

AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
July 24, 2025

SUMMARY

A request by Haden and Colbert (agent), on behalf of Omkara LLC (owner), for approval of M-C (Mixed Use - Corridor) zoning on a 0.89-acre parcel upon annexation into the City of Columbia. The subject site is located directly northwest of the intersection of Clark Lane and North Lakewood Drive.

DISCUSSION

The applicant is requesting approval to permanently zone an approximately 0.89-acre site located at the northwest corner of the roundabout at Clark Lane and North Lakewood Drive to the M-C (Mixed Use – Corridor) district subject to annexation into City limits. The subject site is currently zoned County R-M (Moderate Density Residential) and is surrounded by County R-M zoning to the north, County C-N (Neighborhood Commercial) to the east directly across North Lakewood Drive, County (C-GP) planned commercial zoning to the west, and City M-C zoning south of the roundabout. The site does not currently have a habitable structure, therefore is unaddressed.

Background

Requests for zoning map amendments are evaluated from several perspectives, including the history of zoning on the parcel, 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 the subject parcel as being within both the “Neighborhood District” and “Commercial District” land use category. It appears the majority of the site was identified as being in the “Neighborhood District,” which aligns with its current county zoning assignment, but staff believes commercial uses are more appropriate given the site’s proximity to the roundabout that is the intersection of 3 minor arterials, one of which has direct access off I-70, being part of a commercial node.

The requested zoning district is considered consistent with the “Commercial District” designation for the property as described within Columbia Imagined, but not as consistent with the “Neighborhood District” designation. The neighborhood district is intended to accommodate a broad mix of residential uses, and supporting, small-scale commercial uses. The M-C district permits only multi-family dwellings as residential uses and, commercially, permits broad, large-scale commercial uses such as drive-up facilities, heavy commercial services, and vehicle-centric uses such as light vehicle sales, rental, service, and repair, which are not consistent with the neighborhood district designation.

Some of the uses in M-C would align with the neighborhood district designation for small scale commercial, but the owner would be entitled to more intense development if sought and this rezoning request were approved. The defined intent of M-C zoning is to allow for a broad range of commercial activities that may often be oriented toward automobile access and visibility, as well as multi-family residential uses without the need for rezoning to a planned development district.

As mentioned above, there is a mix of zoning surrounding this site. The roundabout of Clark Lane, N. Lakewood Drive, and E. St. Charles Road is entirely commercially zoned, split between County and City zoning districts, with the exception of this site, zoned County R-M. All properties on the northern half of the roundabout are in County jurisdiction. The northeastern corner of the roundabout contains a BP fueling station that is currently considered a non-conforming use based on the County zoning designation of C-N, Neighborhood Commercial. The property to the west of the subject site had its zoning approved via Boone County Commission Order with final development plans in September 1996, where all County C-N uses were permitted, with the exception of all conditional uses in the C-N district. The site was identified as phase I, or phase A, on the Lakeview Commercial Subdivision plans.

This subject site has a relatively extensive zoning-related history with the County. In August of 2004, Boone County Commission Orders 360 & 361-2004 approved a rezoning on this site to allow uses previously restricted per the approved 1996 Planned General Commercial plans for the site and the neighboring site. Order 361-2004, attached, noted that all County C-N uses would be approved on the site, with the exception of all conditional uses in the C-N district, as well as veterinary offices, mortuaries, agricultural activities, and private clubs, but established that a conditional use permit could be applied for and approved for a drive-in or walk-in establishment for a 9'x12' coffee shack.

However, no final development plans were ever approved for the site, and therefore the zoning was not enacted. So phase II, or B, of the development, that requested a conditional use permit for a coffee shack of 500 square feet or less, was never developed despite being approved by the Commission's Order of September 2004 since the county requires both review plans and final plans to be approved before zoning changes are enacted. Since the zoning was not enacted given final plans were not submitted, the CUP was not issued despite being approved.

Rezoning Considerations

Staff's primary concern is congruity of transitional zoning around this area and the precedent that may be established if the site were rezoned to M-C. M-C zoning is currently contained by sites south of Clark Lane and East St. Charles, wedged between I-70. The lots in the County, north of the roundabout, only allow C-N uses presently and have greater opportunities for vehicular access than the subject site, as they both have points of ingress/egress on Clark and E. St. Charles which are classified as Minor Arterials. As mentioned previously, the subject site was considered for rezoning in the County to be included with the Planned Commercial district to its east, but this never materialized. The uses that were approved with the review plans were also restricted to County C-N uses.

Staff believe that commercial uses are appropriate on this site and prefers considering open zoning opportunities rather than encouraging the applicant to pursue a Planned Development district. Commercial zoning would be in alignment with the commercial node concept outlined in Columbia Imagined. But staff also acknowledges that M-C is more intense than what was considered previously by the County.

The use of the subject site for a drive-up facility, notably, a use the applicant believes is optimal for the site, is a substantial traffic generator and was noted as requiring issuance of a CUP by the County, but would not require a CUP if zoned M-C and annexed into the City. It is worth noting that if M-C were approved the development of a drive-up facility would still have to conform with all of the use-specific standards related to this use as defined within Sec. 29-3.3(jj), but would be a by-right opportunity. Other notable uses permissible in the requested M-C district that would not have been allowed in County C-N zoning without CUP pursuance include light vehicle related uses for service, sales and repairs.

