

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

SUMMARY

A request by Crockett Engineering (agent), on behalf of Troy Miller Properties LLC (owner), for approval of a site-specific PD plan & new Statement of Intent (SOI) to be known as, "Ashford Place." The 24.13-acre subject site is located directly north of the terminus of Sagemoor Drive, and is currently zoned PD (Planned District). The rezoning establishes a development plan for the parcel, inclusive of 77 single-family attached dwelling units. Additional lots depicted on the plan are designated for common areas. **(This case was tabled at the July 10 and August 7, 2025 Planning and Zoning Commission meetings).**

DISCUSSION

The applicants are seeking approval of a development plan and modified Statement of Intent applicable to the 24.13-acre subject parcel, located directly north of the terminus of Sagemoor Drive within The Brooks Subdivision Phase 2. The development plan for this site would also serve as a preliminary plat and yield a density of ~3.2 unit/acre. The subject property was annexed into the City in 2010 along with 4 other development tracts commonly known as the "Richland Road" annexation and permanent zoning parcel and was assigned PUD-4 permanent zoning upon annexation. The subject property is the westernmost portion of tract 5 of the "Richland Road" acreage.

The "Richland Road" development tracts are subject to a development agreement that stipulated certain improvements must be made depending on the tracts proposed for development and intensity of such development. At the time of annexation, a planned district zoning entitlement could be granted without submission of a development plan and no plans were submitted for the subject acreage. To date, the only development plan approved for the tract 5 has been that associated with the subdivision of The Brooks, Plat No. 1 which is located in the easternmost portion of tract 5 adjacent to Rolling Hills Road.

This report was originally prepared for the August 7, 2025 Planning Commission meeting after its initial tabling request on July 10. Since publication of the August 7 agenda on August 1, staff has received 13 additional comments from community members related to this (see attached public comments). All but 4 of these comments were distributed to the Planning and Zoning Commissioners via email, or printed to provide physical copies, prior to the beginning of the August 7 Planning and Zoning Commission meeting.

The tabling request at the August 7 meeting was sought to allow the applicant to meet with community members concerned about the prospective development. Staff understands the community meeting was held and that the plans for the future development of the subject acreage are to remain largely consistent to what was prepared for the original August 7 hearing. Given this outcome, the following staff analysis is generally consistent with what was included within the August 7 staff report; however, some revisions have been made for the purpose of accuracy, succinctness, and clarity.

PD Plan Considerations

A new Statement of Intent (SOI) has been submitted with this request to accommodate the proposed single-family attached dwelling unit lot design being sought by the applicant. The 2010 approved SOI for tract 5 specifically permitted one-family detached or attached dwellings and established a maximum number of dwellings within the tract at 538. Item J of the 2010 SOI notes that the "plan for Tract 5 is generally described as a plan containing One-Family and One-Family Attached units and any combination of same.

Units may be contained on a single zero lot line lot, a single-family lot, or on a large lot containing several units. In addition, there may be up to 3 units in a single building." The development plan being considered

with this request (single-family attached dwellings with up to 3 units in each structure) is believed consistent with the original SOI governing development within tract 5.

The proposed new SOI seeks revisions to the amount of required parking, an increase in required open space, and modifications to setbacks from the approved 2010 SOI due to lot design. The 2010 SOI noted that 2.2 parking spaces per dwelling unit would be provided, but stated the actual parking ratio would be determined by an approved PUD development plan with a maximum of 1,184 spaces on tract 5 being permitted. The SOI further contained an additional provision stating the actual number parking spaces may be more or less as long as it complies with the applicable City of Columbia regulations.

Per the 2017 adopted Unified Development Code (UDC), required parking for single-family attached dwelling units is 2 spaces per unit. The proposed new SOI notes that 2 parking spaces will be provided per dwelling unit, which satisfies the UDC standards. One of the parking spaces will be located in the driveway leading to the unit, in tandem, behind the on-site garage which will accommodate the other required parking spot. Additionally, there will be around 60 on-street parking spaces available on the street network providing access to this development, although this does not count toward the applicant's parking requirement.

