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ARCHITECTURE | PLANNING

Application For A Variance (VAR) Brevard Board Of Adjustment
31 W. Morgan Street, Brevard

June 18, 2026

Reasons for Variance Request:

The proposed project includes construction of a new facility for The Bread of Life Inc. at 31 West Morgan Street. The property is zoned Downtown Mixed Use and fronts West Morgan Street. Properties to the south and west (across Duckworth Avenue) are zoned Residential Mixed Use.

The mission of The Bread of Life is to provide food and access to resources to all those in need in Transylvania County. No questions asked. Operating hours are Monday-Friday from 9 am – 2 pm with hot meals served from 12 -2 pm. The total area of the proposed building is 7,581 square feet. Primary spaces include dining area, commercial kitchen, large pantry, dry storage, and small lobby with public access to administrative offices on upper floor.

Typical service access by larger vehicles includes garbage pickup twice weekly and food delivery by Manna twice weekly. Both typically occur during morning hours. Additional donations by local organizations and individuals are received 8:30-11:30 am daily. Generally, there is non-simultaneous use of service delivery and guest services. The Bread of Life is supported by staff and volunteers. Guests arrive by car and on foot, typically between 11:30 am and 2 pm. To limit conflicts between vehicles and pedestrians, the circulation is designed utilizing a one-way drive aisle from Morgan Street through the parking area, with service access at the rear of the building, and exit back to Morgan Street.

The Bread of Life Inc. is requesting approval of variance from the following sections of the UDO:

- Section 5.7.8 Neighborhood Business Building Type Specifications: Maximum *Building width of 60 feet* ***(increase to building width of 67'-10")***
- Section 9.3A: Driveway Separation Distances: *New driveways, on public streets with curbing, shall be limited in accordance with the following standards: Posted speed limit 25 to 35 mph: 120 feet Minimum Distance Between Driveways and Intersections* ***(reduce to proposed 64-foot wide distance of exit driveway from intersection of Morgan and Duckworth)***

We believe the variance request should be granted because the proposed design is in keeping with the spirit of the Unified Development Ordinance (UDO) and marginally varies from the dimensional requirements. The Bread of Life purchased the property and began development of the project in 2023, three years prior to the establishment of the current architectural standards. Vehicular access and circulation are designed to maximize serviceability and minimize conflicts and delivery vehicles on residential streets.

Strict adherence to the UDO would be a significant hardship for The Bread of Life considering the challenges associated with a project of this scale for a local non-profit organization.

The following sections provide supporting documentation.

A. Text from Unified Development Ordinance (UDO)

Relevant sections of the UDO have been included below for reference specific to architectural standards for new construction and site development.

CHAPTER 5 – Architectural Standards

5.7. Building types

5.7.8. Neighborhood business.

A. A Neighborhood Business complements walkable neighborhoods by facilitating a small increment of mixed use through a pedestrian-friendly ground floor retail or service use accessed from a sidewalk shopfront. Residential units, storage or small offices may be located on upper floors.

1. An Awning or Canopy is required above a shopfront. The applicant may choose which but shall only use one.

FIGURE 5.7.8-A: NEIGHBORHOOD BUSINESS ILLUSTRATION

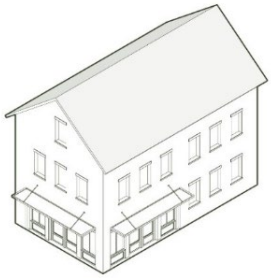


TABLE 5.7.8-A: NEIGHBORHOOD BUSINESS BUILDING TYPE SPECIFICATIONS	
Building Dimensions / Configuration	
Building Orientation	Facing primary street
Number of Stories	2 min
Building Width	60 feet max
Building Extensions	
Tower (see Section 5.9.1)	Not Permitted
Cupola (see Section 5.9.2)	Not Permitted
Porte Cochere (see Section 5.9.3)	Not Permitted
Awning (see Section 5.9.4)	Required over Shopfront (see above)
Canopy (see Section 5.9.5)	Required over Shopfront (see above)
Balcony (see Section 5.9.6)	Permitted
External Staircase (not Stoop) (see Section 5.9.7)	Permitted
Building Frontages	
Shopfront (see Section 5.10.1)	Required
Gallery (see Section 5.10.2)	Permitted
Porch (see Section 5.10.3)	Permitted
Portico (see Section 5.10.4)	Not Permitted
Stoop (see Section 5.10.5)	Not Permitted
Courtyard (see Section 5.10.6)	Not Permitted

