Silverdale Library Site Proposal

Kitsap County Commissioners Office

June 26, 2014
RE: Request for Proposals for Silverdale Library Branch

Kitsap County appreciates the opportunity to submit a proposal for locating a new library on the Central Kitsap Community Campus.

Redevelopment of the Campus is a vision strongly shared by many in Central Kitsap and is intended to be the cultural, recreational and civic center of Silverdale. A library branch has long been desired on the site and the County is poised to work collaboratively with Kitsap Regional Library to make this dream into reality. We believe partnering with the County and locating a library branch on the Campus is more than a site condition evaluation, but also an appraisal of the partnership benefits for both entities. While the attached proposal addresses the site conditions, mitigation needs and long-term obligations, below are partnership benefits.

- **Land Use Synergy.** Unlike most properties in the Silverdale area, the Campus is planned to be a centralized location for compatible uses with common community missions that focuses as a safe gathering place for seniors, families and children of all ages.

- **Project Understanding.** KRL can combine its knowledge of library facilities and operations with the County’s knowledge and experience on real estate, existing site conditions and project management under the governing laws and procedures for public agencies.

- **Leverage Limited Funding Sources.** Partnering with the County would allow KRL to maximize the use of public funds and grants from a variety of sources, which could reduce funds needed from the general public.

- **Measureable Outcomes.** Both entities can ensure continuous and measureable project milestones that include efforts towards information that fuels meaningful discussions and negotiations for decision makers.

- **Communication Coordination.** Collaboration on a joint public outreach plan and activities. This shared effort would reduce burdens on staff resources.

- **Quality Control and Assurance.** Program planned efforts in a multi-year budget strategy that is measurable and accountable to local taxpayers and decision makers.
Additionally, Kitsap County brings forward a long history of managing development projects, professional expertise as a service provider for many utilities and planning, as well as the permit authority for unincorporated Silverdale urban area.

We look forward to discussing our proposal with you. Please don’t hesitate to contact me, if you have any questions or would like more information. I can be reached at 360-337-7146 or at lstreissguth@co.kitsap.wa.us.

Sincerely,

Linda Streissguth
Kitsap County Commissioner District # 3
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CENTRAL KITSAP COMMUNITY CAMPUS
Advancing Together Through Community Partnerships

I. INTRODUCTION
On May 30, 2014, Kitsap Regional Library (KRL) released a Request for Proposals to locate a new 10,000 square foot library in the Silverdale area. For decades, Central Kitsap residents have envisioned a centralized campus that would be the heart, mind and soul of the community. This Campus, owned by the County, is located on 12 acres or 522,720 square feet within the Silverdale Urban Growth Area’s highly desirable commercial core. At build-out, the Central Kitsap Community Campus is envisioned to include a library, performing arts center, public meeting spaces, senior housing, and recreational facilities. Possible other uses include complementary and compatible retail and office uses. In June 2011, Phase I of site redevelopment was completed with the opening of the YMCA of Pierce-Kitsap Counties 85,785 square feet Haselwood Family YMCA.

Kitsap County is working to develop a multi-year redevelopment plan for the Campus site which helps achieve this mission. This proposal responds to the community’s desire to locate a new Silverdale library on the Campus.

II. SITE INFORMATION
a. Property Description
The Campus is bordered by Silverdale Way to the southeast, Randall Way to the west and commercial uses to the north, northeast and south. Six parcels constitute the Campus properties and are as follows:

<table>
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<tr>
<th>TAX ACCOUNT NUMBER</th>
<th>ACREAGE TOTAL</th>
<th>CURRENT USE</th>
</tr>
</thead>
<tbody>
<tr>
<td>172501-4-050-2008</td>
<td>0.13</td>
<td>Portion of parking stalls.</td>
</tr>
<tr>
<td>172501-4-051-2007</td>
<td>1.81</td>
<td>Portion of YMCA building, parking stalls and loading easement.</td>
</tr>
<tr>
<td>172501-4-048-2003</td>
<td>5.16</td>
<td>Portion of YMCA building, Campus Village Common, parking stalls and portion Poplars Avenue.</td>
</tr>
<tr>
<td>172501-4-049-2002</td>
<td>0.94</td>
<td>Parking stalls.</td>
</tr>
<tr>
<td>172501-4-042-2009</td>
<td>2.58</td>
<td>Silverdale Community Center and Sheriff Precinct Office.</td>
</tr>
<tr>
<td>162501-3-074-2003</td>
<td>1.56</td>
<td>Poplars multi-family residential apartments and commercial buildings.</td>
</tr>
</tbody>
</table>
These parcels are zoned Regional Commercial (RC) and government facilities, such as a library, are an allowed use on the property. Additionally, the Campus is located within the Silverdale Design Standards Bucklin Hill Town Center District. Kitsap County is in the process of adopting design guidelines for the Campus, anticipated to be effective by summer 2014. Both the RC zoning and draft Campus guidelines strongly encourage the siting of a library on the properties within a campus-like environment connected by a system of landscaped pathways and open space.

