

**AGENDA REPORT  
PLANNING AND ZONING COMMISSION MEETING  
September 19, 2024**

**SUMMARY**

A request by Matthew Patterson (owner) for approval of a Conditional Use Permit (CUP) to allow 1419 N. Azalea Drive to be used as a short-term rental for a maximum of 210-nights annually pursuant to Sec. 29-3.3(vv) and Sec. 29-6.4(m) of the Unified Development Code. The 0.24-acre subject site is zoned R-1 (Single-family Dwelling), is located approximately 360-feet southeast of the intersection of Audubon Drive and N. Azalea Drive, and is addressed 1419 N. Azalea Drive.

**DISCUSSION**

The applicant is seeking approval of a conditional use permit (CUP) to allow their 3-bedroom home to be used as a 210-night short-term rental. The dwelling is not the applicant's principal residence and has not been previously offered as a short-term rental. The subject property is zoned R-1 (Single-family Dwelling). Given the dwelling is not the applicant's principal residence it is considered a "Tier 2" STR and is subject to the provisions of Sec. 29-3.3(vv)(1)(ii)(B) and Sec. 29-3.3(vv)(2) of the UDC. Additionally, given a CUP is triggered, the criteria of Sec. 29-6.4(m)(2)(i) and (iii) are required to be evaluated. The following discussion will provide an overview of the application and dwelling-unit specific characteristics as well as an analysis of the CUP criteria.

The submitted STR application (attached) indicates that the applicant seeks to offer the dwelling to a maximum of 8 transient guests. Review of the Boone County Assessor's records finds that the home is an approximate 1,300 sq. ft single-story structure containing 3-bedrooms/2 baths with an attached 2-car garage. A site-specific evaluation of the property found that the existing driveway serving the site is capable of supporting two UDC compliant off-street parking spaces. Given the information within application, records research, and site-specific inspection, it would appear that the desired maximum of 8 transient guests would be capable of being supported.

Prior to issuance of a STR Certificate of Compliance, verification of the permissible maximum number of guests will be performed by the City's Housing and Neighborhood Services Department utilizing the criteria contained within the most recently adopted edition of the IPMC (International Property Maintenance Code). If the Commission desires to restrict the occupancy requested such action may be addressed via a "condition" of approval with justification stated when such condition is offered. Any restriction proposed is subject to final approval by the City Council.

The dwelling is surrounded by other single-family structures that are all zoned R-1. The subject property is located on the east side of North Azalea Street and backs to the southbound off-ramp of Highway 63 to Stadium Boulevard. The property is consistent in size with that of surrounding development and has a fully fenced in rear yard. The parcel is supported by adequate public infrastructure (i.e. electric, sewer, & water) and adjoins a public street improved with sidewalk that connects to Audubon Drive and the larger Shepard Boulevard neighborhood.

Two written comment and one telephone inquiry have been received with respect to this application. Both were in opposition to the request citing use of the dwelling was inconsistent with the neighborhood character and that such use would create noise, safety, and traffic impacts. Based on public notification letters, there are 21 properties within 185-feet and 1 neighborhood association within 1,000 feet of the subject property. Of the 21 properties, 12 are owner-occupied and 9 are rental. The 9 rental units, based on the UDC definition of "family" and their R-1 zoning designation, would only be permitted to be occupied by a total of 3 unrelated individuals.

The subject property is individually owned by the applicant. As such, approval of the requested CUP would represent the applicant's "one and only" STR license pursuant to Sec. 29-3.3(vv)(2)(ii) of the UDC. The dwelling **is not** registered as a long-term rental; however, should the applicant desire to seek such designation that would be permissible. As noted, this dwelling has not previously been used for STR purposes and was not found to be listed on any platforms such as AirBnB or VRBO.

The applicant has designated the owner of the adjacent dwelling (1417 N Azalea Street) as the "designated agent" to be available to address compliance matters should they arise while the dwelling is offered for STR purposes. Access to the dwelling requires ascending 3-steps to enter the structure. As such, compliance with the provision of Sec. 29-3.3(vv)((2)(xiv) will be required.

Conformance with this requirement would extend not only to entry into the dwelling, but within dwelling itself. Compliance with this provision shall be achieved prior to the issuance of a STR Certificate of Compliance. Final review for such compliance will be coordinated between the staff of the Housing and Neighborhood Services Department and Building and Site Development Division of Community Development.

