



THE CITY OF
GOOSE CREEK

BERKELEY CO. **EST. 1961** SO. CAROLINA

**PLANNING COMMISSION
SUPPORTING DOCUMENTS
TUESDAY, SEPTEMBER 1, 2020
5:30PM**

**MARGUERITE BROWN MUNICIPAL CENTER
CITY HALL COUNCIL CHAMBERS
519 N. GOOSE CREEK BLVD.
GOOSE CREEK, SOUTH CAROLINA**

MEMORANDUM

TO: MEMBERS OF THE PLANNING COMMISSION

FROM: LILI ORTIZ-LUDLUM
ADMINISTRATIVE ASSISTANT

DATE: August 28, 2020

SUBJECT: NOTIFICATION OF
PLANNING COMMISSION MEETING

This is to remind everyone that the next meeting of the Planning Commission is scheduled for Tuesday, September 1, 2020, at 5:30 p.m. via Zoom.

Should you have any questions or comments prior to Tuesday's meeting, please do not hesitate to contact Brenda Moneer at (x.1116) or Mark Brodeur, Planning Director (x.1118) at 843-797-6220.



MINUTES

**MINUTES
CITY OF GOOSE CREEK
PLANNING COMMISSION
THURSDAY, JULY 16, 2020, 6:30 P.M.
VIDEO CONFERENCE (ZOOM)**

I. CALL TO ORDER – CHAIRMAN JOSH JOHNSON

Action: Chairman Johnson called the meeting to order at 6:30 p.m.
Present: Heather Byrd; Paul Connerty; Judie Edwards; Josh Johnson; Jeffrey Smith; Gary Berenyi
Absent: None
Staff Present: Planning Director Mark Brodeur; Planning Technician Brenda Moneer
Council Present: None

II. APPROVAL OF AGENDA

Motion: A motion was made to approve the agenda. **Moved by** Commissioner Edwards; **Seconded by** Commissioner Smith.
Discussion: There was none.
Vote: All voted in favor. The motion carried (7-0).

III. REVIEW OF MINUTES: JUNE 2, 2020

Chairman Johnson stated there was a correction for item number four on the agenda. The final vote stated 6 to 0 however he recused himself and it should state 5 to 0.

Motion: A motion was made to approve the minutes with corrections. **Moved by** Commissioner Connerty; **Seconded by** Commissioner Edwards.
Discussion: There was none.
Vote: All voted in favor. The motion carried (6-0).

IV. DISCUSSION FOR THE GOOSE CREEK COMPREHENSIVE PLAN 2020: BERKELEY-CHARLESTON-DORCHESTER COUNCIL OF GOVERNMENT (BCDCOG) FINAL PRESENTATION TO COMMISSION.

Ms. Bush stated the content overview is as follows:

- Matrix of Former Plans and Studies – Key Findings
- Housing Affordability Assessment
- Housing Needs Projections
- Economic Base Analysis
- Build Out Analysis

She stated the key finds for the former plans and studies were as follows:

- Goose Creek 2019 Strategic Plan
- Prior (2010 and 2015 update) Goose Creek Comprehensive Plans
- Berkeley County Comprehensive Plan
- OurRegion OurPlan

Ms. Bush presented a slide of the growth trends regarding housing needs. She stated in 2025 Environmental Systems Research Institute (ESRI) projected an estimated total of 19,666 housing units will be needed compared to 2020s which is 17,600. She stated they will be a 2000 housing unit gap.

She presented a housing affordability slide showing rental housing affordability, median rent comparison (2018) and median rent in Goose Creek. She stated there is a struggle of affordability, particularly in the rental market. Prices are increasing at 3.3% per year.

Ms. Bush presented the Economic Base Analysis (EBA) as follows:

- Economic base refers to the companies/employers that generate jobs in an area.
- An Economic Base Analysis (EBA) identifies which industries are key to a region’s economy
- EBAs help to inform decisions about workforce targeting and economic development (ED).
 - Strong economies improve a population’s living standards, increasing life expectancy, overall health, literacy, and access to quality housing.
- Effective ED strategies require a thorough understanding of the strengths, weaknesses, and growth opportunities within the economic base.