For this proposal, Kitsap County identifies two parcels that could be a location of a 10,000 square foot library. Specifically, parcel # 172501-4-042-2009, where the Silverdale Community Center and Sheriff Precinct office are located or parcel # 162501-3-074-2003, which contains the Poplars commercial units and multi-family apartments.

b. Legal Description

Below is the legal description and aerial image for parcel # 172501-4-042-2009 (Community Center/Sheriff Office site).

THE SOUTH 198 FEET OF THE NORTH HALF OF THE SOUTHEAST QUARTER OF THE SOUTHEAST QUARTER OF THE SOUTHEAST QUARTER, SECTION 17, TOWNSHIP 25 NORTH, RANGE 1 EAST, W.M., IN KITSAP COUNTY, WASHINGTON; EXCEPT THE WEST 30 FEET THEREOF CONVEYED TO KITSAP COUNTY UNDER AUDITOR’S FILE NO. 8409250055; ALSO EXCEPT THE EAST 30 FEET CONVEYED TO KITSAP COUNTY FOR KITSAP MALL BLVD. N.W. (CLEAR CREEK ROAD) UNDER AUDITOR’S FILE NO. 302055; AND EXCEPT THAT PORTION FOR SILVERDALE WAY ON THE EASTERLY SIDE THEREOF.

Community Center and Sheriff Office Parcel Source: Google Earth.

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1 It is expected the Draft Design Guidelines to be before the Kitsap County Planning Commission for recommendation by July/August 2014. Final approval and adoption is scheduled for August/September 2014.
The legal description and aerial image for parcel # 162501-3-074-2003 (Poplars site) is as follows:

**PARCEL A:** THAT PORTION OF THE SOUTHWEST QUARTER OF THE SOUTHWEST QUARTER, SECTION 16, TOWNSHIP 25 NORTH, RANGE 1 EAST, W.M., IN KITSAP COUNTY, WASHINGTON, DESCRIBED AS FOLLOWS: COMMENCING AT THE SOUTHWEST CORNER OF SAID SECTION 16; THENCE ALONG THE WEST LINE THEREOF NORTH 0*23'00" WEST 772.96 FEET; THENCE PARALLEL TO THE NORTH LINE OF THE SOUTHWEST QUARTER OF THE SOUTHWEST QUARTER OF SAID SECTION 16, SOUTH 89*35'45" EAST 30.00 FEET TO THE EAST MARGIN OF CLEAR CREEK ROAD AND THE TRUE POINT OF BEGINNING; THENCE CONTINUE SOUTH 89*35'45" EAST 192.46 FEET TO THE NORTHWESTERLY MARGIN OF SILVERDALE WAY NORTHWEST (FORMERLY STATE HIGHWAY NUMBER 21) AS CONVEYED TO THE STATE OF WASHINGTON BY DEED RECORDED UNDER AUDITOR'S FILE NUMBER 188659, RECORDS OF SAID COUNTY; THENCE SOUTH 36*19'38" WEST ALONG SA

**Poplars Parcel Source:** Google Earth.

c. **Long-Term Lease Agreement**

Regardless of parcel, Kitsap County offers a long-term ground lease agreement with KRL. Generally, guiding principles\(^2\) of the ground lease would be as follows:

**Purpose and Recitals**
- It is expected KRL shall own the improvements and physical library structure. The County would retain ownership of the land.

**Location**
- Ground Lease would identify either parcel # 172501-4-042-2009 or parcel # 162501-3-074-2003 as mentioned above. This land area would house the library’s building footprint; associated parking facilities and other applicable uses.

