

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

**SUMMARY**

A request by Crockett Engineering (agent), on behalf of LOCALE23 LLC (owner), seeking the rezoning of two parcels from PD (Planned Development) to M-N (Mixed-Use Neighborhood). The 17.92-acre subject site is located southeast of the intersection of Lenoir Street and East Sugar Grove and commonly addressed as 4130 and 4150 Lenoir Street. **(Case # 78-2022)**

**DISCUSSION**

The applicant is seeking to rezone an approximate 17.9-acre parcel of property from C-P (Planned Commercial, now PD) to M-N (Mixed-use Neighborhood). The applicant was originally requesting M-C (Mixed-use Corridor) zoning, but has revised the request to M-N. The property was previously improved with the Sunset and Ed's Mobile Home Parks and is now vacant. The subject site is located southeast of the intersection of Lenoir Street and East Sugar Grove.

The site was annexed into the City in 2007 and assigned C-P zoning with uses consistent with C-1 (now M-N) zoning. The Statement of Intent (SOI, attached) was modified in 2015 to increase the potential building floor area and add a hospital as a potential use. The SOI also required that a traffic study be submitted in conjunction with any C-P development plan and that the developer be responsible for off-site improvements that the study may recommend. No development plan has been submitted or approved at this time. The current SOI has a height restriction of 45', limits maximum building floor area to 200,000 square feet, and requires 25% of the site to be maintained in open space.

This property is presently within the Urban Service Area (USA) as presented in the Columbia Imagined Comprehensive Plan. Electric service would be provided by Boone Electric which currently has an overhead line on-site. The site is within Consolidated Water District #1 territory; however, if they choose not to serve the site then the City may serve it. All other utilities would be provided by the City. Costs for utility extensions would be the responsibility of the developer.

**Zoning**

Requests for zoning map amendments are evaluated from several perspectives, including the surrounding zoning and land use mix, and how the requested zoning correlates with the Comprehensive Plan and its future land use designation.

This area falls under both the Columbia Imaged Comprehensive Plan and the East Area Plan. Both Plan's identify the property as being located with the future land use category of "Commercial". The East Area Plan also identifies this parcel as being located within the Clear Creek Watershed area. As the neither plan provides a specific commercial zoning designation for the property, additional analysis is required to determine the appropriate zoning for the site, whether that's M-N or M-C.

In terms of the surrounding land use and zoning adjacent to the site, the property to the north is zoned R-MF and is improved with the Lutheran Senior Services Continuing Care Retirement Community (CCRC). The property to the east is zoned A (Agriculture) district and is currently improved with the Discovery Ridge Research Park. The Park, established by the University of Missouri, is not subject to local land use or development controls. Given this dynamic, the East Area Plan designates the University's agriculture property in this location as an "Institutional" use.

The property has frontage on Lenoir Street which currently functions as an outer road to Highway 63 between the Grindstone Parkway interchange and Discovery Parkway interchange. The site is highly visible from the northbound lanes of the freeway and is within moderate vicinity, approximately 0.5-miles, of each interchange.

Land uses surrounding the Grindstone Parkway interchange are typical for a freeway interchange in that it is designated "Commercial" on the Future Land Use Map and largely consists of developed, M-C zoned parcels. The area west and south of the Discovery interchange is semi-developed and contains a mix of M-C and PD zoned property designated as commercial. The area east and northeast of the Discovery interchange is owned by the University and is mostly unimproved with the exception of the research park.

As described above, the surrounding area is a mix of commercial uses, limited residential property, and agricultural property not subject to local land-use controls. While the two freeway interchanges are identified as commercial nodes in both the Columbia Imagined and East Area Plans, this site is located ½ mile away and does not directly abut the nodes. Given this distance and the surrounding zoning, the site is not believed appropriate for more intense commercial uses generally found within the M-C district.

