

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
December 10, 2020**

SUMMARY

A request by Crockett Engineering Consultants (agent), on behalf of Hemme Construction (owner), seeking rezoning from R-1 (One-family Dwelling) to PD (Planned Development) and approval of the development plan to be known as “The Cottages of Northridge”. The intent of the PD is to enable cottage-style dimensional standards for 16 single-family structures without allowing duplexes. The 2.45-acre property is located north of the intersection of Northridge Drive and Wayside Drive. **(Case #201-2020) (This item was tabled at the November 5, 2020 Planning and Zoning Commission meeting).**

DISCUSSION

The applicants are seeking to rezone property north of the intersection of Northridge Drive and Wayside Drive, from R-1 (One-family Dwelling) to PD (Planned District) to facilitate the construction of 16 single-family structures. The proposed PD plan shows these structures fronting proposed Bragg Court terminating in a hammerhead turnaround with a lot layout utilizing dimensional standards normally reserved for cottage-style housing.

During the July 2020 concept review meeting, staff and the applicant discussed the appropriate method for allowing cottage-style standards on this site. There were two potential paths identified for moving forward with the cottage concept. The first path would require a rezoning to R-2 (Two-Family Dwelling) and then a Board of Adjustment action to allow use of the cottage dimensional standards. With a rezoning to R-2 there would also be the option of improving the site with traditional duplexes should the Board action not be pursued or fail. This potential development pattern was expressed, by the applicant, as not being desired by themselves or adjoining residents.

The second path was to seek the requested rezoning to PD and incorporate the cottage dimensional standards as well as land use restrictions to only single-family detached housing into the Statement of Intent (SOI) and PD Plan. The consensus between staff and the applicant was that the PD process was most appropriate given the adjacent land use pattern of single-family structures.

Rezoning Considerations

Staff has determined that the use of PD zoning is appropriate in this location due the ability to restrict duplexes given the context of neighboring land uses and the challenge of infill development on a narrow tract of land.

PD zoning is intended to allow for innovation and flexibility in design, to encourage creative mixes of complimentary uses, and to promote environmentally sound and efficient use of land. The stated objectives of planned districts are to allow for a mixture of housing types and uses, to provide more-usable open space and amenities, and provide, to the City, amenities or benefits that help achieve the goals of Columbia Imagined which are not otherwise required of the base zoning districts.

The intent of the proposed 16-lot development is to provide affordable homes for entry level or first time homebuyers which, along with promoting infill development, is supported by the goals and objectives of Columbia Imagined. Given the site's limited development acreage, only 2.45 acres, large-scale amenities are not proposed within the statement of intent or shown on the PD plan; however, the applicant does list a park bench, picnic table, and a dog waste station as elements to be provided for the enjoyment of the neighborhood. The proposed amenities, from a staff perspective, are commensurate with the size of the development tract when weighed against the Columbia Imagined objectives that the development will meet. Furthermore, the provided amenities are not a standard requirement of any traditional residential development.

The surrounding land use context generally consists of R-1 zoning with single-family structures; however, property to the northwest and property farther to the west are zoned R-2 and R-MF, respectively. While this rezoning would restrict development to single-family dwellings, which is consistent with the immediate surroundings, it would result in an increase in density. The principal factor resulting in the increased density is due to the application of the reduced dimensional standards permitted with "cottage-style" development. However, staff believes that the site is a candidate for greater development densities given its walking distance to Blue Ridge Elementary School as well as its proximity to Oakland and Lange Middle Schools and multiple public parks and trails.

Approval of the requested PD zoning and submitted development plan affords controls that are intended to mitigate the potential impacts that differing; however, complimentary land uses have upon each other. In this instance, staff believes that if the PD zoning and plan are approved there will be sufficient protections in place to ensure appropriate development density integration. However, staff also acknowledges that if development were proposed at the minimum allowable dimensional standards afforded to cottage-style development its position on this request would be different. As discussed below, the development plan does not propose lots at the cottage standard minimums.

Development Plan Considerations

The attached PD plan depicts development of sixteen single-family structures and a common lot having access from Bragg Court and Nest Court. The number of bedrooms per structure was not provided. Given the dimensions of the lots, it is anticipated that the floor area and number of bedrooms per structure would be limited. The plan states that the lots may have single-car or double-car garages and that parking would be provided via the garages or driveways utilizing tandem spaces which satisfies the 2 spaces per dwelling unit requirement of the Unified Development Code (UDC).

