



**Minutes
City of Carrollton
Planning & Zoning Commission
November 6, 2025**

Briefing Session and Meeting

A meeting of the City of Carrollton Planning & Zoning Commission was held on Thursday, November 6, 2025 at 6:30 p.m. in the Council Chambers at City Hall.

Commission Members Present:

Scott Windrow, Chair
Greg Kramer, Vice Chair
Kathleen Foster, 1st Vice Chair
Jim Doyle
Al Overholt
Dave Hermon
Rusty Pendleton
Terry Sullivan
Lou Sartor

Commission Members Absent:

None

Alternate:

Neil Anson

Staff Members Present:

Loren Shapiro, Planning Manager
Michael McCauley, Senior Planner
Emily Offer, Senior Planner
Lydia Tormos, Planning Technician
Cory Heiple, Director of Environmental Services
Shad Rhoten, Planner

Shannon Hicks, Asst. City Manager
Herb Cavanaugh, Fire Marshal
John Romberger, Transportation Engineer
Meredith Ladd, City Attorney
Joe Haefner, Asst. City Attorney
Edward Green, Plan Review Manager

Guests Present:

Mayor Steve Babick
Richard Fleming, Council Observer

BRIEFING SESSION – 5:15 p.m. - COUNCIL BRIEFING ROOM

- A. Oaths of Office for new and returning Commissioners.
- B. Staff provided a training session for the Planning and Zoning Commission.
- C. Staff gave a brief presentation on each of the items on the consent agenda.

No public testimony was allowed during the briefing.

REGULAR MEETING – CALL TO ORDER: 6:30 p.m. - COUNCIL CHAMBERS

Chair Windrow called the meeting to order at 6:30 p.m. He opened the floor for public comments concerning any of the consent agenda items. There were none and with no questions from the Commissioners, he opened the floor for a motion.

CONSENT AGENDA:

1. **MINUTES:** Approval of the October 2, 2025 meeting minutes.
2. Consider And Take Final Action On A **Final Plat For Life Time Carrollton** For An Approximately 16.652-Acre Tract Located At 5005, 5009, And 5015 Plano Parkway And Approximately 300 Feet North Of The Northwest Corner Of Plano Parkway And Parker Road. **Case No. PLFP 2025-169 Life Time Carrollton, Lots 2, 3, And 4, Block A.** Case Coordinator: Emily Offer.
3. Consider And Take Final Action On A **Replat Of Marsh Lane North Subdivision, Phase 2,** Lot 3, Block 1 For An Approximately 14.18-Acre Tract Located At 3150 East Hebron Parkway And 4240 Marsh Lane, To Subdivide A Lot Into Two Lots And Modify Easements. **Case No. PLRP 2025-134 Marsh Lane North Subdivision, Phase 2, Lots 3R And 4, Block 1.** Case Coordinator: Emily Offer.
- * *Commissioner Foster moved to approve the Consent Agenda Items 1 through 3, finding that for Items 2 and 3 the right-of-way is necessary and proportionate to the proposed developments; second by Commissioner Hermon. The motion was approved with a vote of 9-0.*

PUBLIC HEARING

4. Hold A Public Hearing To Consider An Ordinance **Amending The Zoning** On An Approximately 14.32 Acre Tract Zoned PD-148 For The (HC) Heavy Commercial District And Generally Located On The Southeast Corner Of East Hebron Parkway And Marsh Lane To Repeal and Replace Ordinance No. 3911, Reestablishing Planned Development 148; To Change The Base Zoning On A Portion Of Said Tract From (HC) Heavy Commercial District To (MF-18) Multifamily Residential District, To Add Development Standards, And To Add Conceptual Plans; Amending The Official Zoning Map Accordingly. **Case No. PLZ 2025-133 IBP 9.** Case Coordinator: Emily Offer.

Emily Offer, Senior Planner, presented this item. She provided a location/zoning map and described the general area for this development. She explained that the proposal is to repeal and replace Ordinance No. 3911, reestablishing Planned Development 148 and provided a map reflecting the various tracts of land included in the planned development. A proposed conceptual site plan was reviewed that reflects 396 high-density, multifamily in Buildings 1 and 2, two parking garages, courtyard, pond with a water feature, 10 low-density townhomes, over 25,000 square feet of retail, and over 6,000 square feet of patio space. Building elevations

were provided as well as a landscape plan that exceeds minimal requirements. Ms. Offer stated that the Engineering Department has approved a traffic-impact analysis. Staff is recommending approval with stipulations.

With no questions from the Commission for staff, Chair Windrow asked if the applicant would like to speak.