Chapter 9. Circulation and Connectivity

9.3 Access Management

A. New driveways, on public streets with curbing, shall be limited in accordance with the following standards:

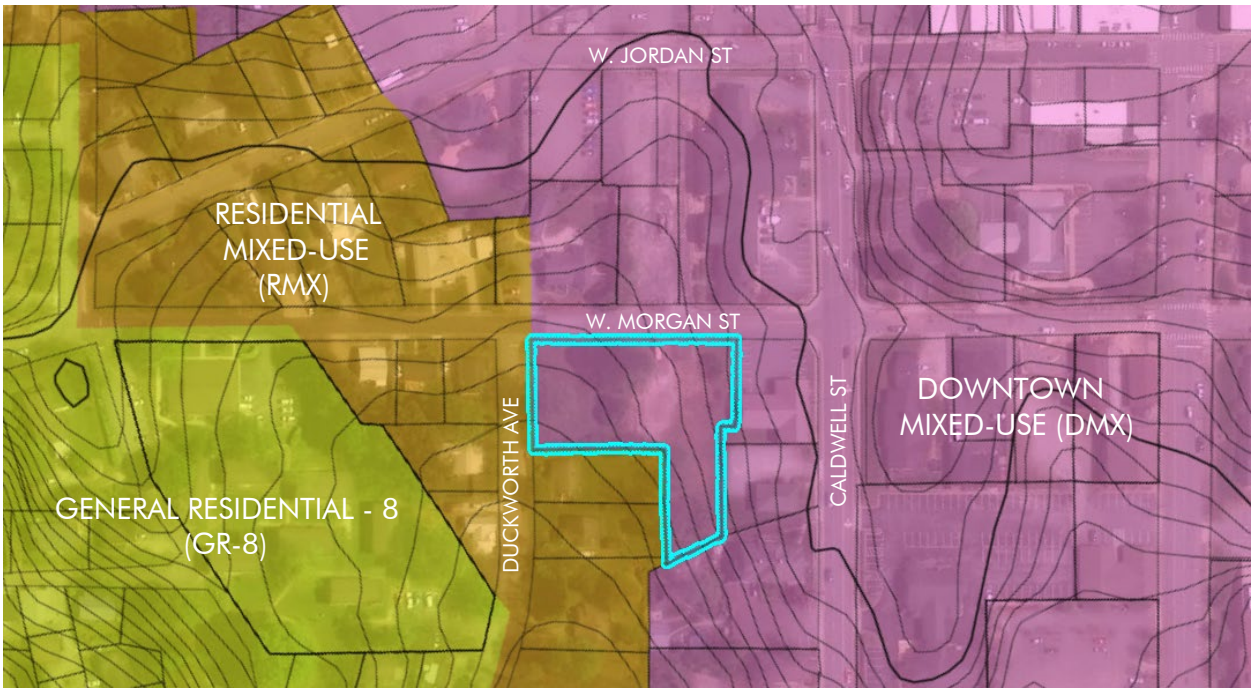
TABLE 9.3A: DRIVEWAY SEPARATION DISTANCES		
Posted Speed Limit (mph)	**Minimum Distance Between Driveways**	**Minimum Distance Between Driveways and Intersections***
15	20 feet	40 feet
20	40 feet	80 feet
25 to 35	60 feet	120 feet
40	120 feet	240 feet
45	140 feet	280 feet
50	160 feet	320 feet
55	180 feet	360 feet
Note: Access separation between driveways shall be measured from inside edge of curb cuts. Access separation between a driveways and intersecting streets shall be measured from the nearest inside edge of the driveway curb cut to the intersecting right-of-way lines.		

