

Physical Features

*****	Relatively flat site
*****	Situated for law enforcement functions to occur on the ground floor
***	Free from environmental and physical hazards
***	Free from environmental contamination
***	Geotechnically adequate for the proposed construction

Adjacencies

****	Adjacent to, or near, other governmental agencies
***	Avoid proximity to residential zone (relative importance decreases for properties within downtown core.)
***	Shall not be immediately adjacent to a school
**	Located in an area where adequate fire flow is available in waterlines

Location

- **Proximity to Arterial- Highway 305**

Highway 305 is the primary arterial serving a large portion of the island, including the downtown core and both routes onto and off of the island. It is critical that the police headquarters have access to this arterial with minimal impediment. It is also beneficial for the courthouse to be near Highway 305 providing easy access for courthouse users and facilitating transportation within the Kitsap County court system.

- **Located Within a Zone That Allows Government Use**

The site that is selected shall be zoned to allow Government uses. A site that is not zoned for government use would need to be re-zoned. There is no guarantee that this can be achieved; a property that is not zoned for Government use presumes that a Government use is not appropriate on that property.

- **Easy Access to Downtown Core**

As the downtown core grows and increases in density, it becomes more important as the center-of-gravity in the community. It is good for the police headquarters and municipal court to have a positive presence in the community and this can be more easily achieved closer to the core.

- **High Visibility, Public Prominence**

The facility shall be located where the entrance to the building is visible from the street with an attractive edifice that can be a source of community pride. The ideal site would be one which is seen by a large number of people on a daily basis.

Site Selection Criteria

City of Bainbridge Island
Police and Municipal Courts Needs Analysis Study
Site Selection Criteria

Site selection should be carefully considered using the weighted criteria to determine the appropriate site. Selection process should not be limited to consideration of only properties currently owned by the city or offered for sale to the city. All potential sites should be considered.

- List of Weighted Criteria-Summary
- Criteria Breakdown
 - Location
 - Size
 - Physical Features
 - Adjacencies
- Acquisition Considerations

Weighted Selection Criteria-Summary

The evaluation of an individual site relative to the selection criteria is a subjective process. The criteria have been assigned relative importance ratings. These are intended to avoid letting less-important criteria drive the selection process.

Relative Importance

- ***** High
- * Low

Location

*****	Proximity to arterial- Highway 305
*****	Located within zone that allows government use
****	Easy access to downtown core
****	High-visibility, public prominence
***	Direct access to regional public transit
***	Lack of functional nuisances
**	North-End location for proximity to Kitsap Peninsula (Court users)

Property Size

*****	Sized to accommodate building coverage mandated by zoning
****	Accommodate multiple parking areas with separate circulation/access points
****	Property size should accommodate all outdoor programmed areas after required setbacks have been calculated
*	Sized to allow space for public benefit feature on-site

Physical Features

*****	Relatively flat site
*****	Situated for law enforcement functions to occur on the ground floor
***	Free from environmental and physical hazards
***	Free from environmental contamination
***	Geotechnically adequate for the proposed construction

Adjacencies

****	Adjacent to, or near, other governmental agencies
***	Avoid proximity to residential zone (relative importance decreases for properties within downtown core.)
***	Shall not be immediately adjacent to a school
**	Located in an area where adequate fire flow is available in waterlines

Location

- **Proximity to Arterial- Highway 305**

Highway 305 is the primary arterial serving a large portion of the island, including the downtown core and both routes onto and off of the island. It is critical that the police headquarters have access to this arterial with minimal impediment. It is also beneficial for the courthouse to be near Highway 305 providing easy access for courthouse users and facilitating transportation within the Kitsap County court system.

- **Located Within a Zone That Allows Government Use**

The site that is selected shall be zoned to allow Government uses. A site that is not zoned for government use would need to be re-zoned. There is no guarantee that this can be achieved; a property that is not zoned for Government use presumes that a Government use is not appropriate on that property.

- **Easy Access to Downtown Core**

As the downtown core grows and increases in density, it becomes more important as the center-of-gravity in the community. It is good for the police headquarters and municipal court to have a positive presence in the community and this can be more easily achieved closer to the core.

