

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
June 5, 2025**

SUMMARY

A request by Engineering Surveys & Services (agent), on behalf of THF Grindstone Plaza Development LLC (owner), to rezone the western approximately 7-acres of the 9-acre property from PD (Planned Development) to M-C (Mixed Use - Corridor) to allow expanded commercial uses on the site. The subject site is located directly northeast of the intersection of Grindstone Parkway and Grindstone Plaza Drive, and includes the address 1409 Grindstone Parkway.

DISCUSSION

The applicant is requesting approval to rezone approximately 7-acres of a 9-acre site located at 1409 Grindstone Parkway from PD (Planned Development) to M-C (Mixed Use – Corridor). The rezoning to M-C would allow expanded commercial uses by-right and eliminate the necessity for approval of site-specific PD development plan prior to improvement of the acreage.

The subject site is surrounded by City A (Agriculture) zoning to the north and south. It is of note that the A-zoned lot to the south is buffered by Grindstone Parkway and is rather intense as it is the location of the Crossing Church, which includes a substantial amount of paving and building improvements for the its congregation/guests. The A-zoned property to the north is an undeveloped, unplatted tract. The property to the west was approved concurrently with the subject site, is also zoned PD, and permits more intense commercial uses than the subject site per the approved statement of intent (SOI). PD zoning is located southwest of the intersection of this site and is improved with a gas station/c-store, light vehicles service and repair, retail, and financial institution uses. The property to the east is buffered by a privately maintained, publicly dedicated park on the remaining approximate 2-acres not sought for rezoning as well as South Rock Quarry Road, and is zoned R-MF, with one lot containing a religious institution (Columbia Chinese Christian Church) and one lot containing multi-family uses (Central House Columbia).

Requests for zoning map amendments are evaluated from several perspectives, including the history of zoning on the parcel, the surrounding zoning and land use mix, and how the requested zoning correlates with the Comprehensive Plan and its future land use designation. The Comprehensive Plan identifies the subject parcel as being within the “Commercial District” land use category.

The requested zoning district is considered consistent with the “Commercial District” designation for the property as described within Columbia Imagined. The M-C district permits only multi-family dwellings as residential uses and, commercially, permits broad, large-scale commercial uses such as “big-box” retail, heavy commercial services, and vehicle-centric uses such as drive-up facilities, light vehicle sales, rental, service, and repair. The defined intent of the M-C is to allow for a broad range of commercial activities that may often be oriented toward automobile access and visibility, as well as multi-family residential uses without the need for rezoning to a planned development district. This site is directly north of a major arterial identified in the CATSO Major Roadway Plan, Grindstone Parkway, and will be able to derive access from Grindstone Plaza Drive and a westbound turn lane on Grindstone Parkway, per a 2018 TIS, which will be discussed later in this report.

As mentioned above, there is a mix of zoning surrounding this site, but north of Grindstone Parkway between Rock Quarry and Providence, it is largely commercial in nature, either M-C/M-N zoned or in a PD, as is the case here. This current tract was partially zoned to PD in October of 2003 via Ordinance # 17853. The PD was revised in March of 2007 via Ordinance # 19455 that zoned a portion of right-of-way that was returned to the property owner into the PD as well, which comprises the entirety of the

subject tract today. At the time of consideration, the City had not adopted the Unified Development Code, so permitted uses per the Statement of Intent (SOI, attached) were informed by pre-UDC zoning districts and use definitions. The PD noted this tract as 'Tract 2' in the PD SOI. Uses permitted within Tract 2 were all permissible and conditional uses in the C-1 district and all uses allowed in less intense districts (e.g. O-1, R-3, R-2, R-1).

Staff believes that open M-C zoning is appropriate on this site due to the existing land use patterns surrounding the site, the site's proximity to a major arterial, and the fact that many of the future by-right M-C uses are already permitted per the approved SOI. Support of open M-C zoning is considered appropriate even if it may result in less site-specific development controls given advancements in the City's regulatory processes since 2003. Despite the C-1 district being contemplated as the uses allowed at the time of initial rezoning in 2003, subsequent development along this corridor, particularly the adjacent tract with previous C-3 uses, along with the increased vehicular volume along Grindstone Parkway seems to make M-C zoning appropriate at this time. Additionally, the exclusion of the approximately 2 acres of park land from this rezoning request, which would lie in the Scenic Rock Quarry Road overlay district, means only what was described as Tract 2 from the original SOI is being rezoned. Access will not be able to be derived from Rock Quarry Road without vacation to the existing conservation easement on the park site or dedication of right-of-way likely through platting of the lot to the north that would trigger the extension of Gray Oak Drive to Rock Quarry Road.

