CITY OF
BAINBRIDGE ISLAND

Planning Commission
Regular Meeting Minutes
Thursday June 13, 2019

CALL TO ORDER – Call to Order, Agenda Review, Conflict Disclosure
PUBLIC COMMENT – Accept public comment on off agenda items
WINSLOW HOTEL SITE PLAN REVIEW (PLN50880 SPR) – Review and Recommendation
NEW/OLD BUSINESS
ADJOURN

CALL TO ORDER – Call to Order, Agenda Review, Conflict Disclosure
Chair William Chester called the meeting to order at 7:00 PM. Planning Commissioners in attendance were J. Mack Pearl, Jon Quitslund and Joe Paar. Commissioners absent and excused were Kimberly McCormick Osmond, Lisa Macchio and Don Doman. City Staff present were Interim Planning Director Heather Wright, Planning Manager David Greetham, Development Engineer Peter Corelis, Planner Olivia Sontag and Administrative Specialist Jane Rasely who monitored recording and prepared minutes.

The agenda was reviewed. There were not any conflicts noted.

PUBLIC COMMENT – Accept public comment on off agenda items
None.

WINSLOW HOTEL SITE PLAN REVIEW (PLN50880 SPR) – Review and Recommendation
Planner Olivia Sontag provided an overview of the project and introduced Joe Dunstan, Chair of the Design Review Board (DRB) who provided an overview of the DRB's recommendation. James Cutler from Cutler Anderson Architects also made a presentation. Property owner Michael Burns spoke about the motivation for the hotel.

Public Comment
Eric Wood, Citizen – Lived next to the proposed site and was concerned about the lack of buffer in front of his house and that the community meetings held did not include all the residential neighbors.

Dave Bricklin, Citizen – Spoke against commercial development and the increased traffic flow.

Lloyd Lundin, Citizen – Lived next to the proposed site and was concerned about security to his property including adequate fencing during construction and after.

Adam Jenkins, Citizen – Spoke about the lack of a noise study.

Jack Sheridan, Citizen – Quoted Guiding Principle #1 from the Comprehensive Plan that related to preserving the special character of the Island which included Winslow Way's small-

town atmosphere. Presented written comments from a traffic consultant (see attached) who questioned the way the traffic study was performed.

Kjell Stoknes, Citizen – Asked for a condition to be placed that the public would be allowed to enter the courtyard from 10:00 AM – 8:00 PM, a 15' setback on the west property line, not to include impervious surfaces, height to be limited to height of building on west side of property, modulation along long side of east wing and the parking situation. Also presented written comments (see attached).

Jane Davison, Citizen – Stated she represented the "old folks" and was concerned about traffic at the corner of Parfitt and Madison as well as Madison and Winslow Way.

Phyllis Carlyle, Citizen – Displayed a drawing of the proposed hotel against the current Marjorie Williams building. She quoted a statement from a Bainbridge Island architect "After viewing the plans for the Winslow Hotel that were included in the agenda for the June 13, 2019 Planning Commission meeting, I have serious concerns about this project." (see attached).

Marie Luis Pauson, Citizen – Spoke in favor of the hotel's design but was concerned it would not be in competition with the City's master plan which tries to promote many kinds of housing and a pedestrian community with a small-town feeling.

Larry Koss, Citizen – Was concerned about the potential population growth that could come from building and advertising such commercial projects stating that it creates an imbalance in the community.

Connie Ponds, Citizen – Thought the project was big for the location and was concerned that the traffic study did not take into consideration increased weekend traffic flows and the number of parking.

Angela Sheridan, Citizen – Thought the plan was massive and just as large as the Clearwater Casino Resort and she didn't know why you would want to have something with a night venue when everything around it closed at 5:00 or 6:00 PM and was mostly residential. She also stated the Comprehensive Plan did not promote such a massive building.

Cynthia Bellas, Citizen – Spoke in support of the neighbors who were speaking against the hotel. Spoke in favor of affordable housing and a smaller, high-end hotel.

Dick Breen, Citizen – Spoke against the project and provided a written version of his comments (see attached).

Dave Mackenzie, Citizen – Was worried about the increased traffic that continues to grow in downtown Winslow.

Chair Chester stated the Planning Commission needed more time to consider the project and scheduled a special meeting for Thursday, June 20, 2019.

NEW/OLD BUSINESS
None.

ADJOURN
The meeting was adjourned at 9:52 PM.

Approved by:

William Chester, Chair

Jane Rasely, Administrative Specialist

#1

CITY OF
BAINBRIDGE ISLAND

Planning Commission Meeting
Thursday, June 13, 2019
7:00 pm – 10:00 pm

PLEASE PRINT

Name	Address	Phone/ E-Mail	Join ListServ Yes/No
Dave Brickelin			
Adam Jenkins			
Jack Sheridan		JdC	
Phyllis Carlyle			
Connie Pons			
Angela Cudone-Sheridan		angelacudone@icloud.com	✓
Cyndi Bellas		KKELLEHER2101@gmail	✓ imac or gmail
Kristine Kelleher			
G WILCOX		GW1@GMX.COM	✓
Barb Pettit			
Stephanie Edwards			
Lloyd Lundin		butchlundin@yahoo.com	✓
Patricia Thompson	226 Parfitt Way BI	—	No
ADAM JENKINS		ADAMJC@GREENBUSH.com	✓ YES
Kjell Stokes		kjell45@yahoo.com	✓
LARRY KOSS		LawrenceNKoss@gmail	✓ Yes

#2

CITY OF
BAINBRIDGE ISLAND

Planning Commission Meeting
Thursday, June 13, 2019
7:00 pm – 10:00 pm

PLEASE PRINT

Name	Address	Phone/ E-Mail	Join ListServ Yes/No
Jan Dawson	234 Wood Ave N	206-855-9276	Yes
Anne MacArthur	546 Wood Ave	206 949-8988	✓
Susan Morse	175 Wood Ave		
Mary Karen Brown	234 Wood AVE	maryKarenbrown9mail.com 524-9	yes ✓
Dick Breen	156 Hall Brothers Lp	Dick-breen@Gmail.com ✓	✓
Kevin Fetterly	PO Box 4676 Rolling Bay	fetterly4bi@gmail ✓	✓
David Mackenzie	450 Wood #2A	dgMackenz@AOL.COM	✓
Eric Wood	155 Finch Pl. SW	already listed	✓
Tony Puma	601 Winslow Way W.	TPUMA2002@HOTMAIL ✓	✓
Colie Hough-Beck	120 Hall Brothers Loop	#301 choughbeck@gmail.com ✓	yes
Judy Carlbom	144 Hall Brothers Loop #102	jcarlbom@seanet.com ✓	
Lynn Breen	156 Hall Bros Loop.	lynnbreen@comcast.net	yes ✓
HAIG TOWNSEND	201 WOOD AVE.	HAIGTOWNSEND@GMAIL.COM ✓	✓

JUNE 13, 2019

Winslow Hotel

PLANNER: OLIVIA SONTAG

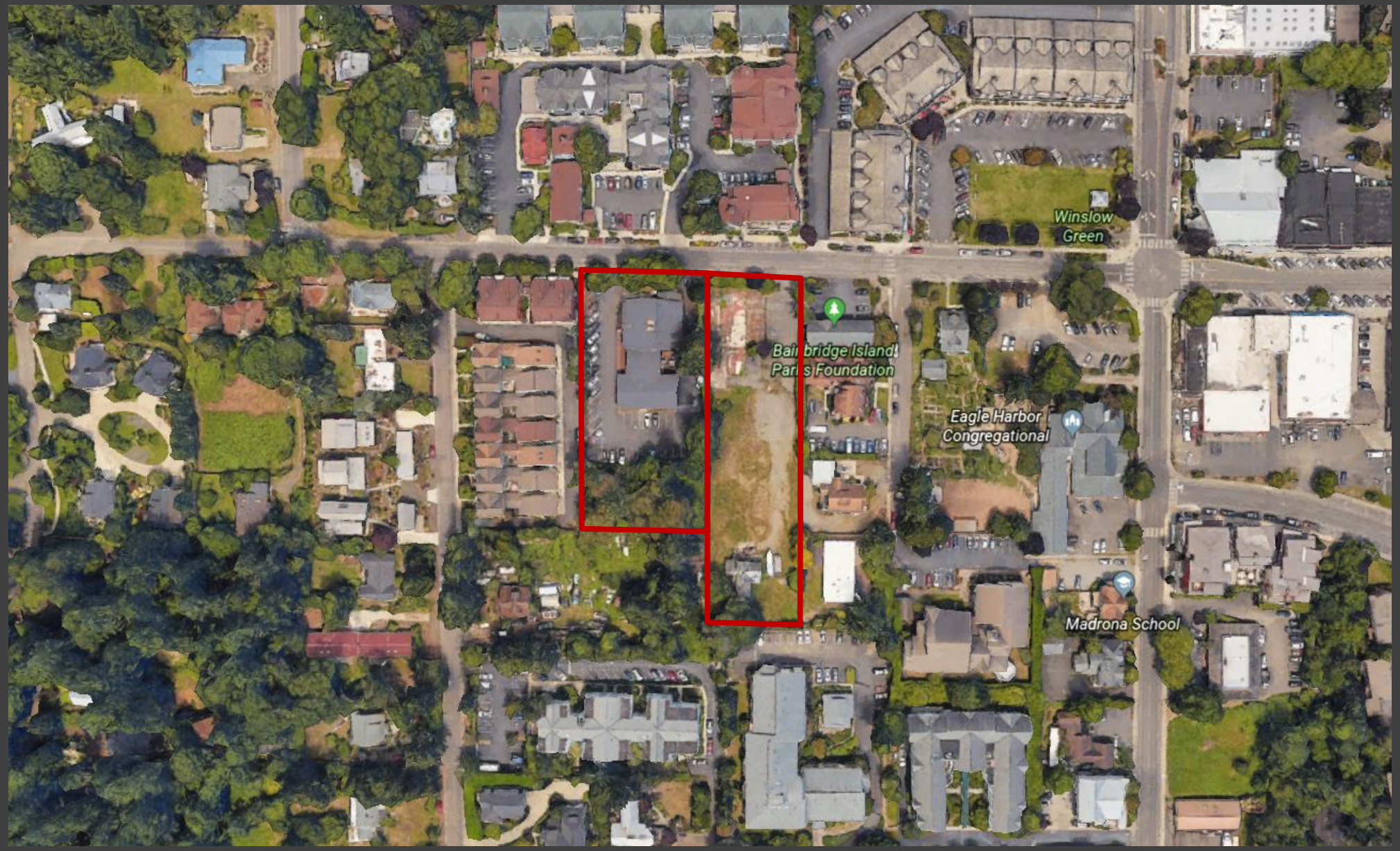
DEVELOPMENT ENGINEER: PETER CORELIS

Proposal & Permits

Redevelopment of two properties with an 87-room hotel, banquet space and meeting rooms, restaurant and bar, and spa. All parking is located on site, both under the building and in surface parking lots, totaling 136 spaces. The landscaped courtyard includes preservation of a giant sequoia and other significant trees, a reflecting pond, and a bandshell. Frontage improvements include a six-foot wide sidewalk, bike lane, two on-street parking spaces, an electric vehicle charging station, planting strips, and street trees.

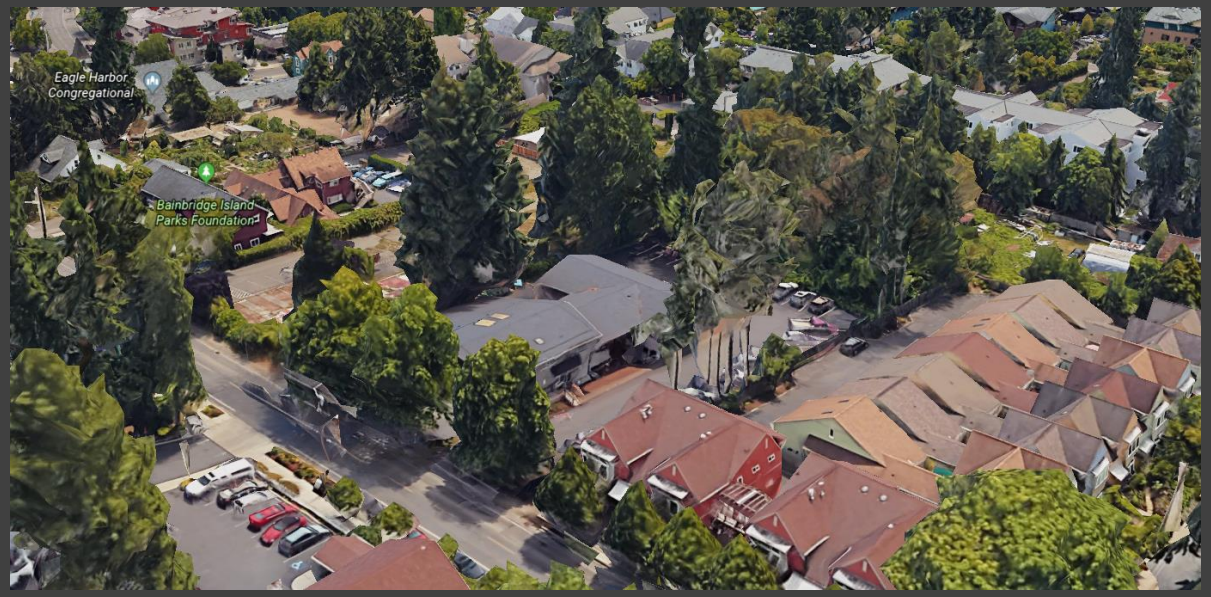
Permits:

- Major Site Plan and Design Review (SPR)
- Major Conditional Use Permit (CUP)


Winslow
Green
Bainbridge Island
Parks Foundation
Eagle Harbor
Congregational
Madrona School

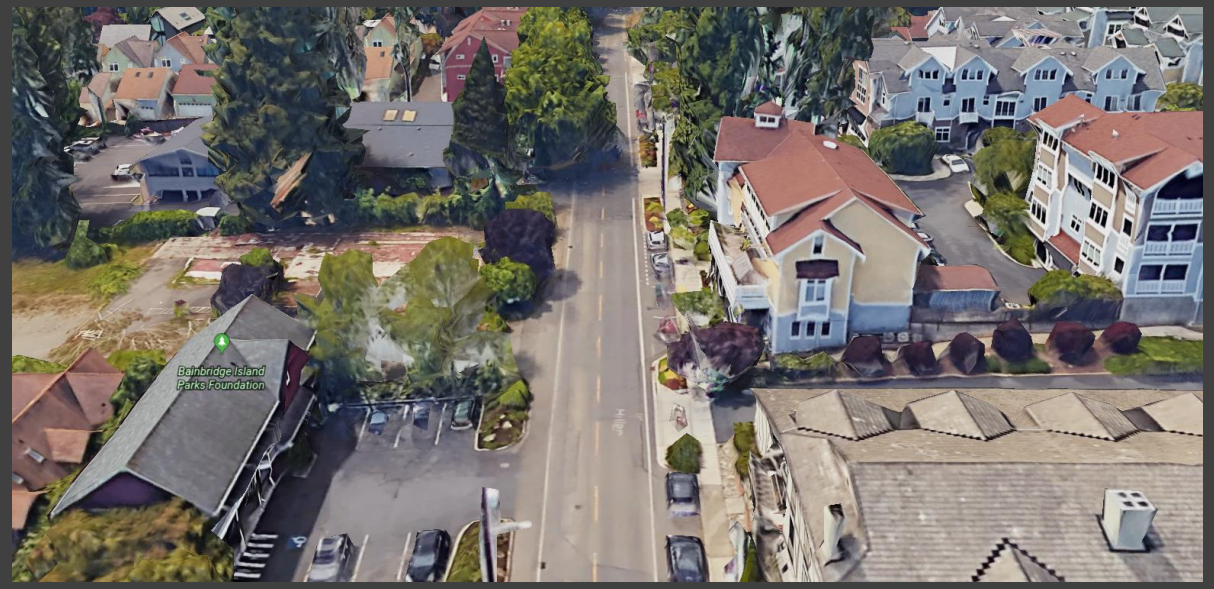
Existing Views Southwest

Existing Views Southeast



Winslow Way Looking East

Winslow Way Looking West



Basic Information

Zoning District:
MUTC – Central Core

Lot Area:
1.86 acres (80,855 SF)

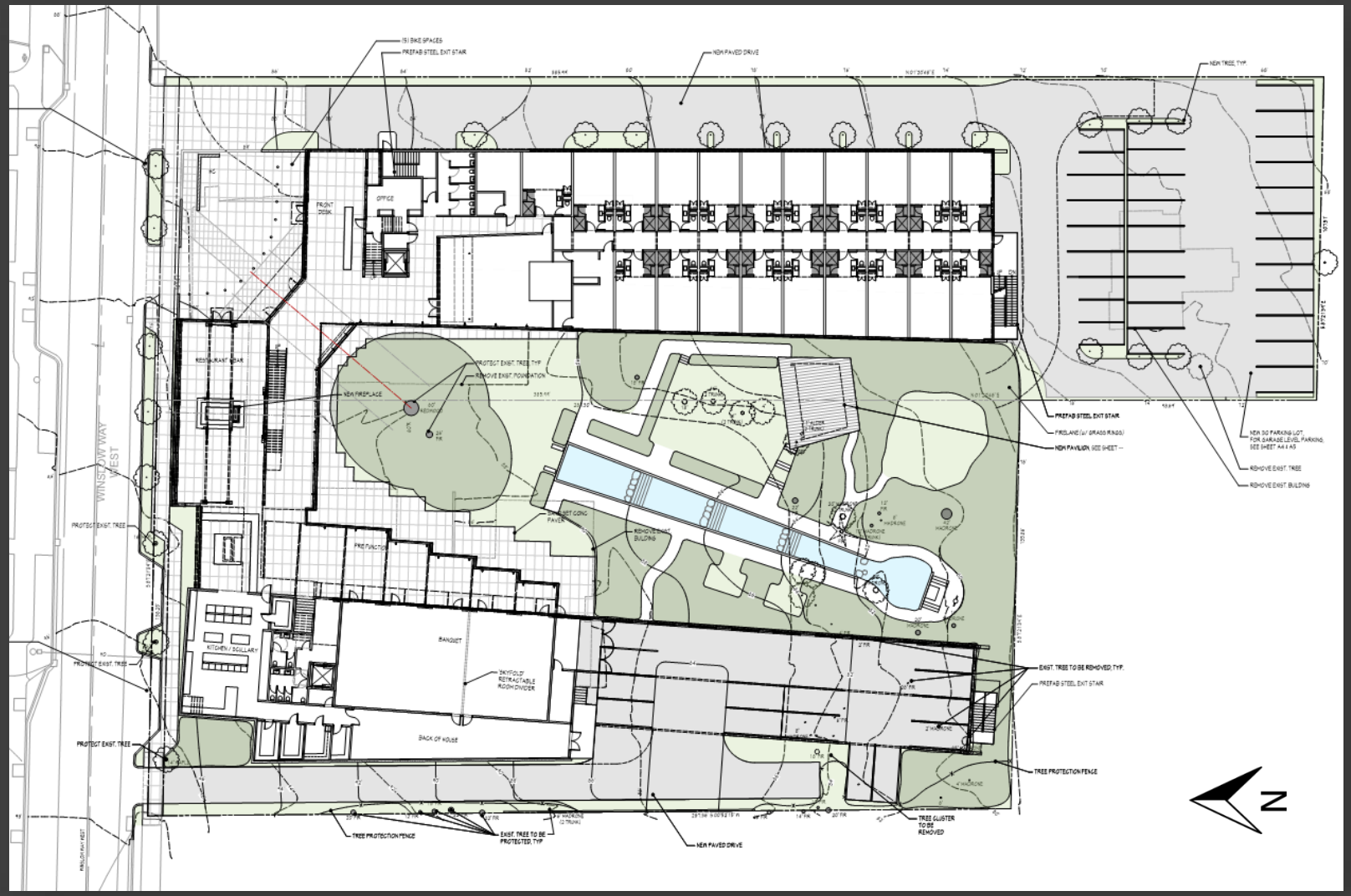
Critical Areas:
None

Existing Conditions:
Single-Family Residence
Old Foundation and Parking
Commercial Structure and Parking

Proposed Use:
Hotel with a Restaurant and Bar, Spa, Indoor and Outdoor Event Space

Proposed Lot Coverage:
39% (31,535 SF)

Proposed Floor Area Ratio (FAR):
0.91 FAR (73,571 SF)



Public Comment

- Building Design and Scale
- Preserve the Character of Winslow
- Residential Neighbors
- Not a Preferred Use
- Economic Impact
- Parking and Traffic Impacts
- Noise, Light, and Odor Impacts
- Utilities and Environmental Impact
- Support for Hotel and Design

Public Comment Summary	
Public Participation Meeting	100+ participants
First Notice (75 rooms)	74 comments
Second Notice (87 rooms)	45 comments
Petition (Senior Citizen Community)	80 signatures
After Comment Period	38 comments

Building Height

Average Grade

- Highest Grade: 95’ 6”
- Lowest Grade: 73’ 10”
- Average Grade: 84’ 8”

Base Height: 35 feet

- 6,711 SF of building footprint is limited to 35 feet

Bonus Height: 45 feet

- 12,240 SF has parking under building footprint
- Bonus height available for 24,480 SF of building footprint

Floor Area Ratio (FAR) Bonus

FAR Calculations

- Base FAR permitted: 0.6 FAR (48,513 SF)
- Max FAR (with bonus): 1.0 FAR (80,855 SF)
- Proposed FAR: 0.91 FAR (73,571 SF)
  - Hotel Use: 57,010 SF
  - Spa: 3,916 SF
  - Event/Meeting: 7,500 SF
  - Restaurant/Bar/Lobby: 2,775 SF
  - Kitchen: 2,370 SF
- Bonus Needed: 25,058 SF

FAR Bonus Options

- Purchase from the City ($34/SF)
- Mobile Home Park (17,000 SF)
- Historic Structure Preservation
- Heritage Tree Preservation
- Public Amenities/Infrastructure (beyond required mitigation)

Floors	Uses
Under Building Parking (level 2)	41 parking spaces (East)
Under Building Parking (level 1)	41 parking spaces (East)
First Floor (street)	20 rooms (East), lobby, restaurant/bar, kitchen, banquet room, 14 parking spaces (West)
Mezzanine	10 rooms (West)
Second Floor	17 rooms (West), 22 (East), meeting rooms
Third Floor	10 rooms (West), 5 rooms (Winslow), 3 rooms (East), spa, attic/mechanical

Parking

Peak Design Day Demand

132 parking spaces for peak design day demand on a weekend evening in summer (3,600 SF of event space in use)

- Hotel: 58 spaces
- Event: 57 spaces
- Employees: 17 spaces

Consultant Recommendation
(with contingency plan for 55 additional spaces)

Peak Occupancy Demand

191 parking spaces for peak demand (7,359 SF of event space in use and full occupancy of hotel rooms)

Model Not Recommended
(parking for full occupancy means many spaces will sit empty for 300+ days/year)

Proposed Parking

- 136 parking spaces
  - 82 under building spaces
  - 38 surface spaces
  - 14 service entrance spaces
  - 2 on-street spaces

Proposed Conditions

- Contingency plan for 55 additional spaces
- Designate 17 spaces for employees (service entrance spaces)
- Signage for service entrance (employees and service vehicles only)
- Signage clearly marking the drop-off/shuttle entrance vs. the self-park entrance to avoid back-ups on Winslow Way

Frontage Improvements

Multimodal Transportation Advisory Committee (MTAC) Comments:

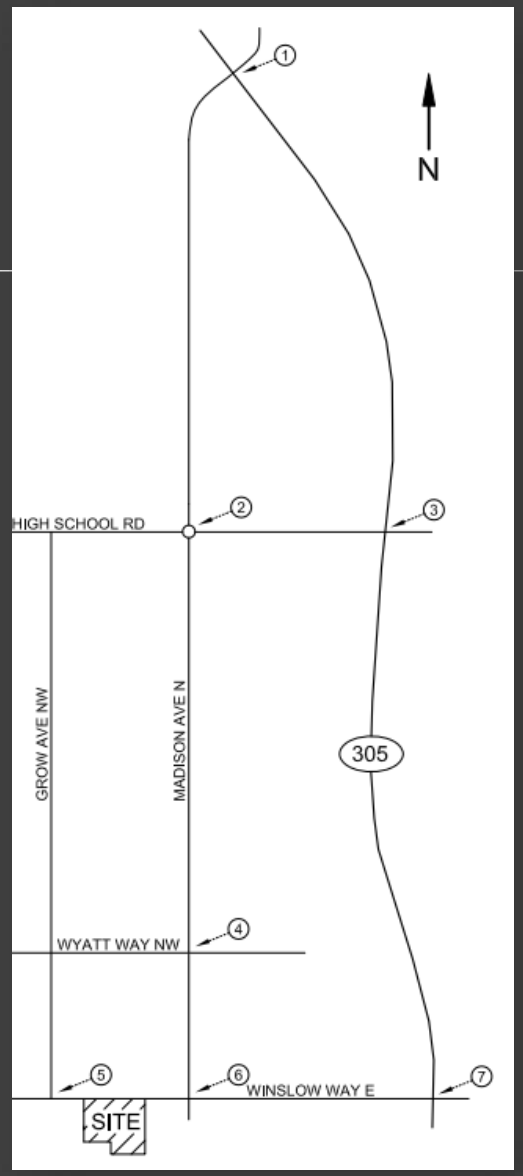
- Keep sidewalk level across driveways
- Consider additional street trees
- Is parking on the street required?
- Move sidewalk back to edge of ROW
- Sidewalk should be six feet wide minimum. Where the building abuts the sidewalk, there should be an 18-inch wide minimum shy zone.

