

CHAPTER 6

TRANSPORTATION

EXISTING CONDITIONS

Unlike the rest of the Island, where traffic is isolated to a few locations, Winslow's urban nature attracts the majority of the traffic and congestion. The businesses, government buildings, schools and ferry terminal attract not only the residents of the area, but persons from throughout the region.

The residents of Winslow tend to be less dependent on their automobiles than other Island residents due to their proximity to the ferry terminal and shopping. Many residents hold jobs in downtown Seattle, making driving to work unnecessary. Two retail areas, on Winslow Way and High School Road, provide the opportunity for residents of Winslow to walk to shopping.

Traffic Circulation

Traffic conditions in the Winslow area can be described through understanding two major elements of a transportation system: circulation and parking. The *Island-Wide Transportation Study* (IWTS), February 2004, and the Transportation Element of the Comprehensive Plan describe the existing conditions of the road system for the Island and the circulation system for Winslow (Chapter 4 of the IWTS).

The circulation system describes the travel patterns of residents, employees and visitors within and passing through the Winslow area. A variety of elements are considered to evaluate the circulation system, including traffic volumes, roadway classification, roadway conditions, levels of service, travel times and accident data.

According to the *Circulation and Access Recommendations* report (January 2006) developed for the *Winslow Tomorrow* project, Winslow has only fair circulation, with a poorly connected street network, numerous discontinuities concentrating traffic on a few primary routes, and limited transit service except during peak hours, oriented to ferry service only.

Traffic Volumes: Weekday

Traffic is normally measured using volumes, the number of vehicles over a specified length of time. Volumes can be defined either by daily or peak (highest) hourly use. Although daily volumes are helpful in identifying primary travel routes, peak hour volumes better identify whether a roadway or intersection has sufficient capacity to handle traffic. The roads with the highest weekday daily volumes are:

- the SR 305 corridor
- High School Road between Madison Avenue and SR 305
- Winslow Way between SR 305 and Ericksen Avenue
- Madison between Wyatt Way and High School Road
- Wyatt Way east of Finch Road.

The impact of ferry terminal traffic on these routes is apparent.

Traffic Volumes: Weekend

Weekend traffic can vary considerably depending on the season. Typically, during winter weekends, daily traffic volumes within Winslow are 10-15% lower than weekday traffic. During peak summer weekday, traffic on SR 305 may queue beyond High School Road as waits for the ferry may exceed two boats. Weekend peak hours tend to occur during the midday hours of 11 a.m. to 2 p.m.

Intersection Levels of Service

A level of service analysis was completed in 2002 as part of the *Island-Wide Transportation Study* and the resulting level of service for Winslow Sub Area intersections is indicated in Table 6-1, below.

The intersection and operating conditions are indicated by a level of service (LOS) letter designation. LOS provides a measure of delay ranging from LOS A (free flowing, minimal delay) to LOS F (extreme congestion, long delays). Level of service or LOS, standard designates the minimum operational performance of the roadway system that must be maintained. If traffic volumes cause a roadway to fall below the minimum LOS standard, improvements or other mitigation must be made to bring the facility back to the designated LOS standard. Level of service standards are normally prescribed for the p.m. peak hour (most congested hour) of the traffic system which typically occurs between 4:45 and 5:45 in the evening on Bainbridge Island.

Table 6-1 shows the existing LOS intersections within the Winslow study area. The City of Bainbridge Island has set LOS D as the minimum acceptable within the Winslow area for secondary arterials and collector streets, and LOS C for streets designated as residential. All intersections operate at an acceptable LOS under existing conditions; however, the intersection of Winslow Way/SR 305/Olympic Way is rapidly approaching its maximum capacity. As traffic continues to grow, especially as a result of ferry terminal expansion, changes may be necessary at this intersection. Changes will need to address ferry related traffic and transit as well as cross town vehicular and pedestrian movements on Winslow Way.

**Table 6-1
INTERSECTION LEVELS OF SERVICE**

Signalized Intersections	Overall LOS
SR-305/Winslow Way	D
SR-305/High School Road	D

Unsignalized Intersections	Overall LOS
Madison/Winslow Way	C
Sportsman Club/High School Road	C
High School Road/Hildebrand	C
Ericksen/Winslow Way	C
Madison/Wyatt	D
High School Road/Madison (Round About)	B

Source: Island Wide Transportation Study, 2004.

Ferry Terminal Circulation

Ferry related traffic constitutes a major part of the weekday and weekend traffic within the Winslow area. Ferry-related traffic includes passengers being picked up or dropped off, vehicles entering or leaving nearby parking areas and vehicles transported on the ferry.

**Table 6-2
Method to/from Ferry Terminal – Weekday PM Peak**

Mode	Percent by Access Mode	Percent by Egress Mode
Vehicles (includes motorcycles)	28.1%	42.2%
Pedestrian/Bicycle	53.4%	21.5%
Bus or Shuttle	18.5%	36.3%
Total	100%	100%

Source: Washington State Ferries 1999 Travel Survey

A significant impact is traffic created by ferry loading/unloading and vehicles parking nearby.

In 2002, a license plate survey of the ferry terminal area was conducted as part of the Island-Wide Transportation Study. This study collected license plate data to classify the origins and destinations of the traffic coming from the ferry and ferry terminal area during the afternoon peak period. This study indicated that approximately 44% of the traffic originated from the Island, approximately 40% originated from off-Island, and 17% had home origins in King

County or other areas outside the region. In addition, the survey indicated that 60% of the off-Island destinations were from Poulsbo and other North Kitsap County locations.

Figure 6.1 shows the roads that experience the most impact from ferry traffic. Winslow Way east of SR 305 is the most affected since it is the primary access point for ferry terminal parking and passenger pick-up/drop-off. Other roads, such as Ferncliff Avenue, Winslow Way west of SR 305, Madison Avenue, Grow, Ericksen and High School Road also carry large portions of the ferry-related traffic.

The Washington State Ferries System is presently developing a master plan for the ferry terminal including addressing the circulation issues associated with expansion of the ferry terminal. Analysis is underway of traffic data collected in June 2005 and February 2006 for four intersections near the terminal: 1) Winslow Way and Madison Avenue; 2) Winslow Way and Olympic Drive; 3) Winslow Way and Ferncliff Avenue; and 4) Olympic Drive and Harborview Drive. Results of this analysis will inform the Washington State Ferry System and City in planning for circulation for the growing ferry-related traffic.

