

MINUTES OF THE CITY COUNCIL COMMITTEE
TUESDAY, DECEMBER 19, 2023

23-0014

HOUSING AND HOMELESSNESS SOLUTIONS SPECIAL CALLED MEETING
CITY COUNCIL CHAMBER, CITY HALL/VIDEO CONFERENCE
COUNCILMEMBER JESSE MORENO, PRESIDING

PRESENT: [4] Moreno, Mendelsohn, Gracey, Willis

ABSENT: [1] West

The meeting was called to order at 9:08 a.m. with a quorum of the committee present.

The meeting agenda, posted in accordance with Chapter 551, "OPEN MEETINGS," of the Texas Government Code, was presented.

After all business properly brought before the committee had been considered, the meeting adjourned at 11:53 a.m.

Chair

ATTEST:

City Secretary Staff

Date Approved

The agenda is attached to the minutes of this meeting as EXHIBIT A.

The actions taken on each matter considered by the committee are attached to the minutes of this meeting as EXHIBIT B.

The briefing materials are attached to the minutes of this meeting as EXHIBIT C.

MINUTES OF THE CITY COUNCIL COMMITTEE
TUESDAY, DECEMBER 19, 2023

EXHIBIT A

RECEIVED

2023 DEC 15 PM 12:03

**CITY SECRETARY
DALLAS, TEXAS**

City of Dallas

*1500 Marilla Street,
Council Chambers, 6th Floor
Dallas, Texas 75201*

Public Notice

23 1131

POSTED CITY SECRETARY
DALLAS, TX



Housing and Homelessness Solutions Committee

December 19, 2023

9:00 AM

SPECIAL CALLED MEETING

2023 CITY COUNCIL APPOINTMENTS

COUNCIL COMMITTEE	
ECONOMIC DEVELOPMENT Atkins (C), Narvaez (VC), Arnold, Bazaldua, Ridley, Stewart, West	GOVERNMENT PERFORMANCE AND FINANCIAL MANAGEMENT West (C), Blackmon (VC), Mendelsohn, Moreno, Resendez
HOUSING AND HOMELESSNESS SOLUTIONS Moreno (C), Mendelsohn (VC), Gracey, West, Willis	PARKS, TRAILS, AND THE ENVIRONMENT Stewart (C), Moreno (VC), Arnold, Bazaldua, Blackmon, Narvaez, West
PUBLIC SAFETY Mendelsohn (C), Stewart (VC), Atkins, Moreno, Willis	QUALITY OF LIFE, ARTS, AND CULTURE Bazaldua (C), Resendez (VC), Blackmon, Gracey, Ridley, Schultz, Willis
TRANSPORTATION AND INFRASTRUCTURE Narvaez (C), Gracey (VC), Atkins, Mendelsohn, Resendez, Schultz, Stewart	WORKFORCE, EDUCATION, AND EQUITY Schultz (C), Arnold (VC), Bazaldua, Blackmon, Resendez, Ridley, Willis
AD HOC COMMITTEE ON ADMINISTRATIVE AFFAIRS Atkins (C), Mendelsohn, Moreno,	AD HOC COMMITTEE ON GENERAL INVESTIGATING AND ETHICS Mendelsohn (C), Gracey, Johnson, Schultz, Stewart
AD HOC COMMITTEE ON JUDICIAL NOMINATIONS Ridley (C), Resendez, West	AD HOC COMMITTEE ON LEGISLATIVE AFFAIRS Mendelsohn (C), Atkins, Gracey, Narvaez, Stewart
AD HOC COMMITTEE ON PENSIONS Atkins (C), Blackmon, Mendelsohn, Moreno, Resendez, Stewart, West, Willis	AD HOC COMMITTEE ON PROFESSIONAL SPORTS RECRUITMENT AND RETENTION Gracey (C), Blackmon, Johnson, Moreno, Narvaez, Resendez, Schultz

(C) – Chair, (VC) – Vice Chair

Note: A quorum of the Dallas City Council may attend this Council Committee meeting.

