

DRAFT KITSAP COUNTY CAMPUS MASTER PLAN



PART I. INTRODUCTION

Purpose

The purpose of the Kitsap County Campus Master Plan is to provide for the expansion of County facilities on the Port Orchard Campus over the next 40+ years. This Plan provides phased development scenarios to ensure that the County has options for expansion and includes recommended zoning changes to facilitate this expansion. This Plan offers suggestions for design guidelines that the City and community may want to pursue in order to further shape future public and private development.

Relationship to the Comprehensive Plan

This Master Plan includes recommendations for zoning amendments to the City of Port Orchard Comprehensive Plan. These amendments would allow changes in the zoning that would facilitate the expansion of community facilities, and allow uses that would buffer residential areas from the Campus.

Port Orchard Campus facilities are located in the City of Port Orchard and must comply with City regulations. In order to encourage planned, orderly growth of Kitsap County facilities, the plan suggests amendments to the City of Port Orchard Comprehensive Plan and Zoning Code. These amendments will also give adjacent property owners a clear understanding of potential growth and land uses in their neighborhood.

Example of Professional Office



Plan Objectives

The following objectives were developed based on the future needs of the County and the reassurance needed by the City and community that the County has a clear, necessary vision for expansion over time.

Objective 1: COORDINATE

Provide Space for Future Expansion

Provide adequate land to allow for future County expansion including office buildings, community facilities, parking lots and parking structures.

Objective 2: CONFIGURE

Balance growth with neighborhood concerns

Utilize the public process and community input to shape the development of County expansion to create a common plan.

Objective 3: CLARIFY

Legibility of Place and Physical Character

Find ways to make the Campus more appealing and easy to navigate for visitors and employees. Make the Campus an asset to the community through responding to the community's desired aesthetic.

Example of Mixed Use



Example of Professional Office



Planning Principles

The following principles were developed through discussions with the community, City and County staff. These are ideas and issues that arose early on in the process and had influence on the final plan.

1. Image of the County Seat
 - Landmark structure on Hill
 - Several focal structures around a courtyard
 - *Neighborhood of small structures*
2. Accessible County Functions
 - Triangulate major facilities
 - Create a legible campus
3. Where is the Front Door?
 - Cline is for County Functions or
 - Sidney is for County Functions
 - Cline is for Public Access, Sidney is Employee Access
4. Consolidate Departments and Civic Functions
 - County and Community
5. Connect County functions with Commercial Core/Waterfront
 - Pedestrian Connections
 - Visual Connection
6. Campus Expansion Options (30-50 years)
 - Linear along Cline
 - Linear along Sidney
 - *Core between Cline and Sidney to the south*

7. Street Grid/Circulation
 - Division to Taylor, one-way couplet or one-way to Austin
 - Division pedestrian plaza, Taylor goes to 2-way
 - Maintain two-way on Division but expand angle parking to both sides
8. Rational Parking Layout
 - Short term visitors closest to facility
 - Long-term visitors moderate walking distance
 - Employees moderate to long walking distance
9. Pedestrian System
 - Trail along ravine
 - *Urban sidewalks*
10. Neighborhood and County Integration – Buffer between single family and County facilities
 - *Park, open space*
 - *Parking*
 - *Multifamily*
 - *Mixed professional office and residential*

