

**AGENDA REPORT  
PLANNING AND ZONING COMMISSION MEETING  
December 8, 2016**

**SUMMARY**

A request by Crockett Engineering Consultants (agent) on behalf of Charles and Rebecca Lamb (owner) to rezone 42.98 acres of property from A-1 (Agricultural District) to PUD-11 (Planned Unit Development-11 units/acre) with an associated Statement of Intent, and to approve a PUD (Planned Unit Development) development plan to be known as “Kelly Farms”. The subject property is located on the east side of Cinnamon Hill Lane, approximately 1,200 feet north of Stadium Boulevard, and addressed as 1202 Cinnamon Hill Lane. (**Case #17-1**)

**DISCUSSION**

**Overview-**

The applicant is seeking approval to rezone the subject property to PUD-11 and obtain approval of an associated development plan that would permit the construction of a multi-family development, along with several single-family lots and associated common lots. The development will include the realignment and extension of Cinnamon Hill Lane as a neighborhood collector to eastern edge of the property, and provide for the extension of Timberhill Road from its current terminus to the proposed Cinnamon Hill extension. The site is improved with a single-family home, and is surrounded by undeveloped commercial property, a City water tower, and two single-family homes on the north, C-P zoned land with a hotel and other commercial uses to the south, undeveloped A-1 land to the east, and Highway 63 on the west.

The subject site has been the subject of previous similar requests, none of which were approved at the time. In 2013, the applicant sought to obtain PUD zoning and development plan approval for this site (Case #13-204) – this request was denied. A request for early reconsideration of that denial (Case #14-44) was sought in 2014; however, that was also denied. A subsequent request (Case #15-12) was submitted in 2015, but was defeated at Council.

The current request varies from the most recent request in several ways, including:

1. The property that abuts the Timberhill Road neighborhood to the north is retained within the PUD plan, and ownership is not proposed to be transferred to the adjoining neighborhood as a buffer, but instead place inside a Greenspace Conservation Easement;
2. The density of the project remains PUD 11; however, the total number of dwelling units has been increased – from 321 to 384;
3. Dwelling units are restricted to 1- and 2-bedroom units, allowing 524 bedrooms versus the previous bedroom count of 849.
4. Timberhill Road will be a through street, not gated;
5. Open space has been reduced from 50 percent to 45 percent on the developed portion of the site.

**Zoning, Statement of Intent -**

The subject tract of land is located within a “neighborhood district” as identified by Columbia Imagined and the East Area Plan. As currently zoned, the site could be developed with detached single-family

dwelling units as well as be used for the cultivation of crops, the raising and care of livestock, and other commercial agriculture-related operations such as wholesale greenhouses and plant nurseries. Staff supports the requested zoning to permit development of a portion of the site as multi-family dwelling units. The proposed development provides an appropriate land use transition between the higher intensity commercial uses to the south and C-1 zoned property to the northwest, and the lower density single-family to the north. The abutting commercially zoned property to the south is developed with uses such as restaurants that would benefit from being located near higher residential densities. The site is also bordered by Highway 63 to the west, and has convenient access to several major roadways to facilitate the movement of the expected traffic from the development.

The proposed rezoning and PUD development plan affords the opportunity to fulfill several environmental preservation, site placement and land use integration/diversity goals and objectives articulated in both Columbia Imagined and the East Area Plan. The use of the PUD district to achieve the desired development are further supported by the East Area Plan's land use recommendations.

The site has access to existing public infrastructure that may support the proposed land use. The Utilities-Sewer Department has made the developer aware that an existing 10-inch sewer line has capacity, or else a new line will be required to be installed at the applicant's expense. The proposed extension Cinnamon Hill Lane, shown on CATSO's Major Roadway Plan (MRP) as a neighborhood collector, traverses the subject site and the extension of Timberhill Road, an existing local residential street that terminates along the north edge of the property, will be installed as public roadways at the applicant's expense providing Code compliant access to the future dwelling units as well as offering greater transportation system connectivity.

A traffic study was conducted at the request of staff to evaluate the impacts that site may have on the street network, and to identify any needed mitigation. The conclusion of this study was that the development does not negatively impact the signalized intersection of Stadium and US 63 northbound ramp, and this intersection should still operate at an acceptable level. Future development to the east or with the Stadium Boulevard extension to Broadway corridor may trigger the need to construct eastbound dual left turn lanes, along with accompanying work to the northbound US 63 on-ramp to allow the intersection of Stadium and US 63 to operate at an acceptable level of service.

The Statement of Intent includes the following limitations on the site:

1. Lot 1 will permit only multi-family residential uses with sales and leasing offices, with Lots 2-10 limited to single-family uses.
2. Lot 1 will permit multi-family residential dwelling units with a mix of 1- and 2-bedroom dwellings. Lots 2-10 will be limited to single-family dwelling units.
3. The maximum number of dwelling units shall be 394 units, which is consistent with the maximum density of 11 units per acre.
4. Maximum building height is 45 feet.
5. The total amount of parking that will be provided is 723, which includes spaces in front of the attached garages.
6. The minimum open space on the property will be 45 percent, which is divided between landscaping (55 percent) and existing vegetation (55 percent).
7. Site amenities may include improvements typically found in multi-family developments, such as pools, trails, and gazebos. However, no amenities are required.
8. Lots 2-9 will have a minimum lot size of 9,000 sq.ft. (vs. the typical R-1 minimum of 7,000 sq.ft).

