

HONORABLE MAYOR & CITY COUNCIL

WEDNESDAY, JANUARY 14, 2026

ACM: Robin Bentley

FILE NUMBER: Z245-200(TB)/Z-25-000073

DATE FILED: April 10, 2025

LOCATION: North corner of Martin Luther King Jr. Boulevard and Colonial Avenue

COUNCIL DISTRICT: 8

SIZE OF REQUEST: Approx. 33,000 sq. ft. **CENSUS TRACT:** 48113020900

REPRESENTATIVE: EE Okpa

OWNER/APPLICANT: Apostle Raphael Adebayo– Winners Assembly Church

REQUEST: An application for MU-3 Mixed Use District, with consideration for FWMU-5 Form subdistrict, on property zoned FWMU-3 Form subdistrict with a shopfront overlay within Planned Development District No. 595, the South Dallas/Fair Park Special Purpose District.

SUMMARY: The purpose of the request is to permit a 25-story mixed use development with hotel, multifamily, and retail uses.

CPC RECOMMENDATION: Denial.

STAFF RECOMMENDATION: Consideration of FWMU-5 Form Subdistrict within Planned Development District 595

Planned Development District No. 595:

<https://dallascityhall.com/departments/city-attorney/pages/articles-data.aspx?pd=595>

ARTICLE XIII FORM DISTRICTS.

https://codelibrary.amlegal.com/code.s/dallas/latest/dallas_tx/0-0-0-93608

BACKGROUND INFORMATION:

- The site is currently developed with commercial and retail uses.
- The purpose of this request is to allow for a mixed-use development at the north corner of Martin Luther King Jr Boulevard and Colonial Avenue.
- The area of request is in a Walkable Urban Mixed Use (WMU) Form Base District within Planned Development District No. 595.
- The applicant is proposing a mixed-use development with a hotel, multifamily, and retail uses on the ground level. The applicant is proposing to erect a 25-story building on this site.
- This property has a shopfront overlay which is intended to create pedestrian friendly shopping streets with active uses on the ground level. If rezoned to an MU-3 District, the shopfront overlay would not apply to that district.
- The area of request is geographically located in the South Dallas/Fair Park area south of downtown, 1.8 miles.
- This lot has frontage along Martin Luther King Jr Boulevard and Colonial Avenue.

Zoning History:

There have not been any zoning cases in the area of notification in the last five years.

Thoroughfares/Streets:

Thoroughfare/Street	Type	Existing/Proposed ROW
Martin Luther King Jr Blvd	Major Arterial	Existing ROW Bike Plan
Colonial Ave.	Minor Arterial	44' pavement, 60' ROW Bike plan

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 review of engineering plans at permitting to comply with city standards.

Transit Access:

The following transit services are located within ½ mile of the site:
DART Routes 13, 104

STAFF ANALYSIS:

Comprehensive Plan:

The ForwardDallas 2.0 Comprehensive Plan was adopted by the City Council in September 2024. ForwardDallas 2.0 is a refreshed guide that takes into account how our city has evolved over the last two decades and how we should plan for what is on the horizon - from our continued economic growth to our long-term social vibrancy. ForwardDallas 2.0 is a guidance plan, it is not a zoning document. This Comprehensive Plan outlines several goals and policies which can serve as a framework for assisting in evaluating the applicant's request.

The request would comply with the following placetype and primary/supporting land uses of the ForwardDallas 2.0 Comprehensive Plan:

The area of request is located in the Neighborhood Mixed-Use Placetype. This placetype allows for primary land uses like: Multiplex, Apartments, Mixed-Use, Lodging, Commercial, Office in conjunction with supporting land uses that includes Agricultural, Public Open Space, Private Open Space, Single Family Detached, Single Family Attached, Civic/Public Institutional, Utility.