Applicant Lucilo Pena, 1722 Routh St., Dallas, described the project. He stated the amenities and retail are designed for walkability for the multifamily. He addressed the concerns regarding traffic that were submitted by the public. He said the mixed use will result in less traffic issues at rush hour than if it were all office buildings. He noted that the retail is two-sided. Additionally, he said the entire development would be built as one project.

Commissioner Doyle inquired where trucks would unload with two-sided retail. Mr. Pena responded they would unload from the side.

Chair Windrow opened the public hearing. Twelve cards in opposition were received and five of those individuals spoke.

Speakers in opposition:

Joel Bailey, 2208 High Point
Steven Dimitt, 2213 High Point
Matt Garrett, 2226 Arbor Crest
John W. Smith, 3866 Kelly Blvd.
Jim Privitt, 2206 Glen Helen Cir.
Jack Bennett, 2417 Vista Glen
Priscilla Liu, 2307 Aberdeen Bend
Andrea Tritton, 2221 Meadow Dr.

Speakers in favor:

Henry Billingsley, 6701 Turtle Creek, Dallas, owner
Daniel Deway, 2121 Midway Rd.
Shelley Stracenter, 2349 Highlands Creek

Mr. Pena responded to comments from the public speakers.

Commissioner Foster asked the applicant if there would be two exits onto International Parkway. Mr. Pena responded yes.

* ***Commissioner Foster moved to close the public hearing and approve Case No. PLZ 2025-133 IBP 9 with stipulations; second by Commissioner Pendleton. The motion was approved with a vote of 7-2, (Kramer and Doyle opposed).***

5. Hold A Public Hearing To Consider An Ordinance **Amending The Zoning** To Establish A Special Use Permit To Allow An “Amusement Arcade (Excluding Adult Arcade)” Located At 4070 SH 121, Suite 312, And Zoned (PD 197) Planned Development For The (LR-2) Local

Retail District; Amending The Official Zoning Map Accordingly. **Case No. PLSUP 2025-157 Claw Arcade.** Case Coordinator: Shad Rhoten.

Shad Rhoten, Planner, presented this item. He provided a location/zoning map for the arcade special use permit request. He noted the location is in the Local Retail Zoning district. A site plan was provided. He said that the business would have approximately 50 claw-type machines and provided an example photo. One public comment card was received in support of the request. Staff is recommending approval with stipulations.

With no questions from the Commission for staff, Chair Windrow asked if the applicant would like to speak.

Applicant Richard Smart, 4070 SH 121, Suite 312, provided an overview of his business model and said the arcade will be an environment for families, teens and young adults. Hours of operation will be 11 a.m. – 9 p.m., Monday through Friday; 11 a.m. – 11 p.m., Saturday; 12 p.m. – 9 p.m., Sunday. He said that there will be three to five employees on staff for each shift and security cameras will be in place. He advised there should be no issues regarding noise, traffic or parking.

Commissioner Doyle asked if the new back door on the plan is a public entry. Mr. Smart answered that it is a public entry. He stated there is an apartment building behind the center and some on-street parking.

Chair Windrow opened the public hearing. There were no speakers.

* *Commissioner Overholt moved to close the public hearing and approve Case No. PLSUP 2025-157 Claw Arcade with staff stipulations; second by Commissioner Hermon. The motion was approved with a vote of 9-0.*

6. Hold A Public Hearing To Consider An Ordinance Amending The Zoning To **Amend SUP-413 To Allow Modified Conceptual Plans** On An Approximately 5.426-Acre Tract Zoned PD-189 For The (O-4) Office District And Located At 1401 East Trinity Mills Road; Amending The Official Zoning Map Accordingly. **Case No. PLSUP 2025-171 Trinity Mills OR Expansion.** Case Coordinator: Michael McCauley.

Michael McCauley presented this item. He explained that the hospital located at the northwest corner of E. Trinity Mills Road and McCoy Road plans to enlarge an operating room on the west side of the hospital which will add approximately 7,500 square feet to the building. Mr. McCauley advised that in 2021 SUP-413 was approved to add 6,000 square feet for an operating room, however, the applicant did not move forward with the project. This item is to amend SUP-413 to allow the expansion to the building's footprint and modify conceptual plans by adding an additional 1,500 square feet for a total of 7,500 square feet to the building. He provided a site plan, landscape plan, and building elevations. Staff is recommending approval with stipulations.

Commissioners asked if any changes were being made to the parking or to the fire lanes. Mr. McCauley responded there were no reductions.

Chair Windrow asked if the applicant would like to speak.

Logan Lindsley, Engineer of Record, 4109 Kingsway Ln., Aubrey TX, reviewed the changes requested for the previously approved plan, noting that the addition of six parking spaces were included and will remain part of this revision. He added the purpose of the expansion is to consolidate other locations to the Carrollton hospital location.

