

**AGENDA REPORT  
PLANNING AND ZONING COMMISSION MEETING  
October 6, 2016**

**SUMMARY**

A request by Crockett Engineering Consultants (agent) on behalf of Tompkins Homes & Development, Inc. (applicant) for approval of a 138-lot preliminary plat on R-1 (One-family Dwelling District) zoned property to be known as "Breckenridge Park", pending annexation, with an associated variance to Section 25-53 regarding single-family driveways on collector streets. The subject site is located at the western terminus of Smith Drive, approximately 3,000 feet west of Scott Boulevard. (**Case #16-179**)

**DISCUSSION**

The applicant is seeking approval of a 138-lot preliminary plat on approximately 90.8 acres of property pending the annexation of the property per Case #16-178. The entire site is proposed to be zoned R-1 which would allow the development of single-family homes. The development includes 133 single-family lots and 5 common lots. The common lots are depicted as being used for stormwater management, recreational, and preservation purposes. The site has been previously reviewed by the Commission (Case #16-14) for preliminary plat approval, but was withdrawn prior to Council consideration.

**Access -**

Access for the site will be from the extension of Smith Drive at the intersection of Louisville Drive, and the extension of Whitefish Drive from its current terminus, approximately 800 feet west of Louisville Drive. Both access points currently include partial right of way that was dedicated with the purpose of extending these roadways onto the subject property at some point in the future.

Smith Drive will be located within a 66-foot right of way, consistent with a collector street, and will extend through the site from east to west, providing a connection to the adjacent property to the west at a point where a 66-foot wide strip of property extends into the subject site. This alignment varies from a previous alignment that was proposed as part of Case #16-14. The prior alignment addressed the possibility that Smith Drive would be included on the CATSO Major Roadway Plan.

At the May 26, 2016, CATSO Coordinating Committee meeting a motion was made (see attached minutes) to take no action on adding the extension of Smith Drive to the Major Roadway Plan. At this time there is no additional discussion regarding the extension of Smith Drive beyond the subject site. Given the Coordinating Committee's actions, the applicant, at the request of staff, has revised the design of the area around the terminus of Smith to include additional right of way that could accommodate the redesign of the intersection (possibly including a roundabout) to allow for Smith to more easily be extended west. Such an extension could occur as either a capital project or in coordination with private development.

The extension of Smith Drive that is shown on the proposed preliminary plat satisfies the subdivision regulations requirement that connectivity to the undeveloped adjacent property be provided. No connection is provided to the north of the subject property given that the future location of Broadway would provide access to adjacent properties.

As part of staff's review, a traffic impact study (TIS) was requested to review possible impacts of the

additional residential lots on the City's street network. One of the outcomes of the TIS was the that the intersection of Scott and Smith Drive was recognized as nearing capacity with the additional trips generated. As part of a development agreement that will accompany the annexation of the property, the applicant has agreed to a payment towards potential intersection upgrades at this location that will mitigate the impacts of the additional trips generated from the site and being added to the street network.

In addition to the extension of Smith Drive, the site includes the potential future location of the extension of Broadway along the northwest corner of the property, which is included on the CATSO Major Roadway Plan (MRP) as a major arterial roadway. Per the development agreement, the applicant will dedicate the required right of way for Broadway and provide a payment in lieu of construction of the required local residential street within the right to the City.

### **Open space/Sensitive Areas -**

The site includes approximately 49 acres of wooded area that is classified as climax forest, and is subject to the preservation requirement that 25 percent of the tree area be protected, which would be approximately 12 acres. The site also includes several large common lots that total nearly 47 acres, and coincide with areas on the site that include steep slopes, primarily on the north and west portion of the site.

A trail system is also reflected on the preliminary plat, ringing the development and providing access through strategically placed access easements. The applicant is also representing that an easement will be platted on the trails in order to make them publicly accessible. It should be noted that the trail system will NOT be constructed or maintained by the City as the proposed improvements will be privately constructed and intended to be principally a neighborhood amenity.

Columbia Imagined also identifies the site as including karst topography, which is indicated by existing sinkholes on the site. The City's comprehensive plan identifies some of the subject property as "Sensitive Areas" on the future land use plan, and this area was derived using elevation models to identify likely locations. Known areas were recommended to be identified on the plat within a sinkhole protection zone.