Improved Sidewalk System



Signature Community Facilities



Improved Pedestrian System



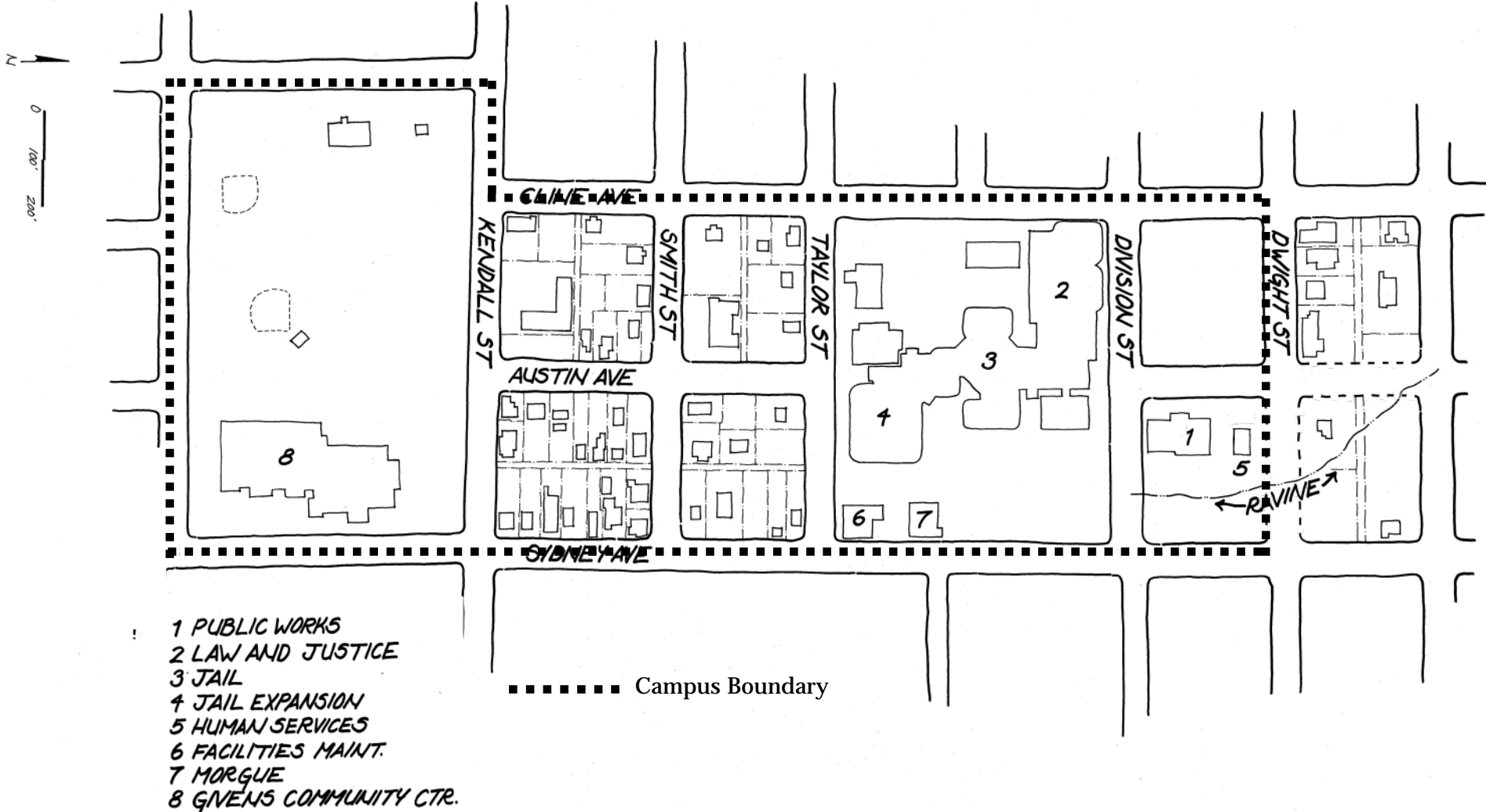
Study Area

In 1995, the City of Port Orchard passed a resolution limiting the development of County Facilities on the main campus between Cline and Sidney Avenues to the east and west, and Dwight and Sroufe Streets to the north and south. The Campus Master Plan respects these boundaries and shows development beyond 40 years within the boundary.

These boundaries are currently being revisited by the Port Orchard City Council.

Public Process

The public process for the Campus Master Plan began with the creation of a stakeholder group that included residents, business owners and land owners that are impacted by the Campus. Stakeholder meetings were also attended by City and County staff and officials. This group reviewed a variety of Campus expansion concepts, studied the impacts of design guidelines, and proposed zoning changes and gave input on different growth scenarios. This resulted in a Draft Master Plan that was then reviewed at a public meeting in which the community was invited to ask questions and make comments regarding the Plan. The zoning proposal and the Master Plan were then modified to reflect public feedback.



PART II. BACKGROUND AND EXISTING CONDITIONS

Planning and Land Use

With the passage of the Washington State Growth Management Act in 1990, developing communities are required to submit a comprehensive plan that outlines strategies to accommodate the needs of a growing population. It is intended for this comprehensive plan to be updated to reflect the changes in growth and boundaries of that growth including changes to zoning.

Existing Land Use

The Port Orchard Zoning Map south of Taylor Street shows parcels other than existing government properties zoned R-8, single family residential with a density limit of 8 units per acre. This zoning designation limits land use to residential though several businesses still operate in the area under Special Use Permits. Special Use Permits are currently under moratorium per the Port Orchard City Council. Most of the active Special Use Permit properties in the Campus Area are north and west of the Law and Justice Building.

The area south of Taylor Street to Kendall Street under consideration is currently single family residential use. There is one multifamily building with approximately 8 units and an American Legion building used for community gatherings. The streets are unimproved asphalt without curbs, gutters or sidewalks.

Campus Plan and Development Scenarios

The County and City have a long history of looking to the area south of Taylor for additional expansion of County buildings and at one time the City considered sharing a structure with the County in this area. This Plan builds on these ideas. The following chapter shows several development scenarios for incremental growth of County facilities that is in concert with private development.

Plan Assumptions Based on Existing Conditions

The Campus Plan assumes that the seat of Kitsap County government and it's associated offices will stay in the City of Port Orchard.

Maintain the Campus Master Plan boundaries enacted by the City of Port Orchard. The Campus Plan aims to soften these boundaries by recommending zoning changes that will allow mixed use including professional office as a buffer to the residential neighborhood.