Proposed Improvements:

- 5 feet of right of way dedication along frontage
- 6-foot wide sidewalk with 18-inch shy zone kept level across driveways
- 6-foot wide bike lane
- 8 street trees with 3-foot wide planting strip between sidewalk and road (except where there are on-street parking spaces)
- 2 on-street parking spaces (one with an electric vehicle charging station)
- 1 van-accessible parking space in entry court

Traffic Impacts

- Intersections Studied: 7
- Pipeline Projects Considered:
  - CKCB Madison Avenue
  - Madison Grove
  - Wallace Cottages
  - Madison Place
  - Madrona Townhomes
  - Visconsi Master Plan
- Existing Uses Credits Used: None
- Average Weekday Daily Trips: 727
- Peak-Hour Trips: 52 (PM)
- Mitigation for Impacts: None required per BIMC 15.32
- Certificate of Concurrency issued on June 6, 2019



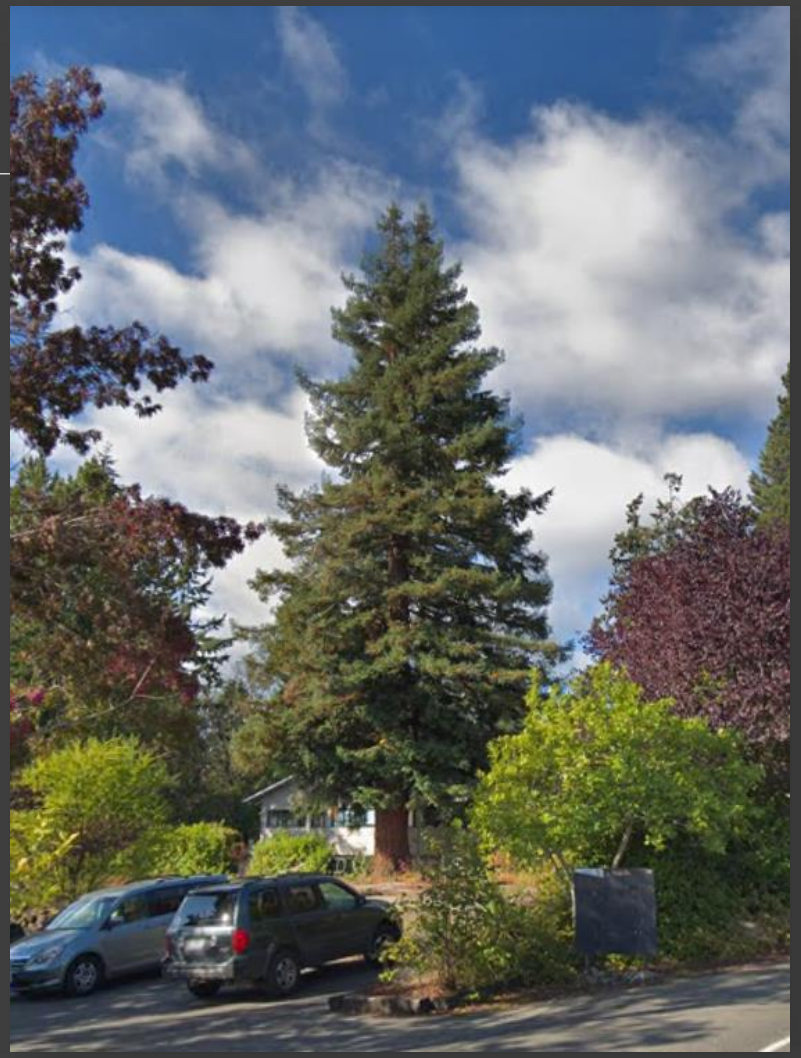
Trees & Vegetation

Required: 55.8 tree units
Proposed: 238.4 tree units

- 101.4 tree units retained
- 137 new tree units proposed
- 8 street trees and 3-foot wide planter strip
- 6 trees for surface parking lot
- 8 trees added for parallel parking on east
- 16,000 SF new native vegetation

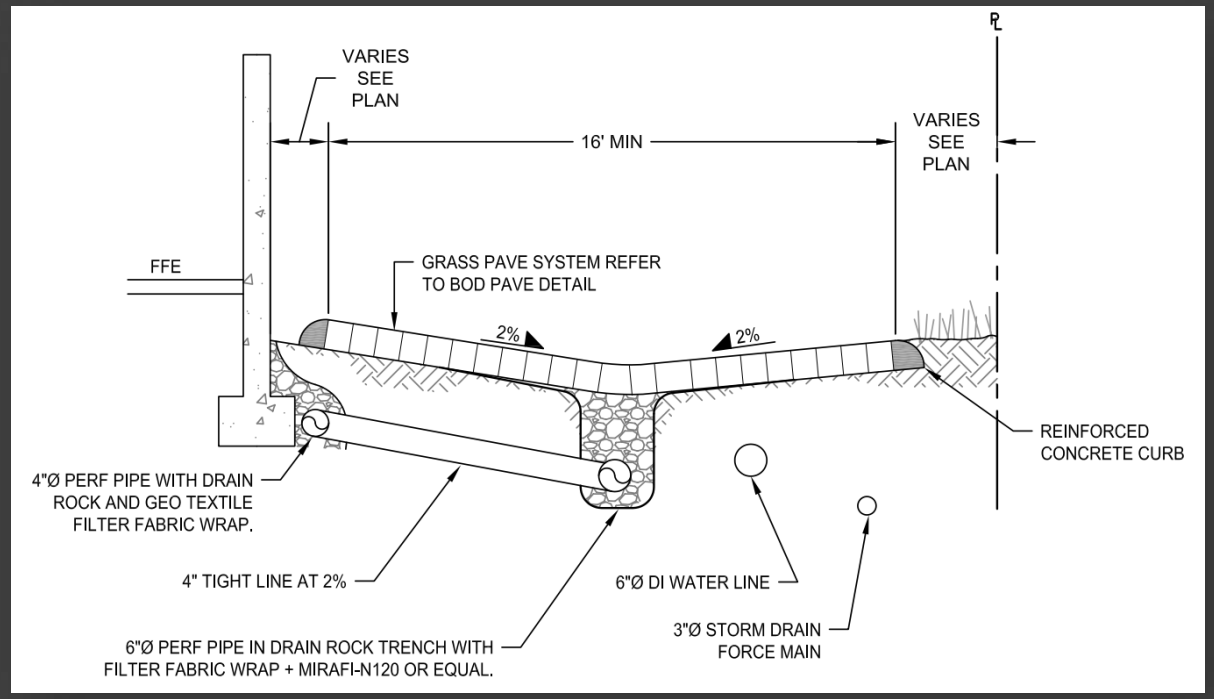
Landmark Trees:

- Giant Sequoia (62.5” DBH)
- Madrone (42” DBH)
- Madrone (35” DBH)
  - As conditioned, the west wing of the building shall be reconfigured to protect the landmark tree.



Low Impact Development

- Solar Panels
- Permeable Surface Parking and Drives
- Rainwater Recycling
  - 42,000 gallon cistern captures site and roof run-off, reusing 500-700 gallons per day
- Sustainable Building Materials
- 100+ Tree Units Retained
- 137 New Tree Units
- 16,000+ SF of New Native Planting



Design Review Board Recommendation

January 7, 2019

- DRB reviewed the design guideline checklists including Core Overlay District Guidelines, Guidelines for Commercial and Mixed Use Projects, and General Guidelines for all Overlay Districts. The DRB recommended approval of the guidelines with several conditions:
  - Perpendicular two-foot planters along the parallel parking on the east side.
  - A description of the material pallet.
  - Plans for the hydraulic design of the roof drainage/gutter system.
  - Any substantial changes to building materials and roof articulation.

May 6, 2019

- DRB was briefed on the revisions received on April 26, 2019 which added 12 rooms and 12 parking spaces. They deemed the revisions minor and did not require additional DRB review.

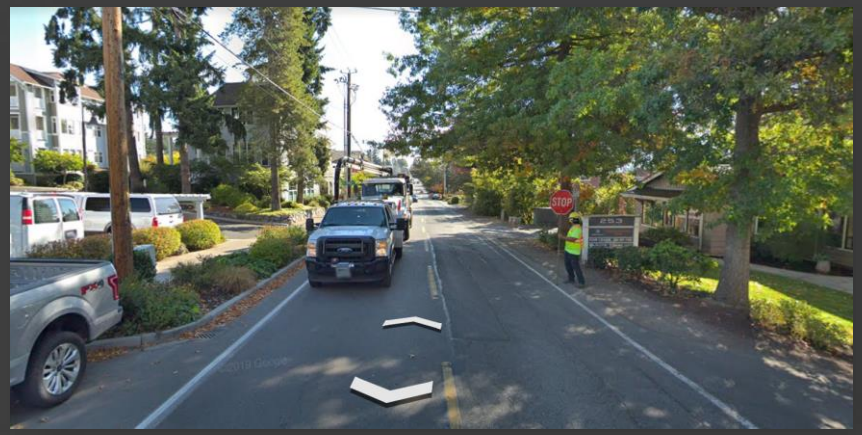
June 3, 2019

- The applicant proposed two alternatives to decrease the overall size of the building.
  - The first alternative would reduce the west wing of the building by 28 feet from the south, saving a landmark tree and several other significant trees, and add six feet to the south of the east wing.
  - The second alternative would pull the west wing eight feet further off of the west property line reducing the size of the courtyard and restaurant, creating more space for vegetative screening and parking along the west property line. The DRB recommended approval of both alternatives with no additional conditions.

SEPA Mitigation and Conditions

Proposed Conditions to Mitigate Impacts:

- Minimum 6-foot high wall be installed along the west property line
- Solid waste pick up shall occur between 10:00am and 12:00pm
- Hotel shall operate an accessible van to shuttle hotel patrons to and from the ferry terminal and other local destinations
- Limiting or prohibiting outdoor amplified music
- Limitations on the number of events per year, number of guests, and hours of operation
- Management of event parking
- Additional screening elements or buffers
- Crosswalk installed near the entrance of the proposed restaurant (approximately 300 feet from existing crosswalks to the east and west)
- Contingency plan for 55 additional spaces
- Designate 17 spaces for employees (service entrance spaces)
- Signage for service entrance (employees and service vehicles only)
- Signage clearly marking the drop-off/shuttle entrance vs. the self-park entrance to avoid back-ups on Winslow Way



Decision Criteria and Next Steps

Decision Criteria:

- BIMC 2.16.040 Site Plan and Design Review (SPR)
- BIMC 2.16.110 Major Conditional Use Permit (CUP)

The Planning Director will make a recommendation to the Hearing Examiner based on:

- (A) Application Materials
- (B) Staff Report
- (C) Recommendation of the Design Review Board
- (D) Recommendation of the Planning Commission
  - The design review board and planning commission's recommendation shall hold substantial weight in the consideration of the application by the director. Any deviation from that recommendation shall be documented in the director's report.

Hearing Examiner Decision:

- The hearing examiner shall consider the application materials and the director's recommendation at a public hearing.

Appeal:

- The decision of the hearing examiner shall be final unless, within 21 days after issuance of a decision, a person with standing appeals the decision in accordance with Chapter 36.70 RCW or its successor.

WALKER CONSULTANTS

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Los Angeles 90014
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MEMORANDUM

WINSLOW HOTEL PARKING ANALYSIS UPDATE SUMMARY

DATE: JUNE 12, 2019
TO: BRUCE ANDERSON
COMPANY: CUTLER ANDERSON ARCHITECTS
ADDRESS: 135 PARFITT WAY SW
CITY/STATE: BAINBRIDGE ISLAND, WA
COPY TO: MANUEL SOTO, VLAD IVANOV, JEFF WECKSTEIN
FROM: STEFFEN TUROFF
PROJECT NAME: WINSLOW HOTEL PARKING ANALYSIS AND RECOMMENDATION
PROJECT NUMBER: 39-1067.00

On March 24, 2018, Walker delivered a memorandum summarizing the results of the parking analysis we performed to quantify and recommend a reasonable number of parking spaces needed to serve the Winslow Hotel, planned for 251- 253 Winslow Way in downtown Winslow. Given the mix of land uses being programmed for the site, Walker utilized its proprietary shared parking model, adjusted for local factors and assumptions, to perform the analysis. Walker's shared parking model is a proprietary version of the Shared Parking Model for which Walker led the development for the Urban Land Institute (ULI) and International Council of Shopping Centers (ICSC). The model is used to recommend the number of spaces that should be provided for mixed-use sites, primarily in auto-dependent locations.

The following assumptions were used to develop the findings in the March 24, 2018 analysis and, with the exception of the room count, have been maintained for this update:

- Walker assumed the hotel project to be primarily a leisure hotel.
- The hotel was assumed to contain 70 rooms, which will be increased to 87 rooms.
- Walker gathered census data to determine the employee drive ratio for the project.
- Guest drive ratios were taken from Walker's experience with similar projects.
- The convenience of the Bainbridge Island Ferry as a key transportation link to most of the Seattle area as well as Hotel patrons arriving at Seattle Tacoma International Airport was taken into account, as was the Hotel's plans for encouraging and accommodating guests who arrive without a car.
- Walker consolidated the programming data that was provided by the client into five general land uses: hotel rooms, restaurant with bar, meeting/banquet space, spa/fitness center, and retail.

Cutler Anderson Architects has informed Walker that the number of hotel rooms (keys) assumed for the hotel has been increased from 70 to 87. Based on this increase in the number of rooms, Cutler Anderson Architects requested that Walker update its analysis accordingly, all other assumptions remaining the same.

