

FILE NUMBER: Z-25-000211 **DATE FILED:** December 2, 2025

LOCATION: South line of Elam Road, west line of Buttercup Lane

COUNCIL DISTRICT: 5

SIZE OF REQUEST: Approx. 1.279 ac **CENSUS TRACT:** 48113011701

OWNER/APPLICANT: Mark Tolocko

REQUEST: An application for D(A) Duplex District on property zoned NS(A) Neighborhood Service District with deed restrictions Z212-169.

SUMMARY: The purpose of the request is to allow duplexes.

STAFF RECOMMENDATION: Approval.

CPC RECOMMENDATION: Approval.

BACKGROUND INFORMATION:

- The area of request is currently zoned an NS(A) Neighborhood Service District and is undeveloped.
- The surrounding area is predominantly single family, with a church and commercial within an CR Community Retail District immediately to the north.
- The applicant wishes to use the site for duplexes. As such, they request a D(A) Duplex District.
- The property has a deed restriction (Z212-169) on the property restricting the of being utilized as a massage establishment and a tattoo or body piercing studio.

Zoning History:

There have been three (3) zoning cases in the area within the last five years:

1. **Z212-169:** On August 10, 2022, the City Council approved an application and an ordinance changing the zoning classification from R-7.5(A) Single Family District to a NS(A) Neighborhood Service District with volunteered deed restrictions on the property located on the south line of Elam Road, west of Buttercup Lane.
2. **Z234-305:** On January 22, 2025, the City Council approved an application for an amendment to Specific Use Permit No. 1554 for a cellular communication tower/antenna on property zoned CR Community Retail District with a D Liquor Control Overlay.
3. **Z245-190:** On June 12, 2025, the City Council approved an application for an MF-2(A) Multifamily District on property zoned a CR Community Retail District, on the east line of Southgate Lane, between Elam Road and Marvel Drive.

Thoroughfares/Streets:

Thoroughfare/Street	Type	Existing/Proposed ROW
Elam Road	Principal Arterial	100'

Traffic:

The Transportation Development Services Division of the Planning and Development Department, in coordination with the Transportation and Public Works Department, reviewed the request and determined that, pending commensurate improvements, it will not significantly impact the surrounding roadway system. The project will be responsible for mitigating development impact as determined through the engineering review

process. Individual access for single family and duplex uses is prohibited on a primary arterial, the applicant may have to provide a shared access or other means of access, at the time of permitting.

Transit Access:

The area of request is within a half-mile of the following services:

DART Light Rail: No lines.

DART Bus: No routes

STAFF ANALYSIS:

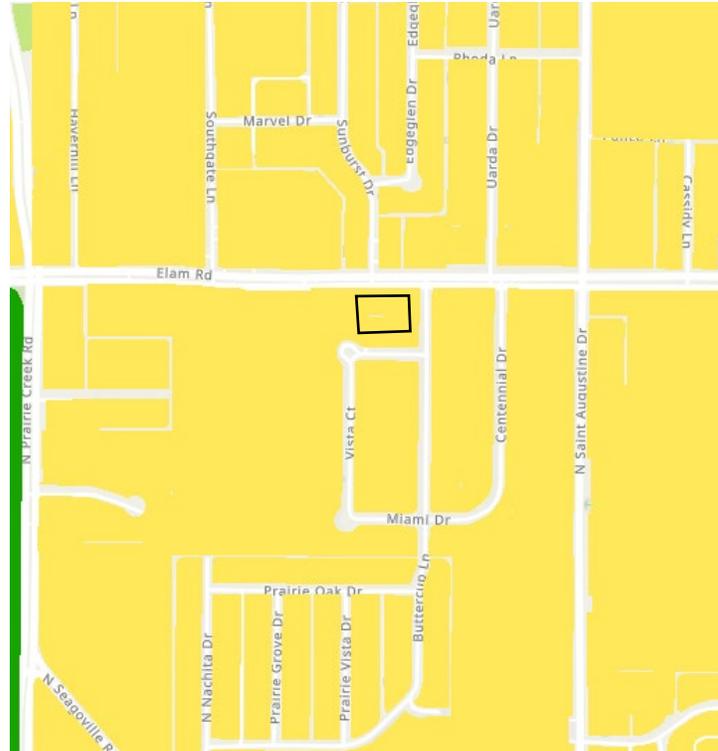
Comprehensive Plan:

ForwardDallas 2.0 is the citywide Comprehensive Plan for future land use in the City of Dallas. Adopted by 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.