The Neighborhood Mixed-Use Placetype incorporates local-serving retail, services and dining options and a mix of low and medium-density residential. This placetype can include vertical mixed-use development as well as horizontally mixed-use centers that are compatibly scaled with surrounding neighborhoods. Neighborhood Mixed-Use Placetypes are typically located at key intersections in nodes or along corridors where small commercial shopping centers and corner stores provide access to daily needs for residents.

The requested MU-3 is **not consistent** with Forward Dallas Neighborhood Mixed-Use. However, staff recommended WMU-5 is consistent with this placetype and compatible with the recommend height for this area.

The area highlighted below shows the location of the area of request within the ForwardDallas 2.0 Placetype map.



South Dallas/Fair Park Economic Development Corridor Plan:

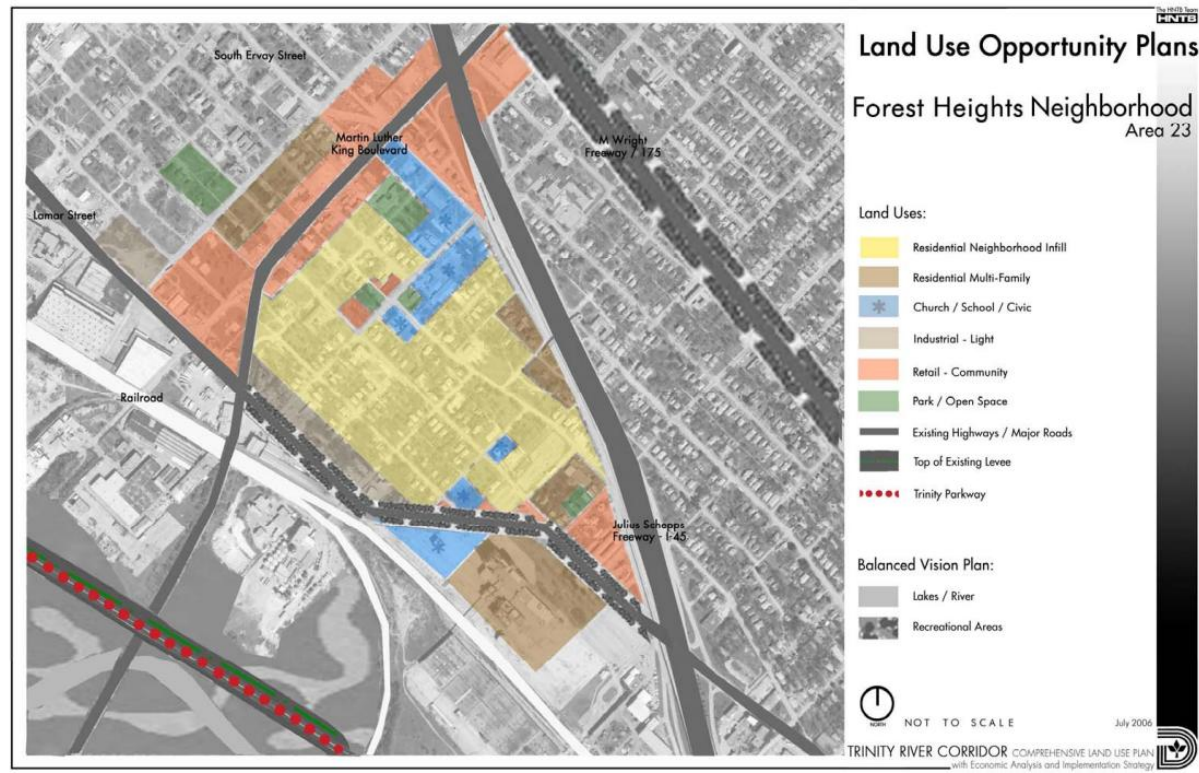
The Land Use Concept Plan for the South Dallas/Fair Park Economic Development Corridor Plan designates the area of request as a Community Commercial Area. In Community Commercial Areas, commercial corridors are areas characterized by a mixed-uses serving both nearby residential areas, as well as the broader community. These areas include single-story and multi-story office development, some large footprint buildings to accommodate regional retail operations, and both surface parking and parking structures.

