

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
December 4, 2025**

SUMMARY

A request by Monarch Architecture (agent), on behalf of James and Janet Rogers (owners), for approval of a Conditional Use Permit (CUP) to allow an Accessory Dwelling Unit (ADU) to be constructed on property addressed 105 South Glenwood Avenue pursuant to the standards of Sec. 29-3.3(gg) and Sec. 29-6.4(m)(2)(i) of the Unified Development Code. The 0.69-acre subject site is zoned R-1 (One-family Dwelling) and is located 380 feet south of the West Broadway and South Glenwood Avenue intersection.

DISCUSSION

The applicant seeks approval of a Conditional Use Permit (CUP) to allow the construction of a detached Accessory Dwelling Unit (ADU) to the rear of their principal residence. The subject site is located within the R-1 (One-family Dwelling) zoning district and requires approval of a CUP that meets the use-specific standards outlined in 29-3.3(gg) and the conditional use standards outlined in Sec. 29-6.4(m)(2) of the Unified Development Code (UDC). The site abuts R-1 zoned properties in all directions and is illustrated to be 799.83 sq. ft on the attached plot plan.

Shown below are the evaluation criteria for both the use-specific standards applicable to ADU requests and the general CUP criteria that must be analyzed to determine regulatory compliance and the appropriateness of this request. The review criteria are bolded, and staff responses/analyses are provided below each criterion.

USE-SPECIFIC STANDARDS EVALUATION

- (1) No more than two (2) dwelling units, including the accessory dwelling, may be permitted on a single lot;**

The applicant is proposing that 2 dwelling units will exist on the site. One of the dwellings is the accessory dwelling unit, and the other is the existing primary dwelling unit occupying the subject site.

- (2) The lot upon which the accessory dwelling unit is located shall meet the definition of "lot" or "lot, substandard" as established within this chapter. Lots within the R-1 district shall be a minimum of five thousand (5,000) square feet, and have a lot width no less than thirty (30) feet. Lots within the R-2 or R-MF districts shall be a minimum of three thousand (3,000) square feet and have a lot width of no less than thirty (30) feet;**

The applicant's lot meets the definition of a 'legal lot', exceeds the R-1 district requirement of being a minimum of 5,000 sq. ft., and has a lot width greater than 30-feet. The subject site has 105 feet of frontage on South Glenwood Avenue and contains approximately 30,056 sq. ft.

- (3) A detached accessory dwelling shall be located a minimum of ten (10) feet behind the principal dwelling, and a minimum of six (6) feet from any side or rear lot line. On corner lots, the accessory dwelling shall be set back from side streets not less than the distance required for the principal residence. For the purpose of providing adequate fire protection access, the distance from the nearest street frontage to the center of the rear wall of the accessory dwelling unit shall not exceed one hundred and fifty (150) feet of travel distance unless otherwise specified by the most current adopted edition of the International Fire Code or authorized by the fire chief;**

This proposal is situated on a lot that is not a corner lot, so that aspect of the review does not apply in this instance. Placement of the ADU is greater than 10-feet behind the proposed principal dwelling

and is greater than 6-feet from any side or rear yard lot line (see attached plot plan). From South Glenwood Avenue, the center of the rear wall of the ADU is more than 150 feet away from the street, but the Fire Department has determined there is sufficient fire apparatus access to all portions of the proposed new structure.

- (4) An accessory dwelling shall not exceed seventy-five (75) percent of the total square feet of the principal dwelling, as shown in the Boone County Assessor's records, or eight hundred (800) square feet, whichever is less. In addition, a detached accessory dwelling shall not occupy more than thirty (30) percent of the rear yard;**

The owner is planning to construct a detached 3-bay garage along with an ADU which presents an additional facet of consideration with respect to this request. Section 29-3.3(ii)(1)(i) of the UDC states that the aggregate first-floor square footage of **all** accessory structures on a lot shall not exceed the first-floor square footage of the **primary** structure.

The proposed footprint for the ADU is 799.83 sq. ft. and the footprint for the proposed 3-bay garage is 1,040.07 sq. ft. which totals 1,839.9 sq. ft. of accessory structures. Currently, the first floor of the **primary** dwelling is 1,621.48 sq. ft; however, the owner has been issued a building permit that would add 220.4 sq. ft. to the first floor resulting in the **primary dwelling** have a total of 1,841.88 sq. ft. With the addition to the **primary** structure, the proposed accessory structures will remain subordinate in use.

