

FILE NO.: LU2022-11-01

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Name: Shackleford-Bowman Roads Land Use Analysis

Location: Shackleford Road to Bowman Road, north of 36<sup>th</sup> Street

Request: Land Use Amendments in ten areas

Source: Staff

### **PROPOSAL / REQUEST:**

At the July 8, 2021 Planning Commission meeting, a Land Use Plan Map amendment was approved from Mixed Use (MX) to Commercial (C). This application was west of Shackleford Pass, north of 36<sup>th</sup> Street. Staff recommended a review of the Land Use Plan Map in the area if the amendment was approved by the Board of Directors. This occurred on August 17, 2021. Staff presented an area for review to the Plans Committee of the Little Rock Planning Commission in late 2021.

The neighborhood associations in the area were contacted about possible changes in their area. No responses were received about any changes those groups might like to see. Staff reviewed the area and identified areas to examine further. Potential areas of change were discussed with the Plans Committee. A set of possible changes was shared with the areas neighborhood associations and directly affected property owners in February 2022. Comments on the changes were received in early March 2022. Staff shared these comments with the Plans Committee at their April 2022 meeting. The following set of amendments have been developed for consideration as a result of this work.

#### **Area 1. Proposed change is from NC, Neighborhood Commercial to MX, Mixed Use.**

At the northeast corner of the Bowman Road – 36<sup>th</sup> Street intersection a mixed-use building is under construction. The first floor is proposed to be commercial/office uses. The upper floors are apartments. The land is zoned C-1, Neighborhood Commercial District. This building consumes the entirety of Area 1.



- NC, Neighborhood Commercial category includes limited small-scale commercial development in close proximity to a neighborhood, providing goods and services to that neighborhood market area.

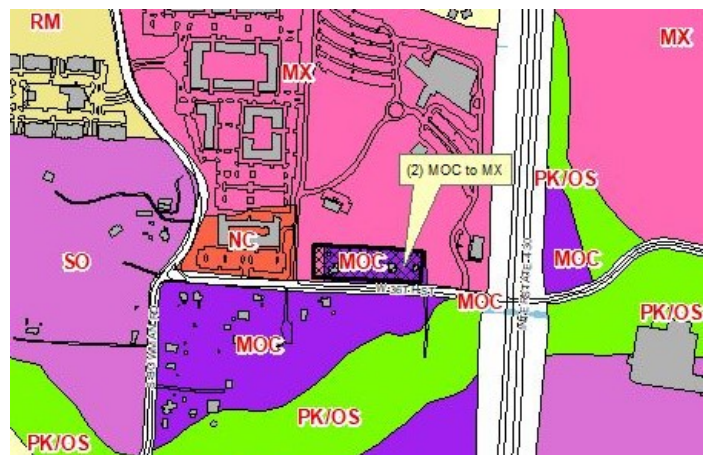
- MX, Mixed Use provides for a mixture of residential, office and commercial uses to occur. A Planned Zoning District (PZD) is required if the use is entirely office or commercial or if the use is a mixture of the three.

The existing development is new construction. It is just now being occupied. Change in use of the structure is not likely in the near or mid-term. The Mixed Use (MX) designation more accurately reflects the existing and likely future use of this land.

**Area 2. Proposed change is from MOC, Mixed Office Commercial to MX, Mixed Use.**

The site is located along the north side of 36<sup>th</sup> Street, between Bowman Road and I-430. There are currently three single family houses on three lots. One of the tracts is zoned R-2, Single Family District with a house. Two tracts are zoned O-3, General Office District. One of the office zoned tracts is vacant and the other has two houses on it.

- MOC, Mixed Office Commercial provides for a mixture of office and commercial uses to occur. Acceptable uses are office or mixed office and commercial. A Planned Zoning District (PZD) is required if the use is mixed office and commercial.

