

CHAPTER 2

LAND USE

EXISTING CONDITIONS

(See Appendix A for a More Detailed Discussion)

General Land Use Pattern

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

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

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

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

Within Winslow, there are a number of distinct areas. The original town center, along Winslow Way west of SR 305 and lower Madison Avenue contains numerous small uses — convenience stores, specialty shops, banks, services, and cafes largely located within one-story buildings. The major exception is the Town and Country Supermarket, which has a large footprint building and an expansive parking lot. One of the attributes of the retail uses along Winslow Way West is that there has been some degree of turnover, resulting in occasionally vacant storefronts. However, there is still a strong concentration of retail uses

— both convenience and specialty stores — along Winslow Way and Madison. Parfitt Way is lined with small commercial uses next to the marinas. Surrounding the commercial uses that are concentrated in the core are a number of multi-story buildings containing apartments and condominiums. As the Master Plan process began, there were only two examples of “vertical” mixed-use: the Winslow Green and Wyatt’s Corner. The adoption of the Master Plan in 1998 has encouraged the development of a number of mixed-use projects, which have provided more residential units within walking distance of the downtown.

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

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

The land use pattern along *High School Road* is not unlike that found in many North American suburban communities. Its pattern is largely the product of contemporary zoning regulations, street design standards, and market trends. Large, linear buildings, set back from the street behind parking lots, dominate the area. Individual developments are also pulled apart from each other, with few obvious connections for people on foot. This is exacerbated by the fact that both blocks and parcels are relatively large and have few intervening streets, none of which go through the blocks. Although actual distances are not very great, they seem so due to expanses of asphalt, fast-moving vehicles, and broad streets. Most of the commercial uses are located between SR 305 and Madison Avenue, which is the same length as the concentration along Winslow Way West. This commercial node is accessed principally by automobile. In 2006, sixty residential units were added to High School Road as part of a mixed-use project that includes a hotel.

The *SR 305* corridor has significant green space, with mature vegetation associated with a steeply sloping ravine meandering along its alignment between High School Road and Winslow Way. Vegetation in this corridor has diminished over the years as a result of adjacent development. A commercial winery located within the vegetated portion of the

corridor has relocated to east Day Road, and the site has been developed with a mixed-use project that includes forty-five condominiums. In the vicinity of High School Road, there is less vegetation; commercial land uses and parking lots are visually prominent. While these uses are visible from the highway, they are accessible only from High School Road. The limited access highway is largely a greenway dividing Winslow rather than tying it together.

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

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

A number of historical structures and sites in Winslow have been identified and, since adoption of the Winslow Master Plan, the City has established a Historic Preservation Commission that is working toward preservation of these sites and buildings.

Finally, Winslow is a waterfront community. A good measure of its history and image has been tied to uses along the waterfront. Although types of uses along the waterfront have changed over the years, for the most part the community is still cut off from its primary amenity. The waterfront park provides some degree of access, but the trees and structures within it cut off visual access from locations upland. There are still some industrial uses such as the ferry maintenance facility that prevent access. The marinas offer some degree of access, but present a largely private enclave along the water.

Population and Market Background

In order for a vibrant mixed-use town center to succeed as envisioned in the Comprehensive Plan, there must be an underlying source of demand for both the residential and commercial uses. The Master Plan process required an understanding of the trends affecting development

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

Regional Context

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

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

Residential

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

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

In all cases, the demand for housing in Winslow will be related to the area’s ability to maintain and enhance an active and attractive physical setting. In addition, the demand will depend on housing opportunities in the Seattle Central Business District, Denny Regrade and

South Lake Union. If Seattle's proposed urban villages are slow to realize their visions, Winslow will offer a particularly strong alternative.

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

Office

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

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

Retail

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

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

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

Total commercial potential (office and retail) is estimated at 520,000 square feet through the year 2012. The ability to achieve this number may be limited by available vacant parcels and/or parcels with redevelopment potential. A review of land availability and zoning limitations conducted as part of the 1998 Master Plan effort suggests that approximately 440,000 square feet of new commercial use could actually develop.

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

the redevelopment of existing improved sites, the economics of which presents special challenges.

COMPREHENSIVE PLAN FRAMEWORK

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

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

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

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

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

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

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

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

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

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

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

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

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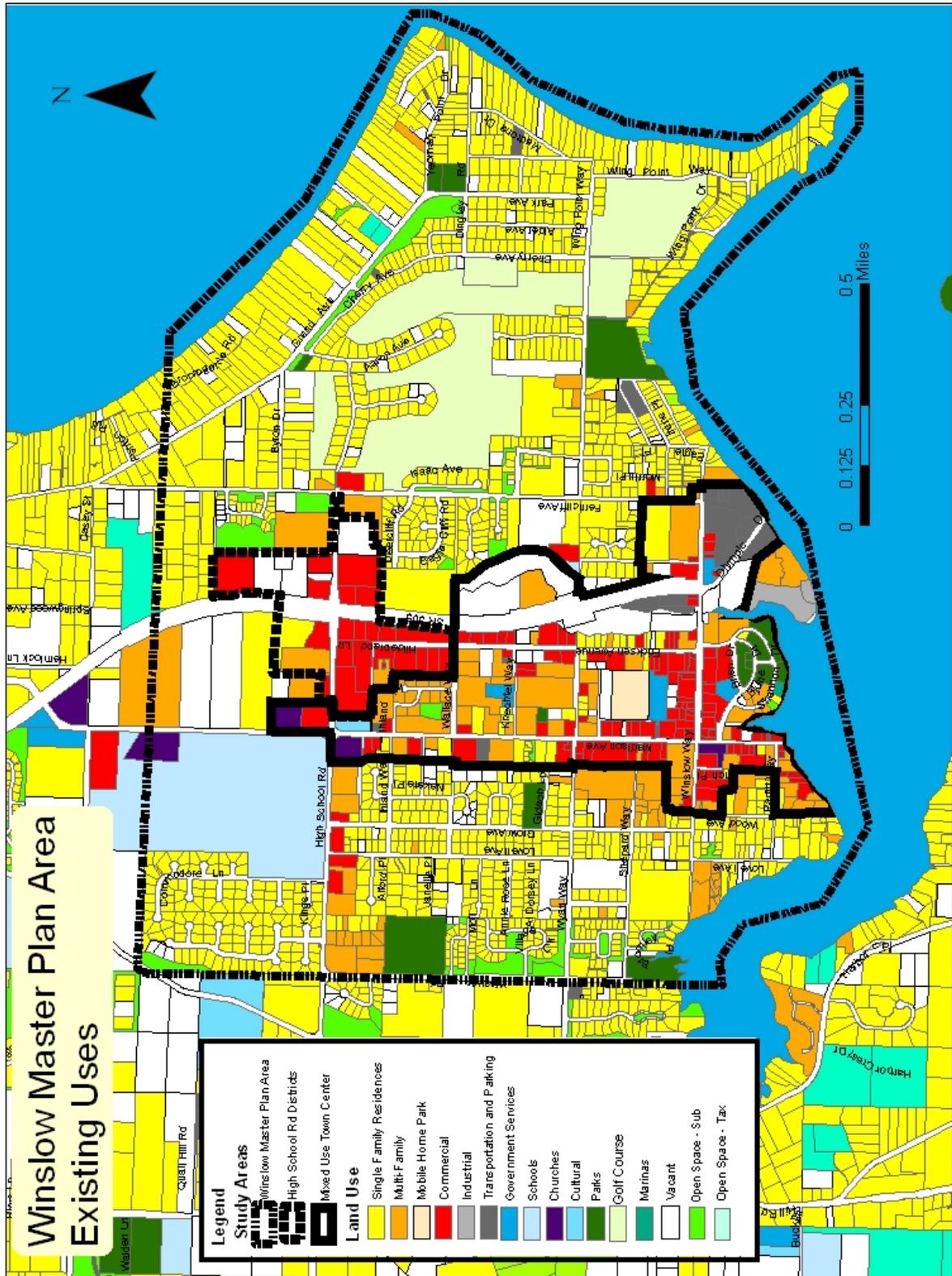


Figure 2.1

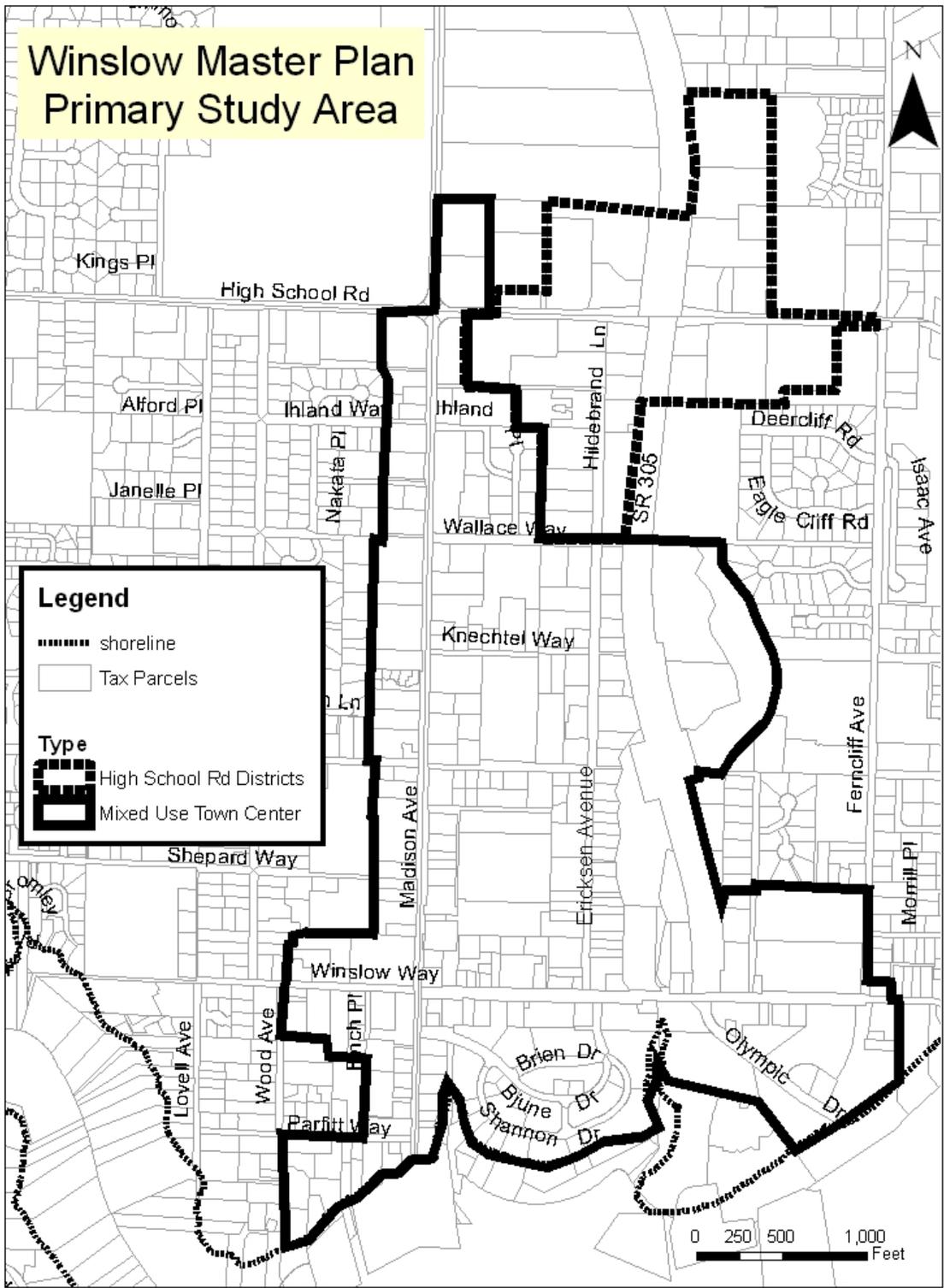


Figure 2.2

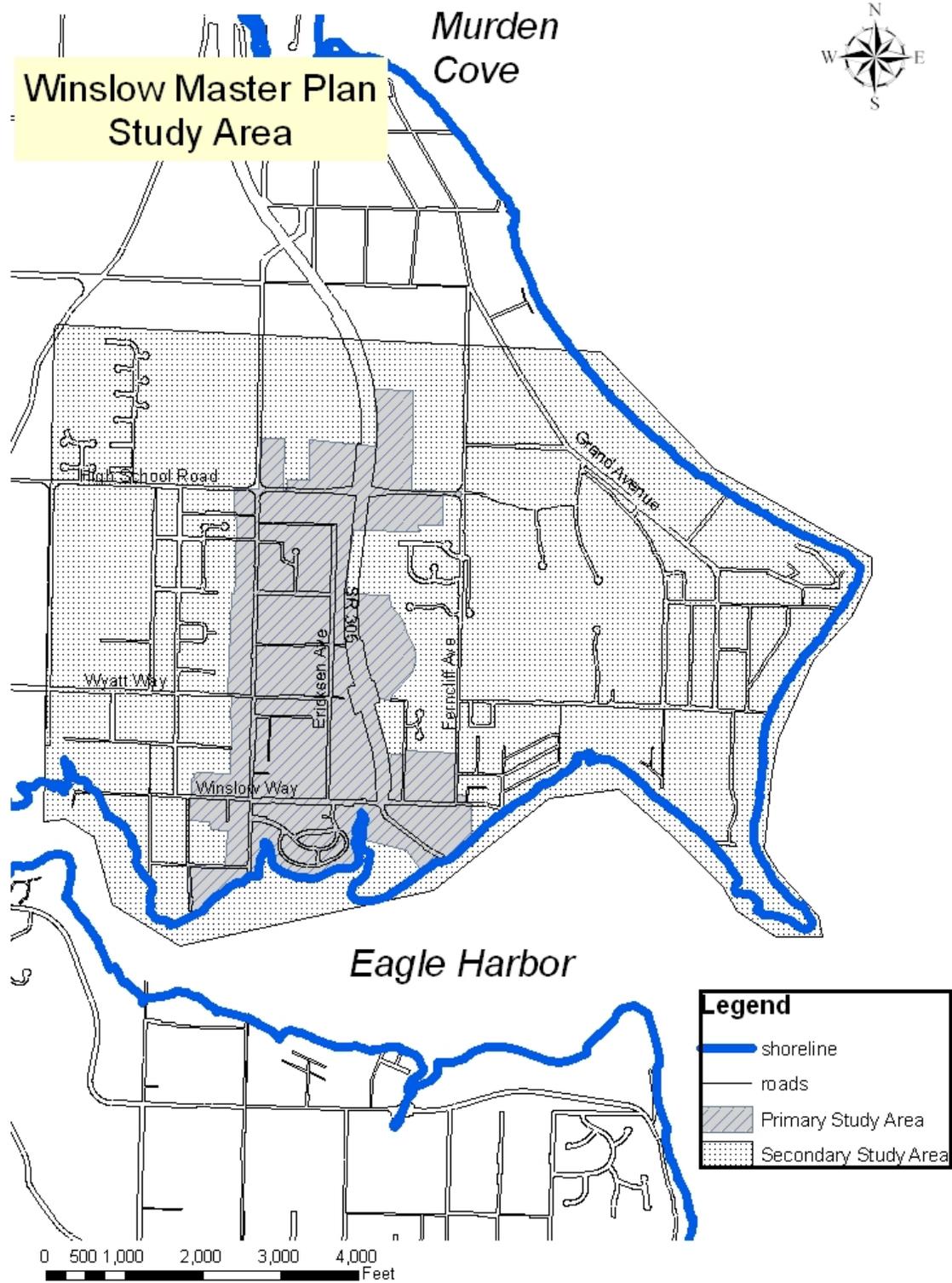


Figure 2.3

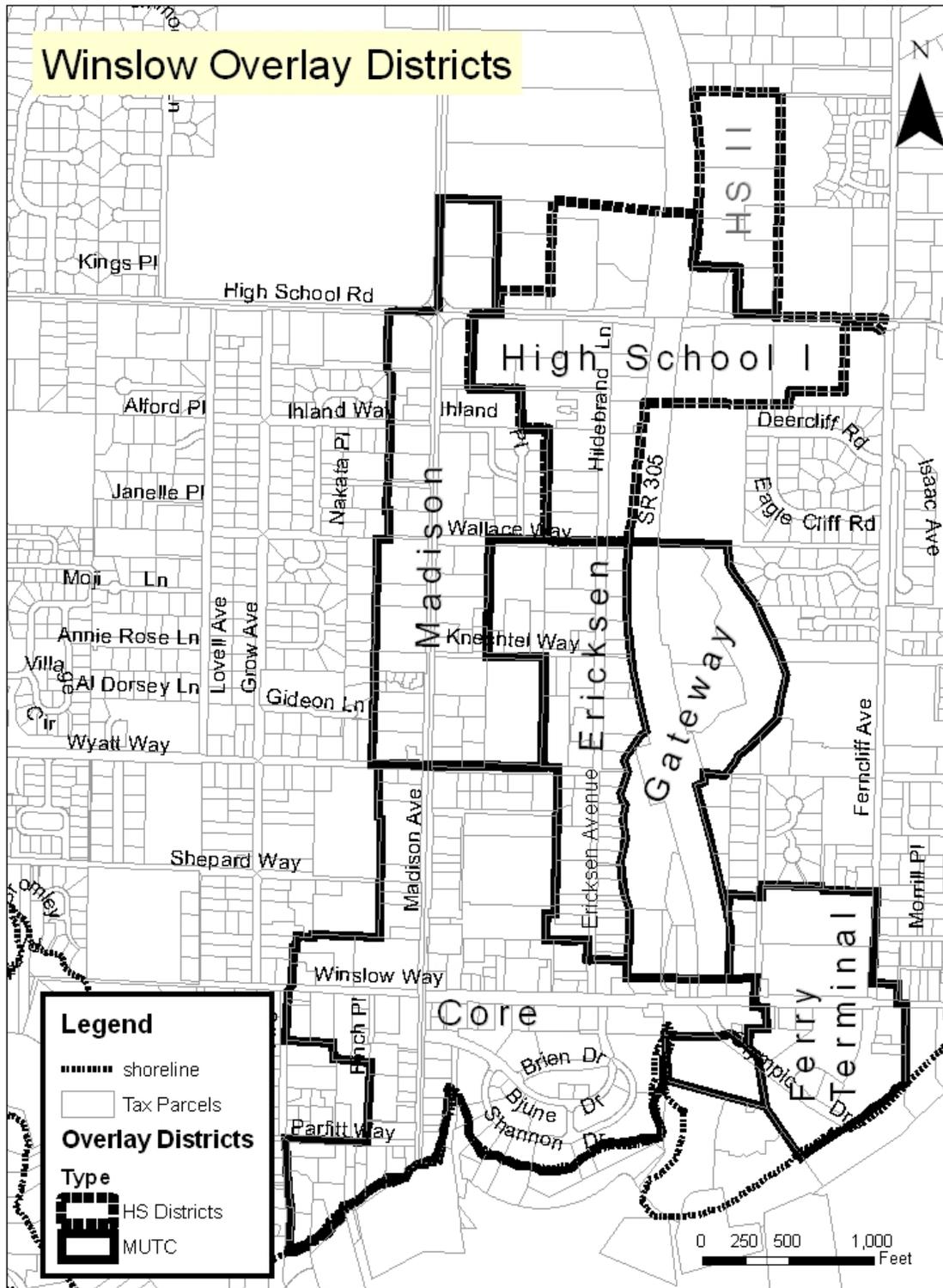


Figure 2.4

MASTER PLAN LAND USE POLICIES

Overview

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

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

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

With the strategies contained in the Master Plan, it should be possible for Winslow to absorb this additional increment without producing a dramatic change in the pattern, intensity or appearance of development. However, the focus and form of development will be somewhat different. The land use policies described below address the issues of focus and form in each of the districts.

Overall Land Use Goal WMP 2-1

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

- Encouraging downtown living;
- Providing an enhanced pedestrian experience, with linked access to retail shopping, the ferry, major public facilities, open space and residential areas, and promoting and retaining visual access to Eagle Harbor;
- Promoting the efficient use of land;
- Encouraging the retention and expansion of retail that serves the needs of community members and visitors;
- Providing opportunities for business expansion and private reinvestment;
- Promoting development that is sustainable and supports community values; and

- Developing strategies that result in the creation of less expensive housing and retail space, thereby increasing diversity while minimizing dependence on the automobile.

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

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

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

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

Policy WMP 2-2.4: A full-screen vegetative buffer shall be maintained along SR 305. A similar screen should be provided within the SR 305 right-of-way. This requirement would not apply to the interior renovation of existing buildings.

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

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

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

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

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

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

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

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

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

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

- Utilize FAR levels, development standards and incentives to encourage development and redevelopment along Bjune Drive.
- Actively work to acquire land, easements and permits needed to extend the Waterfront Trail and develop a ravine trail.
- Develop new facilities for visitors, residents and the community, including public road ends, beaches, concessions, docks, marinas and mooring.
- Plan for a future water taxi connection between the Winslow and Eagledale waterfronts.
- Improve water quality through restoration projects, management practices and environmentally responsible building techniques.
- Retain views of the harbor from public lands and streets.

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

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

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

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

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

Goal WMP 2-5: Determine density and intensity of development in the Mixed-Use Town Center and High School Road Districts through the Floor Area Ratio (FAR) method.

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

Although density is frequently defined by dwelling units per acre in suburban communities that are comprised of single-use districts, it is less useful in areas where a mixture of uses is

desired. Using FARs provides flexibility to design a project to address a particular site. The use of FAR allows the market to determine the number and size of units and the mix in the type of development. (Conventional density limits can discourage affordability since smaller, less expensive units count the same as larger, more expensive ones.)

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

0.4 FAR would produce 8-20 units per acre

0.8 FAR would produce 16-40 units per acre

1.5 FAR would produce 24-60 units per acre

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

Parking requirements also influence the number of units that a site could accommodate. The form of parking also affects the extent to which a development actually reaches the densities suggested by each range. Surface parking coupled with larger average unit sizes would tend to produce the lower end of the range, while structured parking coupled with smaller average unit sizes would allow the higher end to be possible.

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

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

Policy WMP 2-5.2: Establish maximum FAR levels of development beyond the base for each of the districts through the use of bonus FAR provisions. The bonus FAR provisions are a means of advancing specific Comprehensive Plan policies and community values. Bonus FAR may be achieved by:

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

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

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

Policy WMP 2-5.3: The bonus FAR provisions may be changed based on future conditions without amending the Master Plan, as long those changes continue to meet the goals of the Comprehensive Plan and Winslow Master Plan, and provided that changes are made in coordination with a study of the necessary infrastructure, particularly transportation.

Policies for Specific Districts

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

Central Core Overlay District

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

Policy WMP 2-6.2: Encourage the retention and development of ground floor retail on Winslow Way, Madison Avenue, Bjune Drive and other appropriate areas, and establish the implementing FAR levels and development regulations.

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

Policy WMP 2-6.4: Design Winslow Way as the community’s “living room”— the stage for community gatherings and a gallery to showcase art and gardens. The central section of Winslow Way should function as a civic plaza, with artistic gathering spaces and unique design features.

Ericksen Overlay District

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

Madison Overlay District

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

Gateway Overlay

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

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

Policy WMP 2-9.3: Implement policies to restore and protect the habitat, forest and water resources of the Ravine and provide for non-motorized public access.

Ferry Terminal Overlay District

Discussion: The Ferry Terminal Overlay District — currently dominated by parking — could undergo significant change as it transforms from surface parking lots for commuters to a new pedestrian and transit oriented, mixed-use neighborhood. Although the Core District is designated for the most intense development in the Mixed Use Town Center, new development in the Ferry Terminal District should complement the character and vitality of the Core District. Higher density housing is appropriate for this area because of its proximity to the ferry and downtown and because it is a prime view location. Parking for both commuters and new development may be integrated within (or under) housing or in adjacent garages.

Policy WMP 2-10.1: Establish FARs and development standards that provide for a pedestrian/transit oriented, mixed-use neighborhood with higher density residential development, commercial development, and some retail, while protecting the adjacent residential neighborhoods.

Policy WMP 2-10.2: Enhance the district's status as the "gateway" to Winslow by maximizing opportunities for visual and physical access to the shoreline while protecting, reclaiming and sustaining high quality, native shoreline vegetation. Civic and public uses should be provided along the waterfront.

Policy WMP 2-10.3: The area south of Winslow Way is intended to redevelop as a transit and pedestrian friendly mixed-use neighborhood, with small blocks served by a network of streets, alleys, public open space and pedestrian walkways.

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

Policy WMP 2-10.5: Any redevelopment of the ferry terminal and/or related transit services should maximize public open space and minimize the development footprint, and should provide shoreline views, a public plaza and a pedestrian accessible waterfront.

Discussion: The transit center should address multimodal users and should integrate access to the public plaza and shoreline. “Stacking” of vehicle holding, transit and terminal activities is preferred.

Policy WMP 2-10.6: Commuter parking located in the Ferry Terminal Overlay District shall be limited in number and/or area to achieve the following objectives:

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

Policy WMP 2-10.7: North of Winslow Way, the City shall protect adjacent residential neighborhoods from adverse impacts associated with development by establishing transition standards, such as landscaped buffers, lower height limits, small-scale buildings and other appropriate measures.

High School Road I and High School Road II

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

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