

City of Beaufort Department of Planning and Development Services

MEMORANDUM

TO: Beaufort--Port Royal Metropolitan Planning Commission
FROM: Libby Anderson, Planning Director
DATE: August 13, 2015
SUBJECT: Revising the UDO to Permit Artisan Workshops and Trail-Related Retail and Restaurant Uses in the Limited Industrial District

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The next phase of the Spanish Moss Trail is underway. Once this section is completed, the trail will run from south of West Vine Street in Port Royal, to Roseida Road in Burton, a distance of over six miles. As a result, there is renewed interest in allowing activities that support trail uses in the Depot Road area. Staff believes that permitting small, low-impact activities such as bike rentals and cafes will benefit trail usage without detracting from the existing uses in the industrial area or having a negative impact on surrounding residential property. This concept is consistent with the vision set out for the area in the Civic Master Plan (see attachment).

The area where Depot Road and Middleton Street intersect the Spanish Moss Trail is zoned Limited Industrial District (LI) (shaded purple on the attached map). The uses currently permitted in the LI District include Light Industrial Services, Manufacturing and Production, Warehousing, and Wholesale Sales (see attached Use Table).

Staff had originally proposed to amend the Unified Development Ordinance (UDO) to allow “Other Retail Sales and Services” and “Restaurants without Drive-Thrus” as conditional uses in the LI zone. A fairly long list of conditions was attached which limited the hours of operation, prohibited sale or consumption of alcohol, etc. Certain uses such as gun shops and flea markets were specifically prohibited.

At your July meeting, you seemed to agree that certain trail and artisan-related uses (with conditions) seemed acceptable in that area, but you requested that instead of prohibiting certain retail uses and permitting all others, we specifically permit certain activities and prohibit all others. To that end, staff has proposed establishing a definition of “trail-related uses” and “artisan studio/workshop.” Trail-related uses would be permitted as conditional uses in the Limited Industrial District. Artisan studios/workshops would be permitted by right.

Section 11.2. of the UDO, “Defined Terms,” is proposed to be amended with the following definitions:

Trail-related Use. A restaurant or retail use that is primarily catering to users of the Spanish Moss Trail. Retail uses specifically include the sale, rental, and/or repair of outdoor recreational equipment, goods, or clothing.

Artisan Studio/Workshop. An establishment for the preparation, display, and sale of individually crafted artwork, jewelry, furniture, sculpture, pottery, leathercraft, hand-woven articles and related items. Also included are establishments for the teaching and performance of visual and performing arts such as drawing, photography, vocal or instrumental music, theatre, painting, sculpture, and writing.

The proposed conditions for permitting Trail-Related Uses in the LI District would be as follows:

- such use shall be located within 200' of a trailhead of the Spanish Moss Trail;
- the floor area for such use shall not be over 2,500 square feet;
- no drive-thru or drive-up windows are permitted;
- the hours of operation shall be limited to between 7:00 AM and 6:00 PM EST and 7:00 PM EDT;
- no outside amplified music is permitted;
- no alcohol sales or consumption is permitted;
- any use that includes outdoor seating shall have a trash container available for disposal of goods consumed on the premises;
- full cut-off fixtures shall be used in any outdoor lighting; maximum height of light poles 12' if located within the setback area adjoining a residential use; 25' elsewhere on the site; and
- new construction and exterior changes to existing structure to accommodate such uses shall be subject to Section 6.6 of this UDO.

Residents and property owners in the West End and Hermitage Road Area neighborhoods, as well as property owners in the Depot Road industrial area, have been kept informed of the ordinance change process via staff's e-mail contact list. All the written public comments that have submitted to date are attached.

Please contact me with any questions.

Thank you.

attachments

EXCERPT FROM CIVIC MASTER PLAN

9.1 Depot Road Area

Sector: 2

Project Type: Public | Private

Civic Investment Required: Depot Plaza,
Depot Road Streetscape

See Also: 4.9; 5.2

Since the Port Royal Railroad was deactivated in 2006, the Beaufort Depot Area has become a neglected “back of house” district squeezed between residential neighborhoods. Beneath its rough character, the Depot Road Area continues to support a number of successful light industrial and service operations. Additionally, the recent opening of the Spanish Moss Trail, running through the Depot building itself, has already begun to bring a new level of activity to the area with residents of all ages walking, biking, and rolling through daily (see Section 5.2 for details).

