

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
May 8, 2025**

SUMMARY

A request by Ashleigh Stundebek (owner) for approval of a Conditional Use Permit (CUP) to allow 1617 Highridge Circle to be used as a short-term rental for a maximum of 4 transient guests and up to 210-nights annually pursuant to Sec. 29-3.3(vv) and 29-6.4(m) of the Unified Development Code. The approximately 0.16-acre subject site is zoned R-1 (One-family Dwelling), is located west of the intersection of Stadium Boulevard and Forum Boulevard, and is addressed as 1617 Highridge Circle. This case was originally heard before the Planning and Zoning Commission on April 10, 2025; however, due to an error in the public hearing notice the Commission's hearing failed to meet statutory requirements. This case is being re-presented following compliant advertising within the Columbia Tribune and distribution of property owner notification in accordance with the City's notification requirements.

DISCUSSION

The applicant seeks approval of a conditional use permit (CUP) to allow their 1008 sq. ft. 1-story single-family dwelling containing 3-bedroom and 1 bath to be used as a short-term rental for a maximum of 4 transient guests up to 210-nights annually. The home is located within an R-1 (One-family dwelling) district.

A site-specific evaluation found that the home has an attached 1-car garage and the existing driveway serving the property has sufficient on-site/off-street capacity to support 1 UDC compliant parking spaces outside of public right-of-way. A minimum of 2 UDC compliant on-site/off-street parking spaces must be provided to permit the desired occupancy. Given the driveway is insufficient to support the required 2 parking spaces, a **"condition of approval"** that stipulates the parking space within garage must be provided when the dwelling is used as an STR is necessary. Any proposed condition of approval is subject to final approval by the City Council.

Review of available code violation records from the Housing and Neighborhood Services Department and Columbia Police Department **specifically** associated with this property has **not** identified any violations at this time. Public testimony indicating violations of the STR regulations offered during the April 10 public hearing and similar public comments submitted since re-advertising this matter have been reviewed; however, could not be verified.

The property has been operating as a short-term rental since approximately May 2023. Pursuant to Sec. 29-3.3(vv)(2)(i) of the UDC, full compliance with the adopted short-term rental regulations was delayed until June 1, 2025. As such, the operation of this dwelling as an STR, while not fully compliant with the adopted STR regulations, is permissible without a license and is not considered **"illegal"**, but rather **"not regulatorily conforming"**.

Approval of this request would permit continued use of the dwelling as an STR subject to full compliance with the City's regulatory standards (i.e. obtain their STR Certificate of Compliance and Business License) post June 1, 2025. If these final regulatory steps are not completed, the STR would then be deemed to be operating **"illegally"** and in violation of the city code. Such **illegal** operation would be subject to enforcement actions up to and including fines and possible revocation of any issued CUP.

APPLICATION EVALUATION

The submitted application is subject to both the general and conditional use permit provisions governing short-term rentals identified within Sec. 29-3.3(vv)(1)(ii)(B) and Sec. 29-3.3(vv)(2) as well as

Sec. 29-6.4(m)(2)(i) and (iii) of the UDC, respectively. The following analysis provides an overview of the submitted application and these criteria.

The dwelling is not the applicant's principal residence and was disclosed as having been previously offered as a short-term rental since approximately May 2023. In 2024, the dwelling was used for STR purposes for approximately 217 nights. Online reviews for the dwelling confirm usage as an STR starting around May 2023 and continuing to the present. The dwelling is listed on Airbnb at https://www.airbnb.com/rooms/822449353311194736?source_impression_id=p3_1743517608_P391woKq6mRai8n1. Review of online rental platforms such as Airbnb, VRBO, Booking.com, and Furnishedfinders.com has not identified any additional STR within a 300-foot radius of the subject dwelling.

Based upon the stated **bedroom** square footages shown within the application, it would appear that the dwelling would be capable of supporting 5 transient guests based on the occupancy criteria contained in Sec. 404.4.1 of the most current edition of the International Property Maintenance Code (IPMC) as adopted by the City of Columbia. The owner is seeking approval for 4 transient guests which is within the limitations imposed by Sec. 29-3.3(vv)(2)(v) of the UDC and is supported by the number of available on-site/off-street parking spaces inclusive of the attached garage.

Maximum occupancy within the dwelling will be determined by the City's Housing and Neighborhood Services Department as part of the required compliance checks for conformance with the provisions Chapter 22, Art. 5 (Rental Unit Conservation Law) prior to issuance of a STR Certificate of Compliance. A maximum occupancy of 4 transient guests is all that this dwelling can accommodate based upon available on-site/off-street parking inclusive of the garage parking. The authorized occupancy will appear on the STR Certificate of Compliance and is required to be included on any website or other media advertising the dwelling for STR usage.