B. Building / Property Information

PIN 8586-40-2694-000

Calculated Acreage 0.84 Acres

Land Value $315,000



City of Brevard Zoning map

C. Reasons for Variance Request, continued

1. Unnecessary hardship would result from the strict application of the regulations. It shall not be necessary to demonstrate that, in the absence of the variance, no reasonable use can be made of the property.

The property was purchased and design of the project was underway two years prior to the adoption of the new Architectural Standards in the City of Brevard's Unified Development Ordinance (UDO). Overall massing, size of program spaces, and operational efficiencies based on adjacencies were established. The Bread of Life initiated the capital campaign while design has progressed. After the adoption of the new architectural standards, the architectural and engineering design team has integrated the required standards as much as technically feasible.

The project is designed to comply with the UDO. The building will be a two-story structure, built up to the property line, fronting Morgan Street, with parking oriented to the side and rear of the building. Stylistically, the exterior features and finishes will comply with the Brevard Contemporary style as outlined in the UDO. The allowable building type in the standards which the proposed building most closely aligns with is a *Neighborhood business*. However, the

maximum width of the building exceeds the maximum of 60 feet by 7'-10". Other allowable building types are not feasible due to constraints of the site and standards which specify maximum building widths and depths. Significant redesign and/or compromise of the program and interior functions would result in unnecessary hardship for the Bread of Life.

Circulation

A one-way circular drive with entry and exit is proposed to accommodate service/delivery access and parking for guests and staff. The entry drive is located more than 120 feet from the intersection of West Morgan Street and Caldwell Street, complying with the UDO required distance. Due to the overall width of the parcel (236 feet), the exit driveway does not comply, and is 64 feet from the intersection of Duckworth Avenue. The one-way circular drive eliminates the potential danger of larger service vehicles backing out into the road, and large delivery vehicles parking along Morgan Street, blocking traffic, because of inadequate access and maneuverability, if limited to a single two-way driveway. The one-way drive directs service vehicles to utilize West Morgan Street between Caldwell and Duckworth, minimizing larger vehicles on adjacent residential streets.

2. *The hardship results from conditions that are peculiar to the property, such as location, size, or topography. Hardships resulting from personal circumstances, as well as hardships resulting from conditions that are common to the neighborhood or the general public, may not be the basis for granting a variance*.

The "L"-shaped 0.84-acre parcel is 236 feet wide and 125 feet deep except for the southeasterly portion of the property which extends back an additional depth of 128 feet for a width of 65 feet. The topography slopes across the site with high point from the northeast corner of Morgan Street at 2,196 feet to 2,186 feet at the southwest corner on Duckworth Avenue, for a total change in grade of 10 feet. Due to the conditions of the site, overall size of specific program areas, and vehicular access drive required, requiring strict adherence to dimensional requirements for *neighborhood business* or other allowable building types, proves to be a hardship.