The table below illustrates all uses that the original SOI permitted as post-UDC uses. As the PD was approved/contemplated prior to UDC adoption, some uses do not have a direct translation, but are comparable enough to uses outlined in the use table today. A few uses (one, two-family dwellings, cemeteries) would be lost that would not be considered compatible with the surrounding zoning.

Post-UDC Use	M-C Status	Post-UDC Use	M-C Status	Post-UDC Use	M-C Status
Veterinary Hospital	P	Physical fitness center	P	Office	P
Dwelling, Two-family	NA	Public Utility Services, Major	P	Personal Services, General	P
Commercial or Trade School	P	Heavy commercial services	P	Cemetery or Mausoleum	NA
Retail, General	P	Personal Services, General	P	Continuing Care Retirement Community	P
Personal Services, General	P	Pet Store or Pet Grooming	P	Car wash	P
Gas Station or Fueling Center	P	Dwelling, Single-family	NA	Boarding House	P
Self-service storage facilities	P	Office	P	Personal Services, General	P
Commercial or Trade School	P	Personal Services, General	P	Bank and Financial Institution	P
Retail, General	P	Hospital	P	Bakery	P
Restaurant	P	<u>Halfway House</u>	<u>C</u>	Assembly or Lodge Hall	P
Residential Care Facility	P	Group Home	P	Dwelling, Multi-family	P
Religious Institution	P	Dormitory/Fraternity/Sorority	P	Alcoholic Beverage Sales	P
Personal Services, General	P	Family Day Care Center	P	Adult Day Care Center	P
Research and Development Laboratory	P	Drive-Up Facility	A		

The table below illustrates all uses that would be considered “new”, by-right uses available to this site if it were rezoned to M-C out of the existing PD. The majority of these new uses fall under the vehicles & equipment commercial category.

New Uses, By-Right, if M-C Zoning Approved		
Wholesale Sales Office or Sample Room	Parking Structure, Commercial	Medical Marijuana Dispensary Facility
Tree or Landscaping Service	Parking Lot, Commercial	Marijuana Testing Facility
Retail, Adult	Outdoor Recreation or Entertainment	Major Vehicle Repair and Service
Pawn Shop	Microbusiness Marijuana	Light Vehicle Service or Repair

These uses do not appear to be inappropriate considering the site’s proximity to a major arterial and existing development of similar uses (i.e. light vehicle service or repair on lots to the west and south, big box retail on lots to the west). Certain uses, particularly marijuana related uses, inherently are restricted due to conflict with state law and use-specific standards related to proximity of marijuana businesses around religious institutions and the total number of dispensaries in the city.

The SOI also considered dimensional restrictions on the site, capping height for structures at 65 feet for commercial/retail and office/commercial/mixed use structure and 90 feet for commercial/hotel structures. The M-C district would permit a structure height of 45 feet, by right, so this would result in more restrictive design parameters related to height. Setbacks were noted as being a minimum of 20 feet from all right-of-way, and would be increased to 25 feet along the arterial and reduced to 15 feet along Grindstone Plaza Drive, at least for the lot abutting Grindstone Plaza Drive if the existing single lot is subdivided further. The minimum percentage of the site to be maintained for landscaping was restricted to at least 30% of the site, and if open zoned, must have a minimum of 15% landscaping per Sec. 29-4-4 of the UDC. The park portion adjacent to this site, which will continue to be a park, originally counted toward this landscaping requirement per the approved SOI, so this may result in greater landscaping requirements on this site particular since it will not be connected to the comprehensive PD design parameters anymore.

The final platting and CP development plan approval of this site in 2005 required a development agreement with improvements that have been fulfilled. At the time of development for this site, a new development agreement will likely be required to document the necessary roadway improvements contemplated in the TIS performed in 2018.

Improvements to the existing road network were considered when a 2018 traffic impact study (TIS) was performed in conjunction with a contemplated update to the 2005 approved development plan that was considering the development of ~18,000 square feet of retail and ~15,000 square feet of restaurant uses on the subject site. The prepared TIS asserted that development of the site would result in approximately 241 new trips during the weekday midday peak hour, 182 new trips during weekday afternoon peak hour, and 252 new trips during the Saturday peak hour. This volume of trips would result in a decreased level of service at particular intersections within the surrounding area in the 2037 forecast scenario. Given the projected decrease in the level of service, the following roadway improvements were considered necessary, and would continue to be considered necessary if a development of similar intensity were pursued:

City of Columbia Comments

- The developer will construct a northbound left turn lane on Grindstone Plaza Drive for the entrance of Grindstone Plaza
- The developer will widen Grindstone Plaza Drive to provide a southbound dual left turn lane at Grindstone Parkway and make the necessary signal changes to accommodate the additional left turn lane
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- The developer will construct a right turn lane on Grindstone Parkway for the proposed right-in/right-out (contingent upon MoDOT granting break in access for the right-in/right-out)

MoDOT Comments

- The developer will construct a northbound left turn lane on Grindstone Plaza Drive at the Plaza Entrance
- The developer will construct a dual southbound left turn lane on Grindstone Plaza Drive at Route AC (Grindstone Parkway)
- The developer will construct missing sidewalk segment on the north side of Route **AC (already constructed after 2019)**
- Break in access for right-in/right-out agreed to with addition of westbound right turn lane on Route AC.

If the developer were to decrease the intensity of development and not provide such contemplated improvements, a new TIS would be required. Likewise, if the developer were to increase the intensity of development they would be required to submit an updated TIS to evaluate the impacts of said increased intensity. If the increased intensity were to result in a decreased level of service, new/additional roadway improvements may be required. The necessity for submission of a new/updated TIS will be determined at the time of building plan/site plan submittal per 29-5.1(c)(8) of the UDC and would become a prerequisite to issuance of a future building permit.

As mentioned previously, a TIS was previously performed contemplating development of 18,000 square feet of retail uses and 15,000 square feet of restaurant uses. This TIS has been determined to still be relevant and recommendations from the TIS have been agreed to by the developer and must be completed prior to the issuing of a building permit. If the developer wishes to phase these improvements based on proposed intensity of development, a new TIS will need to be performed to indicate specific triggers for improvements based on induced traffic from specific development.

If the subject 7-acres is zoned out of PD, the Planning and Zoning Commission as well as the City Council would no longer be required to approve a site-specific development plan prior to issuance of site improvement plans or building permits, with the exception of CUP pursuance. All future site development would be governed by the requirements of the UDC with respect to use-specific standards, parking, landscaping/buffering, lighting, and subdivision. A rezoning action would promote a more efficient and predictable development process for any future user of the site and reduce regulatory impediments.

CONCLUSION

M-C uses on this site are supported by the comprehensive plan, notably the future land use map designation as a commercial district, and appear largely appropriate based on the previously approved SOI, even with the inclusion of 'new' by-right uses in the M-C district. Zoning of the surrounding land may appear inconsistent with M-C uses, but the PDs that have been approved around this area largely comport with modern M-C standards. This site also lies on a major arterial corridor in the city, between two major collectors (i.e. Rock Quarry Road and Green Meadows Road), which aligns with the defined intent of the M-C district. The proposed rezoning to M-C has been reviewed by staff and external agencies and is believed to be appropriate for the property. M-C zoning would provide similar commercial opportunities without loss of uses currently permitted and would allow greater flexibility for the developer to pursue development that aligns with adjacent developments while still requiring roadway improvements to mitigate impacts of said potential development.

RECOMMENDATION

Approval of the M-C zoning map amendment.

ATTACHMENTS

- Locator Maps
- Zoning Graphic
- Previously approved SOI

SITE CHARACTERISTICS

Area (acres)	6.92 acres
Topography	Sloping slightly down to southwest corner of site
Vegetation/Landscaping	Cleared growth,
Watershed/Drainage	Hinkson Creek
Existing structures	None – some utilities

HISTORY

Annexation date	1969
Zoning District	PD
Land Use Plan designation	Commercial District
Previous Subdivision/Legal Lot Status	Legal lot, except portion of R/W returned to owner

UTILITIES & SERVICES

All utilities and services provided by the City of Columbia

ACCESS

Grindstone Parkway	
Location	Southern edge of site
Major Roadway Plan	Major arterial
CIP projects	N/A
Sidewalk	On both sides of street

Grindstone Plaza Drive	
Location	Western edge of site
Major Roadway Plan	Local residential (although southern portion accessing PD to south is identified as major collector where there is future connection planned to Nifong Boulevard)
CIP projects	N/A
Sidewalk	On both sides of intersection

PUBLIC NOTIFICATION

All owners, occupants and tenants within 185 feet and City-recognized neighborhood associations within 1,000 feet of the boundaries of the subject property were notified via property owner letter distributed on May 19 of the pending action. An ad was placed in the Columbia Daily Tribune on May 20, advertising the public hearing relating to the zoning of the property.

Notified neighborhood association(s)	Grindstone/Rock Quarry
Correspondence received	None received

Report prepared by David Kunz

Approved by Patrick Zenner