Lots 10-11 have a larger minimum size of 13,500. This variation was to ensure a compatible lot size with the properties to the north, and to provide a transition between those houses and the apartments on Lot 1.

9. A Greenspace Conservation Easement will be granted within Lots C1 and C2 along the north property line to provide a buffer between the development and the properties to the north. This buffer was proposed by the applicant to address concerns by abutting residents. The remaining common lots will be preserved for open space or amenities, and as little grading as possible should be done within the common lots.
10. Signs are proposed and are consistent with those allowed for residential developments.
11. To further alleviate concerns with the type and quality of the multi-family development, the applicant has agreed to a conceptual design of those structure which would include 70% brick and stone building materials.

As seen in the SOI, the dwelling units have been limited to 1- and 2- bedroom units, which creates a lower practical density compared to other developments that may have have allowed up to four bedroom dwelling units, as previously noted. Per the applicant,

#### **Development Plan, Design Parameters -**

The PUD plan reflects a 15 lot development plan that includes multi-family and single family uses, as well as common lots to accommodate stormwater facilities, open space preservation, and along the north property line, additional buffering between the development and abutting residential properties. Common Lot C2 represents a 100-foot deep lot that will include a Greenspace Conservation Easement, which prevents the removal of any vegetation except in specific scenarios, such as necessary roadway construction. The easement is meant to provide a screen for the benefit of the residents along the north property line of the subject site. In addition, residential development to the north of Cinnamon Hill Lane is restricted to single-family units, and includes larger minimum lot sizes to provide a consistent transition to the existing residential development to the north.

The multi-family portion of the site is shown on Lot 1, and is entirely located south and east of the proposed extension of Cinnamon Hill Lane. On this lot are fourteen proposed buildings with walkways connecting them to the off-street parking areas and to the public right of way. A pool and clubhouse are reflected on the plan, which are uses allowed per the SOI.

Cinnamon Hill Lane will be extended to the east edge of the property and will serve as the access point for the multi-family development. The street, identified as a neighborhood collector on CATSO's MRP, currently exists as an unimproved, substandard local street. The extended roadway will be fully constructed by the applicant with a 60-foot right of way and 34 feet of pavement. The applicant's construction will commence from the southwest edge of the property, where it has been previously improved, and extend to the eastern edge of the property, where it will be terminated in a temporary turn-around.

Timberhill Road will also extend into the site and will provide alternative means of ingress and egress for the subject site, as well as for the residents of the Timberhill Road neighborhood. While the extension of Timberhill Road has been a significant concern for adjacent residents, extending the roadway as a through street is consistent with the requirement of the subdivision regulations, as well as the with the street system connectivity goals of Columbia Imagined. This access is also needed per the subdivision regulations requirements for 2-point of ingress and egress for the development as shown.

In recognition of the concerns of adjacent residents, the applicant has designated the area north of Cinnamon Hill Lane for single-family use only. To further address adjacent resident concerns and to minimize the desirability of using Timberhill Road as a through street, the applicant has shown a roadway design that somewhat disguises the through-street nature of Timberhill Road by introducing an intersection into the design, at Cassia Court, versus a direct connection to Cinnamon Hill Lane. Additionally, the design includes traffic-calming measures (e.g., bump-outs and speed humps) along extended Timberhill Road to reduce traffic speeds. The existing intersection of Broadway and Timberhill Road may also discourage cut-through traffic that intends on turning westbound onto Broadway (an unsignalized left turn). Taken together, these measures should help reduce the amount of non-local traffic overall, and reduce the speed of those that do opt to use Timberhill Road to access Broadway.

Lots 12 and 13 of the development are the resulting property remainder of the overall acreage and were created do to the realignment of Cinnamon Hill Lane. These lots are not currently shown as including any residential development as they are encumbered by an existing 50-foot access easement, granted to the City to access its water tower. Any future development of these lots would require a major amendment to the plan.

As a result of the relocation of Cinnamon Hill Lane the existing street connection providing access to the City's water tower and the C-1 zoned property to the west will be removed. To reconnect this access to relocated Cinnamon Hill Lane the City will need to authorize a driveway permit. The location of the replacement connection shown on the development plan is not supported by the City's Traffic Engineers due to safety concerns. These concerns were discussed with the applicant and several alternatives to ensure access to the water tower and C-1 lot have been considered. The applicant and staff are in agreement that any relocation of the existing access point should be included as part of the PUD plan approval subject to reasonable conditions.

Optimally, an access drive would be provided across Lot 12 or Lot 13 from the newly aligned Cinnamon Hill Lane to the north, located so that both the City's lot and the lot to the west have adequate access to Cinnamon Hill Lane. This access could be located within an access easement with final design and alignment reviewed and approved, at the time of final plat and construction plan submission, by the City's Traffic Engineers and Water Utility to ensure that the location provides for safe ingress and egress.