The proposed lot dimensions as indicated within the attached Statement of Intent are generally consistent with cottage standards defined within the R-2 district. However, the typical cottage standard minimum for lot size is 3,000 square feet and the proposed SOI shows 3,400 square feet. The proposed development plan shows an average lot size of 4,224 square feet. These standards permit a 20' front yard setback, a 6' side yard setback, a 10' rear yard setback, and allow a 30' minimum lot width at the building line. While the lots shown on the PD plan do not display minimum lot areas it would appear the smallest lot is approximately 3,608 square feet (Lot #2) and has a lot frontage of 40'. The PD plan's design allows for all required utility easements to be located within the required setbacks and the plan also accommodates an 8' utility easement along the western property line.

Pursuant to the provisions within the UDC related to PD plan approval, the Commission may recommend and the Council may approve revisions/modifications to UDC's dimensional requirements. Given these provisions, the applicant's submitted PD plan and variation in setbacks is permissible. Considering this, if the Commission were to deem the proposed density excessive an option to reduce such density would be to increase the required lot width and/or minimum lot size.

This request was tabled at the November 5th meeting to give time to address a conflict between the UDC's terminal street standards and Appendix D of the adopted 2018 International Fire Code (IFC). The developer has since revised the PD plan to incorporate a hammerhead turnaround, rather than a conventional cul-de-sac. This revised design has been approved by the Fire Department, Public Works Department, and Community Development Department and is now fully code compliant.

Public Concerns

During the November 5th public comment period (meeting minutes attached) and through email correspondence (attached), members of the public have voiced several concerns with this project specifically regarding increased density, traffic impacts, and drainage of stormwater. The following information has been provided in an attempt to provide added clarity regarding the expressed concerns.

- **Density**

Staff analyzed the surrounding density patterns and potential developable density when examining the requested density for the subject site. The subdivision fronting Cannon Court is zoned R-1, contains 11 total lots, and has a density of 3.9 dwelling units per acre (du/acre). Typically, R-1 zoning allows for up to 5.0 du/acre after accounting for streets, sidewalks, utilities, and other set-asides required of subdivided land. The Cannon Court site, given possible R-1 densities, was not developed to its potential and had it been it would have accommodated up to 14 lots (see table below). A possible reason for the lack of maximized density is potentially attributed to the fact that many lots abutting the subject site have 75' of lot depth between the building and the rear lot line where only 25' is required. The subject tract is narrower than the adjoining tract as a result of being the last tract to be platted which presents difficulty as being an infill parcel.

The subject site is currently zoned R-1 and could potentially produce 12 dwelling units without a rezoning or board of adjustment action. When considering this request, it was important to understand what impact other alternative development options would have had. Rezoning the site to R-2 would allow the construction of up to 12 duplex buildings (24 dwelling units) at a density of 10.0 du/acre. Rezoning to R-2 and granting open cottage standards would allow the site to be developed with 28.5 dwelling units with 11.6 du/acre.

Whereas, this request is to develop the tract with 16 dwelling units at 6.7 du/acre which is 4 more units than what would be allowed by the existing R-1. Furthermore, the requested zoning has the added protections of a development plan and Statement of Intent that it can restrict uses that may be out of context, such as duplexes, and would hold the development to a density cap whereas open zoning does not.

Area	Scenario	Zoning	Acreage	Potential Density	Potential Units
Cannon Court	Current	R-1	2.85	5.0	14.2
Subject Site	Current	R-1	2.45	5.0	12.2
Subject Site	Open R-2 w/ Duplexes	R-2	2.45	10.0	24.4
Subject Site	Open R-2 w/ Cottages	R-2	2.45	11.6	28.5
Subject Site	<i>Proposed PD</i>	<i>PD</i>	<u>2.45</u>	<u>6.7</u>	<u>16</u>

- **Traffic**

Development requests are reviewed for traffic impacts upon submittal. Any proposed development that would produce one hundred (100) or more trips in and out of the development site at peak hour shall be required to submit a Traffic Impact Analysis (TIA). Any significantly adverse traffic impacts identified in the TIA must be mitigated by the applicant. The proposed land use is not identified as a development that would be subject to a TIA. An increase of dwelling units from R-1's potential 12 units to this plan's proposed 16 units is seen as negligible regarding adverse traffic impacts.

