

CITY PLAN COMMISSION**THURSDAY, JANUARY 19, 2023****Planner: Michael Pepe****FILE NUMBER:** Z212-325(MP) **DATE FILED:** August 24, 2022**LOCATION:** Northwest line of Willow Street at the terminus of Bank Street,
between South Carroll Avenue and South Fitzhugh Avenue**COUNCIL DISTRICT:** 2**SIZE OF REQUEST:** Approx. 0.91 acre **CENSUS TRACT:** 0015.02

APPLICANT: Alex Lowe**REPRESENTATIVE:** Rob Baldwin, Baldwin Associates**OWNER:** Willow Partners, LP**REQUEST:** An application for MF-2(A) Multifamily District on property
zoned a CS Commercial Service District**SUMMARY:** The purpose of the request is to allow redevelopment of the
site as multifamily.**STAFF RECOMMENDATION:** Approval.

BACKGROUND INFORMATION:

- The property is currently undeveloped.
- The property is currently zoned a CS Commercial Service District. The applicant is seeking an MF-2(A) Multifamily District in order to develop the site with a multifamily use.
- The property is adjacent to several lots currently developed under MF-2(A) regulations.
- The applicant has stated their intention to utilize the Mixed-Income Housing Development Bonus program (MIHDB) after rezoning.

Zoning History:

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

1. **Z212-153:** On April 27, 2022, the City Council approved an application for a Specific Use Permit for a child-care facility on property zoned an MF-2(A) Multifamily District on the southeast line of Eastside Avenue, southwest of South Fitzhugh Avenue.

Thoroughfares/Streets:

Thoroughfare/Street	Type	Existing ROW
Willow Street	Local Street	Varies
Bank Street	Local Street	50 feet

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 ANALYSIS:

Comprehensive Plan:

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

LAND USE ELEMENT

GOAL 1.1 ALIGN LAND USE STRATEGIES WITH ECONOMIC DEVELOPMENT PRIORITIES

Policy 1.1.5 Strengthen existing neighborhoods and promote neighborhoods' unique characteristics.

GOAL 1.3 PROVIDE EQUITABLE OPPORTUNITIES FOR DALLAS RESIDENTS

Policy 1.3.1 Create housing opportunities throughout Dallas.

1.3.1.7 Implement zoning tools to accommodate alternative housing products.

GOAL 1.4 COORDINATE PLANNING ACTIVITIES TO BALANCE TRANSPORTATION, LAND USE, INFRASTRUCTURE, AND THE ENVIRONMENT

Policy 1.4.2 Develop a multi-modal transportation network.

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 2.5 FOSTER A CITY OF GREAT NEIGHBORHOODS

Policy 2.5.1 Promote strong and distinctive neighborhoods to enhance Dallas' quality of life.

Policy 2.5.2 Ensure that existing and future residential areas are appropriately linked in order to enhance economic development and urban design benefits.

TRANSPORTATION ELEMENT

GOAL 4.2 PROMOTE A VARIETY OF TRANSPORTATION OPTIONS

Policy 4.2.2 Promote a network of on-street and off-street walking and biking paths.

URBAN DESIGN ELEMENT

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

Policy 5.1.2 Define urban character in Downtown and urban cores.

Policy 5.1.3 Encourage complementary building height, scale, design, 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.

NEIGHBORHOOD PLUS

GOAL 4.3 Enhance neighborhood desirability by improving infrastructure, housing stock, recreation, and safety.

GOAL 5.1 Encourage a wider range of well-designed and affordable housing types as a response to emerging homeownership preferences.

GOAL 5.2 Encourage infill development and existing home improvements in target neighborhoods to attract and retain homeowners.

GOAL 6.2 Expand affordable housing options and encourage its distribution throughout the city and region.

Comprehensive Housing Policy:

On May 11, 2022, the City Council amended the Comprehensive Housing Policy (CHP) which was originally adopted on May 9, 2018. The policy goals included: 1) Create and maintain available and affordable housing throughout Dallas, 2) Promote greater fair housing choices, and 3) Overcome patterns of segregation and concentrations of poverty through incentives and requirements.

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 to orange, representing the weakest markets.

Using the MVA tool, the Mixed-Income Housing Development Bonus program (MIHDB) is a strategy to achieve the goals of the CHP for the City of Dallas. The goal of the MIHDB

is to address systemic inequities by providing housing that is affordable to a broad range of income levels in all areas of the city. The program will create affordable housing in strong neighborhoods (MVA Categories A, B, and C); create mixed income communities and reduce neighborhood displacement in gentrifying and transitioning areas (MVA Categories D, E, and F); and support equitable revitalization in weaker market areas (MVA Categories G, H, and I). Likewise, the MIHDB Fund will be used to support the creation of housing least likely to be provided by the market. This property is located within MVA Category “E,” which is a transitioning market as identified in the CHP (p. 48).

The CHP plan recognizes the difficulty of meeting the housing needs and provides strategies to assist including the MIHDB program. The request to rezone this property to permit the development of the site as a mixed-income multifamily development using the base zoning and development bonuses provided in the Dallas Development Code align with the goals of the CHP and the needs for the City.

Land Use:

	Zoning	Land Use
Site	CS Commercial Service District	Undeveloped
Northeast	CS Commercial Service District	Undeveloped, Multifamily, Duplex
Southeast	Planned Development District 134 Subarea A	Santa Fe Trail, Single Family
Southwest	MC-3 Multiple Commercial District	Undeveloped
Northwest	MF-2(A) Multifamily District	Mixed Residential (Multifamily, Single Family, Duplex)

Land Use Compatibility:

The area of request is primarily surrounded by residential uses. Property to the southwest of the site is undeveloped. The Santa Fe Trail is southeast of the site, and across the trail are smaller-lot single family homes built out under PD 134, Subarea A, which functions similarly to R-7.5. Northeast of the site are multiple undeveloped lots as well as a mix of multifamily and duplex uses. Northwest of the site is developed under MF-2(A) as a mix of multifamily, duplexes, and single family.