General Information

The Dallas Council Committees regularly meet on Mondays beginning at 9:00 a.m. and 1:00 p.m. in the Council Chambers, 6th floor, City Hall, 1500 Marilla. Council Committee agenda meetings are broadcast live on bit.ly/cityofdallastv and on Time Warner City Cable Channel 16.

Sign interpreters are available upon request with a 48-hour advance notice by calling (214) 670-5208 V/TDD. The City of Dallas is committed to compliance with the Americans with Disabilities Act. **The Council agenda is available in alternative formats upon request.**

If you have any questions about this agenda or comments or complaints about city services, call 311.

Rules of Courtesy

City Council meetings bring together citizens of many varied interests and ideas. To insure fairness and orderly meetings, the Council has adopted rules of courtesy which apply to all members of the Council, administrative staff, news media, citizens and visitors. These procedures provide:

- That no one shall delay or interrupt the proceedings, or refuse to obey the orders of the presiding officer.
- All persons should refrain from private conversation, eating, drinking and smoking while in the Council Chamber.
- Posters or placards must remain outside the Council Chamber.
- No cellular phones or audible beepers allowed in Council Chamber while City Council is in session.

"Citizens and other visitors attending City Council meetings shall observe the same rules of propriety, decorum and good conduct applicable to members of the City Council. Any person making personal, impertinent, profane or slanderous remarks or who becomes boisterous while addressing the City Council or while attending the City Council meeting shall be removed from the room if the sergeant-at-arms is so directed by the presiding officer, and the person shall be barred from further audience before the City Council during that session of the City Council. If the presiding officer fails to act, any member of the City Council may move to require enforcement of the rules, and the affirmative vote of a majority of the City Council shall require the presiding officer to act." Section 3.3(c) of the City Council Rules of Procedure.

Información General

Los Comités del Concejo de la Ciudad de Dallas se reúnen regularmente los lunes en la Cámara del consejo en el sexto piso del Ayuntamiento, 1500 Marilla, a partir de las 9:00 a.m. y la 1:00 p.m. Las reuniones de la agenda del Comité del Consejo se transmiten en vivo por la estación de bit.ly/cityofdallastv y por cablevisión en la estación *Time Warner City Cable Canal 16*.

Intérpretes para personas con impedimentos auditivos están disponibles si lo solicita con 48 horas de anticipación llamando al (214) 670-5208 (aparato auditivo V/TDD). La Ciudad de Dallas se esfuerza por cumplir con el decreto que protege a las personas con impedimentos, *Americans with Disabilities Act*. **La agenda del Ayuntamiento está disponible en formatos alternos si lo solicita.**

Si tiene preguntas sobre esta agenda, o si desea hacer comentarios o presentar quejas con respecto a servicios de la Ciudad, llame al 311.

Reglas de Cortesía

Las asambleas del Ayuntamiento Municipal reúnen a ciudadanos de diversos intereses e ideologías. Para asegurar la imparcialidad y el orden durante las asambleas, el Ayuntamiento ha adoptado ciertas reglas de cortesía que aplican a todos los miembros del Ayuntamiento, al personal administrativo, personal de los medios de comunicación, a los ciudadanos, y a visitantes. Estos reglamentos establecen lo siguiente:

- Ninguna persona retrasará o interrumpirá los procedimientos, o se negará a obedecer las órdenes del oficial que preside la asamblea.
- Todas las personas deben abstenerse de entablar conversaciones, comer, beber y fumar dentro de la cámara del Ayuntamiento.
- Anuncios y pancartas deben permanecer fuera de la cámara del Ayuntamiento.
- No se permite usar teléfonos celulares o enlaces electrónicos (*paggers*) audibles en la cámara del Ayuntamiento durante audiencias del Ayuntamiento Municipal

"Los ciudadanos y visitantes presentes durante las asambleas del Ayuntamiento Municipal deben de obedecer las mismas reglas de comportamiento, decoro y buena conducta que se aplican a los miembros del Ayuntamiento Municipal. Cualquier persona que haga comentarios impertinentes, utilice vocabulario obsceno o difamatorio, o que al dirigirse al Ayuntamiento lo haga en forma escandalosa, o si causa disturbio durante la asamblea del Ayuntamiento Municipal, será expulsada de la cámara si el oficial que este presidiendo la asamblea así lo ordena. Además, se le prohibirá continuar participando en la audiencia ante el Ayuntamiento Municipal. Si el oficial que preside la asamblea no toma acción, cualquier otro miembro del Ayuntamiento Municipal puede tomar medidas para hacer cumplir las reglas establecidas, y el voto afirmativo de la mayoría del Ayuntamiento Municipal precisará al oficial que este presidiendo la sesión a tomar acción." Según la sección 3.3 (c) de las reglas de procedimientos del Ayuntamiento.

