

# Zoning & Subdivision Report

Planning & Development - 417/864-1611  
840 Boonville - Springfield, Missouri 65801

## Zoning Case Z-26-2008/ Conditional Overlay District #23

Location: 4833 South Campbell

Current Zoning: R-SF

Proposed Zoning: O-1 & GR w/COD

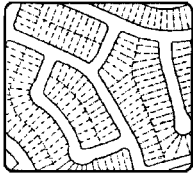
### LOCATION SKETCH



- Area of Proposal



1 inch equals 800 feet



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Planning & Development Department ~ 417/864-1611  
840 Boonville Avenue ~ Springfield, Missouri 65801

**ZONING CASE NUMBER Z-26-2008 & CONDITIONAL OVERLAY DISTRICT #23**

DATE: October 2, 2008

PURPOSE: To rezone a tract of land from an R-SF, Single Family Residential District to an O-1, Office District and a GR, General Retail District with Conditional Overlay District No. 23

BACKGROUND:

LOCATION: 4833 South Campbell

APPLICANT: Ward Branch Enterprises LLC and Joyce R Ward

TRACT SIZE: approximately 71.1 acres

EXISTING USE: Vacant land and one house

PROPOSED USE: Land uses allowed in the O-1, Office District and GR, General Retail District

RECOMMENDATION:

The request be **approved** with the requirements of the Conditional Overlay District #23.

FINDINGS FOR STAFF RECOMMENDATION:

1. The proposed rezoning is consistent with surrounding non-residential uses and zoning to the north along Campbell and at the northeast and southwest quadrants of the intersection of Campbell and Weaver.
2. The subject tract abuts an expressway (Campbell) and a secondary arterial (Weaver Rd.) street, so vehicular traffic would have easy access to it.
3. The request is consistent with the recommendations of the *Comprehensive Plan*, which identifies this area as an appropriate location for high intensity retail, office or housing.

4. Upon development of the property, bufferyards will be provided between this development and the adjacent residential development. Other restrictions on maximum height and floor area ratio will help to mitigate potential impacts from the proposed development.
5. Significant public improvements will be provided upon development of this property, including the construction of relocated Weaver Road through the subject property, expansion of Campbell Avenue to six lanes from James River Freeway to Weaver Road and internal street connections including the extension of Lakewood Street to Buena Vista.

FINDINGS FOR COMMISSION TO RECOMMEND DENIAL:

1. Development of the property under the existing Single Family Residential zoning district is consistent with the existing single-family developments to the west and south.

STAFF CONTACT PERSON:

Alana D. Owen, AICP  
Senior Planner

Attachments:

Attachment A, Background report  
Attachment B, Street system report  
Attachment C, Drainage report  
Attachment D, Description of neighborhood meeting  
Attachment E, Correspondence  
Exhibit 1, Provisions of Conditional Overlay District #23



ATTACHMENT A  
 BACKGROUND REPORT  
 ZONING CASE Z-26-2008 & CONDITIONAL OVERLAY DISTRICT #23

APPLICANT'S PROPOSAL:

The applicant is requesting to rezone the subject property from an R-SF, Single Family Residential District to an O-1, Office District and a GR, General Retail District with a Conditional Overlay District to restrict the floor area ratio to a maximum of 0.30 and to require certain improvements.

SURROUNDING ZONING AND LAND USES:

AREA	ZONING	LAND USE
North	O-1, GR & R-SF	The Library Center, proposed retail development, proposed single family homes
East	GR	Campbell Avenue, retail shopping center, restaurant, undeveloped land
South	HC & PD 274	Commercial uses, multi-family development
West	R-SF	Single family residential development

HISTORY:

This case was originally heard at the September 11, 2008 Commission meeting and was tabled to the September 25, 2008 meeting after discussion about buffering and design standards for the buildings that abut the residents of Wellington Hills to the west.

PUBLIC FACILITIES:

There is a connection fee to Sanitary Sewer District No. 36T of Section 15 of \$0.05863 per square foot of development that connects to this Sanitary Sewer District. Public sanitary sewer is available to the subject property. A sewer impact fee will be charged based on water meter size for each connection to sanitary sewer.

CITY UTILITIES:

City Utilities has no objection to the rezoning. However, there are multiple gas facilities that may be affected by future developments. Development of the subject property must be designed around these facilities and coordinated with City Utilities Customer Engineering Department.

#### ADJACENT PROPERTY OWNER COMMENTS:

Sixty-one (61) property owners are within 185 feet of this site and have been notified of this action. Staff received two letters from surrounding property owners concerning this proposal. The letters are attached (Attachment E).

