

## Introduction

Centrally located toward the west side of Bainbridge Island, Island Center is an area that blends unique urban and natural features. (See map, Figure 1.) As one of three areas on the Island designated in the Comprehensive Plan as a “Neighborhood Service Center,” Island Center offers small-scale commercial services against a backdrop of forests, streams, small farms and quiet residential neighborhoods. Its proximity to a major crossroads and location on a heavily traveled north-south arterial ensure Island-wide patronage of the commercial services, which currently include a landscaping and nursery business, several auto services, a self-storage facility, a small market and a restaurant. At the same time, it is this juxtaposition of commercial uses with the surrounding quiet residential neighborhoods and delicate natural systems that poses one of the greatest challenges in developing a plan for the Island Center area.

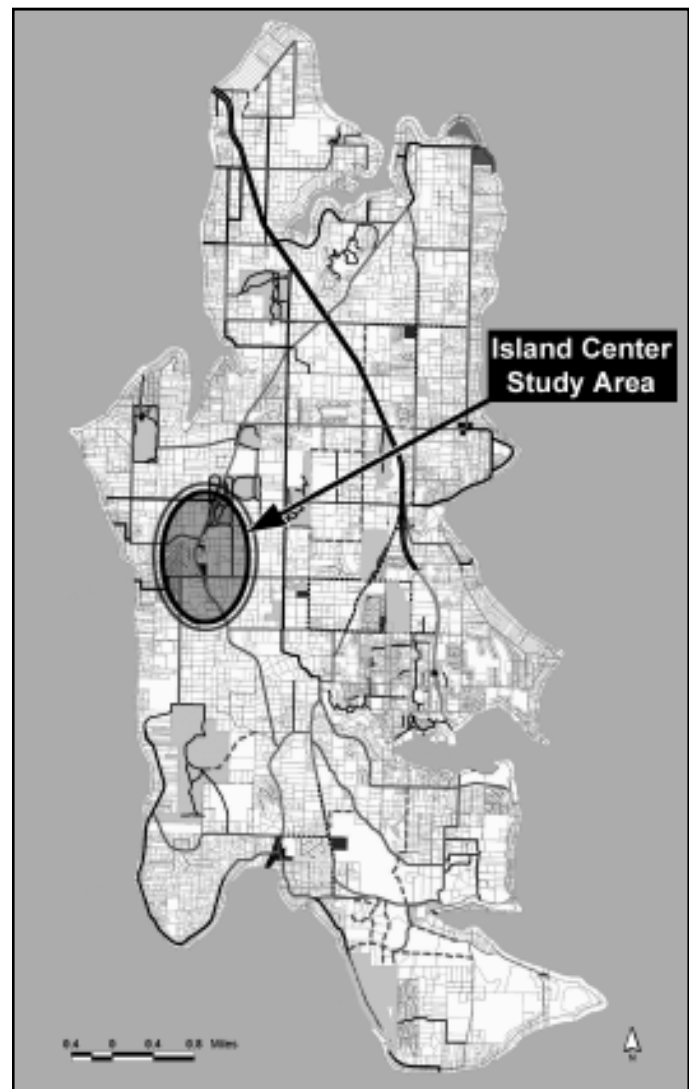


Figure 1. Context Map

## Comprehensive Plan Policies

The future of Island Center is guided by the land use policies in the Comprehensive Plan (adopted September 1994), particularly those that address Neighborhood Service Centers (NSC). NSC policies encourage the development of small-scale commercial activity that provides Island-wide service, and public uses and housing with the understanding that any new development should be compatible with the scale and intensity of the surrounding residential neighborhood. The policies also recognize that slightly higher residential densities are appropriate for the Neighborhood Service Centers, provided that any increase above the underlying zoning is achieved through the provision of some public benefit, such as affordable housing or the transfer of density to preserve agricultural land or open space.

## **The Special Planning Area Process**

The Comprehensive Plan also designates Island Center as one of the Island's *Special Planning Areas*:

*A Special Planning Area is an area which reflects uses and/or conditions which are unique to that area and would benefit from a local, neighborhood planning process. The Special Planning Area process would address such issues as current use, future mix and location of uses and densities, transportation, public facilities, services and amenities, and protection of natural systems. The Special Planning Area process would include property owners and neighborhood participation, and may include mediation as a means to resolve significant issues, if directed by City Council. The end result of a special planning process would be a neighborhood, sub-area, or site-specific plan which will require an amendment to the Comprehensive plan, unless no changes to the Plan's policies are proposed. (Introduction to the Land Use Element, Bainbridge Island Comprehensive Plan.)*

The Special Planning Area process is intended to involve the community members who are most familiar with the unique aspects of a neighborhood, and would be directly affected by long-range plans for the neighborhood. The procedures for the special planning area process are specified in Chapter 18.115 of the Bainbridge Island Municipal Code.

## **The Island Center Special Planning Area Steering Committee**

A nine-member Island Center Steering Committee was appointed by the Mayor and confirmed by the City Council in January 2001 (Resolution 2001-05). The Committee's charge was to create a vision for this unique area; identify problems for the City; and make any recommendations for improvements or zoning changes that would help implement the vision. Two of the original members resigned from the committee. The remaining seven members (Co-chairs Anne Lovejoy and Anita Rockefeller, Don Fisher, Junkoh Harui, Katy Klinkenberg, Gailene Mabrey and Cathy Nickum) brought to the planning process an understanding of and commitment to Island Center, as well as expertise in planning, environmental issues, geography, business, horticulture and real estate.

The committee was supported in their efforts by Eric Schmidt of Cascade Design Collaborative, and City staff from the Planning and Public Works Departments.

The Committee began meeting in the early spring of 2001. The Committee spent several meetings familiarizing themselves with the relevant Comprehensive Plan policies, zoning and land use regulations. They also gathered background information on existing conditions and met with City staff to discuss roads, circulation and possible traffic calming solutions; water service; and other City plans such as the Wildlife Corridor Plan and the draft Non-motorized Transportation Plan.

## **Historical Background**

Prior to Captain George Vancouver's arrival in 1792, the island's forests, meadows, streams and shorelines supported a sophisticated native culture for thousands of years. Native villages and seasonal campsites throughout the island thrived, nourished by the abundance of plants and wildlife.

European settlers were introduced to the Island Center area when William C. Fletcher entered a land claim near what is now known as Fletcher's Bay in July 1869. In 1871, Edward "Log" Olsen homesteaded 160 acres to the north, using oxen to cultivate the land. Olsen also donated the property for the small local cemetery off Miller Road, which is still in use today. Part of the original Olsen homestead is now Bainbridge Gardens.

In 1878, Mr. and Mrs. Anderson took a homestead and located in what is now commonly known as Island Center. A year later, Samuel Sutter, the lathe-mill foreman at the Port Madison mill, homesteaded a quarter section to the north. Sutter also donated an acre for the first Island Center school. When a second school was built, the first school was moved to Winslow. It is now located in Strawberry Hill Park, where it serves as the Bainbridge Island Historical Museum. The site of the old school is now a park and community center, Island Center Hall.

Island Center got its name in the 1880s, when a Sunday school was established, and an address was needed for the delivery of Sunday school supplies. The name was chosen because the area was in the center of the island.

(Sources: Kitsap County Historical Society, 1977, Kitsap County: A History, Silverdale, Washington. Marriott, Elsie F., 1941, Bainbridge Through Bifocals. Seattle: Gateway.)

