



CITY OF  
BAINBRIDGE ISLAND

ISLAND CENTER SUBAREA PLANNING  
STEERING COMMITTEE SPECIAL MEETING  
WEDNESDAY, MARCH 31, 2021  
7:00-9:00 PM  
REMOTE ONLINE MEETING

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THE ISLAND CENTER SUBAREA PLANNING STEERING COMMITTEE WILL HOLD THIS MEETING USING A VIRTUAL ZOOM WEBINAR PLATFORM PER GOVERNOR INSLEE'S "STAY HOME, STAY HEALTHY" ORDERS.

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## AGENDA

- 7:00 PM Call to Order, Agenda Review, Conflict Disclosure
- 7:10 PM Review and Approve Minutes  
March 3, 2020
- 7:15 PM Public Comment
- 7:20 PM Review DRAFT Island Center Subarea Plan Chapters
- 8:40 PM Next Steps
- 8:50 PM Public Comment
- 9:00 PM Adjourn

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

Public comment time at meeting may be limited to allow time for Steering Committee deliberation. To provide additional comment to the City outside of this meeting, e-mail us at [pcd@bainbridgewa.gov](mailto: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 206-780-3750 or at [pcd@bainbridgewa.gov](mailto:pcd@bainbridgewa.gov)**

Call to Order, Agenda Review, Conflict Disclosure  
Review and Approve Minutes – December 16, 2020  
Public Comment  
Review DRAFT Use Table (to be Appendix in Subarea Plan)  
Review DRAFT Island Center Subarea Plan Chapters  
Next Steps  
Public Comment  
Adjourn

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**Call to Order, Agenda Review, Conflict Disclosure**

Vice-chair Micah Strom called the meeting to order at 6:45 PM. Steering Committee Members in attendance were Donna Harui, Michael Loverich, Scott Anderson, Asaph Glosser, John Decker, Sam Marshall, Mark Tiernan, Christy Carr (City Council), Jon Quitslund (Planning Commission) and Shawn Parks (Design Review Board). Chair Maradel Gale was absent. City Staff present were Interim Public Works Manager Peter Corelis, Senior Planner Jennifer Sutton and Administrative Specialist Jane Rasely who monitored recording and prepared minutes. City Consultants Jeff Arango (Framework) and Charlie Wenzlau (Wenzlau Architects) also attended.

The agenda was reviewed. The conflict disclosure was read, and each Steering Committee member disclosed their interest in the Island Center area.

**Review and Approve Minutes – December 16, 2020**

**Motion: I move to approve them including Jennifer's edit.  
Glosser/Harui: Passed Unanimously**

**Public Comment**

Lisa Neal – Asked the Committee to choose Alternative 2 and hoped they had all read her e-mail sent before the meeting.

Darlene Kordonowy – Thanked the Steering Committee for their work and patience with her technical difficulties last meeting.

**Review DRAFT Use Table (to be Appendix in Subarea Plan)**

Senior Planner led review of the draft Use Table.

**Review DRAFT Island Center Subarea Plan Chapters**

Consultant Jeff Arango introduced the DRAFT Island Center Subarea Plan.

**Next Steps**

Ms. Sutton surveyed the Committee members for a possible next meeting date of March 31, 2021.

**Public Comment**

Andy Swayne (Puget Sound Energy) – Was concerned that the Steering Committee was going to make primary utilities not allowed in a future Island Center zone.

Lisa Neal – Thought bonus density was taken off the table for TDRs, was a little disturbed at comments about greatly increasing density, and asked if the Planning Commission could change things in the Committee approved plan.

**Adjourn**

The meeting was adjourned at 8:58 PM.

# Island Center Subarea Plan

City of Bainbridge Island

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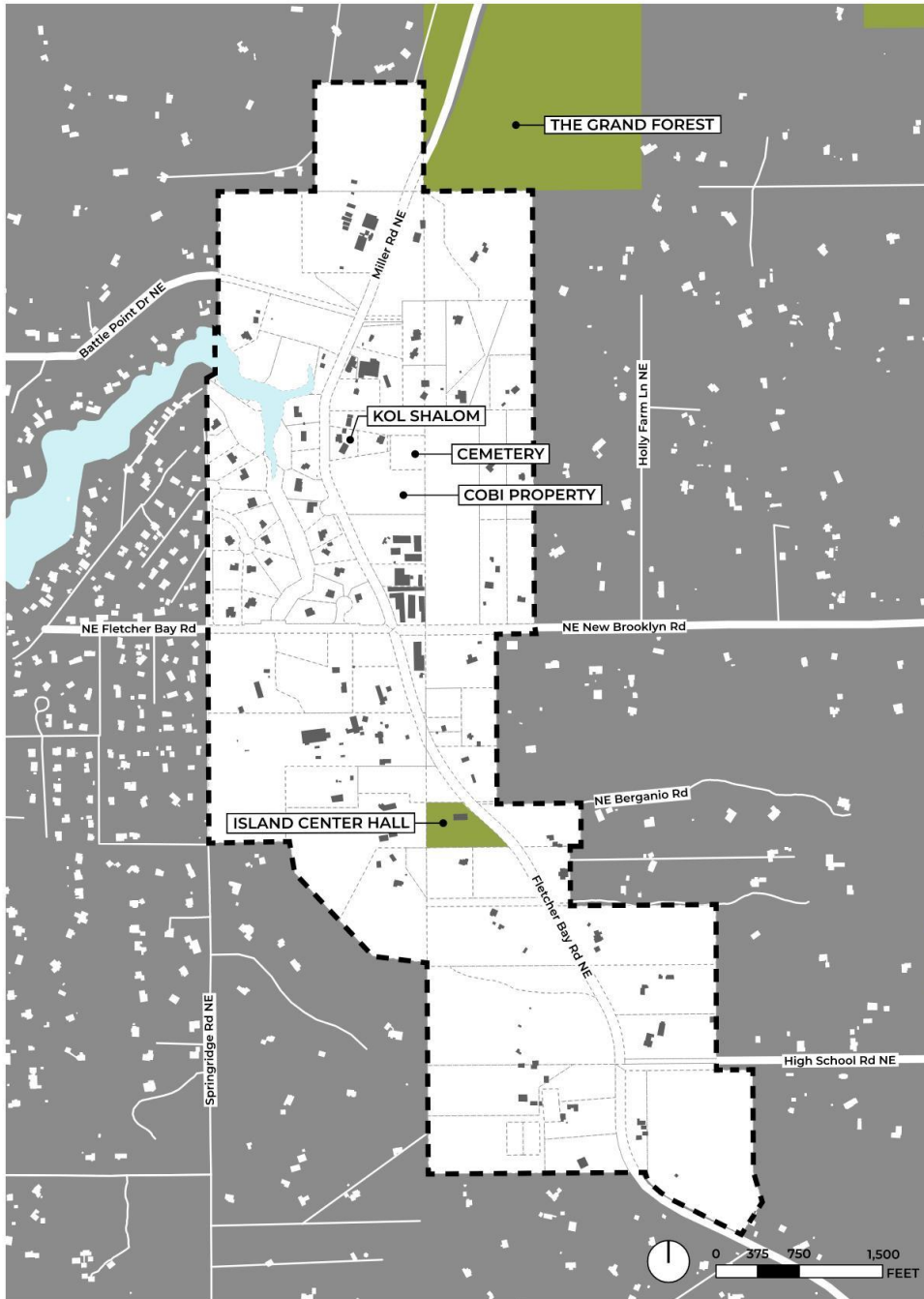
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## Introduction

Island Center is a designated neighborhood center in the City's Comprehensive Plan and located northwest of Downtown Winslow along Fletcher Bay and Issei Creek. The area includes a mix of commercial, agricultural, recreational, and residential uses with a rural character defined in large part by natural features consisting of forests, habitat, and connections to the water. Neighborhood Center zoning, which allows for a mix of land uses including commercial and residential is relatively unique on the Island where most land is zoned primarily for residential uses and this zoning along with the area's natural features warrant more focused planning efforts such as a new subarea plan for Island Center. The Island Center Plan reflects a multi-year planning process led by the Island Center Steering Committee including members appointed by the City Council and representatives from the Planning Commission, Design Review Board, and the City Council. The planning process also included significant opportunities for public input which has been incorporated into the plan vision, goals, policies, and strategies. Figure 1 shows the Island Center Planning area including the three nodes of development that were the focus of planning efforts and the concentration of critical areas in Island Center such as streams and wetlands.

Figure 1. Island Center Planning Area



# STUDY AREA

- STUDY AREA
- PARKS

## Comprehensive Plan

Island Center is classified as one of three Neighborhood Centers in the 2016 update of the [City of Bainbridge Island Comprehensive Plan](#). Collectively, Winslow, the Neighborhood Centers, and the two Industrial Centers of Day Road and Sportsman Triangle, constitute Bainbridge Island's Designated Centers- see [Land Use Element Figure LU-3](#) below. Designated Centers are referenced and described throughout the Comprehensive Plan- with very specific goals and policies in the [Land Use](#), [Economic](#), [Housing](#) and [Transportation Elements](#). describe a by providing an alternative to living, working and shopping in Winslow. There are too many Island Center relevant goals and policies in the Comprehensive Plan to list them all here, but sampling of these supporting goals and policies are below.

In addition, the Comprehensive Plan encourages that new development or City capital projects support improvements to pedestrian, bicycle and transit access and safety, acknowledging that the designated centers are destinations and must serve through traffic to nearby destinations, such as schools and parks. The Comprehensive Plan envisions further commercial and residential development within and near neighborhood to support Island-wide goals to reduce traffic congestion and greenhouse gas emissions and increase sustainability by locating housing and commerce together in compact areas. The Island Center Subarea Plan acknowledges Island Center's location close to agricultural areas, and envisions development in Island Center that can support that nearby agriculture.

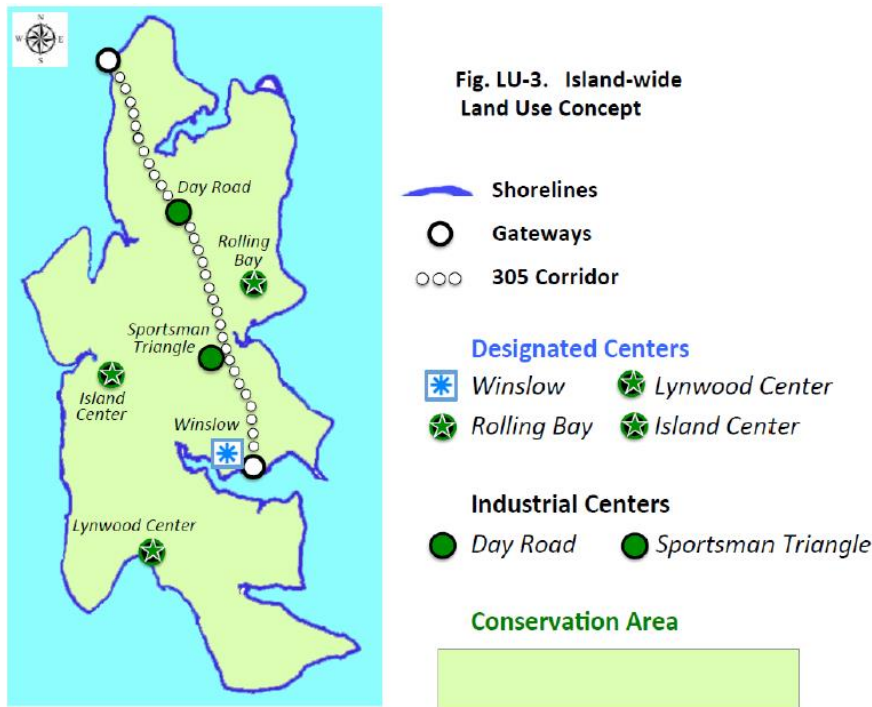
Currently, the Island Center Neighborhood Center area consists of thriving commercial businesses surrounded by single-family residential development. The Island Center Subarea Plan supports the nonmotorized improvements and small-scale commercial development described in the City's Comprehensive Plan. The residential densities identified in the Island Center Subarea Plan support smaller single-family dwellings, duplexes or townhomes, and mixed use development such as flats above commercial space, but are not dense enough to support the multifamily development such as multistory apartment buildings. Review and approval of the Island Center Subarea Plan by the Planning Commission and City Council will coincide with review of Island Center specific Comprehensive Plan amendments.

## LAND USE ELEMENT

### GOAL LU-4

As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial development in *designated centers*, increase a network of conservation lands, maximize public access while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green and open character of its landscape.

Figure 2 Island-wide Land Use Concept



COBI, 2017

Policy LU 4.2

Adopt a multi-year work program to undertake the subarea planning for the *designated centers* of Island.

Policy LU 5.1

Winslow is the urban core of the Island while the Neighborhood Centers are smaller-scale mixed-use centers. In order to achieve the *goals* of the *GMA* this Plan:

- Encourages development in areas where *public facilities* and services exist or can be provided in an efficient and effective manner.
- Provides a vibrant, pedestrian-oriented core.
- Reduces sprawl.
- Provides choice of housing location and lifestyle.
- Maintains and protects environmentally sensitive and resource lands.
- Encourages the retention of open space.
- Maintains and enhances fish and wildlife habitat.

