

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
September 5, 2019**

SUMMARY

A request by Cochran Engineering (agent) on behalf of Columbia Mall, LLC; Dillard's Inc.; J.C. Penney Properties, Inc.; and Dayton-Hudson Corporation (owners) for approval of a PD plan major amendment to the Columbia Mall C-P Plan to split an existing 39.75-acre lot into two lots, and for approval of a design adjustment to Section 29-5.1(f)(3) to allow a lot line through an existing structure. The approximately 66.92-acre property is located at the southwest corner of Stadium Boulevard and Bernadette Drive. **(Case #176-2019)**

DISCUSSION

The applicant is seeking two changes to the existing C-P plan for the Columbia Mall. The first is to subdivide an existing lot on the site into two separate lots. In addition, the requested amendment would revise the amount of parking required by the current PD such that future parking would conform to the UDC requirement for a large retail site. The site has a current C-P plan, known as the *Columbia Mall C-P Development Plan*, which was approved in 2007 as an amendment to a previous plan. The approved zoning for the site, which occurred in 1985, permitted all C-P uses, but did not include a SOI, so a current SOI is included in this request. No new construction is being proposed with this amendment.

HISTORY

The Columbia Mall C-P development plan was originally approved by Council in 1984. Since then, numerous amendments have been made to the plan, including an addition to the JCPenney department store (1986), addition of the Barnes and Noble bookstore (2000), approval of the addition of a second floor to the Dillard's department store (2005), and an expansion for Target that included constructing parking over the existing stormwater detention ponds on the south side of the property (2007). Neither the Dillard's nor the Target expansion has been constructed to date. Several minor amendments have also been approved on the site, most recently in 2013 for revisions to the entrances along Bernadette.

PD PLAN REVISIONS

The proposed PD plan includes the subdividing of existing Lot 1 of the *Lot 1 Columbia Mall Plat No. 2* administrative plan into two lots. While this is typically a subdivision action, since it is creating a new commercial lot in a PD zone, a major plan amendment is required. Lot 1 currently includes both the portion of the mall that does not include anchor stores (i.e., the common area) along with the previous Sears store. The subdivision will divide the common mall area from the Sears building, with each being on a separate lot that will also include off-street parking facilities. Staff does not view the creation of a new lot in this situation as having a significant or detrimental impact on the PD plan and is consistent with other anchor stores on the site that are currently on their own lots. However, as discussed in a later section, a design adjustment is required to permit the creation of the new lot.

The other proposed PD Plan change is a revision to how the minimum required parking is calculated. The existing C-P development plan uses a previous standard to calculate the minimum parking required. In addition, a variance was approved to reduce the number of required spaces and how the area of the mall was measured (using gross *leasable* area instead of floor area) in order for the site to meet the needed parking total. This allowed the parking requirement of 4,239 spaces (also using a 5% credit for transit facilities) to be reduced to 3,567. The 2007 plan had seven spaces in excess.

The applicant is requesting that instead of continuing with the current parking requirements the plan be amended to follow the current UDC minimum parking requirements. The UDC standard for “large” retail is one parking space for every 400 square feet of gross floor area (1 space/400sf GFA). Below is a table that illustrates the current and proposed parking requirements.

Year	Minimum parking requirement	Area (GFA/GLA)	Minimum spaces required	Spaces provided	Excess
2019	1 space/ 400 sf	932,379 sf GFA	2,331	3,489	1,158
2007	1 space/ 250 sf for first 200K sf 1 space/ 250 sf after 200K sf	815,265 sf GLA	3,567	3,574	7

Staff supports the requested revision to the minimum parking requirement for the following reasons:

- 1. The requested parking minimum is consistent with the UDC.** Parking minimums were evaluated during the adoption of the UDC, and many were revised to reduce minimum parking requirements, which reflects current trends aimed at reducing unnecessary parking that higher than needed minimums create.
- 2. The current parking requirement exceeds the amount of parking needed for this site the vast majority of the time.** Current trends in municipal parking requirements are moving toward parking minimums that don't require the construction of parking lots that will be unutilized most of the time, which contributes to sprawl. During peak parking times, parking shortages may occur, but strategies to accommodate this peak demand (bus, shuttles, better pedestrian/bicycle access) are more efficient and less expensive than building parking to accommodate these peak times.
- 3. No additional building construction is proposed with this amendment.** Aside from the new lot to be created, no changes to the site are proposed. Any additional significant construction on the site would be subject to review and Council approval, allowing an opportunity to consider the impacts on parking.

