

An Exploratory Case Study:  
Analyzing Planning Approaches in Economic Development through the Institutional Analysis and  
Development Framework

By

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“I can do all things through Christ who strengthens me.” Philippians 4:13

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## Abstract:

This exploratory case study examines planning and economic development through the Institutional Analysis and Development (IAD) framework in the New Institutional Economic Theory. Two selected case studies highlight economic development orchestrated under two planning approaches, Transactive Planning and Market Oriented Planning. A case study of the Bishop Arts District urban revitalization in Dallas, Texas and the Bexar Street Retail Development Project in Dallas, Texas provides an exploratory analysis of the specified planning methods. This study moves away from previous forms of analysis of economic development planning, highlighting the New Institutional Economic theory through the Institutional Analysis and Development framework as a comprehensive manner of planning identification and economic development analysis.

# 1. Introduction

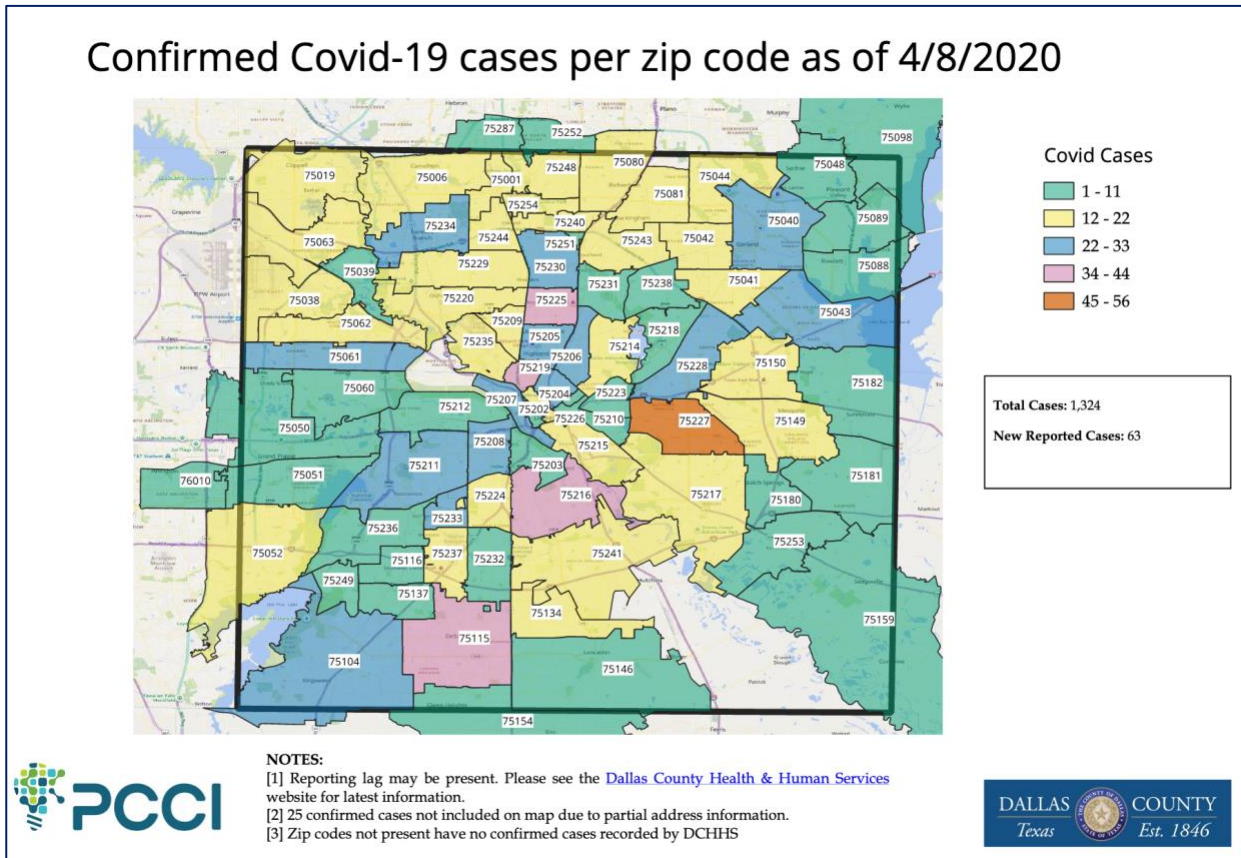
## 1.1 COVID-19 Impact

In late 2019, estimated to be early December, the first cases of a novel coronavirus (COVID-19) was identified in Wuhan, China (cdc.gov). The Republic of China quarantined in the attempt to stave further spread. Nonetheless, the virus quickly became a pandemic outbreak affecting the world. By January 20, 2020, the first reported case appeared in the United States in Washington State when a male in his 30s developed symptoms (Taylor 2020). The outbreak quickly reached Texas, with the first reported case identified February 12, 2020 (New York Times 2020). As last updated on April 9, 2020 by the Texas Health and Human Services, the state of Texas currently has 10, 230 cases reported. Dallas County is the 2<sup>nd</sup> highest county, after Harris County, reporting 1,324 cases (Texas Health and Human Services).

On March 12, 2020, the Dallas County Judge Clay Jenkins issued a local declaration of disaster (dallascounty.org). Shortly after, that same day, the City of Dallas followed suit with Mayor Eric Johnson declaring a state of disaster for the City of Dallas (dallascityhall.com). This set-in place the provisions for local authorities to prepare for the oncoming COVID-19 pandemic. Community spread of the virus became evident in Dallas county and on March 29, 2020, Judge Jenkins issued an Order to Shelter in Place. The City of Dallas followed suit the next day, May 30, and Mayor Johnson adopted the County order by emergency ordinance.

The declaration of disaster and shelter in place orders have been set in place to attempt to combat the COVID-19 virus. It has led to a new normal, with many people working from home and many not working at all. Social gatherings and in-person interactions have come to a complete halt.

The two locations of this research analysis, Bishop Arts and Bexar Street are locations with infected persons identified. As noted in the map below, the Bishop Arts area in zip code 75208 has between 22 to 33 confirmed cases. Bexar Street in zip code 75215 has between 12 to 22 confirmed cases. The estimates of the virus peaking in North Texas were expected in late April to early May. Therefore, projected cases only increased from the numbers identified on April 9, 2020.



This is all specified to highlight the complete impossibility of completing certain forms of research. In my specific case, in-person interviews were to be utilized as the primary methodology of research. However, with the shelter in place order from both the County and City of Dallas, it was impossible to complete in-person interviews. This was not only due to legal prohibition, but also due to the possible health implications of COVID-19 spread.

As a way to continue in the completion of my PhD dissertation, I utilized the resources available to me. The financial landscape of the communities to be analyzed are at poverty level, with



many community members not having access to technology and therefore limiting the possibility of virtual or video interviews. I attempted to reach out to community members through social media platforms for phone interviews, if video interviews were not readily available.

Given the circumstances and strain of COVID-19, another hurdle included finding community members willing to interview. The harsh reality of COVID-19 has led to economic collapse, with unemployment filings as of April 9, 2020 over 6.6 million (Department of Labor). Populations in poverty-stricken areas are the hardest hit and focused on trying to survive the COVID-19 pandemic. Due to this reality, community members may not be readily willing to interview. In such a case, I switched gears for best analysis of understanding the economic strategies and planning in Bishop Arts and Bexar Street. This primarily relied on analysis of readily available resources, such as the “Bonton + Ideal: A Dallas Neighborhood Stories Film” by buildingcommunityWORKSHOP for Bexar Street and the Bishop Arts District neighborhood website at <http://www.bishopartsdistrict.com>.

As COVID-19 grips the nation and the world, we do not live in fear, but rather attempt to push through our new normal. As a PhD student, this was done in the form of adapting to research changes and pushing for a strong dissertation finish in 2020.

## 1.2 Dissertation Itemization

Often economic development is an approach by which economic revitalization is assumed to be advanced. However, the focus of merely adding an economic “catalyst” in the form of a business or the sort is not the only factor utilized to progress economic development. The purpose of the given study is to expand the scope of economic development beyond traditional elements, taking the New Institutional Economics theory into consideration. Through the New Institutional Economics scope, differing development factors such as institutions and organizations are further examined through a qualitative methods approach. The proposed Institutional Analysis and Development (IAD) framework

provided a frame of policy analysis in planning approaches selected. The primary focus areas of economic development included two case studies in the Bishop Arts District and Bexar Street in Dallas, Texas. These particular areas have rapidly become the examples of economic revitalization efforts for the City of Dallas.

In the literature review chapter, written works further clarify concepts within the New Institutional Economics theory and the Institutional Analysis and Development (IAD) framework. In the New Institutional Economics Theory literature review, stipulated concepts include a background to the theory's origins and the additional breakdown of definitions including institutions and organizations. In addition, literature review regarding economic development further expands into the classification of development efforts, taking community engagement into account as a key element. All the proposed concepts are instrumental to the case study analysis of the Bishop Arts District and Bexar Street in the efforts towards economic development and urban revitalization success.

The primary research questions of the proposed dissertation centers on:

Taking policy, institutions, and organizations into consideration, how does the Institutional Analysis and Development (IAD) framework provide an exploratory analysis of the market oriented and transactive planning approaches of economic development?

How does the Institutional Analysis and Development (IAD) framework reveal the dynamics of planning approaches of economic development, the respective applications of these planning theories, and the consequential outcomes of planning?

The Institutional Analysis and Development (IAD) provides a framework by which planning approaches of economic development efforts can be methodically analyzed.

## 2. Literature Review

### 2.1 Economic Development

The goal of revitalizing neighborhoods, or areas more broadly identified, is often inextricably linked to the economic development of the identified geographical area. Economic development, recognized as increases in income or employment, generates revitalization as income and employment increase.

The processes of economic development, and de facto revitalization, have evolved over time. Joan Fitzgerald and Nancy G. Leigh (2002), identify five broad periods of approaches to economic development. Beginning in the 1930s, experts sought to attract industries with measures intended to reduce production costs. This was achieved utilizing initiatives such as tax abatements, land assembly and write-down, and public infrastructure. This period of economic development began the concept of corporate welfare, where public funds were utilized as direct incentives to entice the private sector. (Fitzgerald et al., 2002 p. 10-11) During the 1960s, critiques of economic development practices emerged from activists and scholarly critics. Although industrial focus still dominated planning, lack of urban development led to questioning of the practice. The focus shifted to who would pay and who would benefit from economic development initiatives. This led to the development of advocacy planning. (Fitzgerald et al., 2002 p. 11-14) Beginning in the 1970s and into the 1980s, economic development highlighted efforts by state and city economic development. Efforts focused on encouraging export markets for locally produced goods, as well as labor market and research and development (R&D) enticements. This emphasis on redistribution of wealth through planning led to the emergence of equity planning. (Fitzgerald et al., 2002 p. 14-17) Additionally in the 1980s, environmental sustainability became a concern of critics and some practitioners. The application of economic growth became tied to the importance of environmental

protection. Planners looked to develop economically without destroying the ecosystem. (Fitzgerald et al., 2002 p. 17-21) Today, there is a renewed concern regarding economic development practices. Concerns center on issues of urban sprawl, interest in regional strategies, and the magnification of market-driven solutions. The concepts of concern have led to apprehension regarding the decline of inner cities and the environment. As a result, economic development planners have taken steps to rectify and prevent such issues from reoccurring in future economic development initiatives.

(Fitzgerald et al., 2002 p. 21-26)

As the concept of economic development has evolved, the definition has been extended beyond that of income or job growth. To some, economic development is not only concerned with the economic means of a given metropolitan region, but also with rectifying income inequality and socially stabilizing a region. Fitzgerald and Leigh (2002) highlight economic development as the “raising of standards of living and improving the quality of life through a process that specifically lessens the inequalities in metropolitan development and the metropolitan population’s standard of living” (p. 27).

Additionally, the U.S. Economic Development Administration recognizes that economic development “requires effective, collaborative institutions focused on advancing mutual gain for the public and the private sector” ([www.eda.gov](http://www.eda.gov)). Therefore, the main emphasis of economic development is to connect professional or technical planners to the persons they are servicing, or the clients. The U.S. Economic Development Administration further defines economic development as a function creating “economic growth and improved quality of life” through an integrated approach of individual and industry input towards beneficial innovation and production for all involved ([www.eda.gov](http://www.eda.gov)). The focus of economic development therefore is not solely based on the communication of planning, but also the maximization of economic potential in a location.

The shift of economic development and its priorities is noted by the American Economic Development Council (AEDC), who in 1998 defined economic development as, “The process of creating wealth through the mobilization of human, financial, capital, physical and natural resources to generate marketable goods and services” (p. 18). Today the AEDC (2016) website defines economic development as, “as a program, group of policies, or activity that seeks to improve the economic well-being and quality of life for a community, by creating and/or retaining jobs that facilitate growth and provide a stable tax base”. Although the focus of economic development still remains immersed in the concept of income and employment growth, the overall purpose of such a goal has shifted to include public engagement within economic development efficiency.

As the evolution of economic development continued, Fitzgerald and Leigh (2002) developed ‘macro principles’ as a framework of incorporating equitable sustainability to the concept. The three principles include economic development increasing standards of living, reducing inequality, and the promotion and encouragement of sustainable resource use and production. (p. 28-31) These macro principles tie into the purpose of economic development, to ultimately “lessen inequalities” (Fitzgerald and Leigh 2002, p. 190). In addition to the principles specified, as cities and municipalities apply varying planning approaches the methodology of economic development must go beyond fiscal viability and take the features of a location into consideration. To justify the execution of projects and programs that improve select areas, local governments often use the identification of societal variables as a tool to reach certain goals.

Therefore, with the transitions specified, institutional and organizational influence now play a key role in the progress towards achieving economic development success. In the analysis of economic development, the New Institutional Economic theory and the Institutional Analysis and Development (IAD) framework, take these variables into consideration. The New Institutional

Economics theory provides the concept of differing social elements recognized and utilized in the formation of functional economic development efforts attempting to rectify the purported issues of a location. The IAD Framework allots a mode of analysis into the institutional variables that directly affect policy and planning approaches in economic development. The distinctions found in New Institutional Economics demonstrate the effects of cities shaping the daily function of an urban location. This is combined with the utility of transactive planning where social inclusion becomes a viable reality in economic development.

It is the transition from traditional economics towards new institutional economics and planning, that it is possible to successfully integrate economic development with institutional context. Through an interactive process, knowledge of a location is not an objective concept to understand, but an institutionally constituted or situated reality.

### 2.1.1 Economic Development, Community Economic Development, & Community Development

Economic development is often the approach taken to address urban decline and revitalization efforts in cities. Fitzgerald and Leigh (2002) highlight economic development as the “raising of standards of living and improving the quality of life through a process that specifically lessens the inequalities in metropolitan development and the metropolitan population’s standard of living” (p. 27). This definition focuses on the improvements of standards of living in a social setting. However, economic development hasn’t always taken this approach to addressing urban decline.

As the process of economic development has evolved, so have the concepts and approaches on development. Joan Fitzgerald and Nancy G. Leigh (2002), identified five broad periods of approaches to economic development beginning in the 1930s through to the present. The transition of economic development within this time period transitioned in various manners. These transitions

include private sector incentivization to environmental sustainability to smart growth and prevention of urban decline. As the transitions occurred, the focus of planners shifted to accommodate the concerns of the day and economic decline.

Community economic development also addresses declining economic standards. However, Boothroyd & Davis (1993) note the objective of community economic development is “to take some measure of control of the local economy back from the market and the state” (pg. 230). Therefore, this approach differs from traditional economic development in that it looks to increase economic viability and resource issues with community input more than government or market integration. In this approach, community economic development specifies three approaches including growth promotion, structural change, and communalization. (Boothroyd et al., 1993, p. 230)

In the growth promotion approach, economic growth has shifted from traditional strategies to modern strategies. In traditional growth strategies, the focus looked to attracting industries and employers to encourage development. However, in the modern strategy the use of comprehensive planning is key. Therefore, the focus of development looks to not only attract outside investment, but also promote existing and entrepreneurial establishments for development. (Boothroyd et al., 1993, p. 231-232) In the structural change approach, community economic development recognized all growth is not good growth. Previous growth structures supported mainstream businesses with little community input seen as necessary for economic viability, along with government intervention when bail-outs became necessary. However, a structural change occurred after fiscal strains and crises in the 1970s and 1980s when government funds were depleted. By this time community input and planned growth became the new structure of development promoting stability, rather than sole dependence on markets and government intervention to promote growth. (Boothroyd et al., 1993, p. 233-234) In the communalization approach, the focus moves beyond fiscal growth to include

community strengthening. In this approach, social quality is tiered along with economic activity to ensure equity as a part of growth. The goal is then to allot not only a distribution of economic wealth but also social means as a mode towards truly successful development. (Boothroyd et al., 1993, p. 235-236)

Lastly, community development is a term often used interchangeably with economic development and community economic development. Nonetheless, the difference between the three terms is apparent in the foundational concept for each term.

Although Cochrane (1969) recognizes “Community development used to be thought of as self-help,” the concept and definition has evolved (pg. 6). The concept of community involvement beyond government intervention became accepted as a form a development. Rubin & Rubin (1986) identify community development as “involving local empowerment through organized groups of people acting collectively to control decisions, projects, programs, and policies that affect them as a community” (pg. 6). Therefore, collective action allows for community mobilization to spark change leading to community development. However, economic development is different in that efforts do not require community participation and mobilization to succeed.

As noted by Niederfrank and Cole (1959), community development, “has roots in the economists’ image of developing community resources and capital and in the social workers’ view of organizing the various charitable organizations to work toward common goals” (pg. 304). This therefore highlights how community development expands beyond economic development to include social, cultural, and even environmental aspects with community input.

While community development is founded in social mobilization, the effects of economics are still an integral part of community development leading to socio-economic changes when initiated. However, although community development is easily initiated, Lotz (1971) recognizes “The basic



problem... [as] directing and controlling it” (pg. 316). The complexity of social inclusiveness leads to a lack of decisiveness and control as changes begin to evolve in community development. Communities sustained by a common goal and communication can combat this issue leading towards progress.

As development to address decline evolves, differences arise in development approaches. The primary differentiation between economic development and community economic development is the focus of who partakes and how aid occurs in combatting decline. In economic development, the approach often looks to market tools and government integration. In community economic development, the approach looks to community commitment as foundational for development. Finally, the primary difference establishing economic development from community development is the inclusivity of community input as a location evolves.

### 2.1.2 Economic Development Strategies

As urban centers have evolved throughout time, so have the strategies to remedy urban issues. One of the biggest issues is urban decline. Efforts to remedy the issue have developed various economic development strategies; including urban revitalization, urban renewal, redevelopment, and urban regeneration. Although each strategy appears synonymous, each utilizes different methods to resolve urban decline.

When examining urban revitalization as an economic development strategy, the methods of the strategy used to combat urban decline are distinct. Revitalization as specified by Cowan (2005), “refer[s] to ways of bringing a place to life (such as finding new uses for old buildings or promoting cultural activities) that do not involve significant rebuilding” (pg. 329). This definition details how revitalization is founded in repurposing current amenities of an urban center to economically and

socially renovate the location. Therefore, a dilapidated factory building may be repurposed for lofts or a decades old cultural celebration can be repurposed as the focal point of a declining neighborhood. As noted by Holcomb & Beauregard (1981), urban revitalization came to fruition in the 1970s in the United States. The catalyst of the strategy was found in 1974 with the federal program titled the Community Development Block Grants (CDBG). (pg. 14) The CDBG grant, under the Housing and Community Development Act (HDCA), combined various federal programs into one block grant providing federal funding for community development and property rehabilitation. The federal stimulus led the way towards revitalizing of urban centers to encourage economic growth. Therefore, the focal point of revitalization is the renovation of the central business district and even neighborhood commercial areas with hopes to centralize economic functions back to an urban center. However, as revitalization occurs an emphasis is still placed in historic preservation. As Holcomb & Beauregard (1981) state, "Revitalization efforts in many cities include the preservation and reconstruction of buildings and places which symbolize the city's past" (pg. 55). So, although a focus is emphasized in the renewing of the urban center, there is still a nostalgia that preserves aspects of the urban center of yesteryear. This does not negate urban change due to overall improvements, but recognizes the rehabilitation of an already built environment.

An economic development strategy in close proximity to urban revitalization includes urban renewal, which extends into policy and social improvement of an urban location. As defined by Cowan (2005), urban renewal is the "improvement in the situation of the most disadvantaged places and their communities, including the level and quality of services they receive" (pg. 426). Therefore, urban renewal does not only look to rectify economic or spatial issues of urban decline, but also takes into consideration the urban fabric. While urban revitalization focuses on the central business district and economic rehabilitation, urban renewal widens the scope to include urban policy impacting

broad issues such as urban housing reform and the urban poor. Urban renewal also had a catalyst through federal government interaction in the 1970s. In 1977 the Urban Development Action Grant (UDAG), as an amendment to the HDCA, was passed to provide capital grants to communities. The initiative looked to spark “economic development through expansion of the employment and tax bases (Holcomb & Beauregard, 1981). This approach to economic development looked to invest in the people and their communities in addition to the landscape of urban decline. Investing in the social fabric meant urban renewal looked to bring industries and jobs that would restore the economic means of urban locations. As noted by Gibson & Langstaff (1982), urban renewal maintains its focal point on “the role of the state in a society marked by continuing inequality” (pg. 13). Nonetheless, although the goal of urban renewal postulated itself as a solution to social needs due to urban decline, it in fact perpetuated social issues in the late 1970s. As funds were poured into renewal, slums were cleared and many cases of displacement occurred for the urban poor. (Holcomb & Beauregard, 1981) Although the intentions of government intervention attempted to fix social issues of urban decline, they ultimately played a role in exasperating them.

While urban renewal looked to rectify the social ills of urban decline, redevelopment looks to rebuild the physical setting of decline. Cowan (2005) defines redevelopment as, “The demolition and replacement of the buildings on a site” (pg. 323). Therefore, the focus of redevelopment is to tear down physical decay and rebuild as a method of addressing urban decline. This is normally visible with the removal of dilapidated buildings and houses in the urban center that have fallen into disarray. As recognized by Fong (1985), “As cities grow from maturity to old age they deteriorate physically, and structurally may become obsolete” (pg. 283). In economic development, redevelopment addresses this spatial factor of urban decline in hopes of reviving an urban location’s economic engine. Redevelopment recognizes the point of no return for certain locations of urban

decay and would rather rebuild than attempt to fix what is beyond repair. Fong (1985) further postulates redevelopment as a "...continuous process whereby the older parts of the city are being physically restructured," ultimately a constant strategy changing the landscape to encourage economic development in an urban center. (pg. 283) Due to redevelopment's continuous nature, it can be found utilized throughout other economic strategies when the rehabilitation of a location is not an option. In urban renewal, a point of contention was the use of redevelopment strategies that led to the displacement of the urban poor. Although redevelopment looks to give urban decline a spatial facelift, the cost affects displaced urban poor the most.

As strategies to combat urban decline continued to evolve, urban regeneration became a strategy utilized after urban renewal and redevelopment. As defined by Cowan (2005), urban regeneration is "the holistic process of reversing economic, social and physical decay in areas where it has reached a stage when market forces alone will not suffice" (pg. 425). Therefore, urban regeneration looks to rectify the main issue found in urban renewal and redevelopment by addressing urban decline outside the abilities of the "market force". The attempt to use new businesses or jobs alone do not fix the issue of urban decay and urban regeneration looks to solve this problem. As noted by Home (1982), "city regeneration involves complex social, economic, environmental and political issues," (pg. xi). The comprehensive nature of urban regeneration takes into consideration these various factors of urban decline and attempts to utilize interventions to address these issues. To address urban decay, the regeneration strategy recognizes more must be done beyond policy changes and coalitions must be utilized to tackle the problem. Hence the development of coalitions including government, the private sector, and the voluntary sector all playing a role in urban regeneration. (Home 1982) While each sector has different functions, the utilization they bring is distinct in the attempt to overcome urban decline. The government initiate

policy combatting urban decline and can set aside funds to do so. While the private sector is less inclined to take a roll, government incentives can play a role in enticing the private market to locations of urban decline. Finally, the voluntary sector help remediate urban decline through organizations addressing matters such as social and environmental issues. (Home 1982) Ultimately, urban regeneration attempts to refine the urban structure through comprehensive measures in hopes of battling urban decline.

Although each economic development strategy is distinct in nature, economic growth coalitions play a role in each attempting to address urban decline. Growth coalitions as defined by Rogers et al. (2013), consist of an “association made between business leaders, elected officials, government officers, and other elites in order to promote the pro-business growth of a city...” Therefore, the primary focus of growth coalitions is to engage and stimulate economic development. In creating a network, growth coalitions can then work towards a common interest economically. As noted by Dowding (2011), with growth coalitions “development is undoubtedly in the interests of local businesspeople and developers”. This only further demonstrates the direct influence of community members in growth coalitions as economic development strategies are utilized to overcome urban decline.

In examining the case studies of the Bishop Arts District and the Bexar Street corridor, it is apparent that economic development strategies combined with growth coalitions have been implemented to address urban decline in the City of Dallas. As the strategies have been implemented, a mixture of strategies have been combined to best address each area. Also distinct are the growth coalitions found in each case study.

The Bishop Arts District case study is a direct example of urban revitalization and urban renewal. The urban location was a ghost town after the 1960s well into the 1980s. In 1985, the Jim

Lakes Co. bought several blocks of buildings in the Bishop Arts District (Stone, 2013, p. 1). The property under the Jim Lakes Co. was maintained and buildings repurposed for business use by tenants such as artists and a barbershop. The buildings, although boarded up prior to Jim Lakes Co. acquisition, were still viable for rehabilitation and business use. As businesses began to house themselves in the Bishop Arts District in the 1990s and 2000s, the economic engine of the district was enhanced through urban revitalization. As enhancements occurred through private business, the City of Dallas took note and also utilized urban renewal methods to continue the economic growth of the area. In 1998, the city allocated \$2.6 million for “upgrades that included wider sidewalks, brick pavers, street lights and trees” (Stone, 2013, p. 1). This government contribution added to the efforts against urban decline utilized urban renewal. However, economic growth in Bishop Arts truly commenced with input and inclusion of various growth coalitions in the area. The two initial sectors to unite in the Bishop Arts District consisted of the private and voluntary sectors. The private sector was headed by the Jim Lake Co. and the voluntary sector by the surrounding neighborhood and the artist community located in the District. As time progressed, the City of Dallas took note and became the third sector to unite in the growth coalition playing a role in the area. Although the growth coalition in the District began with a cohesive united front towards economic development, changes have occurred and a clear divide has appeared. Those in favor of preserving Bishop Arts have joined to create the “Save the Bishop Arts District” coalition consisting of original small business owners and community members. (Facebook, 2015) Those in favor of allowing zoning changes to the landscape of the District have created de facto coalition consisting of outside developers and the City of Dallas. As economic development has boomed in the area, displacement has occurred and it has become apparent that all growth is not considered good growth for all. The division of growth coalitions in the area make this apparent.

The Bexar Street case study is a direct example of urban renewal and redevelopment. Urban renewal and redevelopment began with the Bexar Street corridor receiving a Community Development Block Grant in 2002 in the amount of \$714,000 (Dallas Resolution 08-2764). As the 2000s progressed, more funds were allotted to redevelop the area. In that period, dilapidated buildings and empty lots were cleared in the hopes of ushering new economic development. By 2008, the Dallas city council approved a land sale to Hailu Ejigu with the “provision of mixed-use development on the property” (Dallas Resolution 08-2764). The clearing of urban decay and construction initiated by Mr. Ejigu were methods of redevelopment on the Bexar Street corridor. However, urban renewal was illustrated through the government intervention and use of federal and local government funds in hopes of reigniting businesses and jobs on Bexar Street. Along with government intervention, growth coalitions played a key role in the urban renewal and redevelopment efforts of Bexar Street. The initial growth coalition on Bexar Street was dependent on the voluntary sector consisting of the T.R. Hoover Community Development Corporation and the Ideal Neighborhood Association both headed by community member Jacqueline Mixon. (Weflen, 2015) As initiatives in the neighborhood gained traction the City of Dallas joined the growth coalition, providing services such as policing and code enforcement in the area. By the 2000s, the City prepared to invest funds towards the redevelopment of the Bexar Street corridor based off community plans. This is when the private sector became the third entity to join the area’s growth coalition in the form of developers who would lead the way in redevelopment of Bexar Street. However, once redevelopment began community members were excluded from the process and a divide became apparent. Redevelopment moved forward with government and private sectors at the helm and the slight exclusion of the voluntary sector. The division sentiment on redevelopment maintains itself today in Bexar Street.

As urban decline has evolved through the years, so have the economic development strategies addressing this issue. The four specified strategies of urban revitalization, urban renewal, redevelopment, and urban regeneration, are but the beginning of methods to be utilized in the urban center. As urban decay persists in urban centers, the evolution of economic development strategies also maintain their continuous attempt at rectifying decline. While the strategies evolve one constant that remains is the involvement of growth coalitions.

## 2.2 Planning Approaches

Over time, planning has changed from the standpoint of an omniscient planner to modern day public inclusivity. As changes in planning occurred, public engagement and participation became fundamental in the practice.

Nevertheless, the earliest accounts of formal planning had beginnings with no public participation and depended primarily on set blueprints or fixed master plans (Lane 2005, p. 287). Planners had little consideration for the unpredictable future and utilized overt simplification to plan ahead, establishing an omniscient planner to maintain initiatives. However, as Lane (2005) specifies, planning evolved in the 1950s and 1960s toward a tokenistic form of inclusive planning. The emphasis of this planning period zeroed in on a more quantitative method of planning while establishing specifications of goals and targets. Although public participation was added to planning at this time, it was tokenistic due to little public influence in final planning decisions. However, by the late 1960s modern planning evolved to “the social transformation planning tradition, rather than the increasingly jaded social guidance tradition” (Lane 2005, p. 292). In this period of time, various planning approaches emerged with the purpose of overcoming bold criticisms of previous planning



methods. This came to include the pervasive utilization of public participation beyond token means; instead allowing public input to become centralized to planning.

Two planning approaches today that utilize public participation include Transactive Planning and Market Oriented Planning. Although different, both are identifiable as part of modern planning approaches with inclusivity beyond the planner.

### 2.2.1 Transactive Planning

Transactive planning is an approach evolved after the shortcomings of planning were brought to light, with public participation as a tenet of the approach. The approach moves beyond engaging of the public and focuses on efficiency in planning for all involved. The focus of transactive planning as noted by John Friedmann (1973) is to bridge the communications gap (p. 171). Therefore, the main emphasis of transactive planning is to connect professional or technical planners to the persons they are servicing, or the client. The biggest communication issue with planning between the professional and the client is the concept and garnering of knowledge. Professionals tend to have processed knowledge whereas clients tend to have knowledge based on personal experience, thus creating a barrier of communication between the two (Friedmann, 1973, p. 172). Subsequently, the planning approach is specifically defined as “changing knowledge into action through an unbroken sequence of interpersonal relations” (Friedmann, 1973, p. 171). The biggest issues of turning this knowledge into action are the different conceptualizations of knowledge between the two groups. Communication must be elevated to a point where all involved are speaking the same language in terms of planning. This however goes beyond the translation of technical planning terminology to layman’s terms, and in fact focuses on the “restructuring of the basic relationship between planner and client” (Friedmann, 1973, p. 172). Transactive planning provides a consistency to dialogue between the technically

abstract knowledge of planners versus the personal knowledge obtained by clients. Each type of language provides different insight and reflections to the planning at hand, with both parties viewing their positionality as the superior point of view. Ultimately, Friedmann (1973) notes that in order for the communication gap between planners and clients to be breached, there must be a foundation of personal and verbal communication. This allows for a fusion of technical and personal knowledge, leading to dually supported action.

Due to the two acting parties in transactive planning, two levels of communication are noted. The first consists of “person-centered communication” with focus on the “forms of human intercourse” and the second consists of “subject-matter-related communication” emphasizing the “primary relation of dialogue and cannot be understood independently of it” (Friedmann, 1973, p. 178). As dialogue proceeds at these two levels of communication, Friedmann (1973) notes seven specific characteristics between those involved in dialogue including the following:

1. “Dialogue presumes a relationship that is grounded in the authenticity of the person and accepts his ‘otherness’ as a basis for meaningful communication.
2. Dialogue presumes a relation in which thinking, moral judgement, feeling, and empathy are fused in authentic acts of being.
3. Dialogue presumes a relation in which conflict is accepted.
4. Dialogue presumes a relationship of total communication in which gestures and other modes of expression are as vital to meaning as the substance of what is being said.
5. Dialogue presumes a relation of shared interest and commitments.
6. Dialogue presumes a relationship of reciprocity and mutual obligation.
7. Dialogue presumes a relationship that unfolds in real time.”  
(Friedmann, 1973 p. 178 - 181).

The characteristics demonstrate the intimate nature and features of dialogue necessary to create the communication bridge between planners and clients. The focus is to move away from the impersonal, professional method of dialogue and to create a “person-centered relationship”.

Although professionalism and technicality are valued, for the success of transactive planning to truly begin there must be a personal relationship foundation created. As this relationship evolves, there

begins to develop a learning curve where all involved begin to absorb information from one another. This “mutual learning” between planner and client, allows for a combination and evolution of the knowledge brought to the table. This new knowledge, which becomes common to all involved, therefore maintains the transactive process leading all to action due to mutual comprehension.

Friedmann (1973) goes on to note that this process of communication is a bit more complicated than a planner who merely plans and a client who merely buys and carries out said plan. It is with this in mind that the underlying principle is recognized in an attempt to comprehend the complexity of transactive planning, specifically stating, “All things go through their own transformation” (Friedmann, 1973, p. 186). In relation to planning, this concept was used to demonstrate the necessity of a mutual respect by both the planner and client towards basic transformation and the recognition of one’s own limitations in being able to control how events unfold. Proceeding forward, the tenets within this approach are consistently utilized to demonstrate the basic utilities of transactive planning.

Ultimately, the best method to comprehend the relationship between planner and client in transactive planning is to comprehend what each side brings to the table. Planners contribute their expertise, analysis, and new perspectives to the planning propositions. Clients contribute their first-hand experiential knowledge, realistic alternatives, and priorities to planning. As noted by Friedmann (1973), “Transactive planning is a style that humanizes the acquisition and uses of scientific and technical knowledge” (p. 190). The main principle is therefore to allow a non-participant society to become part of the reality of planning through transactive measures.

### 2.2.1.1 Transactive Planning Indicators

Transactive planning is primarily identified by the dialogue between planners and those directly affected by planning/clients. The interaction between the two is necessary to close the communication gap by fusing technical and personal knowledge for planning. For the purposes of this exploratory study, planning indicators for transactive planning can be identified from the characteristics of dialogue as specified by Friedman (1973), including:

1. "Dialogue presumes a relationship that is grounded in the authenticity of the person and accepts his 'otherness' as a basis for meaningful communication.
  2. Dialogue presumes a relation in which thinking, moral judgement, feeling, and empathy are fused in authentic acts of being.
  3. Dialogue presumes a relation in which conflict is accepted.
  4. Dialogue presumes a relationship of total communication in which gestures and other modes of expression are as vital to meaning as the substance of what is being said.
  5. Dialogue presumes presume a relation of shared interest and commitments.
  6. Dialogue presumes a relationship of reciprocity and mutual obligation.
  7. Dialogue presumes a relationship that unfolds in real time."
- (Friedmann, 1973 p. 178 - 181).

The seven characteristics of dialogue specified by Friedman demonstrate the communication that occurs between planner and client in transactive planning. The primary factor in this dialogue is the personal foundation created and its contribution to mutual learning between planner and client. The knowledge developed from this mutual learning therefore contributes to the planning process in transactive planning.

In order to best identify transactive planning, indicators should include identification of the mutual dialogue between planner and client. The contributions from the planner perspective should include their expertise and analysis to the planning being proposed. The contributions from clients should include their first-hand knowledge and realistic priorities contributing to the planning process.

To best identify transactive planning one must detect communication between planners and clients and the contribution of said communication to planning. The result of mutual communication contributes to planning through the application of both planner and client input. Therefore, transactive planning is identified when communication is present and planning outcomes are a direct result of planner and client interaction. This can be observed through community focus groups or charrettes that give insight to the planning of a given location. In these settings, the planner is not merely the entity to present information and the client is not a mere listener. Rather, both the planner and client interact and feed off information from one another to establish the foundation for planning. This can be observed through active conversation and/or activities gathering insight. Once this mutual information foundation is established, the planning that occurs in a given location is directly tied to the transactive planning identified between planner and client. The interaction between planners and clients is then highlighted as a critical point of the established planning. Therefore, the indicators of transactive planning are found in the dialogue between planner and clients contributing to the planning process.

The nature of identifying planning approaches requires qualitative and quantitative methods to be utilized. Methods to identify indicators of transactive planning can include textual analysis, surveys, and interviews. These methods allow the opportunity to analyze the interaction of both planner and client and how their interaction has contributed to the final planning utilized. For the purposes of this dissertation, the interview method was used in an exploratory manner to demonstrate the initial phase of planning identification. The information revealed from interview interactions assisted in identifying planning approaches applied to the case studies. The quantitative method to be utilized included descriptive analysis to examine the change that has occurred with

planning in place. The specifications of methodology selection were further discussed in later sections.

#### 2.2.1.2 After Transactive Planning – Communicative Planning

Transactive planning as developed by Friedmann was action oriented and focused on the planner's expertise and the client's experiential knowledge to actively implement planning. This established the groundwork for communication between planners and those affected by planning. As a predecessor to communicative planning, transactive planning continues to affect planning practices today and as such is the primary planning approach selected for the purposes of this dissertation. Nevertheless, Friedmann's contribution of transactive planning changed the planning landscape and laid the foundation for communicative planning. Communicative planning took this relationship between planner and client a step further through relational planning.

As noted by Nigel Taylor (1998), "It was the interpersonal nature of communication that was emphasized by the communicative planning theory which came to prominence in the 1990s" (pg. 122). This conceptualization of planning was interested in more than planning implementation with input from the planner and client. Communicative planning emphasized the "problems of actions and implementation", taking into consideration the social aspects of planning implementation. (Taylor pg. 123). Communicative planning therefore takes the foundational concepts of transactive planning communication and extends it to include social consideration as a factor of planning.

The three primary distinctions to communicative planning as recognized by Judith Innes (1998) include, "[1] communicative practice influences by becoming embedded in understandings, practices and institutions... [2] the process by which the information is produced and agreed on is

crucial... [3] many types of information count, other than 'objective' information" (pg. 52). In the first distinction, Innes highlighted the communication in practice and in changing the institution of planning as a foundation. The second distinction extends communication to a process of creating new meaning and development in planning. Finally, the third distinction recognizes the shift away from objective information and a move towards the qualitative nature of communicative planning.

In communicative planning, information is not solely dependent on the expertise of the planner. Instead, as Judith Innes (1998) highlighted, the "collaborative processes of social learning" is utilized through interaction with stakeholders (pg. 59). This interactive nature of communicative planning moves beyond the technical field and examines the social dynamics that play a role in planning. This transforms into a philosophy of planning set in place to address social conflicts in addition to technical planning. Patsy Healy (1999) recognized the "ambition of communicative planning is to contribute to transforming governance cultures – to provide concepts, critical criteria, ... used to focus and inform new initiatives and responses to change" (pg. 116). Therefore, the primary emphasis is transparent inclusivity through communicative planning to create change.

This shift in planning allows conversation to flourish between stakeholders and planners alike. The focus of communication was advanced by Habermas, a German philosopher and social theorist who developed the theory of communicative action. In Habermas's theory the concept of "public conversation" is one where all affected have an opportunity to converse and be heard. (Healy pg. 117) The intent of this communication is to take action and therefore contribute to planning. Therefore, Habermas's theory established the philosophical foundation found in communicative planning of what should be done. However, it is noted that Habermas's theory faced criticism and thus added to the critique of communicative planning. As specified by Flyvbjerg & Richardson (2004), the "communicative planning theory fails to capture the role of power in planning" (p. 3). This is

primarily posited due to Habermas' theory not accounting for how power and the relations of said authority can shape planning. In Flyvbjerg & Richardson's (2004) critique, a shift away from Habermas is highlighted and Foucault is considered as an alternate to best address power "analytics" in planning. Habermas's theory is oriented in a utopian environment where power relations are not recognized as factors affecting communicative planning. Habermas therefore fails to acknowledge the social imperfections directly affecting planning. Flyvbjerg and Richardson (2004) recognize, "A strong understanding of democracy, and of the role of planning within it, must therefore be based on thought that places conflict and power at its centre, as Foucault does and Habermas does not" (p. 24). Accordingly, in Foucault's theory there is not an acceptance of power inequities, but a recognition of its influence on planning and the ensuing outcomes. Recognizing this, Foucault posits that in order to bring change one must analyze and understand power relations. In addressing power, Foucault arguably best addresses the reality of what is, rather than Habermas's theorizing of what should be in planning processes.

Nonetheless, the evolution of transactive planning to communicative planning is found in the extension of "communicative action" to the relationship between planner and client. Communicative planning emphasizes communicative rationality and highlights the recognition of collaborative efforts towards consensus building in planning. As noted by Allmendinger & Tewdwr-Jones (2005), "The largely enthusiastic reception that has greeted the communicative and collaborative turn in urban planning has started to be accompanied by attempts to both question the theory and develop it further through fine tuning" (pg. 207). The attempt to question, fine tune, and even critique communicative planning has contributed to the shifts of found in the approach. Despite the Foucauldian critique of communicative planning by Flyvbjerg and Richardson, communicative planning continues to shift and be utilized today. Ultimately, the goal of communicative planning is not only



the implementation of planning, but also the communicative deliberation process taken towards planning implementation.

### 2.2.2 Market Oriented Planning

Transactive Planning provides inclusivity to the public; meanwhile Market Oriented Planning evolves from the celebration of social diversity and decentralization from controlled planning approaches. As note by Holcombe & Staley (2001), “One of the great debates of the twentieth century was whether central economic planning was superior to a market economy for the allocations of economic resources” (p.9). The concept of allowing social diversity, through market demands, play a role in planning is directly observed in the essence of Market Oriented Planning.

Nonetheless, the argument against market mechanisms in many cases supports government planning. This is the norm and viewed as needed per Holcombe & Staley (2001), “because, while the market system is good at producing goods and services, it often works against producing a high quality of life” (p. 9). Therefore, the argument backing central economic planning upholds the value of regulating public goods towards mutually accepted goals with the utilization of government planning as a primary tool. Advocates support who government controls maintain various reasons within planning. As identified by Hans Lind (2002), three main components identified in government planning include the local government formulating visions, its far-reaching decision-making powers, and the economic resources to implement the plans (p. 3). However, the primary reason in support of government control is not complete trust in the government system, but rather a lack of trust in market mechanisms to make the best decision in the public’s interest. As noted by Holcombe and Staley (2001), “... government planning is needed to produce an orderly and efficient pattern of land use” (p. 10).

While market mechanisms are often considered solely pursuits of self-interest, Holcombe and Staley do also postulate that many supposed problems are in fact “amenities that people want” (p. 8). They also argue the use of market mechanisms as a tool in response to land-use issues (p. 8). The argument insists it is impossible to rectify a problem before its recognition and even in recognition, poor government planning is oft the culprit and not the market. Therefore, a clear position can also be found in favor of market mechanisms in providing the best method of planning through the use of private land-use decisions without the need for government directives.

In order to best comprehend the principles of market-oriented planning, Staley and Scarlett (1999) specify five principles of the planning approach. The first observation notes that “Communities are open systems”, thus demonstrating the malleability of community planning (p. 4). The principle, as a result of the observation, recognizes growth management incorporating decisions in favor of “market trends and dynamic evolution” when considering planning (p. 5). The second observation recognizes the efficiency of market allocation and its effectiveness in regards to resources. However, it must be noted that this observation is effective with long-term market goals rather than short-term private gain goals in order to emphasize market accountability and ensure optimal planning. Thus, the secondary principle identified is the embracement of a “more realistic concept of markets in which markets are understood to incorporate long-term goals and dynamic consumer and commercial expectations” (p. 5). The third observation Staley and Scarlett (1999) highlight is in regards to the inefficiency of the political process when making decisions about land-use. The uncertainty and slow approval process of getting the voter involved with every single aspect of planning is viewed as a negative in market oriented planning. Therefore, the third distinguished principle of market oriented planning is the attempt to limit the illogical nature of the political process in planning by maintaining development in the administrative sphere rather than the

“legislative processes” (p. 6). A fourth observation examines the effects of development, also known as “spillover”, and the diminishment of these effects through the utilization of “Performance-Based Public-Sector Planning” (p. 6). This observation recognizes that an open market may not always have positive results in development, such as industrial air pollution. Therefore, a fourth principle of market oriented planning recognizes a need for “a common law, nuisance-based standard for regulating land development” (p. 6). The fifth and final observation noted by Staley and Scarlett (1999) assesses the imbalance of local government priorities in regards to “narrow special interests” having too much influence (p. 6). The inefficiency of politics in regards to substantive planning is recognized as a hindrance in market oriented planning. Thus, the final principle notes that when the political process is utilized, “Standing in public hearings should be limited to those directly and tangibly affected by the proposed development”, thus limiting the influence of special interests in planning (p. 7). The listed principles provide the basic outline of market oriented planning approach.

In the “Case Study of Florida”, Holcombe (2001) highlights the debate and merits of “central planning versus the market system as a method for allocating economic resources and running the economy” (p. 144). Although traditional planning supports central economic planning through government intervention, Holcombe believes the effectiveness of decentralized market planning allots more opportunity for planning elasticity and success. Holcombe recognizes, “...the key difference is that with central planning, the planners dictate to those in the economy what they may and may not do in order to comply with the plan, whereas in the market economy, people do whatever they choose and their behavior is steered by incentives” (p. 145).

Although market-oriented planning subsists without the intricate intervention of government planning, this does not negate the effectiveness and order of said planning. As noted by Hayek (1960), “It is not that no one is planning; rather, everyone makes their own plans, and those plans are

coordinated by market forces with the plans of everyone else” (p. 9). The belief that order can only come from government planning is therefore negated. This also upholds Holcombe’s and Staley’s stance that market oriented planning provides a less taken road to land-use planning that may in fact be better than intricate government planning involvement.

Staley (2001) distinguishes markets as the “more effective” selection of planning. Markets have the better ability at “coordinating the decision of individuals because they function as part of a dynamic institutional environment” (p.215). Markets have the ability to focus and measure the microcosms of social settings and individuals, and therefore best coordinate and plan. The effectiveness of a market decision allowed planning measures to continue and institutional needs can be met. If the market decisions are found to be inadequate, the market readjusts itself and implements revised planning measures best fit to address previous issues and once again meet institutional needs. As Staley indicates, “Because participation in the market depends on providing goods and services that consumers are willing to buy... markets provide the direct accountability necessary to make corrections when producers fail to provide the goods and services peoples want” (p. 216).

Wendy Cox (2001) recognizes the effectiveness of market mechanisms in economic growth as a byproduct of competition in the market. She also notes, “Public infrastructure projects can be effectively and efficiently provided through the competitive market” (p.223). The competitive development is ushered by market incentives and provides a self-regulatory maintenance. Although governments are not central to the organization of development complexities, governments do implement “competitive methods” to encourage market participation, such as the use of competitive contracting. Cox stresses the fundamental advantages of competitive market planning and

development, with positives including, “lower costs, better service quality, and higher tax revenues” (p. 223).

As noted by Samuel Staley and Lynn Scarlett (1999), “market-oriented planning (MOP) allows market decision making to determine the general outline, pace, and details of development” and thus “The market oriented planning paradigm, at its core, builds upon a vision of communities as constantly evolving and interrelated sets of institutions” (p. 3). The lack of certainty or “totality” in market oriented planning allows for innovation to thrive within the basic framework of what is being proposed in terms of planning. Therefore, this method of planning allows market diversity to dictate the procedure of planning. The ability to utilize market diversity allows the public interest to become centerfold, thus catering to the interests of a community or neighborhood versus the interests of a professional planner. However, it must be noted that market-oriented planning is not chaotic or unorganized, but restrained by a general skeleton to allow a natural progression of planning to occur. Various elements of the market oriented planning approach are clearly utilized in the process of economic development.

#### 2.2.2.1 Market Oriented Planning Indicators

Market oriented planning utilizes market mechanisms with limited government controls for planning purposes. Plans are then coordinated with market forces, allowing a natural progression of planning to occur. In this exploratory study, planning indicators for market oriented planning can be identified through Staley and Scarlett (1999) who specify five principles of the planning approach, including:

1. “Communities are open systems”, thus demonstrating the malleability of community planning (p. 4). This principle, as a result of the observation, recognizes growth management

incorporating decisions in favor of “market trends and dynamic evolution” when considering planning (p. 5).

2. Market allocation is efficient and effective in regards to resources. This secondary principle identified is the embracement of a “more realistic concept of markets in which markets are understood to incorporate long-term goals and dynamic consumer and commercial expectations” (p. 5).
3. There is inefficiency of the political process when making decisions about land-use. The uncertainty and slow approval process of getting the voter involved with every single aspect of planning is viewed as a negative in market oriented planning. (p. 6).
4. The effects of development, also known as “spillover”, and the diminishment of these effects are found through the utilization of “Performance-Based Public-Sector Planning” (p. 6). This observation recognizes that an open market may not always have positive results in development, such as industrial air pollution. Therefore, there is a need for “a common law, nuisance-based standard for regulating land development” (p. 6).
5. The imbalance of local government priorities is recognized in regards to “narrow special interests” having too much influence (p. 6). Therefore, the final principle notes that when the political process is utilized, “Standing in public hearings should be limited to those directly and tangibly affected by the proposed development”, thus limiting the influence of special interests in planning (p. 7).

The listed principles provide the basic outline of market oriented planning approach. These principles stipulate how market oriented planning functions in conjunction with the limited regulatory scope of governmental entities. However, the primary functions of market oriented

planning do recognize the need of governmental intervention as the market adjusts to its social setting.

In order to best identify market oriented planning, indicators should include identification of limited government interaction and an open market allocation of resources. The contributions from limited government regulation provides a general skeleton with which the market can position itself. The contributions from the market allows decentralized economic forces to steer planning as a byproduct of market competition. This can be directly observed through government use of different planning incentives such as TIF districts (tax increment financing), development districts, or commercial corridors to encourage business opportunities. The use of these incentives then encourages the market to contribute to planning of an area by attracting businesses. Market oriented planning is directly observed as business and the market growth occurs and contributes to the planning occurring in an area. Therefore, indicators of market planning are found in the decentralization of government intervention and utilization of market mechanisms contributing to the planning process.

As previously noted, the nature of identifying planning approaches requires qualitative and quantitative methods to be utilized. Methods to identify indicators of market-oriented planning can include regression analysis, surveys, and interviews. These methods allow the opportunity to analyze the effects of the market on planning and the perspective of clients affected by said planning. For the purposes of this dissertation, the interview method was used in an exploratory manner to demonstrate the initial phase of planning identification. The information revealed from interview interactions assisted in identifying planning approaches applied to the case studies. Descriptive analysis was utilized to analyze the change that has occurred with market oriented planning in place. The specifications of methodology selection were further discussed in later sections.

### 2.2.3 Compare and Contrast

The transactive planning and market oriented planning approaches provide interesting similarities in how each advance the topic of planning. In market-oriented planning market trends dictate development, which is similar to how transactive planning utilizes elaborate communication to dictate planning. This concept of malleability is present in both planning approaches and allows for optimal inclusion of all those involved and even those may experience involvement due to the outcomes of planning economic development. Samuel Staley and Lynn Scarlett (1999) highlight this malleability in market oriented planning specifying how it, “builds upon a vision of communities as constantly evolving and interrelated sets of institutions” (p. 3). Transactive planning also evolves with “changing knowledge into action through an unbroken sequence of interpersonal relations” (Friedmann, 1973, p. 171). Each approach evolves based off the specified interaction crucial to the success of the proposed plan.

A second similarity of the planning approaches is the broad interaction of politics. In the transactive planning approach, the political process is viewed as a part of the communication process in determining the goals of planning. John Friedmann (1973) alludes to the communication process of transactive planning due to the bridging of the communications gap (p. 171). The political process also allows for inclusion of citizens in the development of planning. In the market oriented planning approach, the political process is partnered with the private sector (both citizens and businesses). The partnering of politics with the market orientation of this planning approach allow for a delegation of duties to all involved.

Although the transactive planning and market oriented planning approaches provide many similarities, they also provide many differences. As noted previously both approaches are malleable, however the causes of this malleability are different for each approach. The biggest factor in the



evolution of the transactive planning approach is that of communication. It is the communication between both the planning professional and the client that dictates the final economic development plan to be utilized. In contrast, the market oriented planning approach is malleable based on the market trends that affect the economic development plan. As noted by Hayek (1960) regarding market oriented planning, “It is not that no one is planning; rather, everyone makes their own plans, and those plans are coordinated by market forces with the plans of everyone else” (p. 9). The market oriented approach is therefore purposely decentralized and left open to changes that may evolve due to the ever-changing market.

A second contrast is the manner in which politics is involved with each of the approaches. In the transactive planning approach politics plays an integral role in the decisions of planning. This is conducive to the nature of building a communication bridge between the professional and the client. This communication bridge is also referred to as the “restructuring of the basic relationship between planner and client” (Friedmann, 1973, p. 172). However, the market oriented planning approach is a bit more liberated from the arbitrary constraints of politics. Hayek (1960) recognizes the removal of structural emphasis within market oriented planning due to ever evolving market forces. In fact, the utilization of project delegation allows the administrative sphere to take over planning in areas that would be politically arbitrary and only prolong the process of development.

The transactive planning and market oriented planning approaches both provide interaction with the public and provide methodologies susceptible to the success of development. However, the nature of each approach provided differs in its own given way and allows for growth to occur best in different settings. Consequently, the New Institutional Economics Theory and IAD Framework provide the tools necessary to analyze both planning approaches shaping economic development. Although each planning approach is distinct, the IAD Framework allots a mode of analysis, taking variables and

institutional factors into consideration.

## 2.3 New Institutional Economics

### 2.3.1 Background

Lee J. Alston (2008) recognized two major issues addressed by the New Institutional Economics Theory, “what are the determinants of institutions – the formal and informal rules shaping social, economic and political behaviour? And what impact do institutions have on economic performance?” (p. 1). The evaluation of these questions through the New Institutional Economics Theory provides a foundation towards analysis of economic development. Therefore, institutional influence through varying modes affect individuals and societies potentially leading to increased economic benefits (Alston, 2008 p. 1).

As noted by Furubotn & Richter (2005), the primary focus of New Institutional Economics is the recognition of institutions for economic motives (p. 1). Therefore, New Institutional Economists looked to rectify exclusions of institutions or the social aspect. The continuous evolution of New Institutional Economics has led to eleven distinct concepts, which include highlighting social inclusion through institutions as a factor of economic means (Furubotn et al., 2005, p. 1-8).

These concepts include various scopes of New Institutional Economics. In the methodological individualism concept, new institutional economics recognizes social phenomena as the result of individuals making decisions. New institutionalists give value to individuals and differing groupings, such as the state or political parties, rather than categorize behaviors collectively. The maximand distinction revolves around utility and maximum utility achieved in relation to the constraints of existing institutional structures. New institutional economics also recognizes economic society as a concept regarding a set of formal and informal rules. In the governance structure distinction,

enforcement power is utilized via sanctions established either through social norms or laws set in place. Institutions set up the rules or regulations of the social concept, and can be found in a formal or informal manner. The evolution of institutional creation is a distinction found in either a deliberate or spontaneous manner. A formal institution evolves deliberately due to rationality, whereas an informal institution spontaneously evolves due to individual self-interest. Organizations as a concept consist of institutions and the people who utilize institutional constraints (Furubotn et al., 2005, p. 10). These are the entities some use to shape, enforce, or change the rules of society. Social network distinctions are where communications and connections are made by actors and their attributes. The dynamics of the given social network plays a role in the arrangement of an institution, whether this be the relational ties between actors or the attributes actors bring to the table. (Furubotn et al., 2005, p. 3-11)

The most noted consistency in each of the given points is the recognition of outside factors playing a role in economic possibilities and ultimately development. Therefore, the sole emphasis of profit maximization shifts to also include institutions through community or environment viability, in the form of organizations, as a key part of economic development. The specifications of New Institutional Economics theory distinctions provide a platform by which further analysis of urban revitalization through economic development can be accomplished.

### 2.3.2 Institutions

One might view the planning process of economic development as a series of decisions made by individuals, or groups of individuals, and every decision made subject to a set of constraints. New Institutional Economics defines these constraints as institutions; whereas Ostrom (2005, p. 3) defines institutions as prescriptions or rules shaping and influencing the behavior of individuals and their

decisions. North (1989) additionally breaks down the concept of institutions to include, “informal constraints, formal rules, and the enforcement characteristics of both” (p. 239). The foundation of institutions and organizations by which society functions within is found in the institutional transaction agreements held in place by constraints, which are meant to maintain obligations. The necessity of enforcement is instrumental in the conceptualization of institutional establishment. North (1990) recognizes two types of constraints that play a role in institutional transactions, informal and formal. Whether in either of the provided formats, constraints play an essential role in the structure by which individuals conduct transactions.

Although the primary focus is often formal constraints, the unrestricted influencer lies within informal constraints. Informal institutions are norms and customs self-maintained through social settings and environments. North (1990) attributes informal constraints to governing structures “defined by codes of conduct, norms of behavior, and conventions” (p. 36). They are therefore spontaneously fashioned based on the self-interest of individuals and consist of socially accepted norms or understandings (Furubotn et al., 2005 p. 8). The foundation to informal constraints is established through socially transmitted information that transforms itself into concepts of heritage and ultimately culture. Informal institutions can formulate themselves spontaneously, without logic and in some cases without consideration of public interest (Furubotn et al., 2005 p. 8). Formal and informal institutions differ from one another, however both stipulate constraints affecting how individuals act. North (1992) highlights these constraints as structures people impose through interactions with each other (p. 9). The development of culture from these interactions is further defined by Boyd & Richerson (1985) as, a social transmission from one generation to the next through instruction and imitation of information and cultural values influencing social conduct (p. 2). The conceptualization of culture sets the framework by which informal constraints are thus founded. An

example of an informal institution are expectations of participation in monthly beautification efforts by neighbors who have decided to organize towards the revitalization of their neighborhood. The beautification efforts are part of self-maintained works established by social neighbors with a self-interest in their neighborhood, therefore founding an informal institution along the way.

Informal constraints are therefore a result of social mandate devolved from cultural propagation. The lack of formal institutions due to informal constraints does not lead to a lack of social order, but allots structure without formal institutional influence as the primary cause. The result of informal institutions are customs or normative rules by which, as recognized by Elizabeth Colson (1974), “operate to eliminate conflict of interests by defining what it is people can expect from certain of their fellows” (p. 51-53). The notion behind the utilization of informal constraints is to simplify dealings between individuals, reducing the possibilities of conflict and maintaining order.

Although informal constraints are often seen as social concepts they do play a role in economic settings based on interactions with economic entities. An example of informal constraint affecting an economic setting could include social rhetoric against smoking cigarettes due to health risks. While cigarettes are not formally illegal, the informal constraints due to social awareness of health risks can lead to an economic downturn of cigarette sales. Thus, leading to informal constraints affecting the economic standing of the tobacco industry setting.

In addition to informal institutions, formal institutions are additionally a foundational factor in determining maximizing behavior within individual exchanges. Formal constraints are formulated and upheld by the rule of law and governments, deliberately shaped with legitimate authority that is explicitly formulated. It is presumed that within simpler societies, informal constraints suffice as a tool of shaping behavior. Nevertheless, the more complex and specialized a social environment is, the more a necessity of formal constraints becomes apparent. The origins of formal institutions are based

on social rationality and the notion of structure for the logical utility of all. This type of institution is often maintained by a third party, such as a government entity.

North (1990) details the development of formal institutions evolved from the complexities of social interactions and disputes (p. 46). Although informal institutions suffice in simplistic and repeatable interactions, complex societies require formal structuring to ensure the preservation of transactions. Formal structuring in the form of formal institutions ensure the compliance of all involved in irregular transactions; hence the creation of constitutions, laws, and regulations to ensure all parties comply. Therefore, formal policies can work cohesively with and increase the efficacy of informal constraints (p. 46). Subsequently, the evolution of formal institutions can modify or completely replace informal institutions depending on the given situation. An example of a formal institution is the municipal establishment and use of Tax Increment Financing (TIF) to enable financing through subsidies for redevelopment programs. The formation of TIFs thru municipal resources and the rule of law ascertains a formal institution with the specified purpose of launching economic development within a designated area.

Formal constraints delve into both political and economic rules, and the contracts within both settings. The political rules formed by formal institutions create the framework by which governance is structured to function. In economic rules, formal constraints specify property rights and the stipulations by which exchange contracts function in regards to the transaction of said properties. In both settings, political and economic, exchange is controlled by formalized rules within the institutions where arrangements are made. However, North (1990) notes, “that the function of formal rules is to promote certain kinds of exchange but not all exchange” (p. 47). This is where formal constraints arise to limit any and all types of maximization to only certain allotted exchanges of maximization ensuring the efficacy of transactions.

Williamson (2000) provides a different method of examining formal and informal institutions based on institutional levels (p. 596). The top level distinguishes informal institutions, where social theory is highlighted and the philosophy of what one expects in life is significant. In this level, Williamson notes that informal institutions have spontaneous origins. Rather than a methodical manner of cultural proliferation, the concept of informal institutions is instead unprompted and a social phenomenon maintained due to cultural inertia of transactions. The second level classifies formal institutions, where constitutions and regulations are written. In this level, it can be noted that formal rules become embedded and design opportunities are grasped and utilized. The examination of institutions in this manner emphasizes the intentional manner by which formal institutions affect transactions, whereas informal institutions are a mere causation of transaction spontaneity. Both formal and informal institutions affect transactions, however the deliberation for each has separate beginnings and effects.

Rafiqui (2009) also creates levels where formal and informal institutions can be found. Informal institutions are noted to be within the entrenched social level where “norms, customs, traditions... and codes of conduct” are recognized (p. 332). This can include a bevy of society’s cultural norms such as the increase of donations after a natural disaster, although not required, an informal institutional norm nonetheless. At this level, Rafiqui (2009) concedes that the origins of informal institutions must be better examined and understood. The second level where formal institutions can be found is that of “the institutional environment” (Rafiqui, 2009 p. 332). Formal institutions consist of “constitutions, laws, and property rights,” all which have origins that evolved from informal institutions. Rafiqui’s breakdown of institutions in this manner moves away from the separated analysis of institutions Williamson specifies and instead recognizes an interconnected

system. Therefore, formal and informal institutions function within the same realm affecting each other's development.

Rafiqui (2009) highlights North and the debates that arise in the examination of institutions including the question of institutional efficiency. Rafiqui notes that institutions identified as inefficient can lead to success and focuses instead on the examination of institutional evolution. However, North recognizes that although an institution may be in place, efficiency may not be the final effect of the initial intent. An institution is thus viewed as an uncertain concept dependent on individuals and the context of the institution being examined.

Although not the only factor, institutions play a role in shaping individuals and societal behaviors. Institutional prescriptions of social behavior are recognized by Ostrom (2005) as present in "all forms of repetitive and structured interactions" (p. 3). These institutions therefore contour guidelines that directly affect outcomes of planning and economic development initiatives.

As cities and smaller communities develop plans for economic development, they are innately constrained by both formal and informal institutions. Institutions shape and constrain cities and other smaller communities as they develop plans for economic development. At this micro-level of institutional influence, the concept of an institution is the basic social structure that influences the day-to-day lives of individuals beyond theoretical means and into everyday situations.

The preservation of institutions is dependent on maintaining the effectiveness of each type of constraint through different forms of enforcement. North (1992) specifies three enforcement types that play a role in constraint effectiveness. These affect individual behavior within institution settings through the establishment of self-imposed codes of conduct, retaliation if not acting within accepted institutions, and societal sanctions formally imposed (North, 1992 p.9). These enforcements retain the efficacy of institutional influence on individuals conducting transactions through constraints in



formal and informal situations. Additionally, constraint utilization is maintained to lower costs for those involved. If individuals exchange outside the realms of constraints, the supposed outcome is that of an increase in transaction costs. This allows maintenance of self-preservation and interest in the transactions, acknowledged through the utilization of constraints.

Consequently, the purpose of acknowledging institutional effects on planning initiatives is to provide the best mode of economic development. Formal and informal institutions provide the opportunity for cities and communities seeking to maximize wealth in the form of economic development. North further highlights the contractual nature of institutions due to transactions between principles and agents (p.204). The nature of these contractual agreements is to maximize wealth for all involved in transactions.

The influence of institutions in planning and economic development is found through cooperation. It is a catalyst in lowering costs of economic activities. However, in certain cases, institutions can lead to adversarial competition hindering planning and economic development initiatives. Institutional influence is therefore effective with the appropriate cooperation and collective efforts of multiple individuals involved, usually in groups recognized as organizations. It is then individuals within organizations, acting within the identified constraints of an institution, who determine the direction that were taken. Ultimately, the direction taken can evolve the rules or regulations of the game, also noted as the accepted social and legal norms.

It is with the recognition of social diversity that the effects of formal and informal institutions vary from situation to situation. One size does not fit all, therefore planning and economic development vary in the same manner due to the formal and informal institutional contrasts from location to location. As the analysis of Bishop Arts and Bexar Street economic development efforts are examined, formal and informal constraints must be specified and analyzed.

Formal constraints specify laws and regulations. In the case studies, these formal institutions were examined at the varying governmental levels. This examination looked into the efforts of governmental units through the use of Public Improvement Districts (PIDs), Tax Increment Financing Districts (TIFs), and any additional government incentives within the parameters of formal constraint identification.

Informal institutions detail cultural norms and societal behaviors. In the case studies, informal constraints were examined through a series of qualitative analysis of business and property owners, in addition to residents of the specified locations.

### 2.3.3 Organizations

The two concepts most mentioned in the New Institutional Economics theory consist of institutions and organizations. Unlike institutions, organizations are bound by individuals with a common drive to achieve a mutual agreed-upon goal. Drobak & Nye (1997) are quick to further dispel the confusion by specifying, “The former [institutions] are the rules of the game, but the latter [organizations] are the players” (p 9).

Accordingly, organizations are groups of individuals who work towards specified objectives and/or purposes. These organizations are created for multiple reasons, including economic, political, or social.

Example as given by Drobak & Nye (1997) include the following:

Organization Type	Examples
Economic	Firms, Trade Unions, Cooperatives
Political	Political Parties, Legislatures, Regulatory Agencies
Social	Churches, Athletic Associations, Clubs

Table 2 – NIE Organization Types (Drobak & Nye 1997, p 9)

Organizations consist of relational ties between individuals, which hold great significance. Therefore, individuals are grouped due to a connection towards a similar objective and/or purpose. An example would include pop-up shops in homes located in a food desert neighborhood, traditionally zoned for residency. Although formal institutions prohibit the development of commerce in the area through zoning regulation, individuals shape an informal institution where commerce exists outside formal regulatory support. The necessity of individuals in the food desert enable the informal institution to persist with organizational support. The relational tie exists due to the pop-up shops providing goods and the need of people in the area determining the continuance of this unconventional market. However, if a city takes note of the booming business, the city council can vote in favor of a Special Use Permit (SUP) to ensure economic development continues. This political organization, previously uninvolved in the economic development of the area, now changes the rules of the game to allow a once informal institution evolve into a formal institution.

Therefore, the linkage established between interacting individuals always has a purpose, whether of intrinsic or material value. The interactions of individuals within organizations are thus affected by institutions in place, however the effects of organizations can also be felt upon institutions. For example, a location may not be formally zoned for construction of brick and mortar restaurants hindering organizations from the sale of food products and individuals in the area from readily available lunch. However, if organizations begin to sell food products from food trucks at a regularly specified time and location, informal institutions may form for individuals in the area looking to purchase lunch. Accordingly, the importance of organizations can lead to institutional change, pending the efficiency of organizations.

The formation of organizations develops to pursue specified objectives, whether this is financial maximization through firms or spiritual belief through houses of worship. Ultimately the

'players' or members of organizations can become 'agents of change' playing a role in the social fabric of a particular setting. However, the interaction between organizations and institutions vary with each affecting the other in a symbiotic relationship. North recognizes that organizations are a reflection of institutional situations in that they are directly guided and affected by the formal and informal institutions in place (Drobak & Nye 1997, p 22). Additionally, institutions evolve formally and informally due to the effects of transactions conducted by organizations.

In detailing attributes of organizations, Douglass C. North (1992) provides five propositions of organizational existence. <sup>1</sup>The continuous interaction between institutions and organizations maintains the concept of a symbiotic relationship. Between institutions and organizations, each have the ability to influence the other. <sup>2</sup>Competition forces organizations to continually invest in skills and knowledge to survive. Due to rivalry between opposing organizations, the struggle to endure is dependent on an organization's affability to evolve. <sup>3</sup>Institutional framework provides the incentives that dictate the kind of skills and knowledge perceived to have the maximum pay-off. Therefore, institutions can influence organizations to develop standards that yield the best results towards that organization's goals. <sup>4</sup>Perceptions are derived from the mental constructs of players. This leads to the internal influence of individuals aligned within an organization, determining its outlook. <sup>5</sup>The economies of scope, complementarities, and network externalities of an institutional matrix make institutional change overwhelmingly incremental. Finally, although there may be a barrage of variables within organizations and institutional interaction, evolution of institutions is few and far in-between (Douglass C. North 1992, p. 4 & 5).

It is with North's propositions of organizational existence in mind that the effects of organizations are better analyzed, along with the effects of institutions on organizations. The interactions between organizations and institutions fuel both components and allot opportunity for

change. Organizations specifically benefit from institutional frameworks when incentives develop opportunities. In the same respect, the results of organizational effects also play a significant role in the development of the institutional establishment. As noted by Drobak & Nye (1997), “In the world of scarcity and competition that characterizes economies, they [organizations] are in competition to survive” (p 9). It is with the competitive nature between organizations that the institutional framework is affected by modification to improve or benefit certain organizations over others.

Ultimately Furubotn & Richter (1997) best highlighted organizations with a quote by Arrow, “as a group of individuals seeking to achieve some common goals, or, in different language, to maximize an objective function” (p 10). The possibility of maximization is therefore dependent on institutions and institutions are themselves susceptible to change if maximization is not readily available to the functions of given organizations. Thus, organizations and institutions coexist in a symbiotic relationship where at any given moment one can exude influence over the other.

## 2.4 Institutional Analysis and Development

### 2.4.1 IAD Framework

Analysis within the New Institutional Economics theory has led to the distinction of institutions and their influence susceptible to societal changes. It is important to recall that under the New Institutional Economic theory, institutions set up the formal and/or informal rules by which behaviors and societal interactions occur. Vincent and Elinor Ostrom, along with other academics, specified the breakdown of institutions through the Institutional Analysis Development (IAD) framework. As noted by Dr. McGinnis (2011), the basic function of the framework is to “serve as a tool to simplify the analytical task confronting anyone trying to understand institutions in their full

complexity” (p. 1). The necessity of such a break down is recognized by Elinor Ostrom (2005) as the support in helping “to identify the elements (and the relationships among these elements) that one needs to consider for institutional analysis” (p. 28)

The importance of comprehending institutional influence goes back to the inherent comprehension of the variables within New Institutional Economics, of which institutions play a critical role. Therefore, although a simplified framework, the intricacies of IAD are found within each fold of the framework, with the underlying components of human behavior simplified for further analysis of true interaction and influence. The concepts within the IAD framework are broken down by Ostrom (2005) into exogenous variables, action arena, interactions, outcomes, and evaluation criteria; as seen in the figure below (p15):

### Institutional Analysis Development Framework

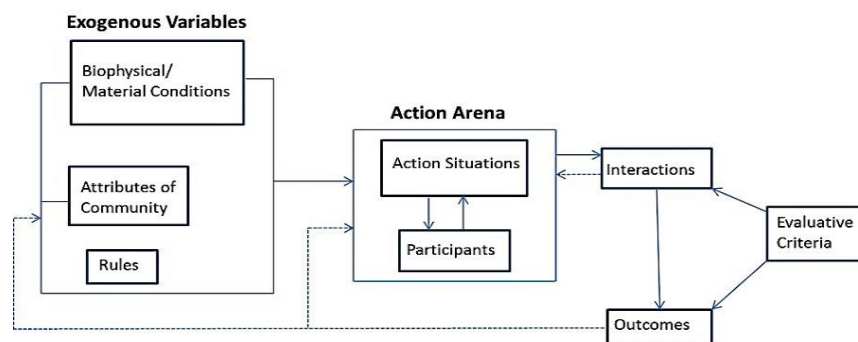


Figure 1. A framework for IAD (Ostrom, pg. 15, 2005)

The exogenous variables consist of external institutions that are influential to the development of institutions. The element affected by exogenous variables consists of the action arena, where action situations and participants are integral to the internal molding of institutions. The exogenous components affecting the action arena consist of “three clusters of variables:

- [1] the *rules* used by participants to order their relationships,
- [2] the attributes of the *bio-physical world* that are acted upon in these arenas, and

[3] the structure of the more general *community* within which any particular area is placed” (Ostrom, 2005 p 15).