- **High Visibility, Public Prominence**

The facility shall be located where the entrance to the building is visible from the street with an attractive edifice that can be a source of community pride. The ideal site would be one which is seen by a large number of people on a daily basis.

City of Bainbridge Island
Police and Municipal Courts Needs Analysis Study
Site Selection Criteria

• **Direct Access to Public Transit**

Regional public transit shall be available to the site for the many court users who do not have access to an automobile. The site location may be coordinated with Kitsap Transit to ensure that regional bus, not just ferry commuter bus, lines can be routed to the site.

• **Lack of Functional Nuisances**

A functional nuisance would be something that is detrimental to the function of the site even if it is not constant or easily quantified. For example, access to the existing police facility is often blocked by ferry traffic that is backed-up at the stoplight. This would be considered a functional nuisance.

• **North-End Location for Proximity to Kitsap Peninsula**

In anticipation of a future "regional" court system (See 3a-3, for explanation), the site selection shall consider that in the near future many courthouse users will be coming from Kitsap Peninsula. This would make a site that is easily accessed from the north more efficient for these users and would minimize the impact of this traffic on local streets.

Property Size

• **Sized to Accommodate Building Coverage Mandated by Zoning**

Many of the zones in the Land Use Ordinance mandate maximum lot coverages for specific building types. The property must be large enough that the required building area does not exceed the maximum allowed, as a percentage of the lot size.

Zoning Designation	Government Facility-Permitted	Government Facility-Conditional Use	Maximum FAR	Maximum Lot Coverage	Required Lot Coverage Reduction for CUP	Allowable Lot Coverage*	Targeted Lot Size- Upper Range	Targeted Lot Size- Lower Range
R-14			n/a	25%		25%	135,920 SF	3.1 AC
R-8			n/a	25%	50%	12.5%	271,840 SF	6.2 AC
R-6			n/a	no maximum	50%	no maximum	SF	AC
R-5			n/a	25%	50%	12.5%	271,840 SF	6.2 AC
R-4.3			n/a	25%	50%	12.5%	271,840 SF	6.2 AC
R-3.5			n/a	25%	50%	12.5%	271,840 SF	6.2 AC
R-2.9			n/a	25%	50%	12.5%	271,840 SF	6.2 AC
R-1			n/a	15%	50%	7.5%	453,067 SF	10 AC
R-0.4			n/a	10%	50%	5%	679,600 SF	16 AC
Central Core			0.6	100%		100%	33,980 SF	0.8 AC
Madison Avenue			0.4	35%		35%	97,086 SF	2.2 AC
Ericksen			0.3	35%		30%	113,267 SF	2.6 AC
Gateway			0.15	35%		15%	226,533 SF	5.2 AC
Ferry Terminal			0.1	75%		10%	339,800 SF	7.8 AC
High School Rd I & II			0.3	50%		30%	113,267 SF	2.6 AC
Light Manufacturing**		Professional Service- CUP	n/a	35%	not required	35%	97,086 SF	2.2 AC

*Where FAR is more restrictive than maximum lot coverage, the lower number is used.

**Light Manufacturing has more restrictive open space requirements, therefore a larger site is required.

Programmed Building Area- Footprint
 Single-Level Construction 33,980 SF
 Multi-Level Construction (30% upper/lower) 22,427 SF

(The lot sizes above are specifically intended to meet zoning coverage requirements. They do not necessarily reflect the space required for outdoor functions. In the case of "R" zoned properties, the space required for outdoor functions would not need to be added to the lot sizes stated above, as they can occur in the non-building areas. In the case of the denser zones, the space for outdoor program functions would need to be added to the targeted lot size in order to determine the size of site that is required.)

- **Accommodate Multiple Parking Areas with Separate Circulation/Access Points**

The logistics of accommodating the access and security requirements for both the police and court functions require more vehicular circulation than would be necessary in a standard commercial development. On a more densely-zoned property, a lot that is larger than the size dictated by lot coverage calculations may be required to accommodate the additional circulation. In some cases the zoning code restricts the number of curb-cuts on a property to a single curb-cut. It is likely that special permission will be required to allow multiple curb cuts.