Development standards within the Community Commercial Areas specify requirements for minimum yard size, density, height of structures, and landscaping. Yard setback for this area can range from 0-5 feet to 5-15 feet based on location to residential zoning. Wider sidewalks are recommended along Community Commercial Areas corridors to accommodate friendly pedestrian paths. Community Commercial Areas allow for density to be governed by lot size. A FAR of 0.75 for mixed-use development with a combination of all uses combined on a lot. In Community Commercial Areas the maximum height of structures are 54 feet and four stories. Landscaping in Community Commercial Areas plays an important part in buffering the frontages with street trees and landscape amenities for site facing major corridors.

Trinity River Corridor Comprehensive Land Use Study

The area of request is in study Area 23, the Forest Heights Neighborhood. The Forest Heights community has an active group of residents and leaders. Its Community Development Corporation has focused on revitalization of this part of the city. The Forest Heights Neighborhood Study Area is bounded by Lamar Street on the west, Martin Luther King on the north and IH-45 on most of its southeastern side.

The Land Use Opportunity Plan for this area retains its existing single family neighborhood character by designating the central part of the study area for Residential – Neighborhood Infill. Retail – Community mixed use/adaptive reuse are planned along Martin Luther King Jr. Boulevard and at the southern tip of the study area where Lamar Street intersects IH-45. The public uses identified within the study area reflect existing and planned schools, churches and civic institutions.



Land Use:

	Zoning	Land Use
Site	FWMU-3 Form Subdistrict within PD 595	Commercial & Retail uses

North	FWMU-3 Form Subdistrict within PD 595	Vacant Land, Single Family, & Senior Citizen Housing
East	FWMU-3 Form Subdistrict within PD 595	Church, Commercial, & Retail Uses
South	FWMU-3 Form Subdistrict within PD 595 SUP 254	Commercial, Retail Uses, & Billiard Hall
West	FWMU-3 Form Subdistrict within PD 595 SUP 2394	Commercial & Retail Uses, Automotive Service, & Food or Beverage Store

Land Use Compatibility:

The approximately 0.70 acres area of request is currently developed with retail uses. The applicant is proposing a mixed-use development with a hotel, multifamily, and retail uses on the ground level. The property is located in FWMU-3 Form Subdistrict within PD 595. Surrounding properties consist of vacant land, single family, and senior citizen housing to the north, church, commercial and retail uses to the east, commercial, retail uses, and SUP 254 Billiard Hall to the south, and commercial, retail uses, automotive service, and SUP 2394 Food or Beverage Store to the west.

The request to rezone the property to a MU-3 based zoning district is not in alignment with the purpose of ForwardDallas (Neighborhood Mixed-Use Placetype), South Dallas/Fair Park Economic Development Corridor Plan (Community Commercial Area), and Trinity River Corridor Comprehensive Land Use (Study Area 23, the Forest Heights Neighborhood). A MU-3 District allows for structures to be erected to a maximum of 270 feet. While staff's consideration of FWMU-5 Form Subdistrict within Planned Development District No. 595 would allow for structures to be erected to a maximum 80 feet while permitting mixed-uses, which better fits the scale of surrounding neighborhoods and is in alignment with the character of ForwardDallas (Neighborhood Mixed-Use Placetype), South Dallas/Fair Park Economic Development Corridor Plan (Community Commercial Area), and Trinity River Corridor Comprehensive Land Use (Study Area 23, the Forest Heights Neighborhood).

Development Standards:

The following is a comparison chart of the development standards for the current FWMU-3 Form Subdistrict within PD 595, the proposed MU-3 Mixed-Use 3 District, and staff's recommended FWMU-5 Form Subdistrict within PD 595.

