

ORDINANCE 2006-20

AN ORDINANCE of the City of Bainbridge Island, Washington, relating to the recommendations of *Winslow Tomorrow*, amending Chapters 1-Introduction, 2-Land Use, 3-Housing, 4-Open Space and Trails, 5-Public Facilities, 6-Transportation, 8-Utilities, and 11-Monitoring Program; repealing Chapter 9-Capital Facilities; and adding Appendix A (4) to the Winslow Master Plan, a sub-element of the City of Bainbridge Island Comprehensive Plan.

WHEREAS, the City of Bainbridge Island adopted a Comprehensive Plan on September 1, 1994, subsequently amended, which guides the growth of the City, establishes the long-range vision for the Island and identifies the important characteristics that the community desires to retain, promote and foster; and

WHEREAS, Policy W1.7 of the Land Use Element of the Comprehensive Plan calls for the development of a master plan for Winslow; and

WHEREAS, after extensive public process, the City Council adopted the Winslow Master Plan on May 21, 1998, with the goals of creating a vibrant mixed-use city center, placing growth where infrastructure exists, reducing reliance on the automobile, and providing for a diversity of housing choices; and

WHEREAS, in recognition of the community's desire to refine the vision of the Winslow Master Plan, in the summer of 2004 the City initiated the *Winslow Tomorrow* planning process, a citizen-driven urban design initiative in which the City partnered with the community to develop a downtown urban design plan to guide future growth, maximize the efficiency of infrastructure, capitalize on community assets, express the community's heritage, and integrate streetscape and utility improvements with natural systems; and

WHEREAS, for more than a year, a group of over one hundred members of the *Winslow Tomorrow* Community Congress worked, learned and crafted a unique plan and set of recommended actions focused on sustaining Winslow as the Island's center of culture, commerce and community; and

WHEREAS, on November 16, 2005, the *Winslow Tomorrow* Community Congress presented its final report and recommendations to the City, and the City Council passed Resolution 2005-42, adopting in principle the recommendations as a conceptual work plan; and

WHEREAS, on January 25, 2006, the City Council passed Resolution 2006-05 accepting the *Winslow Tomorrow* circulation and access recommendations prepared by Charlier Associates, and establishing implementation actions; and

WHEREAS, the City has determined that amendments to the Winslow Master Plan are necessary to incorporate the recommendations of *Winslow Tomorrow*; and

WHEREAS, the Planning Commission held seven study sessions (April 13, April 27, May 4, May 11, May 25, June 8, June 22, 2006) to review the proposed revisions to the Winslow Master Plan related to implementation of *Winslow Tomorrow*; conducted a public hearing on July 13, 2006 to elicit additional public comment on the Plan revisions; conducted a follow-up study session on (date) to review the amendments in response to public comment; and then forwarded their recommendations to the City Council, and

WHEREAS, City Council held a first reading on August 9, 2006, referring the ordinance to the Land Use Committee of the City Council which then held three study sessions on the ordinance (August 15, September 5, September 19, 2006), and the City Council held a second reading and took public comment referring the ordinance to the Land Use Committee to consider the public comment at a meeting on October 17, 2006; now, therefore,

THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON
DO ORDAIN, AS FOLLOWS:

Section 1. Chapter 1 of the Winslow Master Plan, “Introduction and Summary,” is amended as follows:

CHAPTER 1 INTRODUCTION AND SUMMARY

WHY A MASTER PLAN FOR WINSLOW?

The Comprehensive Plan establishes the vision and overall framework for the future of Winslow. It is designated as the major area of urban concentration — the commercial, cultural and commuter hub of the Island. The Comprehensive Plan provides three major goals for Winslow:

- Strengthen the vitality of downtown Winslow as a place for people to live, shop and work.
- Encourage a lively community by having a strong residential component.
- Accommodate 50% (3,715 people) of the projected population growth of Bainbridge Island through the year 2012.

Higher intensity of residential and commercial activity is recommended for Winslow to 1) encourage development where public facilities and services exist or can be efficiently expanded, 2) provide choice of housing for all economic segments of the population, 3) reduce sprawl elsewhere on the Island, 4) encourage efficient multimodal transportation, and 5) encourage economic development within Winslow.

While the Comprehensive Plan establishes the overall framework for the city, including Winslow, the Winslow Master Plan is needed to:

1. Refine the goals and policies of the Comprehensive Plan as they relate to Winslow;
2. Develop a detailed facilities and amenities plan, including
 - pedestrian and bicycle facilities
 - an open space and trails plan
 - a transportation circulation system;
3. Prioritize funding to ensure implementation of the Master Plan;
4. Identify impacts and mitigation measures at the planning level that will allow for more streamlined approval of permit applications;
5. Identify implementation strategies; and
6. Develop a monitoring program to ensure that the Master Plan is implemented.

There ~~are will be~~ impacts on Winslow from additional population, both on- and off-Island, and from additional ferry traffic, resulting in increased pressure on the character and vitality of Winslow. The challenge of the Master Plan is to accommodate the anticipated additional growth and development without sacrificing that and maintain and enhance the character and vitality of Winslow as the Island's economic and community center.

The Master Plan was developed to be consistent with the goals and requirements of the Growth Management Act (GMA), Multi-County Policies, and the Kitsap County-Wide Planning Policies.

~~The Winslow Master Plan and EIS is a non-project EIS that addresses future development and growth in the Winslow Study Area. Subsequent projects implementing the Master Plan will be evaluated on the basis of consistency with the approved Master Plan/EIS, consistency with the Growth Management Act (GMA) and compliance with the requirements of the State Environmental Policy Act.~~

VISIONS FOR WINSLOW - KEY CHARACTERISTICS OF THE PLAN

The overall goal of the Master Plan is to strengthen the vitality of Winslow as the town center in which we live, shop and work, by promoting connections between sustainability, livability and downtown business vitality, and also by enhancing pedestrian accessibility in Winslow. The Master Plan focuses on the creation of an enhanced, continuous pedestrian and bicycle experience within Winslow, linking access to retail shopping, the ferry, major public facilities, open space and residential areas through an integrated multi-modal transportation system that supports Winslow as the commercial, cultural and community center for the Island. By making pedestrian circulation easy and enjoyable, a vibrant retail core and strong residential community can be sustained and enhanced. The Plan promotes policies that encourage residential and mixed use development in the Town Center and High School Road Districts, rather than commercial-only development. ~~Several strategies are identified to preserve the mobile home park in Winslow. Vehicular circulation is integrated with other modes of transportation and left at its current level of development and, in fact, would be “calmed” through a variety of traffic slowing mechanisms and street design techniques. The overall goal is to increase pedestrian accessibility in Winslow as a means of preventing further commitment to vehicular facilities. By making pedestrian circulation easy and enjoyable, a vibrant retail core and strong residential community can be sustained and enhanced.~~

The Plan also addresses parking for businesses in the downtown area. ~~The Plan also provides certain land use changes to the Comprehensive Plan and existing regulations to encourage residential and mixed use development in the Town Center and High School Road Districts, rather than commercial only development.~~ Several strategies are identified to preserve the mobile home park in Winslow. The Master Plan also provides incentives to place the existing parking at the ferry terminal under building and create a new residential/office neighborhood consistent with the goals of the Comprehensive Plan.

The vision for Winslow (as refined by *Winslow Tomorrow*, a community-based planning effort) is that:

- The Island is a complete community: Winslow develops as a sustainable, affordable, diverse, livable and economically vital downtown. Development is allowed in a manner that encourages environmentally and economically sound growth, and also protects and conserves resources and lifestyles that would otherwise be impacted in outlying areas of the Island.
- Winslow Way is the Centerpiece of Downtown: Pedestrians gather on a street with vibrant retail and attractive places. A simple streetscape retains small-town character and a “sense of place.”
- The Town Grows “Green”: Downtown grows softer, greener, taller and more vibrant.
- The Town Center Remains Vital: People choose to live in a pedestrian-supportive town center where they find a range of housing choices and convenient services.
- Transportation Choices are Available: Visitors travel to town on foot, on bicycles, in boats, using transit or in cars. Drivers are encouraged to “park once” and become pedestrians.
- The Walk-About Experience Invites Discovery: An organic grid of eclectic lanes, alleys, paths and trails encourages exploration. Visitors discover diverse businesses and unique neighborhoods where culture, history and the natural environment are celebrated.
- The Cultural & Civic Campus is Alive: People are drawn downtown to enjoy events and performances at City Hall, theatres, museums, galleries and the market.
- The Ravine is Celebrated: Crossing the ravine recalls the bridge that once connected the historic towns of Hawley and Madrone. Trails along the ravine link neighborhoods to town and the waterfront.
- Greenways are Established: A series of green spaces connect the community, define character and protect resources.
- The Harbor is Connected: Winslow is experienced as a waterfront town: well-connected to Eagle Harbor by activities, trails, views, lanes and design details.
- The Waterfront is Engaging: People are drawn to waterfront parks, restored shorelines and beaches by activities and attractive lanes, pathways and watercourses. Pritchard Park, Waterfront Park and the Hall Property are linked by land and the **Waterfront Trail**.
- History is Preserved: Our awareness of history is increased through interpretive and preservation programs.

WINSLOW TOMORROW PROJECT

In 2004, the community embarked on a planning process to further define the plan for downtown Winslow, with a focus on Winslow Way and the Core. This planning effort, known as *Winslow Tomorrow*, focused on sustaining Winslow as the Island’s center of culture, commerce and community, with the challenge of envisioning the ideal downtown of today and the future.

The *Winslow Tomorrow* plan strengthens the vision of a pedestrian-oriented mixed-use town center as provided in the Winslow Master Plan, focusing on Winslow Way and the Core by identifying locations for new streets, green spaces and development, and proposing policies and projects that encourage higher density/intensity development, a mix of uses, more downtown residences and expanded services for a growing island population.

PROCESS USED TO DEVELOP THE WINSLOW MASTER PLAN

Winslow Master Plan Committee

The Winslow Master Plan Committee (composed of representatives of the business community, neighborhood groups, and the design and development community) developed the draft Winslow Master Plan with assistance from urban design, transportation, market analysis and planning consultants and City staff.

The Committee began its work by reviewing the goals and policies of the adopted Comprehensive Plan. The Committee also considered the results of a Design Workshop held in February 1994 to examine the viability of the Comprehensive Plan for Winslow. (The Workshop was conducted by a group of local design professionals, members of the local business community and representatives of neighborhood groups.)

The Committee then began to develop a list of issues which needed to be addressed in the Master Plan (*Issues Identified by the Winslow Master Plan Committee*, February, 1996). The Committee conducted a public meeting in February, 1996 to obtain community comments on the issues (*Issues Raised at the Winslow Master Plan Public Workshop*, February 26, 1996, revised March 15, 1996).

Next, the Committee examined the different ways to meet the goals and policies of the Comprehensive Plan and to address the issues identified by the Committee and the community. Alternative solutions were explored which involved tradeoffs, prioritizing of funding of capital improvements and developing creative solutions. A second public meeting was held in April, 1996 to obtain community input on possible alternatives.

After that meeting, the Committee worked with the consultants and City staff to develop a draft Master Plan. This draft Plan presented three alternatives to address future development and growth in the Winslow Study Area: 1) a preferred alternative, the Sanctuary Plan; 2) the Dispersed Alternative; and 3) an analysis of the existing Comprehensive Plan recommendations, the “No Action” Alternative.

Washington State Ferries (WSF) and Kitsap Transit, with community input, developed the October, 1995 draft Ferry Terminal Zone Master Plan to address WSF proposed future plans for the ferry terminal in Winslow. WSF, Kitsap Transit and the City have worked together and with the Winslow Master Plan Committee, the Planning Commission and the City Council to integrate the WSF/Kitsap Transit draft Plan into the Winslow Master Plan in order to have one integrated plan for Winslow’s future that addresses the needs and goals of WSF and the Bainbridge Island community.

On January 30, 1997 the Winslow Master Plan Committee and the Bainbridge Island Planning Commission held a joint public hearing on the draft Winslow Master Plan and EIS. The draft Ferry Terminal Plan prepared by Washington State Ferries was also included in the Winslow Master Plan. The public hearing was attended by approximately 300 citizens. In addition to the oral public comment taken at that hearing, written comment was accepted through February 28, 1997. Based on a review of those comments, the Winslow Master Plan Committee then made revisions to the January draft Winslow Master Plan, and forwarded the revised document to the Planning Commission for review. The Planning Commission also received copies of all public comments.

Planning Commission

The Planning Commission held several study sessions to review the revised draft Winslow Master Plan. The Commission then convened a public hearing on May 22, 1997 in order to elicit further oral and written public comment on the revised Plan. This public hearing was followed by a number of Planning Commission study sessions to review the Plan in response to public comment and then revise the Plan.

City Council

Upon completion of this process, the Planning Commission forwarded the document to City Council for review in the fall of 1997. During a number of study sessions the Council reviewed the draft Plan and the Planning Commission’s recommended changes. Issues requiring additional analysis were referred to the Land Use and Public Works committees of the Council. The Council also appointed a special Capital Facilities Task Force composed of the chairs of the Public Works and Finance committees and a City

Council member who had served on the Winslow Master Plan Committee to review the capital facilities portion of the Master Plan. On January 29, 1998 the City Council held a public meeting to obtain further comment on the draft Plan, with particular emphasis on transportation and WSF-related issues. The Council then held several more meetings to study and discuss the Plan. A second public meeting that focused on land use and capital facilities issues was held on April 16, 1998.

Extensive efforts were taken at each stage of the Master Plan process to inform and involve the public. Public workshops and meetings were publicized as much as possible. Articles and announcements appeared in the newspapers, and posters and displays were placed in prominent public locations such as the local grocery stores, the public library and the ferry terminal. Flyers were mailed out to community organizations, citizen committees, business owners, architects, builders and developers, and residents living within the study area. Announcements for two of the public meetings were inserted in City utility bills. Flyers were also distributed to drivers and passengers waiting in Seattle to board the Bainbridge-bound ferry during the peak p.m. commute hours.

City staff and consultants and WSF representatives also gave presentations and answered questions at a number of smaller meetings organized by the Chamber of Commerce, Team Winslow and the Municipal League. All of these efforts were aimed at communicating information on the Master Plan to as wide an audience as possible.

RANGE OF ALTERNATIVES CONSIDERED

Three alternatives to implement the Comprehensive Plan goals and policies for Winslow and to address the identified issues were considered in developing this Plan: (a) the No Action Alternative, (b) the preferred Sanctuary Alternative and (c) the Dispersed Alternative.

No Action

The No Action alternative relied on the vision of the Comprehensive Plan and implementing ordinances that have been enacted since Plan adoption. Because the Comprehensive Plan provided for base density increases and pursued a population goal in Winslow of 3,700 new residents, it is possible that some of the Comprehensive Plan vision could be achieved. It is less likely that the vision of a vibrant town center, high level of pedestrian circulation or interesting mix of uses would be met. The No Action Alternative was retained for further evaluation, partly to act as a benchmark to test other alternatives and partly because other alternatives considered would require amendments to policies contained in the Comprehensive Plan.

The Sanctuary Plan (The Preferred Alternative)

This approach, which was identified by the Committee as its preferred alternative, seeks to maximize pedestrian circulation in the Core through provision of a comprehensive pedestrian system of sidewalks and trails while de-emphasizing vehicular circulation through the use of traffic calming techniques and the reduction of impacts from ferry-related traffic. Residential development densities in the Core are promoted as a means of assuring an active and vibrant village center. Transit is relied upon to aid in circulation throughout the Core.

The Dispersed Alternative

This alternative proposed a certain accommodation of vehicular needs while also providing for basic pedestrian circulation. It would ease vehicular circulation through the provision of additional vehicular access (both north-south and east-west) but would also pursue some traffic calming goals. Overall density in the Mixed Use Town Center and High School Road Districts would be similar to the

“Sanctuary” Plan but could be more dispersed. Transit would be a key component in aiding circulation in the Core.

PLANNING PROCESS FOR WINSLOW TOMORROW PROJECT

Community Congress

For more than a year beginning in 2004, a group of over one hundred members of the Community Congress collaborated on a plan for downtown Winslow, known as *Winslow Tomorrow*. Appointed by the Mayor, the volunteer Congress represented a diverse group -- new and long-time residents from all parts of the Island, business and property owners, those who commute by ferry and those who work on-Island, retirees and teens, and members of many of the community's numerous commissions, organizations and interest groups. Challenged to “envision the ideal downtown of today and the future”, the first Convention of the *Winslow Tomorrow* Community Congress was held in September 2004. Together the Community Congress worked, learned and crafted a unique plan and set of recommended actions focused on sustaining Winslow as the Island’s center of culture, commerce and community.

Working with the community and staff, the Congress developed the *Winslow Tomorrow* Mission: the City will partner with the Bainbridge Island community to:

- Achieve Council adoption of a Downtown Urban Design Plan that supports and encourages private and public reinvestment and investment in downtown development.
- Implement an exemplary improvement project along and near Winslow Way that addresses infrastructure needs and incorporates place-making elements.
- Increase Islander awareness and understanding of the significance of downtown as a cultural, social, and economic hub of the island.

The community-based planning effort of *Winslow Tomorrow* provided a unique opportunity for the community to be visionary and to promote the Island’s economic, environmental and social sustainability by creating an integrated, long-term vision that could guide this growth, including:

- Illuminating the connection between sustainability, livability and downtown vitality, helping the community to understand environmentally and economically sound growth in Winslow as a way to protect the lifestyle and conserve resources on the rest of the Island.
- Promoting multi-modal transportation choices that are integrated systems linking Island and neighborhood residences to the business core.
- Recommending innovative and sustainable building techniques.
- Interrelating land use, transportation, place-making and environmental issues and solutions rather than dealing with them in isolation and one issue at a time.

The planning process involved four phases: Inquiry, Options, Development and Evaluation of Alternatives, and Recommendations, with periodic updates to the community and the City Council. The process was facilitated by a team of citizen volunteers and supported by City staff, including a full-time project manager. The Community Congress was involved in crafting the problem statement and developing decision criteria. The specific recommendations were developed in smaller working committees comprised of staff, members of the Congress, consultants and citizen facilitators. The entire community was invited to Community Congress conventions, Council presentations and a speaker series, “Envision Tomorrow.”

Inquiry Phase

This phase focused on exploring the qualities of a successful downtown, considering character, transportation, parking, sustainability, economics, business and development. During this phase the community learned that retaining small businesses, independent retailers and relevant businesses on our main street is a priority and a challenge for the Island. Sustainability emerged as a shared value; however, throughout the process it was challenging to reconcile differing definitions of sustainability. Although there was agreement that sustainable solutions must address economic, social and ecological concerns, each community member views sustainability through different lenses and places emphasis on different aspects influenced by personal values and experiences. The Committees worked together toward balanced solutions.

Option Phase

In the previous 30 years, the Island has grown by almost 10,000 people. Population projections indicate a similar rate of growth can be expected over the next 30 years. During this phase, challenges to sustaining a vital downtown and explored alternative futures were identified, including putting in place policy changes, infrastructure and amenities to allow Winslow to evolve and yet retain a strong sense of community well-being and the desirable qualities of a small town and a green island. It was recognized that the community is challenged with finding the best solution, given the growth pressure and the changes underway on Bainbridge and in the greater Puget Sound region.

Development and Evaluation of Alternatives

During this phase, the community began exploring where we might build most responsibly and what form new downtown development should take. Preliminary alternatives were developed in a design charrette and community workshop where volunteer urban designers, architects and artists worked beside developers, environmentalists and city planners, ultimately finding broad agreement on eight guiding principles. There was agreement on the need for a flexible “blueprint” of what to build, as well as a “greenprint” of what to preserve and the importance of the natural landscape informing urban design. It was agreed that the plan for Winslow should be flexible, allowing the downtown to evolve organically over time rather than promoting immediate wholesale change. Urban design, transportation and finance consultants were retained to further develop and evaluate alternatives.

Recommendation Phase

Recommendations were developed by smaller committees working with professional consultants. The recommendations respond to the challenges and guiding principles endorsed by the Community Congress and the City Council. These recommendations were reviewed by internal and external leadership teams comprised of City staff and Community Congress participants. The draft recommendations were presented and reviewed by the Congress and the community in a 5th Congress Convention.

Winslow Tomorrow Recommendations

The *Winslow Tomorrow* plan recommends a pedestrian-oriented mixed-use town center, focusing on Winslow Way and the Core, and identifies locations for new streets, green spaces and development. Recommended policies and projects encourage higher density, a mix of uses, more downtown residences and expanded services to serve the growing island population. The plan describes the amenities and infrastructure needed to keep downtown vital, improve livability and retain character.

Implementation of the *Winslow Tomorrow* recommendations were processed by the Planning Department, converting these into amendments to the Comprehensive Plan, Winslow Master Plan or Bainbridge Island Municipal Code.

Planning Commission

The Planning Commission held several study sessions to review the proposed revisions to the Winslow Master Plan related to implementation of *Winslow Tomorrow*. The Commission then held a public hearing on July 13, 2006, in order to elicit further oral and written public comment on the Plan revisions. This public hearing was followed by a Planning Commission study session to review the amendments in response to public comment. The Commission then forwarded their recommendation to the City Council.

City Council

At five public meetings the Council reviewed and discussed the proposed *Winslow Tomorrow* amendments to the Winslow Master Plan.

Section 2. Chapter 2 of the Winslow Master Plan, “Land Use,” is amended as follows:

CHAPTER 2 LAND USE

EXISTING CONDITIONS

(See Appendix A for a More Detailed Discussion)

General Land Use Pattern

Winslow has the land use pattern of a small-scale town which was established during the early decades of the twentieth century and overlaid with post-war development patterns. The original, tightly configured variety of shops, workplaces, and housing began to be replaced with larger buildings surrounded by parking, structures set back from the street and residential subdivisions. In more recent years, with the development of major convenience retail along High School Road, the role of the original town center along Winslow Way has been altered. Figure 3 2.1 depicts the arrangement of land uses.