SR 305

State Route 305 (SR 305) provides a primary link from Winslow and the ferry terminal to the rest of the City and the Kitsap Peninsula. The route intersects the local street system in three locations in the study area: at Winslow Way, at High School Road and at Madison Avenue. The intersections at Winslow Way and High School Road are signalized and have left turn pockets. SR 305 begins (or terminates) at the ferry terminal with 26% of the trips being ferry-related traffic in the section from Winslow Way to High School Road.

The level of service standard for SR 305 is set by the Washington State Department of Transportation (WSDOT). The traffic analysis in the Island-Wide Transportation Study shows that current conditions of SR 305 are below the WSDOT minimum LOS of “D-mitigate” planning standard.

Roadway Classification

The City of Bainbridge Island classifies roads to describe their use and to set standards for future improvements. Roads can be principal or secondary arterials, collectors or residential streets. Arterials, such as Wyatt Way, Madison Avenue, High School Road and Winslow Way are the primary roads for moving people in or through the Winslow area. Collector streets, such as Bjune Drive and Ericksen Avenue, feed the arterials. Residential streets serve neighborhoods.

Roadway Conditions

The City of Bainbridge Island maintains an inventory of roadway conditions for all roads on the Island. A ranking system from 0 (poor) to 100 (excellent) is used by the Public Works Department to prioritize roadway repair funding. Most of the main roadways have been characterized as in good to excellent condition.

Kitsap Transit Circulation

Kitsap Transit provides mainly peak hour service to commuters destined for the ferry terminal. A total of twelve routes currently serve the area. Most service is provided to meet peak demand related to ferry terminal travel, with little or no mid-day service. Service is generally one-direction with the exception of the #100 (Winslow Shuttle) that runs every 45-60 minutes throughout the day.

Pedestrian and Bicycle Circulation

Pedestrian and bicycle circulation is an important element in the transportation system. The City adopted a Non-Motorized Transportation Plan (NMTP) in 2003 which identifies existing and planned bicycle and pedestrian facilities for the Island, including the Winslow area. According to the *Circulation and Access Recommendations* report (January 2006) developed for the *Winslow Tomorrow* project, the sidewalk system is disconnected and inadequate in width in many locations of Winslow. Existing bicycle facilities in Winslow are limited, but improving as the City provides connections as specified in the NMTP. Madison Avenue between Winslow Way and High School Road has bicycle lanes on both sides. High School Road has bicycle lanes between Hildebrand and Sportsman Club Road. Ferncliff Avenue has bike lanes on both sides between Winslow Way and High School Road.

The existing sidewalk network for Winslow is shown in Map B of the Non-Motorized Transportation Plan.

Parking

Parking is a key issue in the downtown area of Winslow and near the ferry terminal. Too much parking (non-commuter) encourages automobile trips and increases traffic, while not enough parking limits the viability of downtown commercial establishments. The impact of the ferry terminal on downtown parking is also a key issue.

Downtown Winslow

Parking supply is determined by the number of available parking spaces. Table 6-3 summarizes the existing parking supply in the downtown Winslow Core, Madison, Ericksen, High School, Gateway and Ferry Terminal districts.

**Table 6-3
Existing Downtown Winslow Parking Supply**

	Core District	Madison District	High School Districts	Ericksen District	Gateway District	Ferry Terminal District	Total
On-Street Parking							
Bjune Drive	71						71
Brien Drive	54						54
Ericksen Avenue	15						15
High School Road							0
Hildebrand Road			24				24
Ihland Way		5					5
Knechtel Way	5			13			18
Madison Avenue	4						4
Parfitt Way	20						20
Wallace Way				3			3
Winslow Way East							0
Winslow Way West	134						134
Wyatt Way		10		3			13
<i>On-Street Subtotal</i>	<i>303</i>	<i>15</i>	<i>24</i>	<i>19</i>	<i>0</i>	<i>0</i>	<i>361</i>
Off-Street Commercial Parking	1,679	n/a	n/a	n/a	205	1,154	n/a
Total	1,982	n/a	n/a	n/a	205	1,154	n/a
Ferry Commuter Parking ¹ (out of Total)	18	0	0	0	173	1,010	1,201

Source: Off-street commercial counts from 2005 Winslow Tomorrow parking study; On-street parking counts from September 2004 and June 2002 aerial photo interpretation; Ferry Commuter parking counts updated from Ordinance 2004-18 analysis.

Most parking limits in the downtown Core District allow two-hour parking between 6:00 a.m. to 6:00 p.m., Mondays through Saturdays. On Brien Drive, four-hour parking zones exist, long enough to be used for a brief ferry trip. On weekends, the parking spaces along Bjune and Brien Drives are reserved for boat trailer parking only.

Ferry Terminal Parking

Figure 6.2 shows the parking available at or near the ferry terminal, and the time restrictions. A Washington State Department of Transportation (WSDOT) study in 1989 found there were 1,265 spaces available to ferry terminal patrons. A study done for the 1998 Winslow Master Plan found that two areas identified in WSDOT's study no longer existed, having been replaced by the Kitsap Transit bus staging area. The current total, including ferry commuter

¹ Based on approved development permits and existing City policies, the 18 spaces at the Police Station in the Core District and the 173 spaces in the Gateway District are expected to be converted into regular on-street parking, employee parking, or residential development, thereby reducing the total ferry commuter parking supply to the 1,010 spaces in the Ferry Terminal District.

parking in the Core, Gateway, and Ferry Terminal Districts is 1,147. Based on approved development permits and existing City policies, the 7 ferry commuter parking spaces (i.e. permitted use of on-street spaces) and 11 spaces at the Police Station in the Core District as well as the 173 spaces in the Gateway District shown in Table 6-3 are expected to eventually be converted into regular on-street parking, employee parking, or residential development, thereby reducing the total ferry commuter parking supply to the 1,010 spaces in the Ferry Terminal District, which could be further reduced due to future redevelopment in the Ferry Terminal District.