The proposed multifamily use and MF-2(A) zoning would be in line with uses and zoning to the northeast and northwest. The current CS Commercial Service zoning includes various by-right uses that could be detrimental to the wellbeing of the nearby residential properties. The proposed zoning change increases compatibility by eliminating the potential for harmful uses from adjacent residential. The difference in allowable uses is listed in the below table.

Land Use Comparison Chart

Existing: CS	Proposed: MF-2(A)
<u>Agricultural uses.</u> -- Crop production.	<u>Agricultural uses.</u> -- Crop production.
<u>Commercial and business service uses.</u> -- Building repair and maintenance shop. [RAR] -- Bus or rail transit vehicle maintenance or storage facility. [RAR] -- Catering service. -- Commercial bus station and terminal. [DIR] [By right or SUP. See Section 51A-4.211(2).] -- Commercial cleaning or laundry plant. [RAR] -- Custom business services. -- Custom woodworking, furniture construction, or repair. -- Electronics service center. -- Job or lithographic printing. [RAR] -- Labor hall. [SUP] -- Machine or welding shop. [RAR] -- Machinery, heavy equipment, or truck sales and services. [RAR] -- Medical or scientific laboratory. -- Technical school. -- Tool or equipment rental. -- Vehicle or engine repair or maintenance. [RAR]	<u>Commercial and business service uses.</u> -- None permitted.
<u>Industrial uses.</u> -- Gas drilling and production. [SUP] -- Industrial (inside) for light manufacturing. -- Temporary concrete or asphalt batching plant. [By special authorization of the building official.]	<u>Industrial uses.</u> -- Gas drilling and production. [SUP] -- Temporary concrete or asphalt batching plant. [By special authorization of the building official.]
<u>Institutional and community service uses.</u> -- Adult day care facility. -- Cemetery or mausoleum. [SUP] -- Child-care facility. -- Church. -- College, university, or seminary. -- Community service center. [SUP] -- Convent or monastery. -- Halfway house. [SUP] -- Hospital. [RAR]	<u>Institutional and community service uses.</u> -- Adult day care facility. [SUP] -- Cemetery or mausoleum. [SUP] -- Child-care facility. [SUP] -- Church. -- College, university, or seminary. [SUP] -- Community service center. [SUP] -- Convalescent and nursing homes, hospice care, and related institutions. [RAR] -- Convent or monastery. -- Foster home.

Land Use Comparison Chart

Existing: CS	Proposed: MF-2(A)
<ul style="list-style-type: none"> -- Open-enrollment charter school or private school. <i>[SUP]</i> -- Public school other than an open-enrollment charter school. <i>[RAR]</i> 	<ul style="list-style-type: none"> -- Hospital. <i>[SUP]</i> -- Library, art gallery, or museum. <i>[SUP]</i> -- Public or private school. <i>[SUP]</i>
<u>Lodging uses.</u> <ul style="list-style-type: none"> -- Extended stay hotel or motel. <i>[SUP]</i> -- Hotel or motel. <i>[RAR]</i> or <i>[SUP]</i> <i>[See Section 51A-4.205(1).]</i> -- Lodging or boarding house. -- Overnight general purpose shelter. <i>[See Section 51A-4.205(2.1).]</i> 	<u>Lodging uses.</u> <ul style="list-style-type: none"> -- Lodging or boarding house.
<u>Miscellaneous uses.</u> <ul style="list-style-type: none"> -- Attached non-premise sign. <i>[SUP]</i> -- Carnival or circus (temporary). <i>[By special authorization of the building official.]</i> -- Temporary construction or sales office. 	<u>Miscellaneous uses.</u> <ul style="list-style-type: none"> -- Carnival or circus (temporary). <i>[By special authorization of the building official.]</i> -- Temporary construction or sales office.
<u>Office uses.</u> <ul style="list-style-type: none"> -- Alternative financial establishment. <i>[SUP]</i> -- Financial institution without drive-in window. -- Financial institution with drive-in window. <i>[RAR]</i> -- Medical clinic or ambulatory surgical center. -- Office. 	<u>Office uses.</u> <ul style="list-style-type: none"> -- None permitted.
<u>Recreation uses.</u> <ul style="list-style-type: none"> -- Country club with private membership. -- Private recreation center, club, or area. -- Public park, playground, or golf course. 	<u>Recreation uses.</u> <ul style="list-style-type: none"> -- Country club with private membership. <i>[RAR]</i> -- Private recreation center, club, or area. <i>[SUP]</i> -- Public park, playground, or golf course.
<u>Residential uses.</u> <ul style="list-style-type: none"> -- College dormitory, fraternity, or sorority house. 	<u>Residential uses.</u> <ul style="list-style-type: none"> -- College dormitory, fraternity, or sorority house. -- Duplex. -- Group residential facility. <i>[See Section 51A-4.209(3).]</i> -- Handicapped group dwelling unit. <i>[See Section 51A-4.209(3.1).]</i> -- Multifamily.

