



Department Source: Community Development - Planning

To: City Council

From: City Manager & Staff

Council Meeting Date: August 6, 2018

Re: N. American Islamic Trust, Inc. Regulating Plan Amendment/Rezoning (Case #18-121)

Executive Summary

Approval will result in the designation of a new School Building as a Civic Structure on the M-DT (Mixed Use- Downtown) Regulating Plan.

Discussion

The North American Islamic Trust, Inc. seeks to designate a proposed school addition (School) to the Islamic Center of Central Missouri Mosque as an additional Civic Structure on the M-DT Regulating Plan. Civic Structure designation is processed in a fashion similar to a rezoning request. Designation as a Civic Structure allows new building construction to be exempt from the M- DT zoning district Form-Based Controls.

Places of worship, assembly and schools are permitted uses in the M- DT zone. The intent of Civic Structure designation and the corresponding exemption from the Form-based controls is to allow for unique architectural features and site design practices inherent to schools, government buildings, and places of worship or assembly.

This request is being concurrently reviewed with Case # 18-122, a 1-lot final replat of the property and two design adjustments, to allow for redevelopment of the new school over lot lines. The 1.3 acre property is east of Flat Branch Park and is addressed 205 S. Fifth Street.

The MD-T building form standards are organized by street frontage location on the M- DT Regulating Plan, with unique design standards inherent to each street frontage. There are four different types of street frontage design standards. The intent of the M- DT District is to encourage a mixed-use, pedestrian-oriented district, accomplished through form elements such as façade composition, building heights, pedestrian scale and architectural elements, site circulation and building arrangement, open space and civic areas, and the interaction between the public realm and private spaces. Use is subordinate to form, typically, as uses may change over time.

Civic Structures may provide visual and spatial interest in terms of use and architecture, contributing to the eclectic nature of the downtown, and provide relative permanency in terms of community building and place iconography. The reason for exemption of the M-DT Form Based Controls is to allow for variations in building design that are based on functional considerations and civic traditions, yet are equal or superior to what the M- DT would otherwise permit.



As such, designation as a Civic Structure requires an amendment to the Regulating Plan, which is processed as Zoning Map Amendment under the UDC, ensuring site, building, and use-specific evaluation. Other UDC regulations, including parking, landscaping and signage, equally apply to Civic Structures as all other buildings in the M- DT zone.

Staff evaluated the proposed new School addition in terms of consistency with the definition of a Civic Building, the M- DT Form Standards, and the Comprehensive Plan. Staff's findings are described below.

Civic Building Designation:

Civic Building Definition: For the purposes of form-based zoning, those buildings that house strictly civic uses or historically and culturally significant structures designated on the mixed-use downtown M-DT regulating plan. A civic structure is one in which building are customarily designed to meet the needs of assembly for civic affairs, religious worship, or education, and therefore include perimeter greenspace and characteristic building forms that are governed by civic or religious traditions (29-1.11).

The new School will eventually replace the existing school structure on the North American Islamic Center campus, expanding the space available for education and assembly, uses consistent with the Civic Building designation definition. The proposed structure will be an architectural and cultural extension of the Mosque, and includes building elements characteristic to school structures and religious traditions. As described by the applicant, the intent for the School is to follow the established Islamic architectural features inherent to the Mosque building, without overshadowing the Mosque. Architectural features continued in the design of the School include the lancet arch windows and doors, and consistency and harmony between the building materials, colors and geometric pattern of the brick veneer of the existing Mosque.

Comparison with M- DT Building Form Standards:

Staff conducted an analysis of the building elements which vary from what would be required under the UDC to ensure 1) the alternate standards are appropriate to the Civic use and its design traditions, or 2) if not tied to the Civic use's design traditions, the deviations are of a higher quality of design. Most elements, including building height, the provision of open space, and the height of each story, are met by the proposed School building, as shown in Exhibits A and B. The variations were found to generally be superior or tied to the use of the building.

For example, the Regulating Plan designation for the site is Urban General. The typical Urban General Frontage building would have large shop windows (e.g. a storefront) and would be built to the building line to allow for pedestrians to see into the place of business and for clients, shoppers, or diners to see out. This allows for the public engagement and visual liveliness inherent to a vibrant downtown. However, for the safe and practical circulation of children and to allow for interior pathways to and from the School, the Mosque and



playground, the School's orientation away from the building line is in keeping with its function.

The use of smaller windows and a centralized door rather than a large storefront allows natural light into classrooms and controlled security in terms of access, accounting for the reduced provision of fenestration typically seen in this Frontage Area. The use of the second story for classrooms rather than commercial or residential uses is expected. Additionally, the window spacing more than meets the requirement to break up lengths of blank walls, and the open space requirements are far exceeded on the site.

Compatibility with the Comprehensive Plan:

The Comprehensive Plan's future land use map identifies the site as being located within the "City Center" classification, which is "...Intended to be the focal point of the City of Columbia, serving as the education and government center of the community. This single district is an area of mixed uses and is built at pedestrian scale..." The proposed School addition provides an educational benefit to the community, and the two-story height of the building and the function of the site as a campus are of a pedestrian scale. Additionally, the adoption of Form-Based controls for the City Center, as accomplished by the adoption of the Regulating Plan and the M- DT district standards, is directly the result of the strategies identified in the Columbia Imagined Comprehensive Plan to encourage mixed uses and a vibrant Downtown District.

At its June 21, 2018 meeting, the Planning and Zoning Commission considered this request. Staff presented its report. The applicant and two members of the Mosque board provided information and answered questions. A member of the public and former board member provided information and asked for a tabling to allow for more time for the dissemination of information. There were questions of staff and the applicant and discussion of the Commission regarding the applicable conformance with Exhibits A (architectural elevation of the building) and B (comparison table of M-DT standards to the proposed architectural design of the School building) as well as the need to strike the request for relief from the street wall in Exhibit B as it was not a form control for the building, but rather an element of parking.

Following its discussion, the Planning and Zoning Commission voted (9-0) to recommend approval to designate the new School addition to the Central Missouri Mosque property as a Civic Structure on the M-DT plan, subject to substantial compliance with the architectural elevation shown in Exhibit A of the application and the comparison table of M-DT standards to the proposed architectural design of the school building as shown in Exhibit B of the application, less the standard request waiver of the street wall requirement as stated in Exhibit B.

A copy of the Planning and Zoning Commission staff report, locator maps, Exhibits A and B, and meeting minute excerpts are attached.



Fiscal Impact

Short-Term Impact: Limited short-term impact. All infrastructure extension will be at developer's expense.

Long-Term Impact: Long-term impact would include infrastructure maintenance and public safety services. Such increased costs may be offset by increased property taxes and user fees.

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: Not applicable, Tertiary Impact: Not Applicable

Legislative History

Date	Action
NA	NA

Suggested Council Action

Designate as a civic structure on the M-DT plan the proposed new school addition to the Central Missouri Mosque property, subject to substantial compliance with Exhibits A and B as recommended by the Planning and Zoning Commission.