CHAPTER 2 – PROPOSED PROJECT AND ALTERNATIVES

2.1 Description of Proposal

2.1.1 Name of Proposal
“Port Ludlow Master Planned Resort – Proposed 2003 Resort Plan”

2.1.2 Project Sponsor
Port Ludlow Associates LLC
70 Breaker Lane
Port Ludlow, WA 98365

2.1.3 Project Location
The Port Ludlow Master Planned Resort (MPR) is located adjacent to and west of Port Ludlow Bay, Jefferson County, Washington. Port Ludlow Bay is located on the west shore of Admiralty Inlet at the mouth of Hood Canal. The changes addressed in this Draft SEIS affect the Resort Complex/Community Facilities Zone and marina portion of the Port Ludlow MPR. This zone is specifically located on uplands adjacent to and north of the marina (portions of Sections 9 and 16, Township 28, Range 1E). The location of the project is shown in Figures 1 and 2.

2.1.4 Existing Project Features
The Resort Complex/Community Facilities Zone (RC/CF zone) at Port Ludlow is developed with a mix of residential, commercial, retail and recreational uses. For purposes of discussion, the northern portion of the Resort area is referred to as the “Admiralty” area, the central portion is referred to as the “Ludlow Maintenance Commission (LMC)” ownership, and the southern portion is referred to as, “Ludlow Bay Village”. The “Admiralty” and “Ludlow Bay Village” designations reflect the name of the underlying subdivisions. The LMC ownership is the approximate five-acre area administered and maintained by the LMC, whose members are owners of townhomes in Ludlow Bay Village. This area is occupied by the Beach Club, tennis courts, and off-street parking.

A detailed description of the existing project site follows:

Admiralty Area
Admiralty I and Admiralty II encompass a development of 64 stacked condominiums located in the northeastern portion of the RC/CF zone. The condominiums were constructed in two phases in the 1960s and 1970s and were the first residential structures built in the RC/CF zone.

The Admiralty III area is an undeveloped approximate 11-acre tract lying immediately east of Oak Bay Road, north of Heron Road. The northern portion of this area encompasses the original conference center and associated parking; the southern area is now occupied by lawn.
**Conference Center**
A 6,500-square-foot conference center is located in the northwest section of the RC/CF zone. This facility has off-street paved parking for 54 vehicles.

**LMC Beach Club Recreational Facility**
The LMC operates a private recreational club that is located in the central portion of the RC/CF zone, along the shoreline and just south of the Admiralty I and II condominiums. The club is open to members only, and provides amenities such as an outdoor and indoor swimming pool, sauna, work-out facilities, outdoor tennis courts and squash courts, and the Bridge Deck – a library/meeting room. The facility also includes off-street parking lots. Port Ludlow Associates has a lease agreement with LMC that allows the marina to use 56 spaces in an LMC lot for overflow parking.

**Harbor Master Restaurant**
This 5,000-square-foot, two-story restaurant is located in the south central area of the RC/CF zone between the artificial lagoon and Harbor Drive. The restaurant seats 120, and includes a lounge known as the Wreck Room.

**Inn at Port Ludlow**
This 37-room Inn is located southeast of the lagoon on Burner Point and within Ludlow Bay Village. The Inn includes a restaurant and the Fireside Lounge and was the primary subject of the 1993 project-level *EIS for the Inn at Port Ludlow*. Vehicular access to the Inn is currently from both Heron Road and Gull Drive. Parking for the Inn is situated between the Inn and adjacent townhomes.

**Ludlow Bay Village Townhomes**
The 1994 plat of Ludlow Bay Village (LBV) provides for 53 townhome lots and 5 single-family lots. To date, 25, two- and three-story townhomes and one single-family residence have been constructed. The townhomes are sited east and north of the Inn. Vehicular access to the townhomes is via Heron Road and Gull Drive. The one single-family residence (the Pintail House) is located at the west edge of RC/CF zone, along the shoreline.