Parking has been an issue for the community. Several construction projects in 2002 have adversely impacted available on street parking in the Campus area. With the completion of the Jail Expansion parking should be back to normal. These short-term parking problems are not the focus of this long-term Master Plan. This Plan assumes that the combination of the restored parking at the completed jail expansion and the plan for the new Administration Building will satisfy current parking needs within the existing County properties and lease agreements.

In order to develop a Plan for County expansion, a growth rate was established based on the annual growth of the County over the last decade. The growth rate was variable from more than 6% to less than 2% in the last 10 years. The average annual growth rate for 1990-2000 was 2.03% and this number was utilized as a minimum anticipated growth rate for the next 20-40 years. The Plan shows a build-out scenario with much higher growth than this base-line would suggest. This was done in the interest of showing a 'worst case' scenarios of high growth. This also shows County build-out if the growth rate were to increase and to show a build-out that would involve private professional office, most likely County- associated businesses such as attorneys and court reporters. It is unknown at this time exactly what types of facilities may be needed by the County, this Plan assumes that the majority of needs can be met through office and meeting facilities and that service yards and other industrial-type uses would be located off this Campus.

The ravine to the east of the Public Works Building would remain a natural area. The Stakeholder group considered building a pedestrian connection along the edges or down through the ravine to connect to downtown but was concerned about the impact to wildlife and any further degradation of the ravine.

The Campus Plan assumes that the new Administration Building will be completed in the next five years in the designated location.

Existing Parking Lot



Special Use Permits



Opportunities and Issues

The opportunities and issues of the Campus area are divided into sections.

Parking Issues

Parking (location, count, and peak demand) for:

- Juries
- Permit Counters
- Jail/court visitors/attorneys
- Community meetings and access to elected officials

Shared facilities based on timing and location of activities

Parking control through residential parking permitting, time limits, and meters

Improve pedestrian access to buildings from parking areas

Circulation

- Vehicular, access to and from the site and impacts on surrounding neighbors, street widths, turning lanes, one ways, visibility and sight distances are paramount
- Pedestrian: to/from and through the site, links to downtown, water and Givens Community Center/Park, possible pedestrian access to and through the ravine
- Bicycle, lanes or wide shoulders, secure bike parking on or near the site
- Public Transit, links to other parts of the County, directions from bus stops to services
- Service access, loading
- Emergency vehicle access
- ADA parking and building access, drop off area(s)

Slopes and Views

- Orientation of building, plazas and walkways for optimal solar access and wind protection
- Ravine access and protection
- Stormwater improvements, curb, gutters, etc.
- Hydrology on site and former creek/ravine
- Maintaining and enhancing views to water on the north and west and to the park on the south
- Create visual link and orientation aid via views to water, , and downtown

