ORDINANCE NO. 97-16

AND ORDINANCE of the City of Bainbridge Island, Washington, amending the City's Comprehensive Plan to incorporate recommendations of the Lynwood Center Special Planning Area Report and Final Recommendations, amend the Land Use Map of the Comprehensive Plan and create a new section of the Comprehensive Plan.

WHEREAS, the City adopted a Comprehensive Plan on September 1, 1994, which has subsequently been amended; and

WHEREAS, the City undertook the Lynwood Center Special Planning Area process as designated in Policy NSC 1.2 of the Land Use Element of the Comprehensive Plan and which process is set out in BIMC 18.115, Special Planning Area Process; and

WHEREAS, after extensive deliberations and two public meetings, the Lynwood Center Special Planning Area Report and Final Recommendations was prepared dated, January 3, 1997; and

WHEREAS, implementation of the Lynwood Center Report and Final Recommendations requires amendments to the Comprehensive Plan which are now being presented in accordance with BIMC 18.115.080 and BIMC 18.117; now therefore

THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON DO ORDAIN, as follows:

Section 1. The City's Comprehensive Plan, adopted by Section 2 of Ordinance No. 94-21, as amended, is further amended in accordance with the amendments as set forth below:

AMENDMENT TO THE LAND USE ELEMENT

Neighborhood Service Centers

NSC 1.2

Lynwood Center

Any new development or expansion of existing development in Lynwood Center will be required to connect to public sewer, when available or meet other Health District requirements, when appropriate. Once public sewer is in place, Lynwood Center may be able to accommodate additional growth beyond what is currently recommended in the Plan:

Lynwood Center is designated as a Special Planning Area. The boundaries for Lynwood Center as shown on the Land Use Map may be changed during the special planning process.

Reduce the commercial area of Lynwood Center as shown on the Land Use Map. Allow R-5 with public water and sewer in the area that has been changed from commercial to residential use. The use of TDRs or affordable-housing bonus density would not be required, but affordable housing would be encouraged.

Rezone the Island Trade District to Neighborhood Service Center to ensure coordinated and compatible uses in the neighborhood service center. Allow up to 12 residential units per acre along with commercial uses (if served by public sewer and water) on the commonly owned parcels on Lynwood Center between Baker Hill Road and Point White Drive, as shown on the Land Use Map (Tax Parcel #s 041402-1-012-2006, 042402-1-047-2005, 042402-1-048-2004, 042402-1-049-2003, 042402-1-050-2009), provided that a community center is constructed that is of similar style and quality to the entire development. Higher density may be achieved with affordable housing.

Allow the existing lumberyard pier (Tax Parcel # 042402-1-019-2009) to be rebuilt with commercial uses consistent with the Bainbridge Island Shoreline Management master Program, 1996. Parking for this use must be located either on the parcel directly north of this parcel (Tax Parcel # 042402-046-2006) or on that parcel to the west (Tax Parcel # 042402-1-021-2005). The City should pursue public funds, whether from the sale of road-end property or other sources, to combine with private funds to construct a public access pier or acquire other public beach access.

The parcel of land located on Point White Drive, directly adjacent to the western boundary of the NSC, as shown on the Land Use Map (Tax Parcel #042402-1-021-2005), is designated OSR-2 with the provision that density may be increased to 3 units per acre on the condition that a public access easement be granted for that portion of the parcel that lies to the south of Point White Drive along the waters of Rich Passage and adjacent to the old lumberyard pier.

Any future development adjacent to the Shel - chelb estuary and associated stream corridor should consider the sensitive nature of this unique environmentally sensitive area.

The Lynwood Center Report and Final Recommendations is included in the section of the Comprehensive Plan entitled Subarea Plans.

NSC 1.9

The land use regulations shall have design standards for:

·Building height, bulk, massing and articulation to promote a pedestrian scale

- •Parking requirements, including location of parking to the rear or side yards, unless otherwise provided for in a Special Planning Area plan
- •Landscaping, including parking lots and buffer areas between higher and lower intensity uses and consideration of trees that allow solar access
- Lighting standards that prevent unnecessary glare on neighboring residential properties
- ·Location and screening of service areas such as dumpsters
- Open space
- ·Pedestrian linkages

Historic Preservation

HP 2.7

To ensure the preservation of the historic character of the Lynwood Center building, the Pleasant Beach Grill and the Serenity House, any additions to, or redevelopment of, the existing structures should be located to the rear and should be consistent with the character of the older structure, if possible. The City should engage in cooperative efforts with owners to encourage preservation of the older structures.

AMENDMENT TO THE TRANSPORTATION ELEMENT

TR 2.12

Access to the residential areas west of the Lynwood Center Neighborhood Service Center should be located along property lines and shared by adjacent landowners in order to minimize curb cuts on the three major roadways serving the area. Residents should be encouraged to develop a low use, internal roadway system within the residential area, consistent with the City's adopted street standards, to provide both auto and pedestrian access to the commercial area while eliminating the need for each property have its own access.

<u>Section 2.</u> The land use map of the City of Bainbridge Island Comprehensive Plan shall be amended to establish the Lynwood Center Special Planning Area and to include the changes in land use designations as presented in Section 1 of this ordinance.

Section 3. New Figures NSC-1: Lynwood Center Special Planning Area; and NSC-2: Lynwood Center Special Planning Area Land Use shall be added to the Land Use Element.

Section 4. The Bike Plan (Figure 7) shall be amended to include bike lanes on the south side of Point White Drive within the Lynwood Center Special Planning Area boundary.

Section 5. A new section, Subarea Plans, of the Comprehensive Plan shall be established and the Lynwood Center Special Planning Area Report and Final Recommendations shall be included in this new section.

