

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
January 5, 2023**

SUMMARY

A request by Crockett Engineering Consultants (agent), on behalf of Black Dog Consulting and Development, L.L.C. (owner), seeking approval of a rezoning from R-1 (One-family Dwelling) to R-2 (Two-family Dwelling) with the intent to develop the site with cottage-style lots. The 3.3-acre site is located on the eastern frontage of Oakland Gravel Road, approximately ~500 feet north of Blue Ridge Road and is commonly addressed 3612 Oakland Gravel Road. **(This request was previously tabled at the December 8, 2022 public hearing).**

DISCUSSION

The applicant is seeking to rezone 3.3 acres of property to R-2 zoning. The site is currently improved with a single-family structure. The applicant has stated that the purpose of the rezoning action is to develop the site with single-family structures on cottage-sized lots.

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. As part of the concept review, the applicant submitted a preliminary sketch (attached) of the lot layout which demonstrates a potential lot layout if cottage standards were granted. While the sketch provides a better understanding of the intended use, it is important to note that such submission is non-binding upon the applicant as the request is not proposed to be a PD (planned development). The inclusion of such material; however, reflects that the applicant has a clear intention for the infill development of the site.

The property is bordered on three sides by R-1 zoning and fronts Oakland Gravel Road to the west. According to the CATSO major roadway plan, Oakland Gravel Road is classified as a major collector and has existing sidewalk in place along this site’s street frontage. There are existing single-family structures on the adjacent lots to the north, east, and south and there is a heavily wooded treeline to the north. Across the street to the west, property is zoned R-MF and R-2 and is currently improved with duplexes. Further north approximately ~400’, properties are zoned R-MF and R-2 and are currently improved with multi-family structures and duplexes. The remaining surrounding zoning is R-1 property.

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.

- **Surrounding zoning** - The surrounding land use context generally consists of R-1 zoning with single-family structures in addition to nearby pockets of R-MF and R-2 zoning containing both

duplexes and multi-family structures. The requested R-2 zoning district is not incompatible with its surrounding zoning nor is it inconsistent as this portion of the Oakland Gravel Road corridor contains a mix of residential zoning districts.

- **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 classification within this district.
- **Location** - The property is located in an established neighborhood along an improved major street and is within walking distance of two City parks, the Bear Creek Trail, and multiple public schools. The street has sidewalk along its eastern frontage and has a project (#18) on the Sidewalk Master Plan to fill sidewalk gaps on the western frontage. Additionally, there is an existing CIP project (#2217) to fill sidewalk gaps and improve crossings between Blue Ridge and Vandiver to the south. Such locations may be considered capable of supporting residential, infill development.
- **Columbia Imagined Goals** – The request is in strong conformance with the City’s Comprehensive Plan *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). The existing R-1 zoning permits single-family detached homes as a principally permitted housing option. Diversity in housing options is constrained to lot area or other aesthetic/architectural design choices. The requested R-2 zoning principally permits two-family and one-family attached dwellings in addition to the one-family detached dwellings exclusively permitted by R-1 zoning. These additional residential land uses represent some of the housing types that constitute “missing middle” housing.

Additionally, the R-2 district provides a path, through the BOA, for “cottage” standards which is 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 the R-1 district. 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). R-2 zoning enables diverse housing options through additional permitted uses. However, 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 rezoning from R-1 to R-2, and subsequent grant of cottage standards, 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)
- **Land Use and Growth Management, Principles** – *Funding for maintenance and replacement of existing infrastructure in compact and contiguous urbanized areas will be prioritized to support higher density infill development projects over construction of new infrastructure to accommodate low-density suburban development* (pg 128). In this location, there is sufficient infrastructure to support the request in addition to ongoing and proposed trails and sidewalk projects.

Conclusion

The rezoning request strongly aligns with the goals of Columbia Imagined. While the surrounding properties are zoned R-1, the corridor contains pockets of duplex and multi-family land uses. Furthermore, the subject site itself is well suited for infill development given its proximity to existing schools, parks, trails and proposed trails. Infill development in conformance with R-2 standards would be able to utilize existing infrastructure either already in place or planned to be constructed.

The request is well-suited for residential, infill development given the surrounding land use characteristics, future land use map, the site's location, and consistency with the comprehensive plan's goals. 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 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
- Concept Review Sketch

SITE CHARACTERISTICS

Area (acres)	3.3
Topography	Mild downslope from east to west, towards street frontage
Vegetation/Landscaping	Turf, limited trees
Watershed/Drainage	Bear Creek
Existing structures	One single-family structure

HISTORY

Annexation date	1964
Zoning District	R-1
Land Use Plan designation	Neighborhood
Previous Subdivision/Legal Lot Status	Surveyed tract, not a legal lot

UTILITIES & SERVICES

Site provided with all City services.

ACCESS

Oakland Gravel Road	
Location	Along the west side of property
Major Roadway Plan	Major Collector (Improved and City maintained); 66-foot full width/33-foot half-width required; Additional right-of-way dedication required in the future.
CIP projects	CIP #2217 - Construct a sidewalk on the west side of Oakland Gravel Road from Vandiver Drive to Grizzly Court to fill in the sidewalk gaps. ½ mile South
Sidewalk	Sidewalk existing

PARKS & RECREATION

Neighborhood Parks	Albert-Oakland Park, 750' Southwest; Lange Park, ½ mile Northwest
Trails Plan	Bear Creek Trail, existing ½ mile Southwest; Proposed Bear Creek Trail extension, ¼ mile West; Proposed Colt RR Trail, 2/3 mile Southeast
Bicycle/Pedestrian Plan	Oakland Gravel Road is a key roadway to bike/ped connectivity. Proposed sidewalk project (#18) on Sidewalk Master Plan.

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 November 18, 2022. Thirty postcards were distributed. No correspondence has been received.

Report prepared by Brad Kelley

Approved by Patrick Zenner