Previously, people who lived in Winslow were concentrated within fairly close proximity to the ferry terminal. Indeed, most of the rest of Bainbridge Island was rural and agricultural. Residents could meet most of their needs in the town's commercial center. Over the years, the center has become as much a social center of the community as an economic one. This role still exists today, as neighbors can run into one another on the streets and in the stores, and enjoy the intimacy, cordiality, and personal relationships of a small town. Fortunately, the land use pattern in the older part of Winslow still reinforces this behavior, although it too has been affected by the amount of space consumed by the moving and parking of autos. Although much of its character remains relatively intact, the town has seen its finely grained arrangement of land uses pulled apart by standards which govern parking and streets.

The land use portion of this Master Plan focuses on those areas referred to in the 1994 Comprehensive Plan as the Mixed-Use Town Center and High School Road Districts. These areas contain most of the retail and office activities of old Winslow and a relatively dense population. The limits of this area are shown as the Primary Study Area on Figure 4 2.1. For context and connectivity, ~~a slightly larger area has been included in the Master Plan. This is referred to as the Secondary Study Area and is also shown on Figure 2.—which is targeted to receive 25% of the Island’s future growth—is also included in the Master Plan.~~ (See Figure 2.2)

Total acreage within the study area is estimated at 1,527, of which approximately ~~390~~ 120 acres are currently vacant. Total acreage within the Mixed-Use Town Center portion of the study area is estimated at 258 acres, of which approximately ~~53~~ 28 acres are currently vacant.

~~Existing land uses are shown on Figure 3.~~

Within Winslow, there are a number of distinct areas. The original town center along Winslow Way and lower Madison Avenue contains numerous small uses — convenience stores, specialty

shops, banks, services, and cafes largely located within one-story buildings. The major exception is the Town and Country Supermarket, which has a large footprint building and an expansive parking lot. One of the attributes of the retail uses along Winslow Way West is that there has been some degree of turnover, resulting in occasionally vacant storefronts. However, there is still a strong concentration of retail uses — both convenience and specialty stores — along Winslow Way and Madison. Parfitt Way is lined with small commercial uses next to the marinas. Surrounding the commercial uses that are concentrated in the core are a number of multi-story buildings containing apartments and condominiums. ~~This predominantly “horizontal” mixture of uses offers some degree of proximity for residents, though there are still some significant distances between uses that make walking less comfortable for some people, particularly the elderly.~~ As the Master Plan process began, there were only two examples of “vertical” mixed use: the Winslow Green and Wyatt’s Corner. ~~Since that time, two additional projects have been built and several others have been approved.~~ The adoption of the Master Plan in 1998 has encouraged the development of a number of mixed-use projects, which have provided more residential units within walking distance of the downtown.

Ericksen Avenue contains a number of historic houses (~~see Figure 4 for historic structures~~). These are built almost in the form of a New England village. They are close to the street, close to each other and have front porches and relatively consistent architectural character. Virtually all of the older houses now contain commercial uses. This presents a strong image for lower Ericksen that infuses the rest of the town center with a sense of longevity and stability. Upper Ericksen has seen some development that is more suburban in nature, breaking the previous pattern, although very recent development has begun to reflect the more traditional physical relationships. Certainly, the loss of any of the older structures along Ericksen would damage the image of Winslow as a small town with a distinct heritage.

Madison Avenue, in contrast to Winslow Way West, has a more diverse mix of post-war and pre-war development patterns. Buildings are not set close to the street. There is much more of a pattern of separation between buildings, with trees, yards, and parking areas more prevalent. A number of historic structures have been identified on Madison Avenue. (~~See Figure 4.~~) Recent development along Madison Avenue has included the new City Hall, a movie theatre complex and several condominium projects. The intersection of Madison Avenue and High School Road is marked by two very important public buildings: the high school, which has a large campus of structures and spaces, and the public library. ~~The latter use has just expanded to almost double its original size, and will take on a more important role as a landmark and civic structure.~~ The other two corners of this intersection are occupied by churches. A roundabout was constructed in 2001 to facilitate traffic flow in the intersection.

The land use pattern along *High School Road* is not unlike that found in many North American suburban communities. Its pattern is largely the product of contemporary zoning regulations, street design standards, and market trends. Large, linear buildings, set back from the street behind parking lots, dominate the area. Individual developments are also pulled apart from each other, with few obvious connections for people on foot. This is exacerbated by the fact that both blocks and parcels are relatively large and have few intervening streets, none of which go through the blocks. Although actual distances are not very great, they seem so due to expanses of asphalt, fast-moving vehicles, and broad streets. Most of the commercial uses are located

between SR 305 and Madison Avenue, which is the same length as the concentration along Winslow Way West. ~~However, there is limited housing within close proximity to~~ †This commercial node;† it is accessed principally by automobile. In 2006, sixty residential units were added to High School Road as part of a mixed-use project that includes a hotel.

The SR 305 corridor has significant green space, with mature vegetation associated with a steeply sloping ravine meandering along its alignment between High School Road and Winslow Way. Vegetation in this corridor has diminished over the years as a result of adjacent development. ~~There is a~~ A commercial winery located within the vegetated portion of the corridor has relocated to east Day Road, and the site has been developed with a mixed-use project that includes forty-five condominiums. In the vicinity of High School Road, there is less vegetation; commercial land uses and parking lots are visually prominent. While these uses are visible from the highway, they are accessible only from High School Road. The limited access highway is largely a greenway dividing Winslow rather than tying it together.

The *Ferry Terminal* end of the SR 305 Corridor also divides uses along Winslow Way. Virtually all of the commercial activity is located along Winslow Way west of SR 305. Winslow Way east of SR 305 contains several office structures (~~as well as the current City Hall~~), but none of these have the pedestrian-oriented characteristics of the uses west of SR 305. A large mixed-use project on a 4.33 acre parcel on the north side of Winslow Way, across from the ferry terminal, is scheduled for completion in 2007. This project includes 180 residential units and small-scale commercial development intended to serve ferry riders. The parking lots associated with the ferry terminal constitute a major use of land east of SR 305. Although there are a number of privately-owned lots, they abut one another and present a large expanse of surface area devoted exclusively to ferry commuter parking. Policies in the Comprehensive Plan suggest the desirability of transforming this area into a new, small neighborhood of multiple family housing, office use, retail uses aimed at commuter traffic, and a new street network that would break up the large tracts.

The edges of the town center quickly graduate downward in intensity from medium density multiple-family housing to single-family detached residential. No commercial uses are found around the perimeter. Residents use both the older area around the center of Winslow and the new area along High School Road for goods and services. These two concentrations of commercial land use, while somewhat competitive, offer residents many choices within close proximity to where they live. Moreover, they serve a social function in that people can easily maintain contacts with friends and other residents. For the most part, this social activity occurs during the daytime; only grocery stores and a few restaurants remain open during the evening.

A number of historical structures and sites in Winslow have been identified and, since adoption of the Winslow Master Plan, the City has established a Historic Preservation Commission which is working toward preservation of these sites and buildings. See Figure — and the Bainbridge Island Historical Society's "Historic Sites and Buildings of Winslow," (1990).

Finally, Winslow is a waterfront community. A good measure of its history and image has been tied to uses along the waterfront. Although types of uses along the waterfront have changed over the years, for the most part the community is still cut off from its primary amenity. The

waterfront park provides some degree of access, but the trees and structures within it cut off visual access from locations upland. There are still some industrial uses such as the ferry maintenance facility that prevent access. The marinas offer some degree of access, but present a largely private enclave along the water.

Population and Market Background

In order for a vibrant mixed use town center to succeed as envisioned in the Comprehensive Plan, there must be an underlying source of demand for both the residential and commercial uses. The Master Plan process required an understanding of the trends affecting development of various uses in Winslow, an evaluation of site-specific development opportunities, and an identification of regulatory approaches and incentives that could increase the likelihood of success. To this end, the City contracted with Property Counselors, an economic consulting firm, to prepare a market analysis. The resulting study, “Winslow Master Plan Economic Analysis” (Property Counselors, 1996--Appendix A(1), ~~provides~~ provided detailed information on ~~existing~~ local conditions, an analysis and comparison of conditions in other communities in the region, and projections for potential demand by use. In 2005, Property Counselors updated this study as part of the Winslow Tomorrow planning process, in order to determine how recent development has compared to the 1996 projections, and whether opportunities identified then still exist. (“Winslow Tomorrow Update of Market and Economic Findings,” Property Counselors, January 2005, Appendix A (4). A summary of these updated findings is discussed below:

Regional Context

Winslow is located in Kitsap County in the Central Puget Sound region, which comprises Kitsap, King, Pierce, and Snohomish Counties. King County is the dominant county of the four with 55% of the regional population in 1990 and 67% of the jobs. The region is projected to grow by 46,000 persons per year between 1990 and 2020. Kitsap County’s share of regional population is projected to increase from 7% to 8% by 2020. The county will continue to be a net exporter of residents to jobs. As the major employment center in the area, downtown Seattle represents a daily destination for residents throughout the region.

Winslow can be compared to other communities in the region. Beyond the first tier of areas around the Seattle Central Business District, existing communities are mature and largely built-out; Winslow can compete effectively in terms of commute time with these areas. Winslow has a small and specialized downtown by regional standards, but it is similar to other waterfront communities in terms of level of employment and scope of its businesses. Winslow offers an opportunity to provide a more balanced distribution of incomes than either the close-in Seattle communities or the other waterfront communities in the region.

Residential

There are two obvious segments of potential demand for residential growth in Winslow: households with one or more members working in downtown Seattle (often younger families just getting started), and current residents of the Island looking for smaller, lower maintenance dwelling units (often empty nesters). Within these groups there is a clear need for affordable housing.

The segments described above are the two most obvious ones. In addition, there will be interest by young families attracted to the local schools and Island lifestyle. While many of them will be attracted to single-family units, there will certainly be a percentage who will be interested in higher density alternatives in Winslow prior to starting their families.

In all cases, the demand for housing in Winslow will be related to the area's ability to maintain and enhance an active and attractive physical setting. In addition, the demand will depend on housing opportunities in the Seattle Central Business District, Denny Regrade and South Lake Union. If Seattle's proposed urban villages are slow to realize their visions, Winslow will offer a particularly strong alternative.

Multifamily development was strong in Winslow between 1996-2004, with approximately 300 new units built during this period. Close to 400 new units were underway as of mid-2006. Most of the recent multifamily development has been condominiums, many of which are designed to have the appearance of cottages or stand-alone residences. There has not been much apartment development.

Office

Office-type uses on the Island fall into one of two categories: businesses serving Island residents, and businesses serving a larger market area but choosing to locate on the Island, perhaps because the owner lives here. The demand for office space for the former businesses will grow as the Island population grows; the demand for the latter will depend on whether businesses continue to choose Winslow over alternative locations, and also on the impact of home-based businesses. Enhancement of Winslow as an active, pedestrian-oriented district would increase its attractiveness somewhat for such businesses.

Approximately 78,000 square feet of new office space was added to Winslow during the period 1996-2004, most of which was built outside of the Core District. At the time of the 2005 Property Counselors update, office vacancies were high as a result of recent construction and loss of major tenants. However, actual absorption exceeded previous projections.

Retail

Winslow has the potential to serve in three roles as a retail center:

- for residents in the immediate area,
- for residents of the Island-wide market area, and
- as a specialty destination for visitors from elsewhere in the region.

New residents in Winslow will spend relatively more of their income in Winslow than residents elsewhere. Population growth in the rest of the Island over the next 20 years will also result in increased demand for retail trade and services. The potential demand for new retail space to service visitors is somewhat speculative. (The ~~draft~~ Economic Element of the Comprehensive Plan addresses the role of tourism in the Island's economy.)

Total commercial potential (office and retail) is estimated at 520,000 square feet through the year 2012. The ability to achieve this number may be limited by available vacant parcels and/or parcels with redevelopment potential. A review of land availability and zoning limitations

conducted as part of the 1998 Master Plan effort suggests that approximately 440,000 square feet of new commercial use could actually develop. (~~Appendix A(2)~~).

During the period 1996-2004, almost 66,000 square feet of new retail development was added to Winslow, most of which is located outside of the Core District. The limited amount of new retail in the Core is due in part to the fact that new development in this area requires the redevelopment of existing improved sites, the economics of which presents special challenges.

COMPREHENSIVE PLAN FRAMEWORK

The Comprehensive Plan policies identify the Mixed-Use Town Center as the commercial and civic core of the community, with a wide variety of residential choices. New development would be encouraged in the Winslow town center as one strategy to preserve the character of the Island. In addition, planning policies seek to create a core that is active, pedestrian-oriented, and filled with new housing choices to reduce sprawl and encourage multi-modal transportation. Furthermore, Winslow would be the focus of new commercial development.

The Plan recognizes that considerable growth will occur simply due to natural market forces but suggests that improvements and strategies will be required to direct the location, intensity, and quality of development. Civic facilities and recreation would be provided within Winslow, while development standards would guide the form and character of new development. There would be more parking available which would be managed more efficiently. A fundamental concept in the Plan is to achieve increased density in the Town Center (~~except portions of Ericksen Ave.~~) through three mechanisms: transferring development rights from outlying agricultural and environmentally “sensitive” lands, density bonuses for providing affordable housing, and density bonuses for contributing to public infrastructure or public amenities beyond what might be required to mitigate the impacts of a development.

The Mixed-Use Town Center establishes five overlay districts with policies intended to reflect different existing conditions and goals for each district. (See Figure 5- 2.3)

The Central Core Overlay District is the most intense, with both single purpose commercial development and mixed use development. Design standards would recognize the more urban character of this area.

The Ericksen Avenue Overlay District is intended to preserve the unique, small-scale historic character provided by the older single-family houses. Conversion to non-residential use is allowed, but any additions would have to be made to the rear. New development would need to maintain the overall character of the street. The portion of this district between Winslow and Wyatt Way would not be eligible to receive bonus density.

The Madison Avenue Overlay District allows for a mix of residential and small-scale nonresidential development. However, single-purpose commercial development is not allowed; the intent is to emphasize higher density residential use in this area.

The Gateway Overlay District principally addresses the desire to protect the ravine through designation of appropriate land uses and/or acquisition of land or easements. The SR 305 corridor is recognized as an important visual gateway to the Island and as a potential passive open space.

The Ferry Terminal Overlay District contains policies that recognize its potential as a new, higher density residential/office neighborhood. Policies indicate the need to accommodate the functional requirements of this regional transportation hub while enhancing it through means such as underground parking, landscaping, signage, and buffers. Language in the plan indicates the need for coordination between the State, the City, Kitsap Transit, and the owners of property both within the Ferry Terminal District and the Gateway District.

The Commercial High School Road Districts contain policies that promote the provision of goods and services for residents. While some uses may be automobile-oriented, the overall pattern of uses should promote pedestrian access and movement. Development standards would address the form, orientation, and bulk of buildings, as well as landscaping, open space, circulation, and signage.

A policy regarding the **Water-Dependent Industrial District** calls for new and expanded development to provide physical and/or visual access to shorelines and visual access to the facilities. This suggests the need for better relationships between activities along the shoreline and those that are upland.

Another policy calls for retaining the current allowable densities for the **Urban Multi-Family District**, but there is a suggestion that this district might be eligible to receive additional density through Transfer of Development Rights (TDRs). Policies for this district also call for landscape buffers between multiple family and single-family development and indicate a list of possible design standards.

Other policies contained within the section addressing Winslow are relevant to the master plan. Policies call for retaining the pattern of single family development around the edges of Winslow.