Walker re-ran its shared parking model for the Winslow Hotel, increasing the number of hotel rooms assumed and found the following:

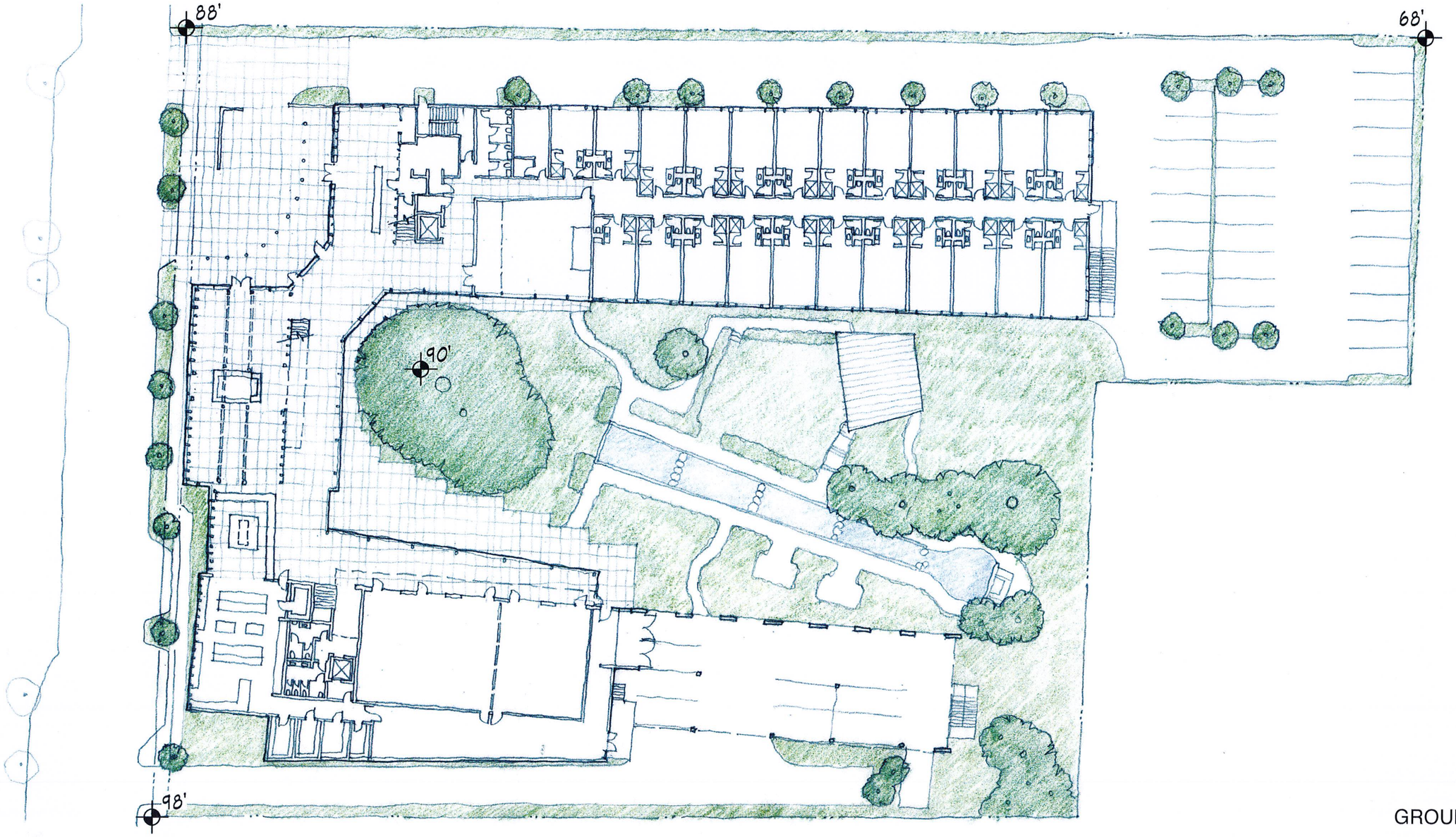
- The shared parking model now recommends a parking supply of 132 parking spaces, an increase of 12 spaces from the original recommended supply of 120 spaces, to accommodate peak design day demand. The design day peak demand for parking is again projected to occur on a weekend evening in summer.
    - Design day projections continue to assume that 3,600 square feet of the event space (main ballroom and pre-function) would be used by a large party.

- Hotel guests (58 spaces) and event guests (57 spaces) continue to make up the main components of needed parking supply at peak, with the remainder made up of hotel employees and external patrons of the hotel restaurant/lounge.

- The shared parking model now recommends a parking supply of 191 parking spaces, an increase from the previous 179 spaces, to accommodate peak parking demand if all 7,359 square feet of event space is in use concurrently, combined with full occupancy of the hotel rooms.
  - Walker recommends parking be planned for design day conditions, with a contingency plan for the max event scenario; building parking spaces that will sit empty for well over 300 days a year is not advised.
- Walker welcomes any input from Cutler Anderson Architects related to the projected mode choice of hotel patrons, and any additional information regarding the projected use of the event spaces, based on the assumptions contained in the original March 2018 document.
- As noted in the March 2018 document, Walker considered information provided by Cutler Anderson Architects regarding potential transportation demand management (TDM) measures that the Hotel operator would be willing to deploy that could reduce the recommended parking supply such as:
  - Shuttle service to the Bainbridge Island Ferry.
  - Subsidized transit for employees.
  - Availability of traditional and/or electric bikes to hotel guests.
  - Potential deployment of rideshare vehicles such as electric Zipcars at the site, consistent with the Hotel's environmentally conscious ethos.

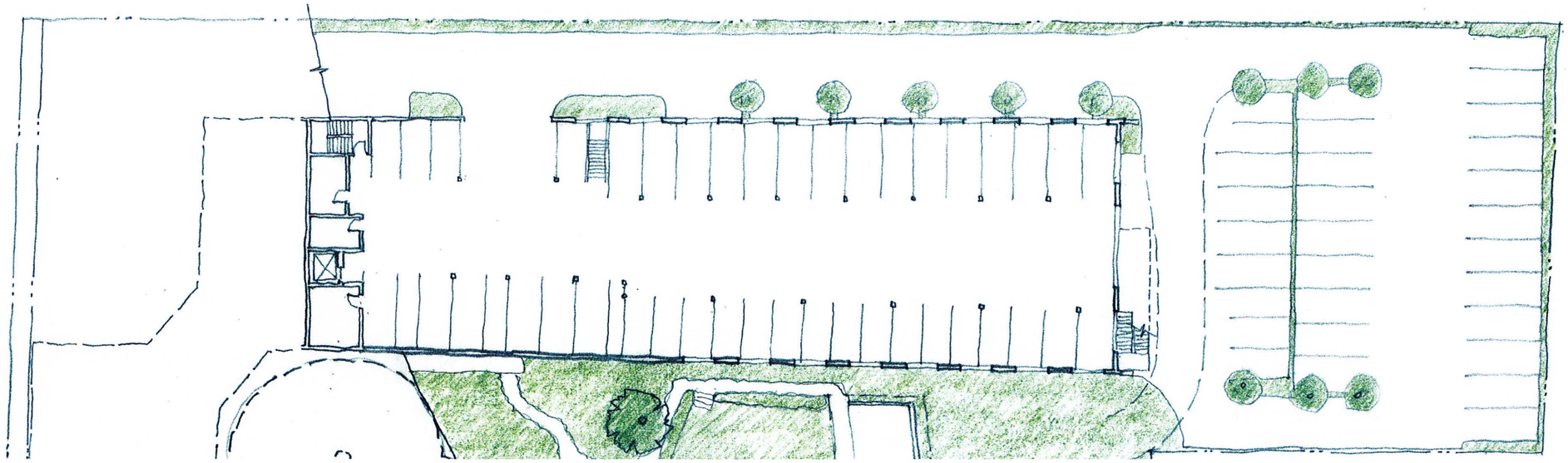
Wood Ave SW

88'
68'
90'
98'