Land Use Comparison Chart

Existing: CS	Proposed: MF-2(A)
	<ul style="list-style-type: none"> -- Residential hotel. -- Retirement housing. -- Single family.
<ul style="list-style-type: none"> -- Alcoholic beverage establishments. [See Section 51A-4.210(b)(4).] -- Ambulance service. [RAR] -- Animal shelter or clinic without outside runs. [RAR] -- Animal shelter or clinic with outside runs. [SUP may be required. See Section 51A-4.210(b)(2).] -- Auto service center. [RAR] -- Business school. -- Car wash. [RAR] -- Commercial amusement (inside). [SUP may be required. See Section 51A-4.210(b)(7)(B).] -- Commercial amusement (outside). [DIR] -- Commercial motor vehicle parking. [By SUP only if within 500 feet of a residential district.] -- Commercial parking lot or garage. [RAR] -- Convenience store with drive-through. [SUP] -- Drive-in theater. [SUP] -- 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. [SUP] -- Home improvement center, lumber, brick or building materials sales yard. [RAR] -- Household equipment and appliance repair. -- Liquefied natural gas fueling station. [SUP] -- Liquor store. -- Mortuary, funeral home, or commercial wedding chapel. -- Motor vehicle fueling station. 	<u>Retail and personal service uses.</u> <ul style="list-style-type: none"> -- None permitted.

Land Use Comparison Chart

Existing: CS	Proposed: MF-2(A)
<ul style="list-style-type: none"> -- Nursery, garden shop, or plant sales. -- Paraphernalia shop. [SUP] -- Outside sales. [SUP] -- Pawn shop. -- Personal service uses. -- Restaurant without drive-in or drive-through service. [RAR] -- Restaurant with drive-in or drive-through service. [DIR] -- Swap or buy shop. [SUP] -- Taxidermist. -- Temporary retail use. -- Theater. -- Truck stop. [SUP] -- Vehicle display, sales, and service. [RAR] 	
<u>Transportation uses.</u> <ul style="list-style-type: none"> -- Commercial bus station and terminal. [DIR] -- Heliport. [SUP] -- Helistop. [SUP] -- Railroad passenger station. [SUP] -- Transit passenger shelter. -- Transit passenger station or transfer center. [By SUP or city council resolution. See Section 51A-4.211.] 	<u>Transportation uses.</u> <ul style="list-style-type: none"> -- Transit passenger shelter. -- Transit passenger station or transfer center. [SUP]
<u>Utility and public service uses.</u> <ul style="list-style-type: none"> -- Commercial radio or television transmitting station. -- Electrical substation. -- Local utilities. [SUP or RAR may be required. See Section 51A-4.212(4).] -- Police or fire station. -- Post office. -- Radio, television, or microwave tower. [RAR] -- Tower/antenna for cellular communication. [See Section 51A-4.212(10.1).] -- Utility or government installation other than listed. [SUP] 	<u>Utility and public service uses.</u> <ul style="list-style-type: none"> -- Electrical substation. [SUP] -- Local utilities. [SUP or RAR may be required. See Section 51A-4.212(4).] -- Police or fire station. [SUP] -- Radio, television, or microwave tower. [SUP] -- Tower/antenna for cellular communication. [See Section 51A-4.212(10.1).] -- Utility or government installation other than listed. [SUP]
<u>Wholesale, distribution, and storage uses.</u> <ul style="list-style-type: none"> -- Auto auction. [SUP] -- Building mover's temporary storage yard. [SUP] 	<u>Wholesale, distribution, and storage uses.</u> <ul style="list-style-type: none"> -- Recycling drop-off container. [See Section 51A-4.213 (11.2).]

Land Use Comparison Chart

Existing: CS	Proposed: MF-2(A)
<ul style="list-style-type: none"> -- Contractor's maintenance yard. [RAR] -- Freight terminal. [RAR] -- Manufactured building sales lot. [RAR] -- Mini-warehouse. -- Office showroom/warehouse. -- Outside storage. [RAR] -- Petroleum product storage and wholesale. [SUP] -- Recycling buy-back center. [See Section 51A-4.213(11).] -- Recycling collection center. [See Section 51A-4.213(11.1).] -- Recycling drop-off container. [See Section 51A-4.213(11.2).] -- Recycling drop-off for special occasion collection. [See Section 51A-4.213(11.3).] -- Sand, gravel, or earth sales and storage. [SUP] -- Trade center. -- Vehicle storage lot. [SUP] -- Warehouse. [RAR] 	<ul style="list-style-type: none"> -- Recycling drop-off for special occasion collection. [See Section 51A-4.213 (11.3).]

Development Standards

<u>DISTRICT</u>	SETBACKS		Density and FAR	Height	Lot Coverage	Special Standards
	Front	Side/Rear				
Existing CS	15' min No Max	0' 20' adj Res	0.5 FAR lodging, office, retail 0.75 total FAR	45'	80%	Proximity Slope No design standards
Proposed MF-2(A)	15' min No Max	Side: 10' Rear: 10' adj res'	800 sf – Efficiency 1,000 sf – 1BR 1,200 sf – 2BR +150 sf each add BR	36'	60%	Proximity Slope No design standards
MF-2(A) if MIH development bonuses in “Category E” MVA Area are utilized						

5% MIH at Income band 2			No min lot area per unit	51'	80%	Proximity Slope Urban Form Setback 51A-4.1107 Design Standards
10% MIH at Income band 2			No min lot area per unit	66'	80%	Proximity Slope Urban Form Setback 51A-4.1107 Design Standards
10% MIH at Income band 2 AND 5% at Income band 1			No min lot area per unit	85'	85%	Proximity Slope Urban Form Setback 51A-4.1107 Design Standards

Development under the base standards of MF-2(A) zoning district would be consistent with standards allowed within the block at this time. Other MF-2(A) parcels on the block and within the surrounding area could at this time also make use of the by-right MIHDB standards.