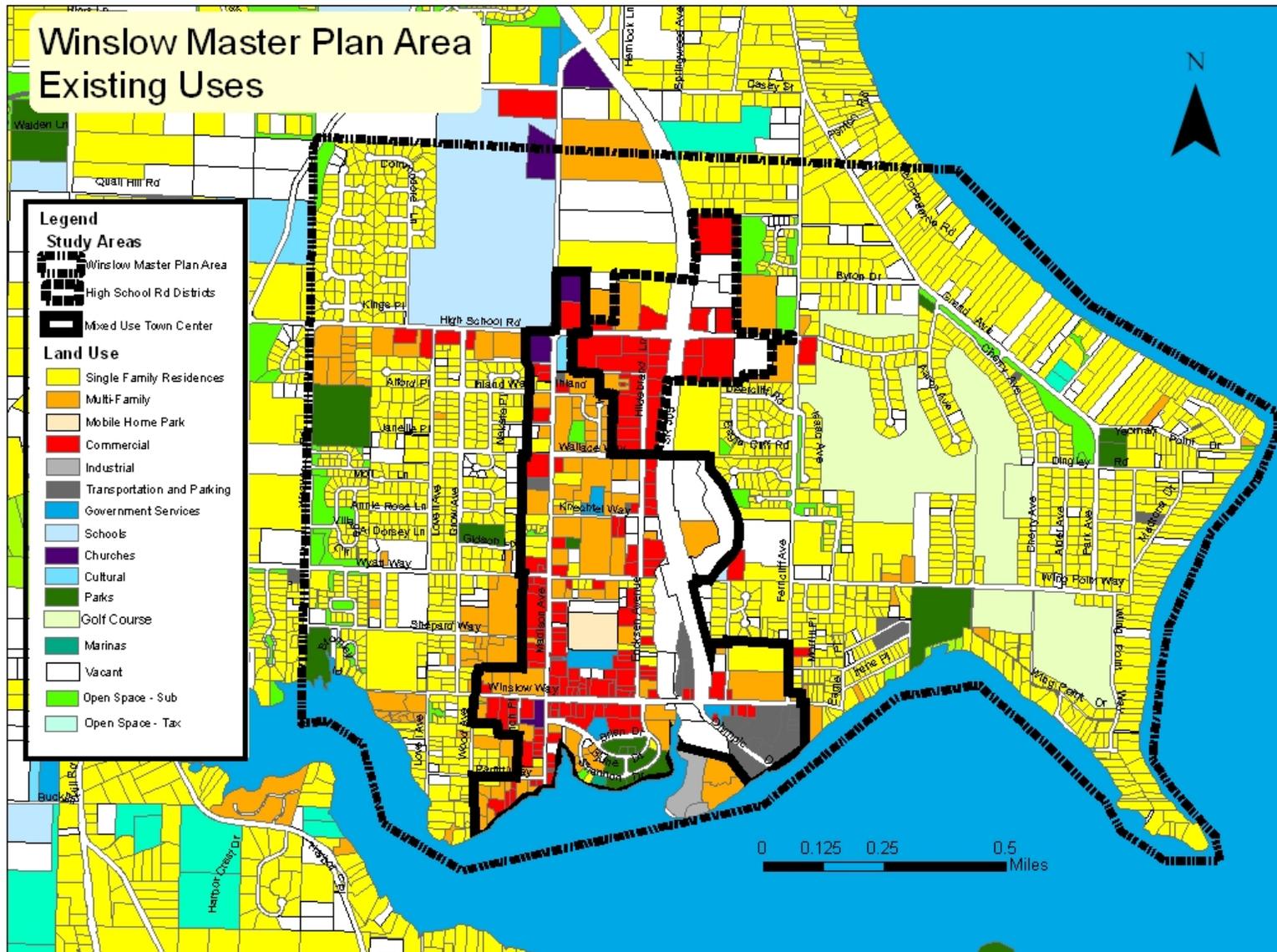


Figure 2.1

*Ordinance 2006-20 Third Reading
November 8, 2006*

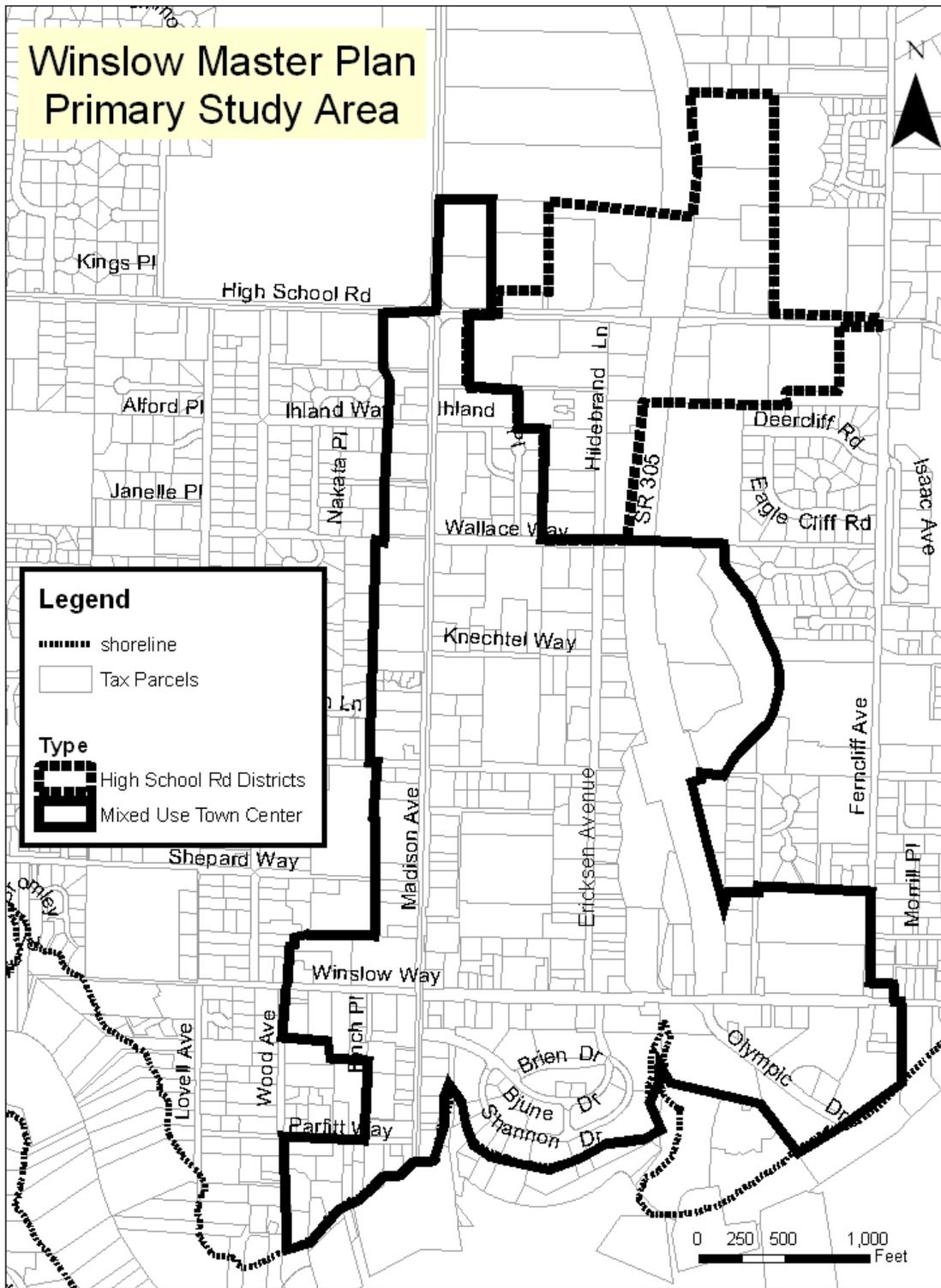


Figure 2.2

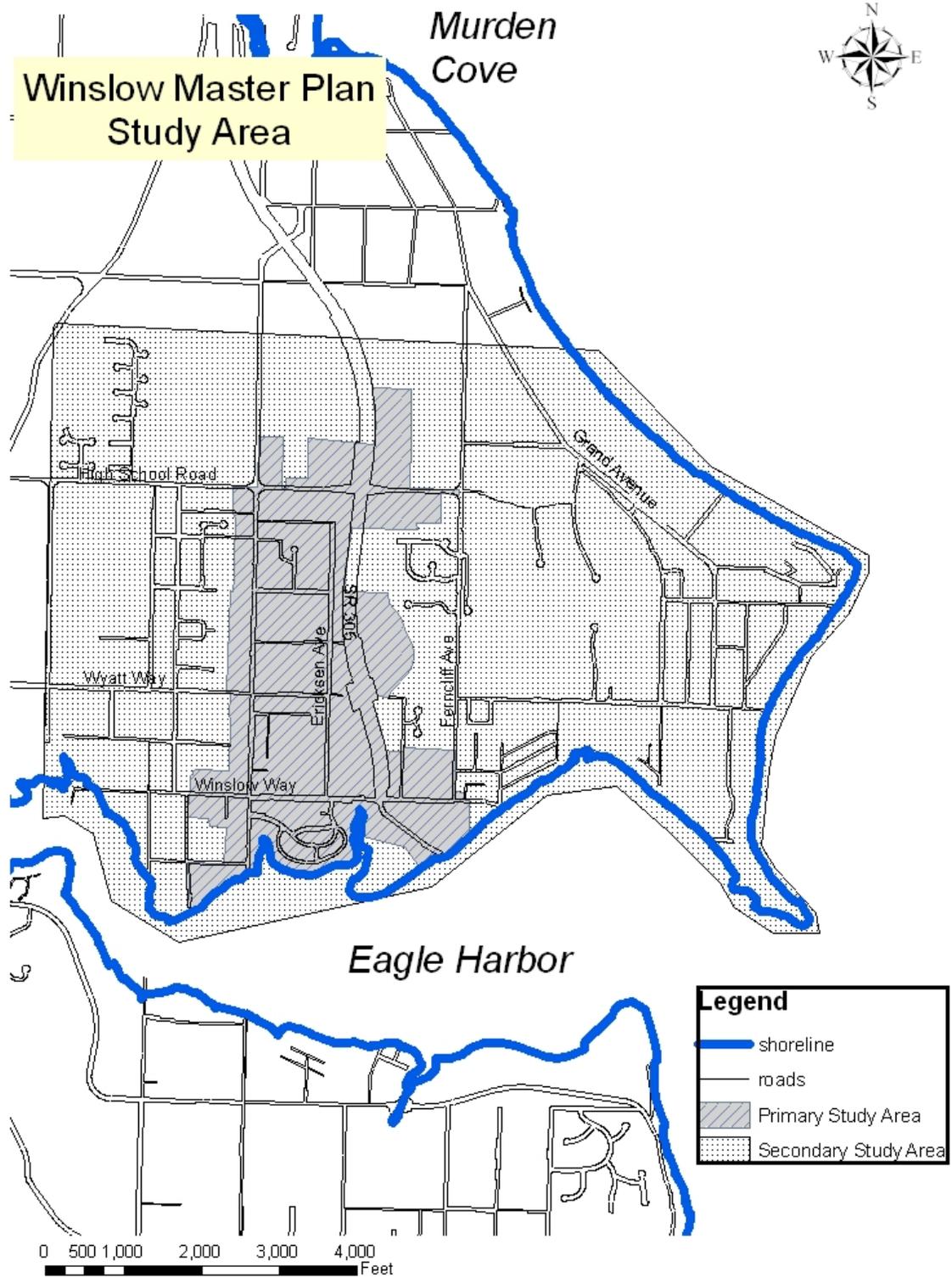


Figure 2.3

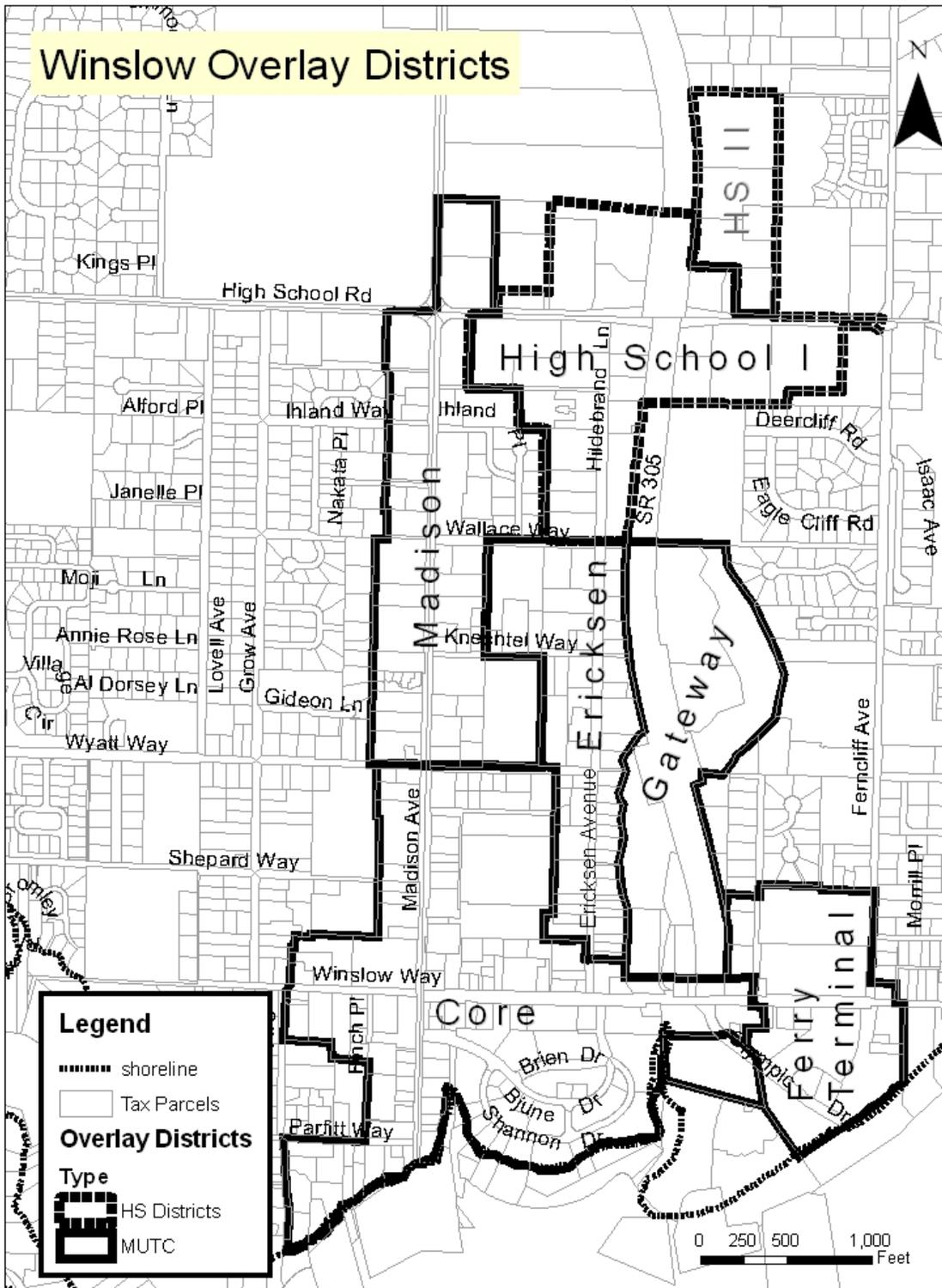


Figure 2.4

MASTER PLAN LAND USE POLICIES

Overview

The Master Plan builds on the goals and policies of the Comprehensive Plan. Producing the effects called for in the Master Plan will require relatively minor adjustments and refinements to the current land use policies and map for Winslow. This is due to the extent of work that was ~~recently~~ accomplished during the development of the City's Comprehensive Plan. The Comprehensive Plan has defined the parameters into which the Master Plan should fit.

The Plan recognizes and emphasizes the vitality and importance of Winslow and its retail core. The area defined as the Winslow Master Plan study area (~~see Figure 2~~) is designated to receive 50% of the allocation of future growth for the Island. The Master Plan assumes that a sub-target of up to 50% of this new residential development—or 25% of the Island's total growth--will be concentrated within the Mixed-Use Town Center and the High School Road Districts (~~see Figure 4~~).—Based on the City of Bainbridge Island population growth of 7,430 over the period ending 2012, and Winslow's portion thereof at 3,715 people, the associated growth in Winslow housing units would be approximately 1,500 dwelling units.

Discussion: Achieving the population projections, and the associated 1,500 dwelling units, involves some denser single family (on smaller lots) and multiple family developments. This new development, whether in stacked flats, row houses, duplexes, small lot single family or other forms, is expected to be built on both vacant lots and lots that are not developed to the intensity allowed by the existing zoning. The location, intensity, mix and connections between developments would be done in a way that is conducive to walking, biking and transit and that is supported by the availability of public infrastructure — streets, utilities, and public open space. ~~Figure 6 shows vacant land and land (as of 1996) in the MUTC and High School Road Districts that has considerably greater development potential than its current use.~~

~~Since it has been receiving 35% of the growth since 1992,~~ With the strategies contained in the Master Plan, it should be possible for Winslow to absorb this additional increment without producing a dramatic change in the pattern, intensity or appearance of development. ~~with the strategies contained in this Plan.~~ However, the focus and form of development will be somewhat different. The land use policies, ~~district boundary changes, and potential code provisions~~ described below address the issues of focus and form in each of the districts.

Boundary Changes

MUTC Overlay District Boundary Changes

~~Change the boundaries of the Core, Madison and Gateway Districts. Specifically:~~

~~The Core Area is extended along lower Madison Avenue to include higher density development. The Core is also extended out Winslow Way 300' east of SR 305 to allow proper integration of Winslow Way from SR 305 to Madison Avenue, an area previously in the Gateway District (see Figure 7).~~

~~The Madison District is extended north to the intersection of Madison Avenue and High School Road. This brings the Library into the district boundaries.~~

~~The Gateway District is reduced in size at the south to reflect enlargement of the Core. It is extended to the north to include John Nelson Park.~~

~~The Ferry Terminal District is reduced in size at the west to reflect enlargement of the Core.~~

~~See Figure 7 for further description of District changes.~~

Establishment of New District

~~Designate an area along Ferncliff Avenue (as shown on Figure 7) as a new Urban Single Family District (USF 8) to allow moderate density single family development. An increase from existing density to eight units per acre would be allowed using transfer of development rights (TDRs). Adopt design guidelines to ensure that development is consistent with surrounding areas.~~

Designation as Multifamily

~~Designate tax parcels 262502 3 011 2006 and 262502 3 012 for multi family district (R8). (See Figure 7.) Development of the property should include screening from the single family residential zone to the east and from SR 305. Access using an easement to Cave Avenue will need to consider the impact on the existing residential and day care uses.~~

~~*Discussion:* These lots had been zoned R8 prior to the adoption of the Comprehensive Plan. The Master Plan designated the two lots for the urban single family district.~~

Overall Land Use Goal WMP 2-1

Strengthen Winslow—the Island’s commercial, cultural and commuter hub—as a sustainable, affordable, diverse, livable and economically vital community, by:

- Encouraging downtown living;
- Providing an enhanced pedestrian experience, with linked access to retail shopping, the ferry, major public facilities, open space and residential areas, and promoting and retaining visual access to Eagle Harbor;
- Promoting the efficient use of land;
- Encouraging the retention and expansion of retail that serves the needs of community members and visitors;
- Providing opportunities for business expansion and private reinvestment;
- Promoting development that is sustainable and supports community values; and
- Developing strategies that result in the creation of less expensive housing and retail space, thereby increasing diversity while minimizing dependence on the automobile. (WT)

Goal WMP 2-2: Ensure the Compatibility of New Development in the Mixed Use Town Center and High School Road Districts

Policy 2-2.1: To promote compatibility between and within districts of the Mixed-Use Town Center and High School Road districts, variations in development standards and design guidelines may be provided within districts.

Policy WMP 2-2.2: Periodically review the City’s adopted design guidelines for the Mixed-Use Town Center and High School Road Districts to ensure that the guidelines remain sensitive to the individual character of the districts.

Policy WMP 2-2.3: Minimize driveways and encourage use of joint driveways.

Policy WMP 2-2.4: Beginning 100’ north of Winslow Way, provide a full vegetative screen along SR 305. A similar screen should be provided within the SR 305 right-of-way. This requirement would not apply to the interior renovation of existing buildings.

Policy WMP 2-2.5: Establish transition standards for other boundaries abutting less intense districts.

Goal WMP 2-3: Maintain and Enhance Community Character in the Mixed Use Town Center and High School Road Districts (WT)

Policy WMP 2-3.1: Promote architecture that encourages green building, natural light, ventilation and rooftop gardens. (WT)

Policy WMP 2-3.2: Through the use of design guidelines, development standards and incentives, promote the development of courtyards that create a pattern of linked public and private gardens and gathering places, providing opportunities for pedestrian movement. (WT)

Policy WMP 2-3.3: Through the use of design guidelines, development standards and incentives, encourage stepped-back buildings that result in a softer street edge, the retention and enhancement of visual connections to Eagle Harbor and the creation and preservation of sun-filled public gathering spaces. (WT)

Policy WMP 2-3.4: Preserve, protect, adapt and restore sites, buildings and trees of historic significance. (WT)

Policy WMP 2-3.5: Retain and expand the historic pattern of narrow pedestrian passages. (WT)

Policy WMP 2-3.6: Enhance the livability of the downtown with trees and small gardens on the streets, along paths and in courtyards. (WT)

Policy WMP 2-3.7: Collaborate with the Arts and Humanities Council and downtown organizations to solicit sponsors for public art in the downtown. (WT)

Policy WMP 2-3.8: Enhance the experience of Winslow as a waterfront town that is connected to Eagle Harbor by activity, trails, views, lanes and design features: (WT)

- Utilize FAR levels, development standards and incentives to encourage development and redevelopment along Bjune Drive.
- Actively work to acquire land, easements and permits needed to extend the Waterfront Trail and develop a ravine trail.

- Develop new facilities for visitors, residents and the community, including public road ends, beaches, concessions, docks, marinas and mooring.
- Plan for a future water taxi connection between the Winslow and Eagledale waterfronts.
- Improve water quality through restoration projects, management practices and environmentally responsible building techniques.
- Retain views of the harbor from public lands and streets.

Goal WMP 2-4: Sustain and Enhance the Economic Vitality of the Mixed Use Town Center and High School Road Districts (WT)

Policy WMP 2-4.1: Establish policies, programs and development standards that facilitate business expansion and private reinvestment. (WT)

Policy WMP 2-4.2: To stimulate investment in the downtown, create an organizational and funding structure that encourages partnerships and participation by the property owners, developers, businesses and island residents. (WT)

Policy WMP 2-4.3: Develop an organizational structure in city government as needed to implement the long-term vision for Winslow. (WT)

Policy WMP 2-4.4: Integrate sustainable solutions that address economic, social and ecological concerns into land use planning and building processes. (WT)

Density Determination

~~For the Mixed Use Town Center and High School Road Districts, the City would discontinue the method of setting future density through the standard of “dwelling units per acre.” The alternative method to be used is “Floor Area Ratio” (FAR),~~

Goal WMP 2-5: Determine density and intensity of development in the Mixed Use Town Center and High School Road Districts through the Floor Area Ratio (FAR) method. ~~in which an overall level of intensity is set for a site, but the exact number of units is not specified.~~

Discussion: Floor area ratio refers to a figure that expresses the total allowable floor area in relation to the total lot area. This figure is determined by dividing the floor area of all buildings on a lot by the lot area. For example, if a lot is 25,000 square feet and the FAR is 1.0, then the total square footage allowed would be: 25,000 x 1 = 25,000 sq. ft. A development of 1 FAR could have up to 25,000 sq. ft. of development that could be commercial or residential.

Discussion: Although density is frequently defined by dwelling units per acre in suburban communities that are comprised of single-use districts, it is less useful in areas where a mixture of uses is desired. Using FARs provides flexibility to design a project to address a particular site. The use of FAR allows the market to determine the number and size of units and the mix in the type of development. (Conventional density limits can discourage affordability since smaller, less expensive units count the same as larger, more expensive ones.)

It is possible to relate FAR to a range of achievable units per acre, as follows:

- 0.4 FAR would produce 8-20 units per acre
- 0.8 FAR would produce 16-40 units per acre
- 1.5 FAR would produce 24-60 units per acre

The unit range results from the variety of unit sizes that can occur.

Parking requirements also influence the number of units that a site could accommodate. The form of parking also affects the extent to which a development actually reaches the densities suggested by each range. Surface parking coupled with larger average unit sizes would tend to produce the lower end of the range, while structured parking coupled with smaller average unit sizes would allow the higher end to be possible. ~~(See Appendix D for indication of how FARs would apply to typical parcels.)~~

FAR allows uses to be weighted according to the characteristics of a particular district. For example, one district might allow an FAR of 0.4 for commercial and 0.4 for residential, while another might allow 0.4 for commercial and 0.8 for residential. Each development would be a unique blend of uses and unit sizes.

~~An interim FAR ordinance that has been in place during development of the Master Plan would be replaced by provisions in the new Master Plan.~~

~~Bonus Floor Area Ratios (FAR) Provisions~~

~~**Policy WMP 2-5.1:** Establish Base floor area ratio levels of for commercial, residential and mixed-use development (FAR) are recommended for the each of the five overlay districts in the MUTC and the High School Road Districts, in coordination with a study of the necessary infrastructure, particularly transportation.~~

~~**Policy WMP 2-5.2:** Establish A maximum FAR levels of development beyond this the base is allowed for each of the districts through the use of bonus FAR provisions. The bonus FAR provisions are a means of advancing specific Comprehensive Plan policies and community values. to preserve farmlands and sensitive areas, provide affordable housing, and provide for public amenities and facilities that serve the community and preserve historic structures. Priorities among these policies are established through the level of bonus which can be achieved through each of the bonus provisions. (See Table 1.) Bonus FAR may be achieved by:~~

- ~~Preserving open space, agricultural land and critical areas, through participation in a Transfer of Development Rights (TDR) program or contribution to a land preservation effort;~~
- ~~Providing public open space that is visibly accessible to the public, with adequate access from a public corridor. (WT)~~
- ~~Contributing toward or providing public amenities (above and beyond what is required to mitigate the impacts of the project itself) that serve the community and enhance the livability and vitality of Winslow. Public amenities may include, but are not limited to, pedestrian connections; on-site places for public gathering; streetscape improvements; public art; and other public benefits as determined by the City;~~
- ~~Preserving exceptional and/or legacy trees or trees within designated greenways. (WT)~~
- ~~Preserving historic structures;~~

- Providing affordable housing;
- Utilizing green building and low impact development techniques; (WT)
- Creation of permanent open space on parcels that contain critical areas, by transferring development potential from the critical areas to another parcel within the Mixed Use Town Center or High School Road Districts; and
- Relocating existing surface commuter parking to underbuilding (Ferry Terminal District only).

Priorities among the bonus FAR provisions may be established in the zoning code through the level of bonus that can be achieved through each of the provisions, and by phasing implementation of the provisions.

Policy WMP 2-5.3: Specific values and ratios affecting the bonus provisions may change based on future conditions without amending the Master Plan as long as those changes continue to meet the goals of the Comprehensive Plan and the Winslow Master Plan, and so long as the maximum mixed-use FAR is not exceeded. The bonus FAR provisions may be changed based on future conditions without amending the Master Plan, as long those changes continue to meet the goals of the Comprehensive Plan and Winslow Master Plan, and provided that changes are made in coordination with a study of the necessary infrastructure, particularly transportation.

