

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
August 19, 2021**

SUMMARY

A request by Caleb Colbert (agent), on behalf of LJ Land Company LLC (owner), to rezone property located at 5301 St. Charles Road from R-1 (One-family Dwelling) to M-C (Mixed Use-Corridor), which is currently in use as a manufactured home park. The approximately 2.4-acre property is located on the north side of St. Charles Road, approximately 500 feet west of Grace Lane. (**Case #221-2021**)

DISCUSSION

The applicant is seeking to rezone approximately 2.4 acres of property to M-C zoning. The site is currently improved with multiple manufactured homes. It is worth noting that the use of the site as a manufactured home park is not a permitted in the current R-1 zoning district, so it would be considered a legal nonconforming use. This specific use is also not permitted in the M-C district, so it would continue to be a legal nonconforming use and can continue to operate per the provisions of Section 29-6.5(a) [Nonconforming Uses] of the UDC.

The surrounding zoning and uses is a mix of commercial and residential in both the County and City. To the east of this site is County C-G (General Commercial) zoned property, with the majority of the site being undeveloped, but includes a structure along its St. Charles frontage. Also to the east of the site is a parcel that is City M-N zoning that includes a commercial building, and which was annexed and permanently zoned in 2019. To the west is PD (Planned Development) zoned property that includes multi-family residential uses, in addition to some A (Agriculture) zoned property which is improved with one home each on a 4.4 and 7.4-acre tract, with driveways on I-70 Drive SE. To the north of the site is M-C zoning; the M-C was approved in 2020 and the site had previously been zoned A (staff did not support that request). Directly south of the site, on the south side of St. Charles is more M-C zoning, as well as County Planned Commercial (C-GP) zoned land that is developed and being used with a variety of uses that could be categorized as heavy commercial.

The subject site is presently contained within the Urban Service Area (USA) as presented in Columbia Imagined. The site would be served by the City but require the extension of services upon development in the future; there are no capacity issues in this area.

Zoning

Changes in zoning are evaluated from several perspectives, the first being how the zoning correlates with the city's land use planning documents and their corresponding future land use designations. The subject site is shown within both the Columbia Imagined Comprehensive Plan and the East Area Plan. The Columbia Imagined Comprehensive Plan identifies the subject site as being within the land use category of "Neighborhood", which is reflective of the current residential use and County residential zoning. The East Area Plan (EAP) identifies the site as "Residential" on its future land use map. The requested M-C zoning does not align with either of these designations.

The EAP offers guidance related to the allocation of additional commercial land outside of established "nodal locations" based on the varying watersheds that comprise the study area. The subject property is located within the Grindstone Creek Watershed which has several partially developed commercially-

zoned nodes as well as significant undeveloped commercial property. The EAP states that commercial

nodes within the subject site's watershed are not expected to meet regional commercial needs, but rather the everyday convenience and service needs of the surrounding residents (pg. 104). The EAP cautions that unless there is significant population expansion within the subject site's watershed the need to allocate additional commercially zoned lands is limited, if not premature, and may dilute the environment and make all commercial areas less viable (pg. 105). Furthermore, the rezoning of the subject site promotes "strip commercial" development which is contrary to one of the EAP's core principles that commercial development be concentrated at "nodal" locations. Based on the EAP guidance and objectives, staff finds that the requested M-C zoning as being inconsistent with the EAP.

In addition to the findings noted above, staff offers the following analysis that it believes supports a recommendation of denial of the requested M-C zoning. It should be noted that the requested M-C zoning would allow a wide variety of commercial uses as shown in the Table 29-3.1 of the UDC.