#### NEIGHBORHOOD MEETING:

The applicant held a neighborhood meeting on this application on August 21, 2008. A copy of the meeting summary is attached (Attachment D).

#### STAFF COMMENTS:

1. This is a request to rezone approximately 14 acres to an O-1, Office District and approximately 57 acres to a GR, General Retail District. Approximately 25 acres of the existing tract of land owned by the applicant lying north of Wellington Hills Subdivision and east of Quail Creek Subdivision will remain R-SF, Single Family Residential. This application includes a Conditional Overlay District to restrict the floor area ratio within the proposed O-1 and GR zoned areas to a maximum of 0.30 and to require certain public improvements. The normal floor area ratio permitted in the O-1 and GR districts is 0.40 and 1.0 respectively. Approval of this application is consistent with the existing zoning and development to the north, east and south and will provide for a step-down of land uses from retail along Campbell Avenue and Weaver Road to office and then to single-family to adjoin the existing residential developments to the south and west.
2. The subject property is located at the northwest corner of Campbell Avenue, which is classified as an expressway at this location, and Weaver Road, a secondary arterial. The *Comprehensive Plan* identifies this as an appropriate area for high intensity retail, office or housing. The *Plan* further encourages the development of comprehensively planned neighborhoods that are supported by public open space, a mixture of housing types and are within a convenient walking distance of some retail stores and personal services. Approval of this request will further the development of a compact community in this area by providing jobs and services for the existing and planned residential development and will expand on the planned retail, office and residential development to the north.
3. Upon development of the subject property for retail and office uses, bufferyards will be provided adjacent to the residential development. A minimum of a twenty-foot wide bufferyard with plantings is required between the proposed GR zoning and the single family zoning to the west and south. Internal bufferyards will also be provided between the GR and O-1 zoned areas and adjacent to the proposed residential development on this tract and to the north. In addition, any structure built within the proposed GR zoned area will be required to remain below a thirty (30) degree bulk plane from any residential district. This will help to ensure that tall buildings are not constructed in a manner so as to visually dominate the adjacent residential homes. Any building constructed within the proposed O-1 zoned area must remain below a forty-five (45) degree bulk plane from any residential district. In addition to restricting the floor area ratio to 0.30 with the Conditional Overlay District, the buildable area of the subject property is further limited

by the floodway and floodplain located on the southern portion of the property. The Ward Branch creek traverses the property creating a significant area within the proposed GR zoned area that will remain undeveloped, which will provide additional protection for the single-family development to the west.

4. The Conditional Overlay District that accompanies this application requires several public improvements to accommodate this proposed development. The subject property will need to be subdivided with a major subdivision and development may be phased as long as the necessary public improvements to support each phase are provided as outlined in the Conditional Overlay District. The initial phase of development (Phase 1) will include development south of the Ward Branch creek up to a maximum traffic intensity of 3,000 daily trip ends, which equates to approximately 80,000 square feet of retail area. This Phase of development requires Weaver Road to be upgraded through the subject property and on the east side of Campbell Avenue. Phase 2 of the development includes the development of the subject property north of the Ward Branch up to a maximum traffic of 11,000 daily trips cumulatively in Phases 1 and 2, which equates to approximately 300,000 square feet of retail area. This phase of development requires that Campbell Avenue is upgraded to three lanes in each direction from the U.S. Highway 60 (James River Freeway) to Weaver Road. In addition, the intersection of Lakewood Street and Campbell Avenue must be reconstructed and Lakewood Street constructed west through the subject property to serve the proposed development. Lyon Avenue, which is the outer roadway along Campbell, must be relocated and connected between Lakewood and Lyon Avenue at the north property line of the subject property. Additional development of the subject property beyond what is permitted in Phases 1 and 2 will require the traffic study to be updated to determine future phasing of the development and construction of street improvements so that the current level of service is maintained until such time as other street system improvements such as the upgrade of the interchange of Campbell Avenue and U.S. Highway 60 (James River Freeway) and construction of Kansas Expressway, south of Republic Road to FR 178 (Weaver Road) are completed. The subdivision and development of this property will require that street connections be made to existing and proposed streets to the north, west and south to provide for interconnectivity of the street system and for internal circulation within the development. The connection of Lakewood Street to Buena Vista Street in Quail Creek Subdivision will be required in a future phase as determined by the updated traffic study, but at a minimum is required prior to the completion of the last phase of development. However, the connection will not be permitted until Buena Vista Street is extended at least to Farm Road 145 (Kansas Avenue), which may result in a delay to future phases of the development.

