

CITY PLAN COMMISSION

THURSDAY, March 26, 2026

Planner: Lori Levy, AICP

FILE NUMBER: Z-26-000017 **DATE FILED:** February 10, 2026

LOCATION: West line of Haverhill Lane, north line of Elam Road, and east line of N. Prairie Creek Road

COUNCIL DISTRICT: 5

SIZE OF REQUEST: 1.31 Acres **CENSUS TRACT:** 481130118004

OWNER: James (Kent) Carter / Casas Realidad, LP

APPLICANT: Rob Baldwin / Baldwin Associates, LLC

REQUEST: An application for MU-1 Mixed-Use District on property zoned NO(A) Neighborhood Office District with D-1 Liquor Control Overlay District and R-7.5(A) Residential District.

SUMMARY: The purpose of the request is to allow a mix of uses on the property.

STAFF RECOMMENDATION: Approval.

BACKGROUND INFORMATION:

- The area of request is currently zoned NO(A) Neighborhood Office District with D-1 Liquor Control Overlay District and R-7.5(A) Residential District and is undeveloped (approx. 57,063 sf in total size).
- Most of the property is zoned NO(A) Neighborhood Office District and D-1 Dry Overlay District with the northern portion zoned R-7.5(A) Residential District.
- The applicant and property owner of the subject site also owns the property adjacent to the west across N. Prairie Creek Road. City Council approved for MU-1 Mixed Use District on September 24, 2024.
- The property immediately to the east is zoned NO(A) Neighborhood Office District and is undeveloped. This property and the properties to the east have a pending zoning request for MF-1 Multifamily District. The zoning adjacent to the north and northeast are zoned R-7.5(A) Residential District and are undeveloped
- The property immediately adjacent to the north, south, and southwest is also zoned R-7.5(A) Residential District and is mostly developed with residential uses and an institutional use – church immediately adjacent to the south across Elam Road and parks/open space - Crawford Memorial Park catacorner to the southwest across Elam Road.
- The property has frontage on Elam Road, Haverhill Lane, and N. Prairie Creek Road.
- The applicant is requesting a zoning change to MU-1 Mixed-Use District to develop the property with a mix of uses.

Zoning History:

There have been two zoning cases in the area within the last five years.

1. **Z234-147:** On September 24, 2025, City Council approved MU-1 Mixed-Use District on property zoned R-7.5(A) Residential District on the northwest corner of Elam Road and North Prairie Creek Road.
2. **Z-25-000032:** An application is pending for a zoning change from NO(A), Neighborhood Office District, CR Community Retail District, and R-7.5(A) Residential District with removal of deed restrictions for DR Z867-114 and to amend deed restrictions for DR Z145-230 for MF-1 Multi Family District on property zoned NO(A) Neighborhood Office District, CR Community Retail District,

and R-7.5(A) Residential District with DR Z867-114 and DR Z145-230 on the north line of Elam Road, between Haverhill Lane and Southgate Lane.

Thoroughfares/Street:

Thoroughfare/Street	Type	Existing/Proposed ROW
Elam Road	PA – Principal Arterial	100'
Haverhill Lane	Local Street	--
N. Prairie Creek Road	PA – Principal Arterial	100'

Traffic:

The Transportation Development Services Division of the Transportation Department has reviewed the request and determined that it will not significantly impact the surrounding roadway system. Staff will continue to review engineering plans at the time of permitting to comply with city standards.

