

**FILE NUMBER:** Z223-210(MP) **DATE FILED:** February 21, 2023

**LOCATION:** South line of Walnut Street, east of Abrams Road

**COUNCIL DISTRICT:** 10

**SIZE OF REQUEST:** Approx. 4.100 acres **CENSUS TRACT:** 48113019034

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**REPRESENTATIVE:** Suzan Kedron, Jackson Walker LLP

**OWNER:** Dallas College

**APPLICANT:** Dallas County Hospital District

**REQUEST:** An application for a Planned Development District for R-1/2ac(A) Single Family District uses and medical clinic or ambulatory surgical center uses with consideration for an NS(A) Neighborhood Service District on property zoned an R-1/2ac(A) Single Family District with Specific Use Permit No. 651 for a college, university, or seminary.

**SUMMARY:** The purpose of the request is to allow for modified development standards primarily related to uses, floor area, and parking to develop a medical clinic or ambulatory surgical center.

**STAFF RECOMMENDATION:** Approval of an NS(A) Neighborhood Service District, in lieu of a Planned Development District.

## **BACKGROUND INFORMATION:**

- The area of request is currently zoned an R-1/2ac(A) Single Family District and is currently undeveloped.
- As the area of request shares a parcel with Richland College, it also includes the existing SUP approval for Specific Use Permit No. 651 for a college, university, or seminary. The applicant is not requesting to amend the provisions of SUP No. 651. SUP No. 651 was approved in 1974, with no expiration date. It was last amended in 2021 for an academic building expansion.
- The applicant is requesting a Planned Development District based on an R-1/2ac(A) District, with the only changes being to allow the medical clinic or ambulatory surgical center and reduce the required parking for this use.
- Although staff recommends against a single-use Planned Development District, should the commission approve a PD, staff would recommend conditions that would improve the urban design, quality of life, and compatibility of the proposed development.

## **Zoning History:**

There has been one zoning case in the area in the last five years.

1. **Z201-209:** On June 23, 2021, the City Council approved an amendment to Specific Use Permit No. 651 for a college on property zoned an R-1/2ac(A) Single Family District on the southeast corner of Walnut Street and Abrams Road.

## **Thoroughfares/Streets:**

Thoroughfare/Street	Type	Existing/Proposed ROW
Walnut Street	Principal Arterial	92 feet / 100 foot ROW Bike Plan

## **Traffic:**

The Transportation Development Services Division of the Transportation Department has reviewed the request and has recommended the following changes to the development plan.

- Remove any proposed median opening from plans.

- Project must include reconstruction of driveway at corner of site, immediately adjacent to the subject site, (also Richland College driveway) to reduce turning radius.
- Revise driveway internal to the ring road with a 90-degree approach.

CPC approval of a development plan with noncompliant driveways, median openings, and access will not constitute approval of the traffic configuration, which will be reviewed further at permitting.

## **STAFF ANALYSIS:**

### **Comprehensive Plan:**

The *forwardDallas! Comprehensive Plan* was adopted by the City Council in June 2006. The *forwardDallas! Comprehensive Plan* outlines several goals and policies which can serve as a framework for assisting in evaluating the applicant's request.

The request conflicts with the following land use goals and policies of the Comprehensive Plan:

## **ECONOMIC ELEMENT**

### **GOAL 2.1 PROMOTE BALANCED GROWTH**

**Policy 2.1.1** Ensure that zoning is flexible enough to respond to changing economic conditions.

### **GOAL 5.3 ESTABLISHING WALK-TO CONVENIENCE**

**Policy 5.3.1** Encourage a balance of land uses within walking distance of each other.

The proposed planned development district would function effectively as a single-use, single-property zoning district on a site where a multi-use retail district such as NS(A) would be entirely appropriate. This conflicts with the goal of flexible, dynamic zoning and promoting neighborhoods with diverse land use and walkability. Although the proposed land use at this time is a medical clinic or ambulatory surgical center, zoning should consider long term use and development of a property. Other light commercial uses that would otherwise be appropriate on the site would have to return for an additional public hearing to amend the PD.

Staff's recommended conditions comply with the following land use goals and policies of the Comprehensive Plan:

## **LAND USE ELEMENT**

### **GOAL 1.1    ALIGN LAND USE STRATEGIES WITH ECONOMIC DEVELOPMENT PRIORITIES**

**Policy 1.1.4** Capitalize on transit oriented development opportunities.

## **URBAN DESIGN ELEMENT**

### **GOAL 5.1    PROMOTE A SENSE OF PLACE, SAFETY, AND WALKABILITY**

**Policy 5.1.1** Promote pedestrian-friendly streetscapes.

**Policy 5.1.3** Encourage complementary building height, scale, design and character.

**Policy 5.1.4** Enhance visual enjoyment of public space.

### **GOAL 5.2    STRENGTHEN COMMUNITY AND NEIGHBORHOOD IDENTITY**

**Policy 5.2.1** Maintain neighborhood scale and character.

### **GOAL 5.3    ESTABLISHING WALK-TO CONVENIENCE**

**Policy 5.3.1** Encourage a balance of land uses within walking distance of each other.

## **ENVIRONMENT ELEMENT**

### **GOAL 6.3    IMPROVE ENERGY EFFICIENCY AND AIR QUALITY**

**Policy 6.3.3** Limit vehicle miles traveled.

Staff's recommended development standards include design standards such as minimum sidewalk widths, reduced front setbacks, safer pedestrian crossings, street furniture, lighting, and reduced required parking. These provisions advance the goals of the comprehensive plan of strengthening neighborhood character, orienting development towards transit, and promoting walkable neighborhoods through improved urban design.