District	Setback		Density	Height	Lot Cvrg	Special Standards	Primary Uses
	Front	Side/Rear					
Existing: FWMU-3 Form Subdistrict within PD 595	5/15' Based on adjacent district	5/15' Based on adjacent district	No Max	50' 31/2 stories	Based on Dev. Type	Min 8% open space must be provided & Development Type Regulations RPS	Mixed- use
Proposed: MU-3	15' 20' UF	20 ft. adj. to Res. Other: No min.	3.2 FAR base 4.0 FAR max + bonus for res	270 ft. 20 stories	80%	Proximity slope, tower spacing, U- form setback, development bonuses RPS	Mixed-use
Staff Rec. FWMU-5 Form Subdistrict within PD 595	5/15ft' Based on adjacent district	5/15' Based on adjacent district	No Max	80' 5 stories	Based on Dev. Type	Min 8% open space mut be provided & Development Type Regulation RPS	Mixed-use

The below items are form-based design standards not listed in the chart above that are required at permitting.

Development Type Regulations

The Development type in a Form-Based District will govern the yard, lot and space regulations. The development type will also govern required street frontage, parking setbacks, building façade blank wall space, building placement, building entrance, and building façade transparency. A development type must be selected by the owner at permitting and compliance with the requirements laid out in the designated development type must be demonstrated at the time of application for a building permit. The shopfront overlay requires the use of a shopfront development type along the public frontages.

Open Space Regulations

At least eight percent of the net land area of a building site in a form district must be provided as open space. Compliance with this requirement must be demonstrated at the time of application for a building permit

Parking Setbacks and Access Regulations

In a Form Base District, no on-site surface parking is permitted between a building and the street, except when configured as a multi-way boulevard or indented parking. On-site surface parking must be located behind the parking setback line. This parking setback line applies only to the ground story. Additionally, structured parking must contain active uses on the ground story along any -SH overlay or any primary street for the first 30 feet of the building measured inward from the street-facing facade. There is no active ground-story use requirement for structured parking along a service street. Compliance with these requirements must be demonstrated at the time of application for a building permit.

Shopfront Overlay SH-3 A1 Regulations

The Shopfront (-SH) overlay is intended to create pedestrian shopping streets through the designation of specific street frontages with development types that support active uses. SH-3_A1 overlay applies over staff's recommended FWMU-5 Form Base District. Where an SH overlay designation has been applied, the standards for a mixed use or single-story shopfront development type apply to at least the first 30 feet of the building measured inward from the street-facing facade. Compliance with this requirement must be demonstrated at the time of application for a building permit.

Land Use Comparison

LEGEND

	Use prohibited
•	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-13.306

	Existing	Proposed	Staff Rec.
Use	FWMU-3	MU-3	FWMU-5
AGRICULTURAL USES			
Animal production			
Commercial stable			
Crop production	•	•	•
Private stable			
COMMERCIAL AND BUSINESS SERVICE USES			
Building repair and maintenance shop			
Bus or rail transit vehicle maintenance or storage facility			
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	S	
Machine or welding shop			
Machinery, heavy equipment, or truck sales and services			
Medical or scientific laboratory	•	•	S
Technical school			
Tool or equipment rental	•	•	
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			

	Existing	Proposed	Staff Rec.
Use	FWMU-3	MU-3	FWMU-5
Organic compost recycling facility			
Outside salvage or reclamation			
Pathological waste incinerator			
Temporary concrete or asphalt batching plant	★	★	★
INSTITUTIONAL AND COMMUNITY SERVICE USES			
Adult day care facility	•	•	•
Cemetery or mausoleum	S	S	S
Child-care facility	•	•	•
Church	•	•	•
College, university, or seminary	•	•	S
Community service center	S	S	S
Convalescent and nursing homes, hospice care, and related institutions	R	R	S
Convent or monastery	•	•	•
Foster home	•	•	•
Halfway house	S	S	S
Hospital	R	R	R
Library, art gallery, or museum	•	•	•
Open-enrollment charter school or private school	S	S	S
Public school other than an open-enrollment charter school	R	R	S
LODGING USES			
Extended stay hotel or motel	S	S	S
Hotel or motel	R	R	R
Lodging or boarding house			
Overnight general purpose shelter	★	★	★
MISCELLANEOUS USES			
Attached non-premise sign.	S	S	S
Carnival or circus (temporary)	★	★	★
Hazardous waste management facility			
Temporary construction or sales office	•	•	•
OFFICE USES			
Alternative financial establishment	S	S	S
Financial institution without drive-in window	•	•	•
Financial institution with drive-in window	D	D	S

