



**San Juan County
County Administration Building Masterplan**

Draft Executive Summary

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Executive Summary

In January 2018, San Juan County (the County) and the Miller Hull Partnership in conjunction with an interdisciplinary team of design professionals (Cascadia Consulting, GGLO Design, JBM Consulting Group, and Studio 8x3) began a 10-month effort to develop a master plan for a new County administration building in the Friday Harbor, seat of San Juan County, San Juan Island. This effort included programming efforts, community outreach, two initial site alternatives and a final preferred option selected for further development. The culmination of this effort, estimated for delivery in early October of this year, will be a document that includes the compilation of work completed, the selected preferred concept alternative and a record of public and County Council comment on the design for consideration during future stages. The following includes a summary of the work done to date.

Programming: Facility Tours and Interviews

From the outset of the project, understanding the objectives of the County and character of the San Juan Islands was essential to the success of the project. Through a series of two-day site visits, the design team visited San Juan Island to observe the character of the islands and meet with the Town of Friday Harbor to understand local code and review historical guidelines. During these site visits, the team analyzed two potential sites and took a thorough inventory of existing facilities and future needs by touring County spaces and interviewing every department. The staff participated in two workshops to establish key adjacencies and work flows, right-size key spaces and to articulate specific needs associated with the inter-island condition of the San Juan Islands.

Community Outreach

A thorough and extensive public involvement plan was developed at the initial stages of the project to establish methods to include the public throughout the duration of the project. The first step of community outreach was issuing an online survey to encourage participation from all the islands to ensure that the entire County was represented. This survey was initiated at the beginning of March. The survey had great participation with all of the major islands represented and provided helpful insights that have informed the master planning decisions.

The next step in the public outreach plan is to publicize the Preferred Alternative selected by the Council and further developed by the design team in a "virtual open house." The design team will collect and document the feedback for the use and consideration in future design phases.

Two Site Alternatives

In July 2018, the design team presented two site alternatives for the San Juan County Administration Building, these two options were developed based on the master planning effort that began in January of 2018 and included site and regulatory research, departmental interviews, a space needs analysis, community outreach and site planning. The two site alternatives were presented with the intention for the County Council to select one for further development as the Preferred Alternative.

Advantages and disadvantages of the two potential sites initially presented for the Council's consideration are as follows:



Site Alternatives A and B

Site Alternative A

Site Alternative A is located in the parking lot situated between the County Courthouse and San Juan Community Theatre between 1st and 2nd Streets. The following includes advantages and disadvantages to building a new County Administration building on this site:

Advantages:

- Utilizes one of the best County-owned lots in Friday Harbor with views over the Harbor and beyond
- Strengthens the street edge and encourages increased pedestrian flow along 1st Street
- Allows access from both the parking lot accessed from 2nd Street and 1st street through a two-sided Lobby
- Forms an active civic core with the Community Theater and Courthouse
- Breaks up existing large expanse of parking into two more discreetly-scaled efficient parking areas linked by a traffic-calming mid-block crossing
- Provides good shared parking scenario with Community Theater due to staggered hours of operation
- Utilizes existing turnaround for both Theater and County drop-offs
- Expands Community Theater entry plaza and overlook areas
- Includes space for a Community Garden
- East side of ground floor partially earth-sheltered for greater energy efficiency
- Results in a potential +/-31,000sf parcel fronting 2nd Street and Reed Street for the County to sell to generate funding for the project.

Disadvantages:

- A portion of employee and overflow parking located across 2nd Street from Administration Building
- Site costs are estimated to be approximately 2% higher for Site A over Site B

Site Alternative B

Site Alternative B is located at the corner of 2nd Street N and Reed Street. The County Administration building, a storage facility, the Victims Services employee building, fleet parking and employee parking are currently located on this site. The following includes advantages and disadvantages to building a new County Administration building on this site:

Advantages:

- Strengthens the street edge and encourages increased pedestrian flow along 2nd Street
- Allows access from both the parking lot accessed from Reed Street and Blair Avenue and 2nd Street through a two-sided Lobby
- Utilizes two existing heritage oak trees for shading and beauty
- Includes space for a Community Garden
- Entry Plaza corresponds well to the west entrance of the Courthouse via traffic-calming crosswalk
- North end of ground level is partially earth-sheltered for greater energy efficiency

Disadvantages:

- Requires temporary relocation of County Manager, County Council, Information Services, Human Resources and Council Hearing Room currently housed in existing Administration Building during construction
- Requires relocation of Victims Services offices into temporary offices during construction of the new building prior to likely relocation into County Courthouse building
- Does not free up land for sale to generate funding