**Land Use:**

	<b>Zoning</b>	<b>Land Use</b>
<b>Site</b>	R-1/2ac (A) Single Family District with SUP No. 651 for a College or University	Undeveloped
<b>North</b>	CR Community Retail District with D.R. [Z834-286], Outside city limit	Office, Outside city limit
<b>East</b>	R-1/2ac (A) Single Family District with SUP No. 651 for a College or University	Undeveloped / College or University
<b>South</b>	R-1/2ac (A) Single Family District with SUP No. 651 for a College or University	Surface parking / College or University
<b>West</b>	R-1/2ac (A) Single Family District with SUP No. 651 for a College or University	Open space / College or University, Church, Child-Care Facility

**Land Use Compatibility:**

The property is bordered to the east, south, and southwest by the remainder of the college or university campus. Across Walnut Street to the west, there are church and child-care facility uses. Across Walnut Street to the north, there is an office complex, as well as property within the City of Richardson.

The proposed use is appropriate for both the site and the surrounding area. However, the site and surrounding area would better benefit under a general zoning category that allows for a greater diversity of uses. The significant block of R-1/2ac(A) zoning on site and more broadly throughout the area limits the potential for more dynamic use and development in the area. The R-1/2ac(A) base also does not serve any purpose of protecting any existing character as no nearby properties are actually built out under the base standards of this district.

A general zoning commercial category would be more appropriate to serve the surrounding area and compliment the operations of the community college campus, in proximity to the active Walnut / Abrams Intersection and in a transit rich environment.

**Development Standards:**

(Changes from base highlighted)

District	Setback		Density	Height	Lot Coverage	Special Standards
	Front	Side/ Rear				
PD with Base: R-1/2ac(A)	40' No max  (5' min staff recommendation)	SF 10' Other 20'	1 du/ 1/2 acre	36'	Non-res 25%	+ Med. clinic 30,000 square feet max
Staff Recommended NS(A)	15' No max (40' effective)	20' adj res Else: 0'	FAR 0.5	30' 35' with slope	40%	RPS

The proposed PD would use R-1/2 Ac(A) Single Family District as a base and add a floor area maximum for the proposed medical clinic or ambulatory surgical center use at 30,000 square feet. Otherwise, the applicant proposes to utilize the yard, lot, and space standards of R-1/2ac(A).

Staff recommends that should the commission approve a planned development district, the conditions onsite warrant a reduced front setback, five feet minimum. This would encourage development closer to the street, which tends to hide surface parking, encourage access to the building by pedestrian and transit users, and create a safer built environment. Currently, a front setback of 40 feet generally guarantees a commercial site that is difficult and unsafe to access on foot. If given the opportunity through the tools of a PD, staff would recommend encouraging more accessible sites through lower front setbacks.

The development standards of NS(A) are also appropriate for the surrounding area.

Beyond the yard, lot, and space provisions, staff recommends that the commission consider design standards, should it approve a planned development district. The recommended conditions include provisions for sidewalk quality and improved driveway crossings, street furniture, pedestrian scale lighting, and reduced parking requirements. The recommendations also include provision for an access path from Walnut Street to the interior of the Richland site.

**Landscaping:**

Landscaping must be provided in accordance with Article X, as amended.

**Parking:**

The base code requirement for a medical clinic or ambulatory surgical center is 1 space per 200 square feet of floor area, which would require 150 spaces for a proposed 30,000 square foot facility. The PD proposes to decrease the required parking to 1 space per 250 square feet of floor area, which would require 120 spaces for the facility.

Directly abutting the development site is a surface parking lot with 1,810 spaces. As they are located on the same parcel, the proposed medical clinic use should be able to share required parking with the wider campus, which should make the requested reduction under the planned development request unnecessary to develop the site.

Should the commission approve a planned development district, staff recommends reducing the requirement for the medical clinic use to 0 spaces required. This should enable easier accounting of the existing parking and encourage shared parking, as the medical facility will not count against the overall inventory. Staff has concern about the concentration of parking on the site as it presents safety, quality of life, and design concerns, while discouraging the use of already available transit resources. Although the applicant may still build their desired total of parking under a 0 space requirement, it will encourage sharing with existing facilities onsite and discourage overparking.

**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 more precisely target intervention strategies 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 subject property is located within an MVA Category “E” area.

