

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
June 8, 2017**

SUMMARY

A request by Crockett Engineering Consultants (agent) on behalf of Phil and Erin Teeple (owners) to rezone 4206 Savoy Drive from R-1 (One-family Dwelling District) and A (Agricultural) to R-MF (Multiple-family Dwelling District). The 3.99-acre subject site is located on the east side of Strawn Road, approximately 900 feet north of Worley Street. (**Case #17-132**)

DISCUSSION

The applicant is requesting to rezone the subject property from A and R-1, which are typically developed with low density residential, to R-MF, which would permit, among other things, multi-family uses. The property is considered a split-zoned parcel, as it includes two separate zoning districts. The east portion of the lot was annexed and zoned A-1 in 1969 along with several other properties as part of an annexation action by the City, while the west portion was annexed in 1998 and permanently zoned to R-1. At the time of the later annexation, the existing Strawn School school building was located partially within the City and County. The school building is still existing on site, but has been converted into a single-family dwelling.

The R-MF district requires that a lot include at least 2,500 square feet of area per dwelling unit, and a 3.99 acres site could potentially yield up to approximately 69 dwelling units, which is roughly 17 du/ac (see attached use table for full listing of uses allowed in R-MF). In addition, the R-MF district includes different bulk requirements (setbacks, height, etc) that would change with the requested rezoning (see attached zoning summaries).

To the north of the site, the property is zoned PD and is subject to a residential PD development plan known as The Villas at Vintage Falls (attached) that allows all uses permitted in R-1 in addition to single-family attached villas, with a maximum density of 6 dwelling units per acre (6 du/ac). The development plan, which was approved in 2004 along with the zoning, include multiple variances (Sections 5-8 in the ordinance) that affect the design of Savoy Drive that is directly north of the subject site. The variances allowed the street to be constructed narrower, without sidewalks on the south side, as a longer terminal street than allowed, and with a non-standard turnaround at its terminus.

To the west, northwest and southwest, the site is adjacent to properties that are zoned City R-1 (One-family dwelling) or County R-S (Single-Family Residential), and are improved with existing single-family homes. To the southeast, the property is zoned R-MF and is currently vacant.

Columbia Imagined identifies the property in question as within the Neighborhood District, which it describes as, "The neighborhood district accommodates a broad mix of residential uses and also supports a limited number of nonresidential uses that provide services to neighborhood residents." The rezoning of the property would generally be consistent with the plan's residential designation; however, the plan is not detailed enough to provide guidance on different types of residential development and density (e.g. single-family vs. multi-family), as it generally distinguishes between broad categories of land use, such as commercial and industrial.

The comprehensive plan also includes goals of encouraging density, especially in the downtown core, and providing a variety of housing options. Higher density developments, especially as infill projects, allow the City to more efficiently serve them, and at the same time reduce the need to expand the City

boundary and infrastructure. However, even with the benefits associated with dense development, the preservation of existing neighborhood character should also be taken into account.

As part of its review, staff considered the surrounding land uses and how R-MF zoning would fit into the context of its surroundings and what impact the rezoning may have on the area now and in the future. The existing parcel has street frontage on Strawn Road and would most likely access Strawn in the event that the site is redeveloped. The zoning and land use of the other parcels that front onto or take access from Strawn are single-family. The proposed rezoning of the subject lot, in the midst of an existing mass of established residential properties, is not consistent with this established development pattern or character. This inconsistency is also true of the property zoned PD to the north, which includes attached single-family structures in a lower-density residential development. There is however property to the southeast of the subject site that is zoned R-MF, and the rezoning would be consistent between these two properties, but overall, given the location of the proposed rezoning located intermixed with single-family land use, the rezoning does not appear to be appropriate.

Access is also a concern. The site currently has street frontage on Strawn Road via a long stem portion of the property, which is currently a shared access way between the property owner and some of the adjacent property owners (although staff does not have any formal documentation of any access easements). In addition, if the property is not a legal lot, then it will be required to be platted. The property may be considered a stem lot (this would be evaluated at the time of platting), and the maximum allowed stem length is 250 feet.

Access to the multi-family site would be from a nearly 500-foot long driveway that is adjacent to single-family uses. Stems are permitted under certain conditions; however, given that the property owner is limited in their ability to avoid a stem since they only own the property in question, it would likely be approved. Given that stems are only allowed under specific conditions and should generally be avoided, and that the access is to a multi-family site by way of a stem that is located along single-family lots, using the site as multi-family with the expected access is not advised.

The site has potential access on Savoy Drive, but such access presents further concerns. As it currently exists, the subject property does not have frontage on Savoy, but the owner has secured a private access easement across the existing common lot that separates the site from Savoy. This easement allows ingress and egress from the site by way of a private driveway, although the easement includes restrictions on through traffic to Strawn Road. Use of this access as part of a future R-MF redevelopment may have negative impacts on Savoy Drive. The approval of the Vintage Falls PD plan included multiple variances to construct Savoy, which were granted based on the expected low volume of traffic on the terminal street. Additional traffic onto Savoy from a multi-family development would not be consistent with the terms under which the variances to Savoy were granted and may not be supported by existing infrastructure that was only installed to handle the existing Villas at Vintage Falls development traffic.