**Lease Rate**
- An annual lease rate of $1.00.
- Payment of annual Stormwater and Noxious Weed Property Assessments. \(^3\)

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\(^2\) Ground lease guiding principles are similar to what has been provided to KRL in May 2014.

\(^3\) Property assessments for parcel # 162501-3-074-2003 in 2014 are $1,172.04. Assessments for parcel # 172501-4-042-2009 in 2014 are $1,094.12.
CENTRAL KITSAP COMMUNITY CAMPUS
Advancing Together Through Community Partnerships

- Proportionate share of potential future public improvement assessments not formed at the time of execution of a ground lease. For example, assessments could take the form of future local improvement districts, county road improvement districts, transportation benefit districts, etc.  

Lease Duration
- A tentative lease term of 50 years with three options to extend (25-years each).

Termination Clauses
- Option to terminate lease if project or negotiations on future commitments or funding of facility does not materialize within a certain timeframe agreed upon by both parties.

III. DEVELOPMENT CONDITIONS
a. Existing Campus Tenants and Obligations
Below is a summary of existing Campus obligations on parcel #’s 172501-4-042-2009 and 162501-3-074-2003. More information on the topics below and/or other existing agreements and leases on the remaining portions of the Campus property can be provided upon request.

Sheriff Precinct Office
As a long-term tenant on the Campus, the Kitsap County Sheriff’s Silverdale precinct is home to 24/7 patrol and traffic units, as well as regular business hours for public support services and administration staff. The precinct office is not anticipated to be on the Campus in the long-term.

Additionally, discussions are currently underway with appropriate County departments to address the relocation of the precinct office for redevelopment efforts. Kitsap County is developing information for 2015 budget discussions to aid in crafting a timeline and additional data to evaluate options for near-term Campus needs and long-term department operational objectives.

Demolition and relocation of the precinct office for Campus redevelopment and relocation of services would be paid for by Kitsap County.

Silverdale Community Center
The Community Center is managed by Kitsap County Parks and Recreation Department and is roughly 16,070 square feet in size. The center houses three public meeting rooms with a total size of 4,380 square feet, which can be reserved at an hourly fee. A 170 seat community theater is also located in the center and is home to Central Stage Theatre of County Kitsap (C-STOCK). C-STOCK has had a long-term lease agreement with the County in the past; however a proposed contract extension modifies the term to an annual lease commitment.

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*Photo Courtesy of Rob MacDermid. Left to Right: The late Hank Mann Sykes, former President of the Central Kitsap Community Council (CKCC), Natalie Bryson, current President of the CKCC, the late Barbara Stevens, former Manager of the KRL Silverdale Branch, and Rob MacDermid, former Chair of the Central Kitsap Community Campus Task Force*

4 At the time of this proposal, none of these districts are currently contemplated.
Overall, the Silverdale Community Center is in need of maintenance improvements over the next three to five-years to keep the center operational. It is estimated total cost of repairs are roughly $690,000.

Demolition of this center for Campus redevelopment efforts would be paid for by Kitsap County. It is expected future negotiations with KRL may include replacement of public meeting rooms and funding.

**West Sound Performing Arts Center**

In December 2013, Kitsap County and the West Sound Performing Arts Center (WSPAC) entered into a non-binding letter of intent (LOI) to explore siting a performing arts center and overall planning needs on the Campus. This LOI included non-binding commitments for both entities. A copy of the LOI is available upon request.

**Poplars Building**

In 2012, Kitsap County acquired the Poplars property (parcel # 162501-3-074-2003) from Housing Kitsap. At the time of transfer, the property came with existing commercial tenant lease agreements and long-term debt obligations. The County has issued a Limited Tax General Obligation bond on the property which matures in 2022. If the County selects to do so, a pre-payment option without penalty was incorporated into the bond structure after December 2017.

Currently, the property has six commercial tenants with the longest lease term ending in 2018. Thirty residential apartment units are fully occupied with leases ranging from six months to one year.

Kitsap County contracts with Reid Property Management, LLC to provide broker, management and maintenance services for the property. Reid’s contract for services term is renewed annually. An amendment is currently under review to extend services to June 2016. Under the contract terms, fees for services and property expenditures are subtracted from rents collected by Reid. The remaining balance is issued to the County and is directed towards paying semi-annual bond payments.

