and potential need for supplemental funding sources. The analysis compares the estimated development revenues, from sales of finished lots and building sites, to the total development costs and costs by phase. The infrastructure and lot/site development costs total approximately \$350 million including materials, labor, and “soft costs” (design, engineering, permitting). An additional 10 percent was added to this to account for other soft costs to the developer such as legal, marketing, additional design and engineering, and general contingencies to total \$390 million. Roughly half the costs are for roads and utilities. Phase I has the highest site preparation costs at \$22.7 million; these costs are needed to demolish and recycle the runway and buildings that will not be reused and to prepare the site for infrastructure and development. A more detailed breakdown of the [costs by phase](#) and [street section costs](#) are provided at their respective links.

The revenue potential from land sales were based on market value estimates for the vertical components including homes, mixed use buildings, and commercial buildings. This analysis assumes that the Master Developer would sell finished lots and development sites as reflected in the costs. The value of fee simple residential lots is estimated to range from \$36,000 per lot for the smallest homes to \$80,000 for the largest single family detached homes (20 percent of home value). Medium density mixed-use sites are valued at \$25,000 per unit and high density sites at \$35,000 per unit. Sites for other non-residential land uses are valued at about \$10.00 to \$20.00 per square foot of land. More detail on the financial calculations is provided in this [link](#).

The Master Plan is estimated to generate \$352.6 million in revenue over 20 years in nominal dollars (no inflation or present value adjustments). The residential components of the plan are projected to generate 74 percent of the land value. These projected revenues are likely to be lower if there are discounted lot or land sales for affordable housing, or if incentives are provided to anchor tenants.

The land sale revenues are compared to the development costs to gauge the feasibility of the Master Plan. Over 20 years, there is a feasibility gap in nominal dollars of \$37.3 million, meaning that the costs are greater than the development revenues. This figure does not account for the “time value of money” (a dollar today is worth more

	Phase I Years 0-5	Phase II Years 6-10	Phase III Years 11-20	Total Master Plan
Costs				
Site Preparation	\$22,694,980	\$8,700,010	\$5,189,690	\$36,584,680
Offsite Infrastructure	880,000	\$20,394,000	3,135,000	24,409,000
Site Bridges	0	1,870,000	4,026,000	5,896,000
Roadways / Utilities	47,389,650	81,768,775	59,386,938	188,545,363
Open Space	17,724,850	28,009,300	9,527,540	55,261,690
Emergency Services	8,250,000	0	0	8,250,000
Hanger / Building Stabilization	2,750,000	0	0	2,750,000
Sustainable Forward	9,785,600	11,875,050	7,518,500	29,179,150
Additional Contingencies and Soft Costs (10%) [1]	12,163,898	16,957,459	9,864,852	38,986,209
Total	\$121,638,978	\$169,574,594	\$98,648,519	\$389,862,092
Revenues				
Residential	\$43,843,000	\$79,679,600	\$136,610,000	\$260,132,600
Non-residential	30,842,250	38,153,550	23,460,900	92,456,700
Total	\$74,685,250	\$117,833,150	\$160,070,900	\$352,589,300
Revenues Minus Costs	-\$46,953,728	-\$51,741,444	\$61,422,381	-\$37,272,792
Net Present Value over 20 Years at 15.0%				-\$78,454,316

[1] Additional and unanticipated costs such as marketing, legal, and unforeseen costs.

than a dollar in the future). Additionally, Phases 1 and 2 show a total deficit of \$98.7 million; the net cash flow does not turn positive until Phase 3 (11-20 years).

A net present value (NPV) calculation is used to estimate the value of the project revenues (compared to costs) over the 20-year development and to account for the time value of money and the risk incurred by the developer. A large and lengthy development like this would require at least a 15 percent rate of return to the developer. The NPV of the Master Plan is estimated at -\$78.4 million (approximately \$80.0 million). This means that to generate a 15 percent rate of return, the project would need an additional \$80.0 million at a minimum in incentives or other funding sources.

Revenues vs. Costs and Financing Gap

Source: Economic and Planning Systems

4.5 FINANCING AND INCENTIVE TOOLS

The creation of a Tax Increment Reinvestment Zone (TIRZ), among other public financing tools, will augment private capital to realize the vision of Hensley Field.

