

# Sumter City-County Planning Commission

August 24, 2011

## MSP-11-30, N. Harvin St. – Judicial Center (City)

### I. THE REQUEST

<b>Applicant:</b>	Sumter County
<b>Status of the Applicant:</b>	Project Developer/Property Owner
<b>Request:</b>	Major site plan approval for site demolition and construction of an 80,000 sq. ft. Judicial Center with associated parking, landscaping and site access modifications.
<b>Location:</b>	215 N. Harvin St.
<b>Size of Property:</b>	+/- 6.0 acres
<b>Present Use:</b>	Municipal parking lot
<b>Zoning:</b>	General Commercial (GC)
<b>Proposed Use:</b>	Sumter County Judicial Center and associated parking
<b>Tax Map Reference:</b>	249-08-02-005 and others

### II. BACKGROUND

The Applicant is requesting Major Site Plan approval to construct a new 80,000 sq. ft. Judicial Center adjacent to the Central Business District in Downtown Sumter. The approximate location, shown below, is situated between the Chamber of Commerce and the Public Library on the Harvin St. frontage of the block bounded by Harvin, Calhoun, Magnolia and Hampton.



The new Sumter County Judicial Center is a project that is being funded by the Penny Sales Tax Referendum passed by Sumter County Voters in 2008. The County Courthouse is currently too small to handle the volume of cases Sumter County generates. In addition, the office space is inadequate for the Solicitor's Office as well as the Clerk of Court's offices; and the current facility lacks the security needed to keep judges, court staff and jurors safe. Also, there is a major lack of space for the storage of legal records, which is required by state law. The State Supreme Court directed Sumter County to address safety concerns at the current court house

where the County handles a per capita docket on par with Greenville and Columbia. As shown in the rendering to the right, the new Judicial Center will address these concerns and will become the core legal facility for the community. It has been designed with top-level security in mind, meeting or exceeding state and federal guidelines. The new facility will provide secure parking for judges, law enforcement, detention center vans, clerks and court officials.



*Land Use & Zoning Compatibility:*



As shown in the 2030 Land Use Plan map to the left, the property is influenced by the Downtown Planning Area (DPA). The Downtown Planning Area promotes and encourages a design focused, flexible urban core dominated by retail, office/institutional, and residential uses. This designation supports an intentional true mix of residential, commercial, healthcare, and civic land uses at relatively high densities. By policy, within the DPA government, schools, public, civic and other institutional uses are to be highlighted, visually

connected, and protected. Additionally, these uses are strongly encouraged to locate within the Downtown.

The following table details the adjacent properties zoning and land use designations, as well as their compatibility to the proposed Judicial Center.

	Zoning	2030 Land Use Designation	Type of Uses	Compatible w/ proposed use
North	GC	DPA	E. Calhoun St./Legal Office, Retail, SC Employment Commission	Yes
South	GC	DPA	E. Hampton Ave./Legal Offices, Church,	Yes

			Newspaper	
<b>East</b>	GC	PC/DPA	N. Magnolia St./State Office Building	Yes
<b>West</b>	CBD	PC/DPA	N. Harvin St./Legal Offices, County Courthouse, & County Government	Yes

\*GC = General Commercial, CBD = Central Business District, PC = Priority Corridor, DPA = Downtown Planning Area

Based on the goals, policies and objectives set forth in the 2030 Land Use Plan, the proposed use and submitted development plans addressing site access, landscaping, and building design and placement are consistent with the 2030 Plan.

### III. SITE PLAN REVIEW

#### *Site Layout:*

The applicant has submitted a full set of civil plans titled, “Permit Drawings for: Sumter County Judicial Center Sumter, South Carolina” prepared by Stevens & Wilkinson Architecture Engineering Interiors dated 08-01-11. Civil plans include the following:

- Cover and Index Sheet (C0.0)
- Existing Conditions Plan (C1.0)
- Tree Removal and Protection Plan (C2.0)
- Site Plan (C3.0)
- Dimension Control Plan (C4.0)
- Grading Plan (C5.0)
- Storm Drainage Plan (C6.0)
- Storm Drainage Profiles (C6.1 through C6.7)
- Utility Plan (C7.0)
- Erosion and Sediment Control Plan (C8.0)
- Landscape Plan (C9.0)
- Site Details (C10.0)
- Storm Drainage Details (C11.0)
- Water Details (C12.0)
- Sewer Details (D12.0)
- Erosion Control Details (C14.0)

The following sheets have been attached to this report: C1.0, C2.0, C3.0 and C9.0.

#### Setbacks & Bufferyards:

NOTE – Variances were granted on the E. Calhoun & N. Magnolia St. bufferyard widths under BOA-11-14.

- N. Harvin St. – 20’ with 10’ minimum landscape buffer
- E. Calhoun St. – 22.5’ with 4’ minimum landscape buffer
- N. Magnolia St. – 35’ with 4’ minimum landscape buffer
- Interior Sides – 0’ with 5’ minimum landscape buffer

Maximum Building Height: 60ft.

Maximum Impervious Surface Ratio for the GC (General Commercial) zoning district is 92%

Based on review of the submitted civil plans, the site appears to meet overall development standards as required by the Zoning & Development Standards Ordinance & BOA-11-14.

***Landscaping & Tree Protection Plan:***

The graphic below shows the proposed site demolition and tree protection plan. The areas highlighted in yellow depict the existing concrete areas slated for removal. The green circles indicate all trees that will be protected and incorporated into the final plan. The red 'X's are all trees that are to be removed as a result of this project. The trees proposed for removal are located within drive aisle, the building footprint, or within the proposed infiltration beds that are part of the stormwater management plan. In addition, the green space at the corner of E. Calhoun and N. Harvin St. will be preserved.



18 trees are slated for removal to include the following:

- 8 Bradford Pear Trees ranging in size from 12” up to 17”
- 1 – 9” Dogwood
- 1 – 20” Magnolia
- 1 – 28” Magnolia
- 1 – 34” Magnolia
- 1 – 12” Oak
- 1 – 28” Oak
- 1 – 16” Water Oak
- 1 – 19” Water Oak
- 1 – 20” Pecan
- 1 – 20” Locust

As shown on the attached landscape plan (C9.0) submitted by the applicant, proposed plantings address all bufferyards, parking areas and mitigation as a result of tree removal.

The overall plan calls for the following:

GENUS	SPECIES	COMMON NAME	SIZE	QUANTITY	COMMENT
LIRIOPE	MUSCARI 'EVERGREEN GIANT'	EVERGREEN GIANT LIRIOPE	PINT	258	
EUONYMUS	FORTUNEI 'COLORATUS'	PURPLE WINTERCREEPER	BARE ROOT	34	
HEMEROCALLIS	'CATHERINE WOODBURY'	CATHERINE WOODBURY DAYLILY	BARE ROOT	38	
HEMEROCALLIS	'FAIRY TALE PINK'	FAIRY TALE PINK DAYLILY	BARE ROOT	38	
HEMEROCALLIS	'BABY DARLING'	BABY DARLING DAYLILY	BARE ROOT	34	
LOROPETALUM	'PURPLE PIXIE'	PURPLE PIXIE LOROPETALUM	3 GAL	62	
JUNIPERUS	HORIZONTALIS 'ANDORRA'	ANDORRA JUNIPER	3 GAL	254	
ILEX	VOMITORIA NANA 'SCHELLINGS DWARF'	SCHELLINGS DWARF YAUPON HOLLY	3 GAL	142	
ILEX	'X' CHINA BOY/CHINA GIRL	CHINA BOY/CHINA GIRL HOLLY	7 GAL	20	
RAPHIOLEPIS	INDICA 'ALBA'	WHITE INDIA HAWTHORN	3 GAL	82	
ILEX	CORNUTA 'CARISSA'	CARISSA HOLLY	3 GAL	118	
PITTIOSPORUM	TOBIRA 'WHEELER'S DWARF'	WHEELER'S DWARF PITTIOSPORUM	3 GAL	53	
CEPHALOTAXUS	HARRINGTONIA 'PROSTRATA'	PROSTRATE CEPHALOTAXUS	3 GAL	85	
HEDYCHUM	COCCINEUM	ORANGE BUTTERFLY GINGER	1 GAL	39	
GARDENIA	JASMINOIDES RADICAN 'FROST PROOF'	FROST PROOF DWARF GARDENIA	3 GAL	13	
JUNIPERUS	SQUAMATA 'PARSONII'	PARSONII JUNIPER	3 GAL	23	
PYRACANTA	COCCINEA 'FIRETHORN'	FIRETHORN PYRACANTHA	3 GAL	14	
PODOCARPUS	MACROPHYLLUS	PODOCARPUS	10 GAL	14	
ILEX	CORNUTA 'DWARF BURFORDII'	DWARF BURFORD HOLLY	3 GAL	113	
RHODODENDRON	'ENCORE GLORY'	ENCORE GLORY AZALEA	3 GAL	78	
CLEYERA	JAPONICA	CLEYERA	10 GAL	16	
ILEX	CORNUTA 'ROTUNDA'	DWARF HORNED HOLLY	3 GAL	130	
OSMANTHUS	FRAGRANS 'SAN JOSE'	SAN JOSE FRAGRANT TEA OLIVE	7-8'	6	MULTI-TRUNK
ILEX	x 'NELLIE STEVENS'	NELLIE STEVENS HOLLY	9-10'	5	
MYRICA	CERIFERA	TREEFORM WAX MYRTLE	12-14'	29	
LOQUAT		LOQUAT	9-10'	3	
LAGERSTROEMIA	INDICA 'CHOCTAW'	CHOCTAW CRAPE-MYRTLE	12-14'	12	SINGLE-TRUNK
ACER	BURGERANUM	TRIDENT MAPLE	12-14'	1	MULTI-TRUNK
MAGNOLIA	VIRGINIANA	SWEETBAY MAGNOLIA	9-10'	5	MULTI-TRUNK
ILEX	x FOSTER #2 HOLLY	FOSTER #2 HOLLY	11-12'	5	FULL TO GROUND
MAGNOLIA	x SOULANGIANA	SAUCER MAGNOLIA	9-10'	7	MULTI-TRUNK
ACER	RUBRUM 'FRANKSRED'	RED SUNSET MAPLE	3-3.5"	9	
CRYPTOMERIA	JAPONICA 'YOSHINO'	YOSHINO CRYPTOMERIA	9-10'	12	FULL TO GROUND
ZELKOVA	SERRATE 'GREEN VASE'	GREEN VASE ZELKOVA	3-3.5"	18	
PISTACIA	CHINENSIS	CHINESE PISTACHE	3-3.5"	7	
QUERCUS	PHELLOS	WILLOW OAK	3-3.5"	29	
ILEX	x 'BURFORDII'	TREE FORM BURFORD HOLLY	12'	2	MULTI-TRUNK, SPECIMAN PAIR
QUERCUS	LAURIFOLIA 'DARLINGTON'	DARLINGTON LAUREL OAK	3-3.5"	6	
ULMUS	PARVIFOLIA 'EMER II'	ALLEE LACEBARK ELM	3-3.5"	5	
SABAL	PALMETTO	PALMETTO	14'	3	

After review of the submitted plan, Staff requested the following changes:

- Euonymus is a poor performer and does not like the heat. It is recommended that the *Euonymus fortunei* be replaced with another evergreen groundcover, such as Asiatic Jasmine (*Trachelospermum asiaticum*) or Dwarf Mondo Grass (*Ophiopogon japonicus*).
- For liability reasons, there are concerns about the use of Pyracantha on a public property. Staff suggested planting Climbing Fig (*Ficus pumila*) or another similar plant that does not have thorns.
- Red Sunset Maples do not like the heat especially around a parking area. They are also very thirsty trees. The other shade trees specified for the site should be substituted for the maples where specified.

The proposed species highlighted above have been changed based on Staff recommendations regarding plant performance and safety. As noted in the planting size of proposed canopy trees, the removal of the trees on-site will be mitigated by planting 3" – 3 ½" caliper trees at time of landscaping.

The overall landscape plan meets Ordinance requirements.

***Parking Plan:***

The parking lot area for this project will be shared among the uses within the block bounded by E. Calhoun, N. Harvin, E. Hampton & N. Magnolia Sts. The uses in this block that will be sharing parking are the Chamber of Commerce, Public Library, Judicial Center, 7- Story Office Building, and the Family Court building. As shown in the graphic below.



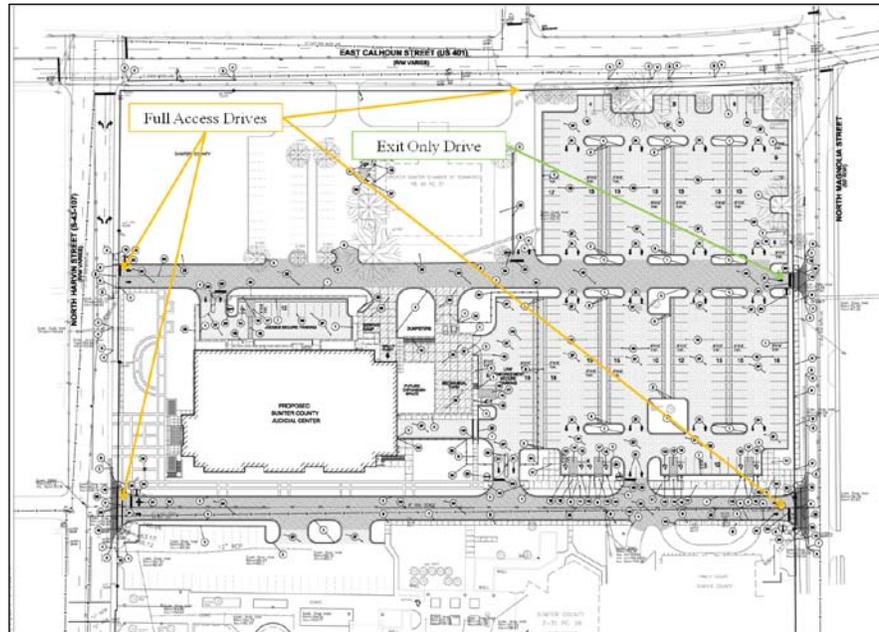
As per the requirements found in Article 8, Exhibit 23, all of the uses in this area have a parking ratio of 1 space for every 350 sq. ft. GFA (gross floor area). Based on the proposed building size and the existing structures that will be sharing the parking, the site is required to have a minimum of 534 parking spaces. As part of BOA-11-14, the required number of parking spaces was reduced to 409 spaces.

Between the existing parking that is to remain in front of the Public Library, adjacent to the Family Court Building/7-Story Office Building, and Chamber of Commerce, there will be 409 parking spaces with the addition of 10 handicap designated parking spaces—this exceeds the required number of handicap spaces required by Ordinance.

### ***Traffic Impact Analysis and Access Management Review:***

As shown to the right, at completion the project site will have 409 parking spaces with four (4) full access drives to the main road network and one (1) exit-only driveway.

Per Section 7.d.10 of the City of Sumter – Zoning & Development Standards Ordinance, Major Site Plans that require 100 or more off-street parking spaces must submit a Traffic Impact Study (TIS). Based on the required number of parking spaces a TIS was submitted. Five roads in the vicinity of the project were included in the study area for traffic analysis:



- E. Calhoun Street with 30 mph posted speed limit
- E. Hampton Avenue with 30 mph posted speed limit
- N. Harvin Street with 30 mph posted speed limit
- N. Magnolia Street with 30 mph posted speed limit
- N. Lafayette Drive with 40 mph posted speed limit

Eight intersections among these five roadways are identified and traffic volume was counted on each intersection. The existing volume was counted during the week of September 13, 2010 when General Sessions Court and Civil Courts were in session. Morning peak hour (7:00-9:00 AM) counts and evening peak hour (4:00-6:00 PM) counts were conducted to assess the existing peak hour traffic volume.

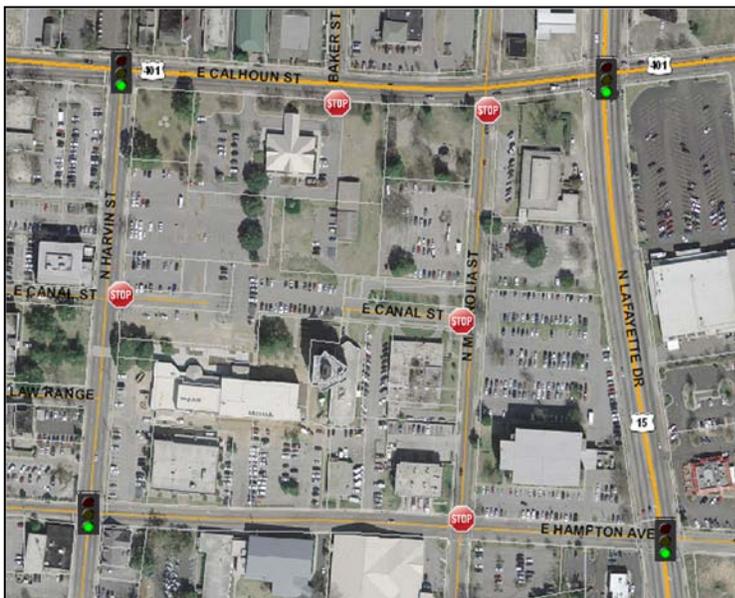
As shown in the table on the following page, traffic volumes are generally higher during the PM peak hour as compared to the AM peak hour. The highest traffic volumes are in the intersections of N. Lafayette Dr. at E. Calhoun St. as well as N. Lafayette Dr. at E. Hampton Ave. The lowest traffic volume was observed at E. Hampton Ave. at N. Magnolia St. adjacent to the proposed development site.

## Existing Traffic Volume Summary

*Sumter County Judicial Center*

<u>Intersections</u>	<u>Time Period</u>	<u>Total Volume Entering Intersection</u>
N. Lafayette Dr. @ E. Calhoun St.	AM	1,879
	PM	2,089
N. Lafayette Dr. @ E. Hampton Ave.	AM	1,616
	PM	1,689
E. Hampton Ave. @ N. Harvin St.	AM	447
	PM	712
N. Harvin St. @ E. Calhoun St.	AM	746
	PM	1,080
E. Hampton St. @ N. Magnolia St.	AM	377
	PM	375
N. Harvin St. @ Canal St.	AM	327
	PM	576
E. Calhoun St. @ Baker St.	AM	643
	PM	869
E. Calhoun St. @ N. Magnolia St.	AM	737
	PM	913

The proposed development will generate a total of 177 vehicle trips during the AM peak and 288 during the PM peak hour based upon ITE Trip Generation Manual (Land Use Code, #733-Government Office), 8<sup>th</sup> ed., 2008. Per the TIS, the existing traffic conditions in the study area are running below capacity based upon field observations and 2009 SCDOT traffic volume data.



When the proposed development is complete in 2013, with 3% growth rate on network traffic volume, the generated traffic trips from the proposed project will impact a total of nine intersections—four (4) signalized intersection, and five (5) unsignalized full access intersections, as depicted to the left.

Impact is analyzed in terms of level of services (LOS). LOS is ranked from the best, LOS 'A', to the worst LOS 'F'. It is not anticipated that the Level of Service at any intersection will fall below LOS 'C'. As per section 7.d.10.e(3), none of these existing intersections will be

operating below target service level designations. The table below summarizes existing and anticipated LOS in the study area.

### Level-of-Service Summary<sup>1</sup> Study Area Intersections

Signalized Intersection	Peak Hour	2011 Existing Condition			2013 Build Condition		
		Delay <sup>2</sup>	V/C <sup>3</sup>	LOS	Delay <sup>2</sup>	V/C <sup>3</sup>	LOS
N. Lafayette Dr. @E Calhoun St.	AM	10.9	0.41	B	16.1	0.51	B
	PM	14.3	0.46	B	20.1	0.59	C
N. Lafayette Dr.@ E Hampton St.	AM	4.8	0.32	A	5.1	0.37	A
	PM	6.9	0.36	A	7.5	0.40	A
E. Hampton St. @ N. Harvin St.	AM	8.0	0.14	A	8.0	0.16	A
	PM	7.4	0.20	A	7.4	0.22	A
N. Harvin St @ E Calhoun Street	AM	5.9	0.24	A	6.0	0.26	A
	PM	7.2	0.37	A	7.5	0.41	A
<b>Unsignalized Intersection</b>							
E. Hampton St. @ Magnolia St.	AM	11.4	-	B	12.3	-	B
	PM	10.8	-	B	12.4	-	B
N. Harvin St @Canal Street	AM	10.1	-	B	See site access evaluation section		
	PM	12.6	-	B	See site access evaluation section		
E Calhoun Street @ Baker St/ Chamber of Commerce driveway	AM	12.2	-	B	See site access evaluation section		
	PM	14.6	-	B	See site access evaluation section		
E. Calhoun St @ Magnolia St	AM	14.4	-	B	16.1	-	C
	PM	17.2	-	C	19.6	-	C
Magnolia St @ Family Court Access (Canal Street)	AM	9.6	-	A	See site access evaluation section		
	PM	9.4	-	A	See site access evaluation section		

<sup>1</sup>Calculations based upon 2000 HCM methodology

<sup>2</sup>Delay in seconds per vehicle

<sup>3</sup>V/C – Volume to Capacity Ratio

### Site Access Evaluation

The recommendation for each of the five (5) access driveways is provided as follows:

- N. Harvin St. @ Canal St./site access**—Access for the project at this location will align directly opposite Canal St. and will provide for a circulation road through the site connecting with N. Magnolia St. to the east. The existing geometry within N. Harvin St. (two lanes in each direction) will accommodate movements into the site. *The LOS for this site access intersection is B for both AM and PM peak hour.*
- N. Harvin St. @ Northern Site Access**—This access will occur at an existing curb cut along N. Harvin St. approximately halfway between Canal St. and E. Calhoun St. This access will also provide for an internal circulation roadway connecting with N. Magnolia St. to the east. One lane entering and one lane exiting the site are recommended for this location. Existing geometry within N. Harvin St. will be sufficient to serve movements into the site. *The LOS for this site access intersection is A for the AM peak and B for the PM peak hour.*

- **E. Calhoun St. @ Chamber of Commerce Eastern Access**—This existing access for the Chamber of Commerce will be extended in to the site and will provide access for the project to E. Calhoun St. The location of this driveway aligns directly opposite Baker St. This driveway is expected to serve significant traffic related to the site due to the fact that it provides convenient access into the major parking areas for traffic from Calhoun St. and traffic from the north off of Lafayette Dr. It is recommended that signage be incorporated at this location to direct traffic to parking areas instead of via Magnolia Street. This will help attract more westbound entrances from E. Calhoun St. at this location as opposed to N. Magnolia St. This will minimize the impacts of the close separation between Magnolia St. and Lafayette Dr. This existing geometry for this access should be maintained with one entering lane and one exiting lane. The existing geometry within E. Calhoun St., two lanes in each direction, will accommodate movements into the site. *The LOS for this site access intersection is B in the AM peak hour and C in the PM peak hour.*
- **N. Magnolia St. @Southern Site Access (Canal St.)**—This location will be a major driveway for the development and will provide for a circulation roadway through the site connecting with N. Harvin St. opposite Canal St. The location of this driveway is in the general location of the existing Family Court access drive that operates as a one-way couplet drive. The driveway will be modified and the one-way couplet will be removed and replaced with a standard two-way driveway. The current location of the driveway on the concept plan is slightly offset with a driveway for the Health Department on the east side of N. Magnolia St. It is recommended that off-site changes be made to the parking lot access points for the DHEC parking lot on the east side of N. Magnolia St. in order to have intersection alignment at the Canal St./N. Magnolia St. intersection. Additionally, the Health Department Driveway #2 should be closed and relocated to align with the Judicial Center driveway.

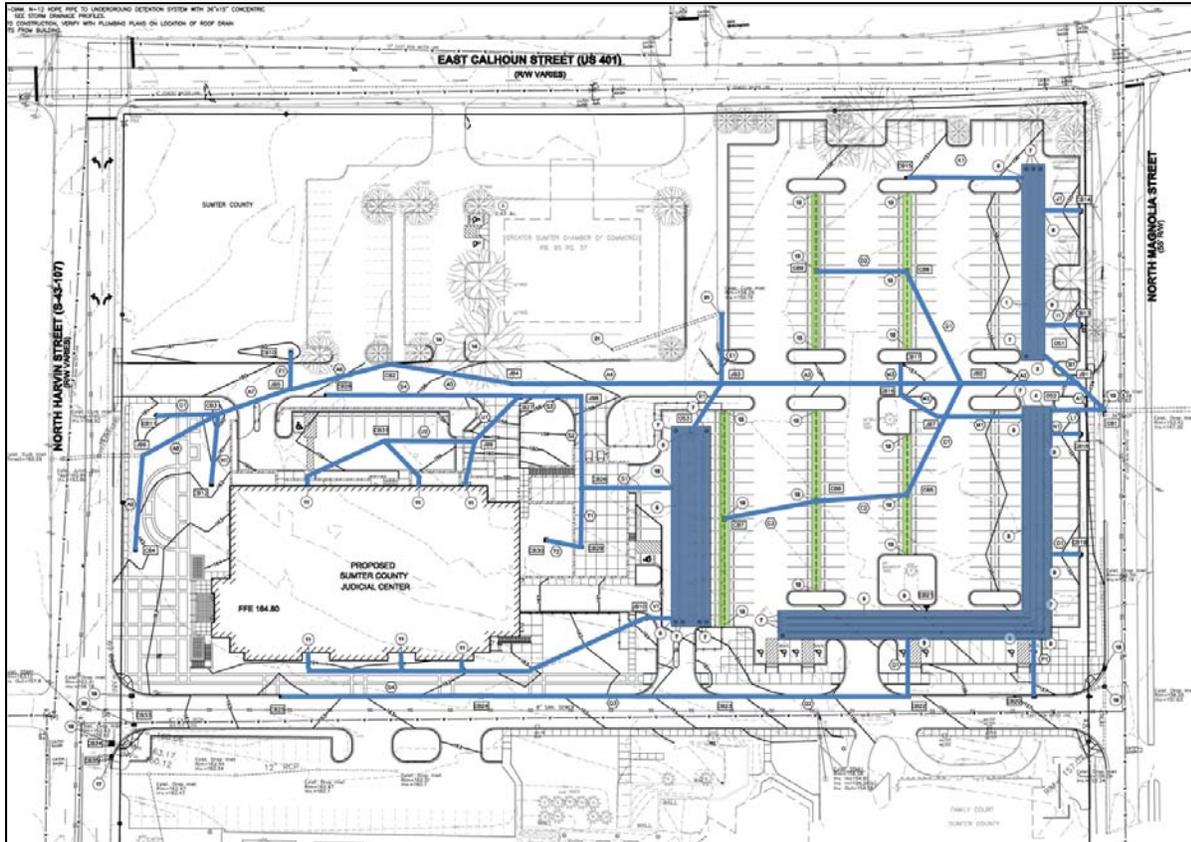
One lane entering and one lane exiting the Judicial Center is recommended at this location in order to provide proper alignment with the relocated Health Department Driveway. Separate turn lanes are not warranted within Magnolia St. for movements into the site based on the relatively low through volumes for Magnolia St. during AM and PM peak hours. *The LOS of this site access intersection is B for both AM and PM peak hour.*

- **N. Magnolia St. @ Northern Site Access (Exit Only)**—This driveway is proposed to occur along Magnolia St. approximately halfway between the Canal St. access and E. Calhoun St./N. Magnolia intersection. This driveway will be designated for exits only and will assist in egress for the site during peak periods; primarily at the end of the day. It is recommended that this driveway align directly opposite the one-way entrance drive for the Mental Health facility. One lane exiting the site at this location is recommended. *The LOS of this site access intersection is A for both AM and PM peak hour.*

After reviewing the TIS and proposed site development, Staff finds the traffic operation condition will be acceptable at project completion. The applicant has agreed to implementation of the recommend site access improvements as outlined above—there are no outstanding traffic related issues to be addressed.

### ***Stormwater Management:***

As per the submitted plans, the proposed development will reduce off-site stormwater run-off. As shown in the graphic on the following page, retention/detention will be achieved through a series of three underground detention areas. The water collection will be piped from various portions of the site and the structure into these detention areas. In addition, five infiltration stripes are planned for within the parking lot to collect run-off from the paved area for filtration and cleaning prior to being piped into the underground storage areas.



Currently stormwater plans are under review with the City of Sumter Stormwater Utility. Comments have been forwarded to the applicant requesting clarification on calculations and other items. As of publication of this report, stormwater review has not been completed but is not expected to alter or change any portion of the proposed site plan.

### ***Utilities:***

**Fire:** There are fire hydrants within required proximity to the building. The Fire Marshall has reviewed the plans and finds no deficiencies.

**Water & Sewer:** Provided by the City of Sumter.

## **IV. TECHNICAL REVIEW MEETING – AUGUST 9, 2011**

There are no outstanding issues from Technical Review.

## **V. STAFF RECOMMENDATION**

Based on meeting the established development criteria in conjunction with the variances granted under BOA-11-14, Staff recommends approval for MSP-11-30.

## **VI. DRAFT MOTION**

### *Motion #1:*

I move that the Sumter City-County Planning Commission approve MSP-11-30, N. Harvin St. – Judicial Center (City) subject to staff’s recommendation and the submitted civil plans titled, “Permit Drawings for: Sumter County Judicial Center Sumter, South Carolina” prepared by Stevens & Wilkinson Architecture Engineering Interiors dated 08-01-11.

## **VII. PLANNING COMMISSION – AUGUST 24, 2011**

The Sumter City-County Planning Commission at its meeting on Wednesday, August 24, 2011, approved this request subject to staff’s recommendation and the submitted civil plans titled, “Permit Drawings for: Sumter County Judicial Center Sumter, South Carolina” prepared by Stevens & Wilkinson Architecture Engineering Interiors dated 08-01-11.