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### Dallas County Hospital District

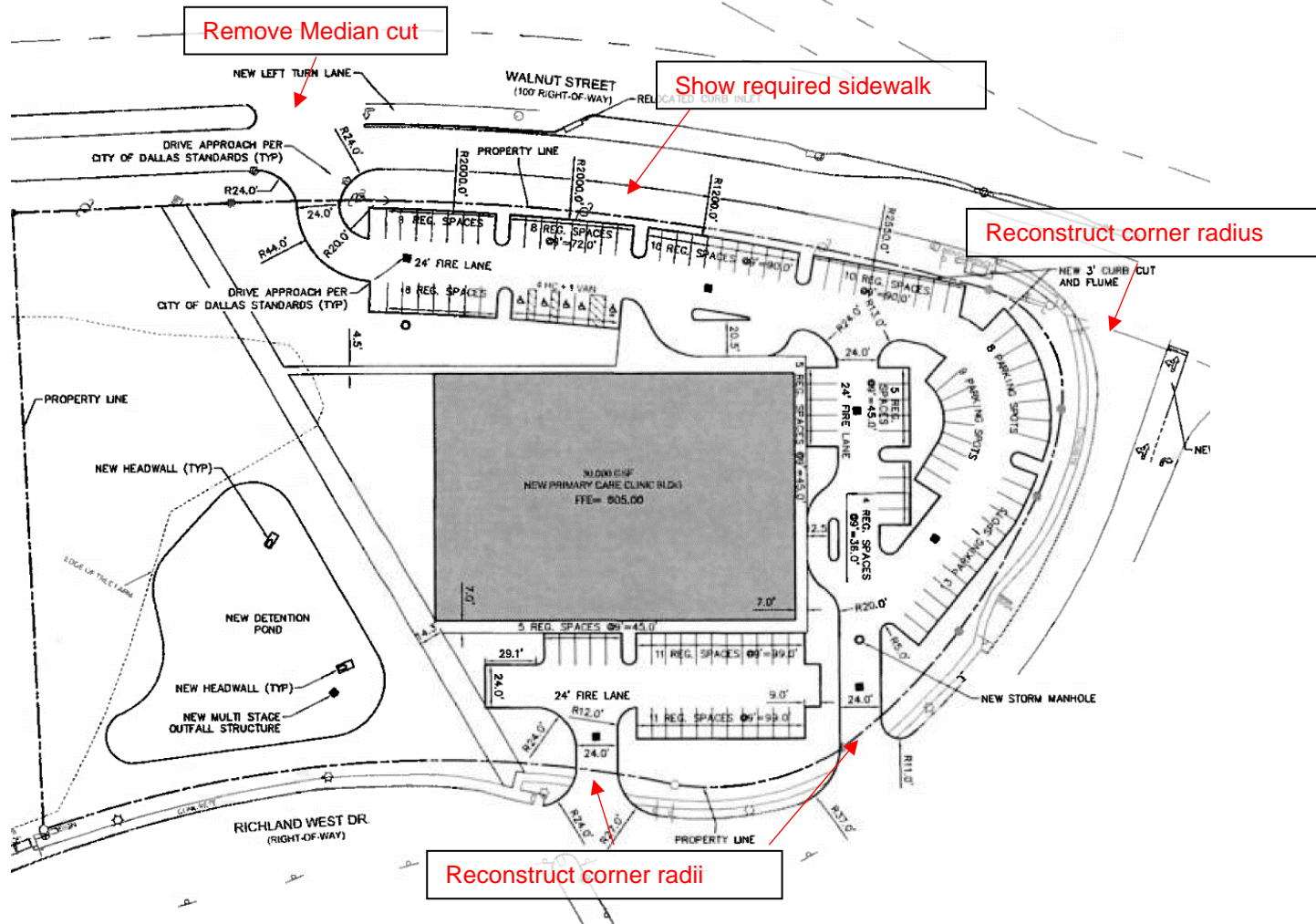
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**PROPOSED DEVELOPMENT PLAN (ENLARGED)**  
**Engineering recommended changes in red**



## **PROPOSED CONDITIONS**

### **ARTICLE 11XX.**

#### **PD 11XX.**

##### **SEC. 51P-11XX.101. LEGISLATIVE HISTORY.**

PD 11XX was established by Ordinance No. \_\_\_\_\_, passed by the Dallas City Council on \_\_\_\_\_, 2023.

##### **SEC. 51P-11XX.102. PROPERTY LOCATION AND SIZE.**

PD 11XX is established on property located on the south line of Walnut Street, east of Abrams Road. The size of PD 11XX is approximately \_\_\_\_\_ acres.

##### **SEC. 51P-11XX.103. DEFINITIONS AND INTERPRETATIONS.**

- (a) Unless otherwise stated, the definitions and interpretations in Chapter 51A apply to this article.
- (b) Unless otherwise stated, all references to articles, divisions, or sections in this article are to articles, divisions, or sections in Chapter 51A.
- (c) This district is considered to be a nonresidential zoning district.

##### **SEC. 51P-11XX.104. EXHIBIT.**

The following exhibit is incorporated into this article:

- (1) Exhibit 11XXA: development plan.

##### **SEC. 51P-11XX.105. DEVELOPMENT PLAN.**

- (a) Except as provided in this section, a conceptual plan is not required, and the provisions of Section 51A-4.702 regarding submission of or amendments to a conceptual plan do not apply.
- (b) For medical clinic or ambulatory surgical center, development and use of the Property must comply with the Development Plan (Exhibit \_\_\_\_A). If there is a conflict between the text of this article and the development plan, the text of this article controls.
- (c) A development plan is not required in this district for any use permitted by right in the R-1/2ac(A) District.

