

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
June 5, 2025**

SUMMARY

A request by Haden and Colbert (agent), on behalf of JAMPAM, LLC (owner), seeking approval to rezone 25 acres from PD (Planned Development) to M-C (Mixed-use Corridor). The subject site is located southeast of the Highway 63 and N. Oakland Gravel Road interchange on the south side of Starke Avenue and is addressed 2620 Starke Avenue.

DISCUSSION

The applicants are seeking approval to rezone a 25-acre parcel, located on the north side of Highway 63 southeast of the intersection of N. Oakland Gravel Road and Starke Avenue, from PD (Planned District) to M-C (Mixed-use Corridor). The subject parcel contains two separate tracts that were annexed into the City's corporate limits in 2005. The eastern 17.38 acres of the parcel was assigned O-P (Planned Office) zoning at the time of annexation, permitting all O-1 uses. The western 7.62 acres of the parcel was assigned C-P (Planned Commercial) zoning, which was inclusive of all C-3 uses except adult-oriented uses, halfway houses, machine shops, pawn shops and thrift stores, massage and tattoo parlors, and bars. Despite the permissive zoning and the indirect vehicular access from the site to Highway 63, the parcel remains undeveloped since being annexed. The applicants are seeking to broaden the existing commercial zoning to the entire parcel in an effort to activate the underutilized property.

The subject parcel is situated approximately 800 feet south of the intersection of Starke Avenue and N. Oakland Gravel Road, east of the Highway 63 interchange for N. Oakland Gravel Road and Brown School Road. Starke Avenue is a major collector roadway as shown on the CATSO Major Roadway Plan and N. Oakland Gravel Road as it crosses Highway 63 is designated as a major arterial, although it does not provide direct access to the site. In the broader transportation network, N. Oakland Gravel Road, east of Highway 63, continues north parallel with Highway 63 and Starke Avenue extends to the southeast. Both roadways, east of Highway 63 are classified as major collectors. The CATSO plan also denotes Venetian Parkway as a future major collector connecting from Starke Avenue to the north, just 500 feet east of the subject site.

The Columbia Imagined Future Land Use Map designations for the subject parcel generally coincide with its historical planned district designations. The drainage channel internal to the site, which is an unnamed tributary to Bear Creek, lies within the FP-O (Floodplain Overlay) District, and is designated as Open Space/Greenbelt District on the future land use map. The C-P portion of the parcel lies in the Commercial District designation, and the O-P portion of the parcel lies in the Employment District designation. Both designations would support a wide range of functions, from residential uses to light manufacturing.

The Employment District is intended for employment generators, like offices, manufacturing, and their supporting uses. This district would be appropriate for multi-family housing, convenience retail, and daycare facilities. While the Commercial District is intended for a wide range of regional retail uses, offices, personal services, and high-density residential. The comprehensive plan notes that retail uses in the Commercial District rely on vehicular or transit access to and from major roadways to support their business activities. It should be noted that if the acreage is rezoned to M-C as requested, single- and two-family development would not be permissible.

Adjacent properties are zoned PD, with the exception of the Northeast Regional Park property on the north side of Starke Avenue. The tract west of the subject parcel, immediately adjacent to the interchange, was annexed and permanently zoned C-P with all C-3 uses permitted in 2005 approximately 6-months before the annexation and permanent zoning of the subject parcel. Despite its location and access, this acreage remains vacant. The parcel to the east of the subject site was annexed and permanently zoned O-P in the fall of 2006. This property lies between the subject site and a number of residential properties further to the east that include a vacant R-1 tract and a “paper-platted” R-1 residential subdivision. This remaining O-P property would serve as a buffer between the future residential uses to the east which would be accessed from Starke Avenue.

Given the current land use designations and the existing vehicular access available to the subject property, staff believes M-C zoning to be appropriate in this location. The subject site is located in an area where a number of major roadways converge, making the site a candidate for introduction of regional, auto-oriented businesses. Starke Avenue is classified as a major collector in its own right, while the site would be indirectly served by an arterial (Brown School Rd & Oakland Gravel Rd) and three additional major collectors, including the planned construction of Venetian Parkway north from Starke Avenue to a connection with an extension of Waco Road. The site is also appropriately located to provide supportive service businesses to users of the Northeast Regional Park facilities and the Atkins Park baseball complex.