Over time, there is an opportunity to build on both the Depot Area’s eclectic industrial past and the Spanish Moss Trail’s new infusion of energy in a manner that supports the immediate neighborhoods and the greater community. Many other aging industrial areas around the country that

are intersected by major trail systems—such as the Swamp Rabbit Trail in Greenville, South Carolina; the South End Rail-Trail in Charlotte, North Carolina; the Tobacco Trail in Durham, North Carolina; the Libba Cotten Bikeway in Carrboro, North Carolina; and the Springwater Corridor in Portland, Oregon—have seen a tremendous level of new life and value creation as a result. For example, recent studies in Greenville, South Carolina have indicated that businesses along the trail have seen a 30-85% increase in sales/revenue (<http://greenvillerec.com/studies-surveys>) directly attributable to the trail’s proximity indicating a substantial economic impact. This fiscal success is connected to the creation of new neighborhood amenities, such as the Swamp Rabbit Café and Grocery. This bakery, coffee shop and purveyor of locally-sourced food re-established a previously abandoned building adjacent to the trail in an older neighborhood two miles from the downtown and created a new hub of activity.

To this end, this plan anticipates similar opportunities and interest in uses and activities in the Depot Area that are complementary to this rapidly-emerging trail corridor and are also compatible and protective of the surrounding neighborhood. One possibility includes the regeneration of the aging—but economically viable—industrial buildings as incubator spaces for small business startups, back office operations, and artists



