



CITY OF
BAINBRIDGE ISLAND

**PLANNING COMMISSION SPECIAL MEETING
THURSDAY, SEPTEMBER 08, 2022**

COUNCIL CHAMBERS
280 MADISON AVENUE NORTH
BAINBRIDGE ISLAND, WA

AND

ZOOM WEBINAR
[HTTPS://BAINBRIDGEWA.ZOOM.US/J/97340072620](https://bainbridgewa.zoom.us/j/97340072620)

OR ONE TAP MOBILE :

US: +12532158782,,97340072620# OR +13462487799,,97340072620#

OR TELEPHONE:

DIAL(FOR HIGHER QUALITY, DIAL A NUMBER BASED ON YOUR CURRENT LOCATION):
US: +1 253 215 8782 OR +1 346 248 7799 OR +1 720 707 2699 OR +1 646 558 8656 OR +1 301 715 8592

OR +1 312 626 6799

WEBINAR ID: 973 4007 2620

AGENDA

**1. CALL TO ORDER/LAND ACKNOWLEDGMENT/AGENDA REVIEW/CONFLICT
DISCLOSURE - 6:00 PM**

We would like to begin by acknowledging that the land on which we gather is within the ancestral territory of the Suquamish, "People of Clear Salt Water." Expert fishermen, canoe builders and basket weavers, the Suquamish live in harmony with the lands and waterways along Washington's Central Salish Sea as they have for thousands of years. Here, the Suquamish live and protect the land and waters of their ancestors for future generations as promised by the Point Elliot Treaty of 1855.

2. PLANNING COMMISSION MEETING MINUTES - 6:05 PM

Review and approve meeting minutes.

2.a (6:05 PM) Review and approve the draft minutes from the August 25, 2022 meeting 5 Minutes
[August 11 Draft_Minutes.pdf](#)

3. PUBLIC COMMENT - 6:10 PM

Instructions for providing public comment remotely.

3.a (6:10 PM) Instructions for Providing Public Comment During Hybrid Meetings

4. **PLANNING DIRECTOR'S REPORT - 6:15 PM**
5. **NEW BUSINESS - 6:30 PM**
 - 5.a **(6:15 PM) Lynwood Center Comprehensive Plan Amendment (CPA) application (PLN 52180 CPA)**
90 Minutes
[Lynwood CPA Staff Memo.pdf](#)
[Lynwood Center Application Materials.pdf](#)
[PLN52180 CPA PW-DE Comment Memo \(9.2.22\).pdf](#)
6. **FOR THE GOOD OF THE ORDER - 8:00 PM**
7. **ADJOURNMENT - 8:10 PM**

GUIDING PRINCIPLES

Guiding Principle #1 - Preserve the special character of the Island, which includes downtown Winslow's small town atmosphere and function, historic buildings, extensive forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.

Guiding Principle #2 - Manage the water resources of the Island to protect, restore and maintain their ecological and hydrological functions and to ensure clean and sufficient groundwater for future generations.

Guiding Principle #3 - Foster diversity with a holistic approach to meeting the needs of the Island and the human needs of its residents consistent with the stewardship of our finite environmental resources.

Guiding Principle #4 - Consider the costs and benefits to Island residents and property owners in making land use decisions.

Guiding Principle #5 - The use of land on the Island should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.

Guiding Principle #6 - Nurture Bainbridge Island as a sustainable community by meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Guiding Principle #7 - Reduce greenhouse gas emissions and increase the Island's climate resilience.

Guiding Principle #8 - Support the Island's Guiding Principles and Policies through the City's organizational and operating budget decisions.



Planning Commission meetings are wheelchair accessible. Assisted listening devices are available in Council Chambers. If you require additional ADA accommodations, please contact the Planning & Community Development Department at (206) 780-3750 or pcd@bainbridgewa.gov by noon on the day preceding the meeting.