Signage

- For vehicle and pedestrian circulation and
- Parking
- Building services

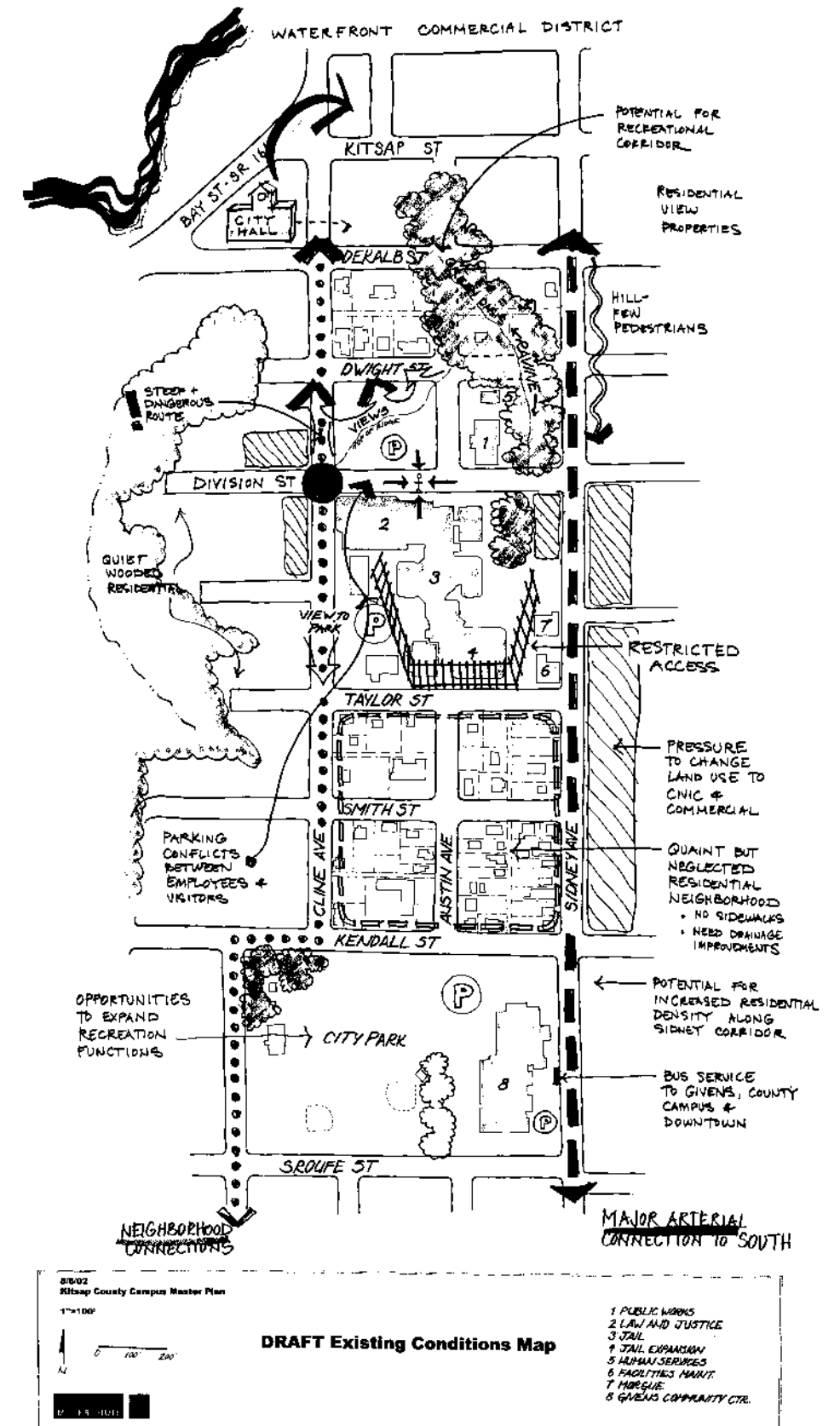
Land Use and Zoning

- Impact of government expansion on single family homes and businesses
- Codification of where and how County growth can occur in the future

Activities

- Timing of use for different facilities, jury selections, permit counter hours, use of recreation facilities and other offices off-site
- Compatible activities for shared parking
- Utilize potential space at community center

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PART III. ANALYSIS

Analysis included a thorough review of City and County regulations including the Comprehensive Plan for both the City and County, current zoning and land use, and other applicable documents like the view corridor protection review for the City of Port Orchard.

Strategies

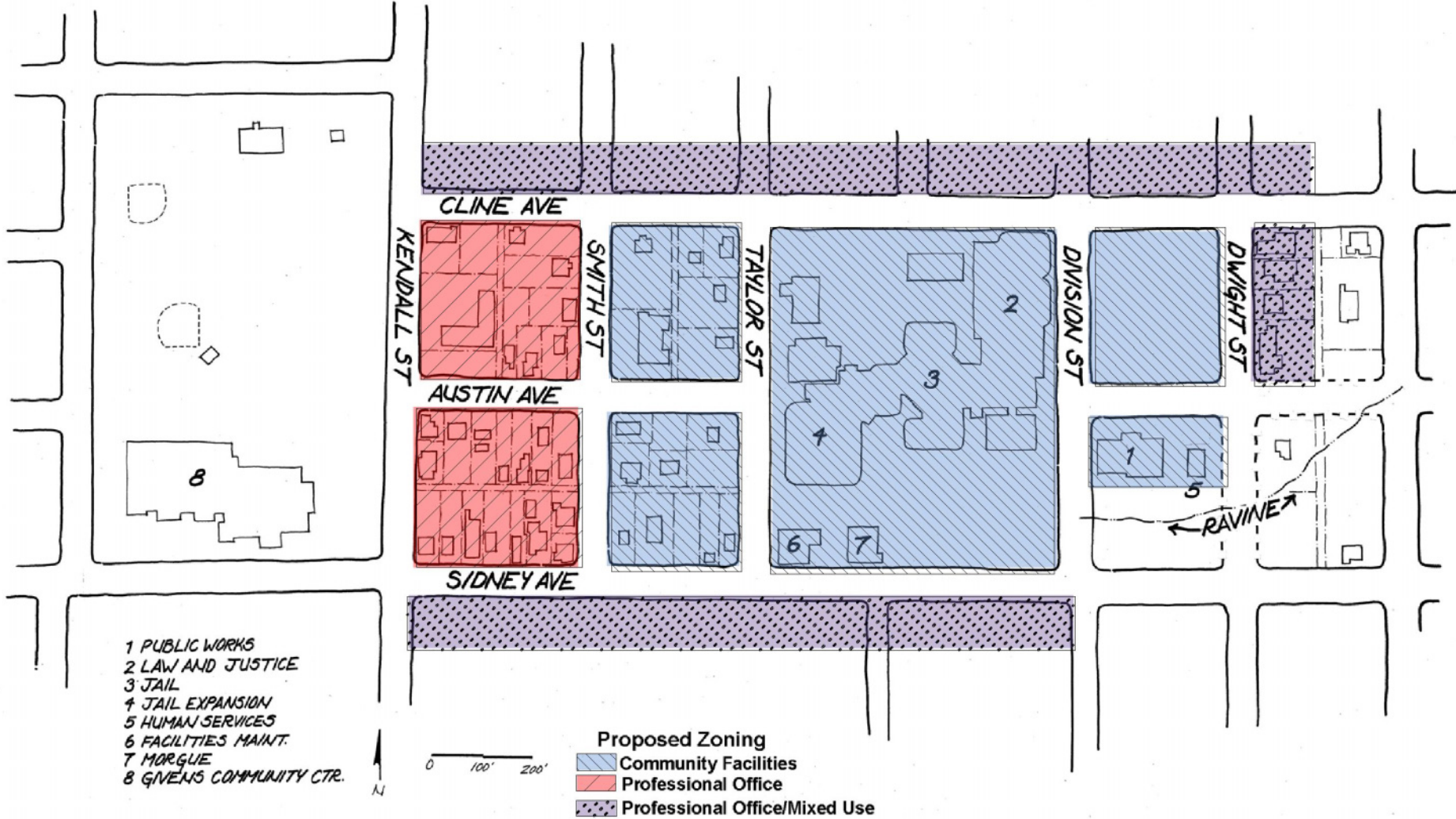
- Maintain street grid and two-way streets for ease of access for both vehicles and pedestrians, review with the City as needed.
- Change Zoning to accommodate Community Facilities in the blocks between Taylor Street and Kendall Street.
- Change Zoning to allow for a buffer area of mixed uses including professional office and residential for the parcels bordering the Campus on Cline and Sidney Avenues.
- Promote neighborhood scale and character through bulk and height restrictions and design guidelines.
- Provide adequate and accessible parking for visitors and employees.