The County Council unanimously determined that Site Alternative A was the preferred alternative at a Council Regular Meeting with the Town of Friday Harbor Council on July 16, 2018. A major factor in this decision were the major advantages related to keeping Site Alternative B (2nd Street N and Reed Street) clear of development including providing additional parking on this site, leaving the site open for future County expansion, and the option to sell the parcel to generate revenue for the County. A representative of the San Juan Community Theatre, Nathan Kessler Jeffrey, was also present at the meeting. The Theatre expressed their excitement for the proposed improved amenities of Site Alternative A (including the proposed completion of the traffic circle, augmented outdoor space, and potential to use meeting facilities inside the proposed building) but also voiced their concern about parking. It should be noted that a traffic and parking study is recommended for the next stages of the design and is not currently included at this point.

Preferred Alternative Development

Informed by public comments gathered from the initial Public Outreach Survey and feedback from the Council members, the initial design proposed as Site Alternative A was further developed and refined into the Preferred Alternative presented in landscape site plans and building programming plans, documented in the following exhibits and described below.

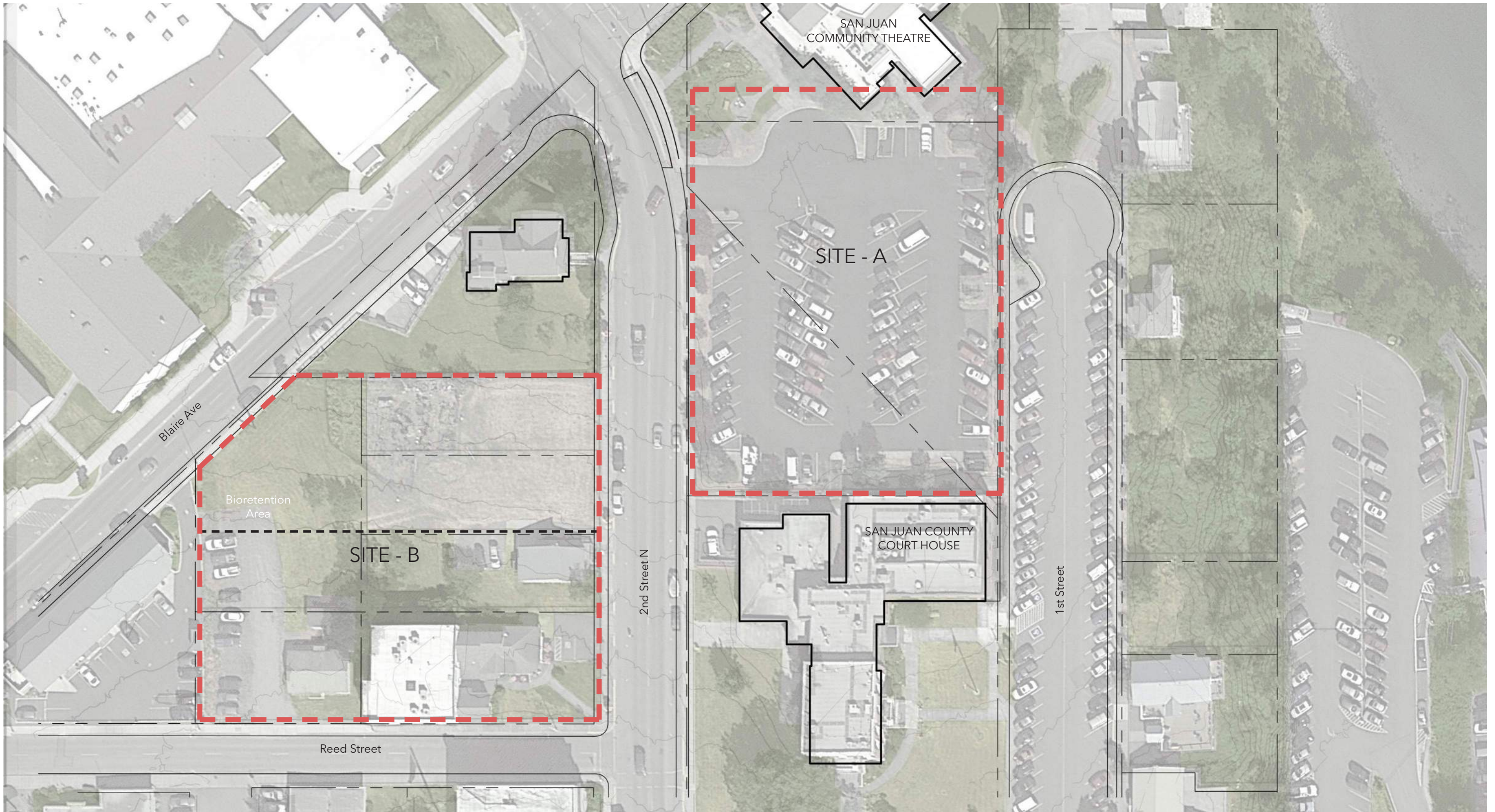


Exhibit A Site Plan - Overview (Current)

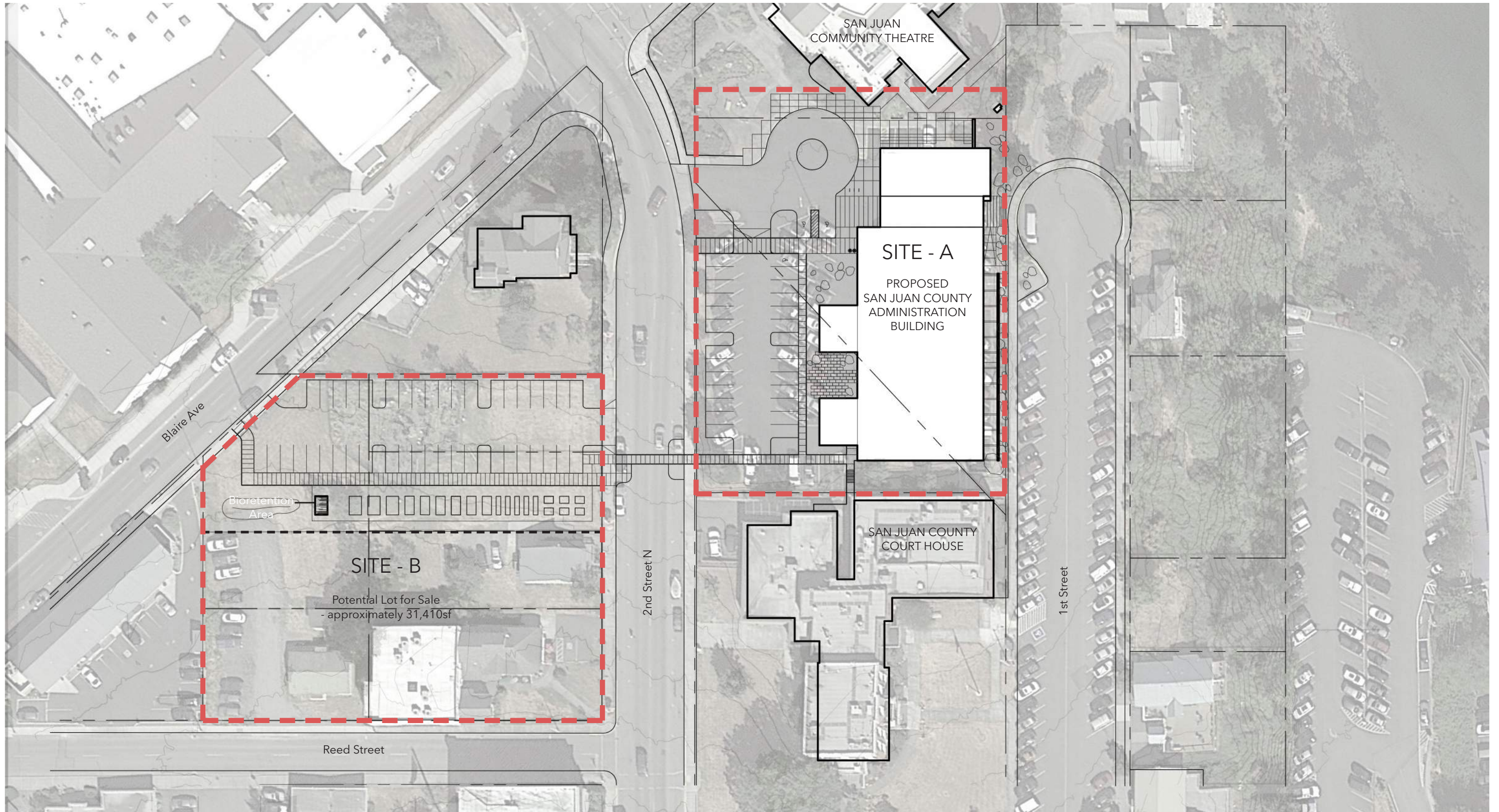


Exhibit B Site Plan - Overview (Proposed)