The applicant has stated an intention to include mixed-income housing as a portion of the development pursuant to the CHP. If mixed income housing units are provided, the applicant would be able to apply bonuses to increase development standards but would not be obligated to utilize them in their entirety. The bonuses vary by type of zoning district and by the additional development rights that would be most likely to incentivize development. In MF-2(A) Multifamily District, the percentage of reserved mixed-income units enables increases in height and lot coverage. Although the MIHDB affords additional height, it is still subject to residential proximity slope. Single-family proximity slope (1 to 3 slope) would generate from properties zoned PD 134 Subarea A across Willow Street and Santa Fe Avenue, limiting the heights at the front setback of the subject site to between 30 and 38 feet, depending on the width of the right of way.

Participation and use of MIHDB program also requires compliance with design standards that provide for additional pedestrian orientation that are otherwise not required in a base zoning district. These include some of the following, per Sec. 51A-4.1107.

- Minimal surface parking, mostly in the side and rear of the lot
- Ground-floor entrances that open directly to sidewalk or open space
- Wide sidewalks, street trees, and pedestrian lighting
- Parking structures wrapped by other uses
- Only short fences with pedestrian gates are allowed between the front of the building and the street.

- A minimum of 10% of the site provided as open space

These design standards result in a higher level of development quality and safety through their human-scale accommodations. The improved standards would also benefit the site's access to the Santa Fe Trail and the general public's use of the trail. Developing properties fronting the trail with human-scale structures and uses helps activate the trail and calm traffic in the immediate area. It is vital that new development along this corridor be pedestrian oriented, as access to the trail provides a transportation option that connects the site with Downtown Dallas and East Dallas.

Generally, the request removes the possibility for potentially harmful uses from a residential neighborhood while introducing necessary housing at varying income levels and achieves the city's urban design goals with design standards and leveraging sustainable infrastructure.

Landscaping:

Landscaping will be required in accordance with Article X, as amended.

Parking:

Pursuant to Section 51A-4.200 of the Dallas Development Code, a multifamily use requires one space per bedroom with a minimum of one space per dwelling unit. An additional one-quarter space per dwelling unit must be provided for guest parking if the required parking is restricted to resident parking only. No additional parking is required for accessory uses that are limited principally to residents.

If the site is developed under the MIHDB program and the current Chapter 51A, a multifamily use requires a minimum of one-half space per dwelling unit. A minimum of 15 percent of the required parking must be available for guest parking. Like any of the changes in standards provided by the MIHDB, the applicant need not maximize use of the bonus, and may provide additional parking than the minimum if necessary.

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

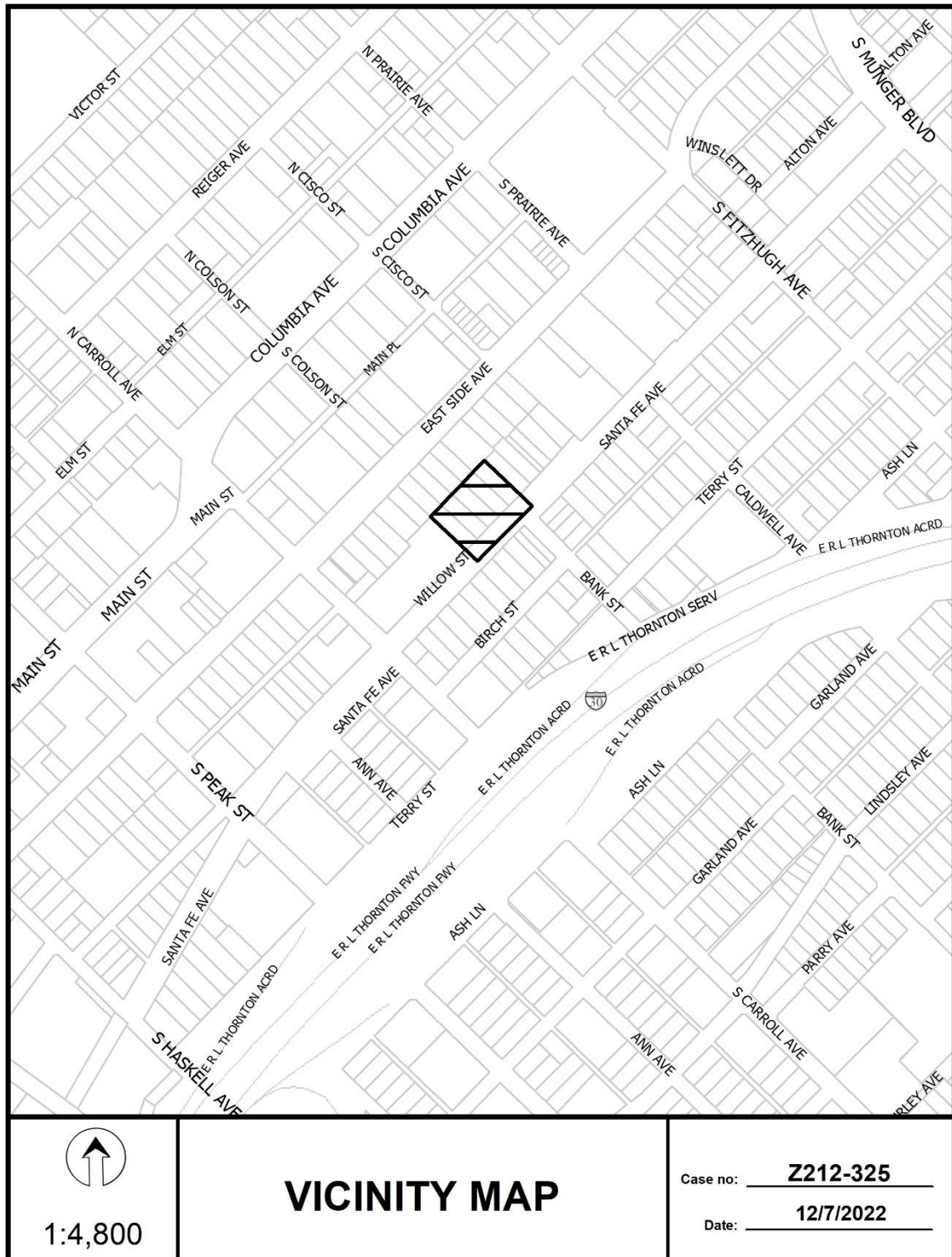
Z212-325(MP)

I). The area of request is currently in an “E” MVA cluster. The area to the southeast is located within a “G” MVA cluster.