The property upon which the dwelling is located is not improved with an ADU. During the site-specific inspection no signage was identify as being present to advertise the dwelling as an STR. Such signage would be permissible provided it is no greater than 1 sq. ft. in area and were non-illuminated.

As noted, given applicant's request triggers approval of a conditional use permit (CUP) it must also be evaluated against the criteria of Sec. 29-6.4(m)(2)(i) and (iii). The applicant has provided their analysis of these criteria (see attached) and the staff's analysis are provided below. The standard criteria are shown in **bold text** followed by staff's response.

**Sec. 29-6.4(2)(i) General CUP Review Criteria:**

**(A) The proposed conditional use complies with all standards and provisions in this chapter applicable to the base and overlay zone district where the property is located;**

A short-term rental that is not a long-term resident's principal residence is permitted within the R-1 zoning district subject to approval of the requested conditional use permit (CUP). The submitted application (see attached) has illustrated compliance with the minimum regulatory standards established within Sec. 29-3.3(vv). A site-specific inspection finds that compliant driveway parking is sufficient to accommodate 2 vehicles. The dwelling has a 2-car garage.

Given the dwelling is not the applicant's principal residence it is assumed that the garage spaces would be made available to guests. If this assumption is correct, parking sufficient to accommodate the 8 desired transient guests would be achieved. **It should be noted** that the application does not clearly state usage of the garage would be made available when the home is used as an STR. If the Commission desires to condition approval of the request on the garage spaces being made available to support 8 transient guests a motion to add such a condition to a recommendation of approval would be appropriate.

Additional regulatory review to ensure full compliance with the provision of Sec. 29-3.3(vv) and Chapter 22, Art. 5 (Rental Unit Conservation Law) of the City Code will occur if the CUP is granted prior to issuance of a STR Certificate of Compliance. The subject dwelling is not located within an overlay district that would otherwise prohibit the proposed use of the dwelling as an STR.

**(B) The proposed conditional use is consistent with the city's adopted comprehensive plan;**

The comprehensive plan does not speak directly to the use of residential dwellings for alternative purposes such as an STR; however, does contain policies, strategies, and actions relating to the topics of livable and sustainable neighborhoods, land use and growth management, and economic development. The adoption of the regulatory provisions governing the use of a residential dwelling for STR purposes is seen as addressing several of these policies, strategies, and actions.

With respect to the goal of creating **livable and sustainable neighborhoods**, approval of the requested CUP would support the mixed-use concepts of Policy # 2, Strategy # 1 (page 144) of the Plan. While this strategy focuses on the concept of creating “nodes” of neighborhood scale commercial and service uses as a high priority, the first “action” within the strategy recommends using planning tools and decision-making to locate small-scale commercial and service businesses adjacent to residential development. STRs have been determined to be a commercial use. Staff believes adoption of the STR regulations and their requirement of a CUP are relevant planning and decision-making tools consistent with the intent of this Policy and assist to fulfill the idea of supporting mixed-uses within residential neighborhoods.

With respect to **land use and growth management**, Policy # 3, Strategy # 3 (page 146 of the Plan) would be fulfilled given the regulatory limitations on occupancy and rental nights that are contained within Sec. 29-3.3(vv).

And finally, with respect to **economic development**, Policy # 3, Strategy # 2 (page 149 of the Plan) would be fulfilled by supporting local entrepreneurial ventures. The adopted regulatory provisions governing the use of a residential dwelling for STR purposes were created with options to allow owners and/or renters the ability to participate in the STR market subject to reasonable regulation. This ability for participation not only supports individual entrepreneurial ventures, but also broader city-wide economic objectives relating to tourism and tourism-related activities.

**(C) The proposed conditional use will be in conformance with the character of the adjacent area, within the same zoning district, in which it is located. In making such a determination, consideration may be given to the location, type and height of buildings or structures and the type and extent of landscaping and screening on the site;**

The properties surrounding the subject site are developed with single-family dwellings on lots of similar size and square footage. Based on a search of typical listing platform such as AirBnB, VRBO, and Booking.com the dwelling was not found to be listed as an STR. Furthermore, the applicant has indicated that the home has not been previously used for such purpose.