## **The Island Center Special Planning Study Area: Existing Conditions and Profile of Characteristics**

After studying existing conditions at Island Center, the Island Center Steering Committee identified a study area that is bounded to the west by Fletcher Bay and Springbrook Creek, to the north by Bainbridge Gardens and the Grand Forest, to the east by several large residential parcels, and to the south by Island Center Hall. (See Figure 2). Total acreage in the study area is 146 acres. Commercial zoning includes 8.5 acres zoned Neighborhood Service Center (NSC), and the 16.67 acre Bainbridge Gardens property, which is a contract zone. Residentially zoned land totals 131.5 acres. All of the land zoned NSC is developed. Approximately 51 acres of the residentially zoned land are currently undeveloped.

The Steering Committee did not base their delineation of the study area boundaries on the supposition that there would be changes in land use designations throughout the study area. Instead, the Committee tried to identify an area that was logically bounded by natural features and the location of "anchor" properties, and linked by traffic circulation and land uses.

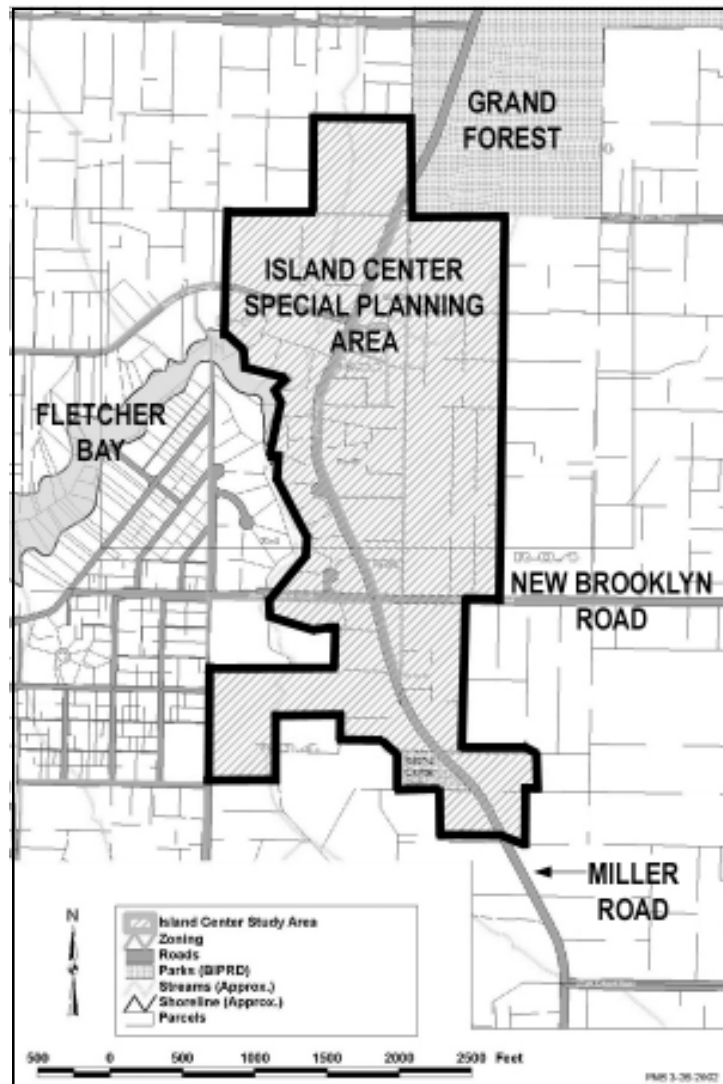


Figure 2. Island Center Special Planning Area

## Natural Features

Some of the most important natural features are Fletcher Bay and its associated streams. Fletcher Bay is characterized by its small size, an outer spit, shoals and two main flow channels used for navigation at low tides.

Springbrook Creek, also commonly known as Fletcher Creek, is one of the three major salmon creeks on the Island. A salmon count three years ago yielded 22 coho reds. The stream originates in the southern end of the Fletcher Bay watershed and flows north through wetlands to a pond near High School Road. The stream crosses under Fletcher Bay Road, then flows behind Barnabee's, under Fletcher Bay Road again, and through a wooded ravine before emptying into Fletcher Bay. Issei Creek is the second largest stream in the area. It drains the northeast portion of the watershed, originating in the Grand Forest. One branch of it flows to the west of Bainbridge Gardens and joins the main stem above Battle Point Drive, where the Boy Scouts have installed a wooden ladder crossing. There are wetlands on both sides of the stream in many places.

In 2001, the City adopted the Wildlife Corridor Network, which identifies a linked corridor of wildlife habitat that connects to larger tracts of wildlife habitat. The aim of the Corridor Network is to reduce fragmentation of wildlife habitat through a variety of voluntary tools and incentives, including education programs, voluntary private land stewardship, conservation easements and tax incentives. Two wildlife corridors were identified in the Island Center area. The first corridor follows Issei Creek south from Grand Forest Park, crosses Miller Road and Battle Point Road, and ends at the head of Fletcher Bay. This link provides excellent forest habitat. The second corridor follows Springbrook Creek from Fletcher Bay south through wetlands, crosses Fletcher Bay Road and High School Road, and eventually connects to other interior wildlife corridors.

## **Land Uses and Ownership**

Island Center includes a variety of land uses, which contribute to its unique role as a busy commercial center with a somewhat rural feel. At the time of this study, there were 14 licensed businesses in the Island Center Special Planning Area, which employed approximately 90 people.

A number of the large residentially zoned parcels to the south, west and east are used for agricultural and horticultural purposes. A horse stable is located in the southwest portion of the study area. The six acre Bainbridge Gardens offers nursery and landscaping products, but is also a community focal point and a destination point that attracts visitors from beyond Bainbridge Island. A 10-acre, forested parcel to the north of Bainbridge Gardens is in common ownership, and is part of the same contract zone.

## **Public Facilities**

The Bainbridge Island Park and Recreation District manages Island Center Hall, which offers a historic community hall and picnic area. The facility is located on a 3 acre parcel on the west side of Miller Road, between New Brooklyn Road to the north and High School Road to the south.

The Grand Forest, also managed by the Park and Recreation District, is immediately north of the study area east of Miller Road and features 240 acres of second-growth forests, wetlands and wildlife habitat.

The City recently acquired an undeveloped 3.5 acre parcel on the east side of Miller Road. The property was previously owned by Kitsap County, and was used as a storage and equipment repair yard. The parcel would be appropriate for a variety of public uses. The presence of some steep slopes on the site, and the possibility that the soils may be contaminated from previous use would need to be considered.

A historic cemetery is located to the north east of the City-owned property.



*Island Center Hall*

## Traffic and Circulation

No description of Island Center would be complete without reference to its heavy traffic and associated impacts, and indeed, public input during the Island Center planning process identified traffic and pedestrian safety as the community's biggest concern. Miller Road is the only north-south route on the western side of the Island, and as such is heavily traveled by trucks and other commercial vehicles, as well as Island residents going about their daily business. The commercial uses in the area generate more traffic. The end result is a busy and often dangerous mix of vehicular traffic, bicycles and pedestrians. hil



*Intersection of Miller and  
New Brooklyn Roads*

Miller Road is currently classified as a secondary arterial. It has a 60-foot right-of-way, with 28 feet of paved surface from Tolo Road south to Battle Point Road. From Battle Point to New Brooklyn, the paved portion ranges from 24 feet to 28 feet. South of New Brooklyn the paved surface is narrower, ranging from 22 feet to 25 feet.