	Existing	Proposed	Staff Rec.
Use	FWMU-3	MU-3	FWMU-5
Medical clinic or ambulatory surgical center	•	•	•
Office	•	•	•
RECREATION USES			
Country club with private membership	•	•	•
Private recreation center, club, or area	•	•	•
Public park, playground, or golf course	•	•	•
RESIDENTIAL USES			
College dormitory, fraternity, or sorority house	•	•	•
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.	★	★	S
Ambulance service			R
Animal shelter or clinic without outside runs	R	R	R
Animal shelter or clinic with outside runs			
Auto service center	S	R	S
Business school	•	•	•
Car wash	R	R	
Commercial amusement (inside)	S, ★	S, ★	S,
Commercial amusement (outside)	S	S	
Commercial motor vehicle parking			
Commercial parking lot or garage	R	R	R
Convenience store with drive-through	S	S	S
Drive-In theater			
Dry cleaning or laundry store	•	•	•
Furniture store	•	•	•

	Existing	Proposed	Staff Rec.
Use	FWMU-3	MU-3	FWMU-5
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	S	
Home improvement center, lumber, brick or building materials sales yard			D
Household equipment and appliance repair	•	•	•
Liquefied natural gas fueling station			
Liquor store	•	•	
Mortuary, funeral home, or commercial wedding chapel	•	•	•
Motor vehicle fueling station	•	•	•
Nursery, garden shop, or plant sales	•	•	•
Outside sales			
Paraphernalia shop	S	S	
Pawn shop			
Personal service use	•	•	•
Restaurant without drive-in or drive- through service	R	R	R
Restaurant with drive-in or drive- through service	D	D	S
Surface parking			
Swap or buy shop	S	S	S
Taxidermist			
Temporary retail use	•	•	•
Theater	•	•	•
Truck stop			
Vehicle display, sales, and service			
TRANSPORTATION USES			
Airport or landing field			
Commercial bus station and terminal			
Heliport	S	S	S
Helistop	S	S	S
Private street or alley			
Railroad passenger station	S	S	S
Railroad yard, roundhouse, or shops			
STOL (short take-off or landing port)			

	Existing	Proposed	Staff Rec.
Use	FWMU-3	MU-3	FWMU-5
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	•	•	•
Local utilities	S,R,★	S,R,★	S,R,★
Police or fire station	•	•	•
Post office	•	•	•
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	S	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	★	★	★

	Existing	Proposed	Staff Rec.
Use	FWMU-3	MU-3	FWMU-5
Sand, gravel, or earth sales and storage			
Trade center	•	•	•
Vehicle storage lot			
Warehouse			

Note about uses in PD 595 Form Districts: Although certain uses may be permitted in the text and table above, they must also be permitted in a given development type. For example, a shopfront style development must be built on site due to the shopfront overlay. Uses that are not permitted in a shopfront style development will not be permitted as a result.

Landscaping:

Landscaping must be provided in accordance with the landscaping requirements per the development type regulations and in Article X, as amended.

Parking:

Parking must be provided in accordance with the Dallas Development Code Article XIII. Form Districts, as amended. Per section SEC. 51A-13.402.

Market Value Analysis:

Market Value Analysis (MVA), is a tool to aid residents and policymakers 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 “I” MVA area. The site is surrounded by the “I” MVA area in all directions immediately adjacent to the site.

**CITY PLAN COMMISSION MEETING MINUTES
OF OCTOBER 9, 2025**

Motion: It was moved to recommend **denial** of a MU-3 Mixed Use District, with consideration of FWMU-5 Form subdistrict, on property zoned FWMU-3 Form subdistrict with a shopfront overlay within Planned Development District No. 595 South Dallas/Fair Park Special Purpose District, on the north corner of Martin Luther King Jr. Blvd. and Colonial Ave.

Maker: Wheeler-Reagan
Second: Hampton
Result: Carried: 10 to 0

For: 10 - Hampton, Herbert, Forsyth, Carpenter,
Wheeler-Reagan, Franklin, Housewright,
Hall, Kingston, Rubin

Against: 0
Absent: 4 - Sims, Koonce, Kocks, Coffman
Vacancy: 1 - District 5

Notices:	Area: 200	Mailed: 17
Replies:	For: 0	Against: 0

Speakers: For: Edward Okpa, 14403 Overview Cir., Dallas, TX, 75256

Esther Adebayo, 1709 Martin Luther King Jr. Blvd., Dallas, TX, 75215

Gregory Cherry, 3225 Martin Luther King Jr. Blvd., Dallas, TX, 75210

Christopher Walker, 839 S. Good Latimer Expy., Dallas, TX, 75226

Karen Izeckor, 1709 Martin Luther King Jr. Blvd., Dallas, TX, 75215

Kay Kinder, 1709 Martin Luther King Jr., Blvd., Dallas, TX, 75215

Zora McPherson, 2708 Hickman St., Dallas, TX, 75215

Babahinde Olamnifami, 9350 Skillman St., Dallas, TX, 75243

Apostle Adobayo, 7211 Laguna, Grand Prairie, TX, 75054

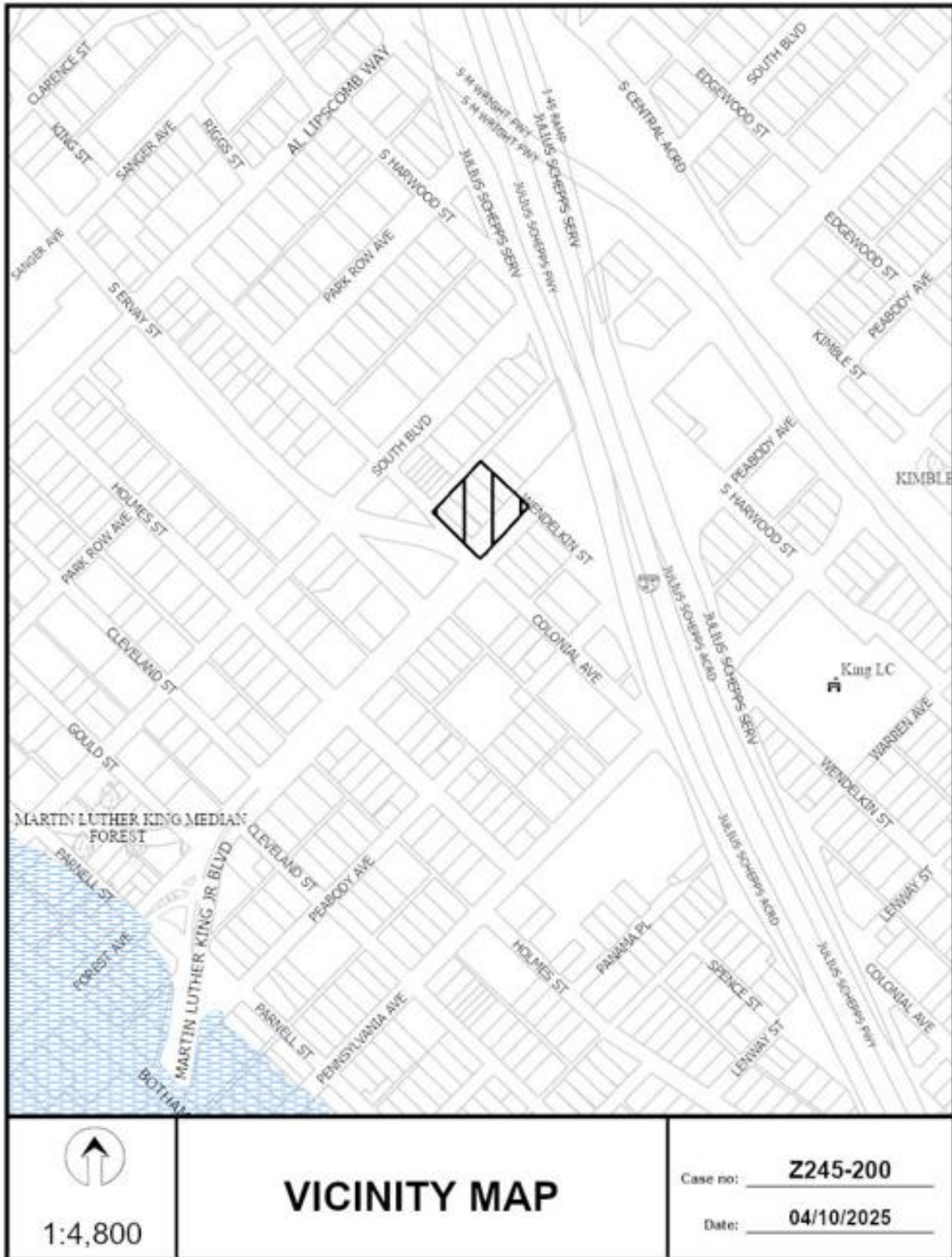
Jeanette Fellows, 346 Pine St., Dallas, TX, 75215

James Izeckor, 1709 Martin Luther King Jr. Blvd., Dallas, TX, 75215

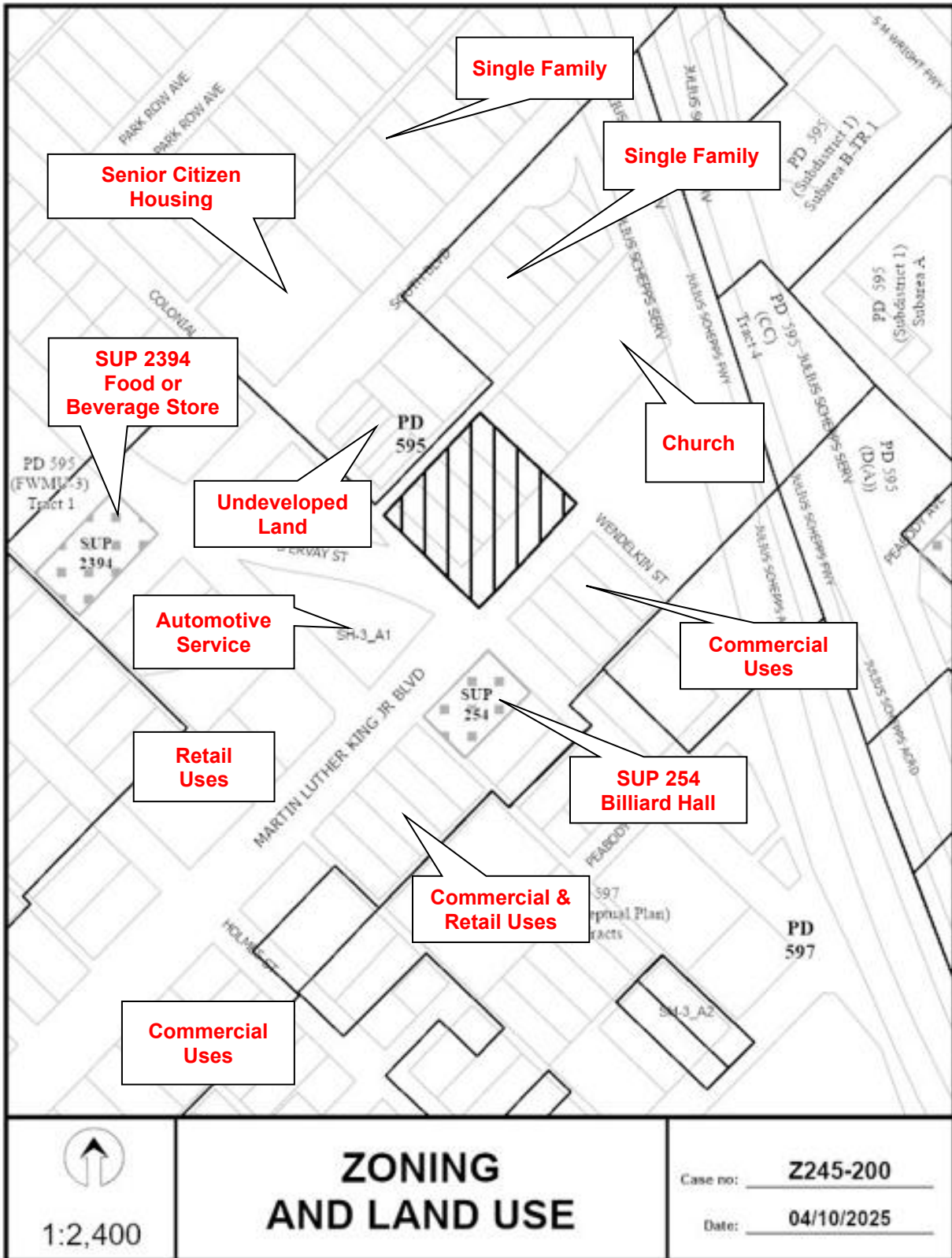
Zaygon Akien, 241 Hillstone Dr., Midlothian, TX, 76065

For (Did not speak): Timothy Akinyemi, 1709 Martin Luther King Jr. Blvd., Dallas, TX, 75215

Against: Byron Ley, Address was not provided









Reply List of Property Owners

Z245-200

17 Property Owners Notified 0 Property Owners in Favor 0 Property Owners Opposed

<i>Reply</i>	<i>Label #</i>	<i>Address</i>	<i>Owner</i>
	1	1703 MARTIN LUTHER KING JR BLVD	WINNERS ASSEMBLY CHRISTIAN CHURCH OF GOD
	2	1705 MARTIN LUTHER KING JR BLVD	WINNERS ASSEMBLY CHRISTIAN CHURCH OF GOD
	3	2904 S ERVAY ST	CORNERSTONE BAPTIST CHURCH
	4	1810 SOUTH BLVD	REDEEMED CHRISTIAN CHURCH OF GOD
	5	1814 SOUTH BLVD	CORNERSTONE BAPTIST CHURCH OF DALLAS INC
	6	1820 SOUTH BLVD	SNEED T A
	7	1717 MARTIN LUTHER KING JR BLVD	WINWAY CORP OF DALLAS LLC
	8	1828 SOUTH BLVD	Taxpayer at
	9	1824 SOUTH BLVD	Taxpayer at
	10	1632 MARTIN LUTHER KING JR BLVD	1632 MLK LLC
	11	1702 MARTIN LUTHER KING JR BLVD	GREEN JACQUELINE &
	12	1706 MARTIN LUTHER KING JR BLVD	WASHINGTON SAMUEL
	13	1708 MARTIN LUTHER KING JR BLVD	SHEKINAH LEGACY HOLDINGS LLC
	14	1714 MARTIN LUTHER KING JR BLVD	COOPER DON
	15	2939 S ERVAY ST	FOUR A'S REALTY INC
	16	1SOUTH BLVD	CORNERSTONE COMMUNITY
	17	1819 MARTIN LUTHER KING JR BLVD	CORNERSTONE BAPTIST