Image Source: bing.com

▲ EXISTING DEPOT AREA



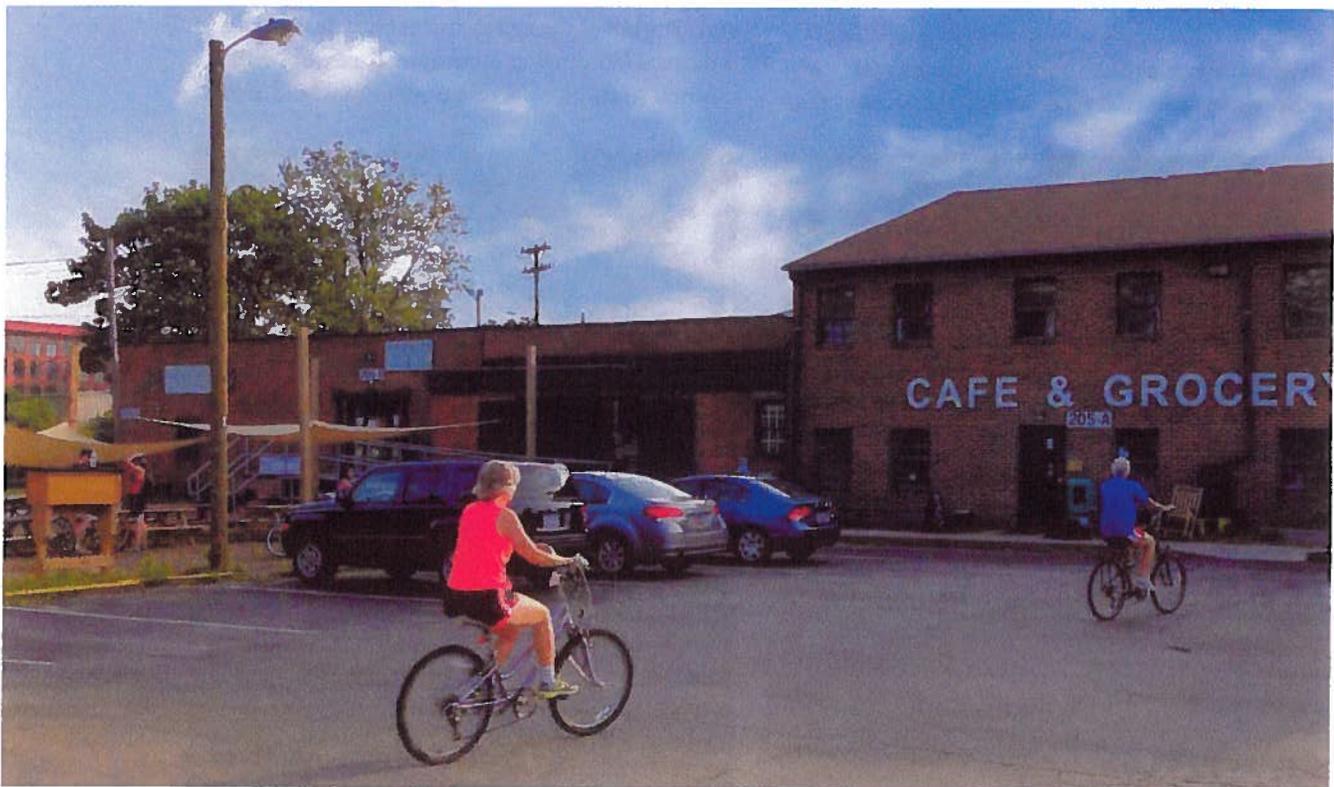
▲ CONCEPTUAL REDEVELOPMENT PLAN

and craftspeople (e.g. custom woodworkers, cabinet shops, ironworkers and other similar artisans) with small scale fabrication, storage, and sales. Like the Swamp Rabbit Trail and others like it across the country, it is reasonable to foresee demand for small-scale businesses and facilities to support trail users such as bicycle rentals, restrooms, and small grocers/sundries as well as infill housing in a live-work arrangement to take advantage of the trail as a regional amenity. Over time it is also reasonable to expect that demand may also support the construction of new structures that are consistent in scale with the existing buildings.

While these characteristics would make the Depot Area a prime opportunity for redevelopment, this plan does not anticipate major redevelopment in this area until a few key issues are resolved. First, the current haphazard parking configurations, partially addressed by the first phase of trailhead parking, must continue to be resolved. With an active trail through the area, it has become even more important to formalize the area where motor vehicles circulate and park so as not to conflict with trail users and the neighborhood. This discussion with all the stakeholders should begin as soon as possible.

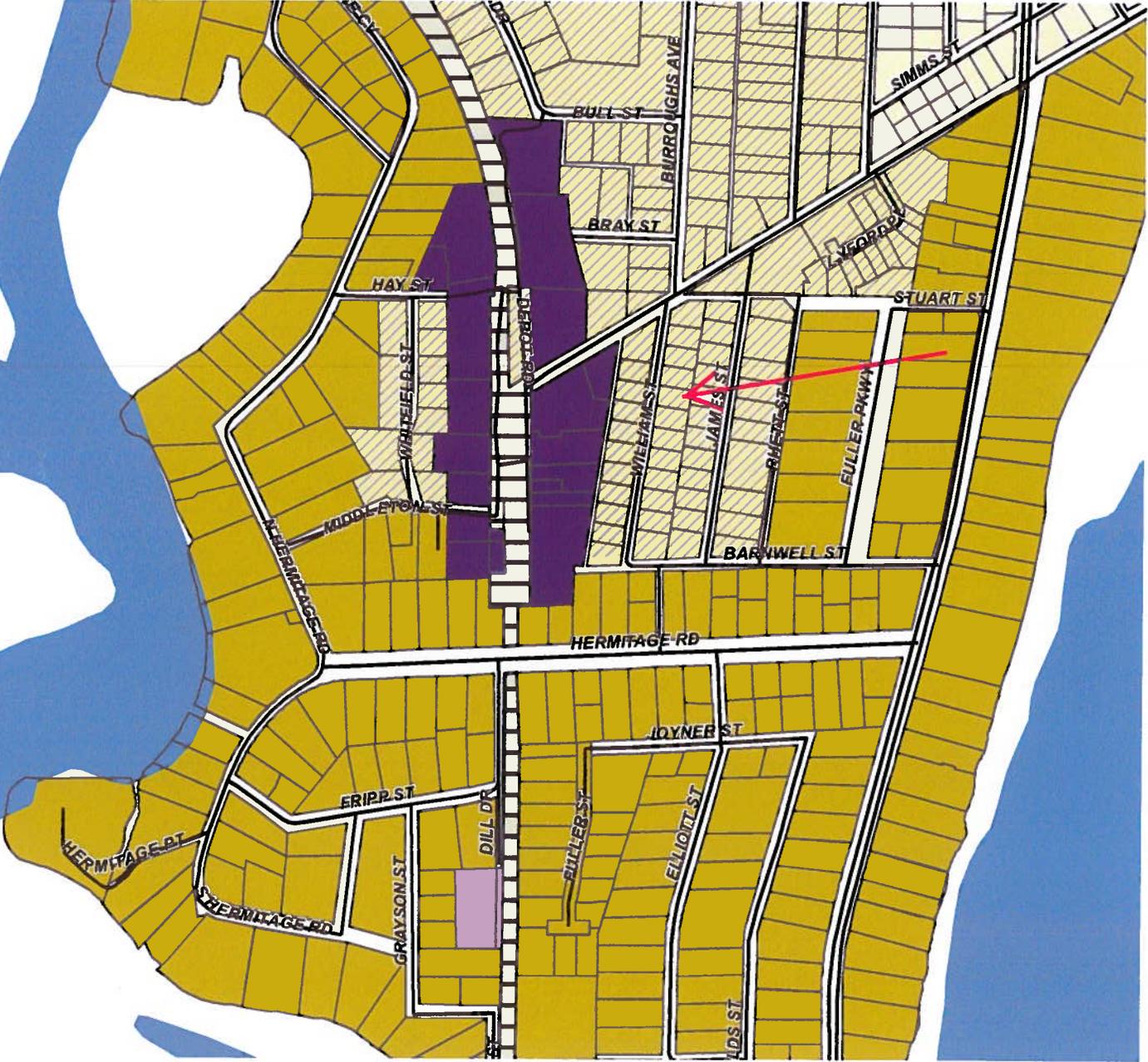
Second, and perhaps most importantly, the current Limited Industrial zoning classification permits a wide variety of manufacturing and industrial uses which are not necessarily conducive to a quiet and prosperous neighborhood (e.g. aviation services, light industrial services, and even waste related services as a Special Exception) and does little in the way of creating an economic and social amenity for both the neighborhood and the community as a whole. The city also recognizes that many of the residents of the neighborhood surrounding the Depot Area have expressed concern about how this vision might impact the quiet nature of the area.