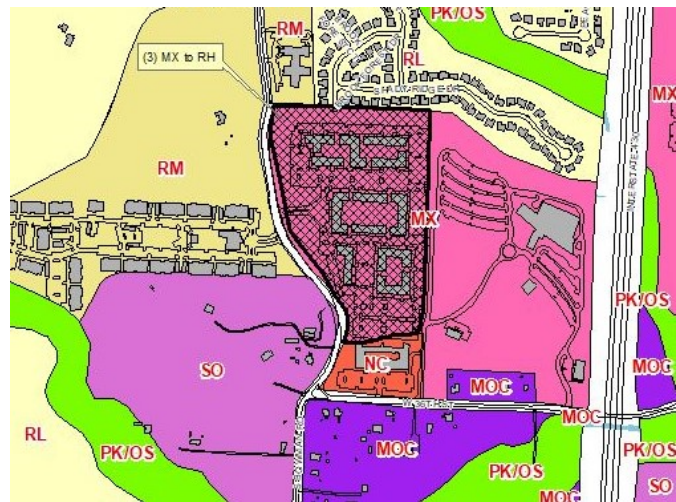


- MX, Mixed Use provides for a mixture of residential, office and commercial uses to occur. A Planned Zoning District (PZD) is required if the use is entirely office or commercial or if the use is a mixture of the three.

The land surrounding Area 2, north of 36<sup>th</sup> Street, is all proposed as Mixed Use (MX). The Mixed Use designation adds residential to the options already allowed with the Mixed Office Commercial designation. The tracts have not seen any significant development or re-development since their annexation in late 1979. The Church at Rock Creek has developed to the north and apartments have developed to the northwest of this area. 36<sup>th</sup> Street has not been widened to standard in this location. With the changes in office and commercial demand that were starting prior to COVID and the changes as a result of COVID, more flexibility in use is desirable. Live-work or a mix of residential and non-residential uses is becoming more desirable. Staff believes the Mixed Use (MX) designation is more appropriate for the future development of this land.

**Area 3. Proposed change is from MX, Mixed Use to RH, Residential High Density.**

The site is along the east side of Bowman Road, between Olds Lane and 36<sup>th</sup> Street. The land has been developed as an apartment complex (Bowman Point). The site is zoned PDR (Planned Development Residential) District.

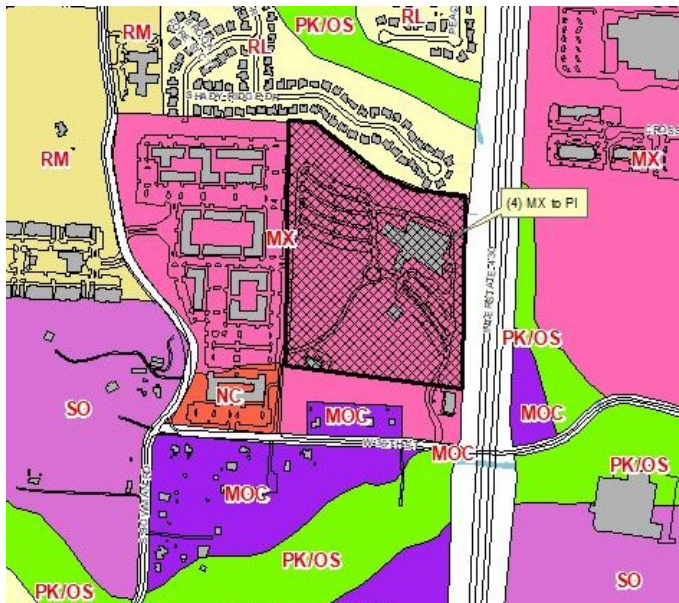


- MX, Mixed Use provides for a mixture of residential, office and commercial uses to occur. A Planned Zoning District (PZD) is required if the use is entirely office or commercial or if the use is a mixture of the three.
- RH, Residential High accommodates residential development of more than twelve (12) dwelling units per acre.

This is a relatively new apartment development with higher end units. The use is not likely to change in the near or mid-term. The designation of Residential High Density (RH) is more representative of the current and future use of the land.

**Area 4. Proposed change is from MX, Mixed Use to PI, Public Institutional**

This site is north of 36<sup>th</sup> Street, west of I-430. The Church at Rock Creek sanctuary is currently on the land within Area 4. This property is zoned POD (Planned Office Development) District.



- MX, Mixed Use provides for a mixture of residential, office and commercial uses to occur. A Planned Zoning District (PZD) is required if the use is entirely office or commercial or if the use is a mixture of the three.