Policy LU 5.8

Adopt *development standards* and program public improvements to encourage walkability within each *designated center* and to the surrounding areas.

NEIGHBORHOOD CENTERS

The Neighborhood Centers provide Island-wide commercial and service activity outside Winslow. These areas are to be developed at higher *densities* to reinforce their roles as community centers. The neighborhood centers will help reduce traffic congestion by providing an alternative to shopping in Winslow.

Policy LU 9.1

The Neighborhood Centers provide Island-wide small-scale commercial and service activity and *mixed-use development* outside Winslow.

Policy LU 9.2

Orient development toward the pedestrian. Retail uses are encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses are encouraged above ground floor retail.

## HOUSING ELEMENT

### Policy HO 3.7

Expand opportunities for infill in the residential neighborhoods of the Winslow Master Plan study area and the Neighborhood Centers. Allow the creation of small lots (e.g., in the 3,000 square foot range) as well as smaller footprint homes (e.g., under 1,200 square feet)

### GOAL HO-6

Facilitate the provision of a diverse *affordable housing* stock in all geographic areas of the community.

## ECONOMIC ELEMENT

### Policy EC 1.4

Support entrepreneurship by providing adequate *land use* designations in keeping with the character of the Island, while avoiding investment in sectors, activities, or *infrastructure* that will not remain viable in the foreseeable future.

### Policy EC 1.5

In order to provide opportunities for business enterprise, adequate space must be provided for efficient use of existing developed areas near public transportation (e.g. ferry, bus service) and for growth that recognizes and protects the Island's valued natural amenities, its limits of land and water and the quality of its residential *neighborhoods*.

### GOAL EC-6

As the city's *designated centers* evolve, balance their functions as places of commerce and employment with their roles helping to meet housing needs and provide focal points for civic engagement and cultural enrichment.

### Policy EC 14.1

Support the market for Island-grown *agriculture* products by:

- Recognizing and supporting the Bainbridge Island Farmers' Market, including permanently dedicating space for the market and enhancing the market area.
- Allowing and promoting roadside stands that sell Island-grown products.
- Promoting and supporting Community Supported Agriculture (CSA).
- Encouraging the development of value-added processing facilities that can be shared by many farmers.
- Encouraging food crops to be planted on public land.

## TRANSPORTATION ELEMENT

### *MOTORIZED SYSTEM*

## GOAL TR-2

Provide a non-motorized transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways and multi- purpose trails that connect *neighborhoods* with parks, schools, the shoreline, the ferry terminal and commercial areas.

## Policy TR 2.1

Provide a non-motorized transportation system that effectively serves the needs of people of all ages and abilities who walk, bike, or ride horses, or use wheel chairs; encourages non-motorized travel; and provides continuous networks of safe, efficient and attractive shoulders, sidewalks, pathways (footpaths), and multi-purpose trails throughout the Island that are also connecting to regional systems.

Provide safe and appropriately scaled non-motorized access that connects *designated centers*, the ferry terminal, services such as a doctors' offices, schools, parks, recreation areas, shorelines (including road-ends), and *transit* connections including to ferry and bus services.

*PARKING*

## GOAL TR-10

The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. Parking is a vital element of the *designated centers*.

## Policy TR 10.2

Preserve on-street parking in the mixed-use commercial districts of Winslow and *designated centers*. City projects in commercial districts *should* maximize parking to the extent practical within the existing rights of way. Note that "*Complete Streets*" projects must also balance other functions such as non-motorized uses. Seek opportunities to expand public parking.

## Island Center History + Context

### History of Island Center

Bainbridge Island is within the aboriginal territory of the suq̓ʷabš, “People of Clear Salt Water” (Suquamish People). Expert fishermen, canoe builders, and basket weavers, the Suquamish people live in harmony with the lands and waterways along Washington’s Central Salish Sea and Bainbridge Island as they have for thousands of years. The Suquamish People first inhabited Bainbridge Island and the Kitsap Peninsula around 13,000 years ago and continue to live in the area to the present day. The Suquamish People occupied winter villages and seasonal camps throughout the island as they fished, hunted, collected shellfish, and gathered plants and other vegetation resources. Several areas on the island have religious significance to Tribal members and some areas near the marine shoreline were burial sites. Many significant cultural resources have been documented along the contemporary marine shoreline of Bainbridge Island. Inland portions of the island have not been investigated as intensively as shoreline landforms but likely have evidence of past Suquamish land use.

Non-native settlement of the Island began in 1853 when George Anson Meigs ventured into Puget Sound to establish a lumber mill. Bainbridge Island was a historic center of logging and shipbuilding in the 19<sup>th</sup> century, a history that Island Center shares with many of the communities on the Island. After old growth forests in the area were cleared, Island Center emerged as an agricultural community with a shipping route connecting Fletcher Bay to Seattle, Manzanita, and Brownsville. The Kitsap County Transportation began operating steamboat service along the route in 1917, as Fletcher Bay was becoming a resort destination. Foster’s Resort, later taken over by the Hamilton family and renamed Hamilton’s was established on Fletcher Bay in 1912 and a post office began operating out of the resort in 1915. Island Center Hall which remains a focal point for the community to this day was donated to the Island Center Improvement Club in 1913.

Many Island Center’s historic buildings and sites, many of which remain to this day tell the story of the whole Island. Island Center Hall which remains a focal point for the community to this day was donated to the Island Center Improvement Club in 1913 by W.L. Gazzam, president of the Kitsap County Transportation Company, and his wife Lulu. Bainbridge Island’s current historical museum in Winslow, was the Island Center community’s original one-room schoolhouse, constructed in 1908, and was moved to Winslow after serving as the Bainbridge Island High School’s band and choir room from 1923 on. Bainbridge Gardens, which is still operated by the Harui family, was a local nursery and grocery store in Island Center frequented by Japanese-Americans in the area. Nearby, the Kodama family farmed berries on Fletcher Bay with the help of the Felix Narte and others, who maintained the farm while the family was interned during the Second World War.

Figure 3. Historic Images of Island Center



## Island Center Today

Island Center is still a center of agricultural land in Kitsap County, with some working farms and agricultural uses within and around the study area. Although the Study Area is a hub for local commercial services, single family homes are the predominant form of development. There are limited commercial, civic, and cultural uses along Fletcher Bay Rd NE and Miller Rd NE, with clusters of commercial uses near the intersection with NE New Brooklyn Rd and the intersection with Battle Point Road. There is a City-owned 4-acre parcel between these two intersections that is used as a staging area for public works projects, and intermittently as parking for Congregation Kol Shalom, located just north of the lot. Island Center Cemetery abuts this municipal property to the northeast, east of Kol Shalom. Much of the current development in Island Center came in during the latter half of the 20<sup>th</sup> century. Island Center Hall, a 90-year-old meeting hall is the only historic building in the Study Area on its southern end.

Much of the land around Fletcher Bay is within a critical aquifer recharge area. There are two creeks that run through Island Center into Fletcher Bay: Springbrook Creek and Issei Creek. These streams are surrounded by critical areas and connect wetlands around Fletcher Bay. Fletcher Bay is under 250 feet from Miller Point Rd and there is no direct connection to the waterfront along Fletcher Bay. The section of Fletcher Bay on which several properties in the Study Area are located is primarily intertidal area, where Issei and Springbrook Creeks deposit sediment on the eastern end of the Bay.

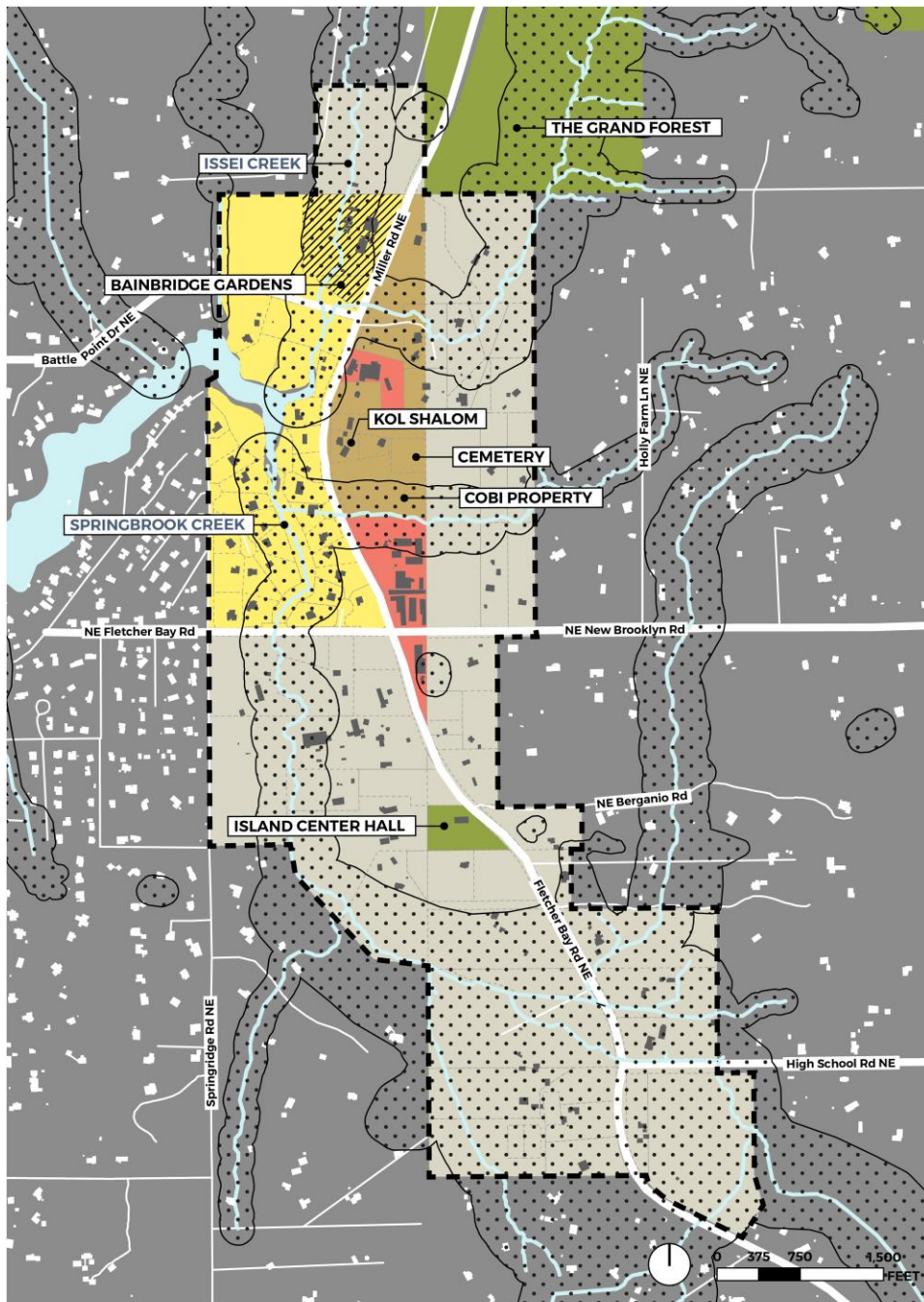
**Figure 4. Current Images of Island Center**



## Land Use

The Island Center planning area consists of mostly single-family homes, agriculture uses, and neighborhood commercial uses. Figure 5 shows the existing zoning for Island Center including the neighborhood commercial zone shown in red.

Figure 5. Island Center Existing Zoning Map



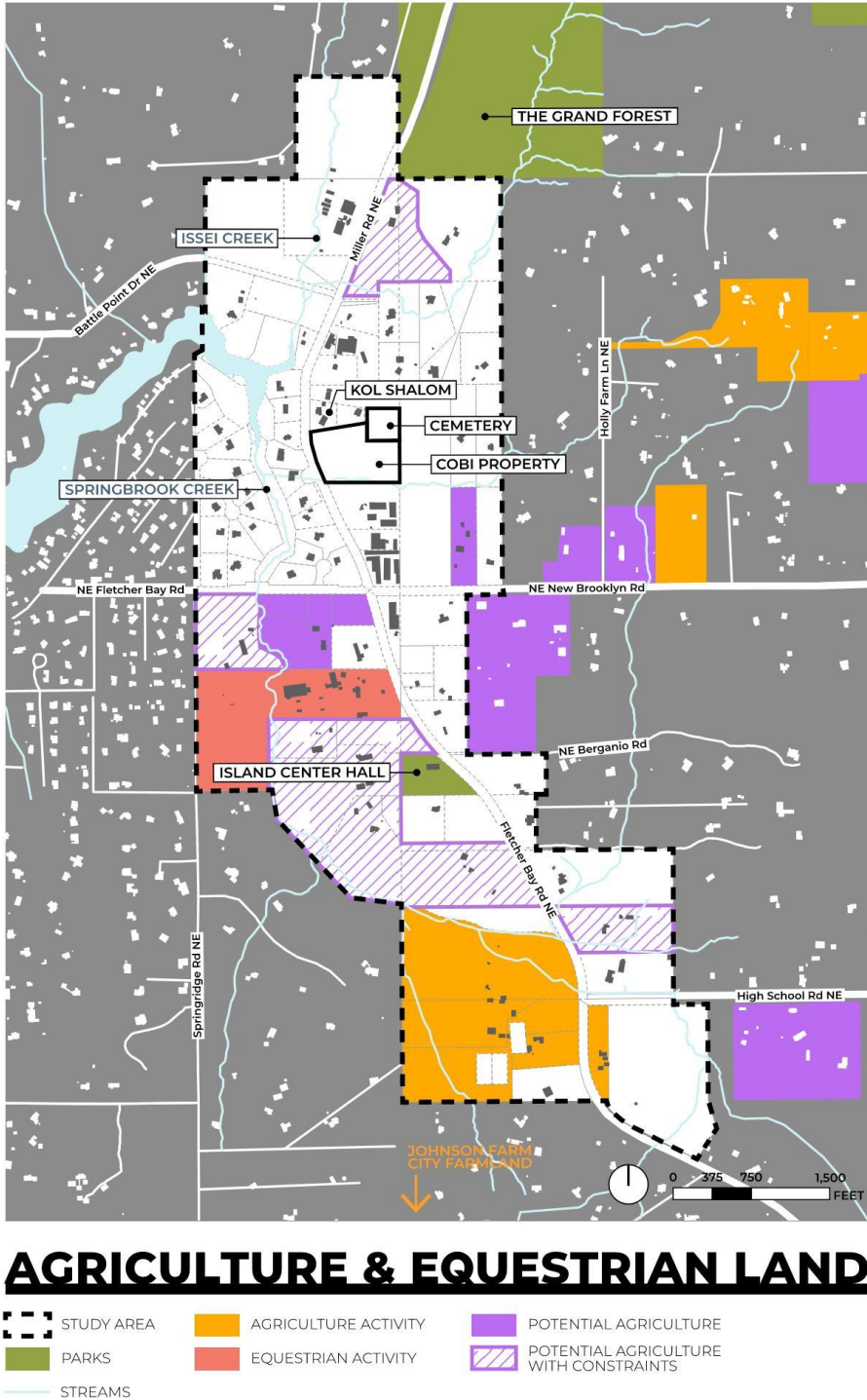
# EXISTING ZONING

- |                |                                |  |
|----------------|--------------------------------|--|
| STUDY AREA     | R - 0.4 (1 UNIT PER 2.5 ACRES) | NEIGHBORHOOD COMMERCIAL (MIXED USE 2-3 UNITS PER ACRE) |
| CRITICAL AREAS | R - 1 (1 UNIT PER ACRE)        | CONTRACT ZONED   |
| PARKS          | R - 2 (2 UNITS PER ACRE)       | STREAMS  |

COBI, Framework, 2020

Island Center has a high concentration of agriculture and equestrian related uses as shown in Figure 6.

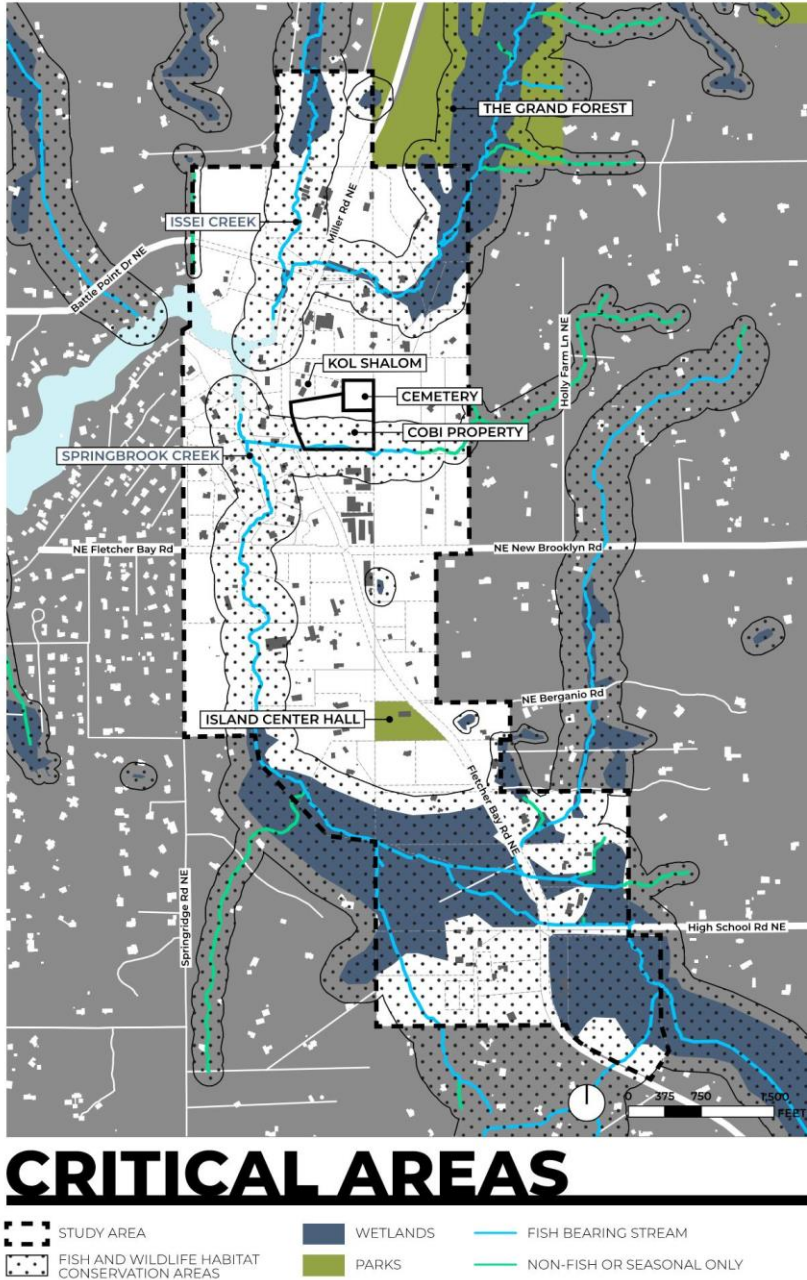
Figure 6. Agriculture Uses in Island Center



COBI, Framework, 2020

Island Center has a high concentration of critical areas including fish bearing streams, wetlands, and steep slopes that limit development potential on several parcels. Issei Creek and Springbrook Creek are both salmon bearing streams that drain to Fletcher Bay. Critical areas and buffers are generally protected from development, but development regulations allow density to be transferred to other parts of the site that are outside of the critical area of buffer. More information is available in Appendix A: Island Center Sub-Area and Fletcher Bay Watershed State of the Water.

Figure 7. Island Center Critical Areas



## What we Heard – the Community Input Process

### Planning Process

This Island Center 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.

In 2017, the City Council identified Island Center subarea planning as a priority. The Council then appointed a steering committee, which has been meeting and gathering information and developing ideas for the future of Island Center. Subarea planning for Island Center in 2018 with an "Envision Island Center" community kick-off and a survey to gather input from the public on identity and sense of place, environment, business and economy, and transportation and circulation. The steering committee met regularly since the project kick-off in 2018 until plan adoption in 2021.

### Steering Committee

The Island Center Steering Committee, appointed by the City Council formed in 2018, is composed mostly of residents and business owners in or near Island Center, has held over 40 meetings between since then, including one public workshop. The public was able to attend and comment at steering committee meetings, and members of the public have offered input at each meeting through the process, and at the public workshop where they were able to offer written feedback on potential roadway improvements and land use alternatives. The committee has helped assess existing conditions and development project goals, a vision statement that address land use, public space, environmental resources, and waterfront access.

### Community Meetings

#### Community Kick-off – June 18, 2018

The City and the Island Center Steering Committee hosted a public meeting on June 18, 2018 to kick-off the project with the community and receive input on the direction of the plan and a new vision. The following were key themes from the meeting:

- A desire to maintain the rural character
- Concerns around upzoning, sewer service, and increasing the pace of growth
- A desire for pedestrian and bicycle improvements including trails
- A desire for affordable housing
- A desire for human-scaled development and avoiding large scale buildings
- A desire to improve the conditions and access to existing businesses
- A desire to protect water quality and address any stormwater impacts

A full summary of the meeting and public input are located in Appendix A.

### Public Meeting – February 10, 2020

A public meeting was hosted by the Island Center Steering Committee and held at City Hall on February 10, 2020. Over 100 people attended, and the meeting include an open house for the first half hour with project information boards followed by a presentation from the committee on the plan alternatives followed by questions and discussion with the public.

**Figure 8. Open House at the February 10, 2010 Public Meeting**



Framework, 2020





## Community Survey

The Island Center community survey opened for public response shortly before the community kick-off in June 2018 and was open for one month before results were tabulated in July. 652 people completed the survey online and 14 completed hard copies of the survey, which were included in the overall results. During the time the survey was open, the planning team received 393 emails from the public related to the planning effort. Many respondents lived in the Island Center area (59%), and the vast majority (91%) were homeowners.

The survey asked the public to rank different elements of a vision for Island Center that fell under four broader categories: environment, identity and sense of place, business and economy and transportation. The highest ranked response for each of these subject areas are listed below along with the percent of respondents who ranked that goal as the most important:

- Environment: Preserve, protect, and restore natural features—forests, vegetation, streams and the bay. (68%)
- Identity & Sense of Place: Enhance the sense of community at Island Center and make it a place where people want to meet and spend time. (42%)
- Business & Economy: Recognize the importance of the existing business community and help it thrive. (47%)
- Transportation & Circulation: Add sidewalks, trails and pedestrian-scaled amenities to make the area a safer, enjoyable place for pedestrians, equestrians, and cyclists. Encourage public transit and alternative modes (58%)

In many cases these highest ranked goals ranked closely to other, sometimes closely related priorities for the community, which included:

- Environment: Protect and preserve surface and groundwater, wildlife and wooded areas;
- Identity & Sense of Place: Recognize and honoring the history of Island Center;
- Business and Economy: The creation of new, sustainable businesses that benefit the community and are appropriate in scale and design; and
- Transportation & Circulation: Improve pedestrian mobility, traffic circulation, and safety.

By far the category that ranked as most important among the general public was environment, with 42.3% of respondents ranking it “most important”, followed by identity and sense of place with 26.1%, business and economy with 17.5%, and finally transportation and circulation with 11.5%. Each of these priorities and goals for the plan have been incorporated in the vision for Island Center developed by the steering committee and the elements of this plan help further that vision.

## Vision + Goals

The Steering Committee, advised City staff and consultants, developed a vision for the Island Center Subarea which emphasizes environmental sustainability, as well enhancing and highlighting Island Center's natural setting. This vision is captured in the statement articulated by the Committee in 2018, which has shaped the planning process, goals and guiding principles for the Island Center Subarea Plan. The goals developed together with through the planning and engagement process draw heavily from this statement and are included in this section.

### Vision Statement

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.

### Goals

#### A. Place / Identity

- Enhance Island Center's sense of community and make it a place where people want to visit and spend time
- Recognize and encourage continued agricultural and horticultural uses
- Link and celebrate the parks, open spaces, services and attractions in and near Island Center
- Ensure new development reinforces physical character and social connections
- Guide built environment by incorporating existing/historic character and fostering a diverse design aesthetic featuring a mix of small-scale buildings
- Preserve and enhance Island Center's natural environment and landscape character

## B. Business / Economy

- Recognize and help the existing business community thrive and diversify
- Encourage creation of new, independent, economically and environmentally sustainable businesses that benefit community and align with Design Guidelines & Standards

## C. Transportation

- Improve mobility, circulation, and safety for all transportation modes
- Ensure available parking is aligned with housing, business and community needs while minimizing its impact on the environment

## D. Housing

- Integrate a diverse range of low, moderate and middle income housing availability
- Allow increased density when accompanied by sufficient public benefit
- Utilize approaches aligned with the Comprehensive Plan

## E. Environment

- Preserve, protect, and restore natural features including salt water bodies, shorelines, stream corridors, open spaces and stands of mature trees
- Provide better visual and public access between Fletcher Bay, the Grand Forest and other local open spaces & attractions
- Protect watershed viability, surface and groundwater, including aquifer recharge, and take steps to ensure that water quality and natural shoreline conditions on Fletcher Bay are maintained, if not improved
- Emphasize the maintenance and protection of habitat for fish & wildlife
- Ensure that development minimizes and mitigates significant impacts on natural systems to prevent net loss of ecological function and/or any increase to air, noise, and light pollution

## Island Center Plan

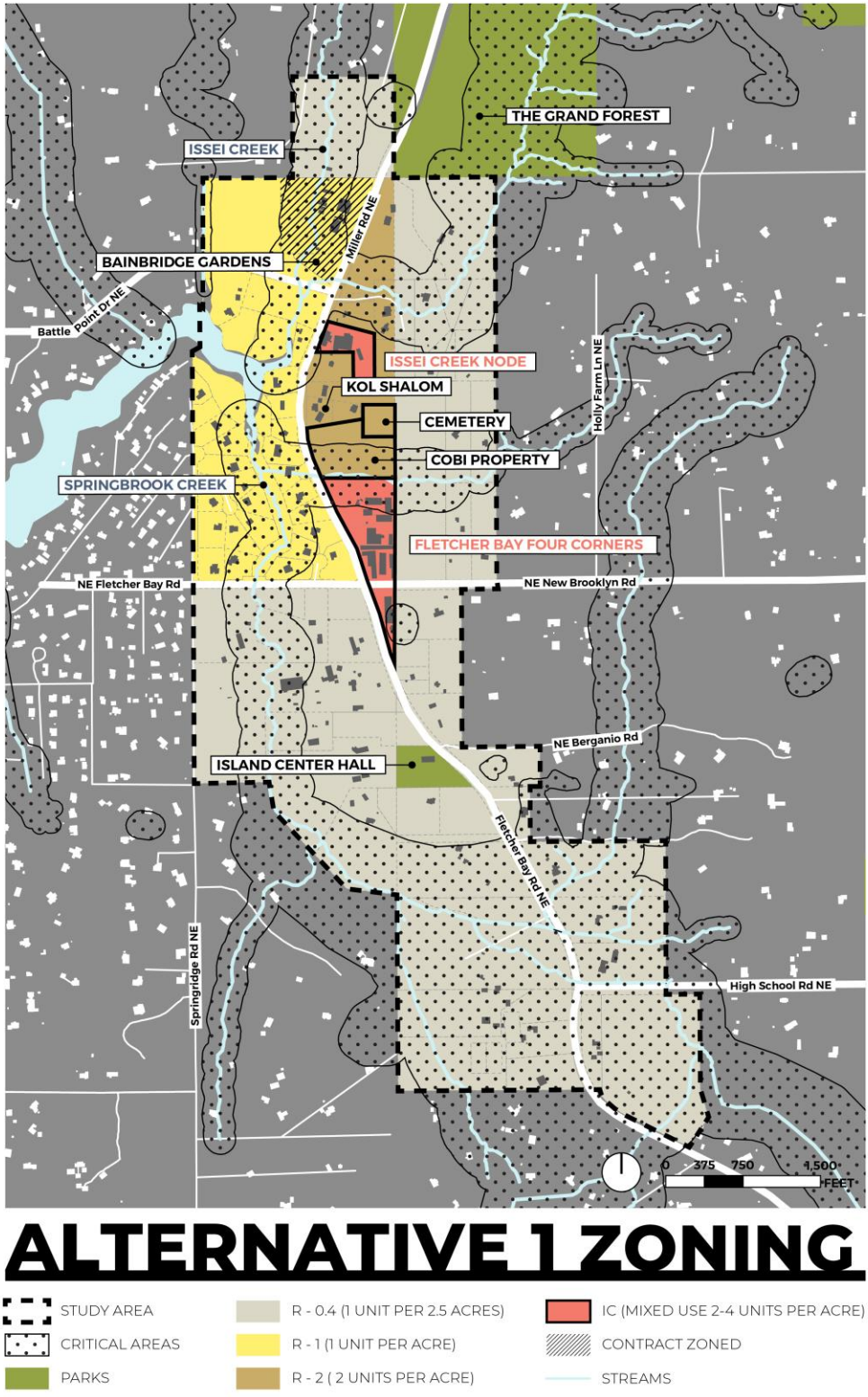
### Land Use and Zoning

#### *Island Center Zone*

The Island Center Plan focuses on three nodes of neighborhood center zoning within the study area. The residential zoning for all areas outside of the three nodes will remain the same and no changes are proposed. A new zoning district called the Island Center Zone is an Island Center specific neighborhood commercial zone that modifies the standards of the existing Neighborhood Center Zone. The neighborhood center zoning is proposed to be expanded in all three nodes.

The following three maps show the land use alternatives considered by the Steering Committee. Alternative 1 maintains the existing zoning map designations but replaces the Neighborhood Commercial (NC) zoning with new Island Center (IC) specific zoning that is described in more detail in Figure 15. Alternative 2 expands the Island Center specific zoning in Alternative 1 to the Bainbridge Gardens property and Alternative 3 expands the IC zoning further to include property in the Issei Creek and Four Corners nodes.

Figure 9. Alternative 1 Proposed Island Center Zoning



Framework, 2020

Figure 10. Alternative 2 Proposed Island Center Zoning

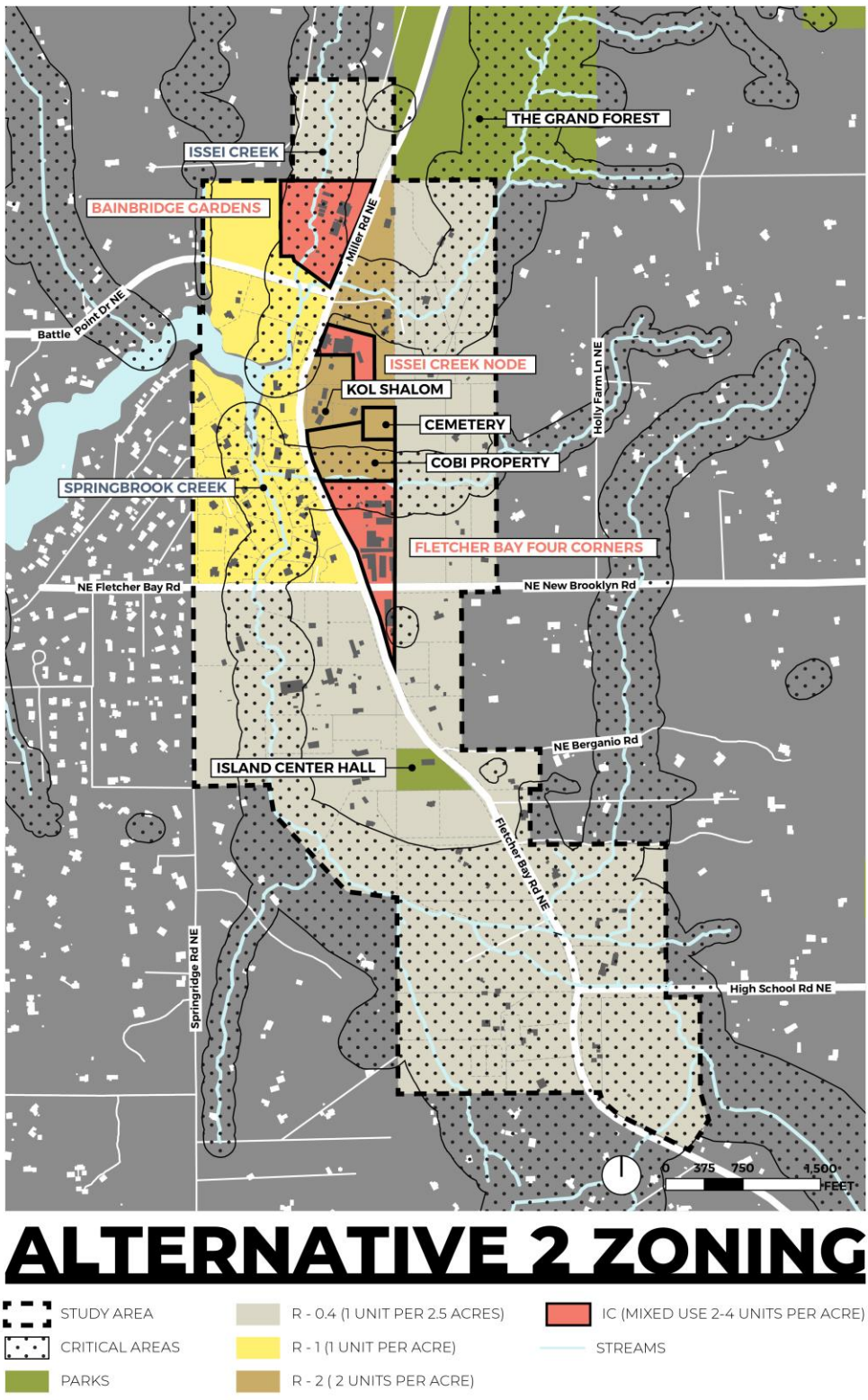
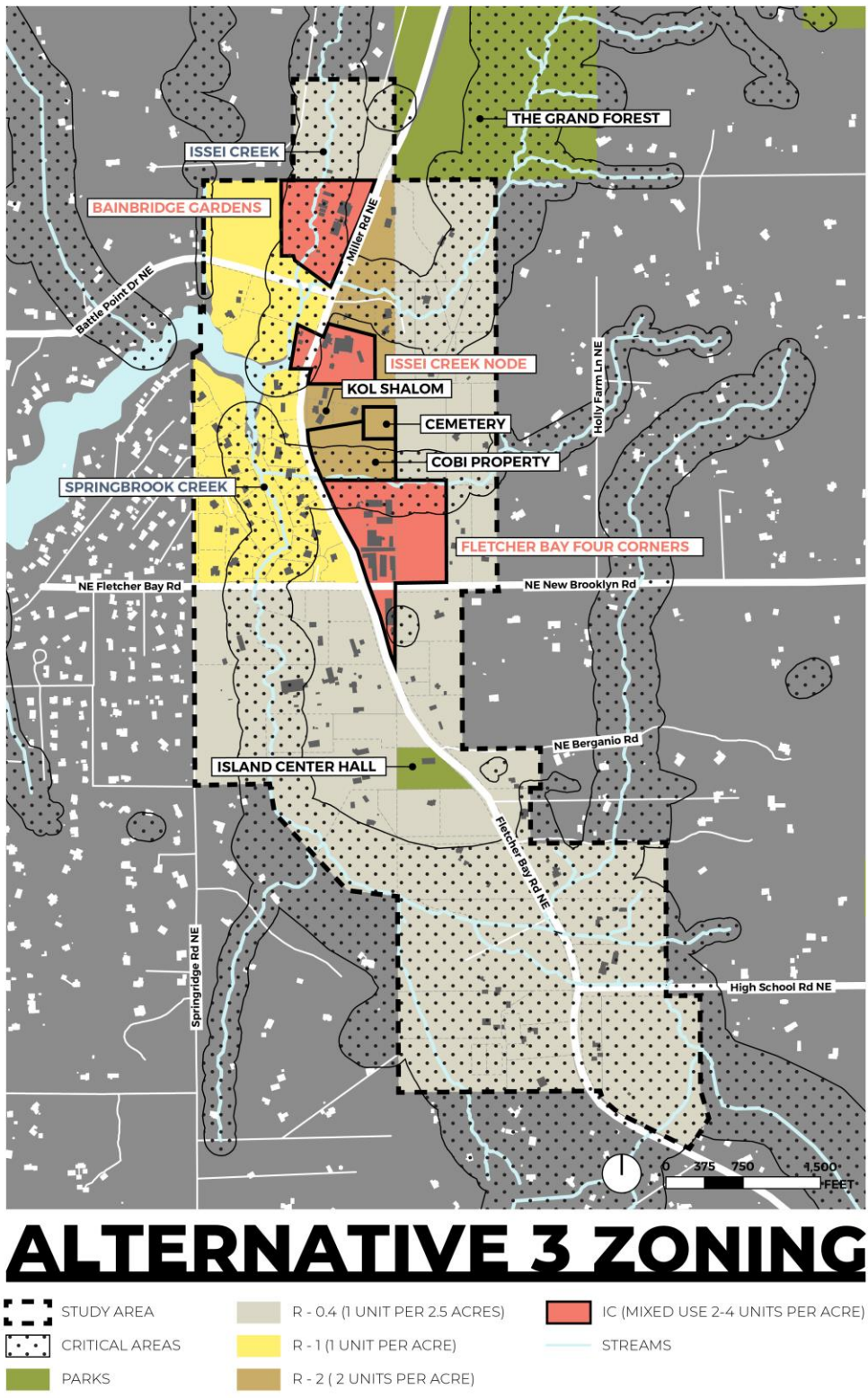


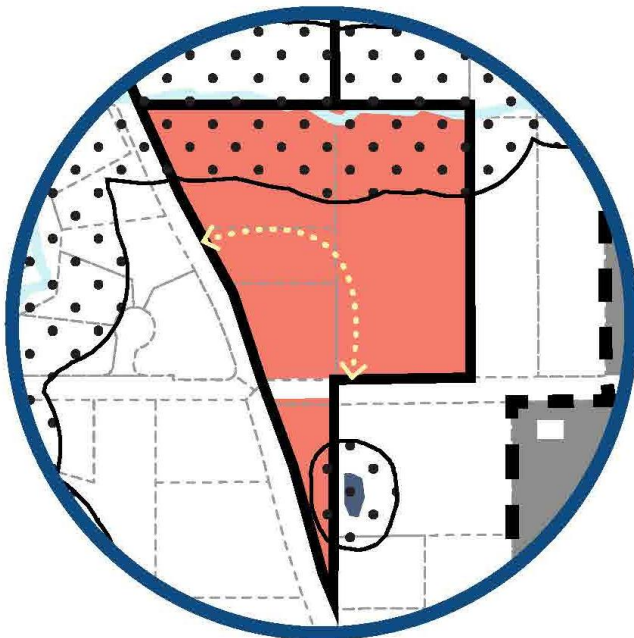
Figure 11. Alternative 3 Proposed Island Center Zoning



Framework, 2020

The Four Corners node expands neighborhood commercial zoning to the east to include the approximately 5 acres north of NE New Brooklyn Rd. These 5 acres have common ownership with the property at the NE corner of Miller and New Brooklyn Road. Like other Island Center Neighborhood Center properties, this property has long been developed with commercial uses, including self-service storage and currently, Bainbridge Rental (equipment rental). Improving safety for accessing commercial properties has been identified as a goal for this Plan. Adding to the Island Center zone to the east of this area allows room for redevelopment or reorganizing of the layout of commercial properties (that front on Miller Road) over time. Any major changes to these properties will require improvements to the ingress/egress. With current and future Island Center zone properties already developed with thriving commercial businesses, the additional 5 acres of Island Center zoning is perhaps the only proposed change in this Island Center plan that may add residential development in the near term. The properties shown in red in Figure 13 through Figure 14 are proposed for inclusion in the Island Center Zone within each node.

