

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
July 24, 2025**

SUMMARY

A request by Haden and Colbert (agent), on behalf of Robyn Armer (owner), for approval to rezone approximately 2.92-acres of property from PD (Planned Development) to M-N (Mixed Use - Neighborhood) to allow expanded commercial uses on the site. The subject site is located directly north of the intersection of East St. Charles Road and Remm Drive, and includes the address 5717 E. St Charles Road. **(This item was tabled at the June 5, 2025, Planning Commission meeting to allow the applicant to resubmit an amended application)**

DISCUSSION

The applicant is requesting approval to rezone an approximately 2.92-acre site located at 5717 E. St Charles Road from PD (Planned Development) to M-N (Mixed Use – Neighborhood). The subject site is surrounded by County R-M (Moderate Density Residential) to the north and west, County C-N (Neighborhood Commercial) to the west at the northeast corner of Lakewood Drive and St Charles Road, City PD zoning to the east, and City M-C zoning south of St. Charles Road.

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 aligns with the Comprehensive Plan's future land use designation. The Comprehensive Plan identifies the subject parcel as being within both the "Neighborhood District" and "Commercial District" land use categories.

The requested zoning district of M-N is considered consistent with the "Commercial District" designation for the property as described within Columbia Imagined, and consistent with the "Neighborhood District" designation. The neighborhood district is intended to accommodate a broad mix of residential uses, and supporting, small-scale commercial uses. The M-N district permits all residential dwelling types as residential uses and, commercially, permits some uses, mostly smaller-scale commercial uses to accommodate residential areas. The uses in M-N would comport with the neighborhood district designation for small scale commercial. The defined intent of M-N zoning is to provide commercial shopping and service facilities in or near a residential neighborhood. The principal land use is a small shopping area with sales and services oriented to the needs of a local population. The district is intended to accommodate both pedestrian-oriented shopping areas with walkable connections to surrounding neighborhoods and small auto-oriented shopping centers convenient to lower density residential areas.

As mentioned above, there is a mix of zoning surrounding this site, but north of St. Charles Road, it is largely residential in nature with the exception of where the intersections of Clark Lane, N. Lakewood Drive, and E. St. Charles Road come together, and the properties that have been annexed into the city surrounding this site. Lots north of E. St. Charles Road and on the north side of I-70, around this site, are most all in the county and residentially zoned, except for the PD lots in the city. There is M-C zoning on the southern side of E. St. Charles Road, and one large, undeveloped PD zoned lot. At the roundabout, there is County Neighborhood Commercial (C-N) and Planned General Commercial (C-GP) zoning to the north and City M-C zoning to the south.

The subject site is one of four that were annexed and permanently zoned to PD in July of 2013. At the time of consideration, the City had not adopted the Unified Development Code (UDC), so permitted uses contained within the attached Statement of Intent (SOI) were informed by pre-UDC zoning

districts. Such uses permitted were limited commercial retail and medical uses in the C-3 district, most permissible uses in the C-2 district, as well as most uses in the C-1 and O-1 districts. Staff believes that commercial uses are appropriate on this site, and believes the M-N district is the most appropriate of the open zoning districts in the City to accommodate commercial uses. The open zoning classification could permit development without going through the PD Plan approval process.

The table below illustrates all uses that the original SOI permitted following their conversion to the current UDC uses listed in the "Permitted Use Table". As the PD SOI was approved/contemplated prior to UDC adoption, some uses within the approved SOI did not have a directly identifiable corresponding use within the new "Permitted Use Table"; however, were comparable enough for staff to assign a current UDC land use to them.

SOI Unique UDC Use Comps		
Wholesale Sales Office or Sample Room	Public Park, Playground, or Golf Course	Dwelling, Two-family
Veterinary Hospital	Physical Fitness Center	Dwelling, One-family
Urban Agriculture	Pet Store or Pet Grooming	Dwelling, Multi-family
Temporary/Seasonal Sales or Event, Other	Personal Services, General	Drive-up facilities
Self-service storage facility	Office	Dormitory/Fraternity/Sorority
Retail, General	Indoor Recreation or Entertainment	Community/Recreation Center
Restaurant	Hospital	Commercial or Trade School
Residential Care Facility	Heavy commercial services	Boarding House
Religious Institution	Group Home, Large	Bakery
Public Utility Services, Minor	Greenhouse or Plant Nursery	Alcoholic Beverage Sale
Public Utility Services, Major	Family Day Care Center	Adult Day Care Center
Public Service Facility	Elementary/secondary school	Dwelling, Live-work

The table below illustrates all uses that would be lost, become conditional, be new, or retained following their conversion from the previously approved SOI uses to current UDC uses if the site were rezoned to the M-N district.