**Marina - 280 existing slips**
An existing 280-slip marina extends south from the shoreline into Port Ludlow Bay. The marina has side tie areas for an additional 20 to 40 boats, as well as a boat sewage pump-out, dinghy float, fuel float, kayak float, and public access to the water. The current mix of slips ranges from 24-foot slips up to side tie areas for boats in the 80-foot range. Upland facilities include a store, rest rooms and showers, laundry, propane, parking areas, and waterfront trails.

**Off-street parking**
Paved off-street parking is located at each of the facilities noted above. Additionally, paved and unpaved parking lots are located throughout the RC/CF zone. Several paved and graveled parking areas are centrally located south of Marine View Drive between the LMC Beach Club Recreational Facility and Oak Bay Road.
**Open Space & Trails**

Several areas of open space and trails are located in the RC/CF zone. Much of the area within the Admiralty I and II area is open space and a playground is located along the central west edge of the zone. A temporary, large open space used for special events such as weddings and community gatherings is located along the shoreline in the Ludlow Bay Village area, between the single-family residence and the artificial lagoon. Approximately half of the south end of Burner Point is designated open space and is developed with beach access.

### 2.2 Preferred Project and Alternatives

The proposed project is a major revision to the current 1999 Port Ludlow MPR Resort Plan. Alternatives 1, 2, and 3 will each result in additional residential, commercial and recreational development and full build-out of the Resort area at Port Ludlow (including a 100-slip expansion of the existing marina). The alternatives differ in both the type and intensity of development (hotel versus residential, etc.), and consequently the character of the Port Ludlow Resort.

Alternatives 2 and 3 are presented here as originally conceived in 1993 and 1999, respectively. Elements of each alternative are labeled as either *existing* or *proposed* - this is meant to indicate the condition of that element at the time the plan was written, i.e. as conditions existed at the Resort in 1993 or in 1999. It must be noted that development and subdivision activity that has occurred in Ludlow Bay Village since 1993 precludes full build-out of either Alternative 2 or 3 as originally conceived. While it would have been possible in 1993 or 1999, it is no longer possible to construct some of the major facilities proposed in these alternatives because development and lots platted in 1994 have reduced the size of available developable land. Where a project element can no longer be built as proposed, a note has been added indicating that this potential element would need to be revised (smaller, larger, different location, etc.) or is no longer possible.

Section 3.4 –“Land Use and Land Use Designations” in the Draft SEIS addresses the potential for build-out under Alternatives 2 and 3 given current conditions. Other sections within Chapter 3 also acknowledge this issue.

Regarding the “No Action” alternative, the “No Action” alternatives contained in the 1993 *Port Ludlow Development Program EIS*, and 1993 *The Inn at Port Ludlow EIS* (adopted as part of this SEIS) addressed no further development – e.g., the site remaining in its partially developed state, but anticipating future development proposals. The passage of time since 1993 has not changed the analyses of those “No Action” alternatives and those analyses are not repeated here.

**Alternative 1: Preferred Project – 2003 Resort Plan**

The 2003 Resort Plan proposes that the resort serve as a destination resort for the traveling public, as opposed to large conference groups. This change will decrease the size of many resort facilities identified in the 1999 Resort Plan and development regulations, and will increase the number of residential units. Conferences will still be accommodated, but on a smaller scale and will be housed in existing facilities such as the Inn at Port Ludlow, the Bay Club, the Beach
Club, and the relocated Harbor Master Restaurant. Large, outdoor special events will no longer be accommodated. At build-out, development within the resort area would include:

- **190 residential units**
  The 190 units would consist of: the 64 existing stacked condominiums within Admiralty I and II, the existing 25 townhomes within LBV, the one single-family dwelling within LBV, and 39 new townhomes in the Admiralty III area (32 stacked flats and 7, two-story townhomes) and 62 new stacked flat condominiums within LBV. The 62 new units within LBV will consist of 48 stacked flats, and 14, two-story townhomes. Vehicular access to existing townhomes within Ludlow Bay Village will be via Heron Road, and will be separated from access to the adjacent Heron Beach Inn.

The new townhomes will maintain the existing architectural theme established in Ludlow Bay Village (i.e., New England/Colonial) and will be 1,200 – 1,500 square feet in size - smaller than existing townhomes in Ludlow Bay Village. The smaller size will allow for an over-all variation in product type and price range.