The feasibility gap of approximately \$80 million will need to be addressed from a variety of funding sources and financing strategies. The City should pursue infrastructure grants for water and sewer projects, as well as green infrastructure. The Sustainable Forward (green infrastructure) components of the Master Plan have an estimated cost of \$29.2 million and may be a good candidate for funding from the American Rescue Plan Act (ARPA). The project is also located in a distressed census tract and in a designated Opportunity Zone with eligibility for the Community Development Block Grant (CDBG) investments and for New Market Tax Credits for commercial projects including providing an incentive for early development of a grocery store.

TAX INCREMENT FINANCING (TIF)

The Master Plan recommends that the City utilize tax increment financing (TIF) to help finance infrastructure costs and other public benefits. TIF can be enabled through implementation of a Tax Increment Reinvestment Zone (TIRZ). A TIRZ can be formed to promote development or redevelopment when it is determined that such development would not occur through private investment alone in the foreseeable future. The TIF funds generated in a TIRZ can be used to assist developers and investors with extraordinary costs related to redevelopment. The creation of new districts is considered based on set criteria and requires the approval of Dallas City Council. TIRZs allow for the use of property tax increment from taxing units within the zone that have agreed to participate in the TIF.

The TIF projections show the tax increment potential assuming that the City of Dallas would contribute 75 to 90 percent of its property tax and that the County would contribute 55 to 75 percent of its property tax revenue. Combined, these two property taxes would generate approximately \$198 to \$243 million in TIF over 20 years. TIF revenues are often used to fund bonds or other debt so that a large lump sum of money can be received earlier in the project. Planning level calculations show an estimated \$100 to \$123 million in bond financing capacity over 20 years.

A specific TIF opportunity that should be explored would be to form Hensley Field as a new subdistrict of the Cypress Waters TIF District. Both projects are similar lake-oriented Master Plan redevelopments; however Cypress Waters is in more affluent north Dallas and is expected to generate surplus TIF revenues that could be applied to Hensley Field. These funds could be monetized /pledged to a TIF revenue bond to pay for up-front infrastructure costs, or alternatively put in a fund to subsidize affordable housing investments.

Other potential funding sources the Master Developer could pursue include special districts for cost sharing of infrastructure costs such as state-enabled municipal management districts (MMDs) or city enabled public improvement districts (PIDs).

An additional funding alternative would be to include Hensley Field as a project in the City’s next general obligation (GO) Bond Program as an important economic and housing development priority.

Tax Increment Financing Revenue Projections

Source: Economic and Planning Systems

Description		Inputs		Totals
Tax Increment Scenario 1		Tax Rate	Contribution	Tax Increment Rate
Dallas County		0.228	55%	0.125
City of Dallas		0.773	75%	0.580
Grand Prairie School District		0.665	0%	0
Dallas County Community College		0.124	0%	0
Parkland Hospital		0.255	0%	0
Total		2.045		0.705
Present Value over 20 Years		5.00%		finance (discount) rate
Tax Increment Scenario 2		Tax Rate	Contribution	Tax Increment Rate
Dallas County		0.228	75%	0.171
City of Dallas		0.773	90%	0.696
Grand Prairie School District		0.665	0%	0
Dallas County Community College		0.124	0%	0
Parkland Hospital		0.255	0%	0
Total		2.045		0.867
Net Present Value over 20 Years		5.00%	Finance (discount) rate	

4.6 GOVERNANCE

A Public Private Partnership (P3) between the City of Dallas and a qualified Master Developer is the recommended approach for the redevelopment of Hensley Field.

Development of the Hensley Field Master Plan is recommended to be undertaken by a private development entity with experience implementing other large-scale redevelopments across the country. The private sector Master Developer would partner with the City under the terms of a negotiated master development agreement, and be responsible for: securing private investment capital and working with the City to craft a public/private financing structure; executing horizontal development elements of the Master Plan such as redevelopment and demolition of undesired or outmoded facilities and installation of roads, utilities, and other infrastructure needed to support vertical development; and making market-based decisions on the timing and phasing of development. The Master Developer would also be responsible for managing the development and sale of real estate for vertical development. This would include construction of residential and commercial uses, either by building the planned development itself and/or by contracting with other developers and builders.