STAFF ANALYSIS

• **Comprehensive Plan Consistency Review:**

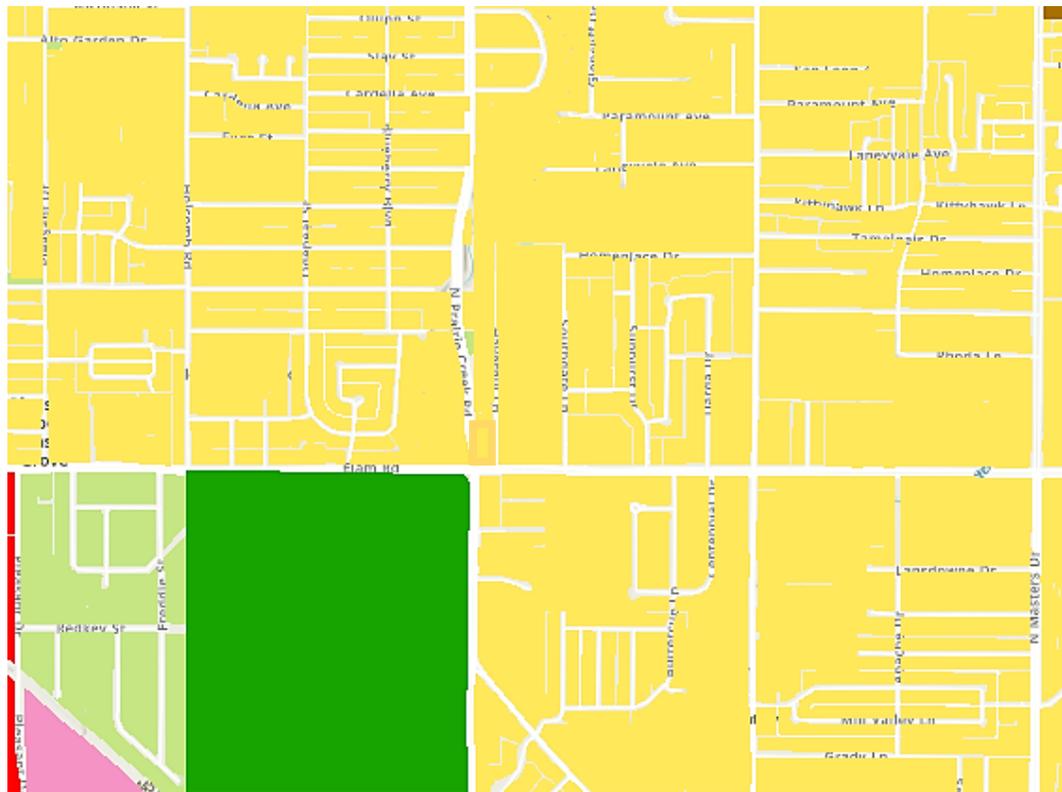
- ForwardDallas 2.0 is the citywide Comprehensive Plan for future land use in the City of Dallas. Adopted by the City Council in September 2024, the plan includes a future land use map, and guidance for a future vision of the City of Dallas. It also establishes goals and guidelines for land use and other decisions by the City. According to the City of Dallas’s Development Code, the comprehensive plan serves merely as a guide for rezoning requests, but does not establish zoning boundaries nor does it restrict the City’s authority to regulate land use.

• **Consistency Review Recommendation**

- The proposed zoning change to mixed-use is consistent with Forward Dallas 2.0 as the site is completely within the Community Residential placetype which is primarily intended for single-family homes with parks, schools, and places of worship interspersed throughout, providing focal points for community activity. Local commercial and office uses, as well as neighborhood-scaled apartments, may also be found, generally along main streets and at intersections, offering convenient access to goods and services, promoting a greater mix of uses, and supporting active, walkable environments.

• **Placetype Summary**

Placetypes describe the long-term vision and desired building and preservation characteristics for different places within the city including neighborhoods, mixed-use areas, employment and industry centers, and open spaces. Local commercial and office uses, as well as neighborhood-scaled apartments, may also be found, generally along main streets and at intersections, offering convenient access to goods and services, promoting a greater mix of uses, and supporting active, walkable environments.



LEGEND

- | | |
|--|---|
|  Regional Open Space |  City Center |
|  Small Town Residential |  Institutional Campus |
|  Community Residential |  Flex Commercial |
|  City Residential |  Industrial Hub |
|  Regional Mixed-Use |  Logistics/Industrial Park |
|  Neighborhood Mixed-Use |  Airport |
|  Community Mixed-Use |  Utility |

Other Contextual comments related to long-range plan

Area Plans

While there is no Area Plan relevant for this area on the north side of Elam Road, the 266-acre Crawford Memorial Park adjacent to the property on the southwest corner of Elam Road and N. Prairie Creek Road as been recommended to be considered a ‘Signature Park’ by the City of Dallas Park & Recreation Department with goals and objectives contained within the Crawford Memorial Park Master Plan. The main objectives of the masterplan include: 1). Meeting the recreational needs of the local community and City, 2). Preserve and capitalize on key assets of the park, 3). Create a sense of identity and place, 4). Improve park safety, 5). Promote sustainability, and 6). Increase access to the special places within the park.

A “Signature Park’ is defined as, a premier public park and recreation facility that is: 1). Financially sustainable, 2). Adds to the quality of life for Dallas citizens, 3). Meets the park and recreational needs of local and regional citizens, and 4). Helps to position the City of Dallas as a regional and national destination.

Amenities include, a 45 to 50-acre lake – Crawford Lake with dam structure with artistic spillway, north trail crossing over prairie creek, lake edge erosion control, temporary boat access, and a south trail loop. Other amenities call for the renovation of East Park with flex space, tree canopy play area, large picnic pavilion, 2 basketball courts, 2 tennis courts, restrooms, east lake trail and lake overlooks, and artistic boardwalk and fishing pier.

A loop road around Crawford Lake with parallel parking, a boat ramp, southwest artistic boardwalk and fishing pier with sculptural gateways on the southeast and southwest areas are included.

Phase 1 of the masterplan has been completed and an amendment to the plan added an aquatic center.

