

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
March 20, 2025**

SUMMARY

A request by Engineering Surveys and Services (agent), on behalf of Novelty Construction, Inc. (owner), for approval of a partial rezoning, Statement of Intent (SOI) revision, and approval of a site-specific PD plan to be known as, "Centerstate East Subdivision." The 72.08 -acre subject site is located southeast of the intersection of Vandiver Drive and Highway 63, and is currently split-zoned PD (Planned District) and A (Agriculture). The rezoning would harmonize the site with PD zoning and establish a development plan for the parcel, inclusive of two hotels, a conference center, and a bank. Additional lots depicted on the plan are designated for common areas or lots for future development.

DISCUSSION

The applicants are seeking approval of a partial rezoning, a development plan, and Statement of Intent of the 72.08-acre subject parcel, located southeast of the intersection of Highway 63 and Vandiver Drive. The bulk of the subject property, known as Centerstate Tract D, was previously rezoned from A (Agriculture) to C-P (Planned Commercial) in 1998. At that time the planned district zoning entitlement could be granted without the approval of a development plan, and no plans have been approved for Tract D to date. The 1998 rezoning was not inclusive of a large swath near the southeast corner of the parcel, which generally coincides with the regulated floodway, and is located within the A (Agriculture) zoning district.

At the extreme southeast corner of the subject site there is a wedge-shaped tract which was included in the 2005 Hidden Creek Condominiums PUD Plan, which takes access from Hanover Boulevard to the east, that has never commenced construction and is now "expired". This large "swath" and the wedge-shaped parcel are the subject of the partial rezoning referenced within this request. To simplify the legal description of the rezoning action, the applicant provided a comprehensive "perimeter" description of the property in lieu of a specific legal description of these individual areas. As such, the parcel would be considered as being rezoned from PD **and** A to PD and would be regulated as shown on the PD Plan and as outlined in the submitted SOI.

PD Plan Considerations

The rezoning request would harmonize the entirety of Tract D with PD zoning. The PD plan, which also acts as a preliminary plat, would establish entitlement to a total of nine lots on the parcel. The plan includes provisions for the development of two hotels, a conference center, and a financial institution. Lot 1 is vacant on the proposed development plan; therefore, development of the lot would require separate approval of a standalone PD plan prior to issuance of any building permit. Lot 2 is depicted with a 5-story hotel, connecting to a central conference center, which shares Lot 3 with another 5-story hotel. The remainder of Lots 2 and 3 are devoted to parking and vehicular circulation. Lot 4, on the north side of Creekside Parkway, contains a small bank with a drive-through. Lot 5 is vacant and intended for future development requiring additional plan approval in the future, similar to Lot 1. Lot 6 is a common lot providing vehicular access to Lots 1, 2, 3, and 7 via a private access street. Lot 7 is also a common lot designated for stormwater mitigation. Lot 8, located at the southeast corner of the overall site is set aside for tree preservation purposes. Lot 9, which consists of just over one-third of the overall acreage, is also set aside for future development pursuant to a separate development plan approval. All lots, however, would be subject to the revised SOI, which details permitted uses and dimensional standards for the development.

Access to the site is gained from the south leg of the Vandiver Drive roundabout on the east side of the Highway 63 interchange. In this location, the CATSO Major Roadway Plan includes a connection of Creekwood Parkway from Vandiver Drive south to Clark Lane. The major roadway plan depicts Creekwood crossing Hinkson Creek south of the subject site, then following along the west side of the Hinkson Creek until it reaches the roundabout. The applicants have proposed an alternative location for this extension of Creekwood Parkway on their property, relocating it to the western edge of their parcel, adjacent to Highway 63. The applicants submitted a formal request to the CATSO Coordinating Committee, which was approved administratively given the connection points at the Vandiver roundabout and the existing stub of Creekwood Parkway remain unchanged from the previously approved alignment.

While the relocation has been supported, it has raised some concerns from both the City and MoDOT Traffic Engineers given the two roadways would be at similar elevations. The concern expressed is that headlights from southbound traffic on Creekwood Parkway could potentially conflict with the northbound traffic on Highway 63. Staff has advised the applicants that screening may be required to address this issue once a final road profile is designed. A notation was placed on the plan to memorialize this request for future reference.

A section of the Hinkson Creek Trail is also planned to cross the subject site from north to south, along the western bank of the creek. The trail connection between the Clark Lane and Vandiver Drive pedways is funded, and portions are under construction south of the Centerstate parcel. The trail is anticipated to connect to the Alspaugh Park property as well, which is located immediately northeast of the subject tract. A notation is provided on the plan indicating that a 20-foot trail easement is to be dedicated on the final plat after a final centerline profile is developed by the Parks Department. A preliminary centerline is also delineated on the plan for reference, with an eastern spur to cross the Hinkson Creek providing a connection to the undeveloped Hidden Creek parcel to the east.

