



Housing Discussion - UDO Zoning and Review Process Opportunities

Community & Economic Development Committee
September 10, 2025





JUNE 10, 2025, CITY COUNCIL DIRECTION



**Ignite!
Strategic Plan**



**Ignite!
Comprehensive Plan**

Opportunities for Process Updates:

- ✓ Administrative Reviews
- ✓ Streamlined Procedures





UDO Opportunities

Review & Process Areas

1. Modifications
2. Preliminary Development Plans - submittal requirements
3. Preliminary Development Plans - revisions
4. Preliminary Development Plan - extensions
5. Concept Plans - submittal requirements

Zoning Reform Areas

1. Land Use Entitlements – expanding housing choice
2. New Conventional Zoning District (R-2)
3. Public Hearings-number of hearings for PDPs and revised PDPs

HOUSING BENEFITS FROM ZONING REFORM AND PROCESS UPDATES

- ➔ Additional housing diversity opportunities
- ➔ Increase housing stock on the market
- ➔ Reduce development application fees
- ➔ Enhanced efficiencies and review times
- ➔ Keep our competitive edge as a place of choice to do business
- ➔ Major piece to the holistic approach to housing



1. MODIFICATIONS



Currently, per Section 2.320, even minor modifications cannot be approved administratively.

C. Modifications.

1. The Commission may recommend, and the Governing Body may approve, pursuant to the procedures set forth in this section, a preliminary development plan that modifies one or more of the restrictions or requirements found in this chapter, including, but not limited to, density and minimum lot size requirements, floor area ratios, building setback requirements, design standards, required minimum public improvements, building materials and color, maximum structure heights, parking, landscaping, buffering and tree protection requirements.
2. When a modification request is made that is not part of a pending rezoning application, the Commission may approve, pursuant to the procedures set forth in this section, a preliminary development plan that modifies one or more of the following requirements found in this chapter to: parking lot design, landscape buffer location, and rooftop mechanical unit (RTU) screening design.

1. MODIFICATIONS



Existing modification process takes 3 -4 months if requires Council approval and 1 month if PC approval only.

Staff review would take 7-10 days.



Modification	CC Approval	PC Approval	Staff Approval	Recommended Additional Staff Approvals
density & floor area ratio	✓			
parking	✓	parking lot design	parking reductions during FDP	parking lot design (moved from PC)
min. lot size	✓			
building setbacks	✓		10 %, not to exceed 1-ft.	Up to 15%. Up to 5-ft. for replacement/repair of existing residential principal or accessory structures (excl. multi-family)*
design standards	✓	RTU screening type		
min. public improvements	✓		Stormwater/minor road improvements	
building materials	✓		Necessary classification table updates	
building height	✓			
landscape buffering	✓	buffer location		buffer location (moved from PC)
tree preservation & landscaping	✓			

2. PDP SUBMITTAL REQUIREMENTS



Sec. 2.300. - Preliminary development plans; when required.



- A. A preliminary development plan application shall be submitted for the following situations:
1. The rezoning of a property to any district except districts AG, RDR, RLL and R-1. A preliminary development plan shall be submitted and reviewed by the Commission and Governing Body simultaneously with the rezoning of the property, except as provided under "Conceptual Development Plan; when permitted;"
 2. The development of any vacant property in a planned district;
 3. The redevelopment of any property;
 4. A change in the primary use of property that negatively impacts traffic circulation or significantly intensifies traffic generation necessitating the formation and approval of a development agreement by and between the developer and the Governing Body for identified traffic improvements;
 5. The development of a non-residential use in the AG, RDR, RLL and R-1 districts;
 6. The request of any modification of this chapter;
 7. A substantial change to an approved preliminary development plan as defined by this article;
 8. A preliminary development plan may be required for a request for a special use permit per [Article 6](#), Division III;
 9. With a modification request, when the request is not associated with an application to rezone the property.

