



Waterfront Park/City Dock Master Plan
City of Bainbridge Island



April 15, 2015



Introduction

Park History

The park's current form has evolved without the direction of a comprehensive master plan. Over time, citizen groups and the City have made piecemeal improvements to the park, such as play equipment, benches, courts, memorial trees, trails and pathways, artwork and landscape enhancements.

Demolition of government housing along Shannon Drive and the removal of 300 feet of the roadway increased usable park space. Since the removal of the housing, three major projects undertaken by the City have greatly improved the quality and use of the park.

The City of Winslow acquired and developed the site as a park in 1975. This project originally included tennis courts, picnic tables, lighting, 52 parking spaces, mooring buoys, a building remodel and tot lot play equipment. In 1985 a second project included building the public boat launch and dock, both of which were funded by the Interagency Committee for Outdoor Recreation (IAC).

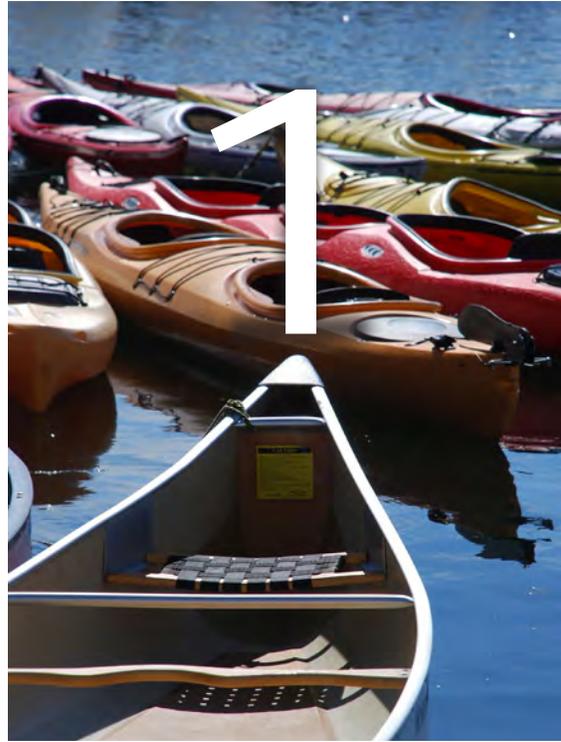


Figure 1.01 - Waterfront Park is a hub of activity, including direct access to the water for a wide variety of recreation. (Image source: Studio Cascade, Inc.)



Figure 1.02 - The Community Center, created by linking two existing houses with a meeting room and vestibule, has become an activity center within the park. (Image source: Studio Cascade, Inc.)

The community center was created in 1993, linking two existing houses with a meeting room and vestibule. Significant site work was done around the building, including sidewalks, seating areas, a terraced garden, steps to the upper park area, two small parking areas and an entry drop-off loop.

The City realigned Brien and Bjune Drives, reducing the number of cars driving through the park in front of the Community Center, providing additional parking spaces and improving crosswalks between the park and areas north of it. These improvements, and those made earlier, transformed the park in to an island-wide recreational destination.

Since 2004, the City has enclosed a portion of the tennis courts to create a fenced-in boat storage area and expanded the community center to house a thrift store. Enclosing the boat storage area also involved some paperwork with the Interagency Committee for Outdoor Recreation – now called the Recreation and Conservation Office (RCO) – confirming that the dedication of that park area to a private use is offset by acquisition of public parkland elsewhere. The City also constructed a restroom near the designated boat trailer parking just uphill from the boat ramp.

The Park Today

Jurisdictional context

The entirety of Bainbridge Island comprises the city limits for the City of Bainbridge Island. The Bainbridge Island Metropolitan Parks and Recreation District (BIPD) owns, operates and maintains more than 1,100 acres of parkland on the island. Unlike many other park facilities on Bainbridge Island, however, Waterfront Park and City Dock remain in the City's inventory. The City is therefore responsible for capital investment, operational management and maintenance of the park and dock. The City's Harbor Commission, an advisory commission appointed by the City Council, assists with the planning and operations of the dock. The City also employs a full-time harbormaster within the Police Department, charged with collecting transient moorage fees, parking payments, staffing the Harbor



Commission and ensuring the continuity and safety of the dock and harbor operations.

The City and BIPD often collaborate on parks and recreation issues, and they have a history of joint planning. They often cross-sponsor recreation events and ensure that the island's parks and recreation facilities are used and programmed to ensure continued community benefit. The facilities at Waterfront Park and City Dock, however, are specialized and an important Winslow legacy. The City has wished to retain jurisdiction over this specific parks and recreation asset, allowing BIPD to manage the vast majority of other parks facilities and to run the bulk of the island's recreational programs.

Physical characteristics

Waterfront Park encompasses slightly more than five sloping acres, trending downward toward Eagle Harbor from Bjune Drive.

Park users

Many of the park's user characteristics and demands remain the same today as they did in 1997 and 2004, when the following words were written.

Waterfront Park is used by island residents and visitors alike. Children play throughout the park, centering most of their activity around the play equipment adjacent the Town & Country Market's parking lot. These young children enjoy the outdoors and their temporary freedom from



Figure 1.03 - Waterfront Park's City Dock has served for decades, but it is showing its age, with undersized floats and a boat ramp that does not reach low-tide levels (Image source: Studio Cascade, Inc.)

the constraints of the grocery cart as families take a quick break from shopping.

During annual and seasonal events such as Fourth of July festivities and evening concerts in the park, users gather in the park's open areas. Daily commuters use the park as a connection to the ferry terminal. At midday, office workers and shoppers meet in the park for informal lunches or group meetings. On weekends, users of all ages gather at the park to stroll along the paths, sun bathe and read. Small groups of kids play throughout the park while boaters



cruise the shoreline and residents gather for tennis or other active recreation. And throughout the day island residents come to the park to participate in the rowing and sailing activities that are popular year round.

Waterfront Park is approximately 5.5 acres (600 feet long and 400 feet wide). About 40% of the site is wooded with many trees over 15 inches in caliper. About half of the trees are evergreens (Firs and Madronas). The site drops about 45 feet from North to South averaging just over 10% slope. The park has been graded into a series of flat benches bordered by street right-of-ways with slopes transitioning between them. These streets and other site improvements have compromised linkages between the various areas and activities throughout the park.

The south boundary of the park is Eagle Harbor and the north edge abuts Bjune Drive and the rear parking areas for commercial properties along Winslow Way. The east and west edges of the site are bounded primarily by residential properties.

Park users could be better served if the overall layout were improved. Access to the park is not well marked, there is no obvious pedestrian connection from either the retail corridor or the ferry terminal, and the park is not yet linked to the waterfront trail system as proposed in current City planning documents. The current space available at the public pier for boat moorage limits the number of daytime and overnight guests that visit the park and adjacent

retail corridor. Facilities and services for boaters range from limited to inadequate.

While the City and the community has increased its planning focus on Waterfront Park and City Dock and their potential to enrich the Winslow experience, the park's essential user characteristics have remained relatively consistent over the past 20 years.

Current condition

The grounds of the Park are generally well maintained and in good condition. The grass is well kept and most trees are in good health. The shrub beds are well defined and of mostly native species. However, invasive species have become an increasing concern. Most of the credit for the park's sustained maintenance is due to the diligent attention of the park's maintenance personnel and support of community volunteers.

Much of the park's infrastructure is showing signs of age. The paths, steps, lighting and drainage systems are all in need of repair or improvement. They are inadequate for current demand and often do not meet ADA accessibility or safety requirements. The park rest room facility was demolished in 2002 and was replaced with a new structure upland from the boat launch and trailer parking.



City Dock is a busy place, and the City's Harbor Commission believes it can become even busier - to the benefit of Winslow and the community at large. The existing dock fails to provide adequate capacity for existing activities, with narrow floats, limited transient boat parking, and a launching ramp that does not extend beyond the low-tide line. The dock also does not extend to the limit of the City's lease boundary with the Department of Natural Resources. The community considers the dock an underutilized asset, with opportunities to improve its basic condition and functionality and to extend the reach of the dock to the full DNR lease limit.

The park's aging infrastructure and the community's desire to upgrade the park, improve the condition and capacity of City Dock, and enhance the overall experience have motivated this master plan's preparation.



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Previous work

Comprehensive planning

The Bainbridge Island Metropolitan Parks District (BIPD) covers the entirety of Bainbridge Island, but the City owns, operates and maintains Waterfront Park and City Dock. BIPD included the park and dock in its comprehensive parks and recreation comprehensive plan in 2009 through an intergovernmental agreement. Inclusion in the plan made the City eligible to receive Recreation and Conservation Office (RCO) funds through 2013. The District and City, however, have not executed a similar intergovernmental agreement for this cycle of comprehensive parks planning, leaving the City to its own devices to ensure compliance with RCO planning requirements. If the City does not comply, it will be ineligible for RCO's Local Parks Program and Boating Facilities Program funds.

The City of Bainbridge Island and the Bainbridge Island Municipal Parks District may still work together to prepare a comprehensive plan for the parks and recreation facilities and programs on the island. The City is considering using its Shoreline Master



Figure 2.01 - Waterfront Park has been the focus of decades of community interest, including the development of various master plans and this representation from the *Winslow Tomorrow* process. (Image source: City of Bainbridge Island.)



Figure 2.02 - Waterfront Park master plans have suggested ways to manage the wide variety of demands on the park's landscape, but the City has struggled to implement plan recommendations. (Image source: Studio Cascade, Inc.)

Program to establish RCO compliance if the District and the City cannot adopt the intergovernmental agreement to secure collaborative planning.

Here are some of the 2008 plan's findings:

- *Bainbridge Island's 2008 population of 22,600 is forecast to increase by 30% to 29,500 by 2025*
- *Island residents continue to value parks and open space as indicated in surveys conducted as part of this update*
- *BIPD and the City of Bainbridge Island currently own 1,375*

acres of parks and open space properties distributed across the island, or 60 acres per 1,000 residents. There is a specific need now and in the future to increase parks, amenities, and open space properties in the Winslow core as well as in the other neighborhood centers

- *This plan presents ways to meet the increased demands of population. Highest areas of concern relate to acreage, shorelines, trails, playgrounds, and community facilities*
- *There is a projected shortfall of parkland, open space, facilities, and programs on the island, and as lead agency BIPD will acquire, develop, and manage these additional resources*
- *A key element in addressing these shortfalls came with the passage of a 2008 park levy lid lift which provides additional funding for acquisition and development of parkland*

To meet future needs, BIPD will continue to provide recreational programs, and work in partnership with other agencies and organizations to generate a wide variety of offerings

This parks and recreation comprehensive plan identifies specific projects slated for development in Waterfront Park. According to the plan, future projects may install a crew house, skateboard furnishings, sand volleyball court and cultural interpretive signs. It also mentions a potential expansion of the community center. A 2008 resident survey informed the plan, helping to establish a list of facilities desired for inclusion in Waterfront Park. More recent community thoughts on the



park's future seem to differ, however. And there is no mention of an expanded dock.

Park master plans

While the issue of system-wide comprehensive planning may be elusive, the issue of previous planning and design for Waterfront Park and City Dock is not. The City has performed three master plans for the park over the past 20 years, with this effort constituting the fourth. Dedicated park master plans were prepared in 1997 and 2002, and the park featured largely in the overall master plan for Winslow in the Winslow Tomorrow effort (described below). These three previous park master planning effort involved substantial community engagement and hundreds of hours of planning and design effort.

The 1997 Plan

This master plan described a use pattern that still exists, accommodating the needs of local users while also becoming something of an island-wide attraction. According to that plan, kids enjoy the playground while parents shop at T & C, daily ferry commuters walk through the park on the way to the ferry, occasional festivals and summertime evening concerts fill the grassy clearing, Winslow employees take midday lunches, and weekend walkers, boaters and tennis players enjoy leisure hours there. Even so, it noted park the park is under-utilized, mainly because of unclear connections to the ferry terminal, lack of available services for boaters, and indistinct connections to Winslow's commercial district.

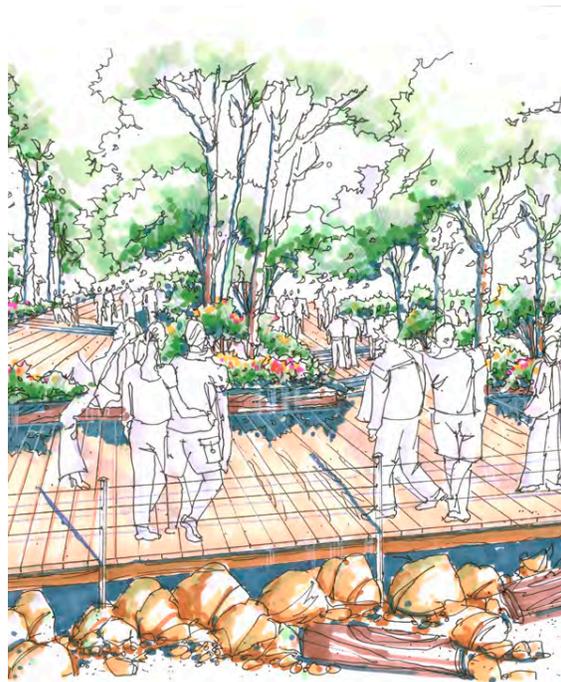


Figure 2.03 - Previous plans have proposed innovative ways to manage conflicting priorities on the site, such as in this 2007 proposal to increase access to the forested areas while also protecting the site's buried cultural resources. (Image source: City of Bainbridge Island)

The master plan introduced the concept of terraced use areas, reflected in the 2002 master plan and in Winslow Tomorrow. But this plan proposed pulling the waterfront trail upland and regrading the water's edge. It based its recommendations on six goals:

- 1) *Maintain the existing character and informal nature of the park while planning for anticipated increases in use*
- 2) *Improve existing infrastructure*
- 3) *Create a sense of community between differing use areas to allow the park to feel and function as a whole*



- 4) *Establish an improvement and restoration plan that is incremental yet feels complete at each phase of construction*
- 5) *Improve animal habitat, the ecology of the site and its role in the larger environmental patterns of the island*
- 6) *Integrate and link park improvements with other Winslow Master Plan improvements*

- *Improved walkways and pedestrian connections are widely supported.*
- *There was support for the belief that this park and its activities should be focused on enjoyment of Eagle Harbor (both passively and actively)*
- *There was strong support for improvements to the shoreline experience through upgrades to walking paths, the pier, boat launch and bathrooms.*
- *Most respondents believe the play area should remain where it is*

The 2004 Plan

This plan repeats much of the 1997 plan, adjusting it in response to another round of community engagement. Public input was mostly consistent with that in 1997, except for increased importance placed on views to the water. This plan also added a new planning goal to strengthen the park's connection to the water. Part of this is the proposed introduction of a sandy beach, an element that appeared in the City's Aquatic Lands Enhancement Account (ALEA) grant in 2008.

Based on the community survey with 820 responses:

- *Almost half of users are frequent park users*
- *Almost half of users use the park year-round*
- *The vast majority of users come for unorganized activities*
- *Active uses (tennis/basketball) received the smallest amount of support*
- *Most respondents prefer the informal character of the park to a more urban park aesthetic*

Winslow Tomorrow

"Winslow Tomorrow" was a multi-year, community-driven urban design process, initially charged with planning the reconstruction of Winslow Way. The conversation and scope of the project gradually increased, however, indicating the significance of the street design and its relationship to the rest of Winslow.

Waterfront Park and City Dock were incorporated into the enlarged scope, and the community produced a master plan reflecting the ideals and aspirations voiced at that time.

The plan included significant improvements to the park, creating a central "portal" to welcome visitors from the north, an above-water boardwalk with new slips for non-motorized boats, an amphitheater, and a series of walkways through a forested area emulating a natural coastal forest.

A very important component of the park's concept involved land outside the park's boundaries. Winslow Tomorrow asserted that the connection from



central Winslow to the park should define the park's character and, ultimately, ensure its success.

The park's role

Both the 1997 and 2004 master plans provide a rather poetic description of Waterfront Park's role, repeated here. Many of the tensions and characteristics described in the park's role are still part of the park dynamic today. And they play out in this updated version of the master plan and in the community's conversations, too. The park is a dear community asset, both in the way it serves the recreational needs of locals and enriches the visitor experience.

Waterfront Park is one of the most important civic and social outdoor gathering places for island residents. It welcomes club events, annual festivals, summer performances, special events, caroling, picnics, music performances, school functions and more. The Community Center is the home for many senior services and activities as well as other community service groups and activities can be seen perhaps as the hub of the park.

For children, the grassy play areas, swings, slides and the shoreline are magnets that draw them together to learn about sharing and playing with each other and with different age groups. For families and others, Waterfront Park is also a pleasant picnic area. It provides sunny lawn areas for play and relaxation and easy access to the water's edge for boating and tranquil views of the water.

However, Waterfront Park has little to hold teens' attention. A secluded area on the east end of the park with a small

basketball court and benches offers some rest from the eyes of adults, but it is hardly a place "to hang". It does not serve the important teen function of being a place where you can see and be seen.

The park is also the City's major public access point to the water's edge. Elsewhere on the island a few road ends, open spaces acquisitions and two State parks (Fort Ward and Faye Bainbridge) provide other access points to the water. Only Waterfront Park is supported by a wide range of restaurants, business and retail activities in close proximity. This allows friends to meet and share a coffee, lunch or conversation in the park or along the waters edge.

Public input indicates that some islanders wish to preserve the park's existing visual and physical separation from the Winslow Way corridor. They would prefer it remain a special place to be discovered within the city. Some wish to retain the park's informal character and to avoid the structured urban design found in other regional waterfront parks.

To many others the park is an asset not developed to its full potential. Some see this park as the central open space for island wide gatherings yet feel that it is ill suited to sustained intensive use. Others wish to see the park act as a magnet drawing people and activity to the retail core of the island.

The park accommodates several major pedestrian paths that connect other destinations. For tourists and residents alike, the east-west linkage between the ferry terminal and the expanding activities along Madison and Parfitt Way is an increasingly popular route. The north-south axis, between BPA, Winslow



Way, the Community Center and the shoreline is also a major pedestrian connector. This north-south path is proposed to be extended out to the High School Road area (see Winslow Master Plan) improving pedestrian access to the park.

The future Waterfront Park will need to support upwards of 7,500 new island residents. Up to 50% of this growth will likely occur in the greater Winslow area (see Winslow Master Plan and Comprehensive Plan) Waterfront Park must continue to serve a dual role. First it must provide an informal setting for passive and active uses while connecting the public to the water's edge. Second it must serve as a downtown civic space that accommodates public functions and enhances the local business corridor, helping to keep the town center vibrant and alive. A consensus on the future role, character and design improvements for the park will occur only if Waterfront Park has as its core identity a design that recognizes and integrates this dual role.

The main issue to be addressed in designing future improvements is how to maintain the park's informal character while providing a seamless connection to the more active and urban town center.

Enduring priorities

There are several consistent themes that endure through these successive waves of planning, underscoring the community's strong attachment to the park and dock, its familiarity with the space, its hopes for increased public use and its general dissatisfaction with the park's and dock's current condition. The

park is seen as a place with unrealized potential, a community treasure in need of attention, improvement and maintenance.

Specifically, the community has identified these priorities, shared in all of the last 20 years of park planning efforts, and expressed in terms of nine essential park components:

City dock

City Dock plays a large role in Waterfront Park. Recently, the Harbor Commission has been working on plans to improve and expand the dock, creating a facility large enough to accommodate peak summer season demand – both for visitors to the island and for local recreation. The dock is a busy place, and proposed dock improvements would provide increased opportunity for transient mooring and for non-motorized boat launching. The dock's importance to the park is underscored by the level of historic investment that has been made into the facility and the amount of space within the park that is devoted to serving the dock and its uses.

Rowing club

Bainbridge Island Rowing (BIR) now leases 6,000 square feet of land from the City to house its boats and equipment. While this lease is a relatively new development in the history of Waterfront Park, rowing has been a popular component of the park's uses for years. Recently, BIR has begun raising funds to construct a boathouse on the site, enclosing the boats and equipment on a lower floor and providing usable square footage



above. Plans for the boathouse are not finalized, with the ultimate design influenced by the outcome of this park-wide master plan.

Sketches here represent some of BIR's design concepts and are not intended as any sort of commitment as to what a future boathouse would look like. The drawings are meant to give a sense of scale and intention underpinning the overall proposal.

Waterfront Trail

Waterfront trail is a popular community amenity, running from the marina in Eagle Harbor to the ferry landing. Every vision for Waterfront Park's future includes it, but the vision for the trail specifically – so far – has been one of functionality. The trail now hugs the shoreline in the marina district and along Waterfront Park. It dodges inland in places to avoid conflicts with private waterfront property west of Waterfront Park, and with the ferry maintenance facility to the east.

From west to east, the trail enters Waterfront Park on Shannon Drive, working its way to the water's edge via the boat launch, then paralleling the water along the top of a bulkhead. The trail exits the park across Winslow Ravine via a pedestrian bridge. On the other side of the ravine, the trail continues behind the WSDOT facility and meets up with the ferry landing parking lot.

Links to Winslow

The message from "Winslow Tomorrow" was clear: connect Waterfront Park to downtown Winslow. The 1997 and 2004

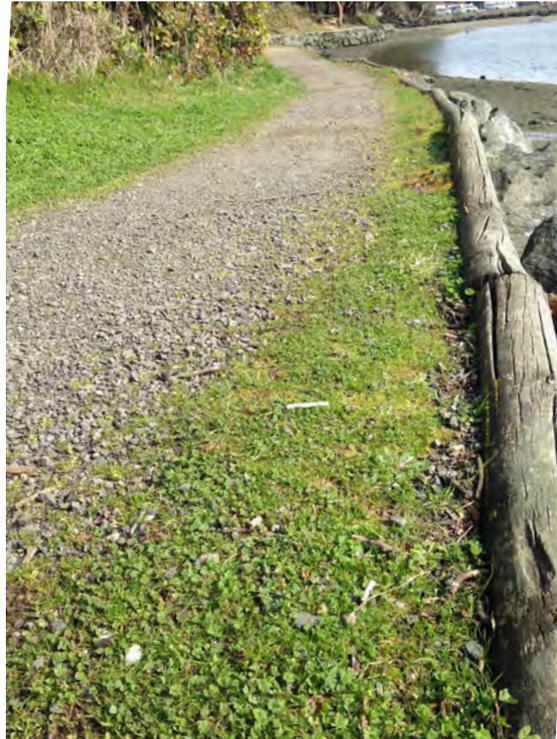


Figure 2.04 - Waterfront Park now has an inventory of attributes and facilities that should remain part of the park's future, including Waterfront Trail, City Dock and an intimate connection to downtown Winslow. (Image source: Studio Cascade, Inc.)

master plans describe the importance of the relationships between Winslow's commercial district and the park. Establishing these linkages will be an important consideration in this plan, even though much of what needs to be done to make the linkages work lies outside the park. The character and quality of downtown connections will influence Waterfront Park a great deal – something this plan should recognize in its design.

Topography may be a challenge, since the park exists more than 10 feet down-slope from Winslow Way, descending another 35 feet to the water's edge. But the distance between the park and the



edge of commercial Winslow is short, begging for a degree of connection between the two that's missing today.

Community Center

Recently enlarged, the community center provides a variety of community services, including senior activities. A recent remodel of the facility introduced a thrift store. Located on Brien Drive along the park's northern uphill edge, the center has immediate access to on-street parking and a view of Waterfront Park.

The facility will remain in all envisioned futures for the park, but its role may change. BIPD's island-wide parks and recreation comprehensive plan calls for expanding services offered there, particularly those tailored to youth. Regardless, the community center is a popular and enduring Waterfront Park feature, providing all-weather activity space and a place for community events near the water.

Gathering spaces

Every plan done for Waterfront Park extols the value of open spaces, but they do not necessarily agree on what they should contain. For instance, Winslow Tomorrow proposed an amphitheater where the boat stage now stands. The Parks District calls for a sand volleyball court somewhere in the park. Summertime festivals and concerts demand large spaces, accessible to all and within earshot of live performances.

The current configuration of spaces and activity areas is an amalgamation of individual features, adapted over

time and generally conforming to the park's sloped condition. This master plan provides an opportunity to imagine and explore other arrangements – even other activities, viewed from a more comprehensive perspective.

Waterfront & local history

Waterfront Park provides more than 600' of frontage on Eagle Harbor. A lot of effort has been put into the harbor too, cleaning it of creosote, evicting live-aboard vessels and actively incorporating it in local recreation, including sailing classes and promoting it as a part of an island-wide water trail. Puget Sound's "Mosquito Fleet" used to access Winslow near Waterfront Park, and the island's Native American population was active there.

The community has long considered ways to improve the park's shoreline, even proposing a new beach east of the dock. That proposal – based in part on the outcome of Winslow Tomorrow – was persuasive enough to win funding from the State in 2008. It recognized the value of an accessible and attractive waterfront (and protected archeological sites), and also called for placing fill material in the harbor to create the beach. The City abandoned the project shortly after the grant award, unable to raise local matching funds. Environmental obstacles may have also played a part.

Boat launch

There aren't many public boat launches on Bainbridge. In fact, the ramp at Waterfront Park is one of only two. And it doesn't function well at low tide, with the concrete ramp ending in exposed



mud. The launch's importance is evidenced by its continued appearance in park plans, but its value is lessened by limited serviceability.

It's very likely that a boat launch will remain a feature of Waterfront Park. But the facility needs improvement if it is to become fully functional. Extending the ramp might be ideal, but environmental constraints could make that difficult and expensive. Other improvements, like renovations to the concrete surface and improving the transition to the ramp approach, may make the ramp more serviceable – even if only at higher water levels.

Wooded areas

While there is a large, grassy field in the middle of Waterfront Park, there is also a substantial stand of trees between that field and the water. The community appreciates what those trees offer, providing adventure for youngsters, habitat for parkland fauna and a sense of a more natural character that makes this park distinctive. All of the earlier master plans recognize the value of the wooded areas and seek to preserve them. And the community today agrees.



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Process

WSF settlement

After years of discussions, deals and deliberation, the Washington State Ferries paid the City of Bainbridge Island \$2 million in a settlement agreement. The money compensated the City for the State's taking of a local community boat yard for the construction of a state ferry maintenance facility.

City Council adopted a resolution in June 2012 to guide how these funds are to be spent, mandating that they be dedicated to capital improvements for facilities that have a "water nexus." The decision was one not easily reached, and the community has differing interpretations of what a "water nexus" means. Still, the intent is clear that the settlement funds must be spent on improvements that in some way honor the elimination of the community's boat yard. Waterfront Park and City Dock improvements have been identified by the Council as appropriate, and the Council dedicated a portion of the settlement funds to prepare this master plan and to design specific park and dock improvements.



Figure 3.01 - The City hosted public workshops in June 2013 to open the current discussion on what to do with Waterfront Park. (Image source: City of Bainbridge Island)

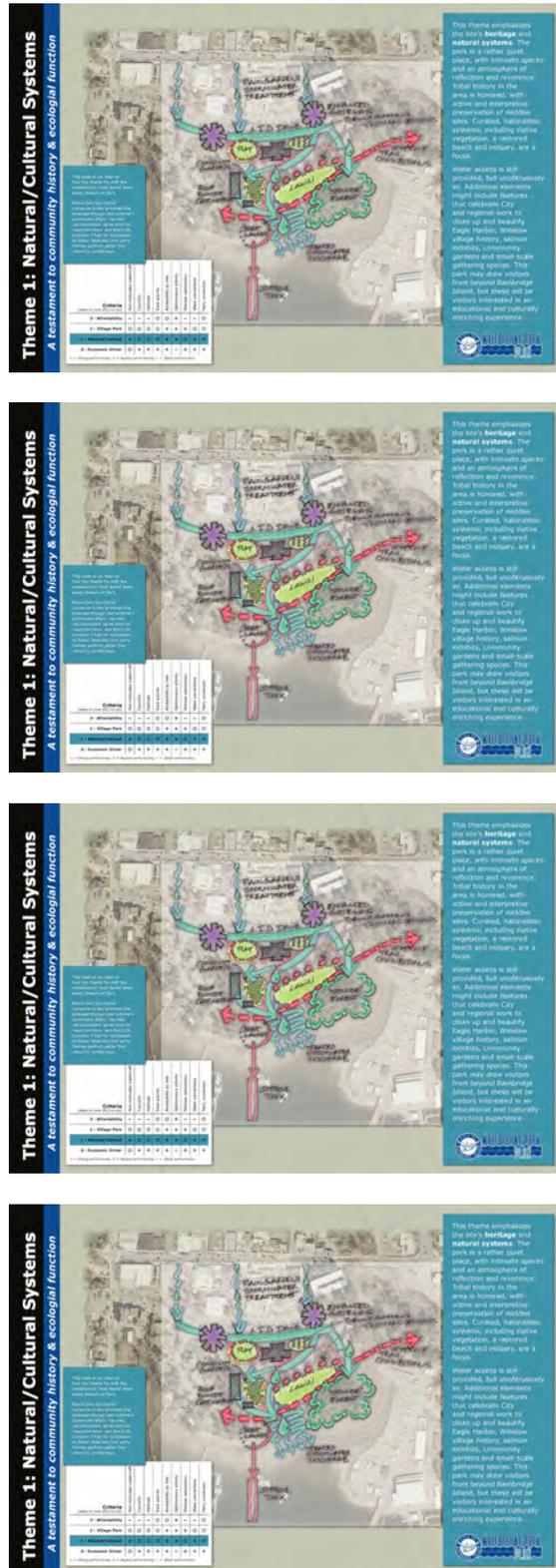
Community Studio

The City convened a four-day community studio in January 2014 to review the results of the June 2013 workshops, affirm an updated vision for Waterfront Park, and produce a conceptual park design framework that would underpin the revised master plan and lead directly to grant applications and construction projects. This studio incorporated multiple dimensions, with an introductory open house, self-directed exercises, direct conversations with design team members, community workshops and a concluding presentation and work session with City Council. The event was designed to get as much community feedback as possible in a concentrated flurry of design activity, making the process transparent, honoring work done in June and concentrating on producing an actionable park and dock design with broad community support.

Themes

Three generations of plans identified similar types of improvements to Waterfront Park, and all identified a set of tensions that make it difficult for the community to support substantial, transformative investment in it. While the community appears to desire a Waterfront Park and City Dock that are different from what exists today, some deeply embedded differences in overall expectations of the park make it difficult to set a compelling, popularly supported direction. As noted in the 1997 plan, competing interests of Winslow's

Figure 3.03 - Developing a vision for the park - telling its story - required looking at the park's role from different thematic perspectives. (Image source: Studio Cascade, Inc.)



- Petanque is not bocce!
 Bocce is more expensive, & high maintenance. Petanque only needs a flat surface: compacted gravel, like a path.

- Dock expansion should be a priority. Expensive, but the only "key feature" that would provide revenue, offsetting to some extent - the cost issue. Also, grants might be a possibility if pursued quickly.

- All ages/all abilities play for all plaza with wide, smooth paths, community "circular" seating throughout, accessible play structures, ~~some~~ natural play elements scattered throughout (streams, boulders).

- Sensory "play" elements that involve texture, sound & scent.

- Gentle grades (paths) that are friendly for wheelchairs, strollers and those with mobility issues.

ON THE TOPIC OF PETANQUE: MY SON AND I TRAVELED THE GARONNE RIVER AND THE CANALS OF SOUTHERN FRANCE FROM THE ATLANTIC OCEAN TO THE MEDITERRANEAN SEA. ALONG THE SHORES OF THE CANAL IN HAMLETS, VILLAGES TOWN'S AND CITIES WE OBSERVED PETANQUE PLAYERS. IT WAS A SOCIAL EXPERIENCE. OLD MEN WOULD WATCH FROM A BENCH. CHILDREN WOULD RUN AROUND THE VICINITIES. YOUNG AND OLD COUPLES STROLLED ALONG, IT SEEMED, IN VARIOUS STAGES OF ROMANCE OR, AT LEAST, AFFABILITY. ONE COULD STUDY THE GAME AMONGST LIKE A NFL PLAY-OFF GAME; OR SIMPLY ENJOY THE SAME GENERAL SPACE COMPRISED OF LAWNS, TRAILS AND GATHERING PLACES ALONG THE WATERFRONT. IS THERE ANY PLACE IN SCOTLAND WHERE YOU CAN SEE OR PLAY PETANQUE? I THINK NOT. LET US GET THE BALL ROLLING

Figure 3.04 - Participants in the community studio took advantage of the "grab-bag" comment board on hand, explaining their hopes for Waterfront Park facilities and activities. (Image source: Studio Cascade, Inc.)

merchants to use the park as an economic development asset, adjoining neighbors to use it as a neighborhood park and the island's residents to use it as a community-wide destination have made the adoption of a single vision difficult.

This master planning process required that a vision be applied to the park, and the community studio dedicated much of its effort to generating one. The design team proposed four distinctly different perspectives on the park's future, playing out where different priorities may lead. These themes underpinned much of the studio sessions, allowing participants to assess how their expectations of the park complement or conflict with different

envisioned outcomes. Participants could also view how each theme related to the results of the 2013 community survey on the park, testing how each performed with respect to serving non-motorized watercraft, hosting concerts and festivals, accommodating dock activity, being accessible by foot, accommodating spontaneous activities, making connections to Winslow, enhancing relationship with the water, and making connections to the ferry terminal. Each theme performed differently, responding to community expectations in different ways.

(Add thematic illustrations, feature photos.)

Theme 1: Natural/Cultural Systems

This theme emphasizes the site's heritage and natural systems. The park is a rather quiet place, with intimate spaces and an atmosphere of reflection and reverence. Tribal history in the area is honored, with active and interpretive preservation of midden sites. Curated, naturalistic systems, including native vegetation, a restored beach and estuary, are a focus.

Water access is still provided, but unobtrusively so. Additional elements might include features that celebrate City and regional work to clean up and beautify Eagle Harbor, Winslow village history, salmon exhibits, community gardens and small-scale gathering spaces. This park may draw visitors from beyond Bainbridge Island, but these will be visitors interested in an educational and culturally enriching experience.



Theme 2: Village Park

This theme emphasized Winslow’s small-scale look and feel, creating a park serving as a type of “backyard” to downtown. Features focus on island resident needs, providing a range of neighborhood and community facilities. The park is organized as a cohesive framework, with revisions to facilitate major improvements (such as the proposed boat house) as “plug-in” features driven by local organizations. Connections to downtown are prominent, with ties to the ferry terminal less so.

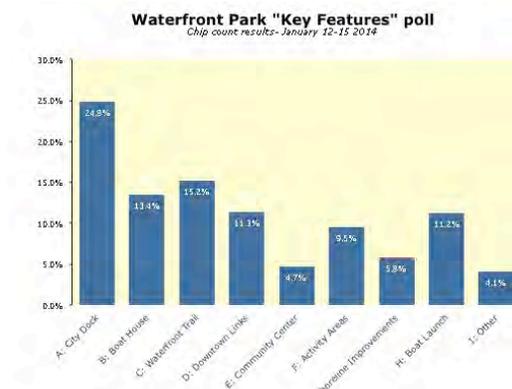
Non-residents might discover the park more by accident than by design, finding it along the waterfront trail or by first visiting downtown. Village Park is all about locals and local activities – something of an inside secret, a feature that makes living in Winslow a bit more special, part of life in a unique seaside village.

Theme 3: Affordability

This theme kept it simple and pragmatic, using existing funds (\$1.8 M) for checklist items identified in the most recent master plan and in recent public engagement processes. To a large extent, available funding would guide decision-making and design. For instance, City Dock would likely not be expanded as fully as the Harbor Commission envisioned, and upgrades and repairs to what’s already in the park would likely predominate. This theme supported the park largely as-is, changing little in the way of character or overall use.



Figure 3.05 - Participants thought about how to invest time, energy and other resources into the park’s various elements, dropping chips among the choices. (Image source: Studio Cascade, Inc.)



G Shoreline + History

Waterfront Park provides more than 600' of frontage on Eagle Harbor. A lot of effort has been put into the harbor too, cleaning it of creosote, evicting live-aboard vessels and actively incorporating it in local recreation, including sailing classes and promoting it as a part of an island-wide water trail. Puget Sound's "Mosquito Fleet" used to access Winslow near Waterfront Park, and the island's Native American population was active there.

The community has long considered ways to improve the park's shoreline, even proposing a new beach east of the dock. That proposal – based in part on the outcome of Winslow Tomorrow – was persuasive enough to win funding from the State in 2008. It recognized the value of an accessible and attractive waterfront (and protected archeological sites), and also called for placing fill material in the harbor to create the beach. The City abandoned the project shortly after the grant award, unable to raise local matching funds. Environmental obstacles may have also played a part.

H Boat Launch

There aren't many public boat launches on Bainbridge. In fact, the ramp at Waterfront Park is one of only two. And it doesn't function well at low tide, with the concrete ramp ending in exposed mud. The launch's importance is evidenced by its continued appearance in park plans, but its value is lessened by limited serviceability.

It's very likely that a boat launch will remain a feature of Waterfront Park. But the facility needs improvement if it is to become fully functional. Extending the ramp might be ideal, but environmental constraints could make that difficult and expensive. Other improvements, like renovations to the concrete surface and improving the transition to the ramp approach, may make the ramp more serviceable – even if only at higher water levels.





Figure 3.06 - An open house held at the Community Center on Sunday, January 12, drew a large and interested crowd. (Image source: Studio Cascade, Inc.)

Theme 4: Economic Development Driver

This theme emphasized an economic development and regional entertainment purpose, making the waterfront a tourist destination fitting its world-class, Puget Sound location. The dock and the water's edge gets redesigned to accommodate a wide variety of recreational activities, including boat launching, float planes, transient moorage, sailing and a wide range of outdoor events.

This park would become a regional attraction, visibly and conveniently tied to the ferry's pedestrian terminal and to downtown, with every effort expended to draw people to the park from throughout Winslow.

Outdoor performance venues, gathering spaces, opportunities for concessionaires and views across the water will dominate the park's landscape. This will be an active, lively and crowded space.

Open house

Held on January 12 – a Sunday – in the Community Center, the open house invited islanders to spend a portion of their afternoon with representatives from Sustainable Bainbridge, the City and the design team. Scheduled to run from 1:00 to 6:00, the last participant left the event at 7:30. Community interest in the project, consistently high throughout 20 years of planning and anticipation, kept open house conversations going for hours. The open house displayed results of the June 2013 workshops and introduced community members to the rest of the process, summarizing past plans, presenting the design team's thoughts on essential park characteristics and introducing the concept of the four distinct themes.

Participants were asked to describe their park and dock priorities by indicating how much energy, time and money should be dedicated to what type of activity or facility. This "Chip Drop" exercise lasted throughout the four-day studio, but it was a centerpiece of the open house. More than 450 chips were dropped into various categories, indicating relative community interest in each. The exercise was not supervised, however, so there was no control on how closely participants followed instructions or limited themselves to the number of chips each was allocated. There were reports that some may have "borrowed" chips from others to more



heavily favor their own interests, but, still, even that demonstrates a certain level of passion and commitment that this project can evoke.

While the “Chip Drop” tally cannot claim to be a statistically significant representation of the community’s sentiments, the results confirm that the nine essential elements described earlier in this document appear to have universal community support for inclusion in the plan – albeit at different levels.

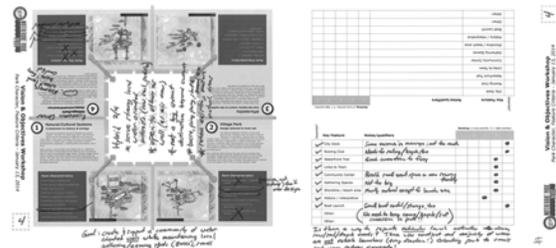
Participants also had opportunities to make general comments about the park and dock master plan. Seven flip chart sheets were filled, top to bottom, with public comments, written in the hand of the author. These sheets ultimately were displayed throughout the studio and workshop sessions, allowing participants to view others’ comments and – for those who wrote comments – to see how their comments were reflected in the overall process.

Studio sessions

Three full days of studio sessions followed the open house, running Monday through Wednesday in city hall’s council chambers. Design team members opened studio doors to the public at noon, welcoming lunchtime visitors into the studio and touring them through the process. Visitors were able to watch the designers in action, contributing their thoughts to the conversation, making suggestions and offering advice and insight. Visitors could participate in the studio version of the “Chip Drop” as well, adding their preferences and enhancing the



Figure 3.07 - The first workshop during studio week asked participants to consider the four themes and piece together a compelling, achievable vision for the park. Completed worksheets, like the one below, are included in the Appendix. (Image source: Studio Cascade, Inc.)



design team’s understanding of what is important to the park and dock design process.

These studio sessions also included direct interviews and focus group conversations with community representatives. Design team members met with the Harbor Commission, the Madrona School middle school classes, the Arts and Humanities



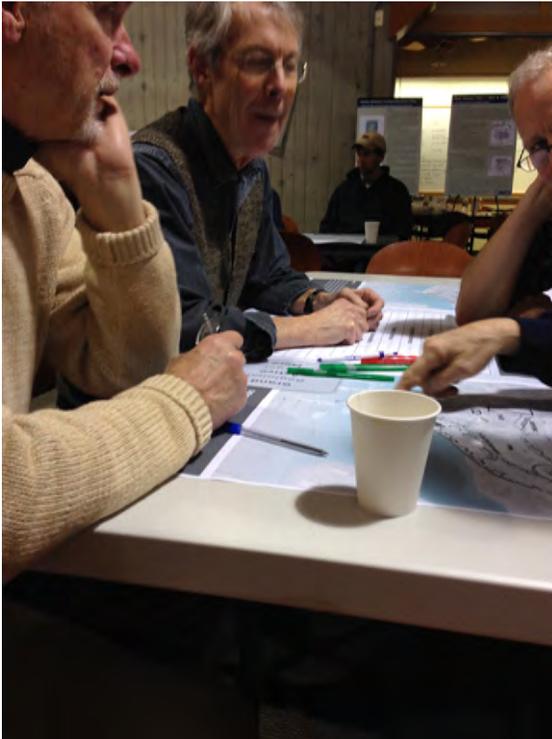
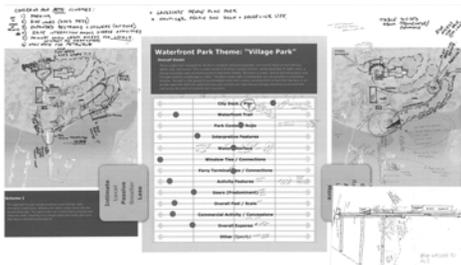


Figure 3.08 - The second community workshop during studio week asked participants to weigh levels of intensity that the park should be asked to accommodate, finding ways to achieve the “Village park, visitor friendly” vision. Completed worksheets, like the one below, are included in the Appendix. (Image source: Studio Cascade, Inc.)



Council, Bainbridge Island Rowing, the Bainbridge Island Metropolitan Parks and Recreation District, Sustainable Bainbridge, and local businesspeople. The studio was an active place, with an almost unbroken hum of conversations, sketching, writing, and gesticulating – all attempting to translate hopes, expectations and intention into a compelling design.

Workshops

The studio week included two public workshops. The first, on Monday evening, January 13, focused on vision. The second, on Tuesday, focused on how to translate that vision into an overall plan of action.

Monday’s workshop featured an introductory presentation, outlining the process, how early plans provided a foundation for the work in this process and the rationale for the different perspectives on a vision for the park. Participants then convened in small groups, sitting six or so per table, to review the different visions, critique them and indicate how they believed one, unified concept might emerge. They were asked to articulate that emerging vision, drawing elements of the others as appropriate to add depth and nuance.

Tuesday’s workshop built on the results of the first and included a design evolution generated during the Tuesday afternoon studio session. The vision result from Monday – Village Park, Visitor Friendly – took shape in two contrasting alternatives. One emphasized a higher degree of formality and structure, with more grandly scaled spaces. The other emphasized intimacy and a more delicate spatial arrangement, with an emphasis on terraces in the western third of the park. Both schemes were scaled appropriately to satisfy the community’s desires for a more village-style park, but each presented different philosophies in achieving it. Participants worked as they had on Monday, critiquing each alternative and making recommendations – which they then shared with the assembled group. The outcomes of that meeting directed



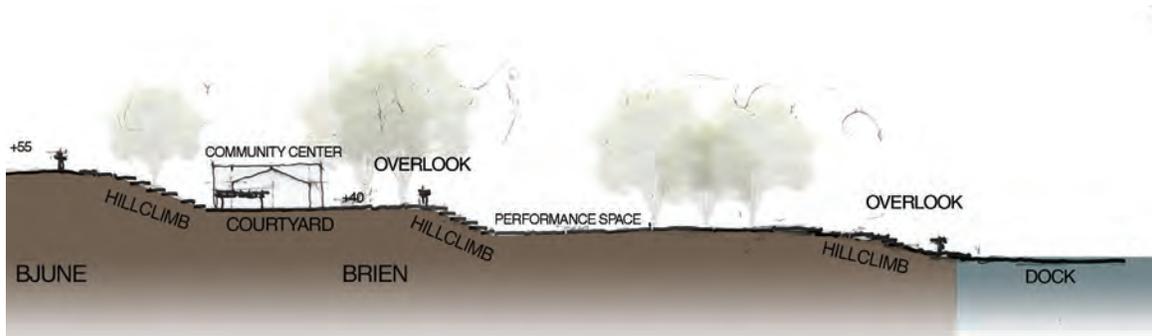


Figure 3.09 - The concept of terraces working toward the water was a major component of the Winslow Tomorrow plan, and it continues to be popularly supported in this process, too, especially along the major north-south axis that connects the Community Center to the dock. (Image source: LMN Architects, Inc.)

the design team in its preparation of the design framework during the studio session on Wednesday.

Results were tallied at the workshop's conclusion as part of the overall exercise, allowing all to see how other groups were handling each of the evaluative criteria. The table below provides a summary, with responses aggregated to help illustrate overall tendencies in response.

Council presentation

Council heard a design team presentation summarizing the studio results and describing the design framework. The framework built on the Village Park, Visitor Friendly message and incorporated guidance from the Tuesday workshop, arranging spaces and pathways as workshop results suggested. The resulting plan, based on the organizing principles described below, created a major north-south axis running approximately between the Community Center and City Dock, arranging a terraced set of intimately-scaled spaces that descend toward the water. The eastern two-thirds of the park remain largely natural in

character, retaining the central grassy field and woods, but incorporating a more significant trail access that sweeps downward from Bjune Drive to a viewing terrace at the water's edge near the dock. City Dock was portrayed as extending waterward in a "hockey stick" configuration to take advantage of the available overwater leased area, with a second phase including additional floats if demand warrants.

City Council asked that the design continue in this general direction, noting also that it would be essential to emphasize connection to the water with any park improvements, that the first phases of development be identified clearly and that those first phases be supported by the community. Members of the audience who had attended the community studio events spoke in favor of the process and the design, congratulating Council on work to that point.

Design refinement

While the community studio successfully produced a park design framework, much still needed to be done to translate that overall vision and



direction into a workable, pragmatic and compelling design. The City developed a design refinement process to ensure that the design emerging through the refinement remained consistent with the studio's results and provided for additional public engagement through its completion. Time was of the essence for this part of the project, with grant application deadlines May 1 forcing decisions on the master plan and its priority implementing phases.

Ad hoc committee

City Council appointed an ad hoc committee to oversee City comment on the refined park and dock design. The committee included two members of City Council, the City Manager and the Public Works Director. These four were to work together to determine and run a design review process, culminating in official City response to the design team in terms of overall design, project phasing, master plan review, and grant preparation.

Design Review Board

Bainbridge Island's Design Review Board (DRB) also participated in the master plan and design review, hosting public windows into the process after the community studio and ensuring that the project's design complied with master plan principles and community direction. The DRB met three times after the community studio's conclusion to discuss the project, ultimately making its recommendation to the ad hoc committee and, by extension, the City Council.

DRB comments guided refinement of the master planning concept for the

park and City Dock through to the 30% design phase, establishing the following priorities for approaching the park's improvements:

- *Establish an "armature" for the park's incremental improvement over time, grading the park to solve drainage issues, establish the proposed circulation system, and define various activity areas the master plan calls for.*
- *Coordinate with Bainbridge Island Rowing on the construction and improvement of the central plaza, ensuring the plaza's design and the design of the new rowing structure are compatible and mutually beneficial.*
- *Enhance the water/land connection between the park and City Dock, ensuring improvements to the dock are matched by improvements to its connections to the rest of the park and - by extension - to the heart of Winslow.*
- *Enhance the connection between the southern edge of Winslow's commercial district to the park's northern edge, improving Bjune as a plaza space and completing the critical north-south axis - in terms of access, activity, and view - between Winslow and the water.*
- *Restore the forested areas as delineated in the master plan to further define and differentiate natural areas from activity areas.*
- *Incrementally construct improvements as illustrated in the plan to accommodate various parks activities, including open play, theater performances, picnics and other activities.*



City Council

City Council met January 15 to review the design framework resulting from the community studio. Then they met again on April 14, 2014 to review the master plan and to confirm which projects would be included in initial grant applications. The Council approved the proposed 30% design, with specific considerations, as follows:

- *Expanded access to the water along the waterfront trail.*
- *Proposed pavilion design be of a shed type of design incorporating post and beam construction and that it be moved further east.*
- *That the furniture and drinking fountains vocabulary be the same as recent public projects.*
- *Seating opportunities be increased within the Park.*
- *Maintain existing trail along the water and extend to the east forested part of the site all the way to the bridge pathway.*
- *That the stormwater treatment features incorporate sculpture and art.*
- *Add bike runnels to the stairs.*
- *That the stormwater circulation design be completed as part of a first phase to create the structure of the Park.*
- *Eliminate rails on pathways, as much as possible.*
- *Create a stepped terrace to transition between the parking court and the crushed rock multi-use area.*
- *That the Board confirms that the multi-use space is a valuable part of the plan.*
- *That the proposed boathouse or Rowing Club building design should also come before the DRB, as it is an important part of the multi-use space.*
- *Locations for public art be identified in order to assure appropriate utility services are included in the plan.*
- *Ensure stormwater runnels, or other treatment features, are sized to handle significant storm events.*



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Master Plan

Organizing Principles, Goals & Vision

The vision of the park and dock as a Village Park, Visitor Friendly resounded during the community studio and workshops. According to that vision:

This is a park that's designed for Winslow's residents and businesspeople, serving the needs of local families, adults, kids, and seniors. This is a park suited to Winslow's seaside location, taking advantage of water views, a diverse ecosystem and convenient access to downtown Seattle. Winslow's a unique, diverse and active place, and this park presents a landscape to match. The park's small scale is emphasized, as is its proximity to downtown Winslow. The park is also geared to accommodate short-term visitors, arriving either on foot from the ferry or on private watercraft. Both the waterfront trail and City Dock are improved accordingly, providing an environment that serves the needs of residents and newcomers.



Figure 4.01 - Waterfront Park is an active place, and the community wants to make it even more lively. Outdoor theater? Why not? (Image source: Hough Beck Baird, Inc.)

The vision statement helps put in context the various organizing principles that accompanied this park's planning and strategy since it first became part of the City's public lands inventory. Master plans have recognized them, but this vision helps reshape a master planning response that embraces community input and builds on areas of agreement and aspiration.

Scale

Waterfront Park is slightly larger than five acres. It is not a large space, but it is also a complex one. The community understands that what can be done within this park is limited by its size and by its topography. The response is to provide a park design that incorporates and welcomes elements of intimate scale, creating plazas along the central spine that will be busy places and that will also be relatively small ones. Much of the park's attractiveness is in its more hidden spaces, providing a variety of experiences in a small area. Spaces should be sequenced and unique in response, allowing for surprise, a variety of activities and a sense of complexity that matches the natural complexity of the site. Still, this complexity should be managed simply, intuitively and elegantly. In short, the park should not be developed as a grand gesture. Instead, it should be comfortable, accessible and welcoming.

Connection

Connection, in both concrete and abstract meanings, has underpinned Waterfront Park hopes and expectations for years. Emphasizing the physical connections to downtown Winslow, to the water, to the ferry and to the

surrounding neighborhoods emerged as critical conversation topics during the studio. But the theme of natural and cultural connections also emerged, creating a shift in park design to take advantage of connections to Native-American settlement, Japanese-American resettlement, the value and legacy of Eagle Harbor, proximity to Seattle, the importance of public art, and Bainbridge Island's emphasis on active living.

Physical connections suggest specific improvements to paths, managing ways in which people access the park and use it as a jumping off point to go someplace else. These connections help create synergy with places beyond the park's edge, and they're important strategically to assure the park's success. Much of the work to activate these connections, however, depends on actions taken beyond the scope of this project. The park's design can facilitate that work by establishing strong and appropriate connection points, emphasizing corridors and axes and otherwise setting up an internal circulation system that makes it relatively easy to match up to it when projects occur adjacent to the park.

The abstract connections suggest improvements to the ways spaces are arranged and interpreted, aligning views, incorporating public art and interweaving opportunities for reflection and learning. This aspect of connection will help the park succeed at an entirely different level, blending it into the community's consciousness and strengthening the community's attachment to it.





Figure 4.02 - Rowing and Bainbridge Island go together. It's a community-wide activity, involving participants from all age groups. There's even a high-school rowing program, and many of the boats are kept in Waterfront Park. (Image source: Hough Beck Baird, Inc.)

Activity

Waterfront Park and City Dock host activities. They are public spaces, and they are used. The overall use patterns described in the 1997 plan continue today. There are summertime festivals and concerts. Schools run field trips and hold classes. Sailing programs are packed with eager, youthful participants. Rowers, of all ages, hit the water before sunrise. Winslow employees eat lunch. Parents spend time with kids. Dog owners stroll the grounds with their pets. Visiting sailors tie up. High school students hang out. Seniors meet and engage at the Community Center. A lot already happens at the park, and this master plan will increase the park's intensity.

Waterfront

Bainbridge Island is, in truth, an island. The waterfront defines the community's edges, and the community has an intimate relationship with the water that surrounds it. Waterfront Park is a public space uniquely positioned to celebrate the community's close association with the water and the civic identity that is so closely tied to it. Throughout the master planning process, community members spoke of the potential to be able to view the water from every point in the park and, especially, to use this view of the water from the park's northern edge to invite visitors to wander down, through the park's spaces, to reach the water's edge. The waterfront is a defining element of the park, and its treatment and approach are critical to the park's success as a community gathering place and statement of civic identity.



Water access

Waterfront Park and City Dock are Winslow's sole point for public access to water. The area where the dock attaches to the land is one of the most active places in Winslow. It is where dock users transition from water to land. It is where BIR members launch rowing sculls. It is where park visitors find a sandy beach and a place from which to view water activities. It is where sailing school participants gather, check-in, and begin their instruction. It is where boaters launch craft from their trailers. It is a busy place. The community also wants it to become busier, with increased dock activity, increased popularity of sailing and rowing programs, and increased visitation from folks strolling between Winslow and the waterfront. Access to Winslow's water is a magnet for a variety of users, and this intense activity hub will need to negotiate a unique complexity of demands in a confined space.

Adaptability

There are a few programmed activities that will likely continue for some time in Waterfront Park, such as BIR activities, the sailing school, transient moorage at City Dock, the Senior Center, and use of the boat launch. But there are also scores of other activities in the park that are more fluid, spontaneous and free of structure. Outdoor concerts, open play, nature hikes, picnic lunches, field trips, art exhibitions, family strolls, and interpretive walks all happen here, too, and the park's spaces need to accommodate them. The park's design will need to respect the needs of the programmed uses, many of which define some of the park's essential characteristics. But it must also respect the somewhat less predictable needs of



Figure 4.03 - Summertime in Waterfront Park is busy, featuring movies, markets and music festivals. And the community likes it that way. (Image source: Hough Beck Baird, Inc.)



multitudes of other park users, creating a series of other spaces that are adaptable for a variety of purposes. A gravel central plaza can accommodate performances, petanque, art exhibits and periodic use by BIR. A plaza-style street in Bjune can accommodate outdoor expansion of senior center activities, special market events, art shows and relaxed, accessible viewing of water activities from above. A pavilion can accommodate outdoor movies, group picnics, events, instruction, and casual shelter. Accommodation of multiple uses will be key in the master plan's design, ensuring the park can serve a variety of uses today - and that it can adapt to a variety of uses tomorrow without requiring major reinvestment.

Goals

These goals are drawn from the 2004 master plan, which, in turn, adapted them from the goals incorporated in the 1997 plan. They are revised, however, to reflect results of this process and the organizing principles and vision described above.

Goal 1: Maintain the informal character of the park while planning for increased use in the years to come.

Maintain informal character

- *Retain significant trees where appropriate*
- *Keep the woodland natural in character*
- *Use curvilinear forms to keep the overall feeling soft.*

Improve facilities to handle future demand.

- *New play equipment*
- *Site furnishings*
- *Wider pathways*
- *Additional lighting*
- *Improved performance/stage facility*
- *Public non-motorized boat use (sail, kayak, row)*





Figure 4.04 - Finding multiple ways to use the same space emerged as a priority in community workshops. Here, an easily-maintained compacted gravel surface adapts to lounging, petanque, performances and lunchtime breaks. (Image source: Hough Beck Baird, Inc.)

Goal 2: Improve existing infrastructure

Provide functional and convenient restroom and shower facilities

Provide paths and walkways meeting ADA requirements.

Provide lighting that meets ADA requirements, provides safe access and allows for evening use of the park's open spaces.

Facilitate drainage in the lawn areas and pathways.

Provide shore power and improved pump-out facilities to the dock.

Improve views to the park from Winslow Way and the upper park area by running existing overhead utilities underground.

Goal 3: Strengthen the park's connection to the water.

Improve views from the park to the water.

Improve walkways near the waterfront.

Improve the functionality of the pier and boat launch.

Improve access to the water for organized water-based activities.





Figure 4.05 - Fairhaven's village green - in Bellingham, WA - features a trellis structure that accommodates a wide variety of events. There are opportunities for similar structures in Waterfront Park, facilitating events like these and also taking advantage of compelling water views. (Image source: Hough Beck Baird, Inc.)

Goal 4: Create a sense of continuity between differing use areas to allow the park to feel and function as a whole.

Improve visual and physical connections within the park

- *Selectively clear vegetation to better define vistas that dramatize the views to the water, boats and other spaces within the park.*
- *Create an open and flowing spatial system that allows for a variety of programs to be layered into the park's design.*
- *Manipulate the viewers' perspective to give a sense of depth and movement throughout the park.*

Design additional flexibility into the use of the space through the location of new paths and planting areas.

Carefully remove a few trees and plant others to create a dramatic new landscape that is more definite in form but maintains an informal character.

Use a defined palette of materials for planting, paving and site furnishings.



Goal 5: Establish a phasing plan for construction that is incremental, can be funded, yet feels complete at each phase.

Allow the City flexibility in maintaining, repairing and improving the park, as funds are available.

Explore outside funding sources including public agencies and grants for each portion of the proposed improvements.

Identify areas and elements that could be completed through in-kind help from the community, qualified individuals or companies.

Goal 6: Improve the ecology of the site and its role in the larger environmental patterns of the island.

Remove invasive plant species from the entire site

Within the delineated habitat areas, create specific native planting buffers to confine views and limit artificial light intrusion

Improve site drainage and water quality through targeted collection and the use of bioswales.

Incorporate signs and exhibits that will contribute to the educational value of these areas

Goal 7: Integrate and link park improvements with other Winslow Master Plan improvements.

Support the goal of increasing downtown residential use by improving the quality of the park, its program and activities.

Support the creation of a waterfront trail through the park to Madison and Parfitt Way.

Improve pedestrian linkages from the park to the retail core.

Expand the potential for animal habitat areas at the shoreline edge

Promote a design and improvement program for the park that is modest in impact and not extravagant in expense.

Build community support for the redesign and capital improvements through and incremental construction approach and on-going community involvement.



Master Plan

The master plan consolidates the rich field of information available to the design team with a clear and compelling vision for Waterfront Park and City Dock. The master plan proposes a park design and development strategy that captures the community's voice and provides for a park and dock that will meet current demands and evolve over time to meet the demands of the future.

Design parameters

Waterfront Park and City Dock are existing, busy, complex spaces, with interweaving and – at times – conflicting use patterns. The site also slopes at an average 12% from its northern edge to the water, making solutions that may work on a flat site impossible on this one. There are several constants that the design team considered as fixed elements, things that are not to be moved and that - by their sheer existence - determine parameters the master plan must observe.

Street elevations

Bjune Drive, Brien Drive and Shannon Drive are fixed in elevation. The master plan must observe these control points and propose no grading that will threaten the infrastructure below the streets or that will require the vacation of public rights of way.



Figure 4.06 - Waterfront Park slopes. The grade runs steadily downhill from Bjune Drive, making it challenging to provide universal access from the street to the water. Hillclimbs like this one help, integrating a switchback path into a staircase. (Image source: Hough Beck Baird, Inc.)





Figure 4.07 - The site's persistent slope provides opportunities for water views, but it also makes the provision of universal access from top to bottom a challenge. (Image source: Hough Beck Baird, Inc.)

Ordinary Higher-High Water

Regulatory implications of doing work waterward of the OHHW line would make the master plan overly complex and, given the nature of the park's vision, inappropriate. The master plan is to observe OHHW and propose no filling beyond that line.

Restrooms

The City of Bainbridge Island constructed restroom facilities in 2010, investing in the structure and the utilities in a fixed location at a fixed elevation. This building

cannot be moved without incurring substantial expense, and the master plan is to avoid doing so.

Archaeological resources

Native American middens are located on the site, predominantly east of City Dock and along the shoreline. The master plan is to avoid grading in these areas, leaving them essentially in the condition in which they are now.

Steep slopes

Winslow Ravine drops off on the park's eastern edge, and the master plan is to avoid any grading or work in that area. The possible exception is for the establishment of a trail that would run upstream from the park, linking the park to Winslow Way and the Bainbridge Art Museum. Even so, the steepness of the slope may make such a project impractical.

Boat ramp and approach

The geometry of the boat ramp and approach as they are now developed balance access to the water with maximum allowable grade. While the ramp and approach are not ideally designed, the site's configuration makes any significant improvement possible only through significant grading and tree removal – actions that would have a ripple effect throughout the park.



Design response

Managing the site's grade, providing an accessible network of pathways linking the north end of the park to the water, developing a workable schematic dock design, preserving the shoreland woods, and building a set of intimate, interesting, and appropriately-scaled spaces combined to dictate the project's design. The result is a master plan for a park and dock that responds to community input, fits with the site's natural characteristics, increases the dock's attractiveness and safety, and presents a phased, achievable vision for park development.

Flow

As the design evolved, the concept of flow emerged as a controlling concept. The park's "flow" - in terms of forest, water, people, and places - helped guide the translation of larger-scale design concept to design detail and reconcile potential conflicts in design priorities.

Forest Flow

Waterfront Park contains forest remnants, relics of a pre-urbanized past and host to some of the park's archeological resources. These remnants have survived years of urban development, and they contribute to Waterfront Park's unique identity and deep community commitment to the space. The park's development must work to enhance and sustain these forest remnants, ensuring the woods survive as a testament to the community's pre-history and as a recreational asset that adds to the park's mystery and dimension.

Water Flow

The presence of water and its value in the island's ecosystem are essential components in the park's design concept. Winslow's rains travel through the park, either underground or on the surface, and the celebration of water movement is fundamental to the design. Whether it is in how water is conveyed along the park's pathways, percolated into the soil or directed into Eagle Harbor, the park's design must recognize and honor the presence and importance of water. Water is key to the park's character, with users of the park sailing, rowing, paddling, and boating from the park and City Dock. Whether it is falling from the sky, running over and through the soil, or rising and falling with the Sound's tides, water is a permanent and powerful component.

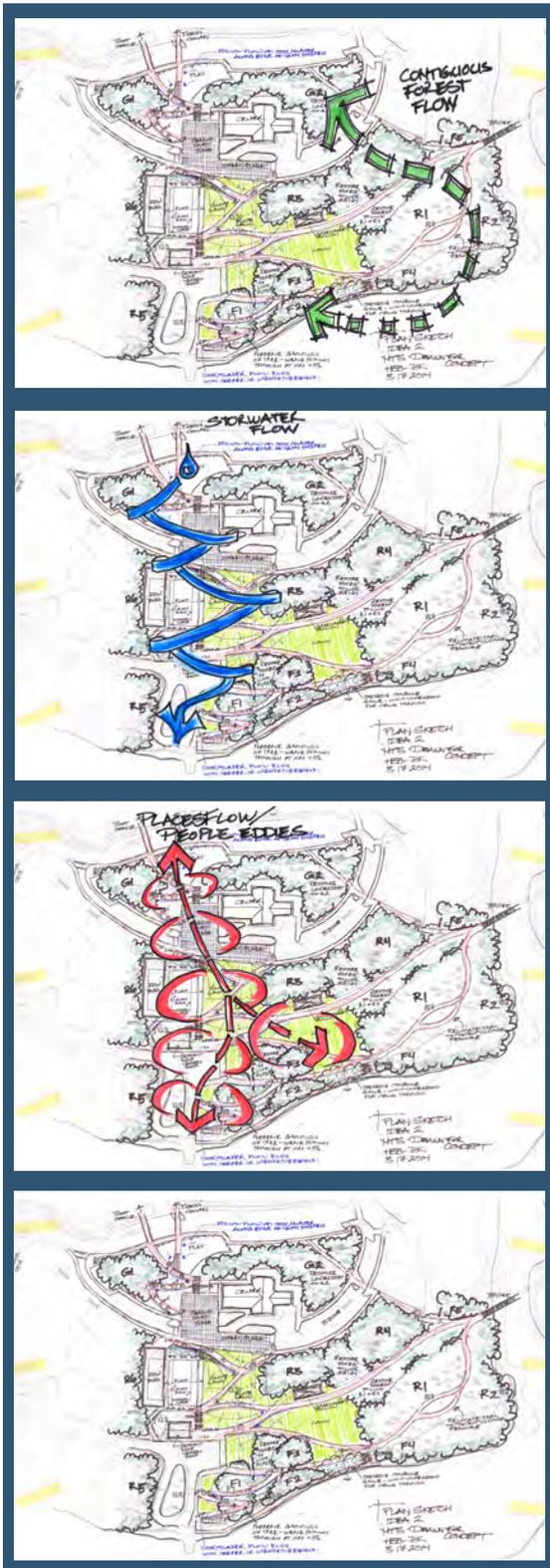
People Flow

Waterfront Park and City Dock are social places. People visit the park, they use it, and they enjoy it. And people's needs change over time. This design must allow for and enrich the park's use patterns, encouraging social interactions, exploration, recreation, activity, and a sense of civic attachment. And the park must accommodate users of varying physical abilities and interests. Its spaces must be accessible, safe, inviting and interconnected, providing connections within the park and - importantly - to those other areas of Winslow that contribute to the park's activity and success.

Places Flow

Waterfront Park is a collage of spaces, with some intended for specific purposes and others more





general in nature. This master plan seeks to clarify and enhance these relationships, ensuring that the places intended for high-intensity use and specific activities are well served by park improvements. It also seeks to provide for more contemplative, passive recreation, too, as well as a mix of other special events and activities that add life and appeal to the park and dock. At its essence, the park’s design must provide intuitive places for people to gather and to engage, places that meet community needs without much fuss or struggle. These places provide for a natural flow from one to another, creating linkages that make the park and dock a valuable, appreciated, and active community resource.

Site plan: upland

The upland portion of the master plan – Waterfront Park – is divisible into two main components. The first comprises the westerly third, focused on north-south movement through a series of sequential, linked spaces.

This portion of the site works from the Community Center and playground on the north to the boat ramp and viewing platform along the water’s edge. It includes a series of plaza spaces, set on different tiers and of rather modest size, creating a central activity zone that takes full advantage of easy access to Bjune Drive and prominent views to Eagle Harbor.

Figure 4.08 - When viewed through the concept of “flow,” the park’s design challenges can be integrated into a series of systems. (Image source: Hough Beck Baird, Inc.)



The boathouse is part of this portion of the park, with its eastern wall forming the backdrop for the central, multi-use plaza. This plaza, floored with compacted gravel, is set in a shallow bowl and is intended for use as a community gathering space, small performance venue or activity courtyard. It takes the place of the existing pickleball court, converting it into a more general-purpose facility. This central plaza also marks the point where the park's north-south axis splits into two, with one directed straight south to the dock and the other offset 10 degrees, oriented to the view of Eagle Harbor.

The boathouse occupies essentially the same footprint as the existing boat cage, but it is two stories. The lower floor is at the same elevation as the park's rest room with full-floor, daylight access to the boat ramp area. This results in an excavation of approximately 12', with the boathouse's second floor at nearly the same grade as the central plaza.

A combined staircase and accessibility ramp descend the hill from the central plaza toward the boat launch and City Dock, with an intermediate viewing platform and another at the water's edge just east of City Dock. Both the boat ramp and approach are unchanged from their current configuration, but there is an accent paving strip that channels pedestrian traffic away from vehicles using the ramp.

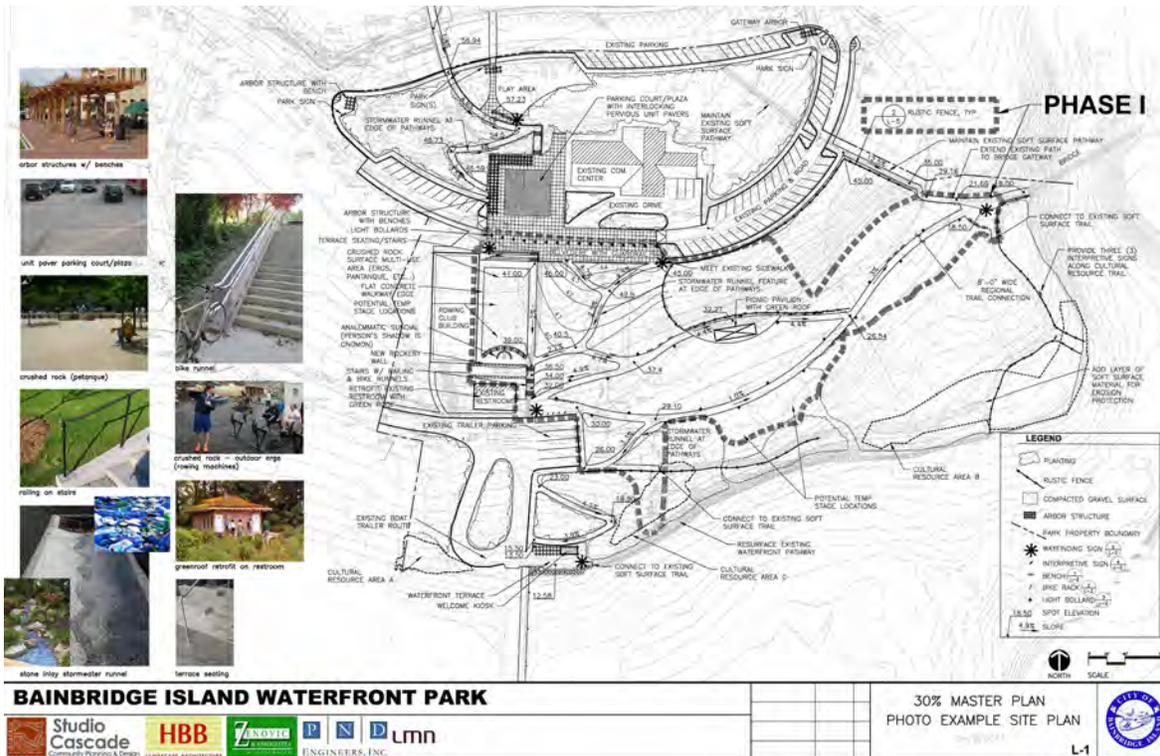


Figure 4.09 - The site plan for Waterfront Park includes an emphasized north-south axis for water views and principal access to the park's activity areas and City Dock. The first phase will provide the backbone circulation system and increase access to park facilities, creating a framework for future park improvement. (Image source: Hough Beck Baird, Inc.)



The second portion of the park is more natural in character, featuring a swooping trail that links Bjune Drive to the viewing platform near City Dock. The trail descends the hill at an accessible grade, circumscribing the grassy area and passing in front of a new pavilion constructed in place of the existing boat stage. The path also features a circular diversion at its extreme eastern end, imposing this formal geometric shape in a place where the woods and grass meet.

Another trail connection occurs north of the descending path, linking Bjune Drive and the Community Center to the pedestrian bridge crossing Winslow Ravine. This pathway, now a narrow, unimproved, unpaved trail, is enhanced to welcome to the park those pedestrians and cyclists who may be arriving from the ferry terminal.

Waterfront Trail continues to hug the shoreline in this portion of the park, aligned atop the existing bulkhead and winding its way to meet the existing pedestrian bridge. Approaches to the beach are cut out of the bulkhead in places where the work does not disturb midden sites or threaten any utilities that lie beneath the trail.

The first phase of the park's construction focuses on providing accessible north-south circulation from the top of the park to Waterfront Trail, providing for the continuation of Waterfront Trail through the park, and establishing areas for the park's two main plazas. Phase 1 as described here does not include providing direct access to the water because of cost considerations associated with constructing universally accessible pathways for that final portion of the north-south link. If additional funds

become available, that final segment could be included in Phase 1, too. It is an important part of the concept, and community discussions at all levels support it.

Site plan: over-water

The schematic design for City Dock proposes two phases of development. The first phase extends the dock to the maximum Department of Natural Resources (DNR) lease line, forming a "hockey stick" shape comprised entirely of floats. This action both widens and lengthens the dock, replacing the narrow floats with those that are 8' wide on the main dock and 10' wide on the blade of the hockey stick. This phase also anticipates the addition of a low freeboard float to accommodate sculls and kayaks, as well as a short perpendicular float to accommodate the launching and arrival of small, non-motorized sailboats. The dock will have power and sewer as appropriate for the intensity envisioned.

The dock's second phase anticipates a series of additional floats to accommodate increased itinerant demand. These floats would lie within the area of the DNR lease and would be oriented to maximize safety, vessel moorage and maneuvering. There will be no structures on the dock, so vending and boat rental activities that no occur there will need to be relocated to another site upland.

The boat ramp is proposed to be lengthened by approximately 50' to increase its serviceability at low tide.



Features

The master plan proposes a set of features that express detail while also integrating into the overall concepts of park “flow.” Further refinement of the park’s details will be part of the next phases of design. But the concepts expressed in the master plan’s development should help to guide future design decisions to help ensure the overall park’s development will truly implement the master plan and enrich the overall Waterfront Park/City Dock experience.

Hardscape

The site’s waterward slope and the desire to provide a series of terraced spaces necessitate the inclusion of retaining walls and other hardscape elements.

The walls as proposed in the master plan are relatively low, creating a series of ramps and stairs that reduce or eliminate the need for railings and help to make the flow from one space to another as gradual as possible. As such, the walls are envisioned to be highly detailed and intended to be a sculptural component of the overall design. Wall treatment should be consistent from one part of the park to

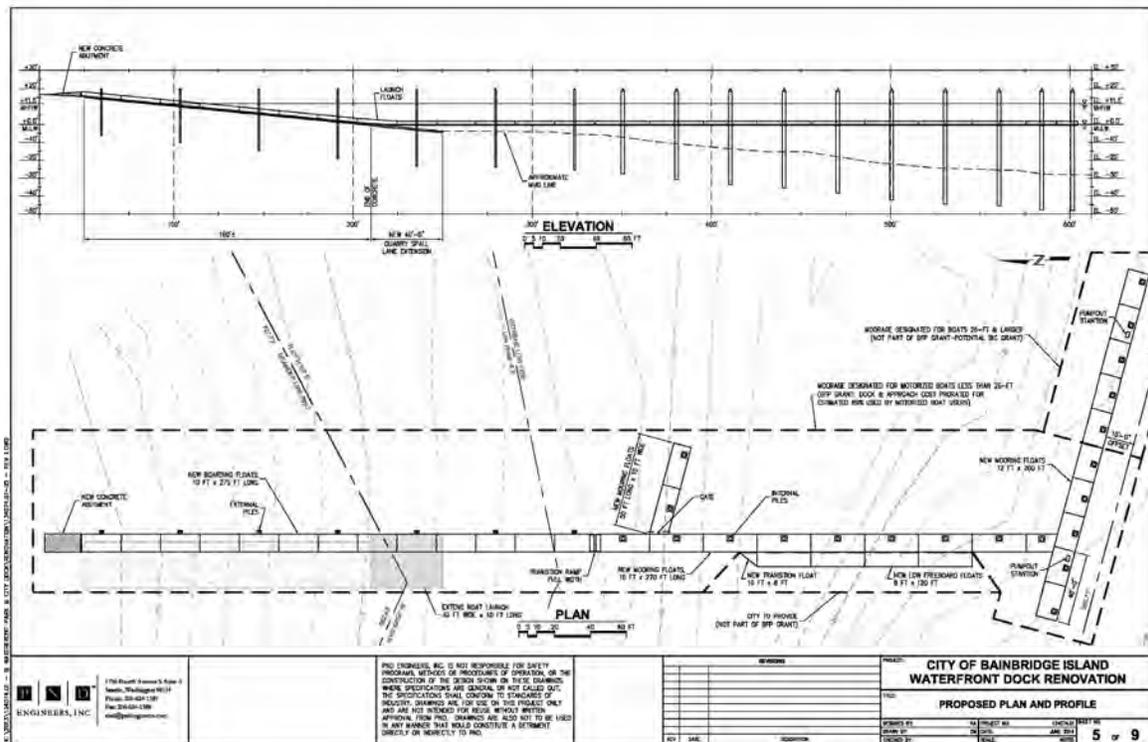


Figure 4.10 - City dock is proposed for major renovation, with wider floats, an extended dock with a larger mooring platform, low-freeboard floats for paddling and rowing craft, and an extended boat launching ramp. (Image source: PND, Inc.)



statement that the space between the senior center and the park is intended for periodic, special uses and that traffic should move through the space carefully, slowly and with special attention to the park space adjacent to it. This plaza will feature a water overlook and will provide a compelling invitation to proceed on to the park's lower levels along the north-south axis.

The intermediate space is located immediately adjacent to the BIR boathouse, encompassing much of the area that is now the pickleball court. This central plaza is intended to become the park's active area focus, with a gravel, multi-purpose floor suitable for a wide variety of uses. It can accommodate petanque, concerts, social events, art exhibits, and activities related to the boathouse, on occasion. Surrounded by low walls, this plaza provides another water overlook opportunity. It also provides direct access to the park areas to the east, opening up to the open grassy field with views into the park's forest remnants.

The third plaza lies at the water's edge, just east of the dock's connection to land. This plaza is elevated above the water, generally consistent with the existing waterfront trail, with unobstructed water views. This is a place where visitors will be compelled to come and linger, with interpretive signs pointing out important facts and stories as relevant to the plaza's position and viewscape.

Amphitheater

The amphitheater is embedded in the central plaza, with a stage aligned along the western edge of the new BIR boathouse, seating along the walls of the central plaza and on the slopes surrounding it. The scale of this amphitheater is relatively modest, consistent with the scale of Winslow and consistent with the expected intimacy of performance activities anticipated to occur there. Larger concerts may be conducted on the park's open green. This space is intended to accommodate smaller-scale events, speaker series, instructional events and other activities that may not necessarily need sound amplification. But it can still accommodate sophisticated presentations, with lighting included on or near the boathouse structure, an elevated stage, power, and space available for seating.

Water Edge

Waterfront Park's water edge will retain its diversity, with a trail winding through forest remnants, along the shoreline and to the lowest of the park's three new plazas. There will also be a boat launch with an extended ramp and a sandy beach. Much of the water's edge area will remain as it is today, except that the waterfront trail will be realigned to avoid the site's archaeological resources and that the north-south pathway access to the plaza and water edge will be reconfigured to be universally accessible.

Boathouse

BIR is proposing to construct a new boathouse, one that will emerge as a significant architectural element within the park. While the structure is intended primarily to store BIR boats indoors, it will also feature indoor training spaces



and other indoor facilities. Some of these indoor facilities can be oriented to take advantage of the amphitheater stage, spilling indoor activities outdoors - provided the boathouse is designed accordingly. Close collaboration and coordination is essential between the City and BIR - a pattern of communication already in place - to ensure the boathouse and the central plaza/amphitheater work well together. There are also possibilities for construction economies if both the boathouse and the plaza are built at the same time, an opportunity that will influence the park's development phases.

Dock

City Dock is targeted for reconstruction, including the upgrading of its float system and an overall extension of the dock to reach the limit of the DNR leasehold. The new "hockey stick" design will feature larger floats on the angled blade to permit moorage of larger vessels - such as the Virginia - and to accommodate both vessel passengers and those simply enjoying a walk on the dock. The new dock will also include a series of low-freeboard floats intended to facilitate launching of kayaks and rowing sculls. Later phases of the dock may



Figure 4.12 - Planting plans for Waterfront Park are relatively conservative, focusing on restoring the forest remnants and providing accent landscaping in and around the park's activity areas. Maintaining view corridors was an important objective. (Image source: Hough Beck Baird, Inc.)



include construction of up to two additional fingers landward of and parallel to the blade of the “hockey stick,” though the first priority is to extend and improve the dock as depicted in the 30% design.

Planting

Planting in the park is intended to be relatively restrained. Maintaining view corridors is a priority, directing tree planting to occur in places generally away from the park’s north-south axis. Trees in this area are to be smaller in scale, deciduous and used to add emphasis to certain areas of interest, such as pathway intersections or changes in direction, and separations between activity zones.

The forest remnants and areas of archaeological significance are to be restored to a more native state, with planting and landscape maintenance directed to reinforce the pre-historic condition of those areas. A focus here will be in the removal of invasive species and the reintroduction of native trees, shrubs, grasses, and ground cover.

Lighting

As with the park’s hardscape, lighting elements are intended to be a unifying element throughout the park. The lights should be intimately scaled, just bright enough to address safety concerns, and strategically placed to emphasize the park’s activity areas. Lighting should also be compatible with anticipated uses of the park’s areas, featuring low-intensity and low-height lighting in places where nighttime, over-water viewing is encouraged and higher-intensity

lighting in areas of activity, traffic intersection, and the joining of indoor and outdoor spaces.

Interpretive Signs

The park already has several interpretive signs in place, and there are opportunities for even more. As the City considers refurbishing those now existing, it should also consider ways to expand the interpretive message to speak to the site’s cultural resources, connections to Winslow, native forest remnants, viewpoints, role of water, and other topics of community interest. Design of the new interpretive signs - like the lighting and hardscape features - should be unified and consistent. Signs should also help park visitors orient within the park, to Winslow and to the community’s waterfront trail, underscoring the park’s association to the places and spaces that surround it.

By incorporating this vision and the goals, design principles, and design features derived from this master planning process, Waterfront Park and City Dock will evolve into the facilities the community desires. This 30% design master plan reflects the community’s voice as represented during the year-long process and should present a solid foundation for the more detailed design work to follow.



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