Within the required 185-foot notification radius, the subject dwelling abuts 15 other properties within the R-1 zoning district of which 8 are owner-occupied and 7 are rental. The property is also within 1000-feet of 2 neighborhood associations. Given the R-1 zoning, the maximum "long-term" rental occupancy of each dwelling unit would be 3-unrelated individuals.

As of preparing this report, 5 emails from 4 different citizens have been received. This correspondence contains observations of excessive street parking, noise, and added traffic associated with the property. Staff has visited the property on different days of the week and times of day and has not directly observed any of the issues noted within the received email correspondence. No code violations were identified by staff with respect to this site.

The surrounding neighborhood consists of single-family structures of similar size, lot area, and site improvements (i.e. single lane driveways and 1-car garages) to the subject site. The subject dwelling has a maintained lawn and exterior features of the home are consistent with the immediate surroundings. The dwelling is supported by adequate public infrastructure (i.e. electric, sewer, & water) and there are no known issues with its capacity to support the dwelling's use as an STR. Highridge Circle is a public street that permits on-street parking and does not have installed sidewalks. Resident parking was observed along the street during the staff's site-specific evaluation.

The residential neighborhood on Highridge Circle was originally platted in June of 1958. The development surrounding Highridge Circle consists of similarly-sized single-family dwellings on lots roughly equal in area and similar site features (i.e. single-lane driveways and 1 car garages). Highridge Circle is a standard residential street with 50-feet of right-of-way, 28-feet of travel lane, unrestricted on-street parking, and no installed sidewalks. These features are not uncommon of subdivisions created during this period of time.

Following the platting of the Highridge Circle properties, development of the Forum Shopping Center was introduced into the surrounding land use environment to the east. As a result, the exterior roadways serving this area have experienced several significant changes that included the shifting and enlargement of what is now Forum Boulevard, the addition of signalized intersections, and increased traffic movements around, within, and through the surrounding neighborhood.

Furthermore, it would appear that at some point in the development of commercial parcel southwest of the intersection of Forum and Stadium a non-compliant driveway access from the commercial lot to Highridge Circle was permitted further complicating traffic patterns within the neighborhood. While these conditions presently exist and have become more intense over last 67 years since the Highridge Circle lots were created, it is staff's belief that approval of the requested CUP would not result in putting an excessive burden on the surrounding properties. The applicant is seeking to have 1 additional guest beyond what would otherwise be permissible if this dwelling were offered as a long-term rental and may be no more impactful than the lawful use of the dwelling by a family with four licensed drivers.

The subject dwelling is owned by a husband and wife and will be the "one and only" STR license issued to the either pursuant to the provisions of Sec. 29-3.3(vv)(2)(ii) of the UDC. The dwelling is not presently registered as a long-term rental. Should the applicant desire to obtain a "long-term" rental certificate they would be capable of legally offering the dwelling for rental purposes to no more than 3-unrelated individuals. Long-term rental of the dwelling, under a contract for 31 consecutive days or greater to the same individual, would not be considered an STR and would not impact the number of available STR rental nights being requested or trigger the requirement to pay accommodation taxes for such stays.

The application indicates that the applicant will have a designated agent to address compliance matters should they arise while the dwelling is offered for STR purposes. Based upon the location information provided, the designated agent is a resident of Boone County located approximately 8.5 miles (15 minutes) from the dwelling if the need arises to address compliance matters.

Based on a site-specific evaluation, it would appear that access to the dwelling does require ascending or descending steps to enter the structure. Compliance with the accessibility provisions of Sec. 29-3.3(vv)(2)(xiv) of the UDC will be determined prior to issuance of a STR Certificate of Compliance by the Housing and Neighborhood Services Department and Building and Site Development Division of Community Development. During the site-specific inspection no signage was identify as being present to advertise the dwelling as an STR. Such signage would be permissible provided it is no greater than 1 sq. ft. in area and was non-illuminated.

Sec. 29-6.4(2)(i) General CUP Review Criteria:

As noted, given this application triggers approval of a conditional use permit (CUP) the following analysis of the provisions found in Sec. 29-6.4(m)(2)(i) and (iii) of the UDC have been performed. The owner has provided their analysis of these criteria (see attached) and the staff's analysis is provided below. The standard criteria are shown in **bold text** followed by staff's response.