The adopted STR regulations provide standards by which possible negative impacts of operating the dwelling as an STR may be mitigated which, prior to February 2024, were nonexistent within the City’s municipal code. The inclusion of these regulatory standards also ensures added scrutiny is placed on the dwelling’s operation as an STR. And finally, it is worth noting that violations of the STR regulations are now capable of being acted upon given implementation of a registration and licensure process which allows the City an avenue to take effective enforcement actions should violations rise to a level that requires revocation of the STR Certificate of Compliance.

Given the property has not previously been operated as an STR there is no record to suggest that its operation as one by the applicant would be non-compliant or incompatible with the surrounding neighborhood. Based upon property owner notification letters, of the 21 surrounding parcels within 185-feet of the subject site, it appears 12 are owner-occupied dwellings with 9 being rental units. The 9 rental units, per the UDC definition of “family” and the R-1 zoning, are limited to 3 unrelated individuals.

**(D) Adequate access is provided and is designed to prevent traffic hazards and minimize traffic congestion;**

The site is accessed from N Azalea Street via a traditional driveway approach connecting to the public street. As noted the driveway is capable of accommodating 2 vehicles outside of the public right of way. The subject property is on the east side of N Azalea Street. General on-street parking is permitted in accordance with city ordinances.

N Azalea Street connects to S. Azalea Street which forms a “loop” that ultimately has two connections to Audubon Drive to the west. Audubon Drive connects to Stadium Drive to the south and to Shepard Boulevard to the north. As noted in the “overall” summary of this application, concerns have been expressed in writing and over the phone citing traffic, safety, and general neighborhood incompatibility concerns.

From staff’s site-specific inspection, on-street parking generated by adjacent parcels was observed as permitted by general city regulations. Most parcels within the surrounding neighborhood had similar on-site parking availability as found on the subject property. The observed parking did not impact the safe movement of traffic along the streets. It should be noted that this inspection was mid-morning, not during peak hours. Furthermore, access to walk on installed sidewalk along both street frontages was present. The existing sidewalks connect to the broader sidewalk network along Audubon Drive.

Authorizing the use of the dwelling for STR purposes for up to 8 transient guests does not give rise to concerns that congestion would become an issue upon the adjacent street network. The site has adequate off-street parking to support this number of guests sought.

**(E) Sufficient infrastructure and services exist to support the proposed use, including, but not limited to, adequate utilities, storm drainage, water, sanitary sewer, electricity, and other infrastructure facilities are provided; and**

The site is sufficiently served with public infrastructure to support the use of the dwelling as an STR. Potential increases in public infrastructure usage when the dwelling is offered for STR purposes has not been identified as impactful to current services.

**(F) The proposed conditional use will not cause significant adverse impacts to surrounding properties.**

9 of the 21 parcels within 185-feet of the subject site are used for rental purposes. These structures are legally permitted to have up to 3 unrelated individuals; however, there is no limitation on the number of related individuals that could occupy the 12 owner-occupied dwellings. While the potential for up to a maximum of 8 guests would be possible for 210-nights per year, there is no evidence to suggest that this occupancy load would create adverse impacts. The dwelling has not been previously used as an STR and the current regulatory structure provides a means by which to report and mitigate impacts that may arise.

The subject site has a fenced-in rear yard that backs to the off-ramp of US 63 to Stadium Boulevard with very limited usable front yard. Given these site characteristics, any possibly adverse impact such as noise would be mitigated or at least no worse than traffic noise currently being experienced within the neighborhood from US 63.

The site has compliant off-street parking with the garage being made available to support the 8 guests sought for approval. If concern exists that parking would become an issue or the applicant does not make available the garage when guests occupy the dwelling as an STR it may be appropriate to consider a transient guest limitation based on available driveway parking.

**Sec. 29-6.4(2)(iii) Supplemental STR CUP Review Criteria:**

- (A) Whether the proposed STR is used for any part of the year by the registrant as a residence. If so, for how long?**

The applicant has stated that the dwelling would not be occupied by them at any point during the year.

- (B) Whether or not there are established STRs within three hundred (300) feet of the proposed STR measured in all directions from property lines “as the crow flies.”**

The applicant indicates that there are no other established STRs within 300 feet of the subject dwelling. Staff reviewed the websites of AirBnB, VRBO, and Booking.com and were unable to locate any additional STRs within the 300-foot radius.