Section 6. The Capital Facilities Element shall be amended to include those capital costs required to implement the recommendations as identified by the City Engineer.

<u>Section 7.</u> This ordinance shall take effect and be in force five days from and after its passage, approval and publication as required by law.

PASSED by the City Council this _____ day of ______, 1997.

APPROVED by the Mayor this _____ day of ______, 1997.

Janet K. West, Mayor

ATTEST/AUTHENTICATE:

Sue Kasper, City Clerk

APPROVED AS TO FORM:

Rod P, Kaseguma, City Attorney

FILED WITH THE CITY CLERK: PASSED BY THE CITY COUNCIL:

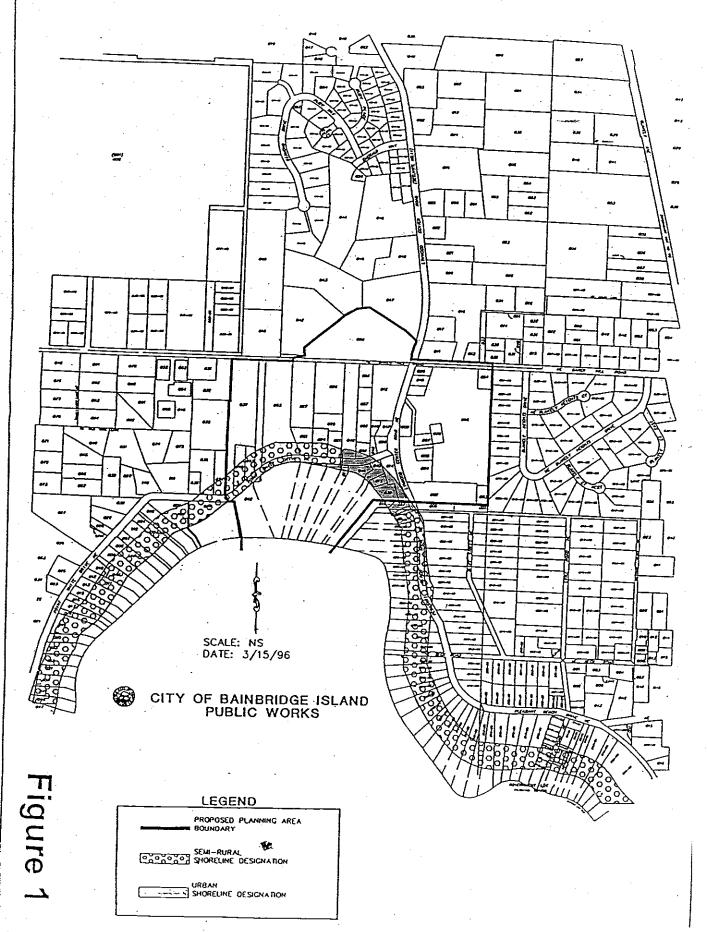
PUBLISHED:

EFFECTIVE DATE:

POSTED:

ORDINANCE NUMBER:

LYNWOOD CENTER SPECIAL PLANNING AREA PROPOSED PLANNING AREA BOUNDARY



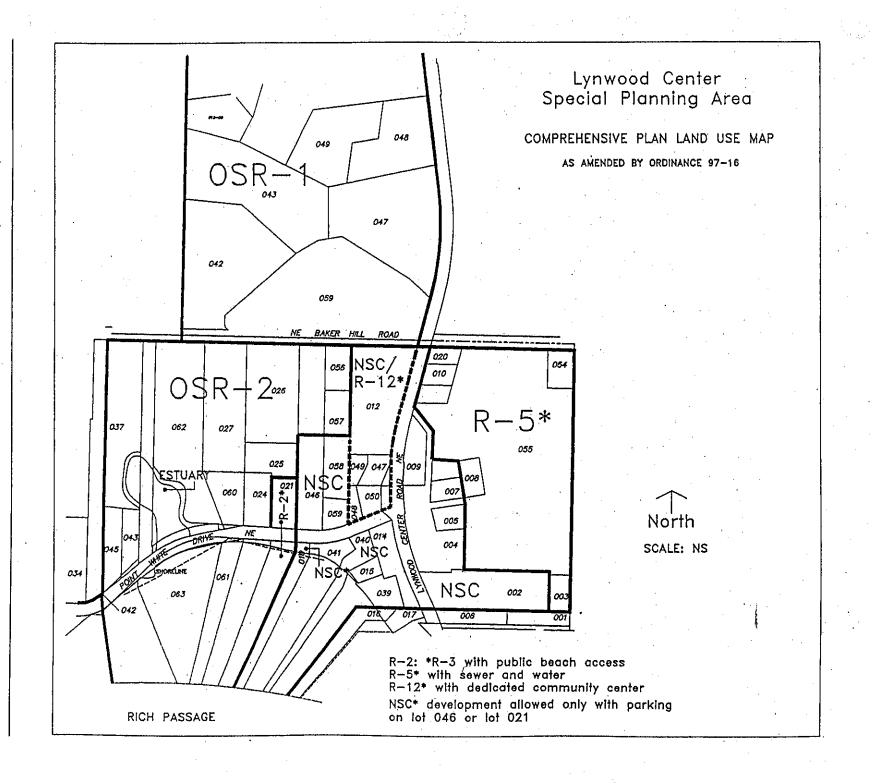
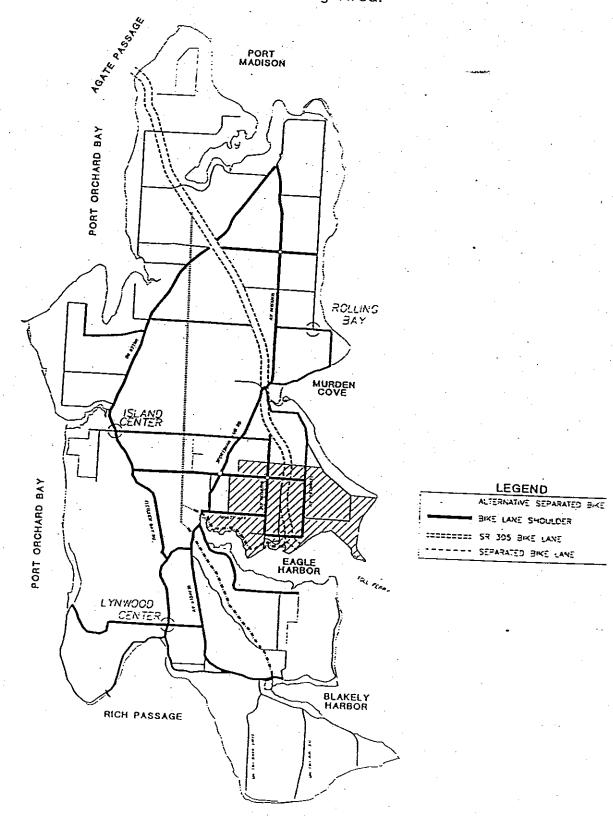