Proposed Zoning

The County's growth patterns are such that expansion south of Taylor in the next twenty years will probably not exceed the land shown zoned for Community Facilities. This zoning change will assure the County and the community of the intent of expansion.

Schedule

- Draft to County project manager
- Draft to County Commissioners
- Review with the Commissioners
- Revisions to Draft Plan
- Public Hearing
- Adoption of the Plan by County Commissioners



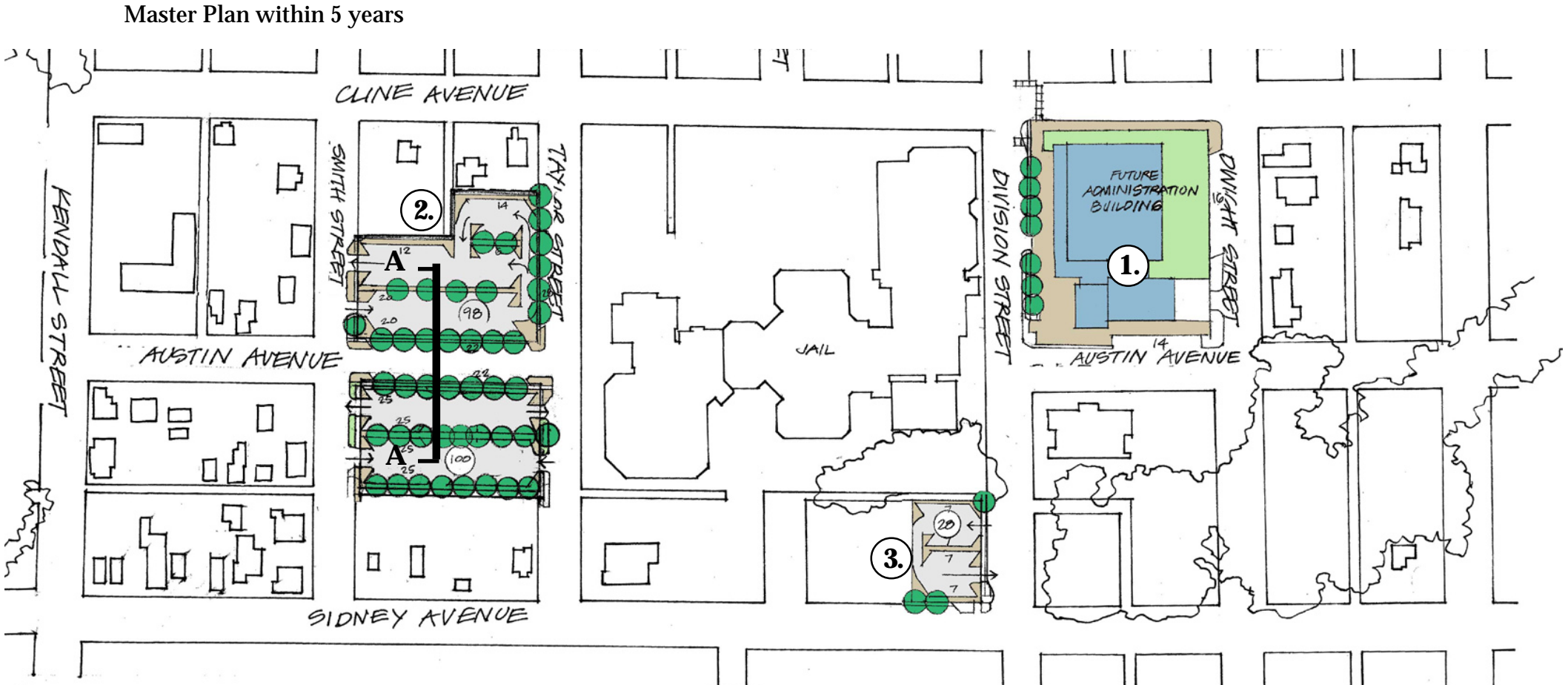
Campus Plan Alternatives Analysis

Within 5 years (2008)