CIRCUMSTANCES SUPPORTING DENIAL OF M-C

- **Surrounding zoning**
 - Zoning to the west of this site is PD and A, with the current use as residential. Only Talon Road would separate the subject site and its proposed M-C zoning from the adjoining residential uses. Without a more established and substantial buffer between the residential uses the M-C in this location is not supported. The transition from the commercial node to the northeast and the residential property to the west should occur within this property. M-C zoning is not considered an appropriate transitional zoning designation.
 - Property to the east of the subject site is zoned M-N. When that property was rezoned in 2019, part of the reason M-N was recommended by staff was due to the subject site's R-1 designation and the existing residential uses. That same reason exists with this site and the residential uses to the west. The M-N zoning to the east provides a good edge for the existing commercial node. Rezoning this site to M-C would have the effect of "leap-frogging" over less intense zoning.
- **Future Land Use Maps** – Both Columbia Imagined and the East Area Plan designate this site as residential. While some commercial uses may be appropriate to serve the needs of surrounding residential uses, these services should be provided by lower intensity, non-auto oriented uses that would be permitted in M-OF and M-N.
- **Commercial node.** A significant amount of M-C zoned property is currently concentrated at the intersection of I-70 and St. Charles, a major intersection, which is an appropriate location for M-C. Several recent rezonings have increased the size of the commercial node by adding M-C zoned property in the area south and west of that intersection, mainly along I-70 Drive SE. However, the node must terminate at some point and provide a transition to residential uses. The subject site provides a logical terminus and transition point from the commercial node to the less intense uses to the west. While M-C zoning is not viewed as being appropriate, a less intense zoning designation could potentially be considered an appropriate transition.

Per the UDC, the M-C zone is appropriate for commercial activities that may be suited to areas of high visibility and may tend to be more auto-oriented, and generally located at intersections of major roadways like St. Charles and I-70 Drive SE. While the subject site is along a major collector, it is not located in close proximity to an existing node and it is not visible from I-70 like properties along I-70 Drive SE. This site is more than 1,800 feet away from the intersection of St. Charles and I-70.

The future potential extension of Stadium Boulevard may also impact this site. At this time, the extension has a preferred layout, but there are no plans for construction in the near future. This site may not be directly impacted by the alignment, but the intersections of St. Charles, Grace Lane, and Bull Run may be significantly altered. It is difficult to predict how that will impact this site and surrounding areas. However, given the uncertainty on the timing of this project, staff is basing the recommendation on the existing conditions. If the extension were to be constructed, the St. Charles corridor may experience less traffic, further diminishing the need for M-C zoning.

Lastly, given the amount of existing M-C zoned property in the vicinity of this commercial node that is not currently developed, there does not appear to be an overwhelming need for additional M-C zoned property. Without a clear development plan for the site, the site may be best suited to remain as is, or potentially be rezoned to a more appropriate mixed use district that would provide a better transition between residential uses and the commercial node.

RECOMMENDATION

Denial of the rezoning to M-C.

SUPPORTING DOCUMENTS (ATTACHED)

- Locator Maps
- Zoning Graphic
- E. Columbia Preferred Stadium Blvd Alignment (excerpt)

SITE CHARACTERISTICS

Area (acres)	2.4
Topography	Sloping southward
Vegetation/Landscaping	Turf, trees
Watershed/Drainage	Grindstone Creek
Existing structures	Multiple manufactured homes

HISTORY

Annexation date	2006
Zoning District	R-1
Land Use Plan designation	Neighborhood District
Previous Subdivision/Legal Lot Status	Surveyed tracts

UTILITIES & SERVICES

Sanitary Sewer	City (not currently served)
Water	Public Water Supply District #9
Fire Protection	City of Columbia
Electric	Boone Electric

ACCESS

St. Charles Road	
Location	South side of site
Major Roadway Plan	Major Collector (Unimproved & County maintained). 76-foot ROW (38-foot half-width) required to be dedicated at time of final plat. Current right of way is unknown.
CIP projects	None.
Sidewalk	Required.

PARKS & RECREATION

Neighborhood Parks	Located within half-mile of unnamed park located on Port Way
Trails Plan	None adjacent to site.
Bicycle/Pedestrian Plan	None 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 this pending request on July 16, 2021 and again on July 29, 2021. Fifteen postcards were distributed in both instances. On August 12, 2021 an additional 19 public hearing letters were distributed to the individual mobile home lots within the subject property.

Report prepared by Clint Smith

Approved by Patrick Zenner