The portion of the property that will remain zoned for single-family residential use can be developed prior to the extension of Buena Vista for Farm Road 145 provided no direct street connection is made between the street system serving the non-residential development and the street system serving the residential area. An indirect connection of the street system could be provided by having a connection of the residential street system a block off the Lakewood/Buena Vista alignment. This would provide for interconnectivity without initially having a direct link between the residential and non-

residential development. However, Lakewood Street must be connected to Buena Vista Street and other platted street connections made between the zoning districts when Buena Vista Street is extended to Farm Road 145 (Kansas Avenue).

5. The *Parks, Open Space and Greenways Plan Element* of the *Comprehensive Plan* shows the future corridor of the Ward Branch Greenway extension through the subject property. Upon subdivision and development of the property, trail connections will be required to provide for the use and enjoyment of the amenity by those living and working in this area.
6. The applicant is exploring some funding options to assist with the public infrastructure costs associated with this development. A Community Improvement District (CID) similar to or an expansion of the one approved for the James River Commons development to the north has been discussed as well as the possibility of developing a Transportation Development District (TDD). The formation of either of these districts will require separate City Council action.
7. At the September 11, 2008 public hearing before Planning and Zoning Commission, there was concern expressed from residents within the Wellington Hills Subdivision regarding buffering and screening from their properties and the visual impact development of the subject property would have on them. As a result of that discussion, the applicant has agreed to provide for an area fifty feet wide along the east property line of the Wellington Hills residents that is undisturbed. This will provide for protection of the existing trees and natural screening that exists along Ward Branch creek. In addition, the applicant is proposing a one-hundred foot building and parking lot setback along that same property line to provide for more separation between the existing residences and proposed development on the site. This will help to mitigate the visual impact that development may have on the residential properties. To further mitigate any potential impact of the proposed development, the applicant is proposing some design standards for the buildings including the use of masonry or flush metal panels as a primary exterior surface material. In addition, façade colors must have low reflectance and metallic, black and fluorescent colors are prohibited. Service and loading areas must be located on the side or rear of all buildings and buildings shall be designed so that the entire service and loading operations are conducted on the building site and integrated into the architecture of the building.

ATTACHMENT B  
STREET SYSTEM REPORT  
ZONING CASE Z-26-2008 & CONDITIONAL OVERLAY DISTRICT #23

TRAFFIC ENGINEER:

- (1) The potential increase in trip generation by the proposed change of zoning is 26,000 trips per day and 2,200 trips in peak hour, which is greater than the 1,000 daily trips and 1000 peak hour trip thresholds for traffic analysis as shown in Table 1. A traffic impact study has been submitted by the applicant at a scope to address the proposed development.
- (2) The traffic impact study indicates excessive delays on Campbell Avenue with full development. Table 2 shows the trip generation information from the traffic impact study.
- (3) In five years, the traffic volumes on Campbell Avenue will consist of today's volume plus that as a result of increased trips from new development to the south and new trips to and from James River Commons under construction north of the Library Center. James River Commons will generate 9,200 new trips on Campbell Avenue between El Camino Alto Street and James River Freeway and 4,000 new trips on Campbell Avenue south of El Camino Alto Street. This development will generate 8,200 new trips on Campbell Avenue between Lakewood Street and James River Freeway and 4,100 new trips on Campbell Avenue south of Lakewood Street. The two developments combined result in 17,400 new trips on Campbell Avenue between James River Freeway and El Camino Alto Street; 12,200 new trips between El Camino Alto Street and Lakewood Street; and 8,100 trips south of Lakewood Street. The current volume on Campbell Avenue is approaching the design volume for six lanes between Weaver Road and the James River Freeway. The James River Commons development and this development generate enough new trips for an additional two lanes on Campbell Avenue between James River Freeway and Weaver Road.
- (4) Further analysis indicates that a six-lane expressway could accommodate some additional development, but not the full development permitted by this case. Up to 4,800 new trips could be accommodated on Campbell Avenue with the addition of an additional lane in each direction. Generation of 3,000 trips south of Ward Branch and 8,000 trips north of Ward Branch would result in 4,800 new trips on Campbell Avenue between Lakewood Street and James River Freeway and 2,400 new trips on Campbell Avenue between Lakewood Street and Weaver Road.
- (5) The conditions set a maximum intensity of development for Phases 1 and 2 and the required roadway improvements to meet those conditions. Table 3 shows the number of trips that could be generated and the resulting floor area for shopping center than could be developed. Further development could be delayed until additional street system in the area is constructed.
- (6) A street improvement project has been designed and right-of-way acquisition is underway for improving the intersection of Weaver Road and Campbell Avenue and Weaver Road approximately one-quarter mile in each direction to meet secondary arterial street standards and the identified traffic movement needs for the intersection.
- (7) Additional street improvements such as construction of Kansas Expressway south of Republic Road, construction of the bridge on Lakewood Street east of Campbell Avenue,

