



ISLAND CENTER SUBAREA PLANNING
STEERING COMMITTEE
WEDNESDAY, NOVEMBER 7, 2018
6:30-8:30 PM
CONGREGATION KOL SHALOM
9010 MILLER ROAD NE
BAINBRIDGE ISLAND, WA 98110

AGENDA

- | | |
|---------|---|
| 6:30 PM | Call to Order, New Member Welcome, Agenda Review, Conflict Disclosure |
| 6:40 PM | Review and Approve Minutes
October 3, 2018 |
| 6:45 PM | Bainbridge Island Aquifer System Overview
Mike Michael, Engineering Manager, City Department of Public Works |
| 7:00 PM | Review and Finalize Existing Conditions Materials |
| 7:30 PM | Discussion: Setting Goals |
| 8:20 PM | Discuss Agenda for Next Meeting: Consider postponing 11/21 Regular meeting to 11/28 |
| 8:25 PM | Public Comment |
| 8:30 PM | Adjourn |

Congregation Kol Shalom has limited parking on site. Parking is available immediately south of Congregation Kol Shalom in the gravel lot on the east side of Miller Road.

*****TIMES ARE ESTIMATES*****

Public comment will be taken after each agenda item is completed. Public comment time at meeting may be limited to allow time for Committee members to deliberate. To provide additional comment to the City outside of this meeting, e-mail us at pcd@bainbridgewa.gov or write us at Planning and Community Development, 280 Madison Avenue, Bainbridge Island, WA 98110

For special accommodations, please contact Jane Rasely, Planning & Community Development 206-780-3758 or at jrasely@bainbridgewa.gov

Call to Order (Attendance, Agenda, Ethics)
Review & Approve Minutes – September 19, 2018
Review and Approve Interim Report to the Planning Commission
Review Existing Conditions Material
Discussion: Developing Goals and Alternatives
Public Comment
Adjourn

Call to Order (Attendance, Agenda, Ethics)

Chair Maradel Gale called the meeting to order at 6:35 PM. Members in attendance were Micah Strom, Michael Loverich, Scott Anderson and Donna Harui. Tracy Collier was absent and excused. Jane Rein (Design Review Board) and Sarah Blossom (City Council) attended. Michael Killion (Planning Commission) was absent and excused. City Staff present were Planning Director Gary Christensen, Engineering Manager Mike Michael, Long Range Senior Planner Jennifer Sutton and Administrative Specialist Jane Rasely who monitored recording and prepared minutes.

The agenda was reviewed. There were not any changes in status.

Review & Approve Minutes – September 19, 2018

Ms. Rein acknowledged the e-mail sent by a citizen asking to amend their public comment as portrayed in the minutes.

Motion: Motion to accept.

Strom/Harui: Passed unanimously

Review and Approve Interim Report to the Planning Commission

Ms. Sutton informed the Steering Committee the Planning Commission meeting on October 11, 2018 had been canceled and it was decided the interim report would be presented at the November 8, 2018 Planning Commission meeting.

Review Existing Conditions Material

See attached draft report.

Discussion: Developing Goals and Alternatives

Using the word “possibilities” instead of alternatives was discussed.

Public Comment

Linda Mallin, Citizen – Spoke about the definition of the three words vision, goals and alternatives and that they had very different meanings and should be reviewed before the next meeting. She also mentioned that the Committee was talking about comprehensive planning, not specific site planning.

An update on the process for new committee members was given.

The schedule for the next meeting was discussed due to scheduling issues for October 17, 2018.

Adjourn

The meeting adjourned at 8:46 PM.

BAINBRIDGE

ISLAND CENTER SUBAREA PLAN

DRAFT EXISTING CONDITIONS SUMMARY

OCTOBER 2018



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INTRODUCTION

This Island Center Subarea Plan (IC Subarea Plan) is called for by the Bainbridge Island Comprehensive Plan's Land Use Policy 4.2 (LU 4.2) which specifies a "multi-year work program to undertake subarea planning for the designated centers", including Island Center. The subarea planning process is further outlined in Bainbridge Island Municipal Code (BIMC) Section 2.16.210.

A previous Island Center subarea planning process took place between 2000 and 2002. A draft Island Subarea Plan was developed, but not adopted by City Council.

This 2018 Island Center Subarea Plan will help residents and businesses direct how their area should achieve Comprehensive Plan goals, while addressing this Designated Center's unique constraints and opportunities. Comprehensive Plan goals include focusing urban development in Designated Centers and offering housing and small scale, commercial and service activity outside of Winslow, and reducing traffic congestion by providing an alternative to shopping in Winslow. In addition, pedestrian-oriented development is encouraged in these areas.

The Washington Growth Management Act (GMA) requires that comprehensive planning efforts ensure sufficient land capacity and urban services to accommodate the next 20 years of growth. Data shows that the City of Bainbridge Island (the Island) has capacity to accommodate anticipated population and employment growth from 2016 through the year 2036:

- Population Capacity Under Existing Zoning 6,814
- 2010-2036 Allocated Population Growth 5,635
- Net 20-Year Population Capacity (+ or -) +1,179

Therefore, the Comprehensive Plan specifies that any localized increase in density over current zoning should further one or more of these public purposes:

- Shift density from critical areas or farmland to Winslow or other designated centers.
- Increase the range and supply of housing types and affordable housing.
- Contribute to public infrastructure or public amenities in excess of what is needed to mitigate the impacts of an individual project's development.
- Reduce greenhouse gas emissions.
- Plan for the effects of climate change to avoid or ameliorate the impacts.



A Island Center C Winslow
B Lynwood Center D Rolling Bay

Figure 1. Winslow and Neighborhood Centers

DESIGNATED CENTERS

The following Designated Centers are identified as places to focus urban development.

- Winslow
- Industrial Centers: Day Road and Sportsman Triangle
- Neighborhood Centers: Island Center, Rolling Bay, Lynwood Center

Policy LU 5.11 Commercial and residential density within designated centers may be increased through the use of:

- Affordable housing.
- Transferable development rights (TDRs).
- Contributions to public infrastructure and public amenities in excess of what is required to mitigate the impacts of development.
- Transfer of residential density within the Winslow Mixed Use Town Center (MUTC) and the High School Road Districts or within neighborhood centers.
- Preservation of on-site of historic structures eligible for inclusion on a local, state or federal register of historic places.
- Locating ferry-related parking under building.

NEIGHBORHOOD CENTERS

Neighborhood Centers are identified as places to offer housing and small scale, commercial and service activity outside of Winslow. The neighborhood centers are expected to help reduce traffic congestion by providing an alternative to shopping in Winslow. In addition, the Comprehensive Plan encourages pedestrian-oriented development in these areas.

EXISTING CONDITIONS

ISLAND CENTER PLANNING AREAS

Island Center is classified as one of three Neighborhood Centers (NCs) in the 2016 update of the City of Bainbridge Island (the City) Comprehensive Plan (Comprehensive Plan). Collectively, Winslow, the Neighborhood Centers, and the two Industrial Centers of Day Road and Sportsman Triangle, constitute Bainbridge Island's Designated Centers.

A neighborhood center is expected to help reduce traffic congestion by providing an alternative to shopping in Winslow. In addition, the Comprehensive Plan encourages pedestrian-oriented development in these areas.

The map on the facing shows the boundaries of the IC Special Planning Area and the larger IC General Study Area.

IC GENERAL STUDY AREA (OUTER BOUNDARY)

The general study area extends beyond the subarea planning zone to provide important geographic context for discussions related to population, transportation and mobility, natural resources, city services, etc. The outer boundary also encompasses all except the southern tip of the Fletcher Bay watershed. Changes in zoning or substantial infrastructure improvements are not anticipated in the area outside the subarea planning zone except to provide services or mitigate impacts for actions within the inner boundary.