Transfer of Development Rights (TDRs)

~~The Transfer of Development Rights (TDRs) would be used to preserve agricultural land and environmentally sensitive areas identified in the Comprehensive Plan (TDR Sending Areas) by allowing the transfer of density from these Sending Areas to the MUTC and High School Road Districts (TDR Receiving Areas). The exact TDR valuation and transfer ratios/mechanisms need to be established in a manner that will encourage their use.~~

~~One hundred percent of the increase in development from the base FAR to the maximum FAR allowed in the MUTC and High School Road Districts could be achieved through utilizing TDRs. The existing TDR ordinance should be revised as follows:~~

- ~~Extend the existing priority for agricultural land or establish a minimum number acres of agricultural land to be preserved using TDRs/PDRs. The activation of environmentally sensitive areas as TDR Sending Areas would be deferred accordingly.~~
- ~~Increase the TDR transfer ratios for the Option Bonus provisions of the existing TDR program to encourage the use of TDRs to preserve agricultural land. Use of the Optional Bonus provision should be limited to conforming properties in the R0.4 zone that contain at least 2.5 acres of land.~~
- ~~Use TDRs in the TDR Receiving Areas for commercial and residential development and establish valuations/development units that reflect the difference in value of each type of development and reflect the change to FARs. (For example, a development right in the Receiving Area may equate to 1200 sf. feet of residential development and 600 sf of commercial development.)~~

~~*Discussion:* The existing TDR Ordinance adopted to implement the Comprehensive Plan provides that (1) for the first year of the TDR Program, only development rights from agricultural farmland may be transferred, (2) one development right can be sold or~~

transferred for every unused development right in the TDR Sending Area and (3) the owner of qualified agricultural land has the option of selling three development rights for every unused development right if the owner places an easement to conserve and forever maintain the agricultural productivity of the land to the American Farmland Trust, Inc. or other appropriate trustee approved by the City of Bainbridge Island.

Internal FAR Transfers

Up to 20% of the maximum available FAR bonus may come from internal transfers of FAR within the MUTC and within the High School Road Districts. The bonus would consist of development potential (FAR) transferred to create permanent open space on parcels that contain critical areas, provided that there are no adverse impacts to the critical areas as defined by Chapter 16.20.C.2.a of the Island's Municipal Code. (For example, if a property in the MUTC contains a critical area of approximately 10,000 sq. ft., then 10,000 sq. ft. of development potential could be transferred to another property within the MUTC.)

Affordable Housing

Up to one hundred percent of the available FAR bonus may come from providing affordable housing. The provisions of the 1994 Comprehensive Plan and implementing ordinance would remain, except that the condition that requires at least 30% affordable housing (beyond the initial 10% requirement) would be eliminated. To implement the Master Plan, the affordable housing provisions of the BIMC will need to be amended to reflect the change from dwelling units per acre to FAR.

Public Amenities/Infrastructure

A bonus density would be established for providing public amenities/infrastructure beyond those required for SEPA mitigation. Separate cost equivalents (e.g., 1200 sq. ft. of commercial and residential development) would be established. In order to utilize this bonus provision, the developer would pay the cost equivalent of the additional development. For example, assume the cost equivalent of commercial development is \$6,000 for 1200 sq. ft. An additional 4800 sq. ft. of commercial development would require a contribution of \$24,000 toward identified public amenities/infrastructure. Funds derived from such bonus density purchase would be used exclusively in the MUTC/HSI/HSII districts and would be used on projects identified in the Six Year Capital Improvement Program. Up to 40% of the maximum available bonus density may use the public amenities/infrastructure provision. The remainder of the bonus density would come from one or more of the other bonus options. The bonus could also be achieved by the construction of public amenities/infrastructure identified in the Master Plan and not required to mitigate the impacts of development, including (a) mid-block pedestrian connections identified in the Master Plan where public right-of-way does not exist, (2) pocket parks of approximately 10,000 sq. ft. dedicated for public use, located in or in the immediate vicinity of locations identified in the Open Space Plan of the Master Plan.

Public Amenities/Community Open Space (Ferry Terminal District)

A density bonus is established in the Ferry Terminal District for providing community open space of 1 acre, or 20% of the parcel area, whichever is greater. The community open space shall be located in or in the immediate vicinity of locations identified in Figure 9 of Chapter 4 (Open

Space and Trails) of the Master Plan. The open space must be located on the same parcel that is being developed, and must be on land that would be otherwise buildable. Adequate public access to the community open space must be provided. The City shall approve the bonus, taking into consideration the configuration, public use and accessibility of the proposed open space. Up to 60% of the maximum available density bonus may come from the public amenities/community open space provision. The remainder of the bonus would come from one or more of the other bonus options.

Historic Preservation

Provide a FAR bonus for the preservation of on-site historic structures included on a local, state or federal register of historic resources.

Combining the Bonus FAR Provisions

The various bonus FAR provisions may be combined to achieve the maximum level of development established for each district. For example, assume the base level of development for a property is 25,000 square feet. With the bonus provisions, assume the maximum level of development could be 50,000 square feet. The 25,000 square feet of additional development could be achieved by using one or more of the bonus provisions. One hundred percent of the bonus could come from the use of TDRs or affordable housing. Or, up to 40% of the maximum available bonus could come from contributing to public amenities. The additional 25,000 of square feet of development could be achieved by “mixing and matching.”

**Table 1
APPLICATION OF OPTIONAL BONUS PROVISIONS TO EACH DISTRICT**

	Central Core	Madison Ave.	Eriksen	Gateway	Ferry Terminal	HSR I&H
1. 100% of available bonus density may come from TDRs.	✓	✓	✓	✓	✓	✓
2. Up to 20% of the available bonus density may use internal density transfers within the MUTC and within the HSR Districts from development potential transferred to create permanent open space containing environmentally sensitive areas.				✓	✓	✓
3. 100% of the available bonus density may come from providing affordable housing.	✓	✓	✓	✓	✓	✓
4. Up to 40% of the available bonus density may use the public amenities/ infrastructure provision.	✓	✓	✓	✓	✓	✓
5. Up to 60% of the available bonus density may be achieved by using the community open space provision.					✓	
6. All ferry related underbuilding parking (% depends on extent of parking relocated underbuilding).					✓	

7. Preserving on site historic structure eligible for inclusion on a local, state or federal register of historic resources.	✓	✓	✓	✓	✓	✓
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POLICIES FOR SPECIFIC DISTRICTS

Mixed-Used Town-Center High School Road Districts

- ~~Minimize driveways and encourage use of joint driveways.~~
- ~~Beginning 100' north of Winslow Way, provide a full vegetative screen along SR 305. A similar screen should be provided within the SR 305 right-of-way. This requirement would not apply to the interior renovation of existing buildings.~~
- ~~Establish transition standards for other boundaries abutting less intense districts.~~

Specific land use policies and district boundary changes in the MUTC and High School Road Districts are as follows:

Central Core Overlay District

- ~~The Core area boundary along lower Madison should shift to mid block between Madison and Wood Avenue to recognize the character of existing development (e.g., senior housing).~~
- ~~The Core area boundary should extend to a point 300' east of SR 305 along Winslow Way East. This recognizes the commercial and streetscape continuity of properties in this area.~~
- ~~Retail development exceeding 5,000 sf. would be allowed only on Winslow Way and Madison Avenue.~~
- ~~Establish FARs as shown in Table 2.~~

Policy WMP 2-6.1: Establish FARs and development standards that support mixed-use development at a level that encourages downtown living with a variety of housing sizes and types, provides commercial and retail services that meet the needs of the community, and enhances the vitality of the downtown.

Policy WMP 2-6.2: ~~Identify areas~~ Encourage the retention and development of ground floor retail on Winslow Way, and Madison Avenue, Bjune Drive and other appropriate areas in which ground floor retail should be retained, and establish the implementing FAR levels and development regulations. (WT)

Policy WMP 2-6.3: Increase the vitality of the civic plaza—currently comprised of the Farmers' Market, BPA and City Hall—by developing better circulation and enhanced pedestrian amenities, providing opportunities for future civic and cultural buildings; and encouraging a greater variety of activities. (WT)

Policy WMP 2-6.4: Design Winslow Way as the community's "living room"—the stage for community gatherings and a gallery to showcase art and gardens. ~~The block between Madrone Lane and Harbor Way~~ The central section of Winslow Way should function as a civic plaza, with artistic gathering spaces and unique design features. (WT)

Ericksen Overlay District

- ~~No change in boundary.~~
- ~~Establish FARs as shown in Table 2.~~
- ~~Review design guidelines to ensure that any new development is compatible with the character and scale of the historic structures.~~

Policy WMP 2-7.1: Establish FARs and development standards that provide for a mix of residential and small-scale commercial development, while preserving the unique and historical features of the Ericksen Avenue neighborhood.

Madison Overlay District

- ~~The boundary is extended north to the intersection of Madison Avenue and High School Road. This brings the library into the district boundaries.~~
- ~~Establish FARs as shown in Table 2.~~

Policy WMP 2-8.1: Establish FARs and development standards that provide for a mix of residential and small-scale commercial development, with retail located on the ground-floor.

Gateway Overlay

~~Establish FARs as shown in Table 2.~~

Policy WMP 2-9.1: Establish FARs and development standards that provide for commercial, multifamily, and tourist-oriented uses while ensuring protection of the natural character of the Ravine.

Policy WMP 2-9.2: Development within the ~~zone~~ district should include provisions for pedestrian access to adjoining parcels and neighborhoods, and as part of the pedestrian link to the ferry terminal and waterfront.

Policy WMP 2-9.3: ~~Work to acquire the Ravine in public ownership, and restore and protect its habitat, forest and water resources.~~ Implement policies to restore and protect the habitat, forest and water resources of the Ravine and provide for non-motorized public access. (WT)

Policy WMP 2-9.4: ~~Two options are available for properties within the Gateway District: (1) the development potential from the Ravine can be transferred to other properties within the MUTC as part of the Internal Transfer Optional Bonus provision or (2) allow development potential from the Ravine area to be shifted to the upland area, providing no adverse impacts to the Ravine are shown and the requirements of the ESA Critical Areas Ordinance are satisfied.~~

Ferry Terminal Overlay District

Discussion: The Ferry Terminal area — currently dominated by parking — could witness the greatest amount of change as it transforms from surface parking lots for commuters to residential with small amounts of service retail and office development. It is not envisioned to be an extension of the core, but rather a new neighborhood. Higher density housing is appropriate for this area because of its proximity to the ferry and downtown and because it is a prime view location. Higher density housing would also be used as an incentive to offset the cost of placing commuter parking in structures. New housing would be developed at higher densities ranging from an equivalent of 24 units per acre up to 60 units per acre with maximum use of bonus density provisions for locating existing parking under buildings or underground. Parking for both commuters and new development may be integrated within (or under) housing or in adjacent garages.

Ferry Terminal – General

- ~~The western boundary of the Ferry Terminal District is amended to reflect the extension of the boundary of the Core.~~

Policy WMP 2-10.1: Establish FARs and development standards that provide for higher density residential development with some retail and commercial development, while protecting the adjacent residential neighborhoods.

Policy WMP 2-10.2: All development shall include at least 10% of landscaped or naturally vegetated open space (parking may be located under the open space.)

Policy WMP 2-10.3: Commuter parking located in the Ferry Terminal District shall be limited in number and/or area 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 District, Winslow, and Island-wide; and
- Encourage transit, non-motorized, and other travel methods as alternatives to low-occupancy vehicles.

Policy WMP 2-10.4: Allow additional parking spaces in structured parking in the Ferry Terminal District for use by non-commuter ferry passengers in off-peak hours (e.g., after 9:00 a.m.), when constructed in conjunction with placement of an equivalent amount of existing surface ferry parking in structure.

- Establish FARs as shown in Table 2.

Ferry Terminal - North of Winslow Way

Policy WMP 2-10.5: Non-residential uses are permitted as follows: 1) Commuter-oriented retail and commuter-oriented services may be located only along Winslow Way, within 100' north of Winslow Way, with no single use larger than 2,000 square feet. Buildings shall have customer entrances on Winslow Way. 2) Personal and professional services may be located only along Winslow Way, within 100' north of Winslow Way. Buildings shall have customer entrances on Winslow Way. 3) There is no restriction on the location of daycare. 4) Government, educational, cultural and religious institutions are not permitted north of Winslow Way.

Policy WMP 2-10.6: A one hundred foot wide transition area establishing standards for landscaped buffers and lower height limits shall be applied as follows: along the west side of Ferncliff Avenue; the north boundary of the district, east of Cave Avenue; and along both sides of Cave Avenue, starting approximately 300 feet north of Winslow Way. The purpose of these transition standards is to protect adjacent residential neighborhoods from adverse impacts of development.

Policy WMP 2-10.7: Should parking needed to serve commercial development not be fully utilized by a development, then the unused parking may be converted to non-commuter ferry parking. The property owner would need to demonstrate that the parking was not needed for the commercial uses. (Allowing unused parking spaces designated for commercial use to be converted to non-commuter ferry parking could encourage commercial uses that generate minimal traffic.)

Ferry Terminal - South of Winslow Way

Policy WMP 2-10.8: Permit only commuter-oriented retail services, with no single use larger than 2,000 square feet.

Policy WMP 2-10.9: A hotel or inn is permitted south of Winslow Way, with public access to exterior open space and limited parking.

Policy WMP 2-10.10: Government, educational, cultural and religious institutions are conditional uses south of Winslow Way.

Policy WMP 2-10.11: Developments south of Winslow Way shall include pedestrian walkways that connect to Winslow Way East and Olympic Drive Southeast, and/or that align with Cave Avenue and Ferncliff Avenue.

Specific land use policies and district boundary changes for the High School Road Districts as follows:

High School Road I and High School Road II

Policy WMP 2-11.1: Establish FARs and development standards that provide for a variety of commercial uses that complement downtown Winslow and benefit from automobile access near the highway, while creating a pedestrian-friendly retail area. **In High School Road II, retail uses shall be limited to 14,400 sq. ft. (See Land Use Element Policy W 5.3.)**

- No change in boundary.
- Establish FARs as shown in Table 2.

High School Road II

- No change in boundary.
- Retail uses shall be limited to 14,400 sq. ft. (See Land Use Element Policy W 6.3.)
- Establish FARs as shown in Table 2.

The Waterfront Industrial District will be subject to an amendment to the Master Plan for any changes that would affect site layout, use, employment levels, traffic generation or vehicular access.

Levels of Development — FAR

To implement the policies of the Comprehensive Plan, interim development standards for the MUTC and High School Road districts were adopted in 1996 with the understanding that the standards would be reexamined as part of the Winslow Master Plan. As a result of the market feasibility study, the use of FAR and the reexamination of the standards in light of the goals and policies for Winslow and each of the specific districts, the interim standards should be revised as shown in Table 2 below. The table establishes the base level of development for the MUTC and HSR districts and the maximum level of development allowed using the bonus density provisions described previously. If the existing FAR of a property is higher than the base FAR (without using any of the bonus density provisions), then the existing FAR will be considered the base FAR. (For example, if the base FAR for a district is .5, but the existing base FAR for a property is .6, then .6 would constitute the base FAR.)

**Table 2
LEVELS OF DEVELOPMENT (FAR)**

Central Core	Commercial	Residential	Mixed Use
Base	0.6	0.4	1.0
Maximum	1.0	1.0	1.5
Madison	Commercial	Residential	Mixed Use
Base	0.4	0.4	0.5
Maximum	0.6	0.6	1.0
Eriksen	Commercial	Residential	Mixed Use
Base	0.3	0.3	0.5
Maximum	0.6	0.6	1.0
Gateway	Commercial	Residential	Mixed Use
Base	0.15	0.5	0.5
Maximum	0.3	1.0	1.0
Ferry Terminal	Commercial	Residential	Mixed Use
Base	0.1	0.4	0.5
Maximum	0.2	1.1	1.3**
High School Road I and II	Commercial	Residential	Mixed Use
Base	0.3	0.3	0.3
Maximum	0.6	0.6	1.0

**Additional .2 FAR of either residential or commercial development is permitted if existing legal ferry-related parking (as shown on Figure 18) is relocated from the surface parking to underbuilding parking at a one to one ratio.)

Specific values and ratios affecting the base FAR and the bonus provisions may change, based on future conditions, without amending the Master Plan as long as those changes continue to meet the goals of the Comprehensive Plan and the Winslow Master Plan, and so long as the maximum mixed use FAR is not exceeded.

Design Guidelines

One reason that residents object to higher density housing is that it is often not designed in a manner that respects the surrounding context. Large, bulky, flat roofed buildings with repetitive designs surrounded by parking lots do not fit very gracefully into or next to lower density neighborhoods. However, the City recently adopted design guidelines for the Mixed Use Town Center and High School Road Districts. These should be reviewed to ensure that, with the changes established in this Master Plan, new development will reflect a certain sensitivity and character of these districts. Guidelines dealing with such subjects as bulk, roof form, parking, and transitional features should be adopted for the Urban Multi-Family (UMF) district. Guidelines that focus on site design should be developed for single family districts.

Section 3. Chapter 3 of the Winslow Master Plan, “Housing,” is amended as follows:

CHAPTER 3 HOUSING

EXISTING CONDITIONS

Winslow contains a broad mix of housing types, from manufactured homes to single-family detached dwellings to higher density, multi-story apartments and condominiums. ~~With the exception of two senior housing developments, the highest density housing is 14 units per acre.~~ Most of the City's multiple family housing is found within Winslow. This is due to the availability of appropriate zoning, the prevalence of goods and services and the close proximity to the ferry terminal, which allows people to commute easily to jobs in Seattle. As the lifestyle opportunities offered by Bainbridge Island have become increasingly more popular, various forms of new and less conventional housing have been developed. In recent years, a co-housing development has been built, duplexes and other attached housing have been developed, a project containing very small houses tightly arranged around narrow alleys has been completed, and ~~two~~ a number of projects that mix residential and commercial uses have been developed. Recent projects are averaging 15 units per acre, with the highest density residential project at 44 units per acre.

While single-family detached housing has been the most prevalent form of residential use, rising land prices and diminishing land supply have caused property values to increase. Much of the new housing has attempted to reflect the established character of the Island, with stands of mature trees preserved, new landscaping added, and small scale proportions used in buildings. Winslow has seen only some of the large-sized, repetitive multiple family development that has been occurring elsewhere in the region.

Typically, denser forms of housing are developed where there are amenities close by. The town center contains many positive attributes, such as proximity to regional transportation, a waterfront, a friendly, small-town atmosphere, cultural facilities, good schools, and a sense of being an active, lively community. Nonetheless, it is relatively difficult and takes some extra effort to develop housing mixed (especially vertically mixed) with other uses because of the complexities of construction and operational impacts, parking, ownership, building codes, and financing. Accordingly, initial forms of higher density housing will likely be on sites where housing is the only use. As land values further increase and property is even more scarce, developers will begin to look at sites that can accommodate both housing and commercial. Winslow already has some examples of mixed use development that provide excellent models for this form of development.

As Winslow becomes a more mature community, it will need to accommodate a range of household types and incomes. Seniors, singles, and single-parent households all constitute the fastest growing segments of the population in the region. Many of these households cannot afford median-priced single-family housing. Fortunately, new forms of housing are being developed around the region, ~~and in Winslow,~~ that ~~can~~ may meet the more modest incomes of

these households, and the City continues to work on new housing programs and initiatives. However, left to its own, the market will tend to offer choices first to households with higher incomes.

COMPREHENSIVE PLAN FRAMEWORK

The Comprehensive Plan contains policies that address the supply, type, and affordability of housing. Policies also indicate the role that Winslow will play in accommodating new growth.

Policies call for the city to provide a fair share of affordable housing in the county, using its regulatory process and ability to bring together a combination of public and private resources. Policies also recognize the need to maintain the existing stock of affordable housing, a portion of which consists of mobile homes that may be subject to redevelopment pressures. The Comprehensive Plan makes a commitment to increasing the supply of multiple family housing, both market-rate and rent-assisted, and indicates that affordable housing should be dispersed throughout the community. Policies also indicate that the City will streamline its regulatory process and facilitate the provision of housing for populations with special needs.

Within Winslow outside the Mixed-Use Town Center and High School Road Districts in the areas that are zoned for single family development, new housing will likely take the form of additional single family units and accessory dwelling units.

In theory, the amount of vacant and underdeveloped land should be sufficiently large to accommodate the projected growth in housing units, assuming that development will be built to the maximum permitted under City zoning. However, it is not certain that new development or redevelopment will be using the maximum densities permitted. Some developers may not wish to participate in the ~~TDR FAR bonusing~~ system or provide additional affordable units. If most individual projects in the MUTC and High School Road Districts were built only to the basic allowable densities, then all vacant and underdeveloped land would have to be used to meet projected housing needs; this is not a likely prospect. To meet the demand for housing over the next fifteen years, there will need to be development that exceeds the base densities for those districts.

In order to facilitate this, the City has recognized the need to allow increased density within the Mixed-Use Town Center. This is accomplished by allowing density bonuses for various combinations of ~~TDRs~~, density transfers, provision of affordable housing, ~~and~~ provision of infrastructure beyond what is required to mitigate a project's impacts, and provision of public amenities. The current TDR program focuses on preservation of farmlands and sensitive areas; the emphasis of the first ~~two~~ several years of the program is on farmland preservation. ~~Since the adoption of the ordinance in May, 1996 implementing this Comprehensive Plan provision, the only bonus density credits utilized in the MUTC were based on provision of affordable housing. The valuation aspect of the TDR program does not appear to be reflective of current development economics (i.e., the cost of purchasing a TDR significantly exceeds the equivalent per unit land cost in the proposed development). The purchase of residential density through provisional public amenities is not utilized only because a value has not been established for the amenity provision, nor has a final implementing ordinance been put into place.~~

This concept of increasing housing density is intended to be a part of an overall set of techniques to encourage forms of housing that can provide options for various households in the town center. Other techniques ~~recently~~ permitted by the City include accessory dwellings, flexible lot design development, cluster development and mixed use.