Parking for the multi-family units on Lot 1 is generally provided by off-street surface parking lots (249 spaces), and a mix of attached and detached garages. The single-family development's parking will be addressed on each of the proposed lots. The applicant is requesting a multi-family parking space exception which, if approved, would to reduce the amount of standard parking spaces that must be provided. Additionally, the applicant is seeking an exception from the subdivision regulations as it relates to sidewalk installation along newly constructed streets. Both requested exception are explained below.

**Parking exception** - The parking shown on the PUD plan represents an exception to the minimum required by the Code. Exceptions to general code requirements may be recommended by the Commission and approved by Council per the PUD regulations. The table below shows the required parking for multi-family uses and that proposed by the applicant.

The applicant is proposing that spaces in front of the attached garages be credited as parking spaces, which would potentially add 196 parking spaces to the site. Per City code, these spaces may not be

counted towards the minimum required spaces. Staff is of the opinion that while there may be adequate space in front of the attached garages to provide the minimum depth necessary for a parking space, double-parking these spaces could be problematic. However, in practice, if both spaces (i.e., the garage space and the parking space outside the garage) were assigned to a specific unit, then it may be a practical way to decrease the need for additional impervious surface.

Required Parking	$1.5 \text{ space} * 244 \text{ one-bedrooms} = 366$ $2 \text{ spaces} * 140 \text{ two-bedrooms} = 280$ $384 \text{ total units} / 5 \text{ (guest parking)} = 77$ <b>Gross Total = 723</b> $- \text{Bike reduction (5\% of total)} = 36$ <b>Net total = 687</b>
Proposed Parking	<b>533</b>
Difference	<b>-154</b>
Potential spaces in front of garage	<b>196</b>

**Sidewalk exception** - The applicant is also requesting an exception for sidewalk construction along the north side of Timberhill Road (note #15). The applicant included the request in response to concerns from residents along existing Timberhill Road that sidewalks are not consistent with the current neighborhood character, and that their construction could negatively impact their property. Staff supports a partial exception to sidewalks along one side of Timberhill, which is currently reflected on the plans, due to the fact that there are no existing sidewalks on Timberhill Road, and that there will be no dwellings along the north side of Timberhill Road on the subject site. Staff does support the inclusion of sidewalk along at least the south side to provide for minimum pedestrian connectivity not only for the properties within the PUD, but also for residents to the north that will have the ability to walk south from their subdivision to pedestrian generators located near Stadium Boulevard.

Staff has reviewed the proposed PUD development plan and finds that aside from some minor corrections, it meets the technical requirements of the PUD zoning district.

**RECOMMENDATION**

- Approval of the rezoning to PUD-11 and the associated Statement of Intent.
- Approval of the PUD development plan known as “Kelly Farms”, with the requested sidewalk exception, subject to technical corrections to incorporate a note addressing construction for the driveway to serve the City’s water tower site and the C-1 zoned property to the west.

**SUPPORTING DOCUMENTS (ATTACHED)**

- Locator maps
- Statement of Intent
- Kelly Farms PUD Development Plan
- Building elevations
- Case #15-12 - PUD Development Plan
- Public Correspondence

**SITE CHARACTERISTICS**

<b>Area (acres)</b>	12.51
<b>Topography</b>	Sloping to the southeast
<b>Vegetation/Landscaping</b>	Forested
<b>Watershed/Drainage</b>	Grindstone Creek
<b>Existing structures</b>	One single-family home

**HISTORY**

<b>Annexation date</b>	1963
<b>Zoning District</b>	A-1 (Agriculture District)
<b>Land Use Plan designation</b>	Neighborhood District
<b>Previous Subdivision/Legal Lot Status</b>	Land in limits

**UTILITIES & SERVICES**

Site is served by all City of Columbia utilities and services.

**ACCESS**

<b>Cinnamon Hill Lane</b>	
<b>Location</b>	West side of site
<b>Major Roadway Plan</b>	Neighborhood Collector (unimproved & City-maintained), requiring 60' of ROW. Additional ROW required; future east/west extension proposed.
<b>CIP projects</b>	None
<b>Sidewalk</b>	Required.

<b>Timberhill Road</b>	
<b>Location</b>	Terminates at north side of site. Future south extension proposed.
<b>Major Roadway Plan</b>	NA, local residential street
<b>CIP projects</b>	NA
<b>Sidewalk</b>	Required for extension; partial exception requested.

**PARKS & RECREATION**

<b>Neighborhood Parks</b>	Within Shepard Boulevard Park service area
<b>Trails Plan</b>	North Fork of Grindstone (southeast of site)
<b>Bicycle/Pedestrian Plan</b>	None identified adjacent to site

**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 a public information meeting, which was held on October 18, 2016.

<b>Public information meeting recap</b>	Number of attendees: 4 Comments/concerns: Timberhill extension/access, traffic, buffering, land use compatibility, project access
<b>Notified neighborhood association(s)</b>	Timberhill Road Neighborhood Association; Shepard Boulevard Neighborhood Association
<b>Correspondence received</b>	Attached.

Report prepared by Clint Smith

Approved by Patrick Zenner