

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
March 10, 2022**

SUMMARY

A request by Engineering Surveys & Services (agent), on behalf of SAP Holdings LLC (owner), to rezone two parcels containing approximately 19.05-acres from A (Agriculture) to M-C (Mixed-use Corridor). The vacant site is located northeast of the US 63 and Paris Road interchange, and contains the addresses 4150 Paris Road and 3501 Hinkson Creek Road. **(Case # 46-2022)**

DISCUSSION

The applicant is seeking to rezone approximately 19.05 acres from A (Agriculture) to M-C (Mixed-use Corridor). The requested M-C zoning is the City's most intensive commercial district. The applicant is also pursuing concurrent requests for a one-lot final plat (Case # 100-2022) and a conditional use permit (CUP) (Case # 45-2022) for a travel trailer park. The property contains addresses 4150 Paris Road and 3501 Hinkson Creek Road.

The subject site is separated from the US Highway 63 off-ramp by a steep embankment and faces Paris Road with a less severe slope. The site is densely wooded with canopy cover containing a variety of significant trees including old hardwoods and mixed invasive species. A stream traverses the site diagonally effectively partitioning into two portions - one developable area nearer the 63 and Paris Road interchange and the other portion nearer Hinkson Creek Road and the eastern property line which is encumbered by regulatory floodplain. A narrow stem of the property extends eastward connecting the property to Hinkson Creek Road. The stream is overlaid with a Type II stream buffer and contains steep slopes observed up to 50% grade.

This property is presently contained in the Urban Service Area (USA) as presented in the Columbia Imagined Comprehensive Plan. The site would be served by all City services and utilities.

Zoning

Requests for zoning map amendments are evaluated from several perspectives, including the surrounding zoning and land use mix, and how the requested zoning correlates with the Comprehensive Plan and its future land use designation.

The Comprehensive Plan identifies this area as being within the land use categories of "Neighborhood" and "Open Space", which is reflective of the agricultural zoning and stream, respectively. The designation of 'Neighborhood' is an oddity given its adjacency to a freeway interchange and is a result of the lack of development east of Route B in this vicinity. Staff would expect to see designations of either 'Commercial' or 'Employment' as is found along the corridor or adjacent to other highway interchanges. The requested M-C zoning would be consistent with 'Commercial' designations but is not consistent with the current 'Neighborhood' or 'Open Space' designations.

The interchange is identified as an important node along the Route B corridor. This section of the corridor is industrial in nature and has seen increased development in recent years. Properties on the west side of Route B from the interchange north to Brown Station Road are zoned IG and contain several industrial facilities such as Quaker Oats and FedEx Freight. Properties on the east side of the Corridor are zoned A, Planned Manufacturing, or IG and are improved with 3M Columbia and Swift Foods (under construction). This subject property and the surrounding 'A' properties to the east and north, were included in the 1969 mass annexation which assigned 'A' zoning as a holding district.

The applicant indicates that the immediate development plans for this property are for a travel trailer park and potential commercial recreation uses. A travel trailer park is a conditional use in both the existing 'A' and requested 'M-C' zoning districts. Commercial recreational uses are allowed "by-right" in the 'M-C' district, but are a conditional use in the 'A' district. The desired development plans for the site can be accommodated in the existing 'A' district via conditional uses; therefore, the request for rezoning to allow all 'M-C' uses may be speculative in nature.

Portions of the existing property are contained within the FP-O (Floodplain Overlay) district. This district applies to the areas that are located within numbered and unnumbered A and AE zones, on the Flood Insurance Rate Maps (FIRMS) for Boone County and any portions of X-zone shaded, other flood areas, which are within the upper square mile of a flood drainage area. No development is permitted in the overlay area except upon the issuance of a City floodplain development permit and elevation of any proposed structures 2' above the base flood elevation (BFE). Additionally, a small portion of the property lies within the regulatory floodway in which no development is permitted.