COMPREHENSIVE PLAN FRAMEWORK

Comprehensive Plan policies identify the need to increase safety, encourage efficient multimodal transportation and improve transit, and to promote opportunities to be physically active by providing transportation improvements and strategies that maximize pedestrian circulation in the Core. A long range study addressing the future transportation system of the Island was conducted as part of the 2004 update to the Transportation Element of the Comprehensive Plan. This study, known as the *Island-Wide Transportation Study* (February 2004), addresses and provides a detailed analysis of a variety of transportation issues affecting the community, and was used as the basis for adopting policy revisions and establishing level of service for transportation systems as provided in the Transportation Element.

The Plan promotes design guidelines to encourage on-street parking, more crosswalks, street landscaping and trees, and slow moving vehicular traffic. Streets are considered part of the public space and should reflect the more urban nature of the roadways system in Winslow by providing appropriate street amenities, and traffic calming techniques that would enhance pedestrian safety.

The Plan also acknowledges the importance of safe bicycle travel in the overall transportation network, and calls for safe bicycle travel from neighborhoods to Winslow, within Winslow and along roads in Winslow (as identified in the Non-Motorized Transportation Plan) and along designated school routes. Improvements would include signage, improving or adding bicycle lanes and public transit accommodation for bicycles.

The Comprehensive Plan encourages the identification of small, public, non-commuter parking lots, reduction of parking requirements within the MUTC and increased on-street and shared parking. Landscape and signage standards for parking areas should be developed. Commuter parking would be controlled. New parking facilities in the ferry district would be placed underbuilding. Carpools, van pools and ridesharing would be promoted as alternatives to SOV use, and park-and-ride use would increase through the development of more lots located near commuters' points of origin.

Improving transit efficiency and providing effective links between transit and other types of transportation would encourage the use of transit over automobiles. An expansion of Island transit services and transit-friendly building design would make transit use to and within Winslow easier.

SR 305 serves as a major thoroughfare at the local and the regional level. However, traffic on the highway can physically divide the Island community. The Comprehensive Plan recognizes the importance of the route, but also aims to minimize its divisiveness. Improvements to SR 305 should be incremental and be intended to reduce congestion and improve safety, minimize impacts to the road system, address multi-modal needs including improved connections for bicycles and pedestrians, and preserve the scenic character of the highway. Additional transit stops would be provided on both sides of SR 305. Right-turn lanes, controlled local access, channelization and electronic signalization would be used to reduce congestion from both through and local traffic.

State Route 305 is designed to highway standards and has full shoulders throughout most of the study area. Posted speeds range from 30 mph. near the ferry terminal to 55 mph. north of High School Road. SR 305, both within the City and on the Peninsula, was studied in the 1990's (*SR 305 Corridor Analysis Major Investment Study, 1997*) and certain recommendations were made that affect planning in Winslow. These include 1) the designation of bicycle lanes on the shoulders, 2) left turn channelization at the Madison Avenue intersection, 3) exclusive northbound left-turn and southbound right-turn channelization at Winslow Way, and 4) northbound queue jump lane and signal priority for buses. The study is being updated starting in 2006. Any long-term improvements would need to be consistent with the Bainbridge Island Comprehensive Plan and Winslow Master Plan.