Although there is sufficient right-of-way, pedestrian amenities are limited. The only sidewalks on Miller Road are located at the northeast corner and southeast corners of the intersection with New Brooklyn.

Bike lanes are also needed. A segment on the east side of Miller Road from Battle Point Drive to Tolo Road was recently completed. A second segment north of New Brooklyn where there is no shoulder is in the planning stages.

During the same timeframe that the Island Center planning effort was under way, the City was developing the Non-Motorized Transportation Plan, an all-Island comprehensive network of trails, bike lanes and sidewalks. The Non-Motorized Plan, adopted by the City Council on December 11, 2002, calls for bike lanes and shoulders on both sides of Miller Road.

## Infrastructure

Within the Island Center study area, the area west of Miller Road and bounded by Battle Point Road to the north and Fletcher Bay Road to the south is served by City water. The majority of the remaining study area is on private wells, although City water has been extended to several parcels east of Miller Road.

Sewer conveyance is by on-site septic system. All of the Steering Committee's recommendations are based on the assumption that the area will continue to be served by on-site septic systems. Consideration of extension of sewer service to the area is beyond the scope of the Steering Committee's responsibilities.

## Issues Identified by the Community

On September 19, 2001 the Committee hosted an initial public meeting. The purpose of the meeting was to introduce the Steering Committee members to the community, familiarize the community with the special planning area process and allow the public to comment on issues they felt should be addressed during the planning process. The meeting was held in accordance with the requirements of BIMC 18.115.050.

Announcements of the meeting were mailed to approximately 950 addresses. An announcement was published in the local newspaper and posted on the City's web page. Approximate forty-six community members signed in at the meeting, but many more attended. The major issues raised were:

- ***Traffic and its related impacts*** were by far of greatest concern to the public. Traffic travels too fast, making it dangerous for drivers, pedestrians, bicyclists, children and the elderly. Turn movements on and off of Miller Road are dangerous and difficult due to traffic speed and volume. The traffic volume and speed also create a great deal of noise. There is strong public support for reduced speed, more police enforcement and traffic calming treatments. The Committee and City agreed that Miller Bay Road will need to continue to be a major north/south commercial corridor.
- ***Access and circulation*** and the lack of alternative routes were seen as a problem. However the new road is seen as a local commercial/mixed use area, not a bypass for Miller Bay Road.
- ***Land use issues*** elicited a wide range of public response. There was some sentiment that Island Center should be left alone, and that the special planning process would not be of benefit. Others felt that growth was inevitable, and so it was best to plan for it. There was also some support for more commercial zoning and some slightly higher residential densities, provided that any new development was compatible with the neighborhood and attractive. There was also comment that the existing checker-boarded zoning makes good planning difficult.

- ***The physical appearance and design*** of existing commercial development were also cited as a concern. There should be safeguards to ensure that future commercial development and signage are tastefully designed and compatible with the neighborhood.
- ***Housing diversity***, both in terms of type of housing and cost, was identified by several participants. Alternatives to large single family residences were suggested, including affordable rentals and housing appropriate for the elderly and starter families.
- ***Sidewalks, trails and safety features on Miller Road*** are needed to provide a safe, enjoyable pedestrian experience.
- ***More parking*** is needed at the Grand Forest and at Island Center Hall.
- ***The protection of wildlife and the natural environment*** as the Island grows was important to most participants.

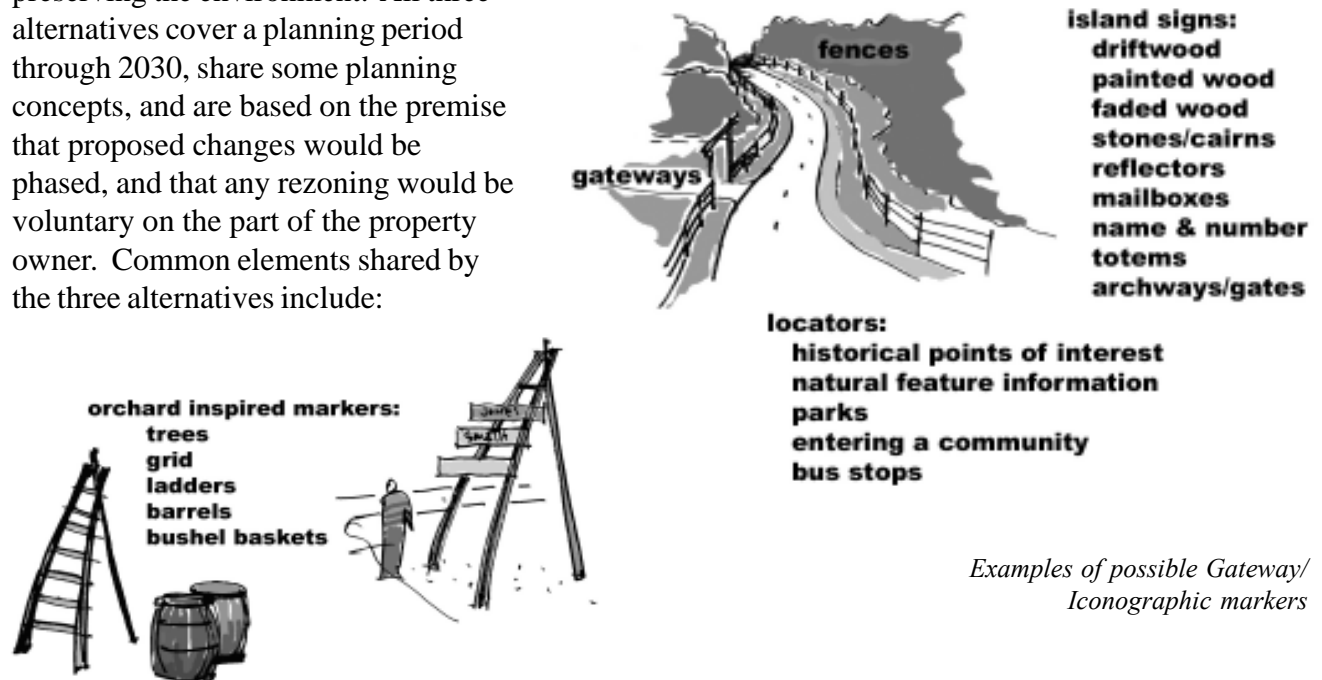
## V. Vision and Goals for Island Center

After the public meeting on September 19, 2002, the Committee developed a vision and set of goals for Island Center. The vision and goals were based on public comment, the Committee's own understanding of the neighborhood in which they live and work, and the goals and policies in the Comprehensive Plan.