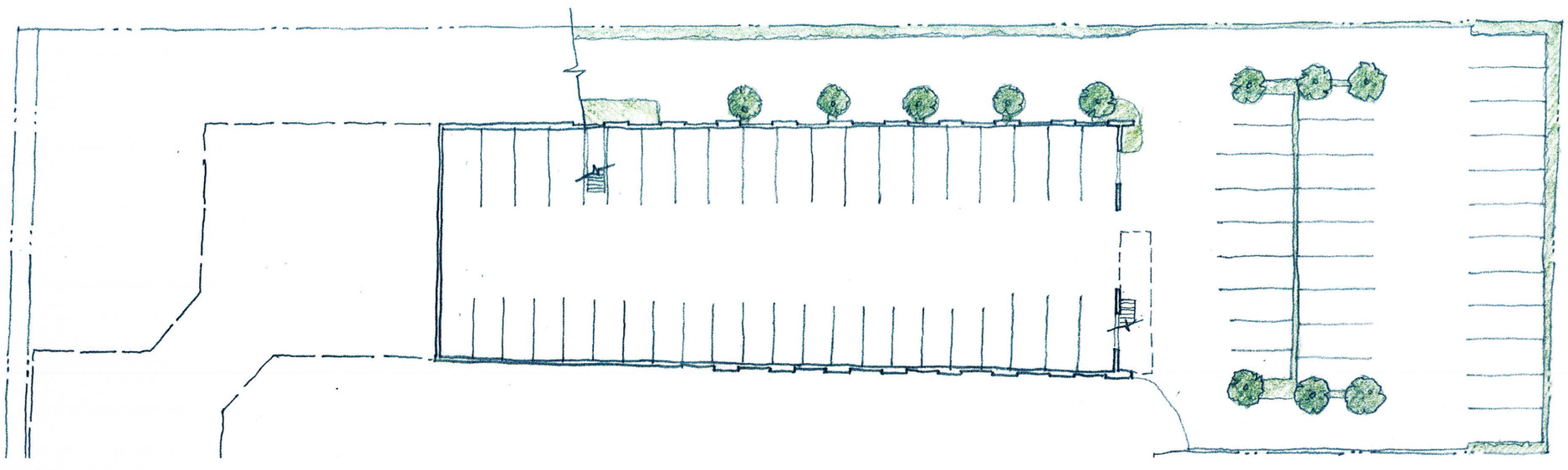


GROUND FLOOR

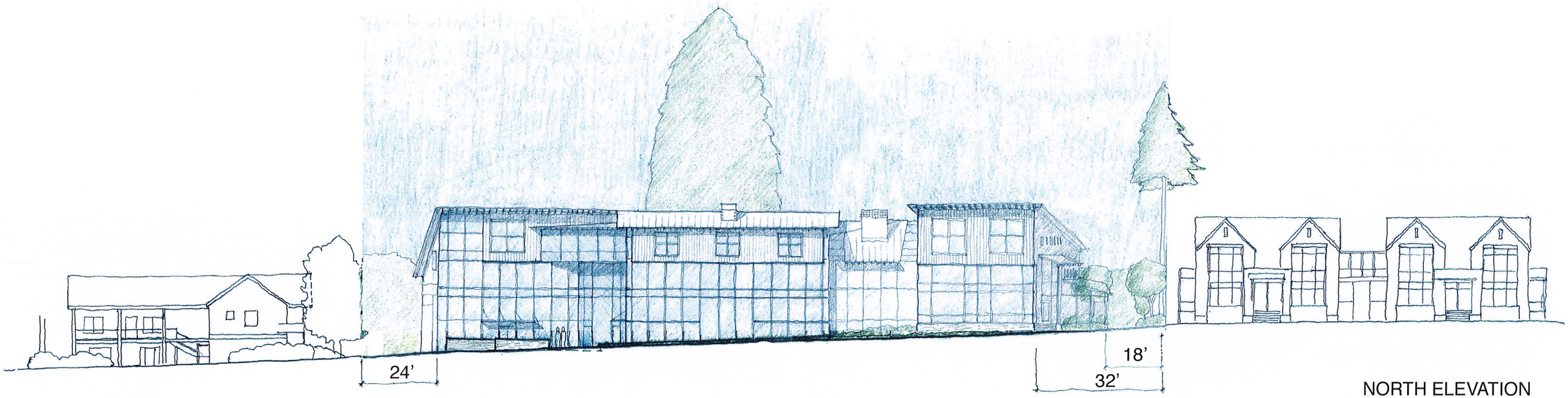
SECOND FLOOR



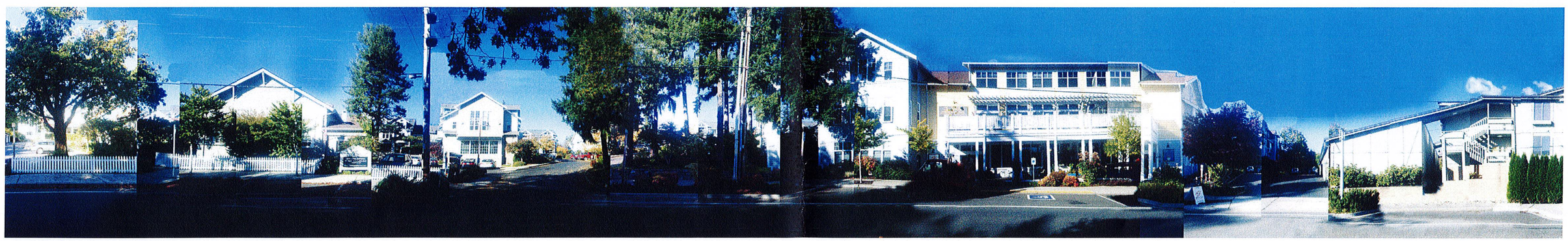
EAST SIDE
UPPER LEVEL PARKING

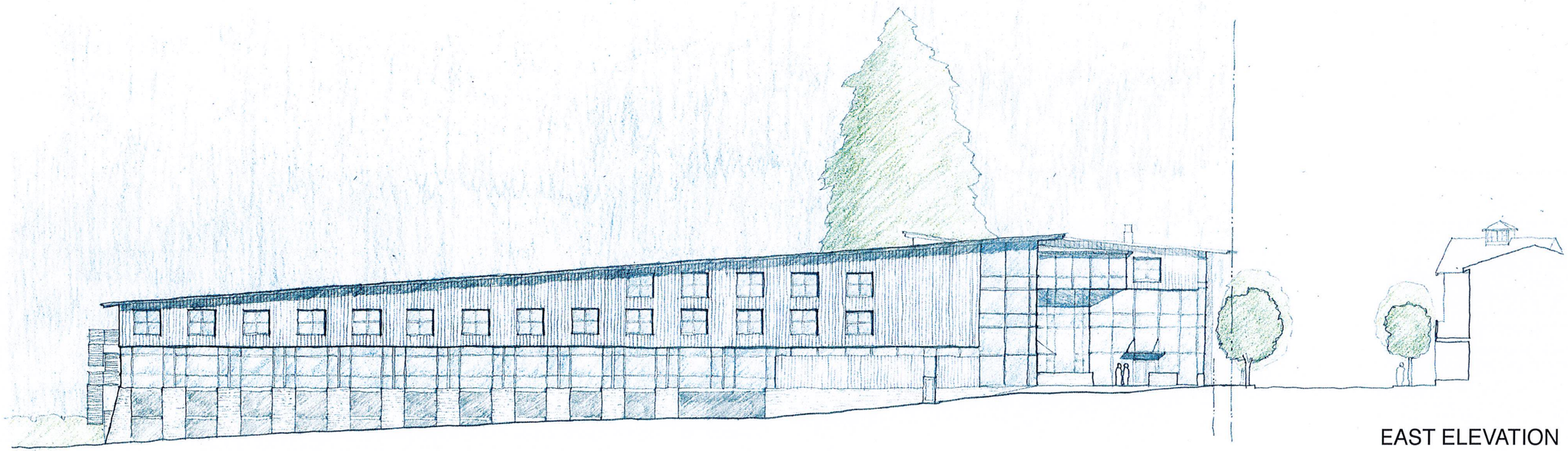


EAST SIDE
LOWER LEVEL PARKING

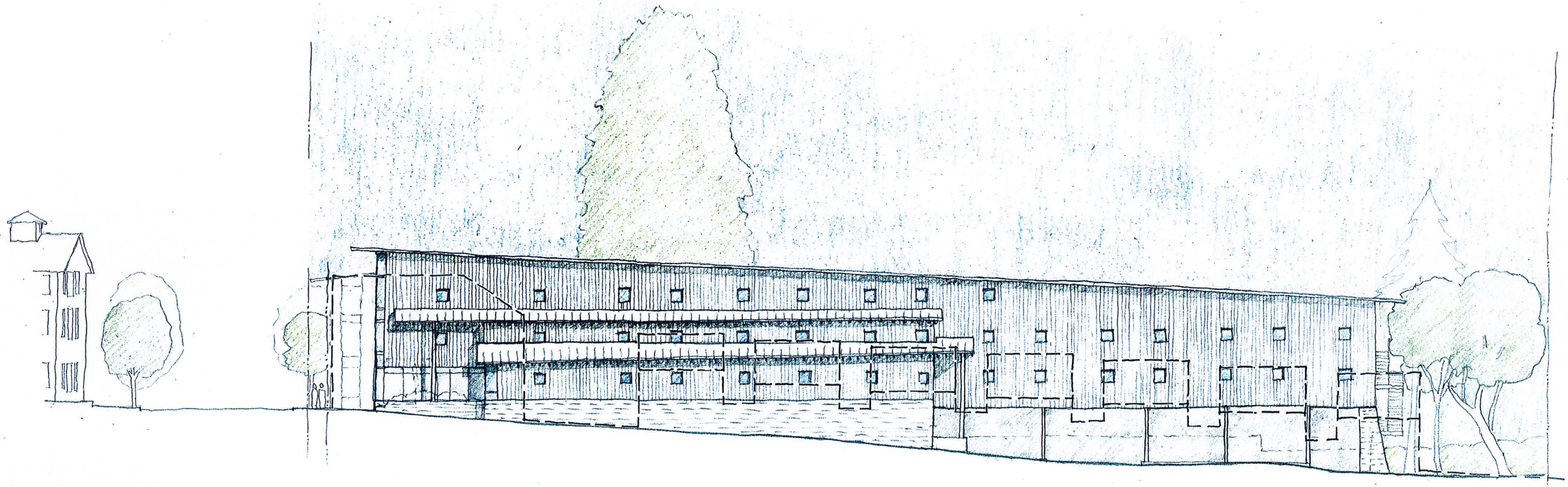


NORTH ELEVATION

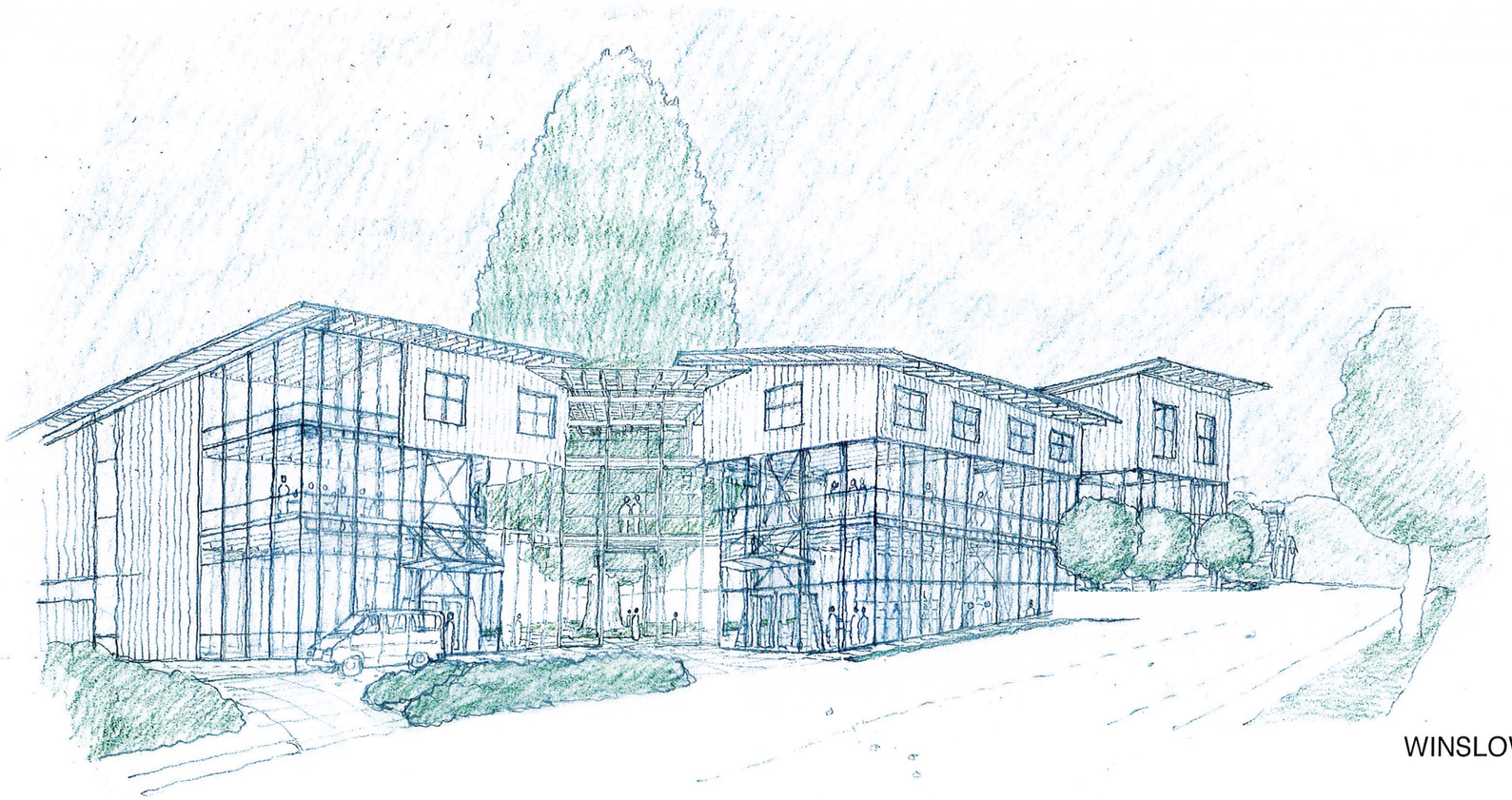




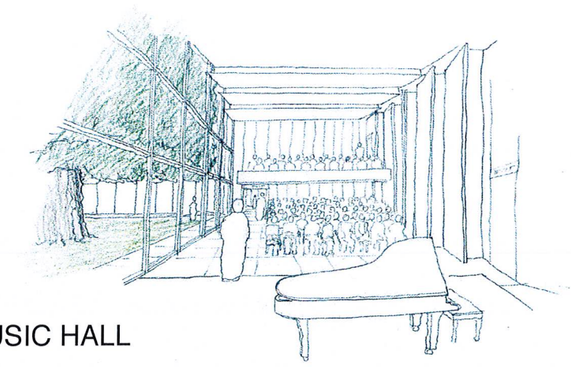
EAST ELEVATION



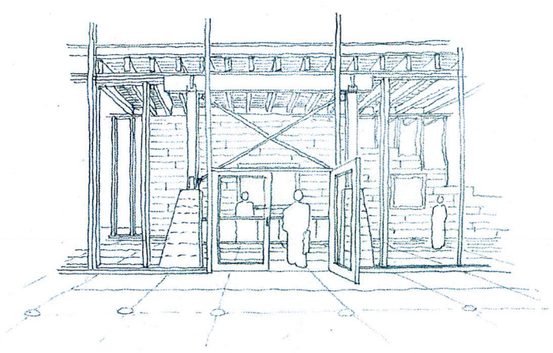
WEST ELEVATION



WINSLOW WAY PERSPECTIVE



MUSIC HALL



ENTRY / RECEPTION

PUBLIC PROCESS

2 newspaper articles
5 DRB Meetings
1 Public Notice Meeting
5 meetings with neighbors
2 public notice periods and signs posted

PEAK HOUR TRIPS

122 Bar, BBQ, and Childrens = 108 Peak Hour Trips.
Hotel, Restaurant, Spa = 75 Peak Hour Trips.

TRAFFIC

Future 'Level of Service' at surrounding intersections, and including new projects on Madison, remains unchanged.

PARKING

If located in the High School Rd Zone, COBI requires 87 spaces.
We are providing 136 spaces based on a detailed study.

BUILDING FLOOR AREA

Allowed 80,000 sf - Single Use,
120,000 sf - Mixed Use.
Hotel is 73,571sf = 92% of allowable Single Use.

SETBACKS

No required side or rear yard setbacks.
Hotel has: 17'3" West setback
24'-3" East setback
5' rear yard at West wing
84' rear yard at East wing

LOT COVERAGE

100% allowable lot coverage.
Hotel has 31,191 sf footprint
= 39% lot coverage.

WATER & SEWER

Water - City assumes by 2035, additional 2500 ERU's - Hotel is 58 ERU's
Sewer - Sufficient Capacity to 2035 - COBI raised development assumption for Hotel site.

Memorandum

DATE: *June 12, 2019*

TO: *David Bricklin / Alex Sidles – Bricklin & Newman, LLP*

FROM: *Adam C. Jenkins, PE, INCE Bd. Cert.*

RE: *Winslow Hotel CUP – Acoustical Review*

David and Alex:

At your request, I have reviewed the following documents related to the Conditional Use Permit (CUP) application PLN50880CUP submitted to the City of Bainbridge Island for the proposed Winslow Hotel site at 241 & 253 Winslow Way W comprising of parcel numbers 272502-4-098-2009 and 272505-4-097-2000.

- Winslow Hotel Options Memorandum, Cutler Anderson Architects, 5/22/2019
- Project Plans ("87 Rooms"), Cutler Anderson Architects, 4/26/2019
- SEPA Checklist, Cutler Anderson Architects, 4/25/2019
- Email re: site noise issues, Cutler Anderson Architects and Stantec, 11/28/2018
- City of Bainbridge Island Official Zoning Map, 2/28/2017

REGULATORY REQUIREMENTS

Noise emissions from the Project site are regulated by Bainbridge Island Municipal Code (BIMC) Chapter 16.16. Noise Regulations., which adopts the state noise ordinance by reference, codified in Washington Administrative Code (WAC) Chapter 173-60-020 (Definitions), 173-60-040 (Permissible Noise Levels), 173-60-050 (Exemptions, not including exemption for construction noise), and 173-60-090 (Enforcement Policy).

Applicable sound level limits (WAC 173-60-040) are established based on the Environmental Designation for Noise Abatement (EDNA) of the source and receiving properties. While WAC 173-60-030 assigns EDNA classifications based on land use, the BIMC does not adopt these definitions, but rather defines them as follows in BIMC 16.16.040:

- Class A EDNA: Residential zones;
- Class B EDNA: Commercial zones;
- Class C EDNA: Industrial zones.

The term "zones" is not defined in BIMC but is equated to "environment" in 173-60-020. Therefore, it is my interpretation of the BIMC that "zones" referred to in the BIMC are related to land use, not property zoning such that "Residential zones" describes a "Residential environment," and is not limited to properties carrying an "R" zoning designation.

