

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
July 6, 2023**

SUMMARY

A request by SSE - Simon & Struempf Engineering (agent), on behalf of Jeremy Spillman and Brooks Chandler (owners), seeking approval to rezone 2.22 acres of property from the R-MF (Multiple-family Dwelling) district to the R-2 (Two-family Dwelling) district to facilitate cottage-style development. The subject site is located southwest of the intersection of Old Plank Road and Bethel Church Road, and includes the address 200 W Old Plank Road. **(Case # 182-2023)**

DISCUSSION

The applicant is seeking to downzone 2.22 acres of property from R-MF to R-2 to facilitate development of the site with single-family structures on cottage-sized lots. The site is currently improved with one single-family structure. The applicant has submitted a request for a preliminary plat utilizing cottage standards that is being concurrently considered under Case # 183-2023.

Utilization of “cottage” standards on R-2 property requires approval of “cottage” standards from the Board of Adjustment (BOA). However, the property must first have R-2 zoning approved before the BOA may receive a cottage-standards request. The applicant has submitted a preliminary plat which depicts the intended layout of the site and demonstrates clear intention for the infill development of the site with cottage-sized lots.

The property is bordered by City R-MF zoning to the southeast, County R-M (Moderate density residential) to the east and west, and County R-S (Single family residential) across Old Plank Road to the north. Old Plank Road acts generally as a physical boundary between less intense (to the north) and more intense (to the south) development within the area.

The site was annexed and concurrently rezoned in late 2020. Prior to annexation, the site was zoned County R-M and was assigned the City equivalent R-MF zoning upon annexation, as is typical practice. While assigned R-MF zoning, the potential development density of 17.4 units per acre was noted as a concern given the existing infrastructure, specifically the roadway network, and the surrounding land use context.

Currently Old Plank Road is roughly 22 feet in width, and remains unimproved. The CATSO Major Roadway Plan designates Old Plank as a neighborhood collector, which requires a pavement width of 34 feet in areas where residential driveways are present. The width can be reduced in locations without driveways, to 30 feet. Currently the property is only capable of being improved with the existing residence given the lack of public sewer. Development of the site will require connection to a BCRSD line on the adjacent, eastern property.

Furthermore, the potential for higher density development on the subject site is seen as inconsistent with the adjoining development densities. Only one adjacent development, Walnut Brook Condominiums, reaches a comparable density for R-MF. Other multi-family developments in the immediate area contain between 6 and 8 units per acre, and the majority of neighboring properties contain just single-family detached homes.

Zoning

Changes in zoning are evaluated from several perspectives, the first being how the zoning correlates with the city's land use planning documents and their corresponding future land use designations. The Columbia Imagined comprehensive plan identifies the subject site as being within the land use category of "Neighborhood". Per the comprehensive plan, Neighborhood Districts permit a range of residential uses, as well as "a limited number of nonresidential uses that provide services to neighborhood residents". The comprehensive plan also identifies several goals and principles as guidance for land use planning decisions.

The following factors have been considered by staff as part of its analysis of this requested action and establish the basis by which it has arrived at its recommendation.

- **Future Land Use Designation** – Columbia Imagined designates this site as "Neighborhood", which is intended to accommodate a broad mix of residential uses and also supports a limited number of non-residential uses. The "Neighborhood" designation provides flexibility in that it does not strictly prescribe specific zoning for each parcel. Rather, it is used to determine what broad land use categories (residential, commercial, industrial, etc) may be most appropriate for specific areas. Numerous residential uses and densities are appropriate to provide housing variety and comply with the intent of the "Neighborhood District". R-2 is an appropriate zoning within this district.
- **Surrounding zoning and land use** - The surrounding land use context south of Old Plank Road generally consists of R-MF zoning, or its equivalent, with existing duplexes and apartments developed within a density commonly found in R-2 zoning. Properties north of the Old Plank Road generally contain undeveloped properties in less intense residential zoning.

The requested R-2 zoning district may be inconsistent with the surrounding R-MF but it is not incompatible with the surrounding zoning or built environment south of Old Plank Road. This area contains a variety of residential zoning districts and residential uses which would be appropriate for the intended cottage development.

