

# Sumter City-County Planning Commission

## Staff Report

June 27, 2012

### MSP-12-25 & HCPD-12-23, 1281 N. Main St. – Law Enforcement Center (County)

#### I. THE REQUEST

**Applicant:** Sumter County

**Status of the Applicant:** Project Owner

**Request:** Request for Major Site Plan approval and Highway Corridor Protection District Design Review Approval for a 17,000 sq. ft. Law Enforcement Center, construction of two (2) new parking lots and stormwater management plan for the new County Law Enforcement Center to be located on N. Main St.

**Location:** 1281 N. Main St.

**Size of Property:** +/- 2.5 acre portion of a 156.8 acre tract

**Present Use/Zoning:** Sumter County Public Works & Detention Center/AC (Agricultural Conservation)

**Proposed Use of Property:** Sumter County Law Enforcement Center – Sheriff’s Office

**Tax Map Reference:** 247-00-01-002

#### II. BACKGROUND

The applicant is requesting major site plan and Highway Corridor Protection District Design Review approval in order to construct a new 17,000 sq. ft. law enforcement center adjacent to the existing Sumter County Public Works Offices at 1281 N. Main St.

The project site is located on the east side of N. Main St. just north of the Eastern Star Home Nursing Facility. The Law Enforcement Center will provide offices for administrative staff, the Sheriff and command level staff as well as a base for deputies on patrol.



There will be no holding cells present on site. The project is planned to be constructed and operational prior to the summer of 2013.

*Existing Conditions:*

The project site is a +/-2.5 acre portion of the 156.8 acre site shown in the graphic to the right. The County Parcel currently houses the Sumter County Public Works Office and the Sumter County Detention Center. It is also the site of some law enforcement activities towards the N. Main frontage of the parcel.



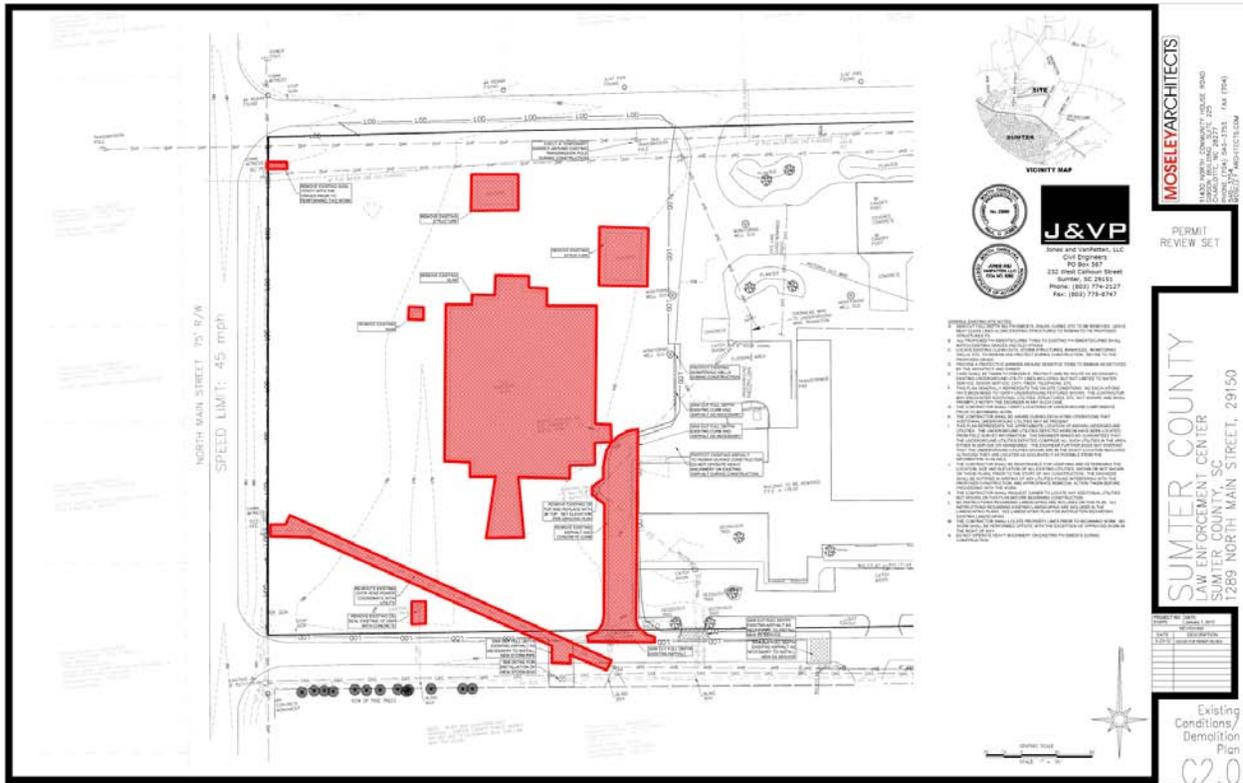
There are currently two established access points to the north and south of the parcel. These access points are roadways that run parallel to the side property lines and run towards the rear of the parcel to access all functions on the property. The image below shows the current conditions on the 2.5 acre project site along the N. Main frontage of the parcel.

