AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
September 21, 2017

SUMMARY

A request by Crockett Engineering Consultants (agent) on behalf of Fred Overton Development, Inc. & Andrews ET AL (owners) to annex 54 acres into the City of Columbia and apply R-1 (One-family Dwelling District) as permanent zoning. The subject site is located on the north side of Gillespie Bridge Road, approximately 1,500 feet west of Louisville Drive. (**Case #17-172**)

DISCUSSION

The applicant is seeking to annex approximately 54 acres into the City of Columbia and permanently zone the property R-1. The site is currently located within unincorporated Boone County and is zoned A-2 (Agricultural), which requires a 2.5-acre minimum lot size. In addition, a preliminary plat for the property has been submitted for consideration as case #17-171.

The request includes two separately owned and described parcels, one on the east side of the site that is approximately 37 acres (the Andrews parcel), and the remaining 17 acres on the west side of the site (the Overton parcel). Both owners are requesting R-1 zoning upon annexation on their respective parcels.

The site is bordered on the north, south, and west by property that is currently located in unincorporated Boone County, and is also zoned A-2. The property to the north includes a single family structure and the majority of the parcel is in agricultural use. To the south, the property is similarly utilized, with a single-family dwelling and agricultural uses. A single-family structure is located west of the subject site on an approximately 6-acre parcel, and just to the west of that is a low density residential development in the County, Walnut Wood Estates.

The properties in question have contiguity with the City's existing municipal boundary to the east, where it abuts the Westcliff subdivision located on the east side of Perche Creek. Specifically, the Andrews parcel currently has contiguity with the City boundary, and the Overton parcel, which is not currently contiguous, would be contiguous once the Andrews parcel is annexed.

Zoning and Comprehensive Plan Considerations -

The comprehensive plan's future land use map identifies the property as being located within the "Neighborhood District" on the western portion of the property, with the portion within the floodplain identified as "Open Space/ Greenbelt" areas. In regards to the Andrews parcel, the entirety of the site is located within the floodplain, and the developability of the property is limited given its location. As such, rezoning the property to R-1 would not be consistent with the current and likely future use of the site, which is agricultural. Zoning the property as R-1 would create a potential nonconforming use on the property since agricultural uses are not permitted in R-1. Staff recommends that the site be zoned A (Agriculture), which is intended for sites that will provide large scale agricultural uses contained within the City. When evaluating the Overton parcel, staff considers the proposed zoning of the site to be consistent with the comprehensive plan's land use designation of the site as a "Neighborhood District".

On the west portion of the subject site, the parcel includes property that is not within the floodplain and could be suitable for residential development. The requested R-1 zoning for the site is considered

consistent with the comprehensive plan's intended use of the site, as it permits residential uses. However, the comprehensive plan does not detail specific densities that would be appropriate in certain areas. In this case, the context of the properties location and distance from the existing developed portion of the City is important, as there are no other developed areas west of Perche that are similar to the densities generally seen within the City. While there is limited residential development near this site, what is developed is generally rural in nature.

The Walnut Wood Estates subdivision includes large lots that range from 4 acres to over 20 acres, and the property directly to the west of the subject site includes one home on approximately 6 acres. Other County subdivisions along Route UU are similar in nature, and the remaining properties are generally undeveloped (and underdeveloped) parcels that are still larger.

The connectivity provided within the County subdivisions also differs from the objectives of urban-style development. Within Walnut Woods, connectivity is limited, as the site includes one access road serving the entire subdivision, and this is a similar feature of other County subdivisions. This is generally one of the expected contrasts between development within the City and County. The UDC includes subdivision requirements for connectivity between developments to maximize the efficiency of providing services and moving traffic in general within a more urbanized system. If growth is expected to occur in this area, along Gillespie Bridge Road and to a greater extent Route UU, it should be expected to provide the connectivity that is inherently desired in a more urbanized setting.

This site, given its location, may lack the ability to provide connectivity to a wider street network as it is boxed in by Walnut Wood Estates and Perche Creek. The UDC permits only 30 lots to be developed when only one point of access is provided to a through street, which in this case would not permit any further development to the north of the site without providing a second access point, which it currently does not have. Connectivity should be a primary goal of development in this region, and the City should strive to avoid a pattern of development pockets along Gillespie Bridge and Route UU that are not designed with connectivity in mind. Further evaluation of the broader street network could provide guidance for future development and should be considered.

As can be seen with the accompanying preliminary plat, the proposed development of the site is not consistent with the surrounding low-density development pattern. This is not inherently incompatible, as both are residential in nature; however, the desired development pattern on the site depends on the City's desired objectives for its long-term growth. On one hand, if it is considered an appropriate time to encourage development in this area, it is reasonable to permit higher-density development that is dissimilar to adjacent County development. In this scenario, in order to help direct the expected growth, an area land use plan may be beneficial in evaluating the area to determine appropriate land uses and densities, as well as determine the potential infrastructure that would be needed to serve the area, and to allocate the costs associated with the growth, such as road and bridge improvements that could be needed on Gillespie Bridge Road.