- **Cottage Development** - The intended cottage development is not a valid option in the current R-MF zoning. Cottage dimensional standards utilize reduced minimum lot areas and reduced minimum setbacks to allow for smaller lots for single-family detached dwellings. The applicant's only option, without rezoning to a Planned Development, is to downzone to R-2 to unlock eligibility for requesting cottage standards from the Board of Adjustment. Cottage standards are intended to provide affordable housing options for home-ownership through pockets of infill development which accomplishes several goals of the City's Comprehensive Plan *Columbia Imagined*.
- **Columbia Imagined Goals** – The request is in strong conformance with *Columbia Imagined*. The following bullets are excerpts of Goals, Policies, and Principles described in *Columbia Imagined* that support the requested rezoning of R-2 in this location.
 - **Livable and Sustainable Communities, Policy One – Support Diverse and Inclusive Housing Options (pg 120).** *Flexibility in housing designs and types allows existing neighborhoods to provide options for a variety of incomes* (pg 121). While the existing R-MF zoning permits the most flexibility and greatest density of all the City's residential zoning districts, it does not permit cottage style development which is currently limited to R-2 zoning.

The R-2 district provides a path, through the BOA, for "cottage" standards which are

intended for small lot, infill development. Both the R-2's standard and cottage dimensional standards provide the opportunity for more economically accessible housing when compared to other currently permitted options for single-family detached dwellings. In particular, the cottage standards support home ownership as they enable smaller lots which result in smaller building footprints.

- **Livable and Sustainable Communities, Principles** – *Development standards will encourage compact neighborhoods that promote density and discourage sprawl (pg 120). Columbia will promote neighborhoods that are economically, aesthetically, and socially varied. Housing options should be diverse and attractive, and designed to integrate seamlessly into the surrounding neighborhood (pg 121).* Cottage standards through R-2 zoning enables diverse housing options through unique dimensional standards.

However, it's important to note that diversity in aesthetics or architecture are generally a result of the design choices of a developer or home-builder.

- **Livable and Sustainable Communities, Affordable Housing** – *Affordable Housing is the product of several factors. While typically describing housing for lower-income individuals, affordable housing may also mean residents can afford to live in a variety of locations which meet their needs, are safe, and allow for flexibility of choice (pg 121).* While the applicant has not claimed this development will accomplish affordable housing goals, it is important to note that a clear intent to develop cottage-sized lots may further enable more affordable housing options by permitting reduced dimensional standards (lot area, setbacks, etc).
- **Livable and Sustainable Communities, Housing Vision** – *A diversity of housing choices will be dispersed throughout the community to achieve an adequate supply of safe, quality, affordable, energy efficient, and accessible housing. (pg 121)*
- **Land Use and Growth Management, Policy Three – Prioritize and Incentivize Infill Development.** *Infill development is a high priority of the City and refers to the development or redevelopment of vacant or underutilized land in established areas. It is the opposite of sprawl (pg 124, 128-130). Options should be considered to introduce density and alternative housing options in established neighborhoods, including small-lot subdivisions which can accommodate minor density increases without disrupting neighborhood character. These options may be used to support citizen goals such as affordable housing, aging in place, and intermingling of diverse socioeconomic groups within established neighborhoods. (pg 128-130)*

Conclusion

The rezoning request strongly aligns with the goals of Columbia Imagined. While the surrounding properties are zoned R-MF or the City equivalent, the surrounding area contains various duplex and multi-family land uses typically developed with density found in the R-2 zoning district. While downzoning from R-MF to R-2 may appear to contradict the goals of Columbia Imagined, the pursuit of cottage standards opens a path for a housing option that is compatible with the surrounding area and supports the comprehensive plan

Staff notes that R-2 zoning itself does not grant "cottage" standards. Application of those standards would require approval through the Board of Adjustment if R-2 zoning is granted. Future development would also be subject to all platting and land disturbance procedures.

RECOMMENDATION

Approval of the rezoning to R-2.

SUPPORTING DOCUMENTS (ATTACHED)

- Locator Maps
- Surrounding Zoning Graphic
- Preliminary Plat

SITE CHARACTERISTICS

Area (acres)	2.22 acres
Topography	Generally sloping southeasterly
Vegetation/Landscaping	Turf and Wooded Area
Watershed/Drainage	Little Bonne Femme Creek
Existing structures	Single-family detached dwelling

HISTORY

Annexation date	2020
Zoning District	R-MF
Land Use Plan designation	Neighborhood
Previous Subdivision/Legal Lot Status	Legal lot

UTILITIES & SERVICES

Sanitary Sewer	City of Columbia via BCRSD line to the east
Water	Consolidated Water #1
Fire Protection	Boone County Fire Protection District & City of Columbia
Electric	Boone Electric

ACCESS

Old Plank Road	
Location	Along the north side of property
Major Roadway Plan	Neighborhood Collector
CIP projects	None
Sidewalk	Sidewalks required

PARKS & RECREATION

Neighborhood Parks	Within half mile of American Legion Park
Trails Plan	Creek Ridge Park Property
Bicycle/Pedestrian Plan	NA

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 June 12, 2023. Twenty postcards were distributed. No correspondence has been received.

Report prepared by Brad Kelley

Approved by Patrick Zenner