The source property (comprising of two combined parcels) is zoned "Core." Adjacent properties to the North, East, and West share a similar zoning. Properties to the South are zoned "R-8" (Residential). "Core" zoning is defined as follows in BIMC 18.06.030 as follows:

> *"The central core overlay district is the most intense district within the Mixed Use Town Center. Within this overlay district, residential uses are encouraged, but exclusive office and/or retail uses are permitted."*

Based on this information, our review assigns a Class B EDNA to the Project property and adjacent properties with commercial use and Class A EDNA to any adjacent residential property, resulting in the following sound level limits:

- Daytime (7 a.m. to 10 p.m.)
  - 57 dBA typical;
  - Short term events allowed up to 72 dBA.
- Nighttime (10 p.m. to 7 a.m.)
  - 47 dBA typical;
  - Short-term events allowed up to 62 dBA.

It is important to note that WAC 173-60 does not define a noise metric for these limits (hourly average, maximum, median, etc.). For purposes of this review, it is assumed that the limits would be applies as hourly L_{eq} for the typical limits (57 and 47 dBA) and hourly L_{max} for the short-term event limit (72 and 62 dBA). However, further review by the Applicant may determine that statistical noise metrics are more appropriate to assess noise impacts from the Project.

Application Review

The SEPA checklist identifies the following noise sources associated with the project, and proposed mitigation to reduce noise impacts:

- Short-term
  - Construction noise.
    - Properly maintained equipment and adherence to the BIMC construction noise requirements.
- Long-term
  - Truck traffic associated with garbage collection, linen service, and food/beverage delivery.

- Garbage collection after 10:00 a.m.

In review of the Application materials, I found no other reference to noise analysis or impact assessment, other than an email chain between Cutler Anderson Architects and Stantec where a minimum 15-foot tall noise wall (with respect to receiving property grade level), and having an absorptive finish on the Project-side of the wall, would likely be needed to provide significant noise attenuation. I found no evidence in the submitted plans, including the May 22, 2019 update that show intentions to include such a noise wall for the project. In fact, the only mention of a property line fence is in the April 26, 2019 drawings that show an existing "six-foot wood board fence" on sheet A2 along the western property line. Project plans are not clear if this fence is to remain.

Based on the information presented above, it appears the Applicant has not sufficiently evaluated noise emissions or potential impacts from the Project as required in BIMC 2.16.110.F, as summarized below.

- *(c) The conditional use will not be materially detrimental to uses or property in the vicinity of the subject property; and*
    a. See following section for specific activities of concern.
- *(f) All necessary measures have been taken to eliminate or reduce to the greatest extent possible the impacts that the proposed use may have on the immediate vicinity of the subject property; and*
    a. The only measure that seems to have been taken is to limit garbage pickup to after 10:00 a.m.
- *(g) Noise levels shall be in compliance with BIMC 16.16.020 and 16.16.040.A.*
    a. No such analysis has been conducted.

The requirement for the project to comply with BIMC 16.16.040.A, which is the Class A EDNA noise standard could be interpreted that the source property must also be considered Class A EDNA, resulting in sound level limits 2 dB less than listed above (55 dBA during the day and 45 dBA at night).

Concerns and Recommendations

Based on my understanding of the proposed project, there are several activities associated with the Project that have the potential for adverse noise impacts that would likely be "materially detrimental" to existing Class A EDNA properties, listed as follows:

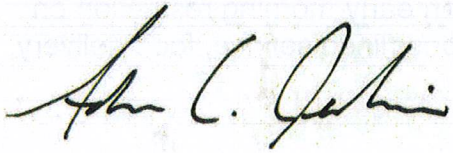
- On-site vehicle traffic
    - Early-morning and late-evening on-site truck traffic
        - The SEPA checklist only mentions an early-morning restriction on garbage pickup, no other vehicle types (linen service, food delivery, etc.) were discussed.
- Loading dock activity
- Outdoor events

- The April 26 drawings show a "new pavilion" near an outdoor courtyard. It is my understanding that amplified speech and music may occur in this area.

My recommendation to ensure BIMC 2.16.110.F is satisfied, is to require the following be address as a part of the CUP process:

- Require a Noise Study from the Applicant prepared by a National Council of Acoustical Consultants (NCAC) credentialed firm that address, at a minimum, the following items:
  - Measurement of existing ambient noise conditions during daytime and nighttime hours along the western and southern property lines for not less than 72 hours at two locations;
  - Prediction of noise emissions from the Project at all adjacent property boundaries and second story residential windows;
  - Assessment of noise impacts based on compliance with Code limits and potential increases to existing ambient noise conditions;
  - Mitigation measures to mitigate all anticipated noise impacts, could include:
    - More restrictive sound level limits;
    - Perimeter noise walls with aesthetic consideration of visual impacts to neighboring properties and the community (i.e. adding surface vegetation, etc.);
    - PA system sound level limits;
    - On-site shielding, enclosures, and acoustical treatments;
    - Relocation of loading dock and service drive away from noise-sensitive receptors.
  - Publish the Noise Study with Application materials and allow for public comment.
- Annual noise monitoring conducted by the Applicant to assess compliance with Project noise limits to maintain the CUP;
- Specific prohibitions for activities during early morning and late evening hours (i.e. loading dock, live music, etc.).

Regards;



Adam C. Jenkins, PE, INCE Bd. Cert.

TILGHMAN GROUP
TRANSPORTATION PLANNING

MEMO

To: David Bricklin

cc: Robin Simons

From: Ross Tilghman

Date: 10 June 2019

Subject: Winslow Hotel – Transportation Comments

I have reviewed the Transportation Impact Analysis (TIA) for the proposed Winslow Hotel and offer the comments found below. I have also reviewed the project's separate parking analysis (dated March 24, 2018) as well as its SEPA Checklist, site plan (dated April 25, 2019), and the Bainbridge Island zoning code and Island Wide Transportation Study.

1) **The TIA does not evaluate Saturday transportation demands when the project would generate its highest volumes.** Instead, the TIA focuses solely on weekday conditions. This is in contrast to the parking study that evaluates summer Saturdays as the design-day scenario. The full impact of the project cannot be known without testing Saturday conditions.
Recommendation: The TIA should evaluate the impact of project traffic on weekend conditions.

2) **The TIA's weekday trip generation does not account for use of the event space.** The number of trips reported (727 daily vehicle trips and 52 PM peak hour trips) represent the hotel and restaurant demands but do not begin to include even modest levels of attendance at an event. The event space at 3,600 sq. ft. can easily accommodate 200 people. If a weekday evening concert, reception or banquet occurs, it will generate approximately 51 peak hour vehicle arrivals. That would double the number reported in the TIA, yielding over 100 p.m. peak hour trips. Note that the parking study identified an event demand for 52 vehicles to park. If they arrive in the peak hour, then the trip generation must be higher than reported in the TIA.
Recommendation: The TIA should evaluate the impact of all project trips.

3) **The TIA's findings are based on low-volume winter traffic counts, not on higher volume summer traffic.** Traffic counts used in the TIA were taken in December 2018, and do not reflect higher volume summer conditions. According to WSDOT Ferries data, summer (3rd quarter)

ferry volumes average 27% higher than 4th quarter volumes when the traffic counts were taken. Additional evidence of higher summer volumes comes from the Island Wide Transportation Plan that conducted counts in June 2014 that show volumes 51% higher in the P.M. peak hour at Winslow Way/SR-305, and 8% higher at Winslow Way/Madison Ave N than shown in the TIA for December 2018. Summer conditions including intersection levels of service would be worse than the December conditions reported in the TIA.
Recommendation: The TIA should evaluate the project's impacts on summer traffic conditions

4) **The surges from ferry traffic have not been adequately considered in the TIA for either existing conditions or for future conditions with the project and its event traffic.** The TIA never discusses traffic operations when ferries unload their vehicles. This is a crucial oversight for disclosing the impacts of event traffic on Winslow Way since the largest single share of the hotel's and event space's market is expected to arrive by ferry from Seattle. The TIA assumes that 40% of project traffic uses the ferry. That assumption seems low given the region's demographics and the project's appeal as a destination venue. In any case, the hourly ferry schedule means that the vast majority of event guests (up to 90% of ferry users) would arrive by the same sailing. That means that the bulk of event traffic would arrive at the site within the span of 5 to 10 minutes, rather than being spread across the hour. The following table shows the potential number of vehicles arriving by ferry.

Impact of Ferry on Project Traffic per TIA				
	PM Peak Hour Arrivals	% by Ferry	% Same Sailing	Vehicles arriving at one time
Hotel & Restaurant	27	40%	90%	10
Event Space	51	40%	90%	18
Totals	78			28
Impact of Ferry on Project Traffic with Higher Ferry Share				
	PM Peak Hour Arrivals	% by Ferry	% Same Sailing	Vehicles arriving at one time
Hotel & Restaurant	27	60%	90%	14
Event Space	51	75%	90%	34
Totals	78			49

Vehicles arriving at the site from the ferry will have to drive along Winslow Way and then turn left into the site. Guests will either turn in the drive to the garage or into the drop-off area at the front door. Guests checking in to the hotel and other guests using valet parking will use the small drop-off area. That area has room for only four or five vehicles at one time. The number of vehicles arriving within a very short period of time, as shown above, is very likely to exceed the capacity of the drop-off area and of a valet service to process arriving cars. The intensity of arrivals in such a short period would likely cause back-ups on Winslow Way between the project

and Madison Ave. which would in turn increase congestion along Winslow Way through downtown.

Recommendation: The project should evaluate its capability to accommodate vehicles arriving by ferry as well as the impact of those vehicles on local traffic conditions. This should include identifying valet processing capacity as well as traffic queuing on Winslow Way.

5) **The project's compliance with zoning requirements for parking remains unknown.** No document has yet defined the zoning requirement. Missing from the site plan is a schedule of unit counts and floor areas by use from which zoning requirements would be calculated. Nor did the parking study address zoning requirements.

   The site plan dated April 25, 2019 shows 136 parking stalls. My preliminary calculation is that zoning may require between approximately 160 and 195 spaces. That range reflects the variation and uncertainty in floor areas for the restaurant and meeting/banquet rooms. Additional information on the staffing and number of occupants for the restaurant is needed to verify the zoning requirement. In any case, it appears that the project may not provide enough parking to meet zoning requirements. To the extent that off-site parking is used to fulfill the required supply, the zoning code mandates that it be located within 1,000 feet of the site, that it be purchased through in-lieu fees to the city, or owned outright (fee simple), or that its use be secured with an irrevocable easement or agreement. No information about zoning compliance for parking purposes has been provided in project submittals to date.

   Recommendation: The project should identify the zoning requirement for parking and show how it fully complies with that requirement.

6) **The parking analysis has not been revised for the updated land use program and should include additional refinements about restaurant and banquet demand.** The analysis was for a 70-room hotel that has now grown to 87 rooms. Updating the room count results in demand for 11 more parking stalls at 9:00 p.m. Based on well documented information in ULI's Shared Parking (2nd ed.), the analysis uses data for a Leisure Hotel that includes a restaurant/lounge and conference/banquet space. However, the nature of this project I think differs from the examples studied in Shared Parking that tend to be larger corporate sites with its signature design and destination attraction. For example:
   i) Shared Parking's data for a hotel's restaurant shows that it peaks with just 70% occupancy on a weekend evening. That is not a reasonable assumption for a signature restaurant in a distinctive building oriented to the street. It is more reasonable and likely that such a restaurant will operate at or close to 100% capacity for three to four hours. Shared Parking's category for a Fine/Casual Dining restaurant better reflects the likely characteristics of this project's restaurant, showing occupancies from 90% to 100% between 6 p.m. and 11 p.m. The base demand rate is also higher at 17.0 spaces per 1,000 sq. ft. versus 10.0 per 1,000 sq. ft. as used in the parking study.
   ii) Restaurant employees must be considered in the parking analysis. While the proposed floor area of the restaurant remains unclear in the latest site plan, the parking study

assumed 4,730 sq. ft. That size would be expected to have approximately 16 employees. Based on the study's assumed employee drive ratio of 63%, restaurant employee parking demand would be 10 spaces.

iii) Similarly, the meeting/banquet space would have its own employees for major functions. If staffed at a level comparable to the restaurant for its size, about 11 employees would be present at peak resulting in demand for 7 parking spaces.

An updated parking demand calculation would look like this:

Design Day -- Acknowledging Restaurant as local draw & Adding Staff for Restaurant and Events

Use	Size		Base Rate	Monthly Factor	Hourly Factor	Driving Ratio	Non-Cpative Ratio	July 9:00 pm Total Parking Demand (Spaces)
Hotel	87	rooms	1.00	100%	95%	70%	100%	58
Hotel Employee	87	rooms	0.18	100%	55%	63%	100%	5
Restaurant/Lounge	4,730	sq. ft.	17.00	98%	90%	70%	50%	25
Hotel Sundry Shop	100	sq. ft.	3.20	64%	50%	100%	25%	1
Hotel Sundry Employee	100	sq. ft.	0.80	80%	65%	63%	100%	1
Spa	1,670	sq. ft.	3.00	65%	0%	100%	50%	-
Spa Employee	1,670	sq. ft.	3.00	75%	0%	63%	100%	-
Meeting/Banquet Space	3,600	sq. ft.	30.00	100%	100%	75%	70%	57
						Sub-total demand:		147
Restaurant Employee	4,730	sq. ft.	3.00	100%	100%	63%	100%	9
Banquet Employee	3,600	sq. ft.	3.00	100%	100%	63%	100%	7
						Total Parking Demand:		163

If these floor areas remain approximately correct, the project's design-day demand would be 163 spaces, more than the 136 spaces provided on the site. Spillover demand of approximately 18 spaces would occur. Peak events would generate demand for approximately 228 spaces, with a spillover of 92 spaces.