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2. The development of any vacant property in a planned district;
3. The redevelopment of any property;
4. A change in the primary use of property that negatively impacts traffic circulation or significantly intensifies traffic generation necessitating the formation and approval of a development agreement by and between the developer and the Governing Body for identified traffic improvements;
5. The development of a non-residential use in the AG, RDR, RLL and R-1 districts;
6. The request of any modification of this chapter;
7. A substantial change to an approved preliminary development plan as defined by this article;
8. A preliminary development plan may be required for a request for a special use permit per [Article 6](#), Division III;
9. With a modification request, when the request is not associated with an application to rezone the property.

Allow exemption to the PDP requirement if developing or redeveloping only 3 single family or 3 duplex or less.

2. PDP SUBMITTAL REQUIREMENTS



Add - 6. for flexibility and way to address one -off situations

B. A preliminary development plan is not required for the following situations:

1. The rezoning to the AG, RDR, RLL or R-1 districts or for any residential development in the AG, RDR, RLL or R-1 districts provided no modifications of any regulation contained in this chapter are requested; or
2. The development of any property in the CS and PI districts provided no modifications of this chapter are requested; or
3. A City initiated rezoning of any property; or
4. A building addition onto an existing building that did not require a preliminary development plan, provided that a substantial change would not be created per this article; or
5. A rezoning to any planned district if the property to be rezoned is fully developed and no substantial changes to existing building(s) or site improvements are planned.

6. Or other situations as determined by the Director and not identified in this section.



3. PRELIMINARY DEVELOPMENT PLAN (PDP) REVISIONS - UDO 2.330

Full PDP Process (3 -4 months)

B. Definition of substantial changes. For purposes of this section, "substantial changes" to the approved preliminary development plan shall mean any of the following;

1. A change in the phases as originally specified in the preliminary development plan that would have a negative impact on the traffic circulation.
2. Increases in the density or intensity of residential uses of more than ten percent.
3. Increases in the total floor area of all nonresidential buildings covered by the plan of more than 25 percent.
4. Increases of lot coverage of more than ten percent.
5. Increases in the height of any building of more than 25 percent.
6. Changes of architectural style that will make the project less compatible with neighboring uses.
7. Changes in ownership patterns or stages of construction that will lead to a different development concept.
8. Changes in ownership patterns or stages of construction that will impose substantially greater loads on streets and other public facilities.
9. Decreases of any setback of more than ten percent.
10. Decreases of areas devoted to open space of more than ten percent of such open space, or the substantial relocation of such areas.
11. Changes of traffic circulation patterns that will negatively affect on-site and/or off-site traffic.
12. Changes of existing and/or proposed pedestrian walkways that will negatively affect pedestrian traffic.
13. Modification or removal of conditions to the preliminary development plan approval.
14. Changes to the water or sanitary sewer plans that impact these utilities outside the project boundaries.

Administrative Review (4 -6 weeks)

C. Definition of minor changes. For purposes of this section, "minor changes" to the approved preliminary development plan shall include, but not be limited to the following:

1. Increases in the density of residential uses up to and including ten percent.
2. Increases in the total floor area of all nonresidential buildings covered by the plan up to and including 25 percent.
3. Increases of lot coverage up to and including ten percent.
4. Increases in the height of any building up to and including 25 percent.
5. Decreases of any peripheral setback up to and including ten percent.
6. Decreases of areas devoted to open space up to and including ten percent.
7. Reconfiguration of buildings provided that no required setbacks are violated.
8. Revised phasing plan that has no substantial impact upon traffic circulation or required street construction.



3. PRELIMINARY DEVELOPMENT PLAN (PDP) REVISIONS

Recommended updates to
increase qualifying “minor
changes” for administrative
review” - up to the district
allowance.

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13. Modification or removal of conditions to the preliminary development plan approval.
14. Changes to the water or sanitary sewer plans that impact these utilities outside the project boundaries.

4. PDP EXTENSIONS



Currently, Section 2.320 requires City Council approval of time extensions for PDPs; unless the PDP revision was approved Administratively.

- E. Duration of validity. Preliminary development plan approval by the Approving Authority shall not be valid for a period longer than 24 months from the date of such approval, unless within such period a final development plan application is submitted. The Approving Authority may grant one extension not exceeding 12 months upon written request.

