

CHAPTER 12

IMPACTS AND MITIGATION

A draft Master Plan/Draft Environmental Impact Statement (DEIS) was issued by the City on January 31, 1997. After public comments, the Plan was revised and a final draft Master Plan/Final Environmental Impact Statement (FEIS) was issued on December 10, 1997. These documents assessed the impacts and identified mitigation measures for three alternatives: the No Action, the Preferred Sanctuary Alternative and the Dispersed Alternative. After additional opportunity for public comment and further analysis by the City Council, a final version of the Preferred Alternative was approved. For ease of reference, the portion of the FEIS related to the Preferred Sanctuary Alternative (the final Master Plan) is contained in this Chapter. For the complete Environmental Impact Statement, see the December 10, 1997 Master Plan/FEIS.

ASSUMPTIONS

Certain assumptions were made in order to evaluate the alternatives.

Land Use

Fifty percent of the Island's population growth through the year 2012 (approximately 3,715 people) is targeted for the Winslow Study Area. The Master Plan anticipates approximately 1,500 new dwelling units to accommodate the new population. Of that, 40-50% is projected to occur in the Mixed Use Town Center and High School Road Districts.

An average of approximately 10,000 square feet of office and 16,000 square feet of retail space will be constructed each year for a total of 160,000 square feet of office and 330,000 square feet of retail by the year 2012.

Open Space

The Primary Study Area requires approximately 3 acres of new neighborhood-oriented parks to serve the existing and projected future population that will live, work and shop in Winslow.

Transportation

Roadway Improvements --The construction of a right turn westbound lane for traffic onto SR 305 at the intersection of Winslow Way would be completed. Ferncliff Avenue from Winslow Way to High School Road would have sidewalk and bicycle lanes. These improvements are included in the analysis of all alternatives.

Growth in Traffic -- Below is a summary of the assumptions and analysis of the growth in traffic used to develop the Master Plan. For a more detailed description of the assumptions and analysis, see the *Winslow Sub Area Transportation Study*, Transportation Appendix B.

Trip Generation

Growth in Traffic - Changes in land use dictate the number of new cars that will be placed on Winslow area roadways. A total of approximately 1,500 new dwelling units and 439,000 s.f. of new commercial space were assumed. Table 12 shows the growth in p.m. peak hour auto trips by zone in Year 2012, due to increases in residential growth.

**Table 12
TRAFFIC GROWTH**

Zone*	Residential Units	Auto Trips				Work/Non-work Trips Total	Pedestrian/Transit Trips	
		Work Trips		Non-Work Trips			Inbound	Outbound
		Inbound	Outbound	Inbound	Outbound		Inbound	Outbound
A	200	47	24	7	7	86	18	6
B	200	32	17	10	10	68	31	11
C	120	12	6	4	4	27	27	12
D	380	20	10	14	14	58	104	47
E	40	1	1	0	0	3	13	6
F	230	2	1	3	3	9	78	39
G	125	7	3	8	8	25	31	12
H	160	26	13	8	8	55	25	9
I	40	5	3	3	3	14	6	2
Total	1495	153	79	57	57	345	333	144

*See Figure 12.1 for location of these zones.

The location of the zone affects the number of work or non-work trips made by automobile or made by foot, bicycle or transit. For example, a zone near the ferry terminal would likely have more pedestrian trips than a more remote zone. The percentage of trips made by foot was based on studies by Fruin (1971) and Bowman, Fruin and Zegeer (1989). To be conservative, no further reductions in pedestrian trips were assumed with the introduction of the Winslow circulating bus.

Retail /Office Trips --Retail trips were also estimated by retail zone. The number of trips is based on the trip generation rates established by the Institute for Transportation Engineers (ITE) Trip Generation Rates for specialty retail (ITE Land Use 814). As per ITE specifications, a 45% passby adjustment was made, to reflect that existing trips to the area may also access the future retail constructed in the area. The generation rate used for retail is equivalent to approximately 2.68 trips per 1,000 sf of office space.

**Table 13
RETAIL (OFFICE) TRAFFIC GROWTH**

RETAIL (Office) PROJECTIONS				In	Out	Internal	External
Zone*	s.f. (thousands)	ITE PM Peak	w/passby adj**				
V	100	493	271	130	141	41	230
W	82	404	222	107	116	12	210
X	147	725	399	191	207	40	359
Y	40	197	108	52	56	12	96
Z	70	345	190	91	99	9	181
Total	439	2164	1190	571	619	114	1077

Note: Specialty Retail (ITE Land Use 814);

*See Figure 12.2 for location of these zones.

**Equivalent to 2.68 trips per 1,000 sf of office space.

A total of 1,190 new p.m. peak hour trips were assumed to be added to the Winslow system. Of these, 114 were assumed to be new internal (within Winslow) auto trips, while the remainder were assumed to be from persons not living within Winslow (area retail serves all of Bainbridge Island).

Traffic Assignment Model

A peak hour model was developed to assess the impacts of the changes in land use. The model was used to assign new traffic, as projected in the trip generation estimate, to area roads. The spreadsheet-based model assigned future traffic based on existing turning movements, traffic volumes and travel patterns. The No Action, Sanctuary and Dispersed alternatives were modeled as described below:

No Action -- Growth in traffic followed existing patterns, with increases in both internal and through trips (trips that travel through Winslow without stopping) based on increases in land use.

Sanctuary Alternative -- Through trips were reassigned to SR-305 to show the effects of the bypass route.

Dispersed Alternative -- Trips were redistributed to the new intersection on SR-305, assumed to be located at Knechtel Way. Through trips were reassigned on SR-305 bypass route. Ericksen Avenue was changed to a southbound one-way street south of Wyatt Way.

Figures 2 through 5 of the Transportation Appendix B show the total turning movement counts for existing conditions and each alternative.

Level of Service analyses were run at all study intersections. The printouts from the LOS calculations are found in the Transportation Appendix B.

Figures 12.1 and 12.2 show the number of added auto trips through the year 2012, based on the assumptions and analysis contained in Transportation Appendix B.

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Auto Trips by Residential Zoning During P.M. Peak Hours

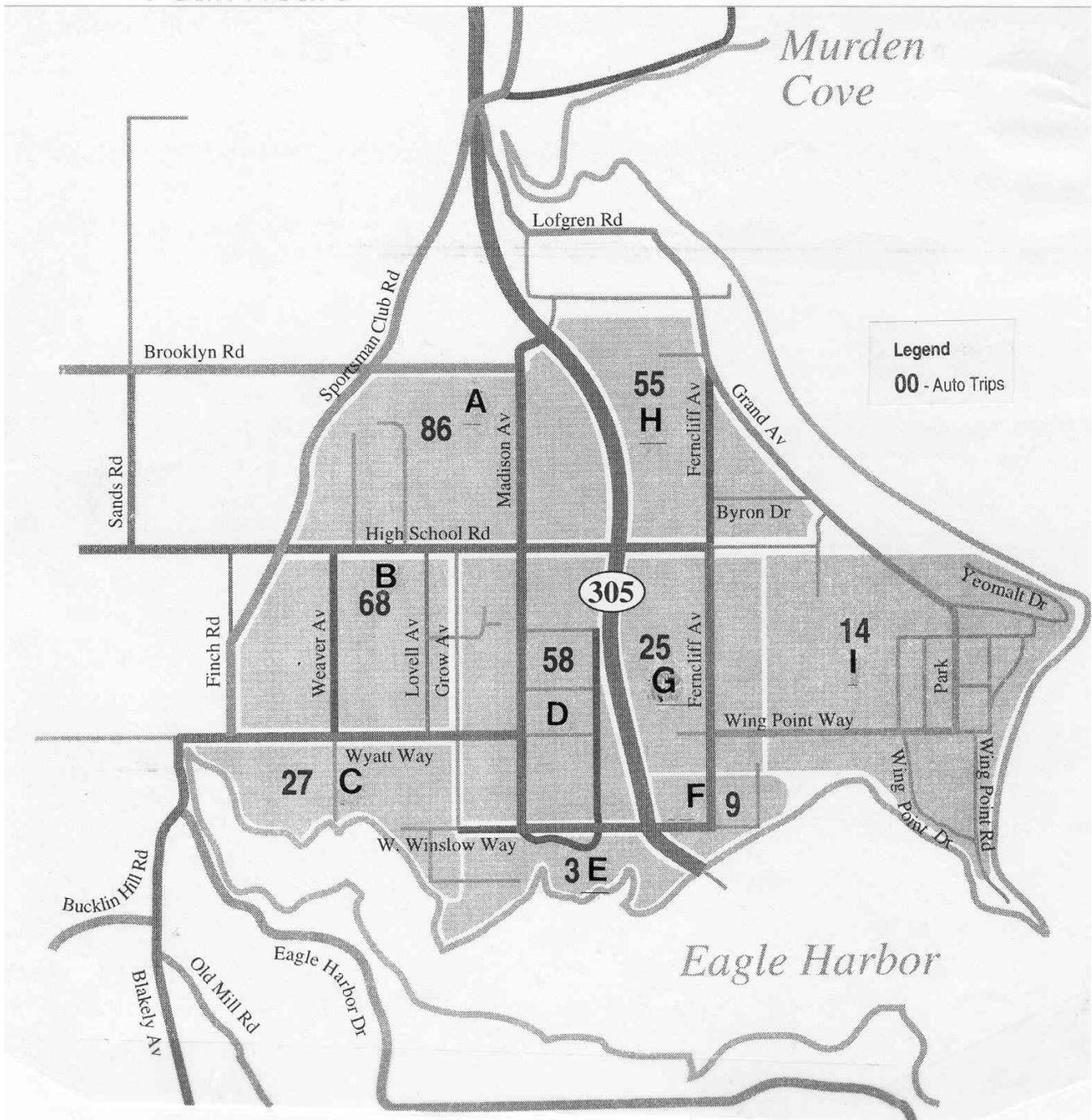


Figure 12.1

Auto Trips By Retail Zone During P.M. Peak Hours\

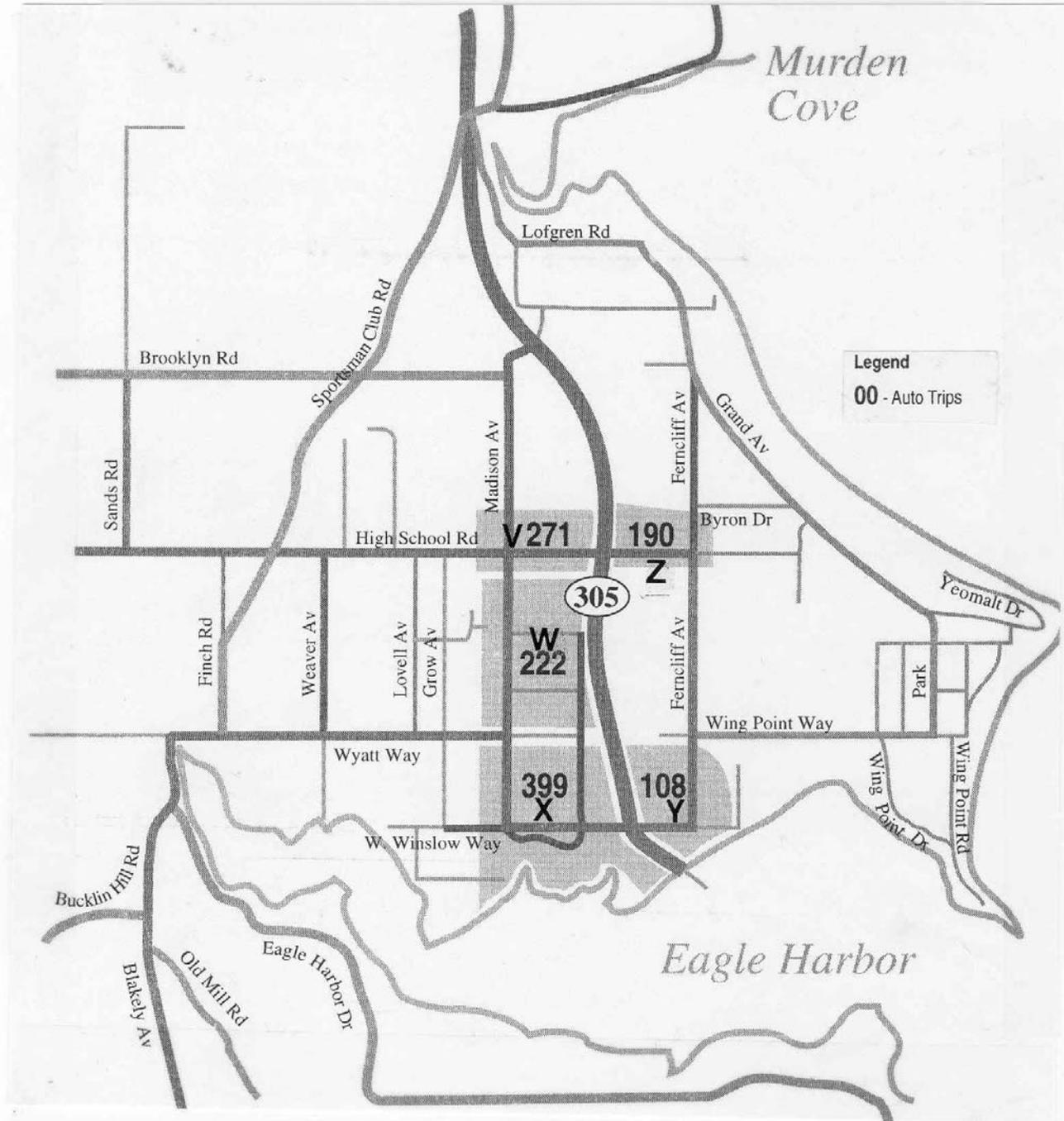


Figure 12.2

EVALUATION CRITERIA AND ANALYSIS

Evaluation Criteria are the standards by which alternatives are evaluated. Each criterion is defined below and the acceptable standard is described.

Roadway LOS

The City of Bainbridge Island's 1994 Comprehensive Plan defines the roadway level of service (LOS) as a comparison of the roadway volume (the number of vehicles) during the p.m. peak hour to the capacity of the roadway (number of vehicles a road can carry). Level of Service E or better is considered to be acceptable for the Primary Study area of Winslow. See Appendix B for the volume/capacity ranges.

Intersection LOS

Intersection operating conditions were evaluated using the *Highway Capacity Manual, Third Edition*, updated 1994, and the 1995 *Highway Capacity Software*, for signalized and unsignalized intersections. The intersection and operating conditions are indicated by an LOS letter designation. LOS provides a measure of delay ranging from LOS A (free flowing, minimal delay) to LOS F (extreme congestion, long delays). For signalized intersections, average time of stop delay is estimated. For unsignalized intersections, total delay is estimated. The acceptable LOS established in the Transportation Element of the Comprehensive Plan is assumed. Additional information on LOS is provided in the Transportation Appendix B.

IMPACTS

Much of the Master Plan is a refinement and/or implementation of the Comprehensive Plan goals and policies for Winslow.

Land Use

District Boundary Shifts

The shift in the Core District on the west side of lower Madison Avenue recognizes the existing uses (high density residential) and the need for continuity of development potential of this area. The boundary shift would bring these properties under the development regulations that apply to adjacent properties in the Central Core and thereby promote continuity of the streetscape. (This area includes approximately 1.15 acres that were added to the Central Core as part of Ordinance 96-04, Technical Corrections to the Land Use Map of the Comprehensive Plan.) Because of existing development, these properties were not considered as having significant redevelopment potential during the 20 year Master Plan horizon or any associated impacts resulting from this change.

Another boundary change in the **Core District** removes approximately 2.15 acres from the Gateway District along Winslow Way. Development intensity in the Core District is greater than what has been allowed in the Gateway District. Those properties affected by sensitive area overlays (e.g., "The Ravine") would still need to meet all applicable development regulations, however. The net change in development potential is approximately 46,000 square feet of development

The proposed boundary change to the **Gateway District** adds the John Nelson Park site to the District. The site is currently included in the Semi Urban Residential District. The park site is designated as a park in the Master Plan. There would be no impact resulting from this change.

The proposed boundary change in the **Madison District** adds approximately 4.5 acres of land currently outside the MUTC to the Madison District. The boundary change is proposed to bring these properties under the development regulations applying to adjacent properties on Madison Avenue and thereby promote continuity of the streetscape. The affected properties are currently developed as a church and public library. The net change in underlying development potential is approximately 160,000 square feet of commercial and 80,000 s.f. of residential. However, because of existing development, these properties were not considered as having redevelopment potential during the 20 year Master Plan horizon or any associated impacts resulting from this change.

USF8 Designation

The proposal to change the zoning of approximately 27 acres along Ferncliff Avenue from Urban Residential to Urban Single Family (with a density of up to eight units per acres) results in a density increase of approximately 110 units. Traffic generated by this density of development was included in the modeling analysis of major roads in Winslow. No street dropped below LOS E in that analysis, with the pedestrian and transit use assumed in the *Winslow Sub Area Transportation Plan*, Appendix B, and the transportation improvements in the Transportation Sections.

The character of development under USF8 zoning will be similar to that of UR zones, but of a higher density. All development would be single-family houses.

Establish a Uniform Base FAR and Maximum FAR for Each District

Under the 1994 Comprehensive Plan, the base density for each property within a district is the existing zoning. (For example, within the Madison Avenue District, some properties have a base density of R8 and others a base density of R14, depending on what the existing zoning for each property was at the time the Comprehensive Plan was adopted.) The maximum density within the Mixed Used Town Center (except on Ericksen Avenue south of Wyatt Way) is R28 (approximately equivalent to .8 FAR). Residential development within the two High School Road Districts is designated as R8, with no bonus other than the affordable housing provisions. Commercial development in each district was limited only by the applicable development standards (height, setbacks, parking requirements).

The Gateway District and Ferry Terminal Districts do not have an existing base density. Any residential development requires the use of the bonus density provisions (an inadvertent result of the Comprehensive Plan policies).

The Master Plan changes the method of calculating allowable buildable area for residential and commercial development to Floor Area Ratio (FAR). Previously, residential development was calculated by dwelling units per acre and commercial development was limited by the applicable development standards. The change to FAR from traditional dwelling units per acre zoning should not significantly affect the overall projected dwelling units in the Primary Study Area over the planning horizon (600-750 dwelling units, which constitutes 40-50% of the approximate total of 1500 dwelling units targeted for the Winslow Study Area).

While the method of calculating the allowable dwelling units for individual lots changes and has a theoretical potential to result in increased density, factors such as market demand, property owner choice, size of lots and development regulations would likely limit significant skewing of density. Under land use recommendations in the Comprehensive Plan, the theoretical buildout² of Winslow is estimated at 3,200,000 square feet. By comparison, utilizing FAR provisions, development is estimated to be 3,300,000 square feet. Part of this increase would be felt in parts of the Madison Avenue, Ericksen Avenue and Ferry Terminal Districts where the existing base densities would be raised by the change to FAR.

The Ordinance which implemented the Comprehensive Plan does contain a base and maximum commercial FAR for each district. The Master Plan retains the existing maximum FAR for each District, except High School Road District, for which the maximum FAR for mixed use projects has been increased from .6 to 1.0 FAR. The Master Plan proposes that all properties within the Gateway District be designated for a base .5 FAR for residential or mixed use development, with allowable bonuses up to 1.0 FAR. In addition, the Plan establishes a base .15 FAR for commercial development and provides for the use of the bonus provisions to increase to .3 FAR for commercial use. Properties within the Gateway will likely not achieve the full FAR due to environmental constraints.

The Master Plan proposes that all properties within the Ferry Terminal District be designated for a .4 base FAR, with allowable bonuses up to 1.5 FAR, if existing surface commuter parking is placed under the building. If ferry-related parking is located underbuilding, than an additional 150 non-commuter ferry parking spaces could be included in the parking structure. The proposed land use designation would have an equivalent of approximately 8-20 units per acre using the base FAR and up to 50-60 units per acre with the bonus FAR, including locating existing commuter parking underbuilding. Retail use is limited to the area along Winslow Way, with no single use more than 2,500 sq. ft. This limitation is intended to retain and vitalize the retail core west of Winslow Way and to minimize the impact of development on the roads. Retail in the Ferry Terminal District should complement the Core area retail. Office use is limited in order to minimize the impact of development on the roads and to encourage residential development. The character change of the greater terminal area would be significant when compared to the existing surface parking lots and undeveloped lands that currently dominate the Ferry Terminal District. Views that currently exist across the parking lots could be lost unless provided for in site plan review.

² All properties developed to then highest potential allowed under current zoning.

Establishing a uniform base FAR for residential development for each District that is generally higher than the current base density and increasing the maximum FAR achievable through the Optional Bonus provisions in the Comprehensive Plan will likely result in a loss in potential use of TDRs, affordable housing and other bonus provisions that would have been required by the Comprehensive Plan. However, without the changes allowed by the Master Plan, development in the Primary Study Area might have occurred at the existing base density, without using the bonus provisions. This would result in an increase in the likelihood that Winslow would not achieve the targeted 40-50% of the overall Island growth during the planning horizon.

The impact on development potential resulting from the change to FAR has been modeled as part of the overall impact of development allowed under the Master Plan.

Changes to TDR Provisions

The TDR program would be expanded to allow an increase in commercial development using TDRs. For an additional three years, only agricultural land would be eligible as TDR Sending Areas.

The Optional Bonus provision would increase the value of a TDR from agricultural land by allowing one development right for agricultural land to transfer as five development rights in the TDR Receiving Areas, if the owner of the agricultural land places an easement on the property that requires that the property remain available for agricultural use. The change to the Option Bonus provision and the ability to use TDRs to develop commercial uses in the MUTC and HSRD Districts should increase the likelihood that TDRs for agricultural land will be used. The increase in the Optional Bonus provisions will likely increase the use of TDRs by owners of agricultural land, but will also mean that fewer acres of agricultural land are preserved for each development right used in the Receiving Areas. (For example, if 1 development right in Sending Area equals 1 development right used in the Receiving Area, 10 development rights used in the Receiving Area would preserve 25 acres of undeveloped agricultural property zoned R0.4. If 1 development right in the Sending Area equals 5 development rights in the Receiving Area (using the Optional Bonus provision) then 10 development rights used in the Receiving Area would preserve only 5 acres.)

Change to Other Bonus Provisions

Historic Structures

A property with a structure included in a local, state or federal register of historic resources is eligible for a development bonus for preserving the historic resource on-site. This provision of the Plan provides an incentive for preserving an historic structure.

Ericksen Avenue Overlay District

The Comprehensive Plan did not apply the bonus provisions to the section of Ericksen Avenue south of Wyatt Way due to the historic resources located in that section. The exclusion from the bonus only applied to residential development, not commercial development. The Master Plan would apply the bonus provisions to this portion of Ericksen Avenue. The application of the bonus provisions may be offset by the new bonus for preserving historic structures.

Housing

Mobile Home Park

The Master Plan establishes two mechanisms to preserve the Mobile Home Park located in the Central Core District: (1) the unused development potential from the parcel on which the park is located may be transferred to another parcel within the MUTC and (2) a mechanism would be established to allow permanent preservation of the mobile homes to be used as an affordable housing bonus on another parcel within the MUTC. The development potential of the Mobile Home Park site would be limited and transferred to another site. Preserving the Mobile Home Park as affordable units would be part of the bonus provision for the receiving parcel, instead of purchasing TDRs, contributing money for public amenities/infrastructure or constructing affordable units on site. The overall development potential for the MUTC would remain the same. No adverse impacts are expected from the two mechanisms.

Parks and Open Space

Park Sites

Several park sites ranging from pocket parks of approximately 10,000 square feet to larger parks of approximately 1 acre would be sited within Winslow. Each site would be programmed for passive daytime use. Park users are expected to come from adjacent neighborhoods. While specific sites have not been chosen, undeveloped land of suitable characteristics would be sought. If adequate undeveloped property is not found, negotiations could be undertaken with willing sellers of developed properties. No significant impacts have been identified with the concept of developing three passive parks within Winslow.

East-West Trail

This pedestrian trail would align with Knechtel Avenue and extend from Ericksen Avenue to Ferncliff Road. It would require a pedestrian overpass of SR 305. Right-of-way purchase would be required to traverse from Ferncliff Road to John Nelson Park. Up to 300 feet of the trail would need to cross "The Ravine," which is a designated environmentally sensitive area. Construction could cause displacement of habitat and be otherwise disruptive to wildlife. Steep slopes could also be impacted and would require erosion protection during and after construction. A foot bridge could be constructed that reduces impact on the ravine side slopes.

North-South and East-West Trails

Completion of north-south and east-west trails could require potential acquisition of easements and/or development trade-offs. The trails would not reduce the amount of development that could occur on the affected properties.

Waterfront Trail

Completion of the Waterfront Trail to the vicinity of the Pub requires addition of a missing section from Waterfront Park to the foot of Madison Avenue. One route would probably require a bridge and would require easement acquisition from private properties.

One possible connecting route would require obtaining easements from commercial properties fronting on lower Madison Avenue south of Bjune Drive. Part of the trail may require use of a boardwalk supported by piles where inadequate uplands exist. The trail would not reduce the amount of development that could occur on those abutting properties but would displace and impact up to 5,000 square feet of riparian habitat.

Impacts and mitigation will be addressed as part of the permit approval process for completion of the trail.

Streetscapes

Gateways that act as entryways into Winslow would be located at (1) Wyatt Way and approximately Weaver Road, (2) High School Road and Sportsman's Club Road, (3) Madison Avenue and approximately New Brooklyn Road and (4) Ferncliff Road and approximately High School Road. These gateways would feature pavement texture changes, special landscape features and could also include public artwork. The improvements would provide visual clues to motorists to slow down because they are entering a pedestrian-oriented area. The Gateways act to enhance the pedestrian experience in Winslow and to reduce the impact of increased vehicular traffic into Winslow. No adverse impacts are anticipated from these improvements.

Transportation

Roadway and Intersection LOS

Level of Service for the major street segments and intersections under the Sanctuary Plan are shown in Tables 14 and Table 15 and travel time comparisons are shown in Table 16.

Under the original Sanctuary Alternative, all roadway segments would not exceed LOS D, except for SR 305, between Madison Avenue and High School Road which would operate at LOS E. This section would operate at LOS E due in part to the proposed grade separation of SR 305 at Winslow Way. Ferry related vehicular traffic would no longer wait south of the signal at Winslow Way/SR 305, but would proceed through the intersection. Without grade separation of SR 305 at Winslow Way, this road segment would likely operate at a higher LOS. (See Intersection LOS discussion below.)

**Table 14
ROADWAY LOS**

Roadway Segment	Existing	No Action	Sanctuary
Madison Road between: High School/Wyatt Wyatt/Winslow	D D	D F	D D
High School Road between: Madison/Sportsman Club Madison/SR 305 SR 305/Ferncliff	B D B	B E D	B D B
Wyatt Way, west of Madison	B	D	B
Winslow Way between: Madison/Ericksen Ericksen/SR 305 SR 305/Ferncliff	D D B	E D D	D D D
Ferncliff Road between: Winslow/Wing Point	A	B	B
Sportsman Club between: New Brooklyn/High School High School/Finch	A A	A A	A A
Ericksen Ave. between: Winslow/Wyatt	B	B	B
SR 305 between: Madison and High School Road High School/Winslow Way	D B	D D	E D

Intersection LOS

Table 15 shows the LOS at each of the study intersections.

High School Road/SR 305

*The LOS for the intersection of High School Road/SR 305 results from the volume of traffic moving eastbound on High School Road and turning left onto SR 305 exceeding the capacity of the intersection by 120%. To meet the projected volumes traveling eastbound and maintain LOS E, the eastbound approach of High School Road was modified by allowing left turns from either the left turn or through lanes onto SR 305 and by revising the signal timing

**Table 15
INTERSECTION LOS**

Intersections with either Signals or Stop Signs	Existing	Alt. 1 No Action	Alt. 2 Sanctuary
SR 305/High School Road	D	*/F	*/E
SR 305/Madison Ave.	A	F	E
SR 305/Winslow Way	E	F	**E-F/B
Madison Avenue/Winslow Way	B	F	E
Sportsman Club/High School Road	A	A	C
Winslow Way/Ferncliff Road	A	A	B
Ericksen/ Winslow Way	A	A	C
Madison Ave./Wyatt Way	C	F	E
High School Road/Madison Ave.	C	F	E

Winslow Way/SR 305 Intersection

**The initial analysis for the Sanctuary Alternative was based on the proposal for a full grade separation of SR 305 at the Winslow Way Intersection. With full grade separation, the intersection would operate at a LOS B. The Sanctuary Alternative has been revised. The Alternative is essentially the No Action Alternative, with modification as a result of adjusting the signal timing of the intersection signal to address future needs, which include: (1) accommodating WSF's need to achieve a 35 minute headway for the ferries which requires a complete exiting of vehicles within 6 minutes of docking, (2) growth in Winslow, (3) transit and bicycle riders and (4) pedestrian use of the intersection.

The existing intersection LOS is LOS E. Under the No Action Alternative, it is projected to operate at LOS F over the life of the Master Plan. The revised recommendation for the Sanctuary Alternative has not been separately modeled. It is likely that with adjustment of the signal timing, the pedestrian and vehicular LOS could be degraded as a result of the competing needs for east-west vehicular crossing, a six-minute ferry exiting for vehicles, and maintaining adequate pedestrian crossing time. If the Winslow Way/SR 305 intersection operates at LOS F, this could affect the operation of other intersections within Winslow.

The Master Plan also allows for the widening of the south side of Olympic Way to approximately 78 feet in width in order to provide transit and bicycle lanes. A portion of the existing City Hall site might be utilized to expand the intersection.

WSF could utilize holding lanes for exiting vehicles and release them through the intersection, so long as the holding area does not expand the right-of-way south of Harborview Drive or degrade the vehicular access for properties along Olympic Drive. This could minimize the degradation of the intersection since the release of vehicles into the intersection would be controlled.

Depending on the location and extent of exit holding, it could result in providing additional impervious surfaces and removal of existing structures on the north side of Olympic Drive. The impact on the redevelopment of the properties along Olympic Way will depend on the location of the new development and the location of exit holding. Idling vehicles would increase air emissions on those properties. Some potential impacts are identified in Table 17, *Washington State Ferry Identification of Potential Impacts and Mitigation Measures* and will be developed further in a supplemental EIS or other appropriate SEPA review that identifies the impacts and mitigation of the project, at such time as Washington State Ferries is ready to proceed with this project.

The northbound “cut and cover” grade separation of SR 305 for through vehicles would be considered as an alternative means of achieving the objectives of the Plan, including LOS. The northbound grade separation would result in improving the intersection LOS for vehicles and pedestrian crossing time, although it may not be to the extent achieved with the full grade separation of SR 305.

The northbound grade separation would be built to eliminate some of the conflicting movements of local and ferry traffic and would allow north-bound ferry traffic to avoid the intersection altogether.

The “cut and cover” underpass would require excavation to place the outbound lanes below Winslow Way. Depending on grades used to approach and depart the underpass, the excavation to the north could extend 800-1000 feet and add 2% to the existing grade. No environmentally sensitive areas would be disturbed. Any environmental impacts would be addressed as part of permit approval for the project.

No new right-of-way would be required that is not already owned by WSDOT or the City. No restrictions would be placed on vehicles waiting to turn left or right on Winslow Way. Northbound grades north of Winslow Way may cause heavier vehicles, including transit, to lose speed, but not to the point that they could not maintain the speed limit in this section. If such vehicles were in front of exiting ferry traffic, it could cause a delay in ferry unloading and impact the 35 minute headway goal.

Vehicles exiting from kiss and ride and commuter parking would need to wait until off-loading ferry vehicles and transit had cleared the exit. This could result in delays of up to 5 minutes.

The north bound grade separation does remove vehicles from SR 305/Winslow Way intersection. The impact at SR 305/High School Road, SR 305/Winery-John Nelson Park and at other intersections of SR 305 would need to be addressed prior to approval of the project. SEE IMPACTS FOR THIRD FERRY UNDER WASHINGTON STATE FERRY RELATED SECTION.

Travel Time

Table 16 shows travel times for the study scenarios. As traffics levels increase within Winslow, travel times increase on the Winslow Way/Madison Avenue/Wyatt Way route and the High School Road/Sportsman Club Road/Finch Road route. The Sanctuary alternative includes the bypass route and traffic calming measures within Winslow which achieve the desired result of slowing vehicular travel speed.

**Table 16
TRAVEL TIME**

Travel Time (in minutes) to Finch Road/ Wyatt from Winslow Way/SR 305 via:	Existing	No Action	Sanctuary
SR 305/High School Rd/Sportsman Club/Finch	5.7	7.9	7.2
Winslow Way/Madison Ave./Wyatt Way	3.4	7.6	5.7
SR 305/Madison Ave./New Brooklyn/ Sportsman Club/Finch (Bypass)	6.2	8.8	5.5
Shortest Route	3.4	7.6	5.5

Transportation Facilities

Commuter By-Pass

The commuter by-pass will add approximately 290 p.m. peak hour trips to the Sportsman Club Road/New Brooklyn Road corridor. This would not affect the LOS for these roads, which would remain at LOS A. The increase in traffic could present a safety problem at Woodward Middle School in the northwest quadrant of Sportsman Club Road and New Brooklyn Road. However, the bypass would essentially operate during the p.m. peak hours of traffic that generally do not coincide with school or park activities.

Peak hour volumes will also increase at the intersection of New Brooklyn/Madison Avenue with SR 305. This increase will be handled by a signalized intersection and left turn pockets on SR 305. The addition of these elements will improve safety at this intersection, which currently operates without the benefit of a signal or left turn pockets and has the highest accident rate of any intersection in the study area. The Fire District has expressed concern about potential traffic congestion in front of the Fire Station on Madison Avenue adversely impacting emergency response time.

The by-pass utilizes the existing Madison Avenue/SR 305 intersection. Other than relatively minor adjustments at intersections along this corridor no widening or re-alignment of affected roads would be necessary.

Ericksen Avenue

Currently, no actual connection between Ericksen Avenue and Hildebrand Lane exists. An informal connection exists through the parking lot of the North Sound Bank Building. This informal connection is used as a connection from Ericksen Avenue to Hildebrand Lane.

Opening Ericksen Avenue as part of the Sanctuary Alternative was not separately modeled. For the model, new traffic was assigned to the Winslow Way-Madison corridor to supply a “worst case” analysis of traffic growth. However, roadway volume and turning counts were collected at a variety of locations within the Winslow Study Area, including counts for northbound and southbound traffic on Ericksen Avenue. (See Appendix E.) The existing LOS for Ericksen Avenue is LOS B and for Madison Avenue it s LOS D.

Based on the counts at Madison Avenue/Wyatt Way and Winslow Way/Ericksen Avenue, there is a likely distribution of approximately 62 trips traveling southbound and 72 trips northbound during a PM peak hour traveling along Ericksen Avenue north of Wyatt Way.

Opening Ericksen Avenue will increase the traffic volume on Ericksen Avenue and at the High School Rd./SR 305 intersection. The character of the street could be altered.

New City Hall Road (Access)

The alignment for the new (road) access would occur on property acquired for the new City Hall or otherwise already in City ownership and would not require any additional displacements. As currently envisioned, traffic can enter and exit on Madison Avenue and exit only to Ericksen Avenue. This is intended to keep Ericksen Avenue from being utilized for access to City Hall and to provide access to the public parking associated with the new road. The new trips generated by the City Hall function and public parking do not cause Madison Avenue or Ericksen Avenue to exceed LOS E. The addition of this road (access) could affect circulation patterns on Madison Avenue and Ericksen Avenue.

Transit Loop

Transit loop buses will add eight p.m. peak hour trips to Winslow Way, Madison Avenue, High School Road and Ferncliff Avenue. These trips are offset by the prospect that some transit riders on this route would not use their private vehicles for trips within the transit loop service area. None of the affected streets would operate at less than LOS E. Bus stop shelters may be added to this route in the future. Impacts associated with shelter locations would need to be assessed at the time a commitment is made to add them as part of the service.

Streetscape

To define the pedestrian-oriented character of Winslow, the Plan establishes design standards for roads within the Study Area. These standards will help create an environment more supportive of walking, biking and the use of transit and de-emphasize free-flowing automobile circulation and provide for on-street parking for portions of High School Road. Improvements would initially be concentrated in the area defined by Grow Avenue, Winslow Way, Ferncliff Avenue and High School Road.

The design standards do not affect the LOS. Some construction impacts will result from these improvements. These impacts can be addressed at the specific project proposal level. No major impacts are anticipated from the streetscape improvements.

The Roadway and Intersection LOS assumes pedestrian and transit trips for residential and commercial development and a percentage of passby trips for retail uses. See Assumptions section of this Chapter and Transportation Appendix B for a more detailed discussion.

Traffic Calming

A number of traffic design features are proposed to increase pedestrian and bicycle use and to reduce auto speeds within Winslow. These include roadway design changes, such as narrowing travel lanes, installation of all-way stops or roundabouts, sidewalks, crosswalks, additional street trees and bicycle lanes on designated streets. These changes are intended to increase pedestrian activity and bicycle use and to reduce the impact of vehicular traffic to and within Winslow and should not result in adverse impacts. The Fire District has expressed concern about potential impact of traffic calming measures on emergency response time.

No additional traffic signals are planned. Traffic controls, such as stops signs or roundabouts would be located at

- Ericksen Avenue/Winslow Way
- Grow Avenue/Winslow Way
- Ericksen Avenue/Wyatt Way
- Ferncliff Avenue/Winslow Way
- Wing Point Way/Ferncliff

There would also be installation of crosswalks at

- Madison and Ihland, Wallace Way, mid-block between Wyatt and Winslow Way
- Grow Avenue between Winslow Way and Wyatt Way
- Ericksen Avenue at Wallace Way
- Two on High School Road between Madison Avenue and SR 305 and one on High School Road between SR 305 and Ferncliff Avenue.

Pedestrian Circulation

An extensive pedestrian system of sidewalks and paths would be developed in the primary area with key linkages into the secondary study area to create a more pedestrian-oriented community where people are more likely to walk. (See Non-Motorized Transportation Plan)

Bicycle Circulation

A basic bicycle circulation system is incorporated into the roadway network to service both commuters and recreation needs. (See Non-Motorized Transportation Plan)

No significant impacts are expected from the proposed traffic calming design features or enhanced pedestrian and bicycle circulation proposals. These changes are intended to increase pedestrian activity and bicycle use and to reduce the impact of vehicular traffic to and within Winslow and should not result in adverse impacts. The Fire District has expressed concern about potential impact of traffic calming measures on emergency vehicles.

Short Term Non-Ferry Parking

With this alternative, 3-4 surface parking lots of approximately 20 cars each would be developed in the Core area (or a combination of several smaller parking lots), with a larger structured parking facility developed on the new City Hall site. Each of the surface lots would be approximately ½ acre in size and would be located within 200 feet of Winslow Way. Parking is a permitted use on each of the optional sites under consideration and each site is adjacent to existing commercial uses. No significant adverse impacts have been identified with the sites under consideration. These sites would have to be monitored to assure that they are not utilized for ferry-related commuter parking. Construction impacts, if any, would be addressed as part of the permit process. If a larger parking facility is developed on the new City Hall site, any impacts and mitigation from the development of that structure would be determined as part of the permit process.

MITIGATION

Land Use

District Boundary Shifts

Since the impact of District Boundary Shifts on development potential has been modeled as part of the overall impact of development allowed under the Master Plan, new development would be subject to mitigation fees for street improvements and improvements to increase pedestrian and bicycle use, such as sidewalks, trails, traffic calming measures, bicycle facilities, and for open space and special projects based on square footage of proposed development. See “Mitigation Options” under the Sanctuary Plan Alternative for specifics on mitigation for new development.

The District Boundary Shifts otherwise do not change designation or protection of any environmentally sensitive areas, nor do they introduce new land uses into the Mixed-Use Town Center.

Establish a Uniform Base FAR for each District and a Base Density Gateway Overlay District and Ferry Terminal Overlay District

The loss of the use of the affordable housing bonus provision could be offset in part by the use of FARs which promote a variety of housing types, including small, more affordable units. The loss of the use of the other bonus provisions could also be offset by an increase in the use of the bonus provisions as a result of the changes to the provisions contained in the Master Plan, such as allowing the use of the bonus provisions for commercial as well as residential development, and the specific changes to the TDR program to increase its viability.

By establishing a base residential FAR in the Gateway District that is higher than the base commercial FAR, the likelihood that residential development would occur in the Gateway District increases. This will help further the goal of achieving 40-50% of the total Winslow allocation of future population to the MUTC. Also, properties in the Gateway District have access constraints due to location adjacent to SR 305 and the intersection of SR 305/Winslow Way. Residential uses would likely generate less traffic than commercial uses.

The Master Plan allows for the transfer of development rights from the critical areas in the MUTC (such as the Ravine located in the Gateway District) to properties elsewhere within the District as a means of minimizing the impact of development on critical areas within the MUTC.

In the Ferry Terminal District, the trade-offs to the loss of the potential use of the bonus provisions are a significantly higher tax base, and the accommodation of a substantial portion of Winslow's targeted growth in an area that has immediate ferry access and is within walking distance of the retail center. An additional trade-off is the furtherance of the goal of the Comprehensive Plan to convert acres of surface parking to a new neighborhood that serves as a new entry point into the downtown, with underbuilding parking. Ten percent of new development is required to provide landscaped or naturally vegetated open space.

The impact on development potential resulting from establishing a base and maximum FAR has been modeled as part of the overall impact of development allowed under the Master Plan. Projected growth in the Primary Study Area did not cause Level of Service to drop below LOS E, assuming (1) the projected level of development and pedestrian and transit trips contained in the Traffic Analysis set out in Tables 12 and 13 and Figures 12.1 and 12.2, and (2) the transportation improvements identified in the Transportation Sections. The level of development and roadway and intersection LOS should be monitored as required in the Monitoring Chapter of the Master Plan.

As such, development could be subject to mitigation fees for street improvements and improvements to increase pedestrian and bicycle use, such as sidewalks, trails, traffic calming measures, bicycle facilities, and for parks and open space and special projects. [The proposed mitigation fee system would be based on the number of new dwelling units and on square footage of proposed development (e.g., every 300 square foot increment of commercial development) and assessed as a percentage of the total cost associated with new development in the Six-Year Capital Facilities Program.]

To the extent that the impacts and mitigation for future development have been identified in the Winslow Master Plan or implementing regulations and development are consistent with the goals of the Plan, the City should pursue streamlining the SEPA process, including utilizing planned actions, where appropriate. The streamlined process should focus primarily on the Primary Study Area.

Change to Bonus Provisions in the MUTC to Apply to Ericksen Avenue South of Wyatt Way

The Plan does allow the Bonus Provisions to apply to properties within the Ericksen Avenue District south of Wyatt Way. An incentive for retaining historic structures has been added to the bonus provisions. An FAR bonus would be created for preserving an historic structure on site. The Master Plan also requires the review of the existing development standards and design guidelines to ensure that the application of the bonus provision to lower Ericksen Avenue will be compatible with the historic structures and existing scale of development.

Parks and Open Space

East-West Trail Ravine Footbridge

A footbridge of up to 300 feet in length could be constructed on the East-West Trail to avoid any significant impact on ravine slopes or vegetation.

North-South and East-West Trails

Use of landscaping or fencing and flexibility in placement of the trails could minimize the impact of a trail on adjacent properties where appropriate.

Waterfront Trail

To complete the trail, the mitigation measures identified during the permit approval process would be required.

If the Waterfront trail is completed using the alternative route, the City could provide enhancements to riparian habitat along Eagle Harbor either at the mouth of the Ravine or further inland from the foot of Madison Avenue.

Transportation

Roadway and Intersection LOS

Winslow Way/SR 305 Intersection

The Master Plan requires that

- The design and function of the intersection should help create a “gateway” into Winslow and provide a pleasant visual experience for the pedestrian.
- Pedestrian safety and circulation should be ensured by minimizing pedestrian waiting time to cross intersection segments and maximize pedestrian crossing time. East/west vehicular waiting time should also be minimized and acceptable LOS for vehicles and pedestrians should be maintained.
- Any changes by WSF to optimize the time for exiting of vehicles from the ferry should occur within the existing right-of-way for Olympic Drive south of Harborview Drive and should not result in any further degradation of vehicular access from properties along Olympic Drive.

Landscaping and adequate pedestrian facilities would be appropriate. Some potential impacts are identified in Table 17 - *Washington State Ferry Identification of Potential Impacts and Mitigation Measures* and will be developed further in a supplemental EIS or other appropriate SEPA review that identifies the impacts and mitigation of the project, at such time as Washington State Ferries is ready to proceed with this project. Construction of either exit holding or a north bound grade separation would require permit approval.

The location, design and functioning of the grade separation could be targeted to minimize the impact of the northbound grade separation.

SEE MITIGATION FOR THIRD FERRY UNDER WASHINGTON STATE FERRY RELATED SECTION.

Monitor the LOS of both the road segments and intersections in Winslow, particularly the Winslow Way/SR 305 intersection.

Winslow Way/SR 305 Intersection

Landscaping and adequate pedestrian facilities would be appropriate. Some potential impacts are identified in Table 17 - *Washington State Ferry Identification of Potential Impacts and Mitigation Measures* and will be developed further in a supplemental EIS or other appropriate SEPA review that identifies the impacts and mitigation of the project, at such time as Washington State Ferries is ready to proceed with this project, including providing access for property owners along the east side of Olympic Drive. Construction of exit holding would require permit approval.

Transportation Facilities

Commuter Bypass

The Plan requires the City to work with the Fire District to minimize any potential impact on emergency response time and to work with the School and Parks District to minimize any potential impact on School or Park Activities at the Woodward Middle School location.

Ericksen Avenue

The impact of the opening of Ericksen Avenue on the High School Rd./SR 305 intersection is addressed by the baseline improvement contained in all of the alternatives--that the eastbound approach of High School Rd. to SR 305 is modified to allow left turns from either left turn or through lane onto SR 305 and the signal timing is revised.

To minimize the impact of opening of Ericksen Avenue, the use of design features to calm traffic and make the street more pedestrian-friendly would be required. Traffic calming measures would include designing the connection in a nonlinear manner, stop signs, sidewalks, reduced vehicular speed and extending the existing landscaped median on upper Ericksen.

New City Hall Access

The exact circulation pattern for this access will be reviewed as part of the development of the new City Hall (e.g., direction of traffic, whether left turns or right turns allowed onto Madison or Ericksen Avenues).

Traffic Calming

To minimize any impact on emergency vehicle response time, the Fire District will have the opportunity to review traffic calming measures before they are approved by the City for installation.

Short Term Non-Commuter Parking

New parking lots would have to comply with all applicable development standards, including surface water management, landscaping and circulation design.

WASHINGTON STATE FERRY-RELATED

EVALUATION CRITERIA AND ANALYSIS

Ferry and Terminal Operations

The model used by the WSF to analyze future demand, assumes Bremerton to Seattle vehicular and high speed passenger only ferries; Kingston to Edmonds vehicle ferry and the Kingston to Seattle high Speed passenger only ferry.

Operational issues such as motorist control and compliance, release rates and emergency vehicle access would need to be addressed by WSF prior to the implementation of this concept.

IMPACTS

Third Ferry

Washington State Ferry plans to assign a third ferry to the Bainbridge Island-Seattle route by the year 1999. This would involve the use of two ferries, each with a 218 vehicular and 2,500 passenger capacity and one ferry with a 160 vehicular and 2,000 passenger capacity. Adding a third ferry would result in seven peak hour ferry sailings instead of the existing five peak hour sailings. The WSF has stated that no environmental impact analysis of assigning the third ferry to Bainbridge Island is necessary because the state legislature approved the expenditure. The addition of a third ferry was determined 10 years ago by the State legislature, prior to GMA and prior to the adoption of any local plans under GMA.

Adding a third ferry may initially improve LOS at SR 305 and Island intersections as demand catches up with new capacity. Although only one ferry will still arrive at the Bainbridge Terminal at a time, the effect of the third boat will be to place the Winslow transportation system at peak conditions for more frequent periods of time, particularly those Island roads used by ferry commuters and for pedestrian crossings, such as SR 305/Winslow Way; SR 305/High School Road and SR 305/Winery-John Nelson Park. This could affect access to both John Nelson Park and the Winery.

The need for a 35 minute headway which requires a six-minute vehicle unloading time from the ferry could affect the LOS at SR 305/Winslow Way and SR 305/High School Road, depending on the solution used to address the six minute unloading time. SEE DISCUSSION ON WINSLOW WAY/SR 305 INTERSECTION UNDER THE TRANSPORTATION SECTION - INTERSECTION LOS FOR BOTH THE SANCTUARY AND DISPERSED ALTERNATIVES.

WSF has described two possible scenarios for the operation of the third ferry: (1) one vessel will load and depart at a time or (2) there would be a "piggy back" approach in which one ferry would be loading simultaneously with the unloading of a second ferry. The second option has not yet been analyzed or modeled for potential impact on Winslow's transportation system and is not addressed as part of the Winslow Master Plan.

Over the 20 year life of the Master Plan, both vehicular and passenger demand for the Bainbridge-Seattle route will increase. WSF projects that by the year 2012, vehicular traffic will increase from 1,870 to 2,536 vehicles during the peak hours and passenger traffic will increase from 5,070 to 8,600 passengers.

The addition of the third boat to the Seattle-Winslow run could delay achieving a regional balance among west side terminals. If the third boat is added to the run prior to achieving the goals set for the Kingston and Bremerton routes, the shorter wait at Winslow could attract ridership and delay achieving equilibrium in the system.

Marine Facilities

A third ferry slip would serve both as a backup slip when maintenance is required on either of the other two slips and also as a tie-up slip for the third boat during off-peak runs. It is expected that impacts would occur from the dredging for the third slip and new access ramps. Some potential impacts are identified in Table 17 - *Washington State Ferry Identification of Potential Impacts and Mitigation Measures* and will be developed further in a supplemental EIS or other appropriate SEPA review that identifies the impacts and mitigation of the project, at such time as Washington State Ferries is ready to proceed with this project.

Holding Area Expansion

Originally, the Sanctuary and the Dispersed Alternatives included expansion of the holding area across Harborview Drive which would provide holding area for up to 480 vehicles. This expansion would have eliminated the existing access the Eagle Harbor Condominiums and to the WSF maintenance facility. No adequate alternative access was found that addressed the needs and goals of WSF and the City of Bainbridge Island, including potential impact on the Ravine, Waterfront Park and the Winslow Way/Bjune intersection. (See discussion below in the Dispersed Alternative of Local Access to Condominiums and WSF Maintenance Facility.)

The Sanctuary Alternative was revised and under that alternative, vehicle holding area could expand up to Harborview Drive, the local access road for the condominiums and WSF maintenance yard.

The existing holding area holds 210 vehicles. With the expansion of the holding area up to Harborview Drive Road, the holding area could hold 330 vehicles - a 57% expansion. When there are more than 330 vehicles, the remainder would be held on SR 305. The projected number of vehicles which would be held on SR 305 varies, depending on the assumptions used.³ The impacts to Winslow from waiting vehicles in excess of the holding area capacity would occur mainly during the am weekday peak hours, when the downtown Winslow businesses are generally not open and on Sunday and holidays during the p.m.

³ WSF projects the need for a 480 vehicle holding area, which holds 2.2 ferry-loads of vehicles, assuming 218 vehicles per ferry (218 x 2.2 = 480). With a holding area capacity of 330 vehicles, 150 vehicles would be held on SR 305. However, WSF plans to use two ferries with a capacity of 218 vehicles and one ferry with a capacity for 160 vehicles; averaging 201 vehicles per ferry. With a holding area capacity of 330 vehicles, 110 vehicles would be held on SR 305 (201 x 2.2 = 442). If a holding area for only 2 ferries was needed, there would be approximately 72 vehicles held on SR 305 (201 x 2 = 402; 402 - 330 = 72).

The impact from expansion of the holding area expansion would include loss of wooded land that contains trees qualifying as “significant trees” under the City’s Landscape Ordinance and adding more impervious surface and increasing runoff. The expansion area is close to, but outside of, wetlands in the Ravine. Some potential impacts are identified (for the larger expansion provided for in the Dispersed Alternative) in Table 17 - *Washington State Ferry Identification of Potential Impacts and Mitigation Measures* and will be developed further in a supplemental EIS or other appropriate SEPA review that identifies the impacts and mitigation of the project, at such time as Washington State Ferries is ready to proceed with this project.

Transit and Terminal Facilities

A new passenger terminal is proposed over the water in a location at the base of the transfer span from the pedestrian loading ramps. The new terminal would facilitate efficient movement of passengers onto the vessel during loading. A new ramp built to ADA standards would connect the new terminal back to the land, where kiss and ride and commuter parking functions exist as well as pedestrian links to Winslow.

It is expected that impacts would occur from the overwater placement of the new overwater terminal and transit deck. Depending on the final placement of the new terminal and transit deck, views from properties adjacent to the terminal and from the Eagle Harbor Condominium could be affected. Some potential impacts are identified in Table 17 - *Washington State Ferry Identification of Potential Impacts and Mitigation Measures* and will be developed further in a supplemental EIS or other appropriate SEPA review that identifies the impacts and mitigation of the project, at such time as Washington State Ferries is ready to proceed with this project.

Bicycle Access

Bicycle access for ferry-bound riders would be provided along the south side of Olympic Drive on a designated lane to the ticketing booths and then onto a holding area close to the ferry slip. Bicycle access to the ferry through the existing surface parking lots would be discontinued. Bicycle parking can still be accessed from Winslow Way/Ferncliff. This could provide additional conflict with other vehicles at the Winslow Way/SR 305 intersection as bicyclists must ride west on Winslow Way and turn left onto Olympic Drive.

Bicycles exiting the ferry can either proceed up Olympic Drive on a new designated bicycle lane or traverse the area currently occupied by commuter surface parking.

Winslow Way/SR 305 Intersection

See Transportation Section: Intersection LOS

MITIGATION

Third Ferry

The Master Plan Chapter on Monitoring requires monitoring of potential impacts through future study of (1) the LOS at key SR 305 intersections, (2) pedestrian crossing time at Winslow Way/SR 305 and (3) an update of the Origin/Destiny study conducted by WSF.

The Master Plan provides that if the third boat is assigned to the Bainbridge route, no long-term infrastructure improvements, such as the third slip or transit deck/new terminal, should be made to the Bainbridge terminal, until the following occur:

- Re-examine the WSF long range plan for service to/from Kitsap County in light of the population distribution and employment patterns for Kitsap County.
- A Kitsap County long range strategic transportation plan is completed by the local jurisdictions. The plan should (1) emphasize transportation improvements that support local comprehensive plans and (2) assess the most effective route to place the third boat in light of (a) the County-wide Planning Policies, (b) changes in population distribution and employment patterns for Kitsap County that result in changes in demand, (c) examination of change in land use patterns due to addition of third ferry and (d) cost-benefit to the overall system.
- Parity is reconsidered, in relation to factors such as, crossing time plus frequency of service, total origin-destination trip time, service proportionate to the population distribution and different modes of travel (freight, tourist, commuter and occasional riders).
- Seattle ferry terminal capacity is considered, along with improvement to mass transit in King County.
- Funding of all long-term improvements for other Kitsap routes is more clearly defined and implemented.

These provisions would help assess how the addition of the third ferry added to the Bainbridge route would affect the balance of all of the west side terminals, prior to constructing the long term infrastructure improvements.

(See July 16, 1997 Memo from Evelyn Klinckmann, Planning Commissioner, to the Planning Commission on Ferry Terminal/Winslow Master Plan for a more detailed discussion of the potential affects of the third ferry on the overall balance of the routes from the west side of Puget Sound. Any future actions by the WSF or the City to which Section 4(f) of the Federal Highway Transportation Act applies must meet the requirements of that Act.)

To minimize the impact to pedestrian access to the Winery and John Nelson Park, a pedestrian bridge should be considered. Any future actions that would adversely affect John Nelson Park and are governed by Section 4(f) of the Federal Highway Transportation Act would require compliance with the requirements of the Act.

Marine Facilities

Some potential mitigation measures are identified in Table 17 - *Washington State Ferry Identification of Potential Impacts and Mitigation Measures* and will be developed further in a supplemental EIS or other appropriate SEPA review that identifies the impacts and

mitigation of the project, at such time as Washington State Ferries is ready to proceed with this project. Because this element of the terminal development plan involves waters of the State, approval under the Shoreline Master Program is required, along with other applicable federal, state or local permits.

Holding Area

The expansion must comply with the City's ordinances, including the Environmentally Sensitive Areas ordinance. Stormwater runoff from the expansion area would need to be collected, treated and released at natural rates, in compliance with state and City regulations. Additional vehicles in the holding area could result in an increase in air emissions and noise and light glare to adjacent condominiums.

Landscaping along Olympic Way would be appropriate. Some potential mitigation measures are identified in Table 17 - *Washington State Ferry Identification of Potential Impacts and Mitigation Measures* and will be developed further in a supplemental EIS or other appropriate SEPA review that identifies the impacts and mitigation of the project, at such time as Washington State Ferries is ready to proceed with this project.

Transit and Terminal Facilities

To minimize impact over the short term, the Master Plan recommends that Kitsap Transit utilize existing transit site, with a queue jump or other mechanism to give transit priority onto Olympic Drive. The new transit deck/terminal facility should be scaled to actual demand and be the most cost-effective in terms of the improvements to the overall Kitsap system. It is expected that impacts would occur from the overwater placement of the new overwater terminal and transit deck.

Some potential mitigation measures are identified in Table 17, *Washington State Ferry Identification of Potential Impacts and Mitigation Measures* and will be developed further in a supplemental EIS or other appropriate SEPA review that identifies the impacts and mitigation of the project, at such time as Washington State Ferries is ready to proceed with this project. Because this element of the terminal development plan involves waters of the State, approval under the Shoreline Master Program is required, along with other applicable federal, state or local permits.

Bicycle Access

One of the major reasons the WSF proposes to eliminate the bicycle access through the terminal area is the new U.S. Coast Guard requirement to count all of the bicycle passengers. Since all bicycle boarding access will be from the covered area over the new generator, the WSF could analyze site plan options to meet the Coast Guard requirement that might allow more direct access from Ferncliff.

Mitigation for removal of bicycle ferry access through the surface parking lots could include provision of a bicycle lane on Winslow Way from Ferncliff to SR 305 to safely bring cyclists to the SR 305/Winslow Way intersection.

Table 17
SUMMARY OF WASHINGTON STATE FERRY RELATED IMPACTS AND MITIGATION
PREFERRED SANCTUARY ALTERNATIVE

Holding Area Expansion	
1. Description of Alternative	Holding lane expansion will be limited to south of Harborview Drive to minimize impacts to local access traffic. The holding lanes will provide capacity for appropriately 330 vehicles, with additional capacity provided on SR 305.
2. Operational Criteria	Does not meet WSF goal of 480 vehicle holding area. WSF does not have control over vehicles holding on SR 305. No sanitary or other services on SR 305.
3. Environmental Impacts	
A. Natural Resources	
Water	Approximately 13,000 sq. ft. of impervious surface will be added with this Alternative with construction adjacent to the Ravine.
Environmentally Sensitive Areas	Steep Slopes - Holding lanes will be located over steep slope adjacent to the Ravine. Wetlands - Closer to wetland buffer with shifting of inbound travel lanes.
Ravine Greenway	Significant Trees - Removes approximately 13,000 sq. ft. of open space, containing numerous significant trees.
B. Other Elements	
Air Quality	Approximately 72 - 150 vehicles will be held on SR 305 during peak periods which could increase air emissions. ⁴

⁴ WSF projects the need for a 480 vehicle holding area, which holds 2.2 ferry-loads of vehicles, assuming 218 vehicles per ferry (218 x 2,2 = 480). With a holding area capacity of 330 vehicles, 150 vehicles would be held on SR 305. However, WSF plans to use two ferries with a capacity of 218 vehicles and one ferry with a capacity for 160 vehicles; averaging 201 vehicles per ferry. With a holding area capacity of 330 vehicles, 110 vehicles would be held on SR 305 (201 x 2,2 = 442). If a holding area for only 2 ferries was needed, there would be approximately 72 vehicles held on SR 305 (201 x 2 = 402; 402 - 330 = 72).

Holding Area Expansion	
Noise	There will be an increase in noise because holding area located closer to the condominiums. Noise level near pool will be reduced because holding lanes will be further away than existing.
Light and Glare	Although less than Alternative 2, Alternative 1 could result in light and glare impacts near condominiums.
Parks/Recreation (Waterfront Park)	No impacts to park.
Residential Displacement	No displacements
4. Mitigation	<p>Stormwater will be treated in accordance with State and City standards.</p> <p>Purchase of a portion of the Ravine would be appropriate as mitigation for overwater expansion of near term improvements and for proposed expansion of holding area.</p> <p>Provide landscaping around holding area.</p> <p>Maintain or replant significant trees to shield views from condominiums. Revegetate disturbed steep slopes and open spaces. Provide geotechnical report on disturbance of steep slopes.</p> <p>Potential acquisition and preservation of remaining Ravine greenway south of Winslow Way. Provides opportunity for new/replacement green space near shoreline.</p>
5. Significant Unavoidable Adverse Impacts	<p>Loss of some significant trees.</p> <p>Cover of steep slopes.</p>

Local Access	
1. Description of Alternative	One-way ingress along holding lanes, egress along existing roadway and cross north of relocated toll plaza. If SR 305 is grade separated northbound, then egress through tunnel to grade separated intersection.
2. Operational Criteria	
Water	Approximately 2,250 sq. of new impervious surfaces will created with new ingress.
Service Levels	Local access conflicts with toll plaza and exiting ferry traffic. Requires City police to manage and control traffic. Local access must mix with transit business in ingress. Outbound vehicles must cross queued vehicles. If there is a north bound grade separation, it would eliminate conflicts with ferry operations. Vehicles using local access must travel north on SR 305.
3. Environmental Impacts	
A. Natural Resources	
Water	Increase in impervious surface will be approximately 2,250 sq. ft. with new ingress road.
Environmentally Sensitive Areas	No impacts to environmentally sensitive areas.
Ravine Greenway	Approximately 2,250 sq. ft. of greenway would be removed.
B. Aesthetics	Territorial views will be affected by the reduction of existing vegetation.
C. Other Elements	
Air Quality	Air quality near the Eagle Harbor condominiums should not change over existing conditions.
Noise	Noise levels created by traffic near the Eagle Harbor condominiums will not change.
Light and Glare	Light and glare will not be impacted.

Local Access	
Parks/Recreation (Eagle Harbor Waterfront Park)	No impacts on Waterfront Park.
Residential Displacement	
4. Mitigation	<p>Stormwater will be treated in accordance with State and City standards.</p> <p>Other mitigation measures associated with the Holding Area expansion alternatives. Disturbed open spaces areas will be revegetated.</p> <p>The intersection will be designed to minimize impacts while meeting acceptable geometric guidelines. Consider alternative to separate ingress lane.</p>
5. Significant Unavoidable Adverse Impacts	Some significant trees will be removed.

Marine Facilities -- Third Slip	
Sanctuary Alternatives	
1. Description of Alternative	North slip aligned with existing slips with dredging.
2. Marine Safety	Meets all safety requirements.
3. Operational Criteria	
Service Levels	Meets all WSF service level requirements.
Marine Operations	
- passenger loading	Passenger walking distance is minimized at this slip. Provides the most efficient loading location for passengers.
- tie up slip	This location preserves the existing tie up slip.
- two vessels at dock	This location allows two vessels at the dock and maintains three vessel service reliability in the event of a slip closure.
4. Environmental Impacts⁵	
A. Natural Resources	
Water	Will add approximately 14,000 sq. ft. of impervious surface.
Sediment	Concrete piles will be constructed, disrupting sediments and temporarily increasing turbidity. This Alternative will require 20,300 cu. yd. of dredging. This material will be disposed of at an open water disposal site pending PSDDA analysis.
Fisheries and Marine Habitat	This Alternative will add 10,150 sq. ft. of overwater coverage in shallow water (-10 ft) impacting juvenile salmon shoreline movement and habitat. Approximately 21,500 sq. ft. of intertidal habitat (-10 ft) will be converted to subtidal habitat by dredging.

⁵ The impacts of the third slip would depend, in part, on how the third slip is used.

Marine Facilities -- Third Slip	
Sanctuary Alternatives	
B. Aesthetics	This Alternative will be visible from the water and through the existing trees to the north of the terminal.
C. Other Elements	
Air Quality	No affects on air quality.
Noise	Noise levels will be higher at condominiums north of terminal and potentially to the property adjacent to terminal that may be redeveloped.
Light and Glare	More light glare would occur near condominiums north of existing terminal and potentially to the property adjacent to terminal that may be redeveloped.
Superfund Site	Moderate potential for contaminated soil disturbance.
5. Mitigation	<p>Stormwater will be treated in accordance with State and City standards.</p> <p>Use vegetation for screening, where possible.</p> <p>Mitigation for fisheries impacts in intertidal areas could include reducing the number of pilings, using highly reflective paint underneath the structures, using glass blocks in pavement, or narrowing the structure. Potential mitigation could include, off-site creation or enhancement of habitat.</p> <p>Removal of timber piles on failure dock repair work.</p> <p>Disposal of any contaminated soils at approved disposal sites.</p> <p>Monitor noise impacts.</p>
6. Significant Unavoidable Impacts	Dredging intertidal habitat.

Transit Center, Terminal Building, and Related Circulation	
1. Description of Alternative	Refined elevated deck with partial capacity to hold all buses. The terminal building will be located over dock.
2. Operational Criteria	
Service Levels	<p>Meets all service requirements</p> <p>Isolates transit from general traffic throughout site. Terminal building is adjacent to transit.</p> <p>Provides an average walking time from the ferry to the bus of 90 seconds or less. Elevator provides direct access from car deck to transit deck for bicycle transfer.</p>
3. Environmental Impacts	
A. Natural Resources	
Water	The transit deck and relocated terminal building will increase impervious surfaces on the site. Approximately 37,000 sq. ft. of impervious surface will be created.
Sediment	Concrete piles will be constructed for the transit deck and terminal building. Sediments will temporarily increase turbidity during pile placement.
Environmentally Sensitive Areas	<i>Steep Slopes:</i> Transit deck will impact steep slopes to then north and south.
Fisheries	<p>Transit center and terminal building will create 35,000 sq. ft. of overwater coverage.</p> <p>The elevated transit deck and terminal building will be 21 ft (elevation 40 ft MLLW) above the existing dock which will minimize creation of extreme dark shadow conditions that may force juvenile salmon to deeper offshore water.</p> <p>This Alternative requires concrete piles and footings outside of lower dock.</p>

Transit Center, Terminal Building, and Related Circulation	
B. Aesthetics	The transit deck will be visible from the holding area and the properties adjacent and south. On and off-ramps will remain level as the ground slopes down to the ferry dock.
C. Other Elements	
Air Quality	Transit/ferry passengers would move faster between the transit and vessels and there could be a switch of current vehicle drivers to transit, thus, lowering air pollution.
Noise	Buses entering the transit center could impact residents of the adjacent condominiums.
Light and Glare	Light and glare will increase on elevated transit deck and approaches.
4. Mitigation	<p>Stormwater will be treated in accordance with State and City standards.</p> <p>Replant significant trees to reduce light and glare impacts to adjacent residences and consider such impacts in the design of the transit center and terminal building.</p> <p>Mitigation for fisheries impacts in intertidal areas could include using highly reflective paint underneath the structures and creation and/or enhancement of off-site habitat.</p> <p>Provide geotechnical report for disturbance of steep slopes.</p> <p>Use of landscaping as screening, where appropriate.</p> <p>Solid railing along transit deck access would reduce noise levels at condominiums.</p> <p>Potential conversion of existing holding area west of transit deck to green space.</p>
5. Significant Unavoidable Adverse Impacts	<p>Coverage of steep slopes.</p> <p>Overwater coverage.</p>

Site Circulation - Bicycles	
1. Description of Alternative	Bicycles -- one ingress lane along Olympic Drive and Holding Area and egress lane out along Olympic Drive. Additional bicycle route out through parking area to Ferncliff and into bicycle shelter.
2. Operational Criteria	
Service Levels	<p>Meets all WSF service level requirements. In future, WSF will need to count bicyclists.</p> <p>Bicycle lanes provide separation between modes of travel, resulting in improved safety. WSF can efficiently manage and control bicyclists. This Alternative requires that bicycles enter at one location.</p> <p>No impacts on ferry loading and unloading provided all bicyclists enter as proposed in this Alternative</p> <p>This Alternative could affect the design and operation of Winslow Way east of SR 305 and the Winslow Way/SR 305 intersection since all bicyclists from the northeast (Ferncliff) are required to use Winslow Way and then turn left onto Olympic Drive.</p>
3. Environmental Impacts	
A. Natural Resources	
Water	There will be no impact to water resources.
Environmentally Sensitive Areas	No impacts to environmentally sensitive areas.
B. Aesthetics	The addition of these exclusive bicycle lanes will require a wider pavement at the intersection, thus creating more of a negative visual impact.
C. Other Elements	
Air Quality	Improving bicycle paths will encourage bicycle use over other modes of travel.
Noise	Bicycle lanes will not increase noise to neighboring land uses.

Site Circulation - Bicycles	
Light and Glare	No light and glare impacts.
4. Mitigation	None.
5. Unavoidable Significant Impacts	None.

Site Circulation to Winslow Way Intersection		
	Alternative 1 Sanctuary Plan	Alternative 2 Sanctuary Plan with Grade Separation
1. Description of Alternative	<p>At grade with 5 traffic lanes (2 in/3 out) and two bicycle lanes. Requires traffic signal modifications to favor exit traffic to prevent queues onto the unloading vessels. Intersection to be widened to approximately 78 feet. The design and function of the intersection should help create a “gateway.” Pedestrian safety and circulation should ensure minimizing pedestrian waiting time and maximize pedestrian crossing time. East/west vehicular waiting time should be minimized.</p> <p>Exit holding could occur within the existing right-of-way south of Harborview Drive and vehicular access from properties along Olympic Drive is not being degraded.</p>	<p>North bound grade separation of SR 305 at the intersection of Winslow Way.</p>
2. Goals	<p>Connections to intersection improve bicycle safety.</p> <p>Maintains accessibility to neighboring businesses.</p> <p>Separates bicycles from traffic.</p> <p>Requires right-of-way (ROW) acquisition.</p>	<p>Connections to intersection improve bicycle safety</p> <p>Maintains accessibility to neighboring businesses.</p> <p>Separates bicycles from traffic.</p> <p>Requires the most ROW acquisition.</p>
3. Operational Criteria		

Site Circulation to Winslow Way Intersection		
	Alternative 1 Sanctuary Plan	Alternative 2 Sanctuary Plan with Grade Separation
Service Levels	<p>Meets all WSF service levels. Existing intersection LOS E. With traffic signal modifications, the intersection could be maintained at LOS E for longer period of time than the No Action Alternative.</p> <p>It is likely that with adjustment of the signal timing, the pedestrian crossing time and vehicular LOS will be degraded as a result of the competing needs for east-west vehicular crossing, six-minute ferry exiting for vehicles, as well as the need to maintain adequate pedestrian crossing time. Degradation of the intersection could affect the operation of other intersections within Winslow.</p> <p>Modal split among traffic contributes to fewer delays due to conflicts.</p> <p>Intersection traffic signal timing needs modification to facilitate ferry unloading. Increased traffic from access of vehicles from properties adjacent to Olympic Drive merging with exit traffic must be managed.</p>	<p>Intersection LOS improves to LOS B.</p> <p>Meets all WSF service levels, except that if the grade separation results in a single exit lane of 11%, exiting transit traffic would slow to 10 mph and back up traffic onto ferry. Ferry empties vehicles at 30 veh./min. Average speed must be 15 mph in single lane to maintain flow.</p> <p>Alternatively, design of grade separated intersection could include such alternatives as transit use of at grade lane(s).</p> <p>No advantages gained to site circulation with grade separation. Two lane exiting is necessary in tunnel to move sufficient volumes of traffic.</p> <p>Vehicles must merge by approximately 500 feet from vessel exit. Distance is not sufficient to sort vehicles out without backing up onto ferry, which impacts site circulation in general.</p> <p>Single lane exiting below grade does not improve exiting. Two lanes are needed to accommodate anticipated traffic flow from unloading vessels.</p>
4. Environmental Impacts		
B.. Natural Resources		
Environmentally Sensitive	<i>Steep Slopes</i> - This Alternative will impact the steep	<i>Steep Slopes</i> - This Alternative will impact the steep

Site Circulation to Winslow Way Intersection		
	Alternative 1 Sanctuary Plan	Alternative 2 Sanctuary Plan with Grade Separation
Areas	slopes and buffers located north and south of the intersection due to added lanes.	slopes and buffers located south of the intersection. This Alternative could also impact steep slopes and the Ravine located north of intersection.
Ravine Greenway	Portion of Ravine greenway will be removed north of the intersection for added travel lane.	Portion of Ravine greenway will be removed north of the intersection. This Alternative is not intended to cross the Ravine north of intersection. However, the exact design and location of the cut and cover north bound grade separation of SR 305 may result in impact to the Ravine.
<i>C. Other Elements</i>		
Air Quality	Improving the traffic flow at the intersection will decrease the amount of pollution emitted. However, if improving traffic flow for ferry traffic, decreases flow east-west across Winslow Way, air quality could worsen. If exit holding is used, impacts similar to Alternative 3 would occur.	Improving the traffic flow at the intersection will decrease the amount of pollution emitted. Air quality will be better than all other Alternatives.
Noise	Roadway closer to adjacent land uses will cause noise impacts to be worse.	Roadway will be slightly closer to adjacent land uses. Noise impacts will be better than under other build Alternatives.
Light and Glare	With the expansion of the intersection, the roadway will be closer to adjacent land uses and light and glare could worsen.	The grade separated tunnel will require more lighting to improve the sight for vehicles crossing lanes thus producing more light and glare than the other Alternatives.

Site Circulation to Winslow Way Intersection		
	Alternative 1 Sanctuary Plan	Alternative 2 Sanctuary Plan with Grade Separation
5. Mitigation	<p>Stormwater will be treated in accordance with State and City standards.</p> <p>Design and function of intersection should address should minimize impacts on Ravine and maximize pedestrian access.</p> <p>Monitor (1) LOS and pedestrian crossing time of intersection, (2) air quality, (3) light and glare and (4) noise.</p> <p>Provide landscaping and other features to make intersection more pedestrian friendly and more of a gateway to Winslow.</p> <p>Steepen slopes or construct walls to minimize impacts to Ravine greenway.</p> <p>Revegetate disturbed steep slopes and open spaces, where possible. Provide geotechnical report on disturbance of steep slopes.</p> <p>Disturbed open spaces will be vegetated.</p>	<p>Stormwater will be treated in accordance with State and City standards.</p> <p>Design and construction of grade separation north bound lane(s) should minimize impacts on Ravine.</p> <p>Monitor (1) LOS and pedestrian crossing time of intersection, (2) air quality, (3) light and glare and (4) noise.</p> <p>Purchase of a portion of the Ravine and enhancement of Ravine.</p> <p>Provide landscaping and other features to make intersection more pedestrian friendly and more of a gateway to Winslow.</p> <p>Steepen slopes or construct walls to minimize impacts to Ravine greenway.</p> <p>Revegetate disturbed steep slopes and open spaces, where possible. Provide geotechnical report on disturbance of steep slopes.</p>
6. Significant Unavoidable Adverse Impacts	Requires the removal of significant trees.	<p>Requires the removal of significant trees north and south of Winslow Way.</p> <p>May require crossing the Ravine north of Winslow Way.</p>