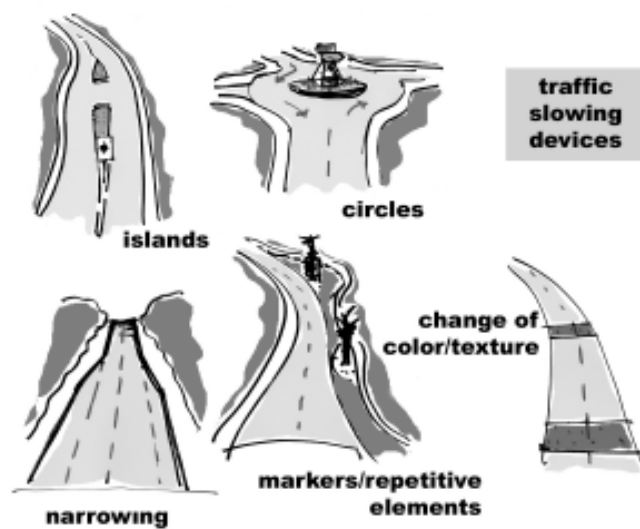
- Enhance the sense of community at Island Center, so that it is a place where people want to meet and spend time.
- Recognize and celebrate the history of Island Center.
- Recognize the importance of the existing business community and help it thrive. Encourage the creation of new, sustainable small 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 reducing speed limits and adding traffic-calming features.
- Add sidewalks, trails and pedestrian-scaled amenities to make the area a safer, enjoyable place for pedestrians and bicyclists.
- Improve parking at Grand Forest and Island Center Hall.
- Preserve and protect natural features—forests, vegetation, streams and the bay. Protect surface and ground water.
- Recognize and protect wildlife.
- Recognize and encourage continued agricultural and horticultural uses.
- Provide better access to the waterfront and the Grand Forest.

## V. Alternatives Considered

Working with Cascade Design Collaborative and City staff, the Committee spent the next seven months developing three alternative planning approaches which would achieve the goals of strengthening the neighborhood center, expanding residential opportunities and supporting the business community while at the same time preserving the environment. All three alternatives cover a planning period through 2030, share some planning concepts, and are based on the premise that proposed changes would be phased, and that any rezoning would be voluntary on the part of the property owner. Common elements shared by the three alternatives include:



- Landscaped “gateway” markers would be developed at the intersection of Miller and Tolo Roads, and at Island Center Hall to give the sense of entering a unique area.
- Traffic calming treatments would be added to Miller Road, including sidewalks, bicycle lanes, trails, planted islands, and/or full roundabouts.



- Large-scale iconographic markers would be placed along Miller Road to provide visual continuity and a sense of community. Ideally, these artifacts would be linked to Island Center’s history, perhaps through a common agricultural or equestrian theme.
- A small park at the head of the bay would be created, and additional parkland could be provided on the adjoining undeveloped 2.77 acre parcel, in exchange for shifting the density from that parcel to the northerly parcel in common ownership.

- Improved pedestrian links would be provided between Island Center Hall and the Grand Forest, and between the Grand Forest and the head of the bay.
- Provide passive open space on a portion of the City-owned parcel adjacent to the existing cemetery. Connection to the street would be provided through the City's land.

Each of the three alternatives, which are described below, would result in different amounts of additional NSC zoning, assuming that the area redeveloped as envisioned. The highest level of redevelopment was associated with the Village Concept, which over a twenty-five year period could potentially result in thirty-seven acres of additional NSC commercial zoning, and 40 acres of NSC residential zoning (2 units per acre, or 3 units with the provision of public benefit).

### **Linear Park Concept:**

In this alternative, increased development would be seen primarily on the east side of Miller and Fletcher Bay Roads. The west side would remain residential, with bike lanes added. Over time, additional green space on the west side could be provided. The large parcel to the north of the existing Bainbridge Gardens site could develop with commercial uses on the road, and higher residential development west of the stream. The City owned parcel would see mixed-use development, with commercial in the front of the site and apartments in the rear. Once a threshold of new development was reached, a new road (public or private) east of Miller Road would be constructed. This plan is dependent on cooperative development between property owners, shared access between sites and the availability of some kind of package sewer system to allow for increased residential density.

(See Figure 3.)

### **Village Concept:**

New clustered development would be dispersed along both sides of the Miller Road. The City-owned parcel is a central focus of this plan, and could develop as mixed-use, with one story of commercial and two stories of residential, or perhaps as senior housing. The increased development would be accompanied by a strong pedestrian focus and traffic calming treatments. Five of the parcels on the west side currently developed with single family residential could redevelop with mixed use, provided that property owners worked cooperatively on access issues. The property to the north across from the gas station could redevelop with mixed-use, with shared parking provided behind the gas station/restaurant site. The Village Concept would also include the mixed use development on the Bainbridge Gardens land and the dedicated park in exchange for density transfers as described above.

(See Figure 4.)

### **Green Spine Concept:**

This is a variation of the two plans discussed above, and was developed so that the community could consider an alternative that did not focus on Miller Road. The "Green Spine" alternative would still include traffic improvements on Miller Road, and the concept of a public park on the west side of the road in exchange for a density swap. However, it would differ in that rather than encouraging more commercial development along Miller Road, where traffic is already heavy, this alternative would be based on a "spine" that would run from Island Center Hall, behind the NSC development south of New Brooklyn, and north to the Grand Forest. Properties along the "spine" could redevelop voluntarily with businesses on the ground level and residential above, if the property owners shared in constructing an internal road. The road would be private, built to City standards. The new road would be intended to serve the neighborhood and the new development as a local collector, not as a major north-south arterial or bypass route. (See Figure 5.)