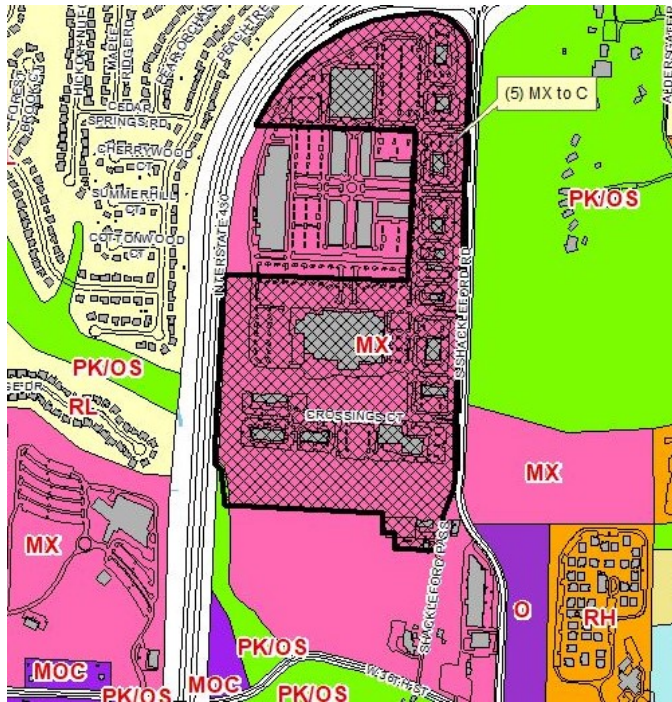
- PI, Public Institutional includes public and quasi-public facilities that provide a variety of services to the community such as schools, libraries, fire stations, churches, utility substations, and hospitals.

The Church at Rock Creek is not likely to relocate in the near or mid-term. The remainder of the Church's land is proposed for non-traditional - community outreach services. For this reason, it is recommended that it stay MX. However, the most appropriate designation for the land with the sanctuary is Public Institutional (PI).

**Area 5: Proposed change is from MX, Mixed Use to C, Commercial.**

The site is west of Shackelford Road, from the interchange with I-430 south to beyond the intersection with Shackelford Pass. The majority of the area has been development as a retail center (Shackelford Crossing) with restaurants; a 'main street' type of development; several 'large box' retailers; and a street with several motel/hotels. The north approximately three-fourths of the land has been zoned PCD (Planned Commercial Development) District. The southernmost section is zoned R-2 (Single Family District). The R-2 land is currently wooded and vacant. The land to the immediate south of the R-2 land was re-classified to C-4 (Open Display Commercial) District late last year. A Commercial (C) Land Use Plan Map designation was also placed on this land at that time.

- MX, Mixed Use provides for a mixture of residential, office and commercial uses to occur. A Planned Zoning District (PZD) is required if the use is entirely office or commercial or if the use is a mixture of the three.
- C, Commercial category includes a broad range of retail and wholesale sales of products, personal and professional services, and general business activities. Commercial activities vary in type and scale, depending on the trade area that they serve.



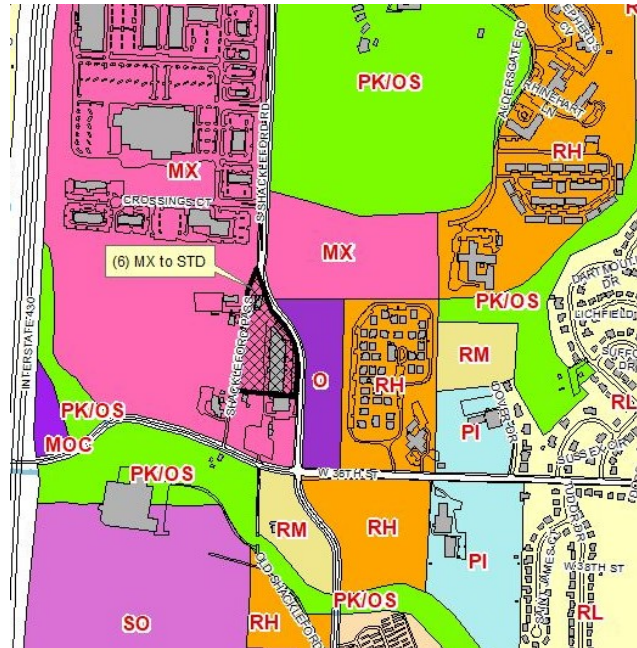
All but about 13 acres of this land has been developed. Most is active commercial use with a small amount of office use. The middle portion of the ‘Shackleford Crossing’ development is mostly vacant storefronts at this time. This is primarily the ‘Main Street’ portion of the development. The ownership of this land has recently changed. The new owners are considering various options for the re-activation of this portion of the development. The options do include the possibility of the inclusion of residential. Therefore, this portion of the development is recommended to remain designated for Mixed Use. The remainder for the development is built with active commercial uses. This pattern is likely