- **Inn at Port Ludlow – 37 room inn, including restaurant and lounge (existing)**
  The existing building will remain unchanged, however vehicular access to the Inn will be modified. Vehicular access to the Inn and its associated parking will be restricted to Gull Drive, and separated from access to the adjacent townhomes. The existing 36 stall parking lot will be reconfigured to provide 55 spaces. Regarding interior improvements, the size of the formal restaurant will be reduced to double the size of the Fireside Lounge.

- **Waterfront Commercial Facility (proposed)**
  This 1-story building will be located on the shoreline near the west end of the marina, and will contain the Dock Master’s office, the marina maintenance area, a store for marina tenants and guests. This facility will be situated adjacent to the relocated Harbor Master Restaurant. The building will maintain the New England/Colonial architectural theme.

- **Harbor Master Restaurant – 120 seats existing/90 seats proposed**
  The existing restaurant building will be demolished, and the restaurant will be relocated to the waterfront commercial facility near the marina. The seating capacity will be reduced from 120 people to 90 people (inside seating for 60, together with outside seating for 30).

- **Private Recreational Facility - 7,500 square feet (proposed)**
  This 2-story, indoor recreation facility will be located adjacent to the waterfront commercial facility near the west end of the marina. The facility will include an indoor-outdoor swimming pool, spa and a fitness center, and will be available only to residential property owners within Ludlow Bay Village and their guests, guests at the Inn and guests at the marina. The recreation building will also be designed in the New England/Colonial style.

- **LMC Beach Club Recreational Facility and Bridge Deck (existing)**
  No changes to this private facility or its parking areas are proposed.

- **Port Ludlow Associates Offices (existing building)**
Offices for Port Ludlow Associates will be moved from their current location (off Paradise Bay Road) to the old conference center along Oak Bay Road, in the north end of the RC/CF zone. Approximately 30 employees will be located in this building.

- Maintenance building – 2,900 square feet (proposed)
  This building will be used as a maintenance facility for the Inn and other Resort operations.

- Off-street parking (existing and proposed)
  All new residential units will include off-street parking for two cars. A total of 328 off-street stalls will be provided in a series of paved parking lots for the marina, commercial, and recreational uses in Ludlow Bay Village.

- Central Receiving Dock (proposed)
  A new approximate 1,000-square-foot central receiving facility will be located within an existing parking lot on the north side of Harbor Drive.

- Open space, trails (existing and proposed)
  A designated, signed trail system will be developed within Ludlow Bay Village to provide for better pedestrian circulation and access to public portions of the shoreline. This system will include an 8-foot wide wooden boardwalk along the shoreline that will extend from the new recreation facility, east to the Inn. Existing open space along the south side of the artificial lagoon will be retained, as will the open space at the end of Burner Point. Parking for access to the public trails will be located at the upper community lot.

Vegetated slopes along the east side of Oak Bay Road and Harbor Drive will also be retained. The southern portion of the Admiralty III area will remain undisturbed at this time, but ultimately may be used for additional parking.

- Designated Helipad for Emergency Evacuations (proposed)
  A 20' by 20' paved helipad for use by Fire District #3. The pad will be located north of Marina View Drive between Oak Bay Road and Olympic Place.

- Infrastructure Improvements
  Storm Drainage – Within Ludlow Bay Village, the existing storm drainage system consists of pipes from catchments to oil/water separators which drain to the artificial lagoon and ultimately, Port Ludlow Bay. New water quality vaults will be added at each of the inlets to the artificial lagoon to supplement water quality treatment.

  Within Admiralty III, new storm water detention facilities, as well as water quality facilities will be required. Upgrades to the downstream conveyance system may also be required.

  Sanitary sewer and water service will be provided by the Olympic Water and Sewer Company. New hook ups will be required but the capacity of the existing systems is adequate to handle the increased use.