Demolition of the Poplar building for Campus redevelopment efforts after 2018 would be paid for by Kitsap County. Additionally, all outstanding bond debt will be paid by the County.

b. **Topography and Soils**

The site grade generally ranges from 2% to 10% grade and slopes southeast towards Silverdale Way and Dyes Inlet. Soils generally include, at a subsurface level and outside of the original wetland areas, a veneer of topsoil/fill, recessional outwash, weather till and pre-Vashon deposits. A geotechnical report has been completed for the site and is available upon request.

c. **Wetland Mitigation**

As part of the permit approval for the construction of the Haselwood Family YMCA, wetland mitigation was necessary for 1.32 acres of Category III and
Category IV wetlands. Wetland mitigation took place at Kitsap County’s Schold Farm property north of Silverdale. Mitigation took the form of 1.41 acres of wetland creation, 5.09 acres of wetland enhancement, 1.84 acres of upland buffer restoration and stream enhancements. A 10-year maintenance and monitoring obligation (to year 2022) was also a condition of permit approval. This ongoing effort is managed by Kitsap County through contracted services with PerTeet Inc. and GreenTree Landscaping. It is assumed no additional wetland mitigation within the existing boundary of the Campus is needed.

Compensation from future tenants on their proportionate share of total costs incurred by Kitsap County during Phase I, including wetland mitigation, will not be assessed on future public projects, such as a library.

d. Roads
Six public rights-of-way as well as private roadways provide access to the Campus. These roadways include:

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<th>ROADWAY</th>
<th>PUBLIC OR PRIVATE</th>
<th>ROADWAY FUNCTIONAL CLASSIFICATION</th>
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<tbody>
<tr>
<td>Silverdale Way</td>
<td>Public</td>
<td>Urban Principal Arterial</td>
</tr>
<tr>
<td>Randall Way</td>
<td>Public</td>
<td>Urban Minor Arterial</td>
</tr>
<tr>
<td>Poplars Avenue</td>
<td>Public and Private</td>
<td>The segment extending from Silverdale Way towards Kitsap Mall Boulevard is defined as an Urban Local Access Road, while the roadway segment from Silverdale Way to Randall Way is defined as a private access road.</td>
</tr>
<tr>
<td>Plaza Road</td>
<td>Public</td>
<td>Urban Local Access</td>
</tr>
<tr>
<td>Bucklin Hill Road</td>
<td>Public</td>
<td>Urban Principal Arterial</td>
</tr>
<tr>
<td>Anderson Hill Road</td>
<td>Public</td>
<td>Urban Minor Arterial</td>
</tr>
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Generally, as part of the Phase I construction, three access points were improved on the Campus. These include Silverdale Way to Poplars Avenue, Kitsap Mall Boulevard to Poplars Avenue and Randall Way to Poplars Avenue. An internal roadway to the Sheriff’s Office and Community Center site is used heavily by site visitors.
Preliminary assessments\(^5\) of potential traffic impacts of a 10,000 square foot library located on parcel #172501-4-042-2009 (Community Center/Sheriff site) may suggest the following improvements and future contributions:

- Road approach and access improvements including limitation to right in, right out only, as well as sidewalk, curb and gutter improvements on both sides along Randall Way up to entrance into proposed project site. Design would be consistent with applicable Kitsap County Road Standards and Campus Design Guidelines at the time of permitting. *Cost to be determined and will be dependent on labor and materials of permit approval and formal construction bidding.*

- Applicant’s fair-share contribution and associated covenant towards corridor and intersection improvements at Bucklin Hill Road/Randall Way, Bucklin Hill Road/Anderson Hill Road, Silverdale Way/Byron Road and Bucklin Hill Road/Silverdale Way. *Cost to be determined in a developer’s agreement or at the time of formal project permit approval, but likely would not to exceed $84,000.*\(^6\)

This preliminary list is based upon a cursory review of the Community Center/Sheriff Office site, an assumed traffic circulation and access strategy, as well as removal of both uses. This information does not eliminate the need for a formal independent traffic analysis\(^7\) and is not a commitment by Kitsap County for any type of land use approval or a limit on future costs or conditions of permit approval. In regards to the Poplars property (parcel # 162501-3-074-2003), a traffic impact analysis or another preliminary assessment would need to be conducted to determine specific impacts.