Figure 7 Bicycle Plan Comprehensive Plan Amendment Ordinance 97-XX, February 1997 Lynwood Center Special Planning Area.



Lynwood Center Special Planning Area Comprehensive Plan Amendment

1997 Capital Facilities Projects - Transportation Lynwood Center

| | | J 4445 | ~ | hor muon Shinoon Center | | | | | | |
|--|------|--------|------|-------------------------|------|------|------|-------|-------|------------------|
| Projects Point White Drive Bile (Redestries Bath | 1997 | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | Total | 2004+ | Proposed Funding |
| Point White Drive Bike/Redestrian Path | . () | () | U | Ü | Ü | () |) | 83 | () | |
| Concrete Sidewalk from intersection to "pier" area | 0 | 0 | 0 | υ | 0 | 0 | 0 | 6 | 0 | |
| Lynwood Center Road Bike/Pedestrian Paths | 0 | 0 | U | 0 | 0 | O | 0 | 81 | 0 | |
| Baker Hill Bike/Pedestrian | Ü | U | U | υ | U | O | Ü | 58 | 0 | |
| Intersection Improvements | U | 0 | 0 | 0 | 0 | 0 | 0 | 11 | U | |
| Total | 0 | 0 | 0 | 0 | 0 | . 0 | 0 | 239 | 0 | |

Lynwood Center Special Planning Area

Report

and

Final Recommendations

May 23, 1997

We would like to gratefully acknowledge the following contributors to the Lynwood Center Special Planning Area effort:

Steering Committee:

Morrie Blossom

Tom Dreiling, Chair

Walt Hannon

Lynn McIntyre

Andy Ward

Ann Bowden

Allan Ferrin

Henry Larson

Larry Nakata, Co-Chair

City of Bainbridge Island Staff:

Marti Stave

Kathy Cook

Theresa Rice

Josh Machen

Gerald Elfendahl of the Bainbridge Historical Society for the historical context.

Lee Stubbe and Seth Seablom of GLS Architects

Lynwood Center Special Planning Area Report and Final Recommendations

I. Introduction

Located at the southwest end of Bainbridge Island, Lynwood Center shares the winding roads, water views and forested areas characteristic of much of the Island. Lynwood Center is also the site of a small-scale service center valued by the community for its unique architecture and sense of neighborhood vitality. Lynwood Center is one of three service areas on the Island designated by the Comprehensive Plan as a "Neighborhood Service Center" (NSC). Each of the Neighborhood Service Centers developed not so much in response to neighborhood demand, but because of their location at a major crossroads. The Lynwood Center commercial area has offered a limited range of goods and services, including a convenience store that serves mainly the local neighborhood and specialty businesses such as restaurants, art galleries, a hair salon, and auto repair. The Island's only movie theater is also located at Lynwood Center.

Historical background

Lynwood Center is the site of one of the largest geologic uplifts estimated to have occurred only 1,100 years ago. In more recent times, the area was one of three native village sites on the Island, including that of the tribal elder, Kitsap.

A number of the existing buildings have a colorful history. The Tudor-style Lynwood Center building opened in 1936 (mid-depression) with a sound theater. The structure was the vision of the community-minded Edna and Emmanuel Olson and was carried out by the skilled shipwrights of Blakely Harbor, including George Beck. Pleasant Beach School was built in 1914 and closed in the late 1940s. It was acquired by Mrs. Olson as a rest home and later became the Serenity House residential home. The old lumberyard on Point White Drive was opened in the early 1900s by Louis Larsen, whose descendants still live in the area. The Bainbridge Garage (at Point White Drive and Lynwood Center Road) was built in the 1920s and was one of the earliest auto repair services on the Island.

The Lynwood Center area was also the site of three major greenhouse operations at the turn of the century. The Kitayama Greenhouse operated on Lynwood Center Road between Point White and Baker Hill Road until World War II. After the war, Roy Kitayama moved to California and became one of the largest carnation growers in the world and the first Japanese-American mayor of any town in the U.S. (Union City).

Comprehensive Plan

The Comprehensive Plan calls for small-scale commercial uses to continue at Lynwood Center but also recognizes the opportunity for slightly increased residential densities in the area. There should be an attempt to achieve a mix of neighborhood-scale businesses, public uses, and

housing which are compatible with the scale and intensity of the surrounding residential neighborhood and which minimize the impact of noise, odor, lighting, fire safety, and transportation on the neighborhood (NSC 1.6). Mixed use development is encouraged (NSC 1.8).