Statement of Intent

The existing SOI from 1998 permits all C-3 uses with the exception of halfway houses, farm machinery sales and service, drive-in theaters, and machine shops. The proposed SOI remains largely true to the existing permitted uses and the current M-C district, with only a few exceptions. One-family and two-family residential uses are not included in the proposed SOI, but would have typically been allowed under any past or present commercial zoning district. Other uses such as live-work dwellings and artisan industry, were not contemplated by the zoning code in effect in 1998, but they would be permitted under the new SOI. The use exceptions from the 1998 SOI are maintained in the new SOI. For instance, pawn shops and self-service storage facilities would be permitted in the modern M-C zoning district, but are not permitted by the proposed SOI.

In regards to the dimensional standards of the 1998 planned district, the approved ordinance did not include unique design parameters, and instead utilized the C-3 dimensional standards at the time. The proposed dimensional standards (Item #4 in the SOI) mimic those standards from the 1998 zoning code, with a few notable exceptions. Front yards require a minimum setback of 25 feet, and are generally oriented toward the extension of Creekwood Parkway on the proposed plan. A 25-foot setback is also provided along the south side of Vandiver Drive, effectively acting as a deepened rear yard for Lots 4 and 5, due to the placement of an existing storm sewer easement. The 10-foot minimum rear yard setback is maintained from the 1998 code. The proposed SOI expands the 10-foot setback to apply to the setbacks adjacent to private streets and common lots as well.

The applicants are requesting design exceptions in regards to building heights across the subject site. The proposed SOI seeks to establish a maximum height of 60-feet for all mixed-use, and multi-family buildings,

and an 85-foot maximum height for the proposed hotels and conference center. The applicant has provided the attached narrative describing their rationale and the implications they anticipate from the proposed building heights. They have indicated that elevations will be presented at the public hearing.

The standard maximum height for the M-C district is 45-feet, and transit standards would allow 55-foot-tall structures. However; utilization of the transit standards typically requires approval by the Board of Adjustment in open zoning districts and would only be applicable if the subject site were currently served by City transit routes which it is not. Staff is unsupportive of permitting 60-foot structures across the site without knowledge of what site-specific uses will be on the lots not shown for immediate development. Should the applicant desire a structure of this height as part of a future site-specific PD plan approval they would have the option to seek a concurrent SOI amendment to accommodate the increased height specifically associated with the development being proposed at that time. Approval on a case-by-case basis is more consistent with the original SOI for Tract D and the general development patterns in the surrounding area.

Staff does agree, however, that the proposed 85-foot building height maximum for the proposed hotels and conference center is palatable. The applicant's narrative regarding the building height design exception notes the existence of a significant grade change from the subject site to both the east and west. The parcel is also highly secluded from neighboring parcels by Highway 63, Vandiver Drive, and Hinkson Creek. Potential development east of Hinkson Creek off Hanover Boulevard would be roughly at or above the maximum height of the hotels. Similarly, the Menards and Hilton Garden Inn located on the west side of Highway 63 nearby are situated with roof elevations between 760 and 806 feet. Staff believes the low elevation of the site positions it well to receive the proposed hotels, but is hesitant to grant additional height to speculative development lots without full consideration of their development impacts.

Signage Standards

Signage provisions are also generally in line with the standard UDC restrictions. The applicants are proposing two separate shopping center signs, which is permitted given the development has two street frontages. The first shopping center sign is located at the southwest corner of Lot 5, where the lot fronts on both Highway 63 and the proposed extension of Creekwood Parkway. This sign is proposed to be up to 45 feet in height with 288 square feet of sign area. Both standards are consistent with what would otherwise be permitted by the UDC for similarly-situated developments in the M-C district based on the adjacent road classifications and the length of each lot's respective street frontage.

The second proposed shopping center sign is located near the entrance to the hotel and conference center parking lots at the northeast corner of Lot 3. This sign is also proposed to be up to 288 square feet in area, but is limited to 25 feet in height which is consistent with the shopping center signage standards of Table 29-4.8-5 of the UDC, except that this sign would normally be permitted a maximum height of 30 feet. The plan includes a notation providing for three wall signs each for the two hotels and the conference center. One monument sign and two wall signs are also provided in relation to the bank on Lot 4. Each hotel is also permitted one on-premise freestanding monument sign which would be permitted up to 12 feet in height and 64 square feet in area per the UDC standard for collector streets.

Parking Requirements

Parking provisions for Lots 2 and 3 would constitute a slight reduction when compared to the UDC standards for hotels and their associated accessory uses. Typically, hotels are parked at a rate of 2 spaces for every 3 guest rooms, with an additional 1 space for every 200 square feet of accessory uses on the property such as meeting rooms or fitness centers. Given these ratios, the UDC would require 433 spaces for the two hotels and the conference center. This calculation, however, does not consider any other

facilities onsite. The applicants have provided an alternative parking calculation based on the Parking and Trip Generation Manual published by the Institute of Transportation Engineers. The manual anticipates peak parking demand of 0.99 spaces per room, including accessory uses, and an average of 0.74 spaces throughout a given day.

Based on this anticipated demand, the ITE manual permits a reduction factor of 1.3, which is achieved by dividing the parking demand (0.99) by the reduction factor, which results in an acceptable minimum parking based on ITE parking studies. In this case, as detailed in the parking notes on the plan, the applicants are providing one space per room for a total of 302 spaces to address the parking demand created by the two hotels and their accessory uses. For the demand created by the conference center, the applicants utilize the City standard of 1 space for every 200 square feet. This calculation results in a total parking requirement of 533 spaces. Once the reduction is applied, which accounts for sharing of the parking facilities and anticipated capacity, the applicants' final parking calculation results in 410 required spaces for the hotels and the attached conference center.

Most online sources of recent data indicate an average occupancy rate of 60-65% for hotels since 2022, which would generate a parking demand of roughly 280 stalls on an average day. Given this information, staff agrees that the parking provided for Lots 2 and 3 is likely sufficient to meet consistent levels of parking demand for both hotels and the conference center. Parking is provided for the proposed bank on Lot 4 in accordance with the parking requirements of the UDC, and the plan indicates that all undeveloped lots will be subject to the standard UDC parking requirements when they are developed in the future.

Conclusion

The proposed rezoning, PD plan, and statement of intent have been evaluated by the appropriate City staff and external agencies, and found to be generally compliant with the standards of the UDC with the exception of the issues noted in this report. Staff finds the rezoning component of the request to be appropriate, as it would harmonize the entire parcel under the PD zoning district. Furthermore, upon consideration of the site access limitations and other constraints, coupled with the nature of the intended hotel uses, staff agrees that PD zoning is likely necessary to address any proposed development on the site.

The comprehensive plan places the property in the "Commercial" district landuse category, for which the proposed uses are suitable. One and two-family dwellings are excluded from the permitted uses, and staff believes such uses would be poorly-suited for this parcel based on its access constraints. Live-work dwellings are permitted due to their presumed commercial component, and multi-family uses, which generate significant traffic, would require the completion of the Creekwood Parkway connection to Clark Lane for a secondary access point. Otherwise, the proposed uses are consistent with the M-C district with few exclusions.

The proposed design exception for reduced parking requirements for the hotels and conference center are acceptable to staff given the applicant's data-driven rationale and application of the ITE standards as an alternative to the City standards. The building height exception permitting a maximum height of 85 feet for the two hotels and the conference center, although seemingly excessive for the site, is appropriately situated in a low-lying area which helps to offset the visual impacts of the proposed building height. However; staff would reserve any additional design exceptions regarding building height for the remaining proposed lots until after further development plans are presented for review and finds that adherence to the standard 45-foot maximum in the M-C district is most appropriate. The applicant, through future site-specific development plans can, if necessary, seek modification of height concurrently with development plan approval.

RECOMMENDATION

Approve the proposed rezoning, PD plan, and statement of intent, subject to a reduction of the maximum building height to 45-feet (M-C district height standard) for all lots except the hotels and convention center depicted on Lots 2 and 3 as well as reductions in parking requirements for the hotels and convention center.

Approval of the recommendation above would require technical corrections to both the PD plan and the statement of intent before the case is forwarded to City Council.

SUPPORTING DOCUMENTS (ATTACHED)

- Locator Maps
- PD Development Plan
- Statement of Intent
- Building Height Narrative
- Hidden Creek PUD Plan

SITE CHARACTERISTICS

Area (acres)	72.08 acres
Topography	Sloping to the southeast, Hinkson Creek
Vegetation/Landscaping	Agriculture and wooded drainage channels
Watershed/Drainage	Hinkson Creek
Existing structures	None

HISTORY

Annexation date	1969
Land Use Plan	Commercial District
Lot status	Land in Limits, platting required prior to issuance of building permits

UTILITIES & SERVICES

Site served by all City services.

ACCESS

Vandiver Drive	
Location	Northwest corner of parcel (roundabout)
Major Roadway Plan	Major arterial
CIP projects	None
Sidewalk	8-ft wide pedway sidewalk in place along Vandiver (roundabout to overpass)

Creekside Parkway	
Location	Through the site, primary access
Major Roadway Plan	Major collector
CIP projects	None
Sidewalk	Required on both sides

PARKS & RECREATION

Neighborhood Parks	Alspaugh Park immediately east of site
Trails Plan	Hinkson Creek Trail planned/funded on eastern edge of parcel, near Hinkson Creek, connecting to Alspaugh Park property
Bicycle/Pedestrian Plan	N/A

PUBLIC NOTIFICATION

All property owners and tenants within 200 feet and City-recognized neighborhood associations within 1,000 feet of the boundaries of the subject property were notified of the pending action via public information postcards on February 27th. 7 public notice letters were distributed to property owners and tenants with respect to this matter on March 3rd and an ad was placed in the Columbia Daily Tribune on March 4th, advertising the public hearing relating to the matters contained in this application.

Report Prepared by Rusty Palmer

Approved by Patrick Zenner