Handgun Prohibition Notice for Meetings of Governmental Entities

"Pursuant to Section 30.06, Penal Code (trespass by license holder with a concealed handgun), a person licensed under Subchapter H, Chapter 411, Government Code (handgun licensing law), may not enter this property with a concealed handgun."

"De acuerdo con la sección 30.06 del código penal (ingreso sin autorización de un titular de una licencia con una pistola oculta), una persona con licencia según el subcapítulo h, capítulo 411, código del gobierno (ley sobre licencias para portar pistolas), no puede ingresar a esta propiedad con una pistola oculta."

"Pursuant to Section 30.07, Penal Code (trespass by license holder with an openly carried handgun), a person licensed under Subchapter H, Chapter 411, Government Code (handgun licensing law), may not enter this property with a handgun that is carried openly."

"De acuerdo con la sección 30.07 del código penal (ingreso sin autorización de un titular de una licencia con una pistola a la vista), una persona con licencia según el subcapítulo h, capítulo 411, código del gobierno (ley sobre licencias para portar pistolas), no puede ingresar a esta propiedad con una pistola a la vista."

"Pursuant to Section 46.03, Penal Code (places weapons prohibited), a person may not carry a firearm or other weapon into any open meeting on this property."

"De conformidad con la Sección 46.03, Código Penal (coloca armas prohibidas), una persona no puede llevar un arma de fuego u otra arma a ninguna reunión abierta en esta propiedad."

This Special Called Meeting of the Housing and Homelessness Solutions Committee will be held by video conference and in the Council Chambers, 6th Floor at City Hall.

The Public may attend the meeting virtually; however, City Hall is available for those wishing to attend the meeting in person.

The meeting will be broadcast live on Spectrum Cable Channel 16 and online at bit.ly/cityofdallastv. The public may also listen to the meeting as an attendee at the following video conference link:
<https://dallascityhall.webex.com/dallascityhall/j.php?MTID=m64c64c09d07d30f17daa7a2d6bb72b1c>

Call to Order

BRIEFING ITEMS

- A. 23-3279 Discussion of Expanding Housing Development Options with Potential Regulations for Two-Four-Unit Housing and Minimum Residential Lot Size
[Andrea Gilles, AICP, Director; Andreea Udrea, PhD, AICP, Assistant Director Planning & Urban Design]

Attachments: Presentation

ADJOURNMENT

EXECUTIVE SESSION NOTICE

A closed executive session may be held if the discussion of any of the above agenda items concerns one of the following:

1. seeking the advice of its attorney about pending or contemplated litigation, settlement offers, or any matter in which the duty of the attorney to the City Council under the Texas Disciplinary Rules of Professional Conduct of the State Bar of Texas clearly conflicts with the Texas Open Meetings Act. [Tex. Govt. Code §551.071]
2. deliberating the purchase, exchange, lease, or value of real property if deliberation in an open meeting would have a detrimental effect on the position of the city in negotiations with a third person. [Tex. Govt. Code §551.072]
3. deliberating a negotiated contract for a prospective gift or donation to the city if deliberation in an open meeting would have a detrimental effect on the position of the city in negotiations with a third person. [Tex. Govt. Code §551.073]
4. deliberating the appointment, employment, evaluation, reassignment, duties, discipline, or dismissal of a public officer or employee; or to hear a complaint or charge against an officer or employee unless the officer or employee who is the subject of the deliberation or hearing requests a public hearing. [Tex. Govt. Code §551.074]
5. deliberating the deployment, or specific occasions for implementation, of security personnel or devices. [Tex. Govt. Code §551.076]
6. discussing or deliberating commercial or financial information that the city has received from a business prospect that the city seeks to have locate, stay or expand in or near the city and with which the city is conducting economic development negotiations; or deliberating the offer of a financial or other incentive to a business prospect. [Tex Govt. Code §551.087]
7. deliberating security assessments or deployments relating to information resources technology, network security information, or the deployment or specific occasions for implementations of security personnel, critical infrastructure, or security devices. [Tex Govt. Code §551.089]