She presented industry statistics. She stated the biggest employers in the City are as follows:

1. Berkeley County Water – 175 Employees
2. Howe Hall Elementary School – 63 Employees
3. McDonald’s – 55 Employees

She stated there is a total of 764 businesses with 7419 employees in the City.

Ms. Bush presented a Civilian Labor Force Statistic slide showing 2020 estimated and 2025 demographic summaries as follows:

<u>Demographic Summary</u>	<u>2020 (Estimated)</u>	<u>2025 (Projected)</u>
Population	45,761	50,855
Population 18+	35,196	38,763
Households	16,287	18,261
Median Household Income	\$68,662	\$72,740

She presented Tapestry Segments which are multiple charts and a map showing who the City's local economy is supporting with explanations.

She presented a slide entitled 2020 Goose Creek Consumer Spending which was broken down into the following categories:

- Shelter
- Health Care
- Food at Home
- Entertainment/Recreation
- Travel
- Support Payments/Cash
- HH Furnishings & Equipment
- Apparel & Services
- Education
- Vehicle Maintenance & Repairs
- Personal Care Products & Services

Ms. Bush presented a Retail Market Profile that identifies opportunities for localized economic growth. She stated the leakage surplus factor shows where the demand is. She stated the retail gap shows where the City is losing revenue as people are going outside the city for those services.

Ms. Bush presented a slide regarding retail categories that show local opportunity for economic growth. She stated the biggest categories where money is being spent outside of the city are grocery stores, food & beverage stores, automobile dealers and motor vehicle and parts dealers.

She presented a sports and leisure market potential that measure what kind of activity residents are engaged in which can be translated into revenue. She stated the most popular are dined out, watching sports on tv and attending a movie. She also presented a restaurant market profile.

Ms. Bush stated the City has a surplus in general merchandise and used merchandise stores which brings in money from the outside. She stated there are many industries and subsectors with "leakage" where residents spend money outside the City. She stated all these "leakage" and retail gap categories present opportunities for the City to capitalize.

Ms. Bush presented a build out analysis showing key maps and planning areas and development constraints.

- Planning Area 1 (GC1) – Upper Goose Creek (one dot on the map equals 10 units)
 - Total Parcel Area (Square Feet): 212,320,339
 - Total Constraints (Square Feet): 18,267,900
 - Total Available Land (Square Feet): 194,052,439
 - Potential Units: 6,889
- Planning Area 2 (GC2) – Central Goose Creek (one dot on the map equals 20 units)
 - Total Parcel Area (Square Feet): 383,955,518

- Total Constraints (Square Feet): 161,805,056
- Total Available Land (Square Feet): 222,150,462
- Potential Units: 17,397
- Northern Potential Growth Zone (A-1, A-2, A-3)
 - Total Parcel Area (Square Feet): 434,565,930
 - Total Constraints (Square Feet): 104,467,200
 - Total Available Land (Square Feet): 15,869,334
- Central Potential Growth Zone (A-4)
 - Total Parcel Area (Square Feet): 168,117,145
 - Total Constraints (Square Feet): 45,351,180
 - Total Available Land (Square Feet): 122,765,965
- Western Potential Growth Zone (A-5)
 - Total Parcel Area (Square Feet): 416,493,401
 - Total Constraints (Square Feet): 87,304,561
 - Total Available Land (Square Feet): 329,188,839

Ms. Bush concluded her presentation and answered questions from the Commission. No one from the public was present. Mr. Brodeur stated working with a Phase 2 consultant, which City Council recently approved, will be the next steps.

V. DISCUSSION: ESTABLISH HEAVY INDUSTRIAL DISTRICT (HI), LANGUAGE OUTLINING USES BY RIGHT

Mr. Brodeur stated Century Aluminum had to identify the zoning they want upon annexation. He stated currently they are zoned Heavy Industrial (HI) through Berkeley County and would like to continue with that classification. Mr. Brodeur stated the proposed HI language was presented to the Commission. He stated the first step is establishing the new zoning for the City. He stated currently, the City has an Industrial zoning, however it does not fit the work that is being done at the plant.

Chairman Johnson stated currently the City has three (3) industrial zoning districts. He inquired as to why a new zoning classification needs to be created and stated the current General Industrial (GI) has just about every use to be considered by right. Mr. Brodeur stated he will inquire if revisions to the GI zoning class could be made. Commissioner Smith and Chairman Johnson are concerned with public perception if a new zoning classification is created for this property. Chairman Johnson stated the reason to create a new district is because there is a gap of what we currently have, not because a singular business is requesting one. Mr. Brodeur stated this will be a future discussion.