Currently, nothing with the City's regulations prohibit the development of a site with karst topography. The subdivision regulations, however; provide guidance that appropriate safeguards will be instituted to ensure the development is conducted safely. To that end, the site will be subject to additional general geotechnical studies to ensure that all areas susceptible to sinkholes are identified and additional evaluations may be required per the Building Code on a specific lot basis if there is concern identified during construction. No individual residential construction will be allowed without confirmation that a lot can be safely built upon; however; some portions of streets are located within these areas. The City will require additional geotechnical review of these areas to assess the stability of the ground prior to approval of roadway construction plans.

### **Burial Site -**

During review of the site, staff became aware of a potential Native American burial site on the subject property (identified on the plat as Lot 126). Per State recommendations, a buffer has been included around the site to provide additional protections. The applicant is aware of the presence of the mound, and of their responsibility to follow all relevant State laws (per Section 25-35) regarding Native American sites and sites that contain human remains. The applicant has provided written

correspondence from Michael J. O'Brien, Dean and Professor of Anthropology at the University of Missouri, that offers additional information on the site, and which is attached. Also attached is an archaeological survey that was conducted on the site in 1980.

### **Private Agreements -**

The preliminary plat includes multiple notes that reference private agreements with surrounding neighborhoods, generally meant to buffer the subject site from adjacent residents. It should be noted that the City is not a party to these agreements and while they are currently shown on the preliminary plat, the City has no responsibility in the enforcement of their requirements. The applicant has stated that the notes have been included to illustrate the location of the agreements to the surrounding neighborhoods.

### **Variance**

The applicant is requesting approval of a variance to Section 25-53 of the Subdivision Regulations, which prohibits single-family homes from having driveway access onto collectors and arterials.

Generally, platting single-family homes along a collector should be avoided due to the impacts that it creates for traffic movement and the quality of life for the homes along such roads. However, staff is not objectionable to permitting the 6 proposed lots that have direct frontage to Smith Drive given the design modifications proposed by the applicant and the developer imposed restrictions placed on these lots. The modifications and restrictions include the following: 1) lots should be wide enough to accommodate side-load garages and a turnaround area, 2) shared driveways will be required to reduce the number of driveways on Smith from 6 to 3, 3) the front yard setback be increased to 35 feet from the standard 25 feet, and 4) appropriate traffic-calming measures be installed along Smith east of the residential lots and approved by Public Works to reduce westbound traffic speeds on Smith to increase safety.

Staff recognizes that Smith Drive, while designed as a collector, will not carry the amount of traffic expected for a collector unless Smith Drive is extended west, which may not occur for a substantial amount of time, if at all. The addition of a limited number of residences on Smith Drive with the conditions stated above are believed to be a reasonable approach to allow driveway access to Smith Drive.

### **Remaining Issues**

#### **Angels Rest Ct/Briar Rose Ct Cul-de-sacs -**

Per Section 25-42(2.a), "The use of through streets shall be encouraged to connect adjoining areas and to facilitate the delivery of public and emergency services". Connectivity of streets provides practical benefits to the City and residents in the way of efficiencies of travel. For instance, if a delivery vehicle has a stop on both Angels Rest and Briar Rose as they are shown on the submitted plat, the vehicle will travel down and back both cul-de-sacs, resulting in a higher distance traveled than if the two streets were connected. Higher distances driven result in increased delivery times and increased pollution. This scenario is similar for many services that the City provides, including solid waste collection, and other governmental services such as the US Postal Service.

Staff does not object to cul-de-sacs when justifiable in appropriate situations, such as along ridges. They may also be appropriate when used sparingly within subdivisions to provide an alternative site layout.

However, in this situation, the lack of connectivity does not appear to be warranted in order to avoid steep slopes, major creeks, floodplains, wetlands and other sensitive environmental areas. The applicant has stated that this designed was in response to comments from neighboring residents that were concerned with the impacts of the subdivision on properties along Whitefish Drive. The design was meant to reduce the egress options for residents along Briar Rose Court, thereby encouraging traffic to travel north to Smith Drive. While staff understands the motivation behind the design, unnecessarily creating barriers to connectivity is not consistent with the subdivision regulations.

