



**CITY OF JACKSON**  
**PLANNING & ZONING COMMISSION MEETING**  
Wednesday, May 13, 2026 at 6:00 PM  
City Hall, 101 Court Street, Jackson, Missouri

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**AGENDA**

**CALL TO ORDER**

**ROLL CALL**

**APPROVAL OF MINUTES**

1. Approval of the April 8, 2026, minutes

**OLD BUSINESS**

2. Consideration of Chapter 65 (Zoning) and Chapter 57 (Subdivisions) of the Code of Ordinances to establish an Estate Lot Residential (EL- 1) District.

**ADJOURNMENT**

This agenda was posted at City Hall on May 8, 2026 at 4:00 PM.

JOURNAL OF THE PLANNING & ZONING COMMISSION  
CITY OF JACKSON, MISSOURI  
WEDNESDAY, APRIL 8, 2026, 6:00 P.M.  
REGULAR MEETING  
CITY HALL BOARD CHAMBER, 101 COURT STREET, JACKSON, MISSOURI

The Planning and Zoning Commission of the City of Jackson met in regular session in the Board Chamber of City Hall at 6:00 p.m. on Wednesday, April 8, 2026, with the following members present:

**Present:** Harry Dryer (Chairman), Tony Koeller (Secretary), Michelle Weber, Russ Wiley, Tina Weber, Travis Niswonger, Heather Harrison, Angelia Thomas, and Bill Fadler

**Absent:** None

**Aldermen:** Mike Seabaugh, Eric Fraley, and Steve Stroder

Building & Planning Manager Larry Miller and Mayor Dwain Hahs were also present.

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## Call to Order

Chairman Harry Dryer called the meeting to order at 6:00 p.m. Secretary Tony Koeller called the roll, and a quorum was present.

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## Approval of Minutes

### 1. Approval of Minutes – February 11, 2026, Meeting

The minutes of the February 11, 2026, meeting were reviewed.

**Action:** Commissioner Tina Weber made the motion, seconded by Commissioner Heather Harrison, to approve the minutes as submitted.

**Result:** Motion carried unanimously.

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## Old Business

### 2. Consideration of amendments to Chapter 65 to establish the Estate Lot Residential (EL-1) District

**Staff Report:** Larry Miller presented the proposed EL-1 zoning district, including:

- EL-1 is intended as a low-density, large-lot, rural-character residential district serving as a transition between agricultural and suburban areas.
- Minimum lot size: 1.5 acres with 200 ft. minimum frontage.
- Setbacks: 50 ft. front, 25 ft. side, 50 ft. rear.
- Maximum lot coverage: 20%.
- Allowed uses include single-family dwellings, home occupations, limited agricultural uses, accessory buildings, churches, and public parks.
- Temporary buildings and shipping containers must comply with Section 65-20.
- Parking follows Section 65-22.

**A lengthy discussion followed regarding:**

- Whether sidewalks, curb & gutter, detention basins, and street lighting should be required in EL-1 subdivisions.
- Cost impacts on housing affordability and the city's need for homes in the \$200k–\$350k range.
- Comparisons to county development standards and the desire to keep development within city limits.
- Natural drainage on large lots and how engineering review would determine when detention is required.
- Whether to prohibit on-street parking in EL-1 due to long driveways and low traffic volumes.
- Street lighting only at intersections or where needed for safety.
- How to incorporate these standards into Chapter 57 (Subdivision Regulations) rather than Chapter 65.
- The City is seeking to spur residential development and subdivision activity.
- Larger-lot options may attract developers by reducing infrastructure costs.
- The Mayor's long-term goal is to grow the City's population to 20,000.
- Annexation opportunities are being evaluated, and several property owners have expressed interest.
- Contractors have already shown interest in the proposed district.

Staff noted that Chapter 65 (zoning district creation) is essentially complete, but Chapter 57 (infrastructure standards) still requires refinement before both can move forward together.

No formal action was taken. Staff will return with revised Chapter 57 language.

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## New Business

### 3. Request for Rezoning – South Old Orchard Road

**From:** I-1 Light Industrial

**To:** R-4 General Residential

**Applicant:** Villas of West Park, LLC (via owner Brandon Williams)

**Staff Report:** Larry Miller presented the request to rezone approximately 10 acres on South Old Orchard Road to allow development of an apartment complex. The applicant wishes to confirm rezoning approval prior to purchase.

**Discussion included:**

- Adjacent zoning includes I-2, C-2, and undeveloped county property.
- The area is not expected to experience negative impacts from R-4.
- Spot zoning concerns were discussed but considered minimal due to the surrounding undeveloped land.
- Only a few nearby property owners would be affected.

