

City of Bainbridge Island
PLANNING & COMMUNITY DEVELOPMENT



MEMORANDUM

TO: Planning Commission

FROM: Greg Byrne, AICP
Director of Planning and Community Development

Kathy Cook
Winslow Tomorrow Division Manager

DATE: October 3, 2007

RE: Study Session on CPA 14577, Proposing Amendments to Comprehensive Plan Policies Pertaining to the Ferry & Gateway Overlay Districts
Planning Commission Meeting of October 11, 2007

Background

On September 27, the Planning Commission conducted a study session on Comprehensive Plan amendment request CPA-14577, amending Comprehensive Plan goals and policies pertaining to the Ferry and Gateway Overlay Districts in the Mixed Use Town Center. This amendment request was submitted by the City as part of the 2007 amendment cycle, and is intended to provide the policy platform for the City's ongoing urban planning effort in the two districts. At the study session, the Planning Commission requested several revisions to the proposed amendments and directed staff to prepare a draft ordinance.

Purpose of the October 11 Planning Commission Session

The purpose of the study session on October 11 is to continue the review of the proposed policy amendments, as presented in draft Ordinance 2007-35. Staff has incorporated the following revisions requested by the Planning Commission at the previous study session:

- Proposed amendment to Policy WMP 2-2.4 (page 2 of the draft ordinance) is revised to clarify that a full-screen buffer will be maintained along SR 305.
- Proposed amendments to Ferry District Discussion Section (page 2 of the draft ordinance) now include a statement that development in the Core District is intended to be more intense than that in the Ferry District.
- The word "vibrant" has been removed from Policy WMP 2-10.1 (page 2 of the draft ordinance).
- Language regarding the need to incorporate open space in redevelopment is added to proposed new Policy WMP 2-10.4 (page 3 of the draft ordinance).

- Proposed new Policy 6-8.9 regarding the relocation of Harborview Drive across the Ravine estuary has been eliminated.
- Amendments to Policy WMP 6-11.7 (page 5 of the draft ordinance) regarding future paid parking have been rewritten to be more general, with paid parking offered as a possible future parking management strategy.
- Chapter 7, *Washington State Ferries*, is recommended for deletion, because it's out of date and doesn't offer useful policy direction. Because this recommendation was discussed only briefly at the previous study session, staff is requesting that the Planning Commission review the chapter provided in the September 27 packet and confirm the recommendation to delete at the October 11 study session.

Note: Please bring the material prepared for the September 27 study session to the study session on October 11, 2007.

Future Activities

Because CPA 14577 was submitted during the 2007 amendment cycle, the City must complete the review process in 2007. To stay on schedule, the Planning Commission must conduct a public hearing on draft Ordinance 2007-35 and forward a recommendation to the City Council on October 25.

Please contact Kathy Cook if you have questions or would like more information.

ORDINANCE NO. 2007-35

AN ORDINANCE of the City of Bainbridge Island, Washington, relating to the Ferry Terminal Overlay District and the Gateway Overlay District of the Mixed Use Town Center, amending the Land Use Element (Goal 3 and Policy W 3.1) of the Comprehensive Plan, and Chapter 2, Chapter 4, Chapter 6 of the Winslow Master Plan, and repealing Chapter 7 of the Winslow Master Plan.

WHEREAS, the City of Bainbridge Island (the "City") adopted a Comprehensive Plan on September 1, 1994, which establishes the long range vision for the Island and identifies the important characteristics that the community desires to retain, promote and foster; and

WHEREAS, the City adopted an updated Comprehensive Plan on December 8, 2004; and

WHEREAS, the City's Comprehensive Plan, as required by the Growth Management Act, includes a Land Use Element, as well as the other required and optional elements; and

WHEREAS, the City's Comprehensive Plan also includes a Winslow Master Plan Sub Element, which establishes a vision for the Mixed Use Town Center, including the Ferry Terminal Overlay District and the Gateway Overlay District; and

WHEREAS, in 2006 the City initiated a community planning process to develop a neighborhood urban design plan for the Ferry Terminal Overlay District and the Gateway Overlay District that builds upon the vision in the Winslow Master Plan; and

WHEREAS the City has identified specific policy amendments that will encourage a new mixed-used neighborhood adjacent to the ferry terminal with improved connectivity and recreational opportunities; now, therefore

THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DO ORDAIN, AS FOLLOWS:

Section 1. Goal 3 and Policy W 3.1 of the Land Use Element of the City of Bainbridge Island Comprehensive Plan is amended as follows:

GOAL 3

The Commercial-Ferry Terminal District is intended to provide the ferry and associated transportation-oriented uses in an attractive setting that serves as the entry point into Winslow. This District is also intended for as a new residential/office pedestrian and transit oriented, mixed-use neighborhood that extends and complements the character and vitality of the core.

W 3.1

The Commercial-Ferry District includes the ferry terminal and associated loading and parking bays, and residential and office development, with limited some retail adjacent to the terminal to serve the neighborhood and commuters.

Section 2. Policy WMP 2-2.4 of Chapter 2 (Land Use) of the City of Bainbridge Island Winslow Master Plan is amended as follows:

~~**Policy WMP 2-2.4:** Beginning 100' north of Winslow Way, provide a full vegetative screen along SR 305. 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.~~

Section 3. Goals and policies pertaining to the Ferry Terminal Overlay District contained in the Land Use Chapter of the City of Bainbridge Island Winslow Master Plan are amended as follows:

Ferry Terminal Overlay District

Discussion: The Ferry Terminal area — currently dominated by parking — could witness the greatest amount of change as it transforms from surface parking lots for commuters to residential with small amounts of service retail and office development. ~~It is not envisioned to be an extension of the core, but rather 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 extend and 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. Higher density housing would also be used as an incentive to offset the cost of placing commuter parking in structures. ~~New housing would be developed at higher densities ranging from an equivalent of 24 units per acre up to 60 units per acre with maximum use of bonus density provisions for locating existing parking under buildings or underground.~~ Parking for both commuters and new development may be integrated within (or under) housing or in adjacent garages.

Ferry Terminal—General

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,

~~with some retail and commercial development, and some retail that serves the neighborhood and commuters, while protecting the adjacent residential neighborhoods.~~

~~**Policy WMP 2-10.2:** All development shall include at least 10% of landscaped or naturally vegetated open space (parking may be located under the open space.)~~

~~**Policy WMP 2-10.2:** The district should be redeveloped to function as an extension of downtown Winslow, with complementary uses, streetscapes, pedestrian amenities, public gathering spaces and unique design features.~~

~~**Policy WMP 2-10.3:** Enhance the district's status as the "gateway" to the community by maximizing opportunities for visual and physical access to the shoreline. Civic and public uses shall be provided along the waterfront.~~

~~**Policy WMP 2-10.4:** The area south of Winslow Way is intended to redevelop as a transit and pedestrian friendly mixed-used neighborhood, with small blocks served by a network of streets, alleys, public open space and pedestrian corridors.~~

~~**Policy WMP 2-10.5:** Any redevelopment of the ferry terminal and related transit services should have a minimized footprint and be designed to provide shoreline views, a public plaza and pedestrian accessible waterfront, for the benefit of residents of the district, the Island community at large, tourists and commuters.~~

~~**Policy WMP 2-10.6:** The transit hub described in Policy WMP 2-10.5 should be designed to address multimodal users and should integrate access to the public plaza and shoreline.~~

~~**Discussion:** A sub grade transit center is preferred.~~

~~**Policy WMP 2-10.7:** Development standards and design guidelines for the Ferry Terminal and transit center should be designed to encourage the "stacking" of vehicle holding, transit and terminal activities, so as to maximize opportunities for public open space.~~

~~**Policy WMP 2-10.38:** Commuter parking located in the Ferry Terminal 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 within the Ferry Terminal District, Winslow, and Island-wide; and~~
- ~~• Encourage transit, non-motorized, and other travel methods as alternatives to low-occupancy vehicles.~~

~~**Policy WMP 2-10.69:** A one hundred foot wide transition area establishing North of Winslow Way, the City shall establish transitions standards, such as for landscaped buffers and lower height limits, shall be applied as follows: along the west side of Ferneliff Avenue; the north boundary of the district, east of Cave Avenue; and along both sides of Cave Avenue, starting approximately 300 feet north of Winslow Way. The purpose of these transition standards is in order to protect adjacent residential neighborhoods from adverse impacts of development.~~

Policy WMP 2-10.4110: Developments south of Winslow Way shall include pedestrian walkways that connect to Winslow Way East and Olympic Drive Southeast, and/or that align with Cave Avenue and Ferncliff Avenue.