VI. COMMENTS FROM THE COMMISSION

There was none.

VII. COMMENTS FROM STAFF

Mr. Brodeur stated the City has hired TSW out of Atlanta for Phase 2 of the Comprehensive Plan.

VIII. ADJOURNMENT

Commissioner Smith made a motion to adjourn, Commissioner Connerty seconded. All voted in favor (7-0). The meeting adjourned at approximately 7:54pm.

Mr. Josh Johnson, Chairman

Date: _____



PUBLIC HEARING

Heavy Industrial District



Memorandum

TO: Members of the Planning Commission
FROM: Mark Brodeur, Planning and Zoning
Director
DATE: September 1, 2020
SUBJECT: Public Hearing for new Heavy Industrial Zoning District

Department of Planning and Zoning

Mark Brodeur
DIRECTOR

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Proposal:

The proposal is to add a new Zoning classification in the City's Zoning Code to accommodate heavier industrial uses in the City and more specifically to accommodate the present uses on the Century Aluminum's Mt Holly campus.

Background:

Century Aluminum owns approximately 5,000 acres of property in the vicinity of the City, much of which is contiguous to the City and eligible for annexation into the City under the terms of an Annexation Agreement between the City and Century Aluminum. Under the terms of the annexation agreement, the property has been divided into five parcels, Parcel A, Parcel B, Parcel C, Parcel D and Parcel E.

The Mount Holly industrial campus is located in this acreage on Parcel D, which consists of approximately 2,440 acres and is identified as TMS #223-000-0021. Other than the plant site, the Century Aluminum property is largely undeveloped and is surrounded by forest lands. The Mt. Holly smelter has a production capacity of 229,000 metric tons of aluminum per year. According to Century Aluminum, it is the most advanced plant of its kind in the United States, a pacesetter in production efficiency, energy utilization and environmental protection.

This is a heavy industrial user. With over 310 employees, the facility would qualify as one of Goose Creek largest employers upon annexation. The plant has been active since 1980 as has been under the jurisdiction of Berkeley County.

The annexation of the Century Aluminum property and formation of a municipal electric utility to serve the Mt Holly aluminum smelter and other new developments within the Century Aluminum property have been a top priority of the City Administrator, Mayor and City Council over the past 18 months. Once it was determined by Planning & Zoning Staff that a new zoning district would be the most efficient way of zoning the property for its current use upon annexation, Century Aluminum and the City worked diligently over several months to draft the proposed Heavy Industrial Zoning District description. The annexation of this property will be financially beneficial to the City and service from the city's electric utility (at rates lower than those of its current supplier) will allow Century Aluminum to continue current operations at the Mt Holly aluminum smelter and expand its production. The City anticipates the receipt of new property tax and business license fee revenues and electric service revenues and the development of new employment opportunities for City residents upon the occurrence of an anticipated plant expansion (within the existing Mt. Holly footprint).

By the terms of the Annexation Agreement, Century Aluminum has already annexed Parcel A, Parcel B and Parcel C (properties along US HWY 176 and Old Mt. Holly Rd) into the City and such parcels have been designated with a zoning classification of General Commercial.

The City currently has two other Industrial Zoning Districts. One is the Light Industrial District and the other is the General Industrial District. Both zones combined (approximately 177 acres) constitute less than 1% of the total land in the City.

Planning & Zoning staff looked at simply amending the General Industrial Zone to accommodate heavy industrial uses. The General Industrial Zone was created in response to the annexation of JW Aluminum, and particularly its back lot – which is a 17.45-acre parcel. The nature of Century Aluminum’s smelting operation would not be permitted in the General Industrial zoning designation. Revisions to the General Industrial zone necessary to allow Mt. Holly’s operations would permit activities and buildings that would be inappropriate on the 17+acre site in such proximity to residential uses directly behind it.

Discussion:

This the proposed Heavy Industrial zone would permit all current uses on the Century Aluminum’s primary campus. Absent the creation of the new zone, any of the City’s other zoning classifications would create non-compliance use throughout the site; that is not a desirable outcome and should be avoided. The proposed zoning district seeks to avoid instances of non-compliance while permitting Mt. Holly’s existing uses to continue in their current form.

