

**AGENDA REPORT  
PLANNING AND ZONING COMMISSION MEETING  
June 11, 2026**

**SUMMARY**

A request by Crockett Engineering (agent), on behalf of Grindstone Acres, LLC (owner), for approval to rezone 32.7-acres from A (Agricultural) to PD (Planned Development), approve a planned development plan, serving as a preliminary plat, to be known as "The Retreat at Columbia", and approve an associated statement of intent. Approval of the request would permit the 32.7-acres to be developed with a 194-unit multifamily development. The approximately 32.7-acre subject site is located around 350 feet north of the terminus of Gray Oak Drive, and is presently unaddressed. **This case was tabled at the May 7 and June 4 Planning Commission meeting to June 11, 2026.**

**DISCUSSION**

The applicants are seeking approval of a rezoning of approximately 32.7-acres from A (Agricultural) to PD (Planned Development), approval of a development plan serving as a preliminary plat, and an associated statement of intent (SOI). The development plan includes 194 dwelling units throughout various multifamily structures. The subject site is informed by a tract split subdivision that is currently being reviewed by City staff. Tract splits are administratively approved, and are performed for the purpose of initial division of large tracts of land to allow them to be legally transferred and developed. The proposed tract split must be approved prior to introduction of this proposal at City Council.

This case was originally heard at the May 7, 2026 Planning and Zoning Commission meeting. Following public comment, the applicant elected to table this case to June 4, 2026, so the applicant could perform supplemental research with respect to the submitted Traffic Impact Study (TIS). The City of Columbia requested that this case be tabled to the June 11 Commission meeting to permit a full review of the amended TIS to be completed. The original and supplemental TIS documents have been attached to this staff report.

The PD Plan, serving as a preliminary plat, illustrates the site as being one lot 32.7 acres in size. The site is accessed from Rock Quarry Road and an extension of Grindstone Plaza Drive. The southernmost stem of this site will be included in the tract split for future right-of-way dedications to facilitate the extension of Grindstone Plaza Drive upon final platting. The tract split also includes land that will be dedicated for the construction of Retreat Way, which will connect Grindstone Plaza Drive to Rock Quarry Road.

This site lies within the scenic roadway overlay (SR-O) that exists upon Rock Quarry Road. The SR-O spans 220 feet from each side of the centerline, but only restricts development within the first 83-feet of each side of the centerline, where existing vegetation must be preserved. The applicant has illustrated this in the shaded red area of the attached PD plan, where all structures are outside of the aforementioned 83-foot buffer. The SR-O stipulates that all utilities on-site must be located underground unless otherwise required by such utility provider. The lot exceeds 300-feet of frontage along Rock Quarry Road in accordance with the minimum width requirement. There are no direct driveways accessing Rock Quarry from this development. Other regulations related to site development within the SR-O are to be addressed at the time of civil/site plan review.

In the requisite concept review for this case, rezoning to R-MF (Residential – Multiple Family Dwelling) was considered, as the proposed development would comport with R-MF dimensional standards, but PD zoning was suggested and pursued instead due to the sensitivity of this site along the SR-O. The proposed SOI only allows multifamily residential development and customary accessory uses and related structures for multifamily development. The proposed dwellings are to be a mix of 1- through 4-bedroom units and accessory structures for a clubhouse, maintenance building, and/or gazebos and shelters. 194 dwelling units are proposed on the PD plan, but the final number of dwelling units shall not exceed 204 total units. The gross and net density of the development is 6.24 and 6.96 unit/acre, respectively.

Lot dimensions, setbacks, structure height, and parking requirements conform with typical requirements for development with the R-MF zoning district. While 15% landscaping is typically required for development, a reduction of the landscaping to 10% is requested. The landscape plan, however, illustrates 15% of the site being landscaped. If reduced to 10%, this is believed to be an appropriate reduction provided a minimum of 50% of the site must be maintained as open space, inclusive of existing vegetation and landscaping. The site has two pockets of climax forest, which totals around 2.5 acres in area. The site is also largely encumbered by a type-II stream buffer with varying widths, which includes an inner and outer buffer.

The site has access to sanitary sewer at the northwest corner of the site, access to water from either Rock Quarry Road or Gray Oak Drive, and access to electric from Gray Oak Drive. Standard 10-foot utility easements abutting right-of-way must be dedicated upon final platting of this site. Offsite utility easements will also be necessary as the proposed development only encompasses the north edge of proposed Retreat Way.