Furthermore, review of additional provisions within Sec. 29-3.3(ii) finds that the detached accessory structure to be constructed (i.e. the garage and ADU) do not cover more than 30% of the overall lot's rear yard (that portion of the site behind the principal dwelling) and no portion of the accessory structure is located within the **required** rear yard of the lot, which is defined as the westernmost 25-feet of the lot. Had either of these provisions been identified as being non-compliant the applicant's request would have necessitated revision prior to be considered for approval.

- (5) A detached accessory dwelling shall not exceed the height of the principal dwelling or twenty-four (24) feet, whichever is less;**

This will be evaluated at the time of building plan submission. No permit will be authorized for issuance if this criterion is not met. The plot plan submitted with the application indicates the main dwelling is approximately 25 feet tall and that the ADU will be less in height.

- (6) In addition to the parking required for the principal dwelling, one additional off-street parking space shall be provided for accessory dwellings having three (3) or more bedrooms. No more than three (3) bedrooms shall be allowed in an accessory dwelling unit;**

A floor plan of the ADU was not submitted as part of the application submission; therefore, analysis of parking demands cannot be determined, but will be addressed at the time of building permit submission. Notwithstanding this finding, the submitted plot plan shows adequate on-site parking for both the primary dwelling which requires 2 parking spaces and the maximum permissible three-bedroom ADU that could be constructed on the site which requires 1 parking space. Given the proposed garage portion of the new accessory structure contains a 3-bay garage the minimum parking requirements of the ADU are clearly met.

- (7) When a driveway is constructed or used to provide vehicle access to an accessory dwelling, the driveway shall be surfaced as required by this chapter. Gravel may be considered an acceptable alternative surfacing material under the following conditions: (i)The fire chief has determined paved access is not necessary to provide safe and adequate fire access to all parts of all dwellings on the lot; (ii)An existing gravel driveway provides access to the accessory dwelling unit, or a new compacted gravel driveway is constructed to provide such access; and (iii)The driveway apron (i.e., the driveway within the public right-of-way) is constructed of a paved surface as required by city specifications.**

A driveway is being proposed and the applicant is not requesting an alternative to pavement

- (8) Prior to issuance of a building permit for an accessory dwelling, application shall be made to the city, including a plot plan showing existing buildings and proposed accessory dwelling location, in addition to the above listed criteria.**

The plot plan showing existing buildings and the proposed accessory structure (i.e. garage and ADU) location were included with the application materials, were reviewed by City staff, and found compliant with the regulatory requirements.

Sec. 29-6.4(m)(2)(i) General CUP Review Criteria:

As noted, given this application requires approval of a conditional use permit (CUP) the following analysis of the provisions found in Sec. 29-6.4(m)(2)(i) of the UDC have been performed. The owner has provided their analysis of these criteria (see attached) and the staff's analysis is provided below. The standard criteria are shown in **bold text** followed by staff's response.

- (A) The proposed conditional use complies with all standards and provisions in this chapter applicable to the base and overlay zone district where the property is located;**

The proposed use would comply with all standards and provisions within this chapter applicable to the base and overlay zoning district where the property is located. An ADU is a permissible conditional use within the R-1 district provided compliance with the "use-specific standards" of Sec. 29-3.3(gg) is achieved. The information provided within the applicant's correspondence and shown on the plot plan illustrate such compliance.

- (B) The proposed conditional use is consistent with the City's adopted comprehensive plan;**

Policy 3 in *Land Use Principles and Policies – Growth Management*, within Columbia Imagined specifically mentions accessory dwellings and an option leading to increased infill density.

Policy 3 in *Land Use Principles and Policies – Livable and Sustainable Communities*, within Columbia Imagined notes that ADUs can be a facet of neighborhood planning, particularly as it relates to planned increased infill density at the neighborhood level.

The Boone County/City of Columbia Housing Study states that Columbia should pursue opportunities to infill sites in residential areas of the city opposed to greenfield development on the periphery of the city (p. 113). Accessory Dwelling Units are also listed as an alternative housing model to expand and improve housing opportunities in Boone County (p. 290). Lastly, the report notes that public infrastructure and services, particularly sewer, is less inundated by higher density infill that does not require as much expansion of existing facilities as greenfield development (p. 18).

(C) The proposed conditional use will be in conformance with the character of the adjacent area, within the same zoning district, in which it is located. In making such a determination, consideration may be given to the location, type and height of buildings or structures and the type and extent of landscaping and screening on the site;

The property borders other R-1 zoned lots in all directions and each is improved with a single-family home. The ADU will be situated behind the primary residence in the rear of the subject property with only the newly constructed garage being visible from the eastern property line fronting South Glenwood Avenue. There are trees located around the perimeter of the rear yard of the subject property screening the area from the adjacent properties. With the existing vegetation, staff does not believe additional screening is necessary for this site.