MINUTES OF THE CITY COUNCIL COMMITTEE
TUESDAY, DECEMBER 19, 2023

EXHIBIT B

OFFICIAL ACTION OF THE CITY COUNCIL COMMITTEE

DECEMBER 19, 2023

BRIEFING ITEMS

Item A: Discussion of Expanding Housing Development Options with Potential Regulations for Two-Four-Unit Housing and Minimum Residential Lot Size

The following individuals addressed the committee on the item:

Ed Zahra, 1003 Valencia St.
Greg Estell, 411 Bondstone Dr.
Jack Kocks, 7658 El Pensador Dr.
Melanie Vanlandingham, 6311 Lakeshore Dr.
Norma Minnis, 6219 Prospect Ave.
Dolores Levy Serroka, 4822 Swiss Ave.
John Morrow, 8522 Stable Glen Dr.
Cindy Hellstern, 10827 Crooked Creek Dr.
Anga Sanders, 3432 Spruce Valley Ln.
Nathaniel Barret, 4526 Reiger Ave.
Greg Anderson, Not Provided
Darryl Baker, Not Provided
Elizabeth Markowitz, 320 W. Pleasant Run Rd.
Charles Gardner, Not Provided
Nathaniel Markowitz, 320 W. Pleasant Run Rd.

The following individuals briefed the committee on the item:

- Andrea Gilles, AICP, Director, Planning and Urban Design;
- Andreea Udrea, PhD, AICP, Assistant Director, Planning & Urban Design;
- Casey Burgess, Assistant City Attorney, City Attorney's Office;
- Alex Barkume, Development Services Manager, Development Services Department; and
- David Session, Assistant Building Official, Development Services Department

MINUTES OF THE CITY COUNCIL COMMITTEE
TUESDAY, DECEMBER 19, 2023

EXHIBIT C



City of Dallas

**Discussion of Expanding
Housing Development
Options with Potential
Regulations for Two-Four-
Unit Housing and Minimum
Residential Lot Size**

**Housing and Homelessness
Solutions Committee
December 12, 2023**

Andrea Gilles, AICP, Director (i)
Planning & Urban Design
Andreea Udrea, PhD, AICP, Assistant Director
Planning & Urban Design

Presentation Overview



1. Presentation Purpose
2. ForwardDallas
3. Current Zoning Regulations
4. Trends We See
5. Possible Paths Forward – Process
6. Potential Effects
7. Timeline



Presentation Purpose



- As requested by the November 8, 2023-five-signature Memo by Council Members: West, Resendez, Schultz, Blackmon, and Bazaldua
- Discussion on options to expand the zoning menu for a wider variety of housing options



Five-Signature Council Memo



November 8, 2023:

- Briefing to explain the process and potential effects of amending Chapters 51 and 51A of the Dallas Development Code:
 - to define new uses called "tri-plex" and "four-plex,"
 - reduce minimum lot size of single family districts,
 - amend single family and duplex district regulations to allow tri-plex and four-plex uses by right



Five-Signature Council Memo



November 8, 2023:

- and amend Chapters 53 and 57 of the Dallas City Code to modify the scope and definitions of the Dallas Building Code and Dallas One- and Two-Family Dwelling Code to make the Dallas One- and Two-Family Dwelling Code apply to all three and four unit structures (Development Services)





- **First draft currently under review** with the Comprehensive Land Use Plan Committee of the CPC
- **Key Discussion Points:**
 - Treat neighborhoods equitably
 - All neighborhoods should share in accommodating additional housing needs
 - Location, context, and design is critical
- **Community Residential Placetype (future land use)**
 - Largest % of land; primarily single-unit homes.
 - Context-sensitive and gentle density to increase housing choice
 - Non-residential & apartment uses within 1/2 mile of DART, near existing activity centers & established commercial nodes.



