Ferry / Gateway District Urban Design Plan

ADMINISTRATIVE DRAFT

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CITY OF BAINBRIDGE ISLAND

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Executive Summary

The Plan Provides the Following:

- **A structural plan to guide future development in the Ferry/Gateway Districts**
- **Land use recommendations for the Ferry / Gateway Districts**
- **New design standards for future development**
- **Open space Recommendations including: a shoreline bluff park, community plaza and public and private open space associated with development**
- **Circulation and connectivity recommendations including: pedestrian and bicycle paths, new streets and transit routing and connections to and from the neigborhood**

A. The Vision

The Ferry / Gateway District Plan envisions a new **vibrant, mixed use neighborhood** adjacent to the redeveloped Bainbridge Island Ferry Terminal. The Plan builds off the goals of the Comprehensive Plan and which seek to preserve natural areas of Bainbridge Island by focusing infill development into the larger Ferry / Gateway zoning districts while ensuring greater connectivity and recreational opportunities in the neighborhood. One of the main goals of the plan is to encourage integration and cooperation between the City, the community, property owners, Kitsap Transit and Washington State Ferries to improve and balance pedestrian, bicycle, auto and bus circulation in and around the ferry terminal. The development of a mixed-use neighborhood adjacent to the terminal will help bring vitality and an added sense of place to central Winslow while creating a series of new community open spaces, housing, retail and office opportunities. Improving circulation in the surrounding neighborhoods, improving access along the waterfront and promoting attractive infill development are the primary components of the Ferry / Gateway District Plan.

The Plan document is the result of a community planning process that began in July of 2006 and is intended to be used as a tool to assist the City of Bainbridge Island with implementation and eventual completion of Ferry / Gateway District improvements. The Plan is intended to be a **framework for future decisions** in the Ferry / Gateway Districts while allowing flexibility on specific site and public improvements. The Alternatives and "recommendations" presented in the Plan will be evaluated through an environmental process and formulated to create a Preferred Alternative in the Fall of 2007.

Existing View of Ferry District

B. Recommendations

The Plan includes recommendations on key elements to be evaluated in the project EIS including:

Open Space:

- An overall open space network linking existing and proposed parks, plazas, waterfront areas, natural areas and trails.
- A series of community open spaces including a multi-tiered Shoreline Bluff Park and a Central Plaza.
- Trail connections along portions of the Winslow Ravine between Eagle Harbor and High School Road, including connections to the existing Waterfront Trail and Waterfront Park.

Circulation:

- A series of connections from the Ferry Terminal to downtown Winslow for all modes.
- East-West pedestrian and bicycle connections across S.R. 305 and the Winslow Ravine while planning for possible future auto connections.
- A large portion of commuter parking spaces maintained in subgrade structures.
- An expanded subgrade transit center with kiss and ride and community open space above.
- An expanded WSF auto holding area along the western portion of the Ferry Terminal Area.
- Multiple new on and off-street routes for pedestrians and bicyclists through the new neighborhood.
- Removal of the Harbor View Drive / Olympic intersection along with a reconfigured Harbor View Drive connection to Downtown Winslow.

Development:

- Infill development of vacant parcels in the larger Ferry/Gateway Neighborhood.
- Development of surface parking lots in the Ferry Terminal Area to create a pedestrian-oriented mixed use waterfront neighborhood.
- Extension of the pedestrian retail character of Winslow Way from downtown Winslow into the Ferry District.
- Relocation of the Police Station to a larger, more convenient location elsewhere in the central Bainbridge Island area and redeveloping the site as a mixed-use neighborhood gateway.

Proposed View of Ferry District

- **The Plan includes an implementation section which is a 'road map' to realize the overall vision**
- **It includes recommended changes to the Comprehensive Plan, Zoning Ordinance along with short and long term phasing strategies**

Critical Major Elements Include:

- The City facilitating land swaps and sales
- Kitsap Transit and WSF prioritizing the Kiss and Ride lid over the new transit center
- Creation of a subgrade commuter parking structure on Winslow Marine LLC property
- Facilitating creation of open spaces and connectivity improvements including the shoreline bluff park and reoriented Harbor View Drive

C. Next Steps

The Plan outlines a specific roadmap for implementation for more detail see the Implementation Section:

1. EIS
Evaluation of Plan elements and options in an **Environmental Impact Statement.**

2. Review and Approval
- City identifies point person to guide Plan through implementation
- City review, modification and approval of Plan after Environmental Impact Statement

3. Regulatory Amendments
Amendments to the City's Comprehensive Plan and Zoning Ordinance to allow and encourage the elements defined in the Ferry / Gateway District Plan as well as to incentivize development of existing surface parking lots.

4. Short Term Improvements
Integration and coordination between **private property owners** in order to:
- facilitate access and circulation in surface parking areas
- create greater pedestrian, bicyclist, auto and bus connectivity
- coordinate stormwater and drainage through the Plan Area
- ensure a framework for future neighborhood development, as envisioned in the Plan.

5. Long Term Phasing
Continuing coordination between private property owners as well as **public entities** including the City, Kitsap Transit and Washington State Ferries in order to:
- de-incentivize surface parking and encourage mixed-use development
- fund and construct a subgrade commuter parking structure
- ensure that the ferry terminal, subgrade bus transit center with kiss and ride above holding area and circulation network are developed as envisioned in the Plan
- possible acquisition of property for public open space
- possible acquisition of property for trails and/or future streets in the areas north of Winslow Way
- identification of site outside of the Ferry Terminal Area for relocation of police station

Project Overview and Existing Conditions

Project Overview

- Achieving Comprehensive Plan and Winslow Tomorrow Goals
- Clearly Establishing Community Interests

A. Background

The goals and objectives of the Plan are to create a long term vision for the neighborhood adjacent to the Washington State Ferry Terminal in support of **mixed use development** that seeks to preserve the character and quality of surrounding neighborhoods, achieve the goals and objectives of the City's Comprehensive Plan and is consistent with principles adopted as part of the Winslow Tomorrow planning effort. The Plan encourages compact, mixed use development appropriately oriented toward development of a regional transportation facility.

The Plan is intended to establish a viable and sustainable concept for the Ferry District that is coordinated with WSF's process in developing a master plan for their operations while clearly establishing and outlining the interests of the Bainbridge Island community.

Existing views of Ferry District

B. Ongoing and Previous Studies

The Plan comes at a time when significant change is already under way in the area. In addition to the City's Comprehensive Plan, several other planning studies have occurred or are ongoing in and around the Plan area; These include: The Winslow Tomorrow Plan, Washington State Ferries planning processes , SR 305 Corridor Vision Plan and the Waterfront Park Master Plan. It is the intent of the Ferry / Gateway District Plan to collaborate and incorporate their recommendations and policies when consistent with the City's goals, to recommend alternative options where appropriate, and to **create a clear framework** upon which future change can be managed and directed in order to ensure an outcome consistent with the City's goals for the area.

- **Incorporate Recommendations from Planning Studies**
- **Recommend Alternative Options Where Appropriate**

1. Winslow Tomorrow

The Winslow Tomorrow plan presents a vision for the future of Winslow, the historic center of Bainbridge Island. This planning process succeeded in getting strong public involvement in achieving community consensus around issues such as development, open space and circulation. Winslow Tomorrow identifies opportunities in the Ferry / Gateway district and recognized the important **connection** between the Ferry / Gateway Districts and the downtown core. The Ferry/Gateway District Plan builds on Winslow Tomorrow's efforts and conclusions.

2. WSF Planning

Washington State Ferries completed a 1998 Master Plan which set forth a recommended set of projects at and around the Bainbridge Island ferry Terminal. The Plan's near-term projects were intended to maintain the existing facilities in safe and efficient operating conditions. The plans long-term projects were intended to address needs over the next 30 years through a carefully structured set of improvements for transit, non-motorized and vehicle users. WSF is in the process of developing an updated plan in order to make a **major investment in the Ferry Terminal** upgrade. Key features of the current WSF planning efforts include improving access for non-motorized, motorized and transit users, lessen congestion on local roadways by expanding vehicle holding, passenger terminal facility improvements and the repair of aging structures to increase safety and reliability of service.

Washington State Ferries has created four alternatives including a "no-build" alternative, which focus on different ferry terminal orientations and circulation options. **The Ferry / Gateway District Plan includes elements generally consistent with WSF's alternatives.**

3. SR 305 Corridor Vision

The SR 305 Corridor Vision is currently being developed to identify and evaluate potential long-range (20-50 years) **high capacity transit** opportunities along the SR 305 corridor between Winslow and Poulsbo to serve the growing transportation demand of the region. Options such as Bus Rapid Transit, Light Rail Transit, and other emerging technologies such as LevX are being evaluated. Concurrently with the long-term look, the study will also identify short-term objectives and actions to support implementation of the longer-term vision for the corridor. The Ferry / Gateway District Plan has dedicated a corridor through the Ferry District which will be able to accommodate future transit improvements.

4. Waterfront Park Master Plan

A plan is currently being developed for Waterfront Park. The vision for the park is **informed by the landscape**; stepping toward the harbor. Approaching the park from town, the terrain becomes steeper. A series of terraces become the organizing framework for the Waterfront Park Master Plan. Each terrace is unique in character and use, yet connected in intention. Each of five terraces offers up unique places and activities. The designs are inspired by Island sensibilities-art, gardens and ecology. Each traveler's journey from the town to the harbor or the harbor to the town is enriched by experiences as she/he traverses the terraces of Waterfront Park. The Ferry / Gateway District Plan includes a design alternative with a connection to Waterfront Park through a redeveloped trail and bridge over the Winslow Ravine. Options for the Waterfront Park plan will be evaluated in the Ferry / Gateway District Environmental Impact Statement.

The Plan process has three included large community workshops

C. Process

The process for creating the Plan has included three large community workshops, along with small group meetings with:

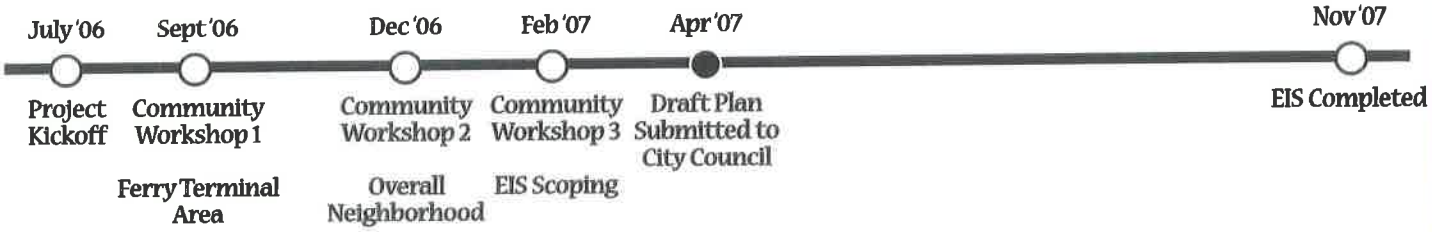
- property owners
- developers
- stakeholders
- city agencies
- interest groups

along with briefings and workshops with the City Council and Planning Commission. The process has also included a number of one on one meetings with key stakeholders, council members and property owners.

The Plan was also formulated through a number of inter-agency meetings including the City, Kitsap Transit, the SR. 305 planning team and WSF to ensure coordination and cooperation towards a common vision.

A key aspect of the process included the creation of the Case Studies of Ferry Terminals and Related Transit-Oriented Development Report which examined how other communities had **envisioned their terminals, waterfronts and surrounding neighborhoods.**

Attendance at workshops was outstanding, yielding valuable input and community preferences leading to specific Plan recommendations.



Project Overview

Process included Meetings with:

- **Overall Community**
- **Public Agencies**
- **Property Owners**
- **Developers**
- **Stakeholders**
- **City Departments**
- **Planning Commission**
- **City Council**
- **The Mayor**

Existing Conditions

• The Plan area is characterized from it's dominant features: the Winslow Ravine, the commuter surface parkng lots, and the newly completed Harbor Square development

A. Overall Neighborhood Features and Existing Land Use

The planning area contains the entire Gateway and Ferry zoning districts as well as the eastern portion of the Core district along Winslow Way. The Plan area is characterized and derived from it's dominant features: the Eagle Harbor Shoreline, the Winslow Ravine, the WSF Ferry dock and holding area, the commuter surface parking lots, and the newly completed Harbor Square development.

1. Land Use

The two largest land uses in the planning area are **open space and commuter parking,** with mixed-use, multi-family, service and governmental/police station uses adjacent to Winslow Way and Olympic Drive. A new multi family development called Vineyard Lane has recently been developed in the northeast corner of the Gateway District. Land uses surrounding the planning area include multi family and industrial on the south, multi family and single family residential on the east, open space and single family residential on the north, service, single family and multi family residential on the northwest and downtown Winslow's mixed use, retail and service uses on the west along Winslow Way.

2. Open Space

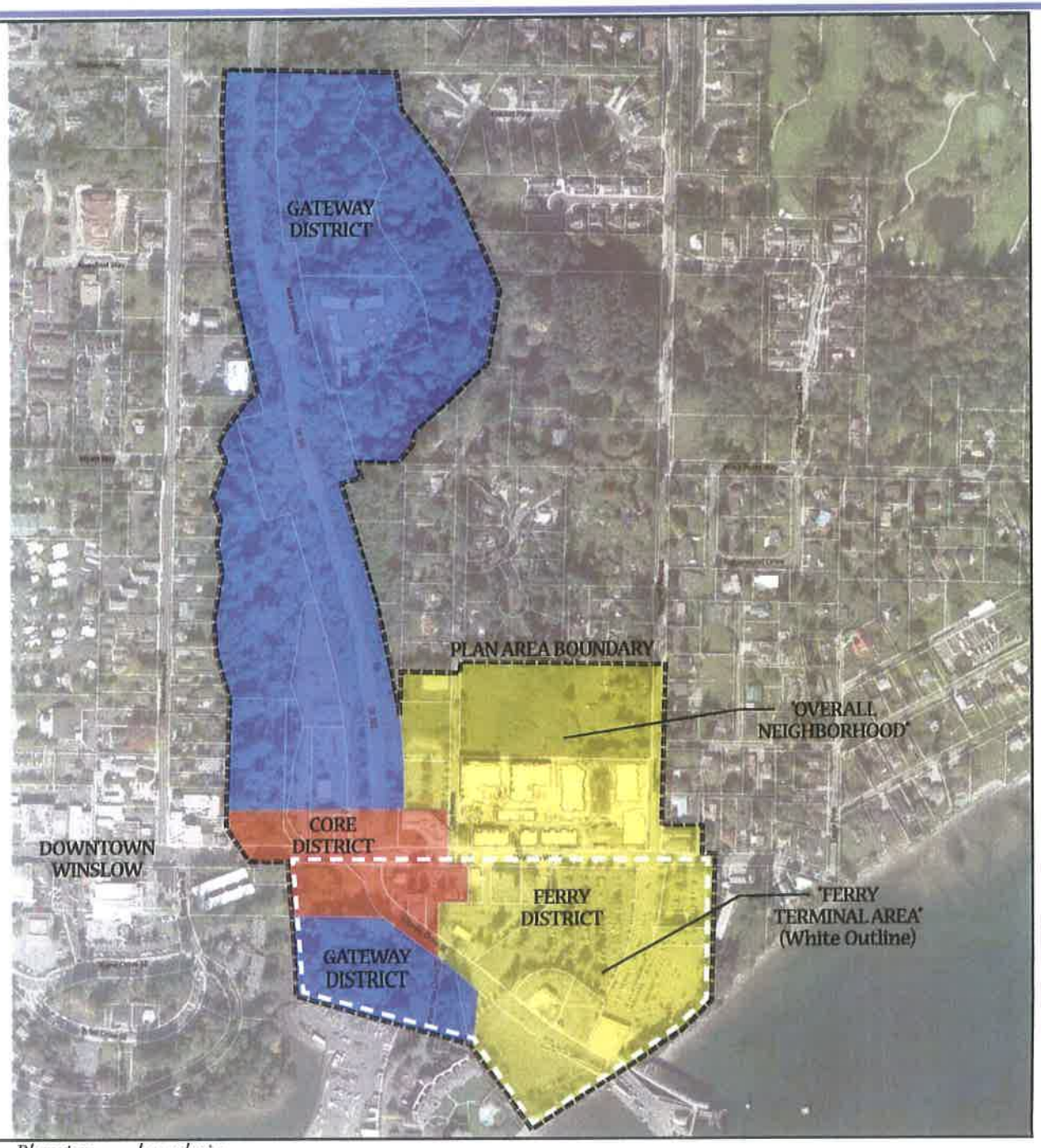
The predominant open space feature in the planning area is the **Winslow Ravine,** which runs generally north-south through both the Ferry and Gateway Districts and currently has very limited direct public access. The recently completed Harbor Square development also includes an open space corridor that protects several large trees and natural area while creating a plaza adjacent to Winslow Way.

3. Circulation

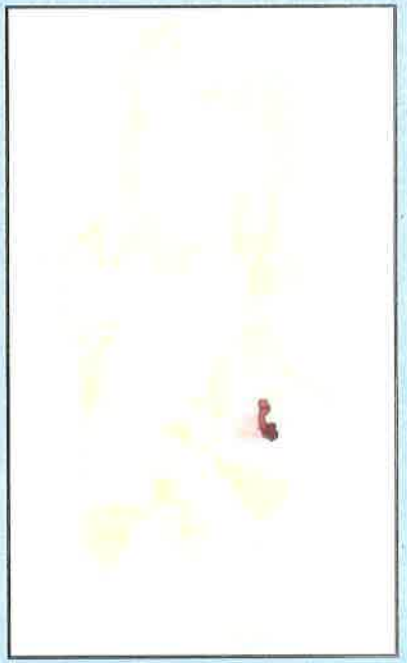
Major intersections in the area include **Winslow Way and SR 305** and High School Road and SR 305. SR 305 is seen as a divider between the west and east sides of Bainbridge Island. Major pedestrian flow in the planning area takes place along Winslow Way in both directions, along Olympic Drive to the Ferry Terminal, and along Harbor View Drive into Waterfront Park. Designated bicycle routes in the planning area are along Winslow Way, and Ferncliff Avenue. Just outside of the planning area, bicycle routes are designated along Ericksen Avenue, Hildebrand Lane, Wing Point Way and Bjune Drive.

A location for a possible future **water taxi landing** has been designated at the trail end between the Eagle Harbor condos and the WSF holding area. This service would connect with various locations around Eagle Harbor and could create another connection with Downtown Winslow at the end of Madison Street.

Planning Area Context



Planning area boundaries



Planning Area in Relationship to Greater Bainbridge Island

• The largest land uses in the areas are surface commuter parking lots

4. Gateways

There are two **major gateways** within the planning area. The first is the Ferry Terminal itself which is the entry to the island for millions of residents, visitors and commuters each year. The second gateway is the bridge of Winslow Way over the Winslow Ravine that signifies entrance into Downtown Winslow. It is hoped that with the future development of the Ferry District, the Winslow Ravine bridge will become a central connecting feature between western and eastern Winslow Way.

B. Ferry Terminal Area Features and Existing Land Use

1. Land Use

The Ferry Terminal Area south of Winslow Way is currently made up of 12 separate properties owned by both public and private entities. The largest land uses in the area are **surface commuter parking lots,** the WSF auto holding area, and the Kitsap Transit bus transit center. Various small service-oriented businesses, offices and the City's police station are located along the east side of Olympic Drive and along the south side of Winslow Way.

2. Commuter Parking

The existing surface parking lots in the Ferry Terminal area contain approximately 923 commuter spaces (with additional spaces oriented towards Ferry District businesses) and are currently organized by each individual land owner, each with its own entrance and exit, resulting in an **uncoordinated and confusing parking layout** as well as inappropriate intersections and conflicts between pedestrians, bicyclists and vehicles. Property owners are under no obligation to provide any commuter parking with redevelopment of their parcels which could lead to an overall lack of commuter parking in the Ferry Terminal area.

Existing unattractive and unsafe pedestrian environment

Existing transit center and bike barn

Existing minimal public open space

Existing Conditions

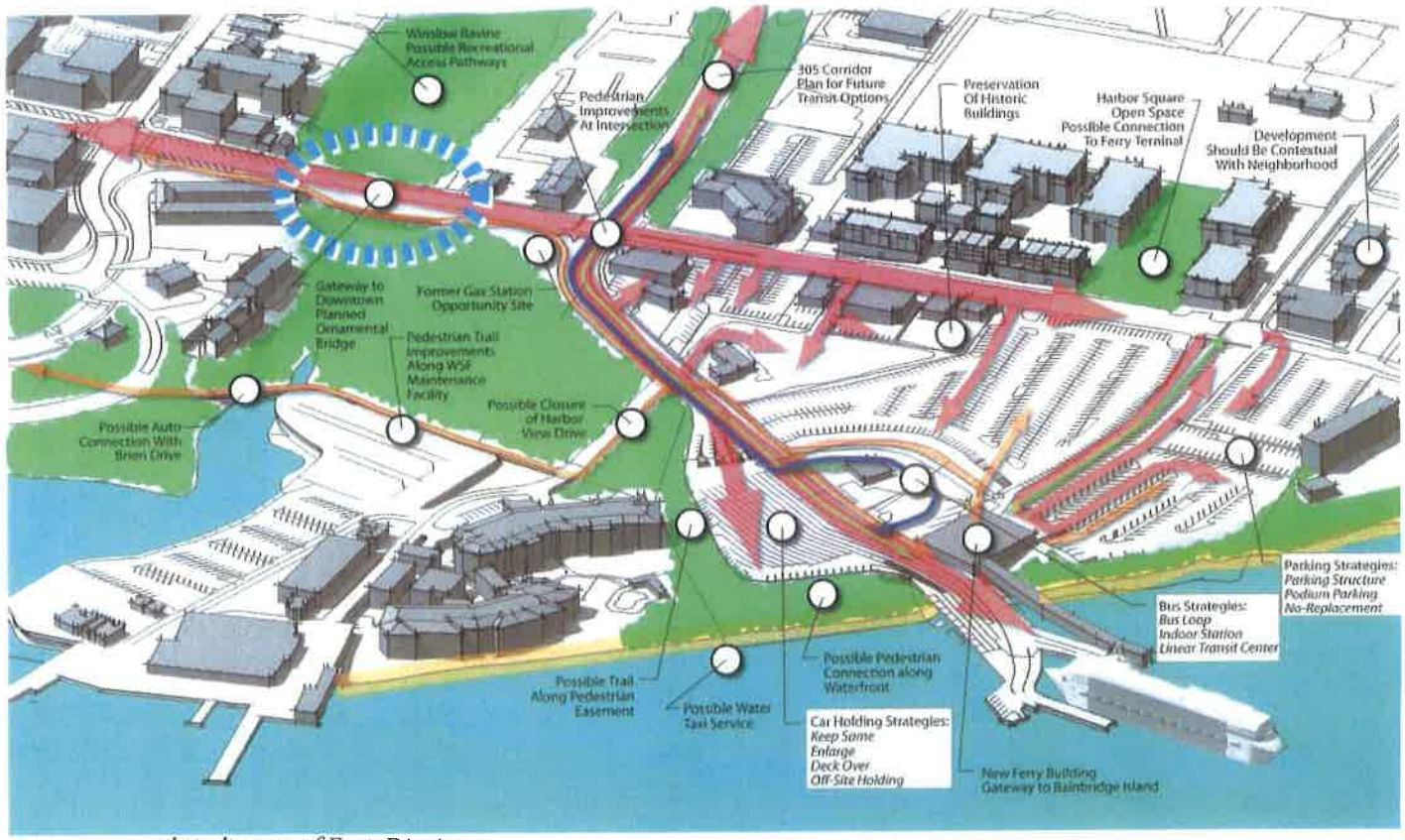
- **Minimal existing public open space in Ferry Terminal Area**
- **Major pedestrian flow from downtown Winslow to the Ferry Terminal**

3. Open Space

Existing public open space in the Ferry District is confined to the **Waterfront Trail connection** along the northern edge of the WSF Maintenance Yard connecting to a crosswalk at Olympic Drive. The surface parking lots east of the Ferry Terminal are currently located within the shoreline setback and prevent any significant pedestrian relationship with the waterfront.

3. Circulation

Major pedestrian flow in the planning area takes place along Winslow Way in both directions, along Olympic Drive to the Ferry Terminal, and along Harbor View Drive into Waterfront Park. Pedestrians must cross the **traffic-jammed** Olympic Drive at the Winslow Way or Harbor View Drive intersections to access the Ferry Terminal from downtown Winslow.



Existing site analysis diagram of Ferry District

Existing Conditions

- Congested and unsafe circulation and conflicts between different modes
- Ferry Terminal is major Bainbridge Island gateway

WSF treats bicycles as vehicles, permitting them to board at the auto level of the Ferry. Bicycle traffic enters the Ferry District primarily from the Winslow Way / SR 305 intersection. Bicyclists proceed south along Olympic Drive past the auto holding area to queue up in front of the ferry dock. Bicyclists leaving the ferry typically ride with traffic north on Olympic Drive and continue north on SR. 305, or turn east or west on Winslow Way. A secondary route for bicyclists is across the surface parking lots to Ferncliff Avenue and Winslow Way, proceeding north on Ferncliff. As with other transportation modes in the area, the mixing of bicyclists with other types of traffic results in a **congested and unsafe circulation flow.**

Vehicular traffic enters the Ferry District primarily from SR 305 and Winslow Way and either travels directly onto the Ferry, enters the holding area, or accesses one of the various commuter parking lots. Bus traffic enters the Ferry District via SR 305 and Winslow, traveling south on Olympic Drive to the transit center adjacent to the Ferry Terminal. **Conflicts between buses and cars** delay the buses as they attempt to enter and exit the transit center.

4. Gateways

The Ferry Terminal is a major gateway to Bainbridge Island and the Kitsap Peninsula. It represents an **important transition** between the high-intensity urban bustle of downtown Seattle, the open expanses of the Puget Sound and the urban village character of central Winslow. Coming from downtown Winslow to the Ferry Terminal, the major gateway to the Ferry Terminal Area occurs at the existing police station site on the corner of SR 305 and Winslow Way. The Plan makes recommendations for this important gateway site.

Existing underutilized waterfront land

Existing waterfront trail bridge over Winslow Ravine

Cave Avenue looking north

C. Existing Comprehensive Plan

The City of Bainbridge Island's Comprehensive Plan identifies Winslow and the Ferry / Gateway District as an area that should be planned to **accommodate half of the Island's growth** to the year 2012 (3,715 people). The Comprehensive Plan envisions increased housing densities as well as increased commercial development. The plan seeks to preserve and enhance Winslow as a vibrant, pedestrian-friendly center.

The Transportation Element of the Comprehensive Plan endorses a policy to emphasize non-motorized uses and encourages the WSF and Kitsap Transit to significantly improve transit, pedestrian, bicycle, and auto access to the ferry as well as circulation around the Terminal.

As a component of the Comprehensive Plan, the Winslow Master Plan was developed to provide a detailed plan for the future of Bainbridge Island's urban center. The vision of the Master Plan includes enhancing Winslow as a pedestrian-friendly commercial and cultural center, accommodating increased population and addressing the impacts of additional ferry service on the island, while preserving the character and vitality of the community. The Master Plan includes strategies for dealing with increased ferry commuter traffic, including improvements at Winslow Way and SR 305 and a by-pass at New Brooklyn / SR 305. The Master Plan encourages the creation of incentives for the redevelopment of the Ferry Terminal parking area, including underground parking and a new mixed-use commercial/ residential area.

The Shoreline Management Master Program was developed as the vision for the Bainbridge Island shorelines. The Program is intended to protect and restore valuable natural resources that shorelines represent, to protect the public's right to use and access the waters of the state while maximizing public access to the shoreline whenever possible, and to foster all "reasonable and appropriate uses" that are dependent upon a waterfront location or offer opportunities for public enjoyment of the State's shorelines.

The shoreline of the Ferry Terminal Area is designated urban. The purpose of the urban designation is to provide optimal utilization of the shoreline landward of the ordinary high water mark for high-intensity water-oriented and mixed uses so as to avoid locating high-intensity urban uses outside the urban shoreline designation. First priority of the urban designation shall be given to water-dependant uses, non water-related uses may only be allowed as part of mixed-use developments. Where applicable, new development and redevelopment of the urban shoreline designation should include environmental cleanup and restoration of the shoreline. All uses within the urban shoreline designation should provide the public with visual and physical access to the water and shoreline. Special emphasis should be made to provide a **continuity of access along the entire length of the shoreline.**

- **Increased Housing Densities and Commercial Development in the Ferry / Gateway Districts**
- **Public Access to Shoreline**

Existing Conditions

- Strengthen the Vitality of Downtown Winslow
- 'Protection' for the Winslow Ravine
- Provide ferry services and residential development at higher densities in an attractive setting that serves as the entry point into Winslow

D. Existing Zoning Regulations

Both the Ferry and Gateway zoning districts are overlays of the Mixed Use Town Center District. The purpose of the Mixed Use Town center District is to **strengthen the vitality of downtown Winslow** as a place for people to live, shop and work.

The purpose of the Gateway District is to provide "protection" for the ravine. The district currently permits low-intensity, tourist-oriented commercial, multifamily and agricultural uses which would have limited parking and minimum traffic impact. Limited impervious surface coverage is allowed.

The purpose of the Ferry Terminal District is to provide the ferry services and associated transportation-oriented uses, and primarily residential development at higher densities, in an attractive setting that serves as the entry-point into Winslow. The intention for the Ferry Terminal District is that it **transforms over time from an area dominated by surface parking lots for commuters to residential with small amounts of commuter-oriented retail and office development.** Residential development at higher densities is appropriate for this area because of its proximity to the ferry and downtown and because it is a prime view location. North of Winslow Way, development shall be accompanied by height restrictions and landscaping requirements to protect adjacent residential neighborhoods.

E. Critical Issues

The Existing Conditions Analysis, along with community and stakeholder feedback yielded the following critical issues and questions:

Open Space:

- Creating a series of neighborhood open spaces for both passive and active use.
- Creating public waterfront access from both the west and east sides including pedestrian easement trail to waterfront.
- The role of Winslow Ravine as an accessible open space area or a restricted preservation area.
- Development of gas station site at corner of Winslow Way and SR 305 as gateway building or park.

WSF and Kitsap Transit Program:

- Enlargement of car holding area capacity.
- Enlargement of bus transit center capacity and designated circulation routing.

Circulation:

- Pedestrian and bicycle safety
- East - West crossings over SR 305 and the Winslow Ravine in the Gateway District
- The possibility of a road connection from Eagle Harbor Condos and WSF Maintenance Yard to Bjune / Brien Drives over ravine inlet.
- Replacing commuter parking.
- Ferncliff Avenue auto / transit access and routing.
- Incorporation of pedestrian and bike connections from west side of Olympic Drive to Ferry Terminal.

Development:

- New neighborhood scale, character and quality, a symbolic "gateway to Bainbridge Island"

•The critical issues are a result of the Existing Conditions Analysis and community feedback and are the basis for the major recommendations in the Plan

Plan Alternatives

Plan Alternatives

Overall Neighborhood Recommendations

A. Overall Neighborhood Elements

The Plan presents several recommendations for the overall Ferry / Gateway neighborhood. These recommended elements were created through analysis as well as through feedback from stakeholders and community members. This section focuses on improvements for the areas generally north of Winslow Way. Recommended elements for the areas south of Winslow Way (the Ferry Terminal Area) are described in Section B. These improvements are intended to increase connectivity for pedestrians, bicyclists and vehicles, encourage infill development consistent with the Comprehensive Plan's vision for the area, and provide additional open space and recreational opportunities for neighborhood and island residents.

The following statistics summarize the development potential of undeveloped sites in the entire Plan Area after modifications to zoning based on the recommendations in the Implementation Section:

- **Ferry Terminal Area (South of Winslow Way):**	**350-400 units (includes optional 68-80 hotel rms)**
- **Designated Office Sites in Ferry Terminal Area (Equivalent Res Units)**	**90 units**
- **Site North of Harbor Square**	**116-130 units**
- **Cave Ave. Site**	**26-30 units**
- **North of Chamber of Comm. Site**	**58-72 units**
- **Total:**	**640-764 units**

Off-street bicycle paths

Pedestrian and bicycle bridges over the Winslow Ravine

Waterfront Trail connections

Plan Alternatives

- **Reservation of public easements for east/west pedestrian/bicycle connections at Wyatt, Knechtel or Wallace**
- **North/south trail connections along portions of the Winslow Ravine**

Plan Alternatives

- Infill Development North of Winslow Way
- Up to 500 Units of New Housing

1. East-West Connections

Currently, SR 305 and the Winslow Ravine act as barriers between the east and west sides of central Bainbridge. In an attempt to eliminate the barriers, expanding the connectivity network of this area is one of the goals of the Ferry / Gateway District Plan. The Plan recommends **reservation of public easements** east of the termini of Wallace, Knechtel and Wyatt Ways to allow for future bicycle / pedestrian connections across SR 305 and the Winslow Ravine to Ferncliff Avenue as part of a larger trail network. Any auto connections in these corridors would require future study. The Plan recommends the evaluation of east-west connections as part of the City's 2030 transportation analysis, the Ferry / Gateway District EIS and any future downtown transportation planning. The Plan also recommends creation of a public street of a residential nature along northern edge of the property north of Harbor Square creating an auto, pedestrian and bicycle link between Cave and Ferncliff Avenues.

2. Winslow Ravine / Trail Network

The Winslow Ravine is currently an underutilized open space resource in the Ferry and Gateway Districts. To begin to utilize and realize the qualities and benefits of the Winslow Ravine, the Plan recommends **allowing public access** through the acquisition of easements to create trail connections along the east side of the Ravine heading south from High School Road to the Vineyard development. This series of public easements would connect into the trail connection from the Vineyard development south to Cave Avenue near Harbor Square which is currently under construction. The Winslow Ravine trail network would merge into the future east – west connection to Ericksen Avenue over SR 305 and the Winslow Ravine at either Wallace, Knechtel or Wyatt Ways. Opening the Ravine up to public access would require dedicated trail easements or large portions of the Ravine to be acquired by the City from their current private owners.

1. Infill Development Sites

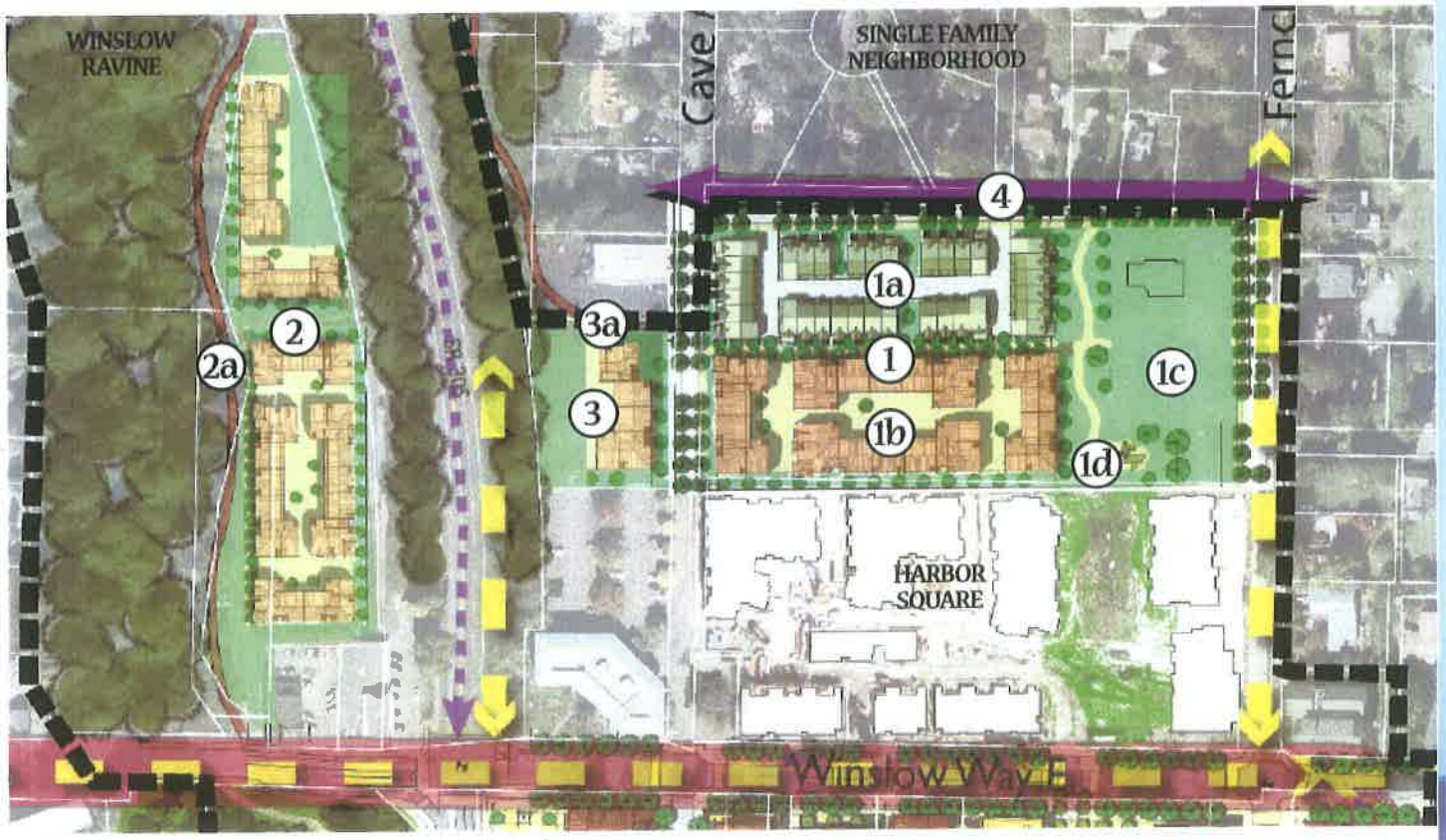
Based on the vision of the Comprehensive Plan, The Ferry / Gateway Urban Design Plan recommends encouraging infill mixed use and residential development on vacant and underutilized properties north of Winslow Way. Encouraging denser housing in this area will help to create a more vibrant, pedestrian -oriented neighborhood and will also help to **support existing businesses in downtown Winslow.** Encouraging housing in this area could result in up to approximately 275 units north of Winslow Way.

North of Harbor Square: The largest of these development sites in the Ferry District is the approximately 5 acre property north of Harbor Square. Development on this site for a total of 116-130 units should ensure a neighborhood transition through existing zoning standards and design standards (See Implementation section of Plan). The eastern portion of the site is envisioned to become an active recreational park while

creating a north-south open space network through the existing Harbor Square open space and south of Winslow Way into the Ferry District. An alternative would be for the city to acquire a portion or all of this site to create a larger open space and recreation area.

Creation of a public lane of a residential transitional nature as an extension of Gillmore Way along northern edge of site linking Cave and Ferncliff Avenues will allow greater connectivity while creating a transitional space adjacent to existing single family homes.

North of Chamber: The second largest development site is the property north of the Chamber of Commerce. An existing residential project has been approved on the site, but has yet to be constructed. Infill housing should be strongly encouraged on this site, with the option of maintaining the site as surface parking (or future parking structure) to support downtown Winslow and Ferry District activities.



Infill development sites along Cave Avenue and west of SR 305

Plan Alternatives

1. North of Harbor Square Site (116 - 130 du)

1a. Townhouses and Small-Lot Single Family

1b. Podium Building

1c. Active Recreational Park

1d. Extension of Open Space Corridor Through Site

2. North of Chamber Site (58-72 du)

2a. Proposed Ravine Trail Connection

3. Cave Avenue Site (26-30 du)

3a. Existing Trail Connection

4. New Residential Lane

For this site, the Plan recommends modification of zoning regulations (including setbacks) to create a development site for infill multi-family housing of approximately 58-72 units. The new development should include a ravine trail connection along the western edge of the site.

Cave Avenue Site: North of Winslow Way along the west side of Cave Avenue is an opportunity site for a small infill housing development. Because of existing zoning regulations specifying a 50' setback from the SR 305 right-of-way, this site currently has a low development potential. By modifying the zoning as described in the Implementation section of the Plan and removing the SR 305 setback this site can reach its full potential as an attractive infill housing development of approximately 26-30 units.

B. Ferry Terminal Area - Plan Structure

The Plan presents two alternatives for the Ferry Terminal Area (south of Winslow Way), each with variations on key elements and development program. The Alternatives contain similar overall frameworks, while illustrating variations on several key elements. Elements from both alternatives should be evaluated in the EIS process and can be combined to create a Preferred Alternative.

The vision for the Ferry Terminal Area is to create a vibrant mixed-use neighborhood with a series of public amenities, while at the same time improving transportation and connectivity in and around the terminal. The overall structure for the Ferry Terminal Area is created by the following key elements:

Pedestrian and Bicycle Connectivity: Interconnected street network, dedicated bicycle lanes and routes and new paths in and around neighborhood.
Neighborhood Development: Mixed-use development on existing surface parking lots, including housing, retail, restaurant and office uses.

Examples of Infill Development

Community Open Spaces: Major new open spaces including a shoreline bluff park and community plaza as well as connections to Winslow Ravine and Waterfront Park; Minor open spaces including pocket parks and paseos within each development block.

WSF Operations: Expanded auto holding area and new 3-level terminal building/intermodal station

Kitsap Transit Operations: Expanded subgrade transit center with space for approximately 30 buses; ramp system separating bus traffic from vehicular traffic on Olympic Drive.

Kiss and Ride: Expanded Kiss and Ride loop / short term parking over subgrade bus transit center.

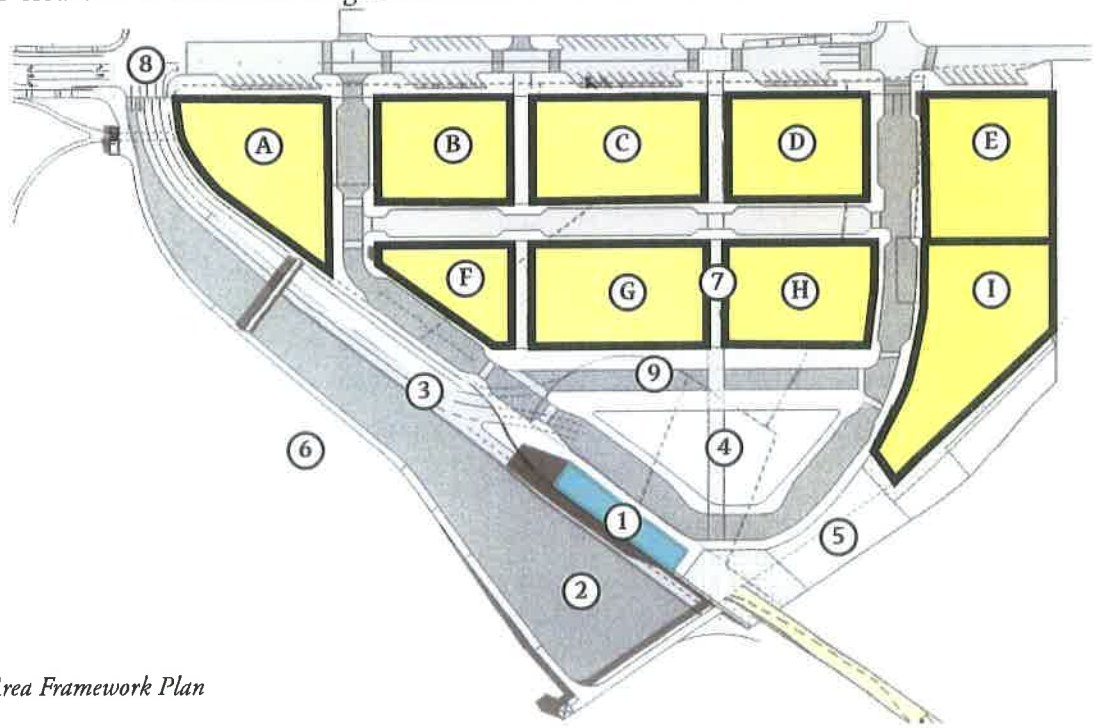
Commuter Parking: Subgrade commuter parking structure under a portion of future neighborhood development

Police Station Site: Redeveloped police station site as gateway to the Ferry Terminal Area.

Winslow Way SR 305 Intersection: Redesigned intersection allowing safer crossings for pedestrians, bicyclists, buses and autos.

Harbor View Drive: Re-oriented Harbor View Drive, either north of proposed tollbooths or west to downtown Winslow.

Each of these elements is described in greater detail in the Section E.



A-I. Neighborhood development Sites (350-500 du, office and retail)

1. New Ferry Terminal

2. Expanded WSF Holding Area

3. Kitsap Transit Bus Ramp

4. Community Plaza above Subgrade Bus Transit Center

5. Shoreline Bluff Park

6. Winslow Ravine and Trail Network

7. Pedestrian Paseo Network

8. SR 305 / Winslow Way Intersection

9. Kiss and Ride

Ferry Terminal Area Framework Plan

Plan Alternatives

Elements differing from Alternative B:

- **Reorientation of Harbor View Drive to Downtown Winslow**
- **Elongation of WSF Holding Area**
- **Redeveloped police station in new location**
- **Mixed-Use Gateway Development at Police Station Site**

C. Alternative A

Alternative A incorporates future development of the Ferry Terminal Area surface parking lots under a unified plan. The Plan envisions properties developing independently or as part of a larger vision including land swaps and land purchases. The key elements of Alternative A include the reorientation of Harbor View Drive to Bjune Drive, the elongation of the WSF auto holding area and the redevelopment of the police station site as a gateway mixed-use project. Alternative A envisions a variety of retail and restaurant uses along Winslow Way and adjacent to the ferry terminal, oriented not just to commuters but also to tourists and island residents as an extension of downtown. Alternative A also recommends mixed-use and residential buildings between 3-5 stories in order to provide new housing opportunities and to support retail shops and transit services. The plan recommends a large subgrade parking structure to be financed either by a private or public entity (public is preferred and may be necessary to implement the facility).

Alternative A presents a high-end development forecast including the following:

- **Residential Units: 350-500**
- **Retail Square Footage: 32k**
- **Office Square Footage: 45k (or equivalent residential development)**
- **Commuter Parking Spaces: 879 (with 2 stories of commuter podium parking)**

Cafes and outdoor seating

"Urban Village" Character

Active, vital mixed-use neighborhood

Alternative A Illustrative Plan

Plan Alternatives

Elements differing from Alternative A:

- **Reorientation of Harbor View Drive to intersect north of proposed tollbooths**
- **Widening of holding area**
- **Redeveloped police station in same location**
- **Existing Winslow Way buildings may remain**

D. Alternative B

Alternative B incorporates future development of the Ferry Terminal Area surface parking lots under a unified plan. The Plan envisions properties developing independently or as part of a larger vision including land swaps and land purchases. The key elements of Alternative B include the reorientation of Harbor View Drive to intersect Olympic Drive north of the proposed tollbooths, the widening of the WSF auto holding area and the redesign of the police station to include subgrade parking and storage. Alternative B envisions a variety of retail and restaurant uses along Winslow Way and adjacent to the ferry terminal, oriented not just to commuters but also to tourists and island residents as an extension of downtown. The plan recommends a large subgrade parking structure to be financed either by a private or public entity (public is preferred and may be necessary to implement the facility). Alternative B also recommends mixed-use and residential buildings between 3-5 stories in order to provide new housing opportunities and to support retail shops and transit services. Alternative B presents a mid development forecast including the following:

- **Residential Units: 255**
- **Retail Square Footage: 32k**
- **Office Square Footage: 53k (or equivalent residential development)**
- **Commuter Parking Spaces: 879 (with 2 stories of commuter podium parking)**

Pedestrian and bicycle orientation

Mixed-use development and public space

Pedestrian connections through neighborhood

Alternative B Illustrative Plan

Plan Alternatives

- Pedestrian and Bicycle Priority
- Multiple New Routes
- Generally Level Walk from Downtown to Ferry Terminal
- Waterfront Trail Connections

D. Ferry Terminal Area Elements

1. Pedestrian and Bicycle Connectivity

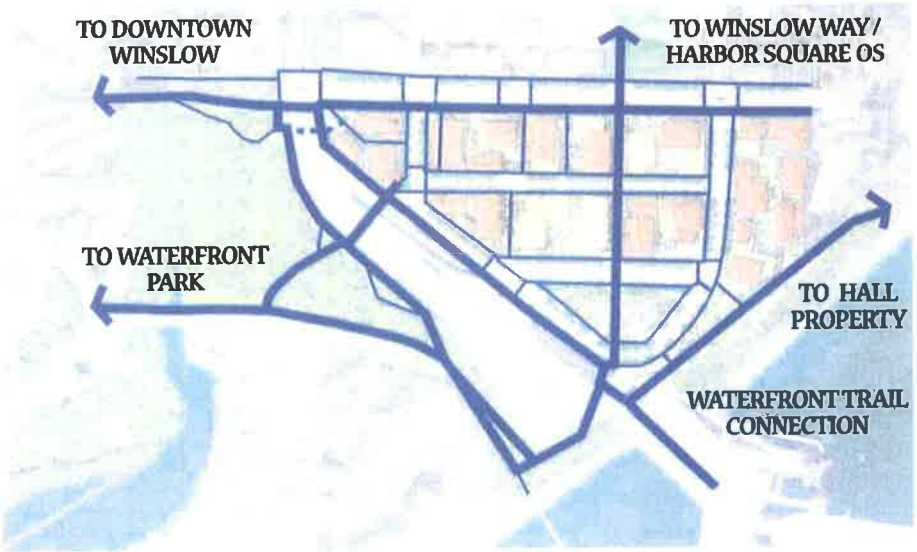
Pedestrians and Bicyclists will be given priority over all other forms of transportation in the Ferry and Gateway District. The Plan includes a street and paseo framework breaking the Ferry District up into a number of smaller human-scaled blocks. This will allow the pedestrian and bicyclists a variety of routes in both the north-south and east-west directions.

Pedestrians: The Ferry / Gateway Urban Design Plan includes multiple new routes for pedestrians and bicyclists through the new neighborhood as well as a series of connections west of the holding area along Winslow Ravine and into Waterfront Park. By utilizing the existing topography for subgrade parking, the pedestrian experience is enhanced and the direct connection from the entrance of the Ferry Terminal north to Winslow Way / SR 305 is transformed from an uphill climb (25' gain) to a generally level walk (5' gain). The walk from the entrance to the Ferry Terminal to the intersection of Winslow Way / Ferncliff Avenue is also improved from a 50' gain to a 30'. The Winslow Way / SR 305 intersection will be improved by creating crosswalks at all corners along with traffic calming measures and pedestrian-oriented light cycling to make a safe and attractive crossing in all directions. A pedestrian underpass below Olympic Drive on the current police station site will create a grade-separated alternative and will provide another connection from the new neighborhood to downtown Winslow.

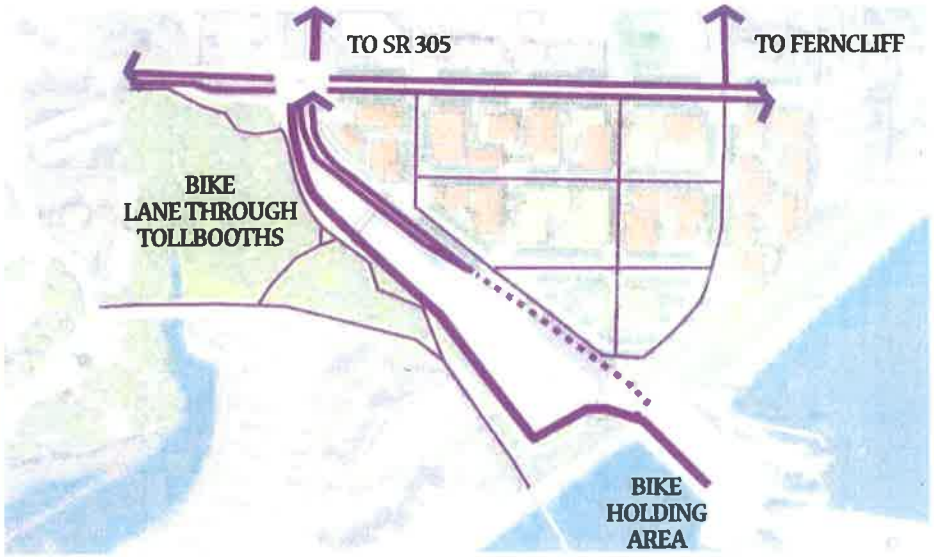
In the short-range, access to parking lots and businesses along Olympic Drive should be coordinated and organized to create less congestion and conflict while **improving pedestrian flow** in the area. In the long-range, access to businesses from Olympic Drive should be removed and replaced with a more integrated neighborhood street system allowing Ferry-bound auto and bus traffic to be separated from local traffic.

The Plan envisions a **seamless continuation to the Waterfront Trail** and includes multiple direct connections along the waterfront on both sides of the Ferry Terminal for both bicyclists and pedestrians. Another major crossing of Olympic Drive is included with a pedestrian walkway over the WSF tollbooths connecting the new Ferry District neighborhood to Winslow Ravine and Waterfront Trail.

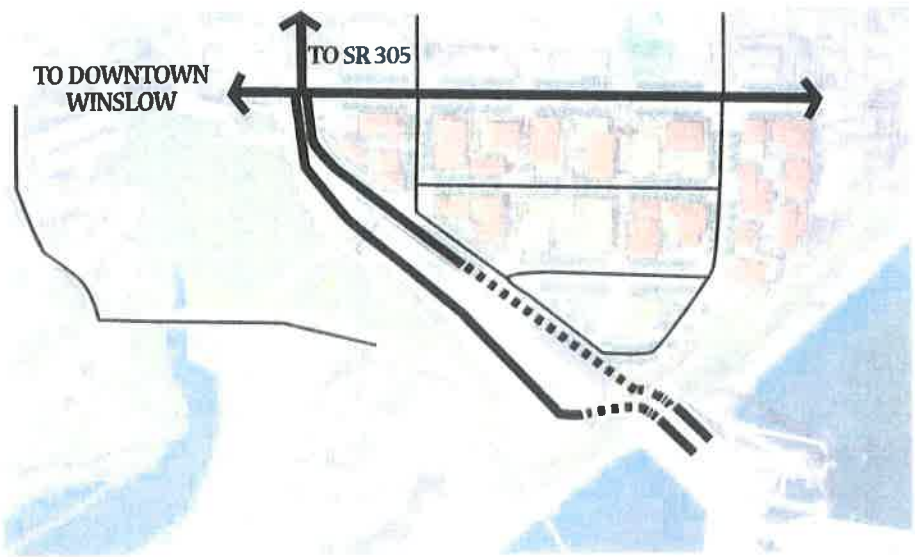
Bicyclists: Bicylists in the Ferry District will have a number of options available from **new bike lanes** on Olympic Drive to new Waterfront Trail connections to the utilization of the neighborhood street network. Incoming bicyclists will use a new designated lane on the west side of the holding area to enter through the tollbooths, along the south side of the auto holding area and south on the ferry dock to a designated



Pedestrians



Bicyclists



Autos

Buses

Circulation Diagrams

Plan Alternatives

- Mix of Residential Units
- Mixed-use Buildings
- Residential Parking in Podiums or Subgrade Structures
- Active Sidewalk Edges

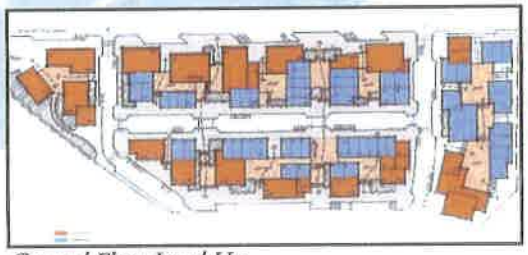
bicycle holding area. Outgoing bicyclists will travel north on Olympic Drive in a designated under the bus transit center and then either taking a new center or right hand bicycle lane through the SR 305 / Winslow Way intersection.

Bicyclists will also be able to carry their bikes up a set of stairs from the holding area to the community plaza level, where they will then be able to ride through the internal neighborhood street network to reach Winslow Way. A redesigned "bike barn" will be located in either a storefront space or within the new intermodal terminal.

2. Neighborhood Development

The Ferry Terminal Area will include a mix of residential units in conjunction with office and retail uses. New, mixed-use housing will develop in response to the ease of access to public transportation, downtown Winslow and the new community open spaces defined in the Plan. The WSF property adjacent to the shoreline bluff should be developed as a landmark building and may include boutique hotel or inn with retail or restaurant uses on the ground floor. **The pedestrian will be emphasized** within the new neighborhood while automobiles will be downplayed in the Plan area. Resident parking will be in podium (partially submerged garages with buildings and open space above) or subgrade structures and accessed through the neighborhood street network. Retail windows and entrances, stoops, and residential entrances, courtyards and landscaping will enliven the sidewalk edge. Neighborhood amenities will be focused along Winslow Way with some smaller retail and restaurant uses focused adjacent to the Ferry Terminal. The neighborhood blocks will include a variety of buildings, paseos and open spaces, which will provide a scale and character consistent with the greater downtown Winslow neighborhood. Please see the Design Principles Section for specific building and site design principals.

View of neighborhood development



Ground Floor Land Use

Neighborhood Development

Plan Alternatives

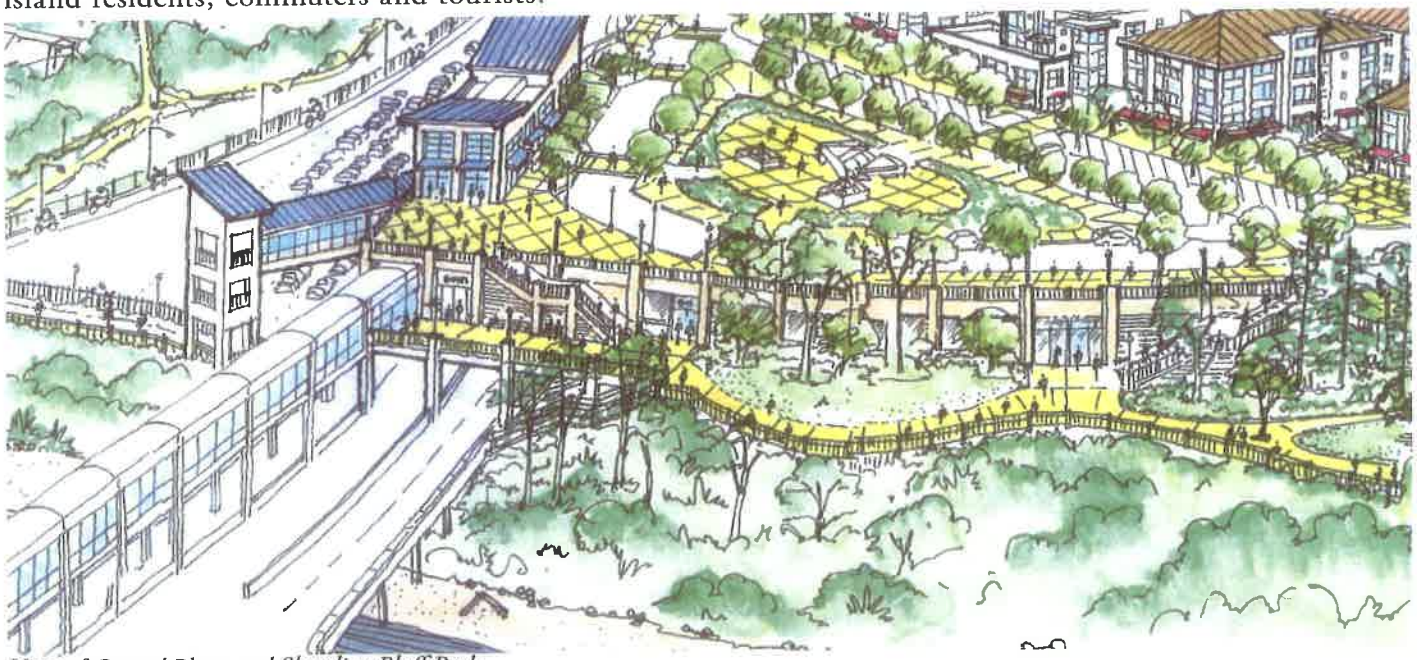
- Central Plaza
- Shoreline Bluff Park
- Paseos
- Winslow Ravine Trails

3. Community Open Spaces

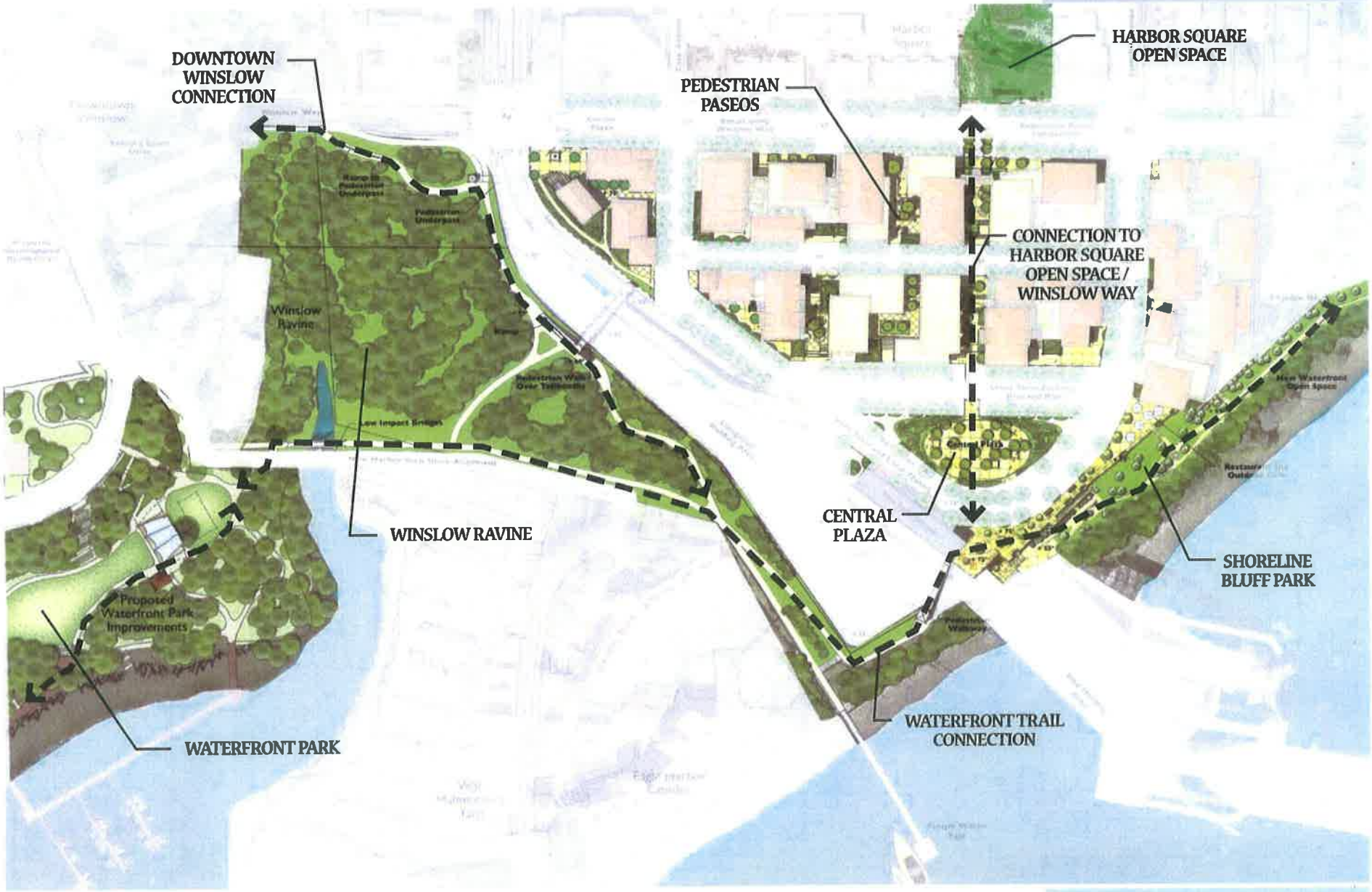
The Plan includes a series of community open spaces including linear parks, a large central plaza / gathering space and a multi-tiered shoreline bluff park. These new public spaces will create an open space network, connecting into other existing and planned neighborhood open spaces. The Plan also recommends allowing public access to portions of the upper Winslow Ravine including direct connections to the existing Waterfront Trail.

Trails: New trails will be provided on the west side of the holding area connecting Winslow Way to Waterfront Park, the Ferry Terminal and the future water taxi. By reorienting Harbor View Drive, the Plan creates an unbroken green corridor from Winslow Way to the Shoreline.

Shoreline Bluff Park: The Shoreline Bluff Park will extend along the eastern side of the Ferry Terminal Area. It will be created in areas now dedicated to surface parking and will become the new "front lawn" of Bainbridge Island. The soft, landscaped park will be between 30'-50' wide in most areas, provide some shoreline restoration and enhancement. From it's existing grade at the top of the bluff, the park will transition up a series of monumental stairways to a hardscaped upper tier above the bus transit center. The park will provide a significant extension to the Waterfront Trail and will be a vital community resource to island residents, commuters and tourists.



View of Central Plaza and Shoreline Bluff Park



Community Open Spaces0

Plan Alternatives

- Holding Area Expansion North or West
- 3-Level Intermodal Station
- Seperate Ferry-Bound Auto Traffic From Neighborhood Traffic

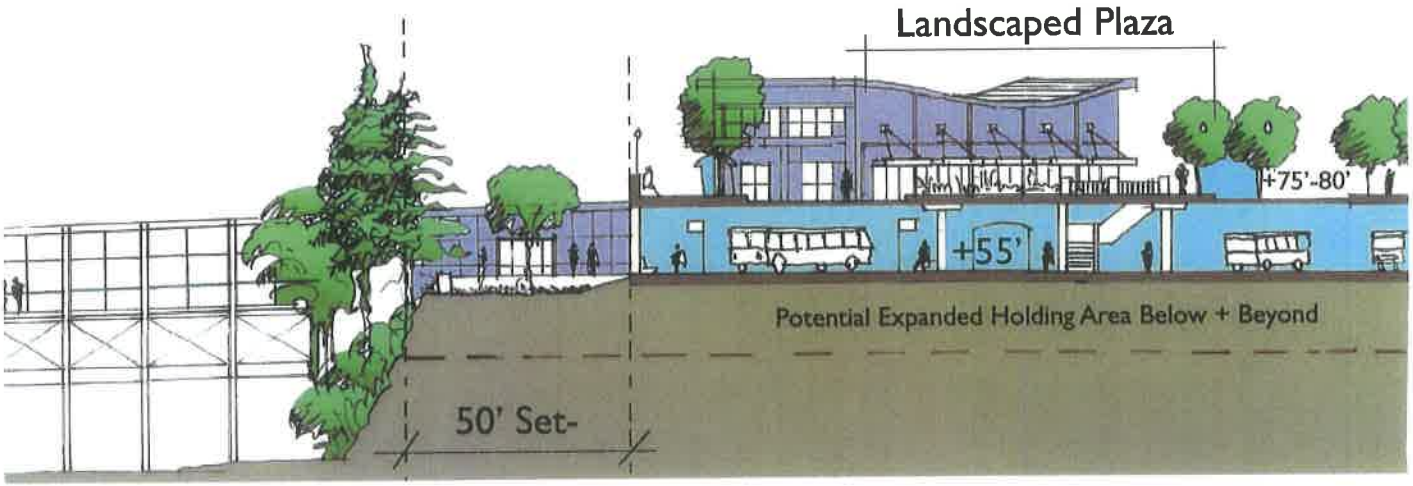
Central Plaza: The Central Plaza is an open space of hardscape or softscape which allows for public gathering and passive recreation, it should have lighting, seating, signage and provisions for public art, farmers markets, performances and memorials. The central green will function as an outdoor room with buildings framing three sides allowing spectacular views out to Puget Sound, Mt. Ranier and downtown Seattle.

Pedestrian Paseos: Pedestrian paseos running north and south through the neighborhood will provide pockets of passive open space adjacent to new buildings. The paseos will also provide pedestrian connections while preserving and enhancing view corridors from Winslow Way to Eagle Harbor and beyond.

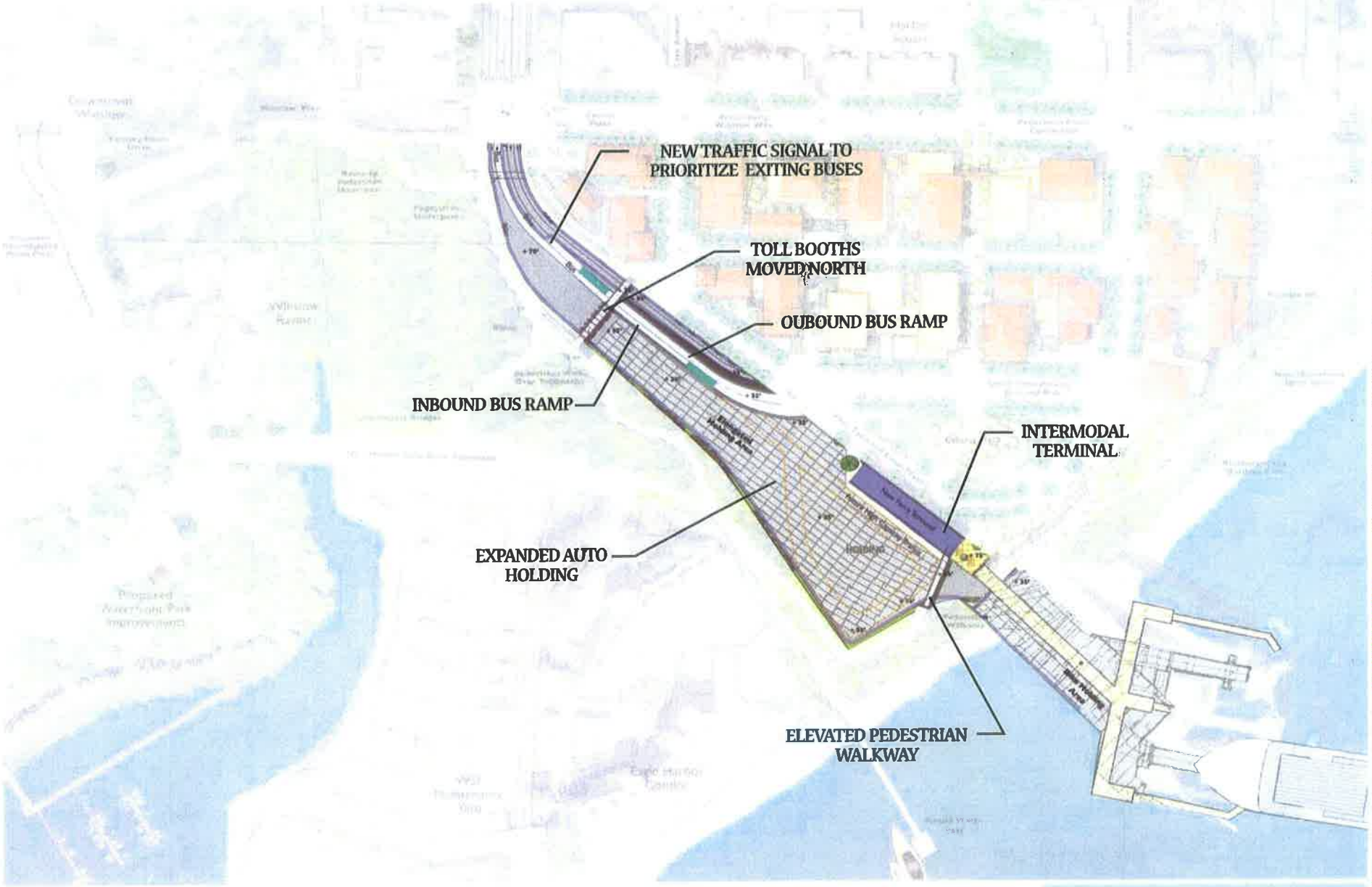
4. WSF Operations

The Plan recommends the creation of a **three-level Ferry Terminal/Intermodal Station** serving the auto holding area and bicyclists on level one, the bus transit center and walk-on traffic on level two and the central plaza, neighborhood and walk-on traffic on level three. WSF and Kitsap Transit will share the new Intermodal Station which should be designed to have a contemporary, transparent quality allowing views into and out of the station from all levels.

The Washington State Ferries auto holding area will be **expanded** either north towards Winslow Way or west towards the Winslow Ravine and may also include a subgrade expansion under the future bus transit center. In either scenario, the auto tollbooths will be moved north to provide more room for holding.



Section view of intermodal terminal



WSF Operations

Plan Alternatives

- Expanded Subgrade Transit Center for +-30 Buses
- Kiss and Ride / Short Term Spaces for 88 Cars
- Replacement of Nearly All Commuter Parking Underground

5. Kitsap Transit Operations

The subgrade transit center is a primary focus of the Ferry District and will be designed to provide a safe and comfortable environment for passengers. The transit center will help contribute to the character and identity of the development and the surrounding neighborhood. The transit center will **expanded to hold approximately 30 buses,** and will be accessed via two one-way ramps from Olympic Drive. The interface between buses and exiting auto traffic will be controlled by a new signal at the end of the bus ramp. Access to the subgrade transit center will come primarily from the new Ferry Terminal / Intermodal Station.

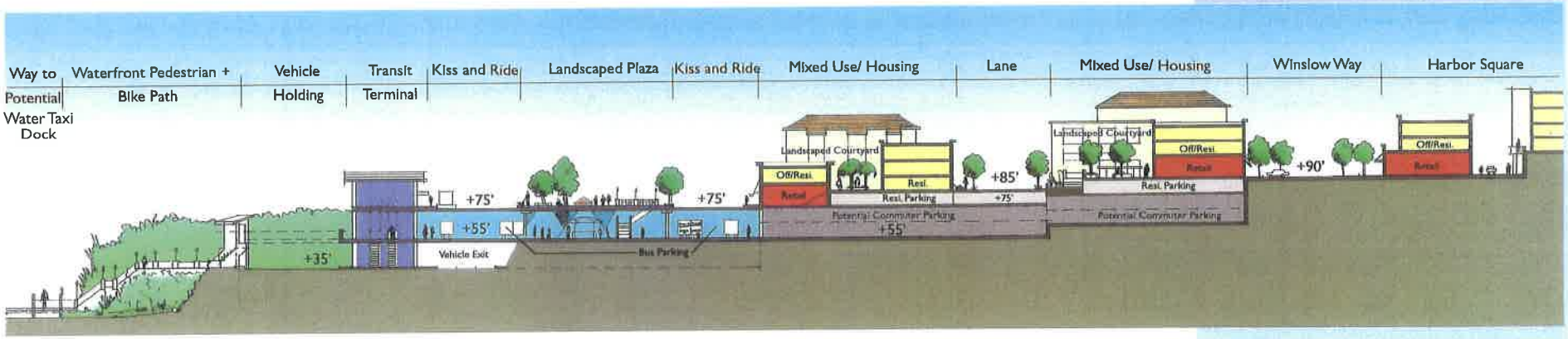
By creating a subgrade transit center, passengers will be weather-protected and will also be at the same level as the WSF pedestrian walkway, **encouraging transit use by allowing a seamless connection between buses and ferries.** The lid of the transit center will serve as a large central plaza and community gathering place with the opportunity to hold community events such as holiday celebrations and farmers markets. By utilizing the existing topography, the transit center will daylight into a new waterfront open space. The Plan addresses the needs of future transit by delineating areas for high-capacity transit as defined in the SR 305 Corridor Study along with a docking area for water taxi services.

6. Kiss and Ride

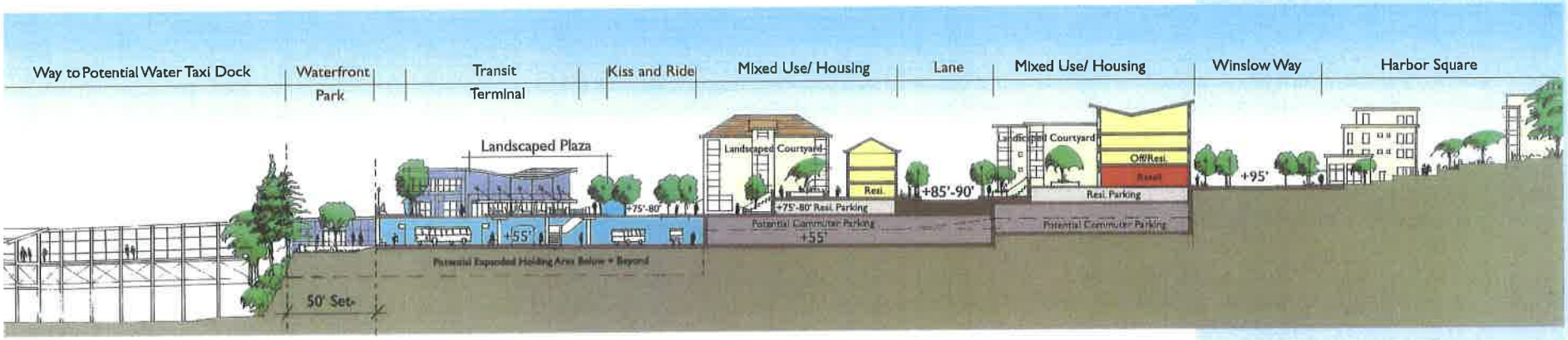
The Kiss and Ride area will be located **above the new bus transit center** and along portions of the extended Ferncliff Avenue south of Winslow Way. The Kiss and Ride area will contain approximately 88 short-term kiss and ride, transit, taxi and shuttle spaces, many of which will be available as retail parking for adjacent businesses during non-peak hours. Circulation of the Kiss and Ride area will be in two directions and will allow drivers to circle seamlessly through the internal street network and out to the Cave Avenue / Winslow Way and Ferncliff Avenue / Winslow Way intersections.

7. Commuter Parking

Although the Plan recommends the use of the Ferry Terminal Area for housing and open space, it is recognized that commuter parking is an essential element to a successful Ferry District. The Plan follows the Comprehensive Plan recommendation by placing **all commuter parking underground** in subgrade or podium (partially submerged garages with buildings and open space above) structures. By creating a 2-level public commuter parking structure within the Ferry Terminal Area, nearly all commuter parking which now exists in the area can be hidden underground as envisioned in the Comprehensive Plan.



Section 1



Section 2

Subgrade Transit Center with Skylights and Openings

Kiss and Ride around Central Plaza

Key Map

Plan Alternatives

- Redeveloped Police Station or Gateway Mixed-Use Project
- Redesigned Intersection to Regulate Traffic Flow and Provide Ease of Crossing

8. Police Station Site

The Plan recommends that the City's Police station is **relocated** to a larger, more convenient location elsewhere within the central Winslow area, per recommended Police and Municipal Courts Needs Analysis Study. This scenario would allow the Police Station site to be redeveloped as the most prominent gateway site in the Ferry / Gateway District.

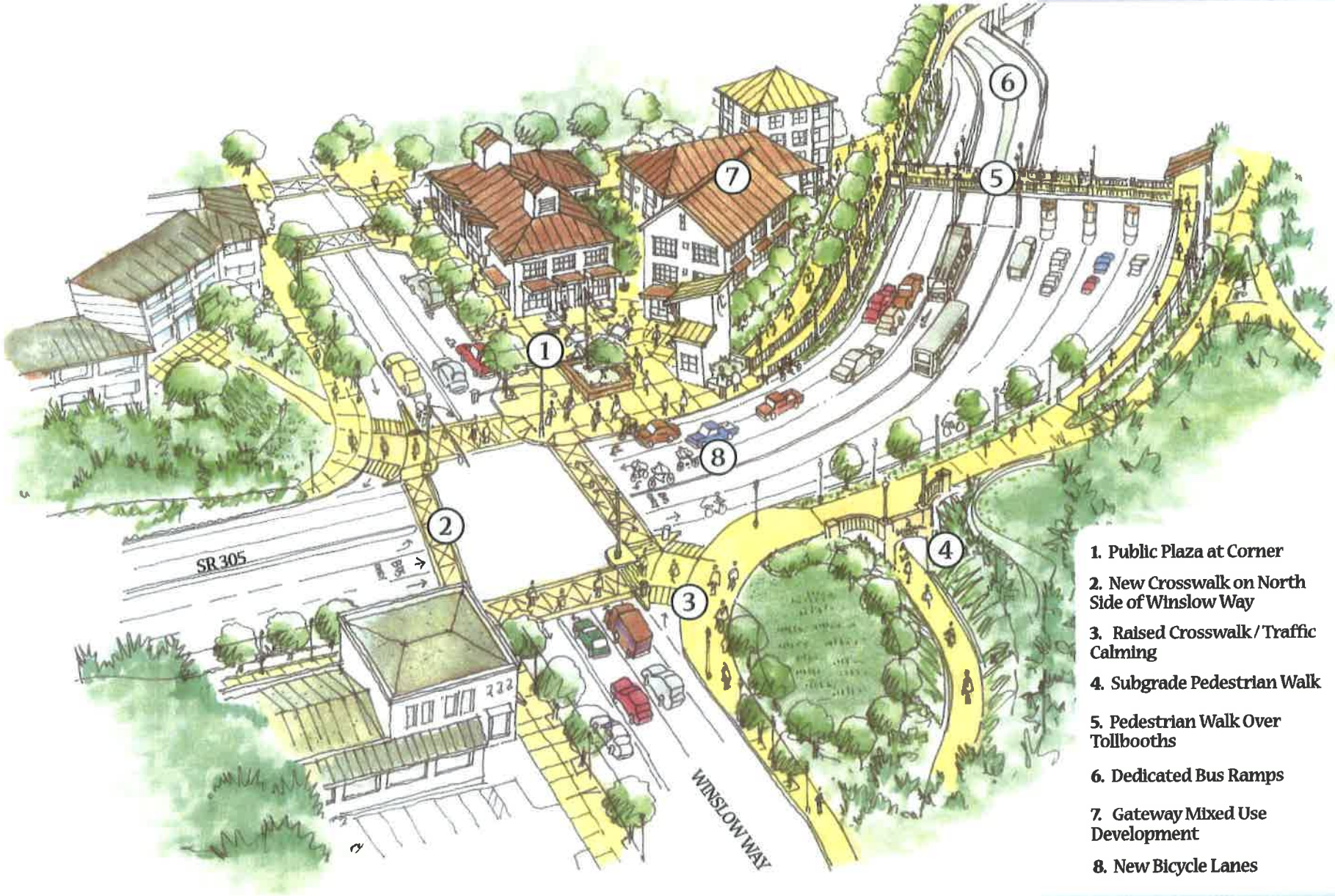
The Plan also allows for street access to Olympic Drive parcels. The Plan envisions the Police Station site being redeveloped into a **gateway mixed use development** with a pedestrian underpass connecting the neighborhood to Downtown Winslow. Adjacent to the police station on the east side of Olympic Drive, a landscaped, pedestrian walk along the edge of the building will function as a direct pedestrian connection between Winslow Way and the Ferry Terminal. An option, as shown on Alternative B, would redevelop the Police station on site with police parking and storage subgrade, per the facilities requirements outlined in the Needs Analysis Study.

9. Winslow Way / SR 305 Intersection

The Plan recommends traffic engineering and streetscape design changes to SR 305 / Olympic Drive and its intersection with Winslow Way as the basic elements for regulating traffic flow, **easing pedestrian and bicycle movement** and reducing congestion in the Ferry District. The lane configurations, width, and design of these streets and intersection become the circulation framework for the Ferry District and allow major circulation to remain in this defined north-south corridor.

Mixed use development on police station site

Reconfigured Police Station



1. Public Plaza at Corner
2. New Crosswalk on North Side of Winslow Way
3. Raised Crosswalk / Traffic Calming
4. Subgrade Pedestrian Walk
5. Pedestrian Walk Over Tollbooths
6. Dedicated Bus Ramps
7. Gateway Mixed Use Development
8. New Bicycle Lanes

Winslow Way / SR 305 Intersection

Plan Alternatives

- **Reorientation of Harbor View Drive to Downtown Winslow Recommended**

10. Harbor View Drive

Alternative A includes the removal of the Harbor View Drive / Olympic intersection along with the creation of a new Harbor View Drive connection into Bjune Drive and downtown Winslow. This new connection will be routed through the northern edge of the WSF Maintenance Yard, providing access to both the yard and the Eagle Harbor Condos. It will include both an attractive, narrow "yield" bridge over a portion of Winslow Ravine Estuary for autos as well as a separate bridge crossing for pedestrians and bicyclists. The new bridges will be designed to minimize shadows and have the **least potential impact** to the Winslow Ravine natural habitat. The overall impact of the bridges will be evaluated in the EIS.

An option, as shown on Alternative B, would include the current routing of Harbor View Drive to the WSF Maintenance Yard and the Eagle Harbor Condos, but would be slightly reconfigured so that it intersects with Olympic Drive closer to Winslow Way, **north of the proposed WSF tollbooths.** This option would include a new signalized intersection at Harbor View Drive and the WSF holding area to allow access and egress to Eagle Harbor condos and WSF Maintenance Yard while easing congestion during Ferry loading and unloading times.

Existing Pedestrian and Bicycle Bridge over Winslow Ravine

Proposed Harbor View Drive Auto and Pedestrian Bridges

New Harbor View Drive connection to Downtown Winslow (TOP)
Reconfigured Harbor View Drive connection to Olympic Drive (BOTTOM)

Design Principles

A. Introduction

The Ferry / Gateway District Plan ties existing and new residential neighborhoods, commercial uses, transit facilities, open space and waterfront areas together in a safe, convenient, and walkable environment for residents, employees, and visitors to the area. Design Principles are provided to assist the City and property owners in designing and developing new projects that meet the important principles of the Plan.

The Design Principles are intended to **supplement the City's Core District Design Guidelines** which should also apply to the Ferry and Gateway Zoning Districts. The principles are also intended to articulate key plan elements in the Ferry/Gateway Districts. The Principles are organized by the following topics:

• The Design Principles are intended to supplement the Core District Design Guidelines

1. The Bainbridge Block

- The Bainbridge Block is representative of the existing development pattern in and around downtown Winslow.
- The Bainbridge Block is characterized by a **collection of buildings, courtyards and green edges**.
- Creates a sense of variety and exploration which can stimulate the senses by providing unexpected sites, sounds and experiences.

2. Connectivity

- **Designing the Ferry/Gateway District for people rather than just vehicles will ultimately support healthy transit ridership.**
- New developments should be connected to adjacent uses and neighborhoods via biking, walking and driving to better integrate new projects into the existing community.

2. Open Space

- Open spaces should range from larger community areas to smaller neighborhood parks, plazas and tot lots.
- The new **parks will help to establish an identity and focus for the neighborhood and will provide an important resource for the larger Bainbridge Island community.**

B. The "Bainbridge Block"

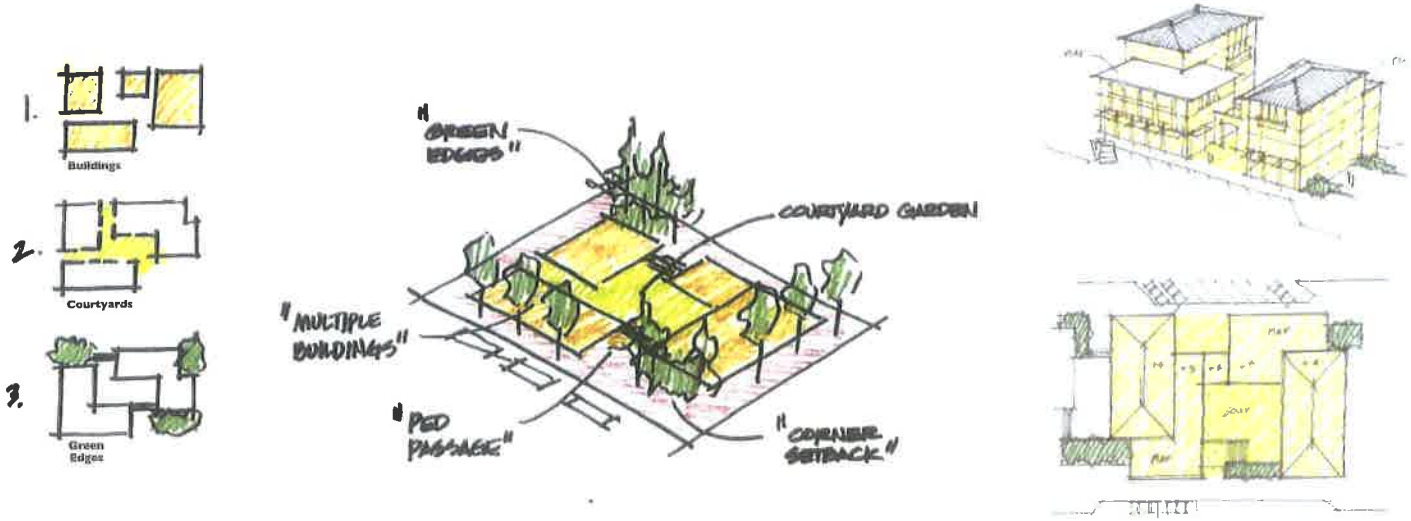
• The Bainbridge Block is the desired development form for the Plan Area

Central Bainbridge Island and Downtown Winslow have a unique, identifiable development pattern in both older and newer infill projects. This pattern helps to reinforce the character of the Downtown Area and should be applied to the Ferry / Gateway Districts. The "Bainbridge Block" is characterized by a **collection of buildings, courtyards and green edges**. The pedestrian experience of Downtown Winslow and Bainbridge Island is based on discovery, in formalness and unexpected spaces and encounters. Residents and visitors can walk directly up and down the main streets of Winslow Way and Madison Avenue or can wander through courtyards, narrow lanes, plazas and seating areas at a more leisurely pace. This sense of variety and exploration can stimulate the senses by providing unexpected sites, sounds and experiences.

The following key principles help to reinforce the framework of the "Bainbridge Block"

1. Buildings

Building **differentiation, massing and articulation** are key to creating a finely textured urban village. The Bainbridge Block is intended to break from the often times monolithic qualities of new development by emphasizing variety in building forms, massings and heights. Buildings in the Bainbridge Block should have the appearance of individuality and uniqueness while at the same time being contextually designed to fit the neighborhood and the island as a whole.



Essential elements of the Bainbridge Block

Design Principles

The Bainbridge Block allows for the **incremental development** of the block and the neighborhood over time. Short term development may occur directly along Winslow Way and adjacent to the Ferry Terminal while development of interior areas occurs in the long-term. This pattern will ensure that the Ferry Terminal Area has an organic quality characterized by older areas of Winslow and Bainbridge Island that grew over time. This approach will also ensure access to views and sunlight for the new residents, neighbors and visitors.

This pattern also includes a **variety of street frontages** to each building. Shops directly front the sidewalk, different setbacks vary the sidewalk width, corner setbacks create active small plazas for seating and internal courtyards are publicly accessed and may contain shops or restaurants.

Buildings within the Plan Area should foster the appearance of an urban neighborhood with special attention to detailing within **pedestrian** range of touch and view. The use of quality materials, unique signage, canopies or awnings and intricate design details such as recessed windows and attractive moldings can reinforce the pedestrian nature of the street.

Special attention should be paid to buildings with retail on the ground floor that front important public spaces such as the central plaza and Winslow Way. Buildings that front internal streets should have a more residential character. Parking podium and garage entrances should be located on internal streets to ensure an attractive pedestrian character on Winslow Way.

- **The Bainbridge Block allows for incremental development of a variety of building forms**

Ground Floor Use

Design Principles

- Courtyards may be public or semi-private
- Buildings should be setback at important locations to create gathering places

2. Courtyards

Courtyards in the Bainbridge Block should have either a **public or a semi-private** character depending on location. Pedestrian connections, especially in the north-south direction from the Ferry Terminal to Winslow Way should be ensured by the designation of public courtyards.

Courtyards may be either **at grade or above raised parking podiums.** They may be designed as a natural green open space or may have more of a hardscape character.

3. Green Edges

The edge pattern of the Bainbridge Block differs from the typical downtown urban block in other communities. Typically, buildings are brought up to the sidewalk edge in a uniform setback, creating a wall character to the edge. The Bainbridge Block dictates that **buildings are setback from the sidewalk in specific areas** to create seating areas and landscaped spaces. This softer, more informal character helps to reinforce the unique built environment of downtown Winslow.

Buildings should be setback from the sidewalk specifically at important retail, residential and office entrances and at important corners to create **gathering places.** The edges within the building setbacks should be landscaped to provide a soft character and to add to the quality of the space.

Landscaping in the Bainbridge Block should be designed so as to provide water quality benefits for stormwater runoff. This could reduce the amount of irrigation required as storm runoff can provide water to plant material.

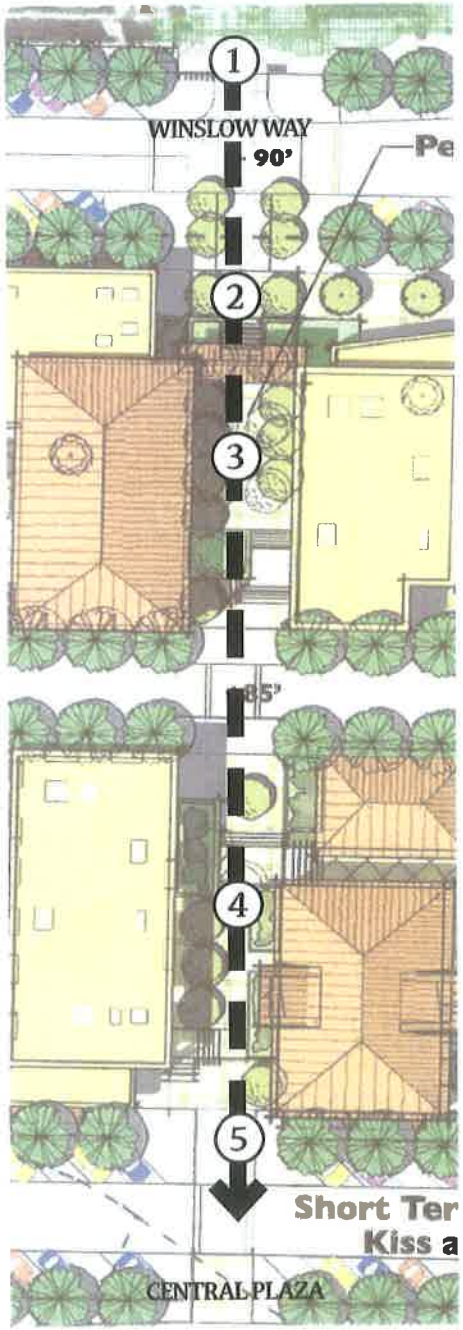
Cafe seating should be encouraged within the green edges on the sidewalk adjacent to restaurants, especially near the Ferry Terminal, provided there is a minimum of 5' clear area for pedestrian movement. Sidewalks should be widened if necessary to create space for cafe seating.

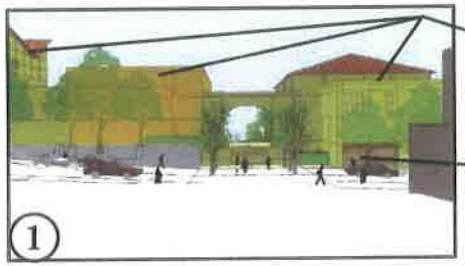
Buildings with individual forms

Courtyard with public character

Green edge with seating area

Design Principles



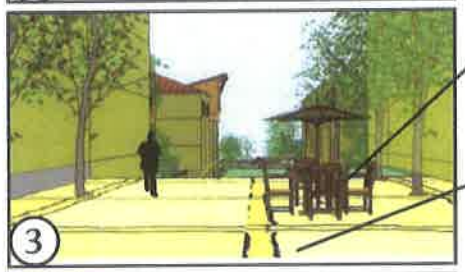


BLOCK IS BROKEN DOWN INTO SEVERAL BUILDINGS

STRONG RETAIL FRONTAGE ALONG STREET

BUILDINGS SETBACK AT KEY LOCATIONS

FORMAL ENTRANCES INTO PEDESTRIAN COURTYARDS

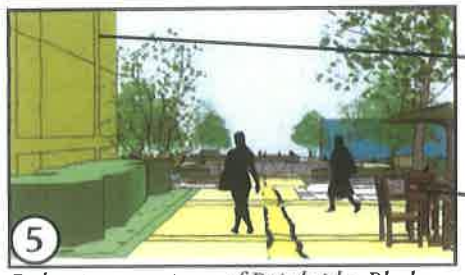


PEDESTRIAN PASEOS WITH SEATING AREAS

DIFFERENT GRADES CREATE VARIETY OF PUBLIC SPACES

BUILDINGS AND LANDSCAPE FRAME VIEW CORRIDORS

GREEN EDGES TO BLOCKS



BUILDINGS PULLED BACK TO OPEN VIEWS AND TO INVITE ACCESS

CAFES AND RESTAURANTS TO ACTIVATE PUBLIC SPACES

Pedestrian experience of Bainbridge Blocks

Design Principles

• The Ferry / Gateway District should be designed for people rather than just vehicles

C. Connectivity

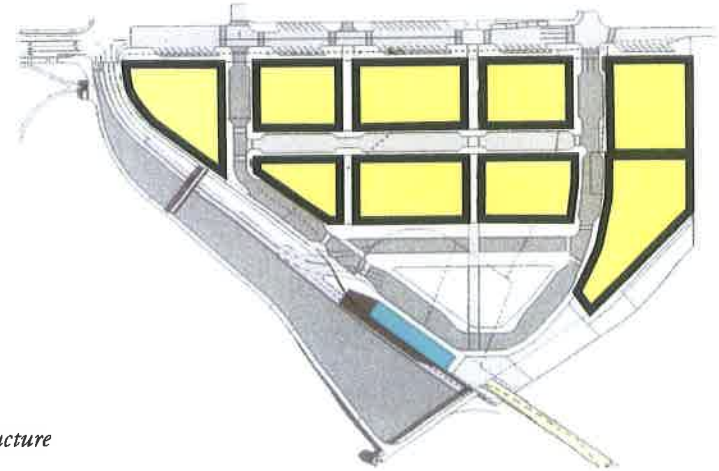
Along with a mixture of land uses, and building types, it is important for new developments in the Plan Area to have convenient access to the ferry terminal and intermodal station from within the neighborhood and from surrounding areas. **Designing the Ferry/Gateway District for people rather than just vehicles will ultimately support healthy transit ridership.**

1. Street Network

A key element of the Plan is the concept of breaking down the Ferry Terminal Area into a **set of blocks.** This concept will allow pedestrians, bicyclists and autos the availability to travel in multiple routes to reach a destination. Creating a series of blocks also helps to keep new development at a scale that is appropriate for the Plan Area. Creating blocks will also provide the ability for development to occur in the Ferry Terminal area at incremental stages as described in the Implementation Section.

New developments should be connected to adjacent uses and neighborhoods via biking, walking and driving to better **integrate new projects into the existing community.** Short blocks make it easier for residents to circulate throughout the neighborhoods.

Streets should be designed to be **bicycle-friendly.** Signed routes should be incorporated along many of the streets in the Plan Area in order to allow north-south and east-west bicycle traffic flow. On-street bicycle traffic should travel within the existing street right-of-way. Off-street bicycle paths should be developed in the Winslow Ravine Area. Adequate bicycle parking facilities should be located throughout the neighborhood, especially adjacent to the ferry terminal.



Ferry Terminal Area Block Structure

Streets should be designed with bicycles in mind

Streetscape elements should be required to help create a pleasing, well-defined pedestrian environment

Bulbouts help to shorten crossing distances

2. Streetscape Elements

Although each street type will have different dimensions and standards, certain streetscape elements should be universal. Streetscape elements such as lighting, street trees, landscaping and attractive paving patterns should be required to help create a **pleasing, well-defined pedestrian environment.**

Pedestrian-scaled street lighting should be located in the amenity zone adjacent to sidewalks. Street lights should be uniformly spaced according to lighting standards for the City of Bainbridge Island

Street trees should be planted throughout the Ferry/Gateway District. Trees should be located in tree grates or preferably in large planters in retail areas along collectors, arterials, main streets and local streets and located in landscaped planting strips on residential local streets.

Bulbouts at intersections and between parallel or diagonal parking spaces should contain street trees and landscaping in order to help soften the street edge but not obstruct views.

Although in the long-term surface parking will be eliminated in the Plan Area, in the interim periods, surface parking lots should be **landscaped at the sidewalk edge** in order to screen parking, and should include landscaped fingers between parking spaces.

Special paving patterns should be located in seating areas, at street corners and as a way to accent important building entrances. Areas with greater pedestrian traffic such as Winslow Way should have a greater amount of special paving than residential areas. Paving patterns should have an organized and identifiable theme throughout the Plan Area.

- **Streetscape elements are intended to create a pleasing, well-defined pedestrian environment**

Design Principles

- Signage should direct visitors to important neighborhood destinations
- Residential parking should be under building or below grade
- On-street parking is encouraged
- Surface parking should be hidden from street view

2. Signage

Visible, attractive signage should be developed throughout the Ferry/Gateway District. Signage should direct visitors to **important neighborhood destinations** such as the ferry terminal, Shoreline Bluff Park, Central Plaza, Downtown Winslow and Waterfront Park. Signs should have a character consistent with other streetscape elements such as benches, street lights and trash bins.

Attractive signage should be located throughout the Plan Area

3. Parking

Residential uses are encouraged to have **under building or below-grade parking.** Parking garages when above grade shall be screened by other uses such as retail. Where garage is partially below grade, entry stoops and landscaping should be used.

On-street parking should be **encouraged** throughout the Ferry / Gateway District, especially adjacent to retail uses.

Convenient on-street visitor parking should also be provided in residential developments. Surface parking should be **hidden** or disguised from street view, preferable by buildings.

On-street parking should be encouraged in the Plan Area

Residential parking should be subgrade or within podium structures

Parks help to establish an identity and focus for new developments

Pocket parks and seating areas should provide passive recreational space

D. Open Space

The new open spaces as described in the plan are essential elements and key public amenities. These open spaces should range from larger community areas to smaller neighborhood parks, plazas and tot lots. The new parks will help to establish an **identity and focus** for the neighborhood and will provide an important resource for the larger Bainbridge Island community.

The open spaces described in the Plan should be versatile, accommodating **different activities and groups.** Larger spaces such as the Shoreline Bluff Park and the Central Plaza may be programed with special events at different times of the year, including, but not limited to farmers markets, holiday celebrations, free concerts, outdoor movie nights, and art shows.

1. Renovated Waterfront Park
2. Public Shoreline
3. Winslow Ravine
4. Shoreline Bluff Park - Lower Level
5. Shoreline Bluff Park - Upper Level
6. Central Plaza
7. Public Courtyard
8. Neighborhood Recreational Open Space

Variety of Open Spaces in the Plan Area

- **Public art should be located in important open spaces**
- **View Corridors should be designed and enhanced**

1. Public Art

The City's *Cultural Facilities Feasibility Study and Arts Master Plan* identifies the planned renovation of the Ferry Terminal as offering a potential opportunity for incorporating new arts facilities. Many believe that the Terminal site offers a significant opportunity for community facilities such as art exhibit space, studios and even a community meeting space. The integration of public art will help to create a sense of place for the Plan Area. Public art should be **encouraged in both private and public open spaces** and should be incorporated into the design of streetscape features, privacy and retaining walls and open spaces. More formal art installations such as sculptures and fountains should be located in the Central Plaza and Shoreline Bluff Park. Public art should be durable and of high quality.

2. View Corridors

View corridors are very important to consider when designing green space, buildings and streets. The Plan Area is blessed with magnificent views of the Puget Sound, Downtown Seattle and Mt. Ranier which should be preserved and enhanced. Where natural view corridors don't exist, buildings or landscape should be designed to create focal points or to frame natural views.

View corridors from Winslow Way looking to the water down internal streets and pedestrian paseos are especially important and should be emphasized by **wider setbacks at building corners** near the Central Plaza and Shoreline Bluff Park.

Important View Corridors

Innovative stormwater solutions and public artwork should be encouraged

Implementation

A. Introduction

The Plan is a framework for future improvements in the Ferry / Gateway Districts. These improvements will only happen through extensive cooperation and coordination between the City, public entities including WSF and Kitsap Transit and private property owners. The overall implementation strategy is outlined below. Each of these elements are discussed in greater detail on the following pages.

1. EIS
Evaluation of Plan elements and options in an **Environmental Impact Statement**

2. Review and Approval
- City identifies point person to guide Plan through implementation
- City review, modification and approval of Plan after Environmental Impact Statement

3. Regulatory Amendments
Amendments to the City's Comprehensive Plan and Zoning Ordinance to allow and encourage the elements defined in the Ferry / Gateway District Plan as well as to incentivize development of existing surface parking lots.

4. Short Term Improvements
Integration and coordination between **private property owners** in order to:
- facilitate access and circulation in surface parking areas
- create greater pedestrian, bicyclist, auto and bus connectivity
- coordinate stormwater and drainage through the Plan Area
- ensure a framework for future neighborhood development, as envisioned in the Plan.

5. Long Term Phasing
Continuing coordination between private property owners as well as **public entities** including the City, Kitsap Transit and Washington State Ferries in order to:
- de-incentivize surface parking and encourage mixed-use development
- fund and construct a subgrade commuter parking structure
- ensure that the ferry terminal, subgrade bus transit center with kiss and ride above holding area and circulation network are developed as envisioned in the Plan
- possible acquisition of property for public open space
- possible acquisition of property for trails and/or future streets in the areas north of Winslow Way
- identification of site outside of the Ferry Terminal Area for relocation of police station

- **Ferry / Gateway District improvements will only happen through extensive cooperation and coordination**

Implementation

- Cooperation of both public and private property owners is essential to the success of the Plan
- Phasing is a framework for coordination between private and public parties

B. Public Agency Coordination

Within the Ferry Terminal Area, there are 12 acres of land that may see developmental change over the next 5 to 25 years, some properties sooner than others. Three parcels, currently owned by WSF and Kitsap Transit are expected to be the fastest changing, as well as the most **critical parcels** in defining the character of the Ferry District as a transit-oriented neighborhood. These three parcels together will define the primary circulation network for pedestrians, bicyclists, autos and buses.

C. Property Owner Coordination

The appropriate development of **privately-owned parcels** in the Ferry Terminal Area is essential to the success of the Plan. Largest sites with the most development potential, including the property owned by Ostenson, Frost & Dojac and the property owned by Winslow Marine are the most crucial to establishing the street, open space, parking and building framework for the rest of the neighborhood.

North of Winslow Way, the large vacant parcels along Cave Avenue as well as the property north of the Chamber of Commerce are expected to develop within the near future. Other underutilized properties along Winslow Way, Cave and Ferncliff Avenues are expected to experience longer-range market pressures for redevelopment to a higher and better use.

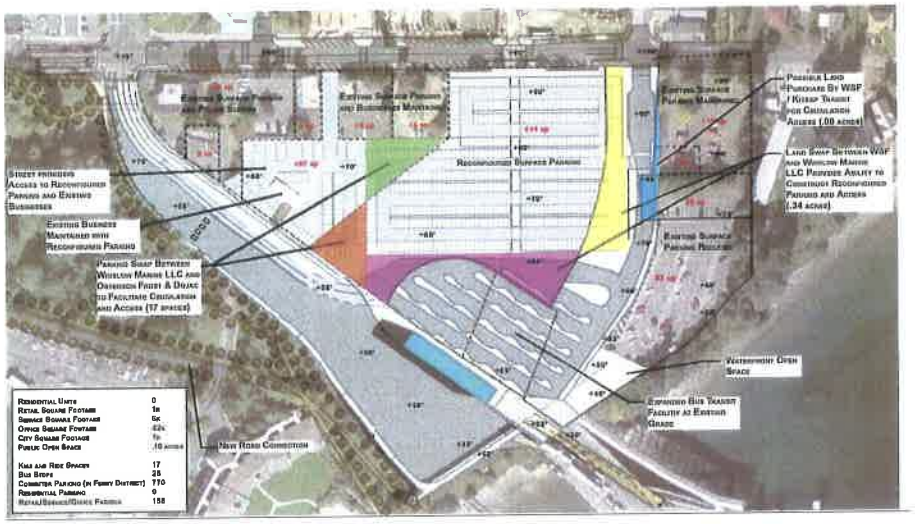
D. Phasing

The phasing strategy includes a process to achieving the overall vision of the Plan. The phasing as described should be used as a framework for coordination between private and public parties and is not intended to be a binding agreement between private or public property owners or the City.

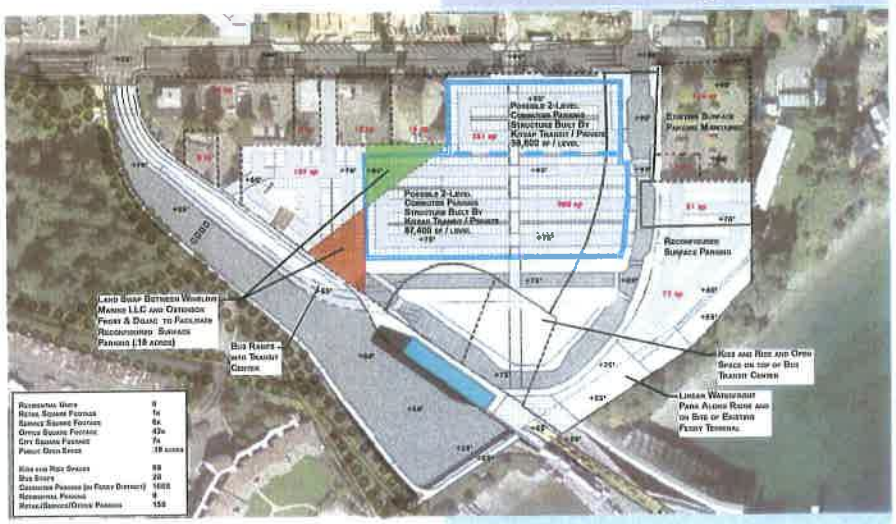
1. Short Term Improvements

The City should encourage existing private property owners to **coordinate their surface parking lots** to facilitate better access and circulation while creating pedestrian connections described in the Plan. The City should work with property owners to allocate some of the existing parking tax on pedestrian improvements through the parking areas.

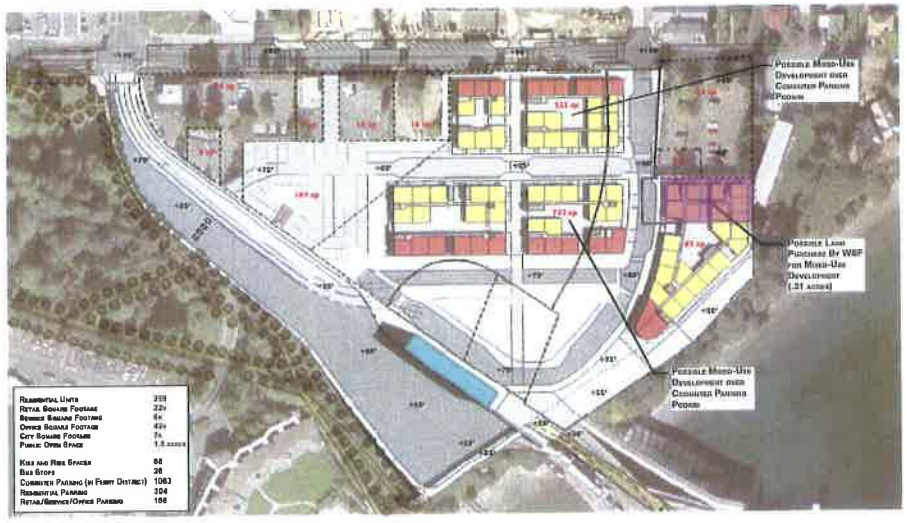
The City should identify surface parking as a conditional use, consistent with the vision of the Comprehensive



Phase 1



Phase 2



Phase 3

Phase 4

Phasing Diagrams

Implementation

- The Plan Include a series of phases as a framework for change in the Ferry Terminal Area
- Financial feasibility is premised on surface parking being relocated to an underground facility
- Adjustments to allowable densities in the Zoning Ordinance are essential

Plan. Surface parking should be discouraged while development of a mixed-use neighborhood should be highly encouraged.

2. Phase One

The goal of Phase One is to provide the ability to construct the **new bus transit center** along with providing direct access point to Winslow Way via a reconstructed Ferncliff Avenue connection. In order to construct the bus transit center, a land swap would need to occur between WSF and Winslow Marine LLC in order to have ideally-shaped parcels for both property owners. In addition to this swap, Phase One also calls for a possible minor land purchase by WSF to reconstruct a direct Ferncliff Avenue connection. A land and parking swap between Winslow Marine LLC and Ostenson Frost and Dojac would help to facilitate circulation and access for all surface parking while providing a framework for Phase Two. Along with these changes, private property owners in the Ferry Terminal area should seek to reconfigure surface parking to allow for a more organized, accessible commuter parking bank. All of the essential WSF circulation and building elements could occur in Phase One.

3. Phase Two

Phase Two builds off the property swaps in Phase One to create a **two level commuter parking structure** (with parking on the surface) on the Winslow Marine, LLC property. This parking structure funded by either a public or private entity, will allow development to occur in the Ferry Terminal Area while preserving a significant amount of the overall commuter parking spaces. The other major element of Phase Two involves creating a **"lid" on top of the bus transit center** in order to provide kiss and ride and short term parking spaces along with a large community plaza. This lid also allows the creation of the shoreline bluff park to occur to the south of the bus transit center. These open space amenities will help to stimulate mixed-use and housing development in the neighborhood. Phase Two also recommends the reconfiguration of the WSF parking lot at the time the shoreline bluff park is created.

4. Phase Three

Phase Three includes **mixed-use development** above the commuter parking structure, including one level of podium parking for residential and two levels subgrade for commuter parking. Also recommended is the purchase of the Torch Investment property by WSF to create a new mixed-use hotel/inn development adjacent to the shoreline bluff park. As the development occurs, the internal street and paseo network also need to be built to provide vehicular, bicycle and pedestrian circulation within the neighborhood.

5. Phase Four

Phase Four includes the **redevelopment of the Police Station** site along with a small land purchase in the area to provide a sizable development parcel. Additional infill mixed-use development also occurs in this phase on the property owned by Ostenson Frost and Dojac along with a completed internal street network allowing access to all properties.

6. Phase Five

Phase Five involves the complete build-out of the Ferry Terminal area including additional **mixed-use developments** at the corner of Winslow Way and Ferncliff Avenue as well as the eventual redevelopment of the existing buildings along the south side of Winslow Way just east of Cave Avenue.

E. Overall Neighborhood Implementation

1. Connectivity

The Plan recommends future study of the **acquisition of easements** for short term pedestrian and bicycle paths as well as possible long-term neighborhood streets in order to assure a balanced transportation framework for future growth in and around the Core.

2. Open Space

The Plan recommends future study of the possible acquisition of a portion or all of the north of Harbor Square site in order to provide a **recreational open space** for residents in and around the Ferry / Gateway Districts. The Plan also recommends the future study of the possible acquisition of easements or entire properties within the Winslow Ravine to provide a trail network allowing pedestrian and bicycle access into portions of the Ravine.

3. Infill Development

The Plan recommends **Zoning and Comprehensive Plan modifications** in order to promote well-designed, contextual infill development on vacant properties north of Winslow Way.

- **Acquisition of easements for new trails and future roads**
- **Acquisition of property for recreational open space**
- **Promote well-designed, contextual infill development**

Implementation

- Publicly financed approach in concert with increased densities
- Ground Purchase Option
- Ground Lease Option

F. Feasibility Summary

1. Development Feasibility

The financial feasibility of the Plan is premised upon one key requirement – **existing surface commuter parking is relocated to an underground facility.** Current properties south of Winslow Way generate existing income from commuter parking fees and land owners are very hesitant to consider land use changes that may impact existing cash flow. Additionally, the values of the land created by this parking revenue plus assumptions of value for new development make land assembly too expensive. Lastly, development models which seek to replace current commuter parking PLUS required parking for new land uses are not feasible. By seeking a development strategy that **separates** the commuter parking replacement underground – land use planning can focus on viable development which creates great spaces to live and work and are financially feasible.

In general, the development options that a predominantly residential are more viable than commercial uses. Despite their low vacancy rate on Bainbridge Island, retail and office uses on their own do not generate sufficient revenue to fund land, development and especially parking structure costs. The exception to this is the site which includes the COBI Police Station. A retail/office program is viable if developed in conjunction with the adjacent property owner so land acquisition costs are reduced.

Development feasibility is very problematic under existing zoning densities and requires some adjustments to allowable density, as described in the Zoning Modifications Section.

2. Parking Structure Feasibility

Regulatory/zoning changes alone will not ensure feasibility of both development and the commuter parking structure, a publicly financed approach in concert with increased allowable density will provide the best option for fulfilling the Plan's goals.

There are several **advantages to a public approach** to separating the retention of commuter spaces from the redevelopment of property for other uses.

- The public can borrow more. Interest rates and financing terms available to public entities are more favorable than private entities. So the revenues can fund a higher degree of facility costs; and
- Revenue/stall under public ownership is greater since some taxes, such as the COBI fee, might not

need to be paid. This allows that revenue to fund garage costs; and

- The public has access the state and federal grant programs that can fund intermodal facilities, including parking facilities.

Ground Purchase Option:
This option would be the more traditional public process. Land would be acquired at Fair Market Value and then a structure would be built. Under this option the public would have the advantage of clear ownership as well as the opportunity to sell or lease air rights above the structure to offset development costs. Revenues from parking charges would be sued to finance construction in addition to other public funds. The negative is that current owners are not in favor of public acquisition so the process would be very contentious.

Ground Lease Option:
This option would require a public entity to ground lease a condominium of underground space from private owners. The underground site would accommodate construction of a parking structure with public ownership. Private owners would, in turn, retain their ability to use surface space for future development. This allows for public ownership (ground lease) needed to allow for financing and public funds to construct the garage. Revenues from the spaces would be public and used to support debt service along with other public funds.

The ground lease rate would be set to existing net cash flow for the properties. Owners, in essence, would retain their existing cash flow and above ground ownership rights.

In the end, both options require **additional public funding** to complete construction as financing, based on parking revenues, can only stretch so far. Initial sources of funding for the project gap would be state and federal transportation programs. These would include:

Federal Intermodal Funding

The federal Department of Transportation has funding available for intermodal facilities. The ferry district is probably **Kitsap County's largest intermodal facility** with transit, motorized and non-motorized commuters gathering to board another mode (the ferry) to journey into Seattle. Parking facilities are specifically included as eligible uses of federal funds.

- **Federal funding should be used to enable the Plan's vision**

- Subgrade Commuter Parking Emphasized
- Goal of Creating an Enclosed, Subgrade Transit Center

Federal and/or State Earmark

There has been significant media attention provided to a special appropriation used as a fund source for the Bremerton ferry terminal. Specific to these appropriations were funds for an underground facility that would move cars from the ferry through downtown as a means to reduce traffic congestion that might hinder redevelopment. The Bainbridge Island ferry district has similar issues in addressing needed transportation needs while also ensuring a positive land use future for local residents.

In the end, private development simply cannot fund the financing gap generated by underground parking. And without underground parking, future redevelopment of surface space will be problematic. **A public approach is needed that can combine lower cost financing with access to other public grant funds.** That path requires broad public consensus and significant leadership on behalf of local officials, Kitsap Transit, Washington State Ferries and State DOT.

F. Recommended Comprehensive Plan Modifications

The following is an overview of the recommended Comprehensive Plan amendments, based on the vision of the Plan:

1. Subgrade Commuter Parking

The Comp Plan currently includes the goal of replacing some or all of the existing commuter parking spaces in subgrade parking structures. Additional language in the Comp Plan is necessary to emphasize that the **City or another public entity should be encouraged to develop a large subgrade parking structure** to provide both commuter parking as well as parking for visitors and island residents that will be coming to take advantages of the many amenities in the redeveloped Ferry District area. A secondary strategy that should be included in the Comp Plan is for the City to incentivise the construction of the commuter parking structure by a private entity in context with a mixed-use development project. Strategies for incentives may include height or density bonuses, a streamlined permitting process, or a real estate tax abatement.

2. Subgrade Transit Center

The Comp Plan should be amended to include the goal of creating an **enclosed, subgrade transit center** which should be accessed primarily through the ferry / intermodal terminal and secondarily through entrances to a new waterfront open space as well as from stairs accessing a new public plaza serving as a green roof or lid on top of the transit center. This transit center may be of variable size and should be

sufficient to provide space for the long-range needs of Kitsap Transit.

3. Open Space Amenities

The Comp Plan should be amended to include the goal of creating a **large public plaza on top of the future bus transit center** as well as a new landscaped **shoreline bluff park**. Both of these public amenities should be created as redevelopment of the WSF and Kitsap Transit properties occur. Both the public plaza and waterfront open space are intended to be the new "front yard" of Bainbridge Island and will provide recreational and gathering space for new residents of the Ferry District, island residents, tourists and commuters.

4. Land Use

The Comp Plan currently calls for the creation of a residential/office neighborhood in the Ferry District. Retail uses are envisioned in the Comp Plan to be very minimal and commuter-oriented in nature. The Comp Plan envisions the Ferry District as a separate and distinct neighborhood apart from Downtown Winslow. This language should be amended to encourage the creation of a pedestrian-oriented mixed use neighborhood which will include retail that is **both commuter-oriented as well as neighborhood and city serving retail and restaurant uses.** The Comp Plan should be refined to envision the Ferry District, especially along Winslow Way, as an extension of Downtown Winslow.

5. Harbor View Drive

The Shoreline Regulations currently define the area just north of the WSF Maintenance Yard, around the Estuary to the Park, including the waterfront trail, as "Natural". The Winslow Ravine Estuary is designated as "Aquatic Conservancy". This area would need to be redesignated and other shoreline regulations changed to allow for the creation of a new road connection to provide access to the Eagle Harbor condos as well as the WSF Maintenance Yard in the event of the removal of the existing Harbor View Drive.

- **Goal of Creating Significant Public Open Spaces**
- **Allowing Neighborhood and City-Serving Retail Uses**
- **Redefinition of Harbor View Drive Area as Urban**
- **Minimize Ravine Setback North of the Chamber**

- Allow Retail Uses in Ferry District
- Remove SR 305 Setback
- Raise FARs in Ferry and Gateway District Consistent with Core District Recommendations

F. Recommended Zoning Ordinance Modifications

This section will explain the recommended modifications to the City of Bainbridge Island's Zoning Code for both the Ferry and Gateway zones. Both the Ferry and Gateway zoning districts are overlays of the Mixed Use Town Center District. The purpose of the Mixed Use Town Center District is to strengthen the vitality of downtown Winslow as a place for people to live, shop and work.

The following is an overview of the recommended Zoning District amendments, based on the vision of the Plan:

1. Land Uses

Retail uses, apart from commuter retail are currently not permitted in the Ferry District. Because of the creation of a new mixed-use neighborhood along with the extension of the downtown retail character along Winslow Way, the Plan recommends that the Ferry District be amended to **permit retail uses.**

2. SR 305 Setback

The Ferry and Gateway Zoning Districts currently require a 50' landscaped setback on both sides of SR 305, starting at the property line. This area of the Highway already includes a 50'-70' buffer on both sides of the SR 305 roadway within the right-of-way, which sufficiently shields adjacent landuses from the Highway. We recommend **elimination of the additional 50' setback** in both the Ferry and Gateway Districts in order to provide larger sites and to encourage infill development on both the north of Chamber site as well as the site on the west side of Cave Avenue.

3. Floor Area Ratio

Currently, the base FAR in the Ferry District varies with the type of land use—residential development has a base FAR of .4; commercial development has a base FAR of .1; and mixed-use development has a base FAR of 0.5. The maximum FAR levels, achievable only by participating in the City's bonus program, are 1.1 for residential development, 0.2 for commercial development, and 1.5 for mixed-use development. The purpose of these FAR levels was to emphasize residential over commercial development, and to provide an incentive for mixed-use development.

	Existing Regulations Gateway District	**Recommended Regulations Gateway District**	Existing Regulations Ferry District	**Recommended Regulations Ferry District**
Max FAR Commercial	0.15 0.3 with bonus*	**.7** **1.5 with bonus**	0.1 0.2 with bonus*	**.7** **1.5 with bonus**
Max FAR Residential	0.5 1.0 with bonus*	**.7** **1.5 with bonus**	0.4 1.1 with bonus*	**.7** **1.5 with bonus**
Max FAR Mixed Use	0.5 1.0 with bonus*	**1.0** **2.5 with bonus**	0.5 1.5 with bonus*	**1.0** **2.5 with bonus**
Max Building Height	35' allowable to 45' with under building parking. First 30' of building from the property line of lower density residential zone shall be height of that zone.+	**45' allowable to 55' with under building parking.** **First 30' of building from the property line of lower density residential zone shall be height of that zone.+**	35' allowable to 45' with under building parking. First 30' of building from the property line of lower density residential zone shall be height of that zone.+	**45' allowable to 55' with under building parking.** **First 30' of building from the property line of lower density residential zone shall be height of that zone.+**
Maximum Lot Coverage	35%	**75%**	75%	**75%**
Minimum Setbacks	0'	**0' Min**	0' Min 5' Max front	**0' Min**
Parking Commercial	Min 4 spaces per 1,000 s.f. Max 5 spaces per 1,000 s.f.	**Retail : Min 2.5 spaces per 1,000 s.f.** **Restaurant : Min 4 spaces per 1,000 s.f.** **Office : Min 2 spaces per 1,000 s.f.**	Min 1 space per 1,000 s.f. Max 3 spaces per 1,000 s.f	**Retail : Min 2.5 spaces per 1,000 s.f.** **Restaurant : Min 4 spaces per 1,000 s.f.** **Office : Min 2 spaces per 1,000 s.f.**
Parking Residential	Min 2 spaces per dwelling unit Min 1 space per unit within ½ mile of ferry terminal Min 1.5 per unit within 1 mile of ferry terminal	**Min 2 spaces per dwelling unit** **Min 1 space per unit within ½ mile of ferry terminal** **Min 1.5 per unit within 1 mile of ferry terminal**	Min 2 spaces per dwelling unit Min 1 space per unit within ½ mile of ferry terminal Min 1.5 per unit within 1 mile of ferry terminal	**Min 2 spaces per dwelling unit** **Min 1 space per unit within ½ mile of ferry terminal** **Min 1.5 per unit within 1 mile of ferry terminal**

* Bonus FAR:
A. additional FAR dedicated to affordable housing
B. purchase of development rights to preserve ag land or open space
C. monetary contributions to public amenities or infrastructure
D. on-site community open space of 1 acre or 20% of site
E. internal FAR transfer of up to 20%
F. historic structure preservation on-site
G. up to 0.2 FAR bonus by relocating surface commuter parking to under-building Structure

\+ North of Winslow Way, a 100' wide transition area is established surrounding portions of the Harbor Square project. Height limits in this transitional area are generally 25', allowable to 35' with under building parking

Implementation

- Remove Maximum Setback in Ferry District
- Raise Maximum Building Heights to 50'-55' with Subgrade Parking
- Raise Maximum Lot Coverage in Gateway District to 75%

Currently, the base FAR in the Gateway District varies with the type of land use—residential development has a base FAR of 0.5; commercial development has a base FAR of 0.15; and mixed-use development has a base FAR of 0.5. The maximum FAR levels, achievable only by participating in the City's bonus program, are 1.0 for residential development, 0.3 for commercial development, and 1.0 for mixed-use development. The purpose of these FAR levels was to emphasize residential over commercial development, and to provide an incentive for mixed-use development.

The Plan recommends modifications to both the Ferry and Gateway Districts consistent with the recommendations proposed in the Core District from the Winslow Tomorrow planning process. The Plan recommendations a base FAR of .7 for all types of development in the Ferry and Gateway Districts, except that developments in certain locations that include ground floor retail frontage would start at a 1.0 FAR. **The maximum FAR levels would range from 1.5 to 2.5 depending on location within the Ferry District, but would not vary according to the type of development.** Eliminating the linkage between FAR levels and the type of proposed development will allow new development to respond to the location and characteristics of a site, as well as the market, as opposed to trying to "force" a certain type of development. Within the Ferry and Gateway Districts, the higher residential FAR is appropriate and also consistent with Comprehensive Plan policies that target Downtown Winslow and Central Bainbridge Island for increased residential density.

4. Building Height

The current allowable building height in both the Ferry and Gateway Districts is 35', or 45' when parking is located underbuilding.

The Plan recommends that the maximum building height in both the Ferry and Gateway Districts with subgrade parking be **increased to 50' or 55',** depending on location. The increased building heights are necessary to accommodate the increased FAR levels, but will also provide more flexibility in site and building design, including the ability to emphasize and raise certain key elements of the building while lowering other portions of the building mass. The neighborhood transition standards north of Winslow Way would not be affected by this recommendation, and would remain fully in place.

5. Maximum Lot Coverage

The current maximum lot coverage in the Ferry District is 75%. The current maximum lot coverage is the Gateway District is 35%.

In order to stimulate infill development in the Gateway District, the Plan recommends that the maximum lot coverage percentage be **increased to 75%** to be consistent with the Ferry District.

6. Parking

- **Ammend Parking Requirements for Office, Retail and Restaurant Uses**

Currently, the parking ratios in the Ferry District vary with the type of land use—residential use have a minimum of 2 spaces per dwelling unit, with 1 space per dwelling unit within 1/2 mile of the Ferry Terminal and 1.5 spaces per dwelling unit within 1 mile of the Ferry Terminal; commercial uses have a minimum of 1 space per 1,000 sf and a maximum of 3 spaces per 1,000 sf. Employee parking is required at 1 space per peak shift.

Currently, the parking ratios in the Gateway District vary with the type of land use—residential use have a minimum of 2 spaces per dwelling unit, with 1 space per dwelling unit within 1/2 mile of the Ferry Terminal and 1.5 spaces per dwelling unit within 1 mile of the Ferry Terminal; commercial uses have a minimum of 4 spaces per 1,000 sf and a maximum of 5 spaces per 1,000 sf.

The Plan recommends residential parking ratios in both the Ferry and Gateway Districts **remain the same** with office uses (within mixed-use developments) at a minimum of **2 spaces** per 1000 sf. and retail spaces at a minimum of **2.5 spaces** per 1000 sf and restaurant uses at a minimum of **4 spaces** per 1000 sf.

7. Front Setbacks

The Ferry District currently includes a maximum 5' front setback from the property line. In order to encourage the design principles detailed in the Plan, including the idea of the "Bainbridge Block," the Plan recommends that **the maximum setback be removed.**

G. Relationship to Project EIS

The City is currently preparing an Environmental Impact Statement to provide environmental information about a number of land use, design, shoreline and transportation options. The City will use the SEPA process to help **identify a preferred alternative.** The Draft EIS will focus on evaluating various project components, and the Final EIS will package the options into two or three comprehensive alternatives for consideration by the City Council.

• SEPA Will Help Identify a Preferred Alternative

The EIS process will accomplish the following:

- Integrate planning, environmental analysis and public involvement
- Assist public understanding and discussion, and decision-making
- Incorporate environmental amenities and mitigation or enhancement into sub-area planning
- Establish a solid foundation for land use and environmental decisions
- Expedite future environmental review for proposals that are consistent with plans, regulations and mitigation programs