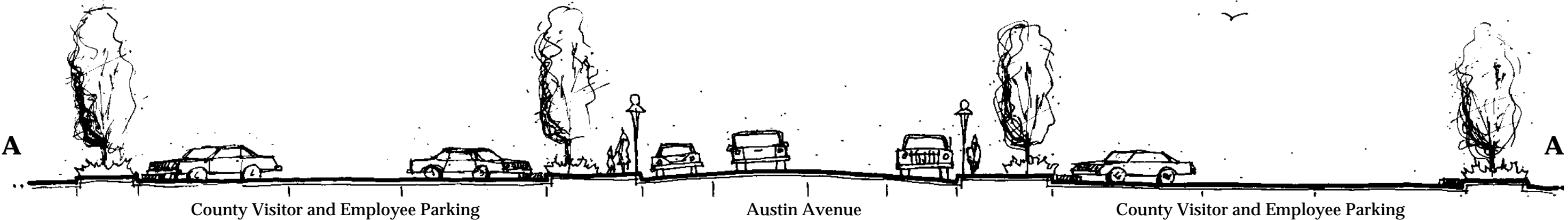
With the completion of the new Administration Building and some currently planned relocations to Bremerton the County will have enough office space to meet its needs in the next five years.

Expansion shown: approx. 70k square feet of office, up to 238 parking stalls

- 1. Completion of the Kitsap County Administration Building and associated parking.
- 2. The County acquires parcels south of Taylor to Smith Street that are nearest to Austin. Development of surface parking for employees and include street improvements.
- 3. County leases or acquires parcels south of Division as a land bank and develops land into surface parking for visitors.



X-section A-A East West across Austin Avenue just south of Taylor Street. This section illustrates an improved streetscape along Austin and the buffering and landscaping for the two surface parking lots that would be developed within the next five years.



5-20 years (2023)

Requirements: 40k square feet of additional office space

200 additional parking spaces

Expansion shown: up to 123.8k square feet of office, up to 382 parking stalls

- 4. The County begins to acquire and develop office space in the remaining parcels of the two blocks south of Taylor including street improvements.
- 5. The County expands the existing Public Works Building with a parking and office wing northward; this may or may not include acquiring the Dwight Street right-of-way that is now used for parking.
- 6. Further development of government offices on the corner of Taylor and Sidney with a possible parking structure along Sidney Avenue.

Master Plan 5-20 years



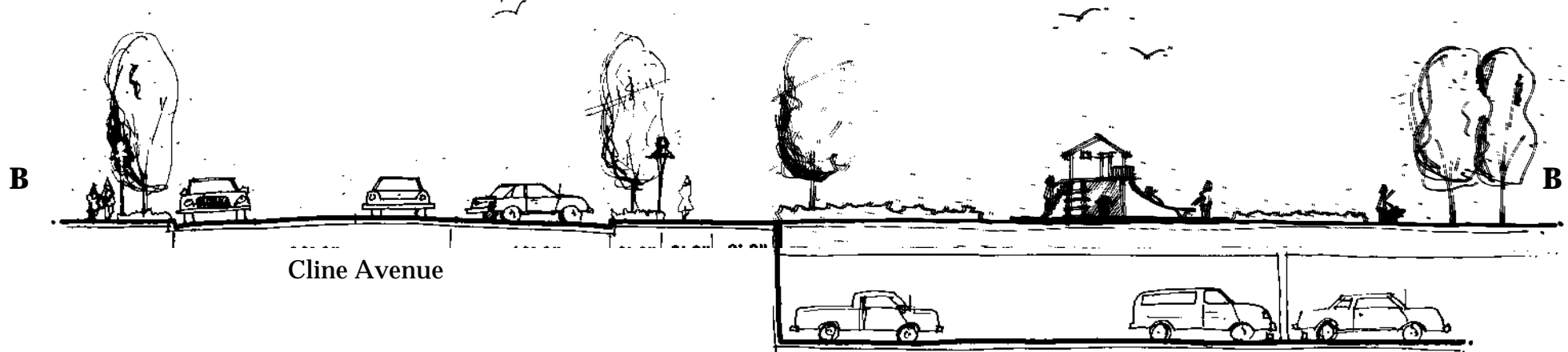
20-40 years (2043)

Requirements: 40k square feet of additional office space
 200 additional parking spaces (approx. 120 Employees and 80 Visitor stalls)

Expansion shown: up to 88.3k office space, up to 283 parking stalls

- 7. The County expands the Law and Justice Building with a wing to the south with parking underneath, this could end with a plaza, courtyard or other public open space on the corner of Taylor and Cline. This open space would be the center piece of a "green walk" from the future Administration Building to the City Park next to Givens Community Center.
- 8. Development of Government offices on the corner of Sidney and Division with a parking structure to the south.
- 9. Develop a parking structure on Austin in the first block south of Taylor that connects with the new Law and Justice wing and public open space.