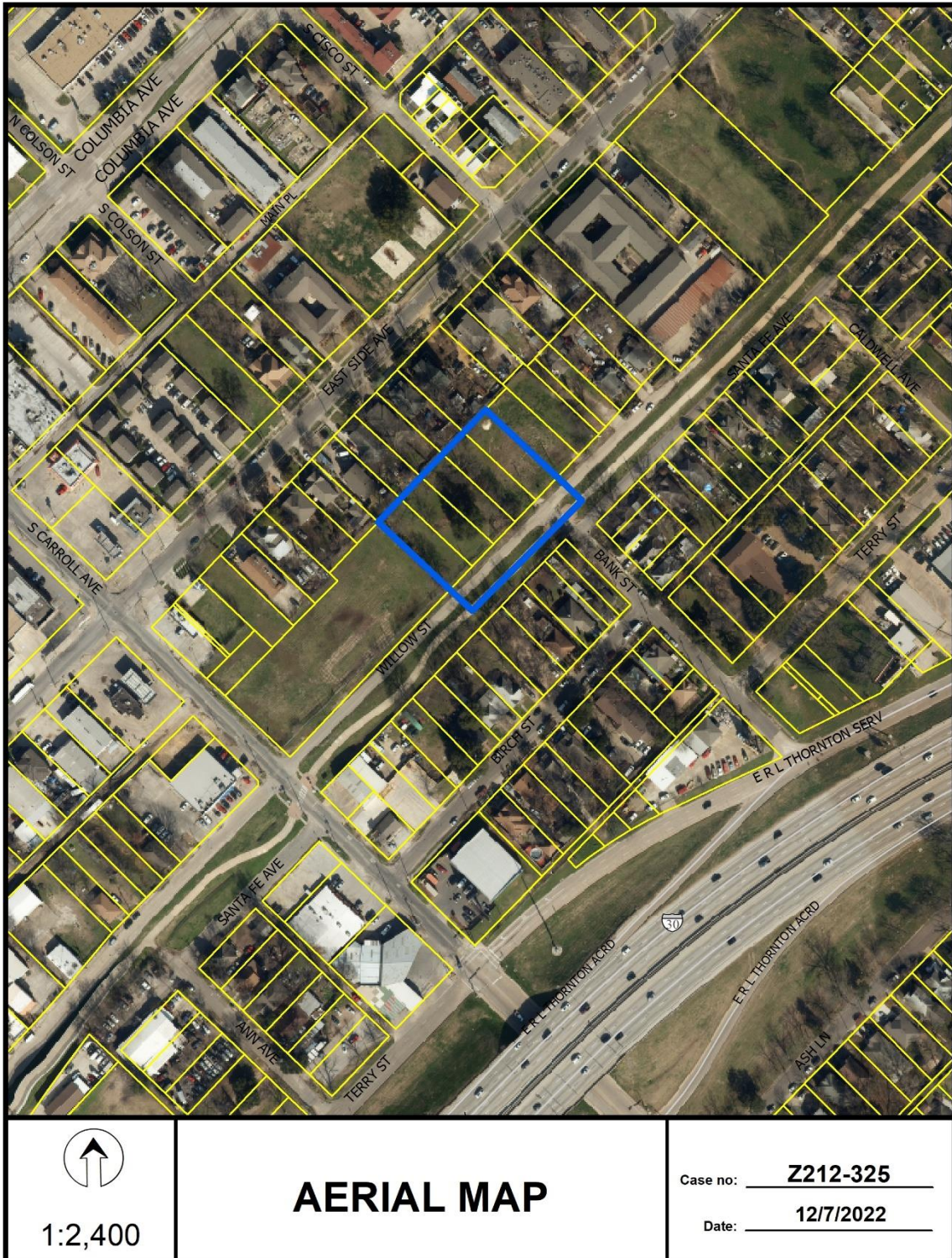
List of Officers

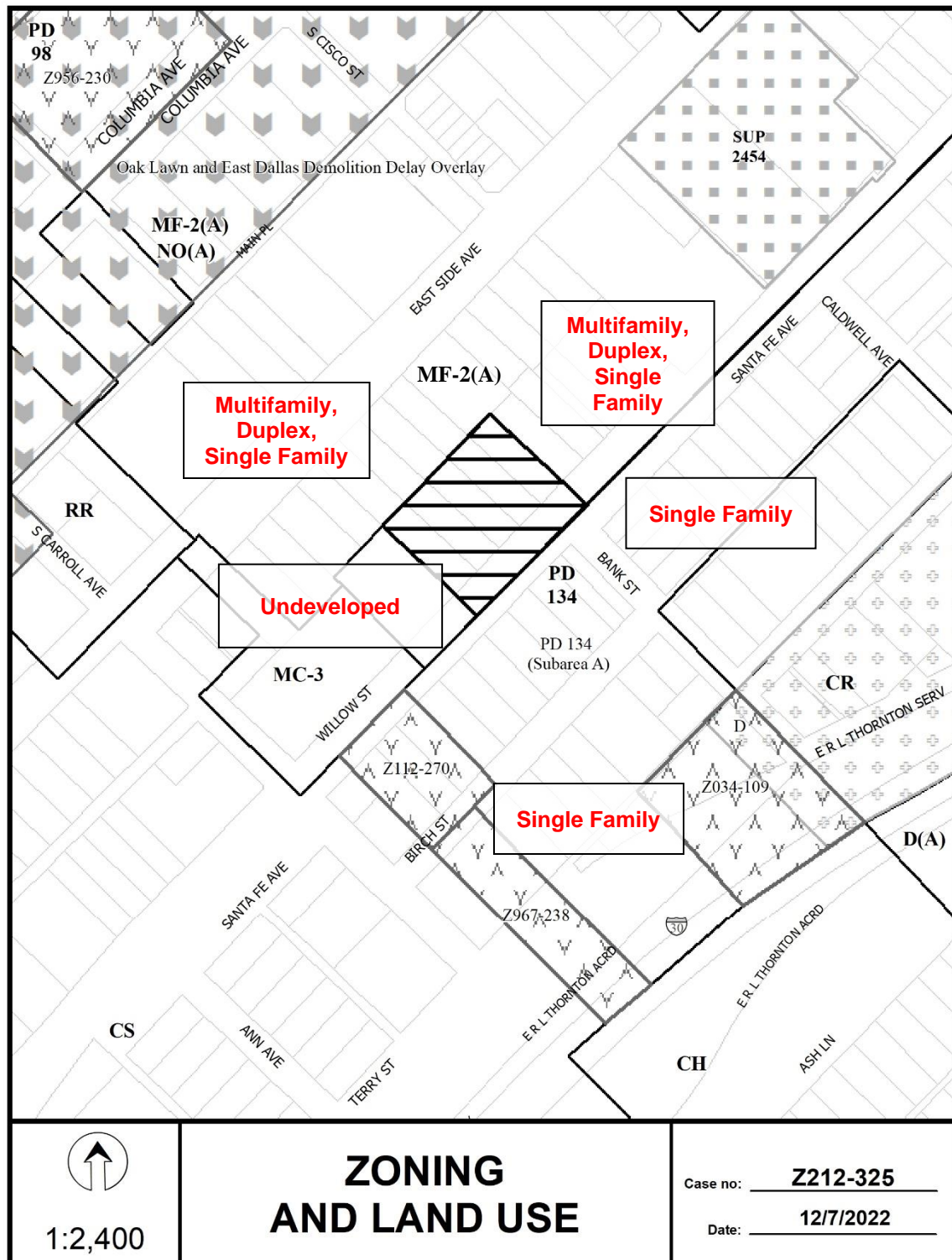
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Willow Partners GP, LLC
David B. McQuaid

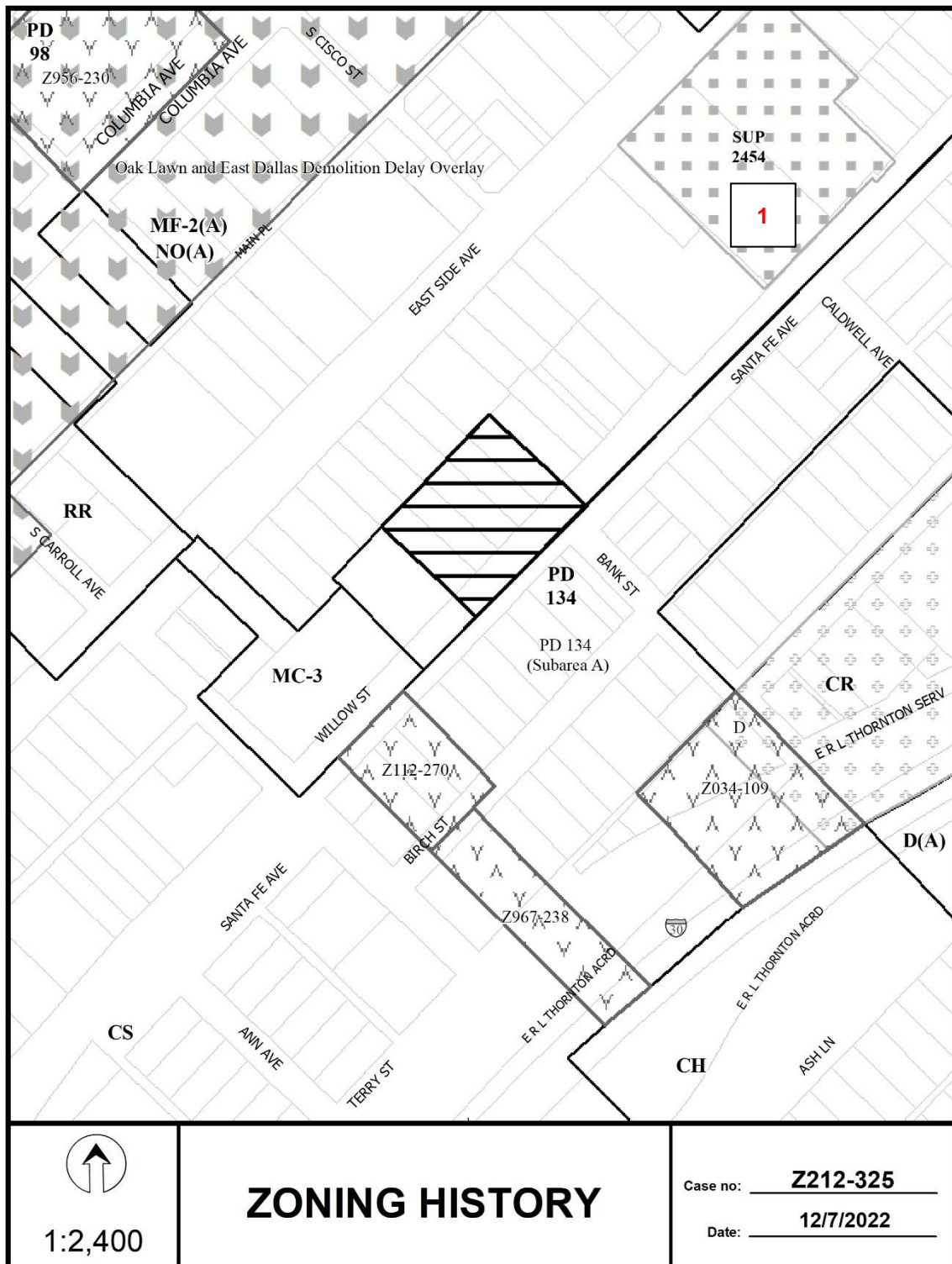
GN Investment Fund, IV, LLC
Bloc House
Alexander Lowe



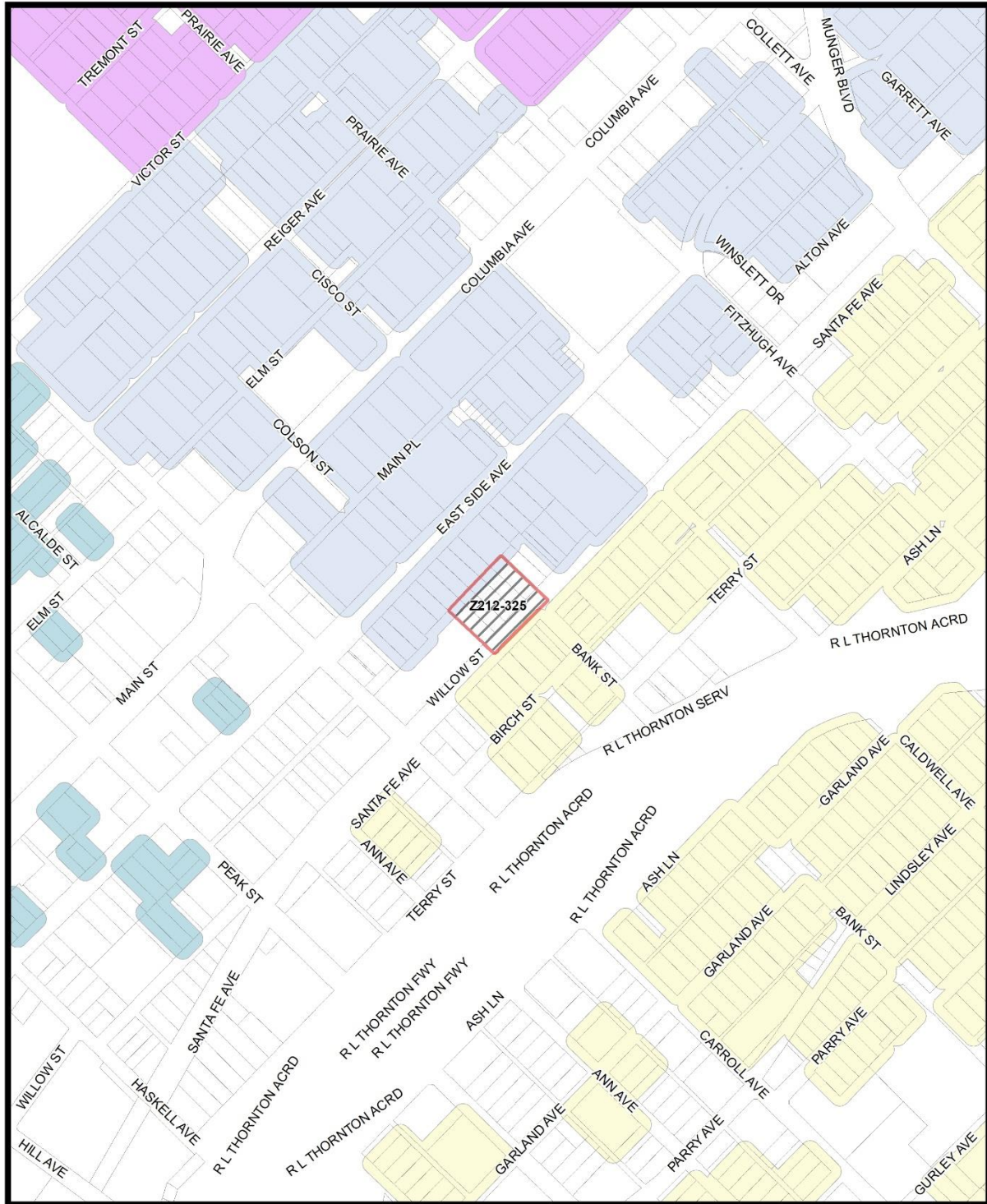
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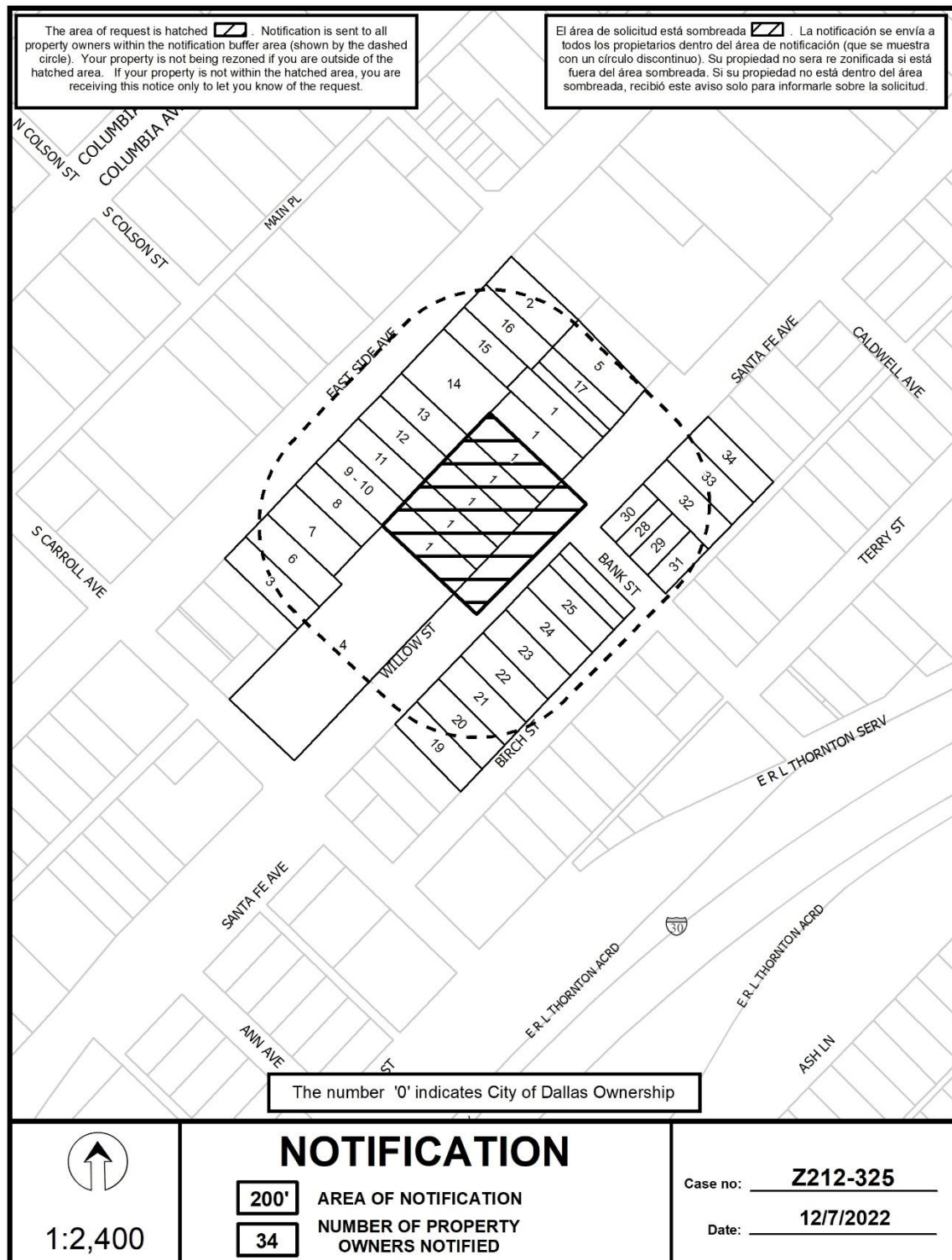
Market Value Analysis



1:4,800

Market Value Analysis

Printed Date: 12/7/2022



12/07/2022

Notification List of Property Owners***Z212-325******34 Property Owners Notified***

<i>Label #</i>	<i>Address</i>	<i>Owner</i>
1	4609 WILLOW ST	WILLOW PARTNERS LP
2	4620 EAST SIDE AVE	EAST SIDE AVE LLC
3	4512 EAST SIDE AVE	Taxpayer at
4	310 S CARROLL AVE	SAMADIAN FAMILY L P
5	4643 WILLOW ST	PULIDO MIGUEL MORENO &
6	4516 EAST SIDE AVE	Taxpayer at
7	4520 EAST SIDE AVE	BECK MARIA CHRISTINA LIZALDE
8	4524 EAST SIDE AVE	HIDALGO AGUSTIN & LUZ M
9	4530 EAST SIDE AVE	ARELLANO JOSE I
10	4530 EAST SIDE AVE	ARELLANO JOSE I
11	4532 EAST SIDE AVE	ARREDONDO ORALIA C TR &
12	4600 EAST SIDE AVE	LABOR RICARDO
13	4602 EAST SIDE AVE	EAST SIDE INCREMENTAL LLC
14	4606 EAST SIDE AVE	LEACHMAN TAMARA I
15	4614 EAST SIDE AVE	YANEZ CRUZ M JR
16	4618 EAST SIDE AVE	Taxpayer at
17	4637 WILLOW ST	QUEST TRUST COMPANY FBO
18	4621 WILLOW ST	ABSOLUTE REAL ESTATE
19	4515 BIRCH ST	SANTOS FERNANDO &
20	4517 BIRCH ST	LOPEZ ANTONIO
21	4521 BIRCH ST	GAMEZ RICHARD &
22	4525 BIRCH ST	SAFE CAPITAL INVESTMENTS LLC
23	4529 BIRCH ST	SAFE CAPITAL INVESTMENTS LLC
24	4531 BIRCH ST	SALDANA GUADALUPE N &
25	4537 BIRCH ST	PONCE FRANCISCO EST OF &
26	4541 BIRCH ST	CARRILLO JESUS

Z212-325(MP)

12/07/2022

<i>Label #</i>	<i>Address</i>	<i>Owner</i>
27	4539 BIRCH ST	LOPEZ JESUS
28	404 BANK ST	SANCHEZ DAVID
29	406 BANK ST	PATINO JOSE S
30	402 BANK ST	RIOS LUIS & JOSEFA
31	410 BANK ST	PATINO JOSE S & CELIA
32	4608 SANTA FE AVE	GRANADO ELOY R &
33	4612 SANTA FE AVE	MEDINA ROCIO &
34	4616 SANTA FE AVE	TREVINO DANIEL & ISABEL