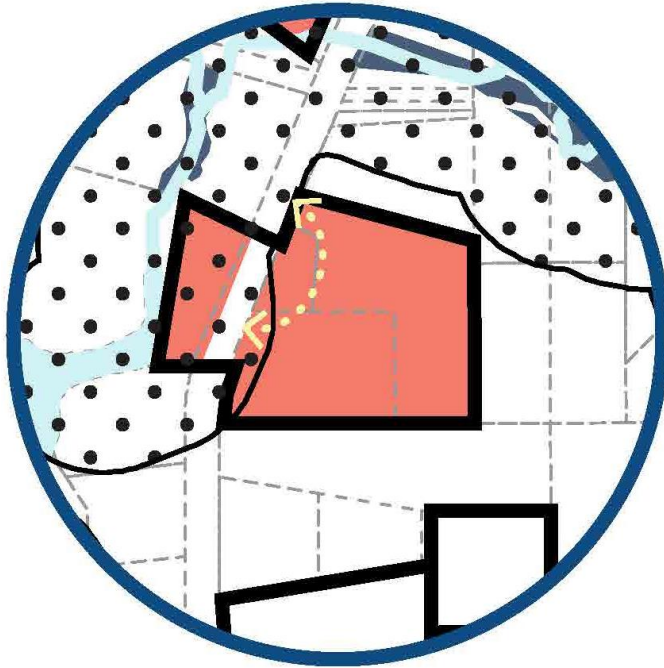
**Figure 12. Four Corners Node Zoning**



*COBI, Framework, 2020*

In the Issei Creek node neighborhood commercial zoning is proposed to be expanded to the west of Miller Bay Rd NE and south of the existing neighborhood commercial on the east side of Miller Bay Rd NE. The properties shown in red in **Error! Reference source not found.** are proposed for inclusion in the Island Center Zone.

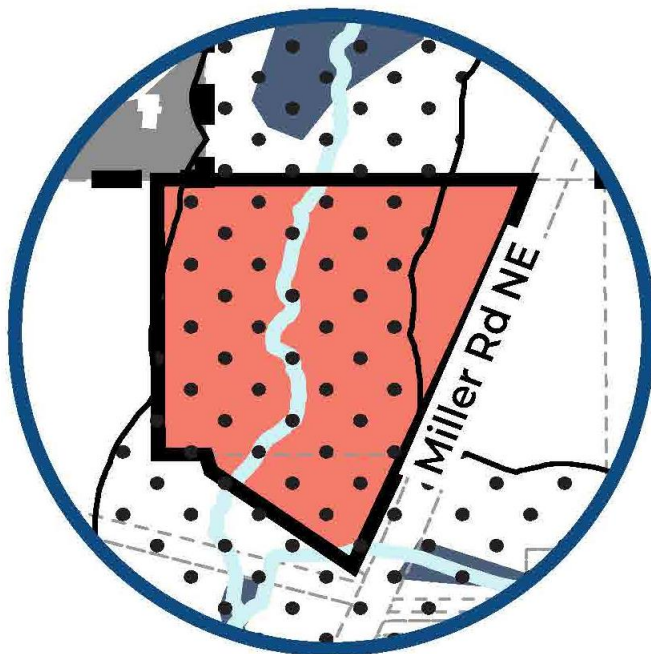
Figure 13. Issei Creek Node Zoning



COBI, Framework, 2020

The Bainbridge Gardens Node is proposed for inclusion in the Island Center Zone to reflect the existing commercial use.

Figure 14. Bainbridge Gardens Node Zoning



COBI, Framework, 2020

### *Land Use*

Significant changes to the land uses that are currently allowed in the Neighborhood Commercial Zone are proposed to focus on community priorities for Island Center. Because neighborhood commercial zoning is very limited on Bainbridge Island properties must have a primarily commercial use with specific opportunities for mixed-use development that includes residential uses. See Appendix B for a chart of recommended land uses to be adopted into the City's zoning and development code.

### *Development Standards*

The development standards shown in Figure 15 are proposed to implement the vision and goals for Island Center and vary by node. The development standard recommendations were crafted with the Island Center Steering Committee and input from the public during Steering Committee meetings. Development standards maintain the same base density as the existing Neighborhood Commercial Zone and allow bonus units for affordable housing with a 50% affordable housing requirement. Buildings must be designed to be human-scale with limits on building widths at the street frontage, building footprint limits, and requirements for active uses and features at the street level. Residential unit sizes are capped at 1,800 square feet to encourage smaller and more affordable units with opportunities for an additional 900 sq ft caretaker unit.

Figure 15. Island Center Zone Development Standards (DRAFT)

Standard	Existing NC Zone	Bainbridge Gardens Node	Issei Creek Node	Four Corners Node
Max. Lot Coverage	35 %	35%	35%	35%
Max. Building Height	35 ft. (est. 3 stories)	25' (two stories)	25' (two stories)	25' (two stories)
Max. Height with CUP for Nonresidential Uses	45 ft.	Eliminate	Eliminate	Eliminate
Base Residential Density	R-2: one unit/20,0000 ft <sup>2</sup>	R-2	R-2	R-2
Residential Density with Bonus	R-3 with affordable housing, TDR or in mixed-use development	R-4; 50% Affordable (or 2 bonus units per acre that must be designated as affordable housing)		
Front Setback (vary by node)	20 ft. max.	Vary by node/frontage types	Vary by node/frontage types	Vary by node/frontage types
Side & Rear Setbacks	0 ft. between NC properties; 15 ft. to Residential Zones	5'-10' side yard	5'-10' side yard	5'-10' side yard
Max. Building Footprint	NA	4,000 sq ft	4,000 sq ft	4,000 sq ft
Space between buildings	n/a	10'	10'	10'
Commercial/Residential Mix		Minimum 50% commercial required	Minimum 50% commercial required	Minimum 50% commercial required
Max. Bldg Width at Street	n/a	40'	40'	40'
Active Use/design requirements	n/a	Active uses or features at street at level	Active uses or features at street at level	Active uses or features at street at level
*Floor Area Ratio	NA	NA	NA	NA
Max SF Unit Size		Max 1,800 sq ft SF; 900 sq ft Caretaker	Max 1,800 sq ft; 900 sq ft Caretaker	Max 1,800 sq ft 900 sq ft Caretaker

**Policies**

- Require a principal commercial use for development in Island Center.

- Prioritize land uses that serve the surrounding Island Center area.
- Consider changes to residential densities as part of a City-wide strategy for affordable housing and land conservation.
- Allow residential uses when part of a mixed-use development including single-family when not located along primary street frontages.
- Encourage the development affordable housing in Island Center for a range of household incomes.
- Ensure new development is small-scale, has a rural character, and prioritizes places for people in public spaces.
- Minimize negative impacts from vehicles in the design of new development including access, the location and design of parking, and street frontages.
- Require active street level uses in the Island Center Zone.
- Encourage agricultural and supporting uses in Island Center.

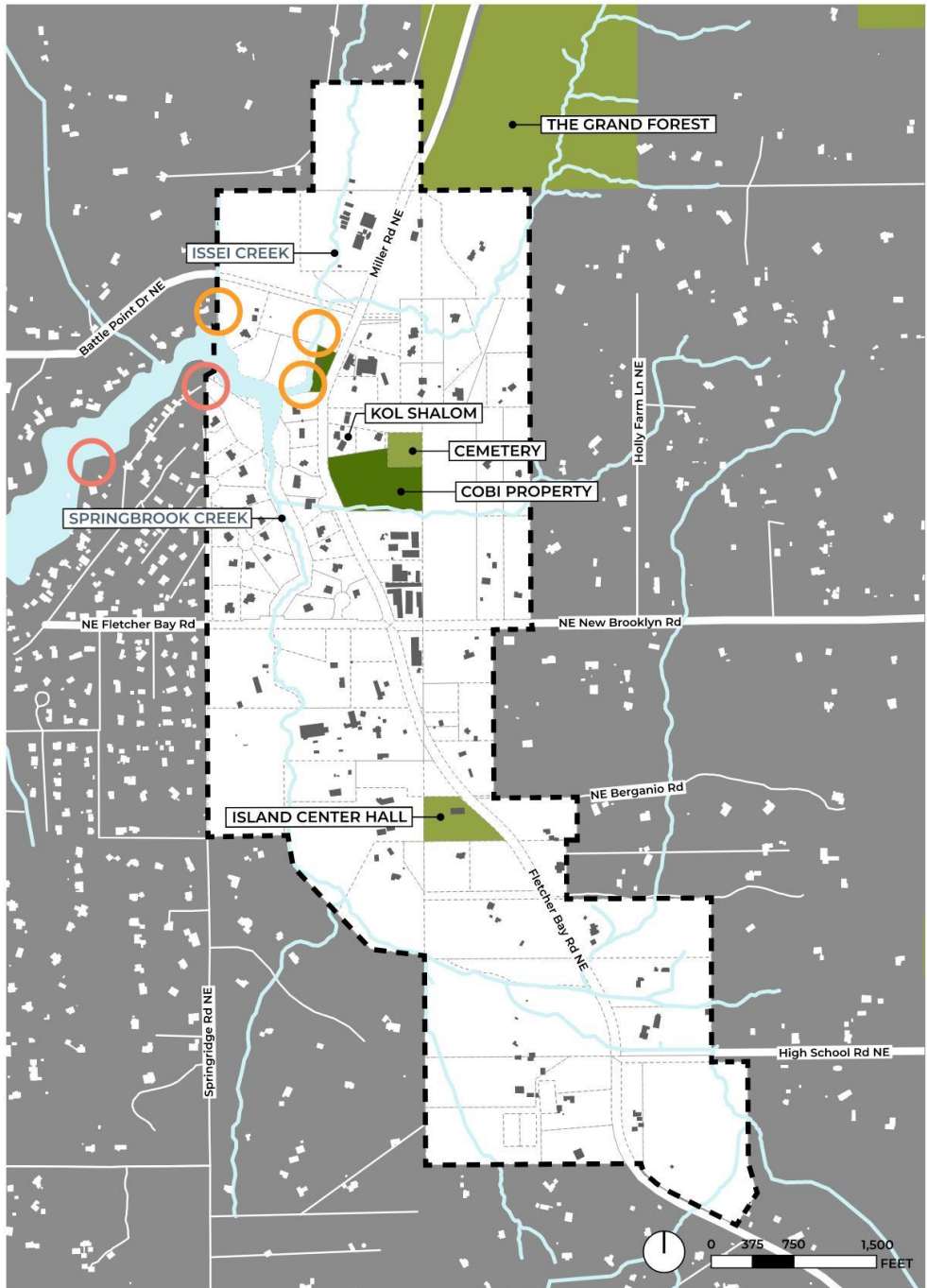
### *Strategies*

- Update the City's Zoning Map and Municipal Code to establish the Island Center Zone
- Update the City's Municipal Code to establish development standards for the Island Center Zone
- Update the City's Design Review Manual *Design for Bainbridge* for consistency with the Island Center Zone land uses, street concepts, and development standards.
- Update Capital Improvement Plan with Island Center projects over time through the annual capital improvement/budget process.
- Review any future land use or transportation changes in the Island Center area for consistency with the Island Center Subarea Plan

## Public Improvements

Multimodal access, trails connections, and public spaces benefit neighborhood residents and the broader public and are an integral part of the plan for the future of Island Center. Although the planning area is immediately adjacent to Fletcher Bay, there is limited public access to the waterfront, and the streams that flow into the Bay. There are several options for near public access points to the bay in and around the subarea, some of which could be integrated into future redevelopment. Figure 16 shows opportunities for waterfront public access and public spaces in Island Center.