MASTER PLAN HOUSING POLICIES

Housing Distribution

The Master Plan assumes the Comprehensive Plan target - that the Winslow study area will accommodate approximately 1,500 new housing units and the Master Plan establishes a subtarget that up to 50% of this new residential development will be concentrated within the Mixed-Use Town Center and the High School Road Districts. The change from dwelling units per acre to FAR could result in additional housing. The MUTC and High School Road Districts would be more dense than at present. The outer portions of Winslow would receive only modest increases through the affordable housing program and would not be likely to be perceived much differently than now since the increases would be distributed over a wider area. ~~(See the Land Use section of this chapter for density allocations.)~~

As discussed in the Land Use Chapter, density bonuses will be offered in return for ~~providing improvements to infrastructure and public amenities beyond the level necessary to mitigate the impacts of a specific development, or for providing affordable housing~~ contributing to efforts that advance specific Comprehensive Plan policies and community values, including the provision of affordable housing. ~~An array of TDR options would also be available as a means of achieving bonus densities.~~

Goal WMP 3-1: Promote and facilitate the provision of diverse and affordable housing choices in a manner that encourages socio-economic diversity. (WT)

Policy WMP 3-1.1: Through FAR levels, development standards and incentives, encourage a variety of housing sizes and types that meet the needs of a broad range of households, including smaller units suitable for small families, single individuals and senior citizens. (WT)

Policy WMP 3-1.2: The bonus FAR program established for the Mixed Use Town Center and High School Road districts may include a provision that allows bonus FAR to be achieved in exchange for providing for-rental and for-purchase income-qualified housing.

Policy WMP 3-1.3: Recognizing that rental and homeownership opportunities are important components of a diverse community and healthy residential market, develop programs and incentives to encourage a healthy balance between and rental and owner-occupied units.(WT)

Mobile Home Park

Policy WMP 3-1.4: The existing mobile home park situated to the north of the BPA provides an existing source of affordable housing. Because the site is zoned for higher intensity residential/commercial use, it is possible that the housing could be lost. Several mechanisms should be established to encourage the preservation of ~~the mobile home park~~ affordable housing on the site: (1) the unused development potential from the parcels on which the mobile home park is located may be transferred to another parcel within the MUTC and (2) allow the permanent preservation of the mobile homes to be used as an affordable housing bonus on another parcel within the MUTC.

Navy Housing Site

Policy WMP 3-1.5: If the existing Naval housing area is surplus, that area should be considered as an additional appropriate site for affordable housing.

Section 4. Chapter 4 of the Winslow Master Plan, “Open Space and Trails,” is amended as follows:

CHAPTER 4 OPEN SPACE AND TRAILS

EXISTING CONDITIONS

~~Figure 8 shows the location and extent of parks, open space and sensitive areas. The Winslow area, though relatively well-developed, contains mature stands of vegetation that are woven through and around development. However, Winslow contains very little open space that is publicly owned and therefore protected from development. Waterfront Park and the Winslow Ravine are the two largest open space areas within the Winslow area. Waterfront Park is approximately 8 acres in size and is the principal public open space in the town center. In addition, there are vacant parcels found throughout. The Ravine that extends north from the waterfront to High School Road and provides a substantial corridor of green and adjoins an undeveloped park site, John Nelson Park, which has been the interim location for the City of Bainbridge Island public works yard. ; however, the Ravine is entirely privately owned. These attributes produce an illusion of prevalent open space. In fact, Winslow contains very little open space that is publicly owned and therefore protected from development. The waterfront park, which is approximately 8 acres in size, is the principal public open space in the town center. There is a smaller neighborhood park along Grow Avenue which is approximately 2.5 acres. (Outside of the town center, but within the study area, there is a 10 acre park along Weaver to the west and a 3 acre home owner-controlled park along Grand Avenue to the east. In addition, the high school and middle school grounds contain sports fields.)~~

~~While there are numerous parks and recreational open spaces around the Island outside of Winslow that which are used by residents, visitors, shoppers and office workers, it is often necessary to drive to make use of them. There are relatively few public open spaces within walking distance of Winslow, the most intense concentration of residents. Although Winslow has a considerable amount of shoreline, only a fraction of it is open to public use. Open space areas in Winslow include, the Ravine, Waterfront Park, the Farmer’s Market area at City Hall, Winslow Green, a one-acre open space at Harbour Square, a tot-lot off of Madison Avenue, a 2.5 –acre neighborhood park along Grow Avenue, a 10-acre park along Weaver and a 3-acre home-owner controlled park along Grand Avenue.~~

~~The ravine is important as a natural resource, a habitat, a drainage basin, and potentially as the location of a trail for passive recreation. However, it is privately owned. As additional development occurs, residents and workers in the town center will desire access to park and recreation facilities, both active and passive. While some of this can be provided as part of a development, it is not possible to meet these needs on an incremental, project-by-project basis.~~

~~Figure 4.1 shows the location and extent of parks, open space and environmentally sensitive areas. Figure 4.2 shows the location of existing trails.~~

~~Existing trails are shown on Figure 9.~~

COMPREHENSIVE PLAN FRAMEWORK

~~The Comprehensive Plan does offers some policy guidance specifically aimed at providing additional open space within Winslow. The Comprehensive Plan states that design standards should contain provisions for green space for the Mixed Use Town Center, High School Road and Urban Multi-Family districts. There are also policies that address the need for open space on the Island as a whole. A network of greenways is envisioned to lace throughout the community, offering views, wildlife habitat, and~~

recreational connections and storm detention. Within Winslow, both the waterfront and the Ravine are viewed as a part of this expansive network. Furthermore, portions of SR 305 are considered to have scenic value.

Within Winslow, opportunities for large aggregations of open space are very limited. Furthermore, Winslow is viewed as receiving a considerable amount of commercial and residential intensity over the next twenty years. Accordingly, open space needs would have to be met at smaller scale through neighborhood and community parks, boulevards, squares, plazas, pathways, and even sidewalks. ~~Some recreational and open space needs will be met within new residential development. The concept of density bonuses embodies the notion that new development should provide a range of spaces for residents, workers, and visitors.~~

Trails should serve a number of functions that encourage passive and active pursuits such as recreation, shopping and commuting to work or school. Linkages should be provided between residential areas, public transportation and commercial and recreational areas. The Plan encourages the retention of existing informal or private pathways and the creation of new pathways.

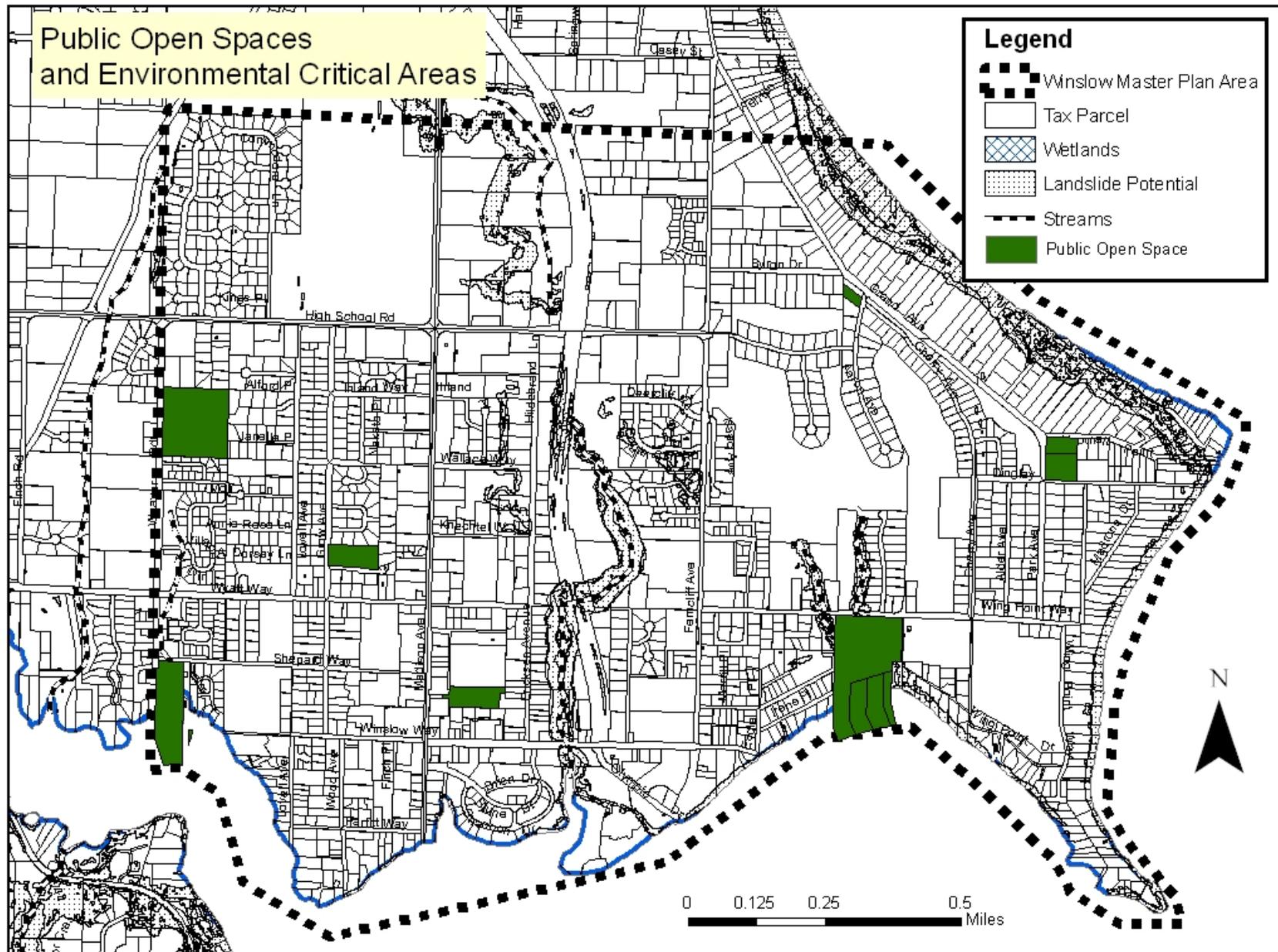


Figure 4.1

*Ordinance 2006-20 Third Reading
November 8, 2006*

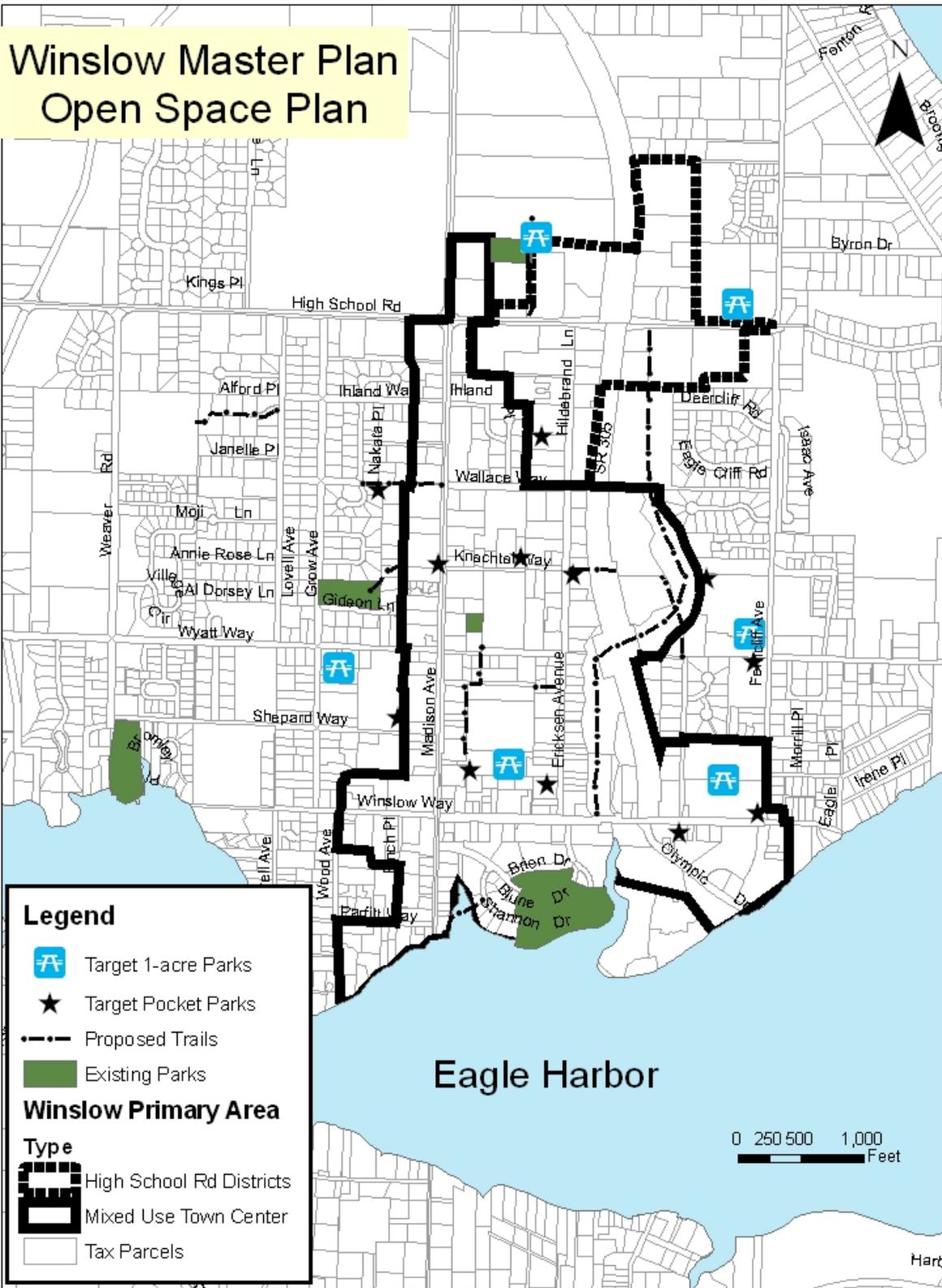


Figure 4.2

*Ordinance 2006-20 Third Reading
November 8, 2006*

MASTER PLAN OPEN SPACE/TRAILS POLICIES

Overview

In order to create a sustainable community in Winslow, ecological connections must be strengthened and enhanced. Development of Winslow will include ~~There would be~~ an open space network consisting of a combination of small pocket parks and larger parks, private open space and portions of the natural systems such as the ~~R~~ravine and drainage facilities that would be used for passive recreation and trails. ~~A trail system would be developed~~ to provide for the needs of the residents of Bainbridge Island in the future, and for those who live, work or shop in Winslow.

Goal WMP 4-1

Incorporate open space and green spaces throughout Winslow by:

- enhancing existing parks and developing new parks;
- providing street trees, small gardens and other landscaping that provides visual relief and enhances the character;
- providing a series of green spaces, plazas and corridors that connect the community, define character and protect resources; and
- celebrate and connect the town to the Harbor and the Ravine. (WT)

WMP 4-1.1: Development standards, design guidelines, and incentives should be provided to encourage retention or development of open space, public gathering spaces and parks. (WT)

WMP 4-1.2: Prime public viewpoints, and view corridors, and road-ends should be designated and either preserved or enhanced.

The Ravine

WMP 4-1.6: the Ravine should be preserved as open space and low impact trails should be developed to provide access to this green space. Habitat and water quality in the ravine should be restored by eliminating invasive species such as English Ivy and designing appropriate stormwater facilities. (Figure 4.2 provides an illustration of the trail.)

Market Square

WMP 4-1.8: Increase and improve the public space in the Farmer's Market Square between City Hall and the Bainbridge Performing Arts Center. (WT)

Parks

~~Because Winslow serves a wide variety of users, including shoppers, residents, visitors and workers, and because new population and employment would be concentrated in the Town Center,~~

Goal WMP 4-2: As new growth is concentrated in the Winslow area, there will be a need for up to 2-3 acres of centrally-located parks and gathering places for passive recreation; therefore, usable parks throughout the Winslow area should be created or enhanced.

WMP 4-2.1 Improve and enhance existing parks in the downtown area. (WT)

Waterfront Park

WMP 4-2.2: Winslow should be experienced as a waterfront town, well-connected to Eagle Harbor by activity, trails, views, lanes and design details. An attractive Waterfront Park will connect Winslow to the waterfront, drawing people from the central retail area to the harbor and showcasing the waterfront

character of the community. To achieve this connection, the Waterfront Park Master Plan should be updated and implemented.

~~Because Winslow serves a wide variety of users, including shoppers, residents, visitors and workers, and because new population and employment would be concentrated in the Town Center,~~

WMP 4-2.3: ~~New parks should be acquired ranging from pocket parks (approx. 10,000 sf.) to sites up to 1 acre, for a total of up to 2 to 3 acres.~~

~~Discussion: These parks could be either an acre or more in size or pocket parks, depending on site availability and distribution. Designate and acquire sites ranging from pocket parks (approx. 10,000 sf.) to sites up to 1 acre, for a total of up to 2 to 3 acres, at locations shown on Figure 9. The final configuration of these parks would be based in part on opportunities, such as future private development and City capital improvements.~~

Trails

Goal 4-3: Encourage maintenance and use of existing trails and development of additional trail connections to complement sidewalk and roadway connections.

MUTC/High School Road Trails

WMP 4-3.1: ~~Develop mid-block north/south and east/west trail systems that complement the proposed sidewalk and roadway improvements program. Actively work to develop the trails identified in the Non-motorized Transportation Plan and Acquire land, rights-of-way, R.O.W. and/or easements as necessary, to and develop the following trails:~~

- ~~Two major north/south connections between Winslow Way and High School Road: the area between SR 305 and Ferncliff to John Nelson Park and a trail from Waterfront Park to the High School Road area.~~
- ~~An east-west pedestrian connection at Knechtel and a pedestrian overpass of SR 305. Consider paving this trail.~~
- ~~A mid-block trail system from lower Grow Avenue and the Navy site to the Winslow retail core, including the new street adjacent to the B.P.A., continuing onto and connecting with the ferry terminal area. This path would be more urban in character and would be integrated into future retail or mixed-use activities.~~
- ~~Connect to trail system to be developed from Madison Avenue to Grow Avenue through to Weaver Way, using Shepherd Way right-of-way.~~
- ~~An east/west connection from Nakata Avenue to Madison Avenue at Wallace Way.~~

WMP 4.3.2: Work with Washington State Ferries to ensure preservation of open space and trail connections in Winslow throughout redevelopment of the ferry terminal.

Trails Outside MUTC/High School Road Districts

WMP 4-3.3: ~~Encourage additional neighborhood trails that offer mid-block connections in residential areas of Winslow, and that provide connections to destinations such as schools, waterfront access points, parks, and surrounding residential neighborhoods. Numerous opportunities also exist to develop trails to destinations beyond the Mixed Use Town Center, such as schools, waterfront access points, parks, and surrounding residential neighborhoods. Additional neighborhood trails are encouraged in the residential areas of Winslow that provide mid block connections. Links to areas outside the Mixed Use Town Center are shown on Figure 10.~~

WMP 4-3.4: A multiple-use greenway system should be developed, linking downtown neighborhoods with parks, public lands, pathways, farms and remaining forests with pedestrian trails and bicycle pathways. (WT)

Waterfront Trail

WMP 4-3.5: The missing link of the Waterfront Trail should ~~would~~ be ~~completed filled in~~ from Waterfront Park to the foot of Madison Avenue. ~~The City should work to obtain easements, where possible,~~ to extend the trail to the head of Eagle Harbor.

The Ravine

~~Land use policies should be implemented to preserve the Ravine as green space.~~

Road-Ends

WMP 4-3.6: Identify road ends in Winslow as view corridors and shoreline public access points by providing signage and other improvements as appropriate. (WT)

Eagle Harbor Pedestrian Bicycle Bridge

WMP 4-3.7: Explore the possibility of a pedestrian bicycle bridge across the head of Eagle Harbor.

Streets as Part of Open Space Network

Goal 4-4: ~~Streets would be improved~~ streets so that they are ~~could be~~ a part of the open space network, with sidewalks or paths as appropriate.

WMP 4-4.1: A variety of green and gathering spaces should anchor the main streets in Winslow. The community should form partnerships to develop well-designed parks, streets, pathways and public facilities, to preserve the character of the downtown. (WT)

WMP 4-4.2: Provide open space amenities along Winslow Way and other streets, including trees, small gardens, seating, art, to create a streetscape that serves as a stage for community gatherings and a gallery to showcase art and gardens. (WT)

WMP 4-4.3: Incorporate courtyards into development to create a pattern of lined spaces or public and private gardens and gathering spaces that are inviting to the public. (WT)

WMP 4-4.4: Gathering spaces should be incorporated by allowing buildings to be set back from the street, particularly at intersections, to provide gathering spaces. (WT)

WMP 4-4.5: The section of Winslow Way, between Madrone Lane and Harbor Way, will become a centerpiece, designed as a civic plaza that can be closed occasionally for community celebrations. (WT)

~~Use of Existing Land or Right-Of-Way~~

~~Utilize existing vacant or under-developed land before acquiring more costly properties.~~

Retain Right-of-Way and Easements

WMP 4-4.6 The City should refrain from allowing rights-of-way and easements to be vacated unless it can be demonstrated that they cannot be used to provide better pedestrian access, gathering spaces, greenbelts, or other open space amenities.