and extension of Buena Vista Street westward from Quail Creek subdivision to Farm Road 145 or future Kansas Expressway may be required for additional development.

- (8) Residential development could occur with connections only to the existing residential subdivisions.
- (9) No additional right-of-way is needed to meet standard on Campbell Avenue. Right-of-way is required for relocation of Weaver Road. Additional right-of-way could be needed to address needs identified by the impact analysis.
- (10) Provide for the Ward Branch linear park trail from Campbell Avenue to Weaver Road. Provide for a trail connection from the Ward Branch Trail to the Library Center.

	Area	Daily Trip Ends		AM Peak Hour		PM Peak Hour	
		Rate	Trip Ends	Rate	Trip Ends	Rate	Trip Ends
Existing Zoning (R-SF)	96 Acres	48	4,610	4	384	5	480
Proposed Lots 1-4 (GR)	57 Acres @ .3 x .85= 633,000 SF	43	27,220	1.0	633	3.7	2,342
Proposed Lots 5,6 (O-2)	14 Acres @ 0.3= 183,000 SF	11	2,010	1.6	293	1.5	275
Proposed Lots 7-65 (R-SF)	25 Acres	48	1,200	4	100	5	125
<b>Total Proposed</b>			<b>30,430</b>		<b>996</b>		<b>2,742</b>
<b>Change from zoning</b>			<b>+25,820</b>		<b>+612</b>		<b>+2,262</b>

	Area	Size	Daily	AM Peak Hour		PM Peak Hour	
				Trips In	Trips Out	Trips In	Trips Out
Residential	27	68 DU	651	13	38	43	25
Retail north of creek	52	577,606 SF	19,104	248	159	859	930
Retail south of creek	9	103,303 SF	6,241	88	56	276	299
<b>Total site trips</b>			<b>25,996</b>	<b>349</b>	<b>253</b>	<b>1,178</b>	<b>1,254</b>
Pass-by Trips	.25		6,499	87	63	294	313
Internal Trips	.20		5,199	70	51	236	251
New Trips	.55		14,298	192	139	648	690

	Floor Area		Daily Trip Ends		PM Peak Hour	
	Gross	Leasable	Rate	Trip Ends	Rate	Trip Ends
South of Creek	82,000	70,000	43	3,000	3.75	260
Total Commercial	301,000	256,000	43	11,000	3.75	960
Residential				700		70

Street Right-of-Way Requirement			
Street	Classification	Required ROW	Existing ROW
Campbell Avenue	Expressway	160'	220'-280'
Weaver Road	Secondary Arterial	80'	50'

ATTACHMENT C  
DRAINAGE REPORT  
ZONING CASE Z-26-2008 & CONDITIONAL OVERLAY DISTRICT #23

The Storm-Water division of Public Works has submitted the following comments that will apply when and if the subject site reaches the building-permit stage of development:

1. Drainage patterns for any runoff currently flowing across the site must not be blocked or altered by any future construction.
2. Any increase in impervious area from 1983 aerial photo information will require the development to meet current detention and water quality requirements. Impervious surfaces in place prior to 1983 and in currently in good condition can be credited as existing impervious surface.
3. Concentrated points of discharge from these improvements will be required to drain into a natural channel, public right-of-way, or a drainage easement.
4. Property is located within the 100-year floodplain. A floodplain development permit must be obtained for any development within the floodplain.
5. Provide a sediment and erosion control plan at time of development.
6. Provide a MDNR Land Disturbance Permit at time of development, if disturbing one acre or more.