The requested M-N zoning would reduce the current PD mandated open space requirement from 25% to 15%. Since the PD was approved in 2008 and modified in 2015, the City has updated its development requirements via adoption of the UDC in 2017. As part of that process, updated regulations pertaining to landscaping/screening, climax forest, and significant trees preservation have been created that staff believes are an improvement over the existing standards that are otherwise applicable to the PD zoned property. The M-N zoning would also carry a more restrictive height limit of 35' thereby limiting potential building floor area as is consistent with the intent of the existing PD.

The site is not a legal lot and would require a platting action prior to building permitting. A traffic study may be required depending on what is ultimately proposed on the site. This is consistent with conditions imposed with the ordinance that granted the PD zoning.

These additional requirements, previously not available prior to 2017, build a strong argument that the current PD designation is not necessary unless significant control over the site development process is seen as essential.

Additionally, the conditions for surrounding zoning and land use have changed since originally zoned C-P in 2008. At that time, the Discovery Parkway interchange was still under construction. The planned development west and south of the interchange had not been constructed yet. Since then multiple phases of that development have been built out. The extension of Discovery Parkway from Gans Road to New Haven Road is currently scheduled for construction. This extension, once completed, will serve as an outer traffic loop for eastern Boone County and would provide connectivity to this parcel via Lenoir Street and Sugar Grove Road.

The requested rezoning will remove the PD plan requirement and SOI requirements regarding open space and building square footage, but would provide additional protections through the UDC and be more restrictive in regards to building height. The site's permitted uses would generally remain the same. The future land use designations, relative proximity to the interchanges, current permitted uses, ongoing development patterns, and additional provisions of the UDC are factors which lead staff to supporting the requested M-N zoning.

## **RECOMMENDATION**

Approve the request to rezone the property to M-N.

## **SUPPORTING DOCUMENTS (ATTACHED)**

- Locator maps
- East Area Plan
- 2015 Zoning Ordinance
- Surrounding Zoning Graphic

## **SITE CHARACTERISTICS**

|                               |  |
|-------------------------------|--|
| <b>Area (acres)</b>           | 17.9   |
| <b>Topography</b>             | Generally flat   |
| <b>Vegetation/Landscaping</b> | Significant trees on site; minimal tree cover left over from previous mobile home park |
| <b>Watershed/Drainage</b>     | Clear Creek  |
| <b>Existing structures</b>    | None   |

## **HISTORY**

|  |                                      |
|--|--------------------------------------|
| <b>Annexation date</b>                       | 2007                                 |
| <b>Zoning District</b>                       | Planned Development (previously C-P) |
| <b>Land Use Plan designation</b>             | Commercial District                  |
| <b>Previous Subdivision/Legal Lot Status</b> | Unplatted                            |

## **UTILITIES & SERVICES**

|                        |                                |
|------------------------|--------------------------------|
| <b>Sanitary Sewer</b>  | City of Columbia               |
| <b>Water</b>           | Consolidated Water District #1 |
| <b>Fire Protection</b> | City of Columbia               |
| <b>Electric</b>        | Boone Electric                 |

## **ACCESS**

| <b>Lenoir Street</b>      |                                 |
|---------------------------|---------------------------------|
| <b>Location</b>           | Southwest                       |
| <b>Major Roadway Plan</b> | Major Collector                 |
| <b>CIP projects</b>       | None                            |
| <b>Sidewalk</b>           | None; required upon development |

| <b>Sugar Grove Road</b>   |                                 |
|---------------------------|---------------------------------|
| <b>Location</b>           | North                           |
| <b>Major Roadway Plan</b> | Neighborhood Collector          |
| <b>CIP projects</b>       | None                            |
| <b>Sidewalk</b>           | None; Required upon development |

## **PARKS & RECREATION**

|                                |  |
|--------------------------------|--|
| <b>Neighborhood Parks</b>      | Phillips Park and Nifong Park across Highway 63 to the west      |
| <b>Trails Plan</b>             | Phillips Lake Trail across Highway 63 to the west                |
| <b>Bicycle/Pedestrian Plan</b> | Lenoir and Sugar Grove are roadways key to bike/ped connectivity |

### **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 26, 2022. Four postcards were distributed. One general inquiry was received from a University of Missouri representative.

Report prepared by Brad Kelley

Approved by Patrick Zenner