Figure 16. Proposed Public Improvements



## PUBLIC SPACE & WATERFRONT ACCESS

- STUDY AREA
- WATERFRONT ACCESS (POTENTIAL)
- PARKS (EXISTING)
- ROAD END
- PARKS (PROPOSED)
- STREAMS

COBI, Framework, 2020

## COBI Owned Property

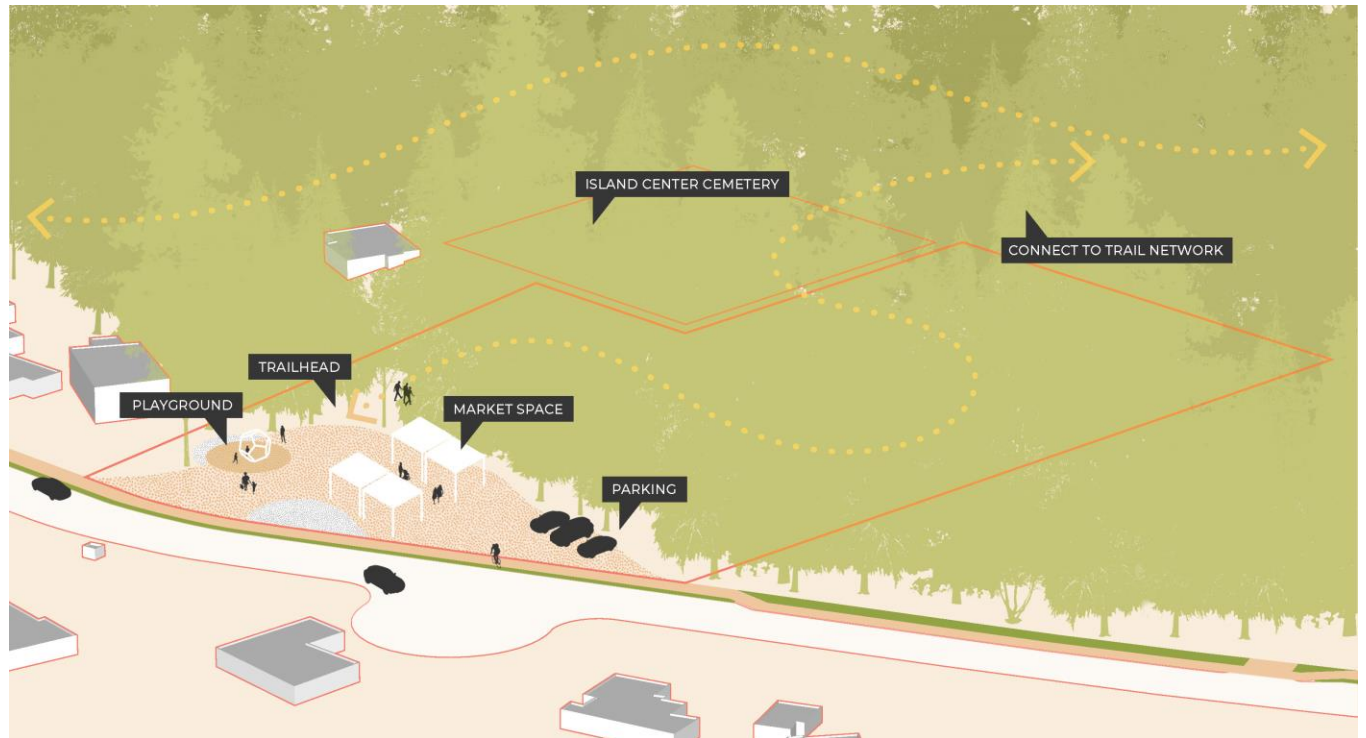
At the Center of the Island Center is an undeveloped 4-acre City-owned parcel the Department of Public Works uses for staging and storage and otherwise serves as informal parking for adjacent uses. The property is largely wooded, with only the first hundred or so feet nearest to the roadway cleared and stabilized with gravel. The parcel is immediately south of Congregation Kol Shalom and the Island Center Cemetery that is just east of the Synagogue, farther back from Miller Rd NE, and could serve as a more prominent access point to the cemetery, with connections to a trail network separated from the roadway that could run through the eastern portion of the Island Center subarea.

There is substantial change in elevation of roughly 45-50 feet between the rear of the lot, farther from Miller Rd and the front of the lot, which is at grade with the roadway. Throughout the planning process, there has been interest in upland portions of the property that may be able to capitalize on this change in elevation to create a viewpoint to the Fletcher Bay. Any viewpoint feature, however, should be designed around natural features and wooded areas so that views are unobstructed and may require the construction of a viewing platform or tower.

This property presents an opportunity to create new public space in Island Center for community gatherings and events that can complement the historic Island Center Hall. A flexible outdoor public space can incorporate some permanent recreational elements such as seating and play areas and allow for different uses and different times of day and in different seasons with parking available for nearby uses and events. New public spaces, and any parking on the property intended support nearby uses should use low-impact design strategies, environmentally sound materials, minimal impervious surface, and incorporate green stormwater infrastructure. This parcel should also be integrated into plans for a trail network, that would create pedestrian connections off Miller road that connect different properties and uses in Island Center.

The potential for parking on this site has implications for land use on the surrounding parcels. As the property will offer some degree of public parking, this can help make more design choices that better reflect the vision for Island Center more feasible, absorbing some of the required parking from nearby uses.

Figure 17. Public Space Concept Plan for COBI Property



Framework, 2020

## Waterfront Access

Waterfront access on Fletcher Bay can help re-establish a connection with the waterfront for people living and visiting Island Center. Most of the land with direct waterfront access to Fletcher Bay is developed, with single family residences along the easternmost part of the Bay, and along Springbrook Creek, primarily built in the 1990's. However, there are opportunities to create new visual and physical access to Fletcher Bay and the creeks that flow into it.

The properties that offer the clearest opportunities to create new publicly accessible spaces on Fletcher Bay along Miller Road are all owned by longtime residents of Bainbridge Island. One developed property at the point where Fletcher Bay comes closest to Miller Rd is a small .56 acres property with a private residence that has been included in the Issei Creek node with Island Center Automotive. Despite its location in a critical area, this property may offer an opportunity for future non-residential like a small restaurant or cafe that highlight Fletcher Bay as a natural feature, if any new uses occupy the same footprint as the existing home.

Apart from this property, which may redevelop over time, there are three undeveloped parcels on Issei Creek at the corner of Battle Point Dr and Miller Rd NE. The 5.87 acres of land and riparian area is owned by the Kodama family who operated a berry farm on Fletcher Bay and live on the adjacent property to the west. These properties are severely constrained by critical areas, with one property entirely within the critical area surrounding Issei Creek. As any future development would have to adhere to state and local protections for critical areas and shorelines, these properties could offer an opportunity to create new open space along Fletcher Bay that honors the history of Kodama and Narte families and of Japanese immigrants and berry farmers on the Island.

There are other opportunities for new connections to Fletcher Bay creating public amenities in the street ends on the edge of or just outside the planning area. The end of the Springbrook Rd NE and Bay Rd NE rights-of-way could dedicate to public waterfront access with limited improvements designed to serve local residents and the surrounding neighborhood.

### Policies

- Expand and enhance public access to the waterfront in Island Center.
- Prioritize the COBI property for public access, use and enjoyment as a flexible public space. The property should be designed to support community priorities including parking, a trailhead, events, public art, children's play, and similar uses.
- Maintain and enhance existing public spaces for public use and enjoyment.

### Strategies

- Pursue waterfront public access in partnership with private property owners and recreation and conservation organizations.
- Pursue development of the COBI property for public access, use and enjoyment including additional public engagement as plans are refined.
- Update Capital Improvement Plan with Island Center projects over time through the annual capital improvement/budget process, including improving public access to Fletcher Bay and improvement to COBI property.

## Infrastructure

Island Center is not currently served by sanitary sewer service. As part of the Island Center planning process the cost estimates developed as part of the 2015 General Sewer Plan to serve Island Center were updated. The updated cost estimates were then compared to the land use and zoning alternatives to understand the financial feasibility of serving the area. The results of this analysis indicated that there will not be enough customers in Island Center to pay for the costs of serving the area and additional density would be required for the system to pay for itself through connection and ongoing service charges. In addition, the City does not require properties to connect to sewer service if it becomes available unless the septic system fails which limits the potential number of new customers.

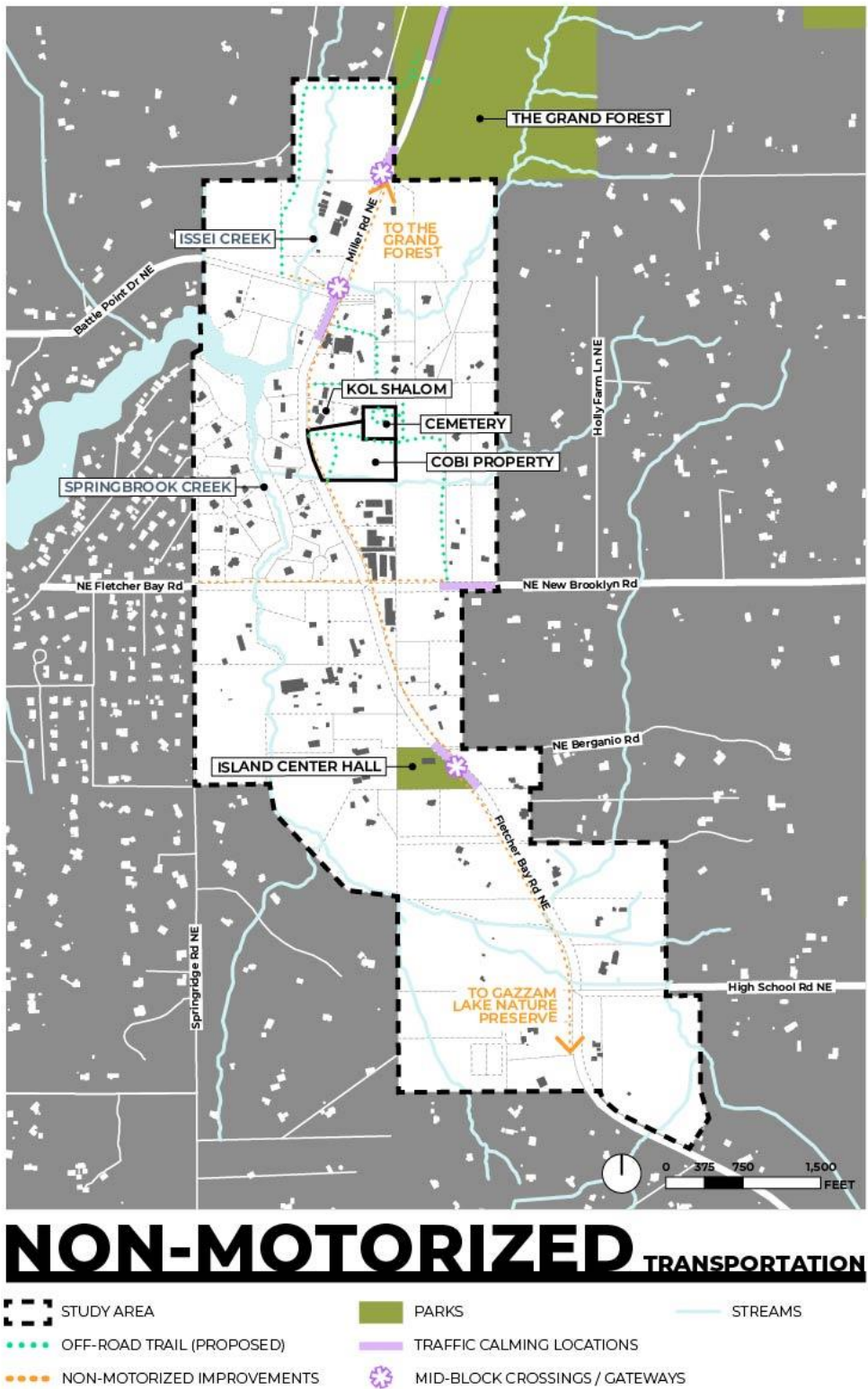
## Transportation

With relatively high traffic volumes and speeds along Fletcher Bay Rd NE and Miller Rd NE, safe and comfortable access for people walking and rolling will require investments in bike and pedestrian infrastructure. New facilities along the north-south corridor will require negotiating steep topography, particularly to the east of the roadway, and right-of-way space that is inconsistently allocated between different sides of the roadway.

## Non-motorized Improvements

Island Center currently lacks safe facilities for walking and biking and the Island Center Plan calls for both on and off-street improvements to allow people to access Island Center on foot or bike (See **Error! Reference source not found.**). A trail system is proposed to connect areas within the planning area and provide additional recreational opportunities while on-street concepts are focused on providing separated bike and walking facilities, incorporating traffic calming measures, and addressing physical constraints. The specific design for new facilities will be subject to additional planning, engineering, and design work as well as opportunities for further public engagement. The Island Center process did not include detailed physical, engineering, or fiscal analysis and therefore should be further considered in the future.

Figure 18. Non-Motorized Transportation Improvements



*Traffic Calming*

Island Center is subject to significant pass-through traffic and to mitigate the impacts from traffic volumes and speeds traffic calming measures should be incorporated into all future street improvements to slow speeds and improve safety for people on foot and bike. Specific traffic calming measures will be subject to future engineering analysis to understand the best opportunities to reduce vehicle speeds and improve safety.