Current Zoning Regulations



18 Residential districts based on min. lot sizes

- 1 unit/lot
 - Agricultural (*min. 3 Ac.*)
 - Single Family: R-1 Acre(43,560 SF), 1/2 Acre(21,780 SF), 16,000 SF, 13,000 SF, 10,000 SF, 7,500 SF, and 5,000 SF
- 1&2 unit/lot
 - Duplex (*min. 6,000 SF*)
 - Townhouse 1, 2, 3 (*min. 2,000 SF*)
- 1&up/lot
 - Clustered Housing (*min. 1/2 acre 21,780 SF*)
 - Multifamily 1, 2, 3, 4 (*min. 3,000 SF, 1,000 SF, 6,000 SF*)
 - Manufactured Home (*min. 4,000 SF*)



Current Zoning Regulations



Barriers to gentle density infill housing in a context-sensitive manner

- **R-7.5(A)** is the most used zoning in the city
- **D(A)** - lot size is too big; the front yard is bigger than R-7.5(A)/R-5(A)
- **TH-1, 2** - density caps are too low
- **CH** - min. ½ acre site
- **MF-1, 2** – density caps per unit type + lot size + parking requirements



Current Zoning Regulations Recap



- **What does the code contain now?**
Barriers to other types of housing and no sensitivity to context.
- **What is missing in the code?**
Scale, design, predictability.
- **What is context sensitivity?**
Scale and massing at neighborhood level.
- **What is gentle density?**
Housing options at house-scale.