Ferry Terminal Circulation

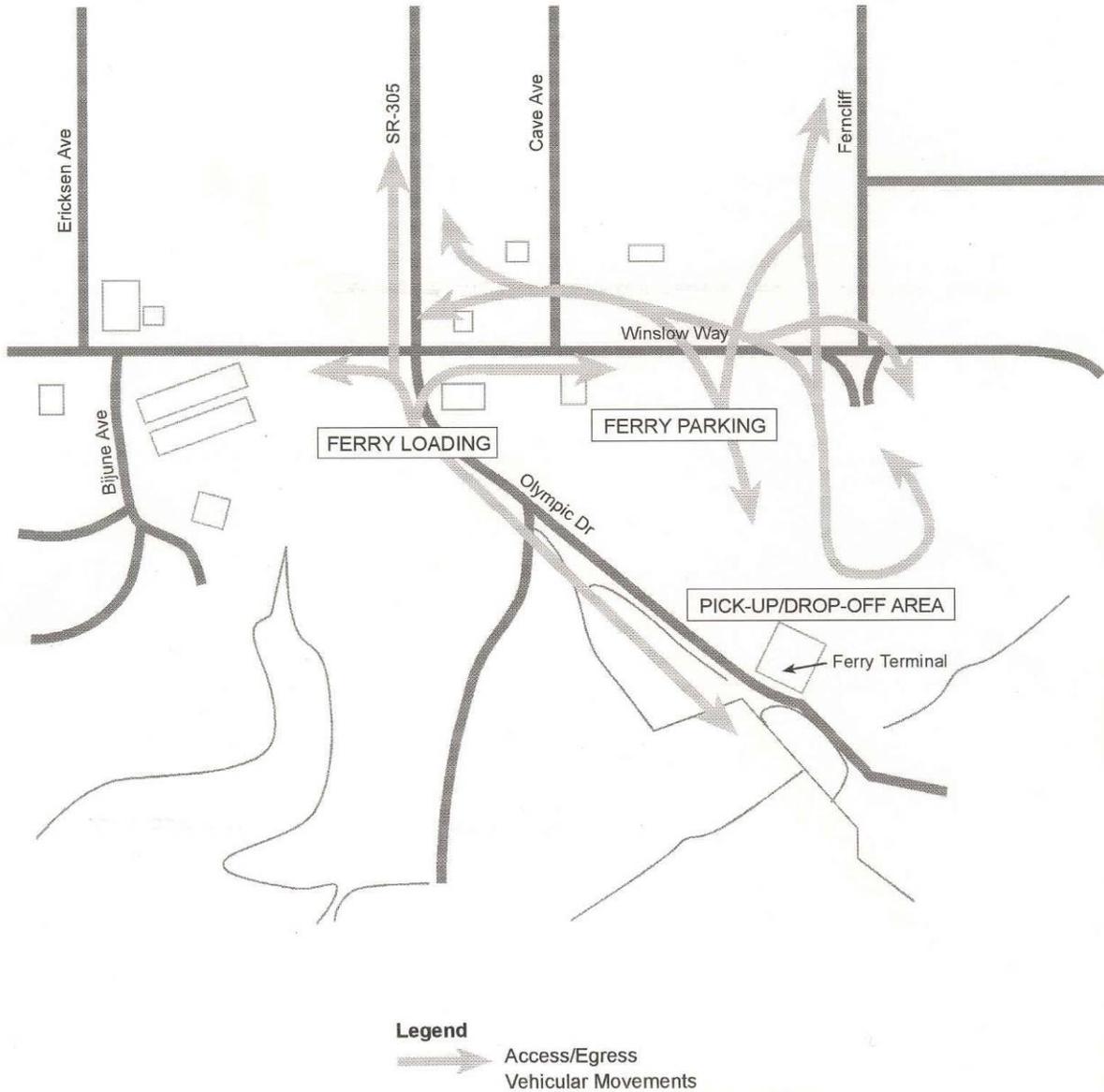


Figure 6.1

Existing Ferry Terminal Parking

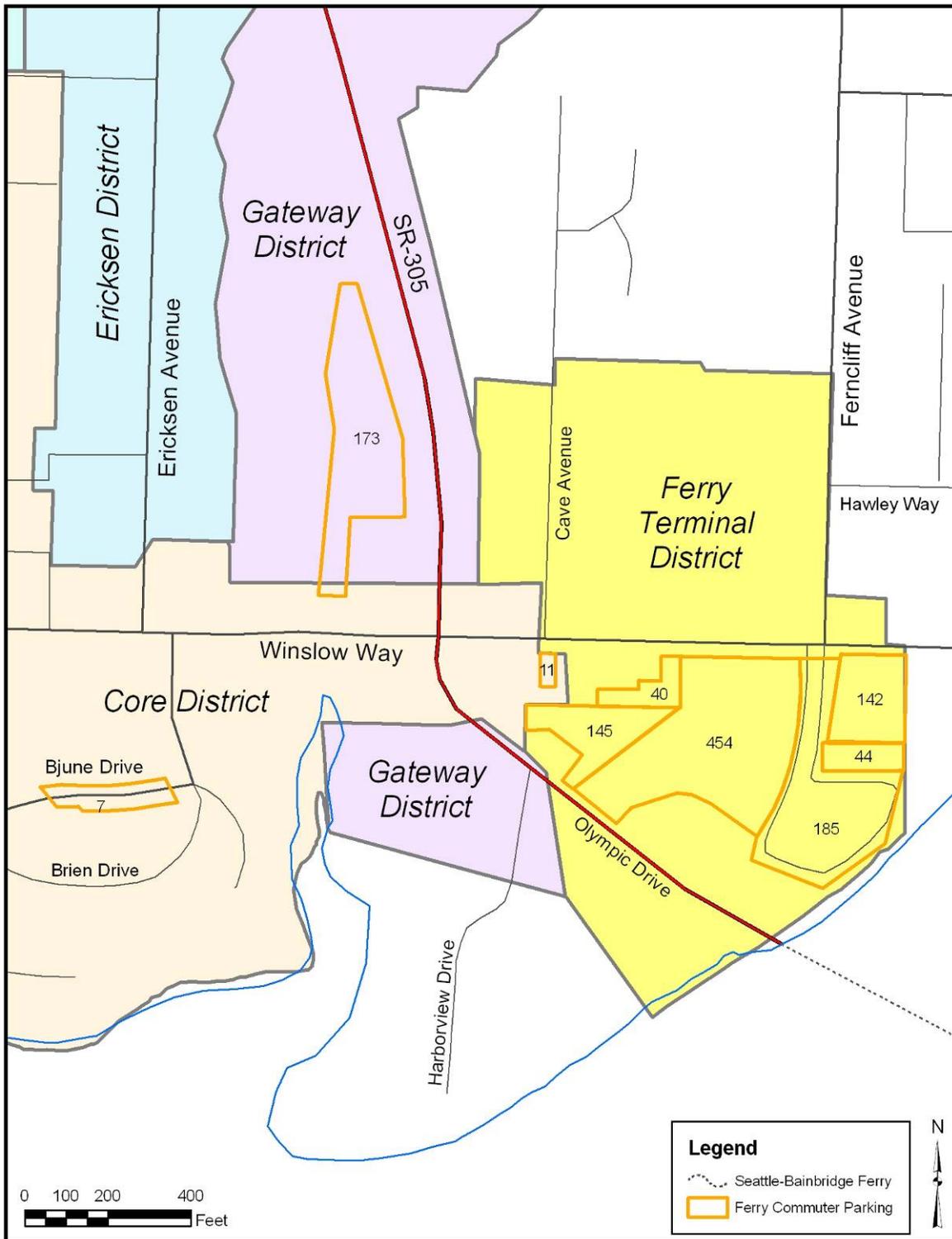


Figure 6.2

Winslow Transit Loop

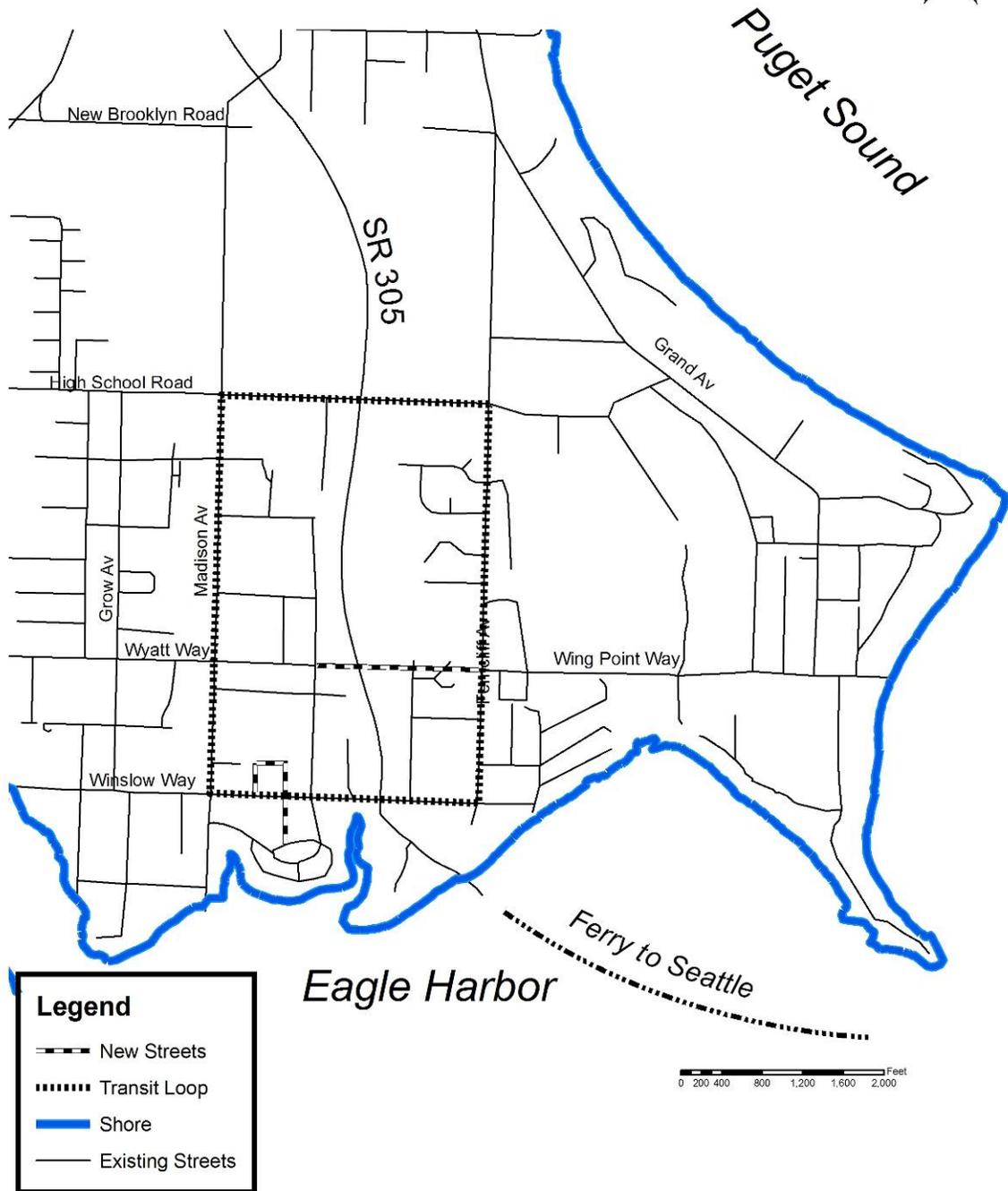


Figure 6.3

MASTER PLAN TRANSPORTATION POLICIES

Overview

The streets of Winslow shall be designed and constructed to reinforce an efficient, safe and interesting pedestrian environment, provide for transit and bicycle use and the efficient use of streets for automobiles. Traffic calming devices will be used appropriately throughout the Town Center and High School Road Districts to create a more pedestrian-oriented environment supportive of walking, biking and transit, and to de-emphasize free flowing automobile circulation as it exists at present. The more often people use means of transportation other than the auto, the longer existing roads will have an acceptable level of service (LOS). The Plan encourages people who live in the residential areas of Winslow to walk or bicycle into town to reduce pollution and non-renewable resources use and promote healthy lifestyles. Additional circulation and parking recommendations are referenced in the *Winslow Tomorrow Circulation and Access Recommendations Report* (January 2006, Charlier Associates, Inc.), which provides additional information for implementation of the goals and policies of the Master Plan.

Overall Transportation Goal WMP 6-1:

Provide an efficient transportation and circulations system that supports Winslow as the commercial, cultural and community center and provides transportation choices that facilitate mobility and accessibility, or “access for all” by:

- Creating a pedestrian environment
 - Providing pedestrian facilities and amenities;
 - Creating a streetscape that provides pedestrian amenities;
 - Providing pedestrian connections to Eagle Harbor, the Ravine and Ferry Terminal and between neighborhoods;
 - Preserving, expanding and promoting the existing network of social/informal trails;
 - Recognizing and developing Winslow Way as the centerpiece of downtown Winslow; and
 - Managing public parking and encouraging a “park-once district” that provides accessible parking for downtown users.
- Creating a carefully designed grid of multi-modal street connections for improved access and circulation by
 - Improving street connectivity;
 - Managing traffic & traffic calming;
 - Promoting alternative modes of transportation;
- Improving transit services and facilities.

Goal WMP 6-2: Create A Pedestrian Environment for Winslow.