##### **SEC. 51P-11XX.106. MAIN USES PERMITTED.**

- (a) Except as provided in this section, the only main uses permitted are those main uses permitted in the R-1/2 Ac(A) Single Family District, subject to the same conditions applicable in the R-1/2ac(A) Single Family District, as set out in Chapter 51A. For example, a use permitted in the R-1/2ac(A) Single Family District only by specific use permit (SUP) is permitted in this district only by SUP; a use subject to development impact review (DIR) in the R-1/2ac(A) Single Family District is subject to DIR in this district; etc.

(b) The following main use is permitted by right:

-- Medical clinic or ambulatory surgical center.

**SEC. 51P-11XX.107. ACCESSORY USES.**

As a general rule, an accessory use is permitted in any district in which the main use is permitted. Some specific accessory uses, however, due to their unique nature, are subject to additional regulations in Section 51A-4.217. For more information regarding accessory uses, consult Section 51A-4.217.

**SEC. 51P-11XX.108. YARD, LOT, AND SPACE REGULATIONS.**

(Note: The yard, lot, and space regulations in this section must be read together with the yard, lot, and space regulations in Division 51A-4.400. If a conflict exists between this section and Division 51A-4.400, this section controls.)

(a) In general. Except as provided in this section, the yard, lot, and space regulations for the R-1/2ac(A) Single Family District apply.

(b) Medical clinic or ambulatory surgical center. Maximum density is 30,000 square feet.

**STAFF'S RECOMMENDATION [FOR CPC TO CONSIDER IF CPC MOVES TO RECOMMEND APPROVAL]**

(c) For the Medical clinic or ambulatory surgical center use, minimum front yard is 5 feet.

**SEC. 51P-11XX.109. OFF-STREET PARKING AND LOADING.**

(a) In general. Except as provided in this section, consult the use regulations in Division 51A-4.200 for the specific off-street parking and loading requirements for each use.

(b) Medical clinic or ambulatory surgical center.

(1) One space per 250 square feet of floor area is required.

(2) Required off-street parking and loading must be provided as shown on the Development Plan.

**STAFF'S RECOMMENDATION [FOR CPC TO CONSIDER IF CPC MOVES TO RECOMMEND APPROVAL]**

(1) For the Medical clinic or ambulatory surgical center use, there is no required off-street parking.

(2) ~~Required off-street parking and loading for the Medical clinic or ambulatory surgical center shall be provided as set forth on the Development Plan.~~

**SEC. 51P-11XX.110. ENVIRONMENTAL PERFORMANCE STANDARDS.**

See Article VI.

**SEC. 51P-11XX.111. LANDSCAPING.**

(a) Landscaping must be provided in accordance with Article X.

(b) Plant materials must be maintained in a healthy, growing condition.

**SEC. 51P-11XX.112.                      SIGNS.**

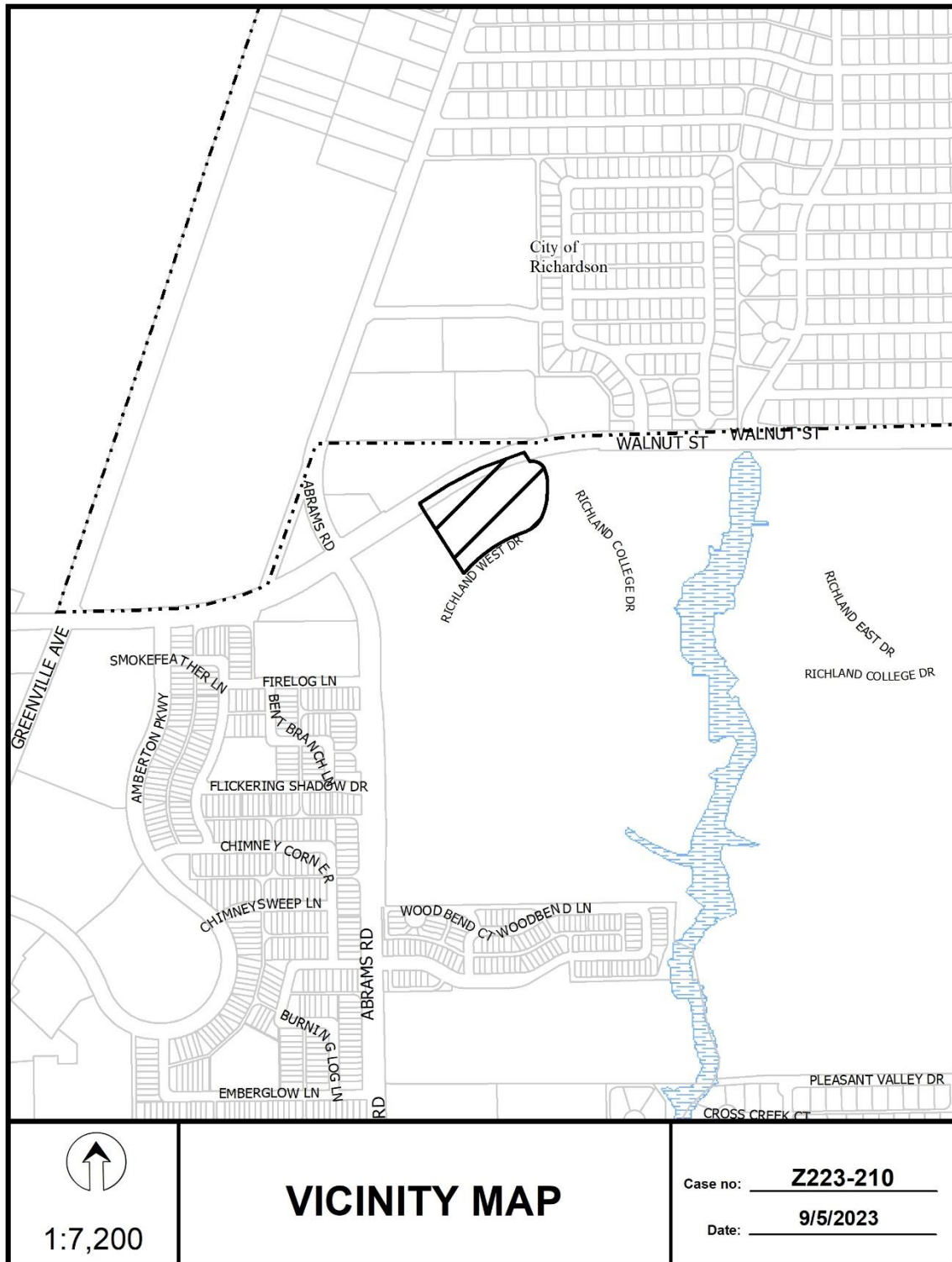
Signs must comply with the provisions for business zoning districts in Article VII.