STATEMENT OF INTENT

The current planned zoning did not include a Statement of Intent. The submitted SOI includes the permitted uses that staff finds to be consistent with what was required from the 1985 zoning ordinance. While there is not a direct corollary between all uses from the 1985 zoning ordinance and the UDC today, the permitted uses listed on the SOI are a close approximation.

Staff has reviewed the proposed SOI and finds that it meets the technical requirements of the PD District and the UDC.

DESIGN ADJUSTMENT

Per the UDC Section 29-5.1(f)(3), no structure may be constructed across a lot line. The new lot that would be created around the previous Sears store includes a lot line located through a parking lot, which by UDC definition is considered a structure, and so is not permitted. No new structure is being constructed over a lot line in this situation though.

Upon review of the design adjustment worksheet, staff concurs with the applicant's findings and

supports the request. Staff considered the context of the situation, which is a large commercial shopping center development that is already divided into multiple lots, and does not object to the request. This same situation exists currently for the other anchor tenants on the mall site, as each of those anchors are located on separate lots. Allowing this site to do the same does not appear to be detrimental to the site or PD plan and would be consistent with the development pattern on this site.

CONCLUSION

Staff supports the two requested PD plan changes, along with the statement of intent and the design adjustment. Also worth noting is that the previous ordinance that approved the 2007 C-P plan included several conditions relating to the Target expansion and stormwater requirements. Since the Target expansion isn't changing, these same conditions will carry forward, and will be included in the ordinance.

RECOMMENDATION

Approval of the requested major amendment for the *Columbia Mall PD Plan* with the associated design adjustment and the statement of intent

SUPPORTING DOCUMENTS (ATTACHED)

- Locator maps
- *Previously approved - Columbia Mall C-P Development Plan (2007)*
- *Previously approved - Columbia Mall C-P Ordinance (Ord. 19604)*
- *Columbia Mall PD Development Plan*
- Statement of Intent
- Design Adjustment Worksheet

SITE CHARACTERISTICS

Area (acres)	66.92
Topography	Generally flat, some slope to south on south side of property
Vegetation/Landscaping	Landscaping
Watershed/Drainage	Harmony Creek
Existing structures	Commercial Shopping Center

HISTORY

Annexation date	1955, 1969
Zoning District	PD
Land Use Plan designation	Commercial, Neighborhood, Open Space/Greenbelt
Previous Subdivision/Legal Lot Status	Columbia Mall Plat 1, Columbia Mall Plat 2

UTILITIES & SERVICES

Sanitary Sewer	City of Columbia
Water	City of Columbia
Fire Protection	City of Columbia
Electric	City of Columbia

ACCESS

Bernadette Drive	
Location	Along the north side of property
Major Roadway Plan	Major Collector; 76-66 ROW required
CIP projects	None
Sidewalk	Sidewalks present

Fairview Road	
Location	Along the west side of property
Major Roadway Plan	Minor Arterial; 84-100 ROW required
CIP projects	None
Sidewalk	Sidewalks present

Worley Street	
Location	Along the south side of property
Major Roadway Plan	Major Collector; 76-66 ROW required
CIP projects	None
Sidewalk	None; waived by 1985 ordinance.

PARKS & RECREATION

Neighborhood Parks	Columbia Cosmopolitan Recreation Area
Trails Plan	None within half mile
Bicycle/Pedestrian Plan	Pedway along Stadium

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 August 13, 2019.

Public information meeting recap	Number of attendees: 3 (including 2 applicants) Comments/concerns: None.
Notified neighborhood association(s)	None.
Correspondence received	None to date.

Report prepared by Clint Smith

Approved by Patrick Zenner