- **Accommodate All Outdoor Programmed Areas After Required Setbacks Have Been Calculated**

On a more densely-zoned property, a lot that is larger than the size dictated by lot coverage calculations may be required to accommodate all the outdoor programmed areas. The outdoor programmed areas cannot occur within the landscape setbacks that are required in many of the zones, so additional space may be required. Certain zones, such as light manufacturing, have more restrictive open space requirements and a larger site would be needed.

- **Sized to Allow Space for Public Benefit Feature On-Site**

A civic building of this magnitude is a good opportunity to provide a public benefit feature such as an artistic fountain, a playground, an amphitheater, skateboard park, etc. If it is possible, it would be good to allow enough space on the property to provide a public benefit feature.

Physical Features

- **Relatively Flat Site**

It would be more cost effective to select a flat or gently-sloping site. The more the site is sloped, the greater the cost to construct the building.

- **Situated So That All Law Enforcement Functions Can Occur on the Ground Floor**

Many of the law enforcement functions require direct access to the patrol entrance to the building. The site should not be situated so that it requires too many levels.

- **Free from Environmental and Physical Hazards**

Potential hazards such as ponds, steep slopes, or large boulders could be liability issues and should be avoided.

- **Site Shall be Free from Environmental Contamination**

There shall be no environmental contamination or waste on the site. Any contamination should be completely removed and monitored according to all regulatory requirements.

- **Geotechnically Adequate for the Proposed Construction**

The geotechnical conditions should be such that standard foundations can be constructed without inordinate engineering or special construction. Removal of soil and import of structural fill and special foundation construction to accommodate poor soils conditions will affect the cost of construction. If the site is not in a location with City sewer availability, then it must appropriately accommodate a septic system.

Adacencies

- **Adjacent to, or Near, other Governmental Agencies**

There are efficiencies in inter-departmental communications by having governmental facilities adjacent to one another.

- **Avoid Proximity to Residential Zone**

There are aspects of the police and municipal court functions that may be undesirable to residential neighbors. The police facility is a 24/7 operation with vehicles entering and leaving on a regular basis. In the event of an emergency, the generator would create a noise nuisance. (This can be mitigated by locating the generator away from any adjacent residences.)

- **Shall not be Immediately Adjacent to a School**

There are persons who are taken-in for questioning and who are otherwise required to report to the courthouse or police station who are prohibited from being near schools. Requiring them to report the courthouse would force them to be in violation of orders. There are aspects of the function of both the police and the court that are not desirable adjacent to a school. For example, weapons registration occurs at the police station. Many parents in this community would not like the idea of having civilian weapons close to a school on a regular basis. The transfer of persons-in-custody from the County Jail to the courthouse is probably best if it is not in view of a school.

- **Located in an Area Where Adequate Fire Flow is Available in Waterlines**

The minimum fireflow that will be required for a facility this size and occupancy will be significant. If the water service to the area does not provide adequate fireflow, then a pump and generator system will need to be constructed, or the water system will need to be upgraded.

The Bainbridge File Marshall at the time of this research, Earl Davis, has generally indicated some guidelines that may affect the selection of a site in an area with adequate fireflow.

Some areas that he suggested are likely to have adequate fireflow are:

- *Sportsman Club/New Brooklyn/Madison Fire Station Area- This area and the areas nearby generally have very good fireflow and can easily accommodate a facility of the proposed size and construction type.*
- *Day Road Industrial Area- The water system around the Day Road industrial area could adequately serve the facility*

City of Bainbridge Island
Police and Municipal Courts Needs Analysis Study
Site Selection Criteria

- *High School Road- The properties around High School Road, especially in the vicinity of Highway 305 and west of Ferncliff have reasonable availability.*

The areas that may have enough fireflow to serve the facility, especially if adjustments are made to the construction type would be:

- *Winslow Way- In the vicinity of the ferry terminal and Highway 305, the water service may be adequate. More detailed calculations and perhaps modifications to the construction may determine this is feasible.*
- *Lynnwood Center- It is questionable but possible that the fireflow in the area is adequate.*

The areas that do not currently have adequate fireflow and would require substantial upgrades to the system would be:

- *Rolling Bay- Although it is a Neighborhood Service Center, the PUD does not provide adequate flow in this area for this type of facility.*
- *North Madison Avenue- Other large projects have been denied approvals for construction due to inadequate fireflow.*
- *Moran Road/Ferncliff- Areas served by the former North Bainbridge Water District, east of Highway 305. Until the Municipal water system is enlarged to serve this area, it will likely remain inadequate.*