The proposed zoning change is generally consistent with Forward Dallas 2.0. Duplexes are identified as a primary land use within the Community Residential placetype, though they are less prevalent in the surrounding area. The subject property is located along a principal arterial, Elam Road, mid-block, and is adjacent to existing single-family residential development. The property appears to be currently undeveloped.

The design recommendations in Forward Dallas 2.0 are applicable in this case, but this general zoning change provides only limited review of the consistency with those recommendations. In this placetype, for this future land use, Forward Dallas 2.0 recommends that the design be sensitive to the context of the community and that include community engagement should occur early on and be given significant weight in decision making.

The map below illustrates the site's location within the forwardDallas 2.0 placetype framework.



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. They provide a high-level guide for the desired mix of land uses, design and the recommended intensity and scale of the different uses. Due to the macro scale of the plan, not all uses or design considerations described within the placetypes may be suitable for every individual property.

The Community Residential placetype encompasses the largest percentage of land within Dallas and is primarily made up of single-family homes. Parks, schools, and places of worship are interspersed throughout, providing focal points for community activity. Sensitively integrated housing types, such as duplexes and smaller-scaled multiplexes,

can be found in many of these areas. 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.

Land Use:

	Zoning	Land Use
Site	NS(A) Neighborhood Service	Undeveloped
North	CR Community Retail	Church
South	R-7.5(A) Single Family District	Single Family
East	R-7.5(A) Single Family District	Single Family
West	Planned Development 59	Medical Center

Land Use Compatibility:

The request site is currently undeveloped. The applicant proposes to utilize the site for duplexes.

The immediate surroundings of the site are predominantly single-family houses, with a church and commercial immediately north of the site. Additionally, a medical center is west of the site.

Staff supports the requested zoning change, as the subject site is adjacent to single-family residential uses and located along a principal arterial roadway. A duplex represents an appropriate land use for the site, as it will be compatible with and blend into the surrounding neighborhood. Compared to potential commercial uses, a duplex will generate significantly less traffic and fewer vehicular trips to and from the property. Additionally, duplexes are typically considered low-density, low-impact development and will not disrupt the existing character of the area.

Land Use Comparison

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

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

	Existing	Proposed
Use	NS(A)	D(A)
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 cleaning or laundry plant		
Custom business services		
Custom woodworking, furniture construction, or repair		
Electronics service center		
Job or lithographic printing		
Labor hall		
Machine or welding shop		
Machinery, heavy equipment, or truck sales and services		
Medical or scientific laboratory		
Technical school		
Tool or equipment rental		
Vehicle or engine repair or maintenance		
INDUSTRIAL USES		
Alcoholic beverage manufacturing		
Gas drilling and production	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
INSTITUTIONAL AND COMMUNITY SERVICE USES		
Cemetery or mausoleum	S	S
Child or adult care facility	•	*
Church	•	•
College, university, or seminary	S	S
Community service center	S	S
Convalescent and nursing homes, hospice care, and related institutions		
Convent or monastery	•	
Foster home		S
Halfway house		
Hospital		
Library, art gallery, or museum	•	S
Open-enrollment charter school or private school	S	S
Public school other than an open-enrollment charter school	S	S
LODGING USES		
Extended stay hotel or motel		
Hotel or motel		
Lodging or boarding house		
Overnight general purpose shelter		
MISCELLANEOUS USES		
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		
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	
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		
Ambulance service		
Animal shelter or clinic without outside runs		
Animal shelter or clinic with outside runs		
Auto service center		
Business school		
Car wash		
Commercial amusement (inside)		
Commercial amusement (outside)		
Commercial motor vehicle parking		
Commercial parking lot or garage		
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	S	
Home improvement center, lumber, brick or building materials sales yard		
Household equipment and appliance repair		
Liquefied natural gas fueling station		
Motor vehicle fueling station	S	
Nursery, garden shop, or plant sales		
Outside sales		
Paraphernalia shop		
Pawn shop		
Personal service use	deed restrictions prohibit massage	