Exhibit C Site Plan - Overview

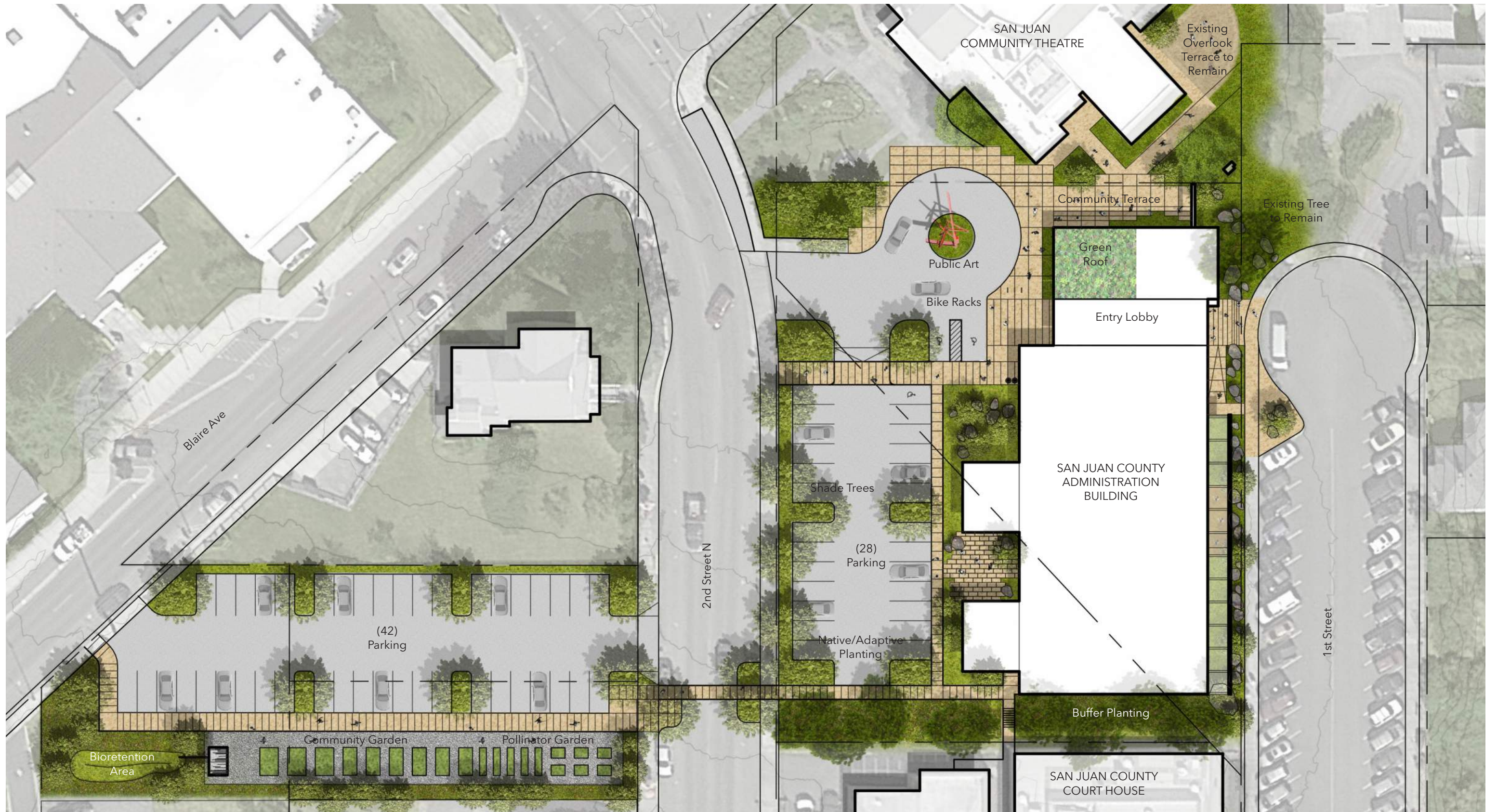


Exhibit D Site Plan- Enlargement



A strong desire heard by the design team was that this building should be of the San Juan Islands. An initial inspiration for the design concept came from the existing basalt rock outcropping on the site. Instead of blasting out the basalt rock outcroppings which increase construction costs, the design maintains and celebrates the rock outcropping and makes an effort to root the building to the site and tie the building to the rocks. Building and material inspiration for the site came from the nearby Mount Constitution Fire Lookout Tower on Orcas Island, designed by Ellsworth Storey in 1934. The tower was built with heavy basalt stone and wood from the islands. Basalt rocks and sandstone are featured at other locations in the design, including the heavy walls that bookend the council chambers and large boulders that appear in the landscaping design as a reference to the natural landscapes and rock formations that occur on the islands. Wood is heavily featured as a building material in siding, columns and roof system elements; wood will be sustainably harvested and locally sourced from the Pacific Northwest.