Acquisition Considerations

Leverage the Value of the Existing Police Station Property (Winslow Way and Highway 305)

The property where the existing police station is located has high commercial value. The various constraints and the limited size make it inappropriate for the proposed facility, but it should be considered as an asset that can be leveraged toward the purchase of a new site. The property value is significant in light of the new development around the ferry terminal including the mixed-use development under construction (winter 2006) and the proposed improvements by Washington State Ferries to the Bainbridge Ferry Terminal. As a commercial property, it has a great deal of visibility and it has value as a walking destination for ferry passengers.

The small parcel of private property that is surrounded by the police property is a liability to the development potential of the property. If that property were acquired and merged with the police property, the added value would greatly exceed the cost of the property acquisition. (That small parcel by itself has very little value associated with development potential. It would not be economical to re-develop it under current zoning restrictions.)

Retain Existing Police Property under Public/Private Development Partnership

The primary reason that the existing property is valuable is for its development potential. This translates into the fact that there is potential for profit for the entity that develops the property. If the city were to retain the property and become partners with a private developer on the property, the income could be used to pay the capital costs on the new facility.

Leverage the Values of Existing City Property Acquired for Police Station (New Brooklyn and Sportsman Club Road)

If, through the selection criteria process, it is determined that the property that is currently owned by the City of Bainbridge Island for the construction of the proposed facility is not appropriate, then that property can be used as leverage for acquisition of a new site.

The property may be sold and the proceeds used to offset the cost of another property. This property may also be used in other ways. If the selected site is one that is owned by another entity, the existing properties could be used to come to a creative arrangement that may involve relocation of an existing use to a new property. This would help avoid the condemnation process to acquire property.

Contract with a Developer to Construct the Facility

It is becoming increasingly popular for jurisdictions to partner with developers to construct capital projects using private capital. The banking climate over the past few years has been such that private financing is competitive with public financing costs. This has been done successfully with many local agencies including the City of Seattle, King County, and the State of Washington.

There are variations in the way the process may work; it can be tailored to meet the specific requirements of the project. The basic concept is that the developer purchases the land, designs and constructs the project to meet the precise requirements of the users, leases the facility to the City for a specified period, and the City takes ownership of the facility at the end of the lease period.

There are numerous advantages with this type of development. (Legal consultation is required to insure that the development agreements are in accordance with state law.)

- Funding the project as a lease does not require expensive and time-consuming bond initiatives.
- Because the project is constructed by a private developer, the project is not encumbered by many of the regulations imposed on public development that add to the project cost and schedule.
- A project can be constructed more quickly and with less cost. Traditionally, the ratio of total project cost to construction cost is much lower on a private development than it is on public development. This allows a public project to be constructed using the lower project costs of a private development.

Recommendations

Alternatives- Existing Facility/Site

Viability of Existing Facility

The existing police building is functioning at its maximum capacity as the current police headquarters.

The site is constrained by heavy traffic arterials. Re-working of the site to improve access within and onto the site would be difficult. (Site could not be permitted as it now exists if it were to be built new.)

Upgrades to the ferry terminal by WSF and requirements for transit will result in additional right-of-way acquisition at the Highway 305/Winslow Way intersection. The Unocal site was purchased by Kitsap Transit and the City of Bainbridge Island with the intent that a portion of the property would be dedicated for transportation use, including provision for additional right-of-way. The State Department of Transportation has indicated that additional right-of-way will likely be required to be dedicated from the site currently occupied by the existing police headquarters because of issues related to alignment of the intersection.

The existing facility is not large enough for the police needs. The most recent upgrade resulted in an efficient use of the existing facility; it would be difficult to improve upon the use of the existing spaces. Enlarging the building would reduce the parking area. The facility is already deficient in meeting the requirements for outdoor spaces.

If the building were remodeled or enlarged, installation of fire sprinklers would be required. Additionally, the facility would need to be structurally designed to a seismic strength of 150% of standard construction. This would make the project significantly more expensive than could be justified by the gain.

The cost-per-square-foot for remodel construction is generally higher, in terms of return on investment, than the cost-per-square-foot for new construction. If the existing police station were enlarged, the costs relative to the benefit would not justify doing the project.