- Marina - 380 slips (280 existing slips + 100 slip proposed expansion)
The marina expansion is shown in Figure 3B. The proposed project adds 100 slips to the marina by expanding the existing float system both westward and waterward. The proposed configuration of the new floats/slips is as follows:

- D-Dock will be extended 120 feet to the west to accommodate an additional twelve 36-foot slips.
- E-Dock will be extended 400 feet to the west to accommodate an additional 42 slips (seven 50-foot, nine 60-foot, and twenty-six 45-foot slips).
- The east side of E-Dock will be reconfigured to accommodate sixteen slips (eight 36-foot slips and eight 40-foot slips, to replace 10 existing slips).
- A new F-Dock will be constructed waterward of E-Dock. The new F-Dock will extend 700 feet westerly and 250 feet easterly of the central walkway. The new F-Dock will accommodate 40 new slips (thirty 45-foot slips and ten 50-foot slips). F-Dock will serve as a floating breakwater to protect the Marina.

The existing 1,600-sq. ft. timber kayak float will be replaced in the same location with a 2,850-sq. ft. float with light transmission capabilities. The existing 680-sq. ft. dinghy float on C-Dock will also be replaced with three new floats totaling 960 sq. ft.

Please refer to the 2002 Port Ludlow Marina Expansion SEIS for complete details.

**Alternative 2: 1993 Resort Plan**

Alternative 2 is the Resort Plan as identified in both the project-level and programmatic Environmental Impact Statements prepared for Port Ludlow in 1993. The 1993 Plan is similar to Alternative 1 (2003 Resort Plan), but proposes four fewer residential units, new retail commercial space, a new town hall and marina managers office and no new maintenance or recreation facilities. New development along the shoreline is proposed as residential, rather than commercial.

Note - Alternative 2 is presented here as originally conceived in 1993. Individual project elements are labeled as either existing or proposed. This is meant to indicate the condition of that element at the time the plan was written in 1993. It must be noted that it is not possible today to construct some of the facilities as proposed in Alternative 2. The plat of Ludlow Bay Village and townhome development that has occurred since 1994 has reduced the size of available developable land. Generally, it is possible to implement this alternative and construct the facilities, but the locations and sizes of the facilities would need to be adjusted. In these instances, a note has been added indicating that construction of a potential element would need to be revised (smaller, larger, different location, etc.) or is no longer possible.

At build-out, Alternative 2 would include:
186 residential units (64 existing units in Admiralty I and II + 122 proposed units in Admiralty III and Ludlow Bay Village)

Within Ludlow Bay Village, residential development would consist of 23 single-family detached platted lots (11 along the shoreline at the west end of the marina and 12 north and east of the artificial lagoon) and 49 multi-family units (20 townhouse units, 17 villa units, 11 units in mixed-use structures, and one “carriage house” unit). The average single-family lot size would be 4,361 square feet; the average size of a multi-family unit would be 1,200 square feet. No architectural theme has been identified, but it is assumed the new units would be consistent with the design of the Inn at Port Ludlow.

Further, 50 new townhomes would be constructed in the Admiralty III area (in addition to the existing 64 townhomes in Admiralty I and II). The size and architectural style of these new townhomes has not been specified.

- Retail commercial building - 2,500 square feet (proposed)
  Retail uses were to be located in the ground-floor space of a 3-story mixed-use complex located in the northeast corner of Ludlow Bay Village. Anticipated retail uses included a bakery/coffee shop and souvenir shop.

- Inn at Port Ludlow – 37 room Inn, including restaurant and lounge (proposed)
  The Inn was initially proposed as a 3-story, 37 room Inn, in its current location. Access to the Inn and its associated parking area was combined with access to proposed residential development to the north and east.

- Harbor Master Restaurant - 5,000 square feet (existing)
  The addition of a deck to the existing Harbor Master Restaurant was proposed.

- Town Hall - 1,850 square feet (proposed)
  A Town Hall, to be used for meetings and community activities, was to be located adjacent to the mixed-use complex in the northeast portion of Ludlow Bay Village. The Town Hall would be a maximum of 50 feet in height, with a footprint of 1,030 square feet and a total of 1,850 square feet.

- Off-street parking
  Parking for 400 vehicles was to be provided within Ludlow Bay Village. Parking lots would be provided in three general portions of the site, and smaller lots would accompany the multi-family structures. Parking for single-family residents was to be on individual lots and adjacent roads.