Chair Windrow stated three cards were received, of which two were presented before the meeting and in support of the request. The third card was received from Marshall Reid, 3735 Gramercy Street, Houston, TX, and is in support; however, he did not wish to speak.

Chair Windrow opened the public hearing.

Steven Donnelly, 12531 Prince Solms, San Antonio, TX, stated he is the Vice Present of Real Estate for Legent Health. He said that right now there are three other surgery centers that will relocate their operations to this hospital site.

* *Commissioner Doyle moved to close the public hearing and approve Case No. PLSUP 2025-171 Trinity Mills OR Expansion with stipulations; second by Commissioner Foster. The motion was approved with a vote of 9-0.*

7. Hold A Public Hearing To Consider An Ordinance Of The City Of Carrollton, Texas **Amending Ordinance Number 1470, Otherwise Known As The Comprehensive Zoning Ordinance**, By Amending Article V. Use Of Land And Structures, Section C. Use Matrix, By Modifying The Zoning Districts Short-Term Rental And Bed And Breakfast Uses May Operate By Right Or By Special Use Permit (SUP) And Repealing Section D. Interim Prohibition On Short-Term Rental And Bed And Breakfast Uses; Repeal And Reserve Article XXI. Special Use Permits, Section D. Special Conditions, 2. Subsection f. Hotel and Transient Lodging; And Amending Definitions Relative To Short-Term Rentals And Bed And Breakfasts. **Case No. PLZT 2025-170 CZO Text Amendments – STR and B&B Zoning Amendments**. Case Coordinator: Loren Shapiro.

Loren Shapiro, Planning Manager, presented this item. He stated this is a Comprehensive Zoning Ordinance (CZO) text amendment regarding short-term rentals (STRs) and Bed and Breakfasts (B&Bs). He indicated that prior to 2022 there were no regulations for STRs; B&Bs required a special use permit. In December 2022 Council adopted initial regulations creating a process for STRs and B&Bs. In February 2023 Council amended the CZO requiring Special Use Permits (SUPs) for STRs. Mr. Shapiro indicated that regulations were adopted in response to the large number of STRs and B&Bs increasing in the community. Since then, there has been considerable issues voiced by Carrollton citizens regarding nuisances caused by STRs and B&Bs. Due residents' concerns, Council implemented a one-year interim prohibition on STRs, though if certain criteria were met, they were allowed. During the interim period, the City evaluated what it could do better to serve its residents and be responsive to their concerns.

Mr. Shapiro reviewed what the regulations were at the time of the interim prohibition. During the interim period, Council held work sessions on July 22, September 23, and October 14 to evaluate and discuss all aspects of STRs and B&Bs. On October 28, staff received directions from the City Council on how to move forward based on all the information received and in response to all the concerns that were raised.

The recommendations staff brought forward for consideration based on Council's direction are as follows:

1. Remove the interim prohibition section from Article V. Use of Land and Structures.
2. Adopt a Prospective Ban on STRs and B&Bs.
 - o New STRs and B&Bs are prohibited.
 - o Existing licensed, legal non-conforming STRs and B&Bs operating and in conformance with city codes may continue.
3. Amend Article XXI. Special Use Permits removing the section regulating SUPs for STRs and B&Bs.
4. Amend Article XXXIV. Definitions modifying terms and definitions.

Commissioner Doyle asked for clarification on No. 2. Mr. Shapiro responded that those that are licensed and existing (with documentation they were operating previously) may continue to operate as a legal non-conforming use. The term "prospective ban" means that no more new STRs or B&Bs will be allowed in the future. Commissioner Doyle asked what the effective date of the ordinance would be. Mr. Shapiro responded, in December after Council formally adopts the ordinance.

Commissioner Foster inquired how many existing, licensed, legal non-conforming STRs and B&Bs operating in conformance with Carrollton codes currently. Director of Environmental Services Cory Heiple responded that there are approximately 60 that are not registered.

Chair Windrow opened the public hearing.

Spoke in favor:

Alberto Gomez, 1842 Castille Dr.

Vinh Le, 1804 Chamberlain

Spoke in opposition:

James Hogue, 1125 Lady Carol Ln., Lewisville

- * ***Commissioner Hermon moved to close the public hearing and approve Case No. PLZT 2025-170 CZO Text Amendments – STR and B&B Zoning Amendments; second by Commissioner Overholt. The motion was approved with a vote of 9-0.***

OTHER BUSINESS:

- a. Staff Reports- Loren Shapiro provided an update on City Council action in October and on November 4th.

- b. Chair Windrow welcomed the newly appointed Commissioners and thanked staff for the training held earlier in the meeting.

ADJOURNMENT

Chair Windrow adjourned the meeting at 8:09 p.m.

Loren Shapiro, Planning Manager

Scott Windrow, Chair
Planning and Zoning Commission