It was important that the building respect the Friday Harbor Historic Overlay District and the San Juan Islands as a whole. The design team took direction from the Town of Friday Harbor's Historical Preservation Guidelines and drew inspiration from buildings such as the American and English Camps. Materials such as white painted shiplap siding and forms like the gable roof are prominent in the design as elements that recall traditional building on the islands.

Fitting into the existing scale and massing of the town is important to both the Historical District Guidelines as well as the public. Instead of building one large single mass, the building's programs are strategically separated and create two distinct forms. Breaking down the building into smaller building elements helps the building relate to the existing scale of the County Courthouse, the adjacent community theatre, and the existing small-scale buildings on 1st and 2nd street.



West view of the proposed building from 2nd Street.

The San Juan County Administration Building is located within the Historic Overlay District of Friday Harbor and its design strives to fit within the historical character of the Friday Harbor downtown commercial core

and transitional neighborhoods area as defined in the Historical Overlay District requirements. The building has primary entrances from both 1st Street and the County Administration Building parking area located along 2nd Street. This rendering depicts the main entrance from the west as seen from the public benches located near the entrance to the Community Theater, looking over the existing turnaround. At the far left is shown the Community Terrace, overlooking the Harbor and providing flexible outdoor seating and gathering areas that expand the entry plaza areas for the Community Theater. Just to the south of Community Terrace is a shared Inter-Island Conference Room, that opens onto the Community Terrace and provides the community with the ability to conduct virtual meetings with participants on other islands. Just south of the Inter-Island Conference Room is the upper entrance to the Public Lobby area with views out over the Harbor to the east. A two-story white shiplap gable-roofed structure, referencing the historic structures found at the American and English Camp National Historical Parks, houses the Health and Community Services, County Council and Public Works Departments. Two wood-clad conference room wings break down the scale of the two-story main structure and open onto a shared garden courtyard. Accessible parking spaces are shown off to the far right.



Bike Parking located adjacent to the accessible parking spaces.



View of the greenroof above the west entrance.

The green roof is located above the west Lobby entrance and the adjacent shared conference room that opens onto the Community Plaza shared with the Theater. There are also plantings which cover and climb up the basalt walls and canopies that protect the west entrance.



East view of the proposed building from 1st Street.

The east-facing side of the County Administration Building is designed to provide pedestrian access directly from 1st Street into the Public Lobby, providing a public terminus to this primary street within the Historical Overlay District of Friday Harbor. The materials and expression evoke the characteristics of San Juan Island architecture, constructed of natural materials evoking nature and maritime themes. The structure is anchored directly to the basalt outcroppings existing on the site and the spaces are arranged to optimize views out over the Harbor. The Council Chambers is shown at the far right where large gatherings are accommodated with overflow into the Lobby. Large windows provide views out over the Harbor and to Mt. Constitution filtered through an existing mature Douglas Fir tree. The Lobby entrance is located just south of the Council Chambers and marked by a large basalt wall seen from several blocks south on 1st Street. Public stairs and an accessible ramp lead from the sidewalk up to the entrance. To the south of the main entry, wood columns, evocative of sailboat spinnaker poles, are anchored to the basalt outcropping to support a photovoltaic solar array and form a bioretention garden that screens the office spaces within from the public sidewalk. A stand of trees buffers the south wall of the Administration Building from the Courthouse addition.



View of the bioretention planting on the east side of the building featuring native plants.

The landscape program elements of the San Juan County Administration Building are a direct reflection of the community desires outlined in the recent public survey. The survey response indicated that Landscaping and Gardens were the top priority for outdoor features. Most notably; native/adaptive planting, shade trees, buffer planting, pollinator and community gardens. Planting delineates a space for both large and small flexible plaza spaces with ample seating. Outdoor spaces and amenities are sized for community meetings, events, food vendors, festivals, farm-to-table gatherings and outdoor classrooms. Public Art will be integrated into the landscape design and can be expressed through a rain-activated feature or sculpture.