IC SPECIAL PLANNING AREA (INNER BOUNDARY)

The special planning area is the smaller, inner boundary that has been identified in the Comprehensive Plan as a Neighborhood Center (NC), a place to offer housing and small scale, commercial and service activity outside of Winslow. It is centered on the intersection of Miller and New Brooklyn Roads and includes a gas station, auto repair shops, Bainbridge Rental, Sawatdy Thai Cuisine, and Bainbridge Gardens, among others.

POPULATION

According to the U.S. Census, Bainbridge Island had a population of 23,025 in 2010. The City estimates the population of the larger IC General Study Area at approximately 2,500 persons. This number is derived from a combination of GIS and existing zoning data; it assumes 2.5 persons per household (PPH) for Single Family Residences (SFR) and 1.8 PPH for Multifamily (MF) and Auxiliary Dwelling Units (ADU).

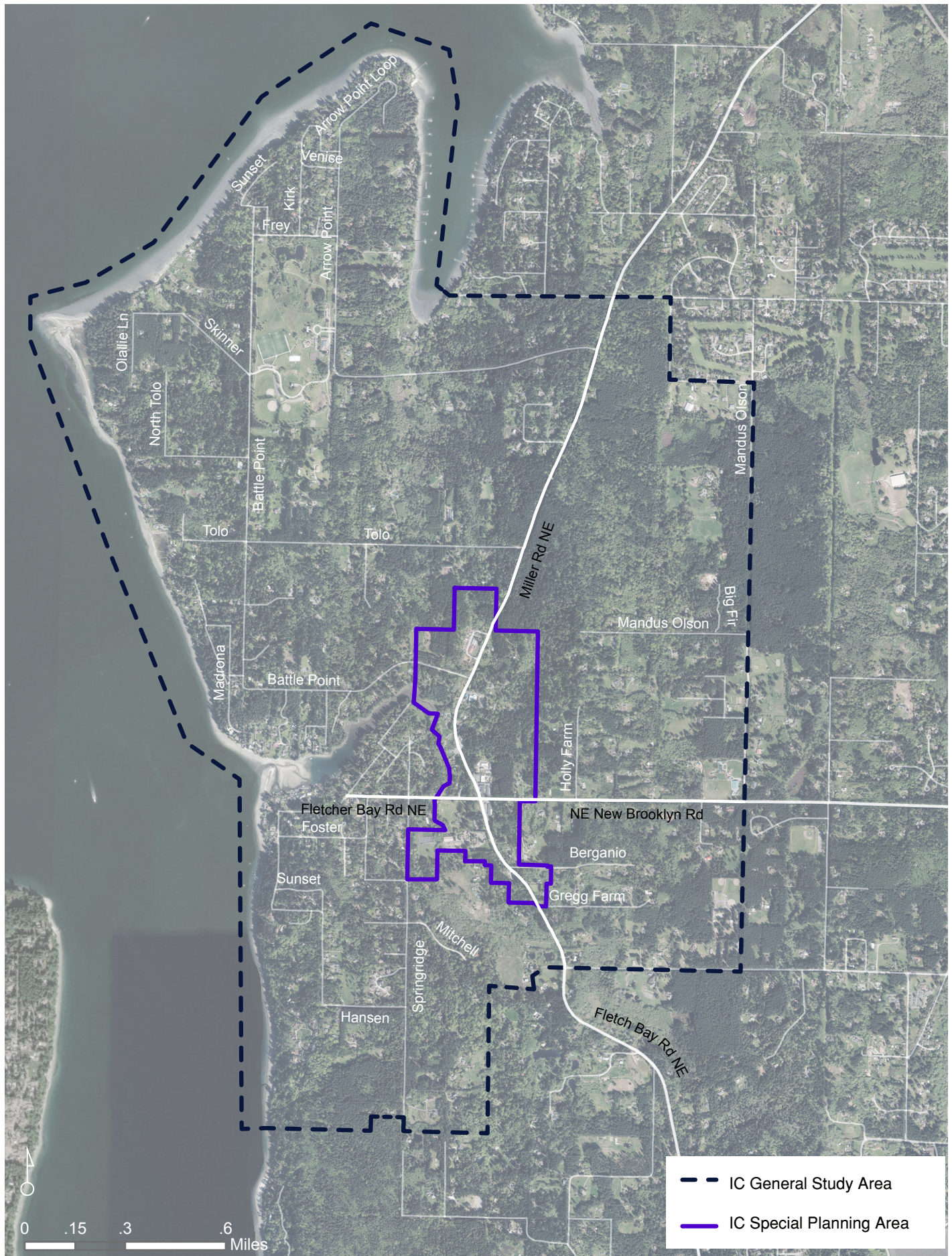


Figure 2. Island Center planning boundaries

LAND USE & ZONING

IC GENERAL STUDY AREA (OUTER BOUNDARY)

The IC General Study Area includes approximately 1,246 surrounding parcels (~ 2,000 acres) and contains four primary zoning districts. The majority of land is designated as residential, supporting single family residences. According to City data, 275 parcels are considered vacant but 107 of those parcels are in Forestry or Open Space Taxation Status or part of the Bainbridge Island Land Trust.

IC SPECIAL PLANNING AREA (INNER BOUNDARY)

This area encompasses approximately 67 tax parcels (approximately 147 acres). This subarea planning zone Only six parcels totaling under eight acres are currently zoned NC and are found exclusively in the IC Special Planning Area. All parcels have frontage on the east side of Miller Rd.

Existing Zone	# Parcels
Neighborhood Center (NC)	0
Residential 0.4 (R-0.4)	448
Residential 1 (R-1)	348
Residential 2 (R-2)	441
Split	9
Total Parcels	1,246

Table 1. Outer boundary parcels by zone

Existing Zone	# Parcels
Neighborhood Center (NC)	6
Residential 0.4 (R-0.4)	30
Residential 1 (R-1)	20
Residential 2 (R-2)	9
Split	2
Total Parcels	67