Recommendation: Update the parking analysis to reflect the latest land use program, to recognize the signature restaurant, and to include employee demands for both the restaurant and meeting/banquet space.

7) **It is unclear how and where the project can secure off-site parking to meet zoning requirements and accommodate overflow demand.** On-street parking is heavily utilized on both weekdays and Saturdays and offers few available spaces in the site's immediate vicinity, as recently documented in the Bainbridge Island Downtown Parking Study. Off-street parking is fragmented and distributed among many different, mostly private lots. Nor is the project's overflow demand restricted to late evenings, since the project would reach overflow conditions early in the afternoon if an event is scheduled over the lunch hour and into the afternoon, just when downtown parking peaks on both weekdays and Saturdays.

Recommendation: The project should demonstrate how it will reliably accommodate overflow parking demands on both weekdays and weekends.

June 13, 2019

To: Bainbridge Island Planning Commission and Hearing Examiner
From: Kjell and Marilyn Stoknes
Subject: Winslow Hotel: 50880 CUP SPR

Here are some thoughts that we have and conditions that we would request be included on any approval of the Winslow Hotel Conditional Use Permit application:

A. Community Benefit: We see no public benefit in this proposal. The property should provide some benefit to the community. The Winslow Green development at the corner of Winslow Way and Madison Avenue includes a significant green area used by the public. The Bainbridge Landing apartment/condominium project north of the ferry terminal contained five acres of which they are dedicating one acre to the Bainbridge Island Metropolitan Park District. These projects set some precedence for projects providing some benefit to the community, especially in this case where a conditional use permit is required.

(A) 1. Requested condition: Require a minimum of a ten-foot wide open pedestrian access at the building entrance from the public sidewalk through the building to the open courtyard area. This entrance and courtyard area is to be open to the public from 10:00 AM to 8:00 PM every day, unless there are special events being held in the courtyard area. A sign must be placed in a very visible area from the public sidewalk notifying the public of their right of entry and use.

B. Setbacks: The building setbacks from the east and west boundaries appear to be very similar. The setbacks from driveways (impervious surfaces) are minimal and appear to be similar on the east and west boundary line. There appears to be no better level of transition adjacent to the residential uses along the west property line than on the east property line where there are commercial uses.

(B) 1. Requested condition: Require a landscaped setback area along the westerly property line from the Winslow Way right of way line to the southern property line. This area is not to have any impervious surfaces and shall require the developer to provide a landscape plan for approval in conjunction with the approval of the conditional use permit.

C. Building Mass: The comprehensive plan encourages more transition between commercial uses next to residential uses than commercial uses next to other commercial uses. The proposed east and west buildings have cross sections that appear to have similar mass, indicating no consideration of transition to residential uses.

(C) 1. Requested Condition: Require the west elevation to have a maximum height limit from current undisturbed grade that is not higher than the Corner House project located on Winslow Way adjacent to the west of the proposed hotel.

D. Modulation: The exterior walls of the east and west elevations of the buildings appear to be in a straight line with no modulations. Modulations are a common requirement for larger new construction in many communities. It helps break up the appearance of bulk and creates a more interesting and pleasant appearance.

(D) 1. Requested condition: Require a minimum of four feet of modulation every 40 – 50 feet of horizontal distance in the part of the building wings where the hotel rooms are located.

E. Parking: The applicant has provided a parking study that estimates the number of on site parking spaces that will be necessary. Despite the fact that this study was prepared by a professional, the ultimate conclusion in these types of reports is an art, not a science. We believe that it is important to have a check from other sources to verify the adequacy of the proposed on site parking. We believe that the city hiring a traffic engineer to do another parking study could create irreconcilable differences since those preparing the reports will likely have similar qualifications. We believe that with a conditional use permit process it is important to have a basis for whatever decision is made. Checking parking requirements in other comparable cities could provide guidance regarding how other professionals have handled hotel parking requirements in their zoning codes and may influence the final decision for on site parking.

(E) 1. Requested action: It is requested that the Planning Commission or Hearing Examiner ask city staff to investigate the parking requirements for hotel/restaurant/banquet facilities in the five most comparable cities in the region and calculate how many parking spaces each of these other cities would require for this property.

Respectfully submitted:

Kjell and Marilyn

Kjell and Marilyn Stoknes
168 Wood Avenue SW
Bainbridge Island, WA

Disclosure: We own one of the townhomes adjacent and directly west of the proposed hotel.

Memo from architect re: Winslow Hotel

The purpose of the Design Review Guidelines is to ensure that development on Bainbridge supports the vision described in the Comprehensive Plan, including a pedestrian-friendly downtown that preserves the special character and small town nature of the island and serves the needs of the community.

After reviewing the plans for the Winslow Hotel that were included in the agenda for the June 13, 2019 Planning Commission meeting, I have serious concerns about this project. The project jeopardizes the protected sequoia tree on the property. It also appears not to meet several of the city's Design Review Guidelines.

The landmark sequoia tree

The roots on a sequoia of this size range in diameter from 50' to 100'. They are shallow, only 12 to 14 feet at maturity. (From https://www.giant-sequoia.com/faqs/giant-sequoia-questions/: *Sequoias have a matting, shallow, and wide spreading root system. There is no taproot. A mature sequoia's roots can occupy over 1 acre of earth and contain over 90,000 cubic feet of soil.)*

Construction within 50' to 100' of the tree is likely kill the tree.

* It is a common understanding that construction needs to be outside root line for a tree to survive.

Inconsistencies with Design Review Guidelines

Commercial and Mixed-Use Design Guidelines for All Zoning Districts (BIMC 18.18.030)

- Design guideline #7: To reduce overall scale of the building: **Facades over 128' in length shall be separated by pedestrian passage or open space.** Passages should be at least 12' wide and two stories in height if covered. Façade setback should be expressed at the roof line by changes in plane. Passage should connect to public open space.
    - The east façade of the hotel is over 128' in length. It should be broken up with a pedestrian passageway.
- Design guideline #10: To encourage compatibility of development with both community and neighborhood characteristics: **Building designs should respond to nearby buildings** that meet the upgraded design standards by using shared elements elements, materials or **massing**.
    - There is no building in the vicinity whose mass is comparable to this one's. The other large buildings, including those that are 3 or 4 stories tall, have upper story setbacks, sidewalk setbacks, porches, and courtyards that reduce the effect of their mass on the street.

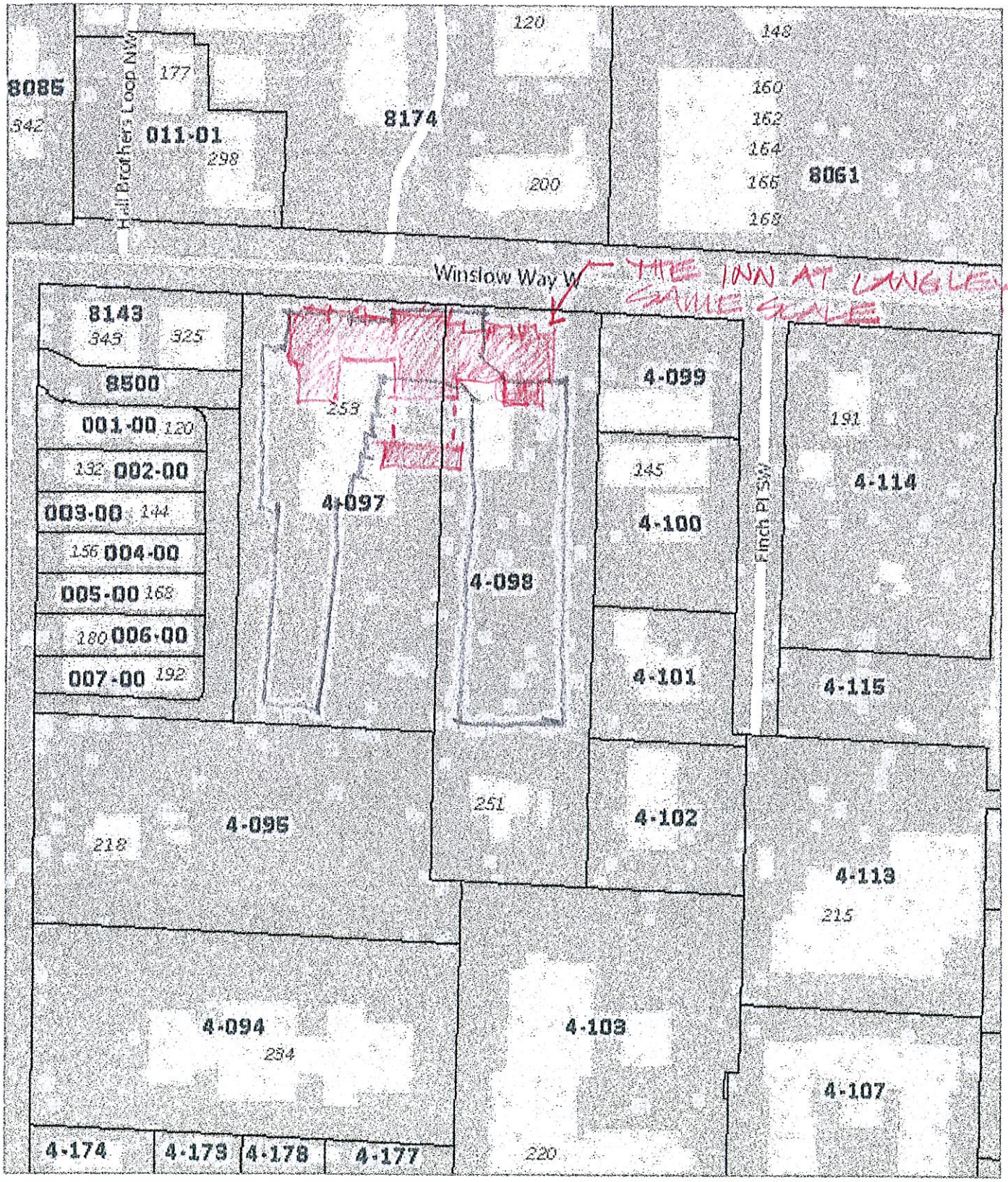
Mixed Use Town Center and High School Road Districts / General Design Guidelines (BIMC 18.18.030)

- Design Guideline #2: Outdoor Spaces and Amenities: To establish over time a variety of open spaces within the town center: **New development should provide facilities near or visible from the sidewalk for outdoor public use.**
  - The hotel's courtyard is for the use of hotel, restaurant and bar patrons. It is not accessible to, or usable by, the public. **It does not meet the requirement for outdoor public use.**
  - Opening the courtyard to Winslow Way would meet this guideline.

Attached: drawing of east façade of hotel with overlay of Marge Williams Center

Map Scale: 1 : 1,200

Printed: Wednesday. Jun 12, 2019



** This map is not a substitute for field survey **

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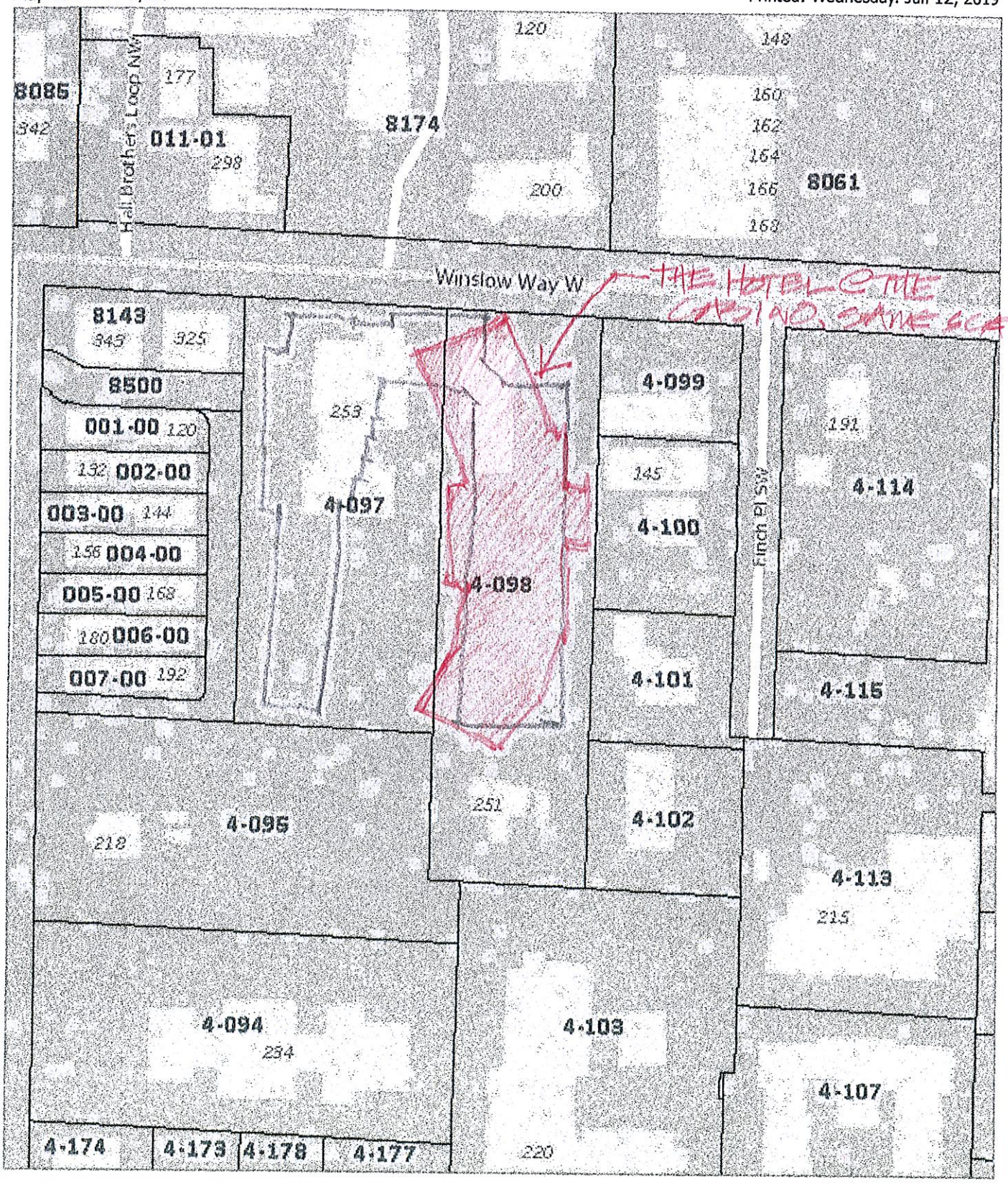