Additionally, action arenas can be found to link together simultaneously. The importance of the focus on the action arena is due to the multiple societal exchanges that occur within the given locale, thus developing the exclusivity of each institution analyzed. As noted by Ostrom (2005), “an action situation refers to the societal space where participants with diverse preferences interact, exchange goods and services, solve problems, dominate one another, or fight (among the many things that individuals do in action arenas)” (p 14). Therefore, no two institutions are alike but rather exclusive within their own right based off the resulting patterns found within the action arena.

The development and comprehension of institutional statements establishes a role in the development of the action arena, which eventually progresses the establishment of institutional analysis within the IAD framework. In the analysis of sub-layers found within institutions, the comprehension of institutional development is provided and consequently the understanding of societal rules and norms are better grasped. Therefore, the utility of the Institutional Analysis Development framework is essential to the basic comprehension of the New Institutional Economics theory and the further analysis of institutional influence on economic development and planning.

In step one of the framework, there are two approaches that are utilized for policy analysis. The first approach utilizes the framework as “a diagnostic tool working backwards through the flow diagram to re-affirm or revise policy objectives, evaluate policy outcomes, ...” (Polski 1999, p. 7). This first approach was utilized in analyzing the Bishop Arts District and Bexar Street as these are established locations of economic development with varying degrees of development success within the City of Dallas. The second approach, “involves specifying a political-economic activity and then working forward ... through the framework” (p. 9). This forward approach was not be utilized for the purposes of the exploratory case studies specified.

As the framework is utilized to analyze economic development planning in Bishop Arts and Bexar Street, the focus highlighted institutions and organizations. Institutions are described as formal or informal constraints affecting organizations and transaction costs of the economic systems analyzed. They can be “formally described in the form of a law, policy, or procedure, or they may emerge informally as norms, standard operating practices, or habits” (Polski 1999, p. 3). Institutions consequently affect behavior of individuals or groups within a given location or area, adjusting to the parameters set in place by formal or informal constraints. North (1992) specifies, “Institutions are the rules of the game in a society; more formally, they are the humanly devised constraints that shape human interaction” (p. 7).

As the effects of institutions are examined, the importance of organizations is highlighted. Organizations in this setting “can be thought of as a set of institutional arrangements and participants who have a common set of goals and purposes, and who must interact across multiple action situations at different levels of activity” (Polski 1999, p. 4).

#### 2.4.2 IAD Framework Application

The IAD Framework steps provided by Polski & Ostrom (1999) are molded to apply the framework to research analysis with the option of utilizing various methodologies for completion. The steps specified have been applied to the case study analysis of Bishop Arts and Bexar Street for conceptualization. The 7 steps by Polski & Ostrom for IAD application include:

- Step 1: Define the Policy Analysis Objective and the Analytic Approach
- Step 2: Analyze Physical and Material Conditions
- Step 3: Analyze Community Attributes
- Step 4: Analyze Rules-in-Use
- Step 5: Integrate the Analysis
- Step 6: Analyze Patterns of Interaction



- Step 7: Analyze Outcomes (performance of a policy system) (Polski & Ostrom, 1999 p. 7 – 26).

In step 1, policy must be analyzed and the IAD Framework functions as the diagnostic tool to complete this task through the case study methodology. Therefore, the planning policy directly affecting Bishop Arts and Bexar Street must be identified and examined to comprehend patterns affecting the selected settings. Using the framework to look back at the process of planning and economic development, one can also begin to identify exogenous variables and the action arena in this step. This is completed by observing how policy has functioned in the past and present. The data for this step consisted of secondary data collection such as City resolutions and ordinances.

Step 2 begins the actual analysis process of physical and material conditions found in exogenous variables. These conditions take spatial analysis and human resources into consideration. In the case studies, this would include an analysis of the physical structures and economic means, such as businesses, in Bishop Arts and Bexar Street.

Step 3 looks into the community attributes of Bishop Arts and Bexar Street and can be analyzed using primary or secondary data through the case study approach. Primary data can be collected through discourse analysis of interviews with the community itself. Secondary data can be collected for readily available data sources, such as the city Market Value Analysis or census data to analyze demographics in the area. This step provides insight to the cultural composition of the settings as variables affecting the action arena.

Step 4 provides the direct look into the formal and informal institutions affecting Bishop Arts and Bexar Street. The 7 rule types specified by Polski & Ostrom (1999) include:

Position Rules: Specify roles of participants in a given action situation.

Boundary Rules: Specify how participants take or leave positions within the action arena.

Authority Rules: Specify actions taken by participants in specific roles, such as governing.

Aggregation Rules: Determine how decisions are made in an action situation.

Scope Rules: Specify jurisdiction of outcomes affected.

Information Rules: Affect the information available to participants in the action arena.

Payoff Rules: Determine the cost and benefits of those in the action arena.

(Polski & Ostrom, 1999 p. 16 – 17).

Although 7 types of rules are postulated, to apply analysis to Bishop Arts and Bexar Street a case study examination must be completed to understand what rules are present in the 2 settings. This could include analysis from interviews to comprehend the informal institutions and secondary data analysis to comprehend formal institutions. Identifying the formal and informal institutions further allows comprehension of what type of rules are present in Bishop Arts and Bexar Street. As the rules are identified, they are also analyzed in how they affect the action arena.

Step 5 analyzes the action arena and the sections within it, the action situation and participants. Within the action arena, policy relating to the action situation is considered, selected, and consequences are felt by participants making decisions. In the action situation, roles and decisions are examined. The participants are also analyzed as the decision makers in correlation to the action situation. In the case of the Bishop Arts and Bexar Street, the action situation would consist of planning and economic development. The participants in this action arena consist be of organizations, such as non-profits and the local government entity. The case study approach allows an analysis of secondary data, such as City of Dallas initiatives available on the city open data portal, identifying government participation. The interview methodology allows for primary data to be collected, identifying community participants based on discourse analysis.

Step 6 connects the exogenous variables (physical/material world, community attributes, & rules-in-use) to the action arena (action situation & participants). This step analyzes the patterns of interaction between the two major sections of the IAD Framework. Although some would believe action situations and participant decisions are made independently, most often the context of

exogenous variables play a role in the outcomes of decisions made in the action arena. Inferences based off analysis are made based on the cause and effect of exogenous variables interaction with the action arena.

Step 7 analyzes the outcomes of decisions made in the action arena. In analyzing outcomes, this step looks to examine the performance of policy decisions made. In Bishop Arts and Bexar Street, the analysis would look into the outcomes of planning and economic development through the case study approach.

Although the seven steps identified seem brief in nature, the malleability provided by utilizing the IAD Framework allows for thorough analysis of not only economic development strategies, also the variables that play a role in the process.

The conceptual application of the IAD Framework for each case study, including Bishop Arts and Bexar Street can be found in figure 2 and 3 below. The figures demonstrate how data and information identified in each case study can be conceptually applied to each section of the IAD Framework to best analyze planning and economic development.

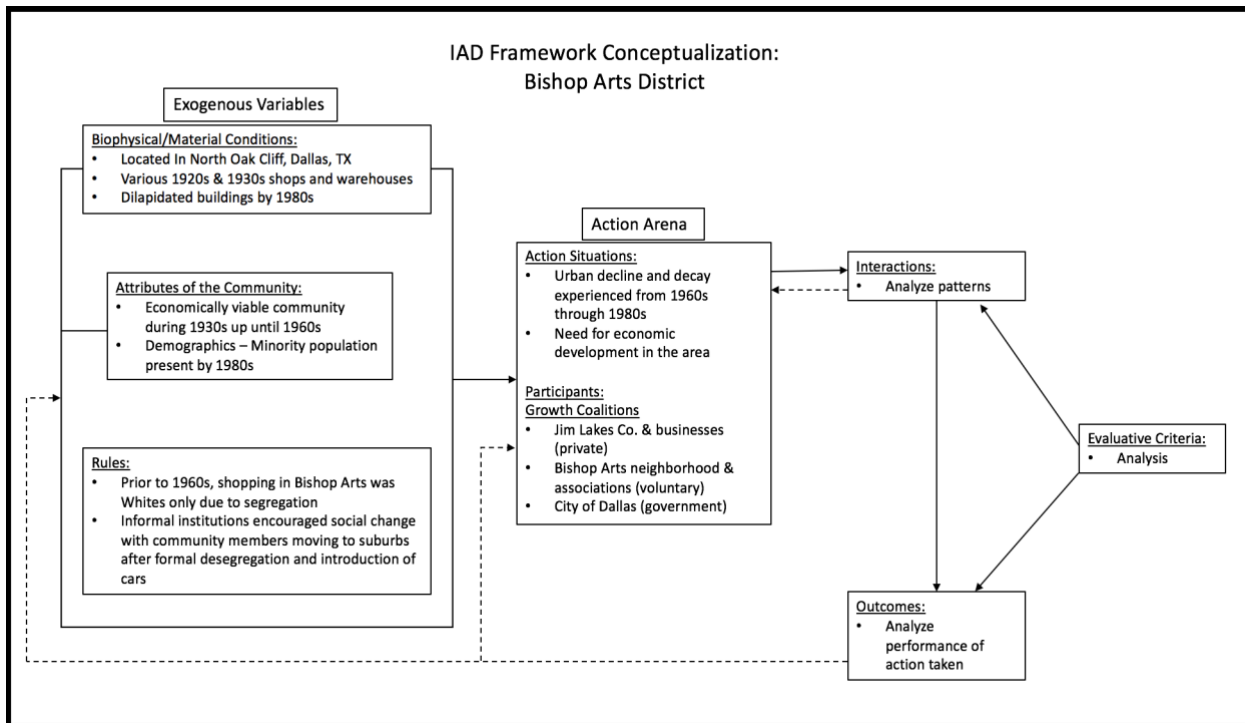


Figure 2

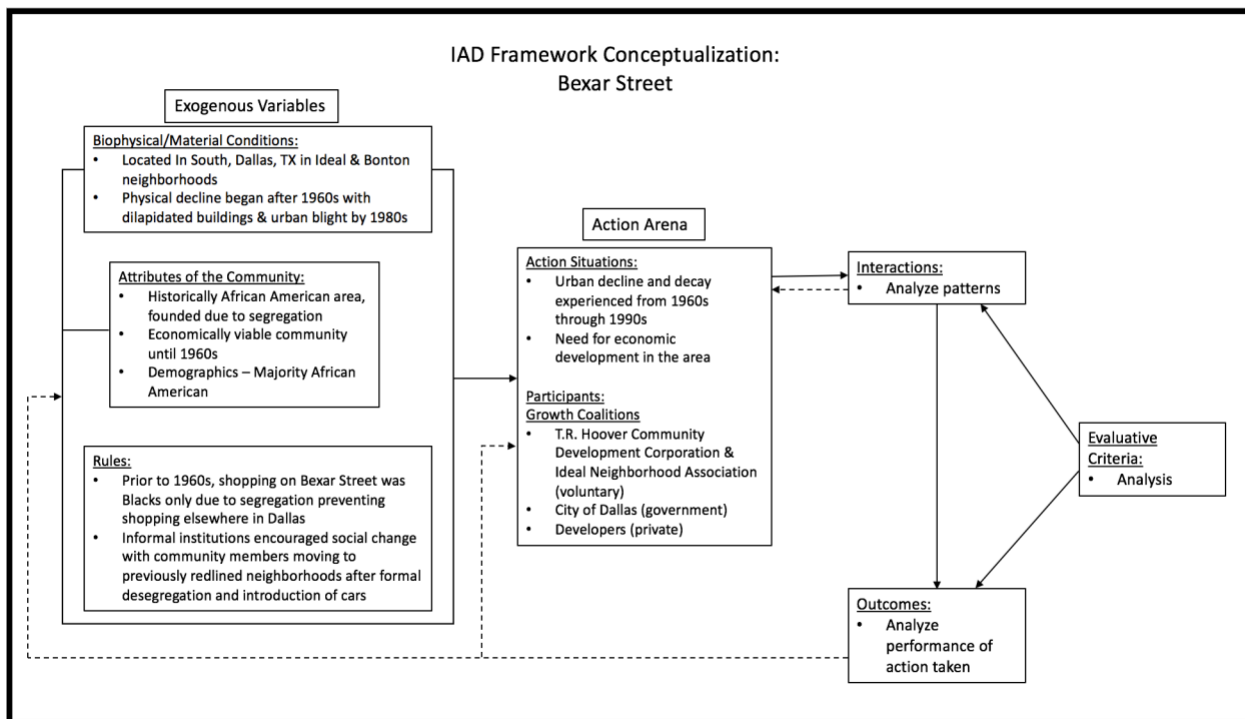


Figure 3

In this conceptualization, the full application of the IAD Framework is demonstrated. However, for the purposes of this dissertation, an exploratory mode was taken and therefore the actual application of the IAD framework was not fully applied to the analysis of Bishop Arts and Bexar Street.

### 2.4.3 IAD Framework and Planning Approaches

In the exploratory nature of this dissertation, the application of the Institutional Analysis and Development (IAD) framework to identify and analyze planning theories and economic development approaches is unprecedented but critical. As noted by Schlager & Cox,

“Theories most compatible with the [IAD] framework are those that seek to explain how actors’ behavior is guided and constrained by institutions and how, in turn, human behavior shapes and forms institutional arrangements” (Weible & Sabatier, p. 215, 2018).

The IAD framework, as a tool, is best equipped to comprehend and analyze planning processes because it allows for a thorough analysis of variables in planning that are traditionally found to be extremely complex.

In addition, Elinor Ostrom (2011) specifies, “... an institutional framework should identify the major types of structural variables that are present to some extent in all institutional arrangements, but whose values differ from one type of institutional arrangement to another” (p 9). This statement in turn recognizes the necessity of thorough analysis through the utilization of a framework to truly comprehend various forms of institutional effects.

The planning theories in the case studies provided take into consideration variables, including actors, organizations, and institutions, that directly affect economic development. The ability to determine all possible variables of influence in each theory analyzed allows an exploratory examination of planning approaches through the IAD Framework set in the New Institutional Economics theory. The primary areas of the framework that provide the best analysis of the proposed planning approaches are the Exogenous Variables and the Action Arena.

Elinor Ostrom (2005) notes the action arena as an area where, “participants and an action situation – interact as they are affected by exogenous variables” (p. 13). The identification and

delineation of the IAD Framework allots the exploratory measures necessary to analyze the effects of planning approaches in economic development. The action arena's two segments include the effects of an action situation and the participant. Ostrom specifies the internal action situation as the,

“social space where participants with diverse preferences interact, exchange good and services, solve problems, dominate one another, or fight (among the many things that individuals do in action arenas)” (p. 14).

The internal examination of the action arena is not the only factor of analysis in the Institutional Analysis and Development Framework. Additionally, an examination of outward influencers includes clusters of variables and “how action arenas are linked together either sequentially or simultaneously” (p. 15). This specification is identified as the exogenous variables within the IAD framework. The institutional arrangements and attributes of community found in the exogenous variables directly affect the action arena.

It is simple to assume a cause and effect to planning approaches due to institutional arrangements. However, the intricacies within the institutional arrangements lead to difficulties in analysis. As Ostrom (2011) highlights, “a key part of the [IAD] framework is the identification of an action situation and the resulting patterns of interactions and outcomes, and evaluating these outcomes” (p 10).

It must be noted the cause and effect nature of planning decisions do not occur in a vacuum void of outside interference and thus outside influencers must be examined. Therefore, the IAD framework utilizes the identification of institutions and organizations found in the New Institutional Economics theory to best demarcate possible variables affecting planning outcomes. Ostrom goes on to identify these variables in the Institutional Analysis and Development framework as, “exogenous variables [that] affect the structure of an action arena, generating interactions that produce

outcomes” (p. 13). The exogenous variables include attributes of community, rules, and biophysical/material conditions (Ostrom, p. 15, 2005).

The specification of the Institutional Analysis and Development Framework and the action arena therefore allows for a thorough exploratory analysis of planning approaches in economic development that has not been applied before. It is with this concept in mind that the IAD Framework is the most adept tool to properly analyze planning approaches garnered towards economic development. The complexity of identifying and analyzing variables, such as institutional arrangements and organizations, in planning is skillfully addressed by the framework.

#### IAD & Transactive Planning

In transactive planning, the primary focus of the planning approach is the interaction of the public/client with professional planner(s) through effective communication. This communication is easily identifiable as part of the action arena with actors including the public/client and the planner(s).

Therefore, the best way to identify this relationship is through the recognition of the action situation within the action arena in the IAD Framework. As Ostrom (2011) highlights, “Action situations are the social spaces where individuals interact, exchange goods and services, solve problems, dominate one another, or fight...” (p. 11). The ability of the IAD framework to pinpoint “where individuals interact” puts a spotlight on the public/client and the planner(s).

It is easily recognized that transactive planning specifies the action situation of communication between the public/client and the planner(s). However, the framework digs deeper and provides the analysis tool to recognize the institutional arrangements affecting this organizational relationship. The institutional arrangements exist as exogenous variables within the

IAD framework. The exogenous variables then play a role in how actions are determined and/or carried out in the action arena.

The framework also allows the ability to analyze through time, giving a mode of analysis to changes and outcomes within the action situations. As transactive planning is identified, with actors specified in the action arena, the IAD framework becomes a tool to not only analyze the current reality but also the past causes and the potential of the future.

As previously noted, the main emphasis of transactive planning is to connect professional or technical planners to the persons they are servicing, or the client. The relationship between planners and the public/client does not occur in a vacuum and is complex to identify, let alone analyze. The IAD framework provides the tool necessary to breakdown this relationship and examine all variables that play a role in the cause and effects of transactive planning.

#### IAD & Market Oriented Planning

While the transactive approach gives a direct voice to the public/client in planning, the market oriented planning approach highlights the public through the input of market mechanisms. The market in and of itself is not one person or entity, however it is still an actor that can be identified within the action arena through the IAD framework.

Thus, the malleability of the framework is put to the test and succeeds in identifying different actors within the action arena. Although differing from transactive planning, the market oriented planning approach still identifies actors who play a role in planning.

The complexity of identifying market mechanisms in planning is better understood through the breakdown process of the IAD framework. The framework provides the tool to specify the exogenous variables, such as institutional arrangements also found in market oriented planning.



These exogenous variables are interchangeable with the actors within the action arena due to the conglomerate nature of market mechanisms. Nonetheless, the framework allows the opportunity of examining the cause and effect of market mechanisms in market oriented planning.

In the action arena, the framework further itemizes the specified market mechanisms of market oriented planning to provide thorough analysis of actors in this action situation. The market mechanism is therefore broken down to include all actors, in addition to planner interaction in this action arena.

As the framework provides identification of the various components in the market oriented planning approach, the variables that affect this planning are thoroughly analyzed. As found with transactive planning, the IAD framework provides the tool to analyze cause and effects within market oriented planning and allows for forecasting of what is to come based on analysis of the current action arena.

The IAD framework is not only an analysis tool, but also an identification tool. The ability to identify within the action arena lays the foundation of analysis. The framework utilizes the action arena to identify actions of actors who play a direct role in institutional interactions. As specified by Ostrom (2011), the framework “can be utilized to describe, analyze, predict, and explain behavior within institutional arrangements” (p 11).

The ability of the framework to identify institutional arrangements is crucial to the comprehension and analysis of planning approaches and effects in economic development. Therefore, the same IAD framework is malleable to different planning approaches and allows analysis of the cause and effect of institutional arrangements in economic development.

#### 2.4.4 IAD Framework and Ideal Action Situations

Elinor Ostrom (2005) emphasized the action arena, composed of participants and the action situation, as an integral part of the Institutional Analysis and Development (IAD) framework. In this emphasis, Ostrom specified the action situation is the focal point of analysis that “refers to the social space where participants with diverse preferences interact, exchange goods and services, solve problems, dominate one another, or fight...” (pg. 14). In analyzing different planning approaches the ideal action arena, including participants and action situations, varies. This variation can be observed in the comparison of transactive planning and market oriented planning.

##### Transactive Planning

In transactive planning the primary participants consist of planner(s) and citizen(s). The planners provide expert knowledge, whereas citizens provide experiential knowledge. As noted by John Friedman (1993), expert knowledge is codified knowledge by professional planners, while experiential knowledge is uncoded knowledge of the affected population (pg. 484). This decentered type of planning depends on the participatory interaction between the planner and the citizen(s). The planner takes on an entrepreneurial role as a responsible professional held publicly accountable by the citizens they interact with in transactive planning. This democratic process is regional or local by design to highlight the specificities of a location while planning.

The actions within transactive planning are decentered and rely on face-to-face interaction in real time. Therefore, the structure is dependent on the immediate interaction between planner and citizen(s). In this interaction, the planner is hands on, taking a step away from the “faceless bureaucrat” and becoming an engaged urban professional (pg. 482). As the action of interaction occurs, transactive planning allots for “distribution of risks, potential for social experimentation, [and

the] revival of democratic processes” as a focal point of this planning type (pg 483). As planners and participants interact, Friedman highlights interaction works best in small groups of up to 20 people, allowing for more detailed knowledge to develop from mutual learning. This mutual learning also provides community support that lends itself useful in the political arena due to the sense of collective solidarity between planner and citizen.

As planners and citizens intermingle, the rules of interaction are established through the communion of planner and citizen(s). Friedman (1993) specifies five characteristics of the non-Euclidean planning model, of which transactive planning falls under, including:

1. Normative – Specified as the socially accepted standard which includes inclusive democracy and sustainability.
2. Innovative – Providing creative solutions through resource mobilization.
3. Political – Acting strategically to implement planning changes while overcoming resistance.
4. Transactive – Planner and citizen interact and share responsibility for definition of planning problem and solution.
5. Social Learning – People learning from people through critical feedback and institutional knowledge.

(pg. 483-484)

As these characteristics are identified in the non-Euclidean planning model, the rules of interaction in transactive planning are established.

Under these characteristics and rules, transactive planning brings detailed knowledge through the openness of the democratic process found in communication between planner and citizen. In this action situation, information about planning is completed by virtue of the expertise of the planner combining with the experiential knowledge of the citizen. The open dialog between the two

requires sympathetic listening where both sides must be open to critical feedback in order for planning to operate. While the planner's expertise provides the technical backing to analyze planning, the citizen provides first-hand knowledge of the region or locality. Two-way communication may lead to a clash, but with openness through communication this conflict can be overcome and strengthen the communal nature of transactive planning.

Ultimately, in transactive planning, outcomes lead to inclusivity of the affected population through decentralized planning focused on regional or local issues. As citizens are brought into the planning process from the beginning, they assist in defining problems and creating solutions with professional planners. Friedman (1993) highlights that this planning approach contributes to the hopeful outcome of inclusivity and diversity contributing to a higher quality of life, voice to the disempowered, and equality of rights (pg 483).

As the components of participants, rules of the game, and outcomes come together they create the ideal action situation of transactive planning.

### Market Oriented Planning

In market oriented planning the primary participants include the market and the public/citizens interacting through the market. Market tools are not persons but constitute a collective participant contributing to market oriented planning. Citizens in the market participate through market interaction, such as purchasing an item. Governments, including the traditional planner, have a limited role by establishing the framework in which market oriented planning functions. The government also uses different planning incentives such as TIF districts (tax increment financing), development districts, or commercial corridors to encourage business opportunities. The

use of these incentives encourages the market to contribute to planning of an area by attracting businesses

As the actions of market oriented planning occur, planning is considered on the basis of “market trends and dynamic evolution” (Staley and Scarlett 1999, pg. 5). Therefore, as participants partake in the market, their behavior guides the market planning based on their interaction. This decentralized form of planning subsists without intricate intervention of government planning. As market decisions are based on participant interaction, planning measures continue and institutional needs can be met. If the market decisions are found to be inadequate, the market readjusts itself and implements revised planning measures best fit to address previous issues and once again meet institutional needs. Thus, allowing the market diversity to dictate the procedure of planning.

The rules of interaction are identified by Staley and Scarlett (1999) who specify five principles of the planning approach:

1. Communities are open systems, thus demonstrating the malleability of community planning.
2. Market allocation is efficient and effective in regards to resources.
3. There is inefficiency of the political process when making decisions about land-use.
4. The effects of development, also known as spillover, and the diminishment of these effects are found through the utilization of *Performance-Based Public-Sector Planning*.
5. The imbalance of local government priorities is recognized in regards to narrow special interests having too much influence.

(pg. 4-7)

In the hierarchal structure of these rules/principles, the efficiency of market allocation is dependent on interacting communities holding the market accountable. As Hayek (1960) noted, “It is not that no

one is planning; rather, everyone makes their own plans, and those plans are coordinated by market forces with the plans of everyone else” (p. 9).

Therefore, the information about market oriented planning is dependent on community interaction. Market incentives usher in the competitive development and provides a self-regulatory maintenance. Although the primary control is exerted by public interaction, limited government regulation provides a general skeleton with which the market can position itself. Primary functions of market oriented planning recognize the need of governmental intervention as the market adjusts to its social setting. Plans are then coordinated with market forces, allowing a natural progression of planning to occur.

The coordinated forces lead to the outcomes intended by market oriented planning. These include contributions from the market allowing decentralized economic forces to steer planning as a byproduct of market competition. This decentralized form of planning allots public participation through market interaction.

As the components of participants, rules of the game, and outcomes come together they create the ideal action situation of market oriented planning.

### 3. Case Studies

#### 3.1 Case Studies & Urban Decline

Urban decline has various labels including urban decay and urban shrinkage, but regardless the title the effects of the phenomenon remains the same in urban locations. This is apparent not only socially, but also economically throughout Dallas's southern sector and includes the case studies of Bishop Arts and Bexar Street locations. The economic disparity for each location differs in origination, but the result of urban decline was the same.

As specified by Martinez-Fernandez *et al.* (2012), urban shrinkage can include, "...a city, part of a city, an entire metropolitan area or a town — that has experienced population loss, economic downturn, employment decline and social problems as symptoms of a structural crisis" (pg. 214). Although the effects are clearly negative, the description demonstrates the complexity of where, how, and why urban decline occurs. Although scholars recognize the cyclical nature of population and economic growth with decline in cities, the fundamental causes for this vary from location to location (Martinez-Fernandez *et al.*, 2012). In many urban locations, this is directly linked to deindustrialization, poverty, and segregation.

In the latter half of the 1900s, urban decline was primarily heralded by decentralization and suburbanization; also known as urban sprawl. As populations moved from the urban center, the city's urban core lost fundamental contributors of the delicate social and economic ecosystem. As noted by Tim Rieniets (2009, pg. 243), "A combination of factors triggered this rapid transformation: the growth of the middle class and their ability to afford cars and single-family homes, supported by low-interest loans; the extension of highway networks; the decentralization of employment and consumption facilities." Therefore, a contributing factor to urban sprawl was due to the innovations

of mobility, in particular the introduction of cars. Prior to cars, people needed to live closer to amenities and jobs which led to highly populated urban centers. However, with the introduction of social upward mobility, coupled with economic options, people moved away from the urban center and utilized the new technology of the day for transport. As the population declined in urban centers, so did the tax dollars that once funded urban center amenities. Sylvie Fol (2012) correctly attributed derelict decay and poverty to a “self-aggregating spiral” where urban centers faced a decrease of financial means, but maintained the burden of servicing the poor. (pg. 260).

In the 1930s Bishop Arts was noted as “Dallas’ busiest trolley stop” (bishopartsdistrict.com, 2016). However, by the 1960s urban decline began and continued well into the 1980s. The Bishop Arts District is a direct example of how transportation advancements and urban sprawl contribute to urban decline. Bishop Arts was specifically a “commercial center serving a trolley stop in the early 1900s” (Fowler, 2012). Therefore, the area’s economic system was dependent on the public’s use of trolleys to frequent store fronts. However once Dallas stopped running streetcars by the mid 1950s, economic urban decline was inevitable (Fowler, 2012). Populations not only stopped frequenting stores, but moved away to suburbs as cars became the new mode of transportation. This was further heightened due to the demographic changes of the neighborhood, with white flight contributing to population loss. Although the buildings remained once the trolley stop left, by the 1980s the Bishop Arts District had entered into clear urban decay.

In addition to urban sprawl’s contribution to urban decline, another variable to the urban decay of the past included segregation and poverty. Sylvie Fol (2012) notes, “the combination of residential suburbanization, deindustrialization and employment decentralization led to a segregation process characterized by the concentration of very poor households, especially minorities, in inner cities” (pg. 260). Although Fol would place urban decline as the predecessor to minority segregation



and poverty concentration in inner cities, the reality of southern history is in direct contradiction to this stance.

In Dallas's history segregation was a systemic reality that redlined certain neighborhoods for black citizens, others for poor white citizens, and others for rich whites prior to any direct urban decline experienced. In particular, effects of segregation contributed to poverty and urban decay experienced in the city's southern sector and black neighborhoods. As quoted by Debra Polsky in the Preston Hollow Advocate Magazine (2017), "Historically black neighborhoods were razed for factories and stores... With nowhere else to go, they migrated to South Dallas without many welcoming neighbors." In addition to poverty and segregation, southern black neighborhoods also faced direct violence such as bombings experienced in the 1940s and 1950s (Schutze, 1987). This subsequent migration of blacks, coupled with blatant violence led to white flight of white citizens in southern sector neighborhoods, imposing self-segregation along with urban decline.

Bexar Street is a Dallas corridor in the city's southern sector that begins in the Ideal Neighborhood and continues south through the Bonton Neighborhood. The street was once a prominent economic hub for the segregated black community prior to the 1960s. However, the community was "relegated to undesirable sections of South Dallas, along rail lines or in the flood plains of the Trinity River" (Paris, 2016). The Bexar Street Corridor therefore has a stark history of segregation and the specified neighborhoods were established to maintain the city's systemic separation of races. The expansion of Dallas highways in the 1950s went straight through Bexar street and made it the primary corridor in and out of the now closed off Bonton Neighborhood. This made the Bexar Street economic hub viable to the area it serviced, but also introduced cars as the new transport option rather than previous dependence on trolleys. This later became the way out for community members once desegregation and integration were implemented after the 1960s. As

integration occurred, blacks could frequent locations previously closed off due to segregation. As the dollars flowed to other locations, Bexar Street lost its patronage and went into urban decline. The loss of economic sustenance led to the decline of store fronts on Bexar Street and ultimately led the way for decay the area experienced by the 1970s and 1980s. Although segregation was a reality of the past, the effects it imposed were felt decades later with urban decline apparent along the Bexar street corridor. (Weflen, 2015)

Although the origination of urban decline in Bishop Arts and Bexar Street differ, the significance of decay was still present and affected the economic standing of the given areas. The prominent factors in the case studies include poverty, deindustrialization, and segregation. While differing in cause, the effect of economic disparity was felt in each location. Nonetheless, in recent decades urban decay has been challenged and revitalization efforts have been initiated in both Bishop Arts and Bexar Street with varying outcomes.

### 3.2 Bishop Arts

The Bishop Arts District is rife with history and in the 1930s was noted as “Dallas’ busiest trolley stop” (bishopartsdistrict.com, 2016). However, by the 1980s, the area had deteriorated to a ghost town like space, with various buildings boarded due to lack of use. Reprieve came in the form of the Jim Lakes Co., who in 1985 bought up several blocks in the Bishop Arts District (Stone, 2013, p. 1). The years following the Jim Lakes Co. acquisition were rough to say the least, with an almost loss of the property in 1989 and bare sustainability throughout the 1990s. It was only in 1998 that the City of Dallas is noted as investing in the Bishop Arts District, led by then-mayor Laura Miller, with the allocation of \$2.6 million for “upgrades that included wider sidewalks, brick pavers, street lights and trees” (Stone, 2013, p. 1). This monetary support from the city, along with the rezoning of parking

requirements, created the catalyst necessary for economic development success ultimately allowing more businesses and restaurants to open in the area. Thus, it is this progression of long fought success in the Bishop Arts District that is often hailed as the economic development of the City of Dallas, however it has never been qualitatively examined or researched through the IAD Framework. The City of Dallas has been noted to take vast measures and steps encouraging economic development throughout the city. Economic development projects have been at the helm of city importance for years. However, the poster child of economic development success in Dallas is clear, the Bishop Arts District.

The transactive planning approach is readily identified in the Bishop Arts District Case Study due to the successful and interactive nature of the City of Dallas planners and the public. The engagement between the two has led to an efficient mode of planning for all involved. Although, not all planning initiatives have been readily accepted by all, the dialogue has been clear and present allowing effective communication. This in turn has led to the dialogue necessary for City Planners and the public to encourage economic development in the area. In utilizing the IAD Framework, a thorough analysis of transactive planning can be completed and a comprehension of this interactive dialogue between professional planners and the public is presented.

### 3.3 Bexar Street

Bexar Street is a corridor identified as one of the many economic and housing redevelopment locations within the City of Dallas in the early 2000s. As detailed in city documentation and resolutions, funds were first officially allocated to the location through the Community Development Block Grant in 2002 in the amount of \$714,000 (Dallas Resolution 08-2764). By 2005, the Dallas

Housing Finance Corporation invested \$283,100 to what was formally titled the “Bexar Street Retail Development Project” (Dallas Resolution 08-2764). As funds poured into the development project, grant requirements itemized the need for updates which were presented in the “Neighborhood Investment Program - Bexar Street Redevelopment Corridor” city council committee briefing of 2006 (Dallas Briefing 9/5/2006). Noted in the brief were various forms of neighborhood “enhancements” recognized including “bus shelters” and proposed “mixed use building” development along the corridor. The enhancements, both current of the time and proposed, for phase I of the location had the funding commitments of \$5.25 million and for phase II \$7.47 million through various grants, city bonds, land acquisition, and corporation investment (Dallas Briefing 9/5/2006). To proceed in construction development of the area, the city utilized “construction participation loan agreements”, albeit controversial. In 2008, the city council approved a city resolution for the \$10 sale of 19,340 square feet of land to Hailu Ejigu with the “provision of mixed-use development on the property” (Dallas Resolution 08-2764). Mr. Ejigu participated in the construction loan agreement with the purpose of redevelopment in the area. By 2014, Dallas Morning News documented the city approval of final loan payments to Ejigu in the total amount of nearly \$2 million, easily surpassing the original budget of \$1.3 million, with little to show for the money spent. The underlined example is merely a wrinkle in the fabric of over \$29 million in revitalization efforts of the Bexar Street project with local media questioning the lack of viability in the area well over a decade after initial investments occurred. As noted by Steve Thompson (2014) with Dallas Morning News, “... a decade after the project began, Bexar Street remains far from a bustling commercial corridor. It feels more like an abandoned movie set.”

In the Bexar Street Case Study, the market oriented planning approach is identified. On Bexar Street, the hope of economic initiatives was to allow market mechanisms to encourage economic

development. Construction development was meant to be the catalyst encouraging market growth therefore encourage economic development in the area. While the market mechanisms were utilized, there was still a significant presence of government planning attempting to ensure order and effectiveness. Although the success of the method utilized in this location can be questioned, the IAD framework provides the tools necessary to analyze the planning approach towards the anticipated economic development.

## 4. Methodology

Local economic development is a task taken on for the betterment of a location. However, the debate on what constitutes positive economic development is relative to the goals used to implement such measures.

The two primary debated goals as noted by Hogendorn (1987, p 18) include, “the meaning of economic progress – growth in income and output versus underlying change in a country’s social and economic structure”. The traditional measure of positive economic development is often attributed to the quantitative measurement of income growth, such as the measure of gross domestic product (GDP) or household incomes. However, as the practice of economic development has evolved, so have the indicators of positive economic development. This shift has included different qualitative measures examining the standard of living, such as literacy rates or school enrollment.

Although there is no one standard for economic development, the measure of income growth coupled with social change combines quantitative and qualitative methods to measure economic development. For the purposes of analysis, both income and social factors were analyzed in the Bishop Arts District and Bexar Street case studies. To explore the Bishop Arts and Bexar Street case studies the quantitative and qualitative methods were combined through the mixed methods approach.

Although the quantitative and qualitative approaches of research have often been identified as opposites, with the mixed methods approach they work congruently addressing complex research issues. As noted by Vicki Clark (2016, p. 305), “... mixed methods research studies involve the synergistic combination of different aspects of quantitative and qualitative research...” Therefore, utilizing the mixed methods approach does not replace quantitative and qualitative research, but instead highlights the strengths of each method to best complete research analysis.

The complementary utilization of both approaches allots thorough analysis using the similarities and differences found in both quantitative and qualitative research. Johnson & Onwuegbuzie (2004, p. 15) highlight a primary similarity noting, “both quantitative and qualitative researchers use empirical observations to address research question”. This observation is further supported by Sechrest & Sidani (1995, p. 78) who note both methodologies describe and construct arguments from data, determining why outcomes occur as they do.

As the two research methods are utilized in tandem, they must be strategically applied to the research at hand. The research strategies can include the approach applications of qualitative to quantitative, quantitative to qualitative, or even simultaneously to successfully identify various facets of research.

For the purpose of the Bishop Arts and Bexar Street case studies the mixed methods approach utilized quantitative and qualitative research simultaneously. The qualitative approach consists of the interview method to best explore the community attributes (exogenous variable) and participants (action arena) that contributed to planning and economic development in each case study. The quantitative approach consists of descriptive analysis to best analyze outcomes of planning and economic development throughout the decades.

#### 4.1 Mixed Methods Approach

The mixed methods approach combines the best of two worlds: qualitative and quantitative research. The approach allows better comprehension in analysis by merging two different research methods. For the purposes of case study analysis, the Mixed Methods Approach utilized quantitative and qualitative methods to analyze the Bishop Arts and Bexar Street case studies while conceptually applying the IAD framework.

The purpose of analysis is to examine how different types of planning affect economic development. The IAD framework requires analysis of quantitative and qualitative data. This includes the analysis of planning approaches and measurement of economic development results. Identification and analysis of planning approaches is a task for qualitative methods due to analysis required of non-statistical trends. Whereas, measurement of economic development factors is available through census data.

The ability to expand research comprehensiveness makes the mixed methods approach desirable to use. Rather than getting a snapshot of a topic, the approach provides a whole picture method of analysis for research. This in turn increases the validity in research conducted.

By merging the two primary methods, the mixed methods approach addresses the weaknesses found in quantitative and qualitative methods. In quantitative research, analysis is direct and does not take personal views into consideration. Therefore, participants who are being researched have no personal input, which can be viewed as a weakness. As noted by Creswell et al. (2007, p 9), "The argument goes that quantitative research is weak in understanding the context or setting in which people talk." The lack of social awareness in quantitative analysis can lead to perceived analysis inaccuracies. Opposite this method, qualitative research takes personal input into consideration. However, personal input can lead to interpretation bias that weakens the analysis as a whole. This therefore makes the mixed methods approach the strongest mode of analysis due to its ability to offset weaknesses found in one method by introducing the other. Mixed methods then provide the ability to conduct comprehensive analysis utilizing data garnered through both quantitative and qualitative methods.



Mixed methods research, as specified by Creswell et al. (2007, p 6), “involves both collecting and analyzing quantitative and qualitative data”. Therefore, the mixed methods approach utilizes the two primary types of research congruently for the purposes of analysis.

Quantitative research is systematic and calculates “closed-ended information” or hard data such as census data (Creswell 2007, p 6). Quantitative methods usually include statistical analysis with the purpose of analyzing hypotheses or research questions. Qualitative research on the other hand “consists of open-ended information” or non-statistical trends and data (Creswell 2007, p 6). Qualitative methods tend to be exploratory or investigative, such as observed through interviews with participants.

Both quantitative and qualitative methods contribute to research and analysis. However, each method is unique to what it can contribute to case study analysis. Mixing quantitative and qualitative methods allows a more complete comprehension of a research topic. As noted by Creswell et al. (2007, p 7), “By mixing the datasets, the researcher provides a better understanding of the problem than if either dataset had been used alone”. Utilizing only quantitative or qualitative methods in research limits the capability of analysis due to the limitations found in each method alone. However, by merging the two methods the data analyzed can build on each other to provide a better comprehension of information.

Creswell et al. (2007, p 7) specify three ways of merging quantitative and qualitative methods. These include, “merging or converging the two datasets by actually bringing them together, connecting the two datasets by having one build on the other, or embedding one dataset within the other so that one type of data provides a supportive role for the other dataset.” In the first “merging of data”, the quantitative and qualitative methods collect data separately and are brought together to provide results. In the “connecting data”, either the quantitative or qualitative method is initiated

and the second method builds on the results of the first to provide results. In the “embedding of data”, either the quantitative or qualitative method supports the data of first method to deliver results. A diagram of the three ways the mixed methods approach is used can be found below.

Creswell et al. (2007, p 7)

The Figure (1.2) depicts the relationship between the quantitative and qualitative methods. This demonstrates how data at some point must be merged between the two methods in order for the results to truly be considered a product of the mixed methods approach.

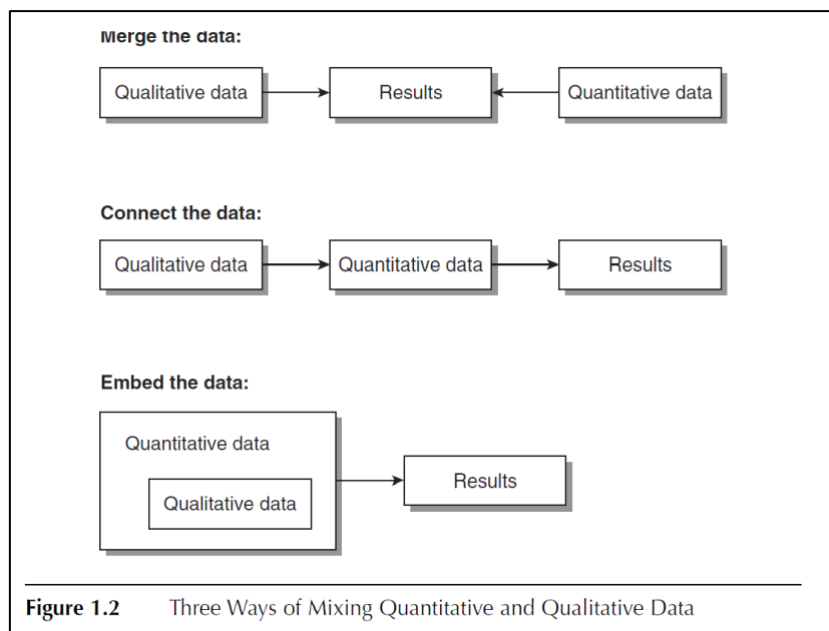


Figure 1.2 Three Ways of Mixing Quantitative and Qualitative Data

For the purposes of this dissertation, the “Merge the Data” approach was utilized. Qualitative measures in the form of the interview method were utilized to analyze the planning approaches found in Bishop Arts and Bexar Street. Qualitative results merged with quantitative measures in the form of descriptive statistics analysis to provide insight to the effects of planning and economic development in each location. This was be expanded utilizing census tracts of the selected case studies.

#### 4.1.1 Interview Methodology

The interview methodology was used to analyze the planning approaches and economic development found in the Bishop Arts and Bexar Street case studies. This approach is a qualitative research method used to gather firsthand knowledge and data. Robert K. Yin (2016) recognizes, "...qualitative studies can attend to the contextual richness of these settings," and thus provide analysis beyond the means of quantitative measures (pg. 3). Using interviews, a construction of local knowledge regarding the planning approaches and economic development can be created. Interviews through the IAD framework provide a method of analysis of planning and economic development found in the case studies selected. This was then tied to the descriptive statistics analysis to provide comprehension of the Bishop Arts and Bexar Street case studies.

To best comprehend knowledge reflective of the reality in the locations selected for each case study, the interview qualitative method was utilized. The methodology allows the researcher to gain understanding of the economic development strategies of the area by interpreting the perceptions of different subjects. As noted by Irving Seidman (2006), "Interviewing is both a research methodology and a social relationship that must be nurtured, sustained, and then ended gracefully" (p. 95).

The interview methodology is founded on a complexity of relations between the researcher and the subject. It must be noted that the initial relation as noted by Seidman (2006) is often referred to as an "I-Thou" relationship, where there is a distinct separation between the researcher and the subject (p. 96). However, as the interview proceeds the ultimate goal is to achieve a sense of "Thou-ness", but not a full on "We" relationship (p. 96). This distinction is set in place to ensure the researcher does not become an equal participant in the study, but rather allows a certain level of independence to the subject's responses in attempting to grasp the full reality observed. This

distance between researcher and subject preserves the independent nature of the discourse throughout the interview, preventing the researcher from influencing the subject's reflections.

Interviews have a wide variety of options to select from when utilized for research and different outcomes can ensue as a result of being conducted in different methods. Interviewing as a result is one of the less structured methodologies in qualitative research. The main focus of the interview research methodology is the subject or interviewee's point of view and thus all data is collected from this reality proposed from the subject. Insight is most valued from all aspects that the subject may provide, including "rambling" or going off topic, as this provides the researcher the opportunity to comprehend what is of true importance to the subject (Bryman and Bell, 2011, p. 313). This flexibility of the interviewing methodology is not only provided to the subject, but also to the researcher in conducting the study. Although many times an outline or guide is set in place to maintain the flow of the interview, the researcher has the discretion to depart or restructure the officiating of questions in place. This can result in a reorganization, or a rewording, of a particular question, during the interview. Such flexibility allows for a natural progression of the interview process to occur, ultimately allowing the different responses provided by the subjects to direct the mode of the interview in place. Allowing flexibility provides the subjects the opportunity to thoroughly respond to postulated questions with detailed answers that direct the data to be collected by the researcher. As studies progress, researchers often have the opportunity to interview the subjects on multiple occasions, to provide more detailed output that may have been missed in the initial interview conducted. However, it must be noted that in the case of this study each subject was interviewed only on one occasion.

As has already been noted, the interviewing methodology in the qualitative research field has a variety of options from which a researcher can select. However, the interviewing methodology does

have two specific types consisting of unstructured interviewing and semi-structured interviewing. In both cases a level of flexibility is present and both focus on the subject or interviewee participating in the given research. However, these types of interviews also have very much differing approaches to the process of questioning.

In the unstructured interview, the set-up of the study is very much conversational and fluid. In such a case, a question or two may be provided as a catalyst for response, however the majority of the interview process is conducted very much in a free response manner. This method is known as “aide mémoire”, providing the researcher prompts to cover specified topics throughout the interview (Bryman and Bell, 2011, p. 314). Often times, the interviewer merely followed up on points found to be of value presented by the subject or interviewee, whereas the rest of the interview is primarily colloquial.

In the semi-structured interview, an “interview guide” is often present and utilized for the discussion at hand (Bryman and Bell, 2011, p. 314). The guide provides a specified outline of pinpointed topics to be covered in the interview. However, it must be noted that the subject or interviewee has freedom and flexibility in responding as necessary. Although the outline is present, the questions proposed do not necessarily have to follow in any specific order and questions may arise as a result of the response given by the subject being interviewed. Ultimately, it is with the guide of this flexible outline that similar questions are proposed to all subjects interviewed in the given study.

For the purposes of this dissertation, the semi-structured interview approach was utilized. An interview guide in the form of multiple stipulated questions were utilized for the discussions to be held. This guided the interviews and allow a focus on planning and economic development while allotting flexibility to the interviewee through conversational responses.

In terms of the types of questions utilized, Bryman and Bell (2011) noted Kvale (1996) as having pinpointed the various types most often utilized in the interviewing process (p. 318). The first consists of “introducing questions”, which are used to initialize the interview as a catalyst for discussion. The second question type, “follow-up questions”, are used to allow an extension or elaboration of the response provided by the subject being interviewed. The third type, “probing questions” gets straight to the point and directly inquires the topic being interviewed. The fourth type, “specifying questions”, amplifies previous responses to better comprehend the specific aspects of the subject or interviewee. The fifth type, “direct questions” look into the direct opinion of the subject rather than just a response providing an overview of the interview’s topic. This is usually utilized towards the end of the interview in order to prevent too much influence in the direction or the response by the researcher (Bryman and Bell, 2011, p. 318). The sixth type consists of “indirect questions”, allowing the researcher to get a feel of the subject’s surroundings rather than directly hitting on a topic via questioning. The seventh type consists of “structuring questions” which allows the researcher to lead the subject or interviewee into a different field or topic to be discussed. Silence is often utilized throughout the interview as a method allowing the subject to “reflect and amplify an answer” (Bryman and Bell, 2011, p. 319). And finally, the eighth type consists of “interpreting questions” which allow the researcher to rehash a response given in question format.

The interview questions to be utilized covered four primary sections to best address the dissertation question of: How do different types of planning approaches affect economic development? The first section of questions centered on the planning knowledge and perspective of the interviewed individuals. This provided a base to understanding the perspective of the interviewee and what they deem to be planning and economic development. The second section consisted of questions regarding the interviewee’s perceived success or failure of planning and economic

development in each location. This provided a background to the success or failure of each case study, which is also comparative to the descriptive statistics that were analyzed. The third section of questions focused on the community and/or professional input in planning and development from the interviewee perspective. This provided a gauge to what type of planning was utilized in each case study, such as transactive planning due to interaction between planning professionals and community members. The fourth and final section of questions focused on demographics. This provided the length of time the interviewee has been in the given location and an age range of the interviewee.

The verbal behavior between the researcher and the subject or interviewee allows for a transfer of knowledge through interview communication. The formatting of questions is essential to the interview process; however, it is not the main factor. The biggest factor in the interviewing methodology is the noted flexibility and importance of responses provided by the subject or interviewee. This allows for a construction of knowledge reality to become composed based off the observations indicated by the subjects to the researcher.

Qualitative measures in the form of interviews provide firsthand accounts of participants within each case study. Through the use of interviews two steps of the IAD framework are addressed with data collected providing analysis of exogenous variables and the action arena. This allowed analysis of attributes of the community within exogenous variables that contribute to the action arena and planning approaches applied in Bishop Arts and Bexar Street. Using these interviews also provides comprehension of the participants in the action arena and their perspective of community attributes that affected economic development in each case study.

In addition, qualitative measures merged with quantitative measures with the use of descriptive statistics to analyze outcomes of the action arena in each location. Descriptive analysis

expanded on census tract data for each selected case studies to analyze each case study throughout the decades as planning and economic changes occurred.

#### 4.1.2 Descriptive Analysis

Descriptive analysis examines changes over time due to planning and economic development initiatives. It uses summary information to examine changes and possible outcomes of planning and economic development efforts over time. Turner & Houle (2019) observe, “descriptive statistics provide an overview of the characteristics of the sample data and are used to communicate this information in a straightforward manner” (pg. 300). For the purpose of this dissertation, descriptive analysis facilitated a breakdown of “outcomes” (data collected) due to the effects of the “action arena”, as specified in the IAD framework, when applied to the Bishop Arts and Bexar Street case studies. Each respective case study used data for census tracts which have been identified for Bexar Street at Census Tract 39.02 and the Bishop Arts District at Census Tract 47. In addition to analyzing data for Bishop Arts and Bexar Street, the adjacent census tract data was included to generate a comparison analysis. This allowed an additional analysis of development observed across time and across areas. The Bishop Arts and Bexar Street census tracts provided insight to changes through time, along with a comparative look into the adjacent census tracts of each case study.

The variables selected include those that are descriptive of the changes within the case studies, in addition to those that contribute to the analysis of economic development. As economic development occurs, a population is expected to change as well as population characteristics. These changes are analyzed under the scope of demographics. The descriptive analysis provides insight to changes in demographic patterns and as planning and economic development occurs in a given location. Observed variables for the purpose of the analyzing the specified case studies include



demographics such as race, household income, poverty (percent poor), and housing value (median value). Variables that may cause changes in economic development include educational attainment, median age, and total population, where others have found these to be the case. In regards to education, Sanders & Brath (1968) have noted, “obvious links among education, employment, and desired or planned economic growth” (pg. 214). Regarding median age, Sanderson & Scherbov (2007) highlight the challenges “associated with an ever more elderly population” and economic development (pg. 28). And finally, Mayhew and Colbourn (2015) recognize the link between “Population movement” and economic decisions that lead to development (pg. 37). The educational attainment, median age, and population total variables are later expounded upon.

As planning and economic development are underway in a given location, the racial composition of a location may change. For example, development occurring in a location with one predominant race may cause a shift to include other races not originally present in that setting. This may occur due to the economic viability of a location attracting populations that had not previously been present. In many cases, this is seen with lower economic standing communities that are predominantly populated with people of color, while white populations tend to have higher economic means. An example of racial change due to development can be found in the case study by Hyra (2015) as he analyzed Shaw /U Streets in Washington DC. Hyra went on to examine development and “...changing resident population and the altering political landscape impacted some neighborhood black institutions...” (pg. 1762). In this case study situation, many of the black residents moved to Maryland due to development displacement in the area and commuted back only for Sunday service to the historic black churches remaining in the inner-city. Analyzing the racial composition of Bishop Arts and Bexar Street gave insight to the social and racial composition changes of each location parallel to the planning and economic development efforts utilized.

Household income includes the wages and salaries of residents in a house. The income of a household provides a measure of the household's ability to contribute to the economic viability of a social setting. If households in a location have the bare minimum income to sustain a roof over one's head and food on the table, the probability of discretionary spending diminishes. However, a neighborhood that undergoes economic development may attract higher income households. These higher household incomes have the ability of contributing to the economic means and ultimately the local economy.

Additionally, higher income households generally have higher levels of education, therefore affecting another demographic to be analyzed. As Gagliani (1987) states, "Development normally acts by 'enlarging' and/or 'enriching' the modern sector," highlighting the income increase expected with successful economic development (pg. 315). Household income fluctuations were analyzed as decisive variables of economic development in each case study selected.

The analysis of the degree of poverty ties directly to the examination of household income. As planning and economic development occur, the hope is to address economic vitality and poverty in dilapidated areas. As development successfully increases, the hope is that household incomes increase across households and relatively fewer households are impoverished. However, Gagliani (1987) recognizes, "that INEQ [income inequality] rises as development is set in motion" (pg. 315). Although the hope of development is equitable income increase, reality may not reach such hopes. Therefore, the analysis of poverty in the case studies allowed a look into poverty statistics as planning and development occur throughout the years.

The change in the valuation of property and homes as a result of planning and economic development for each case study is an additional statistical measure to be examined. As poverty diminishes and the valuation of properties and homes increases, those with lower incomes can then

no longer partake in the location's housing market due to property values being out of their price range. This attracts those with higher incomes who have the ability to afford the new price range and in turn affects the median income for the given location. As homes are purchased at the new higher rates, the pending homes in the area also rise in value continuing the cycle affecting poverty, income, and property values. As these statistical fluctuations occur in each location, planning and economic development measures were employed in each case study. The analysis of these demographics allows insight to changes of Bishop Arts and Bexar Street.

The educational attainment of the area is another demographic that fluctuates with the economic development of a location. As population increases, often due to migration attracted to a developing location, the education level can also fluctuate and increase. Educational attainment is indicative of economic development as noted by Sanders & Brath (1968), "One of the modern origins of interest in the relation between education and economic growth was the recognition of the obvious links among education, employment, and desired or planned economic growth" (pg. 214). Educational attainment highlights the widespread understanding that it is an indication of social and economic development. While low educational attainment is often attributed to low household income, higher educational attainment is attributed to higher household income. It is with this in mind the analysis of educational attainment provides a parallel to the shifts of household income while planning and economic development occur.

Median age examines a population's aging range in a given location. It has also been identified as a variable of economic development due to the changing economic viability of aging populations. As noted by Sanderson & Scherbov (2007), "concerns have been expressed about the challenges to current economic and social arrangements associated with an ever more elderly population" (pg. 28). As populations are born and age, they shift and affect the economic standing of a location. As

economically contributing populations fluctuated in each case study, the median age also fluctuated. Therefore, median age is a variable that can be explanatory of economic development within a population. In the case studies specified the median age may fluctuate due to economic development attracting new populations. If a once abandoned and primarily elderly location begins to economically develop, younger residents may migrate to the location and lower the median age. Alternatively, if an area attracts older populations due economic development, the possibility of poor family displacement may occur leading to an increase in median age.

Finally, changes in total population has been selected as a descriptive variable of economic development due to population growth linked to economic decision making. A larger population has a larger economic footprint than a small population in a given location. As noted by Mayhew and Colbourn (2015), "Population movement has a long political history, with goal setting linked at various times to macro-economic and development decisions..." (pg. 37). One can argue that while planning and economic development occurred in one period, population growth was generated in the next period. Therefore, as populations moved in and out of each case study, planning and economic development occurred. As the population increased, the population totals had a direct effect on the economic viability of development efforts. Therefore, movement of population totals and growth are directly affected by and affect planning and economic development.

Descriptive analysis provide a quantitative method of analyzing the selected case studies over a period of time. This analysis offers insight into the possible effects of various exogenous variables, including planning on economic development. This was accomplished by measuring the change in mean values of descriptive statistics in the selected case studies. Finally, descriptive analysis provided insight to the present-day changes within the Bishop Arts District and Bexar Street in the attempt to understand planning and economic development and their impacts in the areas.

## 5. Descriptive Analysis

As changes occurred throughout the decades in Bishop Arts and Bexar Street, census data variables provided a look into these changes. The variables selected include those that are descriptive of the changes within the case studies, in addition to those that contribute to analysis of economic development. It must be noted that the time frame between the 2010 census and 2020 census has seen major shifts after the Great Recession. Due to the current gathering of data for the 2020 census, these changes cannot be analyzed at the given moment. Therefore, the census data analyzed included 1970, 1980, 1990, 2000, and 2010 for Bishop Arts and Bexar Street. Census data was collected and analyzed from the GeoLytics Online Database (2010) and all census tract maps were garnered from the US Census Tract database (2018).

### 5.1 Bishop Arts – Census Tract 47

The Bishop Arts District is located in Census Tract 47, positioned just south west of Downtown Dallas. The Figure 1 below shows the specified location.

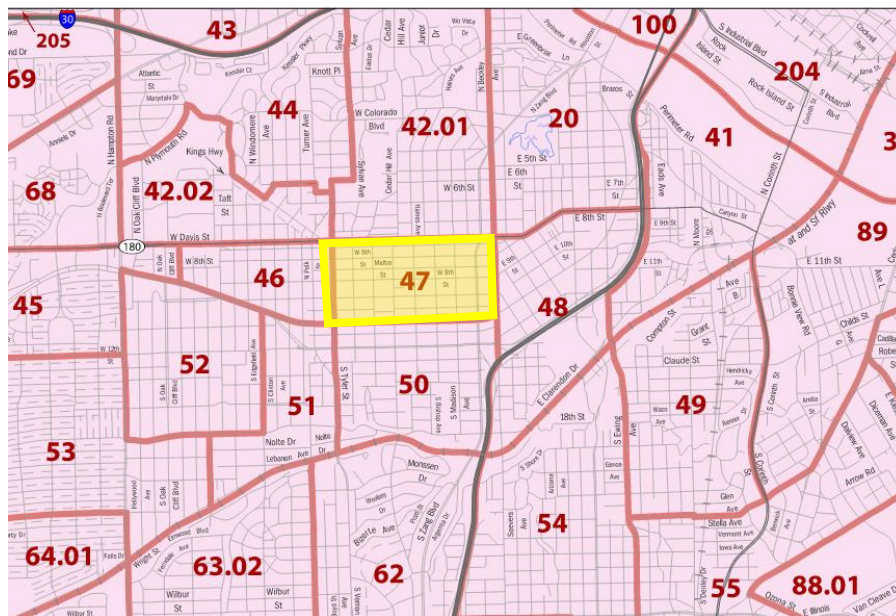


Figure 1

### 5.1.1 Population

In examining the population count of Bishop Arts, Figure 2 shows minimal growth for two decades between 1970 and 1990. The growth in those two decades led to only a 3.3% increase, with only 4 additional persons added to the population count. However, in the next ten years the Bishop Arts census tract experienced a growth spurt of 26%. This added 844 persons to the area within a decade. A slight decrease of 8.8% was noted by 2010, following the height of the Great Recession, with 359 persons leaving the tract.

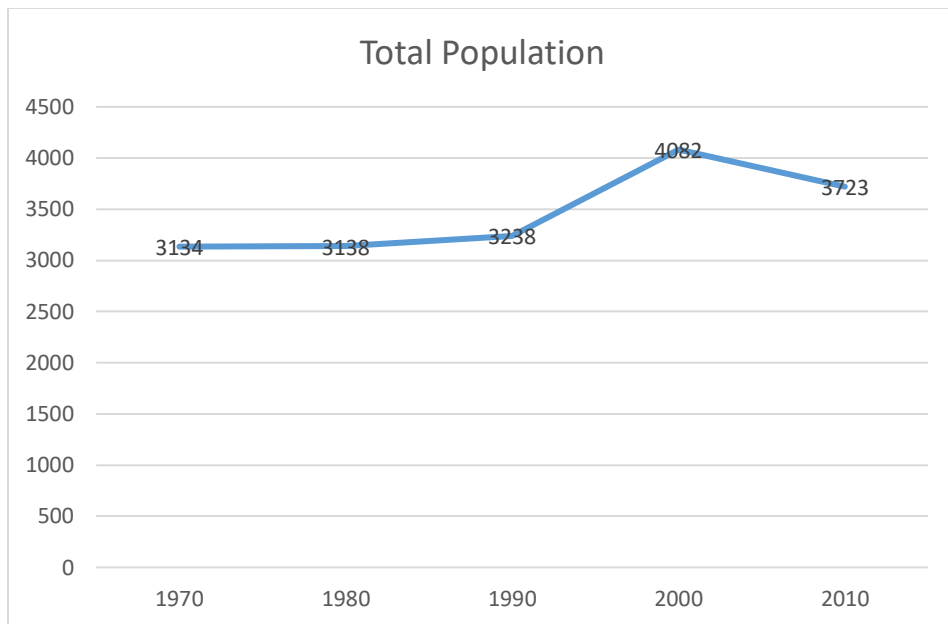


Figure 2

The total population fluctuated between 1970 and 2010 in Bishop Arts. There was a clear increase between 1970 and 2000. However, after 2000 a slight decrease occurred, which can possibly be attributed to the 2000s recession. Nevertheless, the total population in 2010 remained above the count found in 1970, maintaining a significant increase throughout the decades.

### 5.1.2 Age

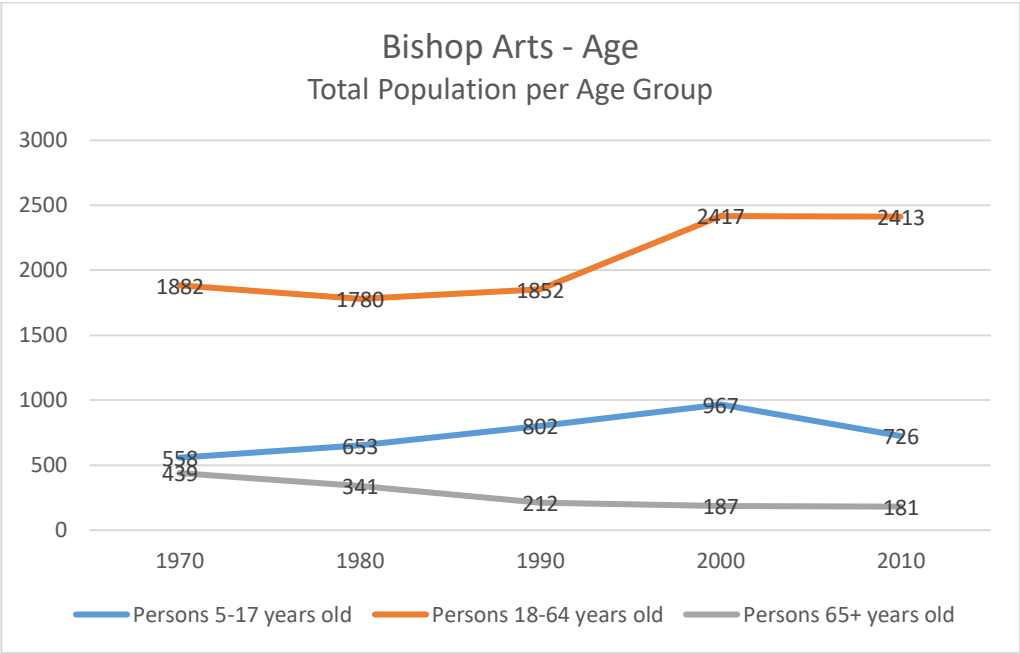
As the population count shifted, so did the age groups within Bishop Arts as identified in the figure 3 below. The largest age group consists of persons aged 18-64 years old due to the broad age range of this grouping. Similar to the population count, persons aged 18-64 years old had little change for two decades between 1970 to 1990. From 1970 to 1980, there was a slight decrease of 5.4% with a loss of 102 persons. From 1970 to 1990 a slight decrease of 1.6% with a loss of 30 persons, but a 4% increase from 1980 to 1990 with 72 persons added to the area. The growth in this age group occurred from 1990 to 2000 with an increase of 30.5% adding 565 persons aged 18-64 years old. By 2010 a slight decrease of 0.1% occurred with 4 persons leaving the area for the specified age group. By 2010, persons aged 18-64 years old accounted for 72.7% of the total population in Bishop Arts.

Persons aged 5-17 years old account for the second largest group with a consistent growth trend found between 1970 and 2000. From 1970 to 1980, an increase of 17% and 95 persons added to the area in the given age group. From 1980 to 1990, an increase of 22.8% was identified with an addition of 149 persons. From 1990 to 2000, there was an increase of 20.6% with an additional 165 persons. However, after the Great Recession, from 2000 to 2010 a decrease of 24.9% occurred with a loss of 241 persons aged 5-17 years old in the area. By 2010, persons aged 5-17 years old accounted for 21.9% of the total population in Bishop Arts.

Persons aged 65 years old or older account for the final and smallest age group of the Bishop Arts census tract. This age group has been in a consistent decline from 1970 to 2010 having a total decline of 58.7% and a loss of 258 persons over the span of four decades. The sharpest decline in persons aged 65 years old or older occurred between 1980 and 1990, with a loss of 129 persons at a

decline of 37.8%. By 2010, persons aged 65 years old or older accounted for 5.4% of the total population in Bishop Arts.

Throughout the decades, the largest age group consisted of persons aged 18-64 years old due to the broad range of ages and consistently made up between 57% to 65% of the total population. Whereas the smallest age group was consistently persons aged 65 years old or older, which only declined in total population between 1970 and 2010.





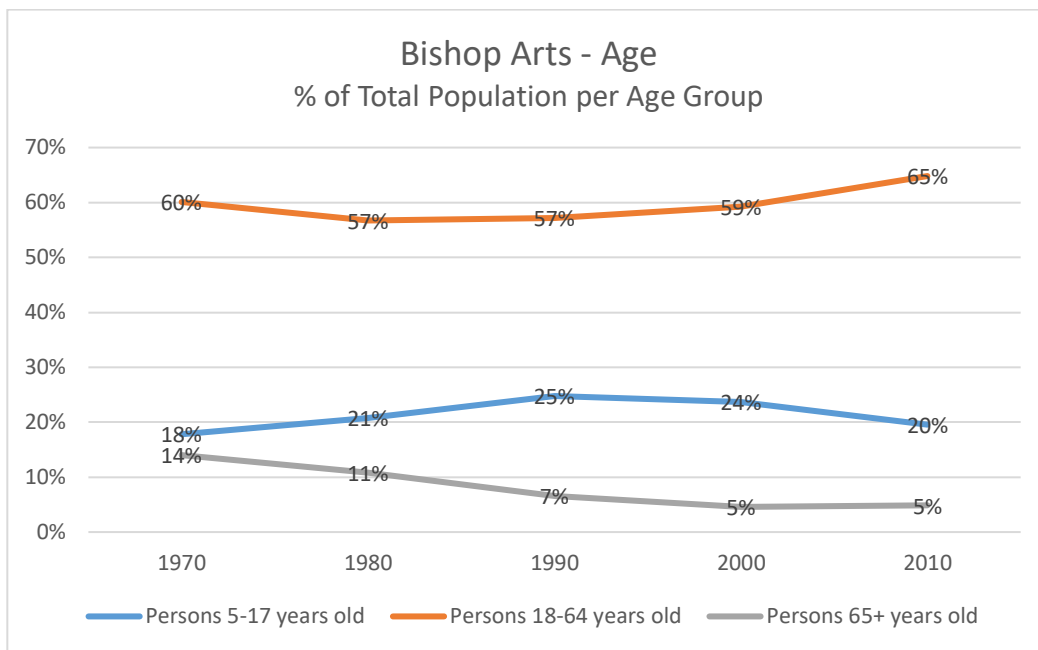


Figure 3

The age groups in Bishop Arts of 18-64 years old and 5-17 years maintained relatively similar percentages of the total population, while the persons aged 65 years old or older group saw a consistent decline from 1970 to 2010. The fluctuations in age group demonstrate that as the area remained relatively young, the older population decreased in percentage of the total population. This indicates the total population of Bishop Arts area as getting younger throughout the decades as the older population declined.

### 5.1.3 Education

As the population of persons 25 years old or older grew throughout the decades, educational attainment did not make-up a large percentage of this age group as noted in figure 4 below. Between 1970 and 2010, the population of persons 25 years old or older increased by 30.9% with an increase of 542 persons in the specified age group. The educational attainment of persons 25 years old or older who have completed high school but no college between 1970 and 2010 increased by 22.5% with an increase of 71 persons. In 1970 this educational attainment group accounted for 18% of

persons 25 years old or older at 316 persons. By 2010, this educational attainment group decreased to 16.8% of persons 25 years old or older at 387 persons. The educational attainment of persons 25 years old or older who have a bachelors or graduate/professional degree had a significant increase between 1970 and 2010 from 51 to 180 persons with an increase of 252.9%. However, this educational attainment group in 1970 only accounted for 2.9% of persons 25 years old or older. Although this educational attainment group increased in 2010, it accounted for only 7.9% of persons 25 years old or older even with a 5-point increase from 1970.

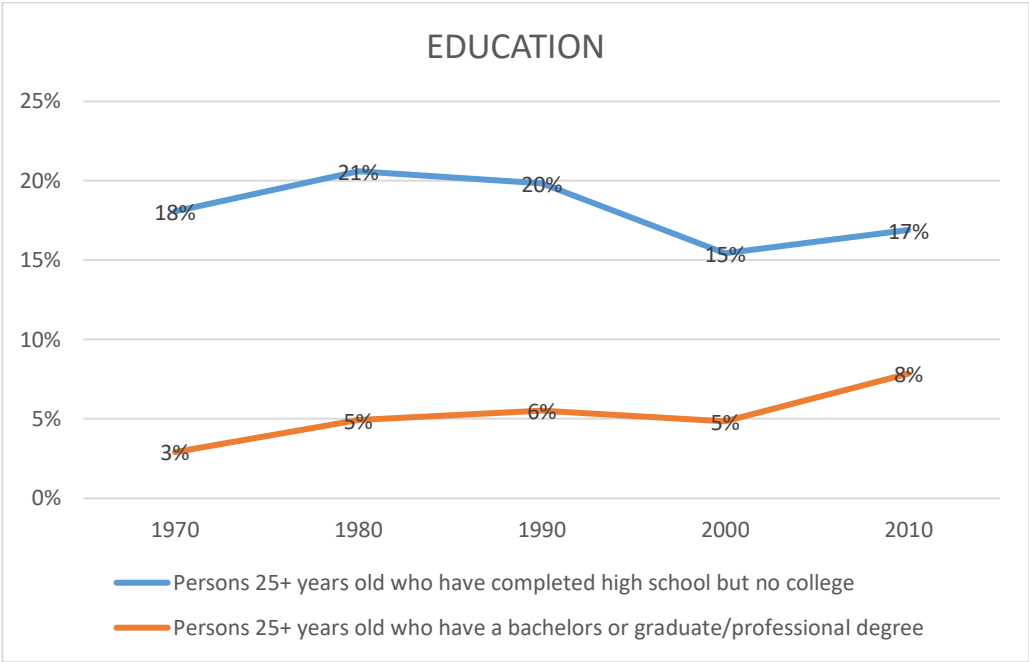


Figure 4

Fluctuations of educational attainment occurred in Bishop Arts varied for persons 25 and older garnering a high school diploma alone or garnering a bachelors or graduate/professional degree. Although educational attainment of a high school diploma alone saw an increase between 1970 and 1990, this population decreased from 1990 to 2010. By 2010, the total population with a high school diploma alone had fallen 1% below the percentage of educational attainment in 1970. However, as the high school diploma alone population varied throughout the decades, the population

attaining a bachelors or graduate/professional degree only increased from 1970 to 2010. This is an indicator of an increase in an educated population in the Bishop Arts area beyond a high school diploma alone. This in turn can be viewed as a possible indicator of economic development as noted by Sanders & Brath (1968), where higher educational attainment is linked to an increase in economic development and economic opportunity.

#### 5.1.4 Poverty

Although, today Bishop Arts is viewed as an economic development success, the reality of poverty is stark and high in the area as noted in the Figure 5 below. As the population in the specified census tract increased throughout the decades, the poverty tracked right along. The sharpest increase of total poverty can be found between 1970 and 2000 with an increase of 29.8% or 933 persons. In 1970 100% of 3,134 persons were impoverished. In 1980, 98.9% of 3,138 persons had poverty status determined, a slight decrease from the previous decade. In 1990, 98.2% of 3238 persons were poverty stricken with an even smaller decrease from decade to decade. In 2000 99.6% of 4082 persons were found to have poverty status determined with a slight increase from 1990. From 2000 to 2010, the total population had decreased by 8.8% and with it poverty decreased by 11.4%. In 2010, the poverty status determined was accounted at 96.8%, with 3605 persons with poverty status out of 3723 total persons in the area.

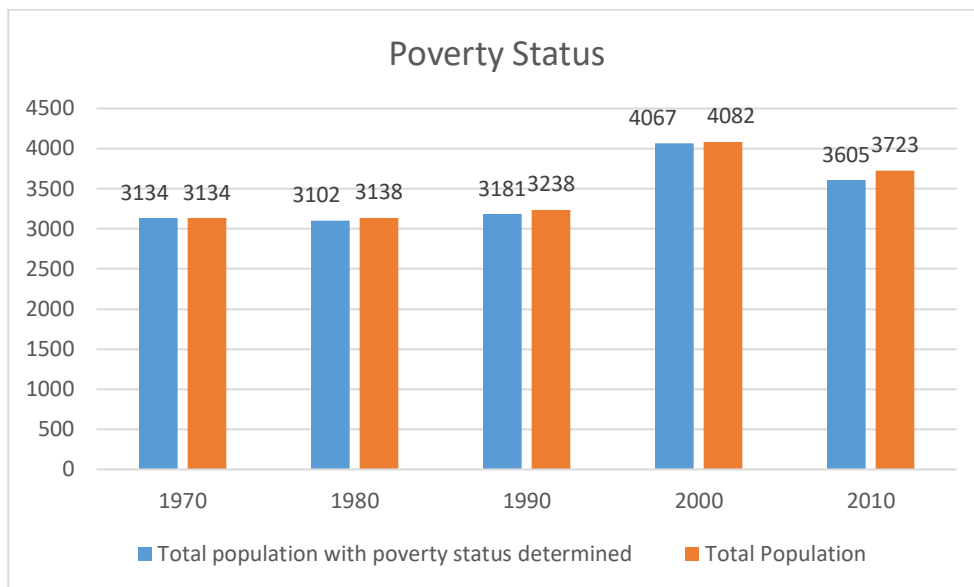


Figure 5

The poverty status in Bishop Arts in 1970 was stark and recognized at 100%, indicating little economic drive in the area. The poverty status saw a clear decline only in 2010. From 1970 to 2000 there was a persistent condition of severe poverty in the area with all decades near 100% poverty rates. By 2010, poverty status in Bishop Arts had decreased to 96.8% of the total population indicating possible economic viability of the area. It can be posited that as the economic means of the area increased and shifted, the poverty status of the general population in the area endured.

#### 5.1.5 Race

The Bishop Arts area has had big changes in demographic make-up between 1970 and 2010 as found in the Figure 6 below. It is necessary to understand that after the Civil Rights Era in the 1960s and into the 1970s de-segregation was occurring in the United States and also in the city of Dallas, Texas. This era was initiated by the Brown vs. Board of Education decision in 1954, which found “separate but equal” schools based on race as unequal and to be unconstitutional (US Courts, 2020). By 1964, the Civil Rights Act was signed into law prohibiting discrimination and began the integration process across the country (Our Documents, 2020).

Prior to desegregation, Bishop Arts was a segregated neighborhood for whites only that directly experienced this phenomenon. Civil rights laws, fair housing acts, and desegregation policies led to greater housing opportunities for minorities. Due to de-segregation, traditionally white neighborhoods saw a distinct decline in the total white population as other race or ethnic groups now had the opportunity to legally live in these same areas. This is often referred to as white flight. As minorities took advantage of new opportunities, families of color moved into what was affordable neighborhoods. White residents in predominantly white neighborhoods reacted by moving to neighborhoods less affected by the shifting housing market leading to white flight. As noted by Jan Blakeslee (1978), just from 1965 to 1970, the white city population in each education class saw a white population loss as a result of movement to suburbs and Dallas in particular had “roughly 10% of all classes” move out to the suburbs (pg. 3).

As Bishop Arts began to racially and ethnically diversify, white flight was apparent in the area and the demographic shifts between 1970 and 1980 demonstrate this social phenomenon.

In 1970, 96% of the total population in Bishop Arts was white. By 1980 the white population had decreased to 45% and by 1990 whites accounted for only 39% of the total population. The increase in total white population only began in 2000 with an increase to 53% and additional increase in 2010 to 61%. As the total white population declined in 1970s, the Hispanic/Latino population saw a surge.

To account for the discrepancies in percentages, it must be noted that Hispanics/Latinos are identified as an ethnic group, which differs from race. Therefore, a person could be both white and Hispanic/Latino and counted twice in census data. In 1970, the total Hispanic/Latino population only account for 24% of the overall Bishop Arts population. By 1980, Hispanics/Latinos had increased to 58% with growth only increasing each decade. In 1990 Hispanics/Latinos accounted for 75% of the

population and by 2000 the demographic group accounted for 91% of the total population. A slight decrease was only seen in 2010 with Hispanics/Latinos accounting for 89% of the total population.

Throughout the decades, the African American population remained relatively absent in Bishop Arts. In 1970, African Americans accounted for 1%. In 1980, a marginal increase to 2% was seen. By 1990, African Americans increase in population to 4%. In 2000, the African American population saw a slight decline to 2%. However, another increase was seen the next decade in 2010 to 5%.

The total American Indian/Alaska Native population was also virtually absent. In 1970, the American Indian/Alaska Native population accounted for 0% of the population and only saw an increase in 1980 at 5%. By 1990, it decreased to 2% and by 2000 the American Indian/Alaska Native population had decreased to 1%. It remained at this level in 2010.

The total Asian, Native Hawaiian, and other Pacific Islander population accounted for 0% of the total population in all decades with the exception of 1980 where the group accounted for 2% of the population.

It can be noted as the white population decreased over time, other race or ethnic groups increase, again with direct correlation to de-segregation of the area. Post 2000, as the white population increased other race or ethnic groups decreased in Bishop Arts leading to what some believe to be signs of gentrification.

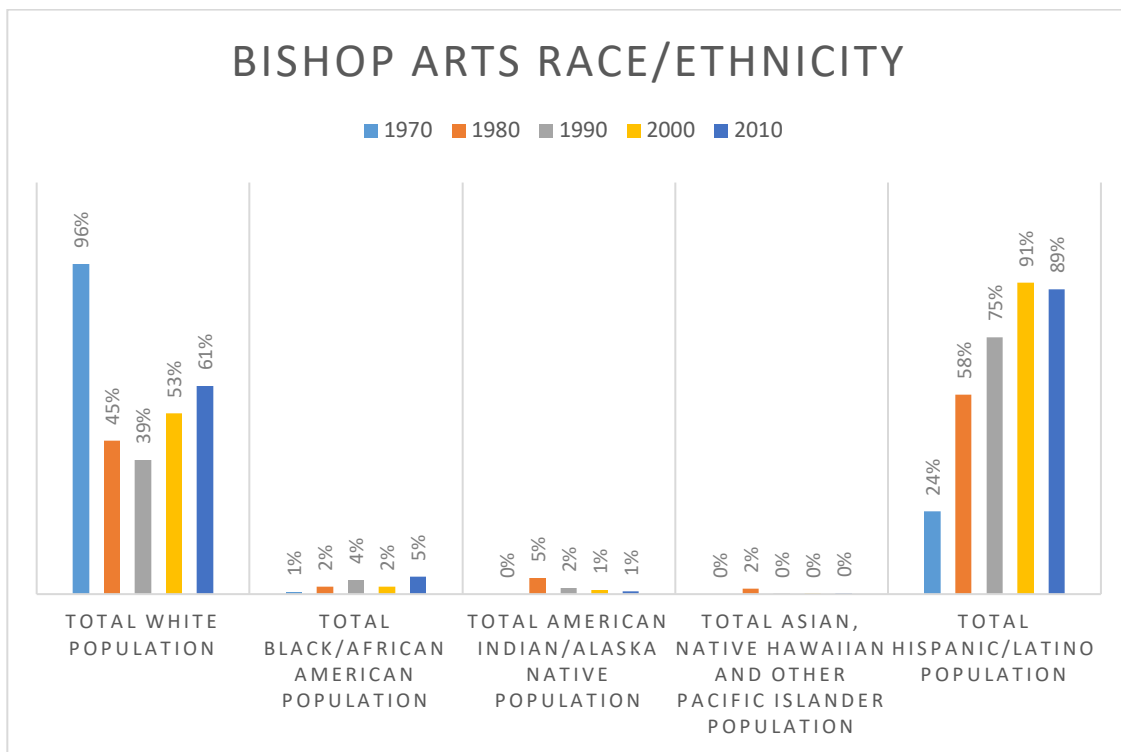


Figure 6

As Bishop Arts experienced white flight due to desegregation in the 1970s, other minority groups seized the opportunity to live in the area. The out migration of white residents was replaced with the predominant in-migration of Hispanic/Latino residents. However, there was a clear absence of African Americans in the area even after desegregation measures. Nonetheless, desegregation led to a diversification of demographics in the area that had not been present before 1970 due to segregation laws.

#### 5.1.6 Housing

Census data in 1970 and 1980 did not account for the median value of specified owner-occupied housing units. Census data in those decades only accounted for the aggregate value for specified owner-occupied housing units. Both data variables were analyzed, taking into consideration

this factor in figure 7 and figure 8 below. All dollar figures are adjusted for inflation to 2020 dollar purchasing power.

The aggregate value for specified owner-occupied housing units, observed in the figure below, showed 1970 was listed at \$11,717,477. By 1980, a decrease of 3.1% to \$11,353,179 was observed. However, an increased occurred at 115.6% in 1990 to \$24,477,093. By 2000 the aggregate value decreased to \$21,239,607, a 13.2% decrease from the previous decade. An increase in aggregate value was observed again in 2010 at 33.5% to \$28,346,013.

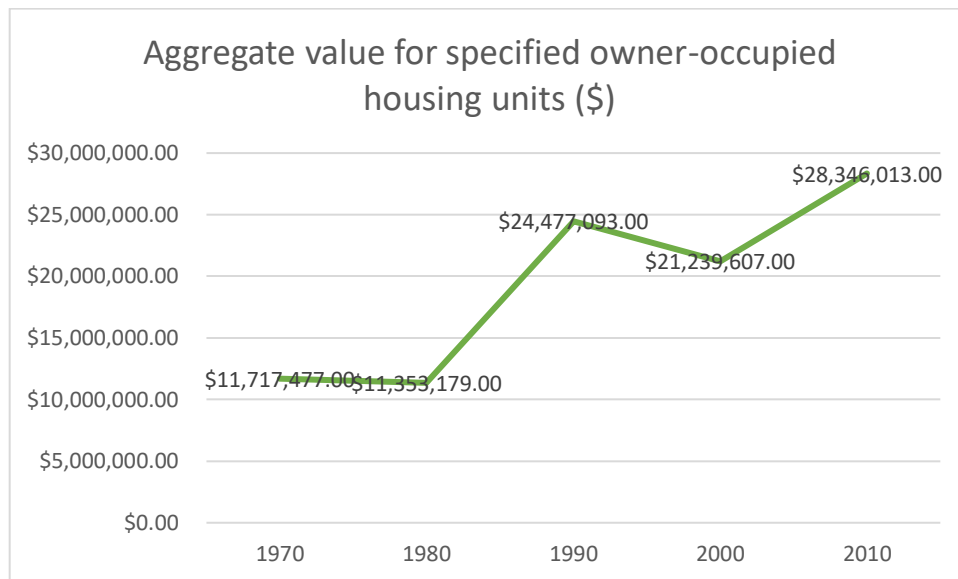


Figure 7

However, as the aggregate value showed an increase from 1970 to 1990, a decrease in 2000, and an eventual increase in 2010 the median value of specified owner-occupied housing units did not see the same uptick in 2010. As observed in Figure 8 below, the median value in 1990 was listed at \$104,246. In the next decade, a decrease of 21.7% to \$81,564 was observed in 2000. Instead of an uptick in 2010, a slight median value decrease continued at 0.5% to \$81,169.



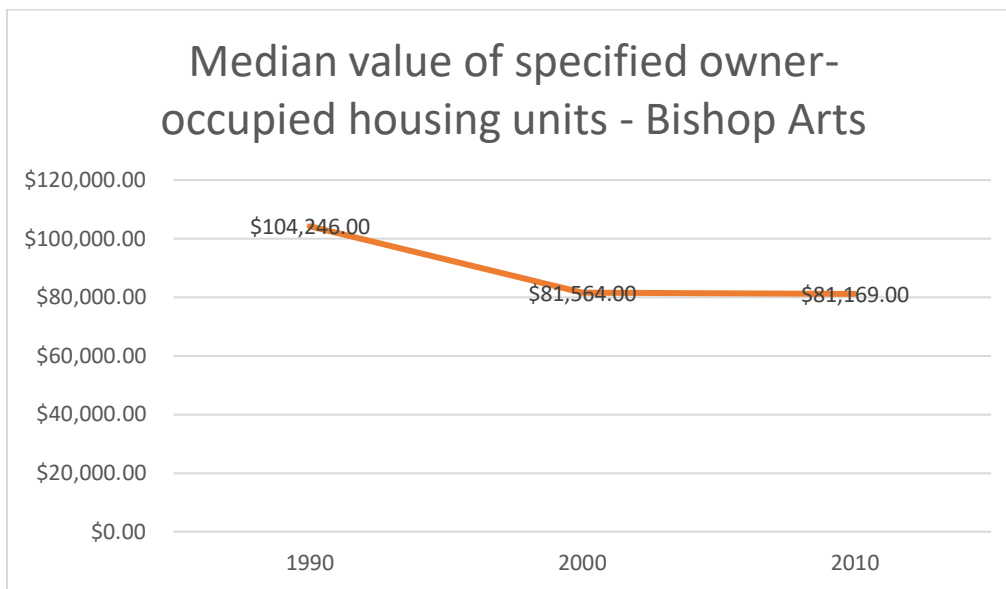


Figure 8

The aggregate value for specified owner-occupied housing units in the Bishop Arts area saw a consistent increase from 1970 to 2010. However, the median value in the area decreased. The aggregate value, meaning the total sum of property values in the area increased. The median value or rather the central tendency of property values in the area decreased between 1990 and 2000. The aggregate increase as a whole can be indicative of economic development that positively affected the area's property values even with the decrease in median value. Although poverty did not diminish until 2010 in the area, housing values increased. This it can be asserted that economic means became a viable possibility in the area by 2010.

#### 5.1.7 Income

As demographics changed in the area, the average household income in Bishop Arts also changed as observed in the figure 9 below. All dollar figures are adjusted for inflation to 2020 dollar purchasing power. The average household income for Bishop Arts had a decline between 1970 and 1980. In 1970, the household income averaged at \$49,415. A decline of 24.8% was observed by 1980 with an average household income of \$37,147. However, by 1990 an increase of 8.9% was present

with an average household income of \$40,472. The increase continued in 2000 with a 32.9% to \$53,814. However, taking the Great Recession into account, the average household income decreased by 24.7% to \$40,504.

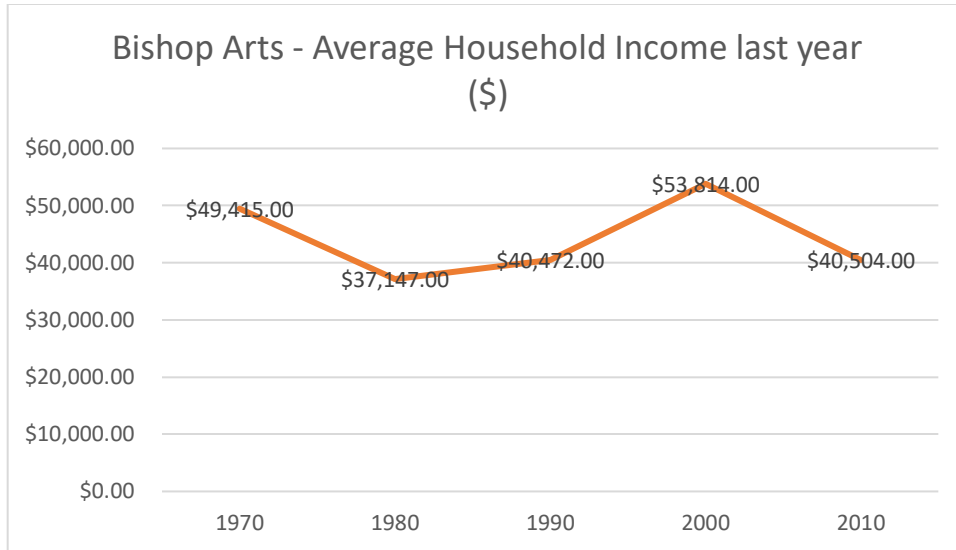


Figure 9

The average household income fluctuated throughout the decades. A sharp decrease in average income occurred from 1970 to 1980. However, an increase was observed from 1980 to 2000 in average household income. This indicates a growing economic base in the area that can be attributed to economic development. The next decline was between 2000 and 2010, which correlates with the Great Recession of the 2000s. Therefore, it can be assumed that had the recession not occurred, the average household income could have possibly continued to increase throughout the decades.

#### 5.1.8 Analysis Summary – Bishop Arts

From 1970 to 2010, the total population, age, and race demographics changed within Bishop Arts. As these variables fluctuated, the poverty percentage, aggregate housing values, and income averages also saw changes.

Although there was a positive increase in many variables such as total population, demographic diversity, housing value, and income, there was a clear decline noted after 2000 to 2010. This decline occurred during the Great Recession time period. Nonetheless, change indicative of economic development saw positive fluctuations in variables including an increase in average income, increase in aggregate housing unit value, and decrease in poverty.

As the population demographics became diverse in Bishop Arts, the age range became younger and the education levels of the area increased. With changing trends, housing values and average income increased in the area. These increases are indicative of economic growth and vibrance that can be attributed to economic development. As a population in an area increases in education, maintains a youthful population, and increases in property value, economic viability increases in the area. Therefore, as the population composition changes in Bishop Arts, we see economic opportunities change in the area with the momentum halted briefly due to the Great Recession period.

As the 2020 census data is currently collected, the changes of the past decade will once again be available for analysis. Nonetheless, it is clear that since 2010, Bishop Arts has only continued to grow demographically and economically.

## 5.2 Bishop Arts – Adjacent Tracts

The Bishop Arts District is located in Census Tract 47, positioned just south west of Downtown Dallas. The adjacent census tracts surrounding Bishop Arts includes census tract 42.01, census tract 48, census tract 50, and census tract 46. The Figure 10 below shows the Bishop Arts census tract in yellow and the adjacent census tracts in green the specified location. Census tracts in this segment are titled “CT” both in writing and in figures or graphs.

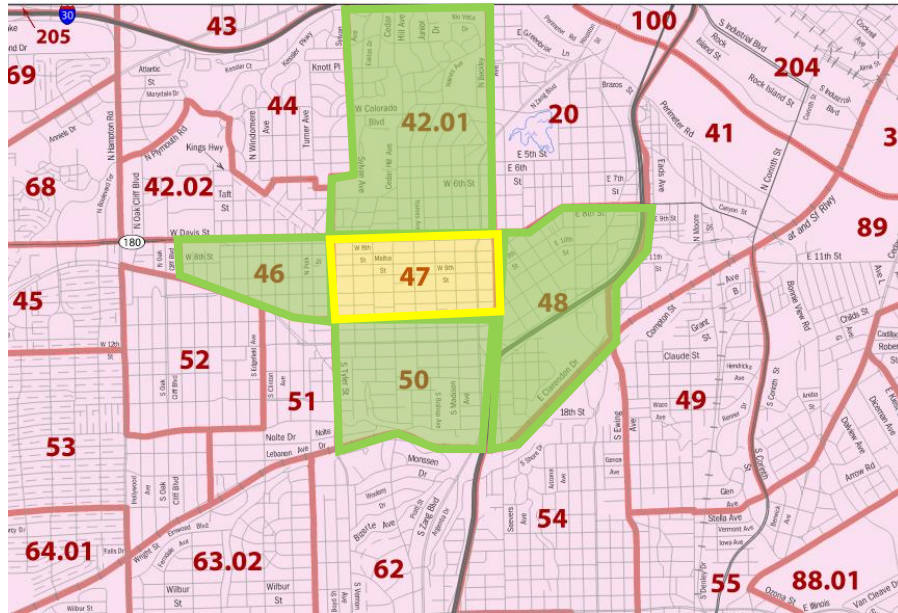


Figure 10

### 5.2.1 Population

Figure 11 below demonstrates the fluctuations of population growth and decline in the Bishop Arts tract are similar to the pattern in adjacent census tracts. In 1970, the Bishop Arts CT 47 had a total population of 3134, CT 42.01 has a total population 47.9% higher, CT 46 was 10.2% lower, CT 48 was 22.8% higher, and CT 50 was 3.2% lower. In 1970, census tracts 42.01 and 48 were the only

census tracts significantly larger in population than the Bishop Arts Census Tract. The combined population of the group of census tracts (not shown) was 17,466.

In 1980, the combined population declined to 16,600. The Bishop Arts CT 47 had a total population of 3138, CT 42.01 has a total population 48.3% higher, CT 46 was 29.7% lower, CT 48 was 8.2% higher, and CT 50 was 2.2% higher. The population in three of the five tracts increased in 1980 but population decreased in CT 46 (21.7%) and CT 48 (11.8%) for an overall 5% decline.

In 1990 the combined population of the census tracts increased to 18,548, a 12% increase. The Bishop Arts CT 47 had a total population of 3238, CT 42.01 had a total population 53.9% higher, CT 46 was 25% lower, CT 48 was 15.9% higher, and CT 50 was 28% higher. In 1990 all census tracts increased in total population.

In 2000, the Bishop Arts CT 47 had a total population of 4082, CT 42.01 had a total population 33.5% higher, CT 46 was 34.2% lower, CT 48 was 6.8% higher, and CT 50 was 12.5% higher. In 2000 all census tracts continued in population growth for a combined population of 21,169.

During the 2000s the group of census tracts experienced an overall decline in population of 21%. In 2010, the Bishop Arts CT 47 had a total population of 3723, CT 42.01 had a total population 6.6% higher, CT 46 was 54% lower, CT 48 was 13.9% lower, and CT 50 was 16% higher. For the first time in 2010 CT 48 had a total population lower than Bishop Arts. All census tracts in 2010 decreased for a combined population of 16,700, in the same time period of the Great Recession.

Total population

	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	3134	4638	2815	3849	3035
1980	3138	4655	2205	3394	3206
1990	3238	4982	2427	3756	4145
2000	4082	5449	2687	4361	4594
2010	3723	3970	1709	3205	4322

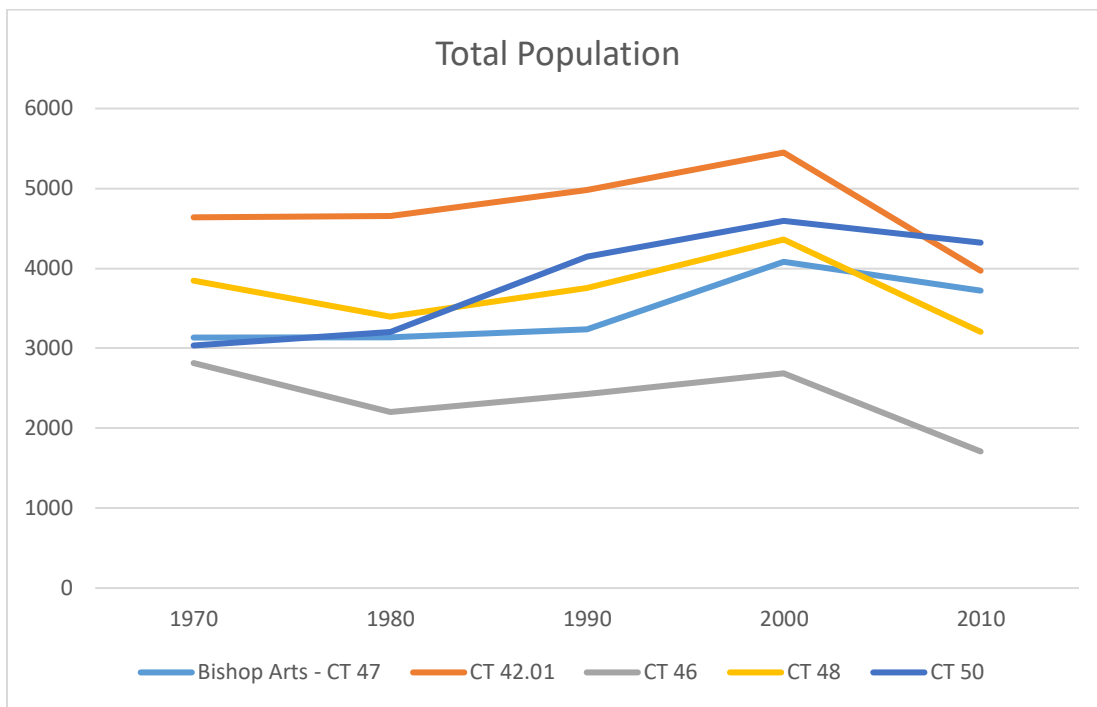


Figure 11

There were clear fluctuations in total population from 1970 to 2010 Bishop Arts and all adjacent census tracts. After 1980, all census tracts saw an increase in total population thru 2000. However, a decline was noted across the board from 2000 to 2010. This is possibly attributed to the Great Recession in the 2000s. Nevertheless, all census tracts showed total population growth feasibly indicating economic growth in the area.

### 5.2.2 Age

The age groups in Bishop Arts and adjacent census tracts fluctuated in a similar manner to that of the total population, with the exception of persons 65+ years old age group.

The changes in the age group of persons 5-17 years old is found in the Figure 12 below. In 1970, the combined population of 5 to 17 years old of the five tracts was xxx. the Bishop Arts CT 47 had a total population of persons 5-17 years old at 558, CT 42.01 had a total population 17.2% higher

than CT 47, CT 46 was 1% lower, CT 48 was 1.1% higher, and CT 50 was 0.2% lower. In 1970, there was a 1% difference between the Bishop Arts census tract and all adjacent census tracts with the exception of CT 42.01.

By 1980, the Bishop Arts CT 47 had a total population of persons 5-17 years old at 653, CT 42.01 had a total population 13.9% higher, CT 46 was 50.7% lower, CT 48 was 25% lower, and CT 50 was 1.1% higher. All census tracts were at or below the Bishop Arts total, with CT 42.01 once again as the exception significantly higher in total population.

In 1990, the Bishop Arts CT 47 had a total population of persons 5-17 years old at 802, CT 42.01 had a total population 27.2% higher, CT 46 was 41.1% lower, CT 48 was 7.1% higher, and CT 50 was 28.8% higher. In 1990, CT 50 significantly increased in population above the population in the Bishop Arts census tract.

By 2000, the Bishop Arts CT 47 had a total population of persons 5-17 years old at 967, CT 42.01 had a total population 10.2% higher, CT 46 was 60.9% lower, CT 48 was 4.2% lower, and CT 50 was 18.2% higher. In 2000, all census tracts increased with the exception of CT 46 decreasing in total population.

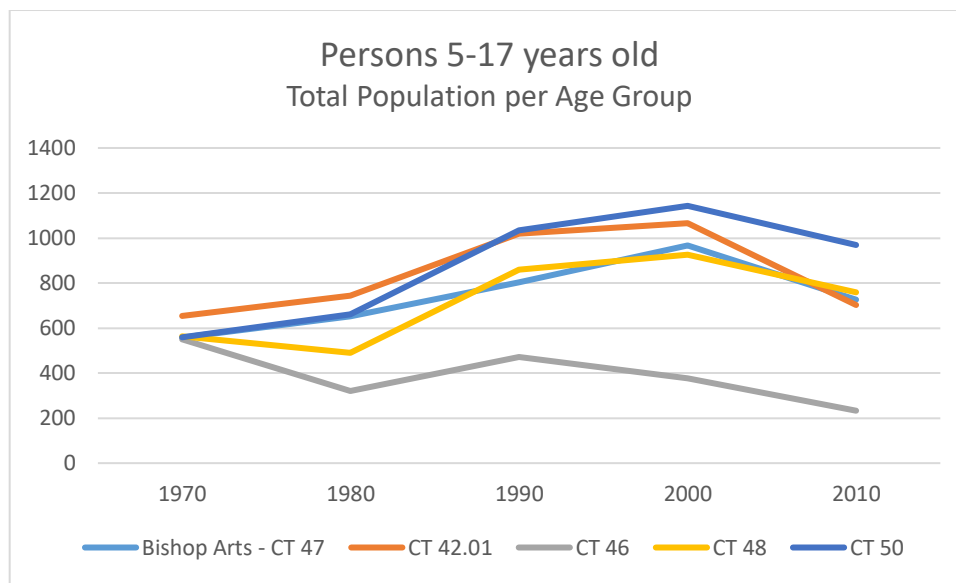
In 2010, the Bishop Arts CT 47 had a total population of persons 5-17 years old at 726, CT 42.01 had a total population 3.3 % lower, CT 46 was 67.9% lower, CT 48 was 4.4% higher, and CT 50 was 33.5% higher. All census tracts decreased in 2010, with CT 42.01 & CT 46 falling below the Bishop Arts CT 47. The combined population of 5 to 17 years old of the five tracts was 16,929; xx% change from 1970.

As the Bishop Arts census tract saw an increase in total population within this specified age group from 1970 to 2000 with a decrease in 2010, all adjacent census tracts followed the same trend. This demonstrates that the overall area increased the total population of this specified age group.

However, only adjacent census tracts saw a consistent increase in percentage of the total population from 1970 to 2010. Bishop Arts and the remaining adjacent census tracts saw an increase from 1970 to 1990, but had slight decline from 2000 to 2010 in percentage of the total population.

Persons 5-17 years old

	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	558	654	550	564	559
1980	653	744	322	490	660
1990	802	1020	472	859	1033
2000	967	1066	378	926	1143
2010	726	702	233	758	969



	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	18%	12%	20%	14%	18%
1980	21%	14%	30%	19%	20%
1990	25%	16%	33%	21%	19%
2000	24%	18%	36%	22%	21%
2010	20%	18%	42%	23%	17%



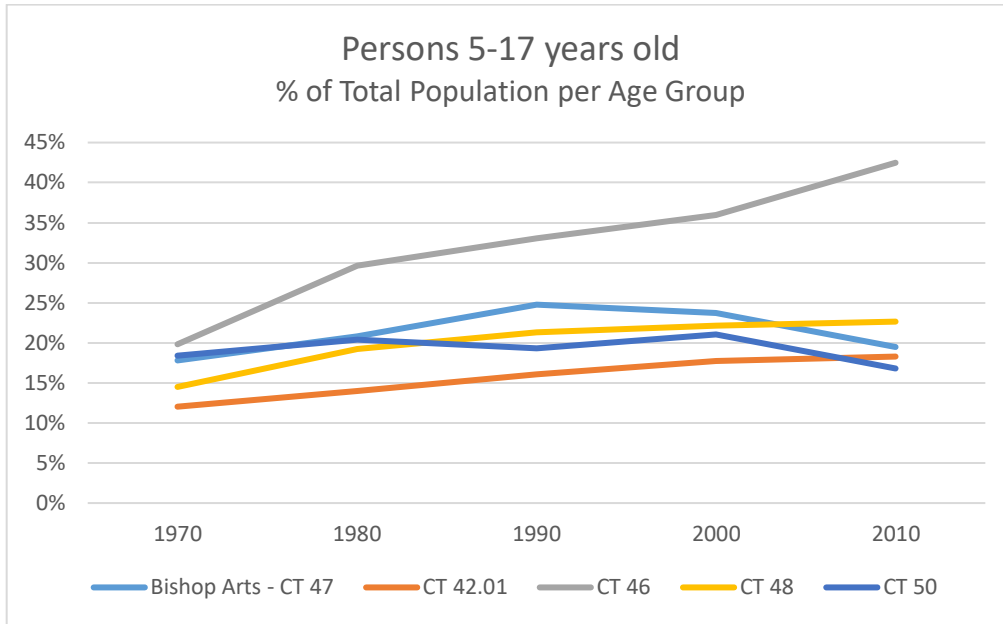


Figure 12

In 1970, the Bishop Arts CT 47 had a total population of persons 18-64 years old at 1882, CT 42.01 had a total population 51.9% higher, CT 46 was 17% lower, CT 48 was 27.8% higher, and CT 50 was 15.9% lower. By 1980, the Bishop Arts CT 47 had a total population of persons 18-64 years old at 1780, CT 42.01 had a total population 55.8% higher, CT 46 was 30.9% lower, CT 48 was 24% higher, and CT 50 was 7% lower. All census tracts decreased in population from 1970 to 1980, with the exception of CT 50 that had a slight increase.

In 1990, the Bishop Arts CT 47 had a total population of persons 18-64 years old at 1852, CT 42.01 had a total population 57% higher, CT 46 was 24.6% lower, CT 48 was 25.8% higher, and CT 50 was 19.8% higher. In 1990, all census tracts increased in total population. In 2000, the Bishop Arts CT 47 had a total population of persons 18-64 years old at 2417, CT 42.01 had a total population 43.9% higher, CT 46 was 22.1% lower, CT 48 was 19.2% higher, and CT 50 was 13.3% higher.

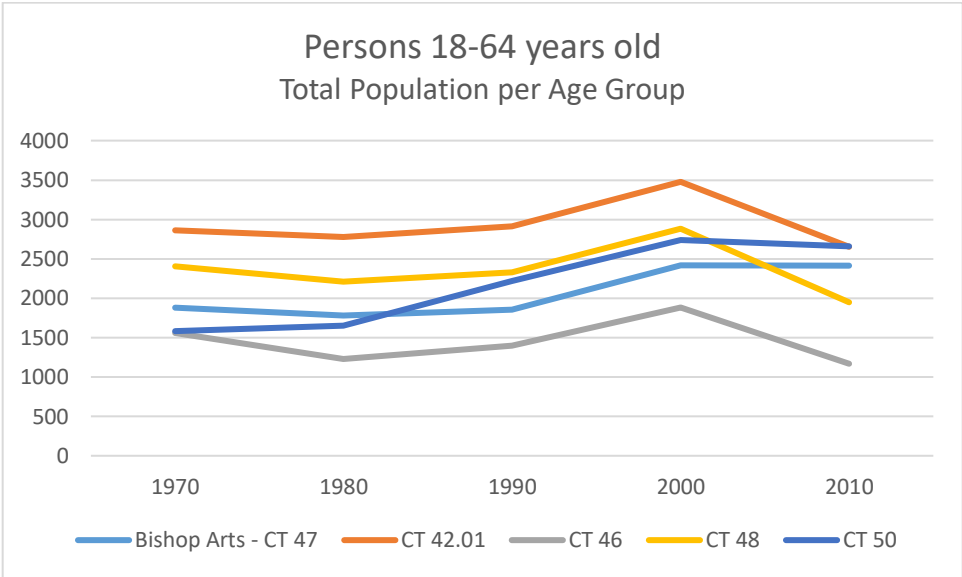
In 2000, all census tracts continued the increase in population growth. In 2010, the Bishop Arts CT 47 had a total population of persons 18-64 years old at 2413, CT 42.01 had a total population

9.9% higher, CT 46 was 51.6% lower, CT 48 was 19.3% lower, and CT 50 was 10.2% higher. In 2010, all census tracts decreased in total population.

The fluctuations of persons 18-64 years old can be found as identified in the figure 13 below. The total population changes in Bishop Arts and all census tracts saw an increase from 1970 to 2000, with a decrease in all census tracts observed in 2010. This fluctuation was similarly observed in the percentage of total population for persons 18-64 years old. Bishop Arts and all adjacent census tracts all saw an increase in percentage of the total population from 1970 to 2010, demonstrating an increase in this younger age group throughout the decades.

Persons 18-64 years old

	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	1882	2859	1562	2405	1582
1980	1780	2774	1230	2208	1654
1990	1852	2908	1397	2329	2219
2000	2417	3477	1882	2882	2738
2010	2413	2652	1168	1948	2658



	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	60%	41%	67%	49%	62%
1980	57%	38%	81%	52%	56%
1990	57%	37%	76%	49%	45%
2000	59%	44%	90%	55%	53%
2010	65%	61%	141%	75%	56%

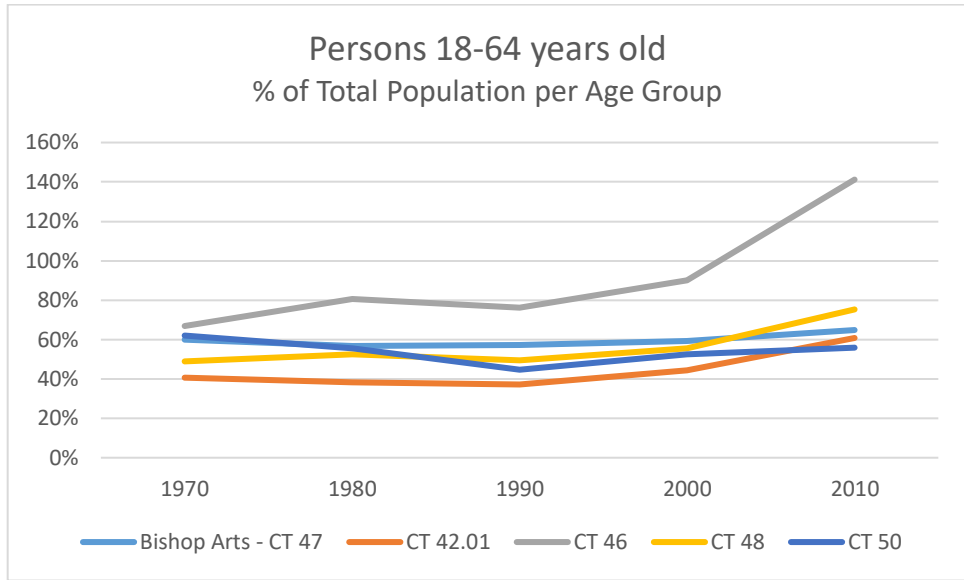


Figure 13

The fluctuations of persons 65+ years old can be found as identified in the figure 14 below. In 1970, the Bishop Arts CT 47 had a total population of persons 65+ years old at 439, CT 42.01 had a total population 84.9% higher, CT 46 was 1.4% lower, CT 48 was 5.5% higher, and CT 50 was 42.1% higher. All census tracts were higher than Bishop Arts, with the exception of CT 46.

In 1980, the Bishop Arts CT 47 had a total population of persons 65+ years old at 341, CT 42.01 had a total population 106.7% higher, CT 46 was 33.4% higher, CT 48 was 6.7% lower, and CT 50 was 83.3% higher. In 1980, all census tracts decreased in population with CT 48 being the only census tract below the population of Bishop Arts CT 47.

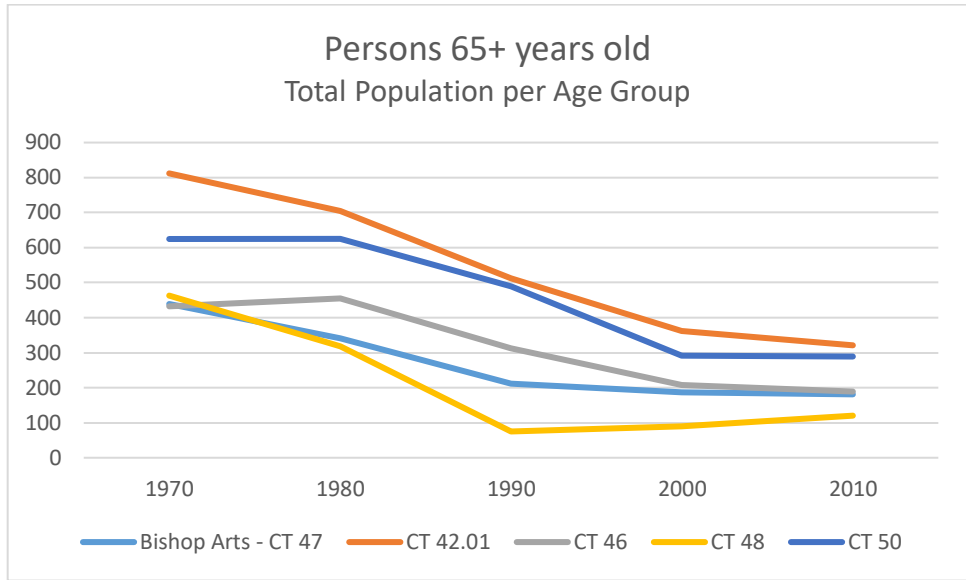
In 1990, the Bishop Arts CT 47 had a total population of persons 65+ years old at 212, CT 42.01 had a total population 141.5% higher, CT 46 was 47.6% higher, CT 48 was 64.6% lower, and CT 50 was 131.1% higher. The total population decrease continued for all census tracts in 1990.

By 2000, the Bishop Arts CT 47 had a total population of persons 65+ years old at 187, CT 42.01 had a total population 93% higher, CT 46 was 11.2% higher, CT 48 was 51.9% lower, and CT 50 was 56.1% higher. In 2000, all census tracts decreased in population with the exception of CT 48. However, CT 48 even with a slight increase maintained the lowest ranked census tract in regards to total population.

In 2010, the Bishop Arts CT 47 had a total population of persons 65+ years old at 181, CT 42.01 had a total population 77.3% higher, CT 46 was 4.4% higher, CT 48 was 33.7% lower, and CT 50 was 59.7% higher. In 2010 all census tracts decreased, again with the exception of CT 48. Nonetheless, CT 48 was the lowest total population census tract.

As the age group of persons 65+ years old saw consistent decline in Bishop Arts, all adjacent census tracts saw a similar decline in both total population and percentage of the total population. The only point where there was a slight increase in Bishop Arts and adjacent census tracts was in 2010 in percentage of total population for the age group.

Persons 65+ years old					
	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	439	812	433	463	624
1980	341	705	455	318	625
1990	212	512	313	75	490
2000	187	361	208	90	292
2010	181	321	189	120	289



	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	14%	9%	16%	11%	14%
1980	11%	7%	15%	10%	11%
1990	7%	4%	9%	6%	5%
2000	5%	3%	7%	4%	4%
2010	5%	5%	11%	6%	4%

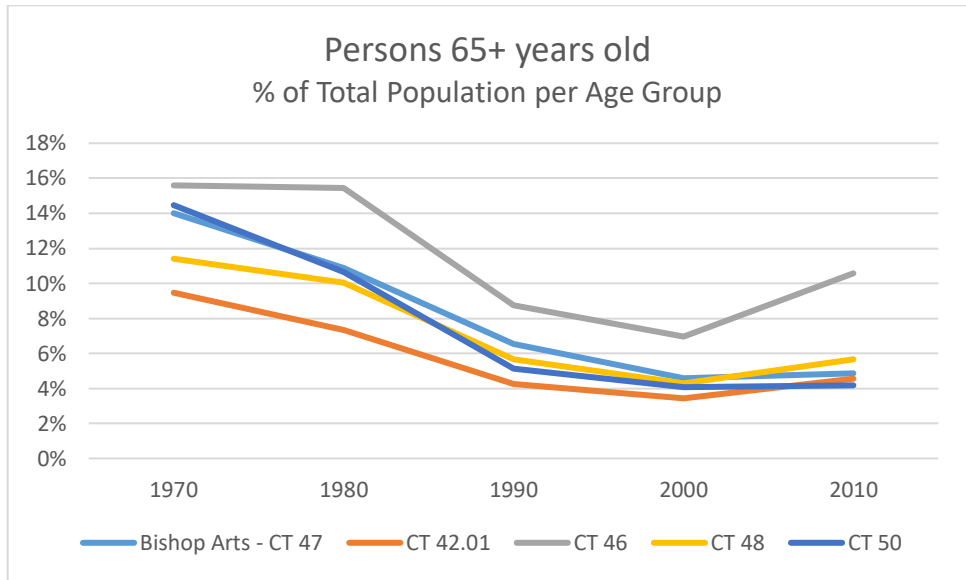


Figure 14

Similar to the total population fluctuations, the age groups of persons 5-17 years old and persons 18-64 years old saw a consistent increase from 1970 through 2000 with a decrease in 2010 in Bishop Arts and all census tracts. As the young populations saw growth, the age group of persons 65+ years old saw consistent decline from 1970 to 2010. An increase in a younger population contributes to a growth in economic viability. Therefore, this trend in the area can be indicative of successful economic development attracting younger populations.

### 5.2.3 Education

As the population of persons 25 years old or older fluctuated throughout the decades, educational attainment did not make-up a large percentage of this age group as noted in the figures below.

The fluctuations of persons 25 years old or older who have completed high school but no college fluctuated throughout the decades and can be observed in figure 15.

In 1970, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have completed high school but no college at 18%, CT 42.01 had a total population at 24%, CT 46 was 26%, CT 48 was 24%, and CT 50 was 20%. All census tracts ranged between 18% and 24%, a 6-point range.

In 1980, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have completed high school but no college at 21, a 3% increase from 1970. However, CT 42.01 decreased to 22%, CT 46 increased to 28%, CT 48 increased to 28%, and CT 50 increased to 22%. All census tracts increased in 1980, with the exception of CT 42.01 decrease by 2%.

In 1990, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have completed high school but no college at 20% with a 1% decrease from 1980. CT 42.01 also

decreased to 19%, CT 46 decreased to 17%, CT 48 decreased to 15%, and CT 50 decreased to 18%. In 1990, all census tracts decreased.

In 2000, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have completed high school but no college at 15% with a 5% decrease from 1990. A decrease also occurred in CT 42.01 to 13%, CT 46 decreased to 10%, CT 48 decreased to 12%, and CT 50 maintained the population at 18%. In 2000, all census tracts decreased, with the exception of CT 50 maintaining the population percentage same as 1990.

By 2010, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have completed high school but no college at 17% with a 2% increase from 2000. An increase also occurred in CT 42.01 18%, CT 46 increased at 16%, CT 48 decreased to 8%, and CT 50 also decreased to 17%. In 2010, all census tracts increased with the exception of CT 48 and CT 50 compared to Bishop Arts and the remaining adjacent census tracts.

The fluctuation of high school diploma attainment alone in Bishop Arts and adjacent census tracts all saw a decrease from 1970 to 2000. By 2010 all census tracts saw an increase, with the exception of census tract 48 continuing in decline. This indicates a decreasing population with a high school diploma attainment alone.

	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	18%	24%	26%	24%	20%
1980	21%	22%	28%	28%	22%
1990	20%	19%	17%	15%	18%
2000	15%	13%	10%	12%	18%
2010	17%	18%	16%	8%	17%

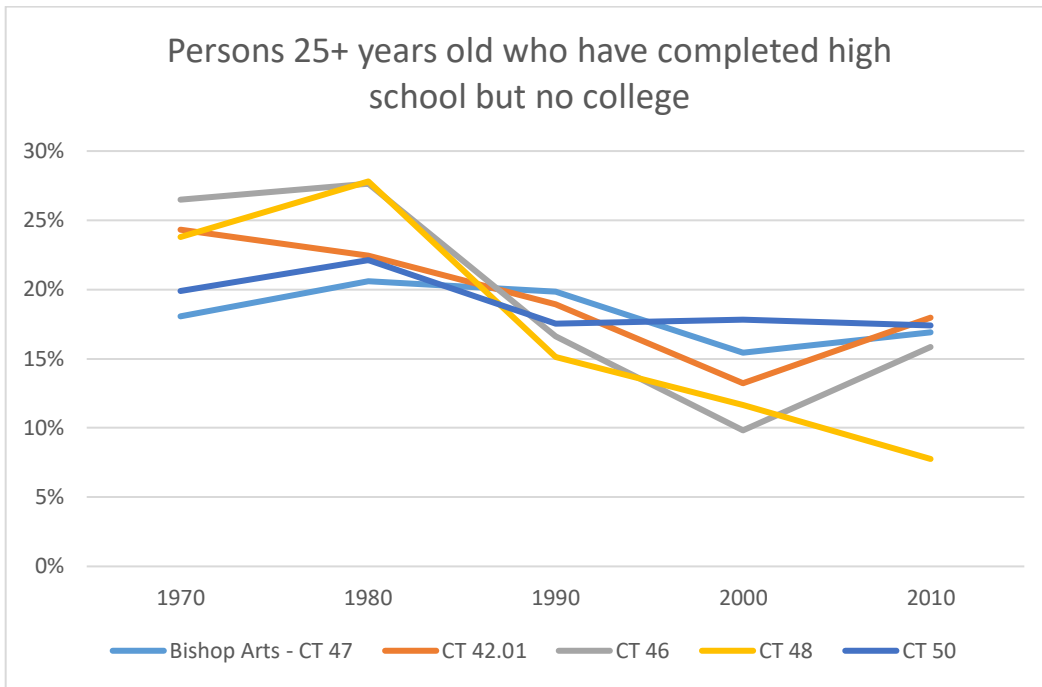


Figure 15

The fluctuations of persons 25 years old or older who have a bachelors or graduate/professional degree fluctuated throughout the decades and can be observed in figure 16 below.

In 1970, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 3%, CT 42.01 had a total population at 9%, CT 46 was 5%, CT 48 was 4%, and CT 50 was 2%. All census tracts had a higher population in 1970 than Bishop Arts, with the exception of CT 50.

In 1980, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 5, a 2% increase from 1970. Also increasing was CT 42.01 to 16%, CT 46 increased to 11%, CT 48 increased to 8%, and CT 50 increased to 5%. All census tracts increased in 1980 in total population.

In 1990, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 6% with a 1% increase from 1980. CT 42.01 also



increased to 19%, CT 46 increased to 20%, CT 48 decreased to 3%, and CT 50 maintained with no change at 5%. All census tracts increased in 1990, with the exception of CT 48 and CT 50.

In 2000, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 5% with a 1% decrease from 1990. An increase occurred in CT 42.01 to 27%, CT 46 increased to 25%, CT 48 decreased to 2%, and CT 50 decreased to 3%. All census tracts decreased in 1990, with the exception of CT 42.01 and CT 46.

By 2010, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 8% with a 3% increase from 2000. However, CT 42.01 maintained the total population at 27%, CT 46 increased at 52%, CT 48 maintained at 2%, and CT 50 also increased to 10%. All census tracts increased in 2010, with the exception of CT 42.01 and CT 48.

From 1970 to 2010, Bishop Arts and all adjacent census tracts saw an increase in bachelors or graduate/professional degree attainment, with the exception of census tract 48. Census tract 48 saw a constant decline in educational attainment throughout the decades. Census tract 46 saw the sharpest increase, while Bishop Arts moderately increased throughout the decades.

	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	3%	9%	5%	4%	2%
1980	5%	16%	11%	8%	5%
1990	6%	19%	20%	3%	5%
2000	5%	27%	25%	2%	3%
2010	8%	27%	52%	2%	10%

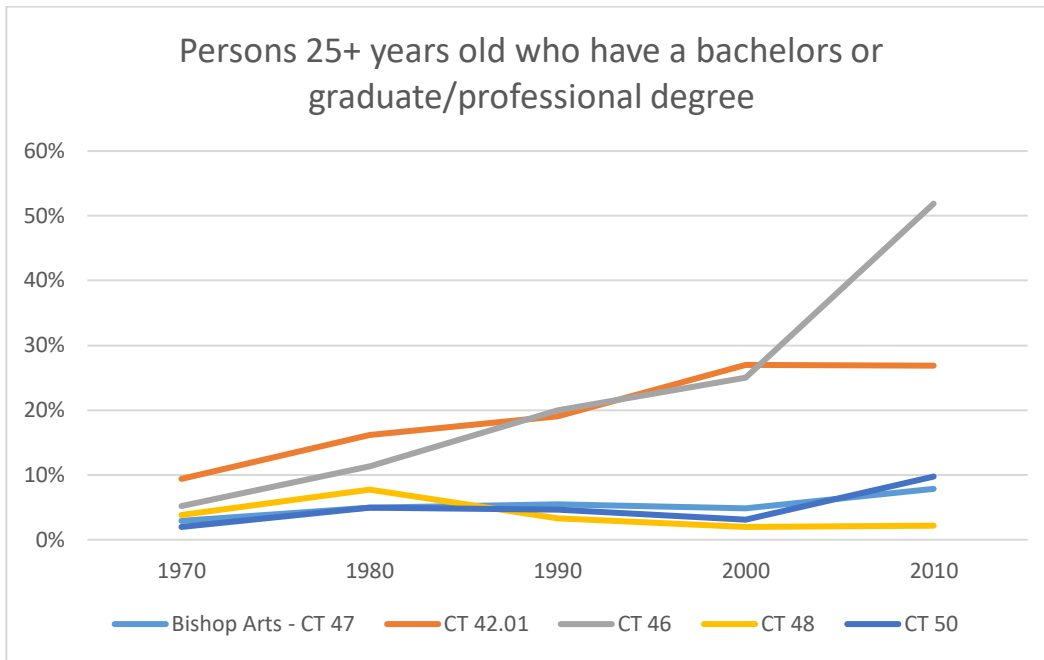


Figure 16

An area's increase in educational attainment is an indicator of economic vigor as more educated populations tend to correlate to the economic means of a given location. Although, the high school diploma attainment in the area decreased, the overall increase of bachelors or graduate/professional degree attainment demonstrates the increase of educational attainment in the area. The anomaly was found in census tract 48, that saw consistent decline in both high school and college degree attainment from 1970 to 2010 with no sign of increase. Nonetheless, it can then be posited that economic development in the remaining adjacent census tracts and the Bishop Arts area increased with the rise of educational attainment.

#### 5.2.4 Poverty

The reality of poverty in the area is stark and high in the area from 1970 to 2010 as noted in the figure 17 below, even with the current economic successes observed today.

In 1970, the Bishop Arts CT 47 had a total population with poverty status determined at 100%, CT 42.01 had a total population with poverty status determined also at 100%, as was CT 46 CT 48, and CT 50. In 1970, all census tracts were at 100% poverty status.

By 1980, the Bishop Arts CT 47 decreased the total population with poverty status determined at 99%, CT 42.01 also decreased to 98%, CT 46 maintained at 100%, CT 48 lowered to 99%, and CT 50 lowered to 98%.

In 1990, the Bishop Arts CT 47 had a total population with poverty status determined at 98% with a 1% decrease from 1980. However, CT 42.01 had a 2% increase back to 100%, CT 46 lowered to 99%, CT 48 maintained at 99%, and CT 50 maintained at 98%.

By 2000, the Bishop Arts CT 47 had a 2% total population increase with poverty status determined at 100%, CT 42.01 decreased to 98%, CT 46 maintained at 99%, CT 48 maintained at 99%, and CT 50 1% higher at 99%.

In 2010, the Bishop Arts CT 47 had a 3% decrease in total population with poverty status determined at 97%, CT 42.01 had a 9% decrease in total population to 89%, CT 46 decreased to 69%, CT 48 decreased to 88%, and CT 50 decreased to 91%. By 2010, all census tracts saw a decrease in total population with poverty status.

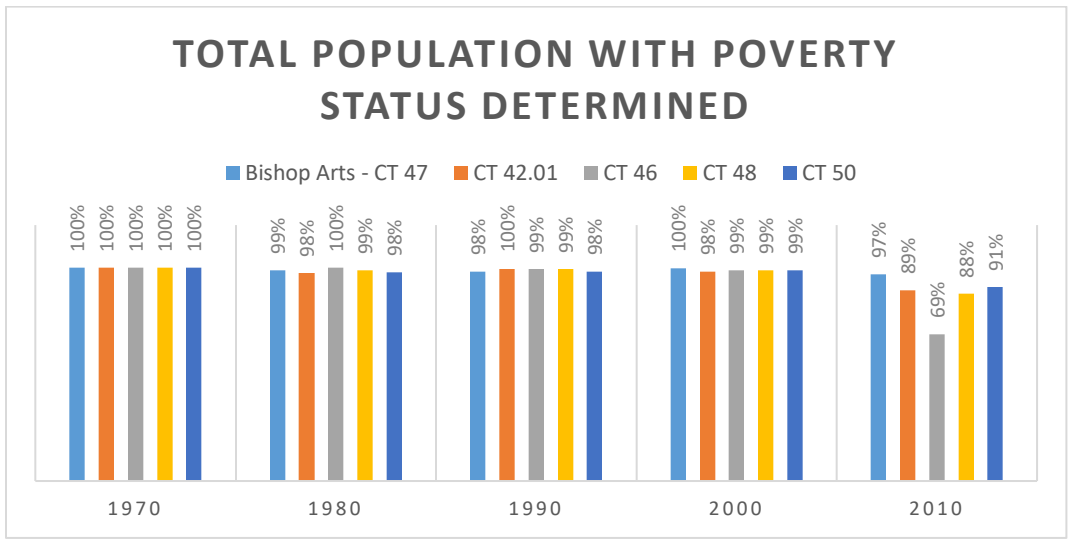


Figure 17

In 1970, Bishop Arts and all adjacent census tracts had stark poverty status at 100% of the total population. However, fluctuations occurred throughout the area Bishop Arts and all adjacent census tracts falling below 100% poverty status by 2010. As poverty status decreases in an area, the economic strength of a location increases. Therefore, it can be posited that as economic development efforts took place in Bishop Arts and adjacent census tracts there was a certain amount of economic success that led to a decrease in poverty status.

5.2.5 Race

The Bishop Arts area and adjacent census tracts had big fluctuations in demographic make-up between 1970 and 2010 as found in the figures below.

The total White population saw distinct fluctuations throughout the decades and can be observed below figure 18 below.

In 1970, the Bishop Arts CT 47 had a total White population of 3016 persons, CT 42.01 had a total population 50.4% higher than Bishop Arts, CT 46 was 7.6% lower, CT 48 was 15% higher, and CT

50 was 4.9% lower. The two census tracts with a lower total White population than Bishop Arts included CT 46 and CT 50.

By 1980, the Bishop Arts CT 47 had a total White population of 1405 persons, a decrease of 53.4%. CT 42.01 had a total population 109% higher than Bishop Arts, CT 46 was 25.9% higher, CT 48 was 16.6% higher, and CT 50 was 44.5% higher. In 1990, all census tracts maintained a higher total White population than that of Bishop Arts CT 47. In 1990, the Bishop Arts CT 47 had a total White population of 1266 persons, with a 9.9% decrease from 1980. CT 42.01 had a total population 89.3% higher than Bishop Arts, CT 46 was 6.7% higher, CT 48 was 12.6% lower, and CT 50 was 16% higher.

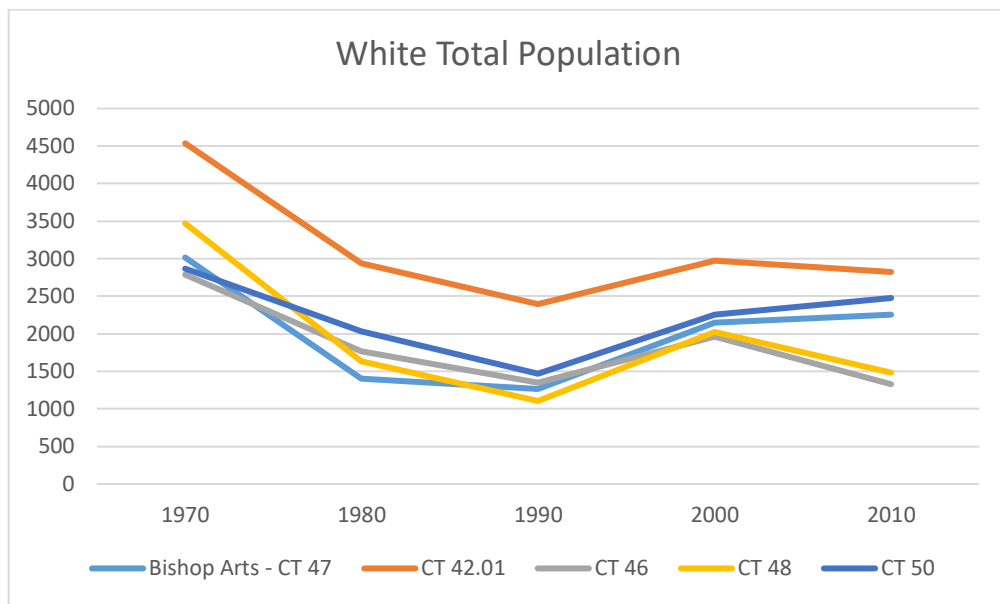
In 1990, all census tracts were above Bishop Arts in total population with the exception of CT 48. In 2000, the Bishop Arts CT 47 had a total White population of 2150 persons, with a 69.8% population increase. CT 42.01 had a total population 38.4% higher than Bishop Arts, CT 46 was 8.6% lower, CT 48 was 5.6% higher, and CT 50 was 4.9% higher.

In 2000, all census tracts increased in total White population from 1990.

By 2010, the Bishop Arts CT 47 had a total White population of 2258 persons, with a 5% increase from 2000. CT 42.01 had a total population 25.1% higher than Bishop Arts, CT 46 was 41.1% lower, CT 48 was 34.3% lower, and CT 50 was 9.6% higher. In 2010, all census tracts decreased in total population with the exception of Bishop Arts CT 47 and CT 50.

Total White population

	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	3016	4537	2788	3470	2868
1980	1405	2937	1770	1638	2030
1990	1266	2396	1351	1106	1469
2000	2150	2976	1966	2029	2256
2010	2258	2826	1329	1483	2475



	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	96%	65%	107%	78%	99%
1980	45%	30%	64%	41%	44%
1990	39%	25%	52%	34%	31%
2000	53%	39%	80%	49%	47%
2010	61%	57%	132%	70%	52%

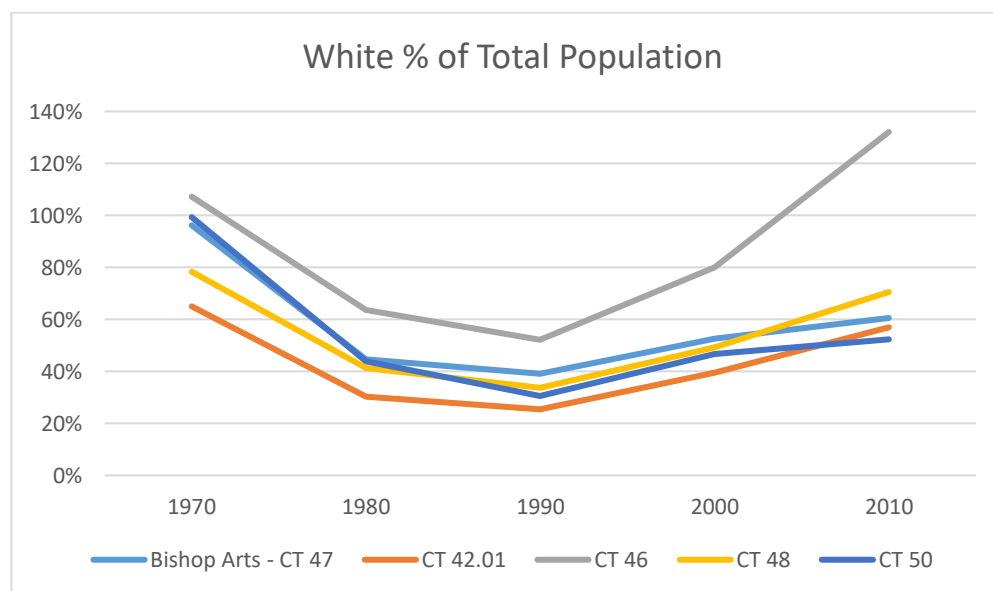


Figure 18

The total white population and percentage of the total population in the area followed the same trends. In Bishop Arts the total white population and percentage of the total population saw a distinct decrease from 1970 to 1990. All adjacent census tracts observed the same decline within the same timeframe, which can be attributed to the white flight after desegregation. However, an increase in Bishop Arts and adjacent census tracts appeared from 2000 to 2010. This return of the white population aligns with the increase of economic development and economic success observed in the area from 2000 to 2010. Therefore, it can be stated that although the white flight of the 1960s and 1970s initiated an exodus, as the economic viability of Bishop Arts increased the white population made a return to the area in the 2000 to 2010.

The total Black/African American population saw distinct increases and decrease in each census tract as found in figure below.

In 1970, the Bishop Arts CT 47 had a total Black/African American population of 20 persons, CT 42.01 had a total population 10% higher than Bishop Arts, CT 46 was 100% lower, CT 48 was 865% higher, and CT 50 was 415% higher. All census tracts had a higher population than Bishop Arts CT 47, with the exception of CT 46.

In 1980, the Bishop Arts CT 47 had a total Black/African American population of 70 persons, with a 250% increase in total population. CT 42.01 had a total population 22.8% lower than Bishop Arts, CT 46 was 64.3% lower, CT 48 was 1147.1% higher, and CT 50 was 47.1% lower. In 1980, all census tracts increased in population, with the exception of CT 50.

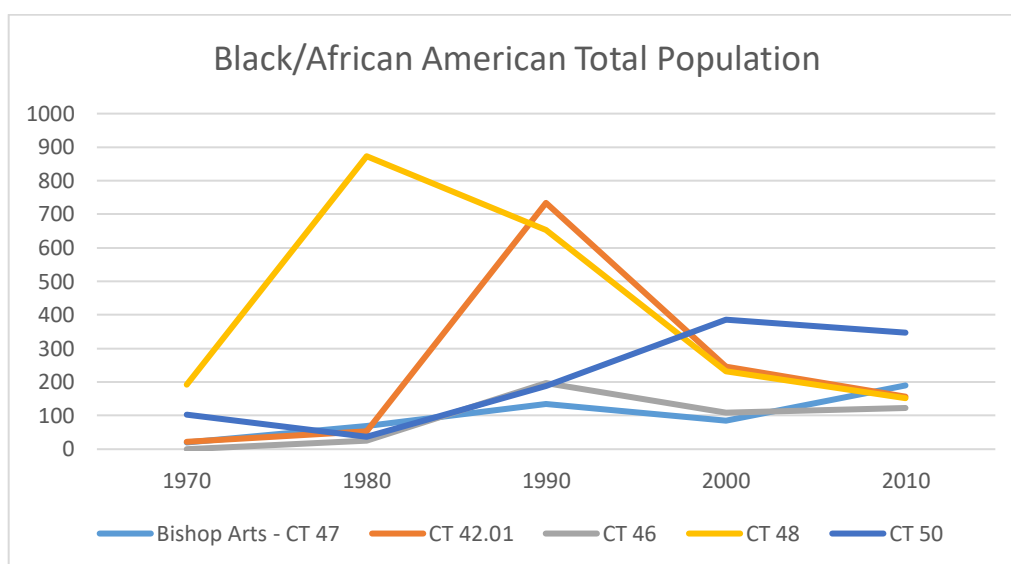
By 1990, the Bishop Arts CT 47 had a total Black/African American population of 135 persons, with a 92.9% increase from 1980. CT 42.01 had a total population 443.7% higher than Bishop Arts, CT 46 was 45.9% higher, CT 48 was 383.7% higher, and CT 50 was 40% higher. In 1990, all census tracts increased in population with the exception of CT 48.

In 2000, the Bishop Arts CT 47 had a total Black/African American population of 86 persons, with a 36.3% decrease from 1990. CT 42.01 had a total population 184.9% higher than Bishop Arts, CT 46 was 25.6% higher, CT 48 was 170.9% higher, and CT 50 was 348.8% higher. In 2000, all census tracts decreased in total population with the exception of CT 50.

By 2010, the Bishop Arts CT 47 had a total Black/African American population of 190 persons, with a 120.9% increase from 2000. CT 42.01 had a total population 17.4% lower than Bishop Arts, CT 46 was 35.8% lower, CT 48 was 20% lower, and CT 50 was 82.6% higher. In 2010, Bishop Arts CT 47 and CT 46 increase from 2000 with all other census tracts decreasing in total population.

Total Black/African American population

	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	20	22	0	193	103
1980	70	54	25	873	37
1990	135	734	197	653	189
2000	86	245	108	233	386
2010	190	157	122	152	347





	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	1%	0%	1%	1%	1%
1980	2%	2%	3%	2%	2%
1990	4%	3%	6%	4%	3%
2000	2%	2%	3%	2%	2%
2010	5%	5%	11%	6%	4%

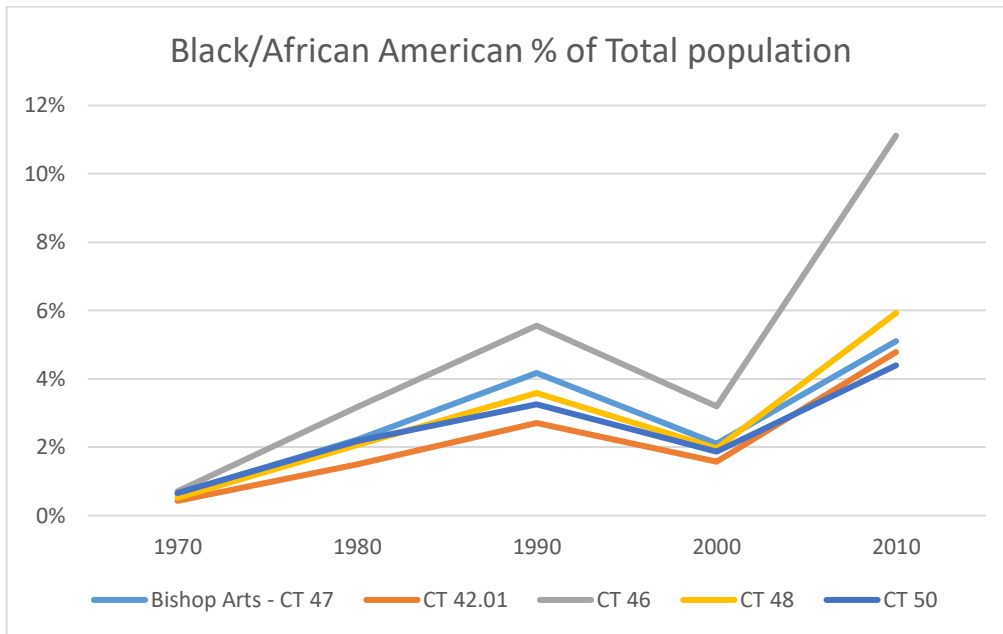


Figure 19

After desegregation, the total black population in Bishop Arts and adjacent census tracts saw a variety of fluctuations from 1970 to 2010. Bishop Arts saw an increase from decade to decade, along with census tracts 46 and 50. However, Census tract 48 saw a sharp increase in 1980 with consistent decline thereafter. Additionally, census tract 42.01 also saw a sharp increase but in 1990, with a continuous decrease after in the following decades. Although the total population count fluctuated amongst the census tracts, the percentage of black population from 1970 to 2010 was primarily similar in the area. Bishop Arts and adjacent census tracts saw a gradual percentage increase from 1970 to 1990. A decrease in the area was then observed in 2000, with a return in percentage of

population increase in 2010. Therefore, the percentage of the total population in the area consistently followed the same trends increasing the black population in the area.

The fluctuation of total Hispanic/Latino population can be found in figure 20 below. In 1970, the Bishop Arts CT 47 had a total Hispanic/Latino population of 750 persons, CT 42.01 had a total population 26.8% lower than Bishop Arts, CT 46 was 49.7% lower, CT 48 was 32.7% lower, and CT 50 was 46.1% lower.

In 1970, all adjacent census tracts were below the total population found in Bishop Arts CT 47.

In 1980, the Bishop Arts CT 47 had a total Hispanic/Latino population of 1825 persons, with a 143.3% increase from 1970. CT 42.01 had a total population 9.8% higher than Bishop Arts, CT 46 was 69.8% lower, CT 48 was 28.6% lower, and CT 50 was 3.8% lower. In 1980, all census tracts increased in total population.

By 1990, the Bishop Arts CT 47 had a total Hispanic/Latino population of 2425 persons, with a 32.9% increase in total population. CT 42.01 had a total population 7.9% lower than Bishop Arts, CT 46 was 47% lower, CT 48 was 9.9% higher, and CT 50 was 20.4% higher. The increase in total population continued in 1990 for all census tracts. Census tracts CT 42.01 and CT 46 had populations below that of Bishop Arts CT 47, with the remaining census tracts having a higher total population.

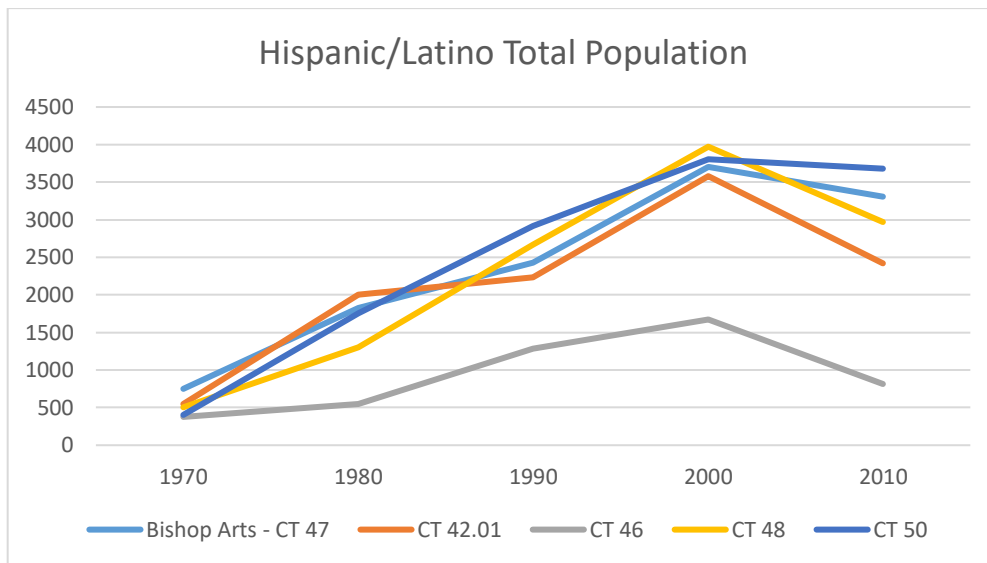
In 2000, the Bishop Arts CT 47 had a total Hispanic/Latino population of 3703 persons, with a 52.7% increase in total population. CT 42.01 had a total population 3.3% lower than Bishop Arts, CT 46 was 54.8% lower, CT 48 was 7.3% higher, and CT 50 was 2.8% higher. The population increase trend continued in 2000 for all census tracts.

By 2010, the Bishop Arts CT 47 had a total Hispanic/Latino population of 3309 persons, with a 10.6% decrease in total population. CT 42.01 had a total population 26.9% lower than Bishop Arts, CT

46 was 75.4% lower, CT 48 was 10.4% lower, and CT 50 was 11.3% higher. By 2010, the population increase had turned into a population decrease for all census tracts.

Total Hispanic/Latino population

	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	750	549	377	505	404
1980	1825	2004	551	1302	1756
1990	2425	2233	1284	2665	2919
2000	3703	3580	1673	3972	3805
2010	3309	2419	815	2966	3682



	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	24%	16%	27%	19%	25%
1980	58%	39%	83%	54%	57%
1990	75%	49%	100%	65%	59%
2000	91%	68%	138%	85%	81%
2010	89%	83%	194%	103%	77%

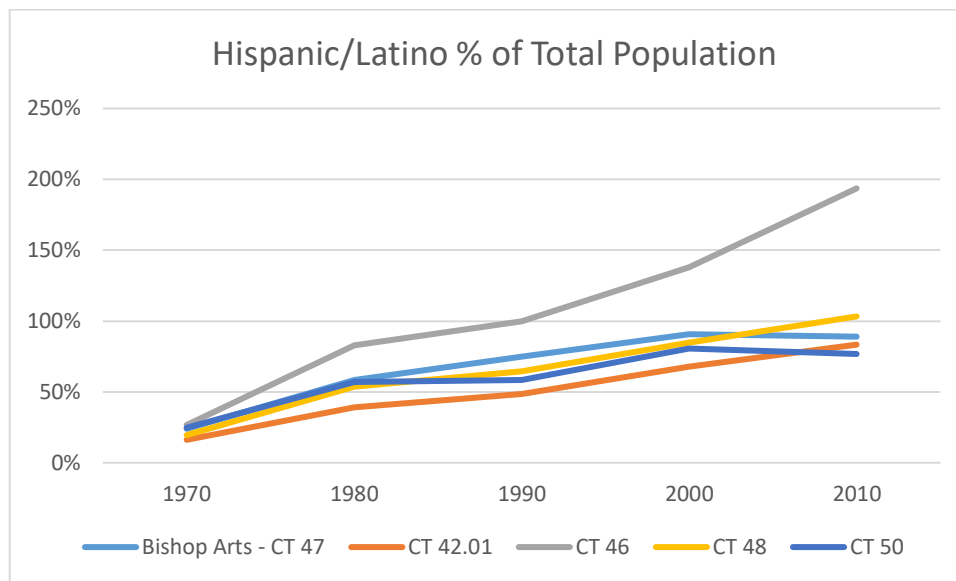


Figure 20

Although the total Latino population saw fluctuations from 1970 to 2010, the percentage of the total population in the area saw consistent increase. The numbers indicate a migration of the Latin population in the whole area over time. Bishop Arts and all adjacent census tracts saw sharp increases in the total population from 1970 to 2000. A decrease in total population was only observed in 2010. However, even with the total population loss, the Latino population continued to increase in percentage makeup of the total population in the area. This demonstrates that as other demographic groups fluctuated, the Latino population only grew as did the economic vibrancy of the area.

The fluctuation of total American Indian/Alaska Native population was of minimal impact in Bishop Arts and adjacent census tracts. The US census did not begin accounting for the American Indian/Alaska Native population until 1980 and this is reflected in the analysis below.

In 1980, the Bishop Arts CT 47 had a total American Indian/Alaska Native population of 147 persons, CT 42.01 had a total population 63.9% lower than Bishop Arts, CT 46 was 91.2% lower, CT 48

was 58.5% lower, and CT 50 was 100% lower. In 1980, all census tracts had a total American Indian/Alaska Native population less than Bishop Arts CT 47.

By 1990, the Bishop Arts CT 47 had a total American Indian/Alaska Native population of 58 persons, with a 60.5% decrease from 1980. CT 42.01 had a total population 32.8% lower than Bishop Arts, CT 46 was 60.3% lower, CT 48 was 36.2% higher, and CT 50 was 255.2% higher. In 1990, census tracts Bishop Arts CT 47, Ct 42.01, and CT 48 decreased in total population.

In 2000, the Bishop Arts CT 47 had a total American Indian/Alaska Native population of 48 persons, with a 17.2% decrease in total population. CT 42.01 had a total population 58.3% lower than Bishop Arts, CT 46 was 2%% lower, CT 48 was 39.6% lower, and CT 50 was 35.4% lower. In 2000, all census tracts were lower than Bishop Arts in total population.

By 2010, the Bishop Arts CT 47 had a total American Indian/Alaska Native population of 27 persons, with 43.8% decrease from 2000. CT 42.01 had a total population 85.2% higher than Bishop Arts, CT 46 was 62.9% lower, CT 48 was 7.4% higher, and CT 50 was 85.2% higher. As the population decreased in Bishop Arts CT 47 & CT 46, census tracts CT 42.01 & Ct 50 increased, and CT 48 maintained the total population.

In all, the total American Indian/Alaska Native population saw a consistent decline in Bishop Arts and adjacent census tracts. The only differentiating census tracts include census tract 50 that saw a sharp increase in 1990 but decreased from then on. Additionally, census tract 46 that saw a slight increase in 2000 but also decrease from that point forward. Bishop Arts and the remaining census tracts however decreased with little fluctuations from 1970 to 2010.

The total Asian, Native Hawaiian and other Pacific Islander population was also minimal in the area and not accounted for early in census data collection. The US census did not begin accounting

for the Asian, Native Hawaiian and other Pacific Islander population until 1980 and this is reflected in the analysis below.

In 1980, the Bishop Arts CT 47 had a total Asian, Native Hawaiian and other Pacific Islander population of 51 persons. CT 42.01 had a total population 100% lower than Bishop Arts, CT 46 was 64.7% lower, CT 48 was 100% lower, and CT 50 was 100% lower. In 1980, all census tracts had a lower total population than Bishop Arts CT 47.

In 1990, the Bishop Arts CT 47 had a total Asian, Native Hawaiian and other Pacific Islander population of 4 persons, with a 92.2% decrease in total population. CT 42.01 had a total population 100% higher than Bishop Arts, CT 46 was 100% lower, CT 48 was 100% lower, and CT 50 was 1100% higher. In 1990, census tracts 48 & 50 were below Bishop Arts in total population, and CT 42.01 & Ct 50 were above Bishop Arts in total population.

In 2000, the Bishop Arts CT 47 had a total Asian, Native Hawaiian and other Pacific Islander population of 2 persons, with a 50% decrease. CT 42.01 had a total population 6050% higher than Bishop Arts, CT 46 was 1900% lower, CT 48 was 1500% higher, and CT 50 was 850% higher. By 2000, all adjacent census tracts were above the total population in Bishop Arts.

In 2010, the Bishop Arts CT 47 had a total Asian, Native Hawaiian and other Pacific Islander population of 11 persons, with a 450% increase in total population. CT 42.01 had a total population 309% higher than Bishop Arts, CT 46 was 81.8% higher, CT 48 was 36.4% lower, and CT 50 was 45.5% higher. By 2010, all census tracts were above the total population in Bishop Arts with the exception of CT 48.

The fluctuations on the total Asian, Native Hawaiian and other Pacific Islander population truly varied with Bishop Arts seeing a consistent decline. However, both census tract 50 and census tract 42.01 saw fluctuations with a sharp increase and a sharp decline in total population from 1970

through 2010. The remaining census tracts saw slight increases in 2000, only to observe a decline in total population in 2010.

## 5.2.6 Housing

Census data in 1970 and 1980 did not account for the median value of specified owner-occupied housing units. Census data in those decades only accounted for the aggregate value for specified owner-occupied housing units. Both data variables were analyzed, taking into consideration this factor in the figures below. All dollar figures are adjusted for inflation to 2020 dollar purchasing power.

The median value of specified owner-occupied housing units saw fluctuations from 1970 to 2010 as observed in the figure below.

In 1990, the Bishop Arts CT 47 had a median value of specified owner-occupied housing units at \$104,248, CT 42.01 had a median value at 78.9% higher than Bishop Arts, CT 46 was 40.5% higher, CT 48 was 9.7% lower, and CT 50 was 15.3% lower. In 1990, CT 48 and CT 50 had a median value greater than Bishop Arts, with remaining census tracts less than in value.

In 2000, the Bishop Arts CT 47 had a median value of specified owner-occupied housing units at \$81,566, with a 21.8% decrease in median value from 1990. CT 42.01 had a median value at 109.7% higher than Bishop Arts, CT 46 was 92.7% higher, CT 48 was 14.3% lower, and CT 50 was 1.1% lower. By 2000, all census tracts had decreased in median value, with the exception of CT 46.

In 2010, the Bishop Arts CT 47 had a median value of specified owner-occupied housing units at \$81,170, with a 0.5% decrease in median value. CT 42.01 had a median value at 174% higher than Bishop Arts, CT 46 was 175.7% higher, CT 48 was 16.6% higher, and CT 50 was 16.8% higher. By 2010, all adjacent census tracts were greater in median value than Bishop Arts CT 47.

The median values of owner-occupied housing units saw differing fluctuations in the area.

Bishop Arts observed a gradual decrease in median value from 1990 to 2010. However, the adjacent census tracts saw a slight decrease in 2000, with a returning increase by 2010. Adjacent census tract 46 was the only location to have consistent increase in median value from 1990 to 2010. Therefore, changes did not occur similarly in the area in regards to median value of specified owner-occupied housing units.

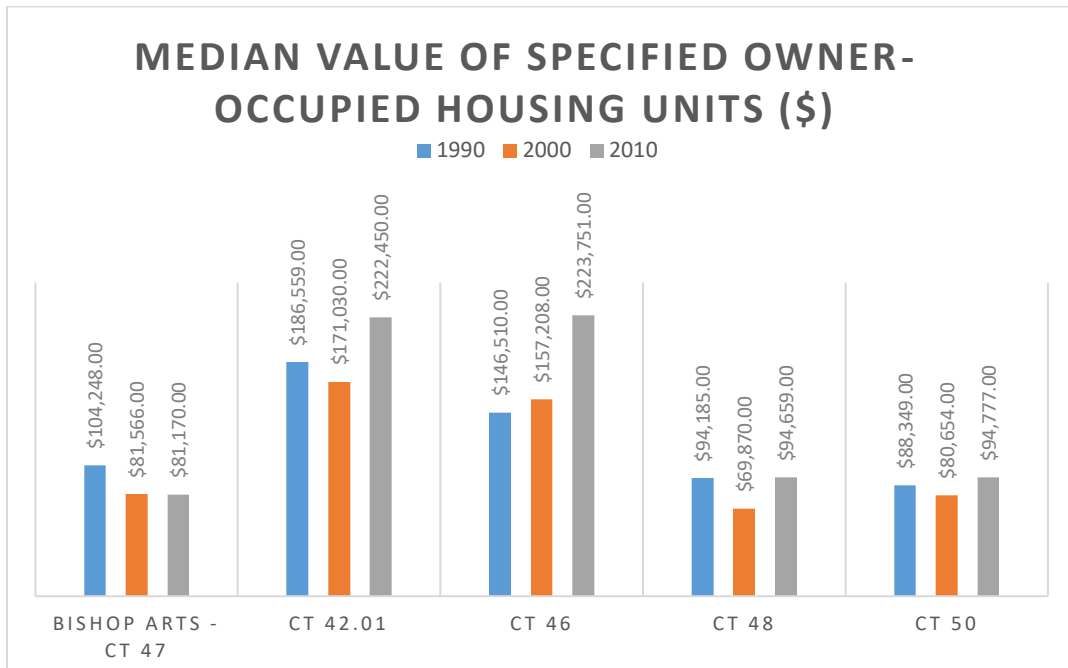


Figure 21

The fluctuations of aggregate value for specified owner-occupied housing units is observed in figure 22 below.

In 1970, the Bishop Arts CT 47 had an aggregate value for specified owner-occupied housing units at \$11,717.477.12, CT 42.01 had an aggregate value 839.3% higher than Bishop Arts, CT 46 was 87.3% higher, CT 48 was 32.4% higher, and CT 50 was 243.3% higher. In 1970, all adjacent census tracts were higher in aggregate value than Bishop Arts CT 47.



In 1980, the Bishop Arts CT 47 had an aggregate value for specified owner-occupied housing units at \$11,353,179, with a 3.1% decrease from 1970. CT 42.01 had an aggregate value 1040.2% higher than Bishop Arts, CT 46 was 232.9% higher, CT 48 was 23.9% lower, and CT 50 was 186.6% higher. In 1980, all census tracts were higher in aggregate value than Bishop Arts CT 47 with the exception of CT 48.

In 1990, the Bishop Arts CT 47 had an aggregate value for specified owner-occupied housing units at 24,477,093, with a 115.6% increase in aggregate value. CT 42.01 had an aggregate value 491.1% higher than Bishop Arts, CT 46 was 81.9% higher, CT 48 was 34.4% lower, and CT 50 was 77% higher. In 1990, all census tracts increased in aggregate value from 1980. In 2000, the Bishop Arts CT 47 had an aggregate value for specified owner-occupied housing units at \$21,239,607, with a 13.2% decrease from 1990. CT 42.01 had an aggregate value 761.9% higher than Bishop Arts, CT 46 was 191.3% higher, CT 48 was 17.8% lower, and CT 50 was 97.8% higher.

In 2000, only CT 28 was lower in aggregate value than Bishop Arts Ct 47. In 2010, the Bishop Arts CT 47 had an aggregate value for specified owner-occupied housing units at \$28,346,013, with a 33.5% increase in aggregate value from 2000. CT 42.01 had an aggregate value 1100.3% higher than Bishop Arts, CT 46 was 100% lower, CT 48 was 34.8% higher, and CT 50 was 139.2% higher.

By 2010, all census tracts were higher in aggregate value, with the exception of CT 46.

The aggregate value of Bishop Arts and all adjacent census tracts in the area followed the same trend from 1970 to 2010 with consistent increase in value. Bishop Arts saw a gradual increase in aggregate value from 1970 to 2010, as did most adjacent census tracts. Census tract 42.01, however saw a sharp increase in aggregate value from 1970 to 2010. Census tract 46 did not account from aggregate value in 2010, but if the trend were to be followed from previous years, it can be assumed that it also increased in value.

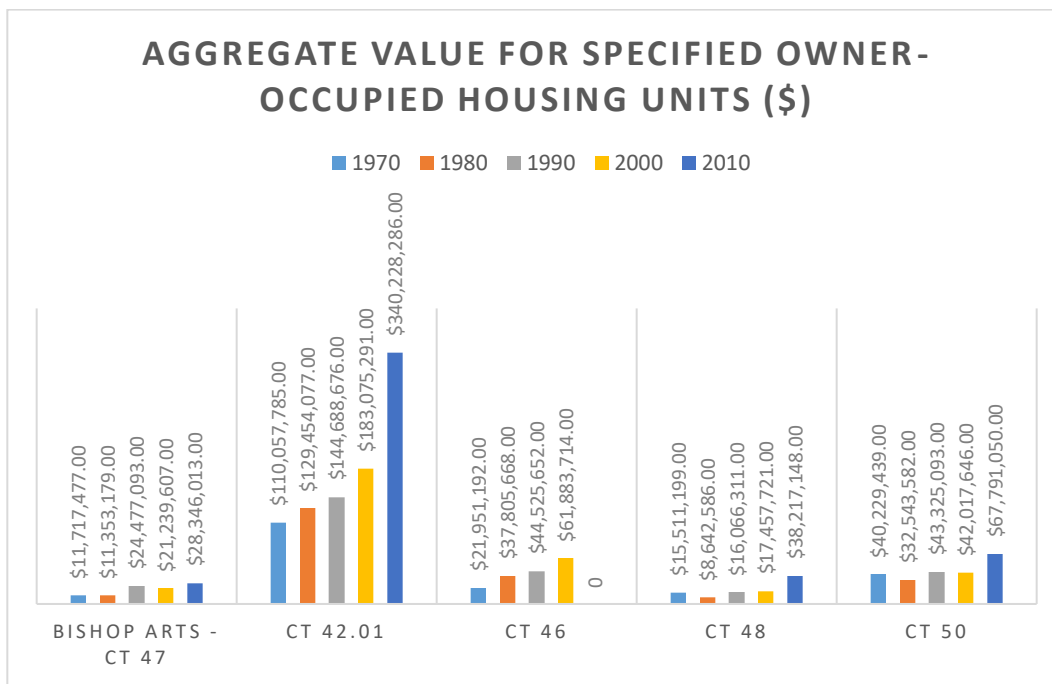


Figure 22

Although the median value fluctuations differed with each census tract in the area, the aggregate value demonstrates that the overall property values of Bishop Arts and all adjacent census tracts increased congruently from 1970 to 2010. As Bishop Arts and adjacent census tracts increased in aggregate value, it can be deduced that the economic viability of the area increased. A rise in property values demonstrates an increase in economic sustainability of a given location. So, as an increase in property values are observed, it can be assumed that the economic development efforts were successful in the area.

### 5.2.7 Income

The average household income in Bishop Arts and adjacent census tracts shifted from 1970 to 2010 as can be observed in the figure below. All dollar figures are adjusted for inflation to 2020 dollar purchasing power.

In 1970, the Bishop Arts CT 47 had an average household income of \$49,415, CT 42.01 had an average household income 49.2% higher than Bishop Arts, CT 46 was 1.9% lower, CT 48 was 12% lower, and CT 50 was 7.6% lower. In 1970, all census tracts, with the exception of CT 42.01, had a lower average household income than Bishop Arts.

In 1980, the Bishop Arts CT 47 had an average household income of \$37,147, with a 24.8% decrease in average income from 1970. CT 42.01 had an average household income 59.9% higher than Bishop Arts, CT 46 was 20.5% higher, CT 48 was 3.7% higher, and CT 50 was 6.2% higher. By 1980, all census tracts had higher average incomes when compared to Bishop Arts. However, all census tracts saw a substantial average income decrease.

In 1990, the Bishop Arts CT 47 had an average household income of \$40,472, with an 8.9% increase in average household income. CT 42.01 had an average household income 84.3% higher than Bishop Arts, CT 46 was 30.9% higher, CT 48 was 2% higher, and CT 50 was 3.5% higher. In 1990, all census tracts increased in average income and adjacent census tracts maintained a higher average than Bishop Arts CT 47.

In 2000, the Bishop Arts CT 47 had an average household income of \$53,813, with a 32.9% increase in average household income from 1990. CT 42.01 had an average household income 62.7% higher than Bishop Arts, CT 46 was 34.6% higher, CT 48 was 11.3% lower, and CT 50 was 4.3% lower. By 2000, all census tracts continued in average household income increase. However, adjacent census tracts CT 48 and CT 50 fell below the average income compared to Bishop Arts CT 47.

In 2010, the Bishop Arts CT 47 had an average household income of \$40,504, with a 24.7% decrease in average household income from 2000. CT 42.01 had an average household income 146.8% higher than Bishop Arts, CT 46 was 112.7% higher, CT 48 was 2.2% higher, and CT 50 was 15% higher. By 2010, the effects of the Great Recession were apparent with all census tracts decreasing in

average income. In addition, all adjacent census tracts were high in comparison to the average household income found in Bishop Arts CT 47.

Adjusted for Inflation - Average household income last year (\$)

	Bishop Arts - CT 47	CT 42.01	CT 46	CT 48	CT 50
1970	\$49,415.00	\$73,768.00	\$48,456.00	\$43,482.00	\$45,678.00
1980	\$37,147.00	\$59,401.00	\$44,770.00	\$38,510.00	\$39,463.00
1990	\$40,472.00	\$74,608.00	\$52,996.00	\$41,307.00	\$41,910.00
2000	\$53,813.00	\$87,582.00	\$72,409.00	\$47,717.00	\$51,485.00
2010	\$40,504.00	\$99,968.00	\$86,154.00	\$41,389.00	\$46,600.00

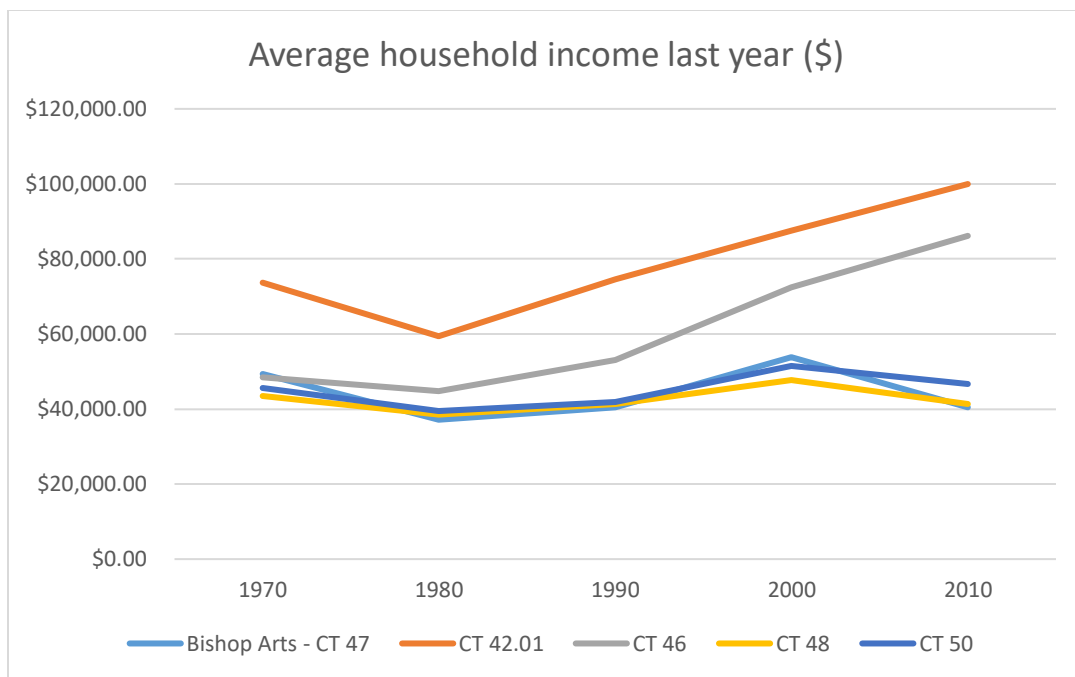


Figure 23

Bishop Arts had varying fluctuations in average household income, as did the adjacent census tracts. Bishop Arts specifically saw a decrease from 1970 to 1980, but had an increase from 1980 through 2000 with the next decrease in 2000. The adjacent census tracts 48 and 50 followed the same trend as Bishop Arts. However, census tracts 42.01 and 46 only saw a decrease once in 1980 and from then on increased through to 2010. Therefore, it can be presumed that Bishop Arts and all

adjacent census tracts saw economic increase in their respective areas. However, Bishop Arts and adjacent census tracts 48 and 50 could not sustain the continued economic growth and saw a decline in 2010.

#### 5.2.8 Analysis Summary – Bishop Arts Adjacent

In the time from 1970 to 2010, the total population, age, and race demographics changed within Bishop Arts and adjacent census tracts. As these variables fluctuated, the poverty percentage, aggregate housing values, and income averages also saw changes.

The trajectory of variables in adjacent census tracts to Bishop Arts saw similar changes in regards to total population, aggregate housing value, and age groups. However, as demographics changed, each adjacent census tract had varying fluctuations of race demographics.

Although this area of Dallas started with a high poverty status, lacked in demographic diversity, had low educational attainment, and had a large older population in 1970 the shifts throughout the decades are indicative of drastic change. By 2010, Bishop Arts and adjacent census tracts saw a large increase in the Latino population, educational attainment, younger population representation, and an increase in property aggregate value.

The shifts of the area are indicators of a growing economy. As the poverty status decreased and aggregate property values increased, the economic influence of the area also increased. However, fluctuations were not similar in all variables analyzed due to certain census tract outliers having points of increase or decrease differentiating from Bishop Arts. This however, did not detract from the increase in economic potency of the area.

As Bishop Arts and the surrounding adjacent census tracts shifted demographically, it can be observed that the economic development initiatives positively impacted the analyzed variables. This

is taken into consideration even with the effects of the Great Recession that slightly decreased average income in this setting. The big picture of this area is that it is a consistently growing location that has potential to flourish as the economic development momentum continues to affect Bishop Arts and adjacent census tracts. However, the potential of seeing an economic decline similar to that of the Great Recession is possible due to today's reality of the COVID-19 Pandemic.

### 5.3 Bexar Street – Census Tract 39.02

Bexar Street is located in Census Tract 39.02, positioned just south east of Downtown Dallas.

The figure below shows the specified location.

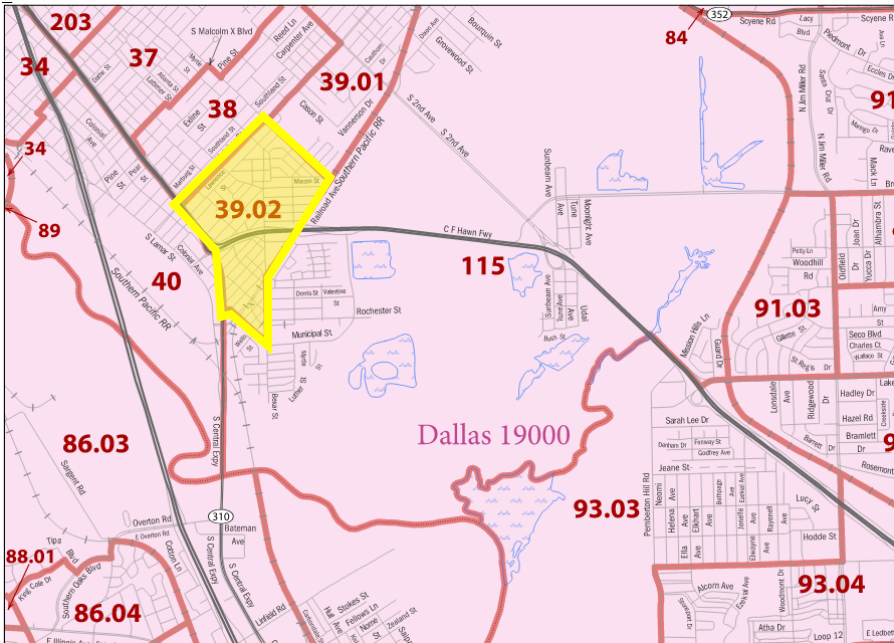


Figure 27

#### 5.3.1 Population

The population count of Bexar Street is noted in the figure below. There was no population growth for between 1970 and 2010 with a constant population decline throughout the decades. In 1970, the Bexar Street total population was listed at 3749 persons. By 1980, a 26.7% decrease was

observed to 2747 persons. In 1990, the decrease continued to 2398 persons at a 12.7% decrease. In 2000, the decrease was found to be at 12.7% with 2093 persons in the area. By 2010, the population decreased by 11.1% to include only 1860 persons in the area. The total decrease from 1970 to 2010 was at 50.3% with a loss of 1889 persons in Bexar Street. Population growth is essential to the economic footprint of an area and its increase contributes to the local economy. It can be posited that as the population in the area declined, the economic footprint in Bexar Street also declined.

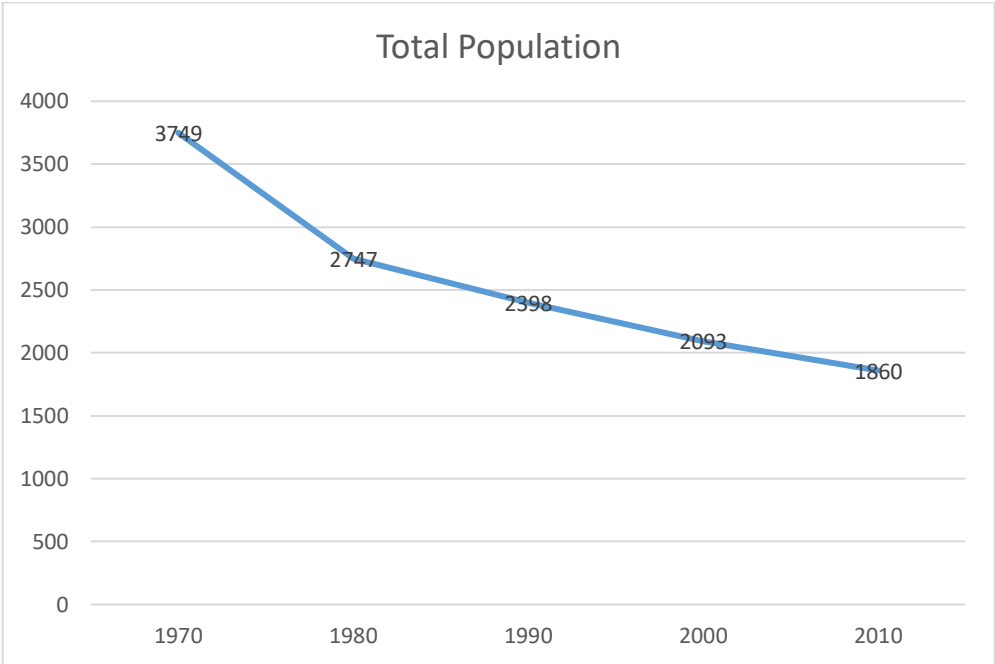


Figure 28

It is clear the population of Bexar street only saw decline from 1970 to 2010. The decrease of total population in the area only decreased the economic footprint and viability of Bexar street for decades with no end in sight.

5.3.2 Age

The age groups within Bexar Street, as identified in the figure below, fluctuated in a similar manner to the total population. The largest age group consists of persons aged 18-64 years old due to

the broad age range of this grouping. Similar to the population count, persons aged 18-64 years old had consistent decline in population count. In 1970, 1,967 people aged 18-64 years old lived in the Bexar Street tract. From 1970 to 1980, this age cohort decreased 27.6% with a loss of 543 persons. From 1980 to 1990 a slight increase of 0.4% was observed with 5 persons added to the area. The decrease in this age group continued from 1990 to 2000 with a decrease of 19.8% with a loss of 283 persons aged 18-64 years old. By 2010 a slight increase of 0.9% occurred with 10 persons added to the area for the specified age group. By 2010, persons aged 18-64 years old accounted for 66.9% of the total population in Bexar Street.

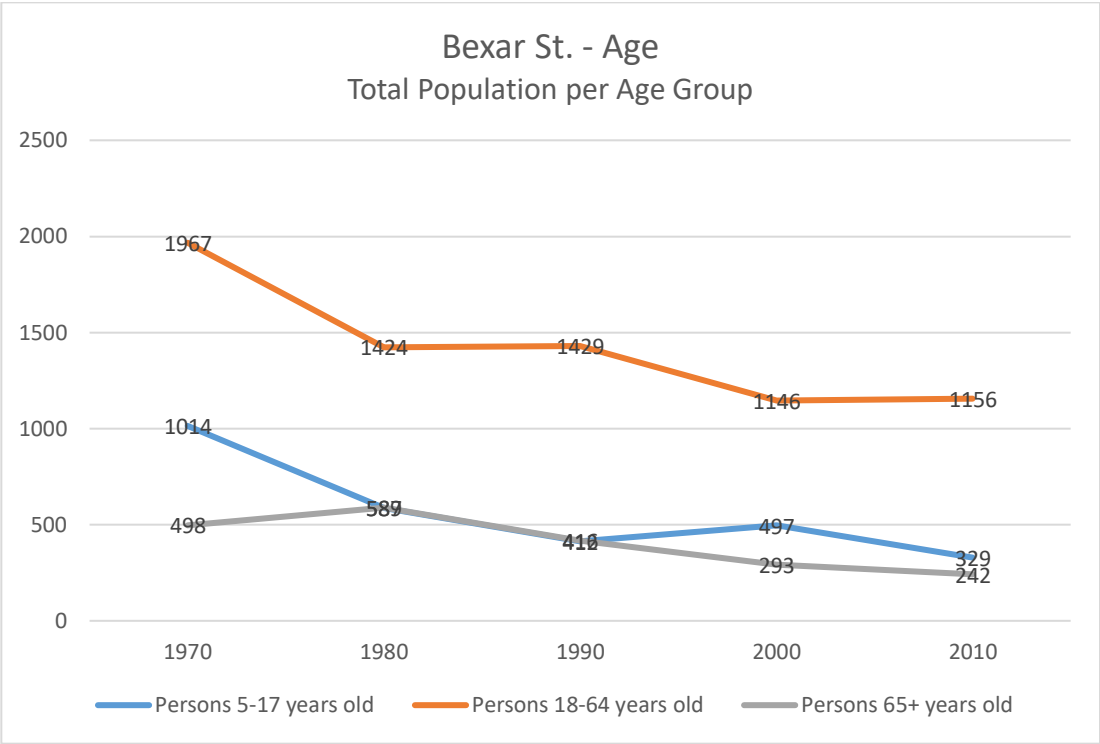
Persons aged 5-17 years old account for the second largest group with a consistent declining trend found between 1970 and 2010. In 1970, persons aged 5-17 years old were 1014 persons in total. From 1970 to 1980, a decrease of 42.1% and 427 persons left the area in the given age group. From 1980 to 1990, a decrease of 29.8% was identified with a loss of 175 persons. From 1990 to 2000, there was a slight increase of 20.6% with an additional 85 persons. However, after the Great Recession, from 2000 to 2010 a decrease of 33.8% occurred with a loss of 168 persons aged 5-17 years old in the area. By 2010, persons aged 5-17 years old accounted for 19.1% of the total population in Bexar Street.

Persons aged 65 years old or older account for the final and smallest age group of the Bexar Street census tract. This age group has seen a consistent decline, with the exception of 1980, from 1970 to 2010 having a total decline of 51.4% and a loss of 256 persons over the span of four decades. In 1970, persons aged 65 years old or older were 498 in total. From 1970 to 1980, a slight increase of 18.3% and 91 persons were added to the area in the given age group. From 1980 to 1990, a decrease of 29.4% was identified with a loss of 173 persons. From 1990 to 2000, the decline continued with a decrease of 29.6% with a loss of 123 persons. After the Great Recession, Bexar Street did not fare any



better from 2000 to 2010 with a decrease of 17.4% and a loss of 51 persons aged 65 years old or older in the area. By 2010, persons aged 65 years old or older accounted for 14% of the total population in Bishop Arts.

Throughout the decades, the largest age group consisted of persons aged 18-64 years old due to its range in ages. Whereas the smallest age group was consistently persons aged 65 years old or older.



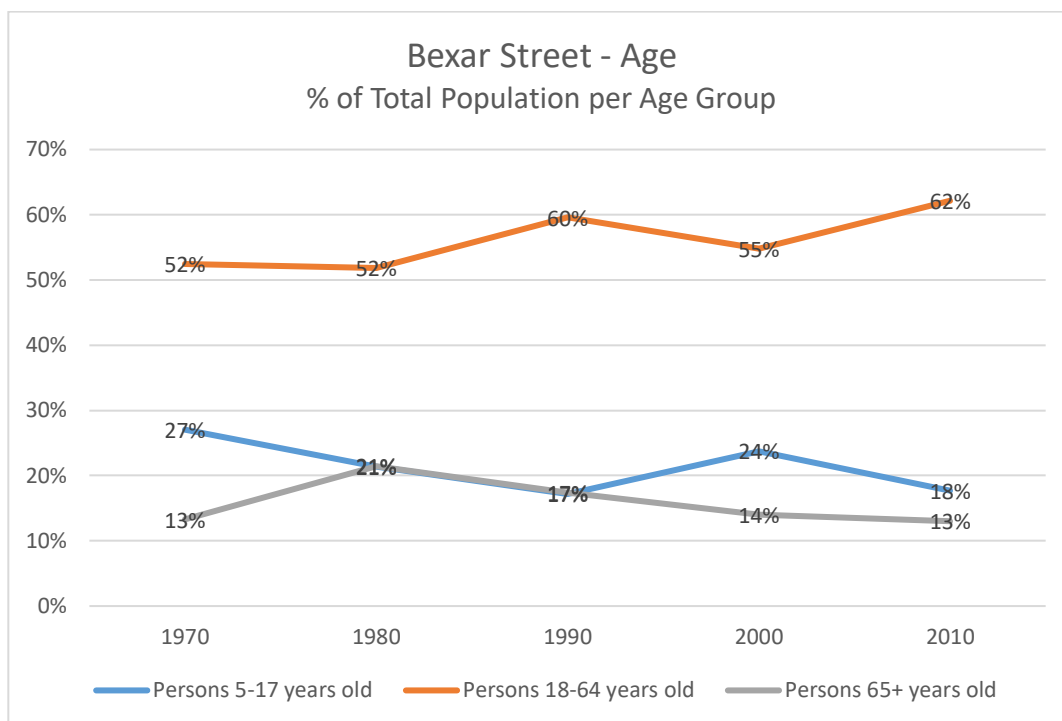


Figure 29

As the total population decreased from 1970 to 2010, the age groups maintained a relatively similar percentage of the total population throughout the decades. Persons between the ages of 18 to 64 increased slightly by 10% of the total population, while persons 15 to 17 decreased in percentage by 9%, and persons 65 and older maintained at 13%. Therefore, the total population make up by age group was slightly younger from 1970 to 2010 with a smaller total population count. However, even with a slightly younger population in the area by 2010 all of the age groups decreased in total person count from 1970 to 2010. So, the economic footprint still decreased due to total population decrease as a whole in Bexar Street.

### 5.3.3 Education

The population of persons 25 years old or older decreased throughout the decades and educational attainment did not make-up a large percentage of this age group. Between 1970 and

2010, the population of persons 25 years old or older decreased by 39.8% from 2036 to 1225 persons, with a decrease of 811 persons in the specified age group.

The educational attainment of persons 25 years old or older who have completed high school but no college between 1970 and 2010 fluctuated throughout the decades. In 1970 this educational attainment group accounted for 18% of persons 25 years old or older with 360 persons. By 1980, an increase of 16.9% occurred with an additional 61 persons. In 1990, there was a decrease of 27.8% with a loss of 117 persons. In 2000, the fluctuation continued with an increase of 41.8% with 127 added persons. By 2010, this educational attainment group decreased by 27.8% of persons 25 years old or older with a loss of 120 person and a total of 311 persons. In 2010 this educational attainment group accounted for 25.3% of persons 25 years old or older, with an increase in educational attainment in a total population that had significantly decreased since 1970.

The educational attainment of persons 25 years old or older who have a bachelors or graduate/professional degree had similar fluctuations between 1970 and 2010. In 1970 this educational attainment group accounted for 2.1% of persons 25 years old or older with 43 persons. By 1980, an increase of 46.5% occurred with an additional 20 persons. In 1990, there was a decrease of 38% with a loss of 24 persons. In 2000, the decrease continued at 92.3% with a loss of 36 persons. By 2010, this educational attainment group increased by 533.3% of persons 25 years old or older with an additional 16 persons. In 2010 this educational attainment group accounted for 1.5% of persons 25 years old or older, with a decrease in educational attainment in a total population that had also significantly decreased since 1970.

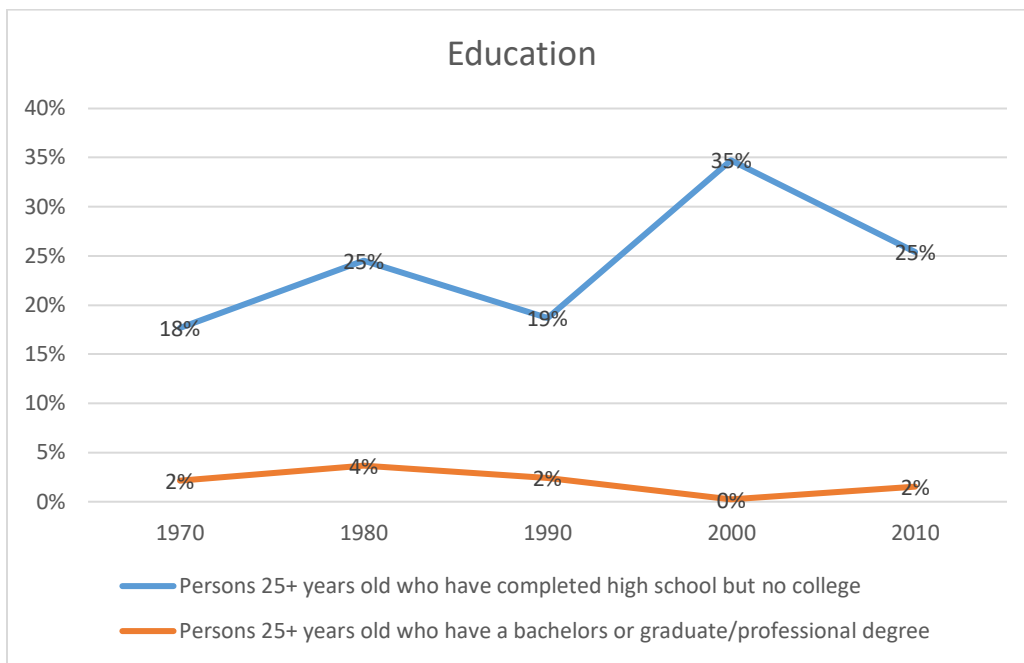


Figure 30

The total count of persons 25 or older who garnered a high school diploma alone in Bexar street had sharp fluctuations between 1970 and 2010. Nonetheless, by 2010 a clear increase of 7% was observed. The same observation is not seen in persons who garnered a bachelors or graduate/professional degree. There was a slight increase in 1980 to 4%, but by 2010 the educational attainment had fallen back to 2%; the same as 1970. Therefore, the educational attainment of persons garnering a bachelors or graduate/professional degree had little fluctuation and remained at the same percentage as 1970. Although there was a slight increase in high school diploma attainment alone, it is not indicative of a large increase in educational attainment in the area that could demonstrate an economically flourishing area.

#### 5.3.4 Poverty

The reality of poverty in Bexar Street is stark and high as noted in the figure below. As the population in the specified census tract decreased throughout the decades, the poverty tracked right along. In 1970 the total population was 3749 and 100% of this population was determined to be in

poverty status. By 1980, the total population decreased to 2747, but the total persons with poverty status remained at 100%. In 1990, the total population continued to decrease to 2398 and the poverty status was at 99.8%. In 2000, the population decreased to 2093 with a poverty status of 99.8%. In 2010, the population had decreased to 1860 persons and maintained a poverty status of 1789 person at 96.1%, the lowest the poverty status in over four decades.

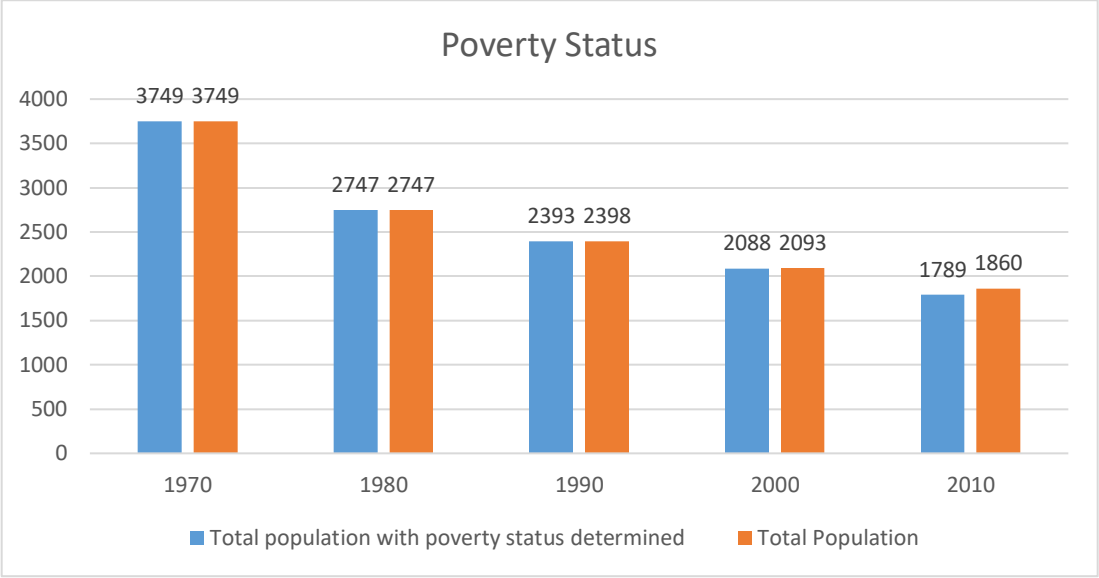


Figure 31

The poverty status of the Bexar Street is grim and remains between 99% to 100% for nearly 4 decades from 1970 to 2000. The only true decline of poverty is observed in 2010 with a decrease to 96.1%, the decade with the lowest total population observed. This stark poverty of the area is coupled with a decreasing population from decade to decade. Unfortunately, this is an indication of little to no success in economic development in the given area.

5.3.5 Race

The Bexar Street area has not had big changes in its demographic make-up between 1970 and 2010 as found in the figure below. Prior to the Civil Rights Era in the 1960s and desegregation, Bexar Street was a segregated and redlined neighborhood for African Americans only. Meredith Lawrence

(2019) notes “redlining” originated from the New Deal as an attempt to fight the Great Depression and map cities for bank metrics looking to prevent “bad mortgages and loans”. The City of Dallas, like many of the time, would rank neighborhoods “on how many “foreign born” people lived there, their races and how many “Negro” inhabitants the areas had... [and] In Dallas...the maps divided the city into four categories: “best,” “still desirable,” “definitely declining” and “hazardous.”” (Lawrence 2019). Black neighborhoods were then ranked as hazardous, contributing to the structural racism of the era. After the Civil Rights Era in the 1960s and into the 1970s, de-segregation underway. Due to de-segregation, traditionally ethnic or African American neighborhoods saw a distinct decline in the total population as they now had the opportunity to legally live in areas previously unavailable to them. As Dallas began to racially and ethnically diversify in different neighborhoods, population decline in previously segregated neighborhoods was apparent but this did not necessarily lead to demographic change or diversity in Bexar Street.

Throughout the decades, the African American population has remained relatively high in Bexar Street. In 1970, African Americans accounted for 99% of the population as was expected due to the slow desegregation process after the 1960s. In 1980, no change was visible and the African American population maintained itself at 99%. By 1990, African Americans decreased in population to 92% of the overall population. In 2000, the African American population saw another decline to 89%. In 2010, the African American population was at its lowest of 75% in the Bexar Street area.

To account for the discrepancies in percentages, it must be noted that Hispanics/Latinos are identified as an ethnic group, which differs from race. Therefore, a person could be both white and Hispanic/Latino and counted twice in census data. In 1970, the total Hispanic/Latino population only accounted for 1% of the overall Bexar Street population. By 1980, Hispanics/Latinos had decreased to 0%. In 1990 Hispanics/Latinos accounted for 8% of the population with growth only increasing each

decade. By 2000 the demographic group accounted for 12% of the total population. An increase double the previous decade's was seen in 2010 with Hispanics/Latinos accounting for 24% of the total population.

In 1970, 1% of the total population in Bexar Street was white. In 1980 the white population had maintained itself at 1%. By 1990 whites slightly increased to 4% of the total population. The increase in total white population continued in 2000 with an increase to 6%. An additional increase in 2010 was observed to 11%.

The total American Indian/Alaska Native population was a minimal percentage of the total population. In 1970, 1980, and 1990 the American Indian/Alaska Native population accounted for 0% of the population. This population group only saw an increase in 2000 at 1% and maintained at this level in 2010.

The total Asian, Native Hawaiian, and other Pacific Islander population accounted for 0% of the total population in all decades ranging from 1970 to 2010.

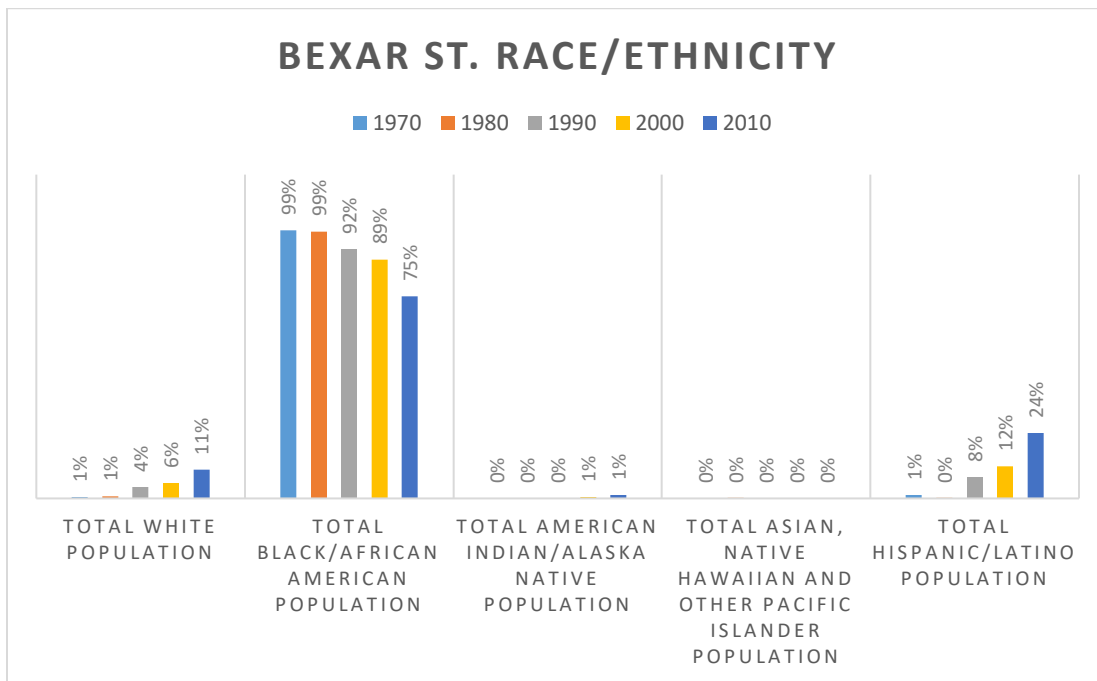


Figure 32

Although the African American population decreased to its lowest of 75% by 2010, it remained the largest demographic population in Bexar Street. The slight increase of the Hispanic population in Bexar Street to 24% and White population to 11% by 2010 contributed to this fluctuation. The decades lacking in demographic diversity in the area indicates little change in the area's demography years after desegregation. However, the influx of different race and ethnic groups by 2010 is a possible indicator of change on the horizon in the specified area.

### 5.3.6 Housing

Census data in 1970 and 1980 did not account for the median value of specified owner-occupied housing units. Census data in those decades only accounted for the aggregate value for specified owner-occupied housing units. Both data variables were analyzed, taking into consideration this factor. All dollar figures are adjusted for inflation to 2020 dollar purchasing power.

The aggregate value for specified owner-occupied housing units, observed in the figure below, showed 1970 was listed at \$43,532,859. By 1980, a decrease of 22% to \$33,915,981 was observed. The decline continued at 2.8% in 1990 to \$32,976,146. By 2000 the aggregate value decreased to \$23,487,280, a 28.8% decrease from the previous decade. An increase in aggregate value was only observed in 2010 at 30.2% to \$30,591,824.



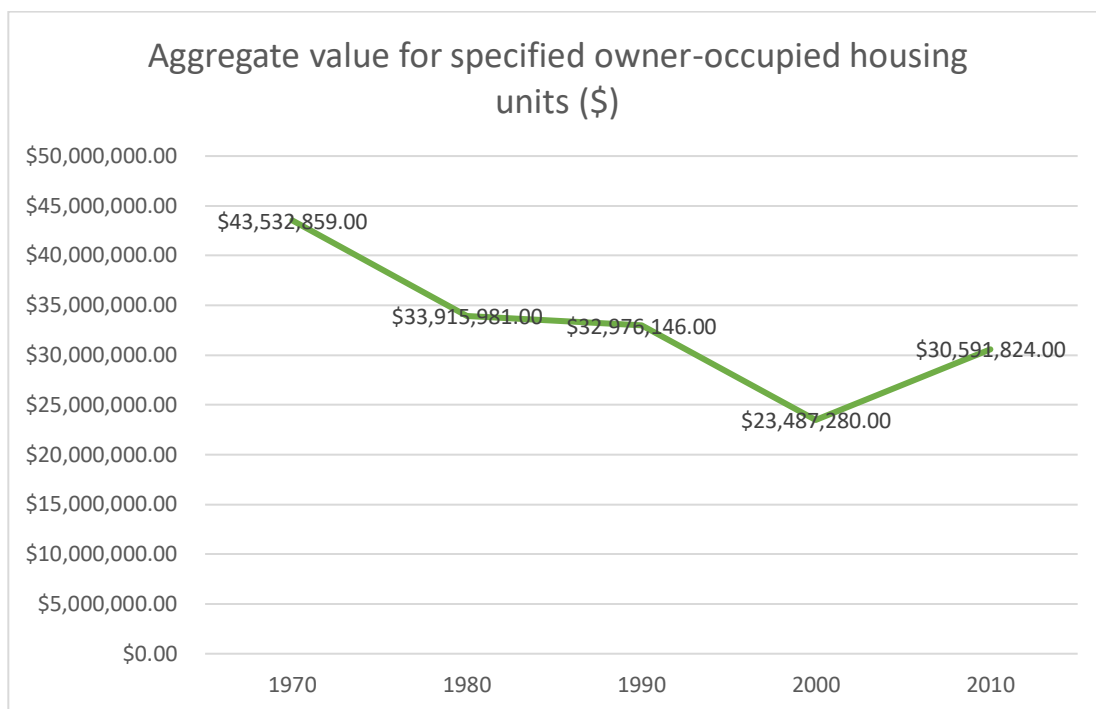


Figure 33

As the aggregate value showed a decline from 1970 to 1990 and eventual increase in 2010, the median value of specified owner-occupied housing units saw the same uptick in 2010. As observed in the figure below, the median value in 1990 was listed at \$61,778. A decrease of 27.2% to \$44,966 was observed in 2000. However, an uptick in 2010 with a slight median value increase was observed at 18.1% to \$53,126.

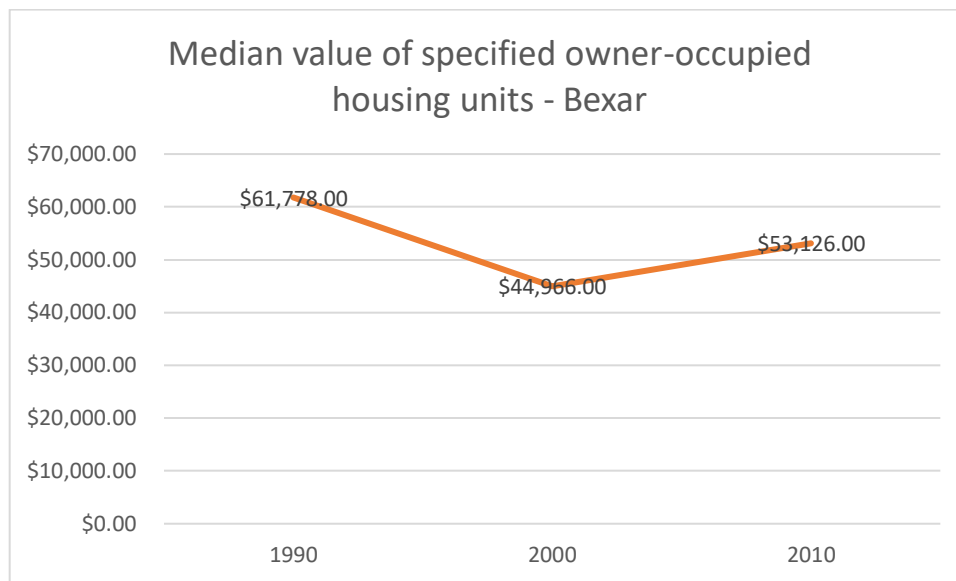


Figure 34

As the aggregate value for specified owner-occupied housing units in Bexar Street fluctuated, a clear decline occurred from 1970 to 2000, with an increase only apparent in 2010. This decline and increase are further supported with the fluctuation of median value following the same trend. Although the aggregate value and median value both saw an increase by 2010, the values were still below the highest point in 1970 for aggregate value and 1990 for median value. Therefore, this may be an indicator that economic development has contributed to property value increase in the area. However, this increase in property value has not surpassed the values of previous years.

### 5.3.7 Income

As demographics changed in the area, the average household income in Bexar Street also changed as observed in the figure below. All dollar figures are adjusted for inflation to 2020 dollar purchasing power. The average household income for Bexar Street had a decline between 1970 and 1980. In 1970, the household income averaged at \$38,197.02. A decline of 19.6% was observed in 1980 with an average household income of \$30,714.18. However, by 1990 an increase of 7.9% was present with an average household income of \$33,144.76. The increase did not continue in 2000 and

a decrease of 5.8% was observed with the average household income at \$31,208.60. However, the average household income slightly increased in 2010 by 2.3% to \$31,915.94.

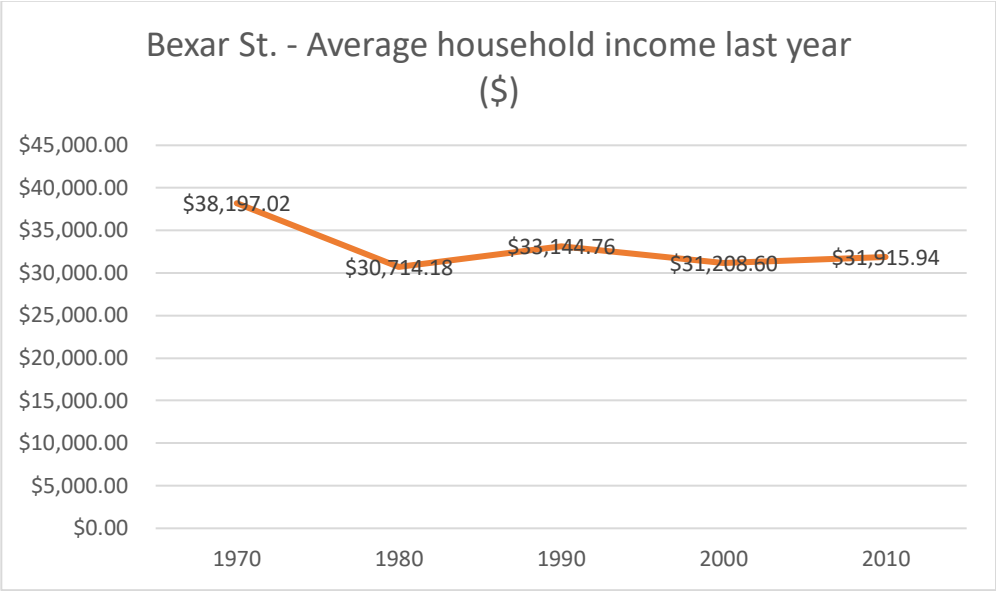


Figure 35

Similar to the total population, the average household income in Bexar Street saw consistent decline from 1970 to 2010. By 2010, the average household income was well below that of 1970. This only provides further insight into the poverty status of the population in area with stark means. The low average household income is indicative of a lagging economy in the area.

5.3.8 Analysis Summary – Bexar Street

In the time from 1970 to 2010, the total population, age, and race demographics changed within Bexar Street. As these variables fluctuated, the poverty percentage, aggregate housing values, and income averages also saw changes.

There was a negative change in many variables such as total population, demographic diversity, housing value, and income. This decline continued from 1970 to 2010, but a slight increase was observed from 2000 to 2010 in property values. This change property value change is indicative

of economic development initiatives pushed through by the City of Dallas. However, the effects on the surrounding community were not present in the form of an increase in average income or population growth.

Unfortunately, Bexar Street is an area of chronic decline. It has maintained extremely high poverty rates, low average household income, and low population count for decades. The location has had little demographic change since before desegregation. In addition, the general population lacks educational attainment and property values have only slightly increased from decades of analysis. This lack of change indicates the lack of successful development in the area and lack of economic viability.

## 5.4 Bexar Street – Adjacent Census Tracts

Bexar Street is located in Census Tract 39.02, positioned just south east of Downtown Dallas.

The adjacent census tracts surrounding Bexar Street includes census tract 38, census tract 39.01, census tract 40, and census tract 115. The figure 36 below shows the Bexar Street census tract in yellow and the adjacent census tracts in green the specified location. Census tracts in this segment were titled “CT” both in writing and in figures or graphs.

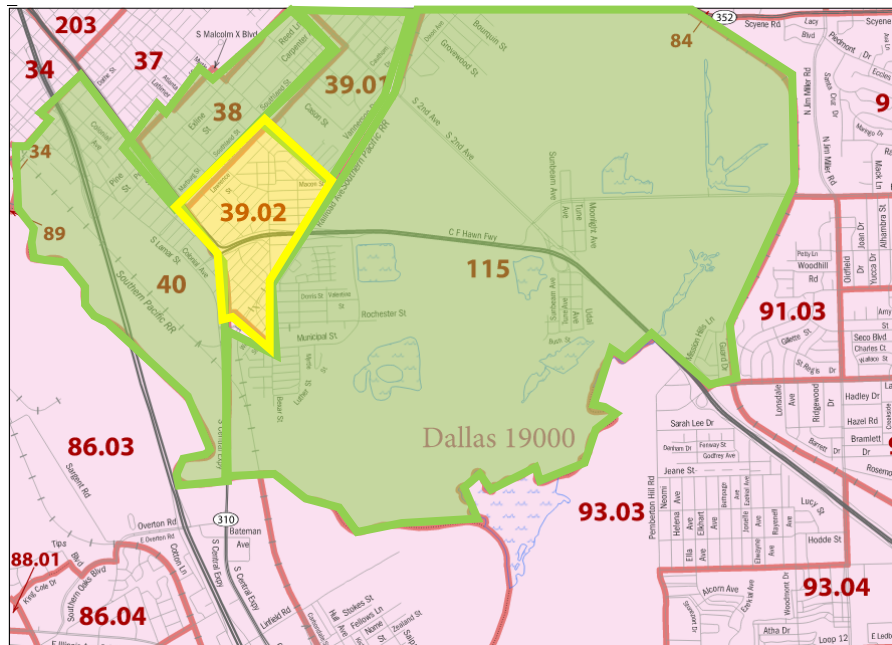


Figure 36

### 5.4.1 Population

In examining the population count of Bexar Street and adjacent census tracts, it is noted that the fluctuations of population growth and decline are similar but not exactly the same as found in figure 37 below.

In 1970, the Bexar Street CT 39.02 had a total population of 3749, CT 38 had a total population 29.2% higher than Bexar Street, CT 39.01 was 22.2% higher, CT 40 was 1.3% higher, and CT 115 was

81.5% higher. In 1970, all adjacent census tracts were higher in total population than Bexar Street CT 39.02.

In 1980, the Bexar Street CT 39.02 had a total population of 2747, with a 26.7% decrease in total population from 1970. CT 38 had a total population 36.7% higher than Bexar Street, CT 39.01 was 10.2% lower, CT 40 was 16.5% lower, and CT 115 was 112.8% higher. By 1980, census tracts CT 39.01 and CT 40 had decreased to a total population below that of Bexar Street CT 39.02.

In 1990, the Bexar Street CT 39.02 had a total population of 2398, with a 12.7 decrease from 1980. CT 38 had a total population 32.9% higher than Bexar Street, CT 39.01 was 11.9% lower, CT 40 was 25.1% lower, and CT 115 was 107.3% higher. The total population in 1990 decreased for all census tracts from 1980.

In 2000, the Bexar Street CT 39.02 had a total population of 2093, with a 12.7 decrease from 1990. CT 38 had a total population 31% higher than Bexar Street, CT 39.01 was 15.2% lower, CT 40 was 32.2% lower, and CT 115 was 136.9% higher. The total population decrease continued in 2000 across all census tracts. In 2010, the Bexar Street CT 39.02 had a total population of 1860, with a decrease of 11.1% from 2000. CT 38 had a total population 5.2% higher than Bexar Street, CT 39.01 was 7.3% lower, CT 40 was 41.8% lower, and CT 115 was 71.2% higher.

By 2010, all census tracts had once again decreased in total population.

Total Population

	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	3749	4842	4583	3797	6806
1980	2747	3756	2468	2294	5845
1990	2398	3186	2111	1795	4972
2000	2093	2742	1774	1418	4960
2010	1860	1956	1724	1082	3185

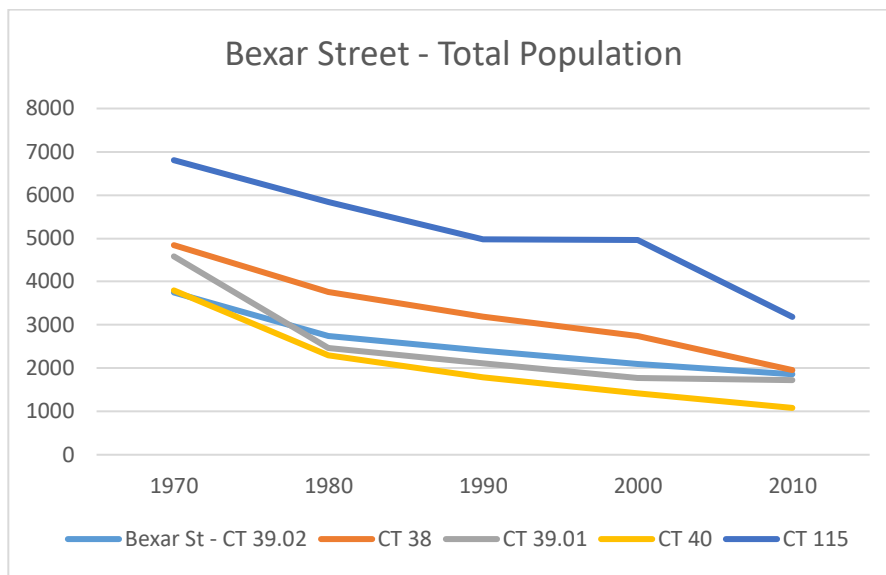


Figure 37

In Bexar Street and all adjacent census tracts, there was a continuous decline in total population from 1970 to 2010. At no point was there any fluctuation or slight increase in the total population of the area. Instead, the total population continuously decreased over the decades.

#### 5.4.2 Age

As the population count consistently decreased in Bexar Street, the age groups within Bexar Street were also directly affected.

The decrease of persons 5-17 years old is observed in the figure 38 below.

In 1970, the Bexar Street CT 39.02 had a total population of persons 5-17 years old at 1014, CT 38 had a total population 12.2% higher than Bexar Street, CT 39.01 was 35.1% higher, CT 40 was 0.9% lower, and CT 115 was 165.9% higher. In 1970, all adjacent census tracts had a total population higher than Bexar Street CT 39.02, with the exception of CT 40.

In 1980, the Bexar Street CT 39.02 had a total population of persons 5-17 years old at 587, with a 42.1% decrease in total population from 1970. CT 38 had a total population 44.1% higher than

Bexar Street, CT 39.01 was 30.8% lower, CT 40 was 18.7% lower, and CT 115 was 246.3% higher. In 1980, all census tracts in the specified area decreased in total population.

By 1990, the Bexar Street CT 39.02 had a total population of persons 5-17 years old at 412, with a 29.8% decrease in total population. CT 38 had a total population 37.6% higher than Bexar Street, CT 39.01 was 27.4% lower, CT 40 was 4.1% higher, and CT 115 was 297.3% higher. By 1990, all adjacent census tracts were higher in total population than Bexar Street CT 39.02, with the exception of CT 39.01. All census tracts had decreased in total population from 1980.

In 2000, the Bexar Street CT 39.02 had a total population of persons 5-17 years old at 497, with a 20.6% total population increase from 1990. CT 38 had a total population 33.1% higher than Bexar Street, CT 39.01 was 36% lower, CT 40 was 55.3% lower, and CT 115 was 203.6% higher. In 2000, all census tracts had a population increase with the exception of CT 40 and CT 115, which saw a decrease.

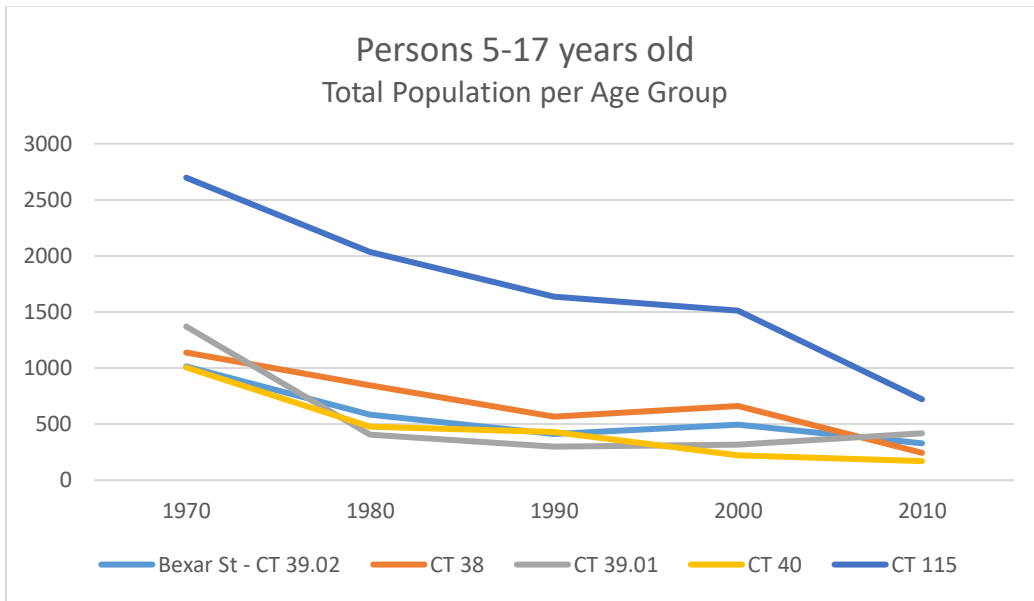
By 2010, the Bexar Street CT 39.02 had a total population of persons 5-17 years old at 329, with a decrease of 33.8% in total population. CT 38 had a total population 25.8% lower than Bexar Street, CT 39.01 was 26.1% higher, CT 40 was 48.3% lower, and CT 115 was 119.1% higher. By 2010, adjacent census tracts CT 38 and CT 40 had a total population lower than Bexar Street Ct 39.02. All census tracts saw a population decrease, with the exception of CT 39.01.

The age group of persons 5-17 years old saw a drastic and continuous decrease in total population from 1970 to 2010 in Bexar Street and all adjacent census tracts. The percentage of the age group in Bexar Street saw a decline from 1970 to 2000 with all adjacent census tracts following this similar trend. However, the percentage of the total population for this age group saw an increase in the area in 2000, although another decrease was observed in 2010. Nonetheless, the short-lived increase in 2000 is indicative of a growth in the younger population or age group.



Persons 5-17 years old

	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	1014	1138	1370	1005	2697
1980	587	846	406	477	2033
1990	412	567	299	429	1637
2000	497	662	318	222	1509
2010	329	244	415	170	721



	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	27%	21%	22%	27%	15%
1980	21%	16%	24%	26%	10%
1990	17%	13%	20%	23%	8%
2000	24%	18%	28%	35%	10%
2010	18%	17%	19%	30%	10%

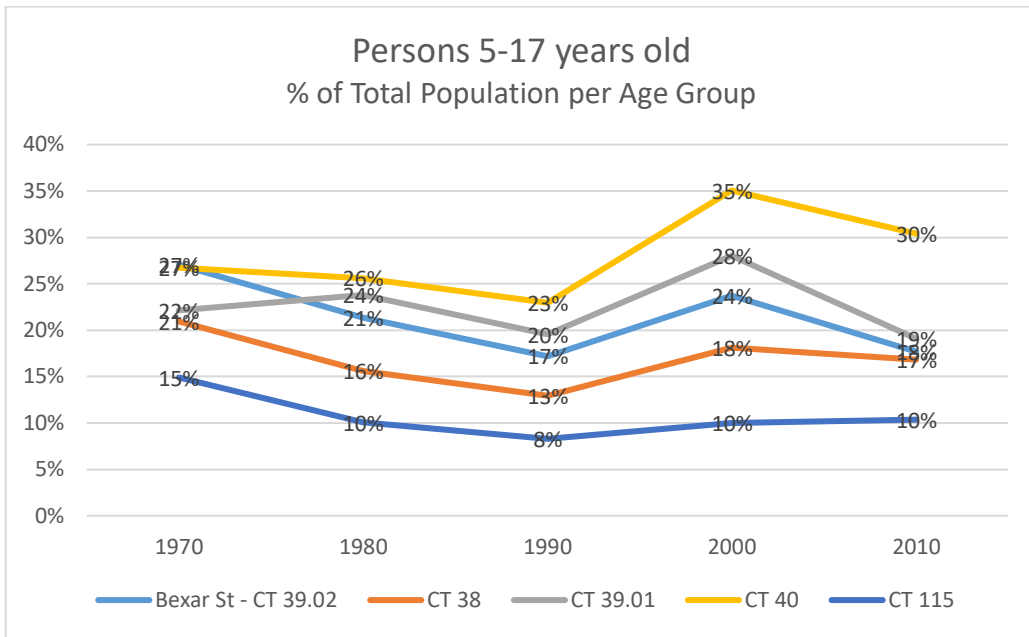


Figure 38

Persons 18-64 years old also saw a decline in total population as observed in the figure below.

In 1970, the Bexar Street CT 39.02 had a total population of persons 18-64 years old at 1967, CT 38 had a total population 44.3% higher than Bexar Street, CT 39.01 was 20.4% higher, CT 40 was 8.1% higher, and CT 115 was 86.2% lower.

In 1980, all adjacent census tracts had a higher total population than Bexar Street CT 39.02, with the exception of CT 115. In 1980, the Bexar Street CT 39.02 had a total population of persons 18-64 years old at 1424, with a 27.6% decrease in total population. CT 38 had a total population 42.5% higher than Bexar Street, CT 39.01 was 1.7% higher, CT 40 was 10.2% lower, and CT 115 was 82.5% lower. By 1980, all census tracts had decreased in total population.

In 1990, the Bexar Street CT 39.02 had a total population of persons 18-64 years old at 1429, with a slight increase of 0.3% in total population. CT 38 had a total population 17.4% higher than Bexar Street, CT 39.01 was 20.8% lower, CT 40 was 31% lower, and CT 115 was 81.3% lower. The total

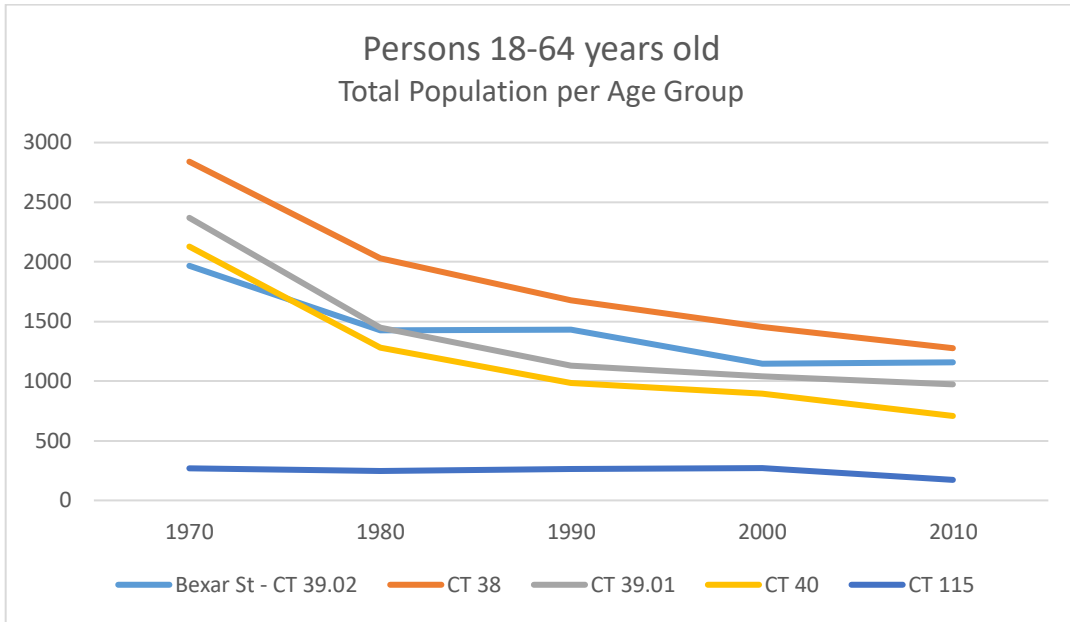
population count for all adjacent census tracts had fallen below the count found in Bexar Street CT 39.02, with the exception of CT 38.

In 2000, the Bexar Street CT 39.02 had a total population of persons 18-64 years old at 1146, with a 19.8% decrease in total population from 1990. CT 38 had a total population 27% higher than Bexar Street, CT 39.01 was 9.1% lower, CT 40 was 21.9% lower, and CT 115 was 76.3% lower. In 2000, the total population decrease continued in all specified census tracts.

In 2010, the Bexar Street CT 39.02 had a total population of persons 18-64 years old at 1156, with a 0.8% increase from 2000. CT 38 had a total population 10.3% higher than Bexar Street, CT 39.01 was 15.8% lower, CT 40 was 38.7% lower, and CT 115 was 85.1% lower. By 2010, all census tracts continued the total population decline, with the exception of Bexar Street CT 39.02 that saw a slight increase.

Bexar Street and adjacent census tracts continued to see a total population decline that also affected this age group. The only outlier is identified when Bexar Street saw a slight increase in total population in 1990, but only to later continue the total population decrease in 2000 and 2010. However, the age group of persons 18-64 years old saw an increase in percentage of total population for Bexar street and adjacent census tracts followed this similar trend. Although the increase in percentage of total population was gradual, it still indicated a rise in this younger age group in the specified area.

Persons 18-64 years old					
	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	1967	2840	2369	2128	270
1980	1424	2030	1449	1278	249
1990	1429	1678	1131	985	266
2000	1146	1456	1041	895	271
2010	1156	1276	973	708	172



	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	52%	41%	43%	52%	29%
1980	52%	38%	58%	62%	24%
1990	60%	45%	68%	80%	29%
2000	55%	42%	65%	81%	23%
2010	62%	59%	67%	107%	36%

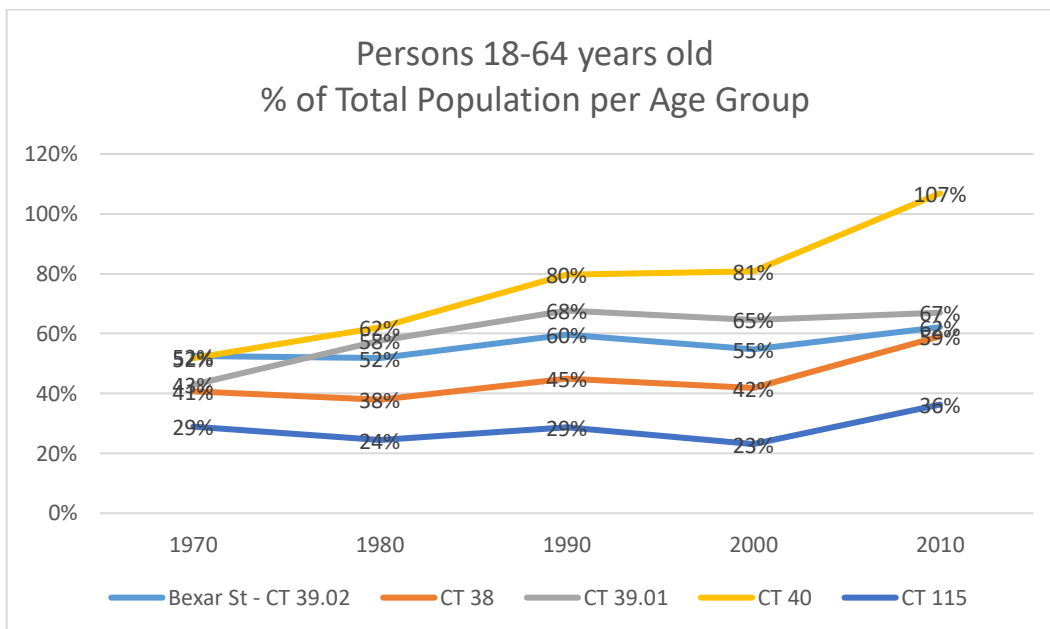


Figure 39

The fluctuations of persons 65+ years old can be found as identified in figure 40 below.

In 1970, the Bexar Street CT 39.02 had a total population of persons 65+ years old at 498, CT 38 had a total population 14.6% lower than Bexar Street, CT 39.01 was 49.5% lower, CT 40 was 37.5% lower, and CT 115 was 45.7% lower. In 1970, all adjacent census tracts were lower than Bexar Street CT 39.02 in total population.

In 1980, the Bexar Street CT 39.02 had a total population of persons 65+ years old at 589, with a 18.2% total population increase from 1970. CT 38 had a total population 1.8% higher than Bexar Street, CT 39.01 was 23% lower, CT 40 was 46.6% lower, and CT 115 was 57.7% lower. In 1980, all specified census tracts saw an increase in total population.

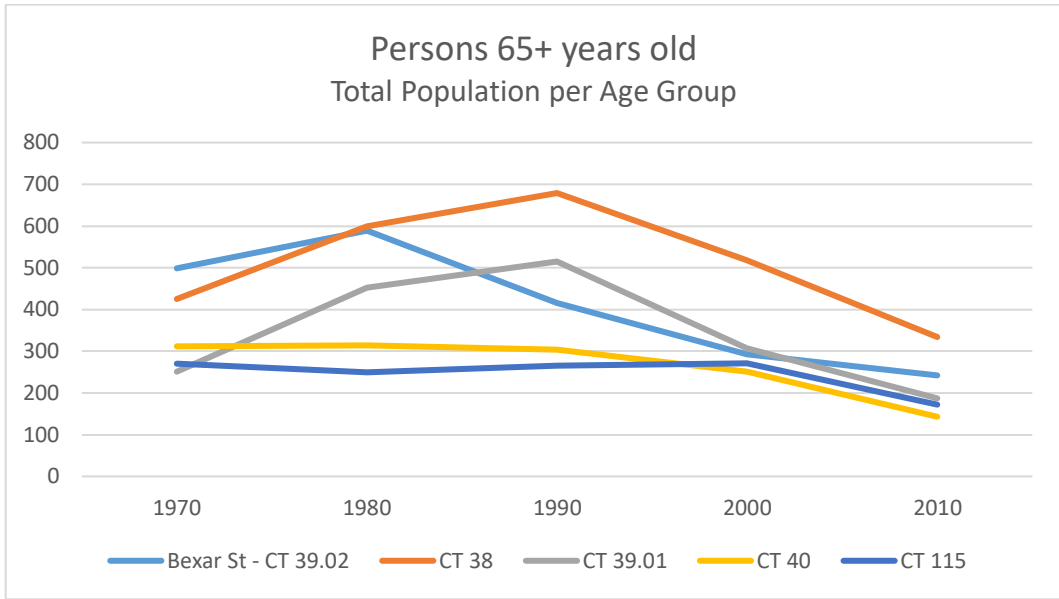
In 1990, the Bexar Street CT 39.02 had a total population of persons 65+ years old at 416, with 29.3% decrease in total population from 1980. CT 38 had a total population 63.2% higher than Bexar Street, CT 39.01 was 23.7% higher, CT 40 was 27.1% lower, and CT 115 was 36% lower. In 1990, adjacent census tracts CT 38 and CT 39.01 had a total population greater than Bexar Street CT 39.02 with all other adjacent census tracts below.

In 2000, the Bexar Street CT 39.02 had a total population of persons 65+ years old at 293, with a 29.5% decrease in total population from 1990. CT 38 had a total population 76.4% higher than Bexar Street, CT 39.01 was 4.7% higher, CT 40 was 14.3% lower, and CT 115 was 7.5% lower. By 2000, all census tracts in the area had decreased in total population with the exception of CT 115.

In 2010, the Bexar Street CT 39.02 had a total population of persons 65+ years old at 242, with a 17.4% decrease in total population from 2000. CT 38 had a total population 38% higher than Bexar Street, CT 39.01 was 22.7% lower, CT 40 was 40.9% lower, and CT 115 was 28.9% lower. By 2010, all adjacent census tracts had a total population less than Bexar Street CT 39.02, with the exception of CT 38. Additionally, all specified census tracts had decreased in total population from 2000.

The age group of persons 65+ years old in Bexar Street saw a slight increase in total population from 1970 to 1980, but after had a steady decline through to 2010. The adjacent census tracts in the area did not see this similar trend in total population. Census tracts 38 and 39.01 saw an increase in 1990 with a decline after through to 2010. Whereas, census tracts 40 and 115 saw little change from 1970 to 2000, and only saw a significant decline in 2010. However, Bexar Street and all adjacent census tracts saw a similar trend in this age group's percentage of total population. Bexar street saw an increase of the percentage from 1970 to 1980 and saw a decrease from 1980 to 2010. All adjacent census tracts saw an increase in percentage of the total population in 1980 with a decrease thereafter. However, only census tract 39.01 continued this decrease through to 2010. Census tracts 38, 40, and 115 all saw a slight increase from 2000 to 2010 in percentage of total population in the area. This decline follows the trend of a higher percentage of younger age groups and lower percentage of the older age group in the specified area.

Persons 65+ years old					
	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	498	425	251	311	270
1980	589	600	453	314	249
1990	416	679	515	303	266
2000	293	517	307	251	271
2010	242	334	187	143	172



	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	13%	10%	11%	13%	7%
1980	21%	16%	24%	26%	10%
1990	17%	13%	20%	23%	8%
2000	14%	11%	17%	21%	6%
2010	13%	12%	14%	22%	8%

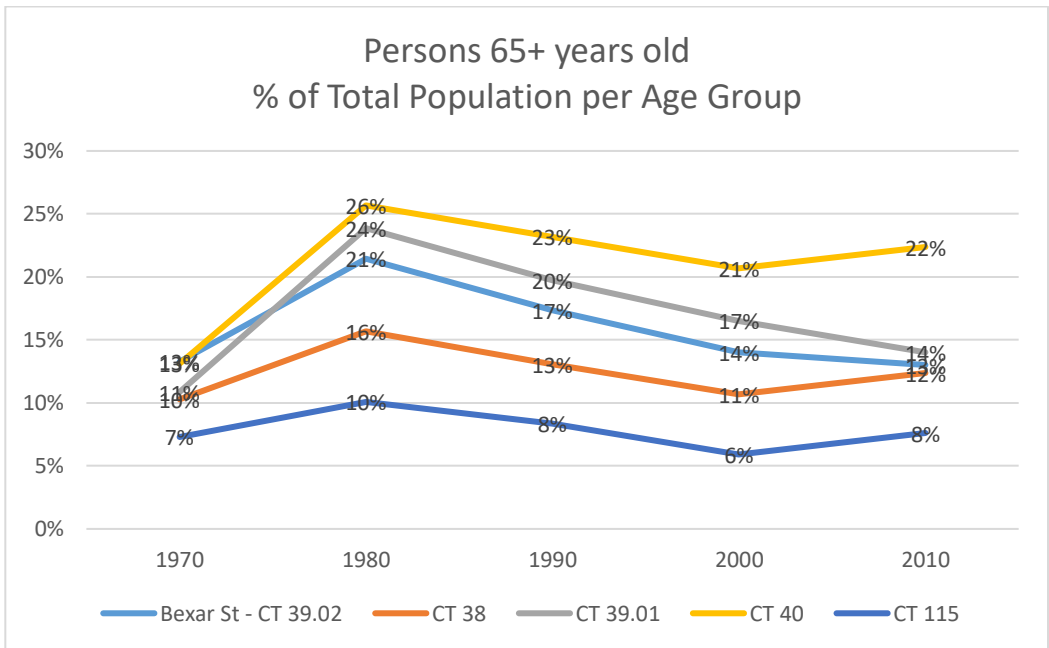


Figure 40

As the total population of the area declined from 1970 to 2010, all age groups were affected and also saw decline in Bexar Street and all adjacent census tracts. A lower total population has a lower economic footprint. Therefore, it can be observed that from 1970 to 2010, the economic footprint and economic vitality in the area was in chronic decline. However, as the total population decreased, the percentage of total population fluctuated to become a younger population in the area. A young population is often attributed to a growth in economic means. However, the total population declined in a manner where even with a younger population the economic means of the area had a low possibility of thriving.

#### 5.4.3 Education

The population of persons 25 years old or older decreased in total population from 1970 to 2010 in Bexar Street and adjacent census tracts. Additionally, educational attainment did not make-up a large percentage of this age group as noted in the figures below.

The fluctuations of persons 25 years old or older who have completed high school but no college fluctuated throughout the decades and can be observed in figure 41.

In 1970, the Bexar Street CT 39.02 had a total population of persons 25 years old or older who have completed high school but no college at 18%, CT 38 had a total population at 23%, CT 39.01 was 28%, CT 40 was 23%, and CT 115 was 25%. In 1970, all adjacent census tracts had a total population above 20%, however Bexar Street CT 39.02 was just below at 18%.

In 1980, the Bexar Street CT 39.02 had a total population of persons 25 years old or older who have completed high school but no college at 25%, a 7% increase from 1970. However, CT 38 increased to 30%, CT 39.01 maintained at 28%, CT 40 increased to 25%, and CT 115 increased to 27%. By 1980, all specified census tracts were at 25% or higher for the total population.



In 1990, the Bexar Street CT 39.02 had a total population of persons 25 years old or older who have completed high school but no college at 19% with a 6% decrease from 1980. CT 38 maintained at 30%, CT 39.01 decreased to 27%, CT 40 increased to 27%, and CT 115 increased to 28%. In 1990, Bexar Street 39.02 had dipped below 20% with all adjacent census tracts above 20%.

In 2000, the Bexar Street CT 39.02 had a total population of persons 25 years old or older who have completed high school but no college at 35% with a 16% increase from 1990. An increase also occurred in CT 38 to 35%, CT 39.01 decreased to 26%, CT 40 increased to 31%, and CT 115 decreased to 26%. By 2000, all census tracts had increased in total population, with the exception of CT 39.01 and CT 115.

In 2010, the Bexar Street CT 39.02 had a total population of persons 25 years old or older who have completed high school but no college at 25% with a 10% decrease from 2000. However, CT 38 increased to 36%, CT 39.01 increased to 48%, CT 40 increased to 39%, and CT 115 also increased to 28%. So, it is noted that by 2010 all adjacent census tracts increased in total population, but a decrease is seen in Bexar Street CT 39.02.

Bexar Street saw a roller coaster of fluctuation in high school diploma attainment from 1970 to 2010. There were significant changes with an increase from 1970 to 1980, a decrease from 1980 to 1990, another increase from 1990 to 2000, and finally another decrease from 2000 to 2010 in Bexar Street. None of the adjacent census tracts followed this drastic trend change throughout the decades, but rather they maintained relatively the same percentages from 1970 to 2010 with only a slight and gradual increase over time. However, the sole outlier is found in census tract 39.01 that saw a sharp increase in high school diploma attainment from 2000 to 2010. The percentages varied from 18% to the highest being 48%, indicating a significant percentage of the population garnered a high school diploma in the area.

Persons 25+ years old who have completed high school but no college

	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	18%	23%	28%	23%	25%
1980	25%	30%	28%	25%	27%
1990	19%	30%	27%	27%	28%
2000	35%	35%	26%	31%	26%
2010	25%	36%	48%	39%	28%

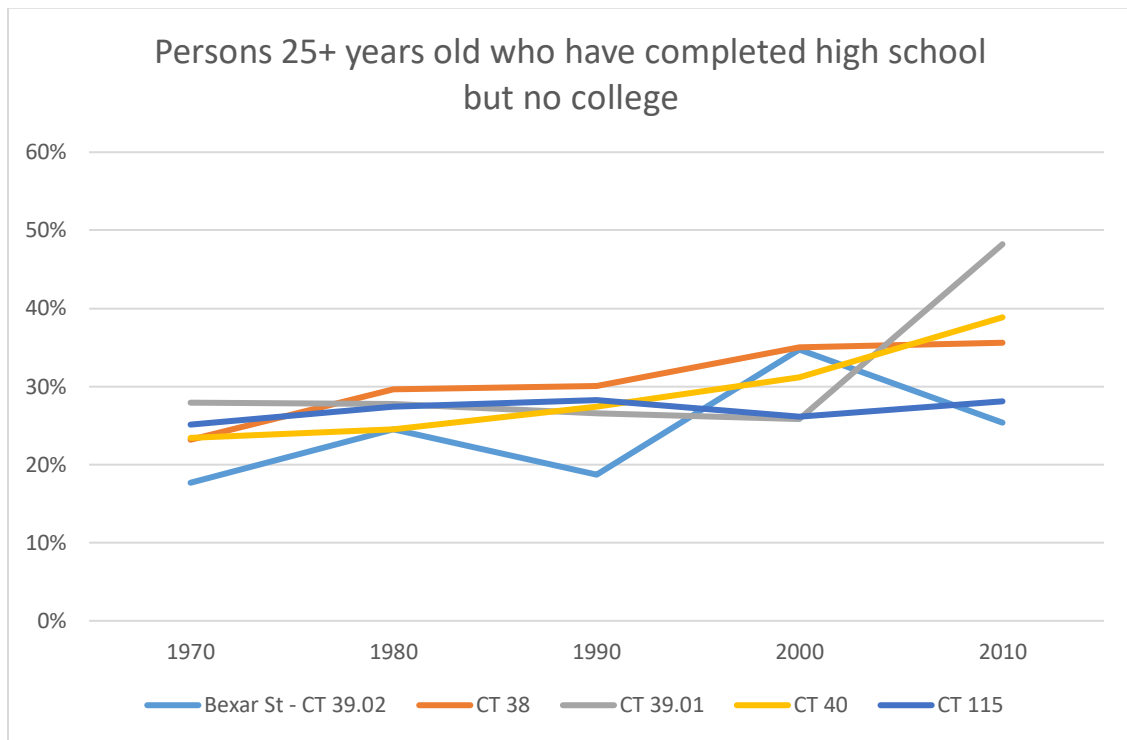


Figure 41

The fluctuations of persons 25 years old or older who have a bachelors or graduate/professional degree fluctuated throughout the decades and can be observed in figure 42 below.

In 1970, the Bexar Street CT 39.02 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 2%, CT 38 had a total population at 4%, CT 39.01 was 3%, CT 40 was 3%, and CT 115 was 2%.

In 1980, the Bexar Street CT 39.02 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 4%, a 2% increase from 1970. CT 38 increased to 7%, CT 39.01 increased to 4%, CT 40 decreased to 2%, and CT 115 maintained at 2%. All census tracts increased in total population in 1980, with the exception of CT 40 and CT 115.

In 1990, the Bexar Street CT 39.02 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 2% with a 2% decrease from 1980. CT 38 increased to 8%, CT 39.01 decreased to 1%, CT 40 maintained at 2%, and CT 115 decreased to 0%. Most census tracts increased or maintained at the same rate, with the exception of CT 38%.

In 2000, the Bexar Street CT 39.02 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 0% with a 2% decrease from 1990. A decrease also occurred in CT 38 to 5%, CT 39.01 increased to 10%, CT 40 increased to 7%, and CT 115 increased to 1%. By 2000 Bexar Street CT 39.02 had fallen to 0% of and all adjacent census tracts were higher in total population.

In 2010, the Bexar Street CT 39.02 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 2% with an increase from 2000. An increase also occurred in CT 38 to 8%, CT 39.01 decreased to 3%, CT 40 decreased to 3%, and CT 115 maintained at 1%. By 2010, all specified census tracts had minimal amounts of the total population with CT 38 having the highest percentage at 8%.

The percentage of bachelors or graduate/professional degree attainment for the total population in the area was truly unique to each census tract. Bexar Street saw a slight increase from 1970 to 1980, a decrease from 1980 to 2000, and finally a slight increase in 2010. The adjacent census tracts also saw waves of increase and decrease in bachelors or graduate/professional degree attainment. However, only one adjacent census tract, census tract 39.01, saw a double-digit

percentage rate of 10% in 2000. Bexar Street and all remaining adjacent census tracts never reached the double digits percentage of total population with bachelors or graduate/professional degree attainment from 1970 to 2010. This indicates that a low percentage of the total population in the area was ever able to complete a bachelors or graduate/professional degree.

Persons 25+ years old who have a bachelors or graduate/professional degree

	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	2%	4%	3%	3%	2%
1980	4%	7%	4%	2%	2%
1990	2%	8%	1%	2%	0%
2000	0%	5%	10%	7%	1%
2010	2%	8%	3%	3%	1%

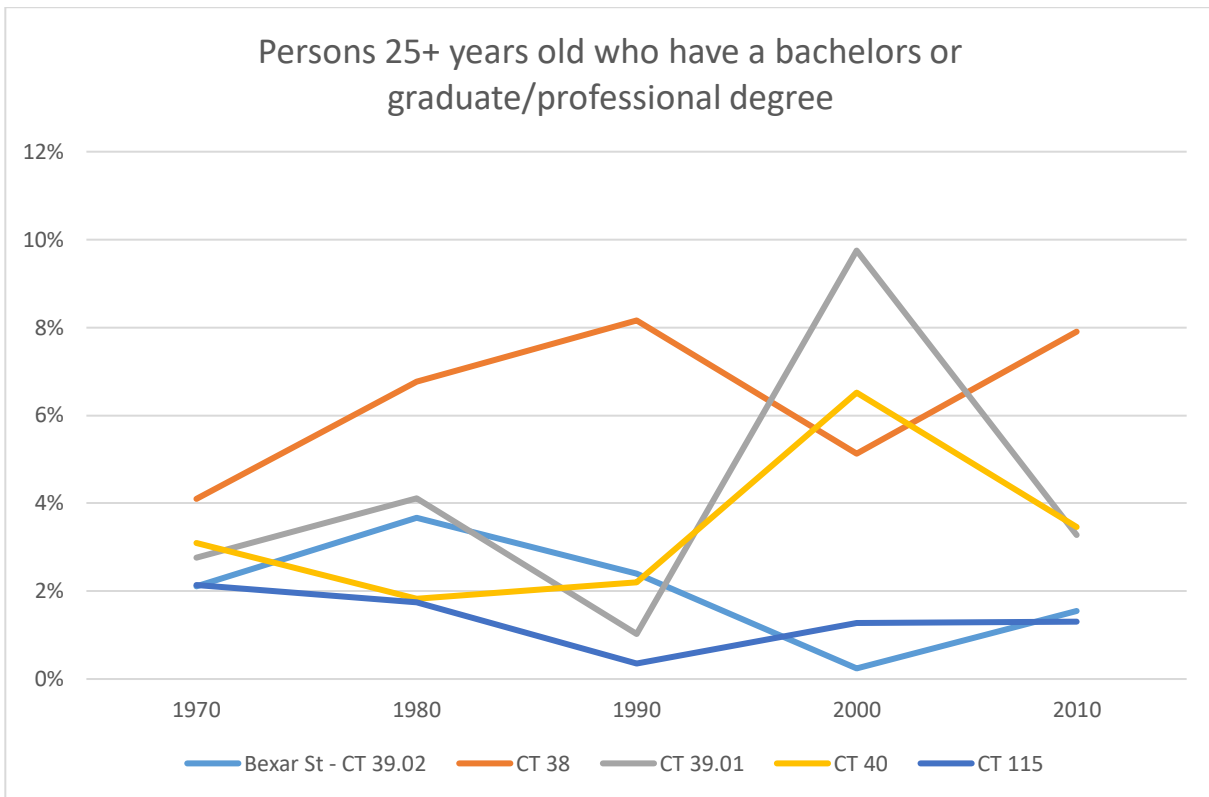


Figure 42

Although the fluctuations of educational attainment in the area were distinct to each census tract, the similarity remained that Bexar Street and all adjacent census tracts maintained a low level

of educational attainment in the area. A thriving economic area will maintain a high educational attainment in its population. Unfortunately, educational attainment does not have a significant presence in this area. Therefore, it can be posited that the economic veracity of the area is also lacking.

#### 5.4.4 Poverty

Poverty is very present in Bexar Street and all adjacent census tract in the specified area. This reality can be observed in the figure below.

In 1970, the Bexar Street CT 39.02 had a total population with poverty status determined at 100%. CT 38 had a total population with poverty status determined also at 100%, as was CT 39.01, CT 40, and CT 115. In 1970, all census tracts were at 100% poverty status.

In 1980, the Bexar Street CT 39.02 maintained the total population poverty status at 100%, CT 38 decreased to 99%, CT 39.01 maintained at 100%, CT 40 lowered to 99%, and CT 115 lowered to 99%. So that by 1980 Bexar Street CT 39.02 was one of two specified census tracts at 100% poverty status for the total population.

In 1990, the Bexar Street CT 39.02 had a total population with poverty status determined at 100% with no change from 1980. However, CT 38 had a 1% increase back to 100%, CT 39.01 maintained at 100%, CT 40 maintained at 99%, and CT 115 increased to 100%. The fluctuations in 1990 from 1980 consisted of 1% differences for only two census tracts, with all others maintaining the poverty rate.

In 2000, the Bexar Street CT 39.02 had no change in total population with poverty status determined at 100% once again, CT 38 decreased to 99%, CT 39.01 maintained at 100%, CT 48 increased to 100%, and CT 115 maintained at 100%. By 2000 all census tracts were at 100% poverty rate with the exception of CT 38.

In 2010, the Bexar Street CT 39.02 had a 4% decrease in total population with poverty status determined at 96%, CT 38 had a 10% decrease in total population to 89%, CT 39.01 maintained at 100%, CT 40 decreased to 73%, and CT 115 decreased to 90%. By 2010, all census tracts saw a decrease in total population in poverty status with the exception of CT 39.01.

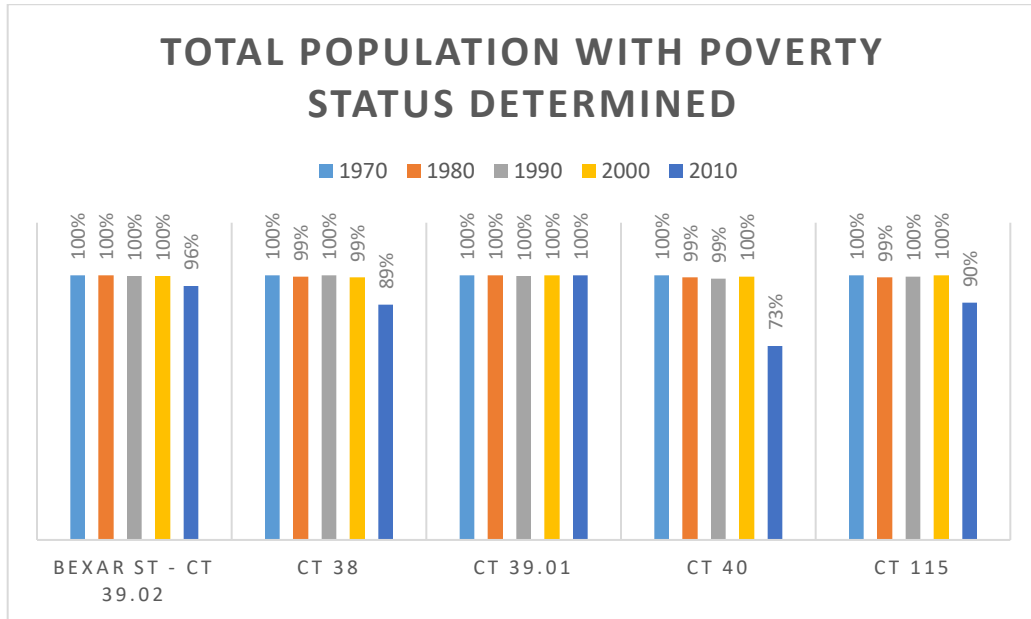


Figure 43

The poverty status in Bexar Street and all adjacent census tracts follow the same trend throughout the decades. From 1970 to 2000, Bexar Street and all adjacent census tracts saw their poverty status range from 99% to 100%. The area was completely impoverished for 4 decades with no change throughout the years. By 2010, Bexar Street and adjacent census tracts finally saw a decline in poverty status. However, one adjacent census tract, census tract 39.01, had no change and maintained its poverty status at 100% in 2010. Poverty is an indicator of lacking economic vibrance and it can be asserted that economic growth did not occur between 1970 and 2000. However, economic change became realized in the area in 2010 as poverty began to decrease, even with the one outlier identified.

#### 5.4.5 Race

As Bexar Street and adjacent census tracts fluctuated, the demographic make-up between 1970 and 2010 also changed as observed in the figures below.

The total White population varied in change for each census tract and this can be found in figure below.

In 1970, the Bexar Street CT 39.02 had a total White population of 22, CT 38 had a total population 31.8% higher than Bexar Street, CT 39.01 was 9% higher, CT 40 was 454.5% higher, and CT 115 was 100% higher. In 1970, all adjacent census tracts had a higher total population than Bexar Street CT 39.02.

In 1980, the Bexar Street CT 39.02 had a total White population of 21, with a 4.5% decrease from 1970. CT 38 had a total population 61.9% higher than Bexar Street, CT 39.01 was 4.7% lower, CT 40 was 95.2% lower, and CT 115 was 23.8% lower. In 1980, all adjacent tracts had fallen below the total population in Bexar Street CT 39.02 with the exception of CT 38.

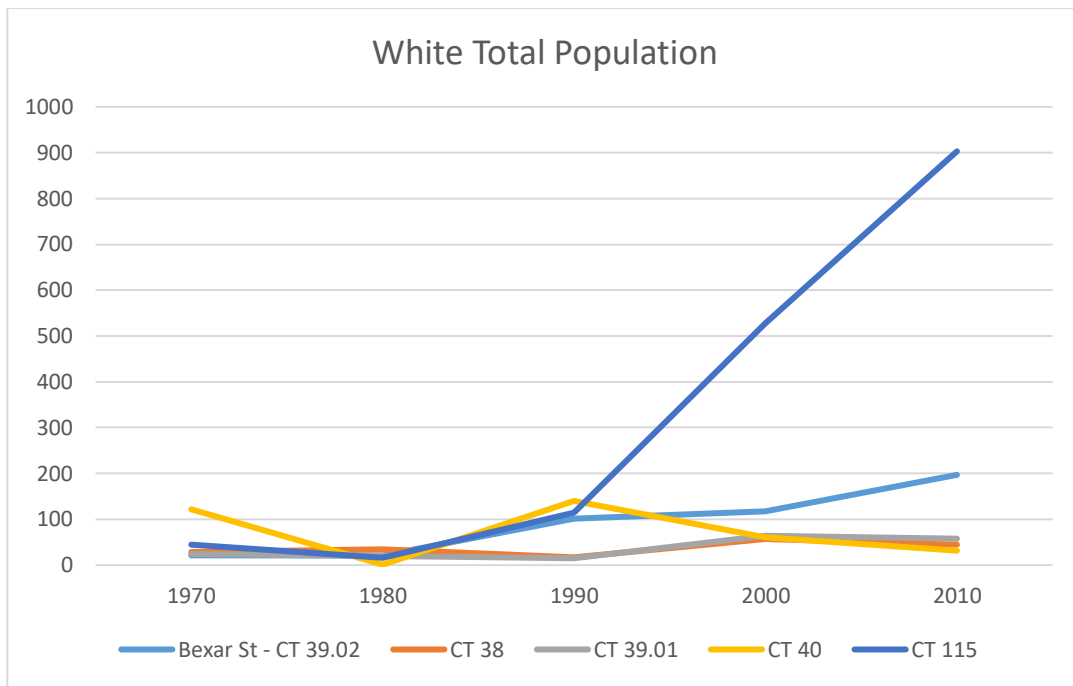
In 1990, the Bexar Street CT 39.02 had a total White population of 102, with a 385.7% increase from 1980. CT 38 had a total population 83.3% lower than Bexar Street, CT 39.01 was 85.2% lower, CT 40 was 37.2% higher, and CT 115 was 12.7% higher. By 1990, adjacent census tracts CT 40 and CT 115 had surpassed Bexar Street in total population, while CT 38 and CT 39.01 fell behind.

In 2000, the Bexar Street CT 39.02 had a total White population of 118, with a 15.6% increase in total population from 1990. CT 38 had a total population 51.6% lower than Bexar Street, CT 39.01 was 45.7% lower, CT 40 was 49.1% lower, and CT 115 was 346.6% higher. In 2000, all census tracts saw a total population increase from 1990 with the exception of CT 40.

In 2010, the Bexar Street CT 39.02 had a total White population of 197, with a 66.9% increase from 2000. CT 38 had a total population 77.6% lower than Bexar Street, CT 39.01 was 71% lower, CT

40 was 83.7% lower, and CT 115 was 358.3% higher. By 2000, Bexar Street CT 39.02 and CT 115 increased in total population, while all additional adjacent census tracts decreased.

Total White population					
	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	22	29	24	122	44
1980	21	34	20	1	16
1990	102	17	15	140	115
2000	118	57	64	60	527
2010	197	44	57	32	903



	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	1%	0%	0%	1%	0%
1980	1%	1%	1%	1%	0%
1990	4%	3%	5%	6%	2%
2000	6%	6%	4%	7%	8%
2010	11%	10%	11%	18%	6%



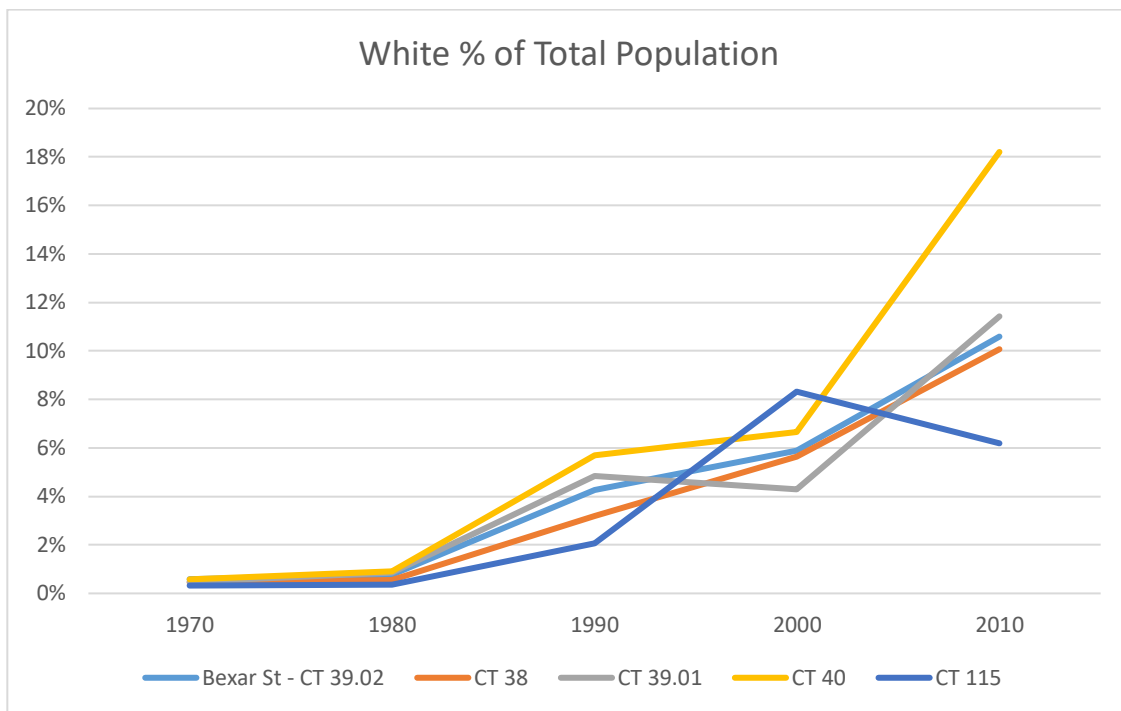


Figure 44

The fluctuations of the white total population and percentage of the total population did not follow the same trends from 1970 to 2010. Bexar Street saw a gradual increase from 1970 to 2010 in total population and the percentage of the total population also followed the same trajectory. The adjacent census tracts however did not follow this similar trend. Census tracts 38 and 39.01 saw minimal fluctuation in total population. Census tract 40 saw the total population decrease and increase in varying decades and census tract 115 saw a sharp increase in total population after 1990. Although Bexar Street and all adjacent census tracts did not follow the same trends in total population fluctuations, they did see the same trend in percentage of the total population. After 1980, Bexar Street and all adjacent census tracts saw a consistent increase in percentage of the total population. The only outlier consisted of census tract 115 that had a slight decrease observed in 2010.

The fluctuation of total Black/African American population can be found in figure 45 below.

In 1970, the Bexar Street CT 39.02 had a total Black/African American population of 3726, CT 38 had a total population 28.9% higher than Bexar Street, CT 39.01 was 22.2% higher, CT 40 was 1.5% lower, and CT 115 was 81.5% higher. In 1970, all adjacent census tracts had a higher total population than Bexar Street CT 39.02 with the exception of CT 40.

In 1980, the Bexar Street CT 39.02 had a total Black/African American population of 2719, with a 27% decrease from 1970. CT 38 had a total population 36.8% higher than Bexar Street, CT 39.01 was 10.5% lower, CT 40 was 19.3% lower, and CT 115 was 106.9% higher. In 1980, all census tracts saw a total population decrease.

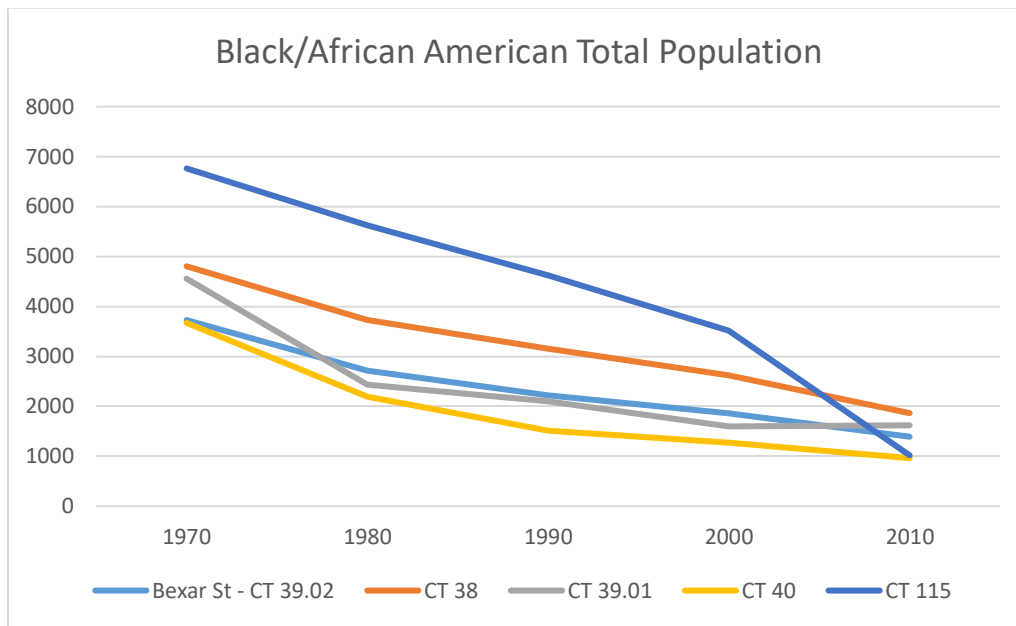
In 1990, the Bexar Street CT 39.02 had a total Black/African American population of 2215, with a 18.5% decrease from 1980. CT 38 had a total population 42.2% higher than Bexar Street, CT 39.01 was 5.3% lower, CT 40 was 31.4% lower, and CT 115 was 108.5% higher. By 1990, the total population decrease continued in all census tracts specified.

In 2000, the Bexar Street CT 39.02 had a total Black/African American population of 1853, with a 16.3% decrease in total population from 1990. CT 38 had a total population 41.6% higher than Bexar Street, CT 39.01 was 13.8% lower, CT 40 was 31% lower, and CT 115 was 89.9% higher. In 2000, adjacent census tracts CT 38 and CT 115 were higher in total population than Bexar Street CT 39.02, with remaining census tracts lower in total population.

In 2010, the Bexar Street CT 39.02 had a total Black/African American population of 1391, with a 24.9% decrease in total population from 2000. CT 38 had a total population 33.9% higher than Bexar Street, CT 39.01 was 16.2% higher, CT 40 was 30.7% lower, and CT 115 was 26.7% lower. By 2010, all census tracts specified continued in a 40-year total population decrease, with the exception of CT 39.01 that saw a slight population increase for the first time since 1970.

Total Black/African American population

	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	3726	4803	4555	3670	6763
1980	2719	3722	2432	2193	5628
1990	2215	3150	2096	1518	4620
2000	1853	2624	1597	1277	3519
2010	1391	1863	1617	963	1019



	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	99%	77%	81%	98%	55%
1980	99%	72%	110%	119%	47%
1990	92%	70%	105%	123%	45%
2000	89%	68%	104%	131%	37%
2010	75%	71%	81%	129%	44%

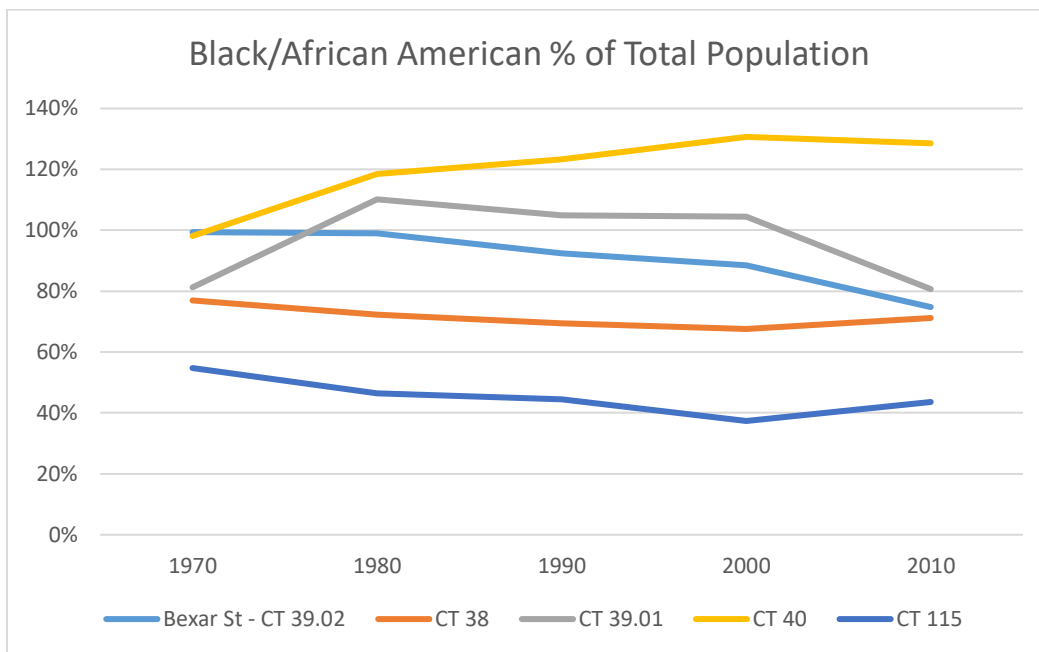


Figure 45

The total black population in Bexar street and adjacent census tracts all saw consistent decline from 1970 to 2010. At no point did the area see fluctuation towards an increase in total population in those 5 decades. However, as the total population decreased, the percentage of total population maintained itself with only slight fluctuations throughout the decades. Bexar Street specifically started to see a bit of decline after 198. Census tract 39.01 saw an increase in 1980 and a decrease in 2010, with a plateau between the decades. Census tracts 38 and 115 stays relatively the same throughout the decades. Census tract 40 was the only census tract to see a gradual increase throughout the decades. Therefore, the adjacent census tracts did not follow the same trend as observed in Bexar Street.

The fluctuation of total Hispanic/Latino population can be found in the figure below.

In 1970, the Bexar Street CT 39.02 had a total Hispanic/Latino population of 50, CT 38 had a total population 6% higher than Bexar Street, CT 39.01 was 18% lower, CT 40 was 56% lower, and CT

115 was 34% lower. In 1970, only adjacent census tract CT 38 had a higher total population than Bexar Street.

In 1980, the Bexar Street CT 39.02 had a total Hispanic/Latino population of 5, with a 90% decrease from 1970. CT 38 had a total population 140% higher than Bexar Street, CT 39.01 was 100% lower, CT 40 was 2040% higher, and CT 115 was 4020% higher. By 1980, Bexar Street CT 39.02 saw a decrease in total population, as did CT 38 and CT 39.01, while remaining census tracts increased drastically in total population.

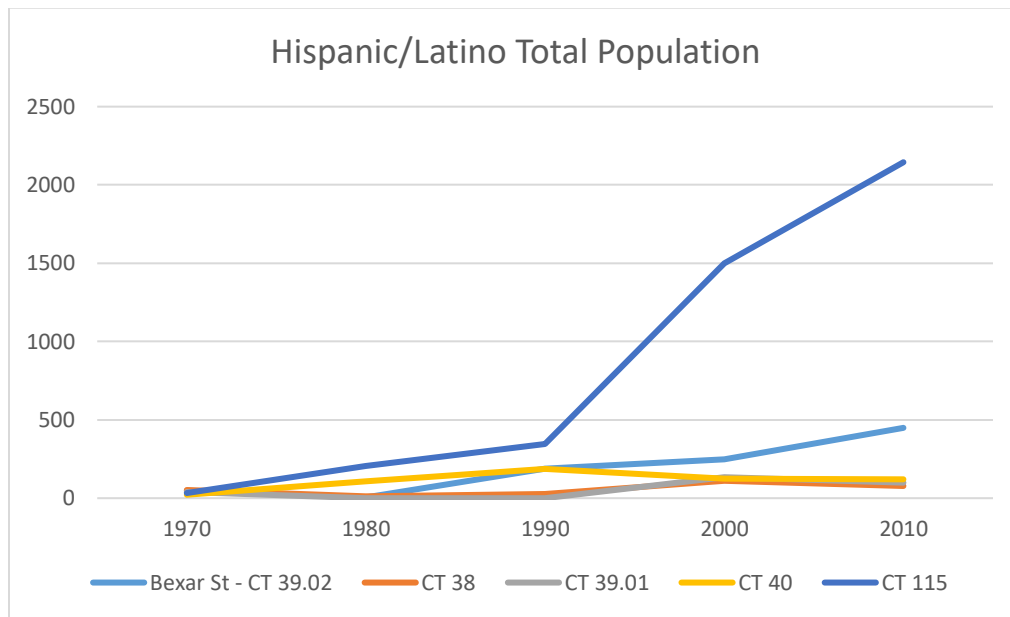
In 1990, the Bexar Street CT 39.02 had a total Hispanic/Latino population of 190, with a 3700% increase from 1980. CT 38 had a total population 86.3% lower than Bexar Street, CT 39.01 was 100% lower, CT 40 was 1.5% lower, and CT 115 was 82.1% higher. In 1990 all census tracts saw a total population increase with the exception of CT 39.01.

In 2000, the Bexar Street CT 39.02 had a total Hispanic/Latino population of 249, with a 31% increase from 1990. CT 38 had a total population 55.4% lower than Bexar Street, CT 39.01 was 46.1% lower, CT 40 was 50.6% lower, and CT 115 was 502.8% higher. By 2000 all census tracts specified saw a total population increase, with only CT 115 higher than Bexar Street CT 39.02.

In 2010, the Bexar Street CT 39.02 had a total Hispanic/Latino population of 449, with an 80.3% increase in total population from 2000. CT 38 had a total population 82.6% lower than Bexar Street, CT 39.01 was 77.9% lower, CT 40 was 72.8% lower, and CT 115 was 377.7% higher. In 2010, only Bexar Street CT 39.02 and CT 115 saw a total population increase, with all remaining census tracts decreasing.

Total Hispanic/Latino population

	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	50	53	41	22	33
1980	5	12	0	107	206
1990	190	26	0	187	346
2000	249	111	134	123	1501
2010	449	78	99	122	2145



	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	1%	1%	1%	1%	1%
1980	0%	0%	0%	0%	0%
1990	8%	6%	9%	11%	4%
2000	12%	9%	14%	18%	5%
2010	24%	23%	26%	41%	14%

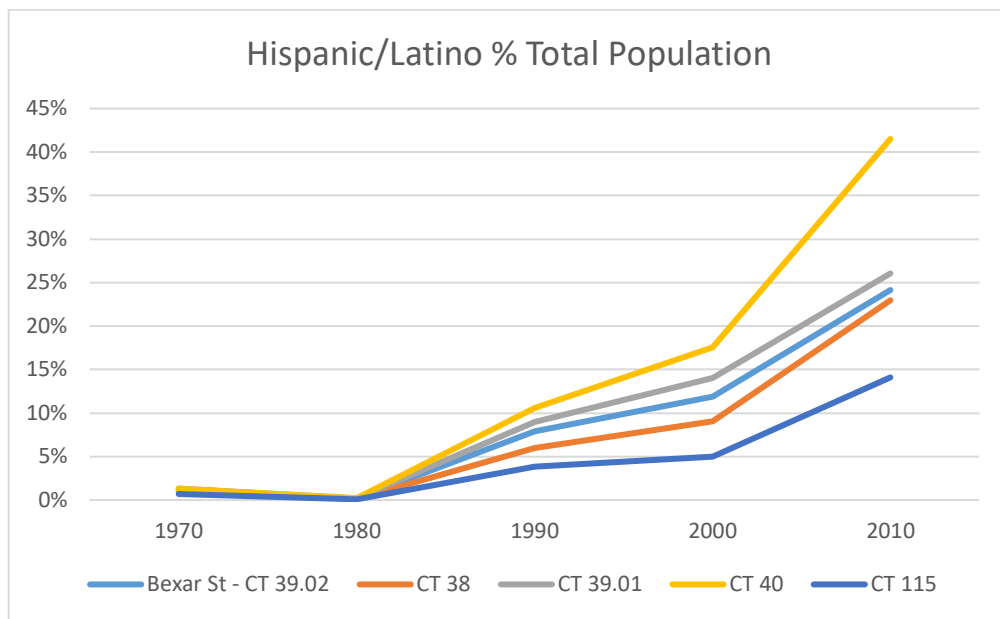


Figure 46

The Latino population saw a gradual increase in Bexar Street and adjacent census tracts, with census tract 115 having the sharpest increase of all from 1970 to 2010. The percentage of the total population for Latinos was similar when observing Bexar Street and adjacent census tracts. The Latino population had a clear and consistent increase in percentage of the total population in the area after 1980 through 2010. However, in this case, census tract 40 had the sharpest increase in percentage of the total population.

The fluctuation of total American Indian/Alaska Native population varied in the area, but did not make up a significant portion in count of the population. The US census did not begin accounting for the American Indian/Alaska Native population until 1980 and this is reflected in the analysis below.

In 1980, the Bexar Street CT 39.02 had a total American Indian/Alaska Native population of 0, CT 38 also had a total population at 0%, CT 39.01 was the same at 0%, CT 40 was at 0%, and CT 115 was at 1%. In 1980, all census tracts were at 0% with the exception of CT 115 at 1%. In 1990, the Bexar Street CT 39.02 had a total American Indian/Alaska Native population of 0, with no changes

from 1980. CT 38 had a total population at 0%, CT 39.01 was at 0%, CT 40 was at 15% higher, and CT 115 was 1% lower.

By 1990, adjacent tracts CT 40 and CT 115 were the only census tracts to have an American Indian/Alaska Native population, with Bexar Street CT 39.02 still at 0%. In 2000, the Bexar Street CT 39.02 had a total American Indian/Alaska Native population of 13, with a 100% increase of 0 persons in 1990. CT 38 had a total population at 0%, CT 39.01 was at 0%, CT 40 was 92.3% lower than Bexar Street, and CT 115 was also 92.3% lower.

By 2000, only adjacent census tracts CT 38 and CT 39.01 were still at 0% in total population.

In 2010, the Bexar Street CT 39.02 had a total American Indian/Alaska Native population of 22, with an increase of 69.2% from 2000. CT 38 had a total population 50% lower than Bexar Street, CT 39.01 was 68.1% lower, CT 40 was 81.8% lower, and CT 115 was 77.2% higher. By 2010, all specified census tracts had an increase from 2000 in the total American Indian/Alaska Native population.

The fluctuation of total Asian, Native Hawaiian and other Pacific Islander population also saw a bit of variation, but not significant in percentage of the total population in the area. The US census did not begin accounting for the Asian, Native Hawaiian and other Pacific Islander population until 1980 and this is reflected in the analysis below.

In 1980, the Bexar Street CT 39.02 had a total Asian, Native Hawaiian and other Pacific Islander population of 6, CT 38 had a total population at 0%, CT 39.01 was 16.6% higher than Bexar Street, CT 40 was 83.3% lower, and CT 115 was 866.6% higher. In 1980, only adjacent census tracts CT 39.01 and CT 115 had a total population higher than Bexar Street CT 39.02.

In 1990, the Bexar Street CT 39.02 had a total Asian, Native Hawaiian and other Pacific Islander population of 0, with a 100% decrease from 1980. CT 38 had a total population at 0%, CT 39.01 was at 0%, CT 40 had a population at 6 persons, and CT 115 was at 0%. By 1990, only adjacent



census tract CT 40 had an Asian, Native Hawaiian and other Pacific Islander population. In 2000, the Bexar Street CT 39.02 had a total Asian, Native Hawaiian and other Pacific Islander population of 0, maintained from 1990. CT 38 had a total population at 0%, CT 39.01 was at 0%, CT 40 was also at 0%, and CT 115 had 1 person in the total population.

In 2000, all census tracts had fallen to 0% in total population with the exception of CT 115 with 1 person. In 2010, the Bexar Street CT 39.02 had a total Asian, Native Hawaiian and other Pacific Islander population of 0, once again maintaining the population count from 2000. CT 38 had a total population of 3 persons, CT 39.01 had 2 persons, CT 40 had 3 persons, and CT 115 had 10 persons.

By 2010, all adjacent census tracts increase in total population, while the Bexar Street CT 39.02 continued at 0% total population.

As the fluctuations of total population and percentage of total population occurred in the area, it is clear that the total population decline was experienced the most in the black population. However, this did not affect the percentage the black population made up in total population, often maintain the area predominantly black. The group to see the largest increase in Bexar Street and adjacent census tracts consisted of the Latino population. The total population count differed from census tract to census tract, but the percentage makeup consistently grew in the area. The white population also saw consistent growth in percentage makeup of the total population. This growth of demographic groups in Bexar Street and adjacent census tracts contributed to the small-scale diversification even as the total population count decreased throughout the decades.

#### 5.4.6 Housing

Census data in 1970 and 1980 did not account for the median value of specified owner-occupied housing units. Census data in those decades only accounted for the aggregate value for specified owner-occupied housing units. Both data variables were analyzed, this factor is taken into

consideration in the figures below. All dollar figures are adjusted for inflation to 2020 dollar purchasing power.

The median value of specified owner-occupied housing units saw fluctuations from 1990 to 2010 as observed in figure 50 below.

In 1990, the Bexar Street CT 39.02 had a median value of specified owner-occupied housing units at \$61,780, CT 38 had a median value 8.8% higher than Bexar Street, CT 39.01 was 5.5% lower, CT 40 was 6.4% higher, and CT 115 was 18.5% lower. In 1990, adjacent census tracts CT 38 and CT 40 had a higher median value than Bexar Street with remaining adjacent census tracts lower than Bexar Street.

In 2000, the Bexar Street CT 39.02 had a median value of specified owner-occupied housing units at \$44,967, with a 27.2% decrease from 1990. CT 38 had a median value 35.7% higher than Bexar Street, CT 39.01 was 50.3% higher, CT 40 was 1.6% lower, and CT 115 was 41.1% higher. In 2000, all adjacent census tracts increased in median value higher than Bexar Street with the exception of CT 40.

In 2010, the Bexar Street CT 39.02 had a median value of specified owner-occupied housing units at \$53,127, with a 18.1% increase from 2000. CT 38 had a median value 16.4% higher than Bexar Street, CT 39.01 was 6.4% lower, CT 40 was 18.4% higher, and CT 115 was 49.8% higher. By 2010, all adjacent census tracts increased to a median value higher than Bexar Street CT 39.02, with the exception of CT 39.01.

Bexar Street and adjacent census tracts saw fluctuations in the median value of specified owner-occupied housing units, but the trends were not all the same. Bexar Street saw a decrease in median value from 1990 to 2000, with an increase in median value in 2010 albeit below the 1990 value. Adjacent census tracts 38 and 40 were the only two to follow this median value fluctuation.

Census tract 39.01 saw an increase in 2000, but a decrease after in 2010. While, census tract 115 saw a consistent increase in median value between 1990 to 2010. The area as a whole decreased in median value by 2010, with census tract 115 being the outlier with median value increase.

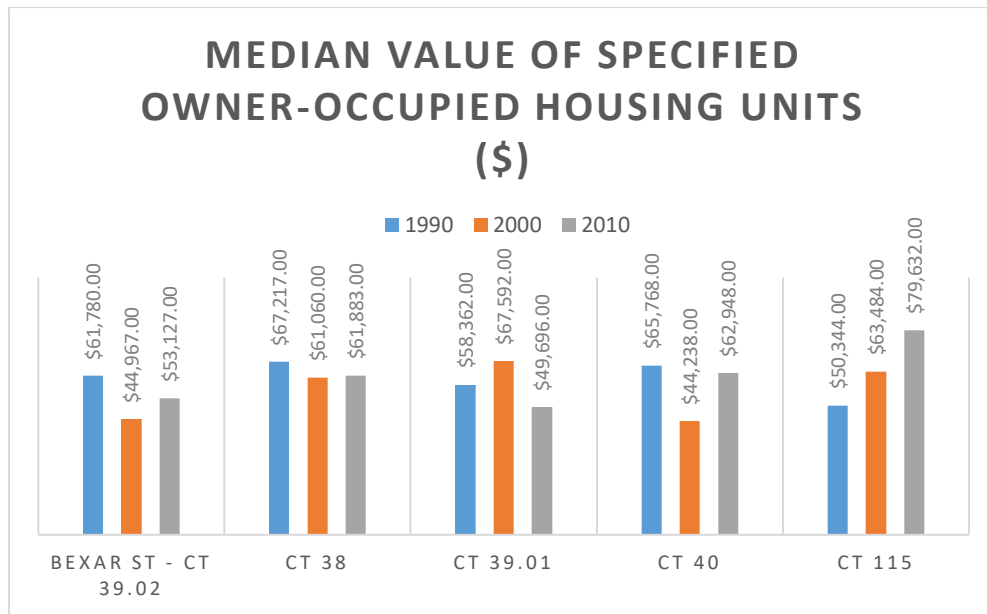


Figure 47

The fluctuations of aggregate value for specified owner-occupied housing units is observed in figure 51 below.

In 1970, the Bexar Street CT 39.02 had an aggregate value for specified owner-occupied housing units at \$43,532,859, CT 38 had an aggregate value 13.3% higher than Bexar Street, CT 39.01 was 34.9% lower, CT 40 was 50.3% lower, and CT 115 was 50.6% lower. In 1970, all adjacent census tracts had an aggregate value lower than Bexar Street with the exception of CT 38.

In 1980, the Bexar Street CT 39.02 had an aggregate value for specified owner-occupied housing units at \$33,915,981, with a 22% decrease from 1970. CT 38 had an aggregate value 0.7% higher than Bexar Street, CT 39.01 was 53.6% lower, CT 40 was 56.6% lower, and CT 115 was 63.4% lower. In 1980, all specified census tracts saw a decrease in aggregate value from 1970.

In 1990, the Bexar Street CT 39.02 had an aggregate value for specified owner-occupied housing units at \$32,976,146, with a 2.7% decrease from 1980. CT 38 had an aggregate value 17.3% higher than Bexar Street, CT 39.01 was 39.3% lower, CT 40 was 56.5% lower, and CT 115 was 67.2% lower. In 1990, all census tracts were lower in aggregate value than Bexar Street with the exception of CT 38.

In 2000, the Bexar Street CT 39.02 had an aggregate value for specified owner-occupied housing units at \$23,487,280, with a 28.7% decrease from 1990. CT 38 had an aggregate value 23.6% higher than Bexar Street, CT 39.01 was 39.1% lower, CT 40 was 54.6% lower, and CT 115 was 53.4% lower. By 2000, all specified census tracts saw an aggregate value decrease with the exception of CT 115.

In 2010, the Bexar Street CT 39.02 had an aggregate value for specified owner-occupied housing units at \$30,591,824, with a 30.2% increase from 2000. CT 38 had an aggregate value 26.5% lower than Bexar Street, CT 39.01 was 64.3% lower, CT 40 was 65.1% lower, and CT 115 was 40.1% lower. By 2010, the Bexar Street CT 39.02 and CT 115 saw an increase in aggregate value with remaining census tracts decreasing in aggregate value.

The aggregate value for specified owner-occupied housing units saw changes from 1970 to 2010, but these changes differed from census tract to census tract. Bexar Street saw consistent decline in aggregate value from 1970 to 2000, but saw a slight increase by 2010. None of the adjacent census tracts in the area saw this similar trend. However, even with differing fluctuations throughout the decades, Bexar Street and all adjacent census tracts saw a decrease in value by 2010 in comparison to values in 1970.

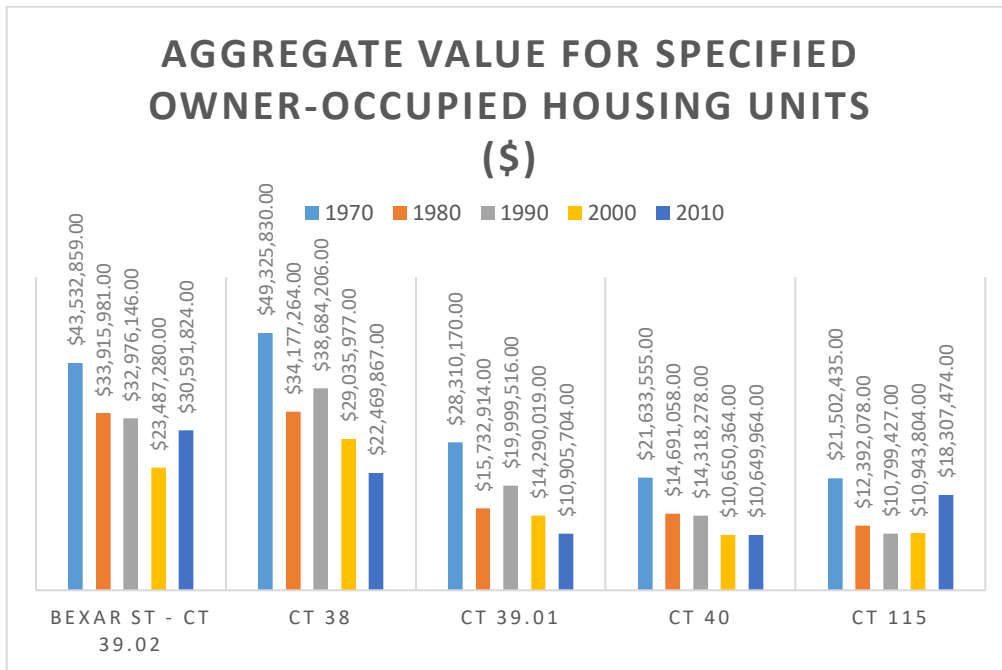


Figure 48

Although the journey of median and aggregate value was not the same throughout the area, it is noted that by 2010 all property values had decreased. The one outlier consists of the median value that increased in 2010 above the 1970 median value found in census tract 115. However, even in census tract 115 the 2010 aggregate value fell below the 1970 aggregate value as noted above. The growth in property value is correlated to growth in economic means of an area. Therefore, the lack of property value growth in Bexar Street and adjacent census tracts indicates that economic development initiatives were not successful in increasing the economic viability of the area.

#### 5.4.7 Income

As shifts occurred in the area, the average household income in Bexar Street and adjacent census tracts also changed as observed in the figure below. All dollar figures are adjusted for inflation to 2020 dollar purchasing power.

In 1970, the Bexar Street CT 39.02 had an average household income of \$38,197, CT 38 had an average household income 17.8% higher than Bexar Street, CT 39.01 was 13.2% higher, CT 40 was 16% higher, and CT 115 was 8.7% lower. In 1970, all adjacent census tracts had a higher average household income than Bexar Street with the exception of CT 115.

In 1980, the Bexar Street CT 39.02 had an average household income of \$30,714, with a 19.5% decrease from 1970. CT 38 had an average household income 13% higher than Bexar Street, CT 39.01 was 6.1% higher, CT 40 was 18.2% higher, and CT 115 was 21.2% lower. In 1980, all census tracts saw a decrease in average household income from 1970.

In 1990, the Bexar Street CT 39.02 had an average household income of \$33,145, with a 7.9% increase from 1980. CT 38 had an average household income 10.4% higher than Bexar Street, CT 39.01 was 31.9% lower, CT 40 was 0.7% lower, and CT 115 was 42.8% lower. In 1990, all adjacent census tracts had decreased in average household income below Bexar Street CT 39.02 with the exception of CT 38.

In 2000, the Bexar Street CT 39.02 had an average household income of \$31,209, with a 5.8% decrease from 1990. CT 38 had an average household income 28.9% higher than Bexar Street, CT 39.01 was 5.3% higher, CT 40 was 19.8% higher, and CT 115 was 5.3% higher. By 2000, all adjacent census tracts had increased in average household income higher than Bexar Street CT 39.02.

In 2010, the Bexar Street CT 39.02 had an average household income of \$31,916, with a 2.2% increase from 2000. CT 38 had an average household income 22.7% lower than Bexar Street, CT 39.01 was 43.6% higher, CT 40 was 36.2% higher, and CT 115 was 11.7% lower. In 2010, adjacent census tracts CT 38 and CT 115 saw a decrease and remaining census tracts saw an increase in average household income.

Adjusted for Inflation - Average household income last year (\$)

	Bexar St - CT 39.02	CT 38	CT 39.01	CT 40	CT 115
1970	\$38,197.00	\$45,013.00	\$43,268.00	\$44,329.00	\$34,848.00
1980	\$30,714.00	\$34,733.00	\$32,612.00	\$36,323.00	\$24,175.00
1990	\$33,145.00	\$36,600.00	\$22,556.00	\$32,890.00	\$18,946.00
2000	\$31,209.00	\$40,238.00	\$32,868.00	\$37,392.00	\$32,892.00
2010	\$31,916.00	\$24,645.00	\$45,857.00	\$43,498.00	\$28,165.00

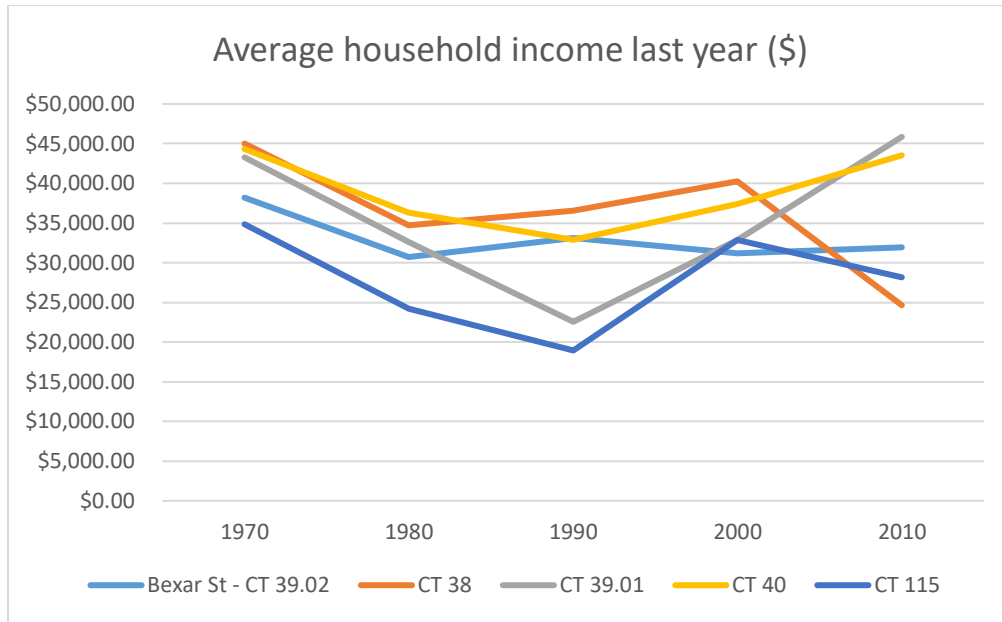


Figure 49

The fluctuations of average household income in the area was not similar for all census tracts. Bexar Street saw consistent decline from 1970 to 2010, with only a slight increase in 1990 that led to continuing average income decrease for decades to follow. Census tracts 39.01, 40, and 115 saw consistent decline from 1970 to 1990, but then saw an increase in average income thereafter. Census tract 38 saw a differing fluctuation with decline in 1980, increase in 1990 and 2000, and finally a sharp decrease in 2010. However, even with the differing fluctuations in the area, Bexar Street and all adjacent census tracts saw average household income in 2010 decline below the average household income in 1970. The only anomaly consisted of census tract 39.01 that saw a slight increase above the average household income it held in 1970. As economic means increase in an area, average

household income follows the same trend. However, the trend in this area is one of average household income decline. Therefore, it can be asserted that economic development once again was not successful in increase economic vitality in Bexar Street and adjacent census tracts.

#### 5.4.8 Analysis Summary – Bexar Street Adjacent

In the time between 1970 to 2010, the total population, age, and race demographics varied within Bexar Street and adjacent census tracts. As these variables fluctuated, the poverty percentage, aggregate housing values, and income averages also saw changes. The trajectory of variables in adjacent census tracts to Bexar Street saw similar changes in regards to total population, poverty status, and age groups.

However, as demographics changed, each adjacent census tract had varying fluctuations of race demographics among other variables. Nonetheless, Bexar Street and adjacent census tracts consistently saw the black population as the predominant population in the area, even with total population decline throughout the decades. The area also saw a sharp increase in the Latino population and gradual increase in the white population as the decades went by. This contributed to diversification in the midst of total population decline.

As the total population decreased, the average household income and aggregate property values also fell in value from 1970 to 2010. The area observed was impoverished with little to no indicators of economic growth or vibrance identified. The chronic decline of Bexar Street and adjacent census tracts did not contribute to the economic development initiatives attempting to ameliorate the location.

Unfortunately, the sad reality of Bexar Street and adjacent census tracts is one of poverty and economic ruin. Little in demographic fluctuations throughout the decades contributed to the betterment of the area. If the analyzed trends are to continue with little to no economic viability, the



area can be expected to go into ruin and become one of the most impoverished locations in the City of Dallas.

### 5.5 Bishop Arts vs. Bexar Street

The Bishop Arts District is located in Census Tract 47, positioned just south west of Downtown Dallas. Bexar Street is located in Census Tract 39.02, positioned just south east of Downtown Dallas. Their relative locations in the County of Dallas and the City of Dallas can be found in figure 53 below.

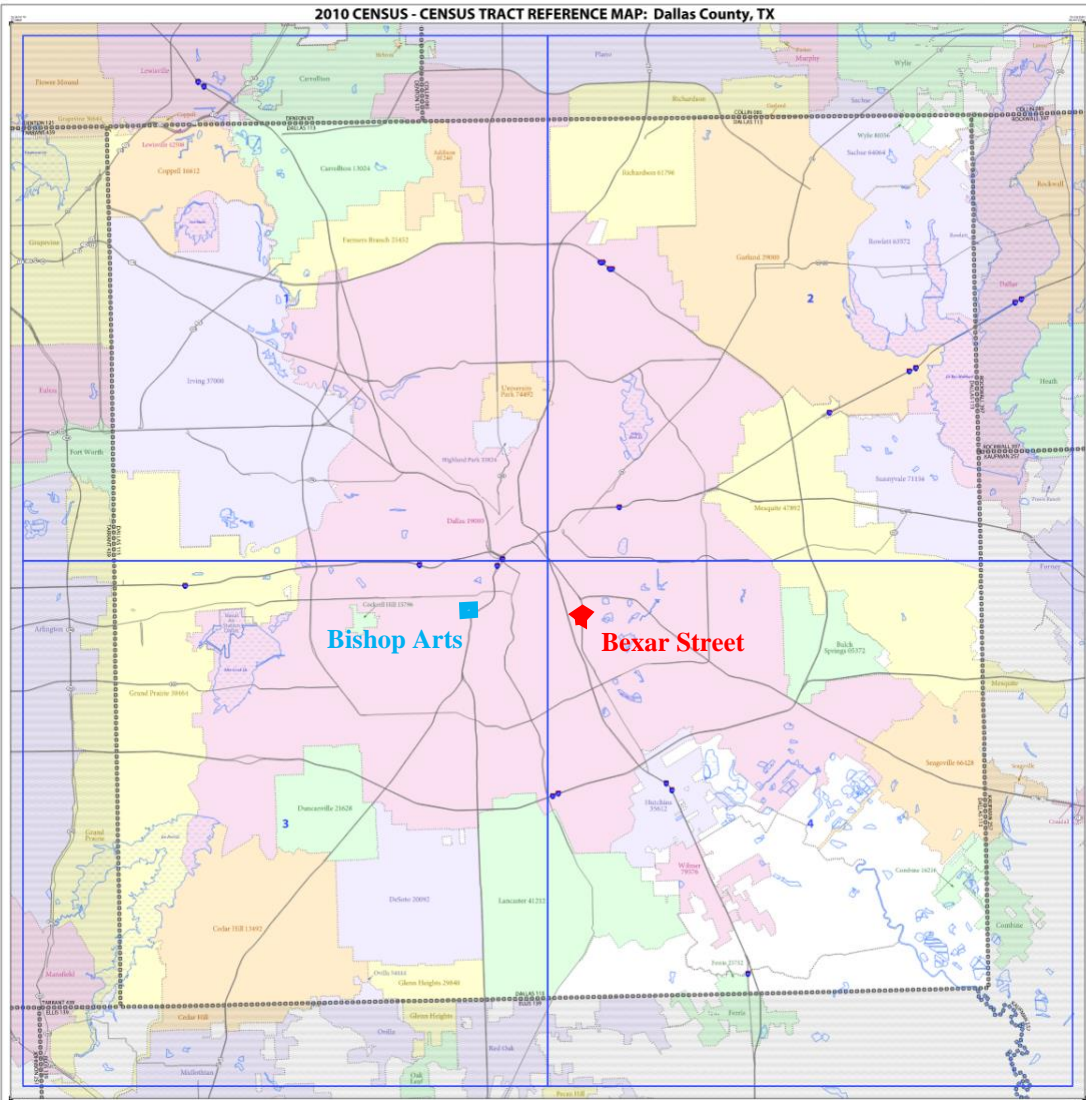


Figure 53

### 5.5.1 Population

In examining the population count of Bishop Arts and Bexar Street, it is noted in figure 54 below there was a clear difference in total population trajectory between 1970 and 2010 for each of the census tracts.

In 1970, the Bishop Arts CT 47 had a total population of 3134 and Bexar Street CT 39.02 had a total population of 3749. In 1970, Bexar Street CT 39.02 had a total population 19.6% higher than Bishop Arts CT. In 1980, the Bishop Arts CT 47 had a total population of 3138 and Bexar Street CT 39.02 had a total population of 2747.

In 1980, Bexar street saw a decrease in total population and Bishop Arts increased with a 14.2% higher total population.

In 1990, the Bishop Arts CT 47 had a total population of 3238 and Bexar Street CT 39.02 had a total population of 2398. By 1990, Bexar Street CT 39.02 continued to decrease, while Bishop Arts continued to increase in total population.

In 2000, the Bishop Arts CT 47 had a total population of 4082 and Bexar Street CT 39.02 had a total population of 2093. In 2000, Bishop Arts had a total population 95% higher than Bexar Street.

In 2010, the Bishop Arts CT 47 had a total population of 3723 and Bexar Street CT 39.02 had a total population of 1860. By 2010, Bishop Arts saw its first decrease in total population since 1970, while Bexar street continued to decline in total population.

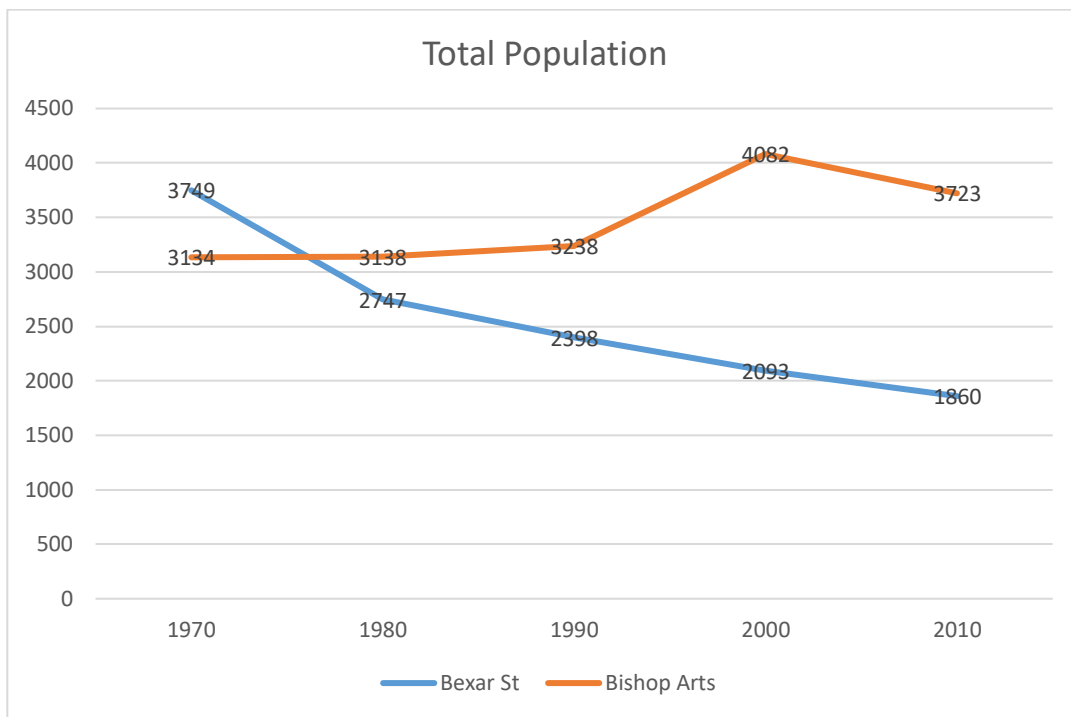


Figure 54

As the population of Bishop Arts increased with time, even with its slight decrease in 2010, it maintained a certain level of increase in total population from 1970 to 2010. The same cannot be said of Bexar Street where a constant decline is observed from 1970 to 2010.

### 5.5.2 Age

The fluctuations of persons 5-17 years old can be found as identified in the figure 55 below.

In 1970, the Bishop Arts CT 47 had a total population of persons 5-17 years old at 558 and Bexar Street CT 39.02 had a total population of 1014. In 1970, Bexar Street had a higher population at 81.7% than Bishop Arts.

In 1980, the Bishop Arts CT 47 had a total population of persons 5-17 years old at 653 and Bexar Street CT 39.02 had a total population of 587. By 1980, the Bexar Street population had declined to be 10.1% less than Bishop Arts.

In 1990, the Bishop Arts CT 47 had a total population of persons 5-17 years old at 802 and Bexar Street CT 39.02 had a total population of 412. In 1990, the Bishop Arts population continued to increase with a population 94.6% higher than Bexar Street, which continued in its population decline.

In 2000, the Bishop Arts CT 47 had a total population of persons 5-17 years old at 967 and Bexar Street CT 39.02 had a total population of 497. By 2000, Bishop Arts reached its peak in population count with a count 94.5% higher than Bexar street, which had also gotten a slight increase from 1990.

In 2010, the Bishop Arts CT 47 had a total population of persons 5-17 years old at 726 and Bexar Street CT 39.02 had a total population of 329. In 2010, both census tracts decreased in total population, with Bishop Arts maintaining at 120.6% higher population than Bexar Street.

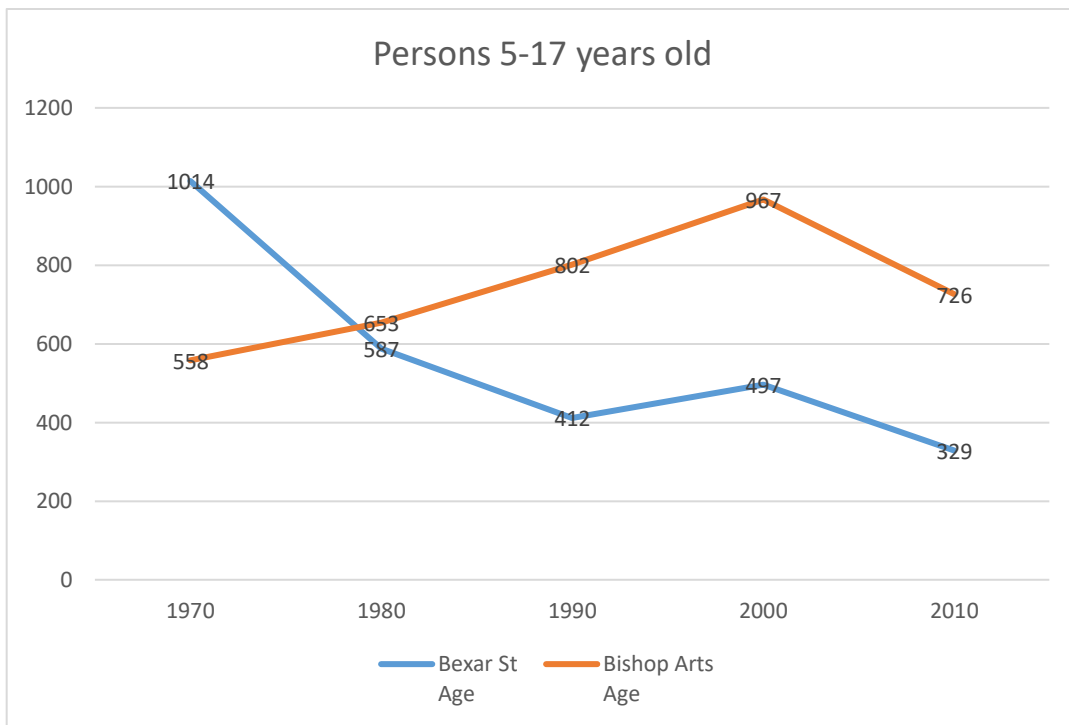


Figure 55

The fluctuations of persons 18-64 years old can be found as identified in the figure 56 below.

In 1970, the Bishop Arts CT 47 had a total population of persons 18-64 years old at 1882 and Bexar Street CT 39.02 had a total population of 1967. In 1970, Bishop Arts had 4.3% less in total population than Bexar Street.

In 1980, the Bishop Arts CT 47 had a total population of persons 18-64 years old at 1780 and Bexar Street CT 39.02 had a total population of 1424. In 1980, both census tracts decreased in total population from 1970 with Bishop Arts maintaining a higher population.

In 1990, the Bishop Arts CT 47 had a total population of persons 18-64 years old at 1852 and Bexar Street CT 39.02 had a total population of 1429. In 1990, both Bishop Arts and Bexar Street increased in total population. Nevertheless, Bishop Arts maintained a population 29.6% higher than Bexar Street.

In 2000, the Bishop Arts CT 47 had a total population of persons 18-64 years old at 2417 and Bexar Street CT 39.02 had a total population of 1146. By 2000, Bishop Arts continued in its population increase, while Bexar Street decreased in total population.

In 2010, the Bishop Arts CT 47 had a total population of persons 18-64 years old at 2413 and Bexar Street CT 39.02 had a total population of 1156. In 2010, Bishop Arts had a population 108.7% higher than Bexar Street.

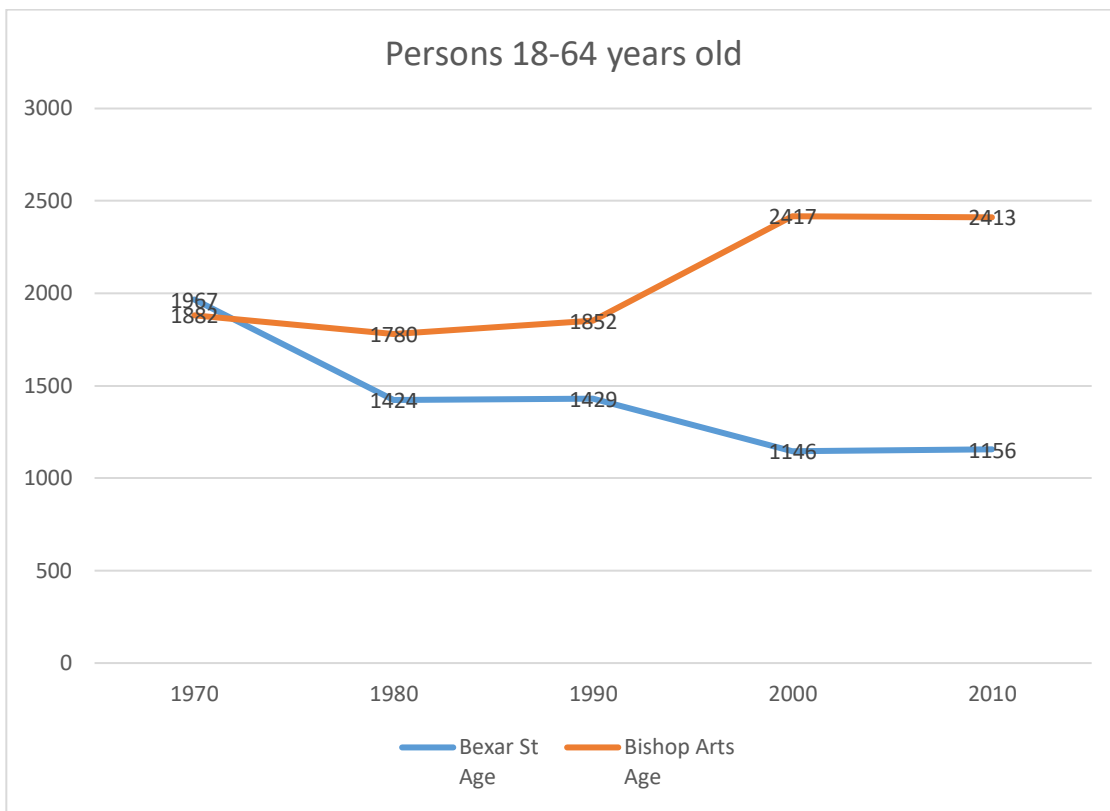


Figure 56

The fluctuations of persons 65+ years old can be found as identified in the figure 57 below.

In 1970, the Bishop Arts CT 47 had a total population of persons 65+ years old at 439 and Bexar Street CT 39.02 had a total population of 498. In 1970, Bishop Arts had a total population 11.8% less than Bexar Street.

In 1980, the Bishop Arts CT 47 had a total population of persons 65+ years old at 341 and Bexar Street CT 39.02 had a total population of 589. In 1980, Bishop Arts saw a population decrease and Bexar Street saw a population increase.

In 1990, the Bishop Arts CT 47 had a total population of persons 65+ years old at 212 and Bexar Street CT 39.02 had a total population of 416. By 1990, the population decrease occurred in both census tracts with Bexar Street maintaining a higher population than Bishop Arts.

In 2000, the Bishop Arts CT 47 had a total population of persons 65+ years old at 187 and Bexar Street CT 39.02 had a total population of 293. In 2000, the population decrease continued from 1990 and Bexar street had a 56.6% higher population than Bishop Arts.

In 2010, the Bishop Arts CT 47 had a total population of persons 65+ years old at 181 and Bexar Street CT 39.02 had a total population of 242. By 2010, both census tracts had reached the lowest population count from 1970 to 2010. Bexar Street continued to have a higher population than Bishop Arts.

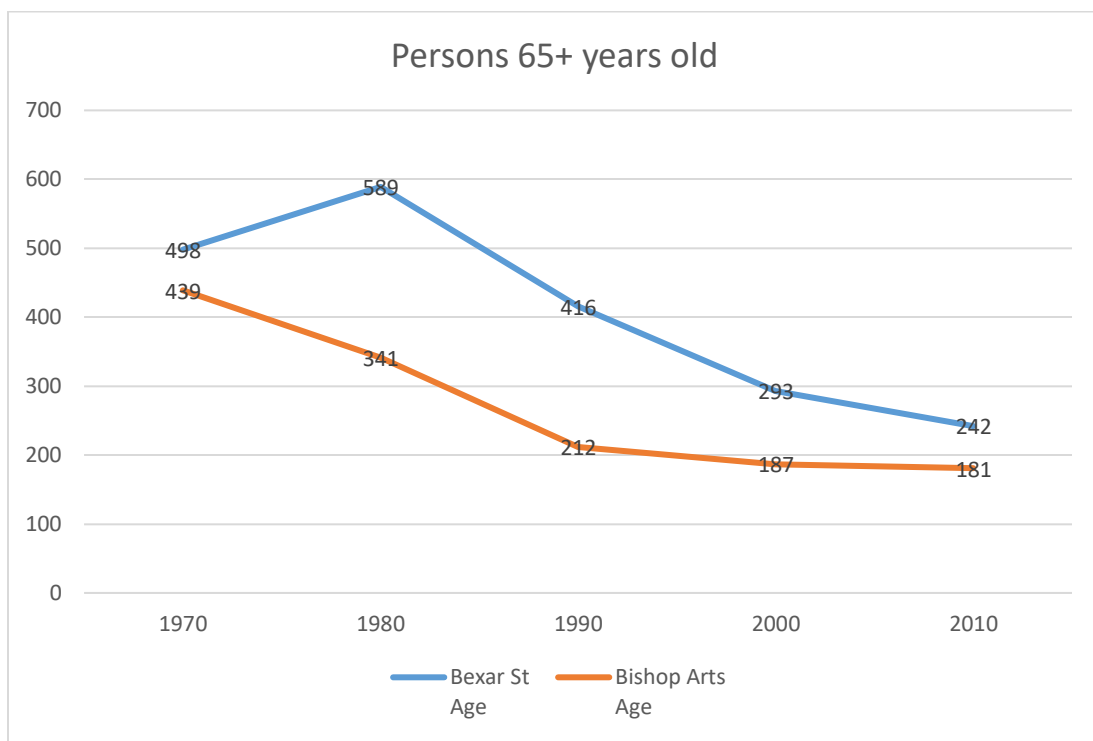


Figure 57

As fluctuations occurred in in the different age groups, Bishop Arts and Bexar Street both saw consistent decline of persons 65+ years old. However, in the other age groups, Bishop Arts saw significant increases, whereas Bexar Street saw decline from 1970 to 2010.

### 5.5.3 Education

As the population of persons 25 years old or older fluctuated throughout the decades, educational attainment did not make-up a large percentage of the age groups as noted in the figures below.

The fluctuations of persons 25 years old or older who have completed high school but no college fluctuated throughout the decades and can be observed in figure 58.

In 1970, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have completed high school but no college at 18% and Bexar Street CT 39.02 had a total population of 18%. In 1970, both census tracts had the same total population of persons 25 years old or older who had completed high school but no college.

In 1980, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have completed high school but no college at 21% and Bexar Street CT 39.02 had a total population of 25%. By 1980, both census tracts increase in total population, with Bexar street having 4% higher in total population.

In 1990, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have completed high school but no college at 20% and Bexar Street CT 39.02 had a total population of 19%. In 1990, both census tracts decreased in total population with Bishop Arts maintaining a higher population than Bexar Street.

In 2000, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have completed high school but no college at 15% and Bexar Street CT 39.02 had a total population of 35%. By 2000, Bishop Arts had decreased and Bexar street increased in total population. Bexar Street increased enough to surpass the total population percentage in Bishop Arts.



In 2010, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have completed high school but no college at 17% and Bexar Street CT 39.02 had a total population of 25%. In 2010, Bishop Arts saw an increase in total population, while Bexar Street saw a decrease. However, Bexar street maintained a higher population percentage than Bishop Arts by 8%.

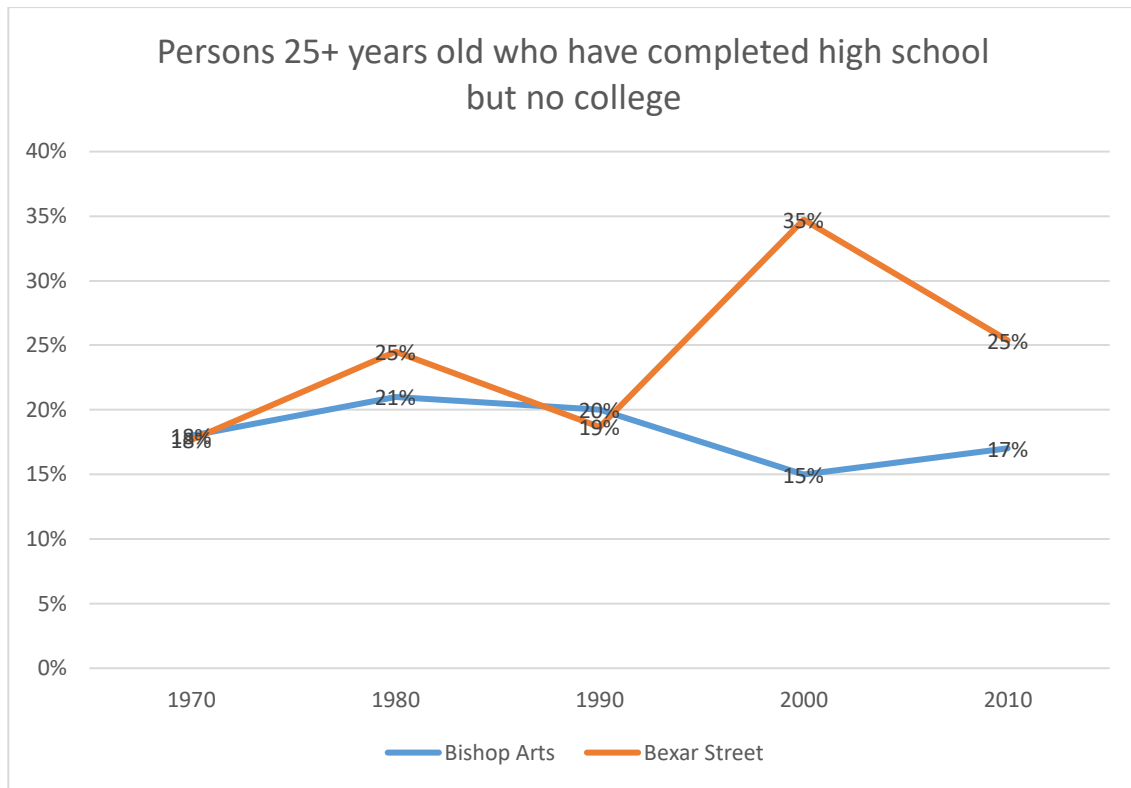


Figure 58

The fluctuations of persons 25 years old or older who have a bachelors or graduate/professional degree fluctuated throughout the decades and can be observed in figure 59.

In 1970, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 3% and Bexar Street CT 39.02 had a total population of 2%. In 1970, Bishop Arts had a higher percentage by 1% than Bexar Street.

In 1980, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree old at 5% and Bexar Street CT 39.02 had a total

population of 4%. By 1980, both census tracts increased, but Bishop Arts maintained a higher percentage by 1%.

In 1990, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 6% and Bexar Street CT 39.02 had a total population of 2%. In 1990, Bishop Arts continued in population increase, but Bexar Street decreased in population percentage.

In 2000, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree at 5% and Bexar Street CT 39.02 had a total population of 0%. In 2000, Bishop Arts saw a slight decrease by 1% and Bexar Street saw a full decrease to 0% from 1990.

In 2010, the Bishop Arts CT 47 had a total population of persons 25 years old or older who have a bachelors or graduate/professional degree old at 8% and Bexar Street CT 39.02 had a total population of 2%. By 2010, both census tracts saw an increase in population, with Bishop Arts maintaining a higher population percentage than Bexar Street by 6%.

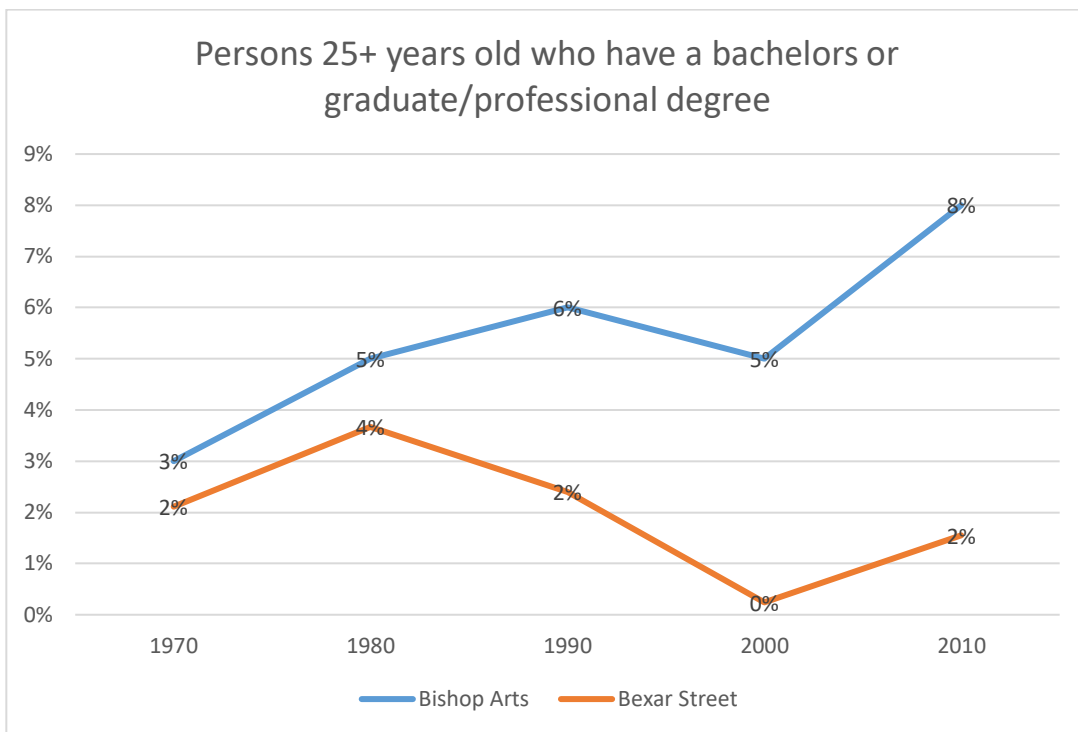


Figure 59

While Bexar Street saw sharp fluctuations of persons 25 years old or older who have completed high school but no college, Bishop Arts saw only slight changes throughout the decades. Interestingly enough, in 2010 Bexar Street had a total population percentage higher than Bishop Arts of persons who obtained a high school diploma only. However, Bishop Arts consistently saw an increase of persons who obtained their bachelors or graduate/professional degree, while Bexar Street saw a consistent decline. By 2010, Bexar street had returned to 2% of persons with a bachelors or graduate/professional degree and Bishop Arts had increase to 8%. This differentiation of educational attainment for each area can be indicative of the economic vibrance or lack thereof for each area. The higher the educational attainment of an area, the higher economic vitality that can possibly be tied to successful economic development throughout the decades.

#### 5.5.4 Poverty

The reality of poverty is stark and high in the two census tracts as noted in the figure 60 below.

In 1970, the Bishop Arts CT 47 had a total population with poverty status determined at 100% and Bexar Street CT 39.02 had a total population of 100%. In 1970, both census tracts were at 100% poverty status.

In 1980, the Bishop Arts CT 47 had a total population with poverty status determined at 99% and Bexar Street CT 39.02 had a total population of 100%. In 1980, Bishop Arts saw a slight poverty decrease, while Bexar Street maintained poverty at 100%.

In 1990, the Bishop Arts CT 47 had a total population with poverty status determined at 98% and Bexar Street CT 39.02 had a total population of 100%. By 1990, Bishop Arts continued in the slight poverty decrease by 1% and Bexar Street maintained poverty at 100%.

In 2000, the Bishop Arts CT 47 had a total population with poverty status determined at 100% and Bexar Street CT 39.02 had a total population of 100%. In 2000, both census tracts had 100% poverty, with Bishop Arts increasing 2% from 1990.

In 2010, the Bishop Arts CT 47 had a total population with poverty status determined at 97% and Bexar Street CT 39.02 had a total population of 96%. By 2010, both census tracts saw a slight poverty decrease from 2000.

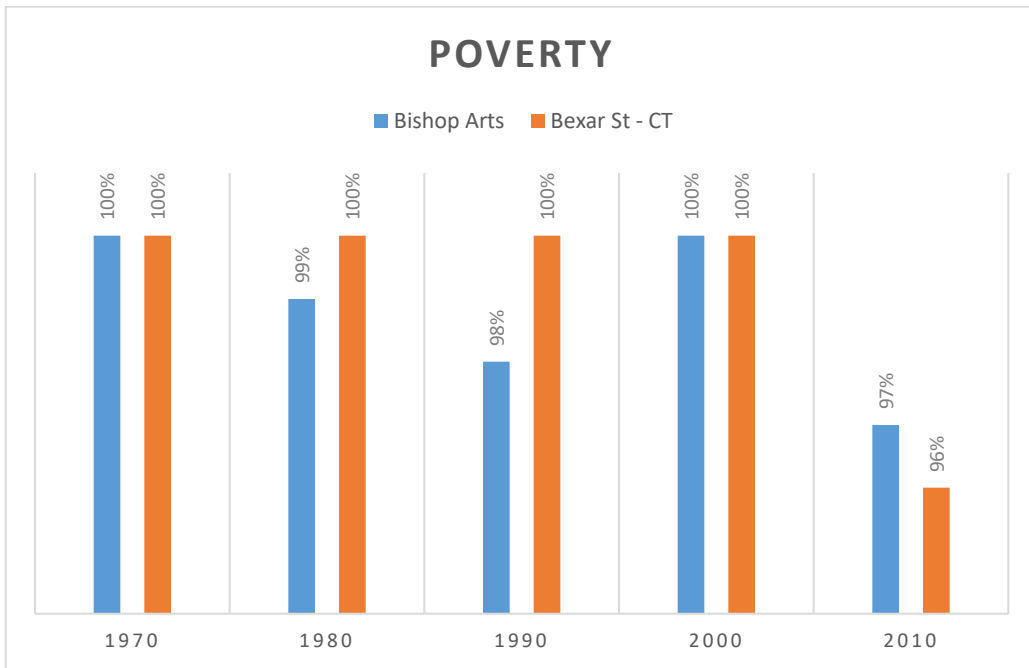


Figure 60

Both Bishop Arts and Bexar Street began with 100% poverty status in 1970. However, Bishop Arts saw fluctuations throughout the decades, while Bexar Street remained at 100% up until 2010 where a decline was finally observed. This fluctuation of poverty status in Bishop Arts implies economic increase affecting the area's population throughout the decades. However, the same cannot be observed in Bexar Street with a continuous poverty status of 100% for 4 decades, indicating that economic change only began to occur after 2000 and was observed in 2010.

### 5.5.5 Race

The Bishop Arts and Bexar Street areas had big changes in demographic make-up between 1970 and 2010 as found in the figures below.

The fluctuation of total White population can be found in figure 61 below.

In 1970, the Bishop Arts CT 47 had a total of White population 3016 and Bexar Street CT 39.02 had a total population of 22. In 1970, Bishop Arts had a total population 13609% higher than Bexar Street.

In 1980, the Bishop Arts CT 47 had a total White population of 1405 and Bexar Street CT 39.02 had a total population of 21. In 1980, Bishop Arts saw a drastic decrease, but maintained a 6590.4% higher population than Bexar Street.

In 1990, the Bishop Arts CT 47 had a total White population of 1266 and Bexar Street CT 39.02 had a total population of 102. In 1990, the population decrease continued in Bishop Arts, but an increase was seen in Bexar Street. Nonetheless, Bishop Arts maintained a 1141.1% higher population than Bexar Street.

In 2000, the Bishop Arts CT 47 had a total White population of 2150 and Bexar Street CT 39.02 had a total population of 118. By 2000, both Bishop Arts and Bexar Street saw a population increase, with Bishop Arts 1722% higher in population.

In 2010, the Bishop Arts CT 47 had a total White population of 2258 and Bexar Street CT 39.02 had a total population of 197. In 2010, the population increase continued in both census tracts and Bishop Arts maintained a 1046.1% higher population than Bexar Street.

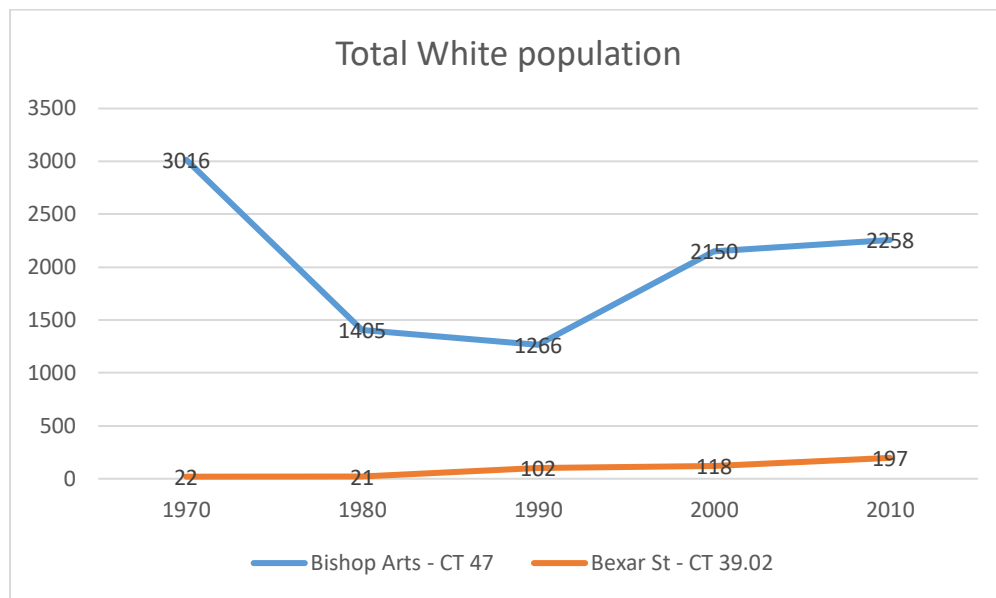


Figure 61

The fluctuation of total Black/African American population can be found in figure 62 below.

In 1970, the Bishop Arts CT 47 had a total of Black/African American population 20 and Bexar Street CT 39.02 had a total population of 3726. In 1970, Bexar Street had a 18530% higher population than Bishop Arts.

In 1980, the Bishop Arts CT 47 had a total Black/African American population 70 and Bexar Street CT 39.02 had a total population of 2719. In 1980, Bexar Street saw a population decrease and Bishop Arts saw a population increase. However, Bexar Street maintained a 3784.2% higher population than Bishop Arts.

In 1990, the Bishop Arts CT 47 had a total Black/African American population 135 and Bexar Street CT 39.02 had a total population of 2215. In 1990, the population increase continued in Bishop Arts and the decrease continued in Bexar Street. Bexar Street maintained a 1540.7% higher population than Bishop Arts.

In 2000, the Bishop Arts CT 47 had a total Black/African American population 86 and Bexar Street CT 39.02 had a total population of 1853. By 2000, both census tracts saw a population decrease with Bexar street maintaining a 2054.6% higher population.

In 2010, the Bishop Arts CT 47 had a total Black/African American population 190 and Bexar Street CT 39.02 had a total population of 1391. In 2010, Bishop Arts saw an increase and Bexar Street saw a decrease in population. Bexar street maintained a 632.1% higher population than Bishop Arts.

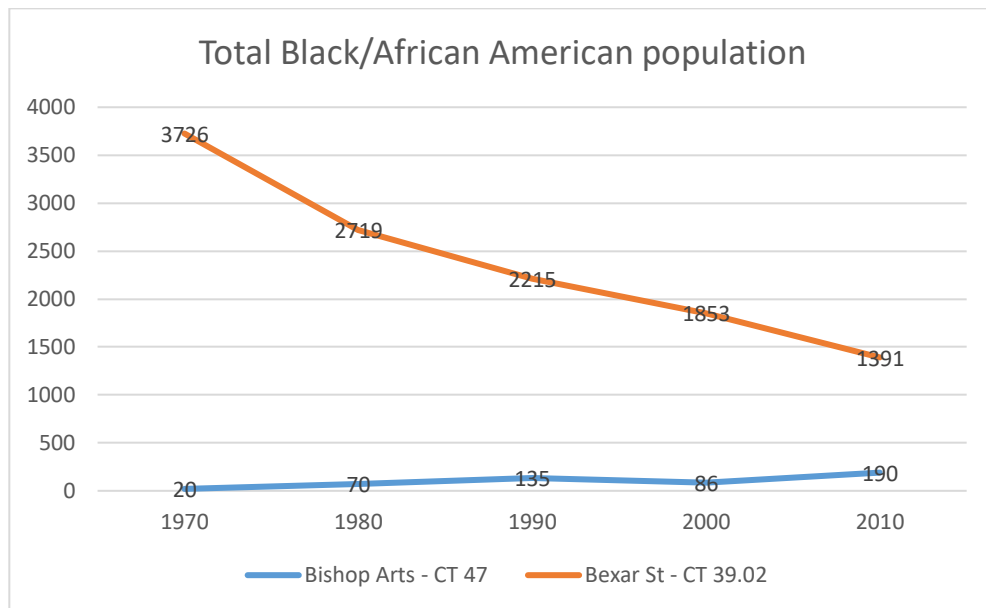


Figure 62

The US census did not begin accounting for the American Indian/Alaska Native population until 1980 and this is reflected in the analysis below. The fluctuation of total American Indian/Alaska Native population can be found in figure 63 below.

In 1980, the Bishop Arts CT 47 had a total American Indian/Alaska Native population of 147 and Bexar Street CT 39.02 had a total population of 0. In 1980, only Bishop Arts had an American Indian/Alaska Native population and Bexar Street had 0%.



In 1990, the Bishop Arts CT 47 had a total American Indian/Alaska Native population of 58 and Bexar Street CT 39.02 had a total population of 0. In 1990, Bishop Arts decreased in population, but Bexar Street maintained at 0%.

In 2000, the Bishop Arts CT 47 had a total American Indian/Alaska Native population of 48 and Bexar Street CT 39.02 had a total population of 13. In 2000, only Bishop Arts continued to decrease in population, but Bexar Street increased. Bishop Arts had a 269.2% higher population than Bexar Street.

In 2010, the Bishop Arts CT 47 had a total American Indian/Alaska Native population of 27 and Bexar Street CT 39.02 had a total population of 22. By 2010, Bishop Arts continued to decrease in population and Bexar Street increased. Bishop Arts had a 22.7% higher population than Bexar Street.

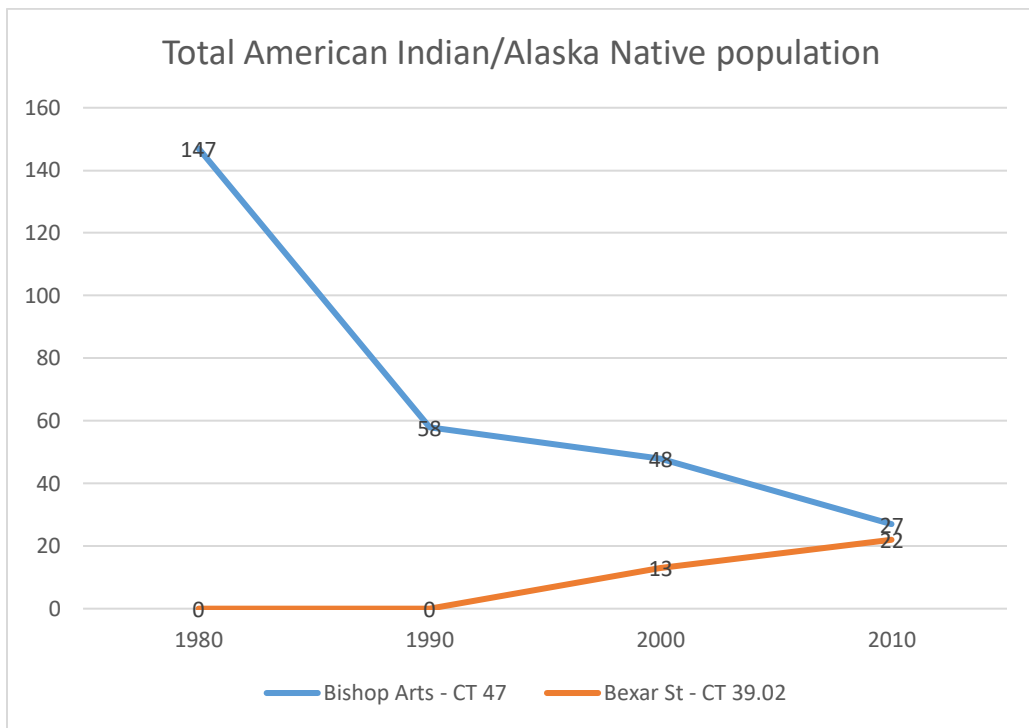


Figure 63

The US census did not begin accounting for the Asian, Native Hawaiian and other Pacific Islander population until 1980 and this is reflected in the analysis below. The fluctuation of total Asian, Native Hawaiian and other Pacific Islander population can be found in figure 64 below.

In 1980, the Bishop Arts CT 47 had a total Asian, Native Hawaiian and other Pacific Islander population of 51 and Bexar Street CT 39.02 had a total population of 6. In 1980, Bishop Arts had a 750% higher population than Bexar Street.

In 1990, the Bishop Arts CT 47 had a total Asian, Native Hawaiian and other Pacific Islander population of 4 and Bexar Street CT 39.02 had a total population of 0. By 1990, both census tracts saw a decrease in total population with Bexar Street falling to 0%.

In 2000, the Bishop Arts CT 47 had a total Asian, Native Hawaiian and other Pacific Islander population of 2 and Bexar Street CT 39.02 had a total population of 0. In 2000, Bishop Arts saw a decrease in population and Bexar Street maintained at 0%.

In 2010, the Bishop Arts CT 47 had a total Asian, Native Hawaiian and other Pacific Islander population of 11 and Bexar Street CT 39.02 had a total population of 0. By 2010, Bishop Arts saw an increase in total population and Bexar Street maintained at 0%.

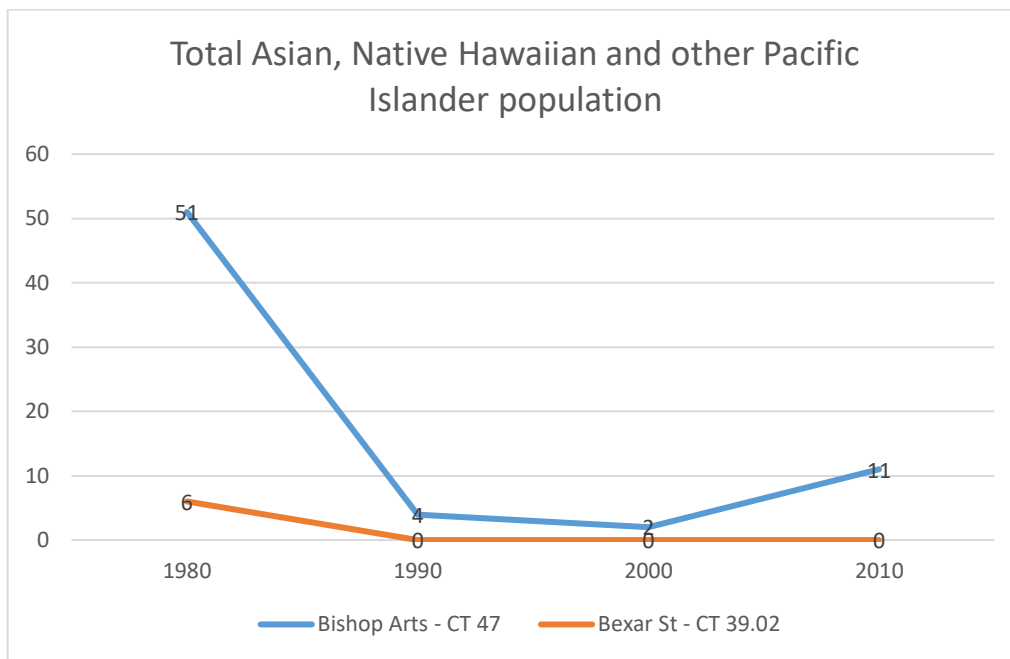


Figure 64

The fluctuation of total Hispanic/Latino population can be found in figure 65 below. In 1970, the Bishop Arts CT 47 had a total of Hispanic/Latino population of 750 and Bexar Street CT 39.02 had a total population of 50.

In 1970, Bishop Arts had a 1400% higher total population than Bexar Street. In 1980, the Bishop Arts CT 47 had a total Hispanic/Latino population of 1825 and Bexar Street CT 39.02 had a total population of 5.

In 1980, Bishop Arts saw an increase in population and Bexar Street saw a decrease. Bishop Arts maintained a 36400% higher population than Bexar Street.

In 1990, the Bishop Arts CT 47 had a total Hispanic/Latino population of 2425 and Bexar Street CT 39.02 had a total population of 190. By 1990, both census tracts saw a population increase with Bishop Arts 1176.3% higher than Bexar Street.

In 2000, the Bishop Arts CT 47 had a total Hispanic/Latino population of 3703 and Bexar Street CT 39.02 had a total population of 249. In 2000, the population increase continued in both census tracts and Bishop Arts maintained a 1387.1% higher population than Bexar Street.

In 2010, the Bishop Arts CT 47 had a total Hispanic/Latino population of 3309 and Bexar Street CT 39.02 had a total population of 449. By 2010, the population increase continued in both census tracts and Bishop Arts maintained a 636.9% higher population than Bexar Street.

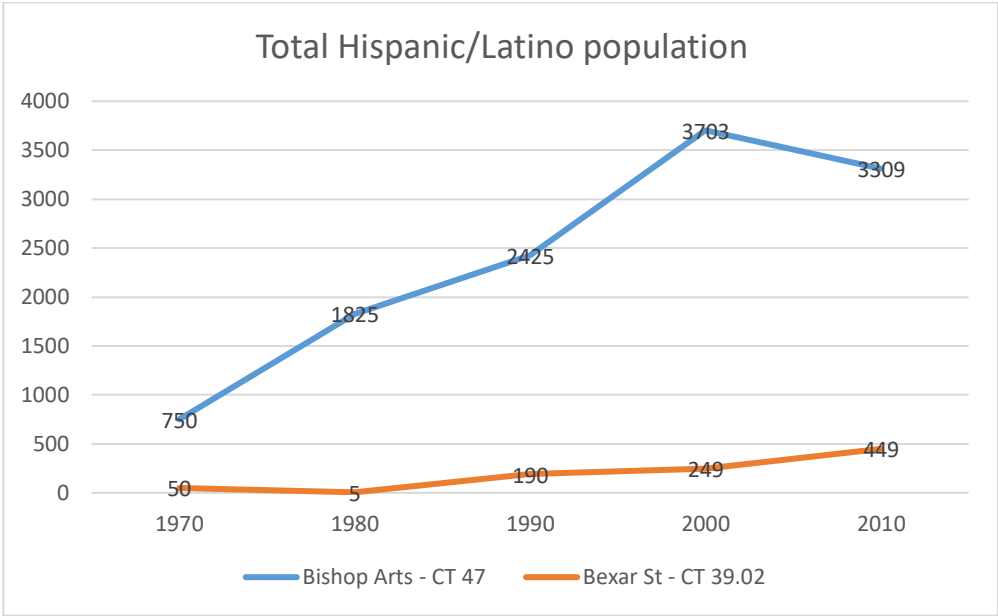


Figure 65

The demographic variation found in Bishop Arts from 1970 to 2010 is apparent with fluctuations following white flight. However, demographic variation is not as prominent in Bexar Street, with the African American demographic group making up the predominant population throughout the decade even with its continuous total population decline. Interestingly, as the predominant demographic groups in both Bishop Arts and Bexar Street decline, by 2010 the Hispanic demographic had made significant population increases in both areas.

## 5.5.6 Housing

Census data in 1970 and 1980 did not account for the median value of specified owner-occupied housing units. Census data in those decades only accounted for the aggregate value for specified owner-occupied housing units. Both data variables were analyzed, this factor is taken into consideration in the figures below. All dollar figures are adjusted for inflation to 2020 dollar purchasing power.

The median value of specified owner-occupied housing units saw fluctuations from 1990 to 2010 as observed in figure 67 below.

In 1990, the Bishop Arts CT 47 had a median value of specified owner-occupied housing units at \$104,246 and Bexar Street CT 39.02 had a median value of \$61,778. In 1990, Bishop Arts had a 68.7% higher median value than Bexar Street.

In 2000, the Bishop Arts CT 47 had a median value of specified owner-occupied housing units at \$81,564 and Bexar Street CT 39.02 had a median value of \$44,966. In 2000, both census tracts saw a median value decline, but Bishop Arts maintained an 81.3% higher value than Bexar Street.

In 2010, the Bishop Arts CT 47 had a median value of specified owner-occupied housing units at \$81,169 and Bexar Street CT 39.02 had a median value of \$53,126. In 2010, Bishop Arts saw a slight decrease in value, while Bexar Street saw an increase. Nonetheless, Bishop Arts maintained an 52.7% higher value than Bexar Street.

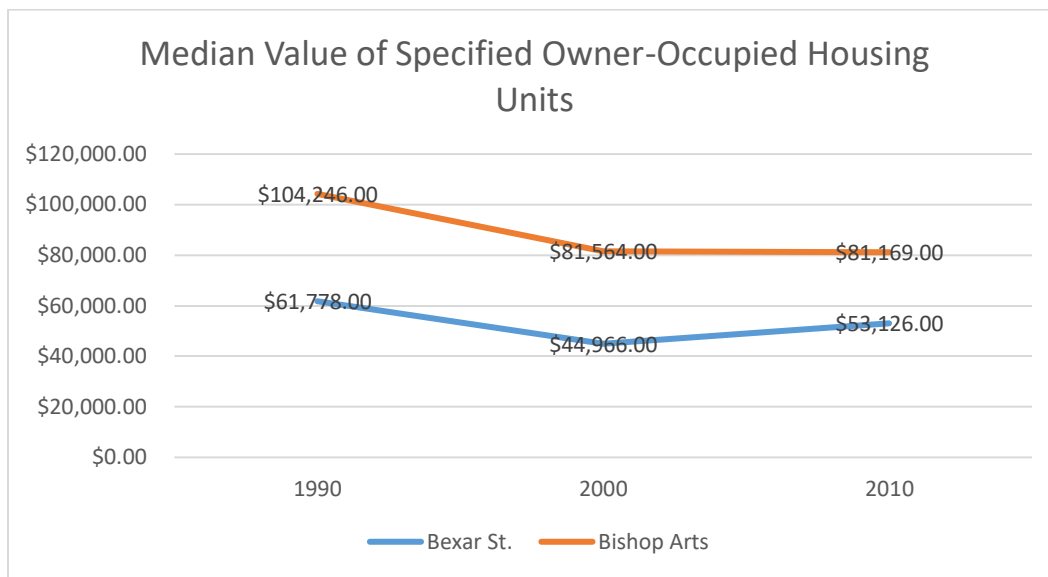


Figure 67

The fluctuations of aggregate value for specified owner-occupied housing units is observed in figure 68 below.

In 1970, the Bishop Arts CT 47 had an aggregate value for specified owner-occupied housing units at \$11,717,477 and Bexar Street CT 39.02 had an aggregate value of \$43,532,859. In 1970, Bexar Street had an aggregate value 271.5% higher than Bishop Arts.

In 1980, the Bishop Arts CT 47 had an aggregate value for specified owner-occupied housing units at \$11,353,179 and Bexar Street CT 39.02 had an aggregate value of \$33,915,981. In 1980, both census tracts saw an aggregate value decrease. However, Bexar Street maintained a 198.7% higher aggregate value than Bishop Arts.

In 1990, the Bishop Arts CT 47 had an aggregate value for specified owner-occupied housing units at \$24,477,093 and Bexar Street CT 39.02 had an aggregate value of \$32,976,146. By 1990, Bishop Arts saw an aggregate value increase and Bexar Street saw an aggregate value decrease. Nonetheless, Bexar Street maintained a 34.7% higher aggregate value than Bishop Arts.

In 2000, the Bishop Arts CT 47 had an aggregate value for specified owner-occupied housing units at \$21,239,607 and Bexar Street CT 39.02 had an aggregate value of \$23,487,280. In 2000, both census tracts decreased in aggregate value with Bexar Street 10.5% higher in value than Bishop Arts.

In 2010, the Bishop Arts CT 47 had an aggregate value for specified owner-occupied housing units at \$28,346,013 and Bexar Street CT 39.02 had an aggregate value of \$30,591,824. By 2010, both census tracts saw an aggregate value increase. Bexar Street maintained a 7.9% higher aggregate value than Bishop Arts. By 2010, the percentage difference in aggregate value between the two census tracts had been the smallest in 4 decades.

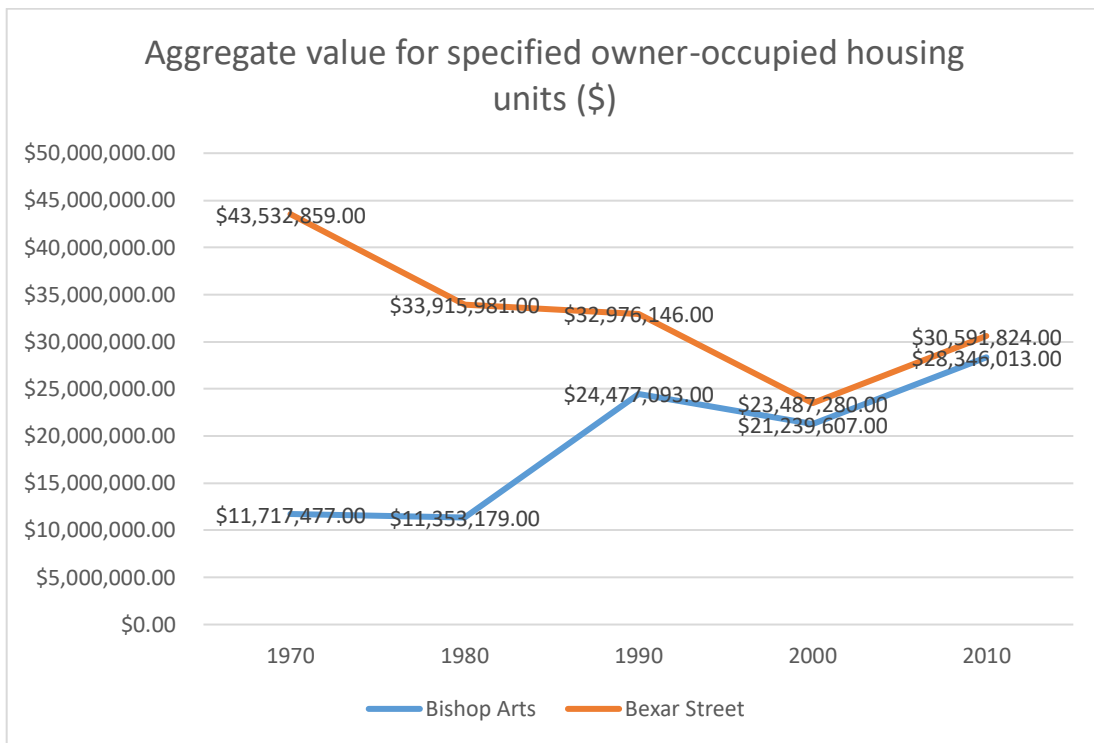


Figure 68

Although the median property values for Bishop Arts and Bexar Street were not the exact same, they followed the same decreasing trend from 1990 to 2010. However, in observing the property aggregate value, Bishop Arts saw a consistent increase, while Bexar Street saw a consistent

decline from 1970 to 2010. Therefore, as economic development initiatives forged ahead in each location, it can be observed that Bishop Arts experienced success with aggregate property values increasing and Bexar Street did not with aggregate values decreasing.

### 5.5.7 Income

As demographics changed in the area, the average household income in Bishop Arts and Bexar Street also changed as observed in the figure 69 below. All dollar figures are adjusted for inflation to 2020 dollar purchasing power.

In 1970, the Bishop Arts CT 47 had an average household income of \$49,415 and Bexar Street CT 39.02 had an average household income of \$38,197. In 1970, Bishop Arts had a 29.3% higher average income than Bexar Street.

In 1980, the Bishop Arts CT 47 had an average household income of \$37,147 and Bexar Street CT 39.02 had an average household income of \$30,714. By 1980, both census tracts saw a decrease in average income with Bishop Arts maintaining a 20.9% higher average income than Bexar Street.

In 1990, the Bishop Arts CT 47 had an average household income of \$40,472 and Bexar Street CT 39.02 had an average household income of \$33,144. In 1990, both census tracts saw an average income increase. Bishop Arts had a 22.1% higher average income than Bexar Street.

In 2000, the Bishop Arts CT 47 had an average household income of \$53,813 and Bexar Street CT 39.02 had an average household income of \$31,208. By 2000, Bishop Arts saw an average income increase and Bexar Street saw a decline. Bishop Arts had a 72.4% higher average income than Bexar Street.

In 2010, the Bishop Arts CT 47 had an average household income of \$40,504 and Bexar Street CT 39.02 had an average household income of \$31,915. By 2010, Bishop Arts saw a decrease in



average income and Bexar Street saw an increase. Bishop Arts maintained a 26.9% higher average income than Bexar Street.

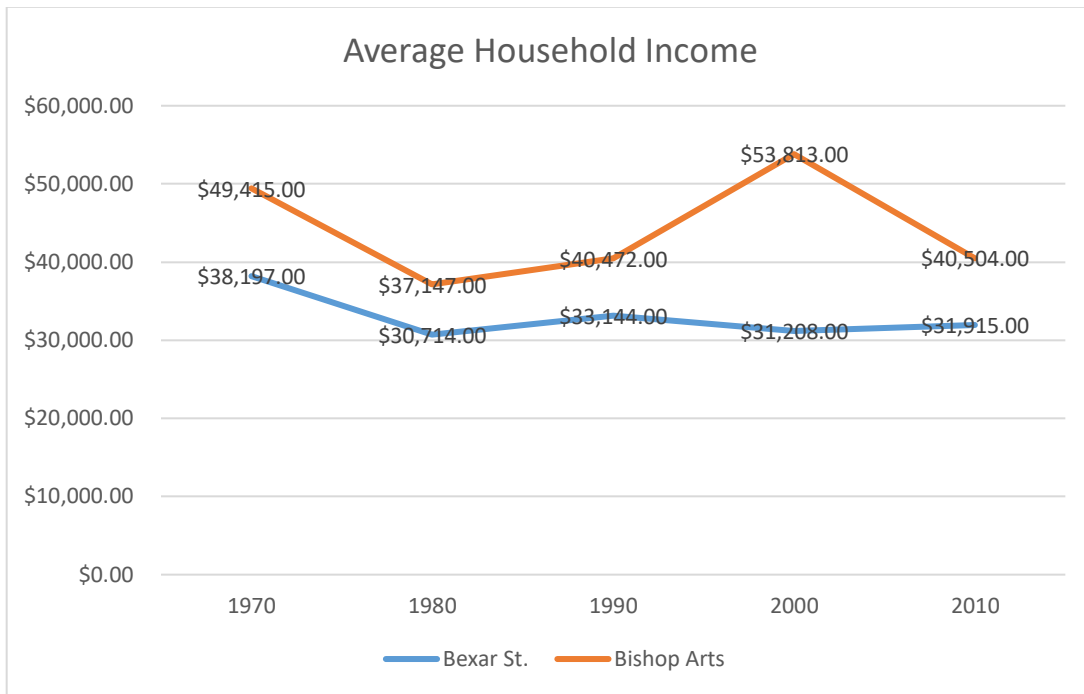


Figure 69

Bexar Street saw a consistent decline in average household income from 1970 to 2010. Bishop Arts saw varying fluctuations of increase and decrease in average household income. However, by 2010, both areas saw their average household incomes in 2010 dip below the averages found in 1970. While the decline in Bexar Street can be observed as a chronic decline, Bishop Arts actually saw increases throughout the decades. Therefore, the decline in Bishop Arts by 2010 can possibly be attributed to the effects of the Great Recession.

#### 5.5.8 Analysis Summary – Bishop Arts vs. Bexar Street

In the time between 1970 to 2010, the total population, age, and race demographics changed within Bishop Arts and Bexar Street. As these variables fluctuated, the poverty percentage, aggregate housing values, and income averages also saw changes.

The trajectory of variables in Bishop Arts and Bexar Street had few similarities. As Bishop Arts increased in variable changes, Bexar Street often saw decline. Bishop Arts saw increases indicative of economic development success and viability. However, Bexar Street saw chronic decline with slight let up in the form of slight decreases in poverty status and slight increase in aggregate property values. Although both areas have had economic development initiatives introduced throughout the decades, the results were not successful in both locations. It is clear that success was limited to none in Bexar Street, whereas Bishop Arts gained clear momentum with a slight detour/pause due to the effects of the Great Recession.

## 6. Interview Findings

There have been many applications of the IAD framework throughout the years with interview methods regularly using the semi-structured interview method. This allowed for the interviewee to have flexibility in responding to analysis questions. I have utilized the steps and questions provided by Polski and Ostrom, specified in the literature review, to best develop interview questions for the purpose of my dissertation. This included taking community attributes, rules-in-use, and analysis integration into consideration. The questions were open-ended and targeted towards community stakeholders in the proposed analysis area for best investigation purposes.

The interview process followed the semi-structured interview approach. An interview guide in the form of multiple question sets was utilized in a conversational interview setting. The guide led the interviews and allowed a focus on planning and economic development while allotting flexibility to the interviewee through conversational responses. As subjects were interviewed, the style flowed in this conversational manner. This meant that although various sets of questions were posed, not every question was always fully answered. Therefore, the analysis provided below is reflective of question sets and responses received in this semi-structured interview approach.

The flexibility of tailoring questions to different topics and the ability to garner primary data provided optimal research conditions to apply the IAD framework. For the purposes of this dissertation, I applied the same considerations while developing interview questions for analysis purposes. Stakeholders were identified in the 3 broad groups of community residents, local businesses & developers, and government officials & planners. Questions were categorized into 4 sections and specified to each of the interviewed groups including Section 1: Planning Knowledge & Interviewee Perspective, Section 2: Planning & Economic Development Rating, Section 3: Community

or Professional Planning Input, and Section 4: Demographics. The specific questions posited in each of the specified sections can be found in Appendix A: Sections & Research Questions.

## 6.1 Interview Analysis

As interviews were conducted to analyze Bishop Arts and Bexar Street, a clearer picture of planning and economic development initiatives emerged. The interview data reflected the reality of planning and economic development in the selected case study locations.

