

**AGENDA REPORT**  
**PLANNING AND ZONING COMMISSION MEETING**  
**July 20, 2017**

**SUMMARY**

A request by Simon & Struempf Engineering (agent) on behalf of Bisk, LLC (owners) for approval of a PD development plan to be known as "Bisk, LLC Coffee Shop PD Plan." The site contains 0.34 acres and is located at the southwest corner of the intersection of Providence Road and Forest Avenue. **(Case # 17-166)**

**DISCUSSION**

The applicant is seeking approval of a PD (Planned District) development plan for a standalone coffee shop that includes a drive-thru and outdoor patio. The proposed PD district and accompanying development plan would rezone the subject site from R-2 (Two-family Residential District) and M-OF (Mixed-Use Office District). The proposal requires the combination of the two existing lots by a separate platting action to be submitted subject to approval of this request.

Columbia Imagined identifies the property as lying within the Employment District (Providence frontage) and Neighborhood District (Forest frontage). The Employment District is intended for basic employment uses. The Neighborhood district should provide a broad mix of residential uses, and support a limited number of nonresidential uses that provide services to neighborhood residents.

Uses adjacent to the subject site are a small-scale multi-tenant commercial/office to the north, zoned M-N, a beauty supply store to the south, zoned PD, and a single-family residential use to the west, zoned R-2. The proposed use of a coffee shop would, generally, be considered consistent with Comprehensive Plan's vision; however, the necessity to up-zoning the R-2 lot to accommodate the proposed improvements with the drive-thru would be an expansion of the commercial uses southward on Providence Road away from an the existing commercial corridor located along the Business Loop 70. With the exception of the PD zoned property immediately to the south of the subject parcel there are only M-OF zoned parcels fronting Providence Road.

The use of the PD district is intended to allow for innovation and flexibility in design, to encourage creative mixes of complimentary uses and to promote environmentally sound and efficient use of land. This request is for a single use that can be accommodated in the M-N district (Mixed Use – Neighborhood) and appears to be conventional in its design approach. The use of the PD designation appears to have been chosen by the applicant to address issues and concerns articulated during a series of meetings with the Ridgeway Neighborhood Association.

During these meetings a number in attendance were supportive of having a drive-through coffee shop close to their homes, but were concerned that the traffic generated by such a use would be detrimental to their neighborhood. Surveys were also distributed to students and faculty from Hickman High School (to the east of the parcel across Providence), to determine a desirable use for the subject parcel. The results of the surveys also indicated support for the coffee shop.

The subject site has the ability to obtain access from Providence Road via the public alley right-of-way at the southeast corner of the parcel. This will require a right-of-use agreement and additional right-of-way dedication to facilitate the expansion of the existing paved alley to facilitate two-way traffic. The commercial use to the south currently utilizes the alley as an exit only. A vehicular exit is provided near the northwest corner of the parcel as well, onto Forest Avenue. However, this exit is limited to a 'right-out' only arrangement. Signage is noted on the plan, as well as a directional curb to prevent left-hand turns into the residential neighborhood.

Forest Avenue has been designated by the City of Columbia as the future location of a "Bike Boulevard" to connect cyclists between Downtown Optimist Park and Hickman High School. Proposed improvements at this location would reduce the flow of traffic on Forest Avenue to one-way, heading east toward Providence to facilitate a broadened bike lane. Further bike boulevard improvements at this location include a pedestrian/bicyclist crossing, similar to that existing at College Avenue and Ash Street, to allow safe flow of pedestrians and cyclists across Providence Road.

Given these future public improvements, staff does not support the inclusion of drive-thru facility in this location due to the confined nature of the parcel. Impacts to both Providence Road and Forest Avenue could potentially be detrimental to not only the immediate context (increased traffic on Forest), but also in a much broader context if site users were to effect traffic flow on Providence Road.

While there appears to be neighborhood support of the proposed use within the PD designation, staff does not find that the request complies with the PD requirements since the site is proposed to be used solely as a coffee shop. Staff believes that the desired coffee shop would be more appropriately accommodated in an M-N district (Mixed-Used Neighborhood) which allows the proposed use "by-right" without a drive-thru. If a drive-thru is essential it would need to be approved as a conditional use by both the Planning Commission and City Council. The M-N district also allows for pedestrian-oriented standards; however, as proposed on the current plan, the use is clearly vehicular in nature.

As for site development aspects such as screening, buffering, and traffic management which are shown on the PD development plan, there are specific Unified Development Code provisions that specify minimum standards that must be met. The proposed development plan does not exceed any standards beyond the minimum required in the M-N district.

Given the lack of compliance with the intent of the PD district and the potential impacts on traffic and adjacent residential uses generated by the proposed drive-thru, staff does not support the requested PD rezoning and PD plan. While the comprehensive plan has provided for such uses in the neighborhood district, the current request would be highly oriented toward vehicular users and result in an inappropriate increase in vehicular traffic across from a school, in a location designated by the City for future development as a Bike Boulevard crossing.

### **RECOMMENDATION**

Denial of the requested rezoning and PD plan.

## **ATTACHMENTS**

- Locator maps
- "Bisk, LLC PD Coffee Shop"
- Statement of Intent
- Design Parameters

## **HISTORY**

<b>Annexation date</b>	1905
<b>Zoning District</b>	R-2 (Two-Family Residential District) and M-OF (Mixed-Use Office District)
<b>Land Use Plan designation</b>	Neighborhood District, Office District
<b>Previous Subdivision/Legal Lot Status</b>	Lot 69 and East half of Lot 70, Odon Guitar's Subdivision and Park Addition to the City of Columbia.

## **SITE CHARACTERISTICS**

<b>Area (acres)</b>	0.34 acres
<b>Topography</b>	Generally flat, rough graded
<b>Vegetation/Landscaping</b>	Turf or bare
<b>Watershed/Drainage</b>	Perche Creek
<b>Existing structures</b>	None

## **UTILITIES & SERVICES**

<b>Sanitary Sewer</b>	City of Columbia
<b>Water</b>	
<b>Fire Protection</b>	
<b>Electric</b>	

## **ACCESS**

<b>Providence Road</b>	
<b>Location</b>	Along eastern edge of property
<b>Major Roadway Plan</b>	Major Arterial
<b>CIP projects</b>	Pedestrian/Bike Boulevard Crossing at Forest Avenue
<b>Sidewalk</b>	Improved

<b>Forest Avenue</b>	
<b>Location</b>	Along northern edge of property
<b>Major Roadway Plan</b>	N/A
<b>CIP projects</b>	Pedestrian/Bike Boulevard
<b>Sidewalk</b>	None, required with development

## **PARKS & RECREATION**

<b>Neighborhood Parks</b>	1 block east of Downtown Optimist Park
<b>Trails Plan</b>	N/A
<b>Bicycle/Pedestrian Plan</b>	Future Bike Boulevard Location

Report prepared by Rusty Palmer

Approved by Patrick Zenner