Final platting of this property will trigger right-of-way dedications for Rock Quarry Road, and will necessitate right-of-way dedications for future extension of Grindstone Plaza Drive and future construction of Retreat Way. Retreat Way will align with Riback Road, which connects to Rock Quarry Road on the opposite side of the street. Final platting will also result in sidewalk construction along all public street frontage. The proposed parking lot design allows access for fire apparatus, and comports with design standards for drive aisles within parking lots. The plan illustrates 731 parking spaces being provided, in excess of the 516 required, but not greater than 200% of the minimum. 37 bicycle parking spaces are to be provided, 5% of the provided parking for the site and is in compliance with sec. 29-4.3(k) of the Unified Development Code.

The attached landscaping plan for this development illustrates street trees being planted within right-of-way along the northern side of Retreat Way, as well as trees within the proposed parking lot. Such landscaping provisions are in compliance with Secs. 29-4.4(c), (d), (f), and (g) of the Unified Development Code. To supplement the Rock Quarry SR-O, the applicant illustrates elm and maple trees being planted within the SR-O. As the existing vegetation on the site must be preserved, but is presently only grassland, these improvements are believed to enhance the SR-O. The trees will also provide screening from the roadway and privacy for the 6 dwelling units sited nearest the SR-O. A tree preservation plan has also been added to this report.

The subject site is designated as being located within the "Neighborhood" district within the Comprehensive Plan Future Land Use Map. The subject site is also located within a tier I growth priority area, as it currently lies within city limits and the urban service area, does not require extensive infrastructure extension, and has access to the existing street network, although new street construction will be necessary for the development of the site. The site also lies within a quarter mile of an existing commercial node and corridor. Future commercial development along Grindstone Parkway between Grindstone Plaza Drive and Rock Quarry Road is also believed to supplement commercial needs for potential tenants of this development. The site is also approximately a half-mile travel distance from the Go COMO's Black route which may potentially serve tenants utilizing public transit.

## **DISCUSSION – Traffic Impact Study**

A TIS was required for this proposal, but did not identify any necessary off-site improvements to the public roadway network as there was not a reduction in level of service for the public street network attributed to this development. When Grindstone Plaza Drive is extended, traffic control measures must be installed. The TIS for this development incorporated future improvements for Grindstone Plaza Drive that are obligated for a separate development when modeling for roadway capacity and future level of service.

The TIS evaluated five intersections for the site: Rock Quarry and Riback, Grindstone Plaza Drive and Gray Oak Drive, Grindstone Plaza Drive and Grindstone Plaza Entrance, Grindstone Parkway and Grindstone Plaza Drive, and Grindstone Parkway and Rock Quarry Road. These intersections were identified as necessary for analysis within the TIS when considering potential impacts from this development by Public Works and

MoDOT. Of the streets analyzed, Grindstone Parkway is identified as a major arterial, and Rock Quarry is identified as a major collector per the Columbia Area Transportation Study Organization (CATSO) Major Roadway Plan (MRP). Gray Oak and Grindstone Plaza Drive are constructed to local nonresidential standards, but are not identified as such on the CATSO MRP.

It is of note, particularly for Rock Quarry Road, that the CATSO MRP designation does not always comport with the city's design criteria for streets of such classification. The CATSO MRP designation identifies how streets are functionally used, and informs the extent to which improvements should be made should they occur. For example, a major collector, per UDC Appendix A related to street standards, should have 66-76 feet of right-of-way, and around 44 feet of width for paving. Many portions of Rock Quarry, inclusive of the section abutting this property, only contain around 40-feet of width, and naturally, even less paving. However, despite being substandard in width of right-of-way and paving, it still functions as a north-south point of connection between an arterial (Grindstone Parkway) and an expressway (Stadium Boulevard), and therefore is classified as a major collector for CATSO MRP purposes.

Traffic Impact Studies identify impacts of induced travel due to development at peak hours. Peak hours depend on the land use code informed by the Institute of Transportation Engineers (ITE) Trip Generation Manual. The applicant has used land use code 225 for their analysis. ITE land use code 225 is low-rise off-campus student apartments greater than 0.5 mile from campus. Although low-rise would typically be one to two stories, mid-rise apartments generate fewer trips, typically, so electing to use land use code 225 provides a more conservative estimate of what trip generation may be.