Lynwood Center Special Planning Area Process

The Comprehensive Plan, adopted in September of 1994, recognizes that there were some areas or neighborhoods, including Lynwood Center, that would benefit from more detailed, community-based planning. These areas were designated *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 and/or 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 the City Council. The end result of a special planning process would be a "neighborhood," "subarea" or site-specific plan which will require an amendment to the Comprehensive Plan, unless no changes to the Plan's policies are proposed.

With the Comprehensive Plan goals and policies as general guidelines, the Special Planning Area (SPA) Process seeks to involve those who would be most directly affected by long-range plans for the neighborhood and also represent a wide spectrum of interests and expertise.

In late 1995, a petition was presented to the Mayor and City Council, asking that the Lynwood Center Special Planning Area process begin as soon as possible. The Mayor appointed a committee of interested persons, in accordance with BIMC 18.115, consisting of 1) residents, land owners and business owners within the special planning area; 2) residents and landowners adjacent to the special planning area; and 3) residents of the City at large. The committee is supported by City staff and an interdepartmental staff team consisting of representatives from each City department along with those from the Park District, the School District, and the Fire District. The committee met for the first time on February 5, 1996. Several meetings were spent gathering background information on existing conditions and setting preliminary boundaries for the planning area (Figure 1). The planning area boundary was set based on consideration of natural land features and land use designations in the Comprehensive Plan.

The committee held a public meeting on March 26, 1996 at Blakely Elementary School. Flyers were sent to over 1200 people. Approximately 150 attended and took part in facilitated discussions in which they related issues and concerns regarding land uses, design, transportation and circulation, and open space and recreation. The major issues and desires raised were:

desire for public beach access

- improved pedestrian and bike access (safety issues)
- · preserve the "quaint" (historical), small scale nature of Lynwood Center
- mixed use is desirable for new development
- improved parking
- preserve natural areas
- light manufacturing should be "very light"
- affordable housing is desirable
- · density increases should be moderate, building height limited

In May, 1996, the City hired design consultants Lee Stubbe and Seth Seablom of GLS Associates, to assist the committee in the decision making process and to provide conceptual drawings of the committee's ideas.

After reviewing all of the background material, the consultant team presented the committee with graphics illustrating the issues identified and the range of options open to the committee. After several weeks of analysis and discussion of several alternatives the committee finalized its recommendations. In addition to the specific issues identified by the community, the committee examined each decision in light of three overall goals:

- 1. How to retain the unique character of Lynwood Center.
- 2. How to add development to the area without overwhelming its present character.
- 3. Find a means to develop all the amenities that the community had defined as desirable.

After making final decisions, a report was prepared and the committee held another public meeting on December 10, 1996, to present its recommendations. Approximately 60 people attended. Comments submitted were generally favorable and those of a more specific nature have been addressed in this report.

II. Existing Conditions

Natural Landscape and Hydrology

The Lynwood Center Special Planning Area totals approximately 54 acres in and around the intersection of Lynwood Center Road and Point White Drive and includes the area designated in the Comprehensive Plan as NSC, in addition to the area designated as R-5 east of Lynwood Center Road and the OSR-2 area just west of the NSC (see Figure 1). The planning area also includes the large triangular shaped parcel at the northwest intersection of Lynwood Center Road and Baker Hill Road. This parcel was included because of its hydrological connection to the area. The planning area is generally flat except for east of Lynwood Center Road where it rises to approximately 100 feet above sea level.

Lynwood Center is the focal point of considerable drainage from streams and groundwater seeps draining the high areas to the north, east and west and which form two lobes of a large Class II wetland system. Several areas of this system have been filled and drained over the years. Water now flows through a series of culverts and daylighted ditches under Baker Hill Road and Point White Drive and emerges in the inter tidal portion of Rich Passage. Vegetation in undeveloped areas consists mainly of deciduous forest (ash, alder, cottonwood, willow) and emergent wetland vegetation (cattail, bulrushes, skunk cabbage, and salmonberry). The undeveloped R-5 parcel east of Lynwood Center Road is second growth coniferous and deciduous forest.

Underlying the entire area is the Lynwood Aquifer which, at places, is exposed to the surface. The surface geology is mainly sand and gravel with high infiltration rates. The aquifer is considered highly vulnerable to contamination in this area due to the combination of geologic, soil, and land use conditions.

Land Uses and Ownership

Of the approximately 54 acres in the Lynwood Center Special Planning Area, 37 acres are undeveloped. Commercial uses occupy only 5 acres. The construction storage yard on the southwest corner of Baker Hill Road and Lynwood Center Road is being planned for redevelopment and is, therefore, included in the count of undeveloped land. The remaining 12 acres are in residential development. Approximately 31 acres of the Planning Area are held by two landowners, 17+ acres and 12 acres respectively. The next largest ownership is approximately 3 acres.

Infrastructure

The entire planning area is served by the South Bainbridge Water System. Sewage conveyance is by on-site septic system. The commercial area of Lynwood Center has for many years experienced septic failure and raw sewage has been flowing directly into Rich Passage. For this reason this very limited area was required by the Department of Ecology to be served by the Sewer District #7 Sewage Treatment plant which has just completed. The plant has been designed to accommodate expansion in the future so that the possibility of a greater area of Lynwood Center may be served at some future time. The Special Planning Area boundary is not to be confused in any way with sewer service area. Actual timing of, and disposition of sewer service is beyond the scope of the Steering Committee's responsibilities.

