



Department Source: Community Development - Planning

To: City Council

From: City Manager & Staff

Council Meeting Date: May 17, 2021

Re: Canton Estates- Preliminary Plat (Case #89-2021)

## Executive Summary

This request would approve a preliminary plat to be known as "Canton Estates" for approximately 65.35 acres of land located at the southeast corner of E. Gans Road and S. Bearfield Road.

## Discussion

The applicant, Crockett Engineering (agent), on behalf of Summit Medical Supplies LLC and William E. Stricker (owners), seeks approval of a preliminary plat to be known as "Canton Estates" on property addressed 2550 and 2700 E. Gans Road and located at the southeast corner of E. Gans Road and S. Bearfield Road. Canton Estates proposes 113 single-family residential lots, 5 common lots, and a 3.59-acre lot for future development (see discussion below). The request presented to the Planning Commission included a design adjustment seeking authorization to install required public sidewalk on S. Bearfield Road in a non-standard location. This request was withdrawn. As such, required sidewalk within the development will be constructed in its standard location per the UDC.

A concurrent request to assign City R-1 (Single-Family Dwelling District) zoning upon annexation (Case #91-2021) was given first reading at the May 3, 2021 Council meeting. The required public hearing for the annexation was also held on May 3. A final Council vote on the annexation and permanent zoning is scheduled to occur concurrently with consideration of this preliminary plat on May 17, 2021.

The subject acreage consists of two lots zoned Boone County A-1 (Agriculture). The north portion of the property is located within the Urban Service Area as depicted within Columbia Imagined and is capable of being served by a gravity sewer line connecting to the City's Clear Creek Pump Station which has adequate capacity. The property is within the City's water service territory, Boone Electric's territory for electric service, and is capable of being served by Ameren for natural gas. Pursuant to Policy Resolution 115-97A, approval of the requested annexation is necessary for the development to access the City's sanitary sewer system given it is contiguous to the City's municipal boundary north of Gans Road. Approval of the requested permanent R-1 zoning would allow development of the subdivision, as shown on proposed preliminary plat, following approval of infrastructure plans (i.e. roads, storm and sanitary sewers, and water) and final platting.

Numerous public comments were received prior to, and during, the Planning and Zoning Commission's April 8 meeting on proposed plat and related zoning request. Such comments and the April 8 meeting transcript are attached. Concerns expressed during the meeting



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cited the impact of the proposed development on the Rock Bridge Memorial State Park and its ecosystem as well as on the Clear Creek and Bonne Femme watersheds. These concerns are discussed below in addition to the technical elements that staff evaluated in the review of the preliminary plat.

Staff's technical review included evaluating the plat for compliance with the UDC and all applicable City regulations which includes both general requirements and requirements that are specific to the property's proposed zoning. Specifically, this included evaluating the dimensional standards for lots, proposed access points, roadway/sidewalk design and right-of-way provision, utility easement dedication, and site-aspects such as open space, climax forest and significant tree preservation, as well as stormwater and stream buffer regulations. As a result of this review, both internal and external staff determined that the preliminary plat was compliant with all technical and regulatory aspects specified by the UDC and all other applicable regulations for development.

Public concerns were expressed that the one-lot deep stub streets shown on the plat stubbing to the abutting properties to the east and west ("Misty Flower Lane" and "Needle Rush Lane") were markers/precursors for future development of those parcels. It should be noted that per the UDC these stub streets are required as a "connectivity best practice" and no development plans for either the property have been submitted to the City.

In addition to the standard technical matters prescribed by the UDC, a traffic study was submitted evaluating the impact of the proposed development on the adjoining roadway infrastructure. The traffic study found the level of service of each abutting roadway would be sufficient given the projected impacts that the new development would create. The proposed preliminary plat does provide additional right of way along E. Gans Road and S. Bearfield Road as well as the right of way needed to accommodate the proposed roundabout at the S. Bearfield intersection per the 2009 Gans Road Preliminary Engineering Study. This additional right of way would be dedicated at the time of final plat approval.

While the traffic study's findings indicate that the roadways may function presently and under the proposed development in the future there may be additional safety concerns inherent to unimproved roadways for the proposed new users, as well as impacts to existing users. The area is not presently served by transit and sidewalks and therefore will be challenging for non-motorized travelers to navigate safely until roadway improvements or additional development-related connections are made. A more through discussion of the non-motorized connectivity considerations/concerns are addressed within the attached Planning and Zoning Commission staff report.

In addition to reviewing the technical and other-plan related aspects of the proposed platting action, staff considered bigger-picture issues such project density, ways to achieve preservation objectives while accommodating development, and how the proposed development conforms to the Comprehensive Plan and any other applicable plans.

A discussion of the proposed density within the proposal was presented within the PZC staff



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report. In summary, the proposed development is relatively low-density in comparison to City residential development patterns. The proposed density of the project (see below) is not out of keeping with the density and character of the nearest property within the City limits, the Bristol Lake neighborhood zoned PD to the north across E. Gans Road. The County-zoned properties immediately adjacent to the proposal are mostly large, rural residential lots in character, though the County's Bearfield Subdivision on the west side of S. Bearfield Road is a residential subdivision of 28 (+/-) 1/4-acre lots.

The R-1 zone requires a minimum lot area of 7,000 sq. ft. and 60 feet of lot width at the building line. The preliminary plat proposes residential lots ranging in size from 8,520 sq. feet to 3.59 acres; the majority of the residential lots are roughly between 10,000 and 14,000 sq. feet in size north of Stormy Drive (the gross density is approximately 2.5 dwelling units per acre), though there is some variation. Exclusive of Common Lot 5, which is 7.22 acres, the 8 residential lots south of Stormy Drive range from 1 to 1.76 acres in size. The five common lots comprise approximately 12 acres and will be dedicated to the home owners' association to be used for greenspace, amenities, signage, and storm water management purposes.