Public comment may be limited to allow time for the Commissioners to deliberate. To provide additional public comment, email your comment to pcd@bainbridgewa.gov or mail it to Planning and Community Development, 280 Madison Avenue North, Bainbridge Island, WA 98110.



CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: September 8, 2022

ESTIMATED TIME: 5 Minutes

AGENDA ITEM: (6:05 PM) Review and approve the draft minutes from the August 25, 2022 meeting

SUMMARY: I move to approve the minutes from the August 25, 2022 Planning Commission Special Meeting.

AGENDA CATEGORY: Minutes

PROPOSED BY: Planning & Community Development

RECOMMENDED MOTION: review and approve or provide suggested edits.

STRATEGIC PRIORITY:

FISCAL IMPACT:

Amount:	
Ongoing Cost:	
One-Time Cost:	
Included in Current Budget?	

BACKGROUND:

ATTACHMENTS:

[August 11 Draft Minutes.pdf](#)

FISCAL DETAILS:

Fund Name(s):

Coding:



Planning Commission Special Meeting August 25, 2022

Meeting Minutes

1) CALL TO ORDER/LAND ACKNOWLEDGMENT/AGENDA REVIEW/CONFLICT DISCLOSURE - 6:00 PM

The meeting was called to order at 6:00 PM. Commissioners present at the start of the meeting: Sarah Blossom, Yesh Subramanian, Ben Deines and Sean Sullivan. Commissioner Birtley arrived after the approval of the minutes.

Commissioners Mathews and Schaab were absent and excused. Council member liaison Jon Quitslund present.

City staff in attendance were Planning Director Patty Charnas, Senior Planner Jennifer, Climate Adaptation Officer Autumn Salamak and Administrative Specialist Maria Dozeman who monitored the meeting and prepared the minutes.

2) PLANNING COMMISSION MEETING MINUTES

2.a Review and approve draft meeting minutes

[Cover Page](#)

[DraftMinutes_August112022.pdf](#)

Motion: I move to approve the August 11, 2022 Meeting Minutes

Sullivan/Subramanian

The motion passed unanimously

3) PUBLIC COMMENT

3.a Public Comment

[Cover Page](#)

[Instructions_for_Providing_Public_Comment_at_Hybrid_Meetings.pdf](#)

Public Comment: Marilyn McLaughlin had a questions about the Comp Plan Amendment process.

4) PLANNING DIRECTOR'S REPORT

Patty Charnas, Planning Director, reminded all that permit fees are increasing September 1, the permit counter is now open from 0800-12 and 1-3 PM and the Shoreline Management Plan (SMP) periodic review will begin again soon.

Housing Action Plan-commissioners were encouraged to take the housing survey and to sign up for the Housing Action Plan listserv.

5) **UNFINISHED BUSINESS -**

5.a [Ordinance No. 2022-14 related to Electric Vehicle Charging Zoning Code Amendments](#)

[Cover Page](#)

[EV Parking Ordinance No 2022-14.docx](#)

[EV Ready Code Presentation - Planning Commission - 08.25.22.pptx](#)

Climate Adaptation Officer, Autumn Salamak, presented.

6) **FOR THE GOOD OF THE ORDER**

7) **ADJOURNMENT**

The meeting adjourned at 7:27 PM

DRAFT



CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: September 8, 2022

ESTIMATED TIME:

AGENDA ITEM: (6:10 PM) Instructions for Providing Public Comment During Hybrid Meetings

SUMMARY: review instructions.

AGENDA CATEGORY: Discussion

PROPOSED BY: Planning & Community Development

RECOMMENDED MOTION: Read and review the instructions if you are attending this meeting remotely.

STRATEGIC PRIORITY:

FISCAL IMPACT:

Amount:	
Ongoing Cost:	
One-Time Cost:	
Included in Current Budget?	