Figure 3. Linear Park Development

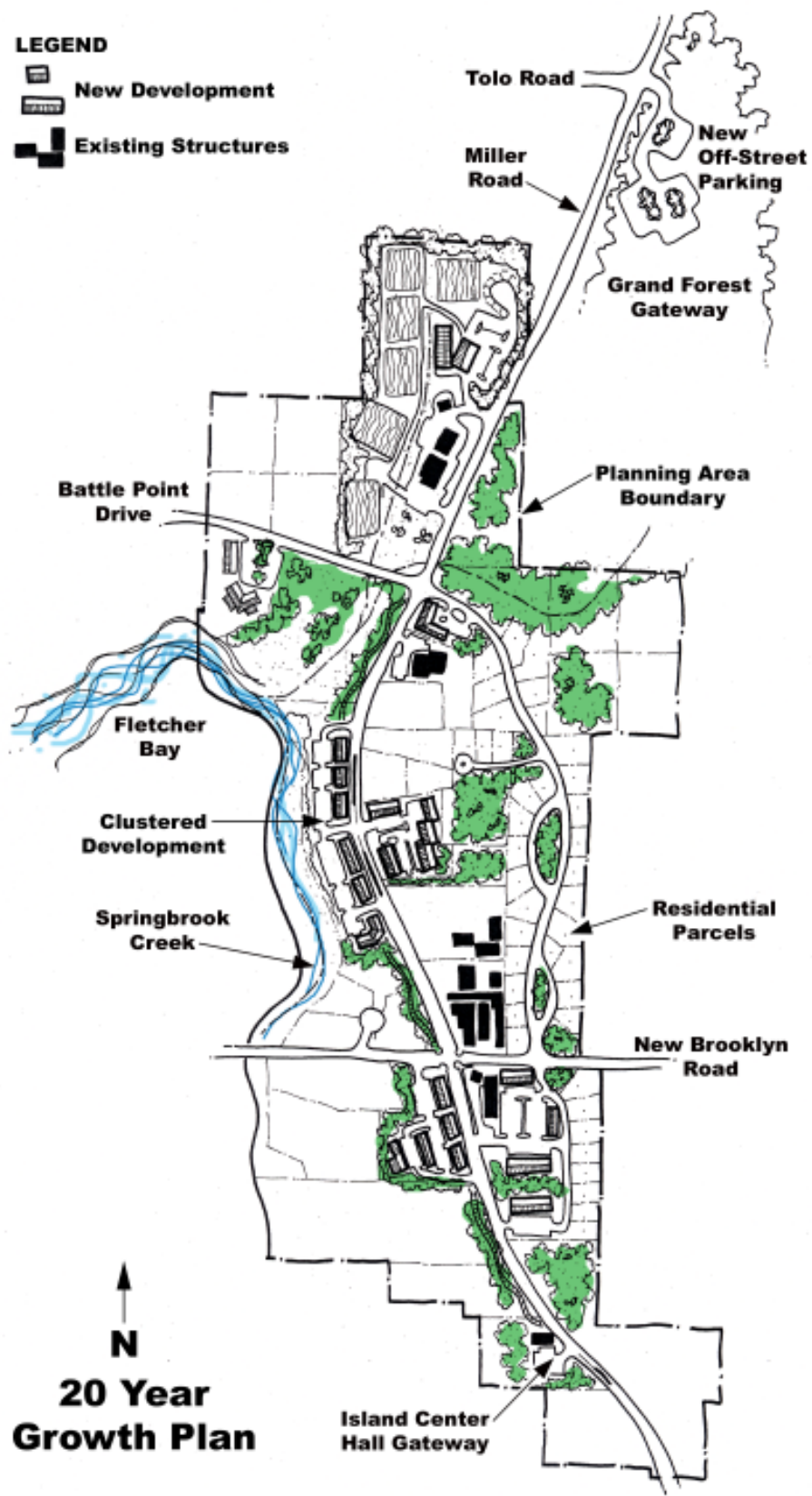


Figure 4. Village Core Development

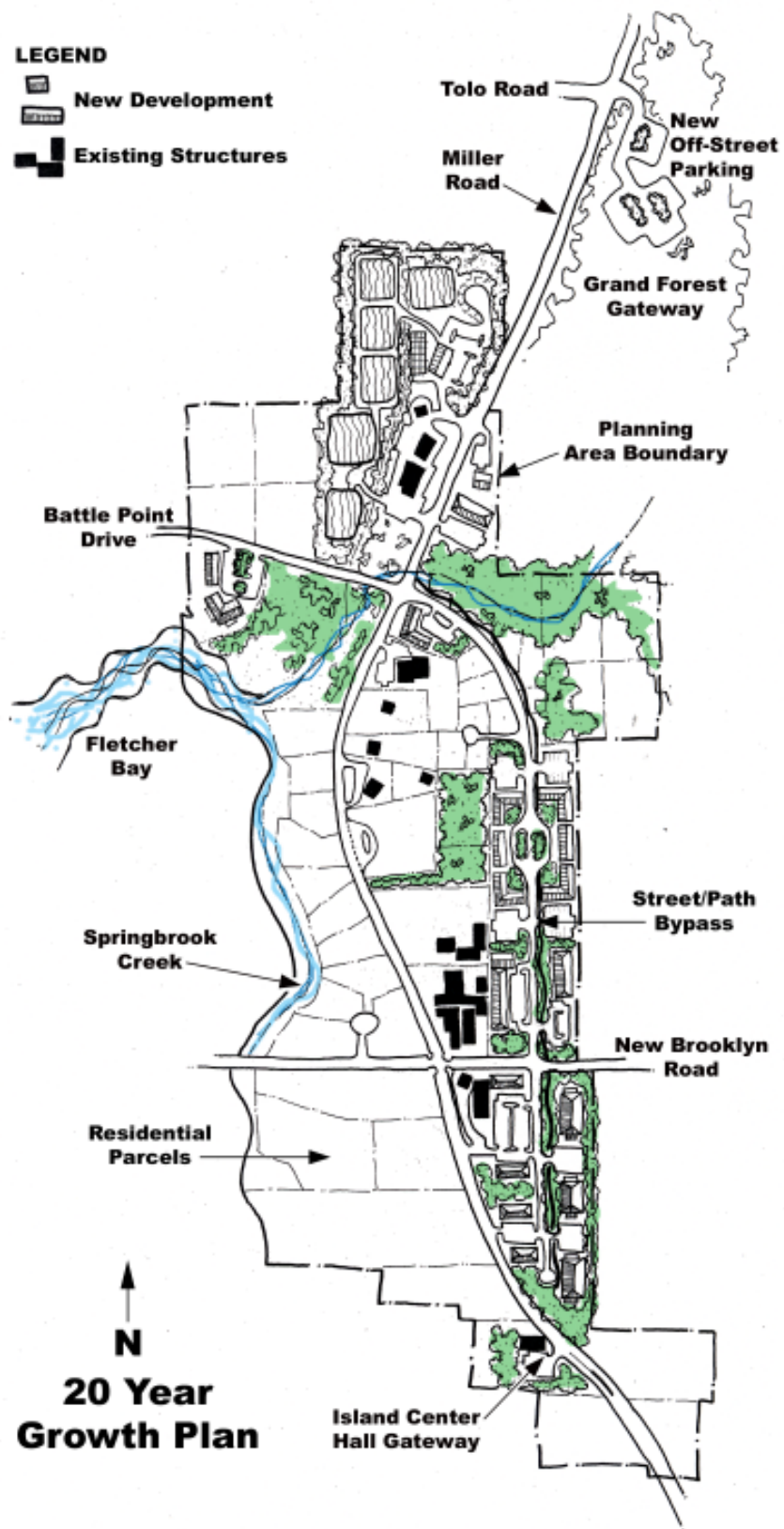


Figure 5. Green Spine Development

## **VI. Community Response**

A second public meeting was held on April 29, 2002 to introduce the three planning alternatives and hear public comment. Announcements of the meeting were mailed to approximately 950 addresses. An announcement was published in the local newspaper and posted on the City's web page. Approximately thirty community members signed in at the meeting.

The Committee opened the meeting by sharing the vision and goals for Island Center and explaining the process they had used to develop the three alternatives. The three alternatives were then described, including the shared common elements of traffic calming treatments, pedestrian and bicyclist safety features, additional public open space and gateway markers. Maps and graphics were displayed, showing where and how much land could potentially be rezoned over the twenty-five year period. The rezone figures associated with the Village Concept— thirty-seven acres of additional NSC commercial zoning, and 40 acres of NSC residential zoning—were provided as an example.

Public comment was taken after the presentation. Fifteen community members spoke, and several more provide written comments after the meeting (See Appendix A.). There was support for some aspects of the plan, such as traffic calming, pedestrian amenities and small-scale, well-designed commercial development. At the same time, there was also concern that the proposed level of new development was too high, and that increased traffic and congestion would negatively impact the existing residential neighborhoods. In addition, the proposed transfer of density to create a small park proved to be unfeasible because the property owner stated he was not interested in participating. After reviewing the public comment, the Committee agreed that the amount of rezoning over the twenty-five year planning period should be scaled back to reflect community concerns.

## **VII. Final Recommendations**

**Land Use:** (All proposed land use changes are shown on the Land Use Map, Attachment 1.)

- Allow through voluntary rezones an additional 24.5 acres of NSC zoning. Zoning would allow either commercial, residential or mixed use development. With the exception of the 9.7 acres north of and in common ownership with Bainbridge Gardens, all new NSC zoning would be east of Miller Road, in the area where the current NSC zoning is located.
- Rezone as NSC the 7 acres of land which are currently under commercial use, but not zoned NSC (Bainbridge Gardens and the Sequoia Center). Zoning would allow either commercial, residential or mixed use development.
- Through voluntary rezoning, allow 20 acres of NSC-Residential zoning to the east of existing NSC zoning. . This zoning would allow two units per acre, provided that property owners participated in the construction of an internal north-south road, as shown on the attached map.
- Add passive open space to the existing cemetery by aggregating the north east portion of the City owned parcel.