to continue for the short and mid-term. Therefore, a change to Commercial (C) for the eastern edge as well as northern and southern portions of the overall development is most appropriate.

**Area 6: Proposed change is from MX, Mixed Use to STD, Service Trades District**

The area is south of the Shackleford Road – Shackleford Pass intersection. Currently there is an office/warehouse type of development on the land within Area 6. The property is zoned PCD (Planned Commercial Development) District.

- MX, Mixed Use provides for a mixture of residential, office and commercial uses to occur. A Planned Zoning District (PZD) is required if the use is entirely office or commercial or if the use is a mixture of the three.
- STD, Service Trades District provides for a selection of office, warehousing, and industrial park activities that primarily serve other office service or industrial businesses. The district is intended to allow support services to these businesses and to provide for uses with an office component. A Planned Zoning District (PZD) is required for any development not wholly office.



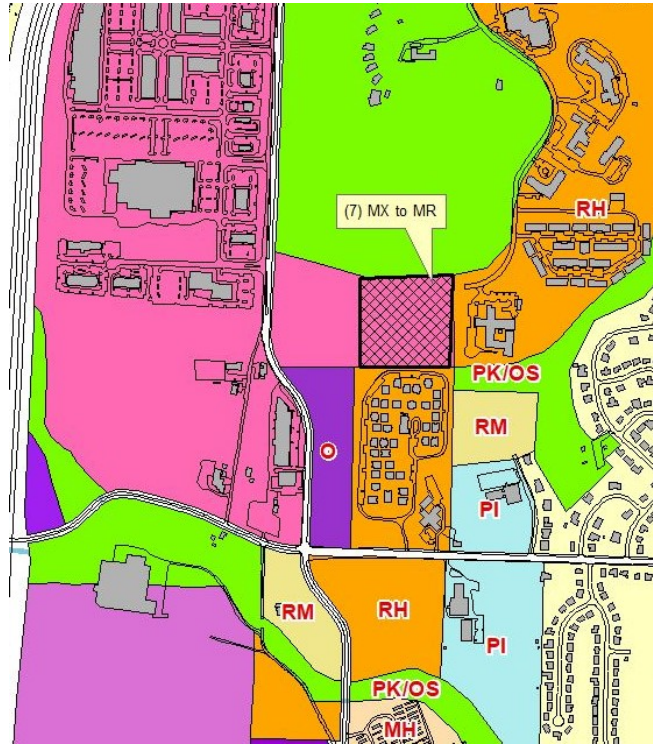
There is an office use and the more ‘typical’ office warehouse showroom type of building in the change area. This type of building often has some limited retail use or office use with a warehouse component. The land is developed and not likely to change in the near or mid-term. The Service Trades District (STD) designation is the most appropriate for the building form that exists on the land.

**Area 7: Proposed change is from MX, Mixed Use to RM, Residential Medium Density**

This land is part of a larger ownership. It is located at the southern terminus of Aldersgate Road. The entire ownership is zoned MF-12 (Multifamily 12 units per acre) District and is currently wooded. The last proposed development for the area suggested lower density residential for this land with non-residential and some higher density residential on the land along Shackleford Road.

- MX, Mixed Use provides for a mixture of residential, office and commercial uses to occur. A Planned Zoning District (PZD) is required if the use is entirely office or commercial or if the use is a mixture of the three.