To accommodate this emerging vision, this plan recommends a discussion with Depot Area stakeholders and the community at large with the goal of creating a special zoning district that helps to manage some level of expected change. At a minimum it needs to anticipate trail-generated use and activity, differentiate it from the more conventional industrial areas elsewhere in the city, and ensure compatibility with the peaceful nature of the established neighborhoods. In consultation with stakeholders, the city will convene a group of interested parties within the next twelve months as new sections of the trail are completed.



▲ SWAMP RABBIT CAFE & GROCERY, GREENVILLE, SOUTH CAROLINA

Excerpt From Zoning Map



Article 5. Use Regulations

5.1 Use Tables

A. Types of Use

All of the Use Categories listed in the Use Table are defined and described in the sections immediately following the Table.

1. Uses Permitted By Right

A "P" indicates that a use is allowed by right in the respective district. Such uses are subject to all other applicable regulations of this UDO.

2. Conditional Use

A "C" indicates a use that is allowed conditionally, provided that it meets the additional listed standards contained in Section 5.3, Specific Use Standards. Conditional uses are subject to all other applicable regulations of this UDO.

3. Special Exception

An "S" indicates that a use is allowed only if reviewed and approved as a Special Exception, provided that it meets the listed standards contained in Section 5.3, Specific Use Standards. Special exceptions are subject to all other applicable regulations of this UDO.

4. Existing Building

An "E" indicates a use category that is allowed only in existing buildings, provided that it meets the additional listed standards contained in Section 5.3.

B. Uses Not Allowed

A blank cell in the Use Table indicates that a Use Category is not allowed in the respective district.

C. Uses Not Listed

The Administrator shall determine whether or not an unlisted use is part of an existing Use Category or is substantially similar to an already defined use, using the criteria in Section 5.2, Use Categories.

Article 4. Zoning Districts

4.1 Establishment of Districts

For the purpose of this UDO, portions of the City as specified on the Official Zoning Map of the City are hereby divided into the following zoning districts:

BASE ZONING DISTRICTS	
Residential Zoning Districts	
TR	Transitional Residential
RE	Residential Estate
R-1	Low Density Single-Family Residential
R-2	Medium Density Single-Family Residential
R-3	Medium-High Density Single-Family Residential
R-4	High Density Single-Family Residential
GR	General Residential
TBR	Traditional Beaufort Residential
MHP	Manufactured Home Park
Commercial Zoning Districts	
NC	Neighborhood Commercial
OC	Office Commercial
CC	Core Commercial
GC	General Commercial
HC	Highway Commercial
Industrial Zoning Districts	
LI	Limited Industrial
IP	Industrial Park
Special Purpose Zoning Districts	
CP	Conservation Preservation
MED	Medical
PUD	Planned Unit Development
MR	Military Reservation
OVERLAY ZONING DISTRICTS	
AICUZ	Air Installation Compatibility Use Zone
-D	Development Design
-H	Historic