	establishments, tattoo studios, and piercing establishments	
Restaurant without drive-in or drive-through service	R	
Restaurant with drive-in or drive-through service		
Surface parking		
Swap or buy shop		
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		
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
UTILITY AND PUBLIC SERVICE USES		
Commercial radio or television transmitting station		
Electrical generating plant		
Electrical substation	S	S
Local utilities	S	★
Police or fire station	S	S
Post office	S	
Radio, television, or microwave tower	S	S
Refuse transfer station		
Sanitary landfill		
Sewage treatment plant		
Tower/antenna for cellular communication	•	★
Utility or government installation other than listed	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		
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		
Warehouse		

Development Standards

Following is a comparison table showing differences between the development standards of the current NS(A) Neighborhood Service District and the proposed D(A) Duplex District.

District	Setback		Density/Lot Size	Height	Lot Cvrg.
	Front	Side/Rear			
Current: NS(A)	15’*	20’ adjacent to residential 0’ in all other cases	None; 0.5 FAR	35’ for gable, hip, or gambrel roof 30’ for any structure	40%
Proposed: D(A)	25’	Single Family: 5’ Duplex: 5’/ (10’ rear) Other: 10’	None; 6,000 square feet minimum lot	36’	60% max.

1: Blockface continuity will require a 25’ front yard setback.

Landscaping:

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

Parking:

Parking must be provided in accordance with the Dallas Development Code. According to Parking Reform, minimum 1 space per dwelling unit in R, D, TH zonings, otherwise no minimums elsewhere.

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 area of request is within an “H” MVA area.

CPC ACTION
February 5, 2026

Motion: It was moved to recommend **approval** of a D(A) Duplex District on property zoned NS(A) Neighborhood Service District with deed restrictions Z212-169, on the south line of Elam Road, west of Buttercup Lane.