Table 2. Inner boundary parcels by zone

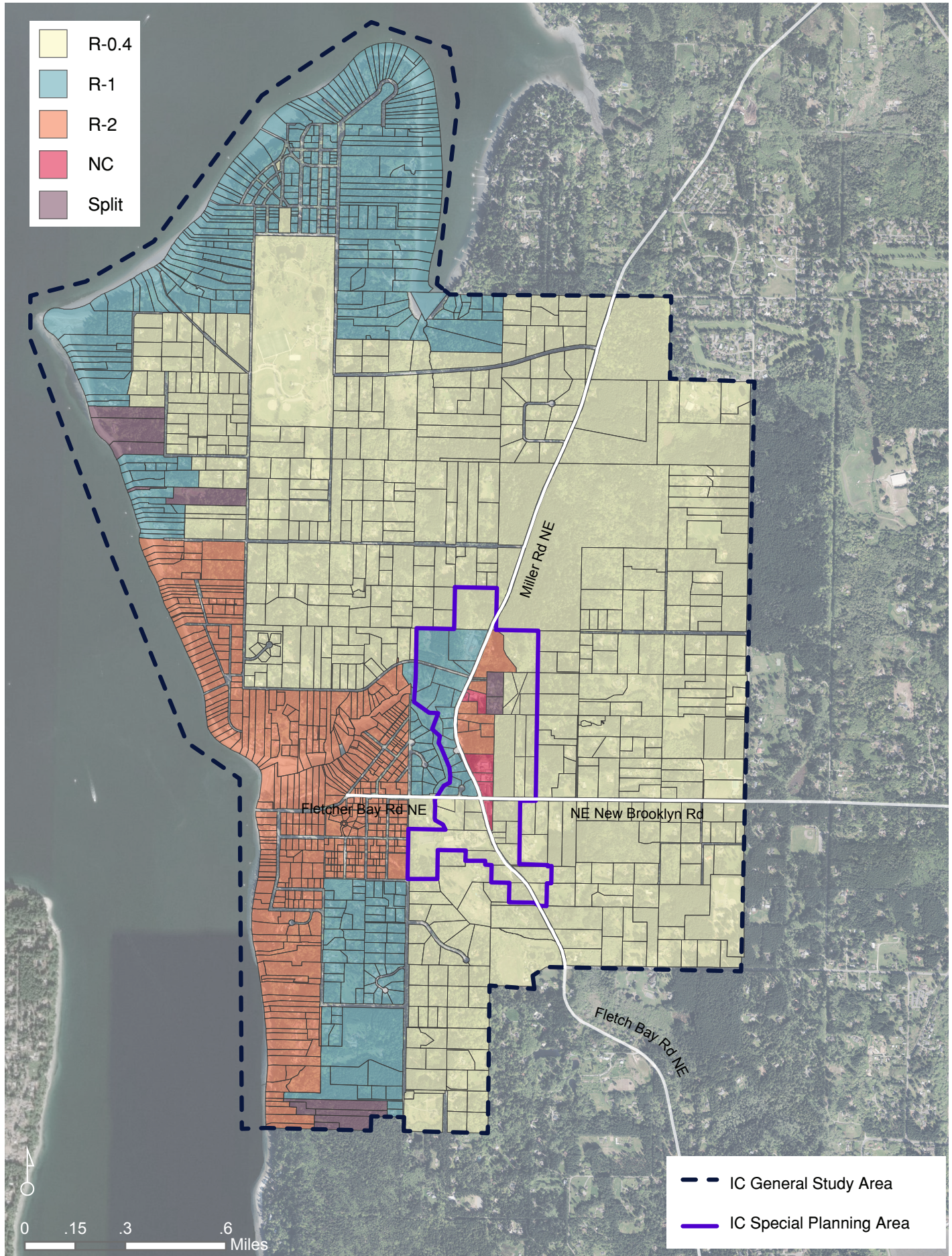


Figure 3. Existing zoning within the General Study and Special Planning areas.

EXISTING BUSINESSES (INNER BOUNDARY ONLY)

Fourteen existing businesses are located in the IC Special Planning Area. Of note, only the Bainbridge Gardens business is located on property not zoned NC. The 16.7-acre site on Miller Road is designated a contract zone to recognize the activities currently occurring on-site under the provisions of an Unclassified Use Permit and to consider some expansion of those activities.

Parcel “a” identified on the adjacent map contains the area’s only contaminated site. See page 24 for details.

Map ID	Business Name	Address
a	Fletcher Bay Mart (76 gas & convenience)	8800 Fletcher Bay Rd
a	Sawadty’s Thai	8770 Fletcher Bay Rd
a	Julie’s Frame & Gallery	8780 Fletcher Bay Rd
a	Fleetstreet	8800 Fletcher Bay Rd
b	All Seasons Party & Event Rental	8820 Miller Rd
b	Bainbridge Rental (equipment rental)	8820 Miller Rd
b	Island Center Self Service LLC (or IC Self Storage?)	8820 Miller Rd
c	Jerry’s Auto Rebuild	8890 Miller Rd
c	Bainbridge island Auto Repair	8890 Miller Rd
d	Animal Magnetism (dog kennel/daycare)	8926 Miller Rd
d	Island Center Self Storage (or Self Service??)	8926 Miller Rd
e	Modern Collision Rebuild	9270 Miller Rd
f	Island Center Auto	9270 Miller Rd
	Bainbridge Gardens	9415 Miller Rd

Table 3. Inner boundary: existing business by location

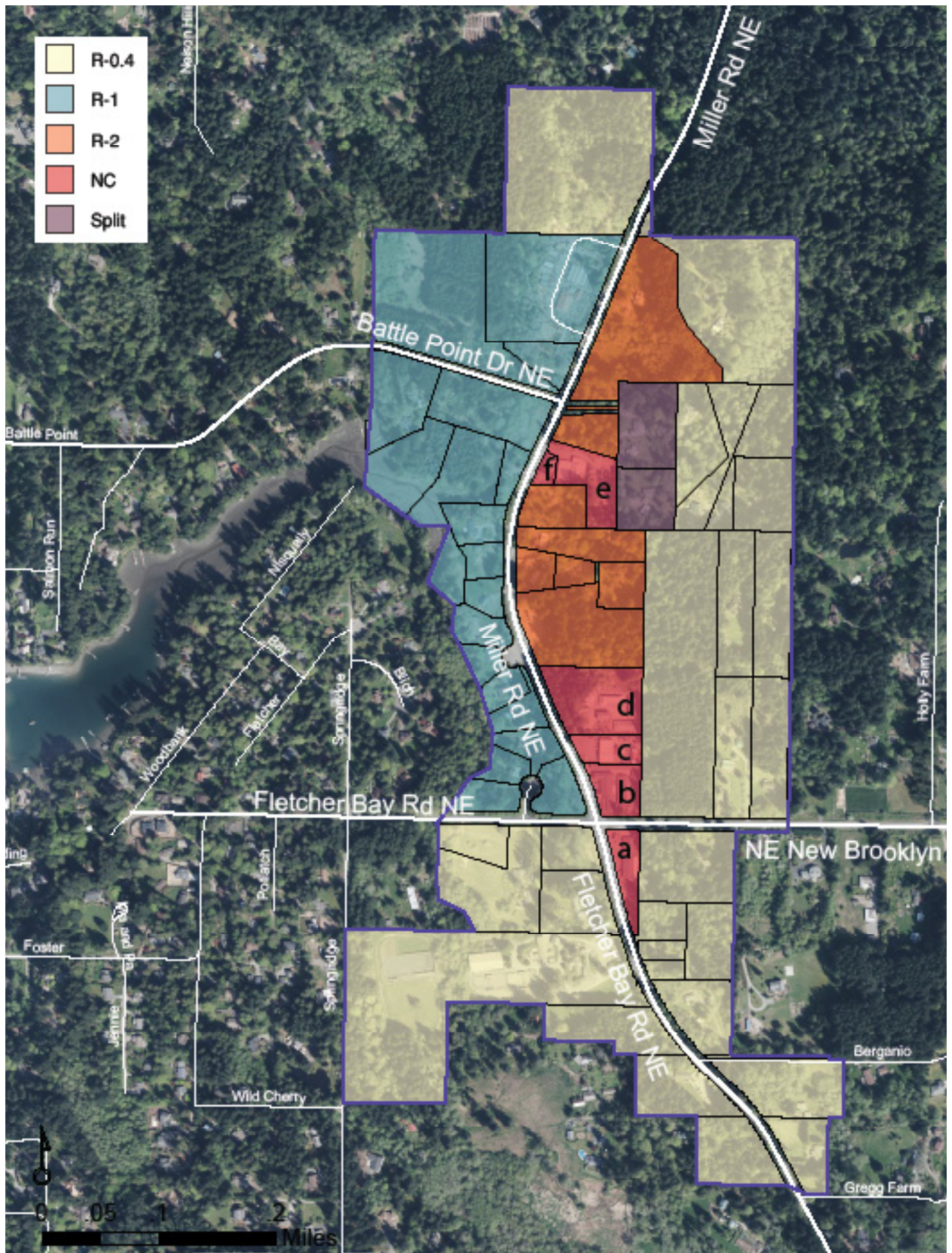


Figure 4. Special Planning Area parcels with existing businesses and zoning

HOUSING

Over the last nine years, home prices on Bainbridge Island have climbed to record highs while inventory has reached a historic low. The cumulative annual growth rate of residential units is less than 1%. In May 2018, the median single family home price was \$875,000. Nearly half of homes, 44%, sold for over \$1 million. Median condo prices are over \$500,000. Average rental prices are approaching \$2000 a month, and rental vacancy rates are well below the 5% rate more typical of well-functioning rental markets

Single family residences, a low density land-use pattern, account for about 80% of all housing units and almost 91% of the island's land use area.

A capacity analysis conducted by the City concluded that under current zoning, the IC General Planning Area has the potential to support an additional 500 single family residences. To account for parcels encumbered by critical area restrictions and septic limitations, a conservative 25% reduction is applied, lowering the estimated capacity to 375 SFRs.

There are 283 units of affordable housing on Bainbridge Island. As of June 2018, approximately 450 people were wait-listed to access those units.* According to the City, there are no affordable housing units in the General Study or Special Planning areas.

MEDIAN PRICE OF A SINGLE FAMILY HOME ON BAINBRIDGE IN 2018:

\$875,000

Existing Zone	Max # SFR Allowed	Existing SFR
R-0.4	421	361
R-1	318	273
R-2	433	322
Split	17	8
Vacant Parcels All Zones	275	0
Total	1,464	964

Table 4. General Study Area existing capacity analysis (no critical area reduction applied)

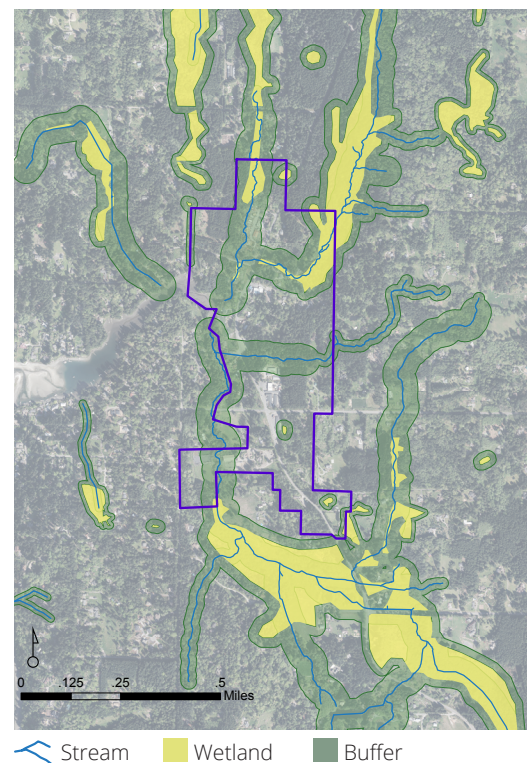


Figure 5. Potential critical areas affecting land use

* 2018 Affordable Housing Task Force Final Report, City of Bainbridge Island

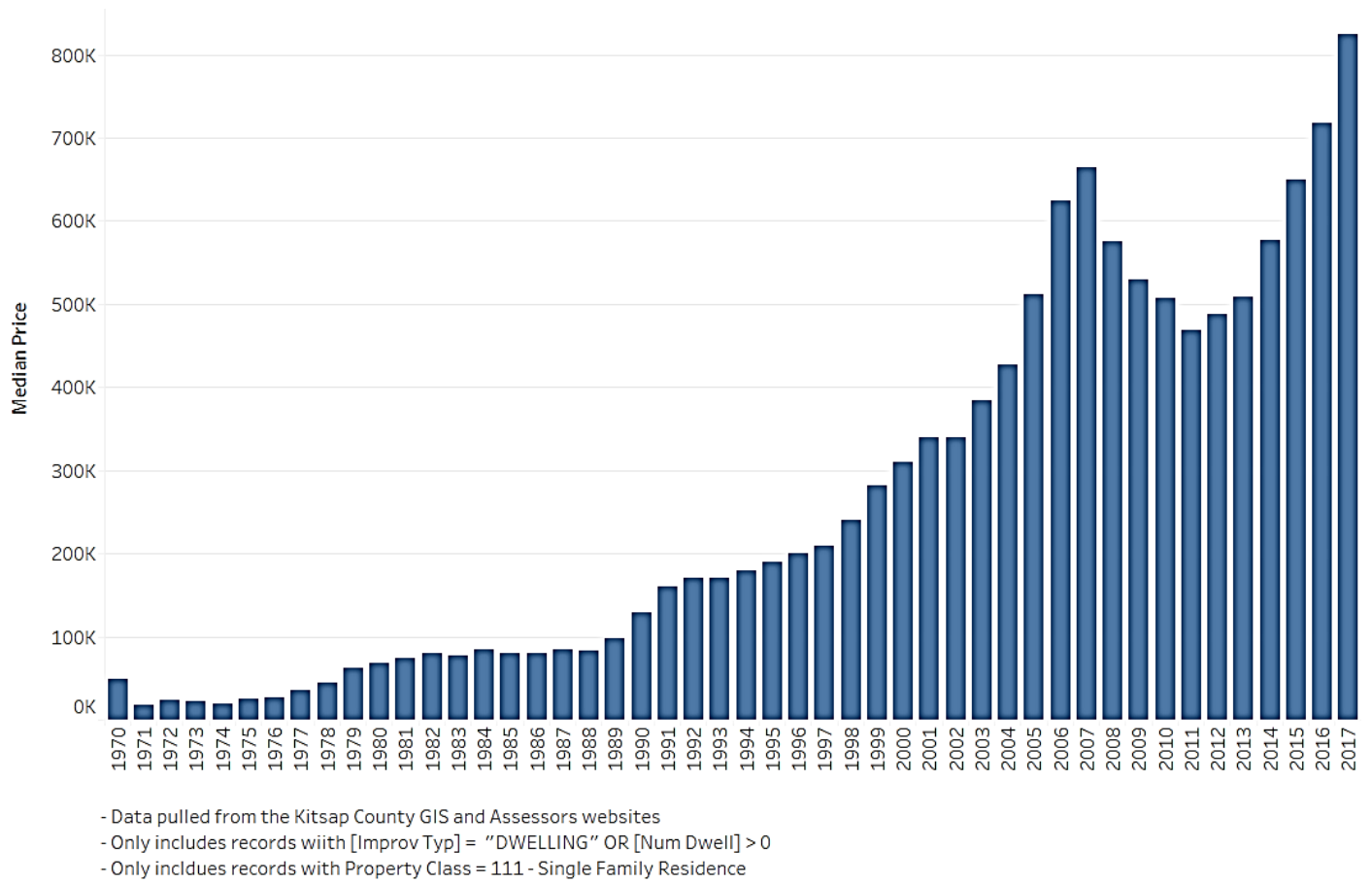


Figure 6. Bainbridge Island Single Family Home Price Trend
(Source: 2018 Affordable Housing Task Force Report)

UTILITIES

SEWER

The IC Special Planning Area is not currently served by the COBI sewer system. The area relies on private septic systems for this function.

WATER

The Special Planning Area is partially served by the COBI water system.

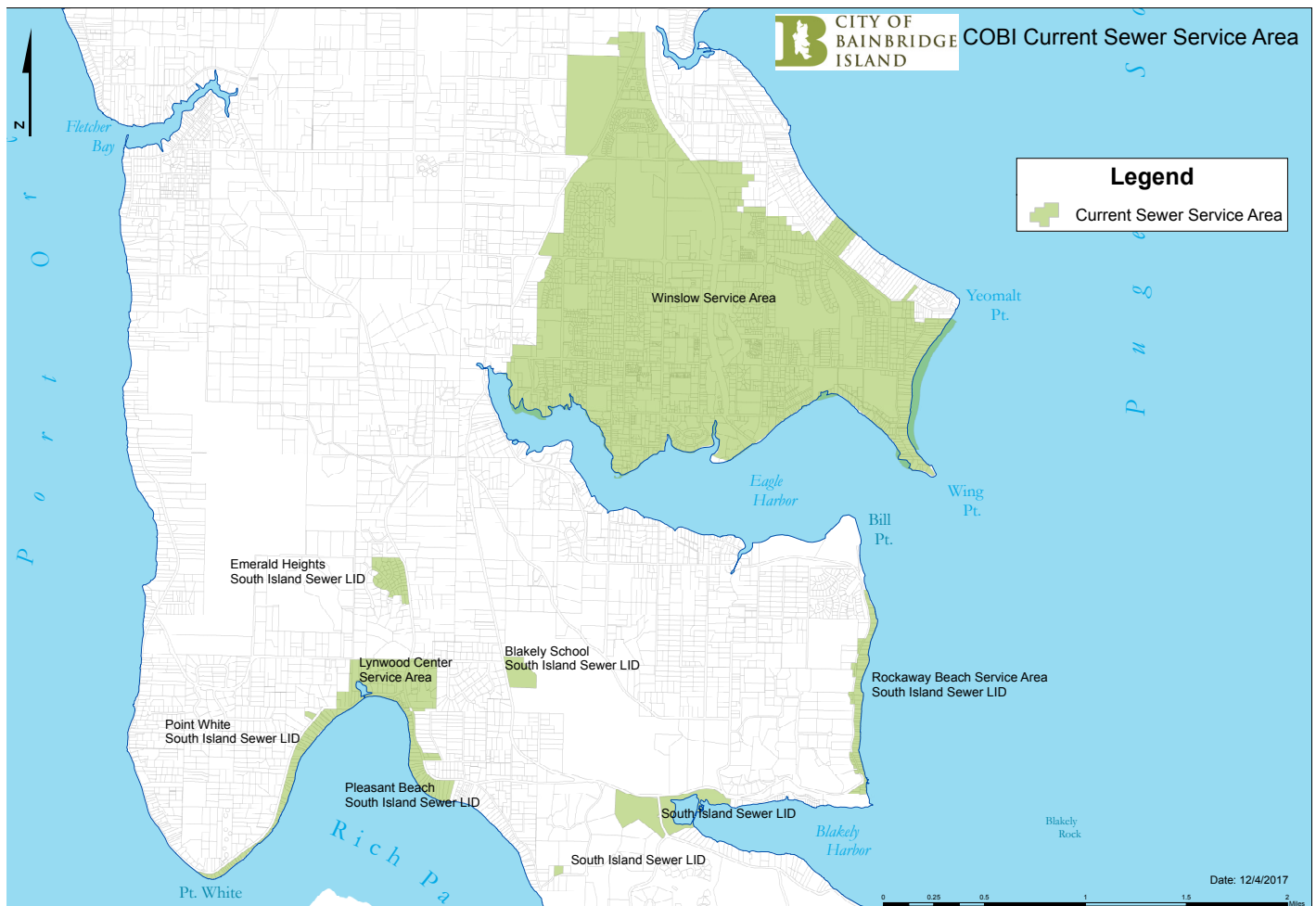


Figure 7. COBI sewer service (current)

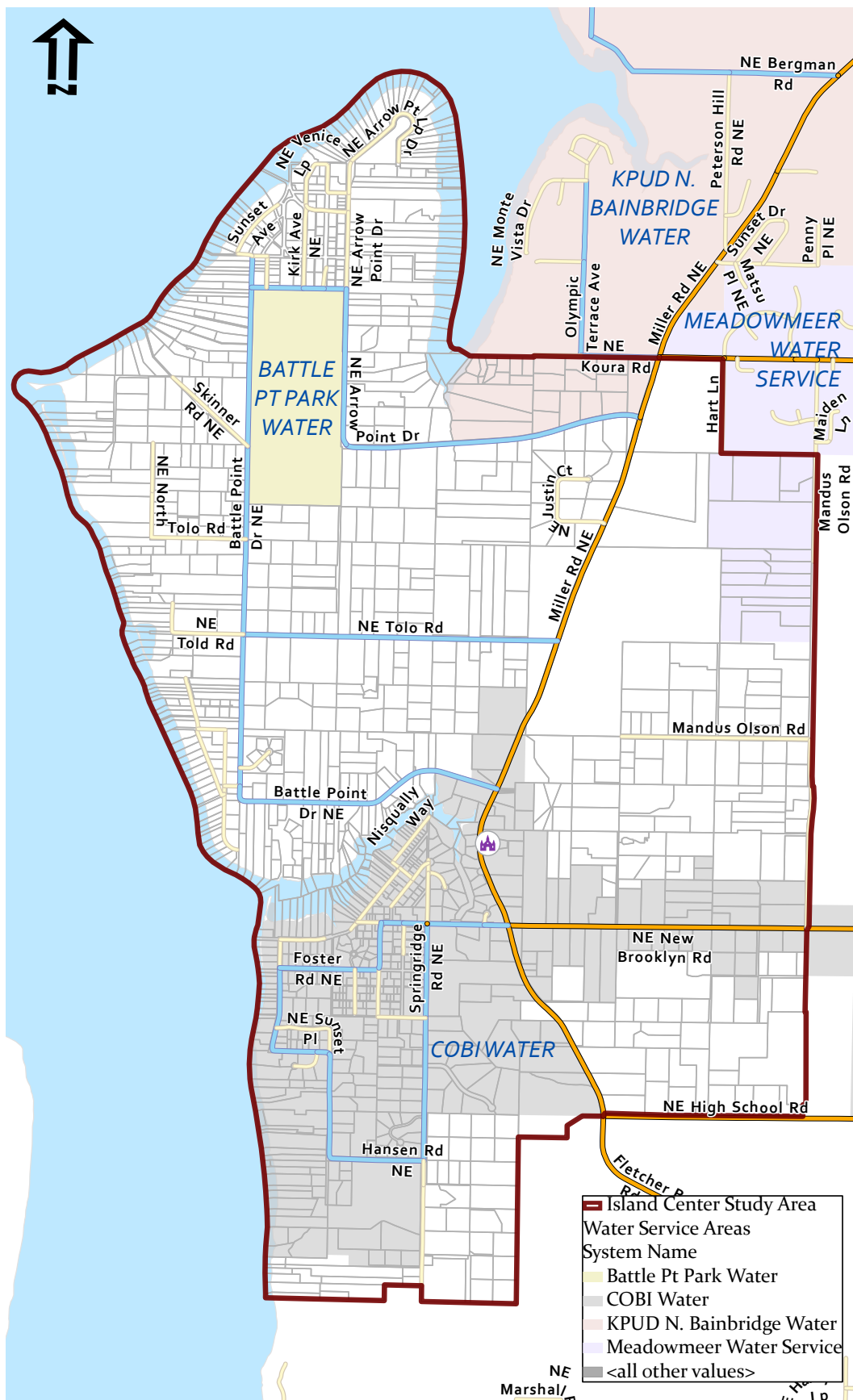


Figure 8. Special Planning Area existing businesses and parcel zoning

TRANSPORTATION

PUBLIC TRANSPORTATION

Two bus lines (95 & 106) serve the greater Island Center Area as shown in Figure 11. The #93 line serves just north of the Island Center area. The #95 has the highest ridership for all Bainbridge Island buses.

ROADS

The Island-Wide Transportation Plan identified one key roadway segment in the IC Special Planning area as below the minimum level of service (LOS) standard forecasted for 2021: Miller Road from New Brooklyn to Arrow Point – shoulder improvements for non-motorized users are recommended. An improvement project is currently programed in the City's CIP for this segment.

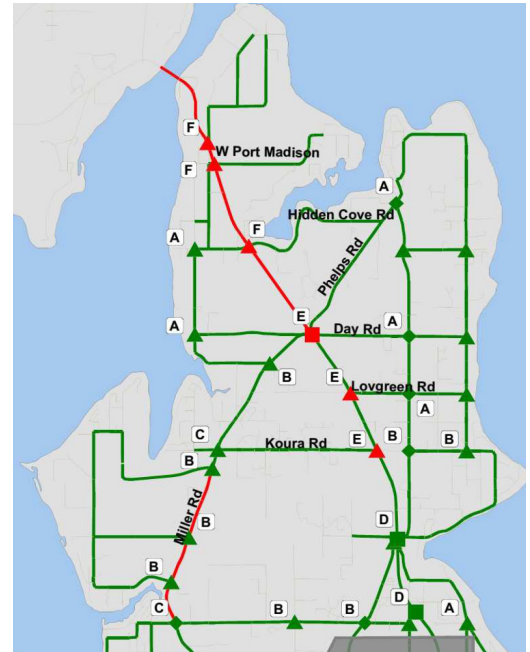
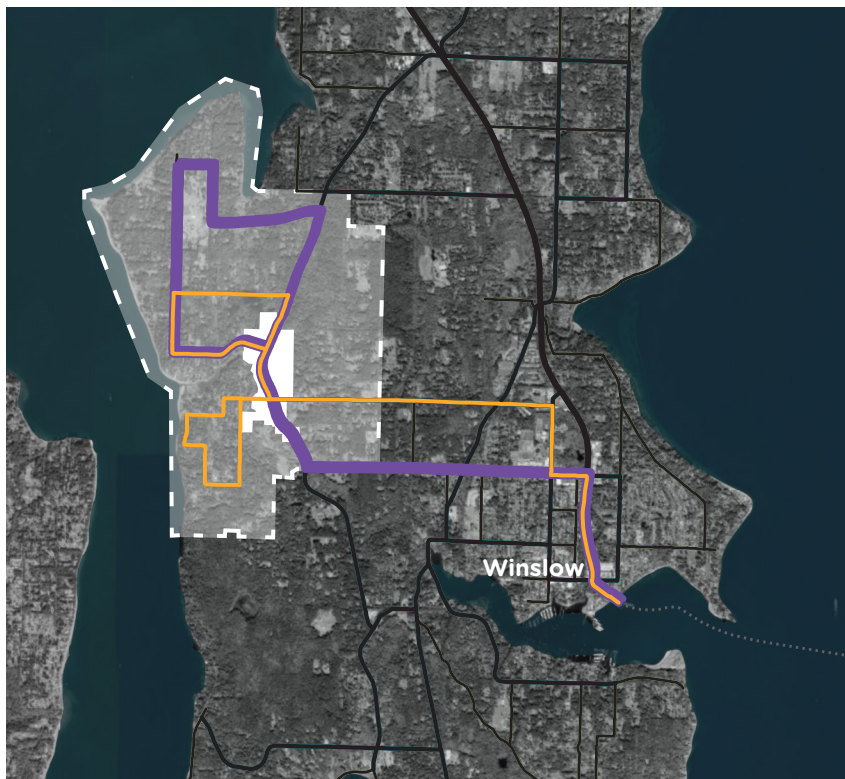


Figure 10. 2021 level of service
(Source: 2017 COBI Island Wide Transportation Plan)



■ #106 ■ #95

Figure 9. Island Center Bus Routes



Figure 11. Roads and designated centers (excludes Industrial Centers)

TRANSPORTATION (CONT)

NON-MOTORIZED

Non-motorized users include people walking, cycling, horseback riding, and using wheelchairs. The City's non-motorized transportation infrastructure includes bike lanes and road shoulders, trails, and sidewalks.

Trails are mostly six foot wide and surfaced with gravel, although neighborhood trails are often narrower.

There are a total of three CIP projects programmed for the Island Center Area (Table 5).

Project #	Description	Benefit
00218	Shoulder repairs and infill missing short segments	Safety & non-motorized connectivity
00780	Shoulder widening on both sides of Fletcher Bay Rd. from High School Rd to New Brooklyn Rd.	Safety & non-motorized connectivity
00800	Shoulder widening on both sides of Miller Rd from Tolo Rd to Peterson Hill Rd.	Safety & non-motorized connectivity

Table 5. Non-motorized CIP projects

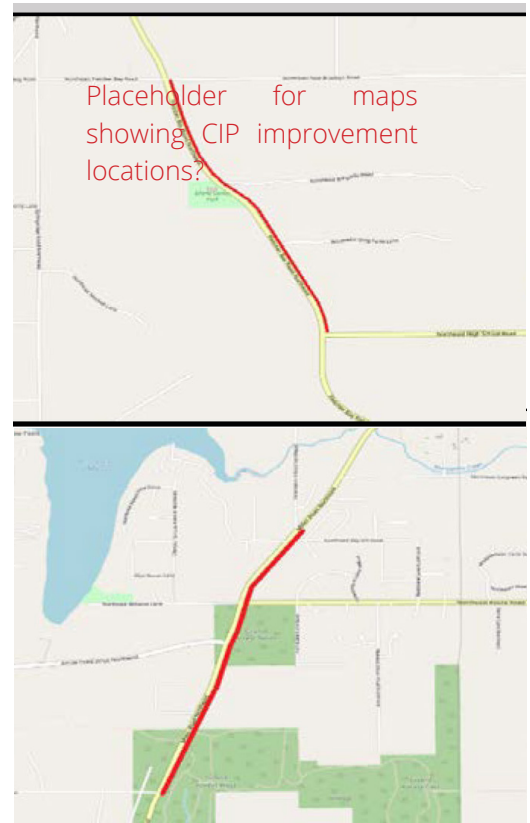


Figure 12. Non-motorized improvements planned

Island Center Area Non-motorized System Plan Map C: Island-wide Transportation Plan

Legend

- City Maintained Trails/Sidewalks
 - BIMPRD Trails
 - Sidewalks
 - 10' Two Way Path (Design Std. A)
 - Bike path single side
 - Bike Facility: Both Sides (Design Std. B)
 - Bike Facility: Single Side (Design Std. B)
 - Bike/Pedestrian Way
 - Shoulder Facility: Both Sides (Design Std. C)
 - Shoulder Facility: Single Side (Design Std. C)
 - Water Trail
 - School Access Overlay
 - Sound to Olympics Trail & Bike Facilities
 - Pedestrian Crossing
 - Kitsap Transit Stops
- ### Zoning Designation
- Neighborhood Centers (Sidewalks both Side of Street)
 - Trail Connection Zone
 - Park Land
 - Schools
 - Private Reserves



Figure 13. Non-motorized system plan
(Source: Island -wide Transportation Plan)

ENVIRONMENT

FLETCHER BAY WATERSHED

As specified in Policy LU 4.4, subarea planning for each designated center shall be informed by surface water and aquifer data in the respective watershed, the planning team referred to the 2018 Island Center and Fletcher Bay Watershed, State of the Water Resources report.

“The Fletcher Bay watershed comprises 2,102 acres of land that drains to Fletcher Bay and ultimately Port Orchard Passage (Figure 1).

STORMWATER IMPACTS

The majority of the stormwater impacts to the watershed occur along major roads such as Miller Rd and Fletcher Bay Rd that host relatively high traffic volumes. These impacts are partially mitigated by grassed shoulders and decentralized ditch systems. A more concentrated and unmitigated source can be found due to the nature of the Island Center neighborhood service center.

Island Center is host to many auto-centric businesses that have a higher potential for pollutant generation. Also, denser commercial areas like Island Center utilize closed, piped stormwater systems that centralize flows and discharge them in close proximity to the marine receiving waters of Fletcher Bay. Water Quality monitoring has been performed by the City since 2008.

FISH PASSAGE & HABITAT

There are two principal sub-basins within the watershed that produce perennial salmon bearing streams. Issei Creek captures drainage from the north east portion of the watershed, while Springbrook Creek captures drainage from the south side of the watershed and both creeks discharge into the head of Fletcher Bay. Three streams in the IC General Planning Area are considered to have a “fish presence”: North Fletcher Creek Issei Creek, and Springbrook Creek.

LAND COVER

Land Cover data is used to understand the relationships between forest cover and stream temperature. Changes in land cover over time can also help understand how and where development has altered the landscape. It appears that the Fletcher bay watershed forest cover has been altered or reduced by 2-3 acres per year from 2000-2015.