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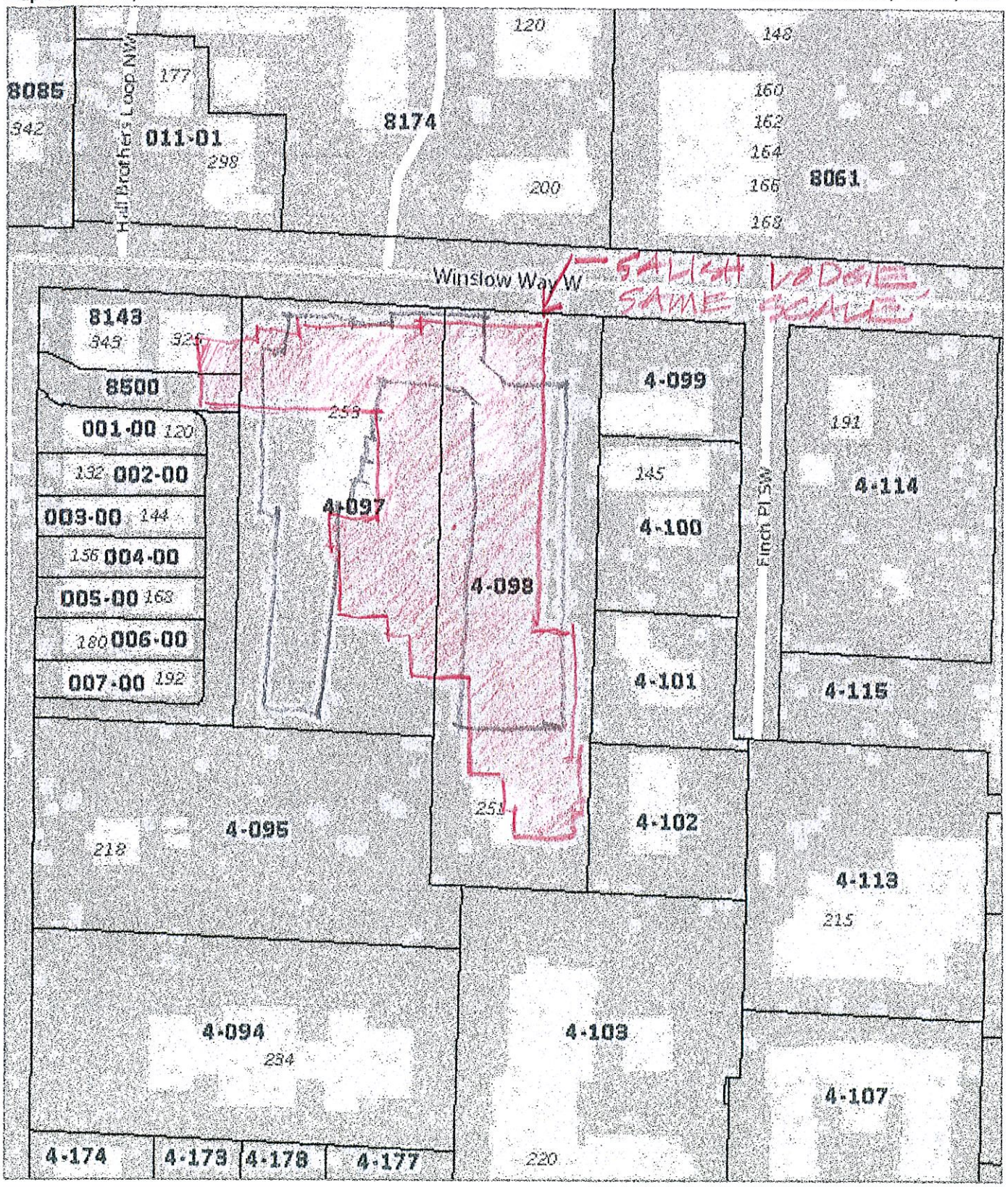

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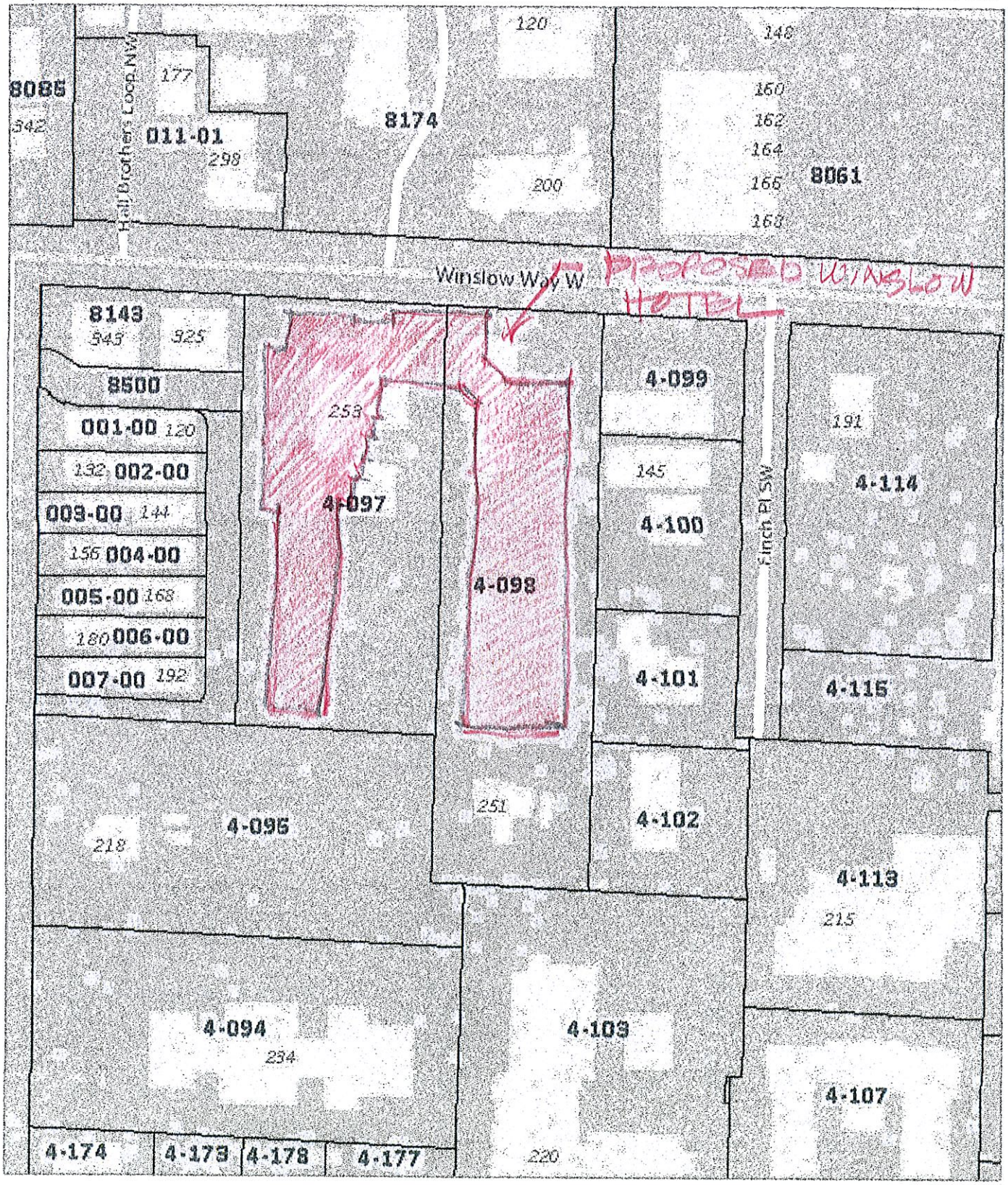

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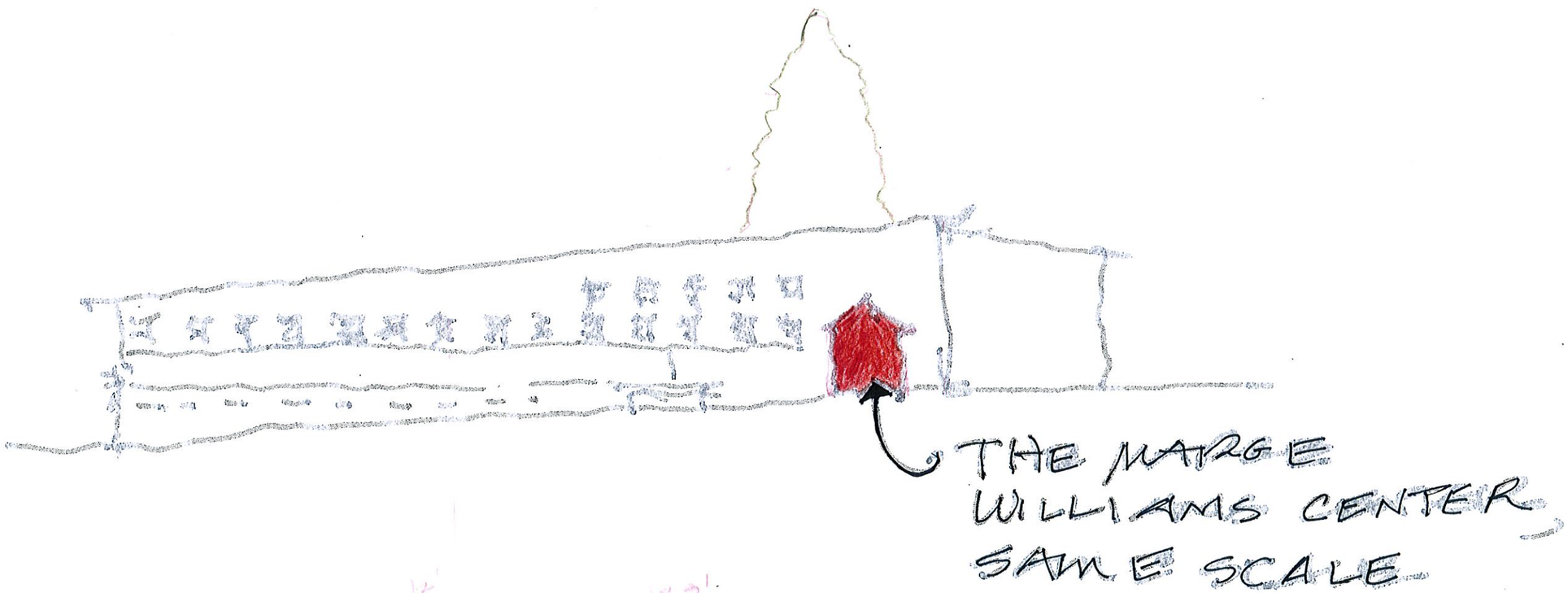
THE MARGE
WILLIAMS CENTER
SAME SCALE

06/11/2019

NAME:

Good evening:

My name is Dick Breen and my wife and I reside at
156 Hall Brothers loop which is directly across Winslow Way from the site of the proposed hotel

I. COMPREHENSIVE PLAN

As you know, The B.I community recently invested a large amount of time and thought into our Comprehensive Plan which envisions preservation of Winslow's small town atmosphere and special character

II. VISION

In keeping with that vision permitted uses for accommodations in the village central core district are limited to B & B's and Inns of 15 rooms or less.

Hotels, which by definition are larger than Inns, are permitted only as a conditional use and one can easily envision a small hotel as conforming to the intent of the Comprehensive Plan.

However, an 87 room hotel/event center and outdoor entertainment venue is not at all in keeping with the intent of the Comprehensive Plan.

Further, such a large scale hotel/event center/outdoor entertainment venue is not compatible with the residential uses in the immediate vicinity of the proposed hotel and on that basis the conditional use permit should be denied as per section 2.16.110 of the B.I Municipal Code.

THANK YOU