*Streets*

Existing streets in Island Center have limited sidewalk and pedestrian facilities, with relatively narrow shoulders extending north along Miller Rd, NE and sidewalks only at the corner of Miller Rd NE, NE New Brooklyn Rd and Fletcher Bay Rd NE. One of the priorities of this plan is to create safe, dedicated facilities for people walking and biking, particularly along the north-south portion Fletcher Bay Rd and Miller Rd NE between Island Center Hall and the Grand Forest, and safer crossings at the busy intersection of Miller Rd NE, NE New Brooklyn Rd and Fletcher Bay Rd NE. Figure 19 shows concept plans for potential short- and long-term improvements. The short-term concepts would be relatively inexpensive to implement and would allow for testing to ensure the concepts are effective at providing safe places to walk and bike. The long-term option would require further design and engineering work along with a capital investment for implementation.

**Figure 19. Street Improvement Concepts – Short and Long-Term**

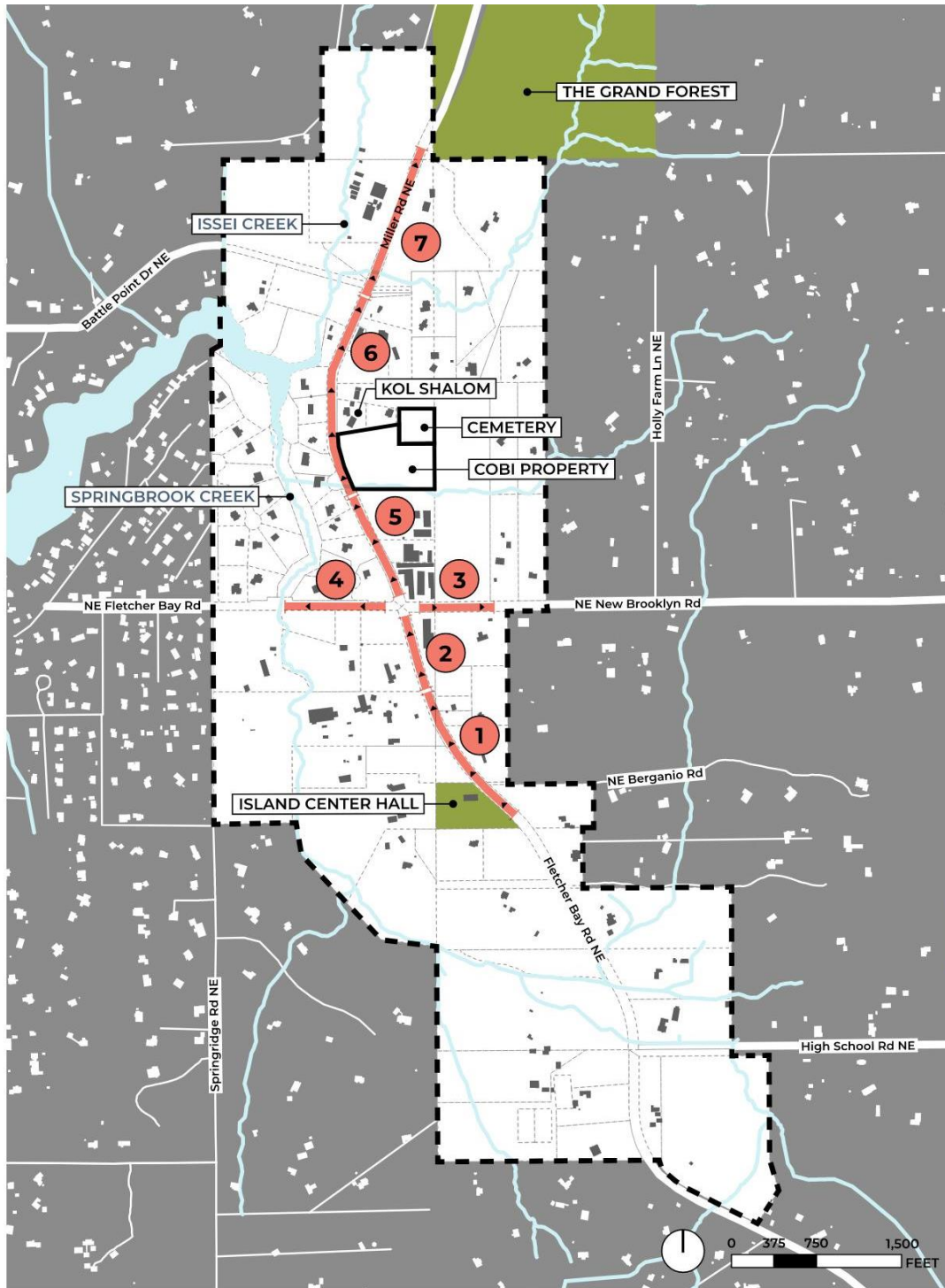


*Framework, 2020*

The physical conditions along the major streets in Island Center are highly variable and in some cases are challenging for adding facilities for walking and biking. To address the varying conditions several street section concepts were developed at the locations shown in Figure 20.

Physical constraints along with poor access management to adjacent properties makes it difficult to add dedicated sidewalks and bike facilities on both sides of the street such as on portions of Miller Rd NE north of NE New Brooklyn Rd and NE Fletcher Bay Rd. Therefore, a multi-use path is proposed as one option for addressing they physical constraints since it allows for bi-directional travel for pedestrians and bicyclists and is the most efficient use of limited space. Some locations include more than one section to show the range of options for improvements. On-street parallel parking is recommended as an option only in the Four Corners node to right-of-way constraints and physical conflicts.

Figure 20. Street Section Locations

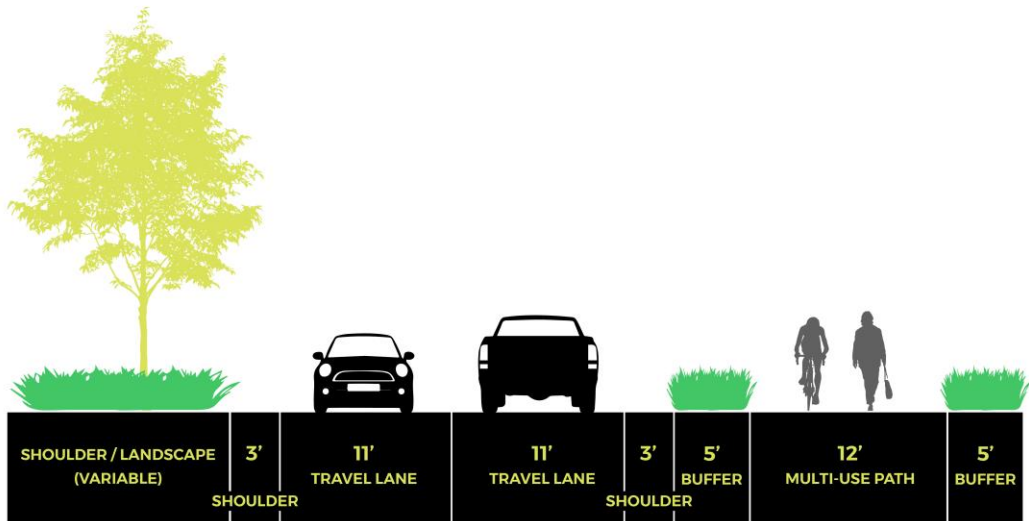


# SECTION LOCATIONS

 STUDY AREA

Framework, 2020 Figure 21. Section #1

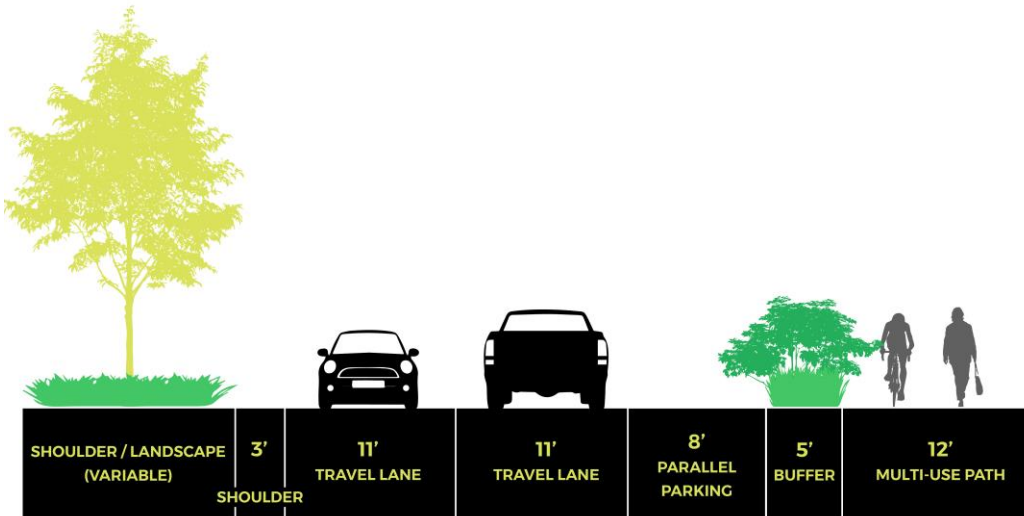
#1 Streetscape Concept - South Fletcher Bay Rd  
(looking north)



Framework, 2020

Figure 22. Street Section #2.1

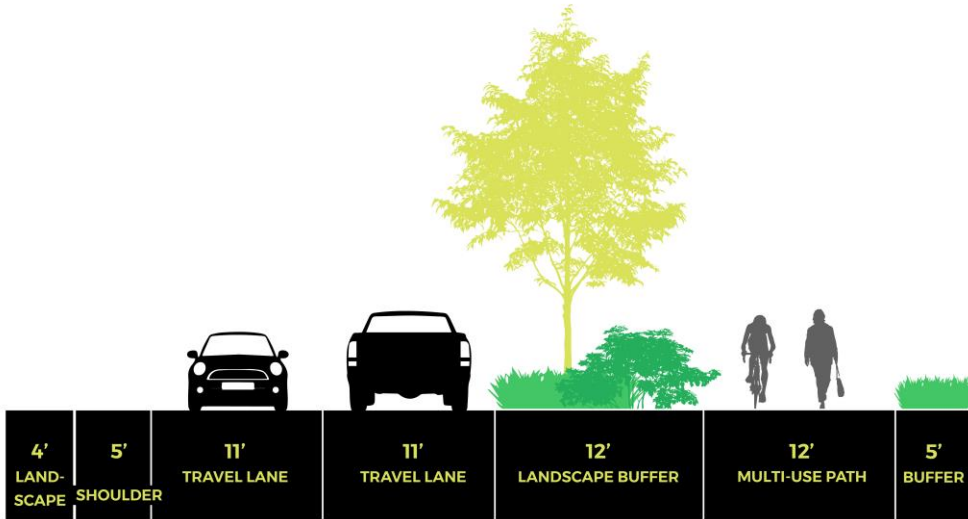
#2.1 Streetscape Concept with Angled Parking - Miller Rd / Fletcher Bay Rd  
(looking north)



Framework, 2020

Figure 23. Street Section #2.2

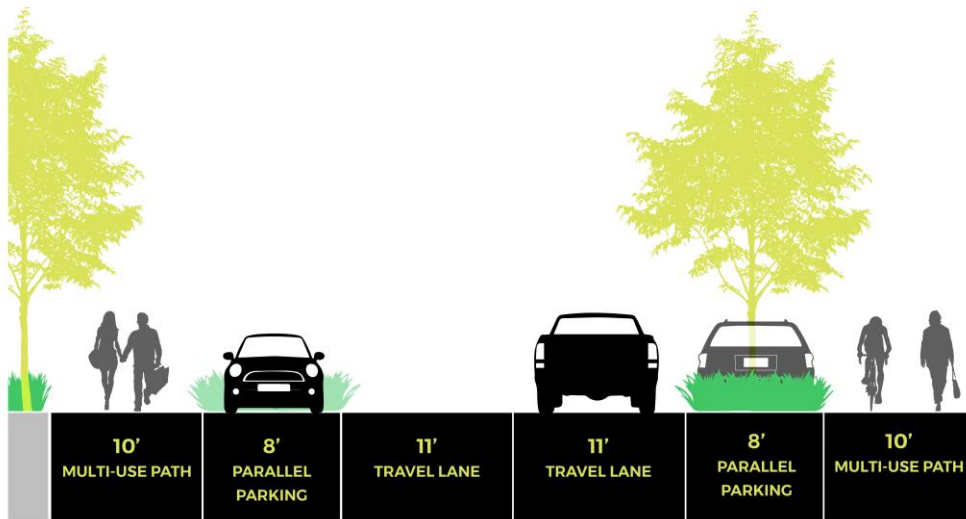
#2.2 Streetscape Concept with Landscaped Buffer - Miller Rd / Fletcher Bay Rd  
(looking north)