The Master Developer should be selected through a competitive development solicitation process starting with a response to an RFQ and/or RFP. Key selection criteria should include: their experience in implementing complex public private partnership (P3) projects of this scale; their financial ability to capitalize the project; and their direct experience and commitment to the implementation of the affordable housing program. After selection, the City would enter into an Exclusive Negotiating Agreement (ENA) to establish the business terms of the property disposition, including financing, performance milestones and other terms of a master development agreement. This solicitation, selection and negotiation process, as well as ongoing oversight of

the implementation of the project, should be managed directly by the City's Office of Economic Development, or by a separate non-profit development entity.

It is anticipated that the City would engage in a public private partnership (P3) with the Master Developer to implement the available funding and financing tools to address the identified Master Plan funding gap including TIF, as well as to pursue available grants and loans.

The Master Plan includes a 90-acre site at the entry to the site to be marketed as an initial development opportunity to institutional or corporate users to locate an anchor use that can help overcome the existing Hensley Field area's industrial setting and catalyze the larger project to become a competitive location for higher value employment uses. This anchor site could potentially be marketed separately from the larger Master Planned community to allow the City to utilize its economic development resources for a targeted marketing strategy.

The City should establish a dedicated multi-departmental staff team to support the Office of Economic Development in the ongoing redevelopment of Hensley Field, including representatives from:

- Planning and Urban Design, Development Services and the Public Works Department's Real Estate Division to expedite development review and land transactions;
- Housing and Neighborhood Services for oversight of the affordable housing program; and
- Office of Environmental Quality to coordinate site clean-up with development and to monitor LEED Cities and Communities certification.

Proposed Developer Selection Process



SIMILAR PUBLIC-PRIVATE PARTNERSHIPS



MUELLER
Austin, Texas

A 711 acre mixed-use redevelopment of the Robert Mueller Municipal Airport, the development is a partnership between the City of Austin and a Master Developer.



CENTRAL PARK
Denver, Colorado

Central Park (formerly known as Stapleton) is a 4,700 acre development partnership between the City of Denver and a Master Developer that transformed the former Stapleton International Airport into a mixed-use community.



MISSION BAY
San Francisco, California

Mission Bay is a railyard redevelopment effort led by the real estate division of the Southern Pacific Transportation Company, and has resulted in a new mixed-use district adjacent to Downtown San Francisco.

4.7 ZONING AND ENTITLEMENTS

Hensley Field’s regulatory framework needs to be structured to provide appropriate levels of certainty as well as flexibility, recognizing that project build-out will occur over a 20-year time frame or longer. A two-tiered entitlement framework is recommended:

Re-Zoning: Because of the extraordinary size of the site, its unique conditions and the expected duration of the build-out, it is important that the zoning for Hensley Field provide both flexibility and certainty – flexibility to allow for the plan to respond to market opportunities as they arise and certainty to ensure that the fundamental tenets of the plan are achieved. The zoning should recognize the distinct neighborhoods and districts described in the Master Plan (see Chapter 3.4), each with their own list of permitted and conditional land uses and development regulations related to height, building placement, impervious cover, etc. The zoning should incorporate a Thoroughfare Plan that corresponds with the general alignment and dimension of streets described in Chapter 3.3 of this Master Plan. The precise zoning should build on the Master Plan and be established during the negotiation of the Master Development Agreement (MDA) between the City and selected Master Developer and adopted by the City in tandem with the execution of the MDA.

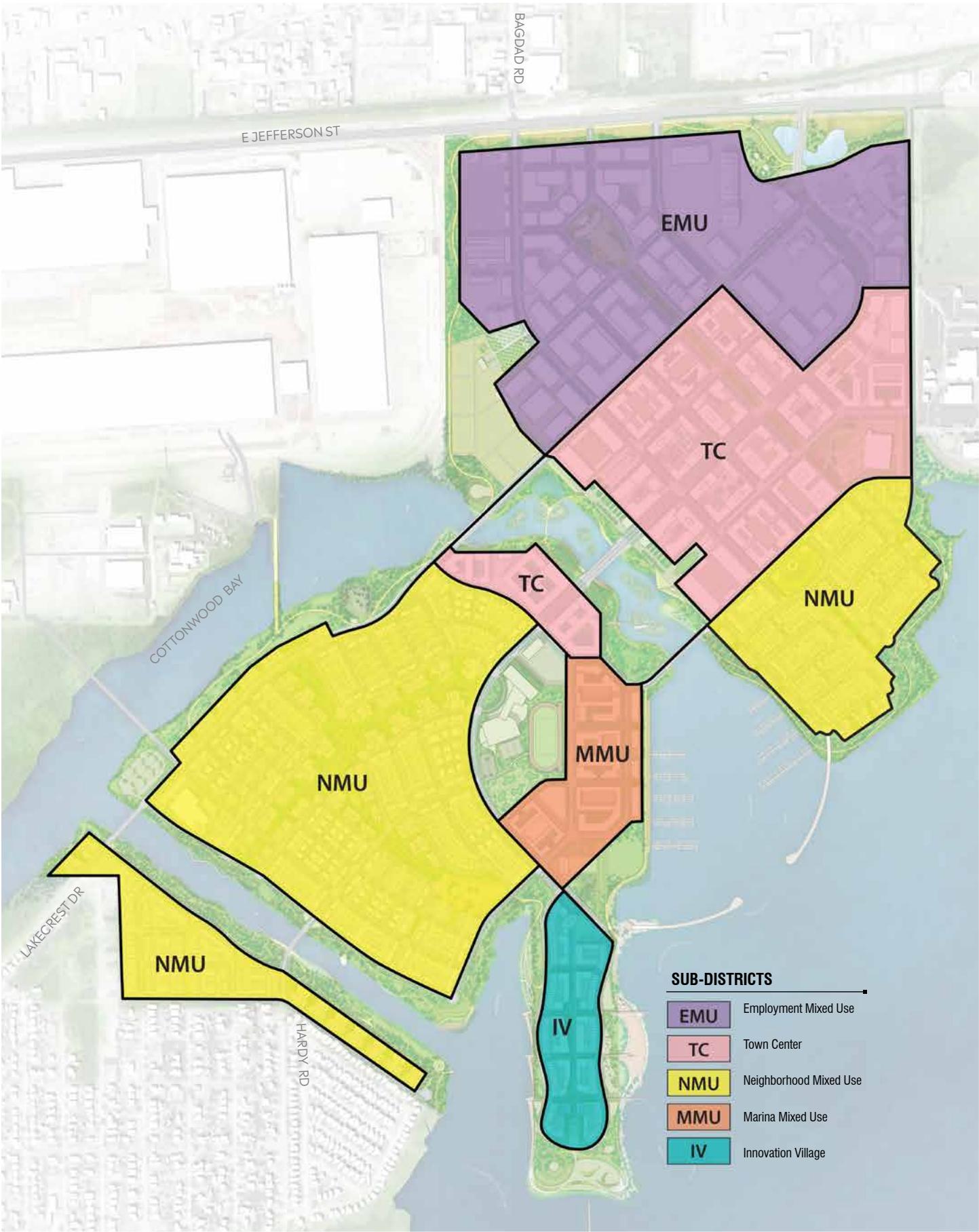
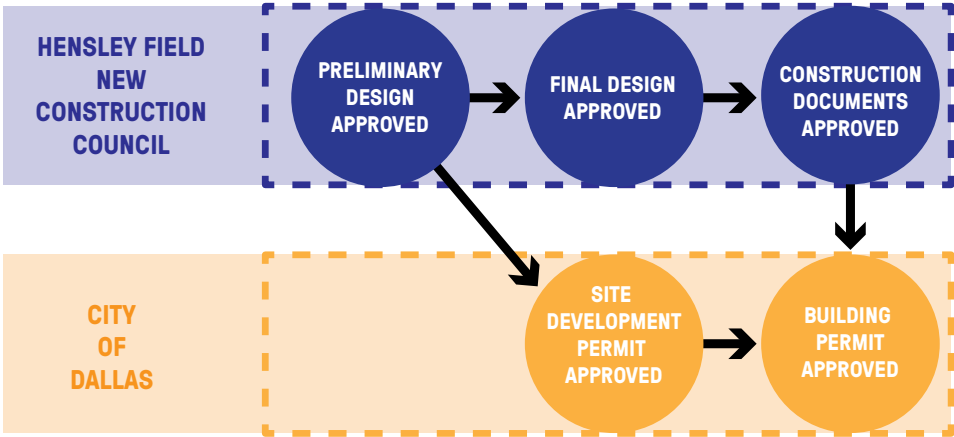
Design Standards and Guidelines: Also developed as an integral part of the MDA should be a detailed framework of design standards and guidelines that further describe the desired form and treatment of individual buildings and open spaces within each of Hensley Field’s sub-districts and neighborhoods. These standards and guidelines will expand on the zoning provisions to include a variety of more specific regulations including (but not limited to): building shape and orientation, building performance, resiliency and sustainability features, ground level uses and façade treatments, setbacks and encroachments, parking locations and treatments, streetscape and landscape, signage, etc. They will be documented within a Hensley Field Design Book which will be adopted as an appendix to the MDA. It is recommended that the City’s Urban Design Peer Review Panel (UDPRP) play an oversight role in reviewing the standards and guidelines of the Design Book prior to their adoption.