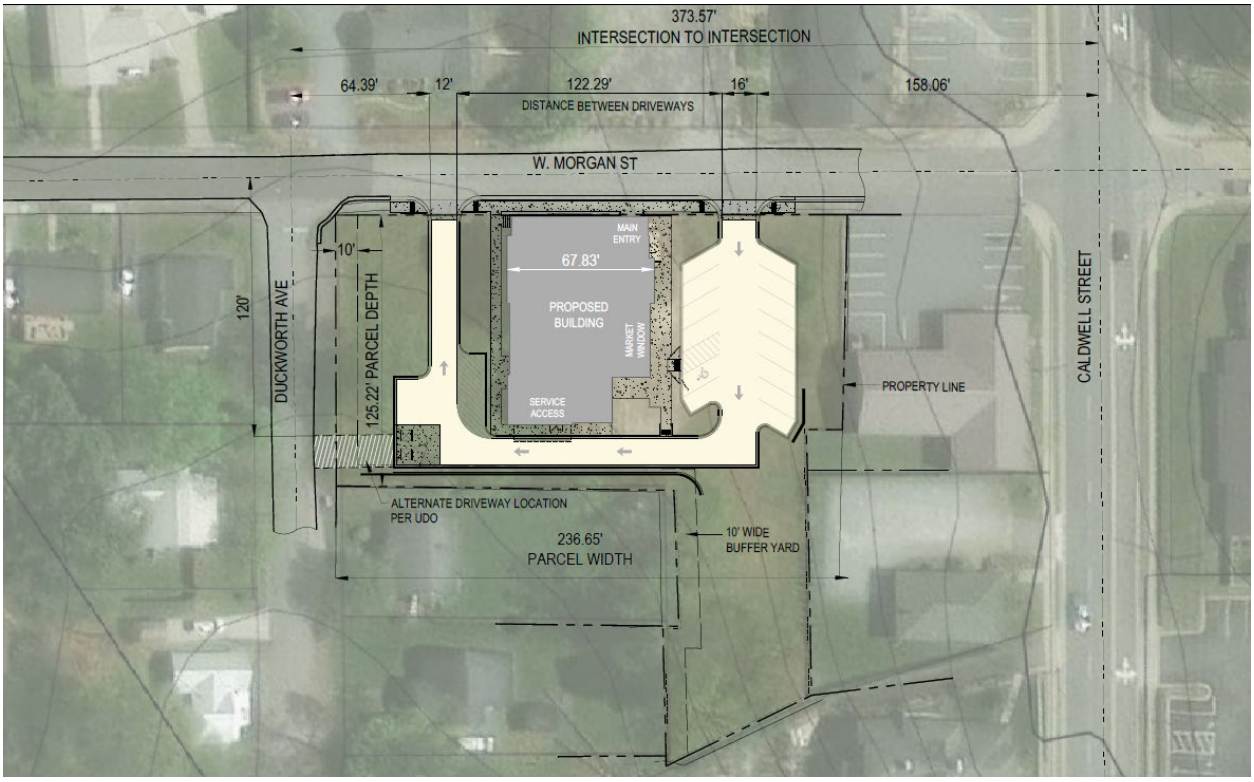
Circulation

Multiple options for the service driveway were considered during design. Due to the depth of the site, locating the exit drive on Duckworth Avenue is not technically feasible within the required minimum distances from the intersection without impeding the required 10-foot buffer yard. Locating the exit on Duckworth would introduce additional traffic on a narrow residential street without sidewalks and curbs. Turning on to Duckworth and immediately turning right on Morgan Street would also be difficult for larger vehicles to maneuver.

Further, the peculiars of the property, including the size of the property and its location, nearly spanning the distance between two intersections within close proximity to each other, creates a situation making it impossible to adhere to the Section 9.3. Section 9.3 allows for two driveways, if there is 60 feet between the driveways and the driveways are 120 feet from intersections. The design allows for a distance in excess of 120 from the intersection of Caldwell Street and West Morgan Street. The design also includes two driveways separated by more than 60 feet. However, the size and location of the property make it impossible to adhere to Section 9.3, while allowing 120 feet from the second drive to the intersection of Duckworth Avenue and West Morgan Street.

Even if the designed building's width was 60 feet, there is still inadequate spacing to accommodate 120 feet to the intersection of Duckworth Avenue and West Morgan Street. As discussed above, the two-driveway plan is intended to limit congestion and dangers on public roadways that would be created by a single driveway.

These peculiars are unique to this property and are not conditions common to the neighborhood. This is one of two properties that suffers from this hardship, given its frontage on West Morgan Street and positioning between both Caldwell Street and Duckworth Avenue. The other property, adjacent to this property, has a driveway and parking lot that does not adhere to the 120-foot requirement.



Site Plan - See attached full-size diagram

3.The hardship did not result from actions taken by the applicant or the property owner. The act of purchasing property with knowledge that circumstances exist that may justify the granting of a variance shall not be regarded as a self-created hardship.