The roads serving the area, Lynwood Center Road, Baker Hill Road, and Point White Drive are in relatively good condition with the exception of the portion of Point White Drive along Rich Passage which experiences periodic flooding at the edge of the road at high tide conditions at certain times of the year. As a result the road bed is failing in places along this particular section. While there are shoulders on some roads, area residents view them as dangerous for walkers, cyclists and children. Speeding is also a problem on Point White Drive with several areas suffering property damage because of out-of-control, speeding vehicles.

Approved Developments

Pleasant Beach Condominiums

This development of 10 condominium units in 6 separate buildings was first approved as a PUD in 1983 by Kitsap County. Several extensions of the original approval have been granted since then, the most recent in 1995, to arrange for sewage disposal. The project, located, on the waterfront behind the Lynwood Center building, is now under construction.

Shel - chelb Estuary Project

The Washington State Department of Transportation, Marine Division, is developing and enhancing a degraded estuary on property north of Point White Drive which will provide for tidal exchange with the waters of Rich Passage. The project, named "Shel - chelb", a Suquamish word meaning "bringing it home", also redirects an existing stream channel that originates north of Baker Hill Road. This portion of the project is being undertaken in conjunction with the local chapter of Trout Unlimited. The various terms of the agreement include the vacation of the unopened City right-of-way abutting the adjacent property in exchange for a 50' conservation easement with a pedestrian trail along the stream corridor and around the estuary.

III. Final Recommendations

Land Use

Few changes in land use designations are recommended for the planning area. The framework policies of the Comprehensive Plan provide that increases in density may be considered if there is a public benefit. Changes recommended by the committee, therefore, reflect community's desire for some public benefit in the area. The recommendations are based on the assumption that sewer service will be available at some point during the twenty year planning period for those properties where land use recommendations would require sewer. These recommendations, which are also depicted in Figure 2 - Land Use, are as follows:

1. The five parcels along the west side of Lynwood Center Road and bounded by Baker Hill Road and Point White Drive ("A" on Figure 2 - Land Use) should retain the NSC designation but will permit a residential density up to 12 units per acre (R-12) provided that a public community center be constructed of equal and compatible quality and style as the rest of the development Higher density could be allowed if affordable housing requirements were met.. Size and configuration of the community center would be similar to that at Island Center or the Commons where there would be meeting space provided for community groups, classes or events and would include a small kitchen area. This space could be a stand alone building or be part of a mixed use building planned by the developer. Actual size and disposition of this space will be determined at a later date.

- 2. The parcel containing the old lumber yard ("B") should be allowed to develop as a commercial property as long as parking is provided on the parcel directly to the north ("C" a permitted use in the NSC) or on the parcel immediately to the west of that ("D" a conditional use). Further, if road end funds should become available, these funds could be used in conjunction with private funds to develop a public pier or other public beach access.
- 3. The first parcel along the north side of Point White Drive that is immediately west of the NSC ("D") should be allowed to develop at 3 residential units per acre (R-3) if and when an easement for public beach access is granted for the portion of the parcel south of Point White Drive and adjacent to the lumber yard.
- 4. The R-5 designation for the 13-acre parcel east of Lynwood Center Road ("E")was not changed. Multi-family should be added as a permitted use, subject to site plan review.

Analysis: Framework Policy 1.3 of the Comprehensive Plan allocates up to 5% of the 2012 population growth to the Neighborhood Service Centers. This represents approximately 375 persons. Under current land use designations additional population at build-out for the Lynwood Center NSC would be approximately 115 persons (50 units of mixed single family and multifamily). Under the recommended land use changes this figure rises to 174 persons (77 units). This does not include the additional 150+ persons (approximately 65 units) that may inhabit the R-5 area adjacent to, but not included within, the NSC. If considering strictly the NSC boundaries this population increase (174 persons) is still well within what is reasonable for the NSC's, especially considering the limited potential for additional population at both Island Center and Rolling Bay.

5. Any future development adjacent to the Shel - chelb estuary and associated stream corridor should consider the sensitive nature of this unique environmentally sensitive area.

Transportation/Circulation - Auto

Baker Hill Road, Lynwood Center Road, and Point White Drive continue to serve as the main thoroughfares within the Planning Area. However, changes are recommended to improve the safety and efficiency of circulation in the area: (refer to Figure 3)

- The northwest corner of Lynwood Center Road should be squared up so that the roadway is slightly narrowed to create more of a right angle turn from Lynwood Center Road southbound to Point White Drive.
- The intersection of Lynwood Center Road and Point White Drive should be a threeway stop with crosswalks added to accommodate pedestrians from future developments to the east of Lynwood Center Road and at the northwest corner of Lynwood Center Road and Point White Drive.
- 3. Access to the residential areas to the west of the NSC should be located along property lines and shared by adjacent landowners in order to minimize the number of curb cuts on the three major roadways (indicated by the large arrows on Figure 3). In addition, a local, low-use roadway system within the residential area, consistent with the City's adopted standards, would provide both auto and pedestrian access to the commercial area while eliminating the need for each property to have its own access. This roadway system would be for internal, neighborhood use.
- 4. Construction of the estuary project and culvert should include a slightly raised "bridge" or textured pavement as a traffic calming tool on Point White Drive.

Traffic Circulation - Parking

- 1. Some parallel parking for the commercial development on the northwest corner of Lynwood Center Road and Point White Drive may be located at roadside (out of traffic lanes). This same parking pattern may also be on the north side of Point White Drive in the NSC zone. (Figure 3).
- 2. The parking lot south of the Lynwood Center building should be developed as a formal parking lot in accordance with existing City regulations. Such a parking lot would accommodate significantly more cars than at present.
- The informal park-and-ride use of the lot at the northwest corner of Lynwood Center Road and Baker Hill Road should be allowed to continue and Kitsap Transit should be encouraged to formalize this use.

