



CITY OF COLUMBIA TENNESSEE
PLANNING COMMISSION
STAFF REPORT

STAFF REPORT CONTACT INFORMATION

Kevin McCarthy, AICP Planning Associate II, kmccarthy@columbiatn.com, 931-560-1560

APPLICATION NUMBER

22-0103

APPLICANT/PROPERTY OWNER

Wade Kincaid/ Rose Ogilvie McClain

PUBLIC HEARING DATE

N/A

PROPERTY ADDRESS/LOCATION

Tax Map 90 Parcels 29.00 & 29.02

SUMMARY OF REQUEST: Annexation, and Rezoning

The applicant requests annexation with a plan of services of approximately 9 acres off Martin Drive with a zoning designation of R-6. The applicant seeks these changes in order to subdivide the larger 15.4 acre site into 50 single family lots.



MAP SOURCE: City GIS

EXISTING ZONING	EXISTING LAND USE	SURROUNDING ZONING & LAND USE	SITE IMPROVEMENTS PROPOSED	SIZE OF PROPERTY
R-6/Unincorporated	Undeveloped	Undeveloped/Single Family	Single-Family Homes	15.4 ± acres

COMPATIBILITY with the COMPREHENSIVE PLAN

The future land use character area designation of the subject property is Urban Neighborhood. Most of the property is also located in an Area of Change (Connect Columbia Maps 3 and 4). The Urban Neighborhood Character Area Matrix supports medium-high density residential districts including R-6. The proposed annexation and rezoning implements the character area and is consistent with the Comprehensive Plan.

PROPERTY HISTORY

The subject site consists of two adjacent parcels totaling 15.4 ± acres. A portion of the property, approximately 5.45 acres, is located within the City of Columbia. The current zoning for the portion of the property that is inside the city is R-6, Medium High Residential. The property has been under the same ownership since at least 2012 and has remained vacant.

COMPATIBILITY with the ZONING ORDINANCE

Zoning Ordinance Referenced: (Proposed Zoning of R-6)

As required by Section 3.18.5.C of the Zoning Ordinance, the applicant submitted a concept plan in support of the annexation and zoning request. The concept plan depicts 50 residential lots. As proposed, the gross density of the development would be approximately 3.25 dwelling units per acre. The concept also depicts stormwater facilities and internal streets connecting to Martin Drive.

Sections 6.1.2 and 8.1.1 Land Use and Housing Type

The Zoning Ordinance limits development of properties in an R-6 zone to single-family residences (both detached and attached) and their subordinate accessory structures. The concept indicates the applicant’s intent to subdivide the property into lots which would accommodate single-family structures.

Sections 6.2.6 and 6.3.8 District Development Standards

The standards for conventional residential development in an R-6 zone include:

- Minimum lot size of 6,000 square feet with a lot width minimum of 50 feet;
- 20-foot minimum street yard setback;
- 7.5-foot minimum side yard setback; and
- 20-foot minimum rear yard setback.

The applicant’s concept plan generally conforms to these standards. Most lots are depicted with widths between 50 and 55 feet and depths between 110 and 125 feet. The concept depicts three cul-de-sacs. Lots with frontage on the cul-de-sacs have street frontages and lot widths which generally appear to conform to the standards of 6.2.6, which regulate such lots.

The Columbia City Council is currently considering adoption of a new zoning code. Under the proposed code, the zoning of the subject property will convert to CD-3. The concept does not conform to the standards of the CD-3 zone. Although the layout and lot configuration will differ, the site could likely accommodate a single-family subdivision of similar density under the new standards.

It is generally feasible to develop the site as depicted in the concept in conformance with the current Zoning Ordinance. It will likely be feasible to develop the site under the proposed Zoning Code. Greater detail will be required at time of Preliminary Plat. Staff will review any subsequent development proposal to ensure adherence with the standards prescribed in the standards in effect at that time.

On May 10, 2022, City Staff and other service providers provided technical comments to the applicant. As no revisions were requested, the applicant did not provide a resubmittal. However, some comments indicated that infrastructure improvements may be necessary to serve the development. These concerns are noted below in the discussion of criterion 6 under Section 3.18.7(B).

ATTACHMENTS (CIRCLE)	SUBMITTED PLANS	CITY MAPS	LEGAL NOTICE	LEGAL DESCRIPTION
	PUBLIC COMMENTS	AGENCY COMMENTS	RESPONSE TO STANDARDS	

Rezoning:

Staff reviewed the request for an amendment of the Official Zoning Map for consistency with the City of Columbia Zoning Ordinance. The relevant provisions of the Ordinance are listed below, followed by staff analysis.

3.18.7.B ACTION BY THE PLANNING COMMISSION FOR REZONING

The Planning Commission in its review and recommendation shall make specific findings with regard to the following grounds for an amendment and shall note the same in the official record as follows:

1. The rezoning is in agreement with the general plan for the area;
2. It has been determined that the legal purposes for which zoning exists are not contravened;
3. It has been determined that there will be no adverse effect upon adjoining property owners unless such effect can be justified by the overwhelming public good or welfare;
4. It has been determined that no one property owner or small group of property owners will benefit materially from the change to the detriment of the general public; and
5. It has been determined that conditions affecting the area have changed to a sufficient extent to warrant an amendment to the area's general plan or other applicable local plans, and consequently, the zoning map.
6. The availability of adequate school, road, parks, wastewater treatment, water supply, and stormwater drainage facilities.