This property was purchased in 2023, and preliminary design for the facility and site began prior to the adoption of the updated Architectural Standards by the City of Brevard's UDO in April of 2025. The Owner did not purchase the property with any knowledge that these circumstances specific to the building design would exist and should not be considered a self-created hardship.

4. The requested variance is consistent with the spirit, purpose, and intent of the regulations, such that public safety is secured, and substantial justice achieved. Substantial justice is not achieved when granting the variance would be injurious to the neighborhood or to the general welfare.

The proposed use of the facility for Shelter and Business is compliant with the zoning ordinance. The design of the building is intended to compliment the architectural character of the neighborhood with a more residential, less institutional aesthetic, to welcome guests in need. The building is two-story, facing the primary street (Morgan Street) with shop front, awning/canopy, and porch. Large windows and doors on the front of the building create a more welcoming façade, highlighting the dining room which serves the core mission of Bread of Life. Supporting offices and meeting spaces for the Bread of Life are located on the upper floor. The commercial kitchen and pantry are situated behind the dining and office areas, visible from the secondary street, Duckworth Avenue.

The corner of the property along Duckworth will be landscaped to meet the required landscape buffer yard requirement between DMX and Residential Mixed-Use zones. This area may also be developed as community garden. Parking is oriented on the side of the building closest to primary access and Caldwell Street, and the sidewalk will be improved in front of the building, improving the walkability of the neighborhood.

The building and overall site design create an appropriate transition from DMX to Residential Mixed use, complementing the character of existing buildings in the immediate area, and concentrating parking and vehicular access away from the residential properties on Duckworth Avenue and West Morgan Street. The slight increase in overall width of the building (7'-10") from the allowable maximum width for the Neighborhood Business building type will be imperceptible in the context of the overall site development and surrounding areas. See attached context images.

The proposed design is consistent with the spirit, purpose, and intent of the regulations with development of *a Neighborhood Business* (building type), complementing a walkable neighborhood by facilitating a small increment of mixed use through a pedestrian-friendly ground floor service use accessed from a sidewalk shopfront with offices located on upper floor, however slightly larger in size.

Circulation

The spirit, purpose and intent of Section 9.3 envisions two driveways, separated by 60 feet and 120 feet from intersections. The proposed plan includes two driveways, separated by 60 feet and more than 120 feet from the intersection of Caldwell Street and West Morgan Street. So, the design meets the spirit, purpose and intent of Section 9.3. Substantial justice is achieved by granting the variance with respect to the distance from the second driveway to intersection of Duckworth Avenue and West Morgan Street. As discussed herein, the two-driveway plan is intended to limit congestion and dangers on public roadways that would be created by a single driveway. The proposed circulation and one-way drive is designed to comply with the required separation distances to the maximum extent feasible, maximizing visibility and minimizing vehicular traffic on secondary roads. The frequency and number of vehicles accessing the property does not constitute a significant increase to traffic patterns in the area, and the

separation distance of driveways does not pose a significant threat to safety within the context of the immediate site, adjacent properties, and existing driveways.

Justice and public welfare is also served by granting the variance when considering storm water and retention systems. The plan adheres to the maximum amount of impervious materials for the driveways and parking lot without taxing the storm water system or requiring substantial water retention, or subsurface retention, that is unsightly and disruptive to the site.

Approval of the Variance for additional building width and reduced separation distance of driveways will not be injurious to the neighborhood, neighboring property owners, or general welfare.

Lastly, when considering the mission of The Bread of Life, the general welfare is served by the proposed building being completed, as designed. As stated above, the applicant has gone through an exhaustive, expensive and time-consuming design process, which occurred prior to certain changes requiring this variance application. Its capital campaign was geared toward this plan. If the variance is not approved, The Bread of Life could be put in a position of a redesign that it may not be able to afford. The general welfare benefits from this plan far more than it benefits from no plan at all.

D. Proposed Building Rendering



E. Photos – Context



1. View from Caldwell Street looking southwest toward site



2. View from corner of West Morgan Street and Duckworth Avenue looking east



3. View from corner of West Morgan Street and Duckworth Avenue looking south down Duckworth Avenue