Recommendation:

Endorse the creation of a new Heavy Industrial Zoning District classification and forward your recommendation to the City Council.

151.135 HEAVY INDUSTRIAL DISTRICT.

(A) Purpose.

(1) To develop and reserve areas for heavy industrial uses that involve industrial and intensive manufacturing uses of a larger and more intensive scale, and that may generate substantially more impact on the surrounding properties, such as unenclosed storage, emissions, and noise; and

(2) To reserve undeveloped areas suitable for future uses.

(B) Permitted uses. The following are approved uses by right.

(1) *Residential uses.* Residential uses which are incidental or accessory to a principal use or to another accessory use or which are for caretakers, security personnel, managers, or other persons whose physical proximity to a principal use or to a principal use or to another accessory use is reasonably required. (Examples of such accessory uses include, but are not limited to, caretaker cottages, temporary guest facilities, on-site residence for supervisory personnel, conference centers, and meeting rooms with overnight accommodations.)

(2) Office, governmental, institutional uses, agricultural uses.

(a) Any publicly owned and/or operated building, facility or land.

(b) Public transportation terminal/passenger facility.

(c) Public utility substations, associated gas pipes/lines, transmission lines, distribution lines and any other associated infrastructure.

(d) Railroad rights-of-way, excluding all facilities other than those required for track operations.

(e) Air monitoring devices.

(f) Recreational uses, indoor and outdoor.

(g) Agricultural uses, both animal and plant and including timbering operations.

(h) Institutional uses such as, colleges, schools, worship, governmental, utilities, including any utility substation infrastructure.

(i) Private/public institutional uses such as child and elder care.

(j) Office uses as standalone or part of another allowed use.

(k) Communication towers.

(3) Commercial uses.

(a) Animal shelter/kennels

(b) Automotive/equipment repair garage offering major repairs, body and fender repairs, and painting.

- (c) Commercial, general services.
 - (d) Commercial, transportation (truckstop).
 - (e) Emergency medical care facility.
 - (f) Gasoline/fuel sales outlet, with or without accompanying convenience store, with pumps/fuel storage tanks set back at least 20 feet from boundaries, and no major repairs or body repairs.
 - (g) Gun range
 - (h) Research or laboratory facility, whereby there are no potentially hazardous materials onsite at any time.
 - (i) Storage uses, interior and exterior.
 - (j) Vehicle storage
 - (k) Wholesale sales.
- (4) *Commercial industrial uses.*
- (a) Automotive, truck, boat, RV, and/or equipment repair garage offering major repairs, body and fender repairs, and painting, where repairs are made outside the business structure, and/or where damaged vehicles or equipment are stored outside.
 - (b) Automotive towing/storage.
 - (c) Commercial laundry/dry cleaning plant facility.
 - (d) Heavy equipment, machinery, heavy truck sales, service, and repair.
 - (e) Mini warehouses.
 - (f) Storage of recreational vehicles.
- (5) *Light industrial uses.*
- (a) Assembly of products or materials.
 - (b) Distribution center.
 - (c) Parcel services.
 - (d) Production or manufacturing facility, whereby there is no exterior indication of manufacturing.
 - (e) Research facility.
 - (f) Materials handling.
 - (g) Warehousing/distribution.
- (6) *Heavy industrial uses.*

- (a) Cold storage plant.
- (b) Concrete production plant.
- (c) Freight container storage yard.
- (d) Fuel storage facility.
- (e) Light and heavy manufacturing including but not limited to aluminum production/reduction.
 - (f) Manufacturing services (construction and others).
 - (g) Mining/resource extraction in compliance with DHEC reclamation regulations.
 - (h) Natural resource production (excavation of mineral deposits).
 - (i) Research or storage facilities, with potentially hazardous or flammable materials.
 - (j) Sanitary landfills.
 - (k) Scrap yards, scrap service.
 - (l) Stockpiling of sand, gravel or other materials.
 - (m) Transportation terminal for heavy trucks, commercial freight transfer and distribution center.
 - (n) Waste disposal/recycling centers. All commercial waste disposal facilities shall comply with the "Berkeley County and Dorchester County Solid Waste Management Plan 1993-2013" and the "Berkeley County Water and Sanitation Authority 2000 Update to the Solid Waste Management Plan". All industrial waste disposal facilities shall be lined with _____ materials permitted by SCDHEC as appropriate for the specific waste disposal site.