X-Section BB This sections shows the development of the Law and Justice expansion to the south with a public park and a below grade parking area.



Master Plan 20-40 years



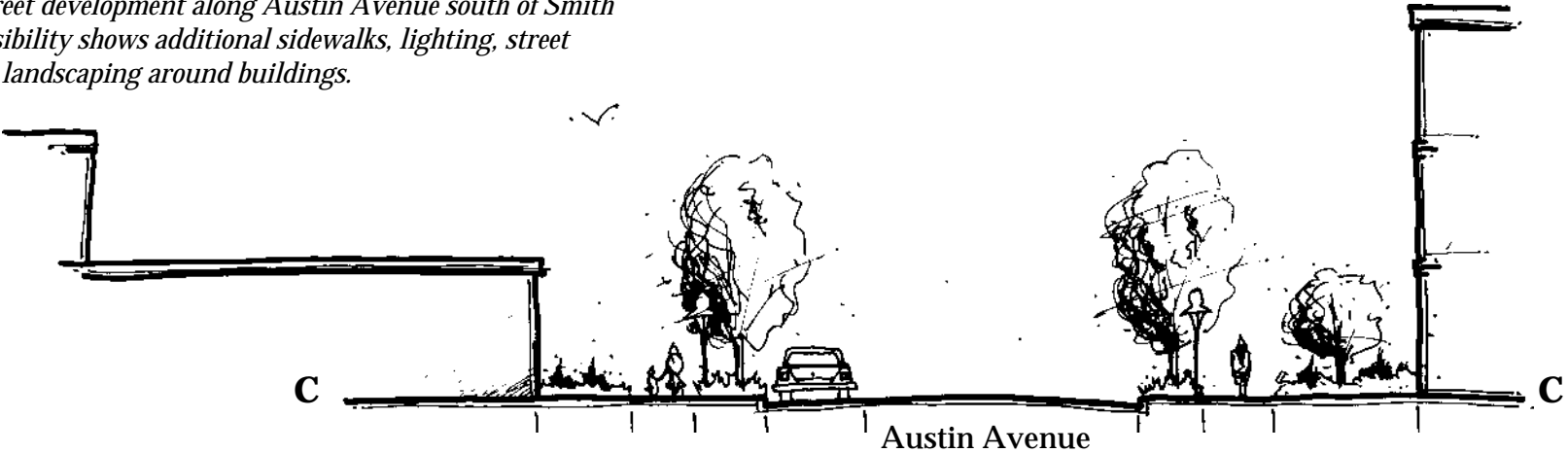
Over 40 years

At current growth rates (2.03% per year), the full build-out of the Campus Area would support this rate of growth for x number of years.
 Expansion shown: up to 181.3k square feet of office, up to 513 parking stalls

- 10. Begin acquiring and developing government office and associated parking in the two blocks between Smith Street and Givens Community Center.
- 11. Begin building a parking structure on the west side of Austin between Smith and Taylor

x-section C-C

This section shows the street development along Austin Avenue south of Smith Street. This scenario possibility shows additional sidewalks, lighting, street trees, planting strips and landscaping around buildings.

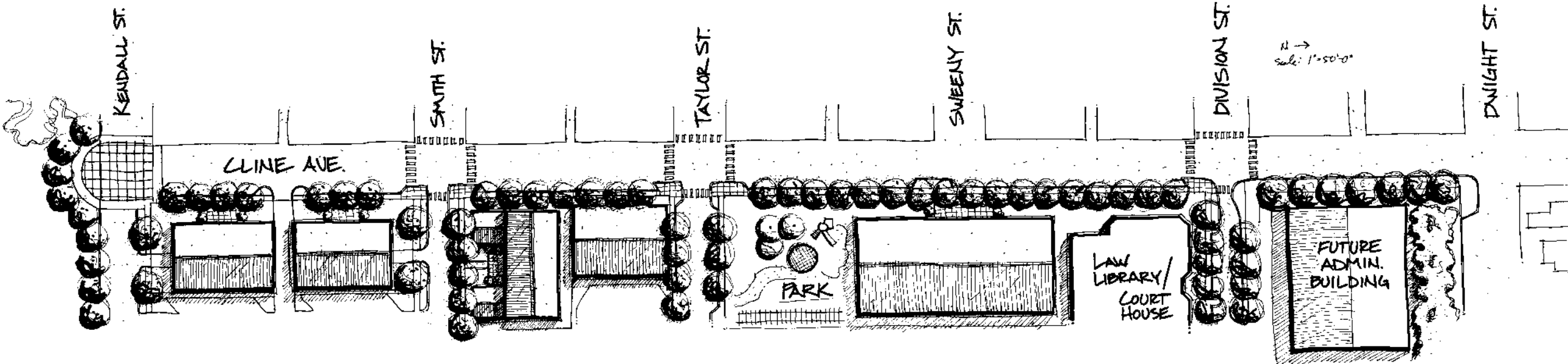


Master Plan over 40 years

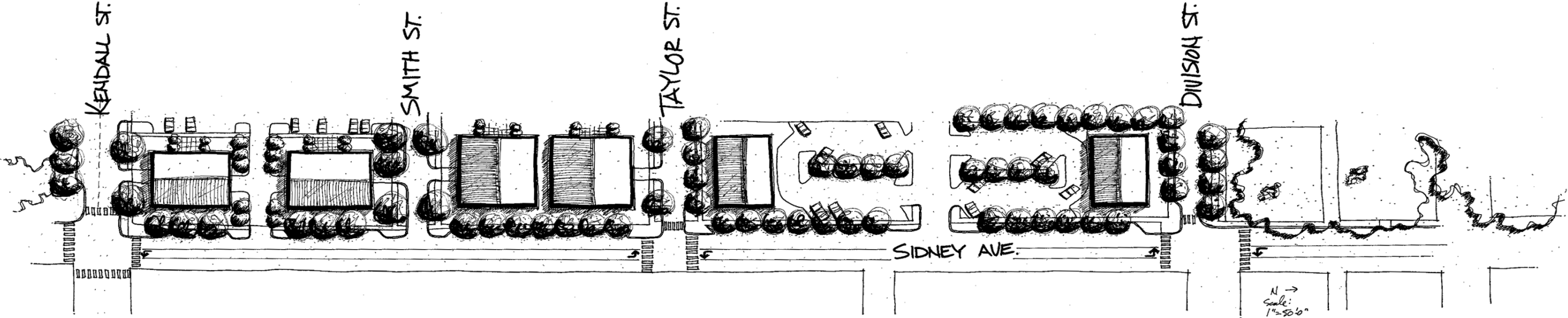


Street Development

The development of the two major access streets includes improvements to Cline that would emphasize the quieter nature of Cline and the residential character. Because of the steep grade north of the Campus, Cline would be difficult to widen to allow for more vehicular access. The incremental improvements in this scenario show public open spaces where Cline meets the City park, at the expanded Law and Justice Building and landscape improvements on the west side of the new Administration Building. It is intended that this "green link" could be continued down Cline to connect with the downtown.



Sidney Avenue development would include improved sidewalks and a future left turn lane to facilitate auto access to and from the Campus. With additional traffic on Sidney, improved pedestrian crossings with painted stripes and signage would need to correspond to auto improvements.



Timing of Redevelopment and Expansion

Timing of redevelopment and expansion is dependent upon several factors including County growth rates, County programming and space needs, property values, zoning amendments, and budgets. The building of the new Administration Building and the remodel of the Law and Justice Building are already in the planning phases and would be expected to be completed in the next few years.

The development contained within this Plan is a direction that the County would like to move in but the rate of this expansion and unforeseen issues that may arise in the future could modify the goals and issues affecting these decisions. Taking preliminary steps today such as modifying the zoning to allow for County development would put in place the building blocks necessary to move forward with County expansion in the future. By tempering zoning changes with specific design guidelines will ensure that the scale and character of new development will reflect the aesthetic values of the neighborhood

Implementation Strategy

The first step toward implementation of this Plan will be to amend the City's Comprehensive Plan to include new zoning code for the Campus, including buffer zones if any added by the City. This new zoning may take place as an overlay zone that would include design guidelines specific to the Campus area.

Implementation of this Master Plan will be dependent on several factors not the least of which is the growth rate of the County population and the incorporation of Cities within the County which will directly affect the County's need for additional office and parking.

Design Guidelines

It is paramount that design guidelines reflect the neighborhood but also allow for freedom of expression and are not unduly restrictive so as to eliminate most development from occurring. It would be expected that the following list of elements would be addressed through design guidelines.

Site Design Elements:

- Retain significant features
- Buffers
- Vehicular Access
- Location and Layout of Parking
- Pedestrian Connections Offsite
- Garage Entry/Door Location
- Building Entry Location
- Setbacks
- Open Space Requirements
- Building/Site Identity
- Weather Protection
- Street Trees
- Lighting
- Signage
- Site Utilities, Storage, Trash, and Mechanical Areas

Building Facade Elements:

- Windows
- Materials
- Accents/colors/trim

Building Form Elements:

- Height
- Massing
- Roof Modulation
- Wall Modulation

Acknowledgments

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