Landscaping in the 2010 SOI was noted as being 15% of all open space and the new SOI will maintain this 15% landscaping requirement. At least 55% of the entire site will be left as open space. Additionally, setbacks per the 2010 SOI were noted as being a minimum of 20 feet from interior streets. The proposed new SOI seeks a minimum 25-foot setback from public streets which is consistent with the required setback for all residential districts except R-2 "cottage" development.

The lot configuration shown on the proposed development plan largely drives the need to modify the SOI. Lots will be designed as ABCD lots, where lots A, B, and C will all contain one single-family attached dwelling unit. Such dwelling units will be situated on postage stamp lots with no setbacks, as the footprint of each developed structure will span the entirety of the lot. The proposed lots are all a minimum of 1,500 square feet in total area and the structures situated on the lots will be a maximum of 35 feet in height. Dwelling units will be 28 feet wide and 66 feet deep. Lot D will contain the land surrounding the A, B, and C lots. 'D' lots will have 25-feet of buffer from the point of right-of-way to the beginning of the interior lots (ABC). Side setbacks from structures to the lot line of Lot D are 6 feet or greater, which also comports with typical setbacks in residential zoning districts. Per the development plans, 'D' lots shall be dedicated as common lots and owned by the homeowner association and (or) the developer. The 'D' lots vary in size, but appear to be, at a minimum, around 12,000 square feet in area.

Street access to this site will be through the extensions of Sagemoor Drive and Bethpage Road. These roadways are the only existing points of ingress/egress available to this site. Sagemoor and Bethpage both were platted to the southern border of subject property pursuant to the requirements of Sec. 29-5.1(C)(i)(H) of the UDC to ensure future access for development of tract 5. Internal access to the proposed 77 dwellings will be provided from Sagemoor Drive, Bethpage Loop, Bethpage Road, and Margate Way. Margate Way will stub to the property to the east as required by the UDC and will terminate temporarily in an off-site turnaround easement as required by the UDC. The temporary turnaround will be recorded prior to final plat approval for that portion of the development.

Bethpage Loop is approximately 290 feet in length and is compliant with Sec. 29-5.1(C)(i)(F) of the UDC. Furthermore, no more than 30 units will be served by any single segment of road between intersections as required by Sec. 29-5.1(C)(i)(E) of the UDC. Lastly, no street segment will exceed 600 feet in length without an intersection with another street, per Sec. 29-5.1(C)(ii) of the UDC. There are technically no permanent terminal streets being proposed within the development, as the terminus of Sagemoor will eventually

become a segment of an extension of El Chaparral Road and Margate Way will provide future access to the remainder of tract 5 to the east. 5-foot sidewalks are to be provided along all frontages of public streets

within the development, and standard 10-foot utility easements will be dedicated adjacent to public streets upon final platting.

Easements accommodating the extension of utilities will be required to be dedicated upon final platting of each development phase. The development plan shows sewer being extended to the rear of each lot and in some cases extended within right-of-way. Storm drains will also be constructed within dedicated easements, leading to a proposed approximate 1-acre detention basin south of the future extension of El Chaparral (i.e. behind lots 7-14). Adequacy of the proposed stormwater facilities will be verified at the time of final platting and must be in accordance with City stormwater requirements (Chapter 12A) which stipulate post-development stormwater impacts cannot exceed pre-development conditions.

The northern portion of this site is largely encumbered by a floodway and a 500-year floodplain within the North Fork Grindstone Creek tributary. There is also a Type-I stream buffer within the floodway. 25% of the existing climax forest on the site is to remain post-development in accordance with the tree preservation standards outlined in Sec. 29-4.4(C)(1)(i) of the UDC and will be contained within common lot C-3, approximately 7-acres, though not all of the acreage is vegetated with climax forest. Other significant trees to remain largely exist on the southern portion of the site and within the floodplain/way, and are illustrated in the attached tree preservation plan. Trees within the stream buffer may not be counted toward the required 25% preservation, and a tree will be planted for every structure and common lot. Removed significant trees shall be replaced by 3 large to medium deciduous trees in accordance with the provision of the UDC.