Context of Existing Police Facility Property
 Irregular shape and traffic requirements make construction of a new facility unfeasible.

Zoning Analysis of Existing Property

Zone	Mixed-Use Town Center, Central Core Overlay
Property Size	.82 AC- 35,719.2 SF
Allowable Coverage- FAR	0.6 FAR 21,432 SF
Setbacks	- Front- 5' Maximum from sidewalk - Side/Rear- 0'
Parking	It is assumed that parking requirements shall be negotiated based on building function and documented programmed parking requirements by function.

Mathematically, the programmed building areas of the Police Headquarters only (not the Municipal Court or Shared Spaces) could fit on the site area. Practically, however, given the shape of the site and the extreme functional isolation of the site because of the traffic issues, it would not be advisable to try to construct a new police headquarters on the site. The programmatic compromises that would be required to fit the project on this site would diminish the effectiveness of the facility. There would be very little cost savings to construct a facility on this property. This property has the potential for a high commercial land value. It is more cost effective to leverage the value of the land to purchase more functional land for a multi-use facility.

Recommendations

The findings of this report indicate that it is not advisable to enlarge the existing facility or to re-build on the existing site. The property value should be leveraged toward the purchase of a more appropriate site. Another option would be to co-develop the property as an equity partner and to utilize the proceeds to offset the capital costs of a new police and municipal court facility.

Alternatives- Sportsman Club/New Brooklyn Site

Viability of Sportsman Club/New Brooklyn Site

The size of the site exceeds the required size by approximately 200%. The site size would be large enough for constructing a police and court facility, however there are many drawbacks related to the location of the site.

The site is across the street from Woodward Middle School. It is not uncommon that the municipal court and police station provide services for persons who should not be near a school. There are convicted felons who may be attending court on other misdemeanor issues who may be prohibited from being within 500' of a school. There are also a large number of custody and domestic protection issues that are handled by both the court and the police. Requiring them to appear in court would force them to be in violation of restraining orders if their children attend the school.

There may also be sex offenders or other convicted felons who are attending court on unrelated misdemeanor charges but who are prohibited from being near schools. Appearing in court or attending someone who is required to appear in court would force them to be in violation of such terms.

The adjacency to the schools presents circulation issues for the police. There are two "school zones" located within one mile of the site: Sportsman Club Road north of New Brooklyn, and Madison Avenue south of New Brooklyn. These zones have a speed limit of 20 mph from 7 am to 5 pm. Police work may be impaired if they comply with this regulation. If they do not comply with this regulation, they could inadvertently endanger children and they would not be presenting a good image to the community.

The site is adjacent to many single-family residences. The police need to be able to exit the facility using their sirens on a 24-hour basis. Their automobiles and sirens would be a nuisance to the established residential neighborhoods that already exist there.



Context of Sportsman Club/New Brooklyn Property
 Middle-School and Intermediate School directly north of site.
 Great number of single-family residences adjacent to site.

Zoning Analysis of Sportsman Club/New Brooklyn Property

Zone	R-2
Property Size	15 AC- 653,400 SF
Allowable Coverage- FAR	20%- reduced to 10% for governmental uses 65,340 SF
Setbacks	- Front- 25' - Side 5' min, 15' combined - Rear 15'
Parking	It is assumed that parking requirements shall be negotiated based on building function and documented programmed parking requirements by function.

Recommendation

The Sportsman Club/Highway 305 site would not be the best location for the Police Headquarters and Municipal Court facility. The site is a valuable property for its residential development potential. The City of Bainbridge Island should sell the site and use the equity to purchase a site that would be more appropriate.

The site can be subdivided into approximately 30 single-family lots. Assuming each lot is 20,000 SF, relatively flat, with all utilities available, the properties may sell for approximately \$150,000 (current market at time of study). After subtracting the cost of subdividing the property, it would offset the cost of developing a project on another site by approximately \$4 million.

Alternatives- Winslow Downtown Area

Viability of a Property in Winslow Downtown Area

For the purpose of this study, the Winslow Downtown is assumed to be the portion of the city bounded by Eagle Harbor, Madison Avenue, High School Road, and Highway 305.