Section 5. Chapter 5 of the Winslow Master Plan, “Public Facilities,” is amended as follows:

CHAPTER 5 PUBLIC FACILITIES

EXISTING CONDITIONS: PUBLIC FACILITIES

~~Public buildings are shown on Figure 12. Many public buildings are located along Madison Avenue, which is beginning to emerge as a civic corridor containing a number of public buildings. A fire station anchors the north end. The public library, school district offices and High School flank the intersection of High School Road and Madison Avenue. A substantial expansion of the public library was completed in 1997. The City has acquired property fronting on Madison for a new city hall. City Hall and the Bainbridge Performing Arts Center (BPA) is are also located squarely in the center of the older part of town and is accessed from Madison Avenue, immediately north of Winslow Way. In between City Hall and BPA there is an open pedestrian space that hosts the Farmers Market through the growing season. The Bainbridge Island Historical Society and Museum is adjacent to BPA, on Ericksen Avenue. The Commons on Bjune Drive provides space for community meetings and senior citizen services and activities. The primary One of the two post offices on the island is located between Winslow Way and Bjune Drive. East of the retail corridor of Winslow, the police department occupies the corner of Winslow Way and Highway 305. This Master Plan can establish a strong, coherent civic role for public buildings and outline the subsequent actions necessary for such a role.~~

The Washington State Ferry Terminal generates major activity in Winslow and provides a vital link to Seattle and the east side of Puget Sound. The terminal is a regional facility that serves Bainbridge Island and the rest of Kitsap County. It serves auto, pedestrian and bicycle modes of travel and often operates beyond capacity during peak hour periods and on summer and holiday weekends.

COMPREHENSIVE PLAN FRAMEWORK

~~Beyond the facilities identified above, a The Comprehensive Plan identified downtown Winslow as the preferred location for the city hall. A specific need for other types of public buildings was not identified in the plan. However, inherent in the concept of the Mixed-Use Town Center is the notion that a range of public facilities could be available over time to add to the existing variety.~~

The installation of works of art along streets, in parks, and in public buildings would strengthen the image of the community. The City has a “One Percent for Art” program that applies to public projects, but techniques could be used to encourage privately provided public art.

~~Gateways into Winslow are needed. There is little sense of entering Winslow from any direction, aside from that provided by the modest clock tower at City Hall. Some combination of a marker element, landscaping, lighting, and signage could provide a gateway effect at various locations.~~

Goal WMP 5-1: Enhance Downtown Winslow as the Civic, Commercial, and Cultural center for Bainbridge Island

WMP 5-1.1: The Winslow Mixed-Use Town Center, and the Core District in particular, is the preferred location for public facilities. This encourages Winslow’s continued role as the Island’s center of culture, commerce, and community.(WT)

WMP 5-1.2: Provide gateways into Winslow with a combination of a marker element, landscaping, lighting, and signage that provides an entry effect at various locations. The use of the name “Winslow” should be encouraged in these gateway signs.

WMP 5-1.3: Informational kiosks, parking and directional signs should be developed to direct the public to public facilities in downtown Winslow. Such kiosks and signs should be located at key intersections and near off street parking sites (WT).

WMP 5-1.4: The U.S. Post Office is an anchor of Winslow, and the direct customer service function should be encouraged to remain in downtown Winslow. (WT)

WMP 5-1.5: Consider building a public parking structure or other public parking facility to serve the Winslow retail core. (WT)

WMP 5-1.6: The City should work closely with adjacent properties on transitions and opportunities for enhancements to all public facilities. (WT)

WMP 5-1.7: Public restroom(s) should be constructed in convenient downtown locations to serve Winslow residents and visitors. Private development should be encouraged to provide publicly available restrooms where practical.

WMP 5-1.8: Increase the public space in market square, including covered space for artists and farmers market built on top of underground parking build on top of underground parking at the south edge of the existing park. (WT)

Goal WMP 5-2: Public Facilities Should Set an Example for New Development, Incorporating Sustainability and Amenities

WMP 5-2.1: New or renovated public facilities should incorporate low-impact and “green” building techniques and development standards into their design. (WT)

WMP 5-2.2: Public facilities should incorporate amenities such as wider sidewalks, transit stops, public art, street trees, and bicycle accommodations wherever possible.(WT)

WMP 5-2.3: Works of art or other public amenities should be installed along streets, in parks, and in public buildings in a manner that symbolizes the history and character of the community. The City has a “One Percent for Art” program that applies to public projects, but incentives could be used to encourage privately provided amenities such as public art, gallery space, or public gathering spaces.

WMP 5-2.4: Any construction to Winslow Way should be considered an opportunity to add amenities such as power, water, and overhead banner improvements to support a future “street fair” opportunities. (WT).

Goal WMP 5-3: Improve the Visual and Physical Connection between Winslow and Eagle Harbor

WMP 5-3.1 Waterfront Park is the primary public link between downtown Winslow and Eagle Harbor. New public amenities for the park such as enhanced beach access, concessions, docks, marinas, or mooring should be developed in accordance with the park’s master plan. (WT)

WMP 5-3.2 Future Waterfront Park planning should consider incorporating a walk-on water taxi linking Waterfront park with other Eagle Harbor waterfront areas. (WT)

Goal WMP 5-4: Seek Opportunities for and Encourage the Development of Public Buildings and Public Spaces

WMP 5-4.1 As the population increases, additional multipurpose public meeting spaces could be built, either by expanding existing facilities, such as in the Commons, City Hall, BPA or the library, or building new ones. Incentives should be developed to encourage developers to incorporate multipurpose meeting space into the design of new residential or mixed-use development.

PUBLIC BUILDINGS AND PUBLIC SPACES

~~Construction of a new city hall north of Winslow Way in the vicinity of the Performing Arts Center is expected to begin in the fall of 1998. The core area will have more parking, serving as a common pool of parking for commercial uses. And, as the parking lots in the vicinity of the ferry terminal are redeveloped for housing, parking could be contained within one or more structures there.~~

~~As the population increases, additional multipurpose meeting spaces could be built, either by expanding existing facilities or building new ones.~~

~~Unique pieces of art could be integrated into streets and public facilities in a way that helps symbolize the history or character of the community as part of the “One Percent for the Arts” program.~~

~~Gateways into the town center are to be developed. These could involve landscaping, lighting, graphics, and/or architectural elements.~~

~~Public restroom(s) would be constructed in convenient downtown locations to serve Winslow residents and visitors.~~

~~Over time, additional public facilities may be needed to serve the town center, such as:~~

- ~~• A public parking structure to serve the retail shops along Winslow Way.~~
- ~~• Gallery space for visual arts.~~
- ~~• Indoor recreation spaces (possibly in partnership with private organizations).~~
- ~~• A civic square for community celebrations and events.~~

Section 6. Chapter 6 of the Winslow Master Plan, “Transportation,” is amended as follows:

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.

~~For a more detailed analysis of Existing Conditions, see Appendix B, Winslow Sub Area Plan Transportation Study, Technical Appendix.~~

Traffic Circulation

~~Current~~ Traffic conditions in the Winslow area can be described through understanding analysis of the 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 analysis below, although detailed and complete, does not pretend to show the transportation system at its very best or worst. Rather, this study concentrates on providing results that describe conditions on a typical day.~~

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, ~~trip types~~, 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, d~~During winter a February weekends, daily traffic volumes within Winslow ~~were~~ are 10-15% lower than weekday traffic. During a 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. ~~There is an even balance of entering and exiting volumes, implying that the ferry system has less of a directional impact on Winslow's roadways than during the weekdays.~~

Trip Types

~~Winslow is mainly affected by three types of trips: internal trips, trips with a Winslow destination and through trips.~~

~~Internal trips are those made within Winslow by residents of Winslow. These trips typically are related to shopping, use of public facilities (libraries and schools) and work trips. Reductions in the number of internal trips made by automobile could help relieve existing and future congestion. Because of their proximity to both the ferry terminal and shopping, many residents are already able to walk to many of their destinations. The limited pedestrian facilities in Winslow likely reduce the number of residents who actually walk.~~

~~Winslow destined trips are trips originating outside of Winslow, where the purpose (destination) of the trip is to visit, shop or use services within Winslow. These trips, although mostly made by private automobile, are generally considered beneficial to the community, because they help support the commercial establishments within Winslow.~~

~~Through trips use Winslow streets to get to another destination. The traffic associated with these trips unnecessarily adds traffic to Winslow area streets and intersections without benefiting the community. A study of vehicle through movements was conducted on July 25, 1996 to assess the number of these trips during the p.m. peak hour.¹ As seen in Figure 13, nearly 60% of the through trips from Winslow Way to Wyatt Way do not stop to use services within Winslow. Similarly, nearly 53% of trips west along High School Road are through trips. It is desirable for the community to maintain or increase the number of Winslow destined trips while reducing or eliminating the number of through trips to reserve street capacity for Winslow growth and access to Winslow businesses.~~

Intersection Levels of Service

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

Traffic varies seasonally, weekly, daily, hourly and even by minutes. This study concentrates on describing operations during the peak hour of daily traffic which occurs from 4:30 to 5:30 p.m.

Based on the guidelines for traffic impact analysis, intersection operating conditions were evaluated using the *Highway Capacity Manual, Third Edition*, updated 1994, and *Highway Capacity Software* (1994) for signalized and unsignalized intersections. 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

¹ This date would most likely be characterized by a higher percentage of visitor traffic and general recreation traffic in the background conditions but little or no school-related activities. A date during the school year would see a trade of visitor and general recreation for higher school-related trips.

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.

As part of this study, the LOS was calculated for key intersections in the Winslow Sub Area. Table 6-13 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.² All intersections operate at an acceptable LOS under existing conditions; however, the intersection of Winslow Way/SR 305/Olympic Way (LOS E) is rapidly approaching its maximum capacity. As traffic continues to grow, especially as a result of ferry terminal expansion if a third ferry is added at the terminal, 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 6-13
INTERSECTION LEVELS OF SERVICE**

Signalized Intersections	Overall LOS
Madison/Winslow Way	C B
SR-305/Winslow Way	<u>D</u> E
SR-305/High School Road	D

Unsignalized Intersections	Overall LOS
Madison/Winslow Way	C
Sportsman Club/High School Road	<u>C</u> A
Sportsman Club/New Brooklyn	A
High School Way/ Hildebrand	<u>C</u>
Ericksen/Winslow Way	<u>C</u> A
Madison/Wyatt	<u>D</u> E
High School Road/Madison (Round About)	<u>B</u> C

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.

²In the City of Bainbridge Island Comprehensive Plan, the LOS was based on a comparison of the volume of traffic with the capacity of traffic. To add greater detail, this study looks at LOS based on the delay experienced at key intersections.

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

Mode of Departure	Percent by Access Mode	Percent by Egress Mode
Single Occupant Auto Vehicles (includes motorcycles)	28.130.4%	42.2%
Carpool/Motoreycle (driver or passenger)	27.2%	
Picked up at terminal	5.9%	
Pedestrian/Bicycle	53.421.4%	21.5%
Bus Passenger or Shuttle	18.511.2%	36.3%
Other	0.5%	
No response	3.6%	
Total (n=757)	100.0%	100%

Source: *Washington State Ferries 1999 Travel Survey 1993 Origin-Destination Surveys: Final Report*, Parsons, Brinckerhoff, Quade & Douglas Inc., March 1994.

A significant impact is traffic created by ferry loading/unloading and vehicles parking nearby. Table 4 shows how persons depart the ferry during the p.m. peak period.

Of the private vehicles leaving the terminal, 53% of them are single-occupant vehicles, 34% are carpools and 13% are motorcycles.

An average of 80-100 persons per boat are picked up at the terminal by auto, resulting in further traffic impacts.

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 14 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.

Travel Times

~~When given a choice of travel routes, most persons will choose what they perceive is the shortest route to get from their origin to their destination. This may or may not be the shortest distance in terms of mileage. Other factors, such as the average speed, the number of times a vehicle must stop, the delay caused by traffic controls and congestion are all key parts of the route selection process.~~

~~As part of the transportation study for this Plan, three routes were compared to assess the travel times from the ferry terminal (Winslow Way/SR 305) to Wyatt Way/Finch Road. Wyatt Way is the shortest route to get to or from the ferry terminal. However, it is also the slowest route, with an average travel speed of 23.0 mph. On the other hand, the longest route studied, using New Brooklyn Road, has an average travel speed of 31.8 mph., even though seven intersections (few of which give the route right-of-way preference) impact the route.~~

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 local residential streets. Arterials, such as Wyatt Road Way, Madison Avenue, High School Road and Winslow Way are the primary roads for moving people in or through the Winslow sub area. Collector streets, such as Bjune Drive Road, and Ericksen Avenue and Winslow Way, feed the arterials. Residential streets serve neighborhoods. ~~Figure 15 shows the road classifications within the Winslow area.³~~

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. ~~The three lowest ranked segments in the study area are:~~

- ~~1) Wing Point Way east of Ferneliff Avenue (17)~~
- ~~2) East Winslow Way between SR 305 and Cave Avenue (35)~~
- ~~3) Ericksen Avenue between Wallace Way and Knechtel Way (47)~~

Kitsap Transit Circulation

Kitsap Transit provides mainly peak hour service to commuters destined for the ferry terminal. A total of twelve ~~eight~~ routes currently serves the area. Most service is provided to meet peak demand related to

³~~The City of Bainbridge Island's Comprehensive Plan provides descriptions or characterizations of street classifications (See Transportation Element, pg. 24). The City has adopted road standards for each classification of roadway (See Ordinance 96-47, as amended by Ordinance 97-23.)~~

~~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. One route, Route 90, provides the only off peak transit service within the Winslow area. The off peak service runs through Winslow on Winslow Way, Madison Avenue and High School Road between 9:00 a.m. and 3:00 p.m. approximately once per hour. The route then continues north to Poulsbo. Hourly weekend service is also provided by Route 90 from 8:00 a.m. to 5:20 p.m. on both Saturdays and Sundays. These service levels are not enough to generate much transit ridership outside of peak hour service. According to the 1993 WSDOT study, 11.2% of ferry terminal passengers use transit.~~

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 a four-foot nonstandard bicycle lanes between Hildebrand and Sportsman Club Rd. Construction of bicycle lanes on Ferncliff Avenue has bike lanes on both sides between Winslow Way and High School Road has been funded and construction is scheduled to begin in 1998.~~

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

~~Figure 16 shows the existing sidewalk network. Currently, the streets serving Winslow offer little in the way of facilities for pedestrians. In some locations, notably Ericksen Avenue, there are no sidewalks. Along other streets, such as Madison Avenue, sidewalks are narrow and expose pedestrians to fast-moving traffic. Even along Winslow Way, within the core, the sidewalks are very narrow and are not conducive to leisurely strolling. Recent pockets containing seating and a bit of paved area have added substantially to the character and pedestrian ambiance of the street. High School Road has sidewalks but little else and has a road system that encourages vehicles to move fast. There are no standards for the range of elements that contribute to the convenience, comfort and appeal of the streetscape. There are no standards regarding the type and installation of street trees. There is no lighting fixture scaled and arranged to support pedestrian movement. Except for along segments of Winslow Way West, there are virtually no street furnishings such as seating, waste receptacles, drinking fountains, or coordinated newspaper racks that could reinforce the pedestrian setting. Standards and guidelines are useful for directing the location, width, and finishing of sidewalks, crosswalks, and mid-block connections and ensuring that there is continuity and compatibility.~~

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.~~

~~This section describes existing parking conditions, including parking supply and utilization, parking turnover and duration, parking restrictions, ferry terminal parking and other parking issues.~~

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, the following supply exists:

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 ⁴ (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.

~~Winslow Way (on street): 116~~

~~Bjune/Brien (estimated on street and permit): 142~~

~~Madison (on street): 3~~

~~Lot spaces north of Winslow Way (includes permit): 252~~

~~Lot spaces south of Winslow Way (includes private/permit): 360~~

~~Total parking in Winslow downtown: 873 spaces~~

~~Parking utilization is defined as the demand for parking as a percentage of supply. For example, if there are 100 parking spaces and 75 are taken, the parking utilization is 75%. Generally, numbers above 85% are considered at “full utilization” for on street parking — the average driver will have little or no~~

⁴ 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.

~~opportunity to find an available space. For parking lots, utilization at or above 90% is considered full utilization. As seen in Figure 17, much of the parking near the Town and Country Market is above the full utilization standard. There is some indication that available parking does exist under peak conditions, albeit in less convenient areas. The perception of the community is that additional parking that is convenient to primary destinations, such as T&C Market, will be needed in the future.~~

Most parking limits in the downtown ~~core~~ Core District allow 2 hour parking between 6:00 a.m. to 6:00 p.m., Mondays through Saturdays. On ~~Bjune Drive/Brien Drive~~, four-hour parking zones exist, long enough to be used for a brief ferry trip. On weekends, the ~~four hour~~ parking spaces along Bjune and Brien Drives are reserved for boat trailer parking only.

~~Some factors that are important to parking analysis are the average length of time vehicles are parked and the number of times a space becomes available during a specified period of time. A study was done to examine the parking duration over a three hour period for 30 randomly picked spaces at the T&C market (spaces in the north and west lots only, to avoid employee parking). Over 90% of the vehicles were parked for less than one hour in the lot, implying that drivers are patrons of the store. However, 9% were parked for much longer periods of time (more than 1.25 hours), raising the possibility that some ferry patrons are using the lot.~~

~~Parking turnover numbers show the average number of times parking spaces are vacated during the 3:00 p.m. – 6:00 p.m. period. With a two hour limit on Winslow Way, one would expect turnover rates above 0.66 if the full two hour period was used. On street parking on Winslow Way had a turnover rate between 2.6-5.7, indicating that the majority of vehicles were parked from 30-75 minutes. These higher turnover rates indicate that shorter parking restrictions (90 minutes) could be put in place without inconveniencing shoppers. Opportunities for employee parking have been provided around the periphery, and businesses actively encourage use of these spaces or alternate means of access.~~

Ferry Terminal Parking

~~Figure 6.2 18 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 This study 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 parking in the Core, Gateway, and Ferry Terminal Districts is 1,147, including increased supply in some lots, is approximately 1,121 spaces within the Ferry Terminal Zone. (173 parking spaces in the Gateway District are available for commuter parking.) 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.~~

~~Parking in the ferry terminal lots is fully utilized at approximately 91%. This includes monthly and carpool parking that is less likely to be fully utilized on a daily basis. Generally, available ferry parking fills up during a.m. peak commute hours, leaving little available parking for those who need to travel by ferry during midday hours.~~

~~Ferry terminal parking caters to commuters and those parking for the day. The 185 space carpool/vanpool lot contains 30 spaces for those arriving after 9:00 a.m. Generally, this lack of mid-day parking may create more pedestrian trips to the terminal; however, it may also result in more vehicles traveling to pick up and drop off passengers, as well as illegal parking in private lots.~~

COMPREHENSIVE PLAN FRAMEWORK

Comprehensive Plan policies identify the need ~~for~~ 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 will maximize pedestrian circulation in the Core, increase safety, encourage efficient multimodal transportation and improve transit. 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 does not provide specific guidance for developing the character and quality of the streetscape. However, it~~ The Plan promotes design guidelines to encourage on-street parking, more crosswalks, street landscaping and trees, and slow moving vehicular traffic. Streets are ~~to be~~ considered as part of the public open-space system 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 ~~Bike Access 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 limited. 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 ~~it also serves to~~ divide the Island community. The Comprehensive Plan recognizes the importance of the route, but also aims to minimize its divisiveness. Improvements to SR 305 ~~would be limited so as to~~ 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 its scenic character of the highway. ~~The highway would not be widened, and the placement of signs would be minimized.~~ 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. ~~The Plan also acknowledges the SR 305 Corridor Study which had just gotten underway at the time the Comprehensive Plan was adopted.~~

State Route 305 ~~The road~~ 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 ~~has been the focus of~~

~~a detailed study to determine future needs. That study, entitled (SR 305 Corridor Analysis Major Investment Study, 1997) (Draft, November 1996), contains 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, (Any long term improvements would need to be consistent with the Bainbridge Island Comprehensive Plan and Winslow Master Plan); 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.~~