Annexation Development Agreement Obligations

As noted previously, the subject acreage is the westernmost part of tract 5 from the “Richland Road” annexation and permanent zoning approved in 2010 and is subject to a development agreement (attached). The development agreement obligations relevant to tract 5 are outlined below:

3(C) – The developer shall refrain from seeking preliminary plat approval for tract 5 for more than 100 units until an east-west roadway connecting Rolling Hills Road Extension with Route WW or Richland Road or Stadium Boulevard...

- *This was completed with the installation of Hoylake Drive between Rolling Hills Road and Route WW. Hoylake is classified as a neighborhood collector but has been developed to major collector standards per the 2017 TIS. Hoylake was originally contemplated as going through tract 5 mostly, but as the development of The Brooks Phase 2, to the south, occurred prior to development of the rest of tract 5, this connection was adjusted via a formal amendment to the CATSO Major Roadway Plan in accordance with the recommendations of the traffic impact study (TIS) performed for The Brooks Phase 2 in 2017.*

3(D) – The developer must perform or update a TIS for all development plans submitted for tract 5

- *As the Brooks Phase 2 TIS contemplated a build out scenario on tract 5 greater than what is proposed at this time, an update to the TIS was not considered necessary by the City’s Traffic Engineer. The Brooks Phase 2 TIS included scenarios for both 85 new units in tract 5 as well as 276 units in tract 5, both of which are greater than the proposed 77 units. In both scenarios, affected streets within the Brooks subdivision were determined to have adequate capacity to handle the increased volume of traffic generated by development of the subject acreage in tract 5. This determination will be elaborated upon further in latter portions of this report.*

3(E) – The developer shall convey approximately 2 acres to the city at a “commercially reasonable price” for the purpose of an emergency services facility

- *This was not deemed necessary at the time the first development with tract 5, The Brooks Phase 1, was proposed and was also not identified as necessary at this time. It is worth noting that the City’s public safety (i.e. fire station) needs have been address by acquisition of a property southwest of the Brooks at the intersection of the El Chaparral and Route WW.*

3(F) – Upon the final platting of 300 dwelling units within tracts 3, 4, or 5, the developer shall convey at no charge up to 10 acres of real estate for the purpose of a public park. The 10 acres will be in tract 5.

- *There will not be 300 dwelling units created in tract 5 with this request when combined with the 87 units in tract 5 as part of the Brooks Phase 1. No development has occurred on tracts 3 or 4 at this time.*

3(G) – The developer shall grant easements for trails along the North fork of Grindstone Creek through tracts 4 and 5 in conjunction with final plat approval within tracts 4 or 5.

- *This will be secured at the time of final platting.*

3(H) – Developer shall only harvest timber in any of the tracts in accordance with an approved tree preservation plan

- *The applicant has provided a tree preservation plan for this site that will need to be approved with this development before it receives introduction at City Council.*

Traffic Concerns, Traffic Studies, and the Street Network

Traffic induced by the proposed development appears to be the largest public concern expressed through the submitted correspondence (attached). There are two Traffic Impact Studies that have been performed related to the capacity of the streets serving the subject site and necessary on- and off-site improvements to accommodate development of both the Brooks and the prospective development within tract 5. The findings of these studies are outlined below, including analysis of the adequacy of existing streets to handle anticipated increased volumes of traffic created by the proposed development.

A traffic study was initially conducted in 2014 for The Brooks Phase I as required per the development agreement governing any development within tract 5. The TIS considered the impacts of the proposed 87 lots within The Brooks Phase 1 upon the then existing roadway network. The study stated that the anticipated new collector (now Hoylake Drive), required by the development agreement, could have been constructed using one of two alignment opportunities. The first alignment would have been largely contained within the undeveloped portion of tract 5, and the second illustrated Hoylake as it exists today. The current alignment was preferred given it did not rely on future dedication of right of way that was not under the control of the then active developer to alleviate traffic impacts associated with development within tract 5.