In evaluating the requested rezoning, staff offers the following observations and analysis as it relates to appropriateness of the requested land use change:

Criteria Supporting Approval

- **Surrounding Zoning** – Properties along this corridor are overwhelmingly zoned IG with the closest pockets of M-C within approximately 1-mile south along Paris Road. The adjacent properties that are zoned A are properties that were included in a mass annexation in 1969 and assigned A zoning as a holding classification awaiting more definitive development plans.
- **Commercial Node** – This site is directly adjacent to an important node along a developing, industrial corridor.
- **M-C Zoning Intent** – This site directly abuts a highway interchange and is highly visible to freeway traffic. The site's proximity to the interchange lends itself to being more suitable for auto-oriented commercial activities.
- **UDC Environmental Protections** – There are several regulatory provisions by which to protect environmental features on the site including: Retention of 15% open space, Type II stream buffer, climax forest and tree preservation, avoidance of steep slopes, floodplain zoning overlay, and FEMA floodway requirements. These provisions would apply to any improvement on the developable portions of the property.

Criteria Supporting Denial

- **Future Land Use Maps** – Columbia Imagined designates this site as 'Neighborhood' and 'Open Space' which is inconsistent with the requested M-C zoning. Staff notes that these designations were assigned based upon existing land usage at the time the Comprehensive Plan was adopted; however, does not find that the 'Open Space' designation is inappropriately assigned.
- **Natural Environment** – The site is unimproved and contains a variety of sensitive, natural features including climax forest, significant trees, steep slopes up to 50% grade, Type II intermittent stream, and FEMA flood zones.
- **Limited Development Potential** – More than two thirds of the subject site are undevelopable due to drainageways, stream buffers, steep slopes, and floodplain.

Conclusion

Given all of the information and the facts inherent to this site, it is staff's finding that the requested rezoning of M-C is not appropriate for the entire tract. While M-C may appropriate for a portion of the tract that is

developable, the request is believed to be overly intensive for the area designated as 'Open Space' on the Future Land Use Map and not well aligned with the Comprehensive Plan.

RECOMMENDATION

Denial of the M-C zoning map amendment

Alternatively, if the Commission feels that the existing regulations are sufficient to ensure the site's natural features are appropriately protected then M-C may be recommended.

SUPPORTING DOCUMENTS (ATTACHED)

- Locator Maps
- Surrounding Zoning Graphic

SITE CHARACTERISTICS

Area (acres)	19.05
Topography	Steep decline from US-63 interchange, several drainage features
Vegetation/Landscaping	Heavily wooded
Watershed/Drainage	Hinkson Creek Watershed
Existing structures	None

HISTORY

Annexation date	1969
Zoning District	A (Agriculture)
Land Use Plan designation	Commercial & Open Space
Previous Subdivision/Legal Lot Status	Unplatted tract; Proposed 1-lot plat concurrent as Case #100-2022

UTILITIES & SERVICES

All utilities and services provided by the City of Columbia

ACCESS

Paris Road	
Location	West
Major Roadway Plan	Major Arterial
CIP projects	placeholder
Sidewalk	Existing

US 63	
Location	South
Major Roadway Plan	Freeway
CIP projects	placeholder
Sidewalk	None

Hinkson Creek Road	
Location	Southeast
Major Roadway Plan	Major Collector
CIP projects	None
Sidewalk	None

PARKS & RECREATION

Neighborhood Parks	Brown Station Park – ½ mile north
Trails Plan	Proposed primary trail on-site; Proposed Hinkson Creek Trail and Colt RR trail located within ½ mile.
Bicycle/Pedestrian Plan	Trail is a proposed new addition to bike/ped network

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 via an advanced notification postcard which was mailed on February 11, 2022. 8 postcards were sent.

Public Notification Responses	One response from property owner to southeast concerned with access to Hinkson Creek Road
Notified neighborhood association(s)	Mexico Gravel NA
Correspondence received	None

Report prepared by Brad Kelley

Approved by Patrick Zenner