

**AGENDA REPORT  
PLANNING AND ZONING COMMISSION MEETING  
August 19, 2021**

**SUMMARY**

A request by Crockett Engineering (agent), on behalf of White Oak Investment Properties, LLC. (owner), to rezone two tracts from M-N (Mixed-Use Neighborhood) to IG (Industrial) including 0.09-acres of split-zoned property from IG/M-N to IG. The subject site includes a total of 1.08 acres of land located at the northeast corner of Fay Street and Hinkson Avenue. This rezoning is desired to facilitate future expansion of the Logboat Brewery facility. A concurrent request, Case #223-2021, seeking final plat approval of the rezoned acreage is to be consider on the August 19 agenda. **(Case # 225-2021)**

**DISCUSSION**

Crockett Engineering Consultants (agent) requests a rezoning of two tracts from M-N (Mixed-Use Neighborhood) to IG (Industrial) including 0.09-acres of split-zoned property from IG/M-N to IG. The request includes two tracts consisting of four lots as shown on the tract description graphic as follows: Central Addition Plat No. 2, Lot 1, Parts of Lot 10, and Parts of Lot 12; and Central Addition, Parts of Lot 9. The subject site is proposed to be replatted as one lot and is being heard concurrently as Case #223-2021.

The 1.08-acre site presently contains the Logboat Brewery facility and is located at the northeast corner of Fay Street and Hinkson Avenue from which it takes access. This request is desired to facilitate future expansion of the brewery facility. The eastern M-N tract previously contained two single-family detached structures which have since been demolished. It's anticipated from concept reviews with the applicant that this eastern tract will contain the bulk of the production facility's expansion. The southern M-N tract contains some of the brewery's outdoor patio area.

**Zoning**

Requests for zoning are evaluated for consistency with any relevant goals of the City's Comprehensive Plan (Columbia Imagined), the site's future land use designation, and the larger land use context of the area. In this case, staff specifically examined the area bounded by College Avenue, Rogers Street, and the Colt Railroad corridor which has been recently branded as the Arcade District.

• **Background**

This area is located in a semi-industrial environment within the City Center containing an eclectic range of uses. The surrounding land use pattern is largely shaped by its proximity to nearby walkable neighborhoods, the urban core of the Downtown District, and the unique transportation infrastructure provided by the Colt Railroad. Most of the IG zoned properties within the City are located along this rare amenity.

Properties to the north and west, nearer the railroad, are zoned IG while properties to the south and east are zoned M-N. The property to the west was formerly zoned M-1 (now IG), but was rezoned to C-2 with an HP-O overlay for the purposes of restoration and conversion of the building into a mixed-use structure. With the removal of C-2 from the UDC, this parcel was rezoned to M-N with the HP-O designation retained. Properties across College Avenue are zoned M-N and R-MF and are located within the Benton-Stephens overlay district.

- **Appropriateness of the Industrial District**

The requested IG zone is intended to allow for manufacturing, warehousing, office activities, general industrial uses, and access to underground mining, resource, and storage activities, while protecting surrounding areas from any adverse impacts of those activities without the need for rezoning to a planned development district. The principal uses are heavy commercial and light industry. The requested zoning would allow light industry and other uses that are shown in Table 29-3.1 of the Unified Development Code (UDC). Since the applicant is seeking to permit a brewery facility that would exceed the definition and scale limitations of an Artisan Industry in the M-N zone, staff believes expansion of the facility would result in the intensified use being reclassified to “Light Industry” as detailed below.

The existing facility contains 4,974 square feet of production space and its annual production capacity allows the business to be regulated by the State of Missouri as a microbrewery (10,000 barrels or less). Class 1 Artisan Industries in the M-N zone are limited to microbreweries whose production space does not exceed 5,000 square feet. The applicant requested a concept review related to this proposal which was held on June 29, 2021. As part of the review, the preliminary plans for the proposed brewery expansion illustrated a 10,000 square foot addition containing production, packaging, and storage areas effectively tripling the production facility. Staff determined that a brewery exceeding 15,000 square feet would not be appropriate for a CUP in the M-N zone and that a rezoning to the IG district would be more appropriate given the future size of the facilities.

Considering the IG district as a broadly mixed-use environment, it should be noted that the most intense uses within the district (i.e. heavy industrial) are required to be approved by a CUP application. Such applications require additional evaluation by both the Commission and City Council prior to issuance of a building permit. While the requested rezoning would increase the amount of land devoted to industrial purposes these uses are not believed inconsistent with the surrounding area.

Staff is aware of the existing parking conditions in the area as well Logboat Brewery’s role as the primary traffic generator for its existing tasting room. The IG district allows bars or nightclubs only if granted a CUP which requires a separate application and review as mentioned earlier. Staff has discussed this with the applicant and stated that future expansion of the tasting room or event space as discussed in the concept review would require the issuance of a CUP.

Staff anticipates a future CUP application in which parking will be critically reviewed in the context of this site, its impact to the neighbors, and the surrounding area. Staff is aware that the applicant has been working on several parking scenarios ahead of this CUP application and has remained in contact with various City departments, including Public Works, in regards to their feasibility and appropriateness.

- **Consistency with Columbia Imagined**

Redevelopment of this site is consistent with the goals of Columbia Imagined to: “Support mixed-use” by facilitating expansion of a unique anchor within an eclectic, pedestrian-oriented node; “Prioritizing infill development” by allowing under-utilized parcels in the City Center to be developed in a manner compatible with the surrounding built environment; “Accommodate non-motorized transportation” by facilitating development located within proximity to walkable neighborhoods and within walking distance (1/4 mile) of the City’s central transit hub; and “Supporting local entrepreneurial ventures” by allowing a local employer to remain and expand in its current location.

