Winslow Core Parking Feasibility Study

Progress Report
July, 5, 2007

Prepared by
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Progress Report

The purpose of this Progress Report is to review the ongoing progress in the development of the Feasibility Study which will be presented in the Fall of 2007.

No final conclusions or recommendations are presented in this progress report, and no decisions are requested from the City of Bainbridge Island at this time.

The Feasibility Study involves a large number of people working interactively, and is evolving rapidly as concepts are beginning to achieve consensus. Accordingly, these written materials, submitted almost a week before the scheduled July 11 Council Workshop presentation, will be supplemented in that presentation with more information developed during the intervening period.

The Planning Team is continuing to work with City Staff on a number of key decisions, such as the quantity of parking desired by the City.

Council comments and suggestions in response to the content of this Progress Report are welcome.

Context for the Feasibility Study

A. Purpose of Feasibility Study

The Winslow Tomorrow Planning process concluded that downtown Winslow is deficient in parking supply. The study recommended that the City of Bainbridge Island should consider an investment in parking, in partnership with businesses, property owners, and the community. Many of these recommendations have been codified in the City's Master Plan which was updated in November of 2006.

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.*

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.

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

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

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.

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.

- *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.*

Winslow Tomorrow Executive Summary-Parking Recommendations

Challenge 5 – Park Once

Encourage a "park-once district" by providing parking that is plentiful and accessible.

***Strategy** - Invest in parking in partnership with businesses, property owners and the community.*

Implement effective policies, programs and projects to improve the downtown parking supply.

Actions

- *Improve parking management and enforcement in the downtown core.*
- *Increase the amount and effectiveness of on-street parking by adding at least 30 on-street spaces, signing for varying time limits, adopting a policy of "no net loss" and planning for future paid parking.*
- *In partnership with property and business owners, improve downtown parking supply by developing employee parking opportunities outside the core business area, revising the feein-lieu program and planning for underground parking.*
- *Create a parking district authority (possibly subsumed into a larger downtown public/private authority) with responsibilities to manage key elements of downtown parking.*

Priority parking projects include:

- *Provide adequate parking on-street, underground and in mixed-use buildings.*
- *Add on-street parking on new lanes and existing streets: Bjune, Winslow Way and Madison.*
- *Build structured (preferably underground) public parking in the vicinity of Winslow Way.*

Possible sites on public land are:

1) *City land south of the civic green/farmers' market site and*
2) *the existing post office site if the city can successfully negotiate retaining a post office downtown with distribution functions located elsewhere.*

- *Explore the opportunity to develop parking in partnership with private developers.*
- *Relocate or develop convenient employee parking off Winslow Way.*

B. Public-Private Partnership Performing Feasibility Study

Two property owners with downtown properties adjacent to the City-owned land have joined together with the City to undertake a feasibility study that will evaluate the potential for developing underground parking on their properties. Because of the adjacency, the City and the private property owners are interested in exploring how their respective parking might be coordinated or combined to increase efficiency, lower development costs, and provide better access and traffic flow in the core area.

REVIEW DRAFT
May 4, 2007

Winslow Core Parking Feasibility Study

Design Program
May, 2007

Prepared by
BBH LLC
City of Bainbridge Island
Capstone Partners, LLC
LMN Architects

C. The Feasibility Study is Limited to Parking

It should be noted that this feasibility study was commissioned to explore how parking might be configured within and among the sponsoring properties. This study is not intended to explore future development or uses of the sponsoring properties. Where relevant, this study will attempt to identify design issues and costs associated with enabling the parking structures to accommodate future development. It will then be a future decision of the respective property owners whether to include such features when they implement plans to build parking on their sites.

Feasibility Study Participants

The primary sponsors of this study are Haggar-Scribner Properties, Sandstrom Properties, and the City of Bainbridge Island, working as a public-private partnership. Haggar-Scribner and Sandstrom have formed SSH LLC to manage their interests in the public-private partnership.

At the invitation of SSH's Tom Haggar and Dave Azose, A number of other property owners have become involved in the study and have shown willingness to participate in exploring how their properties might fit into some mutually viable scheme. They include:

- Michael and Alexa Rosenthal (Island Fitness)
- Bruce Brunton (buildings North of Historical Museum)
- Ken Schuricht and Mary Hall (former Winslow Hardware)
- Jim and Linda Brandt (Blackbird Bakery)
- Earl and Linda Miller (Corner of Winslow Way and Madison)
- Frank Burlingame (Winlsow Way Art Galleries)
- Roberts Jewelry

Affected Properties

Feasibility Study Schedule

The Feasibility Study Schedule was set forth in the agreement between SSH LLC and the City of Bainbridge Island dated March 28, 2007.

The major work plan elements are as follows:

1. Establish Work Plan	Completed in March
2. Select and Organize the Feasibility Study Team	Completed in April
3. Establish a Program of Requirements	Approved by CC in May
4. Identify and Evaluate Design Options	Due Fall 2007
5. Evaluate Development Implementation Options	Due Fall 2007
6. Final Recommendations – Implementation Options	Due Fall 2007

This Progress Report will deal primarily with a review of the work-in-progress under Item #4. The remaining two work items will be developed between now and the fall presentations.

Design Program

For reference, the Design Program for the Feasibility Study, which was approved by the City Council in May of 2007, is attached as an Exhibit.

Major Goals of the Design Program included:

1. Identify and Evaluate Configuration Alternatives
2. Respond to the Need of the Parking Users
3. Provide Flexibility for Development Sequencing Among the Involved Properties
4. Explore Access and Area Traffic Circulation
5. Explore Long-Term Operational Opportunities
6. Coordinate the New Parking with the Winslow Way Rebuild Project
7. Explore "Town Square" Opportunities on the Upper Surface of the Parking Structure

Note: This study specifically excluded the identification or study of land uses or buildings to be located on the parking structure, except to identify the design requirements and costs of providing for such future flexibility.

Targeted Parking User Groups

The new parking will be targeted for three primary user groups:

- City Hall employees and visitors, including Bainbridge Performing Arts Center and the Historical Museum
- Customers and visitors of downtown businesses
- Users from downtown developments who have purchased off-site parking through participation in the City's fee-in-lieu program.

The configuration of the new parking should be attractive to and convenient for the user groups. The study will evaluate whether the parking should provide for segregation of users or not.

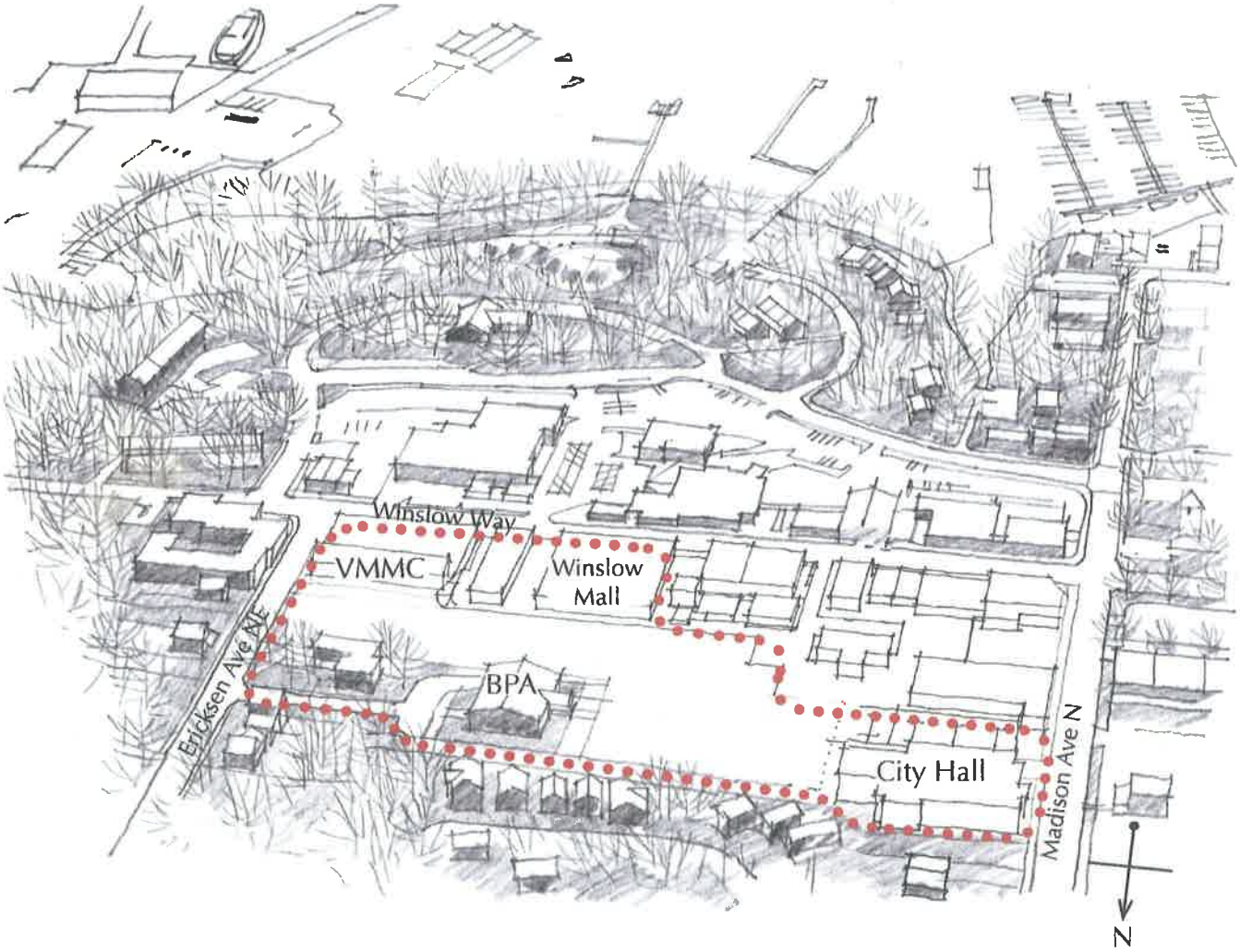
In addition to these users, the parking design should respond to the need for service parking and off-loading for the immediately adjacent downtown businesses.

The Planning Team is working with the City to identify the number of parking spaces it wants to provide for its targeted user groups.

Chuck DePew is working with area businesses to identify demand for parking for downtown business employees and customers.

Feasibility Study Area

The study area is bounded by Madison Ave on the west, Ericksen on the east and Winslow Way on the south and encompasses properties owned by the City of Bainbridge Island, Haggar-Scribner, and Sandstrom. The general character of the properties are one and two story buildings with surface parking.



Urban Planning Issues Under Evaluation

1. Access

- Traffic impacts to the street system will be minimized (maintain LOS at key intersections);
- Access will be compatible with pedestrian and bicycle systems and patterns;
- Vehicle ingress and egress will be compatible with existing adjacent land uses; and
- Pedestrian ingress and egress will be convenient to retail and government/public facilities.

2. Circulation

- Traffic impacts to the street system will be minimized (maintain LOS at key intersections);
- Circulation will be compatible with pedestrian and bicycle systems and patterns;
- At-grade (or other non-garage) route will be maintained between Ericksen and Madison; and
- Emergency access will be maintained to, through and around the garage

3. Connectivity

Pedestrian and bicycle connectivity to and through the study area are being planned. Adjacent property owners are considering how their redevelopment plans can provide access to the study area and promote good circulation patterns throughout the core area.

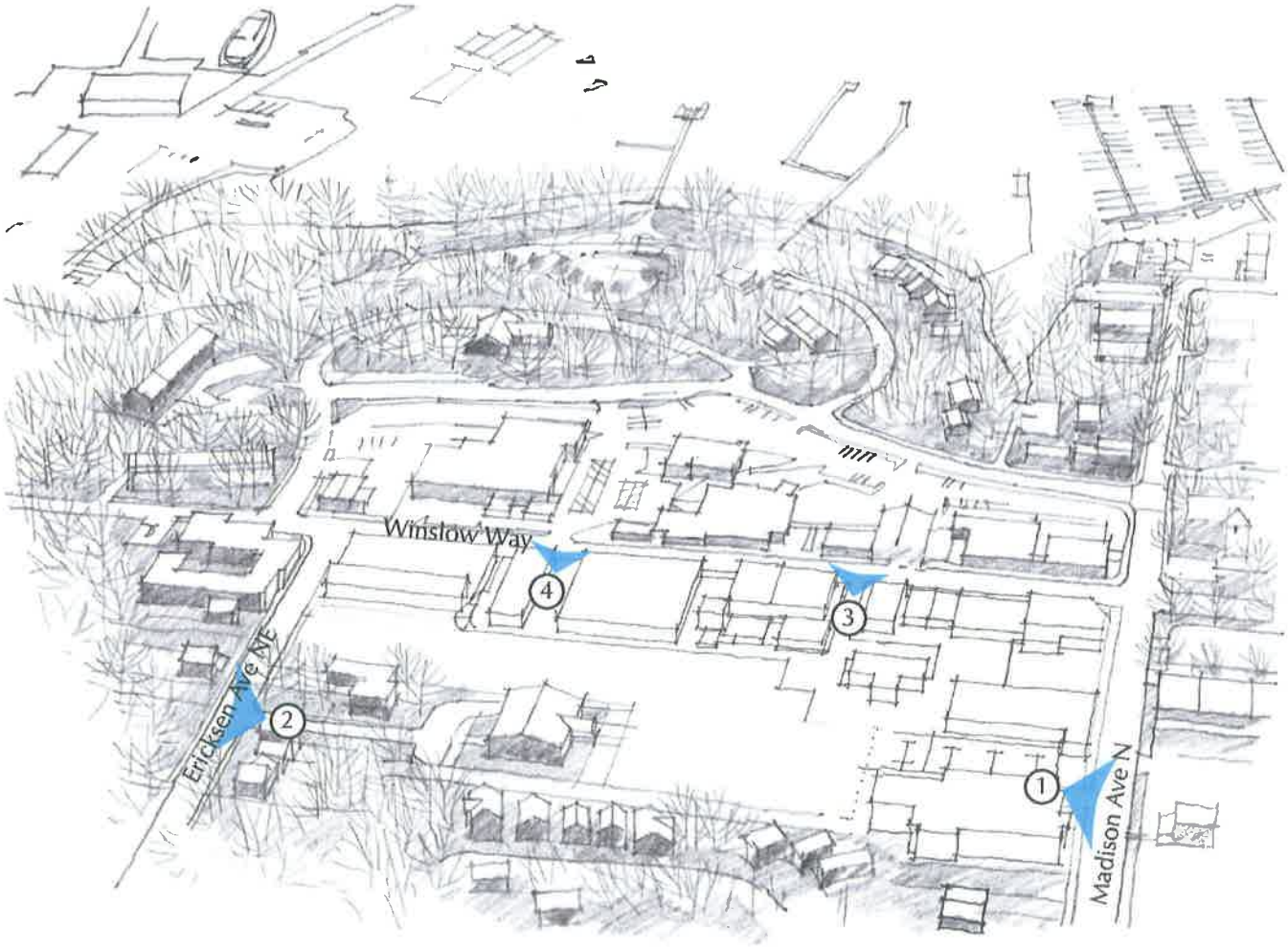
4. Opportunities for Public Amenities

While this study specifically excludes identification of future uses atop the new parking, it is obvious that some consideration should be given to the opportunities for public amenities resulting from the new parking development. The planning team will offer some ideas for future consideration.

Study Area Access

The study area is currently accessed from:

1. Madison Ave via Henshaw Way
2. Ericksen Ave
3. Madrone Lane (future access may be restricted)
4. Harbor Way (new access)



Configuration Options

The following configuration options are emerging as solutions meeting the complex requirements set forth in the Design Program.

These configuration alternatives are conceptual and should not be considered as building design recommendations. Architectural design is not a part of this feasibility study, and will be undertaken as a separate project once the general parking concepts are approved by the City.

All options pursue the City's policy goals for Access, Circulation, Connectivity, and Public Amenities.

Option 1: City

The City option is a modest underground garage that seeks to maximize use of the current surface parking area south of the civic plaza.

Option 2: City + Clinic

The City + Clinic option is a public/private partnership option with the same layout as the first option which potentially connects to and through a private garage on the east to Ericksen.

Option 3: City Expanded

The City Expanded option is an alternative for either option one or two, building north underneath the civic plaza.

note: this option requires additional relocation of utilities from the south side of the BPA to the north edge of the site. These utilities further restrict the expansion of the garage to only two corridors.

Urban Planning and the Configuration Options

All options:

1. Access

   - Allow principal access from both Madison Ave and Ericksen Ave
   - Allow potential access from Winslow Way from a new lane (Harbor Way) and a new alley along the south side of the garage
   - May have restricted access on Madrone Lane

2. Circulation

   - Minimize impacts to key intersections by focusing access on to Madison and Ericksen as opposed to Winslow Way
   - Provide the opportunity to make a surface vehicular connection from Madison to Ericksen

3. Connectivity

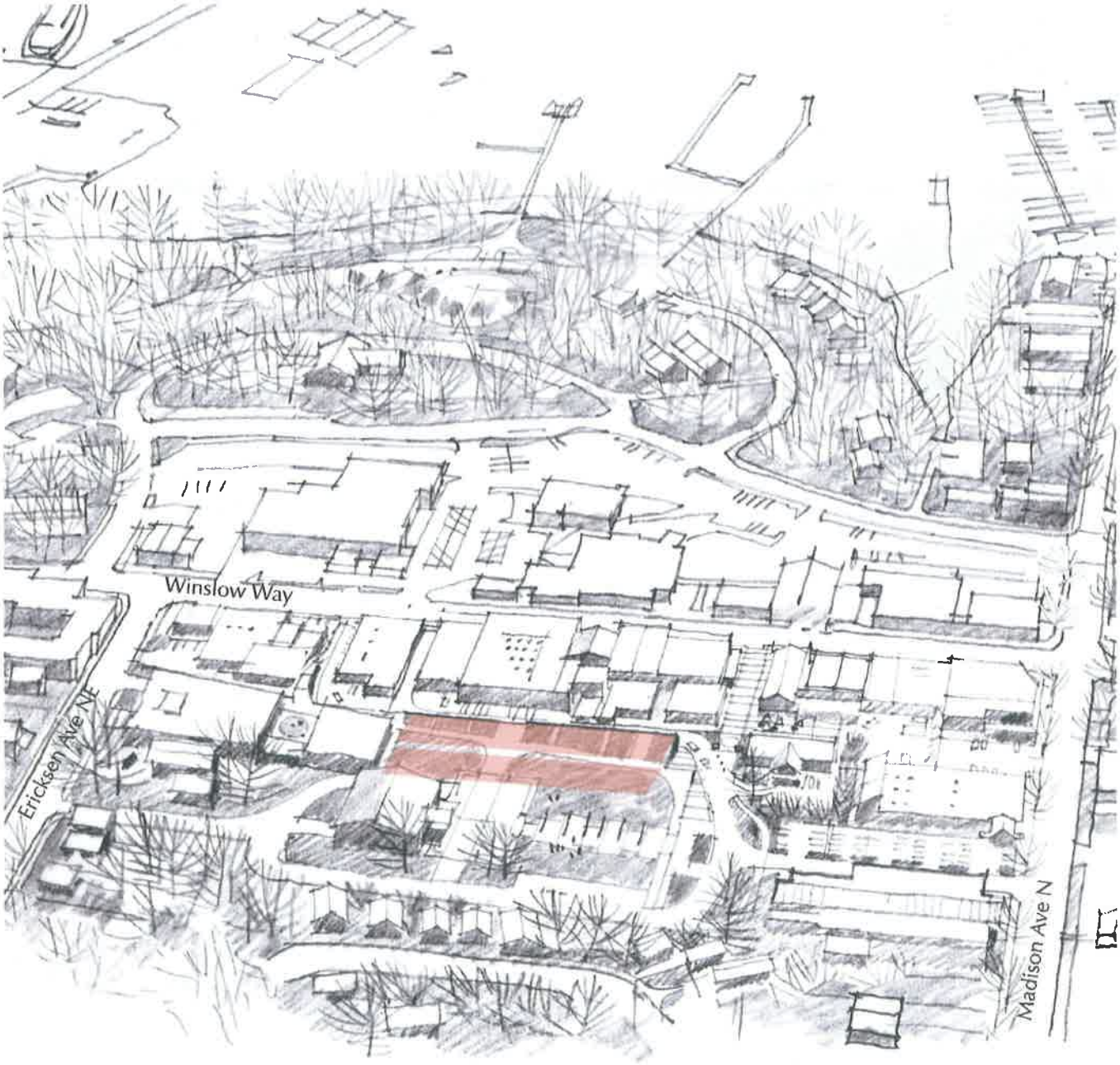
   - Provide vertical circulation for bikes and pedestrians up and down the hill from the grade of Winslow Way to that of the City Hall and BPA
   - Provide the opportunity to make a formalized bike and pedestrain connection from Madison to Ericksen

4. Opportunities for Public Amenities

   - Provide the opportunity to expand the civic plaza and provide more public open space and the opportunity for additional civic structures

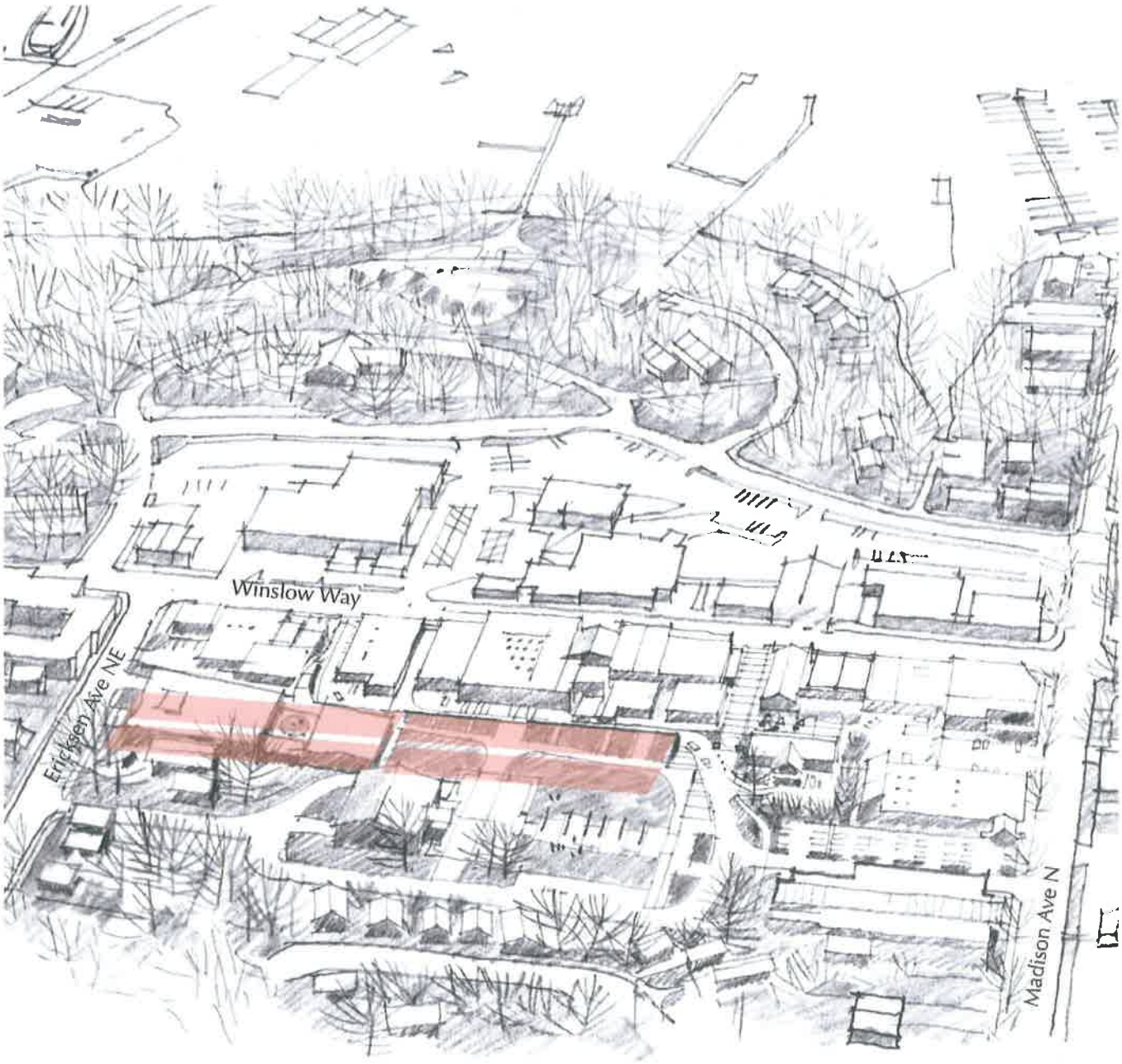
City

This option focuses the garage in the surface parking area south of the civic plaza. This option offers good opportunities for access to the garage. It also minimizes impacts to future development around it, especially the civic plaza area. This option keeps the current civic plaza intact but allows for future expansion into that area as demand arises as well as future expansion onto private property as those properties redevelop.



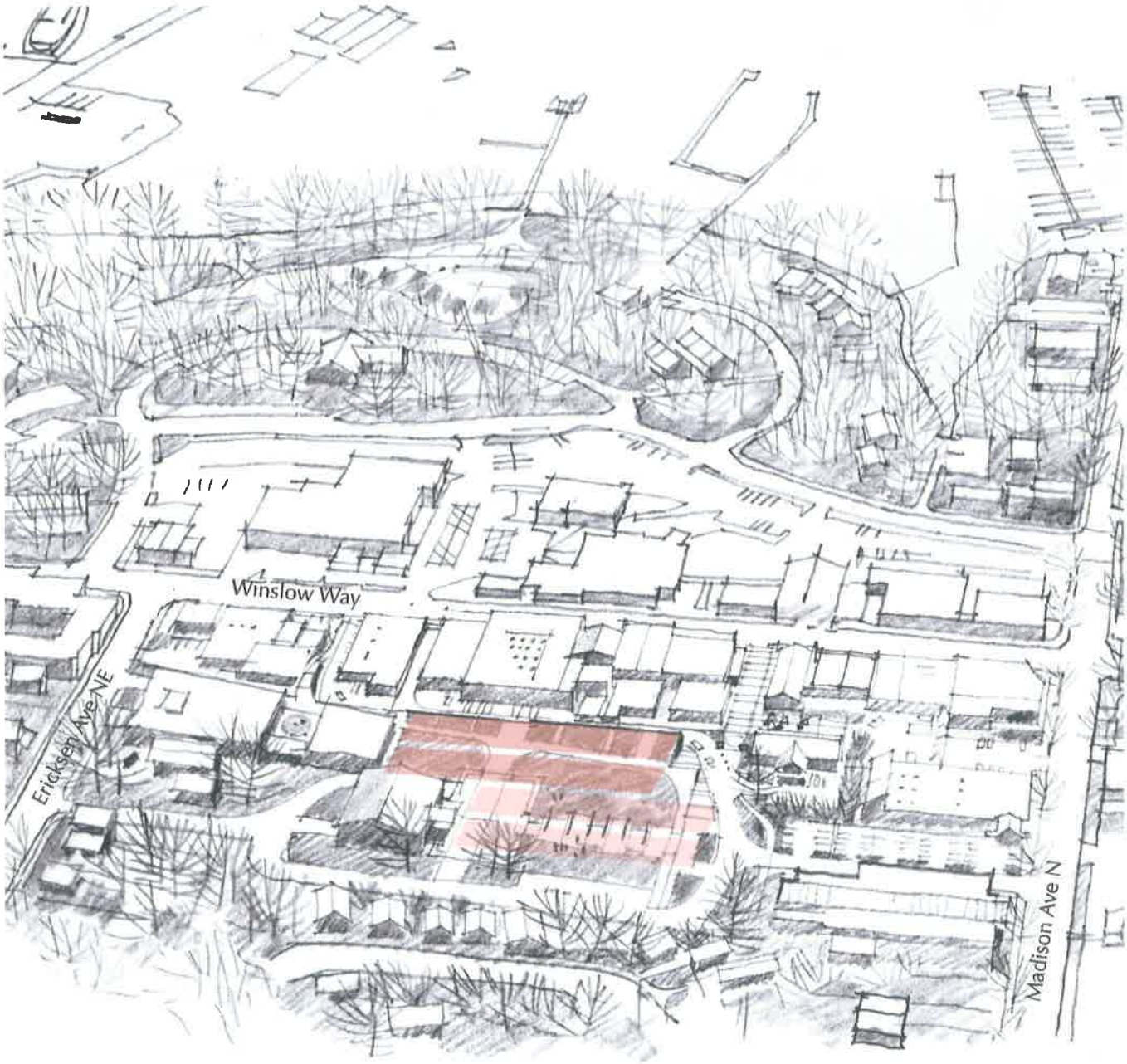
City + Clinic

This option offers reduced costs through private partnership and efficient use of resources by constructing all at once. This option may assist the "park once" policy goal by creating a central shared parking facility that allows visitors and others to park once to patronize several businesses and services. This option also offers a more visible access point on Ericksen that may help with wayfinding.



City Expanded

This option offers the opportunity to effectively hide a bigger structure under the current civic plaza. Though the plaza area would need to be redeveloped, this option would provide the opportunity to include additional space and/or structures associated with the farmer's market or other civic uses.



Evaluation of Options

1. Maximum Parking Capacity Achievable by City

While no decision has been reached, nor recommendation developed, for the amount of parking the City may wish to develop for its targeted user groups, the planning team has identified the approximate capacity of various portions of City-owned property to accommodate parking.

The following tables show the approximate number of spaces achieved for a variety of combinations of underground and surface parking levels. The tables are segregated into estimates wherein a surface-level plaza EXCLUDES any parking being provided on that level vs. estimates where the surface level includes full parking.

The range of spaces that could be accommodated in these study areas and levels range from 92 with one underground level under a plaza that excludes parking, to 552 with three underground levels under a plaza that excludes parking.

If parking is developed on the surface to the same extent as on the underground levels, the range is from 184 with one underground level, to 736 with three underground levels.

Next Steps

- Work with City and Community to clarify parking demand
- Work with adjacent property owners to refine design and identify desirable urban design opportunities
- Refine design options and cost estimates
- Identify and evaluate financing options
- Identify and evaluate delivery options
- Present recommendations in Fall