4.2 Official Zoning Map

- A. The boundaries of the above zoning districts are a map or series of maps entitled "Official Zoning Map, City of Beaufort" which, together with all explanatory matter thereon, is hereby adopted by reference and declared to be part of this UDO. Special purpose zoning districts intended to serve as floating districts are not established on the zoning map until a specific district is proposed and approved by the City.
- B. Each map bearing the designation "Official Zoning Map, City of Beaufort" shall be identified by the signature of the Administrator, and bearing the seal of the City under the words: "Official Zoning Map, City of Beaufort, South Carolina," together with the date of the adoption of the map.

Article 5: Use Regulations
Section 5.1: Use Tables

Use Category	Specific Use	Residential										Nonresidential							Special Purpose		
		TR	RE	R-1	R-2	R-3, R-4	GR	TBR	MHP	NC	OC	CC	GC	HC	LI	MED	CP	IP			
Institutions	Cemetery																				
	Park, Community/Neighborhood	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P		
Passenger Terminals	Open Space	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P		
	Religious Institution																		P		
Utilities	Major Utility	C	C	C	C	C	C	C											E		
	Minor Utility												S	P					P		
	Public Utility Substation		P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P		
COMMERCIAL (see Section 5.2F)																					
Eating Establishments	Restaurant, w/ Drive-thru																		C		
	Restaurant, w/o Drive-thru											C	C	P	P	C			P		
	Restaurant, w/o Seating											C		P	P	P					
	Restaurant, w/outdoor cooking											S	S	S	S						
	Restaurant, Drive-in														S						
Entertainment	Indoor Entertainment	C	C	C	C	C	C	C							P	P	P	S			
	Outdoor Entertainment	C	C	C	C	C	C											S			
Office	Sexually-Oriented Business																		C		
	Medical Office/Clinic														C	P	P	P	P		
	Other Offices														C	P	P	P	P		

Article 5: Use Regulations
Section 5.1: Use Tables

Use Category	Specific Use	Residential										Nonresidential							Special Purpose		
		TR	RE	R-1	R-2	R-3, R-4	GR	TBR	MHP	NC	OC	CC	GC	HC	LI	MED	CP	IP			
Overnight Guest Accommodation	Bed and Breakfast						S	S		P	P	E									
	Inn (up to 24 units)								P	P	P	P	P								
	Motel/Hotel/Extended Stay										P	P	P								
	Housing, Short Term Rental	S	S	S	S	S	S	S	C	C	C	C	C	C	C						
Parking, Commercial	Recreational Vehicle Park												S								
									C	P	C	P	P	P	P			P			
Retail Sales and Service	Animal Hospital/Kennel											C	C	C	P						
	Bakery											C	C	C	P						
	Banquet Facility											C	C	C	P						
	Body Piercing Facility										P	C	P	P							
	Drug Store/Pharmacy											C	P	P				P			
	Tattoo Facility														C						
	Other Retail Sales and Services										C	C	P	P							
Self-Service Storage	Single-Story										C	C	P	P							
	Multi-Story														P						
	Vehicle Service and Repair												C	P							
Vehicle Sales and Service	Car Wash												C	C	P						
	Fuel Sales												C	C	C						
	Vehicle Service, Limited												S	C	C						
	Boat Sales and Service												C	P	P						
	Other Vehicle Sales and Service												C	P							
INDUSTRIAL (See Section 5.2G)																					
Aviation Services																		P			
Light Industrial Services																		P			
Manufacturing and Production																		P			

Article 5: Use Regulations
Section 5.1: Use Tables

Use Category	Specific Use	Residential										Nonresidential							Special Purpose		
		TR	RE	R-1	R-2	R-3, R-4	GR	TBR	MHP	NC	OC	CC	GC	HC	LI	MED	CP	IP			
Truck Terminal																		P			
Warehousing														S				P			
Waste-Related Service															S			S			
Wholesale Sales														C	C			P			
OTHER (See Section 5.2H)																					
Agriculture	Agriculture/Horticulture																				
	Silviculture, Tree Farm													C	C			P			
Water Oriented Facilities																					
Telecommunication Towers																					
																		C			