Staff is recommending that the plat be revised to connect Angels Rest and Briar Rose to provide additional connectivity within the development. This specific request does not require a variance; however, the Commission should either concur with staff's finding that the connection is required, or approve the preliminary plat as shown.

### **Conclusion**

Staff notes that as part of the annexation of the property (Case #16-178), the applicant will be entering into a development agreement with the City. The agreement will generally address infrastructure issues identified during the review of this request, such as the timing of construction and potential off-site improvements, that may not affect the physical design of the preliminary plat but could affect the developability of the property. With that in mind, staff is recommending approval of the preliminary plat with the condition that the development agreement associated with Case #16-178 be approved by City Council.

The proposed preliminary plat and variance have been reviewed by staff, and aside from the connectivity of Angels Rest and Briar Rose Courts, and the requested variance, the proposed preliminary plat is consistent with the subdivision regulations.

### **RECOMMENDATION**

Approval of the preliminary plat for "Breckenridge Park" and requested variance to Section 25-53, subject to technical corrections and the following conditions:

1. City Council approve the annexation and development agreement associated with the site.
2. Prior to City Council consideration, the applicant revise the plat to eliminate the cul-de-sacs for Angels Rest and Briar Rose Courts.

### **SUPPORTING DOCUMENTS (ATTACHED)**

- Locator maps
- Preliminary plat
- Variance Worksheet
- MRP Plan
- CATSO Coordinating Committee Minutes 5/26/16
- Archaeological Survey
- Public correspondence

**SITE CHARACTERISTICS**

<b>Area (acres)</b>	90.8
<b>Topography</b>	Generally flat along south and east edge, steep declining slopes to north and west; known Karst areas
<b>Vegetation/Landscaping</b>	Wooded along north and west
<b>Watershed/Drainage</b>	Perche Creek
<b>Existing structures</b>	Single-family home, accessory buildings

**HISTORY**

<b>Annexation date</b>	NA
<b>Zoning District</b>	Boone County R-S (Single-family Residential)
<b>Land Use Plan designation</b>	Neighborhood District; Sensitive Areas; Open Space/Greenbelt
<b>Previous Subdivision/Legal Lot Status</b>	Not a legal lot

**UTILITIES & SERVICES**

<b>Sanitary Sewer</b>	City of Columbia
<b>Water</b>	City of Columbia
<b>Fire Protection</b>	BCFPD
<b>Electric</b>	City of Columbia

**ACCESS**

<b>Smith Drive</b>	
<b>Location</b>	Terminates at east side of property; extension required.
<b>Major Roadway Plan</b>	Not included in MRP. Inclusion as Major Collector; 66-foot ROW required
<b>CIP projects</b>	None.
<b>Sidewalk</b>	Sidewalks required with any future road construction.

<b>Whitefish Drive</b>	
<b>Location</b>	Terminates at SE corner of property; extension required.
<b>Major Roadway Plan</b>	Not included in MRP; 50-foot ROW required.
<b>CIP projects</b>	None.
<b>Sidewalk</b>	Sidewalks required with any future road construction.

<b>Broadway</b>	
<b>Location</b>	Future alignment proposed across northwest part of property.
<b>Major Roadway Plan</b>	Major arterial; 110-foot ROW dedication required.
<b>CIP projects</b>	None.
<b>Sidewalk</b>	Sidewalks required with any future road construction.

**PARKS & RECREATION**

<b>Neighborhood Parks</b>	Within Louisville Park service area
<b>Trails Plan</b>	Proposed Perche Creek Trail near west side of property
<b>Bicycle/Pedestrian Plan</b>	Broadway is identified as part of the bicycle and pedestrian network

**PUBLIC NOTIFICATION**

All property owners within 200 feet and City-recognized neighborhood associations within 1,000 feet of the boundaries of the subject property were notified of a public information meeting, which was held on August 30, 2016.

<b>Public information meeting recap</b>	Number of attendees: 4 Comments/concerns: Traffic, street layout
<b>Notified neighborhood association(s)</b>	Stoneridge HOA; Kings Meadow Neighborhood Association
<b>Correspondence received</b>	Attached

Report prepared by Clint Smith

Approved by Patrick Zenner