Maker: Hall
Second: Hampton
Result: Carried: 14 to 0

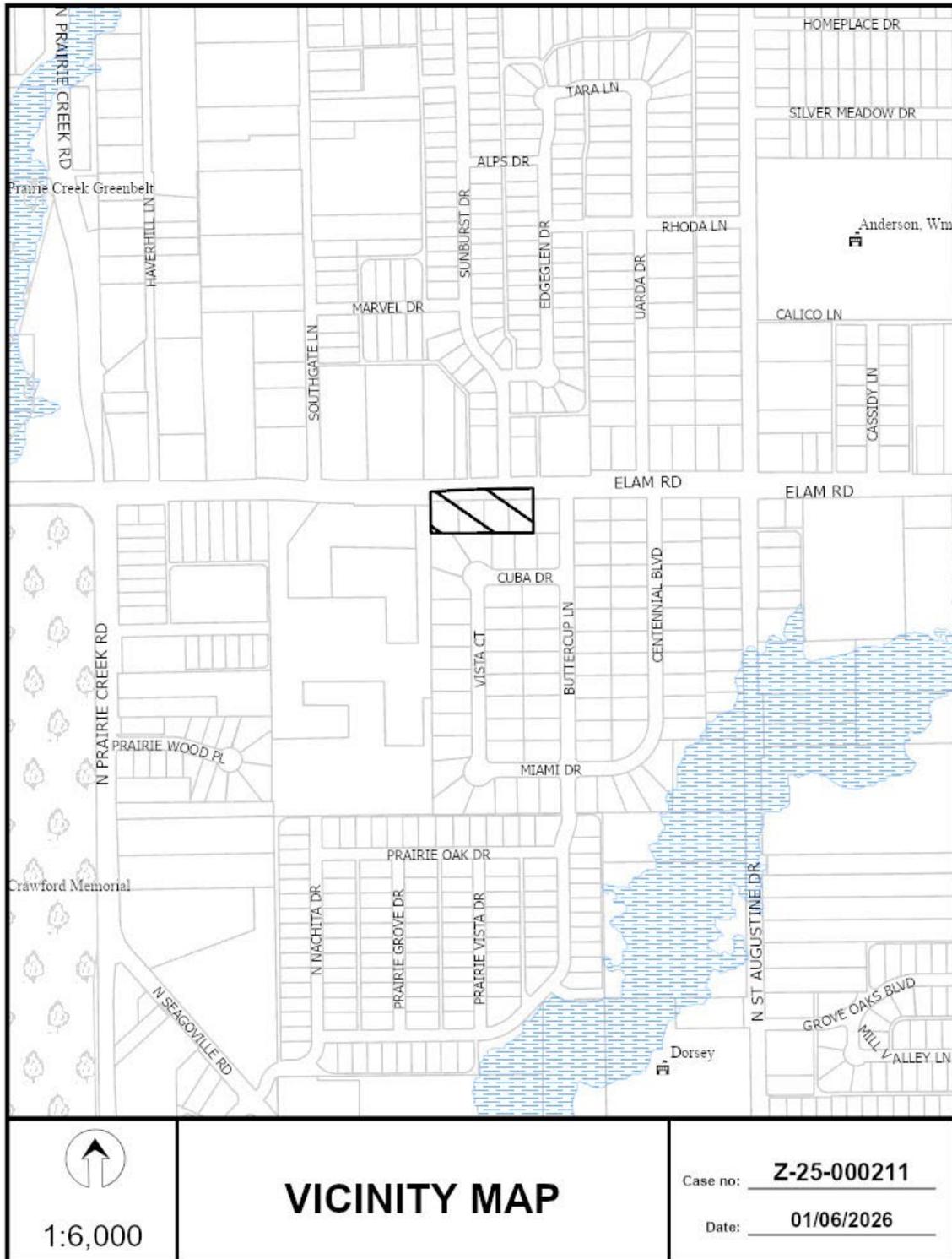
For: 14 - Sims, Hampton, Herbert, Serrato,
Carpenter, Wheeler-Reagan, Franklin
Koonce, Housewright, Kocks, Coffman, Hall,
Kingston, Rubin