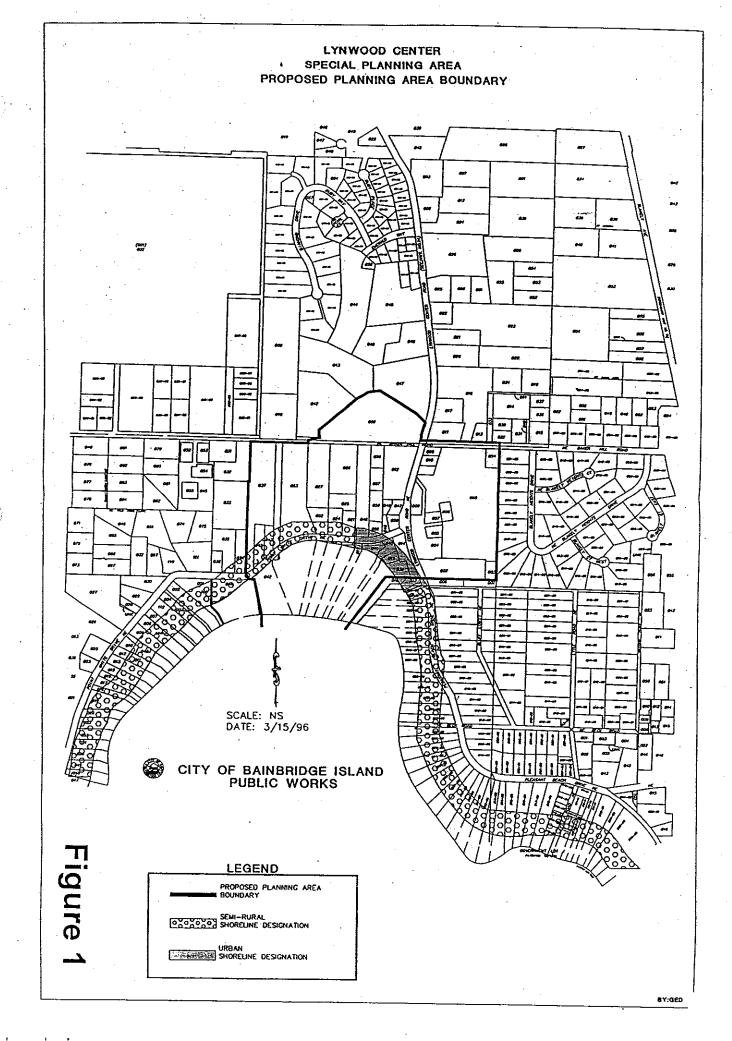
Traffic Circulation - Pedestrians/Bicycles

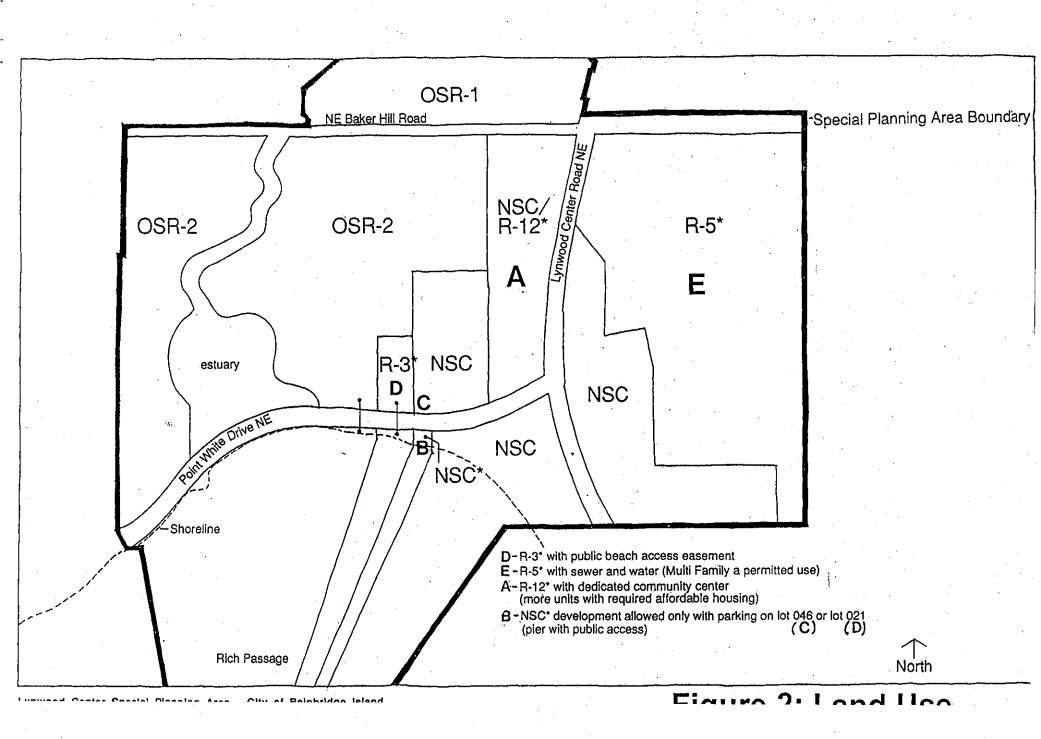
- 1. The plan includes pedestrian and bike trails on both sides of Lynwood Center Road to north of Baker Hill Road and south down Pleasant Beach Road, and on the south side of Baker Hill Road. Pedestrian and bike trails will also go west along Point White Drive on the water side. A series of pedestrian courts and paths on the north side of Point White Drive will serve to connect parking and development. (Figure 4).
- 2. A pedestrian trail connecting Baker Hill Road and Point White Drive shall be located either along the City's unvacated portion of Baker Road and around the Shel-chelb estuary or along the stream corridor associated with the estuary.
- 3. Crosswalks should be added at the proposed three-way stop at the intersection of Lynwood Center Road and Point White Drive, as previously stated.
- 4. Bus stops should be provided on Lynwood Center Road both north and south of the intersection with Point White Drive and at the informal park and ride on Baker Hill Road.