Figure 14

Ferry Terminal Circulation

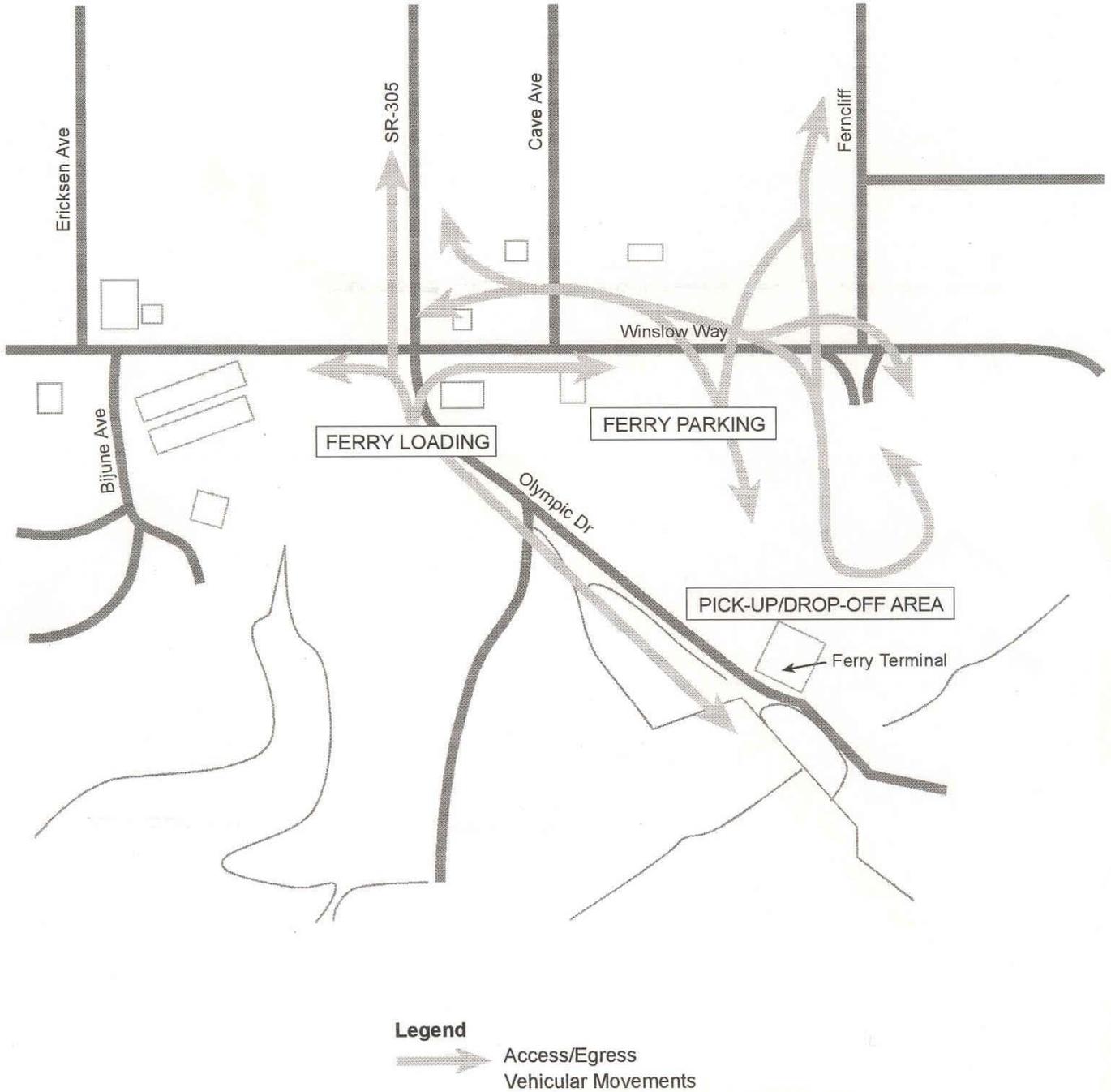


Figure 6.1

Figure 18

Ferry Parking Supply

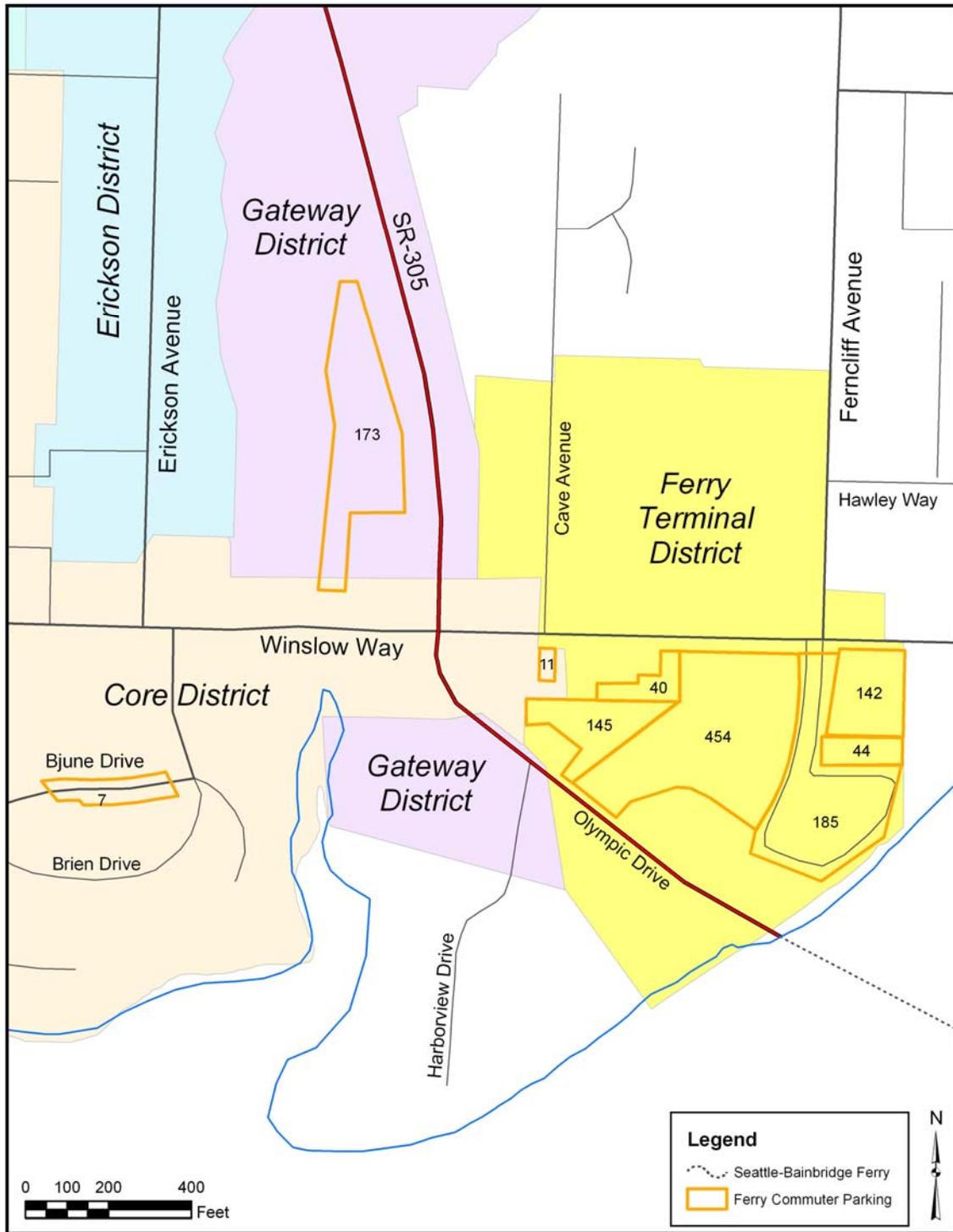


Figure 6.2

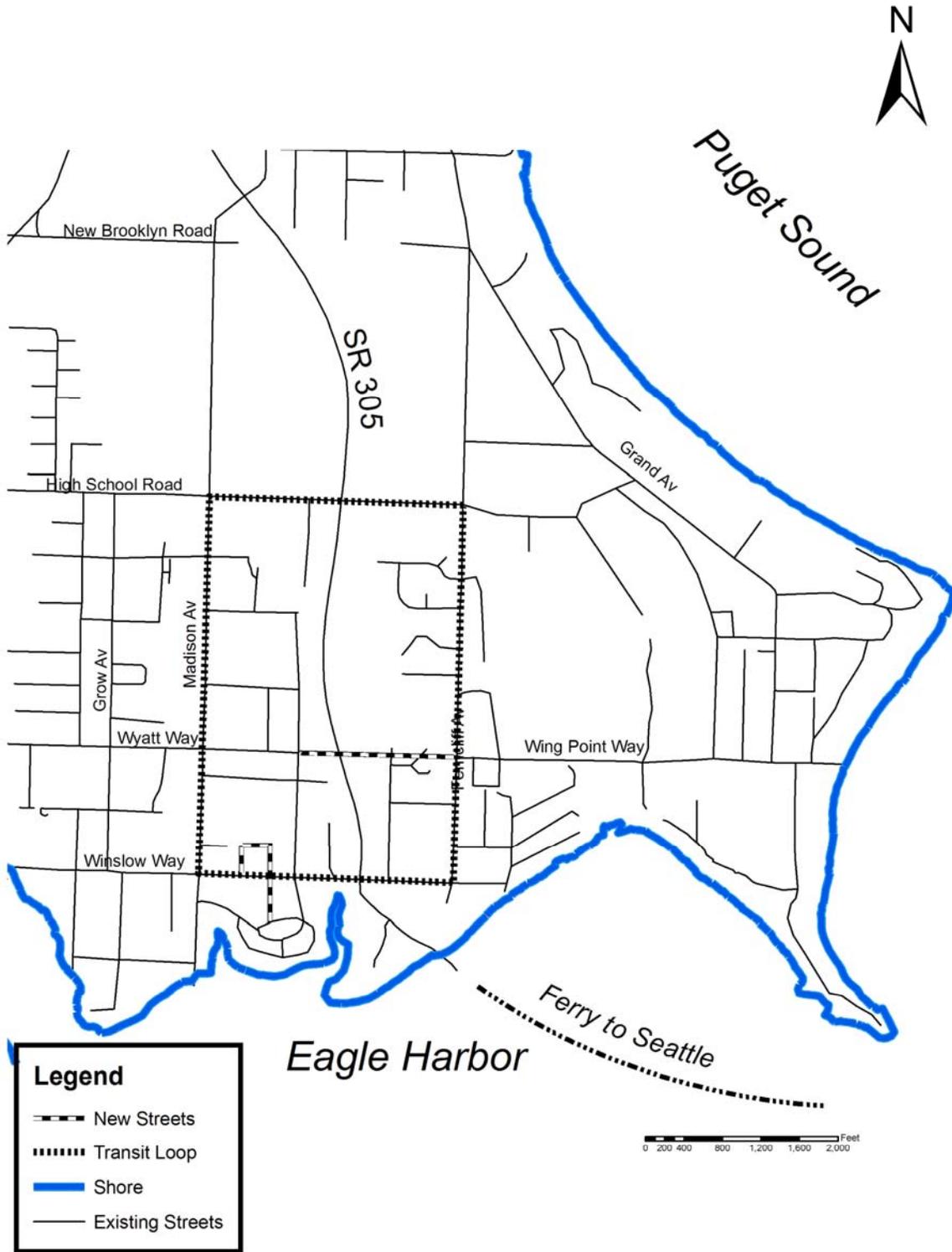


Figure 6.3

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 ~~extensively~~ 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. (WT)

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. (WT)

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. (WT)

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. (WT)

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. (WT)

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

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. (WT)

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.

Transportation Elements

Vehicle transportation improvements would be modest.

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 ~~concentrated~~ in the core to provide sufficient safety and ADA needs 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 (WT)

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. (WT)

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. (WT)

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. (WT)

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. (WT)

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

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. (WT)

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

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.” (WMP/ WT)

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

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. (WT)

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. (WT)

Policy WMP 6-7.4:

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

Policy WMP 6-7.5:

Incorporate bicycle parking into capital and redevelopment projects. (WT)

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. (WT)

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

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

Upon initiation and direction of the City Council, consider the connection of Ericksen Avenue and Hildebrand Lane between Wallace Way and High School Road, and the alignment of the Ericksen Avenue and Bjune Drive intersection as proposed and outlined in the Island Wide Transportation Study (February 2004) and recommended in the Winslow Tomorrow Draft Circulation and Access Recommendations (January 2006.) This may require review and update of previous studies of the proposed connection and may require additional intersection changes to minimize adverse impacts to the High School Road/Hildebrand Lane and the Ericksen Avenue/Winslow Way intersections. The connection should provide access along the corridor and include necessary intersection, non motorized facilities, and traffic calming improvements. (WT)

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

(a) if 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 on both sides 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 State Highway 305 by extending Wyatt Way from Ericksen Avenue to Ferncliff. (WT)

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. (WT)

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. (WT)

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. (WT)

Policy WMP 6-8.8: Madrone Lane

Preserve Madrone Lane for public access. (WT)

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

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.

By-Pass Route

~~A designated ferry commuter bypass route would be established utilizing SR 305/Madison to New Brooklyn Road Sportsman Club Road Finch Road, to provide a time effective alternative to traversing through the Winslow core (see Figure 19.) This bypass route, which currently exists, would receive priority right of way geared to the evening commute along its entire length to gain travel time over existing conditions. Disincentives in the form of increased travel time would be built into the Winslow core route through a variety of traffic calming techniques (stop signs, on-street parking, street trees, etc.).~~

~~The bypass should be constructed only after construction is finished on Grow, Madison and Ericksen Avenues to ensure safety for pedestrians and bicyclists, and after improvements are made to SR 305 between High School Road and Madison Avenue to make the bypass work effectively. The following actions are recommended to implement the bypass:~~

~~**Intersection Modifications:** A new intersection and signal would be constructed at the intersection of Madison Avenue and SR 305. This would serve as the preferred access. The intersection will have a left turn pocket for northbound traffic and right turn lanes for southbound and eastbound traffic.~~

~~**Signal Coordination:** To maximize the efficiency of this route, the signals along SR 305 would be coordinated between High School Road and Madison Avenue in the northbound direction.~~

~~Allow priority to through traffic along the by pass route at the following intersections:~~

- ~~● Madison Avenue/New Brooklyn Road~~
- ~~● New Brooklyn/Sportsman Club Road~~
- ~~● High School Road/Sportsman Club Road~~
- ~~● Sportsman Club Road/Finch Road~~
- ~~● Wyatt Way/Finch Road~~

~~Prior to implementation of the bypass, the City will work with the Bainbridge Island School, Parks and Fire Districts to minimize any impacts the bypass could have on school, park and fire activities.~~

~~**Discussion:** Development of the bypass is seen as a means to reduce the negative impact of through traffic (estimated at 35% of total volume) on the Core area retail and pedestrian environment while allowing continued easy and direct access for those wishing to utilize services in the Core. By reducing the number of vehicles turning left onto Winslow Way from Olympic Drive at SR 305/Winslow Way, congestion in the Core would be greatly reduced. The SR 305/Winslow Way intersection should be designed so that it functions as a major gateway into Winslow.~~

Ericksen Avenue

~~Ericksen Avenue should be opened from Wallace Way north only:~~

~~(a) if 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 on both sides 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.~~

New City Hall Access

~~A new access would be constructed from Madison Avenue through to Ericksen Avenue, connecting the new City Hall and the Bainbridge Performing Arts facility. This access could also serve new parking and infill development that could occur north of Winslow Way. (See Figure 19 for location of this new access.)~~

Winslow Transit Loop

A transit loop would circulate through the Winslow core and connect with the ferry terminal, providing a transportation alternative for certain commuters and residents. The proposed route would travel in both directions along Winslow Way, Madison Avenue, High School Road and Ferncliff and would serve the ferry terminal. The shuttle would begin operation just after the completion of the peak hour runs by Kitsap Transit and continue throughout the day and into the early evening (approximately 9:00 a.m. to 9:00 p.m.). This will provide off peak service in the area, a tourist connection from the ferry terminal into Winslow and a connection between the Winslow Way and High School Road shopping centers. The service would operate approximately every 15 minutes. (See Figure 19 for routing of transit loop.)

Ferry Service to/from South Side of Eagle Harbor

A private ferry service across Eagle Harbor to Waterfront Park and/or the south side of the ferry terminal should be encouraged.

Figure 19

Common Transportation Elements

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. (WT)

Policy 6-10.1: Traffic calming measures shall be ~~are~~ designed and implemented to reduce and control travel speeds within the Winslow area and on key arterials that serve as “gateways” to the town (see Figure 19).

In general, the decrease in automobile travel speeds will be offset by gains in comfort for pedestrians and bicycles.

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.

Specific changes will include:

No additional traffic signals are planned within the Winslow area as part of the Plan. The following intersections should have some type of traffic calming, such as stop signs or roundabouts:

- ~~Madison Avenue/Wallace Way~~
- ~~Ferncliff Avenue/Winslow Way~~
- ~~Ferncliff Avenue/Wing Point Way~~
- ~~Ericksen Avenue/Winslow Way~~
- ~~Grow Avenue/Winslow Way~~
- ~~Ericksen Avenue/Wyatt Way~~
- ~~Possibly Grow Avenue/Wyatt Way and others as appropriate.~~

Mid-block crossings should be installed where practical, specifically:

- ~~Madison and Inland,~~
- ~~Madison and Wallace,~~
- ~~Madison mid-block between Wyatt and Winslow Way~~
- ~~Grow Ave. between Winslow Way and Wyatt.~~
- ~~Eriksen Ave. at Wallace Way~~
- ~~Two on High School Road between Madison Avenue and SR 305 and one on High School Road between SR 305 and Ferncliff Avenue~~
- ~~Several locations for on-street parking have been identified on streets with high levels of commercial activity such as Winslow Way and portions of High School Road.~~

Streetscape

~~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.~~

~~Changes to roadway design could include narrowing of travel lanes, installation of sidewalks, crosswalks and bicycle lanes. Primary commercial streets would have wider sidewalks. Landscaping and amenities would be included to increase the visual appeal of streets. Some streets would be fitted with special pedestrian-scaled light fixtures, street furnishings and transit shelters as appropriate.~~

~~Variations to these standards due to ADA requirements, funding or liability issues must also reinforce street character and facilitate pedestrian and bicycle access.~~

~~Street design should include two levels of standards:~~

~~**Type A Street**— Madison Avenue from Parfitt Way to High School Road; Winslow Way from Grow Avenue to Ferncliff, Brien Drive and Bjune Drive have been identified as streets that are appropriate for enhanced amenities, sidewalks with special texture standards; concrete curbs; street trees, pedestrian scaled lighting; landscaping; benches and trash receptacles; and banners and flower boxes.~~

~~**Type B Street**— All remaining streets within the Winslow Master Plan Primary Study Area are targeted for improvements such as sidewalks, curbs, street trees; pedestrian-scaled lighting and landscaping and benches~~

See Non-Motorized Transportation Plan for Specific Street Plans

Knechtel/Wyatt Right-Of-Way to SR 305

~~The City should ensure that the right-of-way exists to connect SR 305 to Wyatt Way or SR 305 to Knechtel Avenue.~~

Pedestrian and Bicycle Facilities

Pedestrian Circulation

~~An extensive pedestrian system of sidewalks and trails shall be developed in the primary area with key linkages into the secondary study area in accordance with the Master. Streets shown on Figure 21 would receive sidewalks on at least one side to provide a safe, continuous system for pedestrians. 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. A trail network has also been designated in the Master Plan. (See the Open Space/Trails Policies.)~~

~~The pedestrian circulation system should be designed to avoid discontinuity.~~

Bicycle Circulation

A basic bicycle circulation system is incorporated into the roadway network to serve both commuters and recreation needs. This system is shown on Figure 21 and is included in the specific street standards above. Due to the relatively intense nature of development in Winslow, no separate recreational bike paths are shown. However, recreational bicyclists would be able to use new trails that will be developed in accordance with the Master Plan.

Figure 21

Pedestrian & Bicycle System Plan

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. (WT)

Parking — Non-Commuter

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. (WT)

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

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. (WT)

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. (WMP/WT)

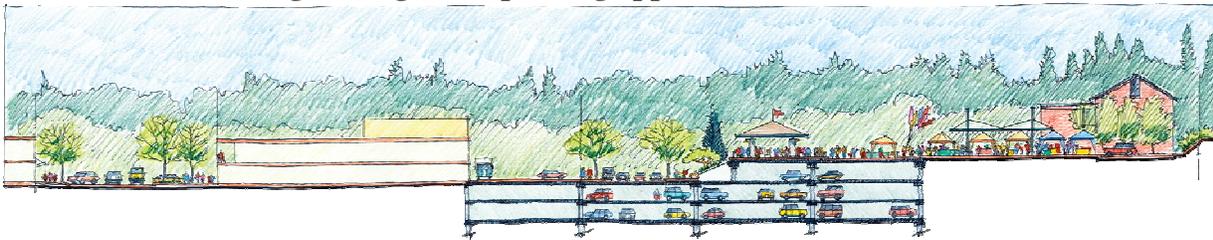
Policy WMP 6-11.4: Add on-street parking wherever feasible, either by creating on-street spaces where there were none previously, by converting parallel spaces to diagonal or by including on-street parking

spaces in the design of new streets. Specifically, investigate the following locations for potential addition of on-street parking:

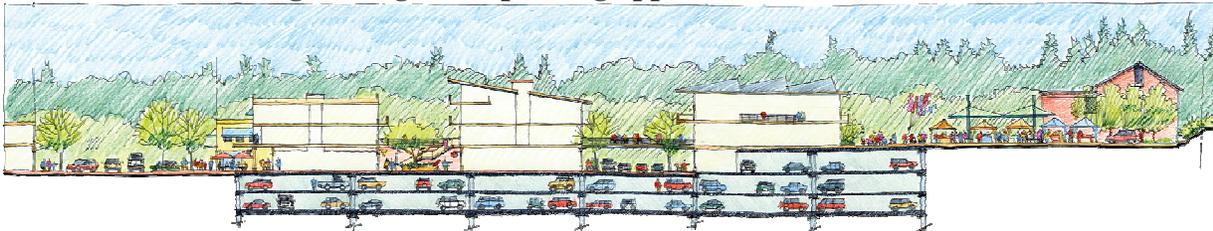
- Madison Avenue between Parfitt Way and Wyatt Way (new spaces);
- Bjune Drive (conversion of parallel to diagonal);
- Winslow Way west of Madison Avenue (new spaces).
- Winslow Way just west of SR-305;
- Ericksen north of Winslow Way. (WT)

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. (WT)

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: Plan for future paid parking. (WT)

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

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

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. (WT)

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

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. (WT)

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. (WT)

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.

~~A series of 3–4 smaller surface lots (20–30 cars) also would be sited around the core within 200 feet of Winslow Way and lower Madison (south of Wyatt), or one or two small lots and structured parking of approximately 190 spaces would be developed in conjunction with the new City Hall. These lots would be acquired, developed and operated by a City of Bainbridge Island Parking Authority or another agency or entity designated by the City. Suggested “target” locations are shown on Figure 22. The increased parking supply may require a more focused parking enforcement effort to assure that these spaces are not utilized for ferry terminal parking.~~

~~On-street parking would continue to be allowed on Winslow Way and would be added to a portion of High School Road.~~

Parking Management and Enforcement

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.