There are several advantages to developing in the Winslow Core. The site development would be more efficient. The zoning code allows more building lot coverage which means excess land would not need to be purchased as would be required for developments in areas outside the core.

Depending on circulation and specific location, the lot in a Winslow Core would need to accommodate a minimum size building footprint of approximately 23,000 SF. The outdoor spaces and parking would require approximately 64,

Core Development

Building Footprint	23,000 SF- two-story construction
Parking stalls	124 stalls @180 SF each= 22,320 SF
Circulation @ 100% of parking stall area	22,320 SF
Subtotal	67,640 SF
Ancillary Site functions @ 10% of program areas	6,764 SF
Total Area Required	64,404 SF , 1.7 AC

The area indicated is in areas that do not have FAR and lot coverage requirements that further restrict the size of the building. (See Selection Criteria)

Advantages

A police and municipal court facility in the downtown core has the advantage of having public prominence and can be a source of civic pride.

Within the core, there is easy access to other governmental agencies that interact with the department including city hall and fire headquarters.

Because the core area has the highest concentration of the city's population, a facility located in the core would be the most convenient for the most number of users. Regional and local transit is available. Parking could be shared with other civic or commercial uses.

In the downtown area, there is more diversity of land uses. There are likely to be more opportunities for shared parking or public benefit features.

Disadvantages

Because of the commercial development potential in the Winslow downtown area, the land is more expensive. As changes in the area occur, and density increases, there will be other dynamics that will affect the selection of a site in the downtown area. Property values in the core, because of the higher density, are likely to increase in value more quickly than the properties in the outlying areas.

The downtown core areas will have more adjacency and site-related relational considerations than a site that is selected outside the downtown area.

Because the program calls for a large building and there are few large lots available in the downtown core, it is more likely that multi-level construction will be required. Multi-level construction for this facility is possible, but there will be many functional constraints that will determine which functions can occur on levels other than ground level.

Recommendation

A site in the Winslow Core would be a good site for a new Police Headquarters and Municipal court facility. Each site that is considered would have to be evaluated on a case-by-case basis relative to the selection criteria and to the adjacent property uses.

Alternatives- Outside Downtown Area

Viability of a Property Outside the Downtown Area

The program requirements for the facility tend to make selection of a site outside the downtown area a preferred option. The adjacency and security requirements function better with more of the program area on the ground level, leading to a

larger footprint. There is a large amount of programmed outdoor space that is non-public space associated with the police functions. These spaces should be screened and secure. This can be done more cost effectively on a larger site where topography, landscaping, and less-decorative fencing can be utilized.

The site will require dual-vehicular circulation paths; the police functions vehicular circulation should be separated from the public vehicular circulation. This requires a larger property in order for this to occur effectively. The zoning regulations on the less-dense properties outside the downtown area limit building coverage, leaving more property, proportionally, for outdoor spaces and vehicular circulation.

Advantages

The advantage of a site outside the downtown core is that there tends to be more, larger lots available. There are also more likely to be sites that have better access to Highway 305 and to regional public transit.

The zoning regulations in the less-dense zones are more consistent with the program proportions for the building size relative to the site requirements.

Disadvantages

Outside the core it is more of a challenge to find a site that is not encumbered by critical areas such as wetlands or geotechnical issues. Site selection outside the core will also be limited by fireflow (water availability) and by sewer availability.

Recommendations

A site in outside the Winslow Downtown would be a good site for a new Police Headquarters and Municipal court facility. Each site that is considered would have to be evaluated on a case-by-case basis relative to the selection criteria and to the adjacent property uses.

It is not recommended to consider any site on the south end of Bainbridge Island. Any site that is West of Madison Avenue/South of Wyatt Way does not provide adequate access to Highway 305 as the primary arterial.

City of Bainbridge Island
Police and Municipal Courts Needs Analysis Study
Recommendations

A suggested location for a Police and Municipal Court facility might be in the vicinity of the Fire Station Headquarters at the intersection of Madison Avenue and Highway 305. This area has easy access (vehicular and pedestrian) from the downtown core and Highway 305. It can be accessed by vehicle from Highway 305 without burdening the downtown streets with additional off-island traffic, when the Bainbridge Island court is integrated into a regional court system. It is conveniently located near the Fire Station and easily accessed from City Hall.

