

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
June 8, 2023**

SUMMARY

A request by Crockett Engineering (agent), on behalf of The Columbia Housing Authority (owners), for approval of a major PD (Planned Development) plan revision modifying the existing, “PD Plan for Kinney Point” and the associated statement of intent to permit the development of the site with 10 additional residential units. The request includes a proposed design adjustment, seeking relief from the provisions of Section 29-5.1(c)(4)(ii) of the UDC, requiring the dedication of right-of-way for both Grand Avenue and the adjacent alley to the north of the subject parcel. The 2.95-acre subject site is located at the northeast corner of Garth Avenue and Sexton Road. **(Case # 157-2023)**

DISCUSSION

The Columbia Housing Authority (CHA) is seeking approval of a major amendment to the existing, “PD Plan for Kinney Point” and its associated statement of intent. The 2.95 acres included in the proposed development plan consists of existing Lots 1-A and 1-B of the, “Grace Covenant Church Subdivision, Plat 1-A.” The previously approved versions of the PD plan (2013, 2021 and 2022) were only inclusive of Lot 1-A, which contained 1.96 acres.

CHA acquired Lot 1-A in 2012 for the purpose of building a multi-family structure with up to 58 units. In 2013, CHA submitted a PUD plan for the lot depicting one, multi-family structure containing 40 units. In 2021, CHA sought a major amendment to the plan and SOI that proposed a total of 24, 2-4-bedroom dwelling units in a townhouse style of development. This amendment represented a significant reduction in density from 21.4 to 12.3 units per acre. The revision was approved by City Council on March 1, 2021. Then again, in 2022, CHA requested another major amendment that changed the style of buildings to be constructed; however, maintained the 24 units and project density of 12.3 units/acre. Council approved this plan revision in July 2022.

CHA is again requesting another major revision to the existing PD Plan to better serve the community’s shifting housing needs and to increase their housing stock on the subject property. This request also includes two design adjustments pertaining to Sec. 29-5.1(c)(4)(ii) seeking relief from required right-of-way dedication on Grand Avenue and the adjacent alley on the north side of the subject site.

PD Plan

The primary modifications on the proposed development plan are located near the northeast corner of the subject site. In this location the applicants are proposing 5 new structures, each with two residential units. The six multi-family buildings on Lot 1-A are to be retained on the revised development plan. Five of these structures are planned to be three stories in height and front onto Sexton Road. The remaining structure planned for the rear of Lot 1-A is limited to one story in an effort to provide a visual and physical transition to the neighboring single-family homes to the north. With the 10 additional units, and the additional 0.99 acres of Lot 1-B, the resulting 11.5 units per acre in gross density represents a decrease in density of 0.8 units/acre over the July 2022 approved plan.

An updated landscape plan has been provided that depicts property edge buffering, significant trees, parking area landscaping, and all required street trees as well as other general site landscaping. The required Level 1 landscaped buffer (6’ wide vegetative buffer) along the northern property boundary is extended across the additional alley frontage on Lot 1-B. The buffering has been removed on the boundary between Lots 1-A and 1-B due to the similar uses now proposed on the two lots, and

because the proposed development will require a replat combining the two lots prior to issuance of building permits for the structures that cross the shared lot line.

Statement of Intent

The applicant has submitted a revised SOI with updated housing and parking counts as well as the proposed dimensional standards, that are each consistent with the proposed PD plan. The SOI carries forward many aspects of the 2022 SOI, with some exceptions. The permitted uses outlined in Item 1 were limited in the previous SOI, only including multi-family residential uses. The applicants have added a provision to legitimize the existing community center, however; the use would be considered a customary accessory function of the broader residential development in the planned district. The housing counts in Items 2 & 3 were updated to reflect the ten additional units on Lot 1-B, as well as the community center.

Dimensional standards detailed in Item 4 represent a number of modifications, given the expanded reach of the development plan onto Lot 1-B. Maximum building height is capped at 35 feet, which is consistent with the R-MF dimensional standards. It should also be noted that the "Neighborhood Protection Standards" would apply to the proposed development given its adjacency to single-family dwellings. A 25-foot front yard setback is carried forward from the previous SOI for the property's Garth Avenue frontage; however, the applicants seek a design exception for the setbacks on the remaining property boundaries. A 20-foot setback is depicted on the development plan along Sexton. This is due to the provision of 5 feet of additional right-of-way in this location. The homes fronting Sexton maintain their location from the 2022 development plan in an effort to avoid further encroachment toward the alley and the residences to the north. An additional stipulation in the SOI would permit porches to encroach up to 6' (no more than 60 sq. ft. total) into the street frontage setbacks. This is a standard provision of Section 29-4.1(c)(2) of the UDC (Exceptions and Encroachments) that the applicants wish to retain in the planned district.

A 10-foot rear yard setback is maintained on the northern property boundary along the alley from the previous SOI, which will accommodate the required Level 1 landscaped screening buffer. The plan depicts a 15-foot setback on Grand Avenue which is based on both the standard side yard setback for corner lots, as well as the provisions of Section 29-4.1(b)(1)(i) which permit the utilization of the median setback of the adjacent developed lots. Although, these provisions would not apply to the subject site in an open-zoned situation due to the corner lot at the intersection of Sexton and Grand, which is not included in the subject parcel and does not contain a structure for which the median setback provisions apply. The proposed 15-foot setback is a continuation of those seen on the lots north of the subject site along Grand, which maintain narrowed setbacks between 12 and 15 feet.

The applicant is seeking another design exception to permit on-site parking to be reduced from what would typically be required for a traditional multi-family development. The parking calculations in Item 5 are modified to reflect the 14 additional spaces planned on Lot 1-B to serve the 10 new units. Detailed parking calculations are also included on the PD plan for reference. The 61 proposed parking spaces represent a net decrease in parking provided on the site, from 1.96 to roughly 1.8 parking spaces per unit. The applicants have calculated required parking as a total of 72 standard parking spaces for the proposed 36 dwelling units (2 spaces per unit). Additionally, 7 guest parking spaces are required per the UDC (1 for every 5 dwelling units). Instead of the 79 required parking spaces, the PD plan illustrates only 61 total on-site spaces which is equivalent to 1.8 spaces per dwelling unit as reflected in the SOI.

In justification of the proposed reduction, CHA indicates that their residents typically have a low car ownership rate, and the project site was selected for its centralized location in Columbia to help reduce reliance on vehicles for their residents. The applicants believe that 61 spaces are sufficient to serve the

needs of their residents and their potential guests. Planned district zoning permits some flexibility in such requirements, and staff tends to agree that the additional parking creates unnecessary impervious surface without much functional need.

The City's comprehensive plan does not offer specific guidance for automobile parking, but does seek to promote development which accommodates non-motorized transportation and broader use of public transit. The site lies just two blocks north of Columbia's Gold Line. Staff does hold some concerns that, on occasion, over-utilization of the onsite parking could result in overflow onto adjacent streets. Parking is prohibited on Garth Avenue, but permitted on the north side of Sexton Road. Also, in discussion of the previous version of the PD plan, CHA indicated that an abundance of parking exists on their Oak Tower property immediately across Sexton Road, which could serve as overflow parking for the subject site.

The current SOI includes four supplemental provisions (items 8-11) in an addendum pertaining to mitigation of traffic impacts and required future dedications of right-of-way for improvements planned for the Sexton/Garth intersection. Upon the request of the City, the property owner's access to Garth Avenue will be converted to a right-in/right-out access and the necessary right-of-way dedication to accommodate the intersection improvements will be secured. Timing of the intersection project is presently unknown. Additionally, item 11 was added to the addendum during the 2022 planned district revision to pledge right-of-way dedication to ensure that sufficient right of way is obtained should the unimproved alley along the northern property boundary be constructed.

Design Adjustments

The applicants are also seeking two design adjustments from Section 29-5.1(c)(4)(ii) of the UDC in regards to the required dedication of additional right-of-way for streets of a substandard width, such as Grand Avenue and the alley adjacent to the subject parcel. Section 29-5.2(b) of the UDC provides five evaluation criteria which should be considered when weighing a request for a design adjustment. The criteria and Staff analysis of each are outlined below.

- i. *The design adjustment is consistent with the city's adopted comprehensive plan and with any policy guidance issued to the department by council;*

The requested design adjustments are consistent with provisions in the comprehensive plan which support a mix of housing types and place an emphasis on infill development such as what's proposed. The narrowed street corridor has a calming effect on traffic flows, making the environment safer for pedestrians in an area that serves a school. However, this narrowing limits the opportunity for a complete street design inclusive of other modes of transportation such as a bike lane. The waiver of ROW dedication is also inconsistent with the UDC. As such, staff cannot support such a request. **[NOT SUPPORTED]**

- ii. *The design adjustment will not create significant adverse impacts on any lands abutting the proposed plat, or to the owners or occupants of those lands;*

No adverse impacts are anticipated from approval of the design adjustments. The Grand Avenue corridor is consistent in width from Sexton to Business Loop 70 as is the alley except for the lot immediately north of the alley at its intersection with Grand. This lot contains a residence that sits within the alley limiting its functionality. The alley remains unimproved, therefore; cannot be utilized for emergency access even at its full standard width of 18 feet. Item 11 of the SOI addendum pledges the necessary dedication of ROW for the alley if it is ever constructed. In the meantime, the development plan contains a 20-foot wide internal access drive through the property from Grand to Garth. This drive serves as on-site vehicular circulation and meets

emergency access requirements (20-foot width). The lots north of the alley are sufficiently accessed via Fourth Street for the purposes of emergency services. **[SUPPORTED]**