Other concerns regarding traffic on Northridge Drive should be funneled through the Public Works' Department's Neighborhood Traffic Management Program which works with neighborhoods to identify concerns, conduct appropriate studies, and develop strategies to address those concerns. In this case, the neighborhood can request that Public Works study the issue which may result in a variety of traffic calming solutions for Northridge Drive.

- **Stormwater Impacts**

Many concerns have been expressed regarding stormwater and drainage on the subject site. For context, it's important to note that each subdivision in the area bounded by Oakland Gravel Road, Blue Ridge Road, Woodland Drive, and the northern edge of this property were platted prior to the City's adoption of a Stormwater Management Ordinance in 2007. Topography shows properties to the west, south, and east slope downward into the subject site with stormwater inlets discharging onto the site from the east and to the south. The site's stormwater conditions are a direct result of these circumstances.

Following adoption of the Stormwater Manual in 2007, all developments must have stormwater runoff controls and water quality controls. Previously, only Planned Developments or critical locations were required to have stormwater runoff controls. Now, all developments are required to have stormwater runoff controls such as retention or detention basins. These added regulatory requirements add to the challenge of developing an infill site given their inherent additional costs to the developer as any potential development would need to mitigate external conditions that have been directed to the site.

As all developments must now control and mitigate stormwater, any development of this site would improve drainage issues. This development plan proposes to install storm sewer lines that connect to the southern lines and has laid out a 0.29-acre common lot, C1, which will exist to improve water quality and detention.

Conclusion

In determining consistency with Columbia Imagined, staff weighed a 1.7 du/acre increase in density against the following goals of the Comprehensive Plan:

- **Support diverse and inclusive housing options** by promoting construction of mixed and affordable housing options via smaller lot sizes, promoting home-ownership by restricting land uses to single-family detached structures, and encouraging integrated residential densification by utilizing dimensional standards similar to cottage-style standards.
- **Prioritize Infill Development** by using regulatory incentives, such as cottage-style standards, that aim to make infill projects more feasible.

Staff believes the requested PD zoning is appropriate for this location due the site's narrow constraints as the final unplatted tract in this neighborhood along with its ability to fulfill several goals of Columbia Imagined. Current restraints make development of the site unfeasible. An up-zoning to R-2 would create the opportunity for the developer to construct duplexes with or without cottage-standards granted by the Board of Adjustment. It is staff's position that this PD plan is a good balance between promoting affordable, infill development and maintaining the land use character of the neighborhood.

Alternatives to this arrangement include proposing larger amenities and reducing density through increasing the common lot area, increasing the minimum lot width, or establishing greater minimum lot size provisions.

RECOMMENDATION

Approve the requested rezoning from R-1 to PD and the associated PD plan.

ATTACHMENTS

- Locator maps
- Statement of Intent
- PD Plan - Cottages of Northridge (dated 11/23/20)
- Excerpts from Minutes (11/5/20)
- Public Correspondence

HISTORY

Annexation date	1964
Zoning District	R-1 (Single-Family Residential)
Land Use Plan designation	Neighborhood District
Previous Subdivision/Legal Lot Status	Unplatted

SITE CHARACTERISTICS

Area (acres)	2.45
Topography	Generally lower than surroundings, slight declining slope to the north
Vegetation/Landscaping	Turf/Natural; One significant tree which is to remain
Watershed/Drainage	Bear Creek
Existing structures	Vacant

UTILITIES & SERVICES

All utilities and services provided by the City of Columbia

ACCESS

Northridge Drive	
Location	South side of property
Major Roadway Plan	N/A; Local Residential
CIP projects	N/A
Sidewalk	None; current gap between the adjacent western and eastern parcels

PARKS & RECREATION

Neighborhood Parks	Albert-Oakland Park, Lange Park
Trails Plan	N/A on-site; Two nearby Bear Creek Trail projects in draft 2021 CIP
Bicycle/Pedestrian Plan	N/A

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 this pending request on October 5th, 2020. 31 postcards were distributed.

As a result of the tabling request, property owners and City-recognized neighborhood associations were re-notified of the pending request.

Public information meeting recap	Number of attendees: N/A (No mtg held due to COVID-19) Comments/concerns: General inquires received
Notified neighborhood association(s)	Oaks Neighborhood Association
Correspondence received	Several concerns regarding increased density, traffic impacts, and stormwater impacts.

Report prepared by Brad Kelley

Approved by Patrick Zenner