Pedestrian Circulation and Facilities

Policy WMP 6-2.1: Provide an extensive interconnected pedestrian system of sidewalks and trails in Winslow in accordance with the Winslow Master Plan and the Non-Motorized Transportation Plan.

Discussion: Construction of this system could be in phases; initial focus would be on completion of facilities in the Core area, with subsequent phases extending to adjacent districts. (See the Open Space/Trails Policies.)

Policy WMP 6-2.2: Integrate pedestrian facilities and amenities into a multi-modal transportation and circulation system for Winslow.

Policy WMP 6-2.3: The pedestrian circulation system should be designed to provide continuity.

Policy WMP 6-2.4: Provide for wide sidewalks and other pedestrian amenities that support and encourage pedestrian use of Winslow.

Policy WMP 6-2.5: Improve pedestrian connections by protecting and formalizing use paths.

Policy WMP 6-2.6: The City should inventory the existing and potential future pedestrian paths and corridors within Winslow, including formal walkways and informal use paths as part of the Non-Motorized Transportation Plan.

Policy WMP 6-2.7: Implement a pedestrian corridor preservation plan that identifies and preserves high priority corridors that have been identified through on-going inventory updates of the Non-Motorized Transportation Plan.

Policy WMP 6-2.8: High priority pedestrian corridors, as identified in the Non-Motorized Plan, shall be preserved through public easements and physical design. Additional pedestrian corridors should be provided as redevelopment and infill occurs and the City should strive to achieve a pedestrian network with intersections ultimately averaging from 250 feet to 330 feet apart throughout Winslow.

Policy WMP 6-2.9: On all Winslow streets with daily traffic that exceeds 2,500 vehicles per day, signed and marked crosswalks should be provided at a minimum frequency of 330-feet. On Winslow Way, between SR-305 and Madison Avenue, signed and marked crosswalks should strive to achieve a frequency of 250-feet.

Policy WMP 6-2.10: Maintain, provide and encourage pedestrian connections to Eagle Harbor, the Ravine, neighborhoods and the ferry terminal.

Bicycle Circulation and Facilities

Goal WMP 6-3

Integrate bicycle facilities and amenities into a multi-modal transportation and circulation system for Winslow. Incorporate bicycle circulation into the roadway network to serve both commuters and recreation needs. New trails will be developed in accordance with the Winslow Master Plan and Non-Motorized Transportation Plan.

Policy WMP 6-3.1: Locate bicycle parking at intersections and in curb extensions. Bicycle parking should not be placed in front of stores along Winslow Way, except as can be done

without blocking either the sidewalks or access to storefronts. Provide bicycle parking at levels appropriate for intended land use.

Policy WMP 6-3.2: Develop and provide safe bicycle and pedestrian facilities that addresses the needs of commuters and connects downtown, the ferry terminal and the SR 305 corridor.

Pedestrian Friendly Streetscape

Goal WMP 6-4: Street design standards are intended to reinforce the character of the streets and emphasize their pedestrian orientation, and improve bicycle access in and around Winslow. (See the Non-Motorized Transportation Plan and the Island-Wide Transportation Study for Specific Street Plans.)

Policy WMP 6-4.1: A comprehensive streetscape improvement program shall be developed for major streets and shall provide for a pedestrian supportive environment, integrate the traffic/parking program and open space/pedestrian trail program, and respond to the projected land use for Winslow. Street amenities could include narrowing travel lanes; installing wider sidewalks, crosswalks and bicycle lanes; providing landscaping; installing pedestrian-scaled lighting; providing street furnishings and gathering places; or installing transit shelters.

Policy WMP 6-4.2: Pedestrian amenities should be provided in the Core District and Ferry Terminal Overlay District to provide sufficient safety and meet or exceed ADA standards, using the principles of universal design, for those streets where commuters/residents walk.

Policy WMP 6-4.3: Streetscape improvements should be phased with other roadway/bicycle improvements as development occurs.

Policy WMP 6-4.4: Work with the Washington State Department of Transportation to improve traffic, pedestrian functions and visual quality at the city street intersections of SR 305, and along the SR 305 corridor. Work to promote improvements to the SR 305 corridor for purposes of better serving pedestrian and bicycle needs and to limit widening for vehicle capacity purposes.

Policy WMP 6-4.5: Where appropriate, retain existing natural drainage features along the streets. Drainage features should support natural water quality efforts, retain “small-town” character and have low operating and maintenance costs.

Winslow Way Improvements

Goal WMP 6-5: Maintain Winslow Way as the centerpiece of Winslow and develop a multi-modal street design program and create a pedestrian environment that supports vibrant retail. The streetscape design for Winslow Way should:

- Retain the small town character and a “sense of place” of Winslow
- Invite us to gather in our “community living room”
- Serve as a “gallery” for public art and a “stage” for community events
- Be eclectic and accommodating of change

- Be distinctive with details reflecting social and environmental values
- Showcase our community heritage and values including art, gardens, history and ecology
- Enhance connection to the harbor

Policy WMP 6-5.1: Provide street amenities for Winslow Way that include street trees, gateways, crosswalks, a variety of gathering spaces, small gardens, seating, public art and special treatment of the Ravine crossing.

Policy WMP 6-5.2: Design and provide infrastructure improvements for Winslow Way that include wide sidewalks, transit stops, building canopies, on-street parking with provisions for future metered parking, underground utilities, distinctive pedestrian crosswalks with pedestrian-scale street lighting, state-of-the-art electric and communication infrastructure capabilities to accommodate community events, and incorporate low-impact drainage solutions.

Discussion: Where a choice must be made, sidewalk width on the north side of the street should be prioritized over width on the south side of the street. To gain the additional necessary sidewalk width, existing “over-wide” travel lanes can be appropriately sized and the center aisle could be eliminated as parking for delivery vehicles. Diagonal on-street parking should be utilized throughout the corridor wherever feasible. Design Winslow Way so that it can be closed to traffic and used as a linear public plaza for special events.

Policy WMP 6-5.3: Merchant deliveries and employee parking should be accommodated away from Winslow Way so that such activities do not interrupt the streets function as the centerpiece of Winslow.

Policy WMP 6-5.4: Improve directional way-finding along Winslow Way by providing improved signing of parking, directional signage and informational kiosks. Artistic signage and distinctive pedestrian-scaled lighting should be provided.

Policy WMP 6-5.5: Involve community stakeholders in the design of Winslow Way.

Policy WMP 6-5.6: Plan street construction to minimize impacts to businesses and residences, and work closely with adjacent properties on transitions and opportunities for enhancements.

Policy WMP 6-5.7: Develop a street amenity sponsorship program for Winslow Way and explore opportunities for long-term maintenance of street amenities.

Provide Multi-Modal Street Grid

Goal WMP 6-7:

Encourage efficient multi-modal transportation by providing an integrated transportation system for Winslow that offers residents, employees and visitors multiple means of efficient travel, including pedestrian, bicycle, transit, and automobile modes of travel, and facilitates “access for all.”

Policy WMP 6-7.1: Develop street, alley, pathway and transit projects that improve public access and incorporate principles of universal design.

Policy WMP 6-7.2: Identify and adopt a transportation corridor plan to reserve rights-of-way for future streets and pedestrian and bicycle paths as delineated in the Non-Motorized Transportation Plan and the Island-wide Transportation Plan.

Policy WMP 6-7.3:

Acquire rights-of-way or easements to build more streets and alleys that improve delivery access and general circulation in the vicinity of Winslow Way.

Policy WMP 6-7.4:

Improve pedestrian connections by protecting and formalizing use paths. Provide for easement acquisition and pathway development.

Policy WMP 6-7.5:

Incorporate bicycle parking into capital and redevelopment projects.

Connectivity

Goal WMP 6-8:

Improve street connectivity by building a finer grid of connected, multi-modal streets, alleys, bikeways and pathways in partnership with developers and other agencies. The Winslow connectivity grid should connect to the larger Island-wide transportation system.

Policy WMP 6-8.1: Utilize connectivity to solve circulation and access issues to discourage street widening throughout Winslow.

Policy WMP 6-8.2: *Non-Motorized Links*

Improve and formalize pathways at mid-block locations where possible to improve access for pedestrians and bicycles.

Policy WMP 6-8.3: *Ericksen Avenue*

Ericksen Avenue should be opened north of Wallace Way only if:

(a) it can be designed in a configuration other than a straight extension and with adequate traffic calming and pedestrian-friendly measures. The existing median should be extended as far as possible from Wyatt Way up to High School Road. The extension should be designed to maximize the amount of green space at Ericksen Avenue and Wallace Way and retain or create a pocket park. Bike lanes, sidewalks and traffic calming features should be added to Ericksen Avenue; and (b) after a traffic study is conducted that reexamines the impact of opening Ericksen Avenue on (1) the overall north-south circulation between Winslow Way and High School Road from Ericksen, Madison and Grow Avenues and, (2) the intersections of Winslow Way/ Ericksen Avenue, Hildebrand/High School Rd./SR 305, Madison Avenue/Winslow Way, Madison Avenue/High School Rd., (3) pedestrian and bicycle access and safety and (4) new approved development within the High School Road District. The traffic study should include solutions to impacts identified in the study and should include timing phasing of any recommended changes.

Policy WMP 6-8.4: Wyatt Way

Consider developing a multi-modal connection across SR 305 by extending Wyatt Way from Ericksen Avenue to Ferncliff.

Policy WMP 6-8.5: Winslow Way East

Improve non-motorized and motorized connectivity between downtown and the Ferry Terminal District by extending the character of the Winslow Way street design to the east end of Winslow Way.

Discussion: Consider converting the continuous left turn three-lane cross section to a two lane street with on-street diagonal parking and turn bays only as needed at intersections.

Policy WMP 6-8.6: Market Lane

Consider creating a narrow lane located north of and parallel to Winslow Way, which connects Madrone Lane with a new north/south lane that is linked to Winslow Way. The new lane would include public parking beneath it on land presently occupied by the city-owned gravel parking lot located south of the Market Green.

Discussion: The south side of the new lane would be lined by new businesses or residences built by private developers on land where the alley is presently located. Public land on the north side of the lane could be developed near term as a terraced garden to screen underground parking. Future development might include expanded cultural facilities, a year-round farmer's market or other uses the community determines are appropriate.

Policy WMP 6-8.7: Harbor Way

Consider creating a new north/south lane located east of Winslow Drug to provide increased opportunities for storefront retail and to improve access to city-owned land including one of the sites recommended for underground public parking north of Winslow Way. Extend this lane south of Winslow Way to improve the connection to the harbor and Waterfront Park.

Policy WMP 6-8.8: Madrone Lane

Preserve Madrone Lane for public access.

Policy WMP 6-8.9: Establish multi-modal corridors between downtown and Eagle Harbor.

Discussion: Connections between Winslow and Eagle Harbor are limited. The proximity of Winslow to the harbor should be emphasized. The Winslow Tomorrow Draft Circulation and Access Plan (January 2006) recommends that at least two direct, prominent pedestrian connections should be established in addition to the existing connections via Olympic Drive and Madison Avenue.

Alternative Routes

Goal WMP 6-9:

Consider alternative east-west traffic routes through Winslow to preserve Winslow Way as a pedestrian-oriented street and business center, to provide commuters a time-effective alternative to traversing through and around the Winslow core, and to connect neighborhoods.

Rights-Of-Way

Policy WMP 6-9.1: Seek to retain existing City-owned rights-of-way in Winslow for all motorized and non-motorized connections. Before vacating any rights-of-way, the City should consider the effects on the overall circulation in Winslow.

Traffic Management & Traffic Calming

Goal WMP 6-10: Reduce conflict with automobiles and other modes of transportation by utilizing design and management measures which modify motor vehicle travel speeds.

Policy 6-10.1: Traffic calming measures shall be designed and implemented to reduce and control travel speeds within the Winslow area and on key arterials that serve as “gateways” to the town.

Policy 6-10.2: Changes to the design of a roadway, mid-block pedestrian crossings, traffic controls and on-street parking provide reductions in travel speed.

Policy 6-10.3: The City will consult with the Fire District prior to installing traffic calming measures.

Parking

Introduction: The most important access element for Winslow is convenient parking. Many pedestrians using Winslow’s sidewalks originate from parked cars—without the availability of parking, the pedestrian environment and retail and commercial viability will suffer. In support of the Winslow Tomorrow design principles, the City should find a balance between providing too much parking and not providing enough. Several parking issues threaten to reduce the city’s livability and regional viability, including:

- Lack of convenient parking may prevent people from using downtown to shop, dine, work and recreate.
- Employees and ferry commuters are parking all day in highly valued short-term parking downtown - spaces that could be used by shoppers.
- Parking enforcement is understaffed to adequately enforce parking regulations.
- Current on-site parking requirements are preventing reinvestment in downtown Winslow. The current continuous street frontage along Winslow Way was developed before parking requirements were implemented. Today’s requirements make this desirable form of development almost impossible and act as a disincentive to reinvestment.

Goal 6-11: Develop Winslow as a “park-once district” that provides plentiful and accessible parking for downtown and allows residents and visitors to park vehicles and travel as a pedestrian within the downtown core.

Policy WMP 6-11.1: Invest in parking in partnership with businesses, property owners and the community.

Discussion: The City should establish a policy for public/private partnership arrangements prior to engaging private developers to ensure public benefits are adequately defined as well as to provide predictability and efficient execution for private developers.

Policy WMP 6-11.2: Implement effective policies, programs, and projects to efficiently use and improve downtown parking.

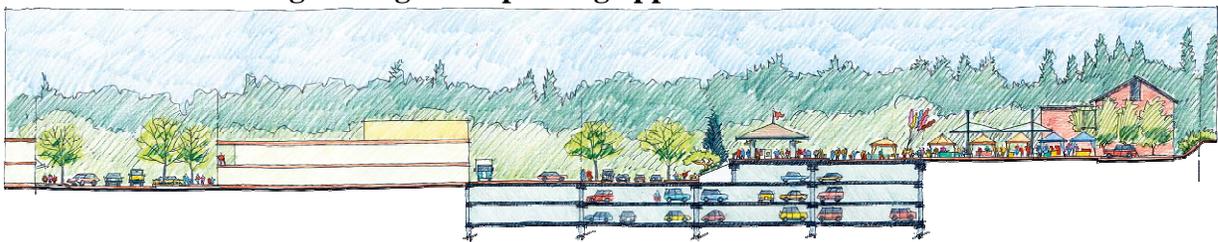
Policy WMP 6-11.3: Create a parking district authority (possibly subsumed into a larger downtown public/private authority) with responsibility to manage key elements of downtown parking.

Policy WMP 6-11.4: Add on-street parking wherever feasible, either by creating on-street spaces where there were none previously, by converting parallel spaces to diagonal or by including on-street parking spaces in the design of new streets. Specifically, investigate the following locations for potential addition of on-street parking:

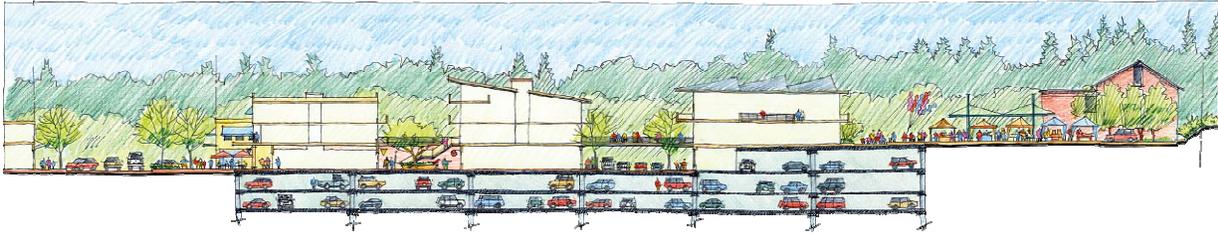
- Madison Avenue between Parfitt Way and Wyatt Way (new spaces);
- Bjune Drive (conversion of parallel to diagonal);
- Winslow Way west of Madison Avenue (new spaces).
- Winslow Way just west of SR-305;
- Ericksen north of Winslow Way.

Policy WMP 6-11.5: In addition to on-street parking, adequate shared parking should be located underground and in mixed-use buildings or satellite lots.

Cross-section showing underground parking opportunities in 2010.



Cross-section showing underground parking opportunities in 2025.



Policy WMP 6-11.6: Establish parking zones with varying time limits downtown and consider establishing neighborhood parking permit zones.

Policy WMP 6-11.7: If the City determines in the future that paid parking is necessary as a parking management strategy, conversion to paid parking should occur simultaneously in the Core and Ferry Terminal Overlay Districts.

Policy WMP 6-11.8: Relocate or develop convenient employee parking off Winslow Way.

Policy WMP 6-11.9: Implement a cumulative “no net loss” standard for downtown parking, especially on-street parking.

Policy WMP 6-11.10: Develop a parking fee in-lieu program based on market costs. Reframe the fee-in-lieu (FIL) program as a bona fide commitment on the part of the City to provide parking spaces using revenues from FIL payments and financing backed in part by FIL revenues. Allow pre-purchase and banking of fee-in-lieu spaces at current year prices as an incentive for revenues into the system.

Policy WMP 6-11.11: Increase bicycle and non-SOV (single-occupancy vehicle) parking.

Discussion: Create additional bicycle parking throughout downtown Winslow. Along Winslow Way, locate bicycle parking at intersections and in curb extensions. Bicycle parking should not be placed in front of stores along Winslow Way, except as can be done without blocking either the sidewalks or access to storefronts.

Policy WMP 6-11.12: Improve parking enforcement to help reduce inappropriate use of downtown parking.

Policy WMP 6-11.13: Build structured public parking, preferably underground, in the vicinity of Winslow Way and explore the opportunity to develop parking in partnership with private developers.

Discussion: Possible sites on public land are: 1) City land south of the civic green/farmer’s market site and 2) the existing post office site if the city can successfully negotiate retaining a post office downtown with distribution function located elsewhere.

Development-Related Parking

Goal WMP 6-12:

Provide flexibility in how parking requirements are met.

Policy WMP 6-12.1: Parking standards should be reviewed periodically to ensure that new development either provides sufficient parking to accommodate the proposed uses on-site or provides funds for off-site parking.

Policy WMP 6-12.2: Where appropriate, allow parking requirements for new development to be met by creating new on-street parking spaces in conjunction with the development. This may include new on-street parking spaces as a result of the construction of new roads.

Commuter Parking

Goal WMP 6-13:

Commuter parking within the Ferry Terminal Overlay District shall be limited and planned to ensure consistency with a new mixed-use neighborhood in the District and limit traffic impacts within the District, Winslow, SR-305, and Island-wide.

Policy WMP 6-13.1: Commuter parking located in the Ferry Terminal Overlay District shall be limited to achieve the following objectives:

- Protect the character of the district from being further dominated by parking;
- Encourage the redevelopment of the district;
- Limit traffic impacts within the Ferry Terminal Overlay District, Winslow, and Island-wide; and
- Encourage transit, non-motorized, and other travel methods as alternatives to low-occupancy vehicles.

Policy WMP 6-13.2: The City should develop an overall parking management strategy that balances the parking needs of downtown residents and visitors, long-term and short-term ferry commuters, and commercial uses. The parking management strategy should include:

- Promoting the availability and use of park & ride lots and transit to reduce the number of vehicle trips and associated parking demand in the downtown.
- Improving parking enforcement.
- Offering incentives for providing parking for non-commuter ferry passengers in off-peak hours (e.g., after 9:00 a.m.).
- Encouraging the owners of existing parking lots to redevelop their properties in a coordinated manner to ensure enhanced pedestrian safety and efficient traffic flow.
- Developing strategies and innovative financing techniques to promote the construction of commuter parking structures by a private entity or public/partnership, in conjunction with mixed-use projects.
- Creating a mechanism to hold funds generated in the Ferry Terminal Overlay District from any future paid parking revenues, including but not limited to a fee-in-lieu program and/or meter revenue.

Improve Transit Services and Facilities

Goal WMP 6-14:

Increase transit service to and within Winslow.

Policy WMP 6-14.1: Coordinate with transit providers on strategic transit routes to improve downtown transit service, encourage use, improve transit facilities, and provide service connections to Winslow Way, neighborhoods and other commercial areas.

Policy WMP 6-14.2: Incorporate provisions for transit, including transit stops, into the design of Winslow Way.

Winslow Transit Loop

Policy WMP 6-14.3: Work with transit providers to maintain a transit loop circulating through the Winslow core and connecting with the ferry terminal to provide a transportation alternative for commuters and residents. (Figure 6.3)

Ferry Service to/from South Side of Eagle Harbor

Policy WMP 6-14.4: Ferry service across Eagle Harbor from Waterfront Park to the south side of the harbor should be encouraged.