Land Use:

	Zoning	Land Use
Site	NO(A) with D-1 Liquor Control	Undeveloped

	Overlay/R-7.5(A)	
North	R-7.5(A)	Undeveloped
South	R-7.5(A)	Single Family/Institutional (Church)
East	NO(A)/R-7.5(A)	Undeveloped
West	MU-1	R.O.W./Undeveloped

Land Use Compatibility:

The area of request is currently mainly zoned NO(A) with D-1 Liquor Control Overlay District and R-7.5(A) Residential District on the northern portion of the site and is undeveloped. The property is owned by the immediately adjacent property owner to the west across N. Prairie Creek Road that was rezoned to MU-1 on September 24, 2025, and is also undeveloped.

Zoning adjacent to the east along Haverhill Lane is currently zoned NO(A) Neighborhood Office District and is undeveloped. This property and the properties to the east have a pending zoning request for MF-1 Multifamily District. The zoning adjacent to the north and northeast are zoned R-7.5(A) Residential District and are undeveloped.

Zoning to the south, southeast, and southwest is predominately R-7.5(A) and developed with single family uses, institutional – New Millenium Bible Church, and Crawford Memorial Park, respectively. With a mix of residential and neighborhood serving retail and personal service uses along Elam Road to the east, the 266-acre ‘Significant Park’ – Crawford Memorial Park and DART light rail station within a ½ mile of the site, to the west on Elam Road, and the recently approved MU-1 District to the west owned by the same property owner, a mix of uses seems appropriate. For these reasons, staff finds the applicant’s requested zoning change to the MU-1 Mixed-Use District compatible with the Community Residential placetype character designation of the Comprehensive Plan that also includes mixed-uses as a secondary use.

Staff supports the applicant’s request and finds the proposed rezoning to be appropriate for this area as it would not be detrimental to surrounding uses. This compatibility is further reflected in the development standards comparison table below.

Development Standards:

The following is a comparison chart of the development standards for the current R-7.5(A) Residential District, NO(A) District and the proposed MU-1 Mixed-Use District for comparison.

District	Setback		Density/ FAR	Height	Lot Cvrg	Special Standards	Primary Uses
	Front	Side/Rear					
Existing: R-7.5(A)	25'	5' SF Other: 10'/15'	N/A	30'	45% Resid. 25% Otherwise	Min. Lot Size, Electrical Service for SF	Agricultural, Institutional and Community Services, Recreational, Utility and Public Service Uses
Existing: NO(A)	15'	20' adj. to resid., including alleys Otherwise: 0'	N/A 0.5	35' Hip, Gable, Gambrel Roof; otherwise, 30' (unless restricted by RPS) 45*	50%	RPS, DIR (6,000 trips or > and 500 trips per acre/per day), Visual Intrusion, Screening Parking Lots from Street, Rear/Side Yard Screening from Resid.	Agricultural, Institutional and Community Service, Recreation, Resid. (College, Dorm, Fraternity, Sorority), Retail and Personal Service, Utility and Public Service
Proposed: MU-1	15'	20' adj. to Resid. Otherwise, 0'	20 DU/AC (with 2 cat. resid. not included in calc) / 1.0 (2 with resid.)	90' (mix of 2-no retail); Max. 7-stories	80% 85% (with MIHBD)	RPS, Urban Form Setback, Tower Spacing, MIHBD Transit Proximity (with MIHBD)	Ag, Comm./Bus. Srvcs., Instit./ Commun., Office, Rec., Resid., Retail/Pers., Transp., Util./Pub Srvc., Warehouse/ Distrib/ Storage

*If SB 840 is determined as applicable to the site through the qualification process of Permitting, modified development standards would apply: Height no less than 45 feet, no FAR limits would be applicable in either district, only when developing a project with a significant multifamily portion. When developing primarily commercial projects, base standards apply. As SB 840 also calls for minimum maximum heights of 45 feet, RPS would not apply to development of multifamily or mixed use residential in the existing zoning.

Land Use Comparison

Following is a comparison table showing differences in permitted uses between the existing and proposed zoning districts.

LEGEND

•	Use permitted by right
S	Use permitted by Specific Use Permit
D	Use permitted subject to Development Impact Review
R	Use permitted subject to Residential Adjacency Review
★	Consult the use regulations in Section 51A-4.200, 51A-4.204, 51A-4.209, 51A-4.213

Use	Existing	Existing	Proposed
	R-7.5(A)	NO(A)	MU-1
AGRICULTURAL USES			
Crop production	•	•	•
COMMERCIAL AND BUSINESS SERVICE USES			
Building repair and maintenance shop			
Catering service			•
Commercial bus station and terminal			
Commercial cleaning or laundry plant			
Custom business services			•
Custom woodworking, furniture construction, or repair			
Electronics service center			•
Job or lithographic printing			
Labor hall			S
Machine or welding shop			
Machinery, heavy equipment, or truck sales and services			
Medical or scientific laboratory			S
Technical school			
Tool or equipment rental			

	Existing	Existing	Proposed
Use	R-7.5(A)	NO(A)	MU-1
Vehicle or engine repair or maintenance			
INDUSTRIAL USES			
Alcoholic beverage manufacturing			
Gas drilling and production	S	S	S
Gas pipeline compressor station			
Industrial (inside)			
Industrial (inside) for light manufacturing			
Industrial (outside)			
Medical/infectious waste incinerator			
Metal salvage facility			
Mining			
Municipal waste incinerator			
Organic compost recycling facility			
Outside salvage or reclamation			
Pathological waste incinerator			
Temporary concrete or asphalt batching plant	S	S	S
INSTITUTIONAL AND COMMUNITY SERVICE USES			
Cemetery or mausoleum	S	S	S
Child or adult care facility	★	•	•
Church	•	•	•
College, university, or seminary	S		•
Community service center	S	S	S
Convalescent and nursing homes, hospice care, and related institutions			R
Convent or monastery	S		•
Foster home	S		•
Halfway House			
Hospital			S
Library, art gallery, or museum	S	•	•
Open-enrollment charter school or private school	S	S	S
Public school other than an open-enrollment charter school		R	R
LODGING USES			
Extended stay hotel or motel			S
Hotel or motel			S★
Lodging or boarding house			
Overnight general purpose shelter			
Short-term rental lodging			•
MISCELLANEOUS USES			

	Existing	Existing	Proposed
Use	R-7.5(A)	NO(A)	MU-1
Attached non-premise sign		S	S
Carnival or circus (temporary)	★	★	★
Hazardous waste management facility			
Placement of fill material			
Temporary construction or sales office	•	•	•
OFFICE USES			
Alternative financial establishment			
Financial institution without drive-in window		•	•
Financial institution with drive-in window			D
Medical clinic or ambulatory surgical center		•	•
Office		•	•
RECREATION USES			
Country club with private membership	S	•	•
Private recreation center, club, or area	S	S	•
Public park, playground, or golf course	•	•	•
RESIDENTIAL USES			
College dormitory, fraternity, or sorority house		S	S
Duplex			•
Group residential facility			★
Handicapped group dwelling unit	★		★
Manufactured home park, manufactured home subdivision, or campground			
Multifamily			•
Residential hotel			•
Retirement housing			•
Single family	•		•
RETAIL AND PERSONAL SERVICE USES			
Alcoholic beverage establishments			★
Ambulance service			
Animal shelter or clinic without outside runs			R
Animal shelter or clinic with outside runs			
Auto service center			R
Bail Bonds			
Business school		S	•
Car wash			
Commercial amusement (inside)			S★
Commercial amusement (outside)			S
Commercial motor vehicle parking			
Commercial parking lot or garage			R

	Existing	Existing	Proposed
Use	R-7.5(A)	NO(A)	MU-1
Convenience store with drive-through			
Drive-in theater			
Dry cleaning or laundry store			•
Furniture store			•
General merchandise or food store 3,500 square feet or less			•
General merchandise or food store greater than 3,500 square feet			•
General merchandise or food store 100,000 square feet or more			S
Home improvement center, lumber, brick or building materials sales yard			
Household equipment and appliance repair			
Liquefied natural gas fueling station			
Liquor store			
Massage Parlors			
Mortuary, funeral home, or commercial wedding chapel			•
Motor vehicle fueling station			•
Nursery, garden shop, or plant sales			•
Outside sales			
Paraphernalia shop			S
Pawn shop			
Personal service use up to 1,000 square feet in floor area		L	•
Restaurant without drive-in or drive-through service		S	R
Restaurant with drive-in or drive-through service			
Surface parking			
Swap or buy shop			S
Tattoo or body piercing studio			
Taxidermist			
Temporary retail use			•
Theater			•
Truck stop			
Vehicle display, sales, and service			
TRANSPORTATION USES			
Airport or landing field			
Commercial bus station and terminal			
Heliport			
Helistop			

	Existing	Existing	Proposed
Use	R-7.5(A)	NO(A)	MU-1
Private street or alley	S		
Railroad passenger station			
Railroad yard, roundhouse, or shops			
STOL (short take-off or landing port)			
Transit passenger shelter	★	•	•
Transit passenger station or transfer center	S	S★	S
UTILITY AND PUBLIC SERVICE USES			
Commercial radio or television transmitting station	•		•
Electrical generating plant			
Electrical substation	S	S	•
Local utilities	S, R, ★	S, R, ★	S, R, ★
Police or fire station	S	S	•
Post office		S	•
Radio, television, or microwave tower	S	S	S
Refuse transfer station			
Sanitary landfill			
Sewage treatment plant			
Tower/antenna for cellular communication	★	★	★
Utility or government installation other than listed	S	S	S
Water treatment plant			
WHOLESALE, DISTRIBUTION, AND STORAGE USES			
Auto auction			
Building mover's temporary storage yard			
Contractor's maintenance yard			
Freight terminal			
Livestock auction pens or sheds			
Manufactured building sales lot			
Mini-warehouse			S
Office showroom/warehouse			
Outside storage			
Petroleum product storage and wholesale			
Recycling buy-back center			★
Recycling collection center	★		★
Recycling drop-off container		★	★
Recycling drop-off for special occasion collection	★	★	★
Sand, gravel, or earth sales and storage			
Trade center			
Vehicle storage lot			