## **Transportation and Circulation**

(All proposed improvements are shown on the Transportation Map, Attachment 2.)

- Construct a round-about or three-way stop at the intersection of Miller and Tolo Roads.
- As warranted by increased traffic, and as part of the Park District's long term plans to develop parking for the Grand Forest, construct either a round-about or four-way stop at the intersection of Miller Road and Battle Point Road.
- Construct landscaped center islands north of the existing four-way stop at the intersection of Miller and New Brooklyn Roads, and at Island Center Hall.
- In accordance with the adopted recommendations of the Non-Motorized Transportation Plan, construct bicycle lanes and shoulders on both sides of Miller and Fletcher Bay Roads.
- In accordance with the adopted recommendations of the Non-Motorized Transportation Plan, add parking to the Grand Forest.

## **Community Character**

- Encourage the placement of large-scale iconographic marker along Miller Road to provide visual continuity and a sense of community. Ideally, these artifacts would be linked to Island Center's history, perhaps through a common agricultural or equestrian theme.
- Consider developing design guidelines for Island Center in conjunction with future NSC development areas (i.e., Rolling Bay).

## **Conclusion**

Policies in our Comprehensive Plan call for small-scale commercial and mixed use development and increased residential densities in the areas designated as Neighborhood Service Centers. Because all three Neighborhood Service Centers are located within well-established residential neighborhoods, the challenge is how to meet these Comprehensive Plan policies while at the same time preserving and enhancing neighborhood character. The vision and goals for Island Center that were identified by Steering Committee are intended to provide this balance, and were a constant reference point throughout the planning process. While the Island Center Special Planning Area Plan does include recommendations for some rezoning, all rezones would be voluntary and would be accompanied by a public benefit. Additional recommendations are intended to address the impacts of traffic and congestion, which were identified by the Island Center community as a chief concern.