- RM, Residential Medium Density accommodates a broad range of housing types including single family attached, single family detached, duplex, town homes, multi-family and patio or garden homes. Any combination of these and possibly other housing types may fall in this category provided that the density is between six (6) and twelve (12) dwelling units per acre.



The change area is the eastern portion of the tract. The amendment is consistent with the existing zoning of the land. The property owner has proposed two potential developments on this land. Both development plans were made prior to COVID. In both cases the proposal was

to have residential on the eastern portion of the land. Some type of non-residential with some residential was proposed for the western portion of the ownership. This amendment is consistent with both the existing zoning pattern and the previous development proposals put forth by the property owner.

**Area 8: Proposed change is from O, Office to STD, Service Trades District**

The change site is located along the east side of Shackelford Road, south of the intersection with Shackelford Pass. Currently the land is undeveloped and wooded. The site is zoned O-3 (General Office District).

- The O, Office category represents services provided directly to consumers (e.g., legal, financial, medical) as well as general offices which support more basic economic activities.
- STD, Service Trades District provides for a selection of office, warehousing, and industrial park activities that primarily serve other office service or industrial businesses. The district is intended to allow support services to these businesses and to provide for uses with an office component. A Planned Zoning District (PZD) is required for any development not wholly office.



This land has been zoned for several decades. The Land Use Plan had proposed the lands along Interstate 430 to be an office park corridor. Since the 1980s this has slowly been changing with other uses replacing office in the corridor. Office development and demand has slowed in Little Rock. Many believe that the need for office is going to be less post-COVID. The office/warehouse/showroom type of development had become popular pre-COVID. There are similar developments along Shackleford Road near Colonel Glenn Road and along Colonel Glenn Road either side of Interstate 430. There is an existing office warehouse/showroom structure across Shackleford Road from this site. Service

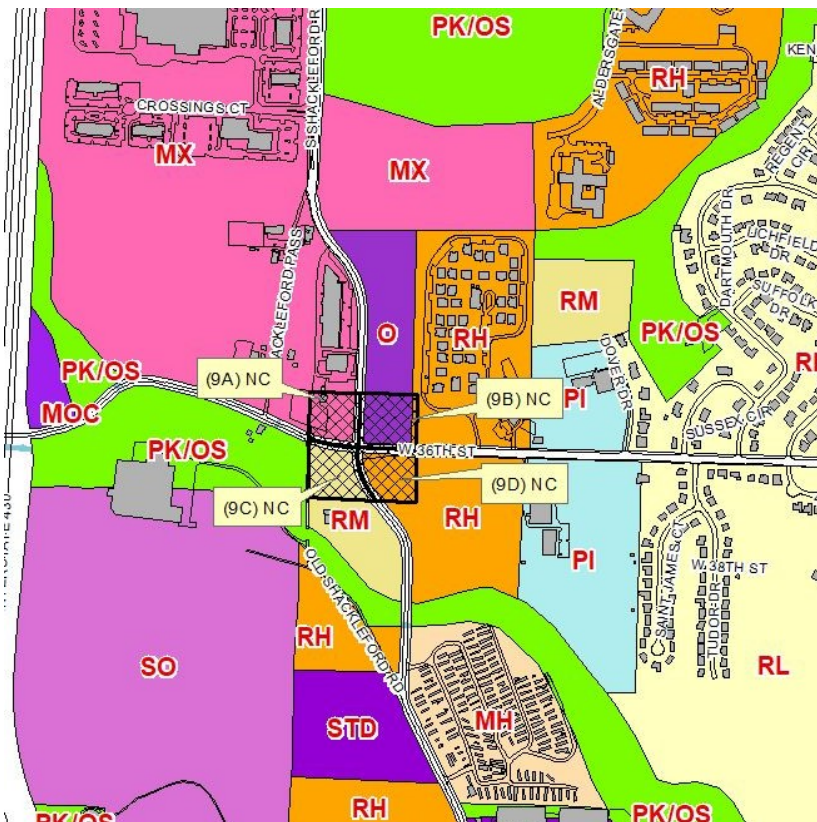
Trades District (STD) is a flexible type of development. With the land availability and location of this site, Service Trades District would appear to be an appropriate future development pattern for this land.