Against: 0
Absent: 1 - Forsyth****
Vacancy: 0

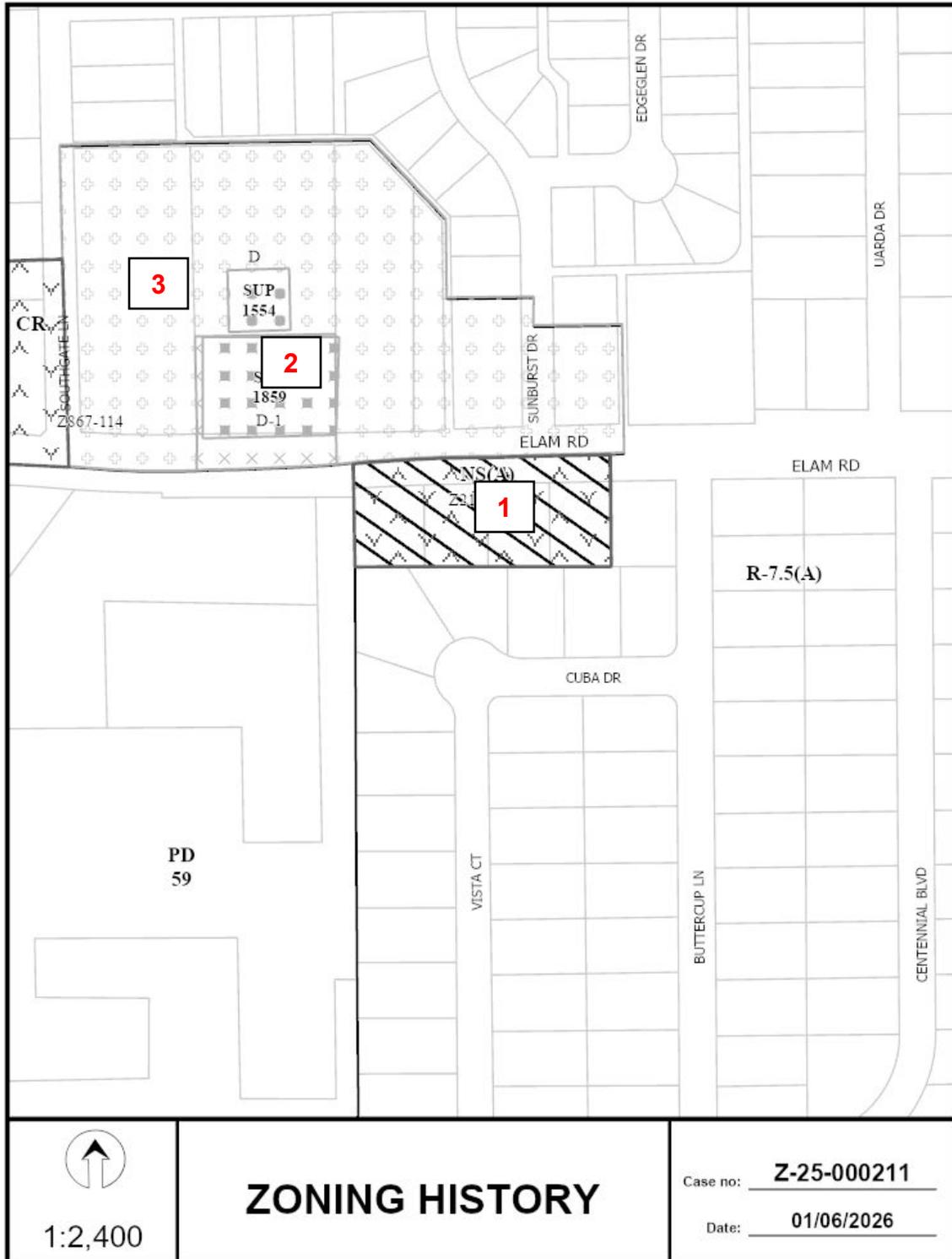
****Unable to attend and was excused due to bereavement in his immediate family.