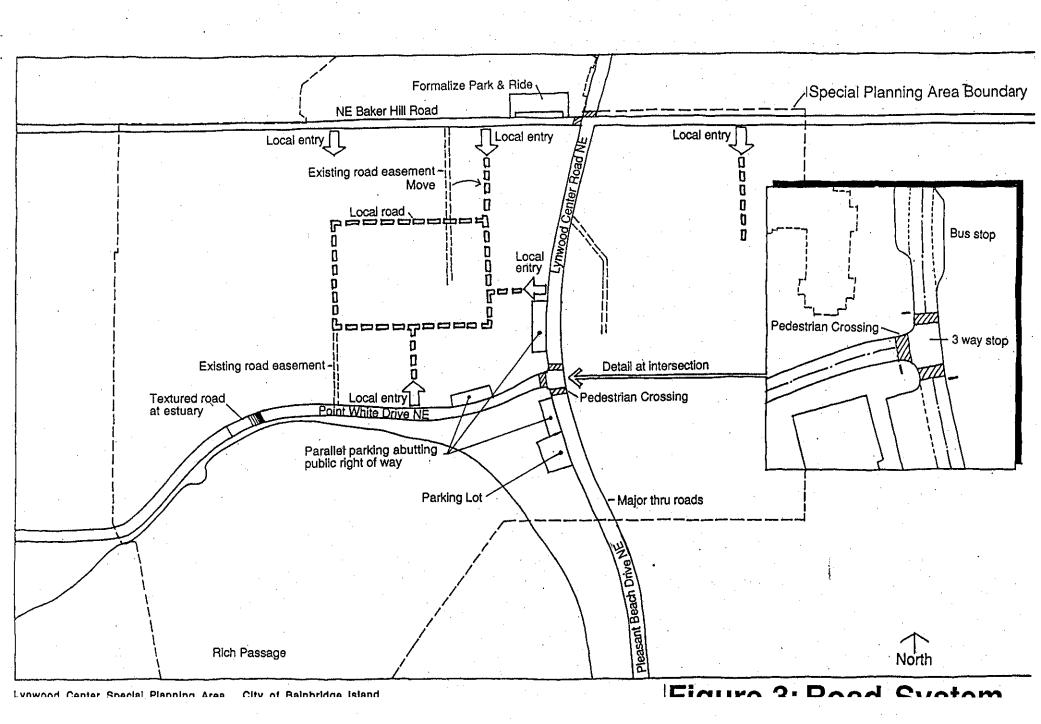
Landscape and Buffers

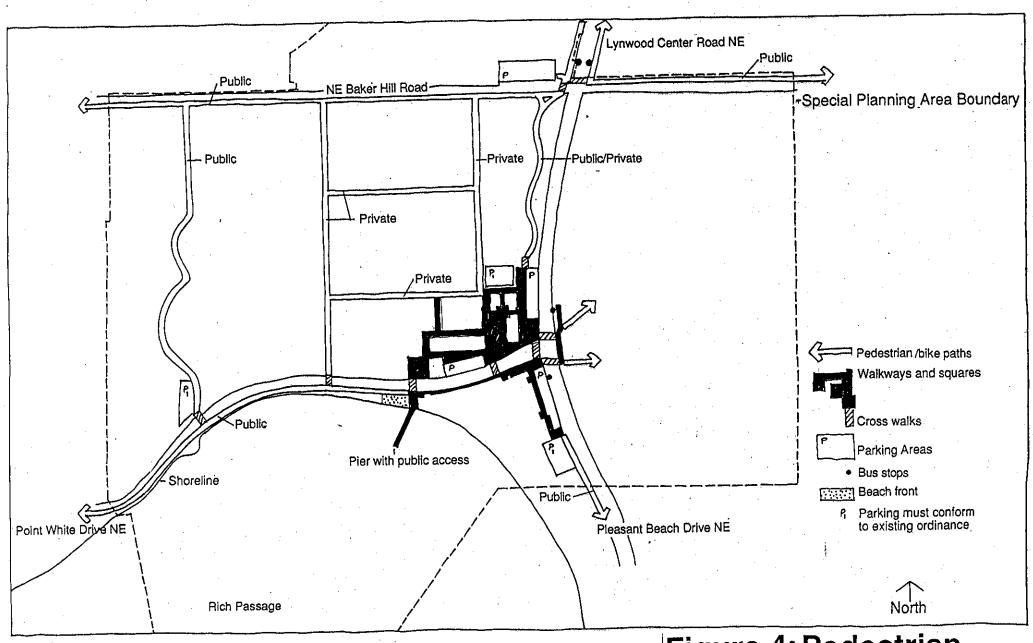
The Lynwood Center commercial area has been described during the Special Planning Area process as "a wide spot in the road". This is because the major approaches to the intersection of Lynwood Center Road and Point White Drive are characterized by dense vegetation that generally screens development from the road. In keeping with that concept, and the Comprehensive Plan vision that the natural landscape buffers long scenic roads should be preserved, the following is recommended: (see Figure 5):

- 1. A minimum 25 foot vegetation buffer with 50% screening (partial screen as described in the adopted landscape ordinance) shall be required on all approaches to Lynwood Center as shown on Figure 5.
- 2. The City endorses the 50 foot buffer around the Washington State Department of Transportation estuary project.
- 3. The view of Serenity House from Pleasant Beach Road is considered to be of great historical value and as such, the view from the road to the front of the existing building should be maintained. If the property owner wishes to expand the use, this should be done to the rear of the property.