Recommended Approval Processes: Individual building projects that occur within Hensley Field will be subject to City of Dallas’ Site Plan and Building Permit approval processes. A coordinated design review process is recommended to occur in tandem with the City’s approval processes, administered by a joint Design Review Board or New Construction Council (NCC) comprised of City of Dallas and Master Developer representatives. The role of the NCC will be to ensure that projects are complying with the standards and guidelines of the Design Book. The precise structure and by-laws for the NCC should be determined as part of the MDA process. A three-stage design review process is recommended including:

- Preliminary Design to seek approval for the general organization and treatment of a project, including building massing, fenestration, ground level uses and treatments, parking, etc.;
- Final Design to ensure that conditions established in the Preliminary Design review have been incorporated and to seek approval on building materials details, colors, site landscaping, etc.; and
- Construction Document Review to ensure that the design conditions established in the two previous stages have been incorporated into the final package of construction documents.

To ensure coordination between the City and NCC review processes, it is recommended that City of Dallas Site Plan approval be made contingent on NCC Preliminary Design approval, and issuance of a Building Permit to NCC approval of Construction Documents. In this way, the City will be given a level of confidence that the design intent of the Master Plan is being carried forward.

Hensley Field’s Two-Tiered Review Process



Potential Zoning Sub-Districts

4.8 NEXT STEPS

The draft Hensley Field Master Plan has involved a 24-month dialogue between stakeholders, policymakers, City staff and partner agencies and is an important milestone in the realization of the community’s vision for this strategic site in Southern Dallas.

Rather than an end point, the Plan is a first step in the implementation process. The success of this endeavor will depend on the continued participation of the public as the City proceeds to choose a private-sector developer partner and as the project evolves over time.

While aspects and details of the Plan will surely change and be refined in response to changing conditions and unknown opportunities, the fundamental principles, goals and recommendations developed during this planning process will serve as the guideposts for the realization of Hensley Field. Please stay involved as the project proceeds by visiting hensleyfield.com, where you can keep up with the progress of the project and take advantage of additional opportunities to participate.

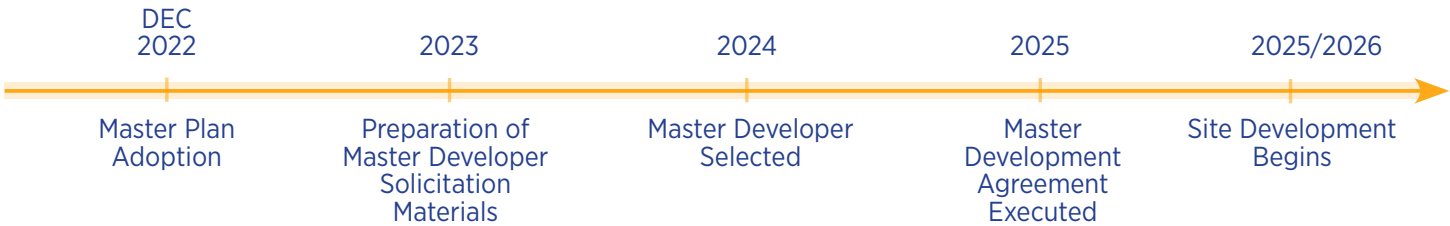
Upcoming Master Plan Milestones

- November 2022:
- » City Plan Commission Public Hearing
 - » Environmental and Economic Development Committee Briefings
 - » City Council Bus Tour of Hensley Field
- December 2022:
- » City Council Voting Agenda

- Following adoption of the Master Plan by the Dallas City Council, next steps will focus on project implementation, including:
- » Solicitation and Selection of a Master Developer Partner
 - » Negotiation of a Master Development Agreement between the City and the selected Master Developer
 - » Preparation of Zoning amendments and Design Standards and Guidelines