Framework, 2020

Figure 24. Street Section #3

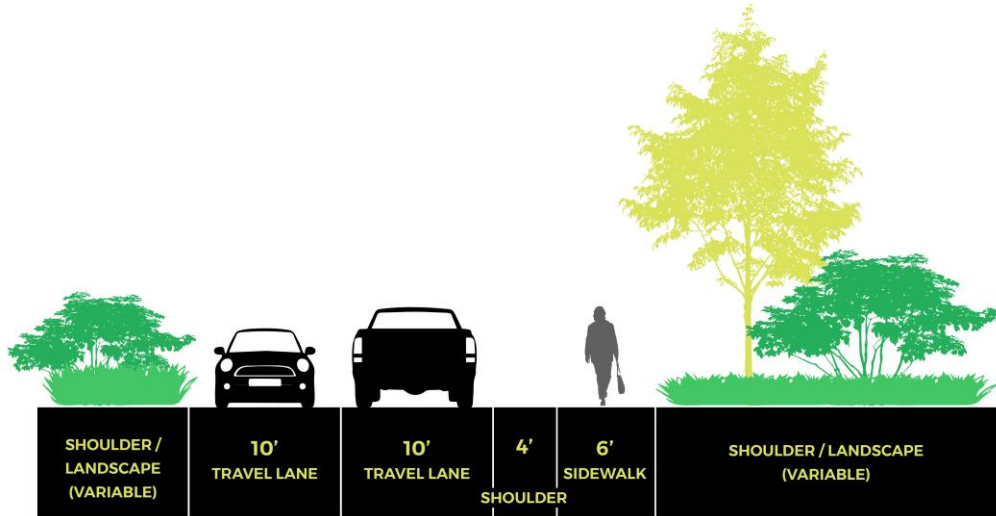
#3 Streetscape Concept - New Brooklyn Rd  
(looking east)



Framework, 2020

Figure 25. Street Section #4.1

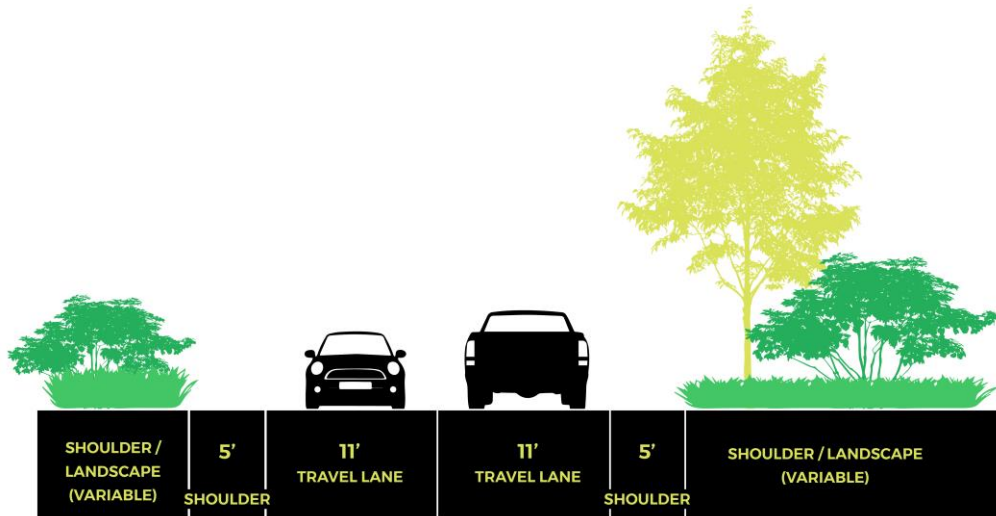
#4.1 Streetscape Concept - Fletcher Bay Rd Westbound  
(looking west)



Framework, 2020

Figure 26. Street Section #4.2

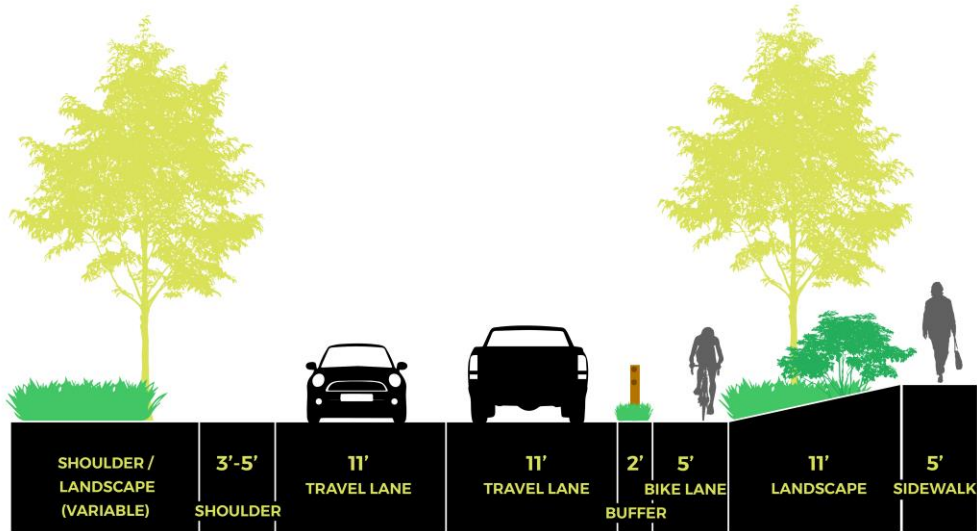
#4.2 Streetscape Concept - Fletcher Bay Rd Westbound  
(looking west)



Framework, 2020

Figure 27. Street Section #5

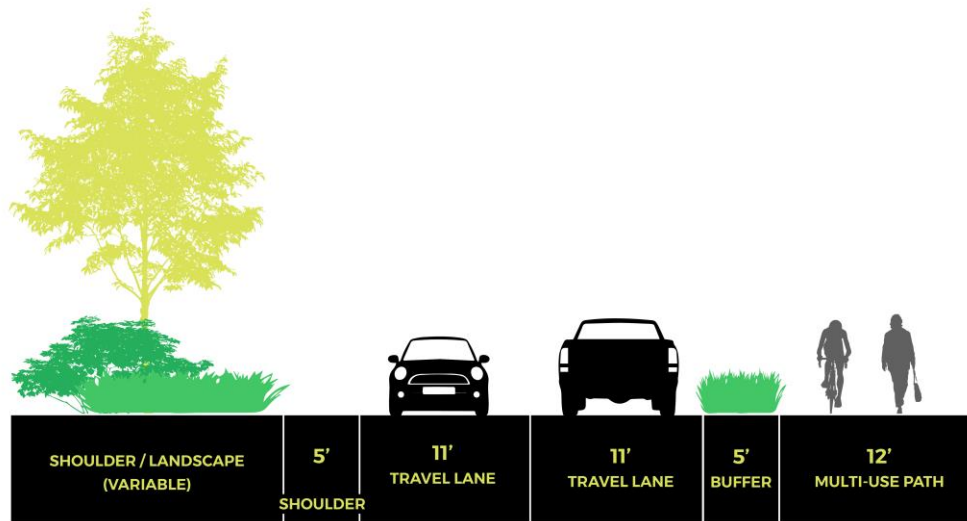
#5 Streetscape Concept - Miller Rd South of DPW Lot  
(looking north)



Framework, 2020

Figure 28. Street Section #6.1

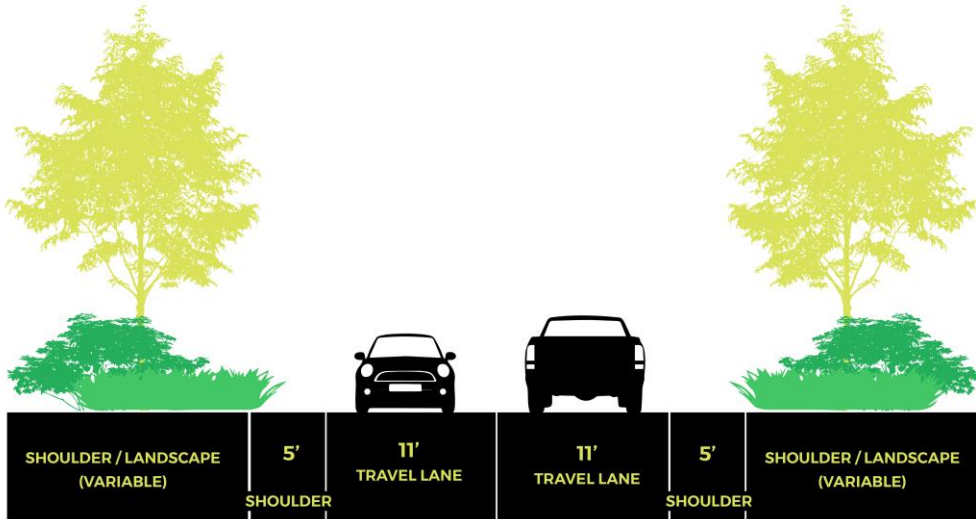
#6.1 Streetscape Concept - Miller Rd at DPW Lot  
(looking north)



Framework, 2020

Figure 29. Street Section #6.2

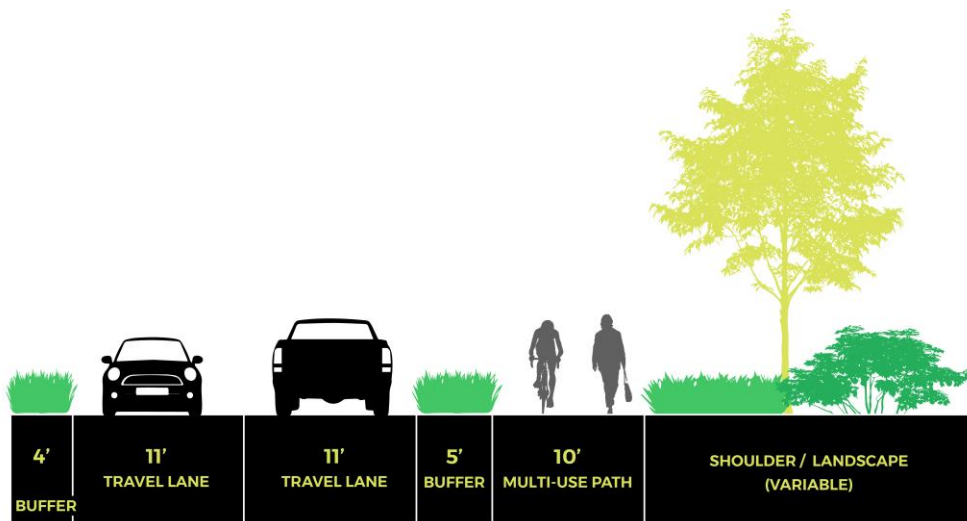
#6.2 Streetscape Concept - Miller Rd at DPW Lot  
(looking north)



Framework, 2020

Figure 30. Street Section #7

#7 Streetscape Concept - Miller Rd Near Battle Point Dr  
(looking north)



Framework, 2020

### Trail System

With potential redevelopment of properties along Fletcher Bay Rd NE and Miller Rd NE, there is an opportunity to create a substantial trail network with off-road pedestrian connections between

properties, public spaces and natural areas in Island Center. A potential trailhead from Miller Rd NE beginning at the City property south of Congregation Kol Shalom, could connect Island Center Cemetery, and a potential viewpoint on the uphill portion of the City's property, and the rear of a long undeveloped property that fronts on NE New Brooklyn Rd. A trail connection to NE New Brooklyn Road could offer a quiet, wooded route to businesses and new development in Island Center separated from the busy intersection of NE New Brooklyn Rd, Fletcher Bay Rd NE, and Miller Rd NE. Trail connections to surrounding properties can also offer access between potential parking on the site and local businesses that is more pedestrian friendly.

This trail system is primarily intended for local access and recreation but could connect with more the expansive trail system on the west side of Bainbridge Island via pedestrian facilities that extend to the Grand Forest to the north and toward Gazzam Lake Nature Preserve to the south. Future development or open space in the northern part of the study area in and around the Bainbridge Gardens node could also include trails that could be integrated into this network.

## Policies

- Provide safe multi-modal transportation facilities in Island Center that accommodate vehicles and people walking and biking.
- Provide safe on- and off-street facilities for walking and biking that connect all areas within Island Center.
- Incorporate appropriate traffic calming measures into street improvements to reduce vehicle speeds and improve safety.
- Transportation improvements should be subject to additional public engagement efforts during the design and engineering process including direct outreach to residents and property owners that will be directly affected.
- Minimize the number and size of curb cuts along major streets in Island Center to avoid conflicts between vehicles and pedestrians and bicyclists.
- Avoid widening streets to increase vehicle capacity in Island Center and emphasis local access.

## Strategies

- Actively pursue an off-street trail network in Island Center in partnership with private property owners and conservation and recreation organizations
- Consider implementing temporary transportation improvements to enhance opportunities for walking and biking in the near term while testing potential long-term improvements
- Further plan for street improvements in Island Center with additional design and engineering work in collaboration with community stakeholders.

## Action Plan

[to be added]

### Action Strategy Matrix

STRATEGY	SUMMARY	TIMELINE	DEPARTMENT	COST/ FUNDING
ZONING AND LAND USE				
TRANSPORTATION				
PUBLIC IMPROVEMENTS/INFRASTRUCTURE				