Lost Uses in M-N	Conditional Uses in M-N	New Uses in M-N
Wholesale Sales Office or Sample Room	Veterinary Hospital (CUP)	Farmer's Market
Self-service storage facility	Bakery (CUP)	Bed and Breakfast
Heavy commercial services	Drive-up facilities (CUP)	Pawn Shop
Greenhouse or Plant Nursery	Gas Station or Fueling Center (CUP)	
RETAINED USES IF ZONED M-N		
Restaurant	Personal Services, General	Dwelling, Multi-family
Residential Care Facility	Office	Dormitory/Fraternity/Sorority
Religious Institution	Indoor Recreation or Entertainment	Community/Recreation Center
Public Utility Services, Minor	Hospital	Commercial or Trade School
Public Utility Services, Major	Group Home, Large	Boarding House
Public Service Facility	Family Day Care Center	Alcoholic Beverage Sale
Public Park, Playground, or Golf Course	Elementary/secondary school	Adult Day Care Center
Physical Fitness Center	Dwelling, Two-family	Dwelling, Live-work
Pet Store or Pet Grooming	Dwelling, One-family	Bank/Financial Institution
Bed and Breakfast	Continuing Care Retirement Community	Temporary/Seasonal Sales or Event, Other
Retail, General	Urban Agriculture	

Rezoning to M-N would notably result in the loss of wholesale office or sample room, self-service storage facilities, heavy commercial services, and greenhouse/plant nursery as uses, and require the uses of veterinary hospital, bakery, fueling center and drive-up facilities to go through a conditional use

permit (CUP) process if sought for development. M-N zoning would also introduce a few new uses that are comparable to what is currently permitted but not directly defined in the previous zoning code, or not referenced on the SOI directly.

The SOI also considered dimensional restrictions on the site, capping height for structures at 35 feet. A maximum height of 35 feet would align with M-N zoning. The lot does not have legal lot status, as it is not zoned in a residential or agricultural district, therefore platting is necessary before a building permit may be issued regardless of the accuracy of the legal description in the deed.

The SOI also considered maximum building square footages for the proposed tracts, capping building development at 50,000 square feet. The minimum landscaping percent was noted as being 30%, and a 25-foot landscaping buffer was noted to be maintained along the northern property line once the sites were developed. The SOI limited the number of points of ingress/egress on the tracts as well, stating that only two entrances would be allowed onto St. Charles Road for the subject tracts. If this site is zoned out of the PD, development on the site would not be calculated into the 50,000 square foot limit for the remaining sites, and landscaping would not be required to be 30% of the site, but rather comply with the standard 15% per the landscaping requirements of Sec. 29-4.4(c)(2)(ii) of the UDC. Additionally, the subject site's point of ingress/egress would no longer count toward the two entrance limit. It should be noted that the subject site has over 300-feet of width, so it would be permitted to have its own direct driveway access.

Provided the analysis above, staff believes M-N zoning accomplishes the goals of the Comprehensive Plan, notably retaining the future land use designation of this parcel as commercial, in part, and also retains the vast majority of uses that are permissible today per the approved statement of intent. M-N zoning would result in a CUP being required for some uses permitted by the current SOI, most notably for a drive-up facility. Retaining oversight through the CUP process offers appropriate control without requiring full PD plan approval for all development. The CUP process also allows the public, Commission, and Council to review proposals, much like the PD process. However, it also reduces regulatory barriers if/when less intense commercial or residential uses are proposed.

Any development that results in trip generations greater than 100 trips in and out of the development site at peak hour is required to perform a transportation impact study (TIS), which will be used to inform requisite transportation improvement projects to mitigate impacts of the new development. This will be considered at the time of development/platting. If the site were to be zoned out of PD, the Planning and Zoning Commission and City Council would no longer be included in the development process, with the exception of those uses requiring a CUP, as potential development would be dictated by the zoning district and corresponding use-specific standards.

CONCLUSION

M-N zoning is appropriate based on the previously approved SOI, zoning of the surrounding land uses, and the minutes related to C-P approval surrounding the site. The proposed rezoning to M-N has been reviewed by staff and external agencies and is believed to be appropriate. M-N zoning would offer similar commercial opportunities without substantial loss of uses currently permitted at a scale consistent with adjacent zoning, and would offer greater control over particular uses that require a CUP.

RECOMMENDATION

Approval of the M-N zoning map amendment.

ATTACHMENTS

- Locator Maps
- Zoning Graphic
- Previously approved C-P SOI

SITE CHARACTERISTICS

Area (acres)	2.92 acres
Topography	Sloping down to slightly north
Vegetation/Landscaping	Uncleared growth
Watershed/Drainage	Grindstone Creek, Hominy Branch
Existing structures	Demolished – permit from 2021

HISTORY

Annexation date	2013
Zoning District	PD
Land Use Plan designation	Neighborhood and Commercial District
Previous Subdivision/Legal Lot Status	Not legal lot, never subdivided

UTILITIES & SERVICES

All utilities and services provided by the City of Columbia.

ACCESS

East St. Charles Road	
Location	Southern edge of site
Major Roadway Plan	Minor arterial
CIP projects	N/A
Sidewalk	Existing on southern edge of road, none on north except by intersections

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 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)	None registered
Correspondence received	None received

Report prepared by David Kunz

Approved by Patrick Zenner