4. PDP EXTENSIONS

Existing Extension Authorities per Plan/Plat Type

Governing Body
Authority
4-week process

- ✓ Preliminary Development Plans

Administrative
Authority
1-week process

- ✓ Minor Revised PDPs
- ✓ Preliminary Plats
- ✓ Final Plats
- ✓ Final Development Plans



5. CONCEPT PLAN SUBMITTAL REQUIREMENTS



Sec. 2.400. - Conceptual Development Plan; when permitted.

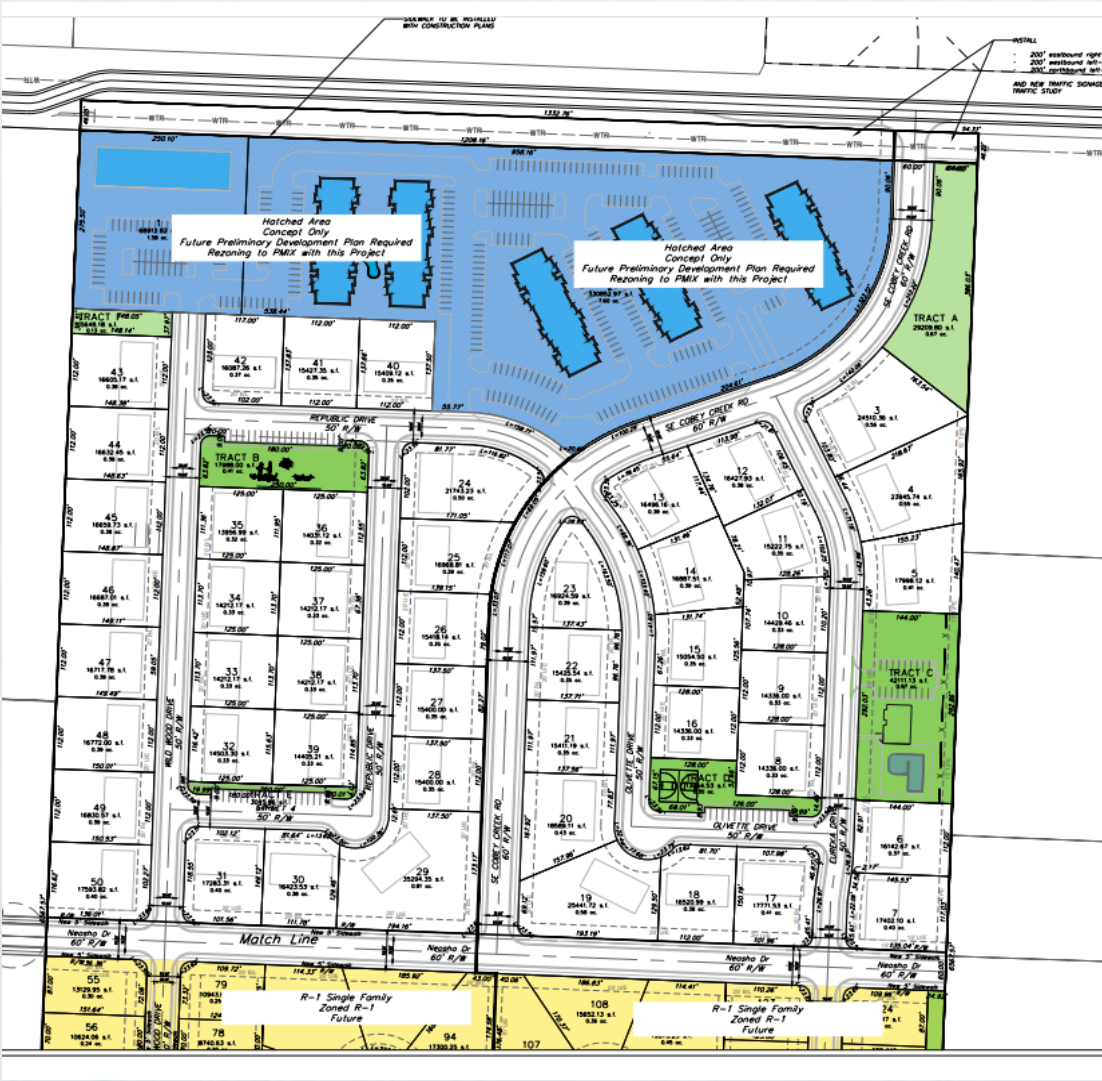
- A. Statement of intent. A conceptual development plan is designed to allow review of developments or redevelopments, consisting of larger acreages or multiple uses, prior to review of one or more preliminary development plans for part or all of the property. A conceptual development plan is not intended to replace a preliminary development plan, but rather is designed to provide additional flexibility to review developments and redevelopments in the early stages of the process. A conceptual development plan provides a framework for which phases of the development will occur.
- B. When allowed. A conceptual development plan will be allowed for any multiple-use development. A conceptual development plan does not substitute for a preliminary development plan, but may be reviewed and approved prior to consideration of one or more preliminary development plans for the property.
- C. Submission requirements. All contiguous property under common ownership, common control or common option to purchase shall be shown on the conceptual development plan, and the following materials and information shall be submitted with a conceptual development plan application:
 - 1. All general application requirements contained in Section 2.040.A.;
 - 2. All plan submission requirements in Section 2.040.B.;
 - 3. Total number of dwelling units, if applicable;
 - 4. Total square feet of commercial/retail development;
 - 5. General street layout;
 - 6. General lot and parcel layout including all structures;
 - 7. Typical structure elevations including materials and colors;
 - 8. Preliminary water and sanitary sewer availability calculations;
 - 9. Conceptual landscape plan; and
 - 10. Any other information as may be deemed necessary by the Director to provide adequate review of the application.