The COVID-19 pandemic precluded in person contact and participants were identified utilizing social media or word of mouth. Additionally, due to the reality of the digital divide, i.e. the lack of internet services or virtual video capabilities, all participants were interviewed by phone to ensure that as many stakeholders as possible could partake in this study. The online audio to text transcription service, Temi, was utilized to transcribe recorded interviews (2020).

The figures provided below are a visual representation of participants' responses with basic counts of topics mentioned per question subject matter. The basic counts of answers provided varied from topic to topic. In some cases, multiple persons had similar responses to the questions posed. The web application software, Dedoose, was utilized to analyze and complete interview coding (2020).

In the figures, the vertical axis represents the response categories identified from interview responses. The horizontal axes indicate the basic count of how many times each of the categories were identified within interviews. As analysis of interview responses was underway, answers were highlighted to each of the questions and put into broad categories as found in figures below. The categorizations currently in place were identified and grouped directly from responses to the questions posed. The open-ended questions solicited and generated a wide array of answers.

Interviewed participants included community residents from each of the selected case study areas, Bishop Arts or Bexar Street, and city government officials. Only business people from Bishop Arts were identified and interviewed. No business people were available from Bexar Street.

Although the City of Dallas is the ninth largest city in America, professional networks are well established giving it a feel of a small town where in certain circles folks are quite familiar with each other. To ensure the privacy of all participants interviewed, all government officials past and present are referred to only as “government official #”, community residents are referred to as “community resident #”, and business persons or developers are referred to as “business person #”. These measures are put in place to ensure the privacy of interviewees.

#### 6.1.1 - Section 1: Demographics

Table 6.1 below contains general information on the 18 Interviewees, 13 males and 5 females. Eight are from Bishop Arts, 4 from Bexar Street and 6 are Dallas City officials.

Community residents interviewed, 5 males and 3 females, range in age from 30s to 50s. Bishop Arts has 4 male community residents and Bexar Street has 1 male and 3 female community residents interviewed. The shortest period of time for a community resident in their respective location is 5 years and the longest is 43 years.

All of the city officials interviewed were males and ranged in age from 40s to 70s. The shortest period of time as a city official 7 year and the longest period was 30 years.

Business persons consisted of 2 males and 2 females with a smaller age range between 50s and 60s. All business persons interviewed originated from the Bishop Arts area as no business persons were readily identifiable for interviews in Bexar Street. This is a potential limitation of the

study as analysis of interviewed persons occurred below. The shortest period of time for business persons at their specified location is listed as 8 years and the longest period of time being 35 years.

<b>Participant ID</b>	<b>Location</b>	<b>Years @ Location/Profession</b>	<b>Gender</b>	<b>Category</b>	<b>Age Range</b>
1	Bishop Arts	25 years	M	Business/Developer	50s
2	City of Dallas	10 years	M	City Official	50s
3	City of Dallas	Entire Life	M	City Official	?
4	City of Dallas	10 years	M	City Official	60s
5	City of Dallas	7 years	M	City Official	40s
6	City of Dallas	12 years	M	City Official	70s
7	Bishop Arts	5 years	M	Resident	40s
8	Bishop Arts	34 years	M	Resident	30s
9	City of Dallas	30 years	M	City Official	?
10	Bishop Arts	11 years	F	Business/Developer	50s
11	Bishop Arts	15 years	M	Resident	50s
12	Bishop Arts	20 years	M	Resident	40s
13	Bishop Arts	35 years	M	Business/Developer	60s
14	Bishop Arts	8 years	F	Business/Developer	50s
15	Bexar Street	11 years	M	Resident	30s
16	Bexar Street	43 years	F	Resident	40s
17	Bexar Street	7 years	F	Resident	50s
18	Bexar Street	6 years	F	Resident	40s

Table 6.1

### 6.1.2 - Section 2: Planning Knowledge/ Interviewee Perspective

In order to better understand the perspectives of all participants, questions regarding planning and economic development knowledge were posed. These questions provided a base line of each participant's view of planning and economic development, including initiatives in Bishop Arts and/or Bexar Street.

## Planning Description

In the first block of questions, participants were asked to describe planning, planning for economic development, and how to achieve good planning. Responses were expected to provide a perspective of planning from stakeholders interviewed. The Figure 1 provides a visual of the leading responses.

Government officials predominantly identified planning as ensuring community and quality of life. The focus of planning within this group was one tied directly to the expectations of government officials within their capacity. As stated by government official 4, planning "...should involve a comprehensive look at what a community has in the way of resources and challenges and a search of how to create a physical setting so that people can have a quality of life that is meaningful for them". In addition to government official 4, government officials 5, 6, and 9 also specified ensuring community and quality of life when discussing planning. Therefore, as highlighted by government official 4, planning is inclusive of community needs/wants to provide a better quality of life within a physical setting. The next two top areas of categorization included balancing the private & public sectors and planning as being market driven, with each mentioned twice in interview responses. As the conversational responses progressed, it was clear that government officials had a knowledge and description of planning as practitioners in the field of bureaucracy. In describing planning, government officials leaned towards the ideal of community first and then addressing the market. This ideological stance favors aspects of transactive planning where community interaction is the primary focus to planning. Nevertheless, the mention of market driven descriptions also includes aspects of market-oriented planning, where the market is also taken into consideration albeit in a secondary manner.

Community residents in Bishop Arts and Bexar Street provided various responses. It was apparent from the beginning that community residents did not have immediate knowledge of planning from an academic or practitioner background. Nevertheless, they proceeded with their descriptions from their perspectives and in regards to their respective areas. In Bishop Arts planning was identified as setting goals & actions as first with 3 mentions. Although simple in description, community members further delineated this concept in conversation. Bishop Arts community resident 7 specified, “When you’re planning to do something it’s, you know, 20% planning and 80% doing. So, I say, any time that you’re setting goals and setting actions to move towards these goals for the future, it would be planning”. Although this concept can be utilized for any type of planning in life, this top description was specifically applied to planning within Bishop Arts by community residents. Ensuring community & quality of life and balancing the public & private sector tied for second with 2 mentions each. The description of community & quality of life and the market ties back to the similar expectations of planning government officials previously noted. Although not the top priority in description, community members still noted its importance. Community residents in Bishop Arts therefore described planning through goals and action preparation first before highlighting the community or the market. This description did not lean towards transactive planning or market oriented planning, but rather had elements of each planning approach as community members described planning.

Alternatively, Bexar Street residents identified the interaction of the city and community as the primary purpose of planning. Bexar Street community resident #16 highlighted this point, “I think a plan development is where either the city officials or the community or both decides on what a community should look like ... and I believe that is great in both entities, both parties come up with an agreement”. This perspective of interaction between community and city officials is in line with



the goals of interaction in transactive planning. Although community residents in Bexar Street were not familiar to this specific type of planning approach, they provided a layman's description of transactive planning. In addition, three different responses from Bexar Street residents tied for second with two mentions each; setting goals & actions, the need to understand an area's history, and ensuring community & quality of life. The focus in these secondary descriptions lean more towards descriptions of planning in action, with the focus of how planning is achieved while describing planning. Ultimately, community residents in both Bishop Arts and Bexar Street predominantly categorized planning with a broad perspective of goals and actions along with community and city involvement. Community residents in both locations highlighted aspects of transactive planning and market oriented planning, but it was community residents in Bexar Street who noted aspects of Transactive Planning as a top description.

As business persons in Bishop Arts were interviewed, it became apparent that their descriptions of planning directly tied to their business background. However, descriptions of planning did not solely focus on the market but were inclusive of the community. In fact, business persons identified planning as the compatibility of the neighborhood and businesses most frequently with 3 mentions. Bishop Arts business person 1 specifically stipulated that planning combines the physical setting with the compatibility of the neighborhood and businesses. He stated planning was "Activating and preserving this small collection of buildings in a way that's compatible with the surrounding neighborhood and not only compatible, but which strengthened the surrounding community". This description of planning highlights market physical planning of an area in addition to the community factor. This could be indicative of market oriented planning as it could be considered a result of the market affecting planning though its interest in the interaction between businesses and the community. The second top description, business persons identified ensuring

community & quality of life as planning with 2 mentions. This description of planning in this group could be considered a hybrid of transactive planning and market-oriented planning. In this hybrid, the community is central to planning combined with the market as the lead and the absence of traditional planners.

Due to the fact that descriptions of planning and achieving good planning occurred within the framework of a conversation, it became apparent that the description of planning was consistently tied to how one would achieve good planning. As planning was described, participants included how they would achieve good planning. Therefore, the Figure 1 below combines the responses to this first block of questions regarding planning. Responses included the need to understand the history of an area, addressing infrastructure, and development of properties as also integrated below. The planning descriptions provide insight into how the interviewed participants perceived planning and tie it to the concept of achieving good planning. Understanding the perspective of planning demonstrates the prioritization of participants. The participant perspectives therefore can be identified as “attributes of the community” within the IAD framework affecting the action arena as planning and economic development occurred in Bishop Arts and Bexar Street. These are the same participants that would be categorized in the action arena and make decisions within the IAD framework action arena. Therefore, perspectives directly affect how planning proceeds towards economic development and provides insight into how planning may have occurred in the past.



Figure 1

### Economic Development Description

In the second set of questions, participants were asked to describe economic development, good economic development, and how to achieve good economic development. This differentiation was set in place to determine whether stakeholders viewed planning and economic development as two separate concepts or as one in the same. As the conversational interviews proceeded, participants often replied to the set of questions within one flow of thought. In many cases, this did not lead to specification or differentiation in answers for each of the questions in the second set stipulated. Different types of participants ultimately identified and described aspects of economic development differently as seen in Figure 2 below. The answers to the set of questions and description of economic development can be found in a cohesive manner below.

As governmental officials answered the set of questions, it was once again apparent that their description of economic development tied to their professional background. In fact, government

officials primarily described economic development as the creation of jobs with six mentions identified. As jobs are created, a city can thrive both economically with a broader tax base and socially with higher economic means within communities. Therefore, the creation of jobs is often a top priority in local government entities and this top description demonstrated that perspective. In close second was the description of economic development and neighborhood compatibility with three mentions. Although the response utilized the term to define the term, respondents utilized this for a lack of better words in responding by mentioning “economics” and “develop” often. This demonstrated the inability of respondents to put a tangible description to economic development beyond the term itself as one would expect in an academic setting. In addition, in some cases, respondents combined these descriptions as the conversation flowed. Government official 2 in conversation stated, “It [economic development] tends to focus on creating jobs and creating a tax base for the city”. This perception combined descriptions and cements the domino effect concept of economic development, with the creation of jobs economically being tied to tax base creation. The increase of a tax base is an increase of economic means or development within a given location due to the jobs created. The top description ties to market-oriented planning with the focus of development connected to job creation. The market in this description therefore is a catalyst for economic development. In addition, the second top description brings in the community aspect through the recognition of neighborhood compatibility and development, which can also be tied to market-oriented planning interacting with community members. Due to the fact the connection to the community is with the market and not traditional planners, as stipulated in transactive planning, it is not a representation of transactive planning.

Community residents in Bishop Arts and Bexar Street also identified economic development differently from location to location. In Bishop Arts, community members described economic

development in the same manner as government officials. The top focus was also focused on the creation of jobs with 4 mentions noted. Bishop Arts community resident 7 simply described economic development as, “the intention of creating jobs or creating economic activity”. This predominant description focus is noted in an area where economic development is considered to have been a success. Therefore, understanding the top description allows an understanding of what economic development initiatives in the area focused on, which was on job creation through the market place. Once again, this ties back to the market oriented planning approach being prevalent in the area. The second top description in Bishop Arts was creating or increasing the tax base with three mentions. The descriptor is an increase of a tax base is dependent on a thriving tax base of market from where funds are generated. Therefore, top two descriptors of economic development in Bishop Arts lead directly to market-oriented planning, with community input only being identified as a tertiary consideration.

However, the perspective of economic development in Bexar Street did not make the market or job creation the top description. In Bexar Street, the top descriptor of economic development was split between housing or mixed income housing and inclusivity or prioritization of communities with two mentions each. This perspective finds prominence in a location where economic development initiatives are considered to have been a failure. Bexar Street community resident 15 specified the top economic development description as, “consider[ing] the economics of whatever type of demographic you're trying to bring into the area and not just their buying power or lack thereof sometimes”. This perspective directly challenges the market-oriented planning approach and instead focuses on the community interaction that will affect economic development. The recognition of housing and community prioritization can be a segue towards transactive planning, where interaction between traditional planning and community interaction would be needed to facilitate these top

descriptors of economic development in Bexar Street. Therefore, in comparing the top descriptors of economic development in each location, it is noted that Bishop Arts identifies economic development as more market oriented and Bexar Street identifies it as more community based towards transactive planning.

While governmental officials and community residents described economic development through the perspective of moneymaking or community interaction, business persons identified economic development from the perspective of what zoning is needed to accomplish development in their direct field. Therefore, business persons described economic development in terms of zoning and rezoning with 4 mentions. Business person 10 elaborates economic development as, “Zoning that makes sense for right now, but also thinking 50 [years] or so in the future ... a hundred years in the future”. The perception establishes preparation for the future through economic development initiatives in physical planning and zoning. Although in academia zoning is tied to planning, separate from economic development, business persons combined these two areas and described economic development with a traditional descriptor of planning. This demonstrates how in conversation, respondents integrated descriptors of planning with economic development and vice versa. The next top descriptions by business persons include investment in infrastructure, economic development & neighborhood compatibility, and the creation or increase of the tax base with 2 mentions each. The top descriptor of zoning is geared towards more traditional planning focused on land use and not necessarily the market or the community. This concept of land use continues in the secondary descriptions when considering infrastructure with economic development. Again, this is often a predominant descriptor of planning, but in this case is being used as a descriptor of economic development. In the secondary group of descriptions, business persons also highlight community interaction with economic development and the increase of a tax base through market means.

Therefore, the top description of economic development in this stakeholder group does not initially lean towards market-oriented planning or transactive planning. Instead we only see attributes of these planning approaches in the secondary descriptions provided.

Similar to answering questions regarding planning, this second block of questions was answered in a conversational setting where responses were congruent to one another. The descriptions provided give insight to the measures each interviewed group takes into consideration with economic development. As economic development was described, participants included good economic development and how they would achieve good economic development together rather than delineating their responses to each question posed. Therefore, Figure 2 below combines the responses to this second block of questions regarding economic development. As noted, each group is distinct in describing economic development and there are also differences between locations within the community resident group. Therefore, it is clear that economic development is not a one size fits all concept. In the IAD Framework perspectives of economic development fit into the attributes of the community from the perspective of participants found within the action arena. Due to the exploratory nature of this research and with limitations of coronavirus, a limited representation of perspectives was feasible. Nevertheless, understanding these perspectives gives insight into how and why participants in the action arena took part in the action situation to contribute to planning and economic development in Bishop Arts and Bexar Street.

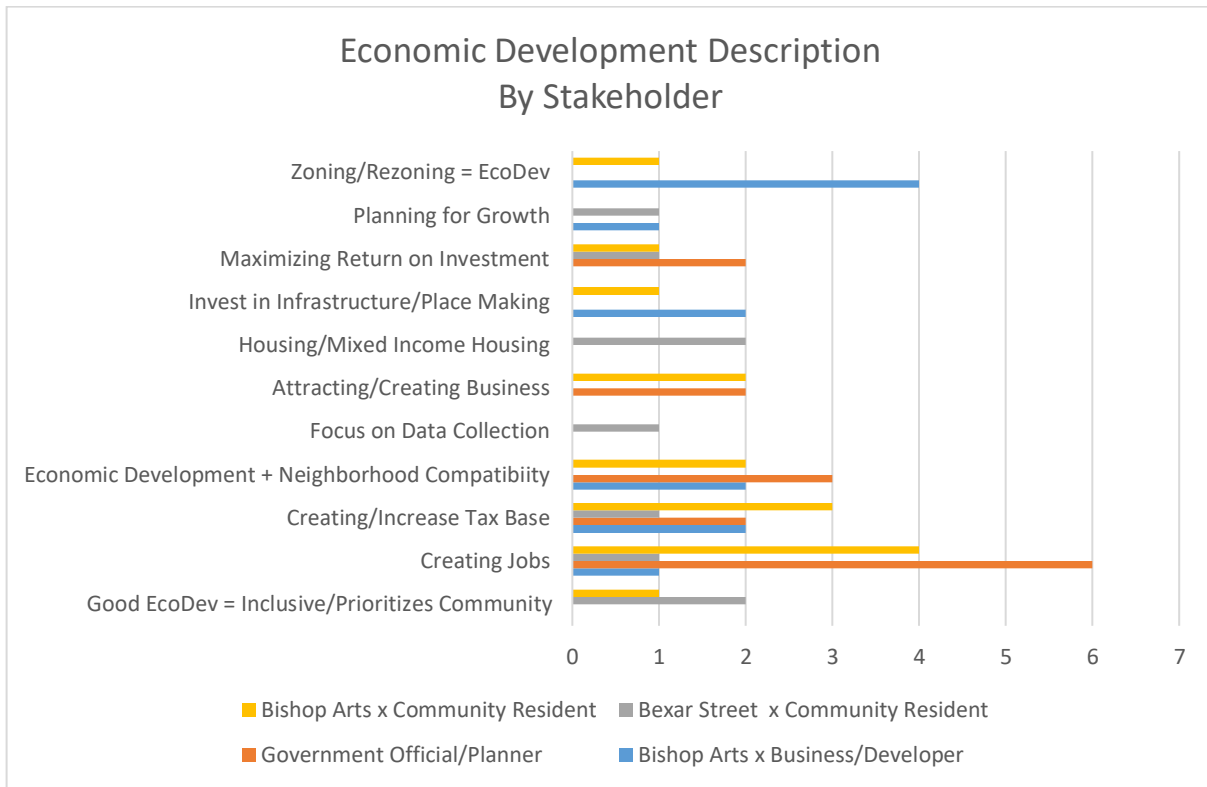


Figure 2

### Hindrances and Deficiencies of Planning and Economic Development

Government officials and business persons were asked to identify hindrances or deficiencies of planning and economic development with their professional backgrounds taken into consideration. Community residents were not asked this question as this specific question was meant to identify the perspectives of those interacting actively in planning and economic development. Traditionally, community members are not professionally active in planning and economic development. Due to the fact that Bexar Street did not have any business persons interviewed, analysis of this specific location is not available in regards to hindrances and deficiencies. Responses are detailed in Figure 3 below.

In identifying hindrances and deficiencies of planning and economic development, both government officials (six mentions) and business persons (four mentions) identified an inefficient



bureaucracy as the number one hindrance, specifically noting the deficiency of planning and economic development. Business person 1 stated, “either city hall has a real talent for hiring people who have an obstructionist personality or they hire perfectly nice young people who become that way because of the system”. In this assertion, business person 1 debated the cause of bureaucratic inefficiencies. Government official 5 verified this perspective that the bureaucratic system alters people for the worse. In regards to hindrances and deficiencies he stated they were caused by “both some of the system and then the lack of creativity from the city employees and the lack of desire to be creative from the city employees”. Government official 5 further elaborated on the path to inefficiency by observing the following:

“I think that there was a rule of thumb that we would talk amongst city employees. It was always city employees [who would] come in, [with] the more educated ones of day, they come in with a spark of fire. They want to make a difference and then they start to get beat down, bogged down [from] year one to year three. Then they start to get close enough to being vested so that they still have a little bit more fire that they could have that desire to do something. But then again, they just get beat down by their supervisors with so much in denials. And then they just want to stay until they get vested, by you know, year five. By then you really should not expect anything from city employees as in I mean, anything groundbreaking as a city employee [that] is here for about five to seven years. At that point they just gave up and they're just doing the bare minimum”.

The suggestion specified by business person 1, confirmed by government official 5, provided a look into what contributed to hindrances and deficiencies in planning and economic development.

Specifically, a bureaucratic system that negatively affected the work force and ultimately the efficacy of planning and economic development.

As Government officials continued the conversation identifying hindrances or deficiencies of planning the lack of community involvement or understanding came in second with three mentions. The perspective of government officials was that without community prioritization, there was a lack of understanding that led to further hardships as planning and economic development initiatives continued. As government official 4 specified,

“Oftentimes ... the planning itself is done in isolation and not really involving as much of the community and understanding [of] what are the challenges that need to be overcome and what do they need to be a part of making it work? So sometimes it's really just not planned well in terms of the kinds of things that are needed to really make a good impression on future business decisions.”

This example demonstrates the government official's perspective that with the lack of community involvement, a future hindrance emerged in planning and economic development.

This perspective leans towards transactive planning as a positive approach in planning due to the fact that the government official practitioners find value in the community input towards planning and economic development.

However, business persons took a different route in identifying a second top hindrance and deficiency of planning and economic development, specifically identifying city policies and laws with 3 mentions. As conversations proceeded, it became apparent that business persons identified this as a top hindrance due to the difficulties faced from city policies and laws that made planning and economic development difficult to navigate. Business person 13 was direct in answering this question stating,

“That's very easy to answer and I'll tell you it has to do with city building codes, ordinances, and policies. In general, the leadership of the city is very pro redevelopment. However, when you get them in the in the details and the weeds of chapter 51 ordinances and building codes taking form-based zoning codes and then you take it with the current international building codes, it makes it extremely difficult to read it. The current building codes were not meant for buildings built in 1910.”

In this conversation, it became apparent that the antiquated nature of city policies and laws clash with modern day planning initiatives and economic development. Additionally, the complexity of these policies and laws impede planning and economic development for both business persons and government officials who must be the gatekeepers of such complex policies and laws. Ultimately, this second top hindrance and deficiency of planning and economic development does not lean towards the transactive or market-oriented approach, but rather may fall in an alternative planning approach beyond these two.

The comprehension of hindrances and deficiencies can be identified within the IAD

Framework as rules due to the fact that they are used by participants in the framework to bring order to their relationships. The constraints of these rules are both formal and informal. In the formal constraints, we observe the policies and laws that hinder planning and economic development. Whereas in the informal constraints we observe the norms of behavior through the inefficiency of bureaucracy and the lack of community interaction. Understanding the hindrances and deficiencies of planning and economic development provides an understanding of why initiatives may fail. This comprehension then allots the opportunity to change course or fix hindrances to better future planning and economic development initiatives.

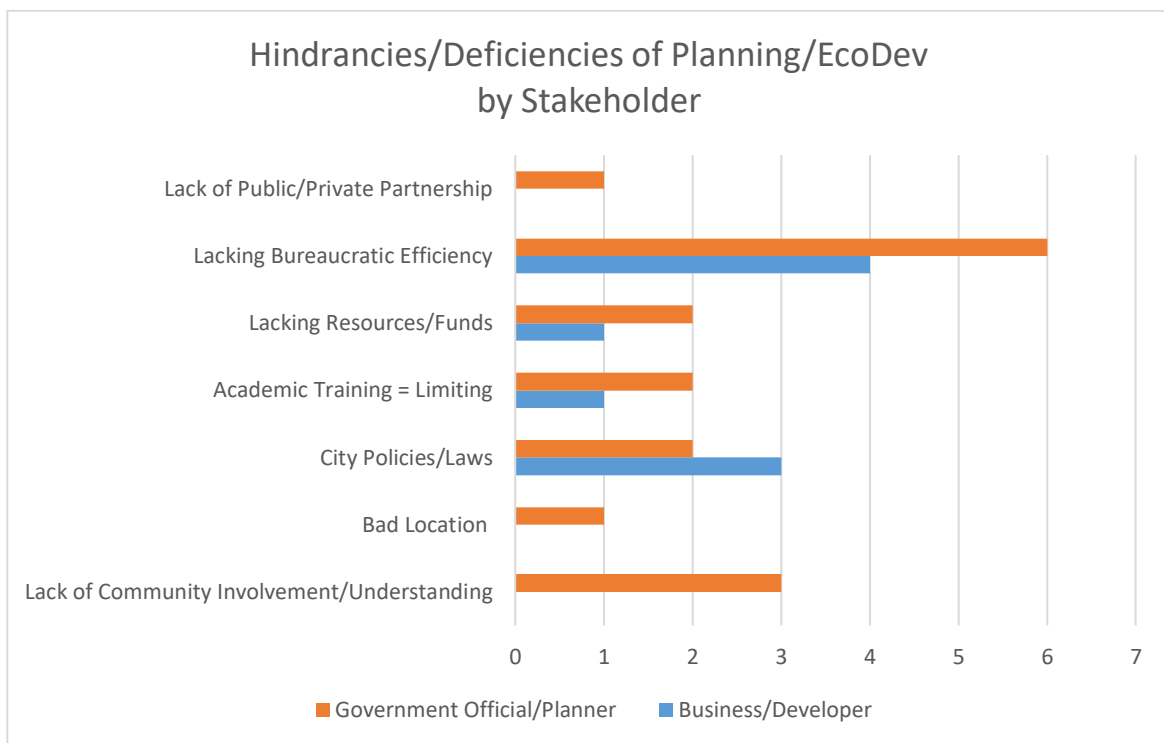


Figure 3

## Information Gained or Learned over the Years

Government officials and business persons were also asked to identify what they have learned in regards to planning and/or economic development over the years. The perspective of these practitioners in planning and economic development provided insight to planning and economic development that would not be traditionally identifiable through the community resident perspective. Figure 4 below specified the responses provided.

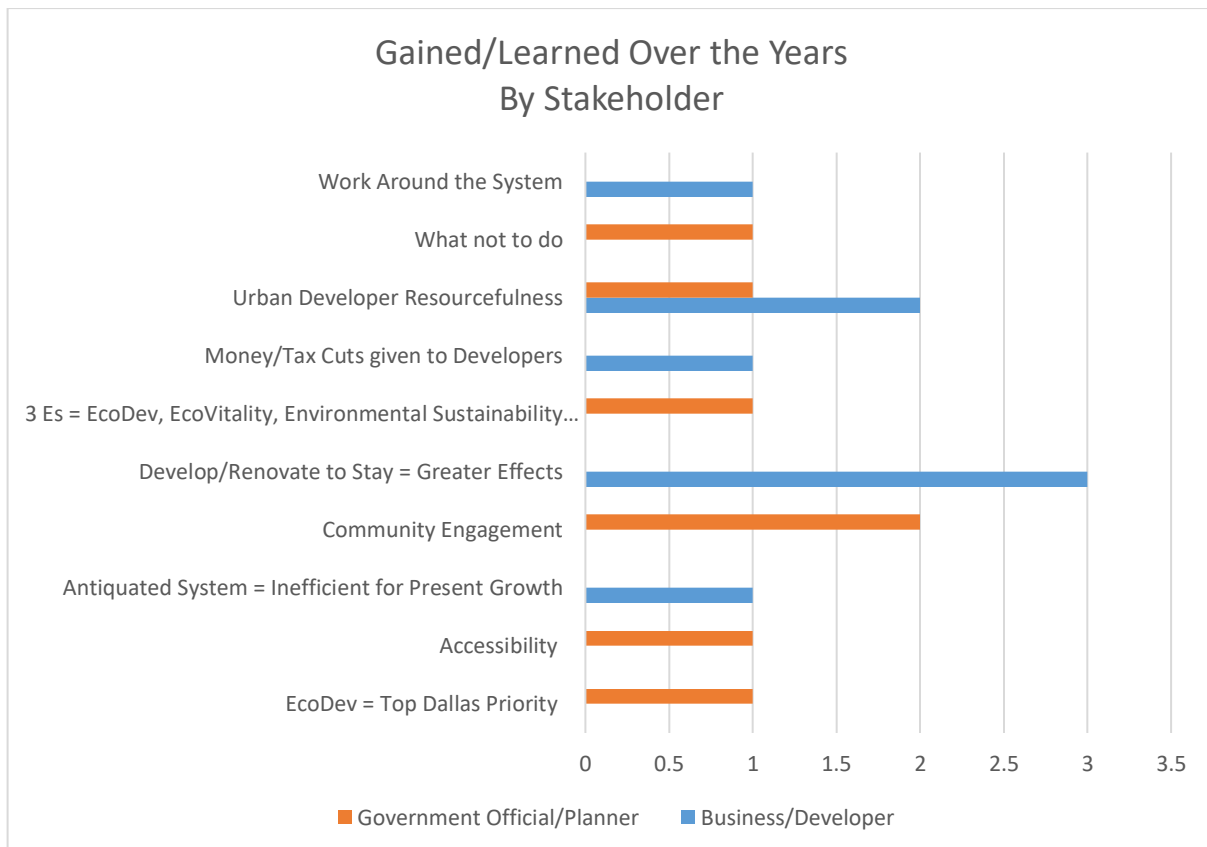
As business persons answered this question and conversed, it became apparent that having personal buy-in into the community was a top priority. In analyzing responses for business persons, the top response identified the initiative to develop or renovate a location with the intent to stay in that given location often led to greater effects. This top descriptor had 3 mentions identified. Business person 1 stated, "...it really, really changes how you renovate a building if you're willing to be responsible for operating it for 20 or 30 years. That affects how you treat the neighbors is you're not a short timer". Therefore, the intent to develop and stay in a location leads to greater sensitivities and input into how the project will proceed. The perspective highlights that planning and economic development cannot occur in a bubble, but must be interactive in the long term for success. Coming in second as a response was the urban developer resourcefulness with two mentions. Business persons note that the path of success is not one straight line and in taking note of this, they are quick-witted to take the steps necessary for successful planning and economic development. The third top response was tied between working around the system, money & tax cuts given to developers, and an antiquated system that is inefficient for growth each with one mention. Business person 1 was forward in specifying working around the system stating, "Well as long as we're being honest, deviousness. I never tell the truth when I go to pull a permit or when I go to get a zoning case because I might as well just kill it". This is response ties directly to the number 1 response. Business

person 1 is an entity who has initiated development with the intent to stay in a location all while learning the best mode to continue development is through “deviousness” and working around the system. As business persons become part of the community contributing to the planning and economic development of the area, they lean towards transactive planning in an untraditional way. Traditionally, transactive planning includes the interaction between the planner and the community, but in this case the business person or developer becomes both the planner and the community member in one as planning and economic development occur. Possibly contributing to a natural evolution of planning through practitioner application.

As government officials tackled the question, the priority of community input was apparent. The top response for government officials therefore is the focus of community engagement with 2 mentions. Government official 3 specified this stating, “I saw parents that were very engaged and did education and I really saw them with a heart for the other fellow”. In this perspective, government official 3 highlights the impact of community engagement that had contributed to the area, which can be considered a form of transactive planning. Government official 6 noted how he observed community engagement occur, stating that it was “pulled together as an informal task force of private sector, education institutions, judge, council members.” This motley crew of entities contributes to how diverse community engagement truly is in planning and economic development. The top response from government officials leaned towards transactive planning in a traditional manner where the planner and community members interact to achieve planning goals. The remaining government official responses were tied for second with one mention, including learning what not to do, urban developer resourcefulness, accessibility, and economic development as top city priority. Government official 2 perfectly tied planning and economic development concepts together through his mantra of the “3 E’s” better known as “economic development, economic vitality, and

environmental sustainability & equity”. In highlighting these simplified concepts, government official 2 noted the need for balance when attempting to succeed in planning and economic development.

Identifying what has been learned over the years provided a spotlight into how each of these groups have taken the path towards planning and economic development. In the IAD framework, this analysis of what has been learned can be categorized in the outcomes section of the framework. In the outcomes section, analysis is completed of the performance of action taken by participants in the action arena. This question encompasses this IAD framework section by analyzing the actions of government officials and business persons. The differences of what has been learned over the years between government officials/planners and business persons/developers are distinct. However, in the end their paths coalesce as each entity is often in need of the other to successfully implement development initiatives.



### 6.1.3 - Section 3: Planning & Economic Development Rating

Economic development and planning initiatives were implemented in both Bishop Arts and Bexar Street. However, the format and outcomes of these initiatives differed in each location. The questions posed in this section are geared to understand the initiatives implemented and what planning type may have been utilized.

#### Description of Change Over Time

As economic development and planning initiatives were implemented in Bishop Arts and Bexar Street, community residents were asked to describe change over time with answers found in figure 5 below. This question was posed to community residents in Bishop Arts and Bexar Street.

As the conversation of change over time occurred for community residents in Bishop Arts, it was apparent that the primary topic revolved around property value increases and the hike in taxes. Therefore, the top response describing the change over time by Bishop Arts community residents consisted of property tax increase with 3 mentions. Community resident 12 specifies, “[Economic development] has had significant unintended consequences of displacement and lots of families now are really struggling with rising property taxes and the inability to pay those”. Therefore, as property values increase, the property taxes increase negatively affecting existing community members who in many cases do not have the financial means to pay the exasperated tax increases. This notes that although economic development has been a success in the area, it has not been a success for all and has negatively affected community members. The next top responses included gentrification or displacement, business increase, and overall price increase with 2 mentions each. Community resident 8 recognizes businesses are increasing, but “It’s not necessarily inclusive. The grocery stores

or the bars once again are not necessarily for the community as the community that's typically blue collar or labor workers". As this increase of exclusive businesses in the area continued, the effect on the surrounding community was left with displacement and gentrification. Community resident 8 highlighted displacement in the area by mentioning, "It's definitely being gentrified and by doing that it's kicking local residents out in a legal manner". As the property taxes increase, existing community residents are increasingly being displaced from their home due to unaffordability. In addition, the businesses bringing about economic success are not inclusive of existing community members with prices out of their reach, contributing to the gentrification of the area. Therefore, although economic development and planning had been a relative success in Bishop Arts, the "unintended consequence" of development had led to negative impacts on existing residents such as rising property taxes, displacement, and gentrification.

As changes occurred in Bexar Street, unlike Bishop Arts, it is noted that the area is not considered an economic development success. In Bexar Street the top description of change over time was split between the recognition that development had plateaued or stopped and that the area was not economically developed with 2 mentions each. Community resident 18 specifies, "I've also seen projects begin and then nothing happens with them or the projects that are supposed to begin, but haven't begun yet". In this description it was evident that although development initiatives had begun, they had failed to complete their intended goal of economic development for the area. This has contributed to the description that the area was not economically developed and that initiatives were a failure. As community resident 17 stated, "...economically, I really could tell you that it has not developed like it was presented in the beginning before I even decided to sign my name on the line to become a home owner". In community resident 17's case, the economic development initiatives of the area were a selling point to becoming a homeowner in Bexar Street.



However, promises come up short and economic development in the area has plateaued to the chagrin of community members. These top descriptions were followed by descriptions of the area including retail space with no utilization, population increase, housing increase, and crime decrease each having one mention noted. Although economically Bexar Street has been a failure, the area has contributed to an increase in population and home ownership. This has also led to a decrease in crime and aided the sense of community in the area. Therefore, although the Bexar Street has failed economically, development and planning has contributed to housing, retail space, and crime decrease.

The descriptions of change over time gave insight to how economic development initiatives may or may not have affected Bishop Arts and Bexar Street. The responses given were from those directly affected by these initiatives, the community residents. In the IAD framework, the description of change over time would fit into both outcomes and interactions. In interactions the patterns of what has occurred in the action arena is analyzed and in the outcomes the performance of action taken is analyzed. Both interactions and outcomes are highlighted as community residents discussed changes over time. Understanding this change over time allows for comprehension of the ripple effects of economic development initiatives in these areas and how initiatives in the future can move forward. This includes the possible need to mitigate certain effects of economic development in Bishop Arts, while the need to continue economic development initiatives is different in Bexar Street.

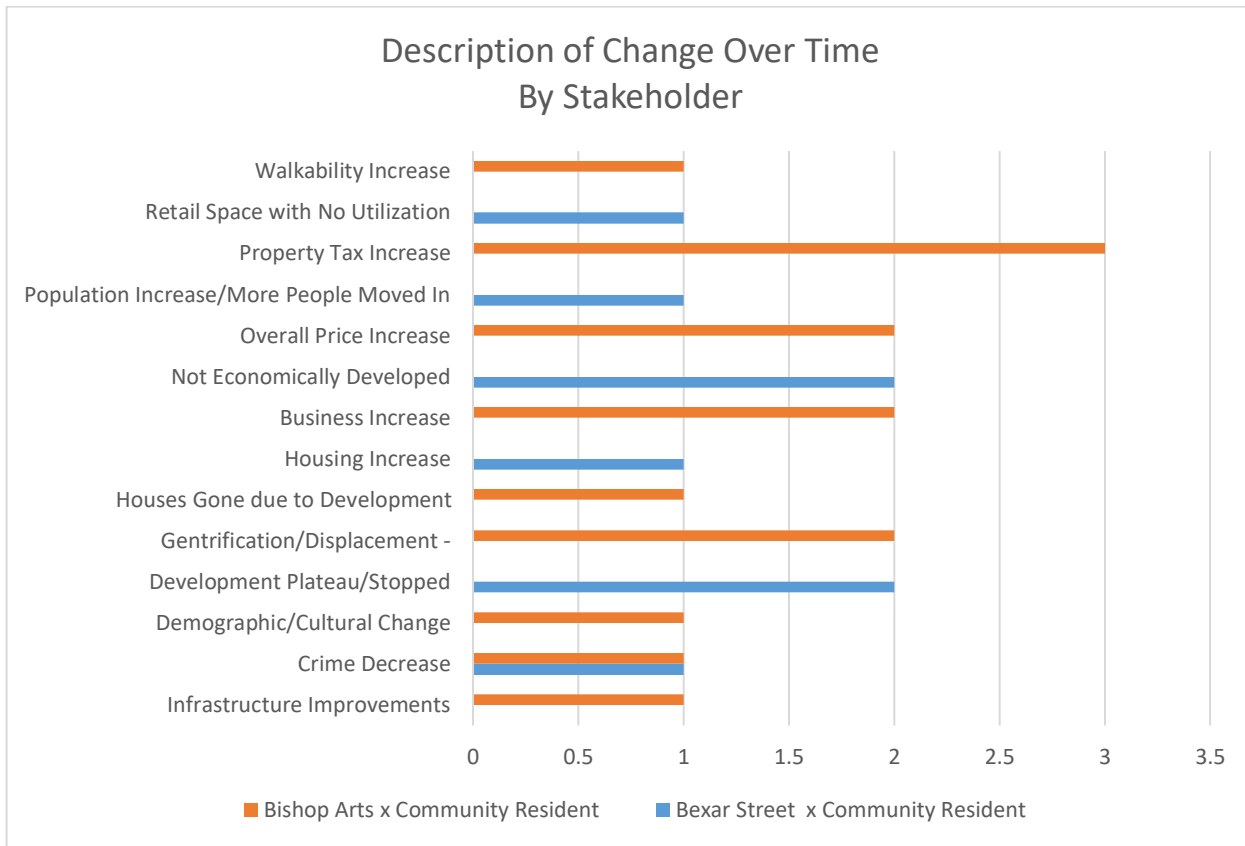


Figure 5

### Reasons for Change

As the areas of Bishop Arts and Bexar Street changed, community residents were also asked to give reasons for change and identify if changes were positive or negative overall. Figure 6 details the answers provided. Only community residents were asked the question regarding reasons for change in the area as they were the persons who reside in the locations where planning and economic development has occurred.

The perspective of reasons for change in Bishop Arts was overwhelmingly identified as positive (ten mentions) over negative (four mentions). In conversation negative aspects were identified in the description of change over time, but the reasons for change section was still found to be primarily positive. The top two reasons for positive change identified included developers with vision and perspective change with three mentions each. As conversations developed it became

apparent that the contribution of developers in the area was viewed as a positive reason for change. Community resident 7 detailed the reasons for change by specifying, “What I think we see that’s really interesting is that this is a place where it was pretty empty and where you had some developers who had some vision. We’ve had some small developers who have really curated everything very well”. This perspective given highlights how Bishop Arts was a blank slate and with the initiatives by developers it was able to economically improve based on innovative development. Additionally, the social perception change contributed to a positive outlook of Bishop Arts and contributed to planning and economic development. Community resident 11 confirms this viewpoint and stated, “I would say a huge part of it’s been a perspective change... There was a time in my life where you would say that you live in Oak Cliff and people would just be concerned about you”. For geographical understanding, Oak Cliff is the larger Dallas neighborhood in which Bishop Arts is located. The perspective change of Oak Cliff and therefore the Bishop Arts area shifted from a perceived precarious location to an up and coming hot spot and a story of economic development success. As highlighted by community residents in conversation, this contributed to reasons the area has changed. Community resident 11 further elaborated, “The way people talk about [Bishop Arts] has changed. We became some place that was cool to be”. Additional positive reasons for change identified by community residents included zoning, walkability, planning, grassroots driven economic development & planning, economic development, and interactive businesses with one mention each. Although the secondary reasons are limited to one mention each, the reasons provide the wide scope of perspectives of reasons for change in the area. Ultimately the positive reasons identified for change hinge on innovation in economic development in Bishop Arts.

The negative reasons for change in Bishop Arts were split between a poorly used streetcar, gentrification or displacement, homelessness, and high property taxes with 1 mention each. Although

not the top reasons for change, the negative reasons are poignant and provide a look into how an economic development success is not perfect. As community resident 11 states, “The property taxes are insane. I can tell you they’ve gone up a hundred and something percent. It’s crazy!” As previously mentioned, the increase of property taxes has led to an undue burden on existing residents including displacement. This has affected residents and created a snowball effect towards gentrification and displacement in Bishop Arts. In regards to the street car and homelessness, community member 7 confirms the area has a “very poorly used streetcar” that has contributed to the homelessness situation in the area. He further specifies, “It’s brought in homelessness into the neighborhood. I’m not against homelessness, but it’s created a level of complexity that the neighborhood didn’t have before”. Therefore, the intent of the streetcar was to bring in tourism, it has also had the unintended impact of bringing in homelessness to the area. Although planning and economic development initiatives are always geared towards positive change, in an imperfect world negative results do also emerge albeit unintended as observed in Bishop Arts.

The perspectives in Bexar Street differed primarily due to the fact that Bexar Street is not considered an economic development success. This then led the reasons for change to be equally split with 2 mentions each between positive and negative as conversations ensued with community residents. In the positive sphere, affordable housing (2 mentions) was the only reason for change specified. As mentioned before, housing and home ownership were a planning success in the area. Community resident 15 states, “The major reason for positive changes is really simple. Affordable housing brought in people who wanted to be there. [People] who were first time home buyers”. Based on this statement, community resident 15 observed that the increase of affordable homes helped attract home buyers who increased the general population in the attempt to help foster economic development. However, this has not necessarily correlate to an economic development

success in the area. Nonetheless, the perceived influx of affordable housing and home ownership was considered as a positive reason for change in the Bexar Street area.

This however, did not cancel out the negative reasons for change identified by community members. In the negative reason for change, high crime and mishandling of funds were identified with 1 mention each. The manifestation of high crime was not new as mentioned by community resident 16, “[Bexar Street] was drug infested... we had crime and murders. It was a combination of the life that happened for years and it wasn’t getting any better”. Therefore, the drug infestation and crimes contributed to negative changes in the area that added to the destitution of the area. This was not a new phenomenon in Bexar Street, but it has continued to contribute to the hardships faced in the area. In addition, even with the implementation of economic development and planning in the area, there was a perspective that funds were mishandled and this negatively impacted plans. Community resident 17 specifies, “I believe Bexar Street could have been further along. I believe it was probably some mishandling of funds that was allocated for this project”. Therefore, even though economic development and planning was started in Bexar street, it was unsuccessful due to inefficiency of those at the helm managing funds. These viewpoints identify negative reasons for change in Bexar Street, demonstrating aspects as to why the planning and economic development initiatives were not a full success. These negative reasons only contributed to negative changes over time in Bexar Street and the continued lack of economic prowess in the area.

The identification of reasons for change assists in understanding how economic development and planning initiatives were implemented. Additionally, this provides insight whether planning and economic development initiatives were positive or negative in each location. Understanding the implementation is part of the interactions analysis of the IAD framework by analyzing the pattern of action taken in the action arena by participants. In this case, community members reflect on the

reasons for change and analyze the patterns found in the planning and economic development of the area they reside in. The identified reasons in Bishop Arts and Bexar Street are varying, but contribute to understanding each location in its complexity.

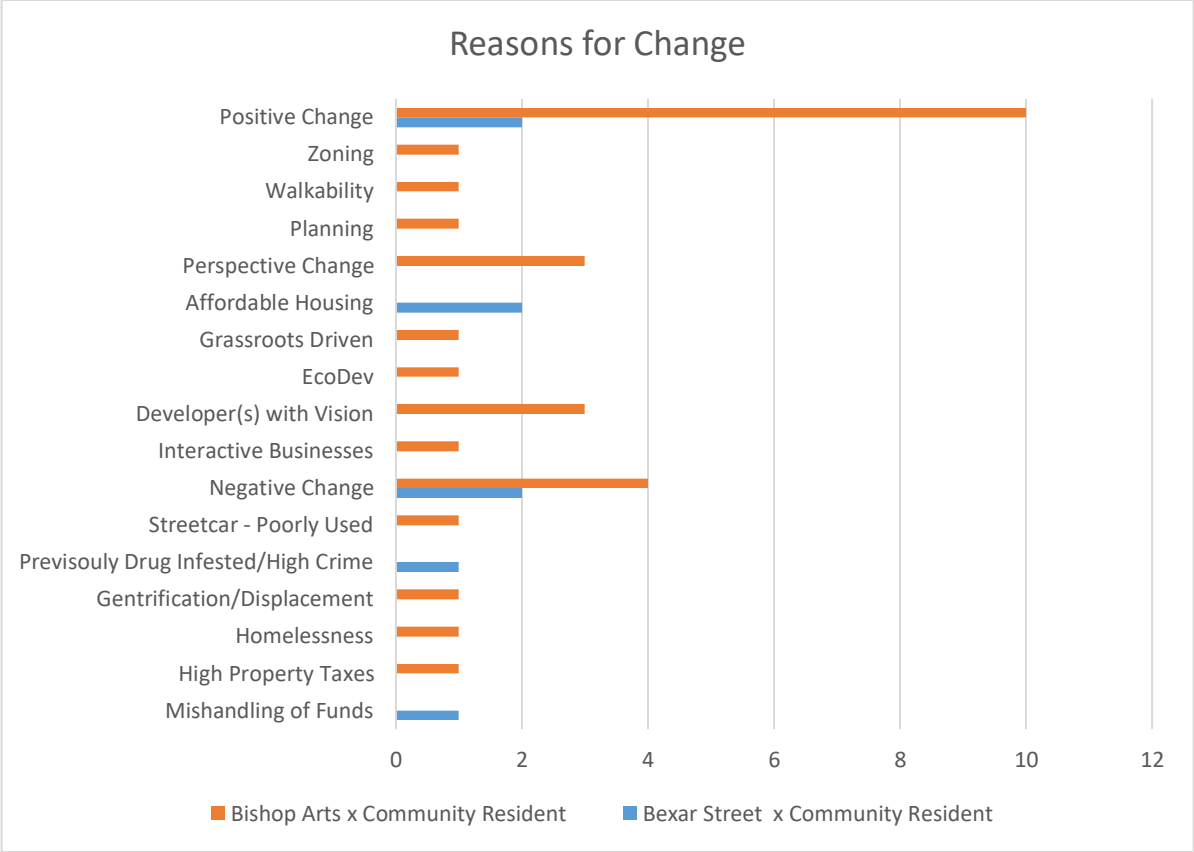


Figure 6

Thoughts on Outcomes

Community residents were asked to detail their thoughts on economic development and planning in Bishop Arts and Bexar Street. Answers can be found below in Figure 7. The request to describe thoughts on outcomes was asked to community residents only. This was done to gather perspective on how planning and economic development turned out beyond the perspective of practitioners, including government officials and business persons. The analysis provided also specifies thoughts on outcomes based on location to highlight the differences between Bishop Arts and Bexar Street.

Although considered an economic success, concerns have been a common thread when discussing the effects of planning and economic development in Bishop Arts. In Bishop Arts, the top response of thoughts on outcomes was worrisome with 3 mentions noted. Community resident 12 mentions, “I think things took a much darker turn [after economic development] and it really cleared the path for widespread displacement and dramatic changes to property taxes”. Therefore, the changes in Bishop Arts have led community residents to have a somewhat worrisome outlook on the outcomes of economic development and planning in the area. Although development has been a success, there have still been some negative outcomes of changes implemented. The second top response was split between development exclusivity and the need to reconfigure the city and planning with 2 mentions each. In regards to development exclusivity, community resident 8 states, “I think [outcomes are] great. I think they’re targeting certain groups of people though, a certain group that was not here before. It’s targeting upper-middle class. It’s targeting younger people”. Therefore, as development continues in Bishop Arts, it is clear the targeted audience is distinct and not representative of the current community. This contributes to gentrification and displacement issues in the area by not being inclusive of existing community members and inadvertently pushing them out of the Bishop Arts. In regards to the need to reconfigure the city and planning, community resident 7 states “I think that you have right now a planning department in city hall that has better people than it had before. Certainly, but it needs to be reconfigured so that they can help on the neighborhood level”. Therefore, now that economic outcomes have manifested, community resident 7 highlights the need to realign planning efforts to best assist at the neighborhood or community level moving forward. The final thought on outcomes for Bishop Arts consisted of too much landscape change in the area with 1 mention noted. The perspective highlighted by community member 11 noted, “It’s a little too much. Sometimes the buildings are too tall, the apartment buildings ... is too

much, it's too tall and it's out of scale..." He notes that with the success of economic development, the properties and landscape has changed and shifted away from the original architecture of the area. In this community member's perspective, this is not a positive outcome and takes away from the physical space that has made Bishop Arts the success it is today. Ultimately, the thoughts on outcomes in Bishop Arts focus on the after effects of successful economic development with a focus on how to remediate unintended negative effects.

However, the viewpoints in Bexar Street are in contrast to Bishop Arts due to the fact the economic development was not a success. In Bexar Street the top thought on outcomes of planning and economic development had 3 mentions and consisted of a lost cause sentiment. Community resident 18 notes, "sometimes these areas get forgotten about over time". Although economic development and planning initiatives were implemented, they were not completed in the area. This approach to planning and economic development has led to negative sentiment regarding outcomes. Community resident 17 continues, "I feel it was a lot of advertisements, great hopes and promises of what this [was] going to be and all of the sudden it wasn't important. It's like Bexar Street took the back burner to whatever else that took frontline to Bexar Street". This provides a view of the lost cause sentiment of the initiatives in the area. The lack of planning and economic development to remediate the area contributes to the perspective that residents in Bexar Street have been left high and dry. The next two thoughts on outcomes has 1 mention each, including the view of residential success & commercial failure and economic development failure with the community as the only life line in the area. As previously mentioned, affordable housing has been a success in the area. Community member 15 details these outcomes as "...residentially it's been successful. Commercially, it has been abysmally unsuccessful". The development in the area was able to bring in positive residential change, but market growth has had no positive change in Bexar Street. The lack of market



growth leads to a lacking economy, which is indicative of whether planning and economic development has been a success. The perspective of lacking economic development is highlighted by community resident 17, as she specifies, “If it wasn’t for us in the townhomes trying to keep communication going” the area would only fall in to further disrepair. The thoughts provided in Bexar Street are stark and demonstrate the community resident frustrations of people who were over promised and under delivered.

Understanding the community’s thoughts on outcomes allows for comprehension of how future economic development can function within each existing space. The planning and economic development that is needed in Bishop Arts is starkly different from the needs in Bexar Street. The analysis of these thoughts fits into the outcomes section of the IAD Framework and contributes to the analysis the action taken in the action arena. These raw comments from community residents aid in developing a transactive planning approach to future development in each area. Thus, allowing the IAD Framework to begin anew at the exogenous variables stage as the possibility of new planning and economic development initiatives hone in on Bishop Arts and Bexar Street.

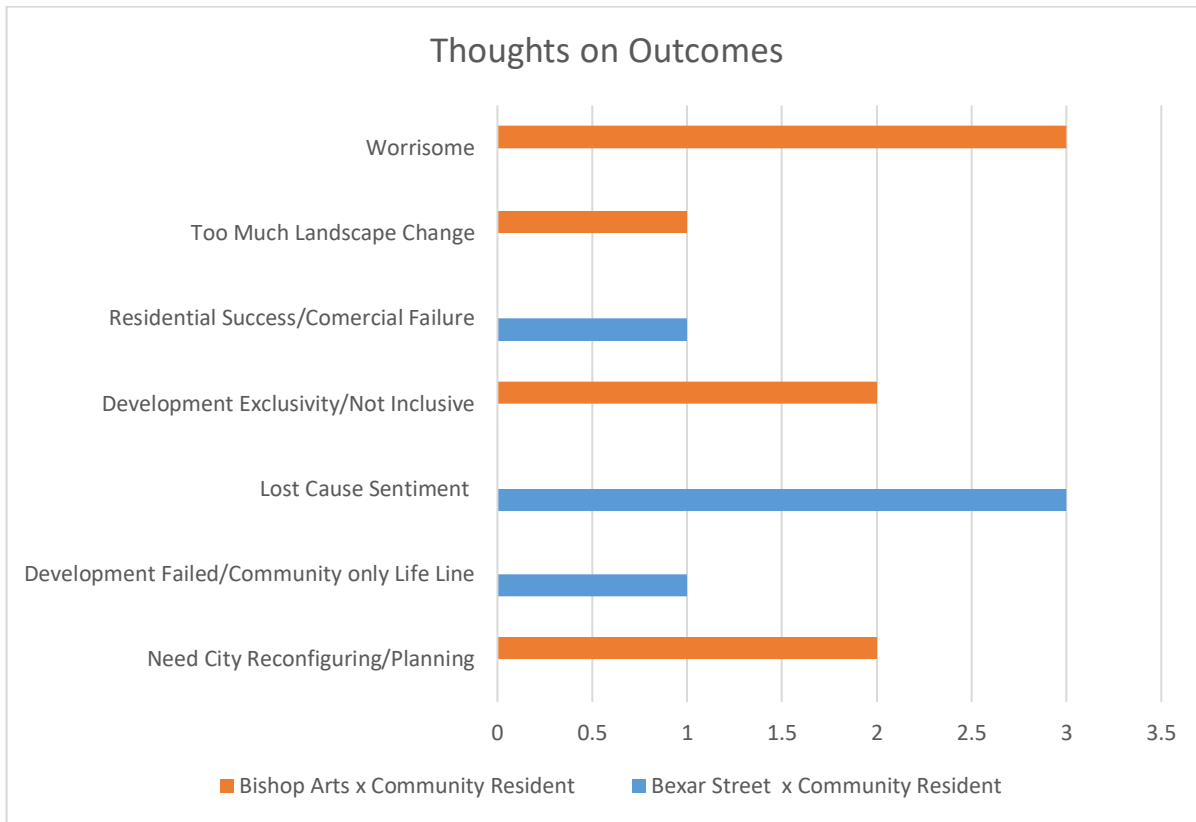


Figure 7

### Success or Failure Attributes

In an effort to better understand economic development in Bishop Arts and Bexar Street, government officials and business persons were asked to identify attributes of success and/or failure in each location as practitioners contributing to planning and economic development of each location. Both Bishop Arts and Bexar Street had a mixture of responses regarding the success and failure of each location as noted in Figure 8 below. The question regarding success or failure attributes was asked to government officials and business persons only.

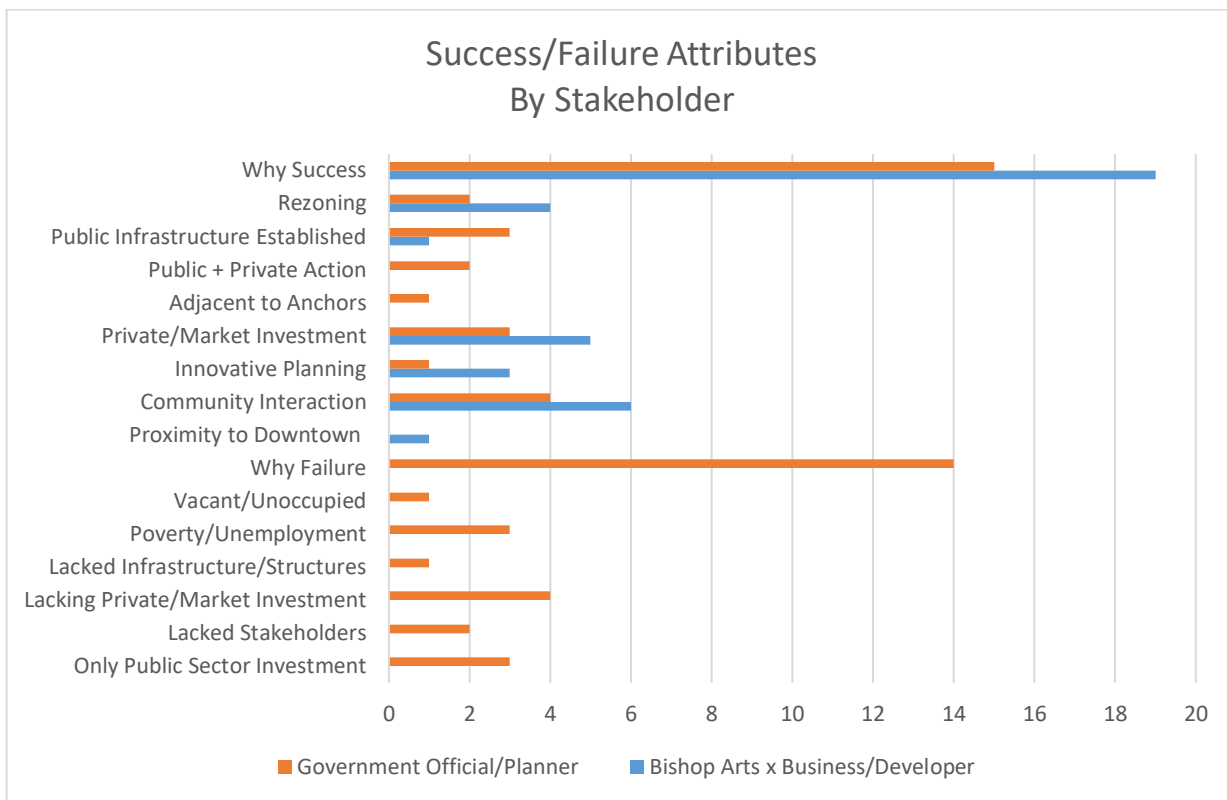


Figure 8

Government officials provide a perspective of each location as practitioners implementing planning and economic development. Government officials specified more success attributes (15 mentions) than failure attributes (14 mentions) when discussing economic development in both Bishop Arts and Bexar Street. The most identified success attribute consisted of community interaction in Bishop Arts with 4 mentions. This ties directly to transactive planning approach in the economic development of the area with community input being recognized. In describing the success of Bishop Arts, government official 2 specified “The community has been very proactive, very vocal, and very politically active. It’s been a good balance between private and community driven desires”. This identified attribute highlights the integral function community input plays in economic development. Government official 6 further confirmed there was “a lot of community champions contributing” to the development in the Bishop Arts area. The second top attribute of success was

split between the establishment of the public infrastructure and private investment with 3 mentions each. Government official 5 specifies the success of public infrastructure in Bexar street as “...successful overall [in the] beautification of the property and the corridor”. This highlights the physical success of planning in Bexar Street. The area’s infrastructure was updated and in doing so it contributed to creating a space where economic development initiatives could thrive. When describing the success of public infrastructure in Bishop Arts, government official 4 specifies how this was done mentioning, “we tore up a bunch of dilapidated apartment complexes that were just cesspools of one kind or the other”. Therefore, the establishment of infrastructure in Bishop Arts also focused on the razing of rundown property buildings in the area. In addition, Bishop Arts had successful private investment contribute to the success of economic development in the area, unlike Bexar Street. Government official 2 specifies Bishop Arts “has been an interesting combination of public and private actions where, even though I would certainly not describe it as a great example of balanced, coordinated public private sector planning... had a certain amount of reactivity that happened there”. This outlook notes in Bishop Arts it is asserted that there was private investment in collaboration with the public sector that contributed to the success of the area. This private investment is indicative of the market influence in combination with local government investment that contributed to the success of the area. Therefore, it can be posited that both transactive and market-oriented planning approaches manifested themselves as planning and economic development in the area was implemented.

In identifying attributes of failure, government officials connected all failures to Bexar Street including the lacking private and market investment with 4 mentions as the top attribute. Government official 6 specifically states the top failure attribute in Bexar Street was “The lack of market driven force in the area”. In this concept, the lack of market-oriented planning contributed to

the demise of economic development initiatives in Bexar Street. With no private sector investment, Bexar Street was doomed to fail. Government official 5 adds to this concept stating initiatives in Bexar Street were, “not successful in their creation of jobs and creation of job opportunities for the residents themselves within Bexar Street”. This highlights the lack of private investment in Bexar Street that government officials viewed as detrimental to the efficacy of economic development and planning initiatives in the area. The second top failure attribute is split between poverty or unemployment and only public sector investment with 3 mentions each. These two attributes tie in directly to the top failure attribute. Government official 4 described the Bexar Street area as “an area that is very challenged, low income, with virtually no employment centers” and government official 9 further confirms “obviously unemployment and under employment” continue to plague Bexar Street. Therefore, it is asserted the lack of employment opportunities in Bexar Street only contributes to the poverty cycle in the area. Although it is noted that the public sector invested in the area, it did not affect the market or employment. The cycle perpetuates this poverty with a lack of employment leading to poverty, poverty leading to a lack of market investment, a lack of market investment leading to a lack of employment, and so goes the cycle. As government official 2 puts it, public investment “essentially resulted in physical improvements to the area. They were pretty noticeable, but haven’t yet shown evidence of having really changed the market in that area”. Therefore, government officials identify the sole investment of the public sector as an attribute of economic development failure in Bexar Street. The additional attributes of failure were all identified in Bexar Street, including vacant or unoccupied land (1 mention), lacking infrastructure and building structures (1 mention), and lacking community stakeholders (2 mentions). All these attributes of failure were identified as factors that contributed to the lack of economic success in Bexar Street.

Business persons were also asked to identify attributes of success or failure. Business persons were only identified in Bishop Arts, as Bexar Street had little to no businesses or business persons in the area to be interviewed. The persons interviewed only identified attributes of success and did not identify any attributes of failure in Bishop Arts. The top attribute of success identified was community interaction with 6 mentions. Business person 10 simply put it as, “We have a lot of people who are involved in the economic development, who live here and own businesses, and are raising their families here”. Therefore, community interaction is not solely fixed on facilitating economic development, but also on creating an ecosystem where all parts of the Bishop Arts community can thrive. However, this perspective primarily applies to newer residents as it has been noted that original community residents continue to be excluded and displaced due to economic development. Business person 13 specifically notes the intent of community interaction, stating “we also want to positively impact the neighborhood and the community”. This highlights the explicit hope to positively impact the community as economic development and planning occur in the area. Although, the current outlook is that existing community members have been negatively impacted. The next top attribute of success is public and market investment in Bishop Arts with 5 mentions. Business person 13 highlights their private investment into the area stating, “I’ll answer the question this way: When we did it, we had absolutely no help from the city or from economic development. We did it on our own nickel and took the risk”. Therefore, the catalyst of change in Bishop Arts is placed on private investment and the initiative they took to develop the area. The development was not initiated by the local government, but by private investment and the market initiatives. Business person 10 confirms this concept by stating, “Bishop Arts was founded by Jim Lake Sr., who did not have a particular talent for urban redevelopment. I don’t think he had plans. He liked old buildings and he bought a block and a half down here”. Although the view is that private investment did not follow the

traditional route of planning and economic development, taking the initiative led to the ultimate success found in Bishop Arts. The private investment of developers and businesses in the area have gone on to contribute to successful economic development and planning in Bishop Arts. The final attributes of success in the area include rezoning (4 mentions), establishing public infrastructure (1 mention), innovative planning (3 mentions), and proximity to Downtown Dallas (1 mention). As mentioned before, in their perspectives all business persons interviewed identified only attributes of success in the Bishop Arts area. If business persons in the market find the economy to be thriving they contribute to the cycle of economic development in an area. This is a direct indicator that economic development has flourished in the area as business persons are part of the representation of the market.

The attributes of success or failure identified in Bishop Arts and Bexar Street detail the results of economic development initiatives from the perspective of government officials and business persons. These perspectives are from those who initiated much of the planning and economic development in each location. The attributes identified continue the recognition of how different economic development occurred in each location. When referring to Bishop Arts, attributes of success were readily identified. However, when describing Bexar street, the predominant responses identified attributes of failure. In the IAD Framework, these attributes provide an analysis of outcomes that occurred due to the action taken place towards economic development in the action arena. In addition, the identified attributes contribute to an understanding of exogenous variables should the IAD Framework be implemented to continue economic development initiatives in each location continuing the IAD cycle.

## Enhancing or Hindering Future Economic Development Planning

Government officials and business persons were also asked to identify what is advancing and/or hindering economic development planning in Bishop Arts and/or Bexar Street. Responses are detailed below in figure 9. The question regarding enhancing and/or hindering economic development planning was asked to government officials and business persons only to gather insight into what may contribute or take away from future opportunities of planning and economic development in Bishop Arts and/or Bexar Street.

As conversations continued, government officials provided perspective of factors affecting economic development in both Bishop Arts and Bexar Street. Government officials predominantly focused on items hindering (12 mentions) economic development planning over enhancing features (3 mentions). They identified unattractive neighborhoods that lack amenities with 3 mentions making it top hindrance of economic development. This viewpoint was descriptive of the hindrances found in Bexar Street. Government official 6 tied this hindrance to Bexar Street, stating “It is not a cohesive area with high opportunity aspects”. The lack of an interconnected location with few identified opportunities contributes to the hindrance specified. Government official 2 further affirms, “As long as you have concentrations of poverty, there is a real uphill task trying to be able to provide services and to meet needs in a more balanced way”. This factor recognizes the reality of the downtrodden neighborhood that acts as a hindrance to economic development in Bexar Street. The next top hindrances identified include poverty, lack of city productivity or incentives, and lack of attention to the community with 2 mentions each. As noted multiple times, Bexar Street is an area of high poverty. This poverty in the Bexar Street “low income neighborhood”, as identified by government official 5, continues to hinder economic development planning in the area. In addition to the dire situation of poverty in Bexar Street, government official 5 highlights the inefficiency of the city lacking



productivity or incentives to impact change. He states, “The city is not savvy enough to really be a good partner. The lack of focus by the city, a lack of incentives, and (a lack of) enabling city staff to be more productive” is a direct hindrance. This inefficiency was also highlighted in the lack of attention to the community. Government official 6 specified that this occurred due to “a lack of a community champions” as an anchor of economic development in Bexar Street. Government official 5 specifies why he believed there was a lack of attention to the community. He states,

“In the community aspect there was a lack of attention to the community. I mean one of the community liaisons that I worked with, his job was to really go out in the community. And he would tell me he did not want to work on the community because he just didn’t like black people”.

The statement is forward and identifies a specific instance where the person who was meant to work with the community in Bexar Street to advance economic development planning refused to do so due to not “liking” black people. This is a direct incident of individual and institutional racism that contributed to the ongoing hindrances of planning and economic development in the area. Therefore, the lack of attention to the community has had many layers in Bexar Street, all hindering the economic development planning. Additional hindrances identified included vacant land in Bexar Street, displacement or gentrification in Bishop Arts, and market limitations in Bexar Street. As previously noted before, the negative factors identified hindering economic development was predominantly focused in Bexar Street over Bishop Arts from government official perspectives.

Government officials also identified three top factors enhancing economic development planning with 1 mention each. These included workings around the system, community input, and the private sector support. Government official 6 specifies “The private sector support enhanced economic development” and was coupled with “organic community input” in the Bishop Arts area. The reoccurring factor of private investment in Bishop Arts is once again highlighted as enhancing economic development planning. Additionally, from government official 6’s perspective, the

community input in the area established successful development. Government official 5 highlights that working around the system enhanced economic development planning. He specifies an example of Bonton Farms in close proximity to Bexar Street stating, “They realized very quickly that working with the city, it just was not one, quick enough and two, there’s so many barriers. So, they gave it up, just doing things themselves”. Therefore, the red tape of city policy hindered innovative economic development planning and it was the work beyond traditional means that enhanced economic development planning from the perspective of government official 5.

Business persons were also asked to identify factors enhancing or hindering economic development planning. The two factors identified hindering economic development planning included displacement or gentrification (1 mention) and market limitation (2 mentions). Business person 1 simply puts, “the mistrust of the free market” is a hindrance to economic development planning. However, business person 1 also connects this mistrust of the free market to concepts of gentrification. He states, “There is this real paternalism born of this fear of gentrification that frankly I resent”. Business person 14 confirmed this sentiment by stating, “There’s been a lot of pushback from residents about that and specifically dealing with gentrification”. The response of the area is one that is attempting to stave off gentrification through market limitations at the cost of hindering economic development planning.

Nonetheless, business persons also identified factors enhancing economic development planning by specifying community input and political interest in the area with 1 mention each. The community in Bishop Arts is considered to be involved. Business person 14 highlights this, stating “The community definitely gets involved with their voices and opinions about what’s happening, which is a good thing I think”. This community input is emphasized in a positive manner, considered to enhance economic development planning in Bishop Arts. In addition, political interest was also

noted as enhancing economic development planning. Business person 10 states, “We’ve had attention from both mayors, this present mayor and the mayor before with GrowSouth”. The political attention garnered is considered to have enhanced and contributed to making positive economic development planning happen in Bishop Arts.

The identification of what may advance or hinder economic development planning in Bishop Arts and Bexar Street provides a breakdown of factors that contribute to the possible success or demise of each location’s future. Applying these factors to the IAD framework would fit into exogenous variables that directly affect the action arena. Understanding these factors aids in planning for future economic development in each location.

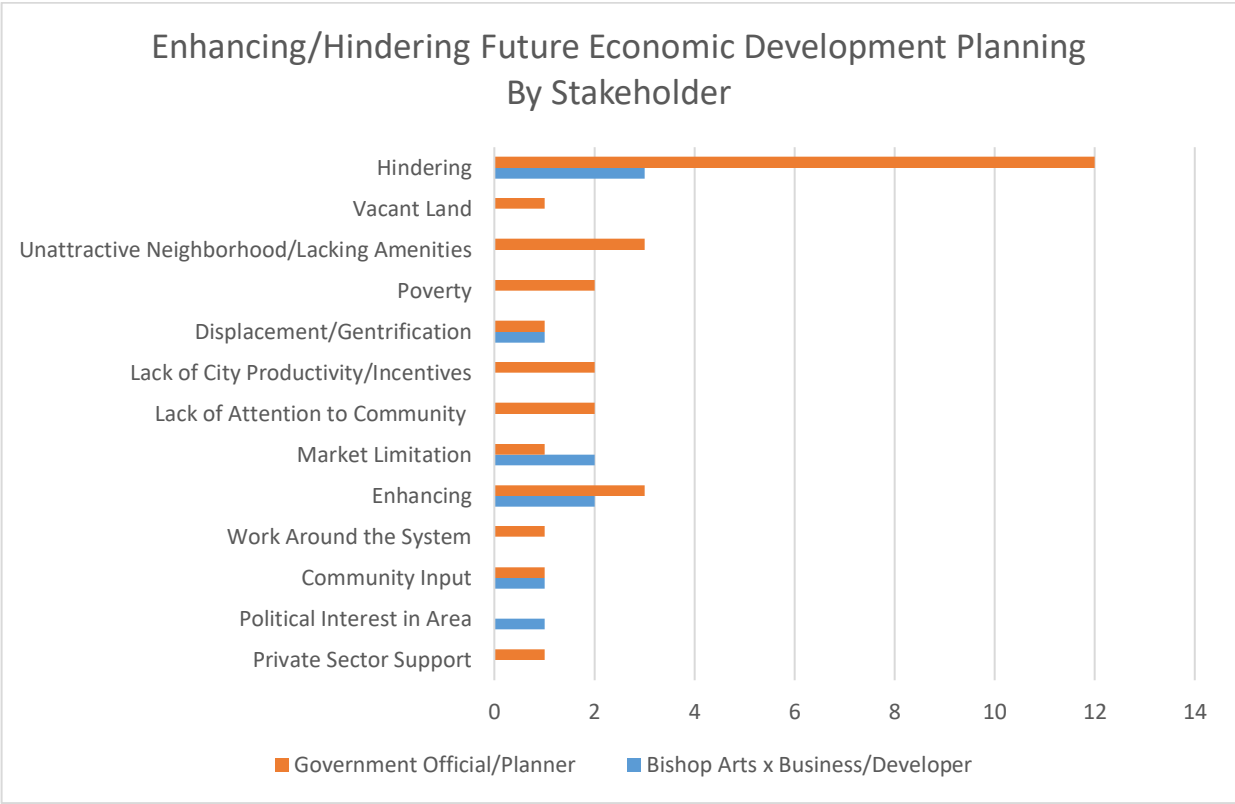


Figure 9

#### 6.1.4 - Section 4: Community or Professional Input

Various entities took part in the process of change in Bishop Arts and Bexar Street. The questions in this section are set to determine if institutional professionals and community members interacted in the planning and/or economic development process. If yes, this indicates possible evidence of transactive planning in each case study. If no, this indicates other types of planning possibly being used, including but not limited to market-oriented planning.

