

**AGENDA REPORT  
PLANNING AND ZONING COMMISSION MEETING  
February 24, 2022**

**SUMMARY**

A request by Crockett Engineering Consultants (agent) on behalf of Curators of the University of Missouri (owner) to rezone an approximate 383-acre site that is currently zoned A (Agricultural) to 313 acres of R-1 (One-family Dwelling), 65 acres of R-MF (Multi-family Dwelling) and 5 acres of M-N (Mixed- Use Neighborhood) zoning that will allow the development of the site with single-family housing, multi-family housing, and neighborhood commercial areas. The property is located on the west side of Sinclair Road, approximately 700 feet south of Nifong Boulevard. (Case # 71-2022)

**DISCUSSION**

Concurrently with this request, the applicant is seeking approval of a 532-lot preliminary plat that would include approximately 495 single-family lots, 5 multi-family lots, 3 mixed-use neighborhood commercial lots, and various other lots common lots . (Case # 59-2022).

The 383-acre subject site stretches nearly two miles along the west side of Sinclair Road from Mill Creek Elementary on the north, south past John Warner Middle School, to approximately 700 feet south of Stanley Pitts Lane. The site includes two separate parcels that are owned by the Curators of the University of Missouri. The northern parcel is approximately one-quarter mile deep when measured from Sinclair Road and the southern parcel is approximately one-half mile deep.

The parcel to the very north of the subject site is zoned A and improved with the Mill Creek Elementary School. Moving clockwise around the property from there, to the east, across Sinclair, is A-zoned property that is currently undeveloped. Approximately 1,900 feet further south is a 600-foot stretch of PD (Planned Development) zoned property that is improved with a residential care facility. South of that for about 2,000 feet is the R-1 zoned Heritage Woods subdivision which contains single-family detached dwellings. The next 4,000 feet of property adjacent to the site is zoned A and includes property owned by the City and the Columbia Public Schools which is a future park site and improved with John Warner Middle School, respectively. The final 600 feet of property along the east side of Sinclair Road is zoned PD, and includes residential structures.

Along the 1,000 feet of the site's southern boundary is property zoned A that is undeveloped. Moving north and west from that point, the property abuts two lots that are within the R-1 zoned Arrowhead Lake Estates subdivision, and then borders a large-lot County development for about 2,500 feet before it adjoins the R-1 zoned, City subdivision of Mill Creek Manor. The site then jogs to the east and then back north, where it borders City R-1 and A, and County zoned R-S properties that are all generally larger lot, single-family development. The last 600 feet of the west boundary of the property abuts The Pines subdivision, a City R-1 development.

**The site is identified in Columbia Imagined as being within the Neighborhood District land use category.** The Neighborhood District permits all types of residential uses and R-1 zoning is generally consistent with that designation of the future land use map. The Neighborhood District also "supports a limited number of nonresidential uses that provide services to neighborhood residents." All three of the proposed zoning districts would generally be considered consistent with the Neighborhood District.

The proposal includes a request to rezone 313 acres of the 383-acre site to R-1 zoning. The areas not proposed for zoning to R-1 are seeking designation as R-MF (65 acres) and M-N (5 acres), respectively in areas generally located near the intersection of major roadways. These locations are as depicted on the attached zoning exhibit.

The R-1 zoning designation will extend to the edges of the development so that all sides of the site, with the exception of property that fronts onto Sinclair, will be R-1 zoning. It is not expected that R-1 zoning would have a detrimental effect on the neighboring properties as much of the surrounding development is also currently single-family residential.

Of particular note is that this site will be located across the street from one, and potentially two in the future, public schools. The John Warner Middle School is currently operational and a future elementary school on the same site is included on the Columbia Public Schools long term facilities plan, with a planned opening in 2024. There is also an existing elementary school, Mill Creek, to the north of the site. The development of the Legacy Farms site provides a prime opportunity to create residential neighborhoods in proximity to schools, and to design them in such a way to encourage school-aged children to walk to the schools. Per Columbia Imagined, complete neighborhoods include, among other things “access to grocery stores and other commercial services, **quality public schools, public open spaces and recreational facilities**, affordable transportation options, and civic amenities.” Walkable access to public schools is directly tied to encouraging healthy lifestyles for community members, and should be a high priority in this case.

The request also includes 65 acres of R-MF zoning, and given the minimum area per dwelling unit at 2,500 square feet, the maximum number of units with that zoning would be 1,128 units. However, that does not take into account the dedication of right of ways, so the developable acreage for R-MF will be less. In addition, the location of some of the R-MF zoning has significant topographic difficulties, and the resultant number of dwelling units is expected to be less than the maximum. The number of units that was considered in the traffic study (included with the preliminary plat case) indicates a target of 350 dwelling units.

The inclusion of the R-MF zoning allows a range of housing options to be provided which is consistent with Columbia Imagined’s goal of **Livable and Sustainable Communities, Policy One: Support diverse and inclusive housing options**. The majority of the R-MF zoning (about 41 acres) will be concentrated around the extension of Southampton, a neighborhood collector. The other portion of R-MF zoning will be north of the Crabapple intersection near the proposed commercial zoning. The proximity of these proposed districts will provide access to services within a walkable distance as well as a critical mass of consumers for the commercial development such that it may be capable of providing services to the surrounding neighborhoods as well. However, care should still be taken to ensure that the multi-family residential development is not negatively impacted by the commercial development, with limited light spillover on to the site, and a site design that provides some landscaping between the two uses.