Current Zoning Map



North Central

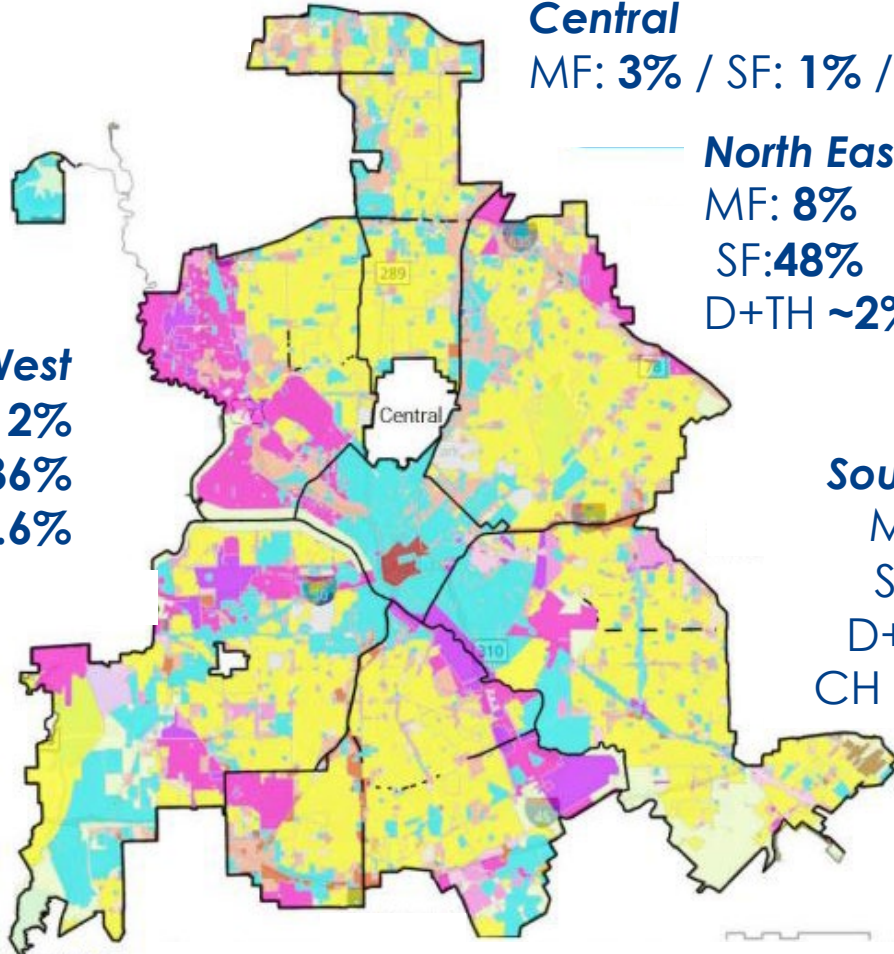
MF: 11%
SF: ~50% D+TH 7% CH 0.15%

North West

MF: 2%
SF: 36%
D+TH 0.6%

South West

MF: 3% SF: 29% D+TH 2% CH 0.03%



Central

MF: 3% / SF: 1% / D+TH 0.1%

North East

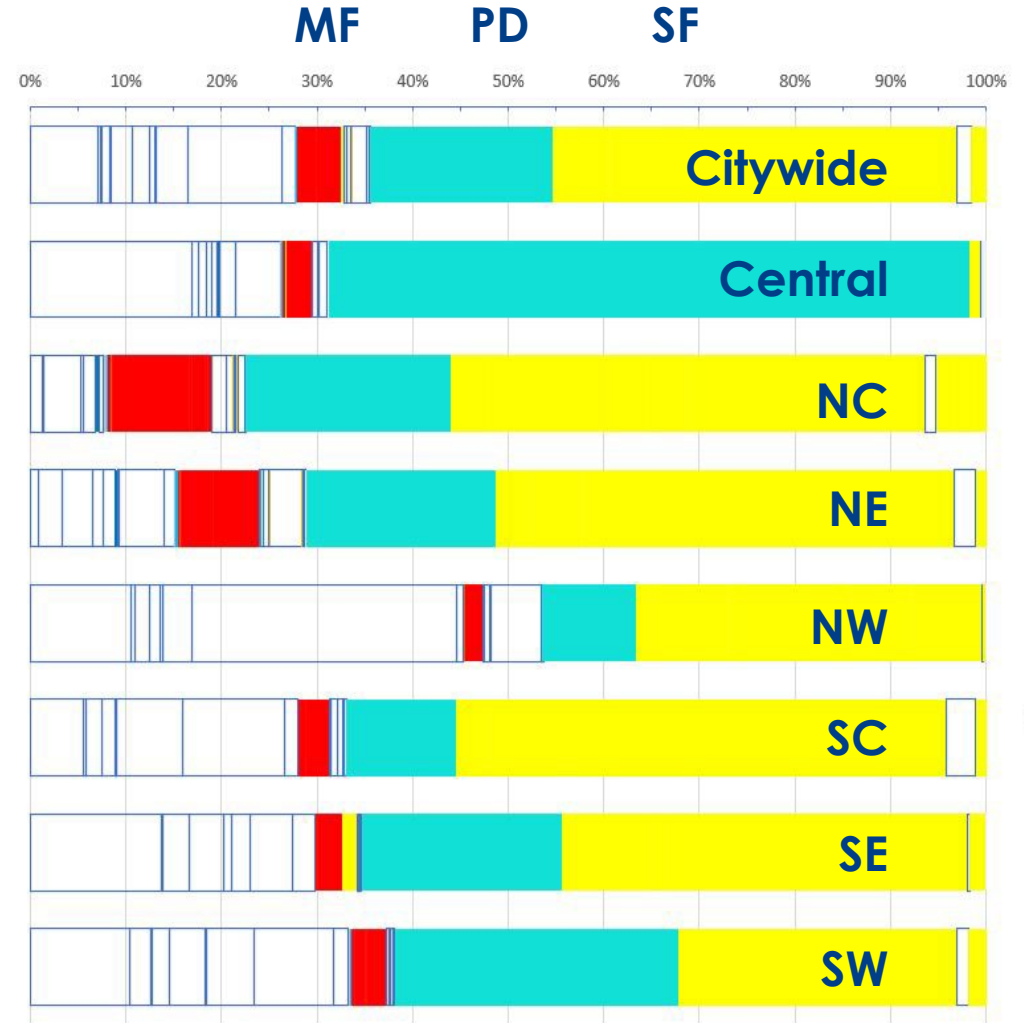
MF: 8%
SF: 48%
D+TH ~2%

South East

MF: 4%
SF: 42%
D+TH 3%
CH 0.16%

South Central

MF: 3% SF: 51% D+TH 1% CH 0.25%



WHY



- Create more housing options at different price points and for diverse households including multi-generational households, single parents, those who want to age in place, and students.
- Allow greater access to neighborhood living.
- Gentle density was a housing type allowed in Dallas before the current development codes.
- This housing type exists throughout Dallas.



