

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

**SUMMARY**

A request by Haden and Colbert (agent), on behalf of Robyn Armer (owner), for approval to rezone approximately 3 acres of property from PD (Planned Development) to M-C (Mixed Use - Corridor) to allow expanded commercial uses on the site. The subject site is located directly north of the intersection of East St. Charles Road and Remm Drive, and includes the address 5717 E. St Charles Road.

**DISCUSSION**

The applicant is requesting approval to rezone an approximately 2.92-acre site located at 5717 E. St Charles Road from PD (Planned Development) to M-C (Mixed Use – Corridor). The subject site is surrounded by County R-M (Moderate Density Residential) to the north and west, County C-N (Neighborhood Commercial) to the west at the corner of Lakewood Drive and St Charles Road, City PD zoning to the east, and City M-C zoning south of St. Charles Road.

Requests for zoning map amendments are evaluated from several perspectives, including the history of zoning on the parcel, the surrounding zoning and land use mix, and how the requested zoning correlates with the Comprehensive Plan and its future land use designation. The Comprehensive Plan identifies the subject parcel as being within both the “Neighborhood District” and “Commercial District” land use category.

The requested zoning district is considered consistent with the “Commercial District” designation for the property as described within Columbia Imagined, but not as consistent with the “Neighborhood District” designation. The neighborhood district is intended to accommodate a broad mix of residential uses, and supporting, small-scale commercial uses. The M-C district permits only multi-family dwellings as residential uses and, commercially, permits broad, large-scale commercial uses such as drive-up facilities, heavy commercial services, and vehicle-centric uses such as light vehicle sales, rental, service, and repair, which are not consistent with the neighborhood district designation. Some of the uses in M-C would comport with the neighborhood district designation for small scale commercial, but the owner would be entitled to more intense development if sought and this request were approved. The defined intent of M-C zoning is to allow for a broad range of commercial activities that may often be oriented toward automobile access and visibility, as well as multi-family residential uses without the need for rezoning to a planned development district.

As mentioned above, there is a mix of zoning surrounding this site, but north of St. Charles Road, it is largely residential in nature with the exception of where the intersections of Clark Lane, N. Lakewood Drive, and E. St. Charles Road come together. In this location there is County Neighborhood Commercial and Planned General Commercial Zoning. This subject site is one of four that were annexed and permanently zoned to PD in July of 2013. At the time of consideration, the City had not adopted the Unified Development Code, so permitted uses contained within the attached Statement of Intent were informed by pre-UDC zoning districts. Such uses permitted were limited commercial retail and medical uses in the C-3 district, most all permissible uses in the C-2 district, as well as most all uses in the C-1 and O-1 districts.

Staff does believe that commercial uses are appropriate on this site, but has apprehension with rezoning to M-C due to potential increased intensity of uses the open zoning classification could permit without mitigation through the PD Plan approval process, and the inconsistency this could create with the predominantly residential land uses north of E. St. Charles. Use-specific standards do consider how

such commercial development could comport with residential zoning districts, but overall, the by-right uses available in this district may not align with existing land use/zoning patterns.

There are no lots north of E. St. Charles Road and on the north side of I-70 that are zoned in the M-C district. The M-C zoning that does exist within the immediate vicinity is relegated to the southern side of E. St. Charles Road. There is M-C zoning north of Clark Lane, but not east of Olympic Boulevard, so most of the M-C zoning north of Clark Lane is contained within about a half mile radius of the intersection of Highway 63 and I-70, with the eastern-most M-C zoned parcel being the site featuring the Casey's Gas Station and Convenience Store, which is west of Olympic Boulevard.

The table below illustrates all uses that the original SOI permitted following their conversion to current UDC uses listed in the "Permitted Use Table". As the PD SOI was approved/contemplated prior to UDC adoption, some uses within the approved SOI did not have a directly identifiable corresponding use within the new "Permitted Use Table"; however, were comparable enough for staff to assign a current UDC land use to them.

SOI Unique UDC Use Comps		
Wholesale Sales Office or Sample Room	Public Park, Playground, or Golf Course	Dwelling, Two-family
Veterinary Hospital	Physical Fitness Center	Dwelling, One-family
Urban Agriculture	Pet Store or Pet Grooming	Dwelling, Multi-family
Temporary/Seasonal Sales or Event, Other	Personal Services, General	Drive-up facilities
Self-service storage facility	Office	Dormitory/Fraternity/Sorority
Retail, General	Indoor Recreation or Entertainment	Community/Recreation Center
Restaurant	Hospital	Commercial or Trade School
Residential Care Facility	Heavy commercial services	Boarding House
Religious Institution	Group Home, Large	Bakery
Public Utility Services, Minor	Greenhouse or Plant Nursery	Alcoholic Beverage Sale
Public Utility Services, Major	Family Day Care Center	Adult Day Care Center
Public Service Facility	Elementary/secondary school	Dwelling, Live-work

The following table below illustrates all uses that would be lost, retained, and new per conversion of previously permitted SOI uses to current UDC uses if the site were rezoned to the M-C district. A majority of the uses are retained, but many uses would also be new by-right. The only lost uses would be urban agriculture, two-family dwellings, and one-family dwellings, both attached and detached.

Lost Uses in M-C	Retained Uses in M-C	New Uses in M-C
Dwelling, Two-family	Temporary/Seasonal Sales or Event, Other (Temporary)	Funeral Home or Mortuary
Dwelling, One-family	Drive-up facilities (Accessory)	Farmer's Market
Urban Agriculture	Wholesale Sales Office or Sample Room	Bar or Nightclub
	Veterinary Hospital	Hotel
	Self-service storage facility	Marijuana Testing Facility
	Retail, General	Tree or Landscaping Service
	Restaurant	Outdoor Recreation or Entertainment
	Residential Care Facility	Comprehensive Marijuana Dispensary Facility
	Religious Institution	Medical Marijuana Dispensary Facility
	Public Utility Services, Minor	Microbusiness Marijuana
	Public Utility Services, Major	Pawn Shop
	Public Service Facility	Retail, Adult
	Public Park, Playground, or Golf Course	Car Wash
	Physical Fitness Center	Gas Station or Fueling Center
	Pet Store or Pet Grooming	Light Vehicle Sales or Rental
	Personal Services, General	Light Vehicle Service or Repair

Retained Uses in M-C (Cont.)	New Uses in M-C (Cont.)
Office	Major Vehicle Repair and Service
Indoor Recreation or Entertainment	Parking Lot, Commercial
Hospital	Parking Structure, Commercial
Heavy commercial services	Bus Barn or Lot
Group Home, Large	Bus Station

RETAINED USES IF ZONED M-C (CONT.)	RETAINED USES IF ZONED M-C (CONT.)	RETAINED USES IF ZONED M-C (CONT.)
Greenhouse or Plant Nursery	Commercial or Trade School	Bank/Financial Institution
Family Day Care Center	Boarding House	Continuing Care Retirement Community
Elementary/secondary school	Bakery	Assembly or Lodge Hall
Dwelling, Multi-family	Alcoholic Beverage Sale	Bed and Breakfast
Dormitory/Fraternity/Sorority	Adult Day Care Center	Gas Station or Fueling Center
Community/Recreation Center	Dwelling, Live-work	

Lastly, for comparison, the table below illustrates all uses that would be lost, become conditional, be new, or retained per conversion of previously permitted SOI uses to current UDC uses if the site were rezoned to the M-N district.

Lost Uses in M-N	Conditional Uses in M-N	New Uses in M-N
Wholesale Sales Office or Sample Room	Veterinary Hospital (CUP)	Farmer's Market
Self-service storage facility	Bakery (CUP)	Bed and Breakfast
Heavy commercial services	Drive-up facilities (CUP)	Pawn Shop
Greenhouse or Plant Nursery	Gas Station or Fueling Center (CUP)	
RETAINED USES IF ZONED M-N		
Restaurant	Personal Services, General	Dwelling, Multi-family
Residential Care Facility	Office	Dormitory/Fraternity/Sorority
Religious Institution	Indoor Recreation or Entertainment	Community/Recreation Center
Public Utility Services, Minor	Hospital	Commercial or Trade School
Public Utility Services, Major	Group Home, Large	Boarding House
Public Service Facility	Family Day Care Center	Alcoholic Beverage Sale
Public Park, Playground, or Golf Course	Elementary/secondary school	Adult Day Care Center
Physical Fitness Center	Dwelling, Two-family	Dwelling, Live-work
Pet Store or Pet Grooming	Dwelling, One-family	Bank/Financial Institution
Bed and Breakfast	Continuing Care Retirement Community	Temporary/Seasonal Sales or Event, Other
Retail, General	Urban Agriculture	

Rezoning to M-N would notably result in the loss of wholesale office or sample room, self-service storage facilities, heavy commercial services, and greenhouse/plant nursery as uses, and require the uses of veterinary hospital, bakery, fueling center and drive-up facilities to go through a conditional use permit process if sought for development. M-N zoning would also introduce a few new uses that are comparable to what is currently permitted but not directly defined in the previous zoning code, or not referenced on the SOI directly.

The SOI also considered dimensional restrictions on the site, capping height for structures at 35 feet. The M-C district would permit a structure height of 45 feet, by right. Height was a prominent consideration of the Planning and Zoning Commission in 2013 at the time of original CP approval. A maximum height of 35 feet would align with M-N zoning. The lot does not have legal lot status, as it is not zoned in a residential or agricultural district, therefore platting is necessary before a building permit may be issued regardless of the accuracy of the legal description in the deed.

The SOI also considered maximum building square footages for the proposed tracts, capping building development at 50,000 square feet. The minimum landscaping percent was noted as being 30%, and a 25-foot landscaping buffer was noted to be maintained along the northern property line once the sites were developed. The SOI limited the number of points of ingress/egress on the tracts as well, stating that only two entrances would be allowed onto St. Charles Road for the subject tracts. If this site is zoned out of the PD, development on the site would not be calculated into the 50,000 square foot limit, and landscaping would not be required to be 30% of the site, rather 15% would be required per the landscaping requirements of Sec. 29-4.4(c)(2)(ii) of the UDC. Additionally, the subject site's point of ingress/egress would no longer count toward the two entrance limit. However, the subject site has over 300-feet of width, so it would be permitted to have its own direct driveway access.

Provided the analysis above, staff believes M-N zoning accomplishes the goals of the Comprehensive Plan, notably retaining the future land use designation of this parcel as commercial, in part, and also retains the vast majority of uses that are permissible today per the approved statement of intent. While M-N zoning would result in a conditional use permit (CUP) being required for some uses permitted by the current SOI, most notably a drive-up facility, the need to retain oversight on certain potentially more impactful uses via the CUP process versus having all possible development on the site subject to a PD Plan approval appears appropriate. The CUP process affords the public, Commission, and Council opportunities for review not dissimilar to that of the PD process, but is also remove unnecessary regulatory barriers if less intense commercial or residential uses are sought on the site.

Any development that results in trip generations greater than 100 trips in and out of the development site at peak hour is required to include a transportation impact study (TIS), which will be used to inform requisite transportation improvement projects to mitigate impacts of the new development. This will be considered at the time of development/platting. If the site were to be zoned out of PD, the Planning and Zoning Commission and City Council would no longer be included in the development process, with the exception of CUP pursuance, as potential development would be dictated by the zoning district and corresponding use-specific standards.

## **CONCLUSION**

While M-C uses may be supported by the comprehensive plan in some aspects, notably the future land use map, M-N zoning appears more appropriate based on the previously permitted SOI, zoning of the surrounding land uses, and the minutes related to C-P approval surrounding the site. The proposed rezoning to M-C has been reviewed by staff and external agencies and is believed to not be appropriate for the property due to by-right development opportunities available in the open zoning district. M-N zoning would provide similar commercial opportunities without substantial loss of uses currently permitted at a scale more consistent with surrounding zoning, and would allow greater control over particular uses that require a CUP in the M-N district that are otherwise by-right in the M-C district.

## **RECOMMENDATION**

Denial of the M-C zoning map amendment.

Alternatively, if believed appropriate and supported by the applicant, the Planning and Zoning Commission could recommend approval to rezone the parcel to M-N, which is consistent with the adjacent zoning, land use patterns north of St. Charles Road, and the comprehensive plan.

Regardless of the chosen course of action, the aforementioned recommendations require technical corrections to the provided legal description before this matter may be introduced to City Council.

## **ATTACHMENTS**

- Locator Maps
- Zoning Graphic
- Previously approved C-P SOI

## **SITE CHARACTERISTICS**

<b>Area (acres)</b>	2.92 acres
<b>Topography</b>	Sloping down to slightly north
<b>Vegetation/Landscaping</b>	Uncleared growth
<b>Watershed/Drainage</b>	Grindstone Creek, Hominy Branch
<b>Existing structures</b>	Demolished – permit from 2021

## **HISTORY**

<b>Annexation date</b>	2013
<b>Zoning District</b>	PD
<b>Land Use Plan designation</b>	Neighborhood and Commercial District
<b>Previous Subdivision/Legal Lot Status</b>	Not legal lot, never subdivided

## **UTILITIES & SERVICES**

All utilities and services provided by the City of Columbia.

## **ACCESS**

<b>East St. Charles Road</b>	
<b>Location</b>	Southern edge of site
<b>Major Roadway Plan</b>	Minor arterial
<b>CIP projects</b>	N/A
<b>Sidewalk</b>	Existing on southern edge of road, none on north except by intersections

## **PUBLIC NOTIFICATION**

All owners, occupants and tenants within 185 feet and City-recognized neighborhood associations within 1,000 feet of the boundaries of the subject property were notified via property owner letter on May 19 of the pending action. An ad was placed in the Columbia Daily Tribune on May 20, advertising the public hearing relating to the zoning of the property.

<b>Notified neighborhood association(s)</b>	None registered
<b>Correspondence received</b>	None received

Report prepared by David Kunz

Approved by Patrick Zenner