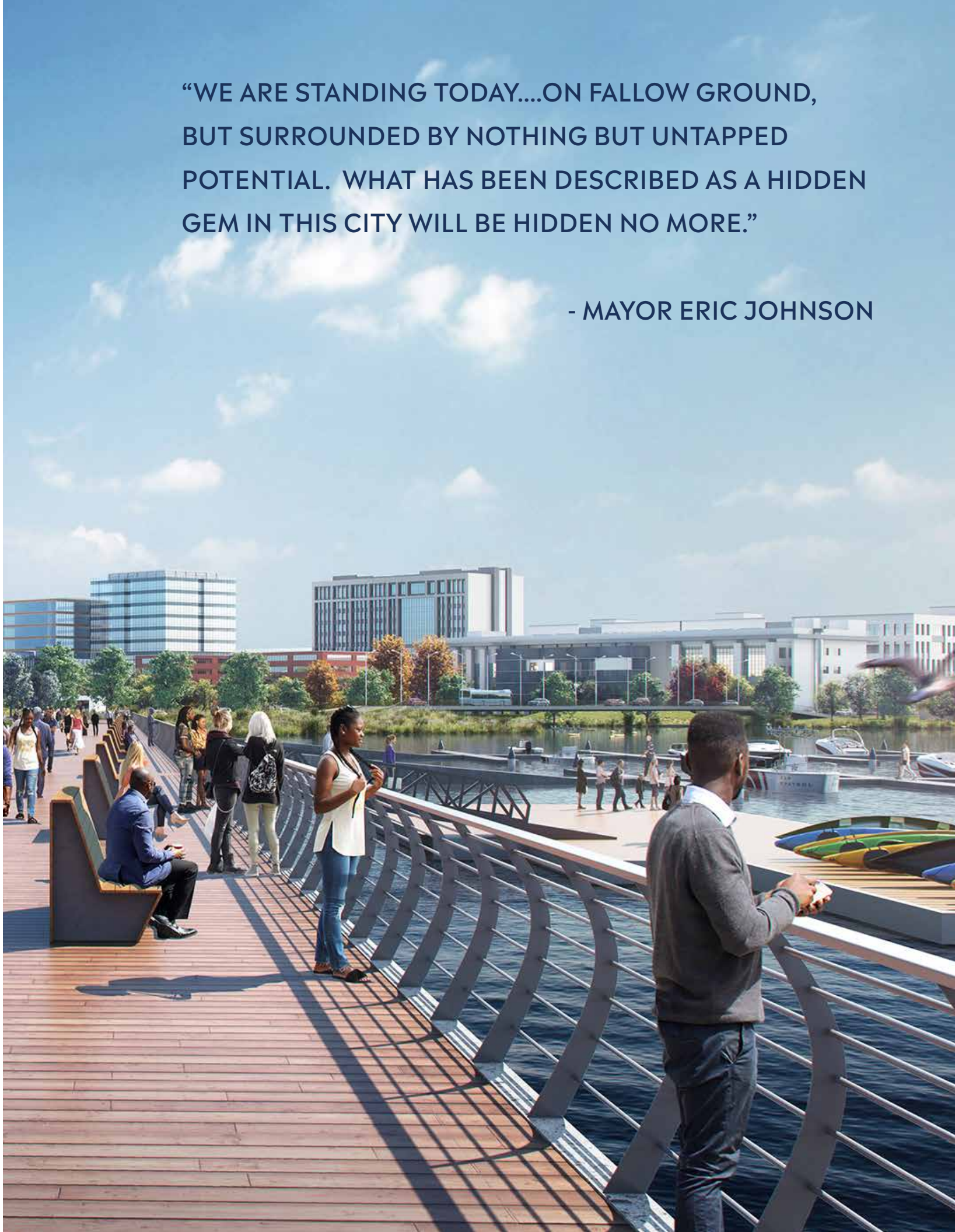
Possible Post-Master Plan Milestones

**Hypothetical timeline, fastest scenario*



“WE ARE STANDING TODAY....ON FALLOW GROUND, BUT SURROUNDED BY NOTHING BUT UNTAPPED POTENTIAL. WHAT HAS BEEN DESCRIBED AS A HIDDEN GEM IN THIS CITY WILL BE HIDDEN NO MORE.”

- MAYOR ERIC JOHNSON





OCTOBER, 2022