According to the applicant, there are many detached garages with livable areas within them currently existing in the neighborhood. A difference the applicant has noted within its submitted correspondence is that many of the livable areas within these structures are located above the respective garages, whereas the Roger's ADU would be located at grade. It should be further noted that existing livable areas above the existing garages referenced by the applicant were built and occupied prior to the 2015 adoption of the City's ADU regulations. As such, these existing dwellings are considered "legally non-conforming" uses of land and would only trigger a CUP should they be expanded or voluntarily torn down and reconstructed.

(D) Adequate access is provided and is designed to prevent traffic hazards and minimize traffic congestion;

Additional trips generated from a detached ADU are not anticipated to create adverse traffic impacts upon South Glenwood Avenue. South Glenwood Avenue is a standard local, residential street meeting all applicable design standards for the road classification. Parking to support the ADU is capable of being accommodated on-site within either the driveway shown on the plot plan or within the 3-bay detached garage to which the ADU will be connected.

(E) Sufficient infrastructure and services exist to support the proposed use, including, but not limited to, adequate utilities, storm drainage, water, sanitary sewer, electricity, and other infrastructure facilities are provided; and

The existing dwelling on the lot is served by sufficient public infrastructure that must be extended to the proposed ADU before a certificate of occupancy can be issued. Additionally, a 16-foot utility easement will need to be dedicated along the overhead electric facilities along the southern lot line prior to issuance of a building permit. This easement will be obtained by the recording of a separate utility easement dedication document as permitted by City Code.

(F) The proposed conditional use will not cause significant adverse impacts to surrounding properties.

Adding an ADU to this site is unlikely to impact the surrounding properties. The proposed ADU will be located behind the primary dwelling and out of sight from the right-of-way. Additionally, the ADU will not increase street traffic given all required parking will be accommodated on-site. According to the applicant, approval of this request will enable Janet Rogers (Kitty) to reside on the property with her family, allowing her to contribute to property maintenance, which will have a positive impact on the neighborhood. At the time of writing, no correspondence regarding this request has been received.

CONCLUSION

After reviewing the submitted application correspondence, plot plan, and the criteria outlined above, staff recommends granting a CUP for the construction of an ADU at 105 South Glenwood Avenue. This approval is contingent upon the aggregate first-floor square footage of the accessory uses not

exceeding that of the primary dwelling. Granting the CUP would help achieve multiple policies, strategies, and actions outlined in the Columbia Imagined Comprehensive Plan.

It should be noted that pursuant to prior Planning and Zoning Commission action with respect to R-1 ADU CUP requests, it has been customary practice to condition approval of the CUP such that only one of the dwellings on the lot may be placed into “long-term” rental status. This condition has been applied to mitigate possible negative impacts associated with having more than one dwelling on an R-1 zoned lot as rental housing. Should the Commission desire to apply this condition, it will need to be specifically called out in any motion made to approve this request.

RECOMMENDATION

Approve of the CUP to allow the future construction of an ADU at 105 South Glenwood Avenue, provided only one of the dwellings on the property may be registered as a rental unit.

ATTACHMENTS

- Locator maps
- Applicant Correspondence & CUP Responses
- Plot Plan

HISTORY

Annexation date	1905
Zoning District	R-1 (One-family Dwelling)
Land Use Plan designation	Neighborhood
Previous Subdivision/Legal Lot Status	Westwood Addition

SITE CHARACTERISTICS

Area (acres)	.69 acres
Topography	Flat
Vegetation/Landscaping	Trees lining the property’s rear and sides
Watershed/Drainage	Flat Branch
Existing structures	Single-family home

UTILITIES & SERVICES

All utilities and services provided by the City of Columbia

ACCESS

South Glenwood Avenue	
Location	Along eastern edge of property
Major Roadway Plan	Local residential
CIP projects	N/A
Sidewalk	Installed both sides

PARKS & RECREATION

Neighborhood Parks	None
Trails Plan	None
Bicycle/Pedestrian Plan	None

PUBLIC NOTIFICATION

31 “public hearing” letters were distributed with respect this matter. 23 letters were mailed to property owners and tenants within 185-feet of the subject property, 3 letters were provided to City-recognized neighborhood associations within 1000-feet of the subject property, and 1 letter was provided to the Council Ward representative. All “public hearing” letters were distributed on November 17, 2025. The public hearing ad for this matter was placed in the Tribune on November 18, 2025.

Public Notification Responses	1 general information call
Notified neighborhood association(s)	Historic Old Southwest, West Ash, Historic West Broadway
Correspondence received	None at the time of writing

Report prepared by: Ross Halligan

Report approved by: Patrick Zenner