Section 2.400 requires detailed information that applicants do not have if they are requesting a concept plan route as tenants/businesses are not identified yet. This allowance for flexibility is why this concept plan option was created.

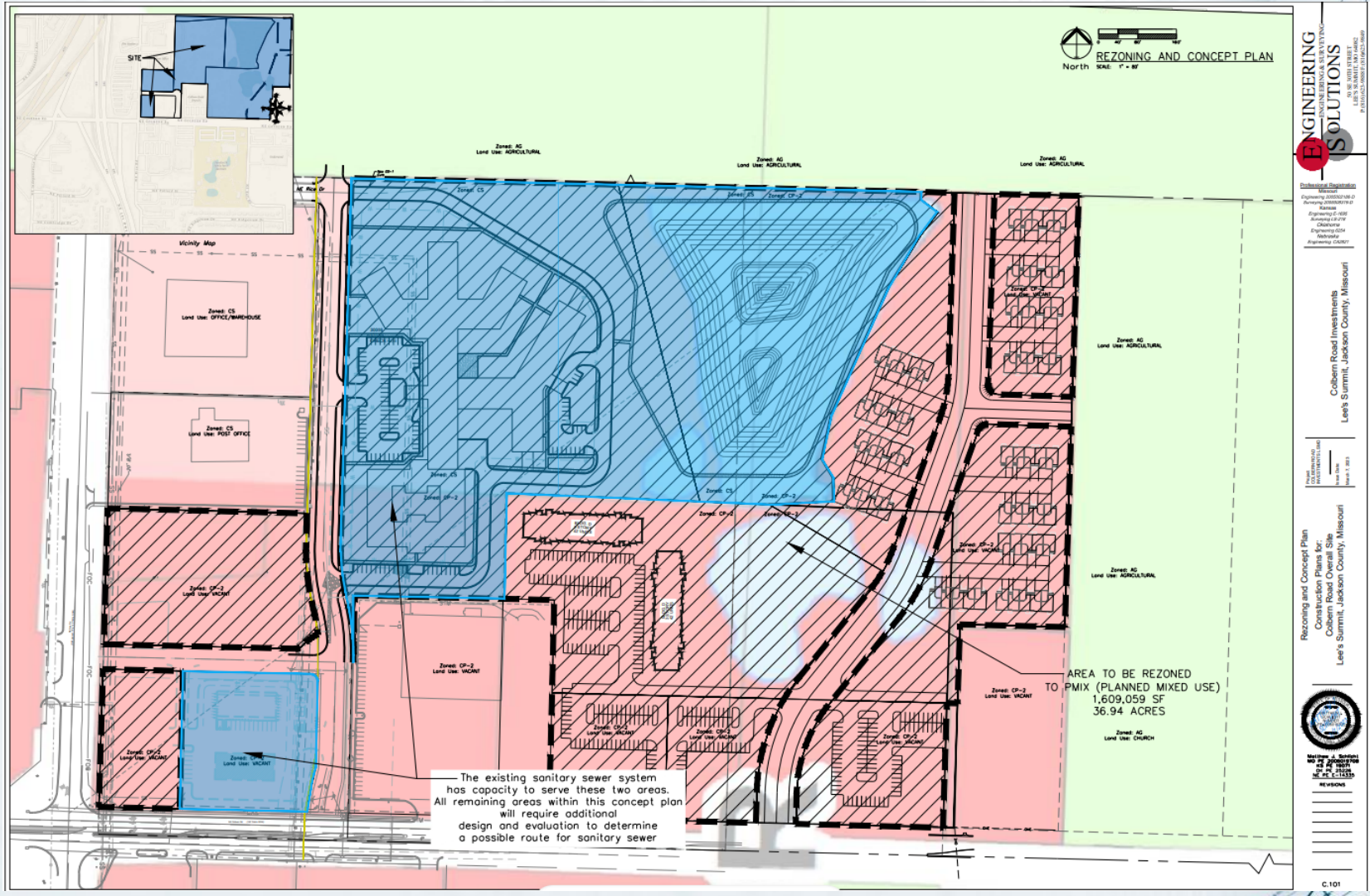
If approved, a full PDP for review at Planning Commission and City Council is required and includes items 4 and 7.