**LEGEND: BASIC LAND USES**



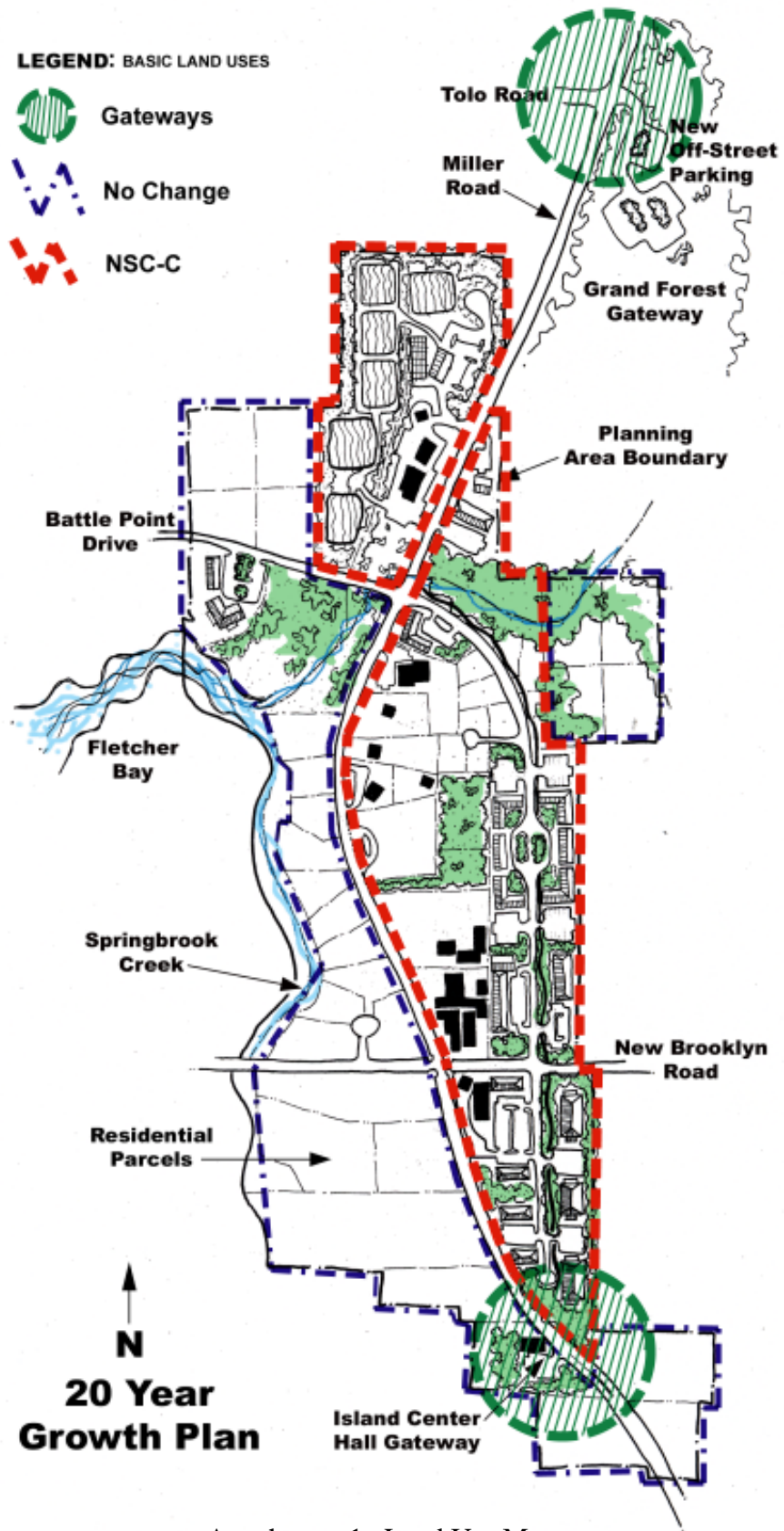
Gateways



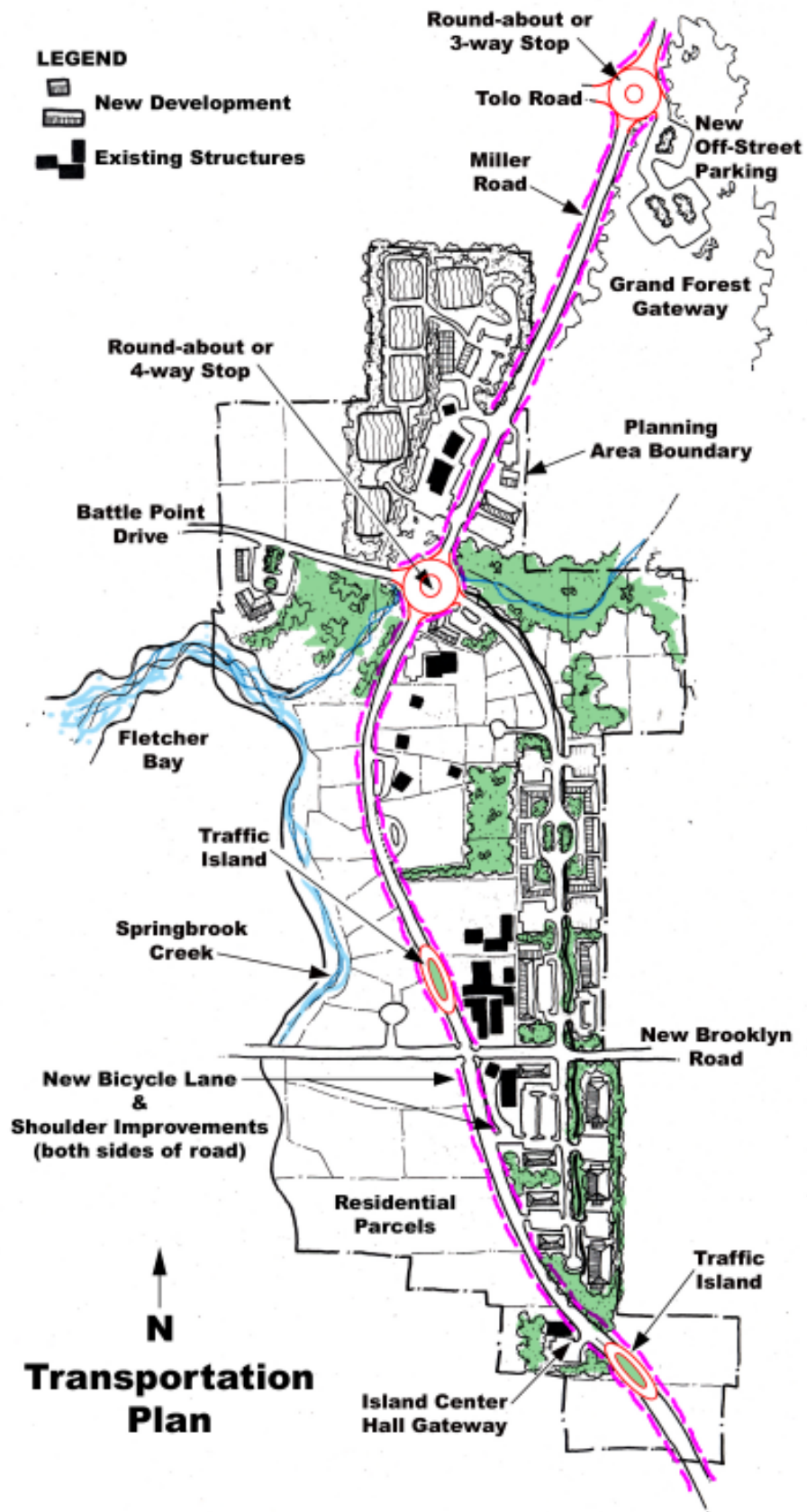
No Change



NSC-C



Attachment 1. Land Use Map



Attachment 2. Transportation Map

**APPENDIX A**  
**Summary Public Comment and Discussion**  
**Island Center Special Planning Area Meeting**  
**April 29, 2002**

*An unidentified member of the audience expressed concern that growth on the south end of the Island will result in more traffic on Miller Road, and questioned whether there have been any proposals to widen Miller Road in the future? Planning staff responded that they did not believe there were proposals to widen Miller Road, but would confirm this with the Public Works Department.*

**Ruth Devine**, the owner of properties on Mitchell and Springridge, asked how the proposed improvements would be paid for and whether costs had been assigned. Consultant Eric Schmidt explained that the final Island Center plan will be adopted as a sub-element of the City's Comprehensive Plan. Major projects would be added to the City's capital improvement program. Funding for such projects typically needs to be identified as much as six years in advance, and so establishing which projects have priority would happen in the near future.

**Russ McComb** lives on Tolo Road, and is concerned about increased residential development on the Bainbridge Gardens properties, and whether this would result in a loss of privacy for adjacent properties. He asked whether there were specific development plans for Bainbridge Gardens. Ann Lovejoy, speaking on behalf of Bainbridge Gardens owner Junkoh Harui, said that there were no firm plans and that one of his main objectives was to preserve as much forest as possible. She stated that Mr. Harui had expressed in providing a limited amount of housing for his employees, possibly three or small homes. Other ideas had included a small restaurant and/or "boutique" retail.

**Nina Eckels**, a resident of Fletcher Bay, said that tasteful development was extremely important, and cited Bainbridge Gardens as an example. She commented that most of the commercial development on Miller Road was relatively unobtrusive, with the exception of the Texaco station.

A discussion of the sign at the Texaco station followed. Several community members commented that the sign was garish and unattractive, and asked what could be done about it. Planning staff explained that because the sign complies with the City's sign code, the City cannot require that it be changed. One of the Island Center committee members suggested that the neighborhood could communicate directly with the business owners to see whether the sign could be modified.

**Bob Jakubik** lives kitty-corner to the Texaco station. He acknowledged the effort and thought the committee had put into their work, and said that this type of dialogue was beneficial to the community. However, he expressed reservations about the goal of increasing NSC zoning, especially if the intent is to attract off-Island clientele to support increased commercial uses. Mr. Jakubik stated that he does not see this as benefiting the Island Center neighborhoods.

Mr. Schmidt replied that the goal was to attract unique businesses, not County-wide businesses. In addition, the limitation on building footprint for retail uses would control the types of businesses.

**Gary Loverich**, a resident of Fletcher Bay Rd., addressed traffic issues. He suggested that if a new road is added to the east of the current NSC zoning, making it a one-way road with parking on both sides would have a traffic calming effect. He also said that some roads function as "choke points" and that more circulation choices are needed, particularly at the end of Springbrook.

**Tom Whealdon** raised the issue of impacts of increased commercial/residential development on the existing septic service, and expressed concern about possible septic failure. Mr. Schmidt stated that each project would be required to have a septic system that was approved by the Health District, and each would be required to have a reserve drainfield. Members of the audience questioned whether an extension of sewer service to Island Center was anticipated. Kathy Cook of the Planning Department replied that sewer service was a long-term policy issue that was far beyond the scope of the Island Center committee, and that the committee's proposals were based on the assumption that septic service would be available, and not sewer service. She added that the Comprehensive Plan already includes separate policies for NSC zoning with sewer vs. NSC zoning without sewer, and that the committee based their discussions on the latter.

**Leonora Cross** expressed concern about light pollution from new development, especially given the proximity of the Grand Forest and the observatory at Battle Point. She also questioned whether the proposed new trails would have hard or soft surfaces, and Mr. Schmidt replied that they would be soft.

**Norm Wooldridge**, City Councilmember, stated that the City Council is currently reviewing a new lighting ordinance which would address "light leakage." In reference to a previous question regarding the impact of growth on the south end, Mr. Wooldridge stated that the projected density is the south end will be far less than allowed by zoning. This is due in part to the establishment of the Environmental Learning Center and Gazzam Lake Park, both of which extinguished many development rights. In addition, a "large lot" subdivision of 65 acres in the Port Blakely area has resulted in 13 five-acre lots (the minimum allowed by state law), which is less dense than what is allowed by the existing zoning. —Mr. Wooldridge also commented that in general, Island businesses cannot survive with just local clientele, and that most of them draw off-Island business.

**Unidentified Member of the Audience** asked what would protect residential property owners if new commercial uses were developed on adjacent properties. Mr. Schmidt replied that buffering, setback and landscaping requirements address the transition between residential and commercial uses.

