



DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

MEMORANDUM

Date: June 11, 2019
To: Planning Commission
From: Olivia Sontag, Planner
Subject: Winslow Master Plan Analysis for the Winslow Hotel (PLN50880 SPR CUP)

In addition to review of the Winslow Hotel (PLN50880 SPR CUP) staff report and attachments provided on June 7, please review the analysis for applicable Winslow Master Plan (WMP) goals and policies. The WMP was last updated in 2006. Since then, the WMP goals and policies have largely been established in the Bainbridge Island Municipal Code (BIMC), the Comprehensive Plan, the Island Wide Transportation Plan (IWTP), and the City's Design and Construction Standards. Applicable WMP goals and policies have been identified below and a summary of staff analysis is included.

Chapter 2 – Land Use

Goal WMP 2-1 Strengthen Winslow—the Island's commercial, cultural and commuter hub—as a sustainable, affordable, diverse, livable and economically vital community, by:

- Encouraging downtown living;
- Providing an enhanced pedestrian experience, with linked access to retail shopping, the ferry, major public facilities, open space and residential areas, and promoting and retaining visual access to Eagle Harbor;
- Promoting the efficient use of land;
- Encouraging the retention and expansion of retail that serves the needs of community members and visitors;
- Providing opportunities for business expansion and private reinvestment;
- Promoting development that is sustainable and supports community values; and
- Developing strategies that result in the creation of less expensive housing and retail space, thereby increasing diversity while minimizing dependence on the automobile.

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

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

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

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

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

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

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

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

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

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

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

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

- Preserving open space, agricultural land and critical areas, through participation in a Transfer of Development Rights (TDR) program or contribution to a land preservation effort;
- Providing public open space that is visibly accessible to the public, with adequate access from a public corridor.
- Contributing toward or providing public amenities (above and beyond what is required to mitigate the impacts of the project itself) that serve the community and enhance the livability and vitality of Winslow. Public amenities may include, but are not limited to, pedestrian connections; on-site places for public gathering; streetscape improvements; public art; and other public benefits as determined by the City;
- Preserving exceptional and/or legacy trees or trees within designated greenways.
- Preserving historic structures;
- Providing affordable housing;
- Utilizing green building and low impact development techniques;
- Creation of permanent open space on parcels that contain critical areas, by transferring development potential from the critical areas to another parcel within the Mixed-Use Town Center or High School Road Districts; and
- Relocating existing surface commuter parking to underbuilding (Ferry Terminal District only).

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

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

Chapter 3 – Housing

Policy WMP 3-1.4: The existing mobile home park situated to the north of the BPA provides an existing source of affordable housing. Because the site is zoned for higher intensity residential/commercial use, it is possible that the housing could be lost. Several mechanisms should be established to encourage the preservation of affordable housing on the site: (1) the unused development potential from the parcels on which the mobile home park is located may be transferred to another parcel within the MUTC and (2) allow the permanent preservation of the mobile homes to be used as an affordable housing bonus on another parcel within the MUTC.

Chapter 4 – Open Space and Trails

Goal WMP 4-1 Incorporate open space and green spaces throughout Winslow by:

- enhancing existing parks and developing new parks;
- providing street trees, small gardens and other landscaping that provides visual relief and enhances the character;
- providing a series of green spaces, plazas and corridors that connect the community, define character and protect resources; and
- celebrating and connecting the town to the Harbor and the Ravine.

Policy WMP 4-1.1: Development standards, design guidelines, and incentives should be provided to encourage retention or development of open space, public gathering spaces and parks.

Goal 4-3: Encourage maintenance and use of existing trails and development of additional trail connections to complement sidewalk and roadway connections.

Goal 4-4: Improve streets so that they are a part of the open space network, with sidewalks or paths as appropriate.

Policy WMP 4-4.1: A variety of green and gathering spaces should anchor the main streets in Winslow. The community should form partnerships to develop well-designed parks, streets, pathways and public facilities, to preserve the character of the downtown.

Policy WMP 4-4.2: Provide open space amenities along Winslow Way and other streets, including trees, small gardens, seating, art, to create a streetscape that serves as a stage for community gatherings and a gallery to showcase art and gardens.

Policy WMP 4-4.3: Incorporate courtyards into development to create a pattern of lined spaces or public and private gardens and gathering spaces that are inviting to the public.

Policy WMP 4-4.4: Gathering spaces should be incorporated by allowing buildings to be set back from the street, particularly at intersections, to provide gathering spaces.

Chapter 6 – Transportation

Goal WMP 6-1: Provide an efficient transportation and circulations system that supports Winslow as the commercial, cultural and community center and provides transportation choices that facilitate mobility and accessibility, or "access for all" by:

- Creating a pedestrian environment

- Providing pedestrian facilities and amenities;
- Creating a streetscape that provides pedestrian amenities;
- Providing pedestrian connections to Eagle Harbor, the Ravine and Ferry Terminal and between neighborhoods;
- Preserving, expanding and promoting the existing network of social/informal trails;
- Recognizing and developing Winslow Way as the centerpiece of downtown Winslow; and
- Managing public parking and encouraging a “park-once district” that provides accessible parking for downtown users.
- Creating a carefully designed grid of multi-modal street connections for improved access and circulation by
 - Improving street connectivity;
 - Managing traffic & traffic calming;
 - Promoting alternative modes of transportation;
- Improving transit services and facilities.

Goal WMP 6-2: Create A Pedestrian Environment for Winslow.

Goal WMP 6-3 Integrate bicycle facilities and amenities into a multi-modal transportation and circulation system for Winslow. Incorporate bicycle circulation into the roadway network to serve both commuters and recreation needs. New trails will be developed in accordance with the Winslow Master Plan and Non-Motorized Transportation Plan.

Goal WMP 6-4: Street design standards are intended to reinforce the character of the streets and emphasize their pedestrian orientation, and improve bicycle access in and around Winslow. (See the Non-Motorized Transportation Plan and the Island-Wide Transportation Study for Specific Street Plans.)

Goal WMP 6-5: Maintain Winslow Way as the centerpiece of Winslow and develop a multimodal street design program and create a pedestrian environment that supports vibrant retail. The streetscape design for Winslow Way should:

- Retain the small town character and a “sense of place” of Winslow
- Invite us to gather in our “community living room”
- Serve as a “gallery” for public art and a “stage” for community events
- Be eclectic and accommodating of change
- Be distinctive with details reflecting social and environmental values
- Showcase our community heritage and values including art, gardens, history and ecology
- Enhance connection to the harbor

Goal WMP 6-7: Encourage efficient multi-modal transportation by providing an integrated transportation system for Winslow that offers residents, employees and visitors multiple means of efficient travel, including pedestrian, bicycle, transit, and automobile modes of travel, and facilitates “access for all.”

Goal WMP 6-8: Improve street connectivity by building a finer grid of connected, multi-modal streets, alleys, bikeways and pathways in partnership with developers and other agencies. The Winslow connectivity grid should connect to the larger Island-wide transportation system.

Goal WMP 6-10: Reduce conflict with automobiles and other modes of transportation by utilizing design and management measures which modify motor vehicle travel speeds.

Policy WMP 6-11.4: Add on-street parking wherever feasible, either by creating on-street spaces where there were none previously, by converting parallel spaces to diagonal or by including on-street parking spaces in the design of new streets. Specifically, investigate the following locations for potential addition of on-street parking:

- Madison Avenue between Parfitt Way and Wyatt Way (new spaces);
- Bjune Drive (conversion of parallel to diagonal);
- Winslow Way west of Madison Avenue (new spaces).
- Winslow Way just west of SR-305;
- Ericksen north of Winslow Way.

Policy WMP 6-11.5: In addition to on-street parking, adequate shared parking should be located underground and in mixed-use buildings or satellite lots.

Policy WMP 6-11.9: Implement a cumulative “no net loss” standard for downtown parking, especially on-street parking.

Policy WMP 6-11.11: Increase bicycle and non-SOV (single-occupancy vehicle) parking.

Development-Related Parking Goal WMP 6-12: Provide flexibility in how parking requirements are met.

Policy WMP 6-12.1: Parking standards should be reviewed periodically to ensure that new development either provides sufficient parking to accommodate the proposed uses on-site or provides funds for off-site parking.

Policy WMP 6-12.2: Where appropriate, allow parking requirements for new development to be met by creating new on-street parking spaces in conjunction with the development. This may include new on-street parking spaces as a result of the construction of new roads.

Chapter 8 - Utilities

Goal 8-1: Improve water quality, wisely use water resource, and control infrastructure costs through conservation efforts, restoration projects, management practices and more environmentally responsible building techniques and development standards.

Policy WMP 8-1.2: Provide development standards, design guidelines and incentives to encourage low-impact and green building techniques.

Policy WMP 8-1.3: Provide development standards, design guidelines and incentives for preservation of water quality.

Policy WMP 8-1.4: Provide development standards, design guidelines and incentives to encourage retention of open space, trees, water quality and higher standards of green building.

Policy WMP 8-1.5: Require sustainable green building standards (e.g. LEED silver rating) on all development that exceeds current permitted density to minimize demands on utilities and environmental impacts.

Staff Analysis: The proposal provides an enhanced pedestrian experience with 6-foot wide sidewalks, 3-foot wide planter strips, street trees, and a bike lane. This provides better connectivity to retail shopping, the ferry, public facilities, open space, and residential areas. A hotel expands the customer base for local businesses, serving the needs of the community and visitors. The proposed development proposes sustainable practices such as rainwater recycling, pervious parking and drive surfaces, and solar panels. Transition standards have not been established when abutting less intense zoning districts

and perimeter buffers do not apply for this zone. Stepped-back buildings are encouraged in the design guidelines, but allows for alternatives if the effect is that the upper floors recede from view and the impacts of massing on light and air are addressed. The applicant has proposed a façade with highly glazed glass and the Design Review Board recommendation finds that it meets the intent of a soft street edge rather than creating a corridor affect. The dimensional standards in BIMC Title 18 require that front yard setback for the development be no greater than 5-feet and the building is located to provide street presence. The courtyard and event space within the hotel serve as a gathering space for community events.

Since 2006, Floor Area Ratios (FAR) have been implemented in the Mixed Use Town Center (MUTC) and High School Road districts. The Central Core district within the MUTC was designated the most density and is eligible for bonus FAR. The applicant is proposing to earn the bonus through purchase of development potential from the mobile home park and contributing towards or providing public amenities.

The proposal does not enhance or develop existing parks but it does provide street trees, a 3-foot wider planter strip between the sidewalk and road, and a courtyard with a reflecting pond. The courtyard provides connectivity to the sidewalk and is in close proximity to the Winslow Green. The applicant has proposed art in the courtyard and would like to display a piece from a Salish tribe. The proposal retains over 100 tree units and proposes to plant an additional 137 new trees totaling over 16,000 square feet of newly planted areas using almost exclusively native species. Existing trails on adjacent properties were not identified, however, the City's Public Works Development Engineer is recommending the developer install a crosswalk near the midpoint of the property for greater connectivity.

Non-motorized improvements such as pedestrian and bicycle amenities and facilities have been incorporated into the BIMC and IWTP requirements. In addition to the sidewalk and bike lane, the applicant is required to provide a minimum of 28 bicycle spaces. The hotel, sidewalk, and parking, including a van-accessible parking space in the entry court, provide disabled access. The proposal exceeds parking recommendations from the consultant with all spaces located on site, proposes a van as hotel shuttle service, provides two on-street spaces with an electric vehicle charging station and seven others located in the parking garage, and exceeds bicycle parking requirements. The traffic impact analysis prepared by the applicant's consultant evaluates the impacts of proposal including other projects currently underway in the project vicinity and concluded that no mitigation was required.

We look forward to discussion at the Planning Commission meeting on June 13.

Thanks!