BACKGROUND:

ATTACHMENTS:

[Instructions for Providing Public Comment at Hybrid Meetings.pdf](#)

FISCAL DETAILS:

Fund Name(s):

Coding:

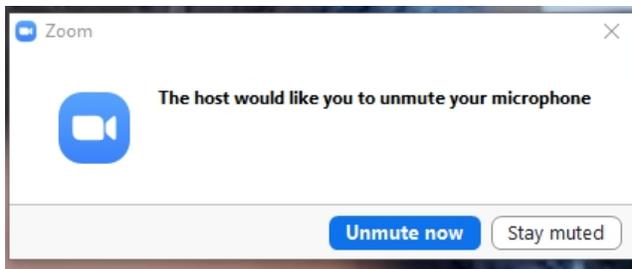


PLANNING AND COMMUNITY DEVELOPMENT

Members of the public are encouraged to submit written public comment to the Planning Commission at any time by emailing Commissioners directly or sending comments to pcd@bainbridgewa.gov and City staff will forward your comment directly to Commissioners on your behalf. Members of the public who wish to provide public comment may attend the meeting in Council Chambers or may participate remotely by following the instructions outlined below. If you are attending in-person, please sign up to speak on the sign-in sheet by the Chamber doors. The Chair or Acting Chair will call the people signed up on the sign-in sheet in Council Chambers first, and speakers will have three minutes to speak from the podium. Following the in-person comment, people who have raised their hands in the Zoom meeting will be called on next. A timer on the screen will indicate when 3 minutes have elapsed. Guidelines for public comment are also attached.

INSTRUCTIONS FOR PROVIDING PUBLIC COMMENT REMOTELY

1. Join the Zoom webinar by following the link posted on the agenda and on the City calendar.
2. Sign in to Zoom with your full name.
3. The Chair will indicate when it is time for public comment.
4. Attendee indicates desire to speak by clicking on “Raise Hand” option at the bottom of the screen. If you are calling in by phone and would like to make a comment, *6 mute/unmute *9 raise/lower hand to be called on to speak.
5. Attendee clicks button “Unmute now” after they are called to speak by the Chair.



6. Attendee will appear on screen with other panelists, but without video, just name.

IMPORTANT NOTE: If you do not have the latest version of Zoom, you will be promoted to panelist. You will then appear with video enabled. Look for the video icon in the bottom left-hand corner of the screen to turn off your video.

7. Attendee provides comment.
8. A timer on the screen will track your time.
9. Stop speaking when the timer reaches the 3-minute mark.
10. Attendee is returned to attendee group, and microphone is muted.
11. Public comment is simply received by the Planning Commission, with no response.



CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: September 8, 2022

ESTIMATED TIME: 90 Minutes

AGENDA ITEM: (6:15 PM) Lynwood Center Comprehensive Plan Amendment (CPA) application (PLN 52180 CPA)

AGENDA CATEGORY: Discussion

PROPOSED BY: Jennifer Sutton

PREVIOUS PLANNING COMMISSION

REVIEW DATE(S): August 11, 2022

PREVIOUS COUCIL REVIEW DATE(S):

RECOMMENDED MOTION:

Discussion only.

SUMMARY:

This Planning Commission study session on the Lynwood Center CPA is an opportunity for the applicant to present their CPA application to the Planning Commission, and for staff to present analysis. Planning Commission questions and public comment are encouraged.

The Lynwood Center Subarea Plan (Subarea Plan) was adopted in 1997, and includes residential density limits for the greater Lynwood Center Neighborhood Center (NC) area that are also codified in city code. This CPA application (attached) requests both map and policy amendments to the Subarea Plan to change the residential density regulations for the Neighborhood Center properties from units per acre to floor area ratio (FAR) for base and bonus density provisions. See attached staff memo for staff analysis and a comparison of the current development standards for the Lynwood NC area and those proposed by the CPA application.