Examples



Sondra Ln_ SF vs **duplex**

Goodwin _ **4plex** vs SF



Examples



Hawthorne Ave – **4plex, duplex**
PD 193 MF-2



Examples



Rawlins St / Prescott Ave_ SF
CD 16

Rawlins St / Prescott Ave_ **MF, attached**
PD 183 MF-3



Examples



Hawthorne Ave / Rawlins St_ MF _ **individual units, attached**
PD 193 MF-3



Examples



Rawlins St / Knight St_ MF **individual units, attached and stacked**
PD 193 MF-2

Rawlins St _ SF
PD 193 MF-2



Trends We See in Zoning



- Shared access developments
- Zoning up for gentle infill
- Appeal for duplex and multiple units attached
- Nonconforming homes
- Zoning cases past 2 years – approx. 30% w housing component; 30-50% for gentle density or SF

Existing mismatch between zoning vs demand hurts supply and affordability



Possible Paths _ LAND USE



1. Allow ADUs and duplex by right on any lot
2. Create and allow 3-4plex based on certain criteria

Context-sensitivity for both scenarios:

- **House-scale homes**
- *The same standards as the base district to deliver the same footprint (lot size, lot coverage, height, yards)*
- *Rethink car access to a lot + parking*
- *Front loaded lots – garage door + driveways and curb cuts*
- *Max. sf. for ADUs*
- *Max. impervious surface on the lot + keep requirement for 1 tree/lot*



Possible Paths _ ZONING DISTRICTS



1. Create a floating base zoning district for small multiplex:
 - **Attached, stacked, detached small scale homes**
 - *Allowable by rezoning case-by-case; similar w MU and form-based code districts*
2. Update: D, TH, CH, MF-1, MF-2, SAD, platting
 - *Rethink the apparatus of regulations: min. lot size +/- or caps on DU/bedroom density +/- or housing types*
 - *Rethink lot pattern requirement*
 - *Rethink front yards and relationship with street*



Possible Paths _ LOT SIZE



1. Rethink all districts with residential use
 - **Form-based code**
 - **It is a full code reform (including community conversations)**
 - Rethink min lot sizes options may vary from a min lot size across the board and regulate by housing types and design + massing standards, to lower the min. lot sizes of existing districts
 - Design guidebooks for each district / housing type



Possible Paths _ context-sensitive scale



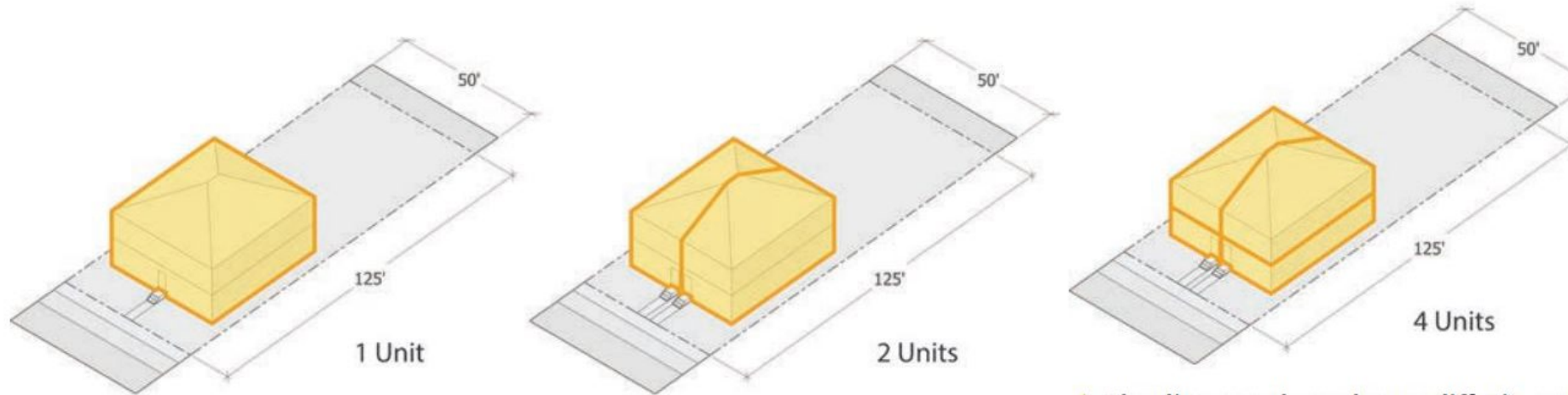
Author: ILLUSTRATION: DANIEL PAROLEK / ISLAND PRESS