Ferry Terminal – North of Winslow Way

~~**Policy WMP 2-10.5:** Non-residential uses are permitted as follows: 1) Commuter-oriented retail and commuter-oriented services may be located only along Winslow Way, within 100' north of Winslow Way, with no single use larger than 2,000 square feet. Buildings shall have customer entrances on Winslow Way. 2) Personal and professional services may be located only along Winslow Way, within 100' north of Winslow Way. Buildings shall have customer entrances on Winslow Way. 3) There is no restriction on the location of daycare.~~

~~4) Government, educational, cultural and religious institutions are not permitted north of Winslow Way.~~

~~**Policy WMP 2-10.7:** Should parking needed to serve commercial development not be fully utilized by a development, then the unused parking may be converted to non-commuter ferry parking. The property owner would need to demonstrate that the parking was not needed for the commercial uses. (Allowing unused parking spaces designated for commercial use to be converted to non-commuter ferry parking could encourage commercial uses that generate minimal traffic.)~~

Ferry Terminal – South of Winslow Way

~~**Policy WMP 2-10.8:** Permit only commuter-oriented retail services, with no single use larger than 2,000 square feet.~~

~~**Policy WMP 2-10.9:** A hotel or inn is permitted south of Winslow Way, with public access to exterior open space and limited parking.~~

~~**Policy WMP 2-10.10:** Government, educational, cultural and religious institutions are conditional uses south of Winslow Way.~~

Section 4. Policy WMP 4-3.2 in Chapter 4 (Open Space and Trails) of the City of Bainbridge Island Winslow Master Plan is amended as follows:

Policy WMP 4.3.2: Work with Washington State Ferries to ensure preservation of open space and trail connections in Winslow throughout redevelopment of the ferry terminal, including the extension of the Waterfront Trail along the shoreline.

Section 5. Policy WMP 6-4.2 in Chapter 6 (Transportation) of the City of Bainbridge Island Winslow Master Plan is amended as follows:

Policy WMP 6-4.2: Pedestrian amenities should be provided in the core and Ferry Terminal District to provide sufficient safety and ADA needs for those streets where commuters/residents walk.

Section 6. Policy WMP 6-11.7 in Chapter 6 (Transportation) of the City of Bainbridge Island Winslow Master Plan is amended as follows:

Policy WMP 6-11.7: Plan for future paid parking, If the City determines in the future that paid parking is necessary as a parking management strategy, conversion to paid parking should occur simultaneously in the Core and Ferry Terminal Districts.

Section 7. A new Policy WMP 6-11.11 is added to Chapter 6 (Transportation) of the City of Bainbridge Island Winslow Master Plan as follows:

Policy WMP 6-11.11: Create a separate Parking Enterprise Fund for the Ferry Terminal District, to hold funds generated in the Ferry Terminal District from the fee in-lieu program and any future meter revenue.

Section 8. A new Policy WMP 6-12.1 is added to Chapter 6 (Transportation) of the City of Bainbridge Island Winslow Master Plan as follows:

Policy WMP 6-12.1: Where appropriate, allow parking requirements for new development to be met by creating new on-street parking spaces created in conjunction with the development. This may include new on-street parking spaces created by the construction of new roads.

Section 9. New Policies WMP 6-13.2, WMP 6-13.3, WMP 6-13.4 and WMP 6-13.5 are added to Chapter 6 (Transportation) of the City of Bainbridge Island Winslow Master Plan as follows:

Policy WMP 6-13.2: The City should develop strategies to incentivize the construction of commuter parking structures by a private entity, in conjunction with a mixed-use projects. Incentives could include, but not be limited to, density or height bonuses, an expedited permitting process and/or a real estate tax abatement.

Policy WMP 6-13.3: Existing commuter parking that is lost as a result of new development should be replaced beneath new development or in a parking structure.

Policy WMP 6-13.4: The City should promote the redevelopment of commuter parking lots, including encouraging the owners of the lots to redevelop their properties in a coordinated fashion.

Policy WMP 6-13.5: Long-term commuter parking should have separate parking facilities and entrances from short-term parking serving commercial uses.

Policy WMP 6-13.2-6: Consider incentives to encourage provision of parking for non-commuter ferry passengers in off-peak hours (e.g. after 9:00 a.m.)

Section 10. Chapter 7 (*Washington State Ferries*) of the City of Bainbridge Island Winslow Master Plan is hereby repealed.

Section 11. If any section, sentence, clause or phrase of this ordinance shall be held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause or phrase of this ordinance.

Section 12. This ordinance shall take effect on and be in force five days from and after its passage, approval, and publication as required by law.

PASSED by the City Council this ___ day of _____, 2007.

APPROVED by the Mayor this ___ day of _____, 2007.

Darlene Kordonowy, Mayor

ATTEST/AUTHENTICATE:

Rosalind R. Lassoff, City Clerk

APPROVED AS TO FORM:

Paul McMurray, City Attorney

FILED WITH THE CITY CLERK:
PASSED BY THE CITY COUNCIL:
PUBLISHED:
EFFECTIVE DATE:
ORDINANCE No.: 2007-35