5. CONCEPT SUBMITTAL REQUIREMENTS

Examples



Ovation Residential



Colbern Senior Living

Review and Process Efficiencies - Discussion

1. Modifications
2. Preliminary Development Plans - submittal requirements
3. Preliminary Development Plans - revisions
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Next up..... zoning reform recommendations

1. LAND USE ENTITLEMENTS

Opportunities for additional housing types throughout our zoning districts.

	AG	RDR	RLL	R-1	RP-1	RP-2	RP-3	RP-4
Dwelling, Single- Family Detached	P	P	P	P	P	P	P	P
Dwelling, Single- Family Attached (Townhouse)						P	P	P
Dwelling, Two-Family ("Duplex")						P	P	P
Dwelling, Three- Family ("Triplex")							P	P
Dwelling, Four-Family ("Fourplex")							P	P
Dwelling, Multi-Family (Apartment)								P
Dwelling, Loft								
Dwelling, Zero-Lot Line Development					P	P	P	P
Short Term Rentals	C			C		C	C	C
Convalescent, Nursing or Retirement Home	S	S	S	S	S	S	S	S
Group Home for Persons w/Disabilities, Hospice, or Special Care	S	S					S	S
Halfway House	S	S					S	S
Manufactured Home Park	S	S						

1. LAND USE ENTITLEMENTS

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Dwelling, Single- Family Attached (Townhouse)				P	P	P	P	P
Dwelling, Two-Family ("Duplex")					P	P	P	P
Dwelling, Three- Family ("Triplex")						P	P	P
Dwelling, Four-Family ("Fourplex")							P	P
Dwelling, Multi-Family (Apartment)								P
Dwelling, Loft								
Dwelling, Zero-Lot Line Development					P	P	P	P
Short Term Rentals	C			C		C	C	C
Convalescent, Nursing or Retirement Home	S	S	S	S	S	S	S	S
Group Home for Persons w/Disabilities, Hospice, or Special Care	S	S					S	S
Halfway House	S	S					S	S
Manufactured Home Park	S	S						

2. CONVENTIONAL R -2 RESIDENTIAL DISTRICT

Existing
districts that
allow
residential
development

AG, RDR, RLL, and
R-1 are all
“conventional”
zoning districts.