It is expected costs of preparing a traffic impact analysis would be shared between KRL and the County. Roadway and access improvements and future contributions to other corridors in the system would be conditions of permit approval and paid for by KRL.

\(^5\) Preliminary assessment of traffic impacts were provided to KRL in May 2014. The results in this proposal pertain to a 10,000 sq ft library and not other possible uses such as public meeting rooms, etc.

\(^6\) This estimate is based on a cursory review of the community center/sheriff parcel. Other properties under KRL evaluation may have different, for example, higher contribution estimates based upon impacts to the surrounding roadway network.

\(^7\) Ballpark estimate of traffic impact analysis is roughly $15-30K and depends on number of addendums needed as the project evolves over time.
e. **Transit**
Within the vicinity of the Campus, Kitsap Transit provides weekday and Saturday shuttle and bus service along Silverdale Way and Randall Way, specifically routes # 12 and 37. However, routes # 17, 13, 33 and 35 exist north and south of the Campus.

f. **Urban Services**
Generally, if a project is located in an Urban Growth Area (UGA), construction of urban level of services are required in unincorporated Kitsap County. If a library is to be sited on the Central Kitsap Community Campus, below is a summary of existing utility information and requirements.

**Stormwater**
Existing stormwater facilities, in the form of low-impact development such as pervious surfaces and rain gardens are located on the Campus.

A preliminary and final stormwater analysis will be needed as part of locating a library on the site. Designs of these facilities will be apart of discussions with the County and KRL to address best management practices for stormwater containment and treatment for the new facility.

Costs of stormwater analyses may be shared by both the County and KRL. Costs of construction are dependent on engineered design and precise location of the new library branch.

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8 Preliminary and final stormwater analyses will also be necessary for permit approval discussed in Section III (f) of this document. Estimated costs for a preliminary stormwater analysis range between $20-30K.
Wastewater

Hook-up to wastewater service in UGAs are strongly encouraged for commercial and office uses or required if situated within two hundred feet of an existing public sewer main that is adequately sized. Newcomer fees would also be assessed at this time and vary depending on applicable treatment plant.

Kitsap County is the wastewater service provider for the Silverdale area and all effluent is treated at the Central Kitsap Wastewater Treatment Plant. In regards to the Campus, existing gravity mains are located off portions of Silverdale Way, Randall Way and Poplars Avenue. The proposed project may need to upgrade existing building sewer lines consistent with Kitsap County wastewater standards, permit requirements and payment of newcomer assessments applicable for the CK Treatment Plant.

Newcomer assessments, as of March 1, 2014 for the CK Treatment Plant are $4,342 per Equivalent Residential Units (ERU) and is based on 800 cubic feet of water used per month. Kitsap County would work with KRL to identify average monthly water usage to determined ERUs for a 10,000 square foot library facility.  

It is expected fees for design, sewer availability, newcomer assessments, costs of construction and monthly payments would be paid for by KRL. Costs of construction are dependent on engineered design and precise location of the new library branch.

Natural Gas, Electric and Fiber-Optic Cable

Natural gas, electricity and fiber-optic cable is available on site. Cascade Natural Gas, Puget Sound Energy and Wave Broadband are the service providers for this area. Generally, connection and meter fees, as well as an easement for access will apply at the time of development.

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10 Similar newcomer assessments for the CK Treatment Plant would also be assessed for the United Methodist Church and other properties that KRL might evaluate within the CK sewer service area.
It is expected fees for permit applications, meters and costs of construction and monthly payments would be paid for by KRL. Costs of construction are dependent on engineered design and precise location of the new library branch.

g. **County Permits, SEPA and Impact Fees**
Land use, environmental review and building permits would be required if constructing a 10,000 square foot library in the Silverdale area. Specific to the Campus, with Phase I, an Administrative Conditional Use Permit (ACUP), Site Development Activity Permit (SDAP) and a phased (State Environmental Policy Act) SEPA determination was completed. Depending on type of permit, the project description included both the YMCA and other possible uses, including a library. Copies of these permits are available upon request.

Consistent with Kitsap County Code Titles 12 (Stormwater Drainage), 17 (Zoning), 18 (SEPA-Environment) and 21 (Land Use Procedures), it is likely the proposed library project wouldn’t need a major amendment to the ACUP. However, the proposal would need to apply for a new SDAP, including submittal of a traffic impact analysis and assessment of parking. Additionally, a new SEPA determination may also be needed, dependent on final design and potential impacts of the facility.