Small, flexible outdoor seating area located on the north plaza and provided as a shared amenity for the theatre.



Rendering - East View



Rendering - West View





Transect depicting a spectrum of the various ecosystems found on the Islands.

The planting and layout draws from the unique climate found in the rain-shadow of the Olympic Mountains. A spectrum of landscapes from transitional forest to coastal bluff is emblematic of the local climate, geology and associated ecosystems found throughout the San Juan Islands. The landscape design applies the various ecosystems to curate and reflect the geographic uniqueness of all the Islands, with opportunities for environmental interpretation and education.

Public Outreach Survey

The Public Outreach Survey issued near the beginning of this project received 272 responses. The input was used to help guide the development of the initial design concept:

- One concern of survey respondents was that the new building program should not compete with existing businesses, organizations and parks which already provide these amenities. However, many respondents identified a need for public meeting spaces, especially for large groups. These comments have informed the design - the current site alternative provides a small plaza which will augment and blend with the outdoor space of the community theatre instead of competing with it. Flexible meeting space for large events is provided in the building to meet a County administration need, however this space can also be rented for large community gatherings where there currently isn't large enough space available.
- Many comments on the exterior design of the building conveyed a wish for the new building to fit in with the historic context of the theatre, complement the existing surrounding buildings such as the courthouse and theatre, respect the scale of existing buildings and utilize building materials that have a "feel of the town." The Town of Friday Harbor Historic Preservation Technical Manual was used as a guideline for the conceptual design. The conceptual design includes a material palette that focuses on natural wood and

the existing stone and rock found all over the islands. The exterior façade is composed of shiplap siding and windows in rectangular proportions. The new building form will not be higher than two stories in an effort to blend more easily with the adjacent courthouse and theatre. The conceptual design aims for the building to fit in with and complement its neighbors, not compete with them. Landscape elements, small masses and other building features are used to break up the length of the building an effort to relate the building to its surrounding scale and rhythm of nearby structures.

- The survey indicated a strong desire for the building should have an open and welcoming feel. The new building has two frontages, one that faces 1st street and one that faces 2nd street. The proposed site and building will help continue the urban street frontages of 1st and 2nd from the downtown area to the theatre. The two frontages provide entries and windows to both streets, ensuring that the building does not turn its back on any major view. Building entries feature glass entry vestibules to promote openness, visibility and easy wayfinding within the building. The building entries are aligned so visitors can see through the building to the other side of the street. Entries also feature overhangs that provide a protected and welcoming experience to visitors.
- Environmental sustainability was a priority for many respondents. The conceptual design incorporates many passive energy strategies such as maximizing daylight with building siting and form and strategically located windows and skylights, operable windows for natural ventilation and passive cooling, bioretention areas for onsite storm water mitigation, and solar photovoltaic panels for sustainable energy. Bike parking is planned for locations near the entries of the building to help promote bike commuting.
- Landscaping and Gardens were the top priority for Outdoor Features. The survey response indicated; native/adaptive planting, shade trees, pollinator garden, community garden, buffer planting were import and were incorporated into the landscape site plan. These landscape areas will be native/adaptive plantings that are low-maintenance and low-water use, as expressed in the community survey comments.
- The site plan provides large and small flexible plaza spaces with integrated seating for various events, as the survey results indicated Outdoor Seating/Eating Areas and Outdoor Event Accommodations were a top priority and the design. These outdoor plaza spaces can be used for outdoor community meetings, events, food vendors, festivals, farm-to-table events or outdoor classrooms.
- Public Art will be integrated into the site plan design as. This can be expressed in: rainwater feature, object art or integrated rain-activated art feature.

Next Steps

The purpose of this design effort was to provide a programming effort, site alternative options, and a preferred conceptual design. The Preferred Alternative design has been put forth for comment from both the County, the Council and the public. Comments from the County and Council as well as input generated from the virtual public house will be noted and saved for consideration and incorporation in the future should the County pursue the schematic design of this project.

Schematic Design, comparable to 30% Design, is the first phase in the typical five phase design schedule (including Schematic Design, Design Development, Construction Document Development, Bidding, and Construction Administration). During this phase, the design team will refine the programming of the building, design concept, and research zoning, building and historical guideline requirements. Deliverables for the phase will be conceptual and schematic in nature; they will include outline specifications and drawings that document general scope, scale, and other major components of the project.