##### Community Input

All stakeholders were asked whether community input was solicited in the planning or economic development process of their respective areas. Answers are highlighted in figure 10 below. Identifying and understanding community input provides the opportunity to analyze the planning approaches take in Bishop Arts and Bexar Street. Specifically allowing the opportunity to analyze if transactive planning was utilized in each location as economic development initiatives were implemented.

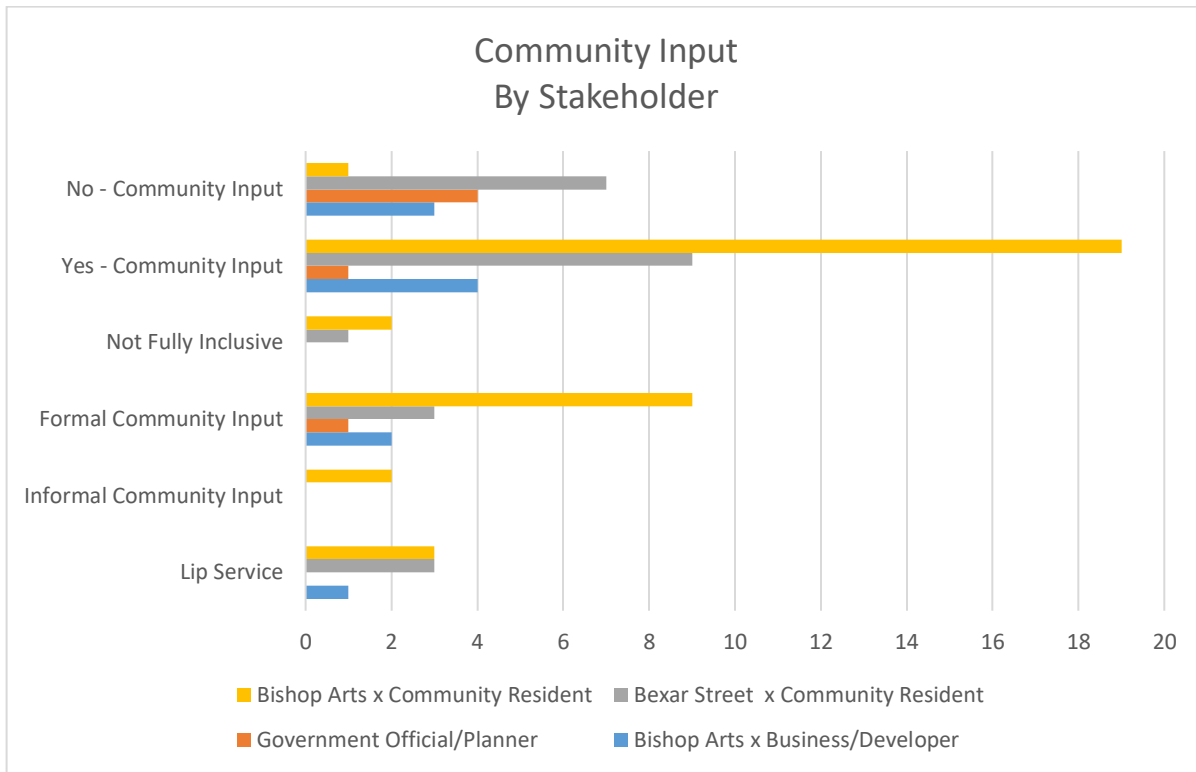


Figure 10

In conversation, community members overwhelmingly stated yes, there was community input taken in both Bishop Arts (19 mentions) and Bexar Street (9 mentions). However, a small portion of community residents stated no, community input was not taken with 1 mention in Bishop Arts and 7 mentions in Bexar Street. The primary form of community input recognized by community residents included formal community input in both Bishop Arts (9 mentions) and Bexar Street (3 mentions). As noted by community member 15 in Bexar Street, “we had meetings with developers and with mostly city people... I would say yes definitely key city people and some developers where appropriate or in the mix is who we met with”. This indication of community input highlights steps taken by the City of Dallas and specified developers who attempted to garner community insight as economic development occurred. However, it is noted that “key people” were involved, which is not a clear indication of complete community inclusion and involvement. Community member 12 in Bishop Arts also had a similar occurrence stating, “Yeah, I’d say they were formal. They had an agenda, you know,

and [a developer] had script. I'll say that I think they were largely in places where the power dynamic was evident. So, if you were a low-income Spanish speaking neighbor, you might not feel comfortable in that space". Therefore, although community input was taken, it can be confirmed that input was not inclusive or welcoming to all community members in Bishop Arts. The next most prominent description of community input taken was identified as lip service with 3 mentions for Bishop Arts and 3 mentions for Bexar Street. Community member 16 further specifies in Bexar Street, "Oftentimes they presented to the community as if someone's coming in and want to help...and they make the community feel like this person is coming in to gentrify the neighborhood instead of just speaking to the community with open ears". The sentiment in this statement is that community members were being spoken to and not truly part of the conversation to generate authentic community input in the process of economic development and planning in Bexar Street. A similar occurrence was observed by community member 12 in Bishop arts as he stated,

"I think it [community input] was largely symbolic. It wasn't an intent to deeply listen to the community and have it inform the process. I think it was more of, we're going to report out on how this is going. So, when we go to the city planning commission and the city council, we can show you pictures of a handful of community meetings that we had and check the box... It was very much so intel and not a kind of co-creation of a vision for a future state of the neighborhood".

In this perspective given, community input was nothing more than checking off the box in Bishop Arts. Ultimately, the sentiment is that it was not part of true decision making in planning and economic development in the area. The final type of community input described by community residents was specified as informal community input with 2 mentions in Bishop Arts. Interestingly enough, the description of community input was rather similar in both locations, but the results of economic development are starkly different.

Community members who stated no, there was no community input in their areas had distinct responses. One mention was identified in Bishop Arts and 7 mentions identified in Bexar Street.

Community member 18 from Bexar Street simply stated, “No, you know I doubt they get any community input for what they build”. This perspective highlights that development occurred without consideration of community input and allowed development to move forward in Bexar Street. In Bishop Arts, community member 8 specified that even when community input was “solicited”, it was not done in a manner to truly be inclusive and therefore did not truly garner community input. As he stated, “I think everyone didn't have an opportunity to speak if they chose to. Every resident got letters in the mail about meetings with the city council. However, a lot of these meetings are not doable for a lot of people with the times at 12 o'clock on Wednesday meeting at the city hall... Typically these people from Bishop Arts are working, so it doesn't necessarily make it inclusive”. The inaccessibility of community input meetings for the working members of Bishop Arts limited the ability to truly garner community insight.

Business persons were also asked to describe community input. Those that responded were only identified in Bishop Arts. Although not a heavy lead, Business persons did state yes community input did occur (4 mentions) more than those that stated no (3 mentions). The primary identified type of community input was formal (2 mentions) and the second was the identification of lip service (1 mention). Business person 14 continued the sentiment of insincere garnering of community input by stating, “I think they play a lot of lip service. Like oh we want your feedback and how we should do things. But at the end of the day the City's going to do what the city wants to do or developers are going to do whatever they want to do”. This response only continues the negative perspective of community input that was garnered in Bishop Arts. However, business person 1 highlighted the attempt to be inclusive of all while garnering community input. He stated, “I can't remember exactly what we called it, but it had concentrated both homeowners, residents, business owners, property owners, and commercial property owners”. The recognition of this unified front is different from

previous perspectives, but emphasizes the concerted effort by some to truly garner community input in the economic development and planning process.

Business persons who stated no, there was no community input in Bishop Arts were short and sweet in their responses. Business person 13 stated, “The local community, they had no planning in Bishop Arts... In Bishop arts district proper there was very little community involved at the time [of development]. It was a much different than it is now”. Business person 13 specifies the lack of community input as development first began in Bishop Arts. Business person 14 affirms this perspective, stating “I don’t think [the community] had any [input]. So, it wasn’t the community. It was more the local businesses for economic development”. This only confirming that businesses and private investment took the lead in economic development and planning over community input in the area.

The perspective of government officials was different in that the top answer was no community input was garnered (4 mentions) over a yes response (1 mention). In Bexar Street, government official 6 simply put it as, “Bexar Street did not have effective community champions” and thus this created the lack of community input in the area. Government official 9 on the other hand highlighted the tense lack of community input, stating “I don't want to get into all of that and the reason I don't is because it brings up wounds for the community that some of them feel like they were not included in the planning. And so, I don't want to get into all of that. But, the city at the time that the development started did not seek out the buy in from the community and was kind of imposed on the people”. Government official 9 shows hesitation to specify community resentment due to the lack of community input in Bexar Street, but specifies it nonetheless as economic development proceeded without the support of Bexar Street residents. None of the government officials specified a lack of community input in Bishop Arts.



Government officials did provide a limited yes response and identified cases of community input. Government official 6 specified that primary source of community input as formal input, stating “a lot of community champions were found in Bishop Arts. This allowed the public sector to come in and be supportive of development”. Therefore, government official 6 states in a positive light that community input was garnered through residents who were anchors in the community. Those community members aided in working together with public service initiatives for economic development and planning in the area. However, in Bexar Street Government official 5 continued the negative sentiment of lacking input by highlighting that community insight was originally sought after, but once plans were under way the community was no longer involved. Government official 5 specified, “I think at the beginning they tried to get people’s input and then once the conceptual master plan was created, then the outreach really started to die out and people didn't really keep them involved. An example of that is the groundbreaking for Bexar Street with the mayor and the council members. [They] came down to do the tour of the corridor. They did it in the community in the middle of the of the week and in the middle of the day. They didn't invite any community members”. This perspective demonstrates that community input was only garnered as a form of tokenism and not to truly involve the community in economic development and planning of the area. Once the community support was garnered to initiate development, it was no longer needed to proceed with the intent community outsiders had for Bexar Street.

Understanding the community input in the economic development found in Bishop Arts and Bexar Street provides insight into who all was truly involved. This analysis fits into the action arena of the IAD Framework. In the action arena, understanding community input fits into the action situations of the action arena. Analyzing this action situation also highlights whether community members were active participants in planning and economic development. This allows for

understanding of the planning process as economic development occurred in Bishop Arts and Bexar Street. The inclusion of community input is possibly indicative of transactive planning, but the lack of community input inclusivity cancels the possibility of true transactive planning occurring.

#### Thoughts on Planning, Economic Development, and/or Community Input

Community residents were asked to give their thoughts on planning, economic development, and community input in regards to Bishop Arts and Bexar Street as found below in figure 11. The question was asked to community residents only to better understand the planning process from the community perspective and outside the traditional practitioner viewpoint.

The thoughts on planning, economic development, and community input in Bishop Arts were distinct and continue the trend of noting both positive and negative aspects. In Bishop Arts, the top thought identified was specified economic development and planning as a double-edged sword, with growth coming at the cost of culture loss with 2 mentions. Again, we see the unintended cost found in the successful economic development of Bishop Arts. As community resident 8 stated, economic development and planning

“It’s a double-bladed sword. It's great if you can afford to live here. It's great, if you can keep up with your taxes. It’s great, if you want to assimilate to this to this new culture, to the vegan restaurants, the yoga spots, the CrossFit, to the expensive boutiques. They're just unique...[but] I think it's horrible for the people that can't and the love their area. They love their homes, but are going to have to force themselves to find another place and put [their homes] on the market”.

Therefore, the growth and success of economic development found in Bishop Arts has come with the price of cultural loss of the previous community residents in the area. This displacement of poorer residents and their culture as economic development flourishes is a classic example of the line being crossed towards gentrification. Additional thoughts provided support the top thought, including the fact that displacement was caused by growth, the want for the area to reach the next level of

economic development, and the fact that the system has been set up to grow businesses and taxes each with 1 mention.

However, in Bexar Street community members noted planning, economic development, and community input from a differing perspective. In Bexar street the two top thoughts consisted of token involvement that was not truly part of the development process and community gate keepers who prevented development each with 2 mentions. In regards to tokenism, community member 15 stated,

“There was a meeting about planning about the future. I went to those meetings and I felt like I was listened to and heard. I felt like I was even propped up as an ideal type of person to help steer that future and to bring those new things in and as an anchor for the plans that were there. During that process it felt good. But then, retrospectively, I realized I was just being used for the sake of keeping things moving, whatever was going on, I'm keeping things moving and to give a sense of progress that ultimately was not there”.

In this narrative, community member 15 from his standpoint provides a specific example where the image of community input was garnered, but the nefarious reality was to merely use him as a symbolic measure of community insight and not to truly progress the area. However, community member 16 stipulates that specific community members also acted as gate keepers who did not allow development if it did not agree with their agenda. She specifically highlights, “If it's not their idea, or they disagree with it. Those who are over the idea of neighborhood association, they will stop progression there too”. Therefore, in her perspective economic development is limited in Bexar Street due to certain community power struggles. In addition to these top thoughts, community members also specified limited success, the lack of development has united the community, and the community wants growth in Bexar Street. Each of these concepts identify negative thoughts of planning, economic development, and community input in the area.

The responses provided expanded on the concepts of community input previously mentioned by adding planning and economic development that occurred in each location. This analysis gives

insight to the differences of perspectives on the economic development initiatives that were implemented in Bishop Arts and those implemented in Bexar Street. Understanding the thoughts of planning, economic development, and community input fit into the analysis of patterns in the interactions section of the IAD Framework. It provides the opportunity to examine multiple aspects of actions taken in the action arena of the framework. This aids in how economic development can possibly move forward in a manner that is conducive to the success of each location.

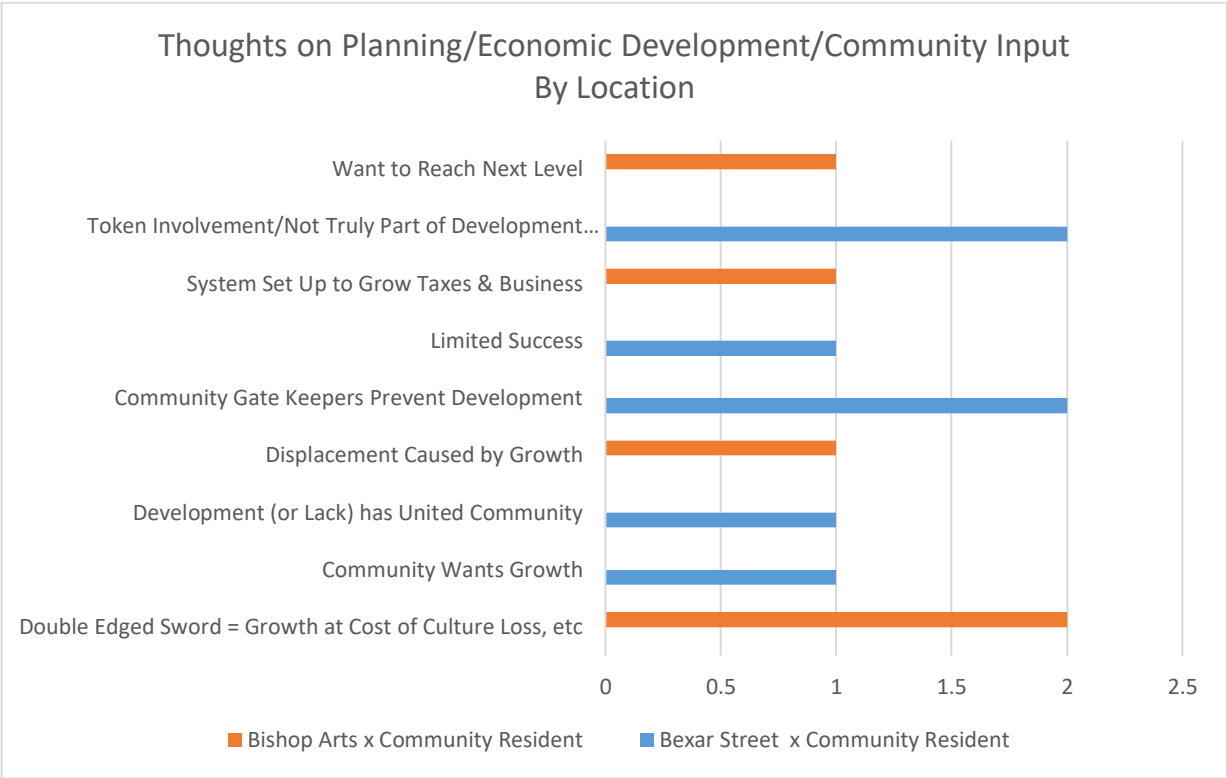


Figure 11

## Pivotal Role Identification

Stakeholders were asked to identify who played a significant or pivotal role in the economic development and planning of Bishop arts and Bexar Street. Responses are detailed in figure 12 below. Understanding aids in analyzing and possibly identifying the planning approaches utilized in Bishop Arts and Bexar Street. If community members in cohesion with planners played a pivotal role, this would be an indicator of transactive planning. If business persons and the market played a pivotal role, this would be indicative of market oriented planning. If neither were found to be true, it can be posited that another planning approach beyond the concepts of transactive and market oriented planning was utilized in either location.

Government officials are the practitioners and, in some cases, traditional planners who potentially play a pivotal role in economic development. As conversations proceeded, government officials identified the local government as the primary entity to play a pivotal role (8 mentions) in economic development and planning. This was primarily identified in Bexar Street and in limited capacity in Bishop Arts. As government official 2 confirmed, “In Bexar Street, the City took the lead”. This suggests the local government entity was central to all planning and economic development in Bexar Street. Government official 9 further specifies, “The City of Dallas, housing, and economic development departments spearheaded [development]”. However, government official 2 also stipulates local government had a pivotal role in Bishop Arts. He states, “In Bishop arts there was a long list of city actions and their proactive city actions were critical to the success as well”. Although local government was not the primary entity to contribute to economic development in Bishop Arts, it was an integral entity contributing to initiatives in the location. Therefore, from the government official perspective, the local government was found to play an important role in both Bishop Arts and Bexar Street. The community was found to take a secondary role (3 mentions) and finally the private

sector took a tertiary role (2 mentions). Government official 6 specified “Bishop Arts had development occur organically with the community”, highlighting the community role in the area. This perspective leans towards the possible identification of transactive planning in Bishop Arts with community interaction noted. However, government official 3 specified “the Lake family has been incredible in their commitment to this neighborhood from development to education to healthcare is just incredible”, highlighting the private sector’s impact on economic development in Bishop Arts. The recognition of the private sector is indicative of the market oriented planning approach also having an impact in Bishop Arts. The mixture of varying entities was noted more in Bishop Arts than in Bexar Street by government officials as found in the quotes specified above. Bishop Arts integrated both transactive and market oriented planning in its economic development initiatives. However, Bexar Street solely depended on the local government to take the lead in planning and this is indicative that neither transactive or market-oriented planning played a predominant role in economic development.

Community residents in Bishop Arts and Bexar Street both also identified the local government as playing a pivotal role in economic development and planning with 4 mentions each. Community member 17 specifically highlighted the local government in Bexar Street, stating “I would say maybe it was the City of Dallas and I’m guessing to take the lead and try to do something different with an area that was so high infested with crime”. This perspective specifies the lead role the City had in economic development was to mitigate poverty and crime. However, the role the local government played in Bishop Arts was different and distinct as noted by community member 7. He states, “You had the city doing some infrastructure, but I think it’s been led by private developers and in conjunction with the citizens”. In this narrative, the local government played an important role in Bishop Arts, but it was in conjunction with the private sector’s development in the area. This

contributes to the position that the private sector played a pivotal role in a secondary position within Bishop Arts utilizing the market oriented planning approach. Community member 12 in Bishop Arts notes, "I think our city council of representatives for Oak Cliff and a handful of commercial property owners. In particular guys, like David Spence and Rick Garza and Jim Lake almost single handedly had started this change". This further solidifies the perspective of the private sector working in tandem with the local government to facilitate development in Bishop Arts. The secondary position for Bexar Street was split between the private sector and the community with 1 mention each. This confirms that community residents in Bexar Street also believe the local government was at the head of all planning and economic development. In Bishop Art's third place was the community identified as playing a role in development. Community member 11 in Bishop Arts states, "In the beginning, the community was so supportive. They came down to dinner, they came to all these festivals, and they came to shopping events. They wanted to be there and they felt they were part of something cool". He shifts the perspective to note the economic development and planning collaboration between the private sector and interactive community members. This emphasizes how collaborative planning and economic development was in Bishop Arts.

Finally, business persons in conversation followed a similar path in describing who played a pivotal role in planning and economic development. Business persons located in Bishop Arts specifically noted the private sector as having the pivotal role with 2 mentions noted. Business person 1 specifically attributes development to one person in the private sector, stating "Jim Lake Sr. was the one with the initial vision". This perspective identifies Jim Lake Sr. as the catalyst that initiated economic development in Bishop Arts. However, business person 14 expands the role of the private sector to various contributing entities. She states,

“The success of the Bishop Arts is definitely directly tied into the people that sunk their life investment savings creating businesses down there. They're responsible for that. Any business owners that had something down there, they're the reason why Bishop arts is successful. Not any group, not any city thing. It's because they created a unique space for people to come and eat and drink and walk around and shop”.

Therefore, the collaborative work of the private sector is highlighted as the primary entity to play a pivotal role. The secondary entity specified by business persons consists of the local government with 1 mention. Business person 10 states, “The lead was our city council, former city council, to two city councils back. So, the city council back then and our city council today continues”. Although the private sector and the local government were noted by the business persons interviewed, none mentioned the role of community members having an impact on development and planning.

Identifying who played a pivotal role in the economic development initiatives provides the opportunity to analyze the possible planning approaches that took place in each location. The identification of a higher propensity of community interaction, the higher probability that transactive planning occurred. The probability of market-oriented planning increases with the higher interaction of the private sector. However, should the local government take the primary role, the probability can be that another planning approach beyond transactive planning and market-oriented planning was utilized. This analysis of patterns in the interaction section of the IAD Framework connects to the analysis of the action arena, including the action situation and the participants contributing to planning and economic development. Utilizing the IAD Framework allows identification of the broad array of entities playing a pivotal role in Bishop Arts and Bexar Street, which allots the propensity for any of the three planning possibilities in this exploratory case study.



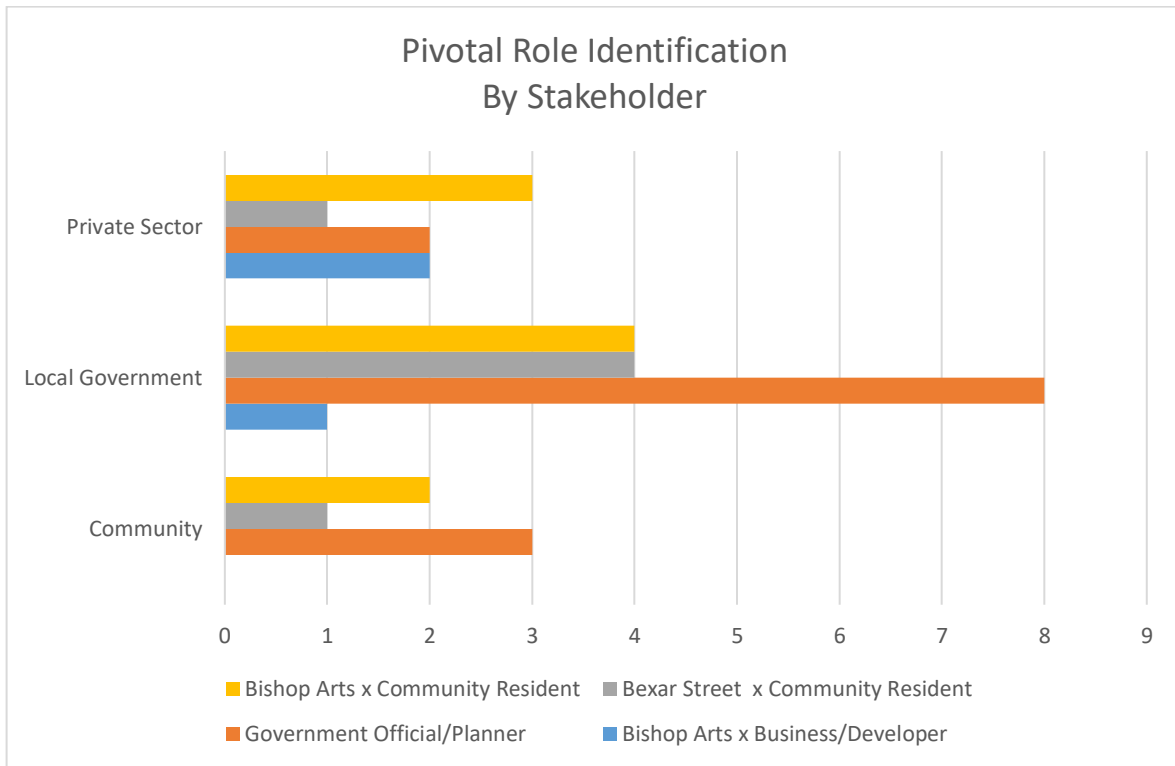


Figure 12

### Government Next Steps to Increase Planning and/or Economic Development

Stakeholders were asked to identify what should be done by local government to increase planning and economic development. Answers are detailed below in figure 13.

Government officials have intimate knowledge of how local government functions and how it can contribute to planning and economic development. Taking this into consideration, the top two answers with 3 mentions government officials identified plans for future use and increase in innovation. Government official 4 states, “the way to deal with those sorts of things is to, and this is also hard, but it is more possible is that with the potential of that being done in the future, and you plan at the beginning”. In this perspective, government official 4 specifies that in order to increase economic development it is necessary to plan from the start in local government. This sets the foundation for planning and economic development success with government interaction. Innovation

is also noted as the needed next step in local government. Government official 2 highlights this stating, “I would say that the city needs to keep trying different things and be open to some experimentation. Encouraging anything positive to have an opportunity to be tried and engaging more partners”. This concept highlights the internal perception of a need for change and innovation to progress economic development. Although the bureaucratic system can seem monotonous, one cannot expect different results doing the same thing. Therefore, innovation allows for modernization and improvement of local government’s impact on planning and economic development. In addition to the top two needed next steps, government officials identified the need to invest in infrastructure and find better community stakeholders & partnerships with 2 mentions each. In 1 mention a government official even conceded there was no easy answers to increasing economic development. Government official 6 further stipulates, “In regards to Bexar Street, nothing should be done. Leave it and move on to another location where growth can occur”. This perspective further denotes that part of having no easy answer includes moving away from failed economic development initiatives to encourage growth elsewhere.

Although not practitioners, community resident responses identified what tax payers expect of the local government entity they uphold. Community residents in Bishop Arts identified the top next step as the need to stop tax hikes with 2 mentions. As economic development flourishes in Bishop Arts community members believe this next step is a priority. Community resident 8 stipulates, “This is what gentrification becomes. It becomes an area where it becomes somewhat unaffordable for the rest of us currently living here [and we] have to move and find a different place... This current year the property taxes have gone up by 525% since 2015.? It's just unimaginable percentage”. This perspective recognizes that as economic development succeeds in Bishop Arts, measures should be taken to prevent inadvertent effects on existing residents such as living unaffordability due to

exuberantly high property taxes. All remaining next steps identified in Bishop Arts were tied with 1 mention each, including gentrification prevention, placemaking in other areas of Dallas, increasing work opportunities, economic development innovation, and finding better community stakeholders and partners in economic development. These concepts all tying to the top identified next steps. In Bexar street respondents identified and split next steps between 5 top areas. These areas include the need to provide the area with funds, planning for future development use, the terse “get their heads out of their asses” response, encouraging community understanding to ensure inclusivity in economic development, and the need to find better stakeholders to increase economic development and planning. Bexar Street community member 16 notes, “I think they need to revisit a community leader. The community needs community meetings”. This demonstrates the want of the community in Bexar Street to be involved in the next steps local government takes towards economic development. As the community is involved, an investment in the community is requested through the hope of providing the area with funds. This combined with planning for future use is noted as steps that community members in Bexar Street would like to see local government utilize.

However, business persons identified steps directly correlating to their field of expertise and market perspective. Business persons in Bishop Arts equally specified three top responses, including rezoning, developing or placemaking in other areas of Dallas, and economic development innovation with 1 mention each. In regards to the need for innovation, business person 1 highlights the need for change within the local government system. He states, “I will say what has to be addressed is [that] the system somehow brainwashed perfectly nice people into always saying no. They have no incentive to say yes. Let's try something new”. Business person 1’s perspective is that the local government economic development and planning parameters are too limited. He simply believes to increase development it is time to try new approaches rather than maintain a broken system.

Business person 10 delineates this need for change by identifying a need for rezoning. She states this is done “By changing the zoning & by changing what we expect the street to look like. I mean, by putting in streetlights, by doing things that make it look safer. Doing things that make it more walkable and more bike rideable”. In her perspective rezoning can be used as a tool to change the landscape and in doing so increase economic development of an area. However, business person 14 encourages local government to develop other areas of Dallas, stating “I don't really think at this juncture Bishop arts needs any more help to be honest with you. I mean we have so much... I mean that area is already well funded and it's vibrant. I don't [want the City] throwing more money in there. There are other areas of the cities that probably could use a more”. This mindset is that Bishop Arts is an economic success and it is time for local government to invest time in developing other areas and placemaking in areas of need around the City of Dallas.

The priorities moving forward are different between Bishop Arts and Bexar Street. Bishop Arts is considered an economic development success, so next steps look to mitigate any negative effects of this economic success. Bexar Street on the other hand continues to strive to achieve economic development and must be innovative in the manner this goal is approached. In the IAD Framework, this analysis can be identified in the Evaluative Criteria of the framework. Identifying next steps from the perspective of each interviewed group allows the opportunity to navigate the best planning options for each location. This then leads to continuing the IAD Framework cycle contributing to the exogenous variables as new planning and economic development initiatives are implemented.

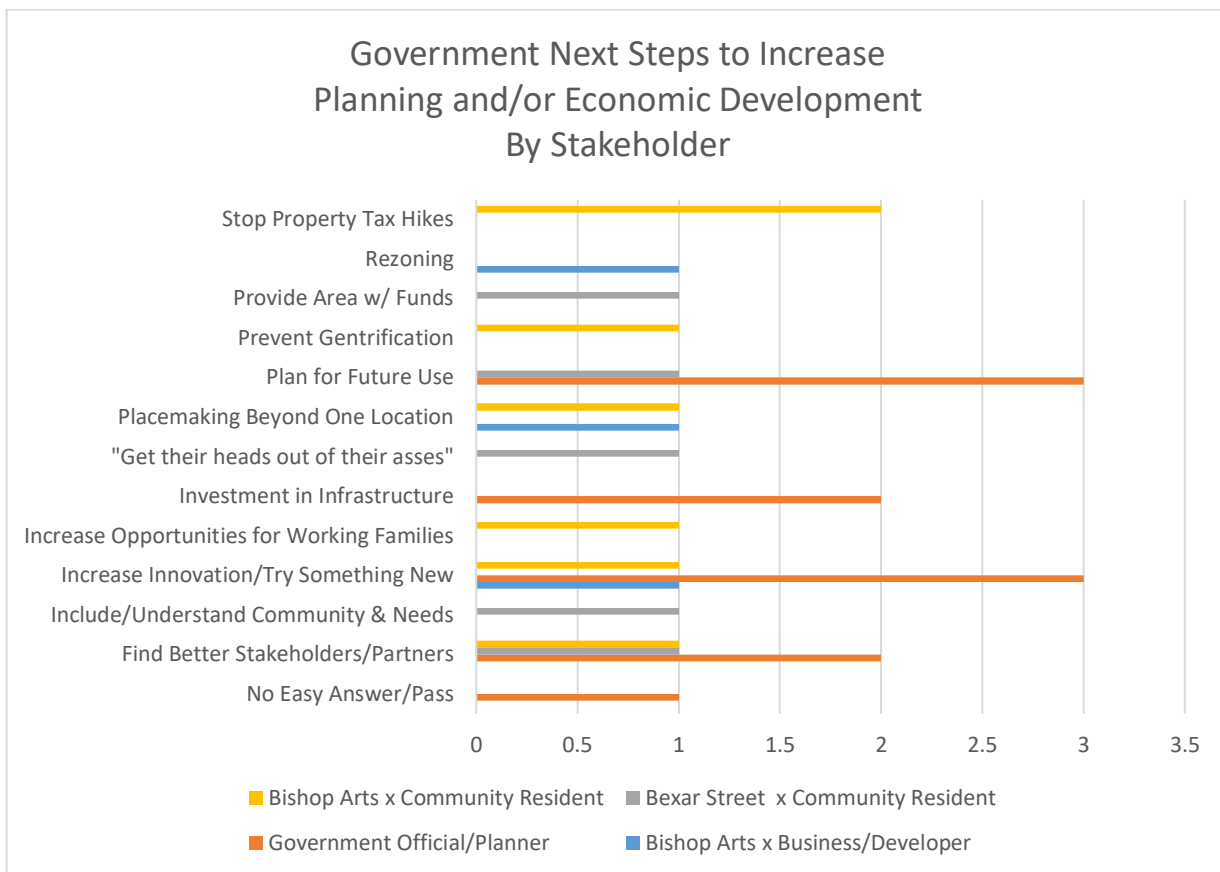


Figure 13

### Involvement History

Government officials and business persons were asked to detail how they became involved in the work they were doing for planning and/or economic development. Answers are found in figure 14 below. This was asked to better understand what contributed to the background of planning practitioners and economic development entities. Understanding their background gives possible insight into why different planning and economic development approaches were utilized as they became involved.

The reoccurring trend with government officials was one of mere coincidence. The two top reasons government officials identified becoming involved included being recruited or hired and by accident or life coincidence with 2 mentions each. Those who identified life coincidence did not

expect to go into local government work, but saw the seed planted early on. In government official 4's case, he states "I ended up meeting this professor who offered me to pay everything, including pay me to go to school, to do this, get a Master's in Urban Studies. I really didn't even know what urban studies was, but I did know what getting it all paid for meant". In his case, the opportunity arose and he grasped it, leading to a career in local government. In government official 5's case, he was recruited into local government. He stated, "Dallas recruited me to come out here to take on the position". In his situation, government official 5 was brought in to work with local government in economic development and planning based off his professional background. The third identified reason for involvement included being an active community member. Government official 9 stated in his case, "I've always been active in the community ever since I became an adult. And so, with two degrees I always wanted to give back with my education and experience". The fact that government official 9 was an active adult in the community led to a path in local government and economic development.

Business persons followed a similar trend of coincidence. However, in the cases of business person involvement, three reasons were identified including by accident or life coincidence, being an active community member, and investment opportunities with 1 mention each. Business person 1 notes his accidental step into develop as "...by accident. I married a girl the weekend after college graduation who had notions of saving the world". As life would have it, this accident led business person 1 into development. However, in business person 14's situation there was a necessity in her involvement. As she recalls, "I had to get involved and I was not gonna lie down for some developer to come in and take the business that I poured my life savings into away from me". Due to the precarious nature of development evolving in the area, business person 14 got involved as an active community member to prevent what she viewed as negative development. In the final identification

of involvement, business person 10 notes her beginnings through investment opportunities. She states, “I was already investing, but all of the properties at the time I was flipping. So, I was just in and then back out... [Then] I decided to buy a house and relocated my business here. I opened a retail store here, bought more buildings here, and more apartment complexes and I got involved in Bishop arts”. In this third type of involvement, the evolution of business growth led to business person 10 getting involved in the development of Bishop Arts.

The identification of how these persons became involved in economic development and planning demonstrates the various backgrounds that play a distinct role into how development is approached. This analysis fits into the exogenous variables section of the IAD Framework, specifically under the attributes of the community. The community contributes to participants in the action arena who then make decisions affecting the action situation and the outcomes of planning and economic development. Although there is no one specific road to planning and economic development, understanding the background of participants can provide insight into what possible planning approaches will be utilized towards economic development.

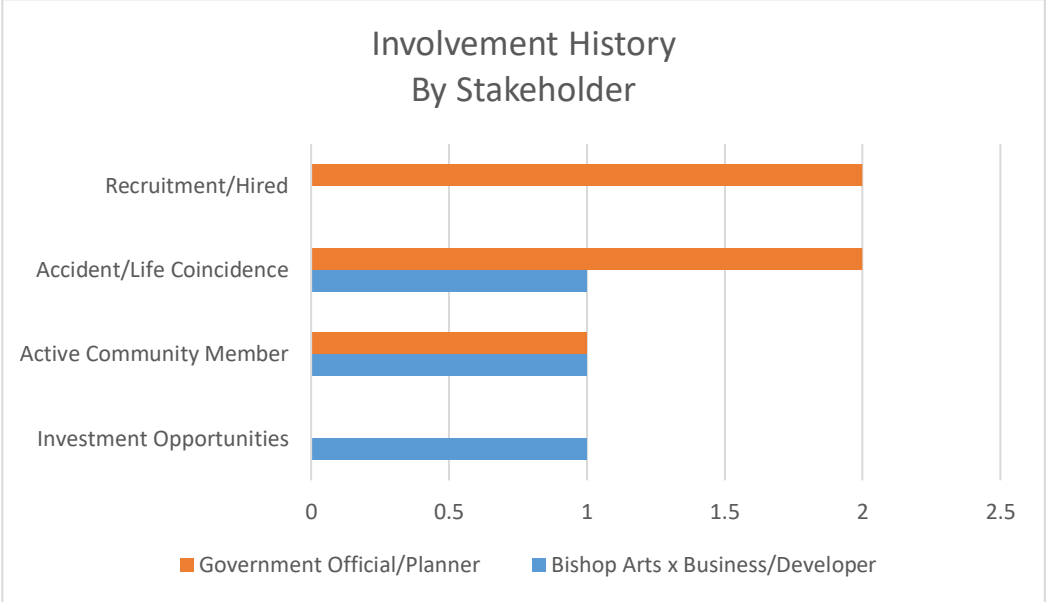


Figure 14

### 6.1.5 - Section 5: Interview Analysis Summary

Through the utilization of interviews the qualitative methodology was applied within the IAD Framework. This allowed the identification of planning approaches used in economic development initiatives in Bishop Arts and Bexar Street. Although transactive planning and market oriented planning were not solidly identified in either location, indicators of both planning approaches were found throughout the interview process. As interview responses indicated planning approaches, the questions posed fit into different parts of the IAD framework that allowed for an exploratory analysis of how planning contributed to economic development in each location. The responses varied between Bishop Arts and Bexar Street as each location had a different setting and challenges to economic development of their respective areas. In addition, each stakeholder group, including government officials, community residents, and business persons demonstrated the wide array of perspectives in regards to economic development and planning. While responses were different, the result of being able to analyze indicators of planning approaches was feasible through the use of the IAD framework.



## 7. Conclusion

In this exploratory case study different types of planning approaches were considered in economic development through the Institutional Analysis and Development (IAD) framework in the New Institutional Economic Theory. McGinnis (2011), notes the basic function of the IAD framework is to “serve as a tool to simplify the analytical task confronting anyone trying to understand institutions in their full complexity” (p. 1). The IAD framework as applied in this research was exploratory in nature and provided insight into how to best delineate planning approaches in economic development efforts. This exploratory research utilized concepts within the IAD framework as broken down by Ostrom (2005) and seen in Figure 1 below to address two primary dissertation questions as specified in the next section.

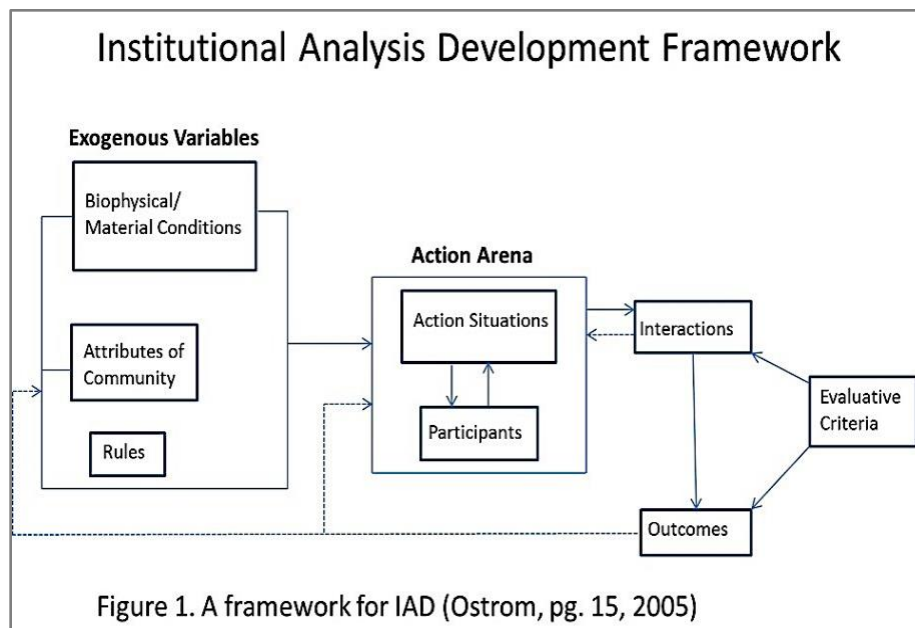


Figure 1

The data collected through descriptive and interview analysis provided a mixed methods approach to analyzing the Bishop Arts and Bexar Street case studies. These specified qualitative and quantitative methods were utilized individually, but applied cohesively through the utilization of the IAD Framework. As each method contributed data for analysis, the data fit into the sections of the IAD Framework. An example includes the descriptive analysis providing data analyzing the attributes of the community through census data, while interview analysis provided data analyzing the attributes of the community through conversations completed with stakeholders.

Specifically in Bishop Arts, general trends saw increases in multiple variables as descriptive analysis was completed. The total population grew in the area and demographic changes occurred with an increase in variety of ethnic groups. In addition, aggregate property values increased and the poverty rates fluctuated throughout the decades. As the descriptive analysis identified positive census trends, interview findings confirmed the growth and changes within Bishop Arts. Community resident 8 highlighted this change stating,

“It’s a double-bladed sword. It’s great if you can afford to live here. It’s great, if you can keep up with your taxes. It’s great, if you want to assimilate to this to this new culture, to the vegan restaurants, the yoga spots, the CrossFit, to the expensive boutiques. They’re just unique...[but] I think it’s horrible for the people that can’t and the love their area. They love their homes, but are going to have to force themselves to find another place and put [their homes] on the market”.

This robust perspective recognized the population increase and demographic variations contributed to the cultural change of the area leading to a shift in the market availability. In addition, the increase in property values are noted to contribute to the increase in taxes leading to displacement of existing community members. As the descriptive analysis provided quantitative analysis of Bishop Arts, the interview findings contributed to the understanding of the changes in this area.

In Bexar Street descriptive analysis trends saw constant decline in multiple variables. The total population in the area consistently declined from 1970 to 2010, with aggregate property values also seeing the same decay. The area saw little change to demographics and the poverty rate was found to be consistently at 100%, with the exception of decline found in 2010. A lack of successful economic development was clear through descriptive analysis and further confirmed through interview findings. Government official 5 recognized this stating initiatives in Bexar Street were “not successful in their creation of jobs and creation of job opportunities for the residents themselves within Bexar Street”. Community resident 17 further validated the decline and unfulfilled development promises stating, “I feel it was a lot of advertisements, great hopes and promises of what this [was] going to be and all of the sudden it wasn’t important. It’s like Bexar Street took the back burner to whatever else that took frontline to Bexar Street”. These interview findings highlight the sentiment and reality behind the data found in census data analysis. Therefore, in this case the integration of analysis provides a broad analysis of Bexar Street and the failure of development efforts contributing to decline in the area. The constant decline found in Bexar Street was confirmed through quantitative analysis of census data and further validated through qualitative analysis of interview findings.

Although both qualitative and quantitative methods were completed individually, both methods were ultimately integrated and contributed to the analysis of attributes of the Bishop Arts and Bexar Street communities within the IAD framework. Ultimately, the use of the IAD framework integrated the two methods of research to then contribute to the exploratory analysis of planning and economic development in each location.

## 7.1 IAD Framework & Planning Approaches

As the IAD framework was utilized to analyze the transactive and market-oriented planning approaches, the following was initially anticipated for each planning approach.

First it must be noted that in transactive planning the emphasis is on the focal point of professional planners and community members bridging the communication gap to contribute to planning. Therefore, under the exogenous variables transactive components would be expected to be identified in the community attributes and rules in use. In the community attributes, the community members in each case study would be expected to be willing to partake in planning and contributing to the complete process. The rules in use would be expected to include local governmental policies that require city planners to interact with community members to initiate and complete planning. In the action arena, the action situation would be expected to include communication between participants, including planners and community members. In the interactions analyzed, the expectation would include cohesive collaboration between planners and community members in the action arena. This would ultimately lead to an expected outcome where the final planning product is a direct result of the collaboration between entities functioning in transactive planning.

In regards to market-oriented planning, the primary focus is decentralized allowing market forces and incentives to dictate planning. In the exogenous variables, market-oriented planning would expect to see community attributes such as community members malleable to market forces through business or market interaction. The rules in use would expect to see limited regulation, such as laws, on market forces to best allow them to evolve naturally and contribute to planning. In the action arena, market-oriented planning would expect the action situation to revolve around market interactions contributing to planning. The participants in the action arena would then include individuals and businesses interaction with the action situation. It would be expected that the

interactions analyzed would focus on the individuals and businesses intermingling with the market forces. Finally, the outcomes expected to be analyzed would include the planning effects as a result of the market interactions.

As indicators of both planning approaches were identified in Bishop Arts and Bexar Street, each location saw the manifestation of the IAD framework analysis develop distinctly.

In Bishop Arts, each step saw indicators leaning towards both the transactive and market-oriented planning approaches. For example, in the exogenous variables an attribute of the community identified Bishop Arts community residents leaning towards transactive planning when the highest priority in defining planning was “setting goals and actions”. The recognition of community members “setting goals and actions” integrates the community into the planning process as found in transactive planning. A secondary definition of planning included the “public and private balance”. This would fit into the rules in use of the exogenous variables and lean towards market-oriented planning. The distinction of “public and private balance” recognizes the relationship between market forces and those who interact within the market sphere. An example of planning identification in the action arena included when interviewed stakeholders specified who they believed played a pivotal roles in planning and economic development. The two top categorizations of participants included local government as identified by community members and the private sector as identified by business persons. The identification of the private sector leaned towards market-oriented planning and market force influence within the action arena and participants. Whereas, the identification of local government leaned towards traditional planning of participants sans the transactive approach. Interviewed stakeholders were also asked to specify whether community input was included in planning and the majority of responses found that yes, community input was included. This question fits as an example of the action situation analysis and the responses

lean towards transactive planning with community members playing a role in planning. In the interactions section of the IAD framework analyzed, stakeholders were asked to identify reasons for change. One of the top responses recognized “developers with vision” as the primary reason for change. In this perspective, the interaction of private entities led to patterns in the action arena and positively affected the development of the area. This leans towards market-oriented planning where the private sector utilized market forces to ensure economic development and planning. Next, as the evaluative criteria section was analyzed, interviewees were asked to identify what next steps local government should take to increase planning and economic development. The top response was to stop property tax hikes, which ultimately does not lean towards transactive planning or market-oriented planning. Finally, in analyzing the outcomes of the IAD framework the question of identifying success or failure attributes identified planning indicators. The top attribute of success was identified as community interaction in Bishop Arts, which leans towards transactive planning in the area. In each section of the IAD framework indicators of planning were found that leaned towards transactive planning or market-oriented planning, and in some cases both.

In Bexar Street, each step of the IAD framework also saw indicators leaning towards the transactive and market-oriented planning approaches. For example, in the exogenous variables community members defined planning primarily as the “compatibility between neighborhood and business”. This statement fits into the rules in use section through informal constraints of exogenous variables and leans towards market oriented planning. This is specifically due to identifying market forces in the form of business as integral to planning. A community attribute noted in defining planning also included “ensuring community and quality of life”. This takes the community perspective into consideration within planning and therefore leans towards transactive planning. The participants in the action arena were analyzed as interviewed stakeholders identified who played a

pivotal role in planning and development. It became apparent that the top answer was local government participants. This identification does not lean towards transactive planning or market-oriented planning in the area, but instead leans towards traditional planning excluding community input. However, stakeholders interviewed were also asked to identify whether community input was solicited. The majority of answers found that yes, community input was included in planning although some found it to be lip service. This question fits into the action situation and the response leans towards transactive planning with community input affecting planning in the area. Moving into the interactions section of the IAD framework, the reasons for change question aided in understanding patterns within the action arena. The top response identified was affordable housing that was brought on through government initiatives. Therefore, this identification once again does not lean towards transactive planning or market-oriented planning. However, in the evaluative criteria section, interviewees were asked to identify what next steps local government should take to increase planning and economic development. The top response in Bexar street included planning for future use and inclusiveness of community needs. Therefore, in this section we saw the push towards planning that is inclusive of the community as found in transactive planning. Finally, the outcomes analyzed included identifying success or failure attributes. The top failure attribute on Bexar Street was the lack of private or market investment. This indicated the lack of market-oriented planning in the area. In the Bexar Street analysis, although indicators of transactive and market-oriented planning were identified, there were instances where neither planning approach was found to be applicable.

Ultimately, both transactive and market-oriented planning indicators were identified utilizing the IAD Framework. The originally expected outcome were not fully identified once analysis was completed. Also it became apparent that neither approach was the sole planning method utilized in Bishop Arts or Bexar Street. Instead a combination of the two planning approaches, in addition to

planning beyond these two approaches, were utilized in economic development initiatives in each location.

## 7.2 Dissertation Questions

*Question 1: Taking policy, institutions, and organizations into consideration, how does the Institutional Analysis and Development (IAD) framework contribute to an exploratory analysis of the market oriented and transactive planning approaches of economic development?*

The IAD framework outlines how economic development and planning can be analyzed and utilized. Each step of the framework addresses policy, institutions, and organizations that directly affect planning and economic development. For the purposes of this exploratory case study, descriptive analysis as quantitative research and interview analysis as qualitative research were the methods utilized within the framework.

The descriptive analysis specified changes in demographic patterns as planning and economic development occurred in Bishop Arts and Bexar Street. Census data collected throughout the decades provided a spot light into the attributes of each community and outcomes, as delineated in the IAD framework. Outcomes were found after economic development and planning initiatives occurred in each location.

The observed variables for the purpose of analyzing the specified case studies included demographics such as race, household income, poverty, and housing value. In regards to race, the demographic variation found in Bishop Arts from 1970 to saw fluctuations due to white flight. However, in Bexar Street, the African American demographic made up the predominant population even with its continuous total population decline. Additionally, in both Bishop Arts and Bexar Street decline, by 2010, the Hispanic demographic made significant population increases in both areas.



When analyzing income, Bexar Street saw a consistent decline from 1970 to 2010. Whereas, Bishop Arts saw varying fluctuations of increase and decrease in average household income. The decline in Bexar Street was distinct and observed as a chronic decline. However, Bishop Arts actually saw increases throughout the decades and only by 2010 was decline noted, which can possibly be attributed to the Great Recession. The poverty status of both Bishop Arts and Bexar Street began with 100% in 1970. Bishop Arts saw fluctuations throughout the decades, but Bexar Street remained at 100% poverty status until 2010. This fluctuation of poverty in Bishop Arts implied economic increase in the area. The same was not observed in Bexar Street with a continuous poverty status for decades, with indicators showing economic change beginning to occur after 2000 and observed in 2010. Two aspects were analyzed in regards to housing values, including median property values and property aggregate value. Both Bishop Arts and Bexar Street saw median property values follow the same decreasing trend from 1990 to 2010. However, Bishop Arts saw a consistent increase when observing the property aggregate value. Bexar Street on the other hand saw consistent decline from 1970 to 2010. Therefore, Bishop Arts experienced success with aggregate property values increasing and Bexar Street did not with aggregate values decreasing as economic development occurred in each location.

Variables identified that may have caused changes in economic development included educational attainment, median age, and total population. When analyzing educational attainment, Bexar street saw significant fluctuations of persons 25 years old or older who have completed high school but no college, but Bishop Arts had only slight changes. Persons who obtained their bachelors or graduate/professional degree however increased in Bishop Arts, with only decline observed in Bexar Street. The markers of educational attainment indicate a location's economic viability. Therefore, as Bishop Arts saw positive increase in upper education attainment, a positive effect on

economic vibrance may have been observed. However, as Bexar street saw a decline in college degree attainment, a negative effect was possibly seen in the area's economic vitality. In regards to median age, both Bishop Arts and Bexar Street saw decline of persons 65+ years old. However, Bishop Arts saw significant increases in the persons 5-17 years old and persons 18-64 years old age groups. This is a positive indicator of a growing younger population, which can be considered a positive indicator of economic development attracting newer populations to the area. Conversely, Bexar Street saw decline from 1970 to 2010 in both these age groups. This being a negative indicator of lacking development in the area contributing to the overall population decline in the area. Throughout the decades, the population of Bishop Arts increased and only saw a slight decrease in 2010. The greater a population in a given area, the greater the opportunity for economic means to thrive, which can be indicative of positive economic development gains in Bishop Arts. However, in Bexar Street constant decline was once again observed from 1970 to 2010. This population regression in the area is only indicative of negative changes that contributed to the failing economic development initiative of the area.

Ultimately, the completed descriptive analysis of the specified variables provided insight into the attributes of the communities under exogenous variables. Throughout the decades as changes occurred in each case study and adjacent census tracts, outcomes were also observed within the IAD Framework.

As census data gave a scope of descriptive analysis into demographic changes of community attributes and outcomes within the IAD Framework, interview analysis provided an evaluation of all parts of the IAD Framework. In the interviews, participants offered perspective into the action situations as economic development and planning occurred in Bishop Arts and Bexar Street. The participants' firsthand knowledge specified information that could not be gleaned from census data

that contributed to analysis of evaluative criteria, interactions, and outcomes. The Interviews detailed how actions occurred in the action arena as economic and planning initiatives took place in Bishop Arts and Bexar Street. The actions of the economic development and planning initiatives as outlined by the interviews detailed information applicable to the types of planning approaches utilized in each location. Although exploratory, distinct features of market oriented and transactive planning were found throughout the interview analysis.

The Institutional Analysis and Development (IAD) provided a framework by which planning approaches of economic development efforts can be methodically identified, analyzed, and utilized. The descriptive analysis method allowed an evaluation of community attributes and outcomes. The use of interview analysis provided an evaluation of the action arena affecting outcomes and exogenous variables.

Following the IAD framework, the initial step of analysis began with the exogenous variables. Through the use of census data in the descriptive analysis, attributes of the communities in Bishop Arts and Bexar Street were identified. This specifically included variables that may cause changes in economic development such as educational attainment, median age, and total population. In addition, the material conditions were analyzed through census data of housing values that provided a look into the physical conditions of each location. As census data provided descriptive analysis of exogenous variables, the interviews conducted also contributed to the analysis of this section in the IAD framework. For example, as interviewees were asked to identify what enhanced or hindered future economic development in each location, the responses identified fit the exogenous variables that contribute to future economic development. This included the identification of vacant land which fits under material conditions, poverty which fits under attributes of the community, and even gentrification which fits under rules as an informal constraint. The three illustrations given are but a

few of many responses where the interviews with stakeholders provided informative background to the exogenous variables of both Bishop Arts and Bexar Street. As the exogenous variables were analyzed in the interview analysis section, indicators of transactive and market-oriented planning became apparent. An example includes the attributes of community identified in the questions posed to distinguish planning and economic development descriptions. In specifying community as integral to planning, government officials leaned towards transactive planning first, but then mentioned the importance of the market which then leaned towards the market-oriented planning approach. As stakeholders described both planning and economic development, they provided descriptions that were indicative of transactive planning and market-oriented planning.

In addition to contributing to the analysis of exogenous variables, the completed interview analysis also provided an exploratory look into the action arena of both Bishop Arts and Bexar Street. In asking interviewed stakeholders to identify who played a pivotal role in the economic development of each location, participants within the action arena of the IAD framework were identified. Furthermore, the possibilities of specific participants could provide further indication of transactive or market-oriented planning. If community members in cohesion with planners played a pivotal role, this would have been an indicator of transactive planning. If business persons and the market played a pivotal role, this would have been indicative of market-oriented planning. In addition, the question to identify whether the community had an input in economic development was also posed to identify if the transactive planning approach was utilized by planners at the helm of economic development in each location. As responses delineated the participants of each location, the conversational setting also provided a look into the action situation and how participants interacted as actors in the action arena of economic development. The action arena is where policy decisions are made by participants

affecting the action situation of planning and economic development. In this exploratory case study, a look into the contributors of economic development was possible through the completed interviews.

As the action situation and participants were analyzed, the next section of the IAD framework was also highlighted. The interactions section of the IAD allows an analysis of how the exogenous variables affect the action arena and how participants in the action arena affect the action situation. For example, this was observed as stakeholders were asked to identify reasons for change in Bishop Arts and Bexar Street. The identification of reasons for change provided an analysis of action taken by participants in the action arena and the identification of the patterns found in the planning and economic development of each area. Again, exploratory in nature, but this provided insight into how different sections of the IAD interact and contributed to the overall analysis of planning and economic development in each location.

In the IAD framework, the next section to affect both the interactions and outcomes sections is the evaluative criteria section. This section provides a baseline or principal for analysis in the interactions and outcomes sections. Interviewees were asked to identify what next steps local government should take to increase planning and economic development. The question posed can then be used as a baseline to analyze the planning and economic development already completed in the action arena of the IAD framework. Stakeholders provided various responses which also contributes to the possible identification of future planning approaches best fit to meet the next step goals specified. For example, government officials with direct knowledge of local government identified plans for future use and increase in innovation as the top two responses to the question. This perspective taken into consideration by government officials still in local government service can then contribute to attributes of the community in the exogenous variables if the IAD framework is to restart. As government official perspectives in the exogenous variables affect the action arena, they

continue to be participants of the action situation in pushing economic development forward in the City. This recommences the IAD framework cycle once again, contributing to how this stakeholder group can utilize planning approaches to meet the goals of plans for future use and increase in innovation. The cyclical nature of the IAD framework functions in the same manner with the remaining stakeholder groups, including business persons and community members, contributing to the cyclical nature of the framework.

Finally, the outcomes section analyzes all previous sections, including the results of the actions taken in the action arena. Both the descriptive and interview analyses provided a breakdown of the planning and economic development outcomes in Bishop Arts and Bexar Street. The descriptive analysis provided a breakdown of exogenous variables prior to planning and economic development. By 2010, the actions taken in the action arena were complete and the descriptive analysis for 2010 census data provided insight to the outcomes of planning and economic development in each location through the observed changes in the variables of race, household income, poverty, and housing. These specified variables are indicators of change in each location and provided a breakdown of outcomes within the IAD framework. This was coupled with the interview analysis, where outcomes were also identified. An example of outcomes in the interview analysis included the question of identifying success or failure attributes of the economic development completed in Bishop Arts and Bexar Street. Not only did this provide a breakdown of the outcomes, but it also provided indicators of planning approaches. An indicator example is the success attribute of community interaction in Bishop Arts. It was noted that the community interaction was part of the planning and economic development in the area and thus an indicator of transactive planning was recognized in this instance.

The application of the IAD framework in the various manners identified demonstrates the framework, as a tool, is equipped to comprehend and analyze planning processes. It allows for an analysis of variables in planning and economic development that traditionally can be complex when taken into consideration without a framework in place.

*Question 2: How does the Institutional Analysis and Development (IAD) framework reveal the dynamics of planning approaches of economic development, the respective applications of these planning theories, and the consequential outcomes of planning?*

This exploratory case study is the first use of the IAD framework to analyze planning approaches used for economic development. Utilizing the IAD Framework as a diagnostic tool in conjunction with case study analysis allowed an exploratory look into the institutional and organizational factors that played a role in planning and economic development Bishop Arts and Bexar Street. As Ostrom & Polski (1999) recognized, the IAD framework helps an analyst to organize and explain behavior in policy systems. The capability of analysis of community change and outcomes over time due to planning and economic development is possible in the IAD framework due to its malleability and specifically the utilization of the action arena. The action arena is where the policy action is located and the focus of policy analysis where planning approaches could best be identified in economic development initiatives.

Due to the exploratory nature of this research, the entire framework was not fully applied in analysis of the Bishop Arts and Bexar Street case studies. However, quantitative and qualitative methods were used to analyze while conceptually applying the IAD framework. This application allowed examination of the dynamics in planning approaches and economic development within the

action arena considered through interviews. The community attributes and outcomes of the applied planning approaches were further explored through the use of descriptive analysis.

Therefore, the IAD framework design allows the opportunity to reveal the dynamics of planning approaches of economic development and the respective applications of these planning theories within the action arena. The consequential outcomes of planning are a direct result by design. The exogenous variables affect the action arena where policy decisions are made and therefore ultimately affect the outcomes observed. The framework provides a structure by which policy decisions, including planning approaches in economic development can be analyzed. As noted in response to question one, the IAD framework not only provided a method of examining policy and actions of policy, but in this exploratory case study it was used to identify indicators of planning approaches. Although both planning approaches were indicated in Bishop Arts and Bexar Street, it was apparent that their application was distinct to each location. The IAD framework sections provided the structure by which the planning approaches were identified and analyzed.

### 7.3 Limitations

As with all case studies, limitations were noted in this exploratory case study. The top limitation recognized was brought on by the COVID-19 pandemic. The pandemic brought the world to a complete halt in every aspect in 2020 and thus also affected the completion of analysis for this case study. In particular, interviews were the most affected. Due to the pandemic, the country including Dallas, Texas, was on complete lockdown as the coronavirus quickly spread early in 2020. In addition, the two areas analyzed in this case study were two hard hit areas in Dallas as data began to come out regarding the impact of the virus in different communities. This is noted to recognize the complete inability of physically going into the analyzed communities for in-person interviews. As research proceeded, I had to depend on social media and word of mouth to identify persons to interview for



this study. The participants interviewed were absolutely wonderful and willing stakeholders who took time out of their day to contribute to the analysis of Bishop Arts and Bexar Street. However, it is recognized that only identifying participants through these specific avenues limited the sampling of contributors and is not fully indicative of the entire spectrum of stakeholders in each location. Therefore, this is recognized as a significant limitation to the exploratory analysis completed.

A secondary limitation of this study was in regards to the identification of planning approaches. The two planning approaches selected and analyzed are not the sole planning approaches available for utilization or analysis of economic development. There is a broad spectrum of planning theories and planning approaches. However, due to the exploratory nature of this case study the two selected planning approaches were utilized to analyze planning in economic development using the IAD framework. In addition, a complete breakdown of planning approach indicators for transactive planning and market-oriented planning was not readily available. Due to this factor, the complexity of identifying planning approaches was compounded as analysis proceeded. This limitation is found within the spectrum of planning theories and planning approaches due to the fact that many theories and approaches overlap in varying aspects and/or were developed congruently leading to the complexities of identifying concrete indicators of each theory or approach. Nonetheless, the exploratory nature of this dissertation allowed flexibility as analysis was completed.

A final limitation of this case study is the fact it was completed during a census year. The data collected in 2010 is significant and different than 2020, with much change occurring within a 10-year span. Unfortunately, as data was actively being collected for the 2020 census, it was impossible to analyze the most up to date 2020 census figures for the description analysis portion of this study. Due to 2020 census estimates unutilized, this limitation led to an analysis of economic development measures and outcomes in Bishop Arts and Bexar Street utilizing census data from 1970 to 2010.

## 7.4 Contributions

This exploratory study initiates the first academic use of the Institutional Analysis and Development (IAD) Framework through the New Institutional Economic Theory to analyze planning approaches utilized in economic development. The application of the IAD Framework provides a structure to the complex academic problem of understanding planning theories and approaches of economic development. A domino effect then ensues as a better comprehension of planning contributes to the evolution and innovation of planning theories and approaches ultimately contributing to the economic development process. Therefore, not only does this study contribute to the academic analysis of planning through a new lense, it contributes to the future possibilities of how planning theories may be developed from thorough academic innovation.

The IAD framework provides a structure by which planning approaches of economic development efforts can be methodically analyzed and applied. The efficacy of economic development is dependent on efficient planning, which is inviable without the comprehension of a setting and its influencers including the institutions and organizations at play. Economic development and revitalization viability can increase when first analyzing exogenous variables, such as institutions, and applying planning approaches based off said analysis. Successful planning framework leads to successful economic outputs from development efforts.

This concept recognizes that not all planning approaches are created equal and with analysis through the IAD framework, the best approach for a specified area can be identified. As urban cores develop and revitalize, utilizing the Institutional Analysis and Development (IAD) framework in the planning process can help prepare for economic success rather than untimely failure.

## 7.5 Recommendations

Due to the exploratory nature of this dissertation, the application of the Institutional Analysis and Development (IAD) framework was not fulfilled in its entirety. I would recommend its full application moving forward for all entities looking to positively impact economic development with the use of planning approaches.

For practitioner utilization, it would be beneficial to create a breakdown of the various planning approaches available and specified indicators of each approach. This can then tie into the utilization of the IAD Framework with readily available planning approaches that can be considered and utilized in the IAD action arena.

As locations look to economically develop, it should be a top priority to consider optimal planning approaches for a given area. The one size fits all method is not viable in economic development and in order to best serve a location it is crucial to utilize the ideal planning approach. The application of the IAD framework provides an outline by which planning approaches and economic development can either be analyzed and/or applied. The framework allows analysis of what has been done in the past and prepares for what can be done in the future. It recognizes the cyclical nature of policy, planning, and economic development where cause and effect can easily intertwine.

## Appendix A: Interview Sections & Research Questions

For interview data collection, I acquired approval from the UT Arlington Institutional Review Board (IRB No: 2020-0634). The sections and research questions used for the purpose of analysis are fully specified below.

### Section 1: Demographics

- 1) How long have you been in (Bishop Arts or Bexar Street or the City of Dallas)?
- 2) What is your age range? (Example: 20-30, 30-40, etc.)

### Section 2: Planning Knowledge/ Interviewee Perspective

#### *Residents*

- 1) According to you,
  - a. What would you consider to be planning?
  - b. What is planning for economic development?
  - c. What would be involved in good development planning?
  - d. How would you achieve good development planning? Any examples?
- 2) According to you, what do you consider to be economic development?
  - a. What is good economic development to you? What would you potentially see from good economic development?
  - b. How would you achieve good economic development? Any examples?

#### Local Businesses & Developers

- 1) According to you, what do you consider to be development planning?
  - a. What is successful development planning to you?
  - b. How do you achieve successful development planning?
- 2) According to you, what do you consider to be economic development?
  - a. What is successful economic development to you?
  - b. How do you achieve successful economic development?
- 3) What are the deficiencies of planning and/or economic development?
  - a. Hindrances?
- 4) What have you learned or gained from your planning and/or development work during the years?

#### Government Officials & Planners

- 1) According to you, what do you consider to be development planning?
  - a. What is good development planning to you?
  - b. How do you achieve good development planning?
- 2) According to you, what do you consider to be economic development?
  - a. What is good economic development to you?
  - b. How do you achieve good economic development?
- 3) How did you start your work at this organization and how does it relate to economic development or planning?

- a. What have you learned or gained from your work throughout the years?
- 4) What are the deficiencies of economic development and planning? Hindrances?

### Section 3: Planning & Economic Development Rating

#### *Residents*

- 1) In terms of planning, how has the area changed since you arrived? Or, changed overtime?
- 2) In terms of economic development, how has the area changed since you arrived? Or, changed overtime?
- 3) What do you think are the major reasons for the changes in (Bishop Arts or Bexar Street)? (Examples: demographic change, population increase, etc.)
  - a. From your perspective, what are some positive changes?
  - b. From your perspective, what are some negative changes?
- 4) What do you think of the outcomes of the planning and economic development initiatives in Bishop / Bexar?

#### Local Businesses & Developers

- 1) Do you attribute the success (or failure) of economic development in (Bishop Arts or Bexar Street) to any specific reasons? Or any type of planning?
- 2) Specifically, why has economic development been successful (or unsuccessful) in (Bishop Arts or Bexar Street) compared to other locations in southern Dallas?
- 3) What do you think is enhancing (or hindering) future economic development planning in the (Bishop Arts or Bexar Street)?

#### Government Officials & Planners

- 1) Specifically, why has economic development been successful (or unsuccessful) in (Bishop Arts or Bexar Street) compared to other locations in southern Dallas?
- 2) Do you attribute the success (or failure) of economic development in (Bishop Arts or Bexar Street) to any specific reasons? Or any type of planning?
- 3) What do you think is enhancing (or hindering) economic development planning in the (Bishop Arts or Bexar Street)?

### Section 4: Community or Professional Input

#### *Residents*

- 1) Was community input solicited in the planning process? If yes, how?
- 2) What role did the local community have in planning and economic development?
  - a. Or lack of it?
- 3) What do you think about planning? What do you think about economic development? What do you think about community input? in (Bishop Arts or Bexar Street)?
- 4) Do you believe local government interaction with the City of Dallas, the private sector, and/or the community has played a pivotal role in the success (or failure) of development in (Bishop Arts or Bexar Street)?
  - a. Who of the 3 took a lead in economic development efforts?
  - b. What is the level of interaction between (or role of) the different sectors and the community in the development process?

- 5) Did you ever have any formal or informal interactions of meetings with city planners/ city officials/ economic development professionals in Bishop Arts or Bexar Street?"
  - a. If so, was it a formal meeting? Yes/No. Describe
  - b. Was it an informal gathering? Yes/ No. Describe.
  - c. Whom did you meet?
    - i. How many times?
    - ii. Who were involved?
    - iii. Who took the lead?
    - iv. Were these meetings facilitated? If yes, by whom?
    - v. What were the objectives of these meetings?
    - vi. What were the outcomes of these meetings?
- 6) What do you think the city of Dallas should do to increase economic development in this area?
  - a. Do you believe local government interaction with the community has played a pivotal role in the outcome of this development? If yes, how? If no, why?

#### Local Businesses & Developers

- 1) Do you believe local government interaction, the private sector, and/or the community has played a pivotal role in the success (or failure) of development in (Bishop Arts or Bexar Street)?
  - a. Who of the 3 took a lead in economic development efforts?
  - b. What is the level of interaction between (or role of) the different sectors and the community in the development process?
- 2) What do you think should be done at the local government level to increase planning and/or economic development in (Bishop Arts or Bexar Street)?
  - a. Do you believe local government interaction has played a pivotal role in the success of this development?
- 3) How did you become involved in the work you are doing for planning and/or economic development in (Bishop Arts or Bexar Street)?
- 4) What role do you think the local community had in planning and economic development?
  - a. Or lack of it?

#### Government Officials & Planners

- 1) What role do you think the local community had in planning and economic development?
  - a. Or lack of it?
- 2) Do you believe local government interaction, the private sector, and/or the community has played a pivotal role in the success (or failure) of development in (Bishop Arts or Bexar Street)?
  - a. Who of the 3 took a lead in economic development efforts?
- 3) What do you think should be done at the government or local level to increase economic development in (Bishop Arts or Bexar Street)?

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