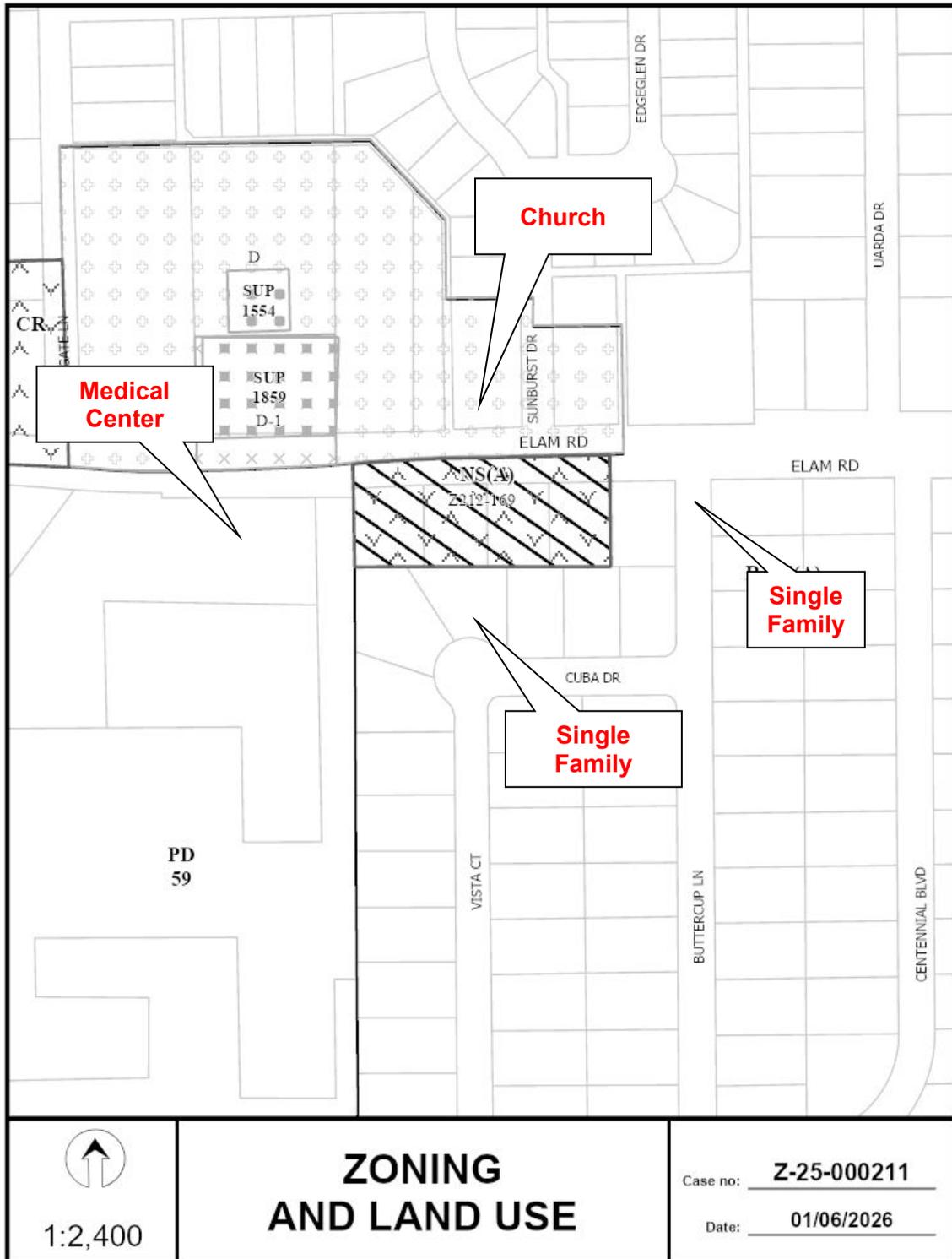
Notices: Area: 300 Mailed: 27
Replies: For: 0 Against: 0