EXHIBIT 1  
ZONING CASE Z-26-2008 & CONDITIONAL OVERLAY DISTRICT #23  
OVERLAY DISTRICT PROVISIONS

- A. Use Limitations- No certificate of occupancy shall be issued for development within this district until the property is final platted and the following improvements are completed or completion is phased in accordance with this section. The property may be final platted in phases provided all improvements necessary for a functional phase are completed.
1. Phase 1: The subject property may be developed south of the Ward Branch creek to a maximum traffic intensity of 3,000 daily trip ends provided the property is final platted and Weaver Road is upgraded through the subject property and on the east side of Campbell Avenue based on the currently approved design or other design approved by the Missouri Department of Transportation. Number of daily trip ends shall be calculated using floor area and trip generation values for average rates for each use as compiled in *Trip Generation*, 7<sup>th</sup> Edition, 2003 Institute of Transportation Engineers.
  2. Phase 2: The subject property may be developed north of the Ward Branch creek up to a maximum traffic intensity that does not exceed a total of 11,000 daily trip ends for Phase 1 and 2 cumulatively, provided the portion of the property to be developed is final platted and the following improvements are completed. The improvements required for Phase 1 must be completed or done concurrently with the improvements for Phase 2.
    - a. Campbell Avenue is upgraded to three (3) through lanes in each direction from U.S. Highway 60 (James River Freeway) interchange to Weaver Road.
    - b. The intersection of Lakewood Street and Campbell Avenue is reconstructed with lane geometrics identified in the applicant's traffic impact study and Lakewood Street is constructed from Campbell Avenue west through the subject property a distance adequate to serve the development proposed for Phase 2, or a sub-phase thereof.
    - c. Lyon Avenue is relocated and connected between new Lakewood Street and Lyon Avenue at the north property line of the subject property at a location and with a design acceptable to the Director of Public Works.
  3. Additional development on the subject property with trip generation greater than that permitted in Phases 1 and 2 (defined above) shall require an update to the traffic study to determine future phasing of the development and construction of street improvements. The current level of service on Campbell Avenue must be maintained until such time as other street system improvements in the area are made such as the upgrade of the interchange of Campbell Avenue and U.S. Highway 60 (James River Freeway) and extension of Kansas Expressway, south of Republic Road to FR 178 (Weaver Road) are completed. The connection of Lakewood Street to Buena Vista Street in Quail Creek subdivision shall be constructed in the appropriate future phase as determined by the updated traffic

study, but at a minimum is required prior to the completion of the last phase of development of the subject property. This connection shall not be constructed until Buena Vista Street is extended westward at least to Farm Road 145 (Kansas Avenue), which could result in delaying development of one or more future phases of the subject property.

4. The portion of the subject property zoned for single family residential use can be developed prior to the extension of Buena Vista Street to Farm Road 145 provided no direct street connection is made between the street system serving the non-residential zoning districts and the street system serving the residential zoning district. Lakewood Street must be connected to Buena Vista Street and other platted street connections made between the zoning districts when Buena Vista Street is extended to Farm Road 145 (Kansas Avenue).

B. Bulk and Intensity of Use Restrictions – Development within this district shall be limited to a maximum floor area ratio of 0.30.

The following table provides equivalent floor area for the number of trips permitted for Phase 1 and Phase 2.

Intensity Equivalents for COD #23 for Shopping Center Use						
	Floor Area		Daily Trip Ends		PM Peak Hour	
	Gross	Leasable	Rate	Trip Ends	Rate	Trip Ends
Phase 1	82,000	70,000	43	3,000	3.75	260
Phase 1 & 2	301,000	256,000	43	11,000	3.75	960

C. Design Requirements – Development within this district shall adhere to the following:

1. Building materials and colors
  - a. Masonry or flush metal panels (exterior wall system with no exposed ribs) shall be used as a primary exterior surface material.
  - b. Façade colors shall have a low reflectance. High-intensity, metallic, black or fluorescent colors are prohibited.
2. Service and Loading Areas, Off-street loading shall be regulated in accordance with *Sections 5-1600* and *6-1302* of the *Springfield Zoning Ordinance*. The following requirements are supplementary:
  - a. All service and loading areas shall be located in the side or rear yard of buildings.
  - b. Service and loading areas shall be designed so that the entire service and loading operations are conducted on the building site and shall be integrated in to the building architecture. The visibility of service and loading from public streets shall be minimized or eliminated.

D. Bufferyard Requirements – The following bufferyard shall be required:

An area at least fifty (50) feet wide shall remain undisturbed along the west property line adjacent to Wellington Hills Subdivision. In addition to the plantings as required in *Section 6-1200* of the *Springfield Zoning Ordinance*, one (1) additional evergreen tree shall be planted every thirty (30) feet along west property line, north of the floodplain, along the west property line adjacent to the Wellington Hills Subdivision