	AG	RDR	RLL	R-1	RP-1	RP-2	RP-3	RP-4	PRO	NFO	TNZ	PO	CP-1	CP-2	CBD
Dwelling, Single- Family Detached	P	P	P	P	P	P	P	P	P	P	P				
Dwelling, Single- Family Attached (Townhouse)						P	P	P	P	P	P				P
Dwelling, Two-Family ("Duplex")						P	P	P							P
Dwelling, Three- Family ("Triplex")							P	P							P
Dwelling, Four-Family ("Fourplex")							P	P							P
Dwelling, Multi-Family (Apartment)								P							P
Dwelling, Loft									P	P	P	P	P	P	P
Dwelling, Zero-Lot Line Development					P	P	P	P	P	P	P				P
Short Term Rentals	C			C		C	C	C	C						C
Convalescent, Nursing or Retirement Home	S	S	S	S	S	S	S	S	S			S	S	S	
Group Home for Persons w/Disabilities, Hospice, or Special Care	S	S					S	S					S	S	
Halfway House	S	S					S	S					S	S	
Manufactured Home Park	S	S													

2. CONVENTIONAL R -2 RESIDENTIAL DISTRICT

Sec. 2.240. - Rezoning; application—Contents and submission requirements.

The following items shall be submitted in support of an application for rezoning:

- A. All general application requirements contained in Section 2.040.A.
- B. All plan submission requirements contained in Section 2.040.B.
- C. Rezoning map, showing the following:
 - 1. Boundaries of the property to be rezoned;
 - 2. Legal description;
 - 3. Existing and proposed zoning district(s) of the property to be rezoned;
 - 4. Zoning, land use, and ownership of all parcels within 185 feet of the property to be rezoned.
- D. A preliminary development plan or a conceptual development plan, as required by this article, shall be submitted with every application for rezoning, except that a preliminary development plan need not be submitted for any rezoning to the AG, RDR, RLL, or R-1 District if the applicant does not propose the modification of any regulation contained in this chapter pursuant to this article.
- E. Rezoning to the R-1 District shall require a preliminary plat submittal concurrent with the rezoning application.



2. CONVENTIONAL R -2 RESIDENTIAL DISTRICT

An R-2 District would function exactly like our existing R-1 District.

- Public hearing, neighborhood meeting, PC review, and Council approval required.
- Single family, townhome, and duplexes permitted by-right.
- Modifications or negotiation of code requirements are not permitted unless a PDP is submitted.
- Development standards already established by the Governing Body and codified into the UDO.



2. CONVENTIONAL R -2 RESIDENTIAL DISTRICT

While plats do not include architectural drawings, tree preservation, grading and stormwater management, these items are all still required and must meet all UDO requirements.

Preliminary Plan (PDP)