- iii. *The design adjustment will not make it significantly more difficult or dangerous for automobiles, bicycles, or pedestrians to circulate in and through the development than if the subdivision standards of section 29-5.1 were met;*

While the requested design adjustments would perpetuate existing street conditions, they would have an impact when considering potential safety improvements in the future. As previously stated, the Grand Avenue corridor cannot facilitate additional modes of traffic. However; waiving the additional 18 inches required for the alley would not create a significant impact on safety. Provisions for obtaining this alley ROW in the future are also contemplated in the SOI addendum. **[NOT SUPPORTED]**

- iv. *The design adjustment is being requested to address a unique feature of the site or to achieve a unique design character, and will not have the effect of decreasing or eliminating installation of improvements or site features required of other similarly situated developments; and*

The applicants are seeking the design adjustments to help maintain a continuity in character with the neighboring properties along Grand Avenue. Partnered with the reduced setbacks, the street space is consistent along the entire block north of the subject site. **[SUPPORTED]**

- v. *The design adjustment will not create adverse impacts on public health and safety.*

No significant adverse impacts on public health and safety are anticipated by granting the waivers. Continuation of the existing conditions, while not ideal, does not constitute a negative outcome. The property is properly served by the existing street network and resides in an infill environment. **[SUPPORTED]**

Conclusion

The proposed major revision to the PD plan and SOI are believed to be compliant with the Comprehensive Plan in that it offers an opportunity to construct context-appropriate infill development while addressing a deficiency in local housing. The revisions to the SOI are consistent with and result from the modifications made to the PD plan. The proposed SOI does not significantly alter the dimensional standards currently in place, or deviate from those that would be required in an R-MF zone. The reduced parking poses some concern for staff, but alternative parking locations do exist in the immediate area on property owned by the applicant, who have provided evidence of decreased car ownership among their clientele.

The requested design adjustments are not considered to be consistent with the objectives of the Comprehensive Plan. While staff does not anticipate any adverse impacts from approval of the design adjustments when compared to existing conditions, the waivers would limit the future potential for infrastructure and safety upgrades. However, the applicant does pledge in SOI addendum Item 11, to dedicate the required ROW for the alley if it is constructed at some point in the future.

Relevant staff have reviewed the proposed PD plan and find that it meets the technical requirements of the PD district and the UDC, with the exception of the requested design adjustments. The applicant has been notified of these necessary corrections and is currently working with staff to address them.

RECOMMENDATION

The following recommended actions are proposed by staff relating the applicant’s request:

Denial of the requested design adjustment from Section 29-5.1 in regards to ROW dedication along Grand Avenue.

Approval of the requested design adjustment from Section 29-5.1 in regards to ROW dedication along the alley adjacent to the northern property boundary, pursuant to Item 11 of the addendum to the statement of intent.

Approval of the revised, “PD Plan for Kinney Point” including design exceptions for reduced setbacks along Sexton Road, Grand Avenue, and the unimproved alley to the north as well as the revised Statement of Intent, subject to dedication of the required right-of-way for Grand Avenue and other minor technical corrections.

SUPPORTING DOCUMENTS (ATTACHED)

- Locator maps
- PD Plan (2023)
- Statement of Intent (2023)
- Approved PD Plan (2022)
- Approved Statement of Intent (2021)
- Design Adjustment Worksheet

SITE CHARACTERISTICS

Area (acres)	2.95 acres
Topography	Generally flat
Vegetation/Landscaping	Landscaped with turf, shrubs, trees
Watershed/Drainage	Perche Creek
Existing structures	Paved trail, community building, parking lot

HISTORY

Annexation date	1905
Zoning District	PD
Land Use Plan designation	Neighborhood
Previous Subdivision/Legal Lot Status	Lots 1-A and 1-b of Grace Covenant Church Subdivision Plat 1-A

UTILITIES & SERVICES

All utilities and services provided by the City of Columbia.

ACCESS

Grand Avenue	
Location	Along the east side of property
Major Roadway Plan	N/A
CIP projects	None
Sidewalk	Sidewalks present

Garth Avenue	
Location	Along the west side of property
Major Roadway Plan	Major Collector (improved and City maintained); 76-66 ROW required. No additional ROW required.
CIP projects	None
Sidewalk	Sidewalks present

Sexton Road	
Location	Along the south side of property
Major Roadway Plan	N/A
CIP projects	None
Sidewalk	Sidewalks present

PARKS & RECREATION

Neighborhood Parks	Within half-mile of Douglass Park, Worley Street Park, Downtown Optimist Park
Trails Plan	None within half-mile
Bicycle/Pedestrian Plan	Existing facilities in place along both Garth and Sexton

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 May 9, 2023. 28 postcards were distributed.

Report prepared by Rusty Palmer

Approved by Patrick Zenner