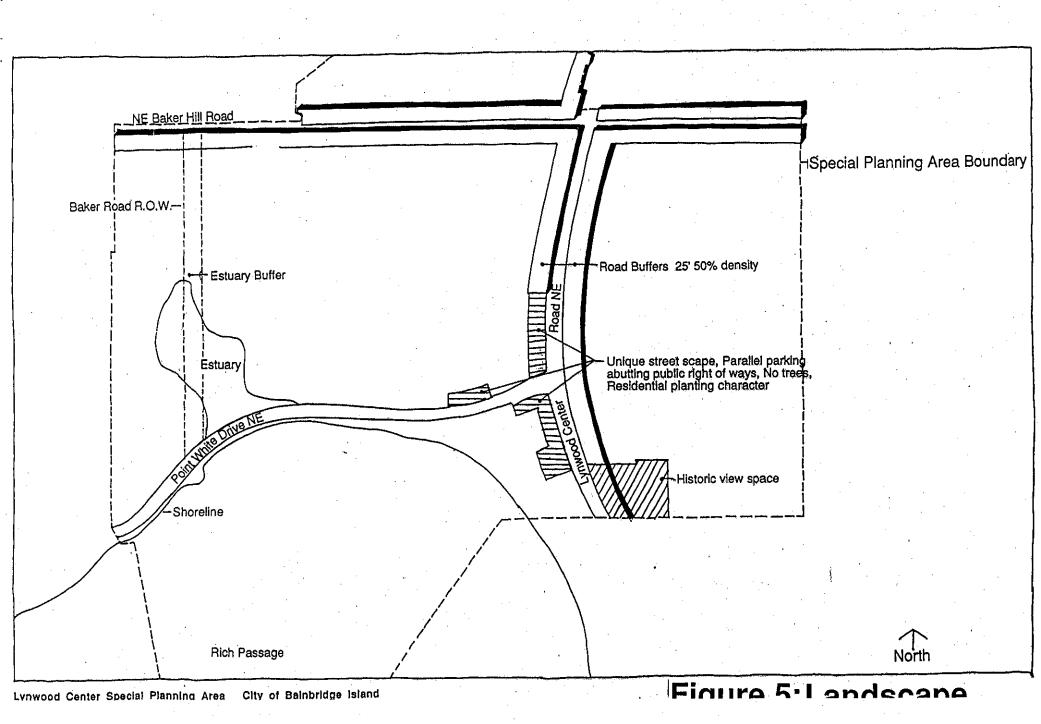


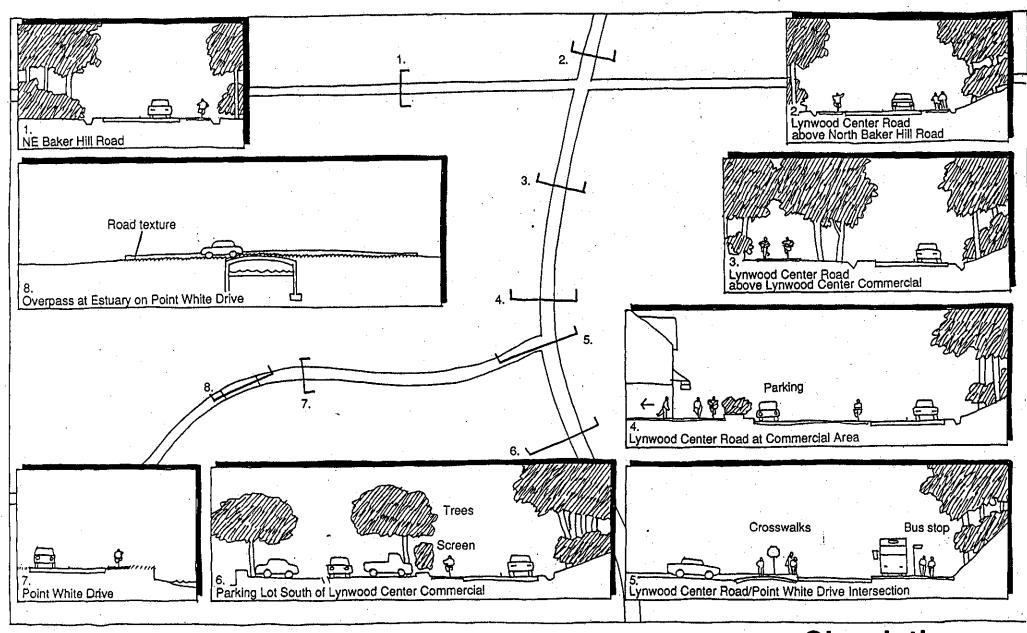




Lynwood Center Special Planning Area City of Bainbridge Island

Figure 4: Pedestrian





Capital Facilities

Possible additions to the Capital Facilities Plan were analyzed by the City Engineer. The report is attached. Cost of those facilities will be included in the Comprehensive Plan Amendment. Timing and funding to be determined at a later date.

Storm Drainage

Drainage issues for the entire area were reviewed in detail by the City's Storm Water Technician. In general, her findings were that the majority of drainage and runoff which has been a problem in the area for some time would be addressed by the two major developers around the intersection of Lynwood Center Road and Point White Drive. The complete report is attached hereto.