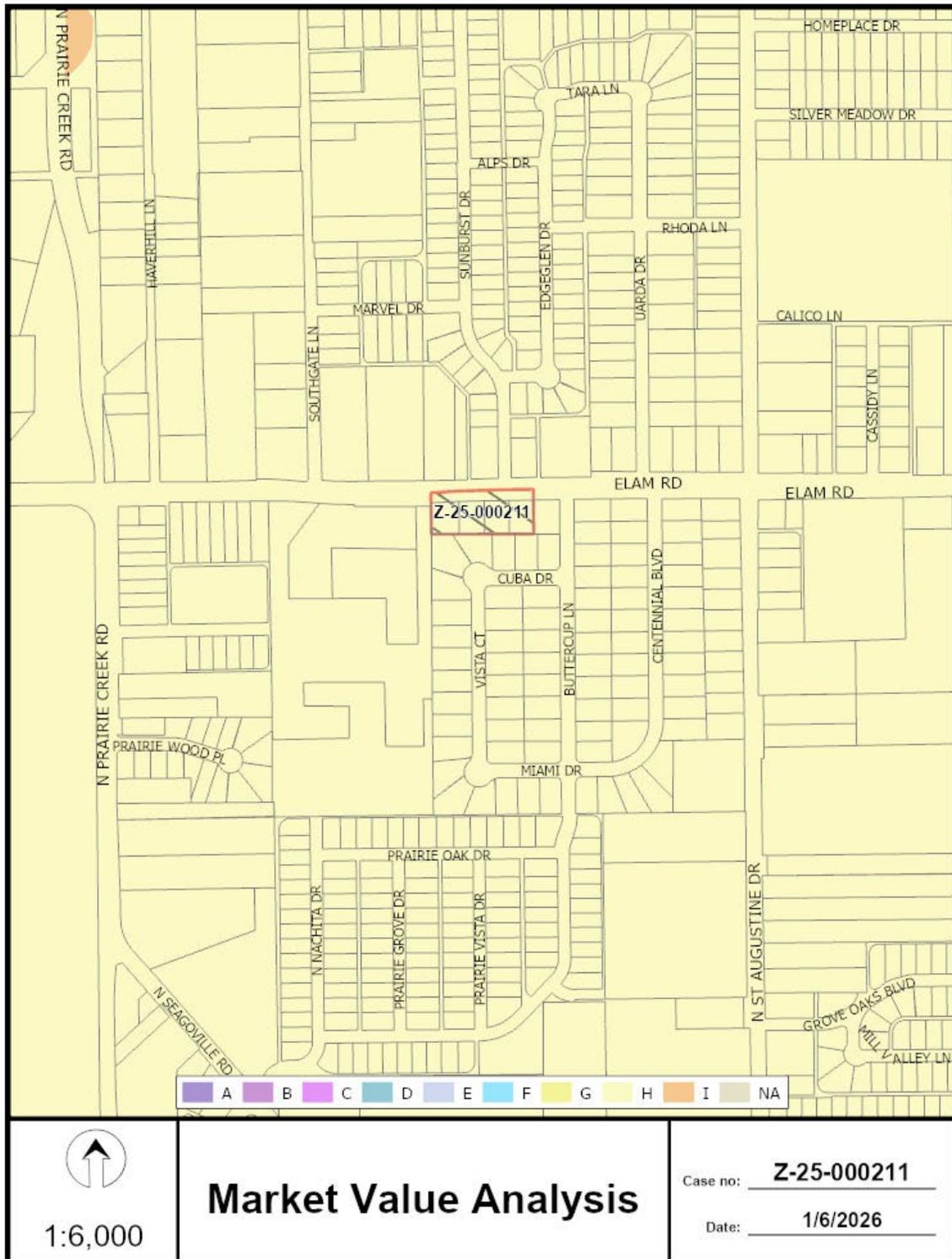
Speakers: None













27	Property Owners Notified (32 parcels)
0	Replies in Favor (0 parcels)
0	Replies in Opposition (0 parcels)
300'	Area of Notification
2/5/2026	Date

Z-25-000211
CPC



1:2,400

02/04/2026

Reply List of Property Owners

Z-25-000211

27 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	9330	ELAM RD	PADSALA BHARAT
2	9202	ELAM RD	DALLAS COUNTY HOSPITAL DISTRICT
3	9202	ELAM RD	DALLAS COUNTY HOSPITAL DISTRICT
4	9329	CUBA DR	Taxpayer at
5	9321	CUBA DR	Taxpayer at
6	9315	CUBA DR	MATHEW CHRISTEN &
7	9307	CUBA DR	JARAMILLO OLEGARIO
8	373	VISTA CT	CARROLL PAUL S
9	365	VISTA CT	TEJADA RAFAEL &
10	355	VISTA CT	WALKER RACHEL
11	437	BUTTERCUP LN	GARCIA AGUSTIN & ALICIA
12	354	VISTA CT	BRIGHTMON PHYLLIS EST OF
13	355	BUTTERCUP LN	BASQUEZ ATANACIO
14	426	BUTTERCUP LN	Taxpayer at
15	418	BUTTERCUP LN	HERNANDEZ RAFAEL
16	412	BUTTERCUP LN	HERNANDEZ HECTOR M &
17	404	BUTTERCUP LN	DOMINGUEZ-GARCIA JESUS MANUEL
18	354	BUTTERCUP LN	GONZALEZ BRENDA
19	9217	ELAM RD	BOBBYS CORPORATION
20	9209	ELAM RD	DALLAS COUNTY MENTAL HEALTH & MENTAL
21	9315	ELAM RD	GODS WORD MISSIONARY
22	9339	ELAM RD	AGUILAR EDUARDO
23	523	SUNBURST DR	MACK MARK
24	9353	ELAM RD	AVM MEDICAL SERVICES LLC
25	518	SUNBURST DR	Taxpayer at

Z-25-000211

02/04/2026

<i>Reply</i>	<i>Label #</i>	<i>Address</i>	<i>Owner</i>
	26	9407 ELAM RD	LOREDO EUSEVIO
	27	9309 ELAM RD	VILLANUEVA RODRIGO