The peak hours are weekdays, and are around midday (11:45 AM -12:45 PM) and 4:15 to 5:15 PM. A supplemental traffic memo (attached) was prepared for the request after its tabling at the May 7. The TIS notes that midday trips are more than double the number of trips at highest AM peak (around 219% higher) and trips at the weekday PM peak hour are also more than double the number of trips at AM peak (around 214% higher). Due to this, the AM peak hour was not included for the two peak hours for analysis of impacts to the surrounding roadways with respect to this particular development.

The TIS found the proposed development would generate around 230 trips at the midday peak hour, and 225 trips during the PM peak hour. This includes both trips in and out. At a midday peak hour, around 110 trips are outbound, and 120 are inbound. Of these 110 outbound trips, around 45% (or 50 trips) are anticipated to head northbound on Rock Quarry. During PM peak hour, around 115 trips are inbound and 110 trips are outbound. Of these 110 outbound trips, 35% (or 40 trips) are anticipated to head northbound on Rock Quarry.

When compared in the supplemental memo with Central House Columbia, a student housing complex also located on Rock Quarry to the southeast of this site, the TIS found that ITE estimates for trip generation were around 160% higher than actual at the midday peak, and around 130% higher than actual at the PM peak. Therefore, the supplemental memo posits that weekday trips, if this development is consistent with trip generation to Central House, would be 140 trips at midday peak hour, and 170 at PM peak hour, a reduction of 90 and 55 trips at peak hour, respectively.

The supplemental memo also explores how this development may affect traffic at the intersection of Stadium and Rock Quarry. During the weekday PM peak hour, where most trips would be generated for this development, there are approximately 3,900 vehicles at the intersection. The proposed development of this site would result in approximately 80 additional trips (40 outbound, 40 inbound) at this intersection during the PM peak hour, which increases the total number of vehicles around 2%. This increase is not believed to create substantial impacts or delays to this intersection.

For general information, the 12<sup>th</sup> edition of the ITE Trip Generation Manual states that average trip generation per bedroom at PM peak hour for land use code 225, being more than 0.5 mile from campus, is around 0.3 trips/bedroom. This development proposes 720 beds, so around 225 trips at a peak hour. The ITE Trip

Generation Manual states that land use code 225, being more than 0.5 mile from campus, generates around 4 trips/day/bed. With 720 beds proposed, this results in approximately 2,850 total trips per day if following the ITE trip generation manually strictly. However, this total number of trips is distributed across the transportation network, and at different periods of intensity, and such trips are not borne exclusively by Rock Quarry Road. For reference, detached single-family homes (land use code 210) generate around 1 trip per unit at peak weekday hour, or around 9.5 total trips per weekday. Low-rise apartments (land use code 221) generate around 0.6 trips per dwelling unit at peak weekday hour, and around 6.5 trips per unit at peak weekday hour.

The safety of travel on Rock Quarry Road was also discussed during the May 7 meeting. Particularly, there were concerns about additional traffic on Rock Quarry Road resulting in more crashes. The supplemental traffic memo notes that the majority of crashes are due to out-of-control driving. Additionally, a majority of crashes occurred during the daytime, and a majority of crashes occur with dry road conditions. Based on the last 5 years of crash data, the supplemental memo posits the crash rates per hundred million vehicle miles traveled (HMVMT) for Rock Quarry is approximately 181. This is below MoDOT statewide crash rates for the past five years for major collectors, and two-lane roadways, which is 217.13 and 183 HMVMT, respectively.

To address the noted safety concerns along Rock Quarry, the supplemental memo suggests performing a curve study to identify if/where additional signage should be installed along the corridor. It also suggests improving curve delineation with new chevrons and advance warning signs. Additionally, the City Traffic Engineer has noted that all existing curve signage on Rock Quarry has been installed according to the Manual on Uniform Traffic Control Devices at the direction of the City's Traffic Engineer. Also, if additional curve signage is to be installed, it would be at the discretion of the City Traffic Engineer, per Sec. 14-461 of the City's Code of Ordinances. It is notable that these suggestions are for the roadway generally, and not specifically related to the traffic generated by this development.

## **DISCUSSION – Rock Quarry Road Special Area Plan**

The Rock Quarry Road Special Area Plan (SAP) was adopted in October of 2002 by City Council, and is attached to this report. The document notes this area as being designated for low-density residential. Low-density residential, per the SAP, is classified as being up to 3 units/acre, while medium density is up to 6 units/acre, and high density being up to 12 units/acre. This proposal is over 6 units/acre, but not more than 7 units/acre and would be considered medium to high density. This area has changed substantially since the approval of this plan. The Grindstone Plaza PD was not developed at the time of approval, notably. Central House Columbia was also not developed at this time.

The 2002 SAP also had policies and recommendations for all types of development, tied to the Development Plan map. The policies and recommendations for residential development are as follows:

1. Direct residential development only to areas and at densities indicated on the Development Plan
2. Provide a mixture of housing types with an emphasis on single-family detached dwellings in the low-density residential area and single-family attached (townhome style) dwellings in the medium density residential area.
3. Ensure that high density residential development is compatible with surrounding uses, includes landscape buffers to reduce noise visibility and traffic impacts, and has adequate street and utility capacity.
4. Promote the use of flexible zoning concepts such as residential clustering to protect sensitive environmental features and maintain green space.
5. Encourage the use of planned unit development (PUD) zoning for all new residential development
6. Maintain a strong neighborhood association to help ensure a safe, attractive and desirable living environment.

While the proposed development is a deviation from the development plan (designated for low-density residential), several developments constructed post-2002 have not always been consistent with the

development plan either. Increasing density around this area is not believed to be inappropriate. Notably, there is much more commercial development than originally anticipated, and such commercial development will continue to expand along the Grindstone corridor. The existing 2013 Comprehensive Plan supports placing increased density within a half-mile of commercial nodes, which is where the intersection of Grindstone Parkway and Grindstone Plaza Drive is presently constructed. The subject site also has access to existing utilities, which all have capacity to support the increased intensity of use.

The bulk of this development is substantially setback from Rock Quarry Road, with the nearest multifamily structure being setback around 500-feet from the eastern property line. Supplemental landscaping and buffering are being provided within the SR-O. PD zoning is rather inflexible, which appears to create conflict between policies 4 and 5, which encourages PD zoning for residential development, which is what the applicant is pursuing. Staff understands the value of PD zoning for this property as a means to ensure the community has an opportunity to review plans that would be binding for development as opposed to open zoning in which there would be more flexibility afforded to the developer, but would not present the opportunity for the community to see a binding site plan.

## **DISCUSSION – Housing Study**

The joint City of Columbia and Boone County Housing Study, adopted in October 2024, states that purpose-built housing should be avoided downtown particularly, both for students and seniors. Those interviewed for this study noted concerns that student housing development is outpacing housing stock for workforce needs. Students comprise approximately a quarter of the population in the City of Columbia, and consequently represent a substantial portion of multifamily rental demand. The study also notes that proximity to the educational institutions in town is the most important factor for students looking for housing.

While purpose-built student housing is generally intended for a specific population rather than the broader market, such developments may help reduce competition for existing rental housing stock elsewhere by accommodating student demand in dedicated housing developments. Purpose-built student housing still counts toward provision of multifamily units for rent, although it may not be marketed to the general population. The provision of 194 dwelling units would be in excess of the goal of 163 units per year for the next 25 years, as discussed in the Housing Study. Providing units in excess of the annualized target is not believed to negatively impact the City's housing objectives.

Staff reached out to the author of the Housing Study to confirm that students are accounted for in projected needs for housing, inclusive of multifamily rental units, and the author confirmed this is the case. The author also confirmed that purpose-built student housing is considered for rent multifamily units, even if being marketed as only for students. It does not count if it is dormitory living, or housing owned by an academic institution. Furthermore, students renting purpose-built student housing are counted as "renter households" for Census purposes, but not if a student is residing in a dormitory or housing specifically provided by an academic institution.

## **CONCLUSION**

The requested rezoning to PD from A enables development supported by the 2013 Comprehensive Plan, and the site has access to utilities with existing capacity to support the development. While the proposed development would be compliant in the R-MF district, PD zoning is supported given the presence of the SR-O on the eastern edge of the site, and goals and policies of residential development within the Rock Quarry Road Special Area Plan. The proposed development also comports with the 2024 Housing Study goals for provision of multifamily dwelling units for rent in the City.

The TIS indicates that induced traffic from this development does not result in substantial drops in level of service enough to warrant off-site improvements. The supplemental memo for the TIS indicates that traffic at Rock Quarry and Stadium is likely to be around 80 trips at a peak hour, 40 outbound and 40 inbound, which is not substantial enough to warrant off-site improvements, and is around a 2% net increase in vehicles during

these peak periods. The identified peak hours in the TIS are consistent with the ITE trip generation manual in regards to hourly distribution of entering and exiting vehicle trips for land use code 225, off-campus student apartments, low-rise, over 0.5 miles from campus. Analysis of trip generation from adjacent multifamily development indicates ITE projections may be in excess of realized trip generation for similar development.

The proposed PD plan aligns with requirements for multifamily dwellings and the SR-O. The proposed landscaping plan complies with the landscaping requirements of 29-4.4 of the Unified Development Code. A reduction in required landscaping, if deviating from proposed landscaping plans, is believed to be appropriate when considering the existing environmental features on the site and the size of the tract.

## RECOMMENDATION

Approve the rezoning of the site from A to PD, the proposed PD Plan, serving as a preliminary plat, and associated statement of intent, subject to the following conditions:

1. Technical corrections
2. Approved tract split prior to introduction at City Council

## ATTACHMENTS

1. Locator Maps
2. PD Development Plan
3. Statement of Intent Worksheet
4. Landscaping Plan
5. Traffic Impact Study
6. Supplemental Traffic Memo
7. 2002 Rock Quarry Road Special Area Plan

## HISTORY

|                                              |                  |
|----------------------------------------------|------------------|
| <b>Annexation date</b>                       | 1969             |
| <b>Zoning District</b>                       | A (Agricultural) |
| <b>Land Use Plan designation</b>             | Neighborhood     |
| <b>Previous Subdivision/Legal Lot Status</b> | Unplatted        |

## SITE CHARACTERISTICS

|                               |                                                                                              |
|-------------------------------|----------------------------------------------------------------------------------------------|
| <b>Area (acres)</b>           | 32.71 acres                                                                                  |
| <b>Topography</b>             | Varying heights, generally sloping down from east to west with depressions at stream buffer. |
| <b>Vegetation/Landscaping</b> | Approximately 2.5 acres of climax forest, stream buffer, grassland by SR-O                   |
| <b>Watershed/Drainage</b>     | Hinkson Creek                                                                                |
| <b>Existing structures</b>    | None                                                                                         |

## UTILITIES & SERVICES

All utilities provided by City of Columbia

## ACCESS

### Retreat Way

|                           |                                                                                             |
|---------------------------|---------------------------------------------------------------------------------------------|
| <b>Location</b>           | Traverses east/west, accessing Rock Quarry to the east, Grindstone Plaza Drive to the south |
| <b>Major Roadway Plan</b> | Not identified – to be constructed to local non-residential standards                       |
| <b>CIP projects</b>       | None                                                                                        |
| <b>Sidewalk</b>           | To be installed upon final platting                                                         |

## PARKS & RECREATION

|                                |                                                                                                                                          |
|--------------------------------|------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Neighborhood Parks</b>      | Grindstone Nature Area                                                                                                                   |
| <b>Trails Plan</b>             | Rock Quarry Park Loop Trail, Highpoint Park Trail, South Providence Trail, Hinkson Creek Trail, Grindstone Nature Trail, Ridge Top Trail |
| <b>Bicycle/Pedestrian Plan</b> | None                                                                                                                                     |

## PUBLIC NOTIFICATION

|                                             |                                               |
|---------------------------------------------|-----------------------------------------------|
| <b>Public Notification Responses</b>        | 2 phone calls, concerns about SR-O compliance |
| <b>Notified neighborhood association(s)</b> | Seven Oaks, Meadows, Grindstone/Rock Quarry   |
| <b>Correspondence received</b>              | None                                          |

14 “public hearing” letters were mailed to property owners and tenants within 185-feet of the subject property. One letter was provided to the Council Ward representative. Four letters were sent to neighborhood associations and homeowners associations within 1,000 feet of the subject site. All “public hearing” letters were distributed on April 20, 2026. The public hearing ad for this matter was placed in the Tribune on March 21, 2026.

This case was readvertised for the June 4, 2026, public hearing. Property owner letters were distributed on May 18, and an ad was placed in the Columbia Tribune on May 19.

**Report prepared by:** David Kunz

**Approved by:** Patrick Zenner