- ✓ Site Layout
- ✓ Engineering Plans
- ✓ Architecture
- ✓ Landscaping

Preliminary Plat

- ✓ Site Layout
- ✓ Lots, Lot Sizes,
- ✓ Ingress/Egress
- ✓ Sidewalks



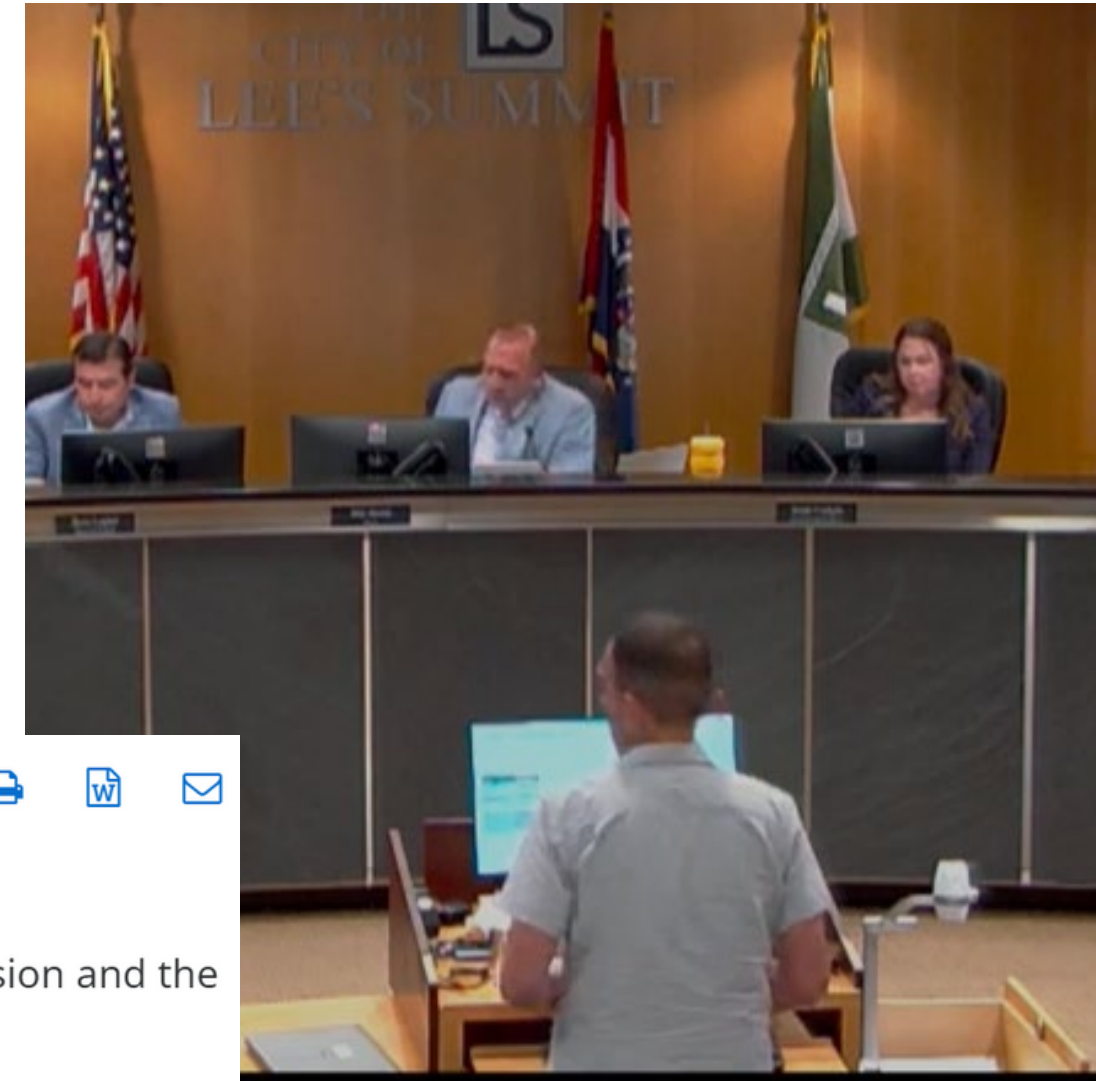
3. PUBLIC HEARINGS

Main UDO section regarding public hearings

Sec. 2.150. - Public hearings.

A. When required.

1. Two hearings required. The following applications require public hearings before the Commission and the Governing Body:
 - a. Unified Development Ordinance Text Amendments;
 - b. Rezoning;
 - c. Special use permit;
 - d. Conceptual Development Plan;
 - e. Preliminary Development Plan;
 - f. Street name change, except as provided below; and
 - g. Vacation of right-of-way.



3. PUBLIC HEARINGS

Concerns with 2 public hearing process for a PDP

- Time delays by adding an additional 10 -14 days to the process and longer if applicant needs to amend part of their application.
- Construction delays resulting in increased expense to developers.
- Can discourage development/redevelopment.
- Delays and frustration for residents.



3. PUBLIC HEARINGS

Opportunity to streamline process with 1 public hearing for revised PDPs also.



A. Requirement. When a change is proposed to an approved preliminary development plan, the following shall govern the type of application required:

1. Substantial changes. A new preliminary development plan application shall be submitted. Approval of the new preliminary development plan shall follow the procedures for approval of preliminary development plan applications as set forth in this article. In determining whether to approve an application for a substantial change to a preliminary development plan, the Commission or Governing Body shall apply the criteria set forth in this article. In the event that the application for the preliminary development plan is denied, the previously approved preliminary development plan will remain in effect.

Recommendation that a PDP is still required and must have Planning Commission review and public hearing prior to City Council decision .