- **Future Land Use Map**

Columbia Imagined identifies parcels in this district as being part of the City Center future land use designation. The City Center is intended to be the focal point of the City of Columbia. This area

contains a mix of uses and is built at a pedestrian scale. This category is inclusive of commercial and employment districts which would best fit this use. Given the limited size of the subject site (1.08 acres) and the requirement for higher intensity uses to obtain CUP approval, it is unlikely for any unbefitting use would take place within this designation.

- **Additional Discussion**

Given this site's use is to be classified as "Light Industry", it's necessary to point out that redevelopment would trigger a level 3 landscaping buffer to be installed next to the adjacent M-N properties. This buffer entails a 10-foot wide landscape buffer and an 8-foot tall screening device. Additionally, "Light Industry" is subject to Use-specific standard 29-3.3(ee) detailing the restriction of waste material discharge, environmental nuisances, hazardous activities, and outside storage. Eighty percent of the use must occur within an enclosed building which is the case for this facility.

Available infrastructure is also a critical component of the review for enabling industrial uses. In this case, the subject site directly abuts a Major Arterial and is located 170' away from the City's railroad utility. The site is centrally located within the Urban Services Area. Regarding sewer, there are known potential sewer capacity issues in the sewer main under Fay Street, from which the current facility takes access. However, there is sufficient capacity for the proposed additional discharge in the sewer main under College Avenue. The additional peak flows generated by the proposed facility would contribute less than two percent of the available pipe capacity. Any facility expansion would be required to connect to the College Avenue sewer main.

## **Conclusion**

Staff believes that the requested IG rezoning is appropriate given the existing land use pattern, surrounding zoning, proximity to available infrastructure, and additional protections provided by the UDC which would mitigate potential land use incompatibilities. Additionally, the most intense uses (i.e. heavy industrial) allowed within the IG zoning district are not permitted by right and would require a CUP application that would be critically reviewed by staff, the Commission, and City Council. This request does not facilitate the expansion of the bar use of the brewery which is the site's primary generator of traffic as that will require a separate CUP and review.

## **RECOMMENDATION**

Approve the requested rezoning to IG

## **SUPPORTING DOCUMENTS (ATTACHED)**

- 1) Locator Maps
- 2) Zoning Graphic
- 3) Tract Description Graphic
- 4) Final Plat

## **SITE CHARACTERISTICS**

|                               |   |
|-------------------------------|---|
| <b>Area (acres)</b>           | 1.08  |
| <b>Topography</b>             | Generally flat with minor retaining wall on Fay Street frontage |
| <b>Vegetation/Landscaping</b> | Commercial Landscaping; no significant trees                    |
| <b>Watershed/Drainage</b>     | Flat Branch   |
| <b>Existing structures</b>    | Logboat Brewery, associated parking lot and retaining wall      |

## **HISTORY**

|  |   |
|--|---|
| <b>Annexation date</b>                       | 1906  |
| <b>Zoning District</b>                       | IG & M-N  |
| <b>Land Use Plan designation</b>             | City Center   |
| <b>Previous Subdivision/Legal Lot Status</b> | Lot 1 and Parts of Lots 10&12 from Central Addition Plat No. 2 (2018); and Part of Lot 9 from Central Addition to the City of Columbia (1870) |

## **UTILITIES & SERVICES**

Site is fully served by City of Columbia utilities and services.

## **ACCESS**

| <b>Fay Street</b>         |                            |
|---------------------------|----------------------------|
| <b>Location</b>           | West                       |
| <b>Major Roadway Plan</b> | N/A; Local non-residential |
| <b>CIP projects</b>       | None                       |
| <b>Sidewalk</b>           | Existing                   |

| <b>Hinkson Avenue</b>     |                            |
|---------------------------|----------------------------|
| <b>Location</b>           | South                      |
| <b>Major Roadway Plan</b> | N/A; Local non-residential |
| <b>CIP projects</b>       | None                       |
| <b>Sidewalk</b>           | Existing                   |

| <b>College Avenue</b>     |                |
|---------------------------|----------------|
| <b>Location</b>           | East           |
| <b>Major Roadway Plan</b> | Major Arterial |
| <b>CIP projects</b>       | None           |
| <b>Sidewalk</b>           | Existing       |

## **PARKS & RECREATION**

|                                |   |
|--------------------------------|---|
| <b>Neighborhood Parks</b>      | Field (1000' NW); Lions-Stephens Park (1/3 mile SE); Armory Rec Center (1/3 mile SW); and Douglass Park (1/2 mile West)           |
| <b>Trails Plan</b>             | Proposed Primary Trail - Colt RR Trail (170' NW)  |
| <b>Bicycle/Pedestrian Plan</b> | College Avenue is a key roadway to bike/ped connectivity and the Colt RR Trail is a proposed new addition to the Bike/Ped Network |

## **PUBLIC NOTIFICATION**

All property owners within 200 feet and City-recognized neighborhood associations within 1,000 feet of the boundaries of the subject property were notified of this pending request via advanced notice on July 30, 2021. 21 postcards were distributed.

|   |   |
|---|---|
| <b>Public information recap</b>             | Comments/concerns: Neighboring property owner to the south concerned with parking but is supportive of the rezoning and infill development in the area. |
| <b>Notified neighborhood association(s)</b> | Benton-Stephens NA; North Central Columbia NA   |
| <b>Correspondence received</b>              | None.   |

Report prepared by Brad Kelley

Approved by Patrick Zenner