When considering the impacts of expanding commercial zoning to the southeast away from the interchange, staff noted that many of the specific use exclusions from the C-P zoning ordinance are maintained under the proposed M-C zoning. Restricted uses in the C-P district (western tract) that would become permitted by the rezoning generally fall into the Retail land use category, with the exception of bars and nightclubs. The uses that would no longer be restricted under the proposed M-C zoning include, but are not limited to, pawn shops, adult retail, marijuana dispensaries (comprehensive, medical, microbusiness), and marijuana testing facilities. The current outright prohibition of indoor adult entertainment, halfway houses, and machine shops on the subject site would be removed if the M-C zoning request is approved; however, oversight of these uses would be maintained given they would require the issuance of a conditional use permit.

The existing O-P zoning on the eastern tract permitted all O-1 uses, which included residential uses, financial institutions, counseling centers, medical offices, and other general offices consistent with the current “general personal services” use. The rezoning would introduce a number of commercial uses found in the Food & Beverage, Guest Accommodations, Recreation & Entertainment, Retail, and Vehicles & Equipment land use categories of the UDC. In addition to the expanded uses outlined above with regards to the C-P tract, the rezoning of the O-P tract will introduce a number of additional uses currently not permitted in the O-P district, such as bars and restaurants, hotels, self-service storage facilities, tree or landscaping services, indoor and outdoor recreation, adult retail, and all light vehicle uses outlined in the UDC.

CONCLUSION

Staff supports the requested rezoning to the M-C district, and believes it aligns with the land use context in which the subject site is located. The property was annexed nearly 20 years ago and remains underutilized under the current planned zoning restrictions. Open zoning would provide greater flexibility for uses and removes the development plan requirement which is often viewed as overly-burdensome by potential developers, and requires continuous oversight by the City.

Landscaping and screening requirements of the UDC will help mitigate any visual or audible impacts

triggered by the more-intensive uses that M-C zoning would permit with respect to adjacent residentially zoned land. Furthermore, the remaining planned office parcel located east of the subject property will remain as a buffer and serve as a transition in uses when progressing to the east along Stark Avenue. A future rezoning of this acreage to M-OF would potentially be appropriate given the city's regulatory advancements within the development code and identified challenges that PD zoning presents with respect to property development.

RECOMMENDATION

Approval of the requested rezoning to the M-C district on the subject 25-acre parcel.

SUPPORTING DOCUMENTS (ATTACHED)

- Locator Maps
- Rezoning Exhibit

SITE CHARACTERISTICS

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|-------------------------------|----------------------------------------------------------------|
| Area (acres) | 25.0 acres |
| Topography | Sloping toward drainage channel near center of site |
| Vegetation/Landscaping | Mostly wooded to the south, and along creek, remainder pasture |
| Watershed/Drainage | Bear Creek |
| Existing structures | None |

HISTORY

| | |
|----------------------------------------------|--------------------------------------------------|
| Annexation date | 2005 |
| Zoning District | PD (Planned District) (C-P & O-P) |
| Land Use Plan designation | Commercial, Employment, and Greenbelt/Open Space |
| Previous Subdivision/Legal Lot Status | Not legal lot |

UTILITIES & SERVICES

All utilities and services provided by the City of Columbia.

ACCESS

| Starke Avenue | |
|---------------------------|----------------------------|
| Location | Northern property boundary |
| Major Roadway Plan | Major Collector |
| CIP Projects | N/A |
| Sidewalk | Required upon platting |

PARKS & RECREATION

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|--------------------------------|---------------------------------------------|
| Neighborhood Parks | Brown Station Park, Northeast Regional Park |
| Trails Plan | N/A |
| Bicycle/Pedestrian Plan | Starke Avenue is a Yellow Route |

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 via public information postcards on April 30, 2025 of the pending action. Public notification letters were sent and an ad was placed in the Columbia Daily Tribune on May 20, 2025 advertising the public hearing relating to the rezoning of the property.

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| Notified neighborhood association(s) | N/A |
| Correspondence received | None |

Report prepared by Rusty Palmer

Approved by Patrick Zenner