(o) Other necessary and customary uses determined by the Zoning Administrator to be appropriate, incidental and subordinate to the principal use of the property

- (C) *Lot, yard, height and coverage.* These requirements are illustrated in Appendix D but are provided here for ease of review.
- (1.) Minimum lot area: Five acres.
 - (2.) Minimum lot frontage: Forty feet
 - (3.) Minimum front yard setback: Forty feet* (* not applicable to utility poles, public utility substations, fencing and infrastructure elements)
 - (4.) Minimum side yard setbacks: Twenty feet* (* not applicable to utility poles, public utility substations fencing and infrastructure elements)
 - (5.) Minimum rear yard setback: Forty feet* (* not applicable to utility poles, public utility substations, fencing and infrastructure elements)

- (6.) Minimum second street frontage: Thirty feet
- (7.) Minimum pervious coverage: Twenty percent
- (8.) Maximum building height: Three hundred feet
- (9.) Chimney/antennas/vents: Three hundred feet
- (10.) Church spires/bell towers/flagpoles: One hundred five feet
- (11.) Parking Standards: One space per TWO employees for the largest shift; plus 25% to allow for shift change overlap

(12.) Land Use Buffers: Existing City buffering requirements shall apply, provided that no buffering shall be required for timbering or existing industrial uses unless there is new development or expansion of the existing uses.

(D) *Accessory uses.* Other necessary and customary accessory uses determined by the zoning administrator to be appropriate, incidental and subordinate to the principal use of the property.

(E) *Temporary uses.* Other necessary and customary temporary uses determined by the zoning administrator to be appropriate, incidental and subordinate to the principal use of the property

(F) *Conditional uses.* As defined in § 151.028, the following uses may be approved uses by a conditional use permit.

- (1) Radio/television station or studio, with transmission tower on premises.

ORDINANCE 20-0xx

AN ORDINANCE

AN ORDINANCE TO AMEND THE ZONING ORDINANCE OF THE CITY OF GOOSE CREEK, SOUTH CAROLINA, TO PROVIDE FOR CHANGES TO THE ZONING ORDINANCE BY ADDING IN ITS ENTIRETY HEAVY INDUSTRIAL DISTRICT TO BECOME SECTION 151.135; CONSERVATION/OPEN SPACE TO BECOME SECTION 151.136; PLANNED COMMUNITY DISTRICTS TO BECOME SECTION 151.137; MULTI FAMILY LOT REQUIREMENTS TO BECOME 151.138; AND AMEND APPENDIX B TABLE OF USES AND APPENDIX D TABLE OF ZONING DISTRICTS

WHEREAS, the Planning Commission of the City of Goose Creek held a public hearing on September 1, 2020 to receive comments and to consider the adding of language to the Section titled ZONING DISTRICT REGULATIONS of the Chapter 151 – City’s Zoning Ordinance, and to APPENDIX B TABLE OF LAND USES , and to APPENDIX D TABLE OF ZONING DISTRICTS; thereby adding in its entirety HEAVY INDUSTRIAL DISTRICT to become Section 151.135; amending CONSERVATION/OPEN SPACE to become Section 151.136; amending PLANNED DEVELOPMENT DISTRICTS to become 151.137; amending MULTI FAMILY LOT REQUIREMENTS to become Section 151.138; and amending APPENDIX B & D to reflect the above listed amendments and additions.

WHEREAS, pursuant to said public hearing, the Planning Commission has recommended the Zoning Ordinance be amended as follows

1. ADD in its entirety a new HEAVY INDUSTRIAL DISTRICT to become Section 151.135;
2. AMEND CONSERVATION OPEN SPACE to become Section 151.136;
3. AMEND PLANNED DEVELOPMENT DISTRICTS to become Section 151.137;
4. AMEND MULTI FAMILY LOT REQUIREMENTS to become Section 151.138; and
5. AMEND APPENDIX B – TABLE OF LAND USES and APPENDIX D – TABLE OF ZONING DISTRICTS to include allowed uses and site development standards.