**Action:** Commissioner Heather Harrison made a motion, seconded by Secretary Tony Koeller, to approve the rezoning request and waive the public hearing.

**Roll Call Vote:**

Angelia Thomas—Yes

T. Weber—Yes

Koeller—Yes

Dryer—Yes

M. Weber—Yes

Wiley—Yes

Niswonger—Yes

Fadler—Yes

Harrison—Yes

**Result:** Motion carried unanimously.

### 4. Land Exchange Certification – Warren Lake Subdivision

**Applicants:** Egerman Family

**Location:** 1685 Chimney Spring Court & 1550 Ashley Trace Court

**Staff Report:** Larry Miller presented a request to transfer 0.028 acres between two adjacent family-owned lots to square off the shared property line.

**Discussion:** None

**Action:** Commissioner Tina Weber made a motion, seconded by Commissioner Travis Niswonger, to approve the land exchange certification.

**Roll Call Vote:**

T. Weber—Yes  
Koeller—Yes  
Dryer—Yes  
M. Weber—Yes  
Wiley—Yes  
Niswonger—Yes  
Fadler—Yes  
Harrison—Yes  
Thomas—Yes

**Result:** Motion carried unanimously.

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**Adjournment**

As all items on the agenda had been addressed, Chairman Harry Dryer inquired if there was any other business to be brought before the meeting. Hearing none, the meeting was adjourned at approximately 7:10 pm.

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**Respectfully submitted,**

Tony Koeller  
Planning and Zoning Commission Secretary

Attest:



Larry Miller  
Building and Planning Manager

*NOTE: ACTION (IF ANY) ON LAND EXCHANGE CERTIFICATIONS, COMPREHENSIVE PLAN, AND MAJOR STREET PLAN IS FINAL APPROVAL; ALL OTHER ACTION TAKEN BY THE PLANNING AND ZONING COMMISSION SERVES AS A RECOMMENDATION TO THE BOARD OF ALDERMEN AND NOT AS FINAL APPROVAL OF THE ITEMS CONSIDERED AT THIS MEETING*

# MEMO



**To:** Planning and Zoning Commission  
**From:** Larry Miller, Building and Planning Manager  
**Date:** May 13, 2026  
**Re:** EL-1 Summary

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The EL-1 Estate Lot Residential District is intended for low-density, large-lot single-family development that maintains rural character and open space while providing a transition from agricultural areas to more suburban neighborhoods. Lots must be large, widely spaced, and developed with detached homes and customary residential or agricultural accessory uses. The district emphasizes generous setbacks, limited building coverage, and preservation of natural features. Infrastructure expectations are intentionally lighter than those for standard subdivisions: open-ditch street sections, natural stormwater conveyance, and minimal lighting are appropriate, and sidewalks are generally not required. Sanitary sewer service may be provided through a low-pressure sewer system using individual grinder pumps, or through individual on-site wastewater systems where LPSS is not feasible, and state approvals are obtained.

No action is requested at this time. Staff is still finalizing the Chapter 57 revisions and anticipates returning with a complete package and a recommendation for Board consideration at the June meeting.

## **Sec. 65\_\_ EL-1 Estate Lot Residential District Regulations.**

The regulations set forth in this section, or set forth elsewhere in this chapter when referred to in this section, are the regulations of the EL-1 Estate Lot Residential District. The purpose of the EL-1 Estate Lot Residential District is to provide for low-density, large-lot single-family residential development that preserves open space, rural character, and natural features, and to serve as a transition between agricultural areas and more traditional suburban residential neighborhoods.

- (1) *Use regulations.* A building or premises shall be used only for the following purposes:
  - a. Detached single-family dwellings, limited to one (1) dwelling per lot.
  - b. Home occupations in accordance with Chapter 65, Article III.
  - c. Agricultural uses including only gardening, flower gardening, non-commercial greenhouses, and the raising and housing of farm animals in accordance with chapter 7, excluding marijuana cultivation facilities.
  - d. Accessory buildings and accessory uses, subject to the restrictions in section 65-20, customarily incidental to the above uses, including private garages, carports, sheds, pools, fences, and other accessory structures.
  - e. Shipping containers, used for non-occupancy short-term storage use, and only in compliance with section 65-20 (accessory structures).
  - f. Churches and similar places of worship, including religious Sunday school buildings.
  - g. Publicly owned or operated parks, playgrounds, community buildings, museums, libraries, or art galleries, similar uses of an institutional nature and municipal facilities, including police and fire stations.
  - h. Signs in accordance with section 65-21.
  - i. Temporary buildings for uses incidental to construction work, which shall be removed upon occupancy of the completed structure or completion or abandonment of the construction work, whichever occurs first.
  