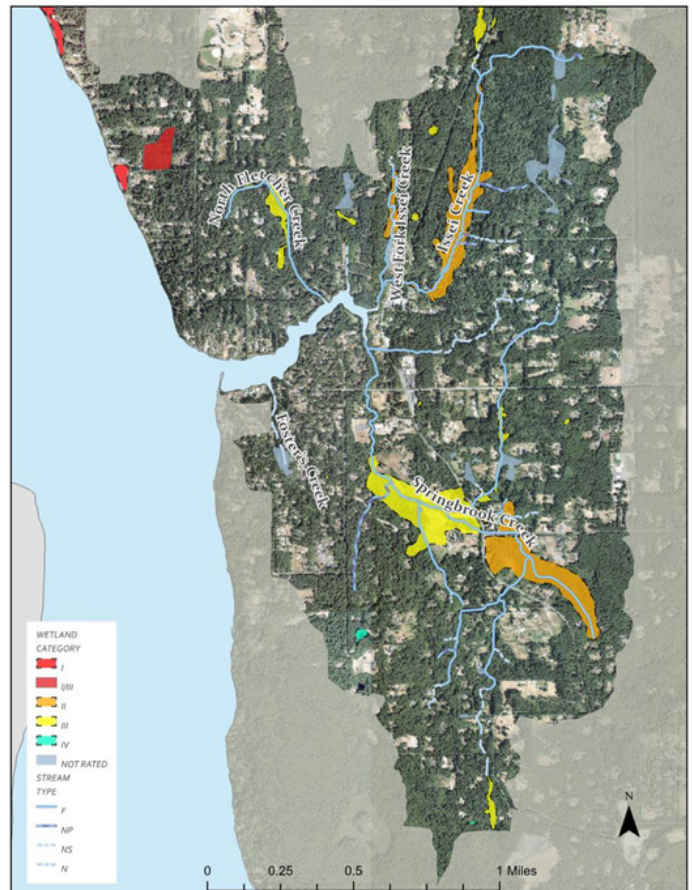


Figure 14. Wetland and stream categories

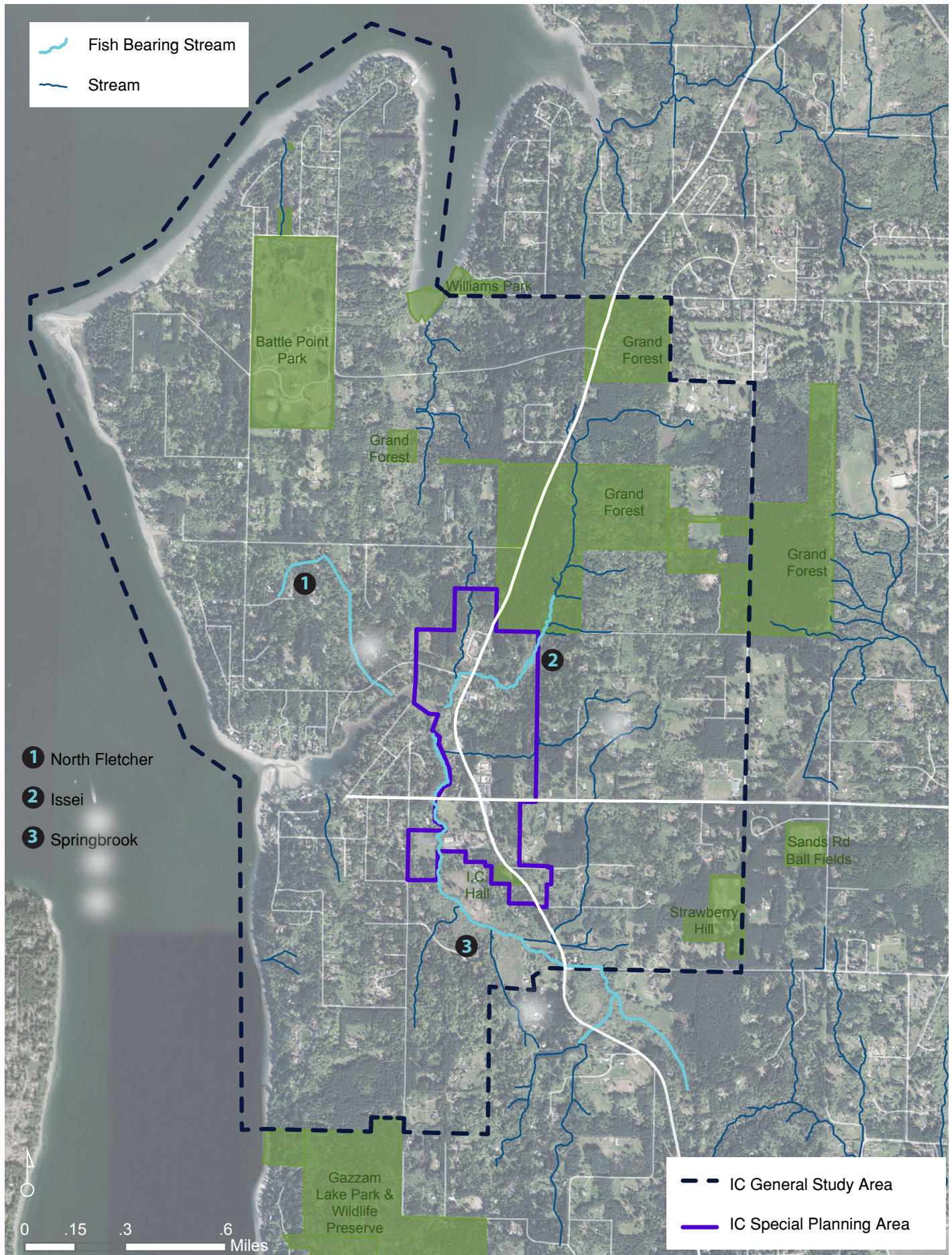


Figure 15. Island Center parks and streams

GROUNDWATER

As of January 19, 2018, a new State law, ESSB 6091, states that new wells drilled for use in residential projects are subject to a 500-dollar fee and a limit of 950 gallons per day.

The City of Bainbridge Island monitors 86 public and private wells, Island-wide, from all six aquifers in the Bainbridge Island aquifer system. Each year the data collected over the last ten-year is assessed against the Early Warning Levels (EWLs), reviewing for safe yield and seawater intrusion.

In the Fletcher Bay watershed 9 wells are monitored for water level; 2 in the Fletcher Bay aquifer (FBA), 3 in the sea level aquifer (SLA) and 4 in the perched aquifer (PA). Eight wells show an increasing trend and 1 shows a decreasing trend.

The City is considering the development of a groundwater management plan in 2019. More information about the current state of the Island's aquifers can be found in the 2017 Early Warning Level Assessment.



Figure 16. Monitoring wells by location and aquifer

CONTAMINATED SITES

The only significant contaminated site in the watershed that has been documented by the State is due to a leaking underground storage tank at the gas station on the corner of Fletcher Bay Road/Miller Road/New Brooklyn Road. The department of Ecology is overseeing an active monitoring and clean-up plan.



Figure 17. IC contaminated site location

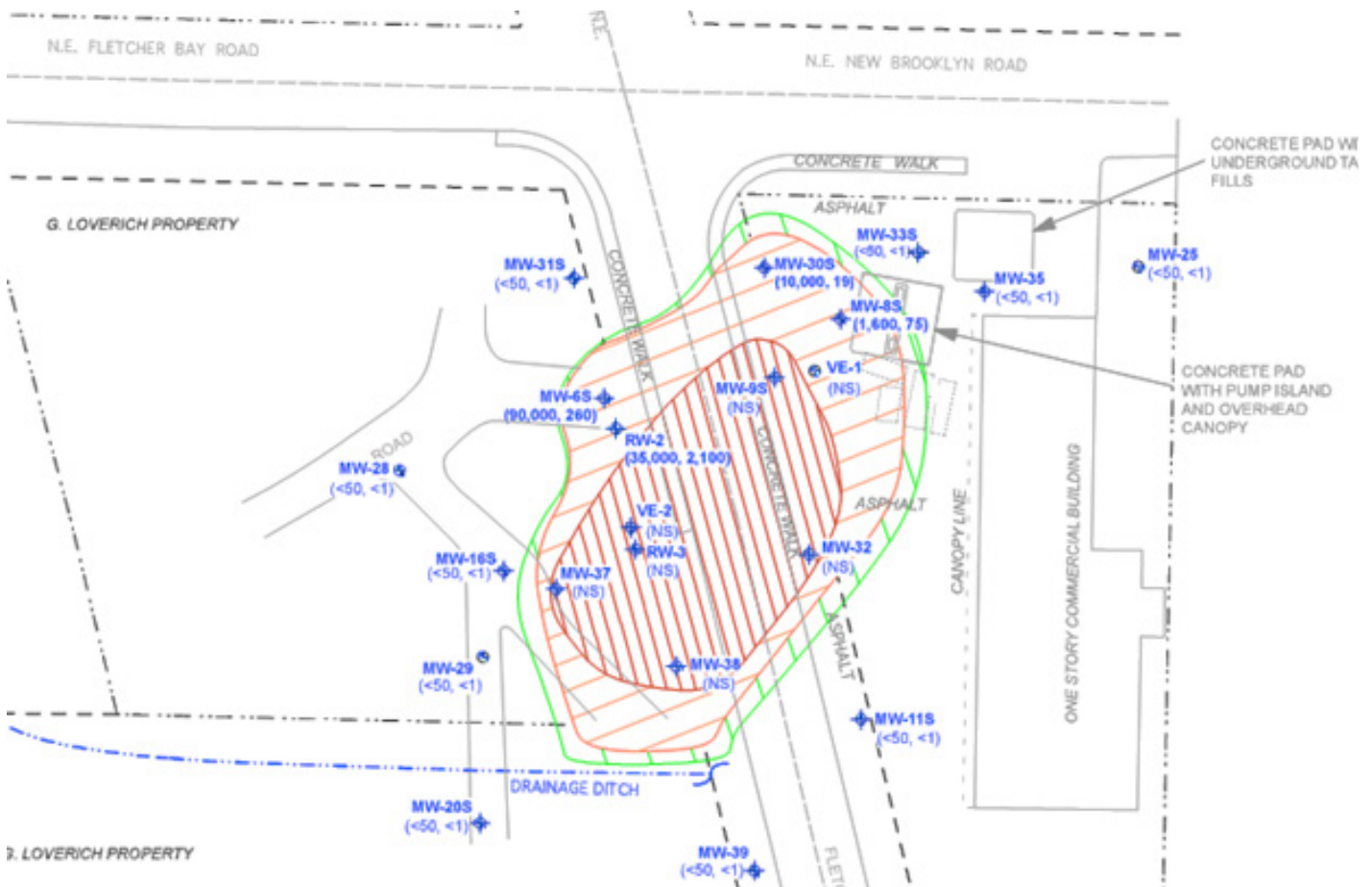


Figure 18. IC contaminated site details

ISLAND CENTER SUBAREA PLAN GOALS NOTE: The planning goals have been adapted from the Committee’s VISION except those in *red italics* are suggested based on public input.

TOPIC AREA	EXISTING CONDITIONS ISSUE	PLANNING GOAL	STRATEGY/ACTION
PLACE/IDENTITY	1. Island Center does not have a central destination or focal point. 2. People value Island Center’s “rural” ambience.	1. Enhance the sense of community at Island Center and make it a place where people want to meet and spend time. 2. Recognize and encourage continued agricultural and horticultural uses. 3. <i>Link and celebrate the parks in and near Island Center</i> 4. <i>Ensure that new development reinforces Island Center’s physical character and social connections</i>	
BUSINESS/ECONOMY	1. Parking is challenging for businesses 2. Island Center residents travel to Winslow for most services	1. Recognize the importance of the existing business community and help it thrive <i>and grow.</i> 2. Encourage the creation of new, sustainable businesses that benefit the community and are appropriate in scope, size, and design.	

TOPIC AREA	EXISTING CONDCTIONS ISSUE	PLANNING GOAL	STRATEGY/ACTION
TRANSPORTATION	1. There is heavy traffic on Miller Rd and New Brooklyn Rd. 2. Miller Rd is used as a way to avoid congestion on 305 3. Pedestrians and bikes lack safe and connected routes	1. Improve mobility, traffic circulation, and traffic safety for all modes <i>by</i>: a. <i>Ensuring that new development minimizes traffic congestion, especially at Miller Road and New Brooklyn Road</i> b. <i>Adding pedestrian walkways and bicycle lanes where appropriate.</i>	
ENVIRONMENT	1. Fletcher Bay water quality impacted by stormwater sediment and wastewater septic systems 2. There is no public access point at Fletcher Bay 3. Private wells experience problems 4. Residents of the general study area favor keeping density in Winslow and not changing the atmosphere of Island Center	1. Preserve, protect, and restore natural features, <i>including salt water bodies, shorelines, stream corridors, open spaces and stands of mature trees.</i> 2. Provide better visual and public access to Fletcher Bay and the Grand Forest 3. Protect surface and groundwater, including aquifer recharge, <i>and take steps to ensure that water quality and natural shoreline conditions on Fletcher Bay are maintained, if not improved.</i> 4. Recognize and protect wildlife and fish 5. <i>Ensure that development minimizes and mitigates significant impacts to natural systems so there is no net loss of ecological function.</i> 6. <i>Locate and design new development so that it doesn't detract from Island Center's local design character.</i>	

**DRAFT Vision Statement: Island Center Subarea Planning
May 2, 2018 Steering Committee Meeting**

Island Center is an area rich in natural resources that we strive to maintain, enhance and restore. It provides residents and others with an abundance of diverse outdoor activities to enjoy and a small variety of parks, open space and other places to gather as a community. Its ability to provide residents with a sense of community has served its residents well. Proximity to the Grand Forest is a special feature of Island Center and visitors to the Grand Forest often explore the Island Center business community as well.

A network of local trails and paths gives its residents and others a safe way to move about without fear of vehicle traffic. Traffic calming measures and improved intersections make roads in Island Center safer and provides pedestrians, cyclists and those using alternative modes of transportation a safe option.

Local commerce provides the area with a small diverse option of appropriately scaled businesses that serve the community well and blend into the area.

Diverse new housing has been incremental in-fill through the years. Limited zoning changes provide better use of the natural topography and promote safety while keeping the original feel of the small tight knit community of Island Center now and for years to come.

Business and residential developments and zoning preserve, enhance and strive to improve and restore the existing beauty of the land and water: Issei and Springbrook Creeks and Fletcher Bay.

May 2, 2018 Steering Committee Comments: DRAFT List of Issues
(Amendments to 2002 DRAFT Island Center Plan *Vision and Goals for Island Center*)

- Enhance the sense of community at Island Center, so that it is a place where people want to meet and spend time.
- Recognize and celebrate the history of Island Center.
- Recognize the importance of the existing business community and help it thrive. Encourage the creation of new, sustainable appropriately-scaled businesses that benefit the community and are appropriate in scope and size and tasteful in design.
- Consider some higher density housing aimed at moderate income residents, provided that the increased density is accompanied by a public benefit.
- Improve traffic circulation and traffic safety. Improve safety for vehicles entering and exiting Miller Road. Consider adding traffic-calming features and intersection improvements.
- Add sidewalks, trails and pedestrian-scaled amenities to make the area a safer, enjoyable place for pedestrians, equestrians, cyclists, public transit and alternative modes.
- Improve parking and enhance accessibility and access for businesses in Island Center, the Grand Forest and Island Center Hall.
- Preserve, protect, and restore natural features—forests, vegetation, streams and the bay.
- Protect surface and ground water, including aquifer recharge.
- Recognize and protect wildlife.
- Recognize and encourage continued agricultural and horticultural uses.
- Provide better visual and public access to Fletcher Bay and the Grand Forest.
- The environment is well protected with enhanced storm water runoff measures and improved septic systems. The impact of the area has not affected our natural resources and it has continued to be an important concern in this area.
- Demand creative and resourceful solutions that embrace the land and that are oriented to those living/working in the neighborhood.
- Provide a community gathering place with a covered area, picnic tables, playground, basketball court & open space with plenty of parking for the area.
- To maintain the cool, wooded atmosphere enjoyed by the residents of Island Center for over one hundred years, development is restricted to current zoning allowances; undeveloped parcel owners may purchase development rights from owners in the immediate Island Center area in order to increase density, however.