**Norb Kowalski** stated that plans for Island Center should focus on injecting "strength, vigor and charm" into design, and that the plan should have guiding principles for ensuring that new development is appropriate and attractive. He recommended that the written plan get the "words and the tune" of what people want in their neighborhood, and recommended that the committee pay attention to details as well as the big picture. Mr. Kowalski added that there is not enough "gusto" in controlling traffic on Miller, and listed safety, speed enforcement and traffic noise as issues. The road currently dominates the area; more needs to be done for pedestrians. No one wants to walk on Miller in its current state.

Mr. Schmidt summarized the traffic treatments proposed for Miller, including landscaped traffic islands, left-turn pockets, and possibly a roundabout.

**Jerry Akita** is a member of the family that owns the parcel that is proposed for a new estuary park in exchange for a transfer of density to another parcel in the Island Center area. Mr. Akita stated that he is not interested in this proposal as described, because it does not offer enough incentive.

**Val Kucera** commented on the proposal to provide a parking lot at the Grand Forest, and asked whether land would be taken away. Mr. Schmidt replied that the additional parking is included in the City's non-motorized transportation plan, currently being reviewed by the City Council. Committee members added that the idea is to provide between 10 and 12 spaces within the buffer—this would require moving pockets of scrub and alder.

**An unidentified member of the audience** asked whether there were the City had any firm plans for the City (formerly County) property that is situated east of Miller Road. Kathy Cook replied that the City did not have

long-term plans. Mr. Schmidt added that the committee is proposing that a portion adjacent to the cemetery be made public open space, and that some public parking could also be provided on the site.

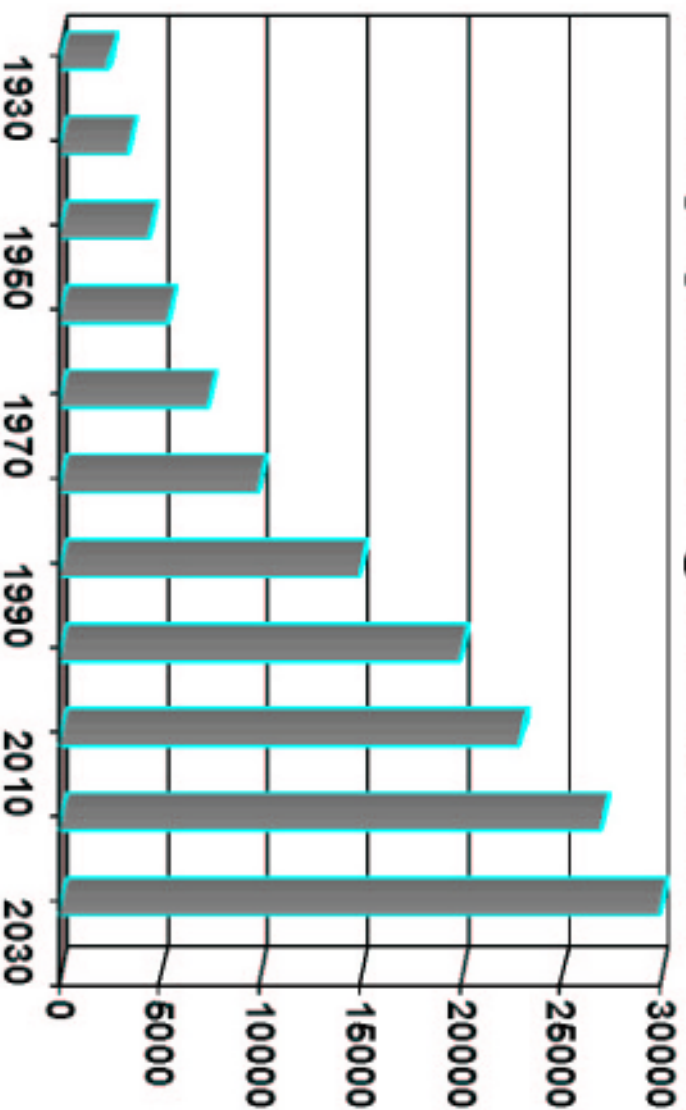
*Several members of the audience* commented that it was difficult to evaluate the proposals without a more detailed review of the Power Point presentation, and asked if the presentation could be made available to the public. Kathy Cook mentioned several possibilities, including making the presentation available at the library and posting it on the City's web page. She stated that the Planning Department would work on making it available, and send an announcement to all attendees as to when and where the presentation could be viewed.

*Anita Rockefeller* thanked everyone for attending, and summarized the committee's next steps. She explained that once the committee finalized their recommendations, the plan would be sent to Planning Commission for review, and that the Commission would also hold a public hearing. The Planning Commission would then forward the plan to City Council, where there would be more opportunities for public involvement.

ISLAND CENTER SPECIAL PLANNING AREA

*Who will be served*

**Bar chart of population growth 1930 - 2030**



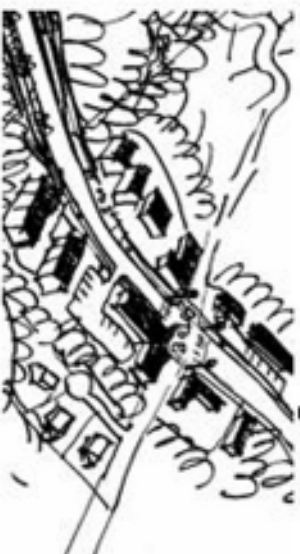
**Comprehensive Plan (GMA) + High Quality of Life =  
(estimated) 24,280 by 2012**

---

## ISLAND CENTER SPECIAL PLANNING AREA

---

### *Land Use Characteristics - 146 acre study area*



#### **Today – 2002 estimated**

- NSC-Commercial – 8.5 ac.
- Nonconf. Commercial –9 ac.
- Residential Developed – 65.5 ac.
- Residential Undeveloped – 39 ac.
- Barnabee Stable – 15 ac.
- Public Open Space - 4.5 ac.
- City Owned - 3.5 ac.
- Total = 146 acres
- Businesses – 14
- Residences - 33

#### **Future –2030 estimated**

- NSC-Commercial (existing and new) – 40 ac.
- NSC-Residential (R-3) – 20 ac.
- Res. Remaining and new – 58 ac.
- Barnabee Stable – 15 ac
- Public Open Space – 10.5 ac.
- City Owned - 2.5 ac.
- Total = 146 acres
- Businesses – 32 (estimated)
- Residences – 121 (estimated)

---

## ISLAND CENTER SPECIAL PLANNING AREA

---

### Today – NSC zoning

NSC-C 8.5 acres on Miller Road

Auto repair services

Office/Commercial at 5,000 sq. ft. or less

Retail at 5,000 sq. ft. (10,000sq. Ft. conditional)

Residential, 3 units per acre with benefits – assumes septic systems

Mixed-use allows 2 units residential per acre

Conditional Uses- Gas, manufacturing

35' height limit (45' conditional use)

Rear setback of 25'

Side yards vary

Front setback 20'

### Potential Future NSC Zoning

*NSC-Commercial - if property fronts Miller Road*

*NSC-Residential - if property does not front Miller Road*

Residential, 3 units per acre with benefits

Residential, 2 units per acre if mixed-use

*Maximum mixed use commercial /retail/office is 800 sq. ft. not facing Miller Road*

*Transfer of Development Rights: Open Space dedication and other public benefits – trails.*

35' height limit (45' conditional use)

Rear setback of 25'

Side yards vary

Front setback 20'