

LIST OF PROPOSED CONDITIONS FOR THE WINSLOW HOTEL

The following is a list of conditions that we, Winslow residents and neighbors of the Winslow Hotel, would like to see imposed on the hotel by the city in order for it to receive a conditional use permit. We believe these conditions will ensure that the hotel becomes an asset to downtown Winslow, rather than something that favors visitors at the expense of those of us who live here.

PARKING AND TRAFFIC CONGESTION

1. Provide 179 onsite parking spaces (assuming 75 rooms) to ensure that adequate parking is provided on site and that no off-site parking will be required.

○ Rationale:

- 179 is the full requirement cited by the developers' parking study for when the hotel operates at maximum capacity assuming 75 rooms. Currently the developers plan to provide 120 spaces, which is just under the 125 spaces recommended by the parking study for "daily" use of the hotel (that is, for days when large events are not happening). However, the hotel is designed specifically as a destination venue for large events. Therefore, designing parking for less than maximum use is unrealistic. The developers use the maxim that "one doesn't design church parking for Easter Sunday." That makes sense for a church where "Easter Sunday" only occurs once a year. By contrast, the Winslow Hotel is designed to accommodate "Easter Sunday" as often as possible all year round.
 - If the developers will not agree to carry the full parking load on site, then they should scale the hotel to the number of parking spaces available.
- The developers plan to rent parking spots off-site for their large events and then use hotel valets to move cars to those lots and/or direct guests to those lots where a shuttle will meet them. This plan is unrealistic and unenforceable:
 - There is no guarantee that parking spots they rent today will be available in a few years. Winslow real estate is too valuable to count on for long term rental parking.
 - This same plan had disastrous results when it was used at the Pavilion.

- Most guests will not drive to an off-site parking lot in order to meet a shuttle. They will simply park in the first on-street parking spot they see, filling up our already limited parking in downtown Winslow.
- Guests who attempt to valet park their cars will be discouraged by the long wait time created by the hotel's too-small load/unload zone. Because the load/unload zone accommodates only four cars, and because dozens of cars will arrive at the same time, guests who wish to valet park their cars will grow tired of waiting and will instead seek on-street parking.
- This arrangement may be a violation of city code.

This is an issue for all of downtown Winslow, not just for the immediate neighborhood.

The narrative for this proposed condition miss-quotes the parking study. We initiated the study because in the Core Zone, the City's parking requirements (Table 18.15.020-2) require a "technical studies prepared by a qualified professional relating to the parking need for the proposed use" or "required parking for the proposed use as determined by other comparable jurisdictions". We chose to do the technical study so as to better take into account the proximity to the ferry.

It should be noted that if this hotel had been located on the island outside of Winslow the parking requirement (Table 18.15.020-1) is one parking space per sleeping room.

From the Study commissioned:

- The shared parking model recommends a parking supply of 120 parking spaces to accommodate peak **design day** demand, which is projected to occur at 9:00 PM on a weekend, likely in summer. **Design day projections assume that 3,600 square feet of the event space (main ballroom and pre-function) is used by a large party.**
- Hotel guests (47 spaces) and event guests (57 spaces) 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 recommends a parking supply of 179 parking spaces to accommodate peak parking demand assuming all 7,359 square feet of event space is in use concurrently, as well as full occupancy of the hotel rooms. Walker recommends parking be planned for **design day** conditions, with a contingency plan for the max event scenario; parking spaces that will sit empty for well over 300 days a year is not advised.

Parking Study at 70 rooms

Parking spaces required are 120 for 70 rooms = 47 spaces for rooms, 57 spaces for events and the balance for employees and external patrons. **0.6714 spaces/room**

Parking Study applied to 75 rooms

Parking spaces required are 124 for 75 rooms = 51 spaces for rooms, 57 spaces for events and the balance for employees and external patrons. **0.6714 spaces/room**

Parking Study applied to 87 rooms

Parking spaces required are 132 for 87 rooms = 59 spaces for rooms, 57 spaces for events and the balance for employees and external patrons. **0.6714 spaces/room**

WE ARE PROPOSING 136-138 ON SITE SPACES.

The event spaces total 5,880sf, having been adjusted downward from 7,359sf used in the Parking Study, for a decrease of 1,479sf or 50 people at 30sf/person. This reduction will reduce the peak parking demand predicted for this use, but does not change the design day demand.

2. Modify the design to place vehicle load/unload at the back of the property, or in the garage, to minimize backup on Winslow Way.

- Rationale: According to the developers' traffic study, the passenger load area in front of the hotel holds four cars, which is supposed to be adequate to prevent congestion and obviate the need for a left-turn lane on Winslow Way. Perhaps this would be true for a non-ferry-dependent, non-event-dependent hotel where car arrivals are spaced out. Here, however, large numbers of cars will arrive and leave at the same time. If even ten cars get off the ferry at the same time, they will stack up and block the westbound lane of Winslow Way waiting for the cars ahead to unload. This will cause backups whenever a group of wedding or conference goers have a common day and time to arrive. Moving the vehicle load/unload area farther south on the property will mitigate this problem by using the developers' property, not city right-of-way, as the holding area.

The traffic study found that no left turn warrant is triggered by the predicted hotel traffic. The Study also recognizes the "pulse" of ferry traffic. The drop off as designed allows for queuing of a minimum of four cars, and immediately adjacent is the driveway to the under building parking that can handle additional queued cars if necessary.

Without re-entering Winslow Way any excess arrivals can be staged on the drive leading down to the underbuilding parking.

- #### **3. Require the hotel to offer and prominently advertise a shuttle service for guests to and from the ferry and to points of interest around the island.** Require that this service be fully integrated into hotel operation (not a disposable frill) and that all hotel and event guests be urged to use this service from their first contact with the hotel.

- Rationale: this will help to reduce traffic on Winslow Way and reduce the need for parking.

The Hotel has proposed to provide shuttle service to greet all incoming guests arriving by ferry.

Further, the traffic study found that hotel induced traffic did not change any Level of Service (LOS) at intersections the City required be studied.

NOISE

The City adopted WAC 173-60-020, 173-60-040, 173-60-050 except for 173-60-050(3)(a), and 173-60-090. There is nothing extraordinary at this location that isn't recognized by these regulations.

173-60-030 << 173-60-040 >> 173-60-050

No agency filings affecting this section since 2003

WAC 173-60-040

Maximum permissible environmental noise levels.

(1) No person shall cause or permit noise to intrude into the property of another person which noise exceeds the maximum permissible noise levels set forth below in this section.

(2)(a) The noise limitations established are as set forth in the following table after any applicable adjustments provided for herein are applied.

EDNA OF NOISE SOURCE	EDNA OF RECEIVING PROPERTY		
	Class A	Class B	Class C
CLASS A	55 dBA	57 dBA	60 dBA
CLASS B	57	60	65
CLASS C	60	65	70

(b) Between the hours of 10:00 p.m. and 7:00 a.m. the noise limitations of the foregoing table shall be reduced by 10 dBA for receiving property within Class A EDNAs.

(c) At any hour of the day or night the applicable noise limitations in (a) and (b) above may be exceeded for any receiving property by no more than:

- (i) 5 dBA for a total of 15 minutes in any one-hour period; or
- (ii) 10 dBA for a total of 5 minutes in any one-hour period; or
- (iii) 15 dBA for a total of 1.5 minutes in any one-hour period.

[Order 74-32, § 173-60-040, filed 4/22/75, effective 9/1/75.]

Hotel's EDNA is Class B, Residential is Class A. Standards are defined by the State to define appropriate noise limitations. In this circumstance 57 dBA during the day, and 47 dBA evenings from 10:00PM to 7:00AM. The standards recognize adjacent uses, their proximity, and appropriate time restrictions to reduce the legal sound from the source use by half at night.

There is no demonstrative reason to alter these standards that are applied statewide.

1. Overall noise

- a. **Prohibit all outdoor operations between 8:00 pm and 8:00 am, including loading dock activities and outdoor events.**

Noise regulations apply to all operations, inside and out and there is no basis to restrict further.

- b. **Require the project to provide sound lock vestibules at entrances to the bar, restaurant, banquet hall, and music hall, and to keep exterior doors closed at all times.**

Noise regulations apply to all operations, inside and out and there is no basis to restrict further.

- c. **Restrict decibel levels from all sources, including intermittent sources, to either 47 dBA (hourly Leq) or existing night time noise conditions + 5 dBA, whichever is lower, between 8:00 pm and 8:00 am at property perimeter.**

- i. Rationale: the hotel is surrounded on all four sides by residences, including multi-unit condominiums, single homes, and senior living facilities. Most of these people go to bed early because they are commuting to Seattle, have young children, or are elderly. Noise from the hotel past 8:00 pm will impair people's sleep and make it impossible for people to keep windows open for ventilation.

According to WHO "Guidelines on Community Noise" (Berglund, 1999), *"If negative effects on sleep are to be avoided. . . noise events exceeding 45 dBA should be limited if possible."*

We request that Class B (commercial) to Class A (residential) noise limits be applied, requiring a reduction to 47 dBA at night at the perimeter. Because of the nature of the residents (elderly, children, commuters) we request that the nighttime limitations go from 8:00 pm to 8:00 am rather than 10:00 pm to 7:00 am.

Noise regulations apply to all operations, inside and out and there is no basis to restrict further.

- d. **Mitigate noise impacts on surrounding residences** with an attractive, 8', sound-absorbing wall along the west and south sides of the property. On the west side, place wall to the east of the existing trees which straddle the property boundary. Plant trees along the exterior of the wall for esthetic purposes.

We are researching the effectiveness of an 8' wall.

- e. **Require the hotel to conduct a noise study of existing noise conditions for city staff review as part of the CUP process.**

The hotel is required to conform to noise regulations regardless of current conditions. A study would provide no actionable information.

Require the hotel to conduct quarterly noise monitoring to track compliance with sound level limits throughout the duration of the CUP, with reports sent to the city within one month of the measurement date, and from there made available to the public.

- i. Noise analysis and monitoring shall be conducted by a consulting firm that is an active member of the National Council of Acoustical Consultants.
- ii. Rationale 1: sound perception is subjective. Neighbors may think sound is louder than it is. Hotel operators may think it's lower than it is. Noise meters will allow all parties to accurately monitor noise levels at the perimeter.
- iii. Rationale 2: while current owners are concerned about noise levels for the sake of their guests, the hotel is likely to change hands in the future.

We want to make sure that noise limits are respected for the life of the building.

There is no reason to alter the enforcement of sound standards, the City adopted WAC 173-60-090, and additionally BIMC 16.16.060 also spells out enforcement consistent with State Law. The operations of the hotel, regardless of ownership, must conform to the law.

WAC 173-60-090

Enforcement policy.

Noise measurement for the purposes of enforcing the provisions of WAC **173-60-040** shall be measured in dBA with a sound level meter with the point of measurement being at any point within the receiving property. Such enforcement shall be undertaken only upon receipt of a complaint made by a person who resides, owns property, or is employed in the area affected by the noise complained of, EXCEPT for parks, recreational areas, and wildlife sanctuaries. For enforcement purposes pursuant to RCW **70.107.050**, each day, defined as the 24-hour period beginning at 12:01 a.m., in which violation of the noise control regulations (chapter **173-60** WAC) occurs, shall constitute a separate violation.

[Order DE 76-5, § 173-60-090, filed 2/5/76; Order 74-32, § 173-60-090, filed 4/22/75, effective 9/1/75.]

BIMC 16.16.060 Enforcement and authority – Civil infractions.

The police department and the code enforcement officer shall be responsible for the enforcement of this chapter and are authorized to issue, serve and file notice of infraction in the manner set forth in Chapter 1.26 BIMC for violations of the provisions of this chapter. (Ord. 2002-10 § 1, 2002: Ord. 2001-04 § 1, 2001)

2. Outdoor event noise

a. Prohibit amplified sound of any kind outside at all times.

Noise regulations apply to all operations, inside and out and there is no basis to restrict further.

3. Service road and loading dock noise

a. Move the service drive and loading dock to the east side of the property where they will not abut residences.

- Rationale: the hotel's service drive is within 10' of Corner House condos. Garbage and delivery trucks, including tractor-trailers, will drive that road multiple times a day. The roar and whine of their engines and the piercing "beep beep beep" of their backing up will penetrate the windows of the condo units. Moving the service drive and loading dock to the east side of the property would put the noise on the side that does not have residential neighbors.

Site topography, and the relationship of the hotel to downtown Winslow, precludes "flipping" the service access to the east side of the project site. All three sides of the hotel include residential uses. Instead we have mitigated "service" sound by limiting the time of day that garbage and recycling are picked up, and enclosed the dumpsters/recycling bins. The hotel can install a wall on portions of the westerly property line if desired.

- b. **Enclose the lower end of the service drive/loading dock area** with a roof and walls covered with sound absorbing materials so that garbage pickup, compacting, and deliveries take place in an indoor, sound insulated space.
 - i. Rationale: Although the developers have moved the garbage collection area indoors, garbage/recycling pickup and daily deliveries will still occur outside this enclosure. The noise from these pickups and deliveries will impact not only nearby residences but also the hotel rooms immediately above. Enclosing the pickup/delivery area will soundproof the area for neighbors and guests. (Adding a green roof on top would provide an amenity for hotel guests who could see it and perhaps access it from the upstairs hallway.)

The garbage and recycling bins are in an enclosed space. A wall at the property line will shield any remaining truck noise. Hotel guests will use the central garden court, unlikely they would want to overlook the neighbor's driveway and garage doors.

- c. **Require that garbage/recycling pickup occur only between 10:00 am and 6:00 pm.**

We have an agreement with Bainbridge Disposal, submitted as part of the public record, in this regard in writing.

- d. **Require "No idling" signs and enforcement for service vehicles.**
- e. **Require sound absorbing surfaces on all walls and doors around loading dock.**

We will investigate sound absorptive materials on a surface surrounding the loading dock.

Provide a sound barrier around any external HVAC units.

Any external HVAC units will conform to applicable regulations and laws.

LIGHT POLLUTION/GLARE

1. **Ensure that all outside lighting meets dark sky IDA standard or equivalent**, including exterior service road lighting, to minimize light pollution and glare to neighboring properties.
 - o Rationale: the developers are planning on using low-glare outside lights, which we appreciate. However, we would like this written into the conditional use permit to ensure that future owners and operators are required to do so as well.

The hotel will conform to, or exceed, City requirements for shielded lighting.

HOTEL SIZE

1. **Reduce the size of the hotel to 50 rooms and a building that is in scale with the surrounding neighborhood.**

- a. Rationale: the hotel as designed is out of scale with the neighborhood. At three stories it will tower over surrounding buildings, blocking sunlight from neighboring properties. Its massive footprint and façade will dwarf not only the surrounding buildings but most buildings on Winslow Way. The charm of Bainbridge—what makes it a pleasant place to live and a destination for visitors—is its small-town look and feel. This project diminishes rather than enhances those qualities. Reducing its size will make it an amenity we can be proud of rather than a destination for wealthy visitors that reduces quality of life for those of us who live here.

Nearby buildings on Winslow Way are three and four stories, including the residential building to the immediate west on Winslow Way (two stories of residential over parking garage).

Across the street is a three story commercial building with the florist on ground floor and offices above, as well as additional three story residential buildings, some over parking within the same development. Winslow Green is two stories of residential over commercial.

To the east on Wood is a three story residential building, with a four-story building directly south. On the south side of the hotel is a three-story apartment building.

To the southwest on Wood Avenue is a four story residential building.

There are no less than eleven (11) buildings three or four stories tall within one block of the proposed hotel.

The Hotel is three stories on Winslow Way, and on courtyard east and west wings three stories as well.

Core zoning allows for 1. Unlimited lot coverage, 2. No building setbacks, 3. Up to a floor area ratio (FAR) of 1.0 for commercial, and mixed use a FAR up to 1.5. 4. Building height of 45' when there is underbuilding parking.

1. Hotel's lot coverage is about 31,000sf, or **39% of total allowable**.
2. It has side yard setbacks of 24'-3" to the east and 17'-6" to the west. Rear yard setbacks from the east wing of 90'-0" and the west wing of 5'-0".
3. The hotel square footage is 73,500sf, or about **92% of the single use allowable FAR, or 61% of the allowable mixed use FAR**.
4. The hotel conforms to the 45' height limit.