- (C) Whether the proposed registrant has previously operated an STR and if such operation has resulted in a history of complaints, a denied STR certificate of compliance, or revocation of an issued STR certificate of compliance.**

The applicant has stated the dwelling has not been previously used as an STR.

- (D) Whether the proposed STR will increase the intensity of the use of the property and cause increased traffic or noise coming from the property.**

The applicant has responded no to this question. As a general staff observation, using the dwelling for transient accommodations for 210-nights annually could result in increases; however, how significant is unknown given there is no historical record of STR use at this location. The significance of possible impacts is subject to many factors such dwelling unit desirability, pricing, rental occupancy, etc. The current regulatory structure provides standards by which to monitor and mitigate possible negative outcomes.

- (E) Whether there is support for the establishment of the proposed STR from neighboring property owners.**

The applicant indicates that the neighboring property owner at 1417 N Azalea Street will be their “designated agent”. No other letters of support have been received.

**CONCLUSION**

Given the submitted application and the analysis of the criteria stated above, it would appear that granting a conditional use permit to allow the dwelling addressed 1419 N Azalea Street to be operated

as a short-term rental for a maximum of 210-nights for 8 transient guests would be appropriate provided clarity on the availability of 2-car garage is provided. Without such clarity, the maximum occupancy given available compliant driveway spaces would be 4 guests.

Staff finds that the location of the dwelling is within a neighborhood of mixed ownership (12 owner-occupied and 9 rental) dwellings of similar size and bedroom mixture. The dwelling will be required to meet the accessibility requirements of Sec. 29-3.3(vv)(2)(xiv) from both an exterior and interior prospective.

The dwelling unit has not been previously offered as an STR. Approval of a CUP would permit such use “legally” and afford neighbors and the City additional regulatory tools to ensure compliance. Furthermore, authorization of the CUP is not seen as being detrimental to adjacent properties and would fulfill several policies, strategies, and actions of the Columbia Imagined Comprehensive Plan.

**RECOMMENDATION**

Approval of the conditional use permit to allow the dwelling addressed as 1419 N Azalea Street to be operated as a 210-night short-term rental for a maximum 8 transient guests subject to:

1. The 2-car garage being made available at all times when the dwelling is being used for STR purposes.

**ATTACHMENTS**

- Locator maps
- STR Application
- Supplemental “Conditional Accessory/Conditional Use Questions”
- Public Correspondence

**HISTORY**

<b>Annexation date</b>	1969
<b>Zoning District</b>	R-1 (Single-family Dwelling)
<b>Land Use Plan designation</b>	Residential District
<b>Previous Subdivision/Legal Lot Status</b>	Victoria Gardens, Lot 10

**SITE CHARACTERISTICS**

<b>Area (acres)</b>	0.24 acres
<b>Topography</b>	Sloping westward from rear to front.
<b>Vegetation/Landscaping</b>	Turf and with trees and natural ground cover in rear yard
<b>Watershed/Drainage</b>	Hinkson Creek
<b>Existing structures</b>	Single-family home

**UTILITIES & SERVICES**

All utilities and services provided by the City of Columbia

**ACCESS**

<b>N Azalea Street</b>	
<b>Location</b>	Along western edge of property
<b>Major Roadway Plan</b>	Local residential
<b>CIP projects</b>	N/A
<b>Sidewalk</b>	Installed

**PARKS & RECREATION**

<b>Neighborhood Parks</b>	Shepard Blvd Park-School
<b>Trails Plan</b>	Shepard Park Trail, Grindstone Crk Trail
<b>Bicycle/Pedestrian Plan</b>	N/A

**PUBLIC NOTIFICATION**

31 “public hearing” letters were mailed to property owners and tenants within 185-feet of the subject property. 1 letter was provided to a City-recognized neighborhood association within 1000-feet of the subject property. All “public hearing” letters were distributed on September 3, 2024. The public hearing ad for this matter was placed in the Tribune on September 4, 2024.

<b>Public Notification Responses</b>	Telephone inquiry/comment on possible inconsistency with neighborhood character and impacted upon residents (owners or tenants). 2 written comment (attached).
<b>Notified neighborhood association(s)</b>	Shepard Boulevard
<b>Correspondence received</b>	2 emails (attached)

Report prepared and approved by: Patrick Zenner