3. PUBLIC HEARING OPPORTUNITIES

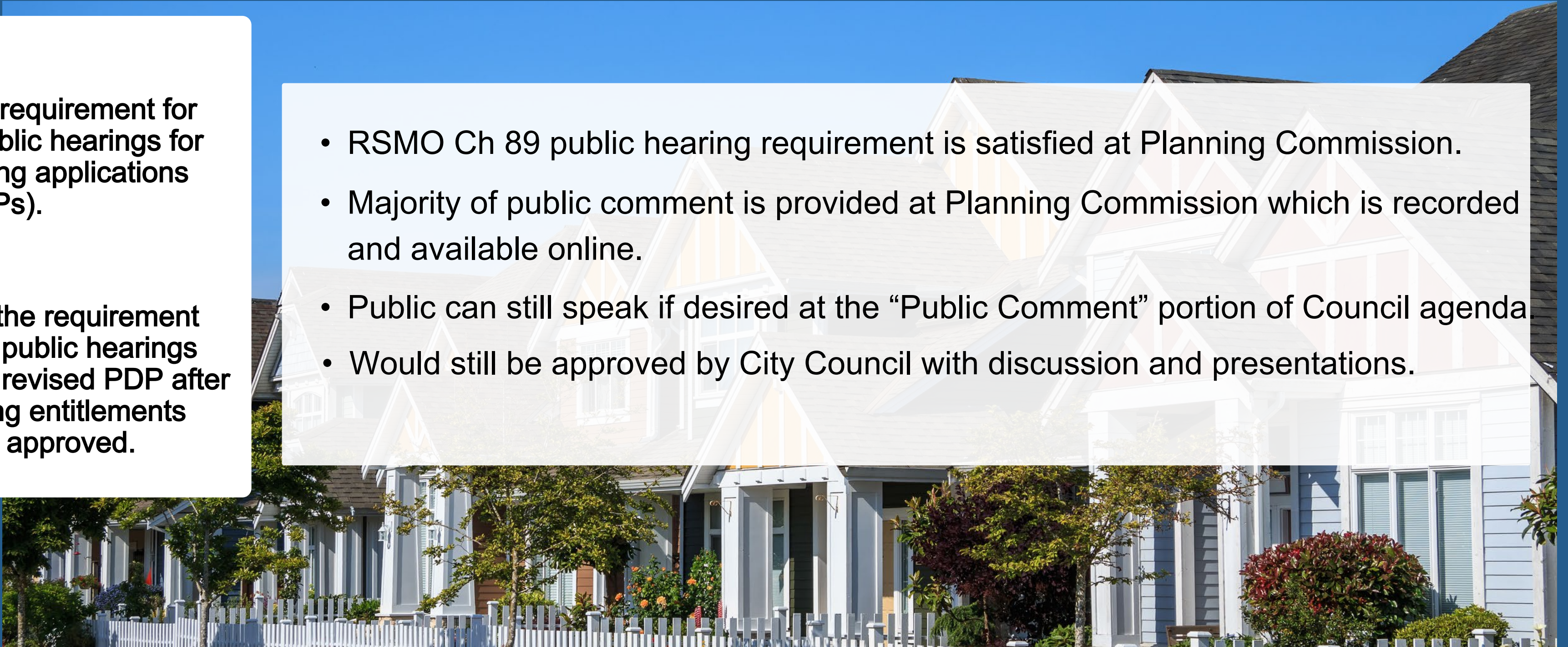
01.

The requirement for 2 public hearings for zoning applications (PDPs).

02.

And the requirement for 2 public hearings for a revised PDP after zoning entitlements were approved.

- RSMO Ch 89 public hearing requirement is satisfied at Planning Commission.
- Majority of public comment is provided at Planning Commission which is recorded and available online.
- Public can still speak if desired at the “Public Comment” portion of Council agenda.
- Would still be approved by City Council with discussion and presentations.



Zoning Reform Efficiencies - Discussion

1. Land Use Entitlements —
expanding housing choice

2. New Conventional
Zoning District (R -2)

3. Public Hearings -number of
hearings for PDPs and revised
PDPs



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SUMMARY OF RECOMMENDATIONS



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- submittal requirements
3. Preliminary Development Plans
- revisions
4. Preliminary Development Plans
- extensions
5. Concept Plans - submittal
requirements

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