(A) The proposed conditional use complies with all standards and provisions in this chapter applicable to the base and overlay zone district where the property is located;

A short-term rental that is not a long-term resident's principal residence is permitted within the R-1 zoning district subject to approval of the requested conditional use permit (CUP). The submitted application (see attached) has illustrated compliance with the minimum regulatory standards established within Sec. 29-3.3(vv). A site-specific inspection finds that the dwelling has an attached 1-car garage and a driveway parking capable of accommodating 1 UDC compliant parking space outside the public right of way. Given this finding and the desired transient guest occupancy (4), a "**condition of approval**" is

necessary. A minimum of 2 UDC compliant on-site/off-street parking spaces must be provided to support the desired 4 transient guests.

Additional regulatory review to ensure full compliance with the provision of Sec. 29-3.3(vv) and Chapter 22, Art. 5 (Rental Unit Conservation Law) of the City Code will occur if the CUP is granted prior to issuance of a STR Certificate of Compliance. The subject dwelling is not located within an overlay district that would otherwise prohibit the proposed use of the dwelling as an STR.

(B) The proposed conditional use is consistent with the city's adopted comprehensive plan;

The comprehensive plan does not speak directly to the use of residential dwellings for alternative purposes such as an STR; however, does contain policies, strategies, and actions relating to the topics of livable and sustainable neighborhoods, land use and growth management, and economic development. The adoption of the regulatory provisions governing the use of a residential dwelling for STR purposes is seen as addressing several of these policies, strategies, and actions.

With respect to the goal of creating **livable and sustainable neighborhoods**, approval of the requested CUP would support the mixed-use concepts of Policy # 2, Strategy # 1 (page 144) of the Plan. While this strategy focuses on the concept of creating “nodes” of neighborhood scale commercial and service uses as a high priority, the first “action” within the strategy recommends using planning tools and decision-making to locate small-scale commercial and service businesses adjacent to residential development. STRs have been determined to be a commercial use. Staff believes adoption of the STR regulations and their requirement of a CUP are relevant planning and decision-making tools consistent with the intent of this Policy and assist to fulfill the idea of supporting mixed-uses within residential neighborhoods.

With respect to **land use and growth management**, Policy # 3, Strategy # 3 (page 146 of the Plan) would be fulfilled given the regulatory limitations on occupancy and rental nights that are contained within Sec. 29-3.3(vv).

And finally, with respect to **economic development**, Policy # 3, Strategy # 2 (page 149 of the Plan) would be fulfilled by supporting local entrepreneurial ventures. The adopted regulatory provisions governing the use of a residential dwelling for STR purposes were created with options to allow owners and/or renters the ability to participate in the STR market subject to reasonable regulation. This ability for participation not only supports individual entrepreneurial ventures, but also broader city-wide economic objectives relating to tourism and tourism-related activities.

(C) The proposed conditional use will be in conformance with the character of the adjacent area, within the same zoning district, in which it is located. In making such a determination, consideration may be given to the location, type and height of buildings or structures and the type and extent of landscaping and screening on the site;

The properties surrounding the subject site are all improved with similarly-sized single-family homes on similarly-sized lots improved with similar features (i.e. single-lane driveways and 1-car garages). All adjoining development is within the R-1 zoning district and would, if used for long-term rental, be permitted to have a maximum of 3-unrelated guests. Of the 15 surrounding properties within 185-feet of the subject site 8 are owner-occupied and 7 are

rental units. The use of this dwelling as short-term rental for 1 occupant more than that allow for a long-term rental is not viewed as significantly different than the mixed occupancy characteristics of the existing neighborhood.

Based on a search of typical listing platform such as AirBnB, VRBO, Booking.com, and Furnishedfinders.com the dwelling was identified as being a listed short-term rental. The applicant has indicated that the home has been previously used as a STR since May 2023. In 2024 the dwelling was used for approximately 217 nights. Based on online reviews, the dwelling has been actively listed and made available since May 2023 to the present.

The adopted STR regulations include provisions intended to mitigate the negative impacts of STR operations as a commercial use and afford a method of regulatory reporting/enforcement previously nonexistent within the City's municipal code. Should violations of the regulatory provisions raise to the level requiring action, such actions may include, in addition to fines, revocation of the STR Certificate of Compliance following 2 **verified** complaints within a 12-month period.

(D) Adequate access is provided and is designed to prevent traffic hazards and minimize traffic congestion;

The site is accessed from Highridge Circle via a traditional driveway approach to a single-lane driveway not unlike any the majority of construction along the street's frontage. The site has adequate on-site/off-street parking to meet the regulatory requirements for use as an STR inclusive of the 1-car attached garage being provided to support the desired 4 transient guests.