An additional TIS was then performed in 2017 in conjunction with the development of The Brooks Phase 2, prior to its final platting. The TIS included estimates for traffic counts under two different development scenarios related to the undeveloped portions of tract 5. The first scenario considered the development of an additional 85 dwelling units on tract 5 and the second considered development of an additional 276 dwelling units. Each projected scenario considered the existing 87 dwelling units within The Brooks Phase 1 as part of the existing “background” conditions. It is of note that the extension of El Chaparral to access this site was not an assumption made by the TIS, so it assumed all traffic would be utilizing the public street network accessing the Brooks.

The first assumption (85 new units) forecast average daily traffic (ADT) on what is now Sagemoor Drive at approximately 1,500 trips. For the same assumption, Hoylake was projected to have an ADT of 2,450 trips. In the event that 276 dwellings were added to tract 5, the ADT that was estimated on Sagemoor was projected to be 1,910 trips and 3,110 trips on Hoylake, respectively. Ultimately, the recommendations from the TIS that were included in the approved development agreement associated with the Brooks Phase 2 were as follows:

- A- An eastbound left-turn lane to WW at Hoylake **(completed)**
- B- An eastbound left-turn lane to Sagemoor Drive at WW **(completed)**

- C- A left-turn lane and a shared through/right-turn lane for the southbound approach of Hoylake at WW **(completed)**
- D- Clearing of vegetation along north side of WW for intersection of Hoylake and Sagemoor to achieve adequate sight distance per MoDOT recommendation **(completed)**
- E- Design and activation of a traffic signal at WW x Hoylake x Elk Park intersection prior to final platting of the 75th lot on the subject property, or the entire right of way for Hoylake Drive. **(completed)**

The development agreement for the Brooks Phase 2 also stipulated that Sagemoor Drive be constructed to neighborhood collector standards despite not being identified as such on the CATSO Major Roadway Plan (MRP). Additionally, the development agreement stipulated that Hoylake be constructed to major collector standards despite being identified as a neighborhood collector on the CATSO MRP. Hoylake and Sagemoor have been constructed to major and neighborhood collector standards, respectively. Per Appendix A of the UDC, Street Standards, neighborhood collector streets are designed to accommodate an ADT volume between 1,500 and 3,500 vehicles, and major collectors are designed to accommodate an ADT volume between 3,500 and 8,500 vehicles. In the scenario where 276 new units would be constructed on tract 5, both ADT estimates fall below or within these volumes. It is of note that parking is only permitted on one side of the street for neighborhood collectors and is not permitted on either side of the street for major collectors, although on-street parking restrictions are ultimately determined by Public Works.

The traffic created by the proposed development, given there are no other presently available points of ingress/egress, will be handled from extensions of Sagemoor and Bethpage from within the Brooks Phase 2. Sagemoor will be extended as a neighborhood collector, whereas Bethpage will be extended utilizing local-residential street standards. El Chaparral Avenue, when extended to this site through adjacent acreages to the west and north subject to future annexation, permanent zoning, and subdivision, will serve as an additional point of access for this development. El Chaparral Avenue is identified as a major collector on the CATSO MRP and may alleviate the cut-through traffic that persists on Hoylake Drive presently as it creates a more direct connection between Richland Road and Route WW.

Given the significance of this future extension, it is imperative that right-of-way and funding for such street construction be secured. In efforts to facilitate this, staff is working with the applicant on a development agreement related to developer obligations for the extension of El Chaparral through the subject property. At a minimum the developer will construct a portion of El Chaparral to local residential standards to create a hammerhead turnaround that meets fire access standards at the end of Sagemoor Drive (see attached PD Plan). While the UDC's connectivity standards (29-5.1(c)(3)(H)) would typically require a new street (i.e. El Chaparral) to be carried to the boundary of undeveloped/unplatted land (to the west), staff does not believe it is necessary at this time to require such paving, as it will be collected through a payment in lieu. Funding for the extension of El Chaparral from the point of turnaround to the western property boundary will be secured through a payment in lieu to provide alignment flexibility and avoid use of the extension of the street for illegal idling/dumping activities.