	Existing	Existing	Proposed
Use	R-7.5(A)	NO(A)	MU-1
Accessory Use	R-7.5(A)	NO(A)	MU-1
Warehouse			
Community center (private)	S		
Day home			
Game court (private)			
General waste incinerator			
Helistop			S
Home occupation			
Medical/infectious waste incinerator			
Outside display of merchandise			
Outside sales			
Pathological waste incinerator			
Pedestrian skybridge			
Private stable			
Swimming pool (private)	•		

Landscaping:

The site is undeveloped. Any future development of the property would necessitate compliance with Article X, Landscaping and Tree Conservation Regulations.

Parking:

Under the requested MU-1 Mixed-Use District, the applicant proposes a mix of uses for the property.

At permitting, the applicant would be required to comply with the current standard parking regulations per the Dallas Development Code.

Market Value Analysis:

Market Value Analysis (MVA), is a tool to aid residents and policy-makers in understanding the elements of their local residential real estate markets. It is an objective, data-driven tool built on local administrative data and validated with local experts. The analysis was prepared for the City of Dallas by The Reinvestment Fund. Public officials

and private actors can use the MVA to target intervention strategies more precisely in weak markets and support sustainable growth in stronger markets. The MVA identifies nine market types (A through I) on a spectrum of residential market strength or weakness. As illustrated in the attached MVA map, the colors range from purple representing the strongest markets (A through C) to orange, representing the weakest markets (G through I). The area of request is in an “H” MVA area. The site is completely, surrounded by the “H” MVA area to the north, south, east, and west immediately adjacent to the site and beyond.

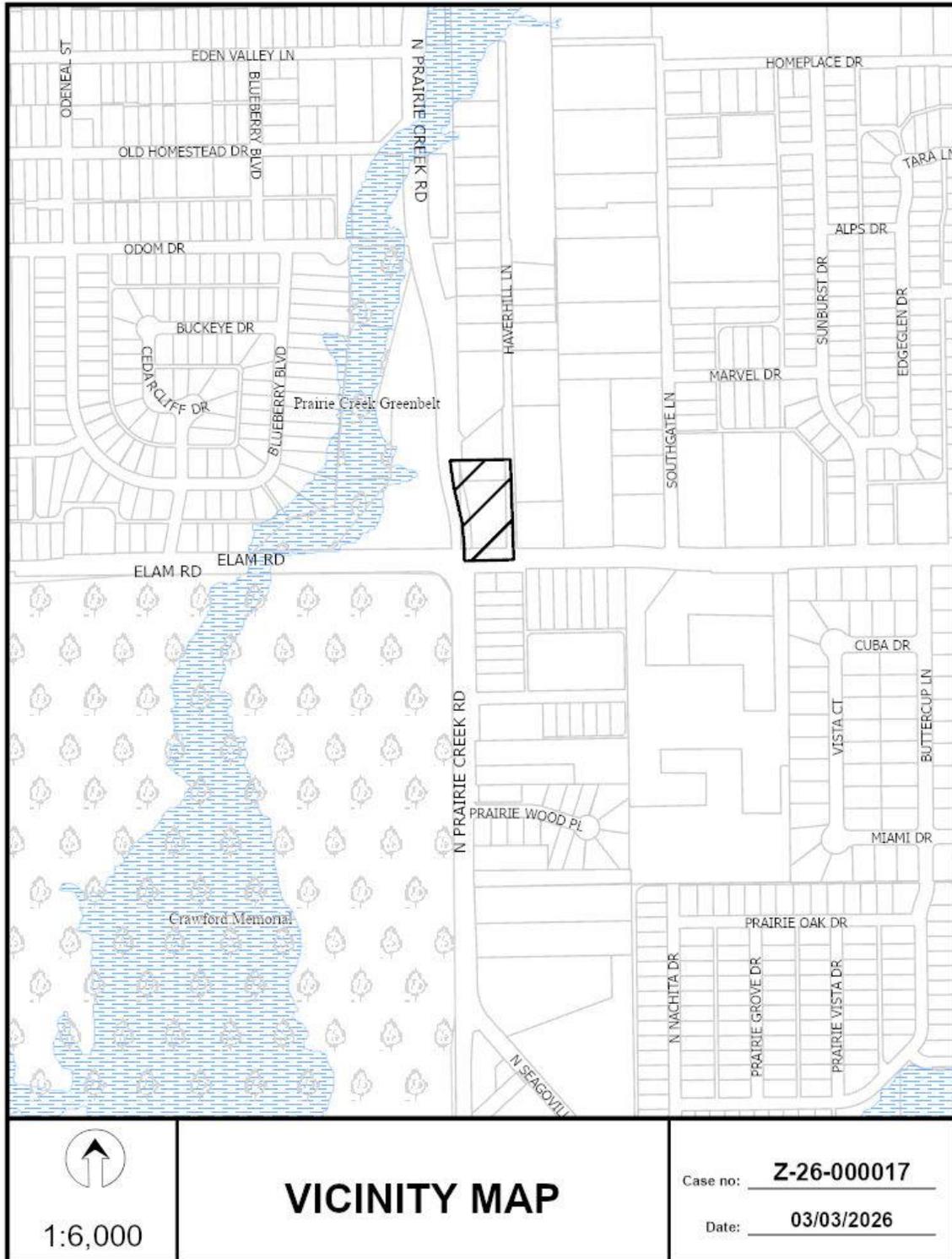
List of Officers

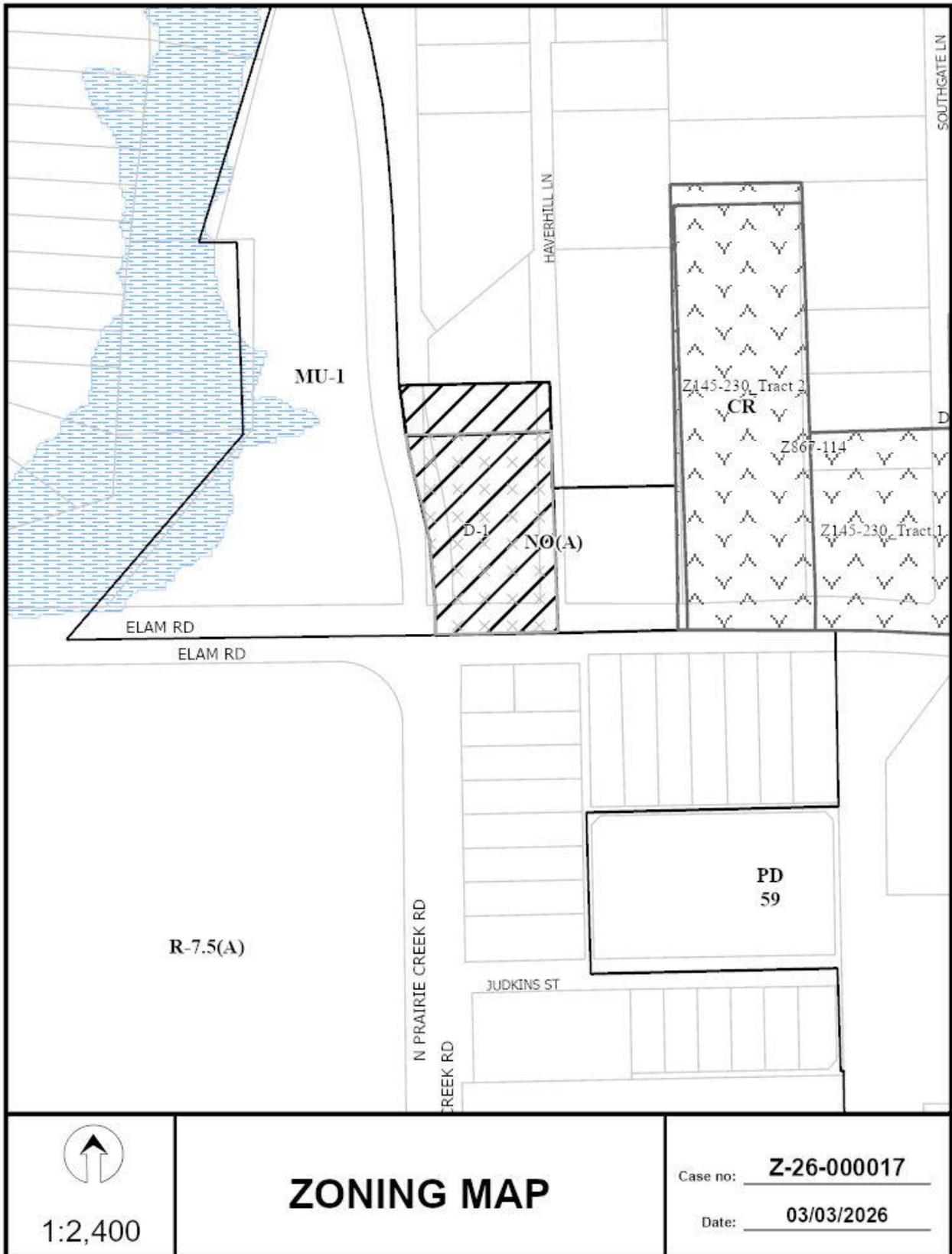
Casas Realidad, LP

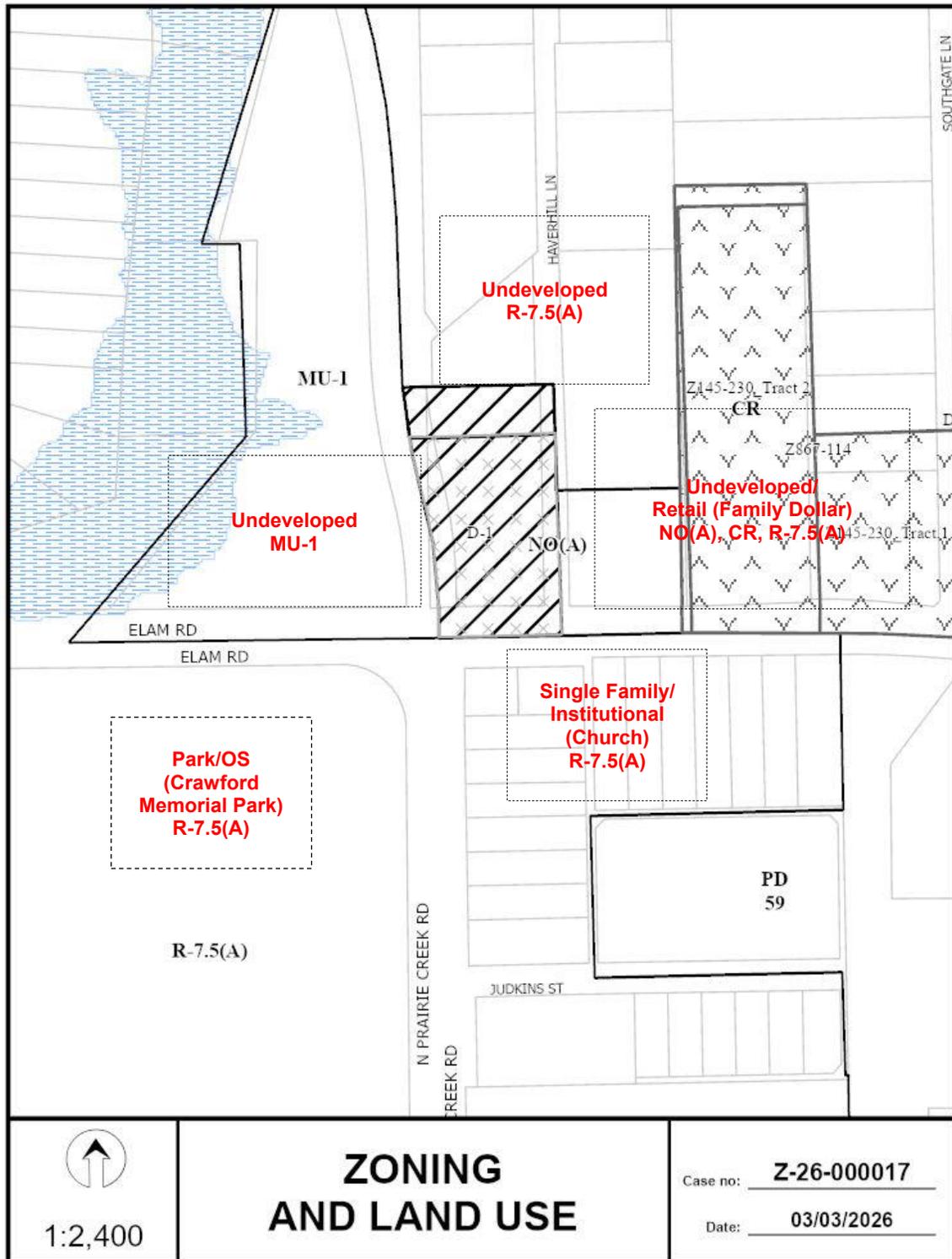
James K. Carter, President

James K. Carter, Jr., Vice President

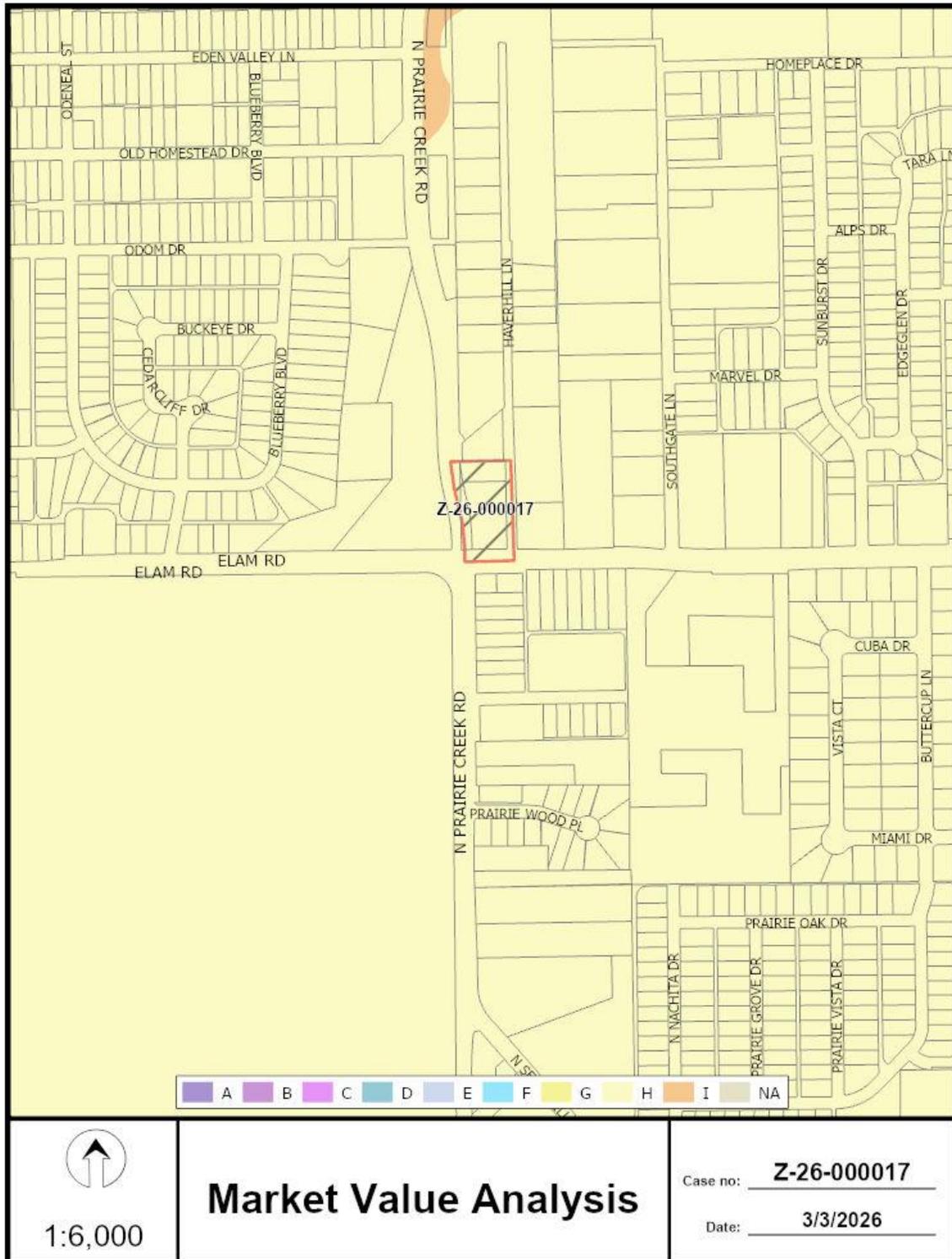
Vicki Carter, Secretary











03/03/2026

Notification List of Property Owners

Z-26-000017

16 Property Owners Notified

<i>Label #</i>	<i>Address</i>	<i>Owner</i>
1	538 HAVERHILL LN	CASAS REALIDAD LP
2	8702 ODOM DR	CARTER KENT & VICKI REVOCABLE
3	9116 ELAM RD	STEARN DERRICK LEDON
4	9030 ELAM RD	NEW MILLENNIUM BIBLE FELLOWSHIP
5	9104 ELAM RD	ORTIZ ROSA MARINA JIMENEZ &
6	9110 ELAM RD	SHORT RICHARD L
7	442 N PRAIRIE CREEK RD	BUSTOS DARLINE
8	450 N PRAIRIE CREEK RD	MARTINEZ BENITO & JUANA
9	446 N PRAIRIE CREEK RD	RAMIREZ IRMA
10	438 N PRAIRIE CREEK RD	RUELAS DIEGO &
11	434 N PRAIRIE CREEK RD	BENITEZ LUCIO & PAULINA C
12	9019 ELAM RD	LAWVER ROY V & LURLENE O
13	614 HAVERHILL LN	CARTER KENT
14	607 HAVERHILL LN	BLANFORD GLADYS MAE
15	533 HAVERHILL LN	PADGETT SHERRY
16	9129 ELAM RD	TSOU SHENGYUNG