Highridge Circle is a standard residential street that does not have sidewalk and permits on-street parking. The street network adjacent to this lot no different than other neighborhoods within adjacent subdivisions; however, the volume of traffic along Highridge Circle can be more intense than surrounding residential development given its adjacency to the Forum Shopping Center to the east and other commercial development along the western frontage of Forum Boulevard. While these conditions do exist, staff finds that the design of the parking and the site's access sufficient to support future traffic generation without compromising public safety.

(E) Sufficient infrastructure and services exist to support the proposed use, including, but not limited to, adequate utilities, storm drainage, water, sanitary sewer, electricity, and other infrastructure facilities are provided; and

The site is sufficiently served with public infrastructure to support its use as an STR. There are no known infrastructure capacity issues associated with the site that would be negatively impacted by approval of the CUP.

(F) The proposed conditional use will not cause significant adverse impacts to surrounding properties.

7 of the 15 parcels within 185-feet of the subject site are used for rental purposes. The structures located on these parcels are zoned R-1 and are legally permitted to have up to 3-unrelated individuals living within each dwelling unit. While approval of the requested 210-night, 4 guest STR CUP may be considered more intense than adjacent owner & rental dwellings if occupied by the maximum 3 unrelated residents; however, its use may also be no more intense than if those same dwellings were occupied by larger families with multiple licensed drivers. In evaluating this request, staff was unable to identify verifiable evidence to suggest that the use of the subject dwelling as an STR by 4 guests would create adverse

impacts. The dwelling has been used since May 2023 as an STR and was used within 2024 for approximately 217 nights.

Potential negative impacts of the dwelling's use as an STR can be mitigated through the adopted regulatory provisions which provides a means to report and address violations as well as permit imposition of fines, up to and including, revocation of the STR Certificate of Compliance after 2 **verified** violations of the regulations. The subject site has a fenced-in rear yard, is on the perimeter of the subdivision with a rear yard backing to Stadium Boulevard, and has parking, inclusive of the garage, sufficient to accommodate the required on-site/off-street parking outside the public right of way.

The applicant provided the following answer to this question:

1. Comparable Residential Use- the property will function similarly to a typical long-term residence, with no commercial operations or high-traffic activities that would disrupt the neighborhood.
2. Effective Management & Guest Screening- the rental will be professional managed with strict policies in place to ensure responsible guest behavior. Guests will be screened, and house rules will be enforced to prevent disturbances.
3. Noise Control Measures- Quiet houses will be implemented.
4. Minimal Traffic & Parking Impact- the rental provides sufficient on-site parking.
5. Property Maintenance & Upkeep- the home will be well-maintained to ensure it remains in excellent condition, enhancing rather than detracting from neighborhood property values.
6. Compliance with Local Regulations- The rental will fully comply with local zoning laws, permitting requirements, and community guidelines to ensure it operates within established legal and community standards.

Sec. 29-6.4(2)(iii) Supplemental STR CUP Review Criteria:

- (A) Whether the proposed STR is used for any part of the year by the registrant as a residence. If so, for how long?**

The applicant has stated that the proposed dwelling would not be used personally by them as a residence.

- (B) Whether or not there are established STRs within three hundred (300) feet of the proposed STR measured in all directions from property lines "as the crow flies."**

The applicant indicates that they are unaware of other established STRs within 300 feet of the subject dwelling. Staff reviewed the websites of Airbnb, VRBO, Booking.com, and Furnishedfinders.com and identified no additional STR properties within the 300-foot radius.

- (C) Whether the proposed registrant has previously operated an STR and if such operation has resulted in a history of complaints, a denied STR certificate of compliance, or revocation of an issued STR certificate of compliance.**

The applicant has stated that they have not run another STR and they have not had prior issues. The dwelling has been operated as an STR since May 2023 and there have been no

verifiable complaints within the city's records. A review of online listing platform records regarding this property supports this claim.

(D) Whether the proposed STR will increase the intensity of the use of the property and cause increased traffic or noise coming from the property.