Staff acknowledges that some commercial development opportunities in M-C could fit with the neighboring County C-N zoning, but permits many uses that are less compatible with the adjacent parcels on the northern half of the roundabout. Regarding existing zoning patterns, lots north of Clark Lane and east of Olympic Boulevard (~1.4 miles west of this site) are not zoned M-C within the City, no more intense than M-N, including at the intersection of Clark Lane and Ballenger Lane. The same is true for lots under County jurisdiction, but for their C-N zoning district.

The M-C zoning that does exist within the immediate vicinity is contained within the southern side of the roundabout. Most of the M-C zoning north of Clark Lane is contained within an approximately half mile radius around the intersection of Highway 63 and I-70. The eastern-most M-C zoned parcel being the site featuring the Casey's Gas Station and Convenience Store, which is west of Olympic Boulevard.

The R-M zoning to the north appears to be adequately buffered by the Lakeview Subdivision common lot, which, at its closest, provides 30 feet of buffer from the northern edge of this site. Additionally, if M-C zoning is approved, level 3 buffering may be required for particular uses, which requires a 10-foot

wide landscape buffer and an eight-foot tall screening device. The northern edge of this lot has substantial vegetation, and the final plat of the adjacent subdivision illustrates a 28-foot wide drainage and utility easement on the northernmost portion of the site. Therefore, concerns about disruption to the existing residential areas north of the subject site exist, but are minimal due to the common lot buffer and natural vegetative buffer along the northern portion of the subject site within a platted drainage easement.

The current point of ingress/egress is along the northeastern corner of the subject site off the county-maintained portion of North Lakewood Drive. The County will continue maintenance of this portion of North Lakewood Drive. North Lakewood Drive is classified as a local residential street. A local residential street portion may not be accommodating to traffic volumes generated by a drive-up facility, or other more intense commercial uses if sought. This point of ingress/egress could become a point of conflict, and, if used for a drive-up facility like the applicant has noted may be ideal, may warrant greater scrutiny through the CUP process, which would not be possible if the subject site were rezoned to the M-C district.

Traffic reaching this development, however, would be unlikely to continue up Lakewood Drive, exacerbating traffic for residents on the street, beyond the identified point of ingress/egress. Ultimately, traffic impacts may be mitigated through a transportation impact study, but that depends on the proposed level of intensity of the development, which is inherently constrained by the lot size, so a transportation impact study may not be requisite, but could be requested discretionarily by the City Traffic Engineer. Private cross-access easements may need to be dedicated on this site to allow access from phase I of the Lakeview Commercial subdivision to increase internal circulation, but that may exacerbate a point of conflict on an already busy roundabout.

CONCLUSION

While M-C uses may be supported by the comprehensive plan in some aspects, notably the future land use map's designation of this subject site as a commercial parcel in part, M-N zoning appears more appropriate based on the previously proposed planned commercial district with the County and the zoning of the surrounding land uses north of the roundabout at E. St. Charles and Clark Lane. It also appears to be the more appropriate district to provide a transitional buffer to established residential properties to the north of this site.

The proposed rezoning to M-C has been reviewed by staff and external agencies and is believed to not be appropriate for the property due to the by-right development opportunities available in the open zoning district that do not comport with adjacent land uses.

RECOMMENDATION

Denial of the M-C zoning map amendment.

ATTACHMENTS

- Locator Maps
- Zoning Graphic
- 2004 County Review Plan
- County Commission Orders 360, 361, and 408

SITE CHARACTERISTICS

Area (acres)	0.92 acres
Topography	Sloping down to the north
Vegetation/Landscaping	Vegetation along northern edge of driveway serving adjacent development to west
Watershed/Drainage	Hominy Branch
Existing structures	Paving for access to development to the west

HISTORY

Annexation date	NA
Zoning District	County R-M (Moderate Density Residential)
Land Use Plan designation	Neighborhood and Commercial District
Previous Subdivision/Legal Lot Status	Legal lot, subdivided in 2003

UTILITIES & SERVICES

Sanitary Sewer	Boone County Regional Sewer District
Water	City of Columbia
Fire Protection	City of Columbia
Electric	Boone Electric

ACCESS

N. Lakewood Drive	
Location	Eastern edge of site
Major Roadway Plan	Local residential – County maintained
CIP projects	N/A
Sidewalk	Existing on southern edge of site until driveway

PUBLIC NOTIFICATION

38 owners, occupants and tenants within 185 feet and City-recognized neighborhood associations within 1,000 feet of the boundaries of the subject property were notified via property owner letter on July 7 of the pending action. An ad was placed in the Columbia Daily Tribune on July 8, advertising the public hearing relating to the zoning of the property.

Notified neighborhood association(s)	None registered
Correspondence received	One call opposed to the rezoning. They were informed it would be prudent to email their position to staff but they did not end up doing that.

Report prepared by David Kunz

Approved by Patrick Zenner