In terms of design considerations, Lot C5 provides a perimeter development buffer of a minimum of 150' and a maximum of 400' from the eight lots south of Stormy Drive to the edge of the Rock Bridge Memorial State Park. Sixty feet of this buffer is the existing Magellan fuel pipeline easement along the south boundary of the tract. Lots C3, C4, and C5 also provide buffers (collectively) between 100' and 340' from the proposed residential lots to S. Bearfield Road at southwest corner of the proposal.

The applicant has indicated in their correspondence they may come forward with a request for PD (Planned Development) zoning and a Planned Development (PD) plan for the 3.59-acre lot (Lot #179) at the southeast corner of E. Gans Road and S. Bearfield Road in the future. At this time, there are no specific plans for the lot and it is included in the R-1 zoning requested for the entirety of the preliminary plat's acreage. Any future rezoning request for Lot #197 would be subject to additional analysis and a public hearing.

The property is subject to storm sewer and water quality regulations per the City's Storm Water Manual and design regulations. Proposed detention/bio-retention features are shown on lots C2, C3, and C5. The site drains to the north, west and south. The City's climax forest and significant tree preservation, as regulated by Chapter 29-4.4 of the UDC, will be required in addition to the aforementioned stormwater and water quality regulations of Chapter 12A of the City Code. The provision of larger lots near the State Park, and a voluntary perimeter setback of 150 feet to 400 feet, is also appropriate given the context of the area, though not required by the City's existing regulatory framework.

## Public Input and environmental concerns

There are significant public concerns regarding the proximity of the proposed zoning and plat to the Gans Creek Wilderness Area located within the Rock Bridge Memorial State Park and the City's Gans Creek Recreation Area. Public feedback has cited concerns relating the



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proposed development's impact on the environmental quality of the park and the quality of the user experience because of increases in noise and traffic, environmental impacts to the Clear and Gans Creeks, and impacts on animal habitats. Presently, the approximately 65-acres within this proposal is not encumbered by any special environmental protection instruments, such as conservation easements.

The southern portion of the proposed preliminary plat is directly adjacent to the State Park, which contains the Gans Creek Wilderness Area which is directly accessed via the Wagon Wheel Trail Head at the southern terminus of S. Bearfield Road. The larger watershed of the area, of which both the Clear Creek and Gans Creek fall within, is the Bonne Femme watershed. The Gans Creek is roughly 900 feet from the southeast boundary of the preliminary plat and is the subject of the Gans Creek Wilderness Area.

Several environmental advocacy groups have submitted written comments and testimony (see transcript from the April 8 meeting) critical of the proposal. These groups are concerned with the number of lots/overall density of the proposal and its potential negative impact to the Park and its users due to impervious surfaces, runoff, environmental degradation, and other aspects. Other neighbors in the area, park users, and others have also cited similar concerns and additional concerns related to traffic, safety, affordability, and quality of life considerations.

Also cited in public comment is the *Bonne Femme Watershed Plan*, which was adopted by a policy resolution of the City Council in November of 2007. The Plan provides guidance on development within the Bonne Femme Watershed, and was provided to the applicant during the review process. It should be noted that from a regulatory perspective, this Plan has been implemented in part with significant environmental tools such as the City's stream buffer and stormwater regulations. Furthermore, many of the provisions of the UDC are also responsive to the goals of the plan and provide the regulatory framework for real-world implementation.

The PZC staff reports also includes discussion on land preservation tools which may be pursued outside of, or in addition, to the City's regulatory processes, as well as the environmental regulations (briefly described above) which apply to all property within the City's corporate boundary. Other regulations include neighborhood protection standards and use-specific standards; additionally, City neighborhoods may participate in the neighborhood planning process to develop neighborhood action plans.

The Planning and Zoning Commission considered the approval of the Canton Estates Preliminary Plat at their April 8, 2021 meeting. Following lengthy and significant testimony from the public mostly in opposition, the Commission voted against recommending approval of the preliminary plat by a vote of seven (7) against and one (1) in favor of approval. The majority cited the environmental concerns associated with the State Park and the Bonne Femme watershed, as well as the need for a low-impact development plan and more mature infrastructure in the area. The complete staff reports and associated minutes



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pertaining to the Commission's hearing, as well as a record of all written public comments are included for Council's review.

Locator maps, zoning graphic, and proposed preliminary plat are attached.

## Fiscal Impact

Short-Term Impact: None anticipated within the next two years. Public infrastructure extension/expansion would be at the cost of the developer.

Long-Term Impact: Public infrastructure maintenance associated with sanitary sewer as well as public safety and solid waste service provision. Future impacts may or may not be offset by increased user fees and/or property tax collections.

## Strategic & Comprehensive Plan Impact

### Strategic Plan Impacts:

Primary Impact: Infrastructure, Secondary Impact: Not Applicable, Tertiary Impact: Not Applicable

### Comprehensive Plan Impacts:

Primary Impact: Land Use & Growth Management, Secondary Impact: Infrastructure, Tertiary Impact: Livable & Sustainable Communities

## Legislative History

Date	Action
4/19/21	Setting a public hearing on voluntary annexation. (Res. 55-21)

## Suggested Council Action

Denial of the proposed preliminary plat of Canton Estates as recommended by the Planning and Zoning Commission.