- (2) *Parking regulations.* Off-street parking space shall be provided in accordance with the requirements for specific uses set forth in section 65-22.

(3) *Height, area, and lot size regulations.* In addition to the specific requirements for the EL-1 Estate Lot Residential District, all height, area, and lot size regulations and exceptions set forth in section 65-19, as they apply to uses in the EL-1 Estate Lot Residential District, shall be observed.

a. *Height.* The maximum height of buildings permitted shall be as follows:

1. Single-family dwellings and all buildings other than churches and similar places of worship: thirty-five (35) feet and not over two and one-half (2½) stories above grade.
2. Churches and similar places of worship: seventy-five (75) feet for towers and steeples and not more than forty-five (45) feet for the principal building.

b. *Area.* No building or structure shall be erected or enlarged unless the following yards are provided and maintained in connection with such building, structure, or enlargement:

1. Front yard. On each lot upon which a building is constructed, there shall be a front yard of not less than fifty (50) feet.
2. Side yard. On each lot upon which a dwelling is constructed, there shall be a side yard on each side of not less than twenty-five (25) feet. All buildings other than residential buildings and residential accessory buildings shall have a side yard of thirty (30) feet.
3. Rear yard. Every lot or parcel of land upon which a building is constructed shall have a rear yard of not less than fifty (50) feet.

c. *Lot size.* The minimum lot size permitted shall be as follows:

1. All buildings shall be on a lot having an area of not less than one and one-half (1.5) acres (65,340 sq. ft.) and a width at the front lot line of not less than two hundred (200) feet.

d. *Percentage of lot coverage.* All buildings, including accessory buildings, shall not cover more than twenty (20) percent of the area of the lot.

## 57-10: EL-1 Estate Lot District Exceptions

**EL-1 Estate Lot District Exceptions.** Subdivisions located within the EL-1 Estate Lot Residential District shall comply with the following modified minimum improvement requirements. These provisions are intended to implement the low-density, rural-character objectives of the EL-1 District set forth in Chapter 65 and shall supersede any conflicting requirements elsewhere in this chapter.

1. **Street Section.** Street sections with open ditches or swales may be utilized. Curb and gutter shall not be required.
2. **Stormwater Conveyance.** Stormwater may be conveyed through natural or open drainage systems, including swales, ditches, and other above-ground methods. Enclosed storm sewer improvements shall not be required.
3. **Street Lighting.** Street lights shall be required only at public street intersections.
4. **Sidewalks.** Sidewalks shall not be required.
5. **Detention Basins.** Detention basins shall not be required. Natural drainage patterns and open conveyance methods are the preferred stormwater management approach for estate-lot development.
6. **Sanitary Sewer.** All subdivisions shall connect to the City's public sanitary sewer system except if the nearest point of connection to the City's existing sanitary sewer system is more than one hundred (100) feet from the subdivision boundary as measured along the public right-of-way or approved utility easement. In such instance, the developer shall utilize a low-pressure sewer system utilizing individual grinder pump stations at each lot, discharging into a common force main that connects to the City's sanitary sewer system. All such systems shall be designed, constructed, and installed in accordance with the Missouri Department of Natural Resources (DNR) design standards (10 CSR 20-8), including Chapter 8, Division 20 of the Code of State Regulations, to ensure reliable operation, odor control, compatibility with the City's collection system, and long-term maintenance. The developer shall be responsible for all costs of design, construction, easements, and any required upgrades. Ownership and maintenance of individual grinder pump units shall remain with the property owner. If a low-pressure sewer system is not feasible due to topographic, soil, or other site-specific constraints and all applicable state and local requirements are met, the developer may use an individual on-site wastewater treatment system serving a single-family residence. Use of on-site systems shall require: (i) Written approval from the Missouri Department of Natural Resources (DNR) for the method of wastewater treatment in accordance with 10 CSR 20-6.030, including a geohydrological evaluation and soil morphology report where required (specifically, for any subdivision proposing seven (7) or more lots, each less than five (5) acres, using on-site systems); and (ii) Individual system design,

permitting, installation, and maintenance in full compliance with the Missouri Department of Health and Senior Services (DHSS) and any local health department regulations. DNR approval shall be obtained prior to City approval of the preliminary plat.

7. Provide essential pedestrian connectivity to existing or planned sidewalks, trails, or public facilities where such connectivity is required by an adopted city plan.
8. Ensure compliance with the City's adopted Major Street Plan only where the subdivision directly affects the function or safety of an existing or planned collector or arterial street identified in the plan.