- Open space, trails

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1 May require alternate location or size.
Within Ludlow Bay Village, approximately 10.5 acres would remain in open space. The major open spaces included the southern end of Burner Point, and the expanded artificial lagoon.

- Infrastructure Improvements
  Storm Drainage – Within Ludlow Bay Village, impervious surfaces would cover approximately 40% of the site. Stormwater runoff would be piped from catch basins to oil/water separators, and ultimately to the artificial lagoon. After mixing with the lagoon, water would be released into Port Ludlow Bay. A small portion of the runoff from shoreline areas would not be routed through the artificial lagoon, but would drain through swales and biofilters prior to release into the Bay.

Within Admiralty III, new storm water detention facilities, as well as water quality facilities would be required. Upgrades to the downstream conveyance system may also be required.

Sanitary sewer and water service would be provided by Olympic Water and Sewer Inc. (then known as the Ludlow Sewer Company and Ludlow Water Company). New hook ups would be required, but the capacity of the existing systems was determined to be adequate to handle the increased use.

- Marina - 380 slips (280 existing slips + 100 slip proposed expansion)
  This element is now the same for each alternative. See the description under Alternative 1 for more details of the expansion, or see the FSEIS for the Port Ludlow Marina Expansion (2002).

In the original 1993 Plan, the marina would have expanded primarily to the east and west, rather than out into the Bay. Dredging would have been required in a slightly less than one acre area along the west side of Burner Point in order to increase depths and improve access to inner docks.

- Marina Support Development (proposed)
  A new 800 square foot marina manager’s office and store would be constructed midway between the Heron Beach Inn and existing marina buildings to the west. Marina restrooms and laundry facilities would be housed in a new building at the location of the old marina manager’s office. Underground fuel and propane tanks would also be removed and relocated to a partially aboveground containment bunker.

A conceptual illustration of Alternative 2 is shown in Figure 4.

**Alternative 3: No Action – Existing 1999 Resort Plan**

Alternative 3 is development of the Resort Plan as described in Section 3.901 of the existing MPR regulations. It differs significantly from Alternatives 1 and 2 by proposing to fill two-thirds of the artificial lagoon and develop a large hotel, conference center, amphitheater, several restaurants, indoor tennis courts, structured parking, museum, youth center and retail stores. The
recreation facilities would have served both guests at the conference center and residents of the MPR.

Note - Alternative 3 is presented here as originally conceived in 1999. Elements of the plan are labeled as either existing or proposed. This is meant to indicate the condition of that element at the time the plan was written in 1999. It must be noted that it is not possible today to construct some of the facilities as proposed in Alternative 3. The plat of Ludlow Bay Village and subsequent townhome development since 1994 has reduced the size of available developable land. Generally, it is possible to implement this alternative only with significant changes and formal approval of a Redevelopment Agreement (requiring 100 percent approval of the Ludlow Bay Village Homeowner’s Association). In the absence of a Redevelopment Agreement, this would likely result in relocating and reducing the size of the hotel and conference center (with a corresponding reduction in the resort amenities), and eliminating the amphitheater. A note has been added to those items that would require relocation or adjustment, or elimination.

At build-out, development was to include:

- **Lagoon Fill (proposed)**
  The eastern two-thirds of the artificial lagoon was proposed to be filled in to create an open grass area.

- **Hotel Guest Rooms – 275 rooms (37 existing, 238 proposed\(^1\))**
  A 238-room hotel was proposed to be located near the northeast edge of the filled section of the artificial lagoon. The hotel, conference center and restaurant would be physically connected to each other with enclosed breezeways.

- **Restaurants – 59,000 square feet (5,000 Harbor Master + Inn Restaurant – Existing)\(^1\)**
  One, 200-seat year round restaurant connected to the conference center and hotel
  One, 125-seat year round lounge connected to the conference center and hotel
  One, 125-seat seasonal restaurant near the marina
  Also includes hotel lobby and registration area, spa, kitchen offices and storage rooms.

- **Resort Retail – 2,500 square feet (proposed) with associated storage – 1,400 square feet**
  A marine/non-marine related retail store would be constructed near the shoreline at the west end of the marina. This building would also contain the waterfront restaurant.

- **Conference Center - 22,000 square feet (proposed\(^1\)) with support areas and storage – 8,000 square feet (proposed\(^1\))**
  The conference center would be located between the hotel and restaurant on the north side of the filled section of the artificial lagoon. The hotel, conference center and restaurant would be physically connected to each other with enclosed breezeways.

\(^1\) May require alternate location or size.
- Indoor tennis courts – 26,000 sq. ft. (proposed\(^1\))
  Three buildings housing indoor tennis courts would be constructed in the southwest portion of the resort, below Oak Bay Road.

- Indoor sports and pool complex – 13,500 square feet (proposed\(^1\))
  One indoor sports building and an outdoor pool would be located south of the indoor tennis courts, below Oak Bay Road.

- Structured/underground parking – 119,000 square feet (proposed\(^1\))
  A concrete parking structure with underground and above ground parking would be located south of the indoor sports and pool complex, below Oak Bay Road and west of the remaining artificial lagoon.

- Museum or Interpretive Center – 7,500 square feet (proposed)
  This museum would contain permanent and rotating art and cultural displays. It would be located north of the retail and restaurant building on the shoreline, and west of the remaining artificial lagoon.

- Support Buildings – 12,000 square feet
  Several support buildings for use in maintenance, warehousing and housekeeping.

- Youth Center – 4,000 square feet (proposed)
  A youth center containing an assembly area, kitchen, game room, media room and other amenities would be located in the northwest corner of the Resort, in the old conference center.

- Amphitheater – One (proposed\(^2\))
  An outdoor, uncovered amphitheater would have been located at the east end of the filled section of the artificial lagoon. The amphitheater would have included parking below, and would have been used for concerts and other events.

- Yacht Club – One (proposed\(^1\))
  A yacht club would have been located within the restaurant building along the shoreline.

- 4-Single Family Dwellings, 1-5 unit townhome

- All existing townhomes (64 units in Admiralty I and II - sq. ft. not part of Resort sq. footage)

- Marina Expansion – 280 existing slips + 100 slip proposed expansion

\(^2\) Cannot be constructed.
This element is the same for each alternative regardless of which upland alternative is chosen. See the description under Alternative 1 for more details of the expansion, or see the *FSEIS for the Port Ludlow Marina Expansion* (2002).

A conceptual illustration of Alternative 3 is shown in Figure 5.

The following Table 2 compares each of the three alternatives with respect to the major facilities proposed.
## Table 2
### Port Ludlow Resort Comparison of Alternatives

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<td>Existing Conference Bldg (6,500 sq. ft. + New Town Hall (1,850 sq. ft.)</td>
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<td>Marina</td>
<td>280 slips</td>
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2.3 Benefits/Disadvantages of Delaying Implementation

The SEPA Guidelines encourage permitting agencies to view each generation as a trustee for succeeding generations. With this perspective, environmental review is encouraged to consider whether approving or implementing a proposal at this time will preclude future options {WAC 197-11-440(5)(c)(vii)}.

The benefits of delaying revision to the 1999 Resort Plan relate to preserving the option for developing conference facilities for large groups (i.e., the No Action Alternative). If the new Resort Plan is not approved, and Port Ludlow Associates ceases building new townhomes within the Resort zone, some of the commercial/recreational facilities identified in the 1999 MPR Regulations could still be developed if market conditions warrant such development. Expansion of the marina could still occur under the No Action Alternative. Delaying implementation of the proposed 2003 Resort Plan would not effect the provision of adequate public services or utilities.

The disadvantages of delaying revision to the Resort Plan relate to maintaining the economic viability of the Resort. If the resort market cannot support the large conference and recreational uses originally proposed, new conference facilities will not be built. In that case, Port Ludlow Associates would likely continue to build out the plat of Ludlow Bay Village. It is unclear what development would occur within the Admiralty III area. It is not anticipated that undeveloped properties would remain undeveloped over the long term, so pressure would continue to amend the 1999 Resort Plan.