On the other hand, if the proposed annexation and development is expected to be an outlier, and limited other development is expected to occur in this area that would seek to connect to City services, then a lower density may be more appropriate. Development west of Perche Creek could be patterned after the rural densities and large lots that are already located along Gillespie Bridge Road and Route UU. Currently the only method to require lot sizes larger than 7,000 square feet would be through the use of Planned District (PD) zoning, which would permit restrictions to be placed on the property.

The subject site is not presently contained within the Urban Service Area (USA) as presented in Columbia Imagined. This does not prevent the annexation of the property as Columbia Imagined lays

out possible considerations when analyzing a site that is outside of the USA. Principally, City contributions for CIP projects that would benefit sites should be limited, and impact fees should be considered. At this point, no public investment will be involved in the extension of services to the site – such costs will be borne by the applicant. It is worth noting that the USA was intended to include areas that could be served by City sanitary sewer service, and areas that would be served in the near future due to existing CIP projects that would extend City sewer mains. The site can currently connect to the sewer main that is located along the Perche Creek with extension of a gravity sewer main approximately 1,500 feet to reach the Overton parcel. In this sense the site would normally be considered as able to be served by utilities, as would large areas of property west of the Perche Creek that are located in Boone County.

The underlying question on the desired development pattern in this location is if the City desires to expand the City's municipal boundaries west of the Perche Creek, which currently delineates the western limit of more urban/suburban growth. The decision to expand into this area will likely include additional fiscal impacts associated with infrastructure such as roads, as Gillespie Bridge Road is currently an unimproved road that can occasionally flood, and improvements may be needed in the future to upgrade the road to a minor arterial, as it is identified in the Major Roadway Plan (MRP). Currently, no plan or agreement is in place with the applicant to mitigate these potential long term costs that may be associated with future growth, and they would likely need to be funded by the City through the CIP.

It is also important to note that Columbia Imagined is not a regulatory document, and thus the recommendations provided within it cannot by themselves require compliance. However, the recommendations are used as a tool to identify areas of concern that could be addressed by the applicant or through approval conditions on the annexation, zoning, or platting by Council.

Conclusion

Currently, Perche Creek marks the western boundary of the City of Columbia, but it does not necessarily restrict the potential of the City to expand in that direction. The decision of how to expand in this area would be aided by the development of a land use plan that would identify the goals and objectives, as well as the challenges, for growth within the area and determine a strategic path forward. In the absence of a plan, there is little specific direction guiding land use decisions. If urban/suburban style development is desirable, as is reflected in the proposed preliminary plat, then R-1 zoning would be appropriate. However, if the proposed development of the Overton parcel is believed to be a limited expansion west of Perche that is not likely to perpetuate further interest in development in the area, then further restrictions on density may be appropriate, and a Planned District zoning designation should be considered.

RECOMMENDATION

- Denial of the requested R-1 permanent zoning for the Andrews parcel. As an alternative, the Commission may consider recommending such parcel be zoned A (Agriculture) district.
- Approval of the requested R-1 permanent zoning for the Overton parcel pending annexation.

SUPPORTING DOCUMENTS (ATTACHED)

- Locator maps
- Surrounding zoning graphic

SITE CHARACTERISTICS

Area (acres)	54
Topography	Sloping from west to east
Vegetation/Landscaping	Significant tree coverage on west side of parcel
Watershed/Drainage	Perche Creek
Existing structures	None

HISTORY

Annexation date	NA
Zoning District	Boone County A-2 (Agriculture)
Land Use Plan designation	Neighborhood District, Open Space/ Greenbelt
Previous Subdivision/Legal Lot Status	Not a legal lot

UTILITIES & SERVICES

Sanitary Sewer	City of Columbia (upon annexation and extension)
Water	CPWSD #1
Fire Protection	City of Columbia (upon annexation)
Electric	Boone Electric

ACCESS

Gillespie Bridge Road	
Location	South side of site
Major Roadway Plan	Minor Arterial (unimproved & County-maintained). 100-foot ROW (50-foot half-width) required.
CIP projects	None
Sidewalk	Sidewalks required.

PARKS & RECREATION

Neighborhood Parks	No park within ½ mile
Trails Plan	Planned Perche Creek trail to the east
Bicycle/Pedestrian Plan	No facilities in the area

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 July 18, 2017.

Public information meeting recap	Number of attendees: 11 Comments/concerns: Increased traffic and impact on nearby intersections and bridge, development inconsistent with adjacent development, removal of vegetation, development in/near floodplain,
Notified neighborhood association(s)	Longview Neighborhood Association Stonecrest Neighborhood Association
Correspondence received	None at time of report.

Report prepared by Clint Smith Approved by Patrick Zenner