Source: *Discovering and Developing Missing Middle Housing* by AARP & Opticos Design

<https://www.aarp.org/livable-communities/housing/info-2020/slideshow-missing-middle-housing.html>



Possible Paths _ house-scale homes



▲ The diagram shows how a differing number of housing units can fit within a residential building without changing the dwelling's overall size or placement on a 6,250-square-foot lot.

Author: ILLUSTRATION: DANIEL PAROLEK / ISLAND PRESS

Source: *Discovering and Developing Missing Middle Housing* by AARP & Opticos Design

<https://www.aarp.org/livable-communities/housing/info-2020/slideshow-missing-middle-housing.html>



Potential Effects



- **Incremental changes.** The housing market reacts slow to zoning reform but understands the signal of eliminating a significant barrier to housing.
 - *Similar reforms showed an increase in supply by 3-5% in 3 years after the zoning reform*
 - *Data shows that parking reform has more immediate and significant effect on large scale housing supply*
- **Existing development pattern** will remain and guide new development.
- **Typically areas in transition are stabilized** by offering more local housing options.



Timeline



- **Step 1:** Adopt ForwardDallas and Future Land Use Map
- **Step 2:** Potential code amendments as discussed in briefings
 - 2nd briefing in coordination with ForwardDallas to discuss more defined options for consideration
 - -> ZOAC -> CPC
- **Step 3:** Code reform to think how to incorporate more housing types throughout all residential districts





City of Dallas

**Expanding
the Zoning Menu
for Housing Options
Two-Four- Unit Housing
and Minimum Residential Lot Sizes**

**Dallas City Council
December 6, 2023**

David Session, Assistant Building Official
Development Services Department

Basic International Building and Fire Code Considerations



- International Residential Code Definitions:
 - Townhouse Unit - A single-family dwelling unit in a townhouse that extends from foundation to roof and that has a yard or public way on not less than two sides.
 - Townhouse – A building that contains three or more attached townhouse units.
- The International Residential Code does not limit the number of townhouse units in a townhouse but does require the building to satisfy the definitions listed above.
- KEY – A townhouse unit is not permitted to be placed above any portion of another townhouse unit. Multiple-family dwellings that do not meet these conditions are regulated by the International Building Code.
- No changes are required in the building and fire codes if the proposed structures comply with all of the above.



Challenges of International Codes based on Proposed Changes



- Accessibility
- Fire Areas
- Egress-Common path of travel
- Egress-Travel distance
- Air plenum paths
- Pipe chase and other paths
- Type of sprinkler system
- Sprinkler risers



Challenges of International Codes based on Proposed Changes



- Fire Department Connection
- Sprinkler Monitoring
- Manual Fire Alarms
- Fire Access Road
- Fire Hydrant Locations
- Energy Code
- Fuel Gas Provisions
- Electric Vehicle Charging Station Provisions



Additional Considerations Based on Proposed Changes



- Water and Sewer Provisions (Dallas Water Utilities)
- Electrical Code and service provisions
- Gas service provisions
- Insurance industry and underwriting practices are similarly aligned with the International Codes in distinguishing between single-family and multiple-family uses in terms of risk assessments.
- Dallas County Appraisal District impacts on reporting
- U.S. Commerce Department impacts on reporting
- The list provided here is not necessarily exhaustive.





City of Dallas

**Expanding
the Zoning Menu
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Two-Four- Unit Housing
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