In addition, rezoning the property to R-MF would place a potential multi-family development at the end of a terminal street that is currently developed with single-family attached units. Typically, higher density development is best suited where it has access to streets that are considered collectors or arterials so that the higher number of trips generated from the site can be accommodated better. In a scenario where the site can access Savoy, the traffic from the multi-family development would travel through a lower density residential subdivision in order to access Worley, which is not recommended.

Additionally, the lot between the subject property and Savoy is a PD zoned common lot, and any access across the lot should have been approved through a PD amendment process. The existing

single-family driveway has little to no impact on Savoy; however, a R-MF development would significantly impact Savoy, and if the requested rezoning is approved and continuation of the access onto Savoy is desired by whomever develops the property, they should be required to secure an amendment to the existing PD plan. Given the above concerns; however, staff may not support such a request.

There may be alternative development opportunities that would allow higher densities on the site, but it would likely require obtaining full street frontage on Savoy, which then could allow development similar to that found within the Villas development. But as stated previously, this would likely require an amendment to the Villas PD plan. Other alternatives could include combining the parcel with the existing R-MF site to the south, which has more and better access for an R-MF development directly onto Worley; however, this still may not mitigate the impacts of a potential rezoning.

Furthermore, future redevelopment of the area could create a situation where the single-family zoning along Strawn is no longer viable. While there is no one specific trigger, the development of the large parcel at the southeast corner of I-70 Drive SW and Strawn, the development of the existing R-MF property at the corner of Worley and Strawn, the turnover (with the intent of redevelopment) of some of the existing single-family parcels along Strawn, or the improvement of Strawn Road to a higher capacity street could tip the scales on the feasibility of single-family in this location. But at this time, staff does not find that the surrounding development pressures are sufficient to rezone the property to R-MF.

It is worth noting that the existing building on the site does not conform to requirements of the R-MF for use as multi-family. This includes, but is not limited to, design requirements, parking, and screening. While non-compliant, the existing site improvements are considered legally non-conforming. The building, if retained, and site would need to be brought into compliance prior to use as multi-family.

Overall, given the context of the location and the surrounding land uses, staff does not support the requested rezoning. Higher density is supported by Columbia Imagined, and is appropriate in many instances, but staff finds that the current request is not appropriate given the potential impacts to the surrounding properties.

RECOMMENDATION

Denial of the request to rezone 4206 Savoy Drive to R-MF.

SUPPORTING DOCUMENTS (ATTACHED)

- Locator maps
- Zoning graphic
- UDC Permitted Use table
- UDC Zoning District Summaries
- PREVIOUSLY APPROVED - "The Villas at Vintage Falls" PD plan w/ ordinance
- Public correspondence

SITE CHARACTERISTICS

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|-------------------------------|--|
| Area (acres) | 3.99 |
| Topography | Sloping from east to west |
| Vegetation/Landscaping | Developed, turf and landscaping |
| Watershed/Drainage | Harmony Creek |
| Existing structures | 1 single-family dwelling (previously a school) |

HISTORY

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| Annexation date | 1969 (E) & 1998 (W) |
| Zoning District | R-1 (E) & A (W) |
| Land Use Plan designation | Neighborhood District |
| Previous Subdivision/Legal Lot Status | Unknown |

UTILITIES & SERVICES

All utilities and services provided by the City of Columbia

ACCESS

| Strawn Road(Route ZZ)/Scott Blvd Extension | |
|---|--|
| Location | West side of site |
| Major Roadway Plan | Major Arterial (Unimproved and MoDOT maintained; Up to 110-foot of ROW required; additional ROW required.) |
| CIP projects | None |
| Sidewalk | Sidewalks required |

| Savoy Drive (not adjacent) | |
|-----------------------------------|---|
| Location | North side of site |
| Major Roadway Plan | NA (improved & City-maintained). 38-foot ROW, no additional required. |
| CIP projects | None |
| Sidewalk | None required per approved PD plan |

PARKS & RECREATION

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|--------------------------------|---|
| Neighborhood Parks | Strawn Park |
| Trails Plan | Planned Harmony Creek Trail to the north. |
| Bicycle/Pedestrian Plan | No facilities adjacent to site. |

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 a public information meeting, which was held on May 16, 2017.

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| Public information meeting recap | Number of attendees: 43 Comments/concerns: Increase in overall traffic and through traffic, noise, crime, property values, height of R-MF buildings, emergency services access to site, inconsistent housing type, density |
| Notified neighborhood association(s) | Bellwood Homes HOA, King's Meadow NA, Smithton Ridge NA |
| Correspondence received | Attached |

Report prepared by Clint Smith

Approved by Patrick Zenner