Staff's review of Section 3.18.7(B) in relation to this rezoning request finds the following (standards are repeated in normal font; *staff analysis is italicized*):

1. The rezoning is in agreement with the general plan for the area;

Two elements of Connect Columbia are relevant to the consistency analysis of the proposed Zoning Map Amendment: 1) the Area of Change designation; and 2) the zoning classifications supported by the character area matrix.

Area of Change

Most of the property is located within an Area of Change. Connect Columbia establishes the designation at Map 3 of the Future Land Use Plan. The text of the Plan indicates that the Area of Change designation is an analytical tool and the first item of review for any proposed development (Connect Columbia p.19). The designations were developed through a process of public input during the drafting of Connect Columbia. This feature of the Plan identifies areas where the community anticipates new development (Connect

Columbia p. 14). The Area of Change Map relates to the Development Pattern criterion in each Character Area Matrix. The review criterion “ensure[s] that the context of the area surrounding the subject property is included fully in the review process” (Connect Columbia p. 14). The Urban Neighborhood Character Area Matrix indicates that “changes to the area are likely” and that development of the subject property is anticipated. New development “should blend with existing surrounding neighborhood assets” (Connect Columbia p.24). The applicant proposes an extension of the established pattern of density in the neighborhood southwest of the site. The concept plan shows connection to the street network via Martin Drive (Engineering has noted that the current condition of infrastructure in the area is substandard).

Urban Neighborhood Character Area Matrix

The current Comprehensive Plan designation for the subject property is Urban Neighborhood. The character area matrix supports residential uses in medium-high residential districts (Connect Columbia p.24). Sections 5.1.1 and 5.5.4 of the Zoning Ordinance establish R-6 as one of the implementing zone districts for this land use. Therefore, the proposed rezoning to R-6 is consistent with the existing future land use character area.

2. The legal purposes for which zoning exists are not contravened;

All future development will be required to conform to the Zoning Ordinance standards in effect at that time; therefore, legal purposes for which zoning exists will not be contravened.

3. There will be no adverse effects upon adjoining property owners;

All adjoining properties are currently vacant or single-family residential. The surrounding parcels all share a future land use designation of Urban Neighborhood. The eastern portion of the property is crossed by Lytle Creek. The property is bounded by Martin Drive to the west and by floodway/floodplain to the east. The parcels to the north are similarly crossed by floodway and floodplain. The City’s floodplain management program (Article 9 of the Zoning Ordinance) limits development in the floodway and mitigates potential adverse impacts of construction in the floodplain. This effectively creates a passive buffer around much of the property which reduces impacts on adjoining property owners.

4. No one property owner or small group of property owners will benefit materially from the change to the detriment of the general public;

The proposal will benefit a single property owner; however, any potential detrimental effects on the general public can be mitigated through the standards in the Zoning Ordinance.

5. Conditions affecting the area have changed to a sufficient extent to warrant an amendment to City's Zoning Map.

Demand for housing in the City of Columbia has increased to a sufficient extent to warrant the addition of R-6 zoned property to the City's zoning map. The demand for owner-occupied housing in Columbia has increased faster than supply. Between the decennial censuses of 2010 and 2020, the city's population grew at nearly twice the rate of its housing inventory.

Market data indicate that demand for housing in and around Columbia is strong and growing. Supply has not expanded fast enough to satisfy the increase in demand, resulting in rising prices.

Current statistics reported by the Southern Middle Tennessee Association of Realtors (SMTAR) confirms that this dynamic has continued through April of 2022. Within the eight-county area served by SMTAR, the inventory of homes on the market has declined by more than 44.2% year-over-year. At the same time, median prices have increased by more than 34.9%. The average time it takes for a listing to sell has fallen from one month to less than two weeks as the market rapidly absorbs new inventory.

Housing affordability has declined remarkably. The Association of Realtors reports that the Housing affordability index in the SMTAR market area has fallen to an index value of 73 as of April 2022. This means a household earning the median income would need to increase its earnings by nearly 37% in order to support a mortgage for a median priced home, with a 20% down payment.

Demand for single-family detached housing in medium-high density developments in Columbia is strong. Residents seeking to purchase a home face difficulty finding affordable and available homes. Even in the event of a market correction, demand for housing in Columbia is likely to remain above historic precedents. For these reasons, the Planning Commission may find that conditions affecting the area have changed to a sufficient extent to warrant an amendment to City's Zoning Map.

6. There are adequate schools, roads, parks, wastewater treatment facilities, water supply, and stormwater drainage facilities to support this zoning change.

Section 5.5 of the Zoning Ordinance establishes the residential districts used to implement Connect Columbia. The requested R-6 zoning designation permits the highest density of single-family residential districts. The R-6 designation is distinguished from the less-dense districts, in part, by the fact that "complete urban facilities are available prior to development" (Section 5.5.4).

During staff technical review, the City Engineer noted that "existing road infrastructure

is not adequate to serve the development.” Technical comments from other public service providers generally indicate services are in place to support the zoning change. However, upgrades to the wastewater system may be necessary to support development on this site and other properties in the area. Additionally, CPWS will study the existing infrastructure and determine its ability to provide water to the site at fire flow established by the Fire Marshall. Should adequate facilities not exist, the report will identify necessary improvements which will be the responsibility of the developer. Greater detail will be required before the conceptual development can proceed to subdivision.