The owner has responded "it will not" to this question and provided the following:

The proposed short-term rental is unlikely to have a negative impact on traffic or noise for several reasons:

1. Comparable occupancy- the number of guests staying at the property will be similar to that of a typical long-term resident, ensuring no significant increase in usage.
2. Limited. Traffic Impact-Guest generally carpool minimizing additional vehicle traffic. Additionally, check-in and check-out times are staggered, preventing any sudden surges in traffic.
3. Stick House Rules & Management- The rental will be professionally managed with clear policies on noise levels, parking, and guest behavior. Quiet hours and occupancy limits will be strictly enforced to ensure minimal disruption to neighbors.
4. Neighborhood Compatibility- The property's use as a short-term rental will align with typical residential activity. Visitors will primarily use the home for accommodation, similar to a traditional homeowner or tenant.
5. No ongoing High Impact Activities- Unlike event venues or commercial properties, short-term rentals serve as temporary lodging rather than a hub for large gatherings or parties, keeping noise levels consistent with normal residential use. Given these measures, the short-term rental will not negatively impact traffic or noise in the area.

As a general staff observation, using the subject dwelling for transient accommodations for 210-nights annually could result in increases; however, how significant is unknown. The significance of possible impacts is subject to many factors such dwelling unit desirability, pricing, rental occupancy, etc. The current regulatory structure provides standards allowing for monitoring and mitigation of possible negative outcomes.

(E) Whether there is support for the establishment of the proposed STR from neighboring property owners.

The owner answered "this neighborhood where my short term rental is located has a large number of rental properties, so with frequent turnover, I don't know of many of the residents but have never had any complaints" to this question and indicates that they have had no complaints about its previous operation. Staff has received five emails in opposition to this request. The requests express displeasure with an STR in the neighborhood and other anecdotal nuisance complaints. Staff has visited the site and observed the property from the public right-of-way on different days and times of the week since re-advertising and has not observed or been able to validate the claims expressed in the submitted correspondence.

CONCLUSION

Given the submitted application and the analysis of the criteria stated above, it would appear that granting a conditional use permit to allow 1617 Highridge Circle to be operated as a short-term rental

with a maximum of 4 transient guests and usage up to 210-nights annually would be appropriate, subject to a **“condition of approval”** that the parking space within the attached 1-car garage be made available whenever the dwelling is used for STR purposes. The property is located within a neighborhood of almost equal tenancy (8 owner and 7 rental) dwellings of similar size, bedroom mixture, lot area, and site improvements.

The subject dwelling unit has operated since May 2023 as an STR. Approval of the CUP would grant “legal status” to this use and afford neighbors as well as the City additional regulatory tools to ensure compliance with the adopted standards governing STRs. Authorization of the CUP is not seen as being detrimental to adjacent properties and would fulfill several policies, strategies, and actions of the Columbia Imagined Comprehensive Plan.

RECOMMENDATION

Approve the CUP to allow 1617 Highridge Circle to be operated as an STR subject to:

1. Condition that the parking space within the 1-car attached garage be made available at all times the dwelling is used for STR purposes; and
2. Maximum occupancy shall not to exceed 4 transient guests regardless of potential occupancy allowed by most recently adopted edition of the International Property Maintenance Code (IPMC); and.
3. Maximum of 210-nights of annual rental usage

ATTACHMENTS

- Locator maps
- STR Application
- Supplemental “Conditional Accessory/Conditional Use Questions”
- Public Correspondence

HISTORY

Annexation date	1962
Zoning District	R-1 (One-family Dwelling)
Land Use Plan designation	Residential District
Previous Subdivision/Legal Lot Status	HIGHRIDGE PART 1

SITE CHARACTERISTICS

Area (acres)	0.16 acres
Topography	Sloping from North to South
Vegetation/Landscaping	Grass, trees, and natural ground cover
Watershed/Drainage	Perche Creek
Existing structures	Single-family home w/ attached 1-car garage

UTILITIES & SERVICES

All utilities and services provided by the City of Columbia

ACCESS

Highridge Circle	
Location	Along southern edge of property
Major Roadway Plan	Residential street
CIP projects	N/A
Sidewalk	Not Installed

PARKS & RECREATION

Neighborhood Parks	Grindstone Nature Area, Highpointe Park
Trails Plan	MKT Connector, County House Trail
Bicycle/Pedestrian Plan	None

PUBLIC NOTIFICATION

36 “public hearing” letters were distributed with request. 33 mailed to property owners and tenants within 185-feet of the subject property, 2 letters were provided to City-recognized neighborhood associations within 1000-feet of the subject property, and 1 letter was provided to the Council Ward representative. All “public hearing” letters were distributed on 3/31/2025. The original, erroneous public hearing ad for this matter was placed in the Tribune on 3/25/2025, with corrective advertising for this hearing ran on April 22. New property owner letters were sent on April 21.

Public Notification Responses	None at time of writing
Notified neighborhood association(s)	College Park, Westwinds Park
Correspondence received	None at time of writing

Report prepared by: Kirtis Orendorff

Approved by: Patrick Zenner