Figure 22

Potential New Short-Term Parking Options

Commuter Parking — Commuter

Goal WMP 6-13:

Commuter parking within the Ferry Terminal 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 District shall be limited in number and/or area 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 District, Winslow, and Island-wide; and
- Encourage transit, non-motorized, and other travel methods as alternatives to low-occupancy vehicles. (WMP)

Policy WMP 6-13.2: Consider incentives to encourage provision of parking for non-commuter ferry passengers in off-peak hours (e.g. after 9 am). (WMP)

Specifies

- ~~Develop a comprehensive streetscape improvement program that is integrated with a traffic/parking program and an open space/pedestrian trail program that responds to the projected land use changes and density increases for the area.~~
- ~~Concentrate pedestrian amenities in the core while providing sufficient safety and ADA needs (sidewalks and lighting) for those streets where commuters/residents walk.~~
- ~~Concentrate improvements in the area defined by Grow Avenue, Winslow Way, Ferneliff Avenue and High School Road with a first phase of work on the portions of the following linked streets: Winslow Way to lower Ericksen to, portion of Wyatt to, a portion of Madison and the new connection at the B.P.A./City Hall.~~
- ~~Phase improvements with other roadway/bicycle improvements as development occurs.~~
- ~~Where possible, utilize existing infrastructure.~~
- ~~Work with WSDOT to improve traffic, pedestrian functions and visual quality at the intersections of SR 305 with High School Road and Winslow Way and Sportsman's Club Road.~~
- ~~Where appropriate, retain some of the natural drainage swales along the streets with low pedestrian volumes. Retained swales will support natural water quality efforts, retain the more "small town" character and save money.~~

Improve Transit Services and Facilities

Goal WMP 6-14:

Increase transit service to and within Winslow.(WT)

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. (WT)

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

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.

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.

Section 7. Chapter 8 of the Winslow Master Plan, “Utilities,” is amended as follows:

CHAPTER 8 UTILITIES

EXISTING CONDITIONS

Overview

The Winslow area is served by three publicly owned and operated utilities: water, sanitary sewer and storm drainage. Each system has a detailed system plan prepared consistent with the policies of the Water Resources Element of the Comprehensive Plan and updated as necessary. Each system plan identifies existing deficiencies and recommends improvements necessary to serve existing development as well as projected future population growth. Each system is briefly described below. In all cases, the existing capital facilities plans for the systems would allow for development levels contemplated in the 1994 Comprehensive Plan. Minor service routing will need to be made for actual development scenarios, but City wide needs will remain the same.

Water

~~The study area is served by the Winslow water system which is a utility owned and operated by the City of Bainbridge Island under the direction and control of its Public Works Department (see Figure 24). A Water System Plan was prepared by R.W. Beck in 1992, and incorporated by reference into the adopted City Comprehensive Plan. In July of 1995, R. W. Beck reviewed the system plan and concluded that the existing water system has adequate sources of supply to meet both present and projected demand in the historic Winslow area through the year 2012 (“Bainbridge Water Plan,” July 1995). Improvements were identified, such as increasing pipe sizes in the distribution system and increasing storage in the system to provide adequate fire flow.~~

~~The Winslow water system is supplied from 10 wells with a total yield of 1,678 gallons per minute or 2.4 million gallons per day. The distribution has approximately 20 miles of pipe and four storage reservoirs serving two pressure zones. Because of the City’s new design standards requiring a minimum of eight-inch ductile iron for water mains, much of the system has to be upgraded. Although domestic service is adequately served, fire flow requirements of 3,000 gallons per minute for commercial and multi family areas and 1,000 gallons per minute for single family residential areas are not always available with the existing distribution system. The identified deficiencies are in the lower zone, such as the Wing Point area and some downtown areas. The downtown area fire flow currently is limited to less than 1,500 gallons per minute. Corrections to undersized pipes, as shown in the water comprehensive plan, should reduce the inadequate fire flows.~~

~~Storage reservoirs have the usable capacity of 405,000 gallons. Additional storage of approximately 1.7 million gallons is required in the future to provide for quantity equalization, fire flow and standby volumes.~~

~~Figure 24~~

Winslow Water System Service Area

Sanitary Sewer

~~The study area is serviced by the sanitary sewer system owned and operated by the City of Bainbridge Island. A Wastewater Facility Plan was completed in February 1994 and incorporated by reference in the~~

City's Comprehensive Plan. In July of 1995, R. W. Beck studied the system and concluded that the existing sanitary sewers have adequate capacity to accommodate a projected increase in population to 7,112 by the year 2012 ("Bainbridge Sewer Plan," July 1995).

The adopted Comprehensive Plan established a service area for the Sewer System. Once the wastewater treatment plant upgrade was completed, the proposed future service area boundary was to be re-examined. Since the adoption of the Comprehensive Plan, the upgrade has been completed and the City Council has approved a change in the Sewer Service Area. (February 20, 1997). (See Figure 25).

The collection system includes several miles of pipes of various sizes and 11 pump stations. The 1995 R. W. Beck study analyzed the capacity of each major component and concluded that the capacity of the existing trunk sewers and the pump station will not likely be exceeded by the projected growth.

The sanitary sewer treatment plant has been recently upgraded to handle a flow of one million gallons per day. This is the equivalent of servicing approximately 10,000 people per day at 100 gallons per capita per day and is adequate for development levels contemplated in the 1994 Comprehensive Plan.

Figure 25

Winslow Sanitary Sewer System Service Area

Storm Drainage

The storm drainage system is owned and operated by the City of Bainbridge Island. It consists of a series of natural drainage features such as creeks, ravines and swales together with manmade features such as roadway ditches, culverts and pipe systems. The 1985 Gardiner Engineers report inventories the existing system within the limits of the study area (see also "Bainbridge Drainage Plan," July 1995). The study area has approximately six drainage basins. The drainage basins are shown in Figure 26. Pipe systems in conjunction with the natural features are prevalent in all basins. The quantitative capacity of the system is generally adequate to handle the development in the area if new development uses the WSDOE Stormwater Guidelines. These guidelines require that individual properties detain water and provide water quality features. This would keep flows at or near existing flow rates. Since the city has only localized and minor flooding problems in the developed commercial areas, the capacity of the existing conveyance is deemed adequate. This does not apply to the developing areas where there is a need to detain water and increase system capacity as growth occurs.

For the most part, water quality issues have not been comprehensively addressed although it is felt that the system of roadside vegetated ditches has been effective for normal runoff conditions.

Figure 26

Drainage Basins

COMPREHENSIVE PLAN FRAMEWORK

The Comprehensive Plan contains a separate Water Resources Element to highlight the importance of water resources to the Island. Land use policies should be consistent with prudent use and protection of those resources. New water sources/systems or expansion of existing systems should occur only if the existing quantity or quality levels of existing water supplies is maintained at a sustainable level. Water conservation, water re-use and reclamation should be pursued. Water system infrastructure which may provide water supplies exceeding local needs should not be used to justify development counter to the adopted Comprehensive Plan.

Sewage should be collected, treated and disposed of in a manner that prevents public health hazards and pollution of groundwater, surface water and promotes recharge of the waters of Puget Sound. Siting of additional sewer facilities or the expansion of existing facilities should consider solutions to existing on-site failure problems, as well as planned areas for increased density. Re-use of treated wastewater for irrigation, fire flow and other non-potable uses should be encouraged.

Stormwater runoff should be managed to protect property from flooding and erosion; protect streams and shorelines to avoid the degradation of environmental quality, ecological functions, and natural system aesthetics; protect the quality of groundwater, surface water and waters of Puget Sound. Development should be designed and constructed to minimize disruption and/or degradation of natural drainage systems, using both on-site and off-site improvements. Infiltration is preferred over surface discharge. ~~Zoning and development standards should encourage site permeability and minimize impervious areas by restricting site coverage.~~

MASTER PLAN UTILITIES POLICIES

Overview

A clear vision for Winslow presents opportunities to encourage developers to build more sustainable places. One of the most sustainable actions the community can take to preserve critical areas, forests, working landscapes and the rural character of the island as well as control infrastructure costs is to use land more efficiently and locate the growth in downtown Winslow where services and infrastructure are available. If Bainbridge succeeds in implementing the goal of our Comprehensive Plan to accommodate 50% of the population growth in downtown, we will require less investment in utilities, consume less land and have less impact on water resources and ecosystems. In exchange for allowing more development in downtown, we can require or provide incentives that reduce overall per capita demand on utilities, infrastructure costs, and improves water quality through preservation of open space, trees, creation and enhancement of public parks, or use of green building techniques and green development standards. (WT)

Goal 8-1

Improve water quality, wisely use water resource, and control infrastructure costs through conservation efforts, restoration projects, management practices and more environmentally responsible building techniques and development standards. (WT)

WMP 8-1.1: Improve infrastructure to comply with current environmental standards. (WT)

WMP 8-1.2: Provide development standards, design guidelines and incentives to encourage low-impact and green building techniques. (WT)

WMP 8-1.3: Provide development standards, design guidelines and incentives for preservation of water quality. (WT)

WMP 8-1.4: Provide development standards, design guidelines and incentives to encourage retention of open space, trees, water quality and higher standards of green building. (WT)

WMP 8-1.5: Require sustainable green building standards (eg. LEED silver rating) on all development that exceeds current permitted density to minimize demands on utilities and environmental impacts. (WT)

WMP 8-1.6: Restore habitat and protect forest and water resources. (WT)

WMP 8-1.7: In planning and constructing public infrastructure facilities, protect ecological connections by minimizing adverse environmental impacts and maintaining and protecting shoreline and beaches habitat. (WT)

Water

The Master Plan is based on the applicable goals and policies of the Comprehensive Plan, as amended, including the improvements set out in the R. W. Beck Study, 1995.

Sewer

The Master Plan is based on the applicable goals and policies of the Comprehensive Plan, as amended, including the improvements set out in the R. W. Beck Study, 1995.

Storm Drainage

The basis for calculating the storm drainage system improvements in this Plan is found in the 1985 Storm Drainage Comprehensive Plan prepared by Gardiner Engineers. That Comprehensive Plan, however, generally addressed only quantity concerns. Conveyance, pipes, and system improvements were sized to meet the requirements of full buildout under 1985 land use and zoning. Currently, more attention has been given to open space, thereby making the sizing of the 1985 conveyance system conservative and large enough to handle the anticipated loading. The 1985 Comprehensive Plan developed a series of capital improvement projects for Basins A through F in historic Winslow. Although several of the Comprehensive Plan projects have been accomplished over the last 10 years, it is not surprising that the more expensive projects still remain. The larger scaled projects are generally found in the lower reaches of the basins and are required to increase pipe capacity and improve outlet conditions to Eagle Harbor.

New State storm drainage design regulations and recommendations have been implemented since 1985 requiring water quality enhancement and detention facilities. Although the 1985 Comprehensive Plan required detention in the upper reaches of all sub-basins, additional detention is being recommended to allow for the development of all of Winslow. Typically, the detention facilities shown on the list below occur at least at the midway point up the sub-basins. This is because of the lack of available space in the lower half of all sub-basins in Winslow. The water quality enhancements focus on improvements at three points in the lower ends of Sub-basins B, C, and D. An additional retrofit water quality project is also identified at an existing pond at the Commodore development at the upper end of Weaver Avenue. See Figure 27 for approximate location of recommended improvements.

In addition to the capital improvements shown, there are a number of minor improvements that will be required to alleviate areas of nuisance flooding and backups. The Bainbridge Island Storm Drainage Regulations should be reviewed and updated to bring the design criteria into line with the requirements of the Puget Sound Storm Manual, prepared by the Washington State Department of Ecology (WSDOE). The City should also review the potential of making the requirements stricter than the WSDOE Manual because of the sensitivity of the soils, the natural drainage system and the receiving body of water. The City should also consider extending their surface water utility fees to include capital funding. They currently cover only maintenance costs.

Recommended improvements are set out below:

Storm Drainage Projects	Characterization of Projects
Conveyance	
The conveyance improvements are generally located at the lower part of the sub-basins.	
Conveyance A — Lower Sportsman Club Approximately 1,700 feet of pipe to allow for the release of	To occur concurrently with new development.

Sub-basin A.	
Conveyance B — Wyatt/Grow Improvements to the lower collection system of Basin B upstream of the most recent installation of the release point at the foot of Weaver.	To occur concurrently with new development.
Conveyance C — Lower Madison Currently being designed as a part of the lower Madison improvements. The project consists of approximately 1,100 feet of pipe and a detention facility, which is listed under the water quality enhancements (WQ-C).	Addressed as part of Brien/Bjune/Lower Madison project.
Conveyance D — Ericksen The closing of the ditch system along Ericksen, which may be affected by the scenario selected.	Should occur as part of installing sidewalks.
Conveyance E — Winslow Way/Cave Approximately 3,500 lineal feet of pipeline to allow for the release of storm drainage in the area of Winslow Avenue and Cave Avenue. The development of this particular line may drain to the east or to the west toward the ravine.	Should be included in Winslow Way East project.
Conveyance F — Basin F Improvements The development of collection system improvements in Basin F.	Long Term

Detention Regionalized detention facilities are preferred over a number of small individually maintained detention facilities.	
Detention A — High School Road/Sportsman Club Road Additional detention is desirable at the intersection of High School Road and Sportsman Club Road to protect downstream conditions in Sub-basin A.	To occur concurrently with new development.
Detention B — Basin A at Wyatt Again, another small regional facility in Basin A to detain water and protect the lower reaches of Basin A's release points.	To occur concurrently with new development.
Detention C — Rotary It is anticipated that the Rotary Club ball field site may be required for additional storage for protection in Sub-basin B. Detention D — Mid-Weaver Another Sub-basin B detention pond located in the sub-basin where increased development is anticipated.	One additional detention pond to occur concurrently with development.
Detention E — Sakai Pond Recharge The Sakai Pond area is a known peat bog and potentially a recharge system for the ravine and groundwater aquifer system. This project would develop infiltration systems for the aquifer.	Long Term consideration.
Detention F — Wing Point Way/Lower Golf Course This detention facility is located on the lower portion of the Wing Point Golf Course and may be developed in conjunction	Long Term consideration

with the golf course facility. Also envisioned is a pipe system that will take overflows from the pond down to the beach.	
Water Quality Enhancements	
Water Quality A — Commodore Pond The existing pond is continually laden with sediment. The pond should be divided to provide sediment trapping and the capability to remove sediments.	Maintenance Issue
Water Quality B — Lower Weaver Oil Storage This existing site is an oil storage site which may prove to be a potential cleanup site. It is adjacent to the release point of Sub-basin B.	Identifies Potential Issue
Water Quality C — Lower Madison This facility is an oversized vault which will trap sediments and remove floatable material. It is currently under design as a part of the lower Madison improvements.	Maintenance Issue
Water Quality D — Ferry Terminal Improvements to the ferry terminal including rehabilitation or expansion of existing parking facilities shall have water quality features designed and built into this system.	To occur concurrently with new development.

Not included in the capital lists, but just as important, is a comprehensive review of the design criteria and regulations now in existence on the Island. Potential funding modifications may be required to assist in the payment of basin improvements. Such funding needs may include impact fees, developer charges and sub-basin surcharges.

Figure 27

Storm Water System Improvements

Section 8. Chapter 9 of the Winslow Master Plan, “Capital Facilities,” is repealed.

Section 9. Chapter 11 of the Winslow Master Plan, “Monitoring,” is amended as follows:

CHAPTER 11 MONITORING PROGRAM

MONITORING

Land Use

LAND AVAILABILITY

The supply of vacant land and land with redevelopment potential will be tracked on a bi-annual basis. Methodology of determining redevelopment potential shall remain constant and parcels so identified will be tracked until their status changes. Properties may be added to the list.

RESPONSIBILITY

Planning Department

METHOD

Building Permit Information

TYPE OF DEVELOPMENT (WT)

Sort new development proposals into categories: infill, renovation of existing building, tear down/ replace, or new development.

Planning Department

Building permit information

Track tenant improvement where use changes, i.e. retail to commercial, office to retail.

DEVELOPMENT DENSITY

FLOOR AREA RATIO (FAR)

- Residential (include average dwelling unit size/ number of units)
- Commercial
- Mixed use
- Location

Planning Department

Planning/Building Permit Information

BONUS PROVISION

TRANSFERABLE DEVELOPMENT RIGHTS

- Location of TDR Sending Area
- Cost
- Ratio used
- Location of Receiving Area and whether for commercial/residential

Planning Department

Planning/Building Permit Information

MONITORING

AFFORDABLE HOUSING

- Number of units created
- Size
- Sale price/rental cost
- Qualified Income Level?
- Type of project
- ADA Accessible?
- Location

PUBLIC AMENITIES

- Payment amount
- Square footage commercial
- Square footage residential
- Type of public amenities/facilities to be constructed with funds

HISTORIC STRUCTURES

- Update inventory and/or City Registry
- Development on lots with historic structures
- Use of bonus

LOW IMPACT DEVELOPMENT (LID)/ ~~LEED~~ CERTIFICATE GREEN BUILDING STANDARDS (WT)

- Type of LID or green building standard ~~LEED~~ technique used and extent used
- ~~LEED~~ Certificate rating (as applicable)
- Use of bonus

Parking

- Parking provided per dwelling unit
- Parking provided per 1,000 sq. ft. of commercial
- Non-ferry public parking spaces created
- Non-ferry public parking spaces used
- Type of parking: underground, above ground lot, street parking (with a variety of parking durations)

RESPONSIBILITY

Planning Department

METHOD

Planning/Building Permit Information

Planning Department
Public Works Department

Planning/Building Permits

Planning Department
Planning Department
Team Winslow/Chamber of
Commerce

Planning/Bldg. Permit Info.
Parking Counts

MONITORING

Housing

- Number of units
- Type
- Sale Price/Rental cost
- ADA Accessible?

Businesses

- Number of new business (MUTC/WSA)
- Type of business
- Number of employees
- Commercial square footage OR dedicated residential square footage for home based businesses.

Open Space/Parks

- Sq. ft. of open space acquired/developed
- Method of acquisition/development
- Cost
- Source of funds
- Location /Connection to other open space/ trails

Sidewalks/Pedestrian/ Paths

- Linear Sq. ft. of sidewalks/pedestrian paths constructed
- Cost
- Source of funds
- Location /Connections made
- Identified on adopted Transportation plans/maps?
- ADA improvements?

Bicycle Facilities

- Bike parking facilities provided: Type of facility (rack or structure) and type of use (commercial, mixed use or residential)

RESPONSIBILITY

Planning Department.

Finance Department
Planning Department

Planning Dept.
Parks District

Public Works Dept.

Planning Department
Public Works Dept.

METHOD

Planning/Building Permit
Information

Business License
Information

Planning Permit Information

Six-Year CIP

Planning/building permit
information

MONITORING

- Linear Sq. ft. of bicycle facilities constructed
- Number of bicycle parking spaces provided
- Cost
- Source of funds
- Location /Connections made
- Identified on adopted Transportation plans/maps?

Roads

SPEED OF VEHICLES

- Ericksen, Madison, Grow and Ferncliff Avenues
- Winslow and Wyatt Ways
- High School Road

LOS AT KEY INTERSECTIONS

- Winslow Way/Ericksen Ave.
- Winslow Way/Madison Avenue
- Madison Avenue/Wyatt Way
- Madison Avenue/High School Road
- Wyatt Way/Grow Avenue
- High School Rd./Sportsman’s Club Rd.
- Finch /Wyatt Way

LOS AT KEY SR 305 INTERSECTIONS

- Winslow Way/SR 305
- High School Rd./SR 305
- Madison Ave./New Brooklyn/SR 305

LOS AND PEDESTRIAN CROSSING TIME

- Winslow Way/SR 305
- High School Rd./SR 305

RESPONSIBILITY

METHOD

Six-Year CIP

Public Works Dept.

Traffic Study

Public Works Dept.

Traffic Study

WSDOT/WSF
Public Works Dept.

Traffic Study

WSDOT/WSF
Public Works Dept.

Traffic Study

MONITORING

Drinking Water

- Additional hookups (residential and commercial)
- Water quality and water quality monitoring
- Improvements to water system

Sanitary Sewer

- Additional hookups
- Average annual flow will be tracked and reported, along with residential capacity.
- Improvements to sewer system
- LID technique incorporated into design

Surface Water Quality

Water Quality will be tested and tracked on a bi-annual basis for three discharges to Eagle Harbor. These include the ferry terminal, the ravine at Winslow Way, and the foot of Madison.

Air Quality

At ferry terminal, test air quality during the peak periods and then prior to any additional improvements or service to establish a baseline.

Ferry-Related

- Number of trips to/from local condo, ferry access during peak hours
- During AM peak hour, number of vehicles held outside of holding area 15 minutes prior to ferry loading.
- Number of passengers, by type of passenger, in peak hours using ferry: walk-on, SOV, HOV, freight, bicycle,
- Number of passengers using various modes of transportation to arrive at ferry terminal:

RESPONSIBILITY

Finance
Public Works
Finance/Public Works

Finance Dept.
Public Works

Finance/Public Works

Kitsap County Health District

WSF

WSF

WSF

WSF

WSF

METHOD

Billing records
Monthly well testing
Six Year CIP

Billing Records
Annual Discharge
Monitoring Report to DOH
Six Year CIP

Testing

Testing

Traffic Study

Traffic Study

Origin/destination study

Origin/destination study

MONITORING

pedestrian, bicycle, transit, auto

- Origin/destination of ferry passengers

RESPONSIBILITY

WSF

METHOD

Origin/destination study

Section 10 . The “*Winslow Tomorrow* Update of Market and Economic Findings,” Property Counselors, January 2005, is added as Appendix A (4).

Section 11 . Effective Date. This ordinance shall take effect on and be in force five days from and after its passage, approval, and publication as required by law.

PASSED by the City Council this ____ day of _____, 2006.

APPROVED by the Mayor this ____ day of _____, 2006.

DARLENE KORDONOWY, Mayor

ATTEST/AUTHENTICATE:

ROSALIND D. LASSOFF, CMC
City Clerk

APPROVED AS TO FORM:

PAUL MCMURRAY, City Attorney

FILED WITH THE CITY CLERK:
PASSED BY THE CITY COUNCIL:
PUBLISHED:
EFFECTIVE DATE:
ORDINANCE NUMBER: