

Attn: Planning and Community Development  
From: Charles Wenzlau, Wenzlau Architects  
Date: November 24, 2020  
RE: Messenger House Phase 2

## PROJECT NARRATIVE & DECISION CRITERIA

The primary goals of this project to create a comfortable residential enclave that creates a sense of community both for the residents and surrounding neighborhood. The design approach results from breaking the overall new wing into multiple forms, to maintain the proper scale alongside the 1917 building. The new wing will complement the older buildings with their Mediterranean style, while being of its own time. The new layout will take advantage of its orientation to Seattle and water views to the east, as well as more local views within the surrounding open space.

The project will employ a variety of sustainability strategies, including adaptive re-use of the historic buildings, focusing new construction within previously disturbed areas, minimizing new impervious surfaces, and restoring native plantings. Project is within walking distance to neighborhood commercial services.

The existing south wing built in 1997 no longer meets the level of care and services provided by contemporary Assisted Living facilities. Due to code changes and enhanced services provided by care providers, a single-story wing could not provide the space needed without being exceptionally sprawling and would take up a large portion of the overall site.

### PLANNING APPROVALS

The project applications will include the following: Site Plan and design Review, Major CUP and Minor CUP (related to nomination of 1917 Building onto historic register). The property consists of two parcels which will be aggregated through a Boundary Line adjustment (to be applied for after CUP/SPR decision). The Messenger House Facility has been realized over several decades and the related approvals for the various phases of construction.

### PROJECT USES

Messenger House has been providing assisted living and memory care for Island residents since the 1980's. The facility was closed and resold last year and is undergoing a significant rehabilitation itself. The phase one improvements include interior remodeling of the 1996 memory care wing. Phase two, the focus of this application includes the demolition and reconstruction of the 1986 assisted living wing as well as improvements to the original 1917 building (previously known as the Moran School). The new wing will contain both assisted and independent living units and related common area functions.

The combined number of beds will remain unchanged at 96, consistent with the original CUP approvals. No expansion is planned for the parking areas. The existing 1996 wing, currently one story, will be replaced with a three-floor building (approx. 60,000sf) which will contain living units and common areas for residents.

## PHASING

The project will be constructed in two phases. Phase one, currently in building permit review, will include interior renovations to the memory care wing (50 beds). There will also be limited exterior work with landscaping. This portion of the project will begin Summer/Fall 2020 with a construction period lasting eight months. Phase two will replace the 46bed skilled nursing wing (one floor) with an assisted living facility (3 floors). The assisted living wing will combine assisted living (75% of the beds) with independent living units (25% of the beds). The construction is expected to begin summer 2021 with a construction period lasting eighteen months.

## OWNERSHIP

The property is owned by Cascadia Senior Living and Fieldstone Communities.

## COMMUNITY RESIDENTIAL COMPONENTS

The project will maintain a total of 96 beds. The facility, as described above, is divided into three main areas; existing memory care wing, proposed assisted/independent living wing and the existing 1917 building which will contain common area and administrative functions. The memory care and assisted living wings have separate common areas to serve each areas residents. The outdoor spaces are designed to support a range of activities including walking, sitting areas, outdoor terraces, and small active area amenities.

## CONDITIONAL USE PERMIT

CUP Decision Criteria: A conditional use may be approved or approved with conditions if:

1. The conditional use is consistent with applicable design guidelines in BIMC Title 18. The conditional use is compatible with the established and intended character of the neighborhood, considering factors that include, but are not limited to, hours of operation, the type of activities generated by the use, and the predictable levels of any adverse impacts; and

Response: The proposed use has been in existence since 1960. The current facility was last enlarged in 1996 to its current 96 bed facility. The proposed plans will not enlarge or intensify the existing use. The hours of operation will remain unchanged. The types of activities will remain unchanged. The staffing will be reduced from 30 to 12 based upon the elimination of skilled nursing care. No new adverse impacts are known except for a slight increase in the daily vehicle patterns.

2. The conditional use will not be materially detrimental to uses or property in the vicinity of the subject property; and

Response: The proposed use is consistent with prior CUP approvals and will not intensify site activities. The visual impacts are reduced since the proposed addition will be located in the same location as the existing wing to be replaced. The building height will be increased from 1 floor to three floors to accommodate the larger (non-shared) living units. The prior units had two residents sharing a unit. The scale of the new wing will be consistent with the three floor 1917 building to the north. The site previously included a four floor theater building which was removed in 2017. The traffic to and from the site will be further restricted from current patterns by closing off the gravel fire lane and directing service vehicles to use Ocean Drive.

3. The conditional use is consistent with the comprehensive plan and other applicable adopted community plans, including the Island-Wide Transportation Plan; and

Response: Based upon review of the Comprehensive Plan, the project supports multiple relevant sections. Project will include a non-motorized facility along the south edge within the unopened ROW.

4. The conditional use complies with all other applicable provisions of the BIMC; and

Response: The site design meets all applicable development standards including dimensional standards, landscape requirements, ARPA, parking, etc.

5. 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 vicinity of the subject property; and

Response: Restrictions to vehicle access and new landscape screening will reduce potential impacts.

6. Noise levels shall be in compliance with BIMC 16.16.020 and 16.16.040.A; and

Response: Project will comply with all local noise restrictions.

7. The streets and nonmotorized facilities as proposed are adequate to accommodate anticipated traffic; and

Response: The project will comply with all required ROW improvements including construction of a new non-motorized pedestrian path along the unopened ROW.

8. The city engineer has determined that the conditional use meets the following decision criteria:

a. The conditional use conforms to regulations concerning drainage in Chapters 15.20 and 15.21 BIMC; and

b. The conditional use will not cause an undue burden on the drainage basin or water quality and will not unreasonably interfere with the use of properties downstream; and

c. The streets, nonmotorized facilities, locations of the buildings, structures, and vehicular circulation systems as proposed align with and are otherwise coordinated with streets and nonmotorized facilities serving adjacent properties and are adequate, safe, efficient and consistent with the Island-Wide Transportation Plan; and

d. If a traffic study shows that the use will have an adverse impact on traffic, including nonmotorized traffic, the impact shall be mitigated as required by the city engineer; and

e. If the conditional use will rely on public water or sewer services, there is capacity in the water or sewer system (as applicable) to serve the conditional use, and the required service(s) can be made available at the site; and

f. The conditional use conforms to the "City of Bainbridge Island Engineering Design and Construction Standards and Specifications" unless the city engineer has approved a deviation to the standards; and

Response: The applicant has been following and responding to all information and requirements from Engineering staff. Engineering has determined no traffic impact analysis is warranted due to minimal changes to anticipated vehicle trips.

9. The Kitsap public health district has determined that the conditional use meets the following decision criteria:

a. The proposal conforms to current standards regarding domestic water supply and sewage disposal; or if the proposal is not to be served by public sewers, then the lot has sufficient area and soil, topographic and drainage characteristics to permit an on-site sewage disposal system; and

b. If the health district recommends approval or disapproval of the application the health district shall so advise the director; and

Response: The project is under review by local health authorities and will comply with all relevant local regulations.

10. The Bainbridge Island fire department has reviewed the application and determined that the conditional use will ensure fire protection.

Response: Applicant has coordinated with BIFD on fire flow, fire protection and fire access.

G. Additional Decision Criteria for Institutions in Residential Zones. Applications to locate any of those uses categorized as educational facilities, governmental facilities, religious facilities, health care facilities, cultural facilities, or clubs in Table 18.09.020 in residential zones shall be processed as major conditional use permits and shall be required to meet the following criteria, in addition to those in subsection F of this section:

1. All sites must front on roads classified as residential suburban, collector, or arterial on the Bainbridge Island functional road classification map.

Response: See Prior CUP approvals 1994/1995

2. The scale of proposed construction including bulk and height and architectural design features is compatible with the surrounding area.

Response: See Prior CUP approvals 1994/1995

The visual impacts are compatible due in part the proposed addition will be in the same location as the existing wing to be replaced. The scale of the new wing will be consistent with the three floor 1917 building to the north. The site previously included a four-floor theater building which was removed in 2017. The scale of the facility is within the 35' allowable height limit. Lastly, the new wing will exceed setback requirements, will maintain existing mature trees to provide screening, and will supplement landscape screening with new plantings.

3. If the facility will have attendees and employees numbering fewer than 50 or an assembly seating area of less than 50, the director may waive any or all the above requirements in this subsection G, but may not waive those required elsewhere in the BIMC.

Response: See Prior CUP approvals 1994/1995. The project will have approx. 12 employees and will not have assembly seating areas which exceed 50.

## **SITE PLAN REVIEW**

SPR Decision Criteria. The director and planning commission shall base their respective recommendations or decisions on site plan and design review applications on the following criteria:

1. The site plan and design are consistent with all applicable provisions of the BIMC; and

Response: The site design meets all applicable development standards including dimensional standards, landscape requirements, ARPA, parking, etc.

2. The locations of the buildings and structures, open spaces, and landscaping result in a context-sensitive design; and

Response: The siting of the proposed new wing is located where the prior wing was located. The new wing has a larger footprint to provide patient services consistent with today's standard of care. The new wing will be connected to the existing 1917 building in such a manner that will restore the primary east facing façade currently obscured in part by the prior addition. The massing of the new wing is broken into three main portions to help breakup the overall mass. The common areas are expressed as transparent facades to provide views and light and are oriented to capture views of Puget Sound. The existing porte-cochere will also be renovated to reflect the spirit of the new building. The materials proposed for the new addition will harmonize with the renovated 1917 building and remodeled memory care. The east facing open space will be largely maintained as is with the addition of new accessible walkways, and outdoor terraces. The west facing open spaces will be replanned to take advantage of relocation of the existing service drive.

3. The Kitsap public health district has determined that the site plan and design meets the following decision criteria:

- a. The proposal conforms to current standards regarding domestic water supply and sewage disposal; or if the proposal is not to be served by public sewers, then the lot has sufficient area and soil, topographic and drainage characteristics to permit an on-site sewage disposal system; and
- b. If the health district recommends approval of the application with respect to those items in subsection F.3.a of this section, the health district shall so advise the director; and
- c. If the health district recommends disapproval of the application, it shall provide a written explanation to the director; and

Response: The project is under review by local health authorities and will comply with all relevant local regulations.

4. The streets and nonmotorized facilities, as proposed, are adequate to accommodate anticipated traffic; and

Response: The project will comply with all required ROW improvements including construction of a new non-motorized pedestrian path along the unopened ROW.

5. The city engineer has determined that the site plan and design meets the following decision criteria:

- a. The site plan and design conforms to regulations concerning drainage in Chapters 15.20 and 15.21 BIMC; and
- b. The site plan and design will not cause an undue burden on the drainage basin or water quality and will not unreasonably interfere with the use of properties downstream; and
- c. The streets, nonmotorized facilities, locations of the buildings, structures, and vehicular circulation systems as proposed align with and are otherwise coordinated with streets and nonmotorized facilities serving adjacent properties and are adequate, safe, efficient and consistent with the Island-Wide Transportation Plan; and
- d. If a traffic study shows that the proposed development will have an adverse impact on traffic, including nonmotorized traffic, the impact shall be mitigated as required by the city engineer; and
- e. If the site will rely on public water or sewer services, there is capacity in the water or sewer system (as applicable) to serve the site, and the required service(s) can be made available at the site; and
- f. The site plan and design conforms to the "City of Bainbridge Island Engineering Design and Construction Standards and Specifications," unless the city engineer has approved a deviation from the standards; and

Response: The applicant has been following and responding to all information and requirements from Engineering staff. Engineering has determined no traffic impact analysis is warranted due to minimal changes to anticipated vehicle trips.

6. The site plan and design is consistent with applicable design guidelines in BIMC Title 18; and

Response: The site design meets all applicable development standards including dimensional standards, landscape requirements, ARPA, parking, etc.

7. No harmful or unhealthful conditions are likely to result from the proposed site plan; and

Response: No harmful conditions are known to occur.

8. The site plan and design is consistent with the comprehensive plan and other applicable adopted community plans; and

Response: Based upon review of the Comprehensive Plan, the project supports multiple relevant sections.

9. If the subject property contains a critical area or buffer, as defined in Chapter 16.20 BIMC, the site plan and design review permit conforms to all requirements of that chapter; and

Response: The site is subject to ARPA and will meet protection requirements.

10. If the subject property is within the shoreline jurisdiction, as defined in Chapter 16.12 BIMC, the site plan and design review permit conforms to all requirements of that chapter; and

Response: While project is not within shoreline jurisdiction, the stormwater out to Puget Sound has been evaluated to avoid adverse impacts.

11. If the applicant is providing privately owned open space and is requesting credit against dedications for park and recreation facilities required by BIMC 17.20.020.C, the requirements of BIMC 17.20.020.D have been met;

Response: No credits are requested for open space

12. The Bainbridge Island fire department has reviewed the application and determined that the site plan has been properly designed to ensure fire protection; and

Response: Applicant has coordinated with BIFD on fire flow, fire protection and fire access.

13. The site plan and design has been prepared consistent with the purpose and review procedures of this chapter.

Response: The site plan and design has been prepared consistent with the purpose and review procedures of this chapter

## **MINOR CUP**

I. Local Register of Historic Places Conditional Use Decision Criteria. A proposal to modify development standards (such as setbacks, open space, lot coverage, landscape buffers, and parking requirements) and/or to allow for a use otherwise permitted for a structure on the local register (including exclusive residential in the mixed use town center) shall meet the following criteria:

1. Subsections D.1 through 10 of this section, Nonagricultural Minor Conditional Use Decision Criteria, including a review and recommendation from the historic preservation commission as to whether the proposal is compatible with the historic nature of the building and/or site; and

Response: see D 1 thru 10 below.