**Area 9: Proposed change is from MX, Mixed Use; O, Office; RM, Residential Medium Density; and RH, Residential High Density to NC, Neighborhood Commercial**

Change Area 9 is the four corners of the 36<sup>th</sup> Street/Shackleford Road intersection. Currently the northwest corner is shown as Mixed Use (MX). The land is zone C-2 (Shopping Center District), and C-3 (General Commercial District). This northwest intersection quadrant is all in one ownership. The C-2 land is a half acre. C-3 land is 1.75 acres. This land is partially developed with outdoor storage. The northeast corner of the intersection is vacant and wooded. The land is zoned O-3 (General Office District). The Land Use Plan Map shows this quadrant as Office. The southwest corner of the intersection is vacant and wooded. The land is zoned R-2 (Single Family District). The Land Use Plan Map shows the area as Residential Medium Density (RM). The southeast corner of the intersection is vacant and wooded. The land is zoned MF-18 (Multifamily 18 units per acre) District. The Land Use Plan Map shows the land as Residential High Density (RH).



- MX, Mixed Use provides for a mixture of residential, office and commercial uses to occur. A Planned Zoning District (PZD) is required if the use is entirely office or commercial or if the use is a mixture of the three.
- The O, Office category represents services provided directly to consumers (e.g., legal, financial, medical) as well as general offices which support more basic economic activities.
- RM, Residential Medium Density accommodates a broad range of housing types including single family attached, single family detached, duplex, town homes, multi-family and patio or garden homes. Any combination of these and possibly other housing types may fall in this category provided that the density is between six (6) and twelve (12) dwelling units per acre.
- RH, Residential High Density accommodates residential development of more than twelve (12) dwelling units per acre.
- NC, Neighborhood Commercial category includes limited small-scale commercial development in close proximity to a neighborhood, providing goods and services to that neighborhood market area.

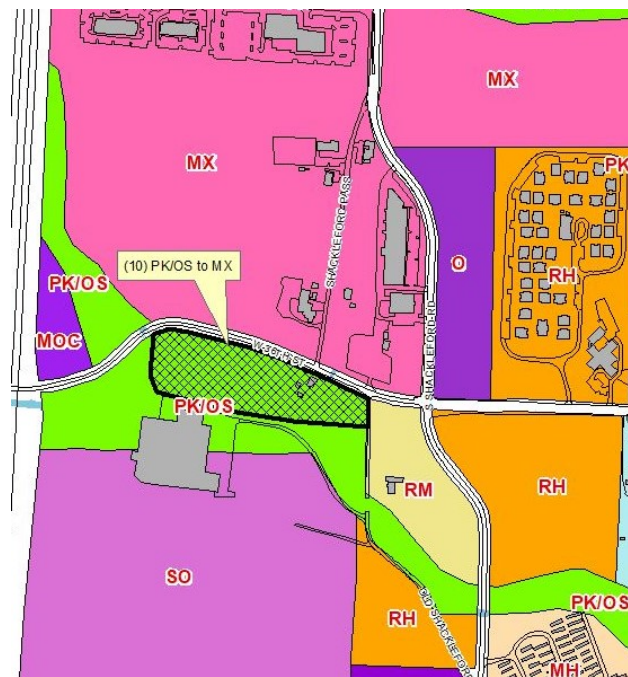


The 36<sup>th</sup> Street and Shackleford Road intersection is an Arterial - Arterial intersection. Major intersections such as this are generally considered appropriate locations for high intensity uses, such as office, commercial and multifamily. There is a large amount of commercial use area shown on the Plan Map and zoned to the north along Shackleford Road. This commercial is more regional in nature. There is still a need for some neighborhood and service commercial for the residents of the area. The introduction of the Neighborhood Commercial (NC) designation in this area could help address the need for service and neighborhood oriented commercial uses. There have been about 600

residential units added in the area from Bowman Road east beyond John Barrow Road and from Kanis Road south to Colonel Glenn Road in each of the last two decades. This would indicate a growing demand for these service types of uses in the general area. Staff believes it is appropriate to change the land use at this intersection from Mixed Use (MX) and Office (O) on the north and Residential Medium Density (RM) and Residential High Density (RH) on the south to Neighborhood Commercial (NC) for the entire intersection.