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Because there was previous construction on-site and overhead power lines in the area of proposed development, a demolition plan has been submitted as part of the application packet.

As shown below, the areas highlighted in red indicate where demolition/concrete removal and power line relocation is to occur on site.



*Land Use & Zoning Compatibility:*

This property is located approximately 0.7 miles north of the intersection of N. Main St. and N. Pike West. The property is zoned Agricultural Conservation (AC) with approximately 420 ft. of street frontage on N. Main St.

As shown in the map to the right, the proposed area for development is located within the 2030 Comprehensive Plan Suburban Development Planning Area (SD) and influenced by the Priority Commercial Corridor designation.



The Suburban Development Area encompasses a large area surrounding the historic core of Sumter. The primary objective of the Suburban Development designation is to scrutinize and manage the existing development patterns, foster intentional mixed-use development and identify new commercial and industrial locations where form and design are a focus, all in a more efficient manner. In turn, Priority Corridors focus on existing commercial corridors to encourage destination retail and commercial uses as well as neighborhood commercial uses as

appropriate. Design, layout, impact on adjacent properties, landscaping and architecture all play a vital role.

In addition to being influenced by the Suburban Development and Priority Commercial Corridors Comprehensive Plan designations, this property is also within the County’s Highway Corridor Protection District (HCPD). The purpose of the HCPD is to promote development that is compatible with the function, capacity, and design of major arterial roadways, such as N. Main St., while remaining sensitive to the relationship of the roads to abutting residential, commercial, and industrial development. The implementation of the Highway Corridor is fulfilled in the manner of an overlay zone. Building materials, roof forms, landscaping, and site access are reviewed as part of the HCPD.

The following table details the adjacent properties zoning and land use designation.

	<b>Zoning</b>	<b>2030 Land Use Designation</b>	<b>Type of Uses</b>
<b>North</b>	R-15/HCPD	SD/PCC	Single-Family Residential/Undeveloped
<b>South</b>	GR/HCPD	SD/PCC	Residential Care
<b>East</b>	AC	SD	County Services
<b>West</b>	R-9/HCPD	SD/PCC	Single-Family Residential

R-15= Residential-15, GR=General Residential, AC = Agricultural Conservation, R-9= Residential-9, HCPD = Highway Corridor Protection District, SD = Suburban Development Planning Area, PC = Priority Commercial Corridor Planning Area

The Law Enforcement Center is considered to be a Conditional Use in the AC zoning district, however; since it is collocating at an established County Services site, additional use review is not required. Based on the plans submitted for review and discussion with the applicant, with the implementation of an appropriate landscape plan, this proposal will address all key site development issues that are a focus on the 2030 Plan. This request is consistent with the 2030 Plan.

### **III. SITE PLAN REVIEW**

#### ***Site Layout:***

A full set of civil plans titled, “Sumter County Law Enforcement Center Sumter County, SC 1289 North Main Street, 29150” prepared by Moseley Architects and Jones and VanPatten, LLC Civil Engineers, dated January 1, 2010, revised 5-23-12 have been submitted. Copies of the Site Plan (C3.0) have been included in this packet for review.