**SEC. 51P-11XX.113.                      ADDITIONAL PROVISIONS.**

- (a) The Property must be properly maintained in a state of good repair and neat appearance.
- (b) Development and use of the Property must comply with all federal and state laws and regulations, and with all ordinances, rules, and regulations of the city.
- (c) Sidewalks. A minimum six-foot wide unobstructed sidewalk with minimum five-foot wide buffer must be provided along the Walnut Street frontage and must be located in an area parallel to and between two feet and 15 feet of the back of the projected street curb. The buffer width may be reduced only in order to avoid existing trees or utilities.
  - (1) At each intersection of driveway and sidewalk, crosswalks must be constructed of a material that differs in finish and color from that of vehicular ingress and egress driveways. One improved crossing as is also required across the parking and driveway area, directly connecting the main building and sidewalk on each of the following frontages
  - (2) Sidewalks must be continuous and level across all driveways and curb cuts and designed to be at the same grade as the existing sidewalk, subject to approval of the director.
- (d) Pedestrian amenities. The following pedestrian amenities are required along the sidewalk around the district. These amenities must be located within 10 feet of the sidewalk and are permitted within the front setback.
  - (1) Two benches.
  - (2) Two trash cans.
  - (3) Bicycle rack for at least five bicycles. This bicycle rack may count towards the minimum bicycle parking requirements.
- (e) Pedestrian scale lighting that provides a minimum maintained average illumination level of 1.5 foot candles must be provided along public sidewalks and adjacent to public streets. Lighting fixtures may not be less than nine feet or more than 15 feet in height above the sidewalk in pedestrian areas. Unless otherwise provided, the property owner is responsible for the cost of installation, operation, and maintenance of the lighting.
- (f) A minimum 10 foot internal pedestrian path must directly connect the sidewalk on Walnut Street with the southern boundary of the district. This path and each of its termini must be located within 350 feet of the western boundary of the district.