3. The use shall be compatible with the existing design and/or construction of the structure without significant alteration. (Ord. 2019-24 § 1 (Exh. A), 2019; Ord. 2017-02 §§ 3, 4, 2017; Ord. 2016-11 § 1, 2016<sup>1</sup>; Ord. 2011-02 § 2 (Exh. A), 2011)

Response: The proposed use will remain largely unchanged from its most recent use, that being used for administrative related functions. The interiors are considered non-significant (see attached report) due to the significant degree of alteration over the last 100 years. The propose nomination will place its emphasis on the east facing primary façade and related east open space. The proposed alterations will restore the east façade, including removal of a non-original addition in 1986 which obscures a portion of the façade. The new wing will attach to the south façade considered secondary in its importance. This façade has been significantly altered by the addition of an elevator and service access.

D. Nonagricultural Minor Conditional Use Decision Criteria. A nonagricultural minor conditional use or an agricultural research facility may be approved if:

1. The conditional use is consistent with applicable design guidelines in BIMC Title 18. The conditional use is compatible with the established and intended character of the neighborhood, considering factors that include, but are not limited to, hours of operation, the type of activities generated by the use, and the predictable levels of any adverse impacts; and

The project received a favorable review by the Design Review Board and is not requesting any departures from applicable design guidelines. The proposed use has been in existence since 1960. The current facility was last enlarged in 1996 to its current 96 bed facility. The proposed plans will not enlarge or intensify the existing use. The hours of operation will remain unchanged. The types of activities will remain unchanged. The staffing will be reduced from 30 to 12 based upon the elimination of skilled nursing care. No new adverse impacts are known except for a slight increase in the daily vehicle patterns.

2. The conditional use will not be materially detrimental to uses or property in the immediate vicinity of the subject property; and

Response: The proposed use is consistent with prior CUP approvals and will not intensify site activities. The visual impacts are reduced since the proposed addition will be located in the same location as the existing wing to be replaced. The building height will be increased from 1 floor to three floors to accommodate the larger (non-shared) living units. The prior units had two residents sharing a unit. The scale of the new wing will be consistent with the three floor 1917 building to the north. The site previously included a four floor theater building which was removed in 2017. The traffic to and from the site will be further restricted from current patterns by closing off the gravel fire lane and directing service vehicles to use Ocean Drive

3. The conditional use is consistent with the comprehensive plan and other applicable adopted community plans, including the Island-Wide Transportation Plan; and

Response: Based upon review of the Comprehensive Plan, the project supports multiple relevant sections. Project will include a non-motorized facility along the south edge within the unopened ROW.

4. The conditional use complies with all other applicable provisions of the BIMC; and

Response: The site design meets all applicable development standards including dimensional standards, landscape requirements, ARPA, parking, etc.

5. 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

Response: Restrictions to vehicle access and new landscape screening will reduce potential impacts.

6. Noise levels shall be in compliance with BIMC 16.16.020 and 16.16.040.A; and

Response: Project will comply with all local noise restrictions.

7. The streets and nonmotorized facilities as proposed are adequate to accommodate anticipated traffic; and

Response: The project will comply with all required ROW improvements including construction of a new non-motorized pedestrian path along the unopened ROW.

8. The city engineer has determined that the conditional use meets the following decision criteria:

a. The conditional use conforms to regulations concerning drainage in Chapters 15.20 and 15.21 BIMC; and

b. The conditional use will not cause an undue burden on the drainage basin or water quality and will not unreasonably interfere with the use of properties downstream; and

c. The streets and nonmotorized facilities as proposed align with and are otherwise coordinated with streets and nonmotorized facilities serving adjacent properties and are adequate, safe, efficient and consistent with the Island-Wide Transportation Plan; and

d. If a traffic study shows that the use will have an adverse impact on traffic, including nonmotorized traffic, the impact shall be mitigated as required by the city engineer; and

e. If the conditional use will rely on public water or sewer services, there is capacity in the water or sewer system (as applicable) to serve the conditional use, and the required service(s) can be made available at the site; and

f. The conditional use conforms to the "City of Bainbridge Island Engineering Design and Construction Standards and Specifications," unless the city engineer has approved a deviation from the standards; and

Response: The applicant has been following and responding to all information and requirements from Engineering staff. Engineering has determined no traffic impact analysis is warranted due to minimal changes to anticipated vehicle trips.

9. The Kitsap public health district has determined that the conditional use meets the following decision criteria:

a. The proposal conforms to current standards regarding domestic water supply and sewage disposal; or if the proposal is not to be served by public sewers, then the lot has sufficient area and soil, topographic and drainage characteristics to permit an on-site sewage disposal system; and

b. If the health district recommends approval or disapproval of the application the health district shall so advise the director; and

10. The Bainbridge Island fire department has reviewed the application and determined that the conditional use will be properly designed to ensure fire protection; and

Response: The project is under review by local health authorities and will comply with all relevant local regulations.