Full plans include the following:

- Topographic Survey (C 1.0)
- Existing Conditions/Demolition Plan (C 2.0)
- Site Plan (C 3.0)
- Sedimentation and Erosion Control Plan (C 4.0)
- Grading, Paving, and Storm Drainage Plan (C 5.0)
- Storm Drainage Profiles (C 6.0)

- Landscape Plan (C 7.0)
- Utility Plan (C 8.0)
- Sedimentation and Erosion Control Notes and Details (C 9.0)
- Grading, Paving, and Storm Drainage Details (C 10.0)
- Fire, Water, and Sewer Details (C 11.0)

Additional submissions include:

- Proposed “Low Impact” Site Design – preliminary revisions to the stormwater management plan to utilize low impact stormwater management facilities.
- Building rendering, architectural elevations, and fencing details.

Site development will adhere to the Agricultural Conservation (AC) standards. Based upon staff review, the following minimum standards and development criteria apply:

- Setbacks:
  - Front – 45 ft. with 10 ft. landscape buffer yard
  - Exterior Sides – 17.5 ft. with 5 ft. landscape buffer yard
  - Rear – 50 ft. with 5 ft. landscape buffer yard
- Maximum Building Height – 35 ft.

***Parking Plan:***

Based upon the criteria found in Article 8, Exhibit 23, law enforcement facilities must provide a minimum of 1 parking space for every 350 sq. ft. GFA (Gross Floor Area). Based on a building size of 17,000 sq. ft., a minimum of 49 parking spaces must be provided. Of those 49 spaces two (2) must be designated handicap.

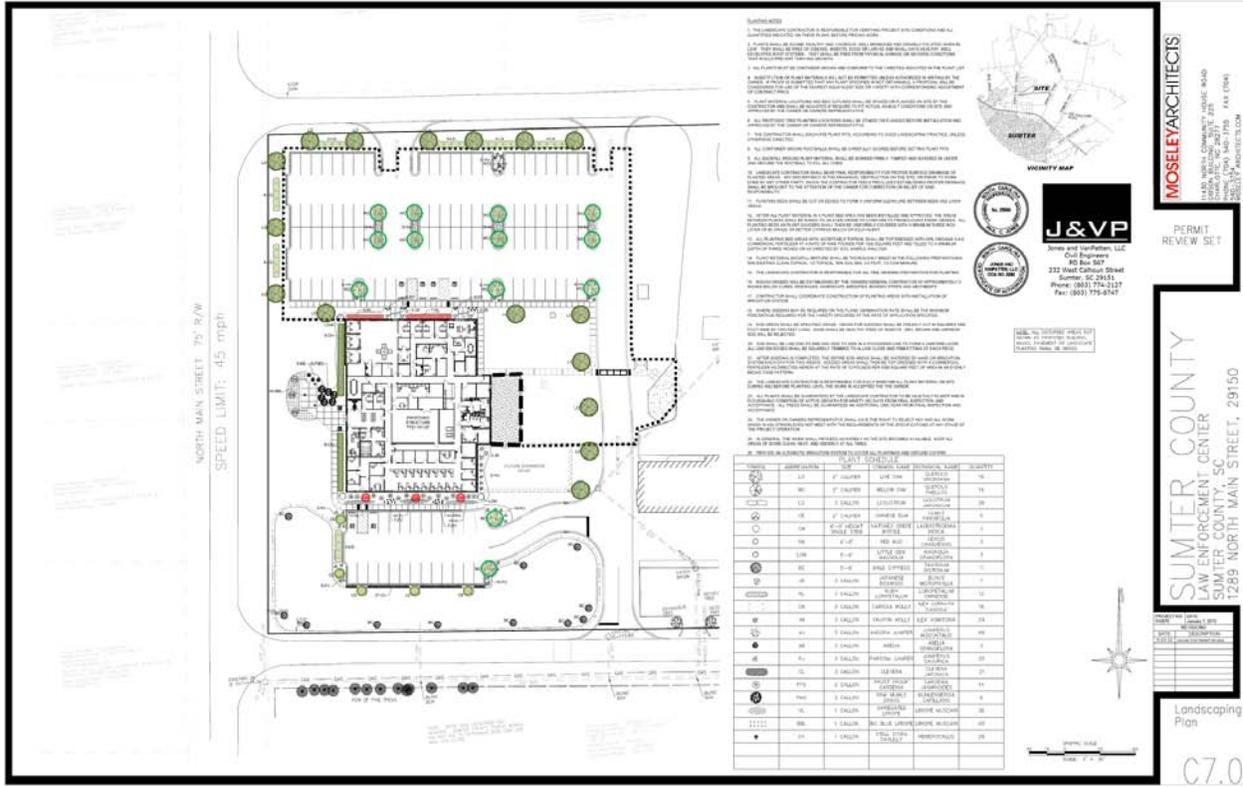
Submitted parking plans show the following:

- 103 regular 9 ft. x 19 ft. parking spaces;
- 5 handicap van accessible parking spaces

The proposed parking lot plan exceeds the number of required parking spaces. All proposed parking lots are to be paved with concrete curb and gutter.

***Landscape Plan:***

A landscape plan has been submitted that addresses parking lot landscaping and buffering, fence buffering, as well as foundation plantings for the structure. The plan shown on the following page is based on the original stormwater management plan that utilizes a large retention pond on-site. As shown in the stormwater review section of this report, the stormwater plan is under revisions to implement low impact design measures that will alter the landscaping on the south side of the parcel. Overall, the plan submitted does meet Ordinance Standards but will require revisions upon completion of the revised stormwater plan.



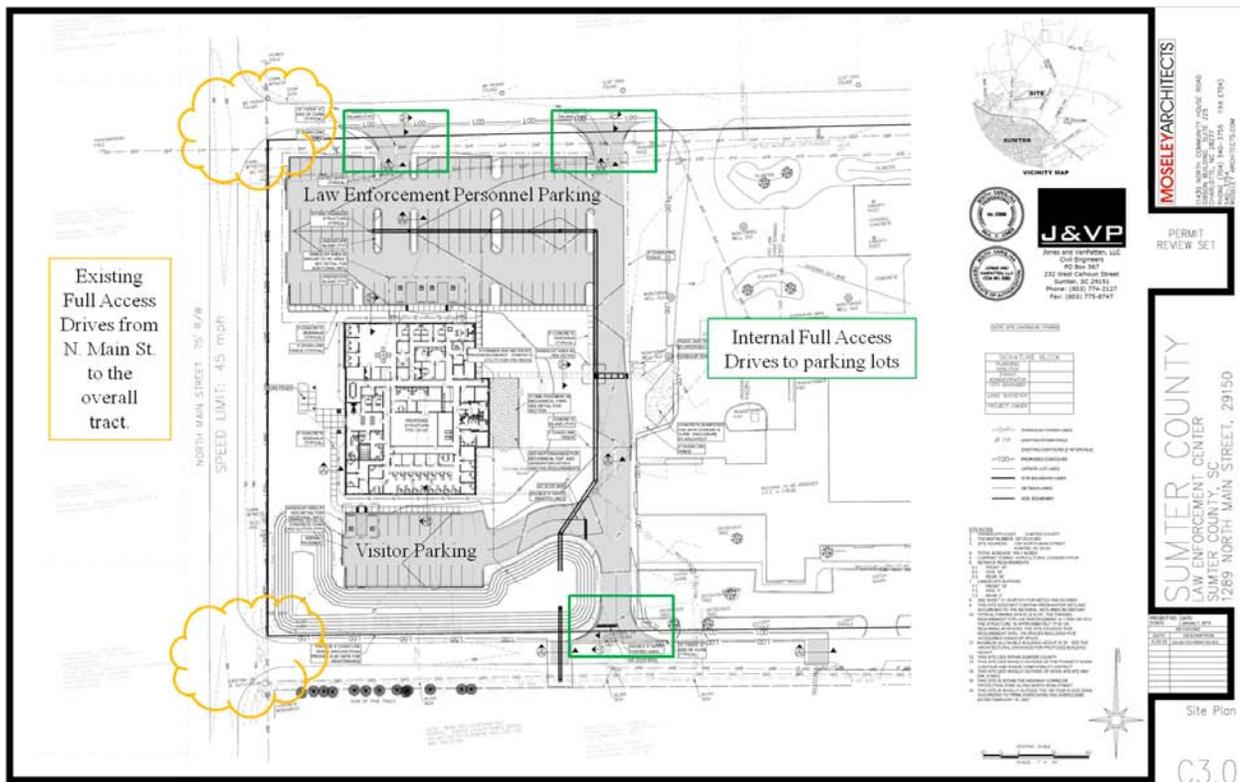
Proposed Plantings Include:

PLANT SCHEDULE					
SYMBOL	ABBREVIATION	SIZE	COMMON NAME	BOTANICAL NAME	QUANTITY
(Symbol)	LO	2" CALIPER	LIVE OAK	QUERCUS VIRGINIANA	16
(Symbol)	WO	2" CALIPER	WILLOW OAK	QUERCUS PHELLOS	14
(Symbol)	LG	3 GALLON	LIGUSTRUM	LIGUSTRUM JAPONICUM	26
(Symbol)	CE	2" CALIPER	CHINESE ELM	ULMUS PARVIFOLIA	5
(Symbol)	CM	8'-9" HEIGHT SINGLE STEM	NATCHEZ CREPE MYRTLE	LAGERSTROEMIA INDICA	3
(Symbol)	RB	6'-8'	RED BUD	CERCIS CANADENSIS	3
(Symbol)	LGM	5'-6'	LITTLE GEM MAGNOLIA	MAGNOLIA GRANDIFLORA	3
(Symbol)	BC	5'-6'	BALD CYPRESS	TAXODIUM DISTICHUM	11
(Symbol)	JB	3 GALLON	JAPANESE BOXWOOD	BUXUS MICROPHYLLA	7
(Symbol)	RL	3 GALLON	RUBY LORIPETALUM	LOROPETALUM CHINENSE	12
(Symbol)	CH	3 GALLON	CARISSA HOLLY	ILEX CORNUTA 'CARISSA'	16
(Symbol)	YH	3 GALLON	YAUPON HOLLY	ILEX VOMITORIA	29
(Symbol)	AJ	3 GALLON	ANDORA JUNIPER	JUNIPERUS HOIZONTALIS	48
(Symbol)	AB	3 GALLON	ABELIA	ABELIA GRANDIFLORA	3
(Symbol)	PJ	3 GALLON	PARSONI JUNIPER	JUNIPERUS DAURICA	30
(Symbol)	CL	3 GALLON	CLEYERA	CLEYERA JAPONICA	21
(Symbol)	FPG	3 GALLON	FROST PROOF GARDENIA	GARDENIA JASMINOIDES	14
(Symbol)	PMG	3 GALLON	PINK MUHLY GRASS	MUHLENBERGIA CAPILLARIS	6
(Symbol)	VL	1 GALLON	VARIEGATED LIRIOPE	LIRIOPE MUSCARI	36
(Symbol)	BBL	1 GALLON	BIG BLUE LIRIOPE	LIRIOPE MUSCARI	40
(Symbol)	DY	1 GALLON	STELL D'ORA DAYLILLY	HEMEROCALLIS	28

## Traffic Impact Analysis & Access Management:

Although, the proposed plan does not meet the threshold criteria for submission of a Traffic Impact Study (TIS) as outlined in Article 7, the applicant completed a Traffic Impact and Access Study (TIAS) at the request of SC DOT; a copy of the TIAS was submitted with the site plan application package.

The section of N. Main St./Hwy 15 where the project is located currently operates at a Level of Service (LOS) 'B'. The 2010 Traffic Counts for the section of N. Main St. were 8400 AADT. As shown below, the planned primary access to and from the project site will be provided by the existing access roads that directly connect to N. Main St. with no new access points along the Main St. frontage. These access roads currently serve the other County Services facilities located on the parcel. As designed, the access to all parking facilities will be from the established internal road network with no direct access to N. Main St.



Traffic volumes expected to be generated by the proposed project were forecasted using the Eighth Edition of the ITE *Trip Generation* manual. Land use code #715 (Single-Tenant Office Building) was used to estimate the specific site-generated traffic. This land-use code was selected because it conservatively predicts traffic slightly higher than general office. It should be noted that there is not a land use code in the Trip Generation manual that covers law enforcement centers. The consultant selected the single-tenant office building as it is believed to be appropriate in this case. Table 1 on the following page depicts the anticipated site-generated traffic.

**Table 1**  
**PROJECT TRIP GENERATION<sup>1</sup>**  
*Sumter County Law Enforcement Center*

Time Period	17,500 SF Law Enforcement Center <sup>2</sup>
<b>Weekday Daily</b>	200
<b>AM Peak-Hour</b>	
Enter	28
<u>Exit</u>	<u>4</u>
Total	32
<b>PM Peak-Hour</b>	
Enter	5
<u>Exit</u>	<u>25</u>
Total	30

1. ITE *Trip Generation* manual, Eighth Edition.
2. ITE *Trip Generation* manual - LUC 715 (Single-Tenant Office).

As shown above, the Law Enforcement center is anticipated to generate a total of 200 two-way vehicular trips on a weekday daily basis. A total of 32 trips can be expected during the AM peak hour and 30 trips can be expected during PM Peak Hours.

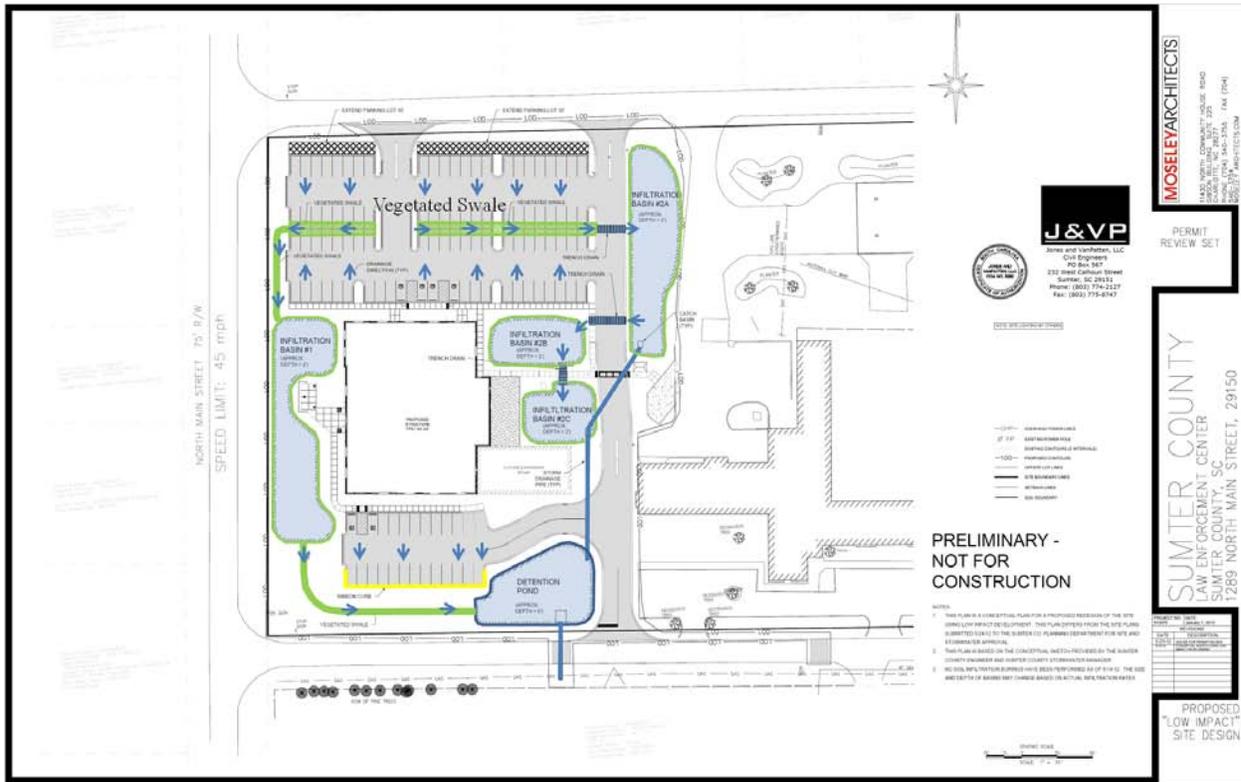
The TIAS analysis coincides with existing SC DOT data that supports the N. Main St. LOS ‘B’ in the project area. Based on build conditions, the level of services is not anticipated to change as a result of this project. In addition, the access drives to the site have been analyzed and level of service is not anticipated to change.

The consultant’s analysis in the TIAS concluded that additional traffic related to the facility will not have a significant impact on the intersection operation or N. Main St. In addition, a review of the turn lane warrants also revealed that separate turn lanes for N. Main St. were not warranted based on the projected volumes. In addition, service levels at both intersections at N. Main St. are expected to remain favorable at LOS ‘B’ even with the inclusion of the Law Enforcement Center Development.

SC DOT has thoroughly reviewed the TIAS and is satisfied with the findings of the applicant’s consultant. Based upon the TIAS, SC DOT approval and Staff review of the site plan, no mitigation measures are recommended for this site.

***Stormwater Management:***

Stormwater plans have been submitted to the Sumter County Stormwater Utility for review, however; revised stormwater plans are under development which will drastically alter the proposed management system from a traditional single stormwater pond on the south site of the property to a Low Impact Stormwater plan. The concept plan that will be developed into full stormwater plans is shown below and utilizes a series of +/-2 ft. deep infiltration basins, vegetated swales and a single small retention pond on the south eastern corner of the property as shown on the following page.



**Utilities:**

**Fire:** There are existing hydrants in proximity to the site. The proposed Law Enforcement Center will have a fire sprinkler system. Site plans have been reviewed by the Fire Inspector for compliance with fire code.

**Sewer & Water:** Facilities are established on-site.

**Highway Corridor Protection District Design Review:**

Proposed designs must conform to Section 3.v.4 of the County – Zoning & Development Standards Ordinance.

**3.v.4. Architectural Standards:** All commercial projects in the Highway Corridor Protection District shall submit architectural plans to the Sumter City-County Planning Commission which shows elevations of all portions of the building with important relationships to public views and vistas. Indications as the construction materials, photographs or perspective drawings indicating visual relationships to adjoining properties and spaces, paint and color schemes, and other exhibits and reports the Sumter City-County Planning Commission may require. In addition, all commercial projects shall meet the following standards:

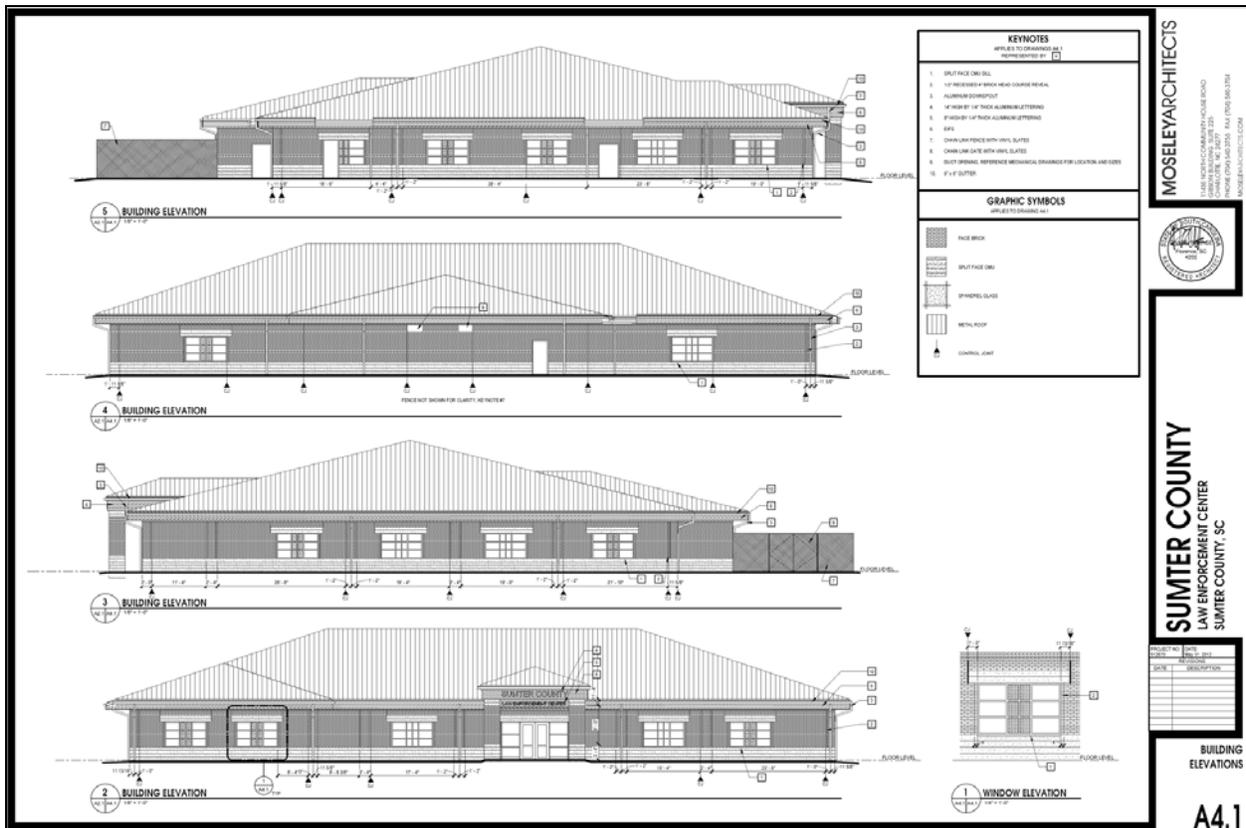
- a. If a new commercial building is proposed, not more than sixty percent (60%) of the facade facing a street may be glass or reflective materials;

The proposed structure does not exceed the 60% threshold.

b. A minimum of eighty percent (80%) of the surface materials, excluding doors and windows, shall be brick, stucco, or stone masonry or materials approved by the Sumter City-County Planning Commission. Roof pitch should be compatible with the building structures in the surrounding neighborhood.

The proposed structure is to be constructed of the following materials and appear as shown in the rendering to the right:

- Split face CMU
- Brick
- Spandrel Glass
- Metal Roof



In addition, the applicant has indicated that fencing will be provided on-site around the designated Law Enforcement Parking Lot. The proposed fence will be a 4 ft. tall black vinyl dipped chain link similar to that seen to the left. As seen in the architectural elevations, there will also be a 6 ft. tall black vinyl dipped chain link fence with

black privacy slats used around the HVAC equipment storage area to the rear of the building. This fencing will not be visible from the Main St. frontage however it will be visible from the north and south access drives that access the site.

#### **IV. SUBDIVISION – PLANNED DEVELOPMENT REVIEW**

There are two outstanding issues from the Technical Review meeting:

- 1) Stormwater Management Plan – current stormwater plans are conceptual in nature. The Low Impact Design must be finalized prior to issuance of permits for land disturbance/construction activity.
- 2) Landscape Plan – the landscape plan must be revised to address any changes in the proposed plan as a result of the revised stormwater management plan.

#### **V. STAFF RECOMMENDATION**

Staff has visited the site, reviewed the highway corridor application submission, met with the technical committee and recommends approval of MSP-12-25/HCPD-12-23 contingent upon the following:

1. Submission of the revised stormwater management plan utilizing low impact stormwater infrastructure;
2. Submission of a landscape plan that addresses areas impacted by the revised stormwater plan.

#### **VI. DRAFT MOTION**

*Motion #1:*

I move that the Sumter City-County Planning Commission approve MSP-12-25/HCPD-12-32, 1281 N. Main St. – Law Enforcement Center (County) subject to staff's recommended conditions and the submitted civil and architectural plans titled, "Sumter County Law Enforcement Center Sumter County, SC 1289 North Main Street, 29150" prepared by Moseley Architects and Jones and VanPatten, LLC Civil Engineers, dated January 1, 2010, revised 5-23-12.

#### **VII. PLANNING COMMISSION – JUNE 27, 2012**

The Sumter City – County Planning Commission at its meeting on Wednesday, June 27, 2012, voted to approve MSP-12-25/HCPD-12-32, 1281 N. Main St. – Law Enforcement Center (County) subject to staff's recommended conditions and the submitted civil and architectural plans titled, "Sumter County Law Enforcement Center Sumter County, SC 1289 North Main Street, 29150" prepared by Moseley Architects and Jones and VanPatten, LLC Civil Engineers, dated January 1, 2010, revised 5-23-12.