The Kitsap County Department of Community Development processes applications, charges fees and issues permits for all new development in unincorporated Silverdale UGA. Additional permits for building, road approach, health, fire, stormwater and sewer, as well as assessment of impact fees would also apply to this project and are processed through County departments as well.

It is expected fees for permit applications and associated inspections would be paid for by KRL. All other outside agency permit applications and fees are also expected to be borne by KRL.

**IV. FUTURE MULTI-PARTY NEGOTIATIONS AND CAMPUS IMPROVEMENTS**
Locating a library branch on the Campus offers a unique and exceptional opportunity for both KRL and the County. This collaboration is intended to be a multi-year planned effort.

It is expected future tenants will discuss and negotiate in good faith with the County and existing tenants on improvements prior to construction. These discussions would include, but not limited to, improvements to the Village Common, as well as mitigation of impacts from the proposed development and long-term maintenance of shared common areas. In regards to the Village Common area, any improvements to this area as part of the proposed library project would be paid for by seeking outside funding sources, such as grants or other public sources.

Following agreement approval and construction, any reasonable future improvements to Campus common areas would be discussed with the County and existing tenants. Payment of such improvements would first
seek outside funding sources and if a shortfall exists, discussion and agreement with the County and tenants on a possible payment structure would be the last resort.

V. PROCESS

Kitsap County has a multitude of experience with public real estate transactions within the confines of state law for counties and large-scale development projects. Additionally, constructing a new library branch requires a clear process that identifies achievable project milestones that are accountable to County residents, financial donors and decision makers. Below is a generalized process of necessary steps.
Generally, ground leases can be executed at different stages of the process and include addendums as more information is identified through a joint site planning effort. The diagram above is intended to not only highlight critical informational needs but also illustrate multiple project milestones necessary for negotiations.

VI. PROJECT CONTACT
Selecting the Campus as a location for a future library branch provides KRL direct interaction from key policy makers and support staff with expertise in a variety of disciplines. Below are the primary project contacts to ensure open, direct and transparent communication.

Project Director
Linda Streissguth, Commissioner District #3
lstreissguth@co.kitsap.wa.us
360-337-7146

Project Coordinator
Angie Silva, Senior Policy Analyst
asilva@co.kitsap.wa.us
360-337-4841

VII. SITE CONCLUSIONS
Thank you for the opportunity to submit a property proposal. Kitsap County believes the Central Kitsap Community Campus offers multiple benefits to KRL, including a prominent central location and we look forward to working proactively together on this important community asset. Below is a summary of site benefits and other opportunities unique to this property.

- **Location.** Centrally located in the highly desirable downtown commercial core of Silverdale and convenient access to 20,000+ members of the Haselwood Family YMCA.

- **Visibility.** Properties are highly visible from Silverdale Way, a major corridor in the Silverdale area. The Campus has multiple access points for patrons coming from all directions in Central Kitsap.

- **Urban Services.** The Campus property has direct site access to a full range of urban services and utilities.

- **Open Space.** Phase I of the Campus redevelopment strategy initiated the Village Common concept. The draft Guidelines encourage improvements to the Common area and creation of other public open space opportunities that enjoys solar access throughout the day.

- **Cost-Sharing.** KRL and the County would share costs on important planning and development analyses integral for the proposal and permitting process. These efforts come with a significant cost and partnering on such efforts are beneficial for both entities.

- **Grants.** The County and KRL can collaborate on public grants and state budget requests to leverage local revenue sources.

- **Common Understanding.** Both the County and KRL share similar governing structures and public due diligence requirements. This project would be co-managed, with similar operating principles respective to both entities.
Highly-Trained Personnel. Receive assistance from working with Kitsap County who is not only the permit authority for unincorporated Silverdale, but is home to many qualified personnel with direct experience with public real estate transactions, project management, utility service provision, as well as land use and capital facility planning. Kitsap County will dedicate staff resources to this project over a multi-year planned effort.

Multi-Entity Collaboration. Locating a Silverdale library branch on the Campus will showcase that a multi-entity collaboration is possible, accountable and necessary under today’s economic realities.