### **Area 10: Proposed change from PK/OS, Park/Open Space to MX, Mixed Use**

The change area is located along the southside of 36<sup>th</sup> Street at the Shackelford Pass intersection. Currently there is a single-family house on this tract. The tract is mostly outside of the floodway. The land is zoned R-2 (Single Family District).



- PK/OS, Park/Open Space includes all public parks, recreation facilities, greenbelts, flood plains, and other designated open space and recreational land.
- MX, Mixed Use provides for a mixture of residential, office and commercial uses to occur. A Planned Zoning District (PZD) is required if the use is entirely office or commercial or if the use is a mixture of the three.

The Park/Open Space designation in the area reflects the floodway of Panther Branch Creek. Only a portion of the tract is within the Floodway. The change area is developable and not within the creek's floodway. Therefore, it is appropriate to show a different use classification for this land. The Land Use Plan Map shows Mixed Use (MX) for the developable land in this area. Staff believes it would be appropriate to also show this property as Mixed Use (MX) on the Plan Map. The property would have the development potential of residential, office or commercial or a combination with this designation.

### **FUTURE LAND USE PLAN RECENT AMENDMENTS:**

There have been several Land Use Plan Map amendments since 2000 in the area of this review.

LU2021-11-02 was approved in August 2021. The request was to change approximately 19 acres from Mixed Use (MX) to Commercial (C). The location was between Interstate-430 and Shackelford Pass, north of 36<sup>th</sup> Street.

LU2015-11-01 was approved in July 2015. The request was to change approximately 7 acres from Mixed Use (MX) to Neighborhood Commercial (NC). The location was the northeast quadrant of the 36<sup>th</sup> Street – Bowman Road intersection.

LU2007-11-03 was approved in December 2007. The request was to change some 21 acres from Office (O) and Multifamily (MF) to Mixed Use (MX). The location was along the east side of Shackelford Road north of Shackelford Pass and south of Camp Aldersgate.

LU2007-11-02 was approved in August 2007. The request was to change some 5.5 acres from Park/Open Space (PK/OS) to Mixed Office Commercial (MOC). The location was the northeast corner of where Interstate-430 crosses 36<sup>th</sup> Street.

LU2004-11-03 was withdrawn in October 2004. The request was to change some 63 acres from Mixed Office Commercial (MOC) to Community Shopping (CS). The location was between Interstate 430 and Shackelford Road from the Interstate 430 - Shackelford Road interchange to Shackelford Pass.

LU2004-11-02 was approved in July 2004. The request was to change some 2 acres from Mixed Use (MX) to Mixed Office Commercial (MOC). The location was on the north side of 36<sup>th</sup> Street between Interstate 430 and Bowman Road.

LU2003-11-04 was approved in November 2003. The request was to change an area from Mixed Office Commercial (MOC) to Service Trades District (STD). The location was northwest of the 36<sup>th</sup> Street - Shackelford Road intersection and southwest of Shackelford Pass - Shackelford Roads intersection.

#### **NEIGHBORHOOD NOTIFICATIONS:**

Notices were sent to the following neighborhood associations: John Barrow Neighborhood Association, Kensington Place POA, Woodlands Edge POA and Sandpiper Neighborhood Association.

Letters were sent to approximately forty (40) property owners in the area in late January 2022. Several responses were received from the property owners by the end of February 2022. Most responses were informational, but two requested their properties not be included in the package. Both of these were removed from the package.

Notice of the public hearing was sent May 5, 2022 to thirty-eight (38) property owners and the area neighborhood associations about this public meeting.

#### **STAFF RECOMMENDATION:**

This package of amendments is designed to make the Future Land Use Plan more reflective of current and likely mid-term future uses for this area. Staff recommends approval of the amendment package as presented.

PLANNING COMMISSION ACTION:

(JUNE 9, 2022)

The item was placed on consent agenda for approval. By a vote of 10 for, 0 against, and 1 vacancy the consent agenda was approved.