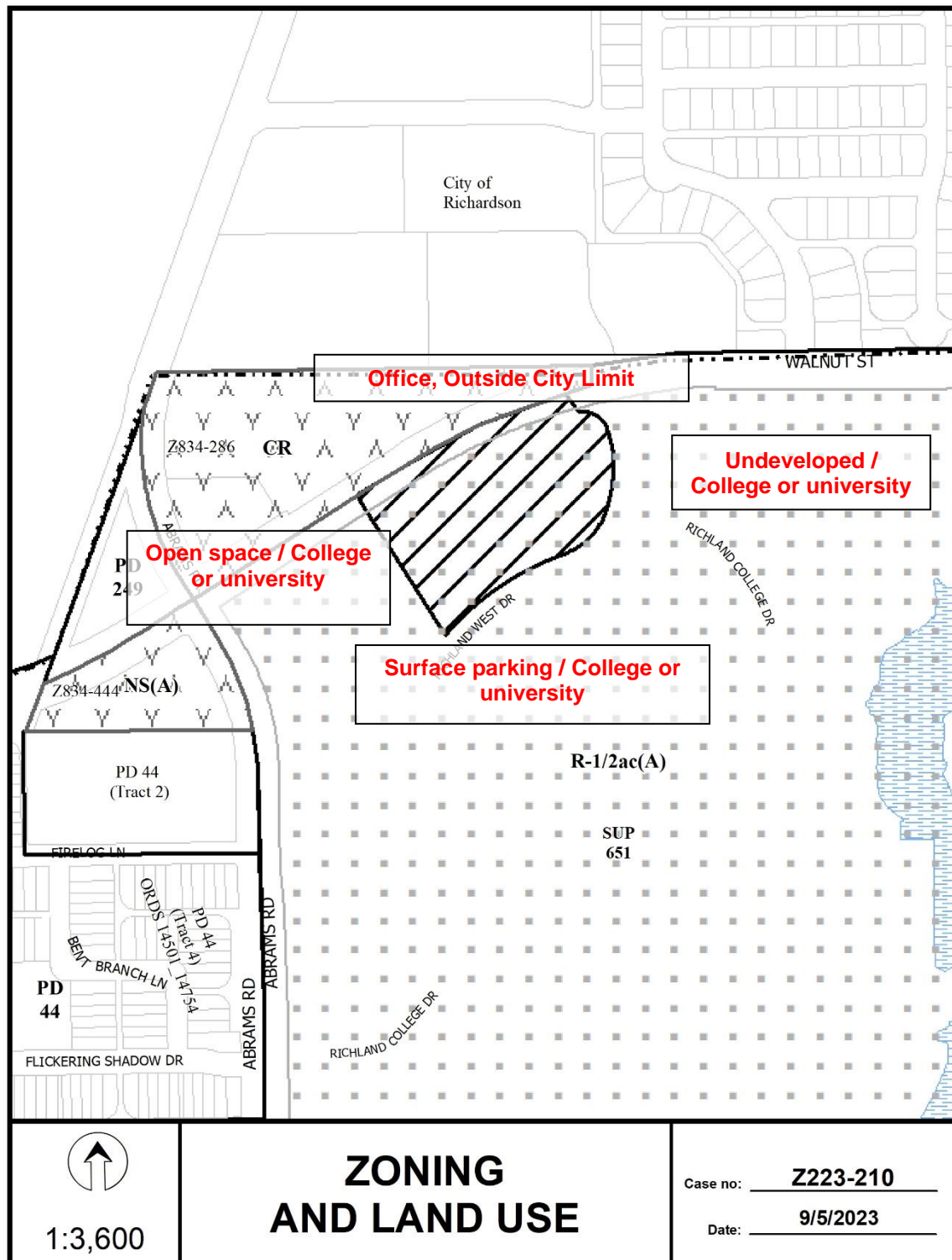
**SEC. 51P-11XX.114.                      COMPLIANCE WITH CONDITIONS.**

- (a) All paved areas, permanent drives, streets, and drainage structures, if any, must be constructed in accordance with standard city specifications, and completed to the satisfaction of the director of public works and transportation.
- (b) The building official shall not issue a building permit to authorize work, or a certificate of occupancy to authorize the operation of a use, until there has been full compliance with this article, the Dallas Development Code, the construction codes, and all other ordinances, rules, and regulations of the city.

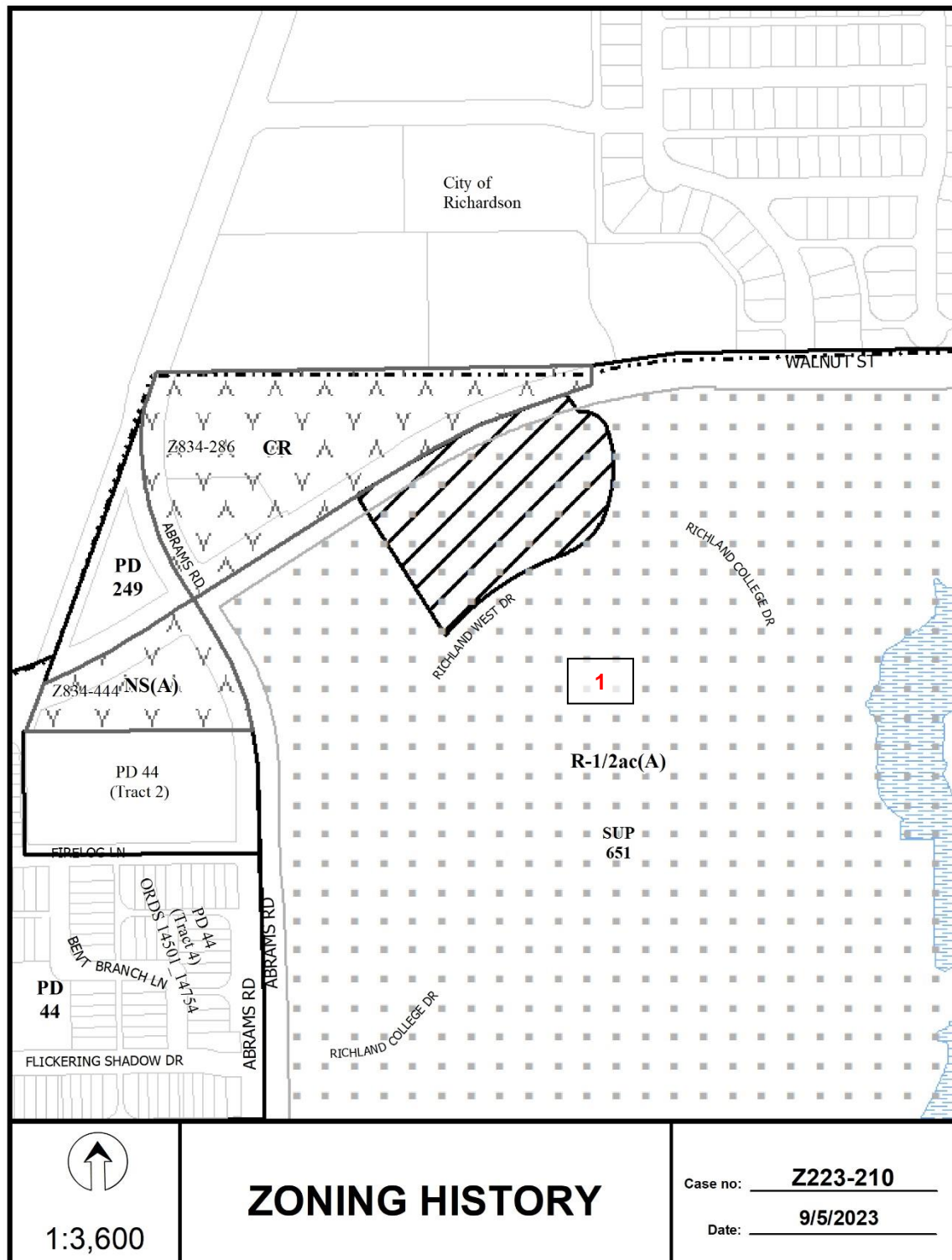


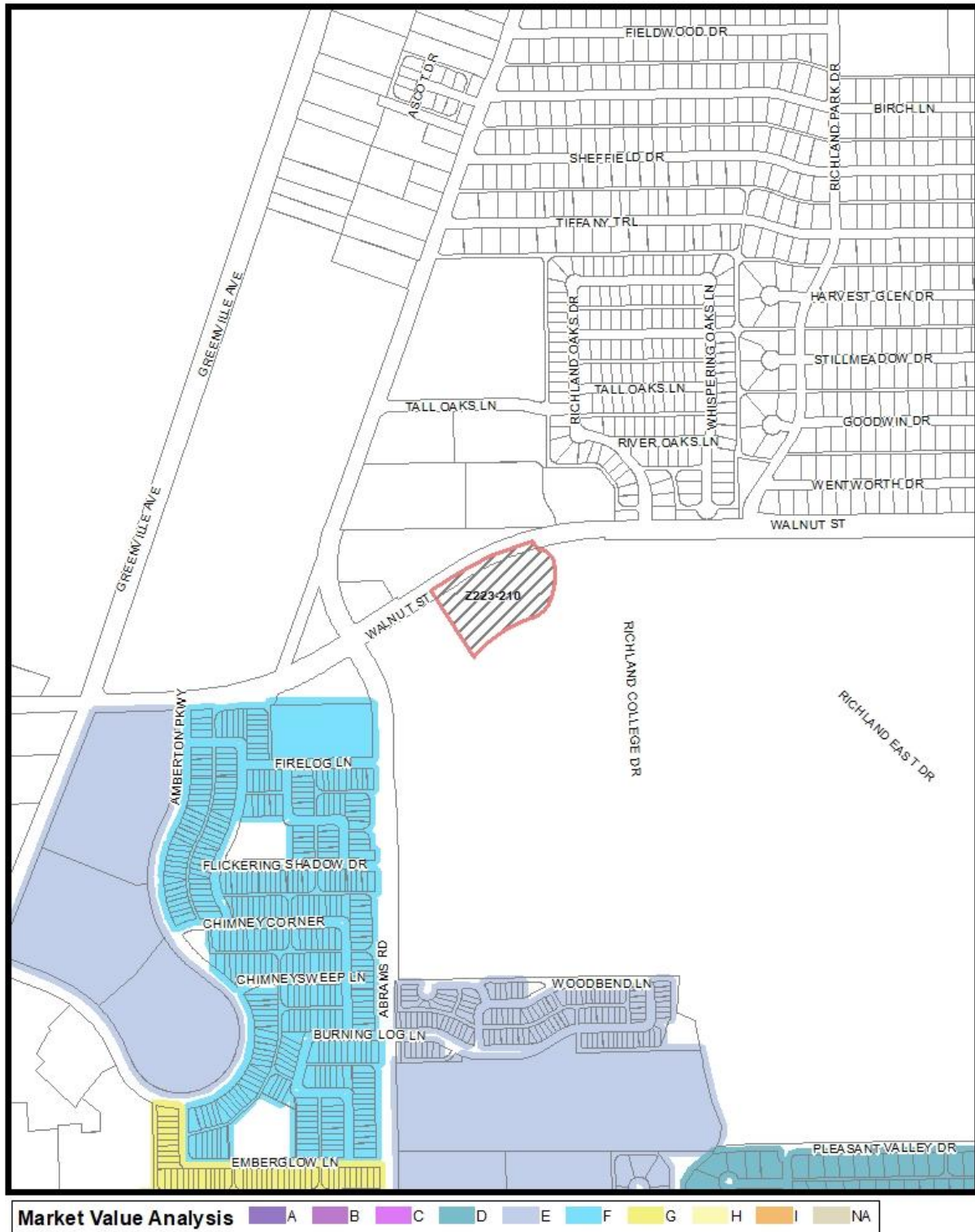








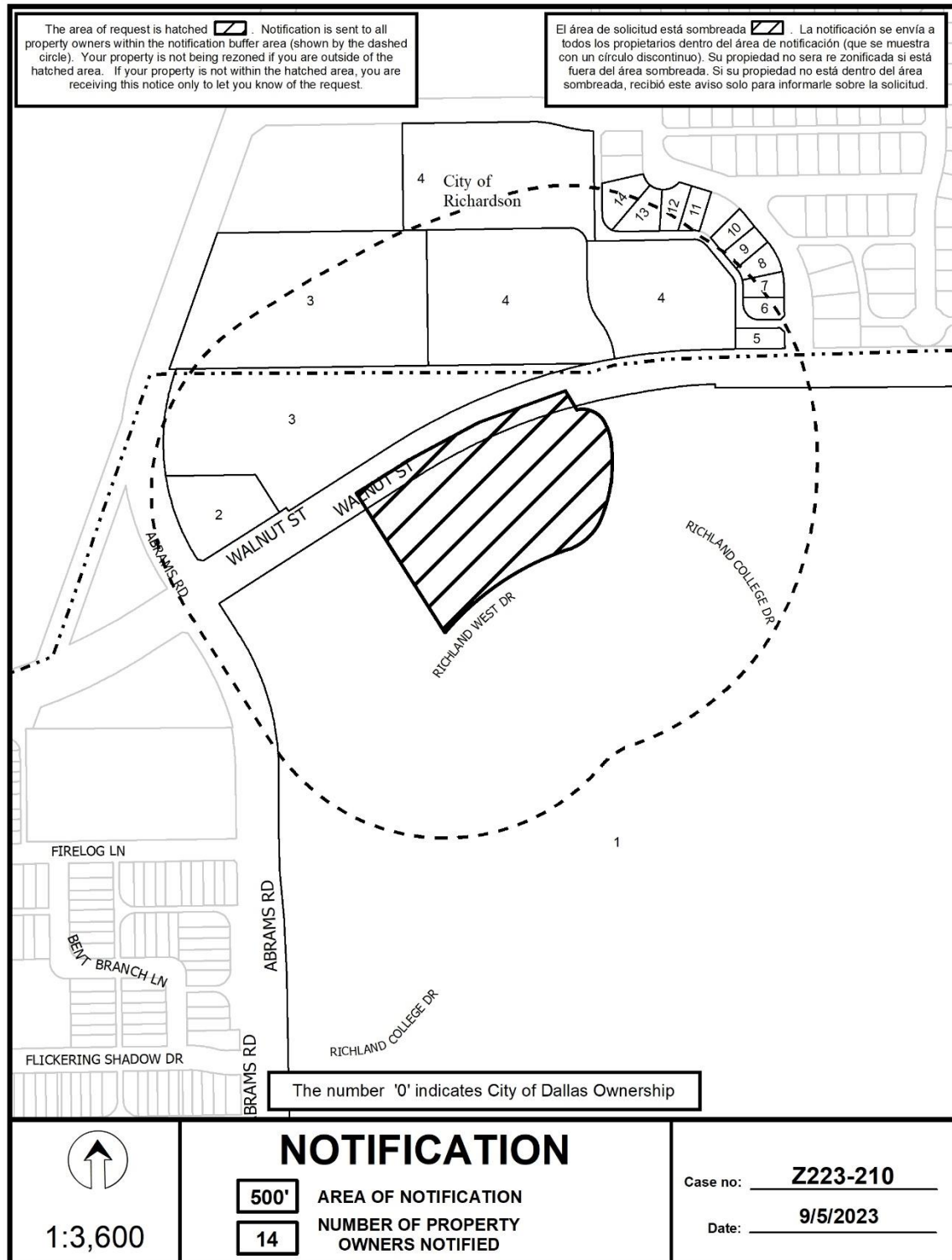




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## Market Value Analysis

Printed Date: 9/5/2023



09/01/2023

***Notification List of Property Owners***

***Z223-210***

***14 Property Owners Notified***

<b><i>Label #</i></b>	<b><i>Address</i></b>	<b><i>Owner</i></b>
1	9500 WALNUT ST	DALLAS COLLEGE
2	13010 ABRAMS RD	ABRAMS FUEL MART LLC
3	9401 WALNUT ST	BINNERRI CHURCH
4	445 WALNUT ST	ABERFELDY PROPERTIES INC
5	1240 RICHLAND OAKS DR	RICHLAND OAKS TRUST NO18115623 THE
6	1238 RICHLAND OAKS DR	NGUYEN DUONG
7	1236 RICHLAND OAKS DR	Taxpayer at
8	1234 RICHLAND OAKS DR	MARGOL STUART
9	1232 RICHLAND OAKS DR	GREENE TERILYN D
10	1230 RICHLAND OAKS DR	COHN JASON
11	1226 RICHLAND OAKS DR	HARE HILLARY
12	1224 RICHLAND OAKS DR	COOPER KAYLEE N & BENJAMIN J
13	1222 RICHLAND OAKS DR	SIGNATURE LEASING &
14	1220 RICHLAND OAKS DR	ARENDT MARK & BECKY