The other areas of R-MF will also be located along Sinclair Road, which as previously stated, is a major collector street. This location is intentional and important in planning for the potential provision of public transportation in the future. If an expansion of bus service is contemplated, locations that could be targeted for service will likely be areas with a high concentration of residential dwellings that are located along major street corridors and near major intersections. Locating multi-family in these locations sets the stage for being able to provide transportation options in the future for residents that may not have reliable transportation.

The site will also include 5 acres of M-N (Mixed-use Neighborhood) zoned property, which allows commercial uses, as well as office and residential uses. These lots are located with frontage along Sinclair and they border a neighborhood collector on the south. The M-N district provides commercial uses that are considered to be compatible in proximity to residential uses, and should provide walkable services and amenities primarily to surrounding residents. Incorporating neighborhood commercial zoning at the time of development, rather than attempting to rezone property later, makes the incorporation of the commercial uses into the neighborhood more efficient. The site can be designed to provide the necessary separation and buffering to ensure that there are no significant impacts to the residential areas (excessive light, noise, etc.). And the new residents are aware of the existence of the commercial areas at the time they locate within the development.

The location of the commercial zoning is consistent with the idea of commercial node development (see pages 121-123, Columbia Imagined). Per the submitted preliminary plat, Crabapple Lane will be extended through the site and connect to Sinclair Road, creating an intersection of a neighborhood collector and a major collector, two types of major roadways. This is the preferred location for introducing a small, commercial node on the edge of a neighborhood. The amount of commercial shown, approximately 5 acres, will allow approximately 3 lots of development. While there is no specific amount of commercial area necessary to establish a successful node, 5 acres appears to be a reasonable target, although each location and situation is different, and much less commercial zoning in certain locations could also be appropriate.

**Livable and Sustainable Communities, Policy Two: Support mixed use**, provides support for the inclusion of commercial in such an area. Furthermore, per Columbia Imagined; “Introducing walkable, mixed-use nodes at neighborhood edges also presents an opportunity to integrate new housing options into neighborhoods that are mostly homogenous, thus providing opportunities to accommodate greater demographic diversity and creating neighborhoods that are more economically, aesthetically, and socially varied.”

The M-N zoning provided is a good example of a limited amount of commercial zoning that could serve the surrounding residents. There is adequate separation between the commercial zoning, the multi-family zoning, and the single-family zoning to ensure the compatibility of the mix of uses. Per the preliminary plat, there will be a street separating the R-MF zoned property from M-N, and there are natural topography features providing some buffer between the R-1 and R-MF.

The comprehensive plans’ future land use map also shows an area along Mill Creek that is designated as “Open Space/Greenbelt”. Much of the area will be designated as being within a stream buffer, and will be preserved. The area is also identified as flood plain, and much of the area will be included on lots that may be donated to the City and CPS (discussed in the preliminary plat report).

## **Conclusion**

Overall, staff finds that the proposed permanent zoning is generally consistent with the goals and objectives of Columbia Imagined, is compatible with adjacent zoning and land uses, and is appropriate for the subject property. The request has been reviewed by both internal and external agencies and is supported.

**RECOMMENDATION**

Approval of the rezoning of the site to R-1, R-MF and M-N.

**SUPPORTING DOCUMENTS (ATTACHED)**

- Locator maps
- Zoning Exhibit
- Surrounding Zoning Graphic

**SITE CHARACTERISTICS**

<b>Area (acres)</b>	383.43
<b>Topography</b>	Site includes several ridges and valleys, with the north $\frac{2}{3}$ of the site draining to the Mill Creek watershed, and the south $\frac{1}{3}$ draining to the Little Bonne Femme.
<b>Vegetation/Landscaping</b>	Large areas of timber coverage, with areas of climax forest trees mostly located along creeks and drainage areas.
<b>Watershed/Drainage</b>	Little Bonne Femme Creek, Mill Creek
<b>Existing structures</b>	Scattered pavement and potential building foundations.

**HISTORY**

<b>Annexation date</b>	<b>North 2000' of site: 1969; Property to the south: 1998</b>
<b>Zoning District</b>	A
<b>Land Use Plan designation</b>	Columbia Imagine: Neighborhood
<b>Previous Subdivision/Legal Lot Status</b>	Unplatted

**UTILITIES & SERVICES**

<b>Sanitary Sewer</b>	City of Columbia
<b>Water</b>	City of Columbia
<b>Fire Protection</b>	City of Columbia
<b>Electric</b>	Boone Electric

**ACCESS**

<b>Sinclair Road</b>	
<b>Location</b>	Along the east side of property
<b>Major Roadway Plan</b>	Major Collector; City of Columbia maintained (66-76 feet of ROW required; 33-38-foot half-width required); Additional right-of-way shown for dedication.
<b>CIP projects</b>	None
<b>Sidewalk</b>	Pedway required

<b>Crabapple Lane</b>	
<b>Location</b>	Stubs to west side of site
<b>Major Roadway Plan</b>	Neighborhood Collector; (60-foot ROW required for extension); additional ROW to be dedicated at time of final plat.
<b>CIP projects</b>	None
<b>Sidewalk</b>	Sidewalks required

**PARKS & RECREATION**

<b>Neighborhood Parks</b>	Partially within MKT-Scott Blvd Park service area; also within Parks acquisition area
<b>Trails Plan</b>	Future trail along Mill Creek
<b>Bicycle/Pedestrian Plan</b>	Pedway proposed along Sinclair Road

**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 January 25. Eighty-six postcards were distributed.

Report prepared by Clint Smith

Approved by Patrick Zenner