There have been numerous public concerns by Brooks residents related to cut-through traffic on Hoylake. The Public Works Department is aware of these concerns and has prioritized Hoylake as a street requiring installation of traffic calming measures. The street has been constructed to handle volumes of traffic great than what is currently being experienced, but the design of the street encourages increased speeds, particularly along the north-south portion starting near the southern boundary of The Brooks Phase 1 until it intersects with Hoylake Circle at Shore Acres Loop within Phase 2. Per the City's Traffic Engineering Supervisor, Hoylake is prioritized as the 34th street of 119 streets in the 2024 Neighborhood Traffic Management Program Year End Report.

Given alternative roadway connections to the north and west are not presently constructed adjacent to the subject acreage, traffic created by the its development will result in greater volumes of traffic being directed,

in the short-term, to Hoylake Drive. While this will occur, staff cannot assume those utilizing Hoylake to gain access to the proposed development will inherently have a greater propensity to speed along this street than those living within the Brooks or passing through the Brooks between Rolling Hills and Route WW. The present prioritization of traffic calming measures along Hoylake may be modified if roadway conditions warrant such a change and/or funding sources become available to complete higher prioritized projects more quickly than presently anticipated.

Phasing of Development – Development Agreement Details

As mentioned above, staff is working on a development agreement with applicant to identify specific developer obligations for the extension of El Chaparral. As the exact alignment of El Chaparral is undetermined at this time, staff believes it is acceptable for a payment in lieu to be made for the portions of El Chaparral that the developer would otherwise be obligated to construct given the roadway traverses their property. The estimate for the payment in lieu must be approved by Public Works.

In order to make the payment in lieu, it is appropriate for developers to phase platting for the property so lots may be sold in particular phases to make the payment in lieu. However, such phasing needs to be documented within a development agreement where certain amounts of the payment need to be made based on the number of lots final platted, or within a certain time period to ensure all funds necessary to construct the extension of El Chaparral may be gathered if the development does not materialize beyond the first phase. The anticipated development agreement will stipulate that right-of-way needs to be dedicated during a particular phase or within a specific time frame in the event the development does not materialize. Staff and the applicant are working on negotiating these terms. Finalizing development agreement terms and receiving a developer executed agreement will be required prior to introducing this request to City Council.

The development of the subject acreage is proposed to occur within 3 phases. The first phase will final plat 23 residential lots and includes the extension of Sagemoor and construction of part the roadway that will connect to Bethpage upon development of phase 2. Phase 2 will final plat 36 residential lots and would extend Bethpage to meet where it terminates within phase 1 and includes the creation of Bethpage Loop and Margate Way, which will stub to the property to the east and require a temporary turnaround easement to be recorded. Phase 3 will plat the remaining 18 residential lots and include further extension of Sagemoor and construction of the portion of El Chaparral Avenue as the turnaround mentioned previously in this report and illustrated on the attached PD Plan. The exact phasing of development will be determined prior to introduction at City Council, but staff believes the proposed phasing is appropriate and would not result individual phase being noncompliant with the subdivision street standards outlined in Sec. 29-5.1(C) of the UDC.

Conclusion

The PD Plan, serving as a preliminary plat, and revised SOI have been reviewed by all relevant staff and are found to be compliant with all zoning and subdivision regulations. Staff has recommended that the applicant and the City enter into a development agreement to address the timing of payments and developer obligations relating to the future construction of portions of El Chaparral Avenue as well as dedication of its right-of-way. The use of a development agreement to address such issues is a common Council practice; however, entering into one is at the sole discretion of the Council. If Council chooses not to enter into such an agreement, the applicant would be subject to installing requisite public improvements and typically required for any other subdivision constructed within the City. Adoption of a development agreement would assist in establishing a sequence for fee-in-lieu payments that best meets the applicant's and City's needs provided the uncertainty of the alignment of El Chaparral.