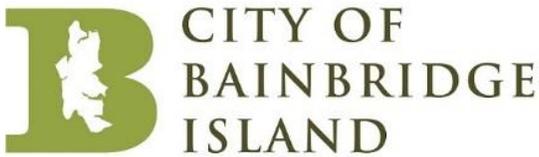
Staff has reviewed for consistency with the decision criteria and recommends denial of this CPA application. The application is supported by the City's growth strategy to focus development in designated centers and goals and policies to promote and build more multifamily, small and affordable housing units, but the lack of sewer system capacity is a significant limiting factor. As described in the memorandum from City Public Works staff, the City does not own the sewer treatment facility in this area and is not in control of when or how to add additional sewer connections in this area.

Staff recommends that increasing residential capacity to promote smaller and multifamily units in Lynwood Center should be considered through the 2024 Comprehensive Plan periodic update, alongside potential changes to utility services.

BACKGROUND: The City of Bainbridge Island accepts requests to amend the Comprehensive Plan every three years. Comprehensive Plan Amendment (CPA) applications were accepted between January and February 2022 for this current

cycle, and five CPA applications were received. The CPA review process is outlined in BIMC 2.16.190, and decision criteria primarily relate to quantifying potential adverse impacts on community resources and public services.

ATTACHMENTS:



DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

MEMORANDUM

Date: September 2, 2022
To: Planning Commission
From: Jennifer Sutton, AICP, Senior Planner
Subject: Lynwood Center Comprehensive Plan Amendment (CPA) application (PLN 52180 CPA)

I. MEETING PURPOSE

This Planning Commission study session on the Lynwood Center CPA is an opportunity for:

- the applicant to present their CPA application to the Planning Commission;
- City staff to present its analysis of the CPA application;
- Planning Commissioners to ask questions; and
- Initial public comment on the CPA application. The City had mailed postcards to properties in the surrounding area with notification about the application and Planning Commission meeting dates. Further public comment will be accepted at a future public hearing.

II. SUMMARY OF LYNWOOD CENTER COMPREHENSIVE PLAN AMENDMENT

The City accepts requests to amend the [Comprehensive Plan](#) every three years. Applications were accepted between January and February 2022 for the current cycle in accordance with [BIMC 2.16.190.G.2](#).

The [Lynwood Center Subarea Plan](#) (Subarea Plan) was adopted in 1997, and is Appendix E of the [Comprehensive Plan](#). The [Subarea Plan](#) includes residential density limits for the greater Lynwood Center Neighborhood Center (NC) area. The residential density requirements and other development standards such as building height are also codified in [Bainbridge Island Municipal Code \(BIMC\) Table 18.12.020-3](#); bonus density regulations are outlined in [BIMC 18.12.030.D](#).

This CPA application (attached) requests both map and policy amendments to the [Subarea Plan](#) to change the residential density regulations for the Neighborhood Center properties from *units per acre* to *floor area ratio (FAR)* for base and bonus density provisions. The application requests tying the bonus density solely to providing affordable housing. The existing code provides for bonus NC density to promote a transfer or development rights, affordable housing, or mixed use development ([BIMC 18.12.030.D](#)). See table below for a comparison of the current development standards for the Lynwood NC area and those proposed by the CPA application.

Current & Proposed Lynwood NC Area Development Standards					
		Density or FAR		Building Height	Lot Coverage
Current Standards	Base	R-2		35 feet	35%
	Bonus	NC Zone: R-5	NC/R-12 Zone: R-12*	35 feet	35%
Proposed Standards	Base	1.05 FAR		35 feet	35%
	Bonus	50% Affordable Housing Units Bonus	1.25 FAR	35 feet	50%
		100% Affordable Housing Units Bonus	1.5 FAR	45 feet	50%

*Achieving R-12 density requires development to be mixed use (BIMC 18.12.030.D.6)

Please note the technical definitions of terms used in the above table can be found in [BIMC 18.12.050¹](#).

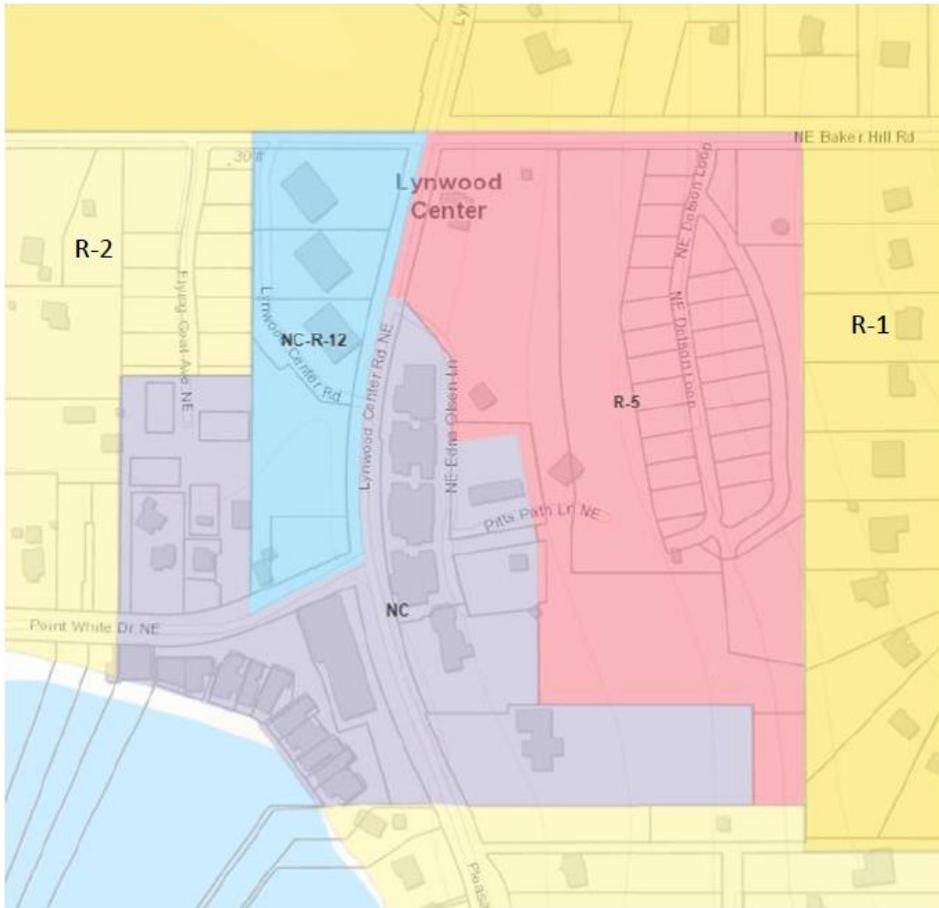
If approved, this application would result in a map amendment to eliminate the NC/R-12 district to have a single NC district in this area, since the development standards would be the same between the two districts. See Lynwood Center area maps below.

¹Condensed definitions of relevant terms:

Floor Area is measured as the total area of all floors within the exterior vertical walls of a building. (If any room has a sloping ceiling, no portion of the room measuring less than five feet in height is counted.)

Floor Area Ratio (FAR) is a figure that expresses the total floor area as a multiple of the lot area. This figure is determined by dividing the floor area of all buildings on a lot by the lot area prior to removal of lot area for dedication. Portions of parking located underground or underneath occupiable space are not counted in floor area ratio calculations, nor are listed historic structures. A 5,000 square foot building on a 10,000 square foot lot equates to a 0.5 FAR, no matter how many stories a building has. A one-story 5,000 square foot building has the same 0.5 FAR as a two-story building with 2,500 square feet per story in this example.

Lot Coverage is that portion of the total lot area covered by buildings. (The following do not count towards lot coverage: eaves, below-grade buildings, decks less than five feet above grade, mechanical/renewable energy infrastructure typically mounted on the ground.)



Lynwood Center Area Existing