Staff believes the proposed PD plan complies with all aspects of the UDC with exception of lot dimensions. Existing street designs appear to have capacity to handle induced volume. Although it is not ideal that Hoylake is being used for cut-through traffic, the development of this land would not be cut-through traffic, it would be local residential traffic. Additionally, Staff believes the correct avenues are being pursued by residents of the Brooks to get traffic calming measures installed on Hoylake Drive. If this development were to result in increased concerns related to speed of traffic along Sagemoor, traffic calming measures may be requested to be evaluated by Public Works through the Neighborhood Traffic Management Program.

The proposed development of the subject acreage has not resulted in triggering of the previously approved and effective development agreement provisions for tract 5. Emergency services has acquired its land for a new facility in the area and the 2017 TIS performed prior to approval of The Brooks Phase 2 considered traffic volumes from the subject tract that are greater than what would be created by the proposed development within the existing street network. Regarding park dedication, when there are greater than 300 dwelling units within tracts 3, 4, or 5, such land will be secured, but there are no grounds to seek that dedication at this time.

RECOMMENDATION

Approve the proposed PD plan, serving as a preliminary plat, and the revised statement of intent, subject to a development agreement satisfactory to the City and agreed to by the applicant prior to introduction of this case to City Council. Furthermore, given the potential that final negotiation of a mutually-acceptable development agreement may result in required changes to the proposed development plan, staff recommends approval of this request subject technical corrections resulting from finalization of anticipated development agreement.

SUPPORTING DOCUMENTS (ATTACHED)

- Locator Maps
- PD Development Plan
- Statement of Intent
- Tree Preservation Plan
- Ashford Place Phasing – Preliminary
- 2010 Development Agreement (Richland Road)
- 2010 Statement of Intent (Richland Road)
- Brooks Phase 2 Development Agreement (2017)
- Brooks Phase 1 TIS (2014)
- Brooks Phase 2 TIS (2017)
- Public Correspondence (as of 8-27-25)

SITE CHARACTERISTICS

Area (acres)	24.13 acres
Topography	Sloping to the north, Grindstone Creek
Vegetation/Landscaping	Uncleared vegetation, undeveloped site
Watershed/Drainage	Grindstone Creek
Existing structures	None

HISTORY

Annexation date	2010
Land Use Plan	Open Space/Greenbelt, Neighborhood District
Lot status	Land in limits, platting required prior to issuance of building permits

UTILITIES & SERVICES

Sanitary Sewer	City of Columbia
Water	
Fire Protection	
Electric	Boone Electric

ACCESS

Sagemoor Drive	
Location	Southern portion of site, abutting to property line
Major Roadway Plan	Local Residential but constructed to Neighborhood Collector
CIP projects	None
Sidewalk	5-ft along sides of street, existing and to be installed upon extension

Bethpage Road	
Location	Southern portion of site, abutting to property line
Major Roadway Plan	Local Residential
CIP projects	North Fork Grindstone
Sidewalk	5-ft along sides of street, existing and to be installed upon extension

PARKS & RECREATION

Neighborhood Parks	American Legion
Trails Plan	North Fork Grindstone
Bicycle/Pedestrian Plan	N/A

PUBLIC NOTIFICATION

All property owners and tenants within 185 feet and City-recognized neighborhood associations within 1,000 feet of the boundaries of the subject property were notified of the pending action via public information postcards on June 10, 2025. 10 public notice letters were distributed to property owners and tenants, as well as Ward representatives, with respect to this matter on June 23, 2025 and an ad was placed in the Columbia Daily Tribune on June 24, 2025, advertising the public hearing relating to the matters contained in this application. An additional ad was placed in the Columbia Daily Tribune on August 19, 2025, following the second tabling request by the applicant to ensure compliance with state statutes.

Notified neighborhood association(s)	None registered
Correspondence received	At the time of this report, 86 total emails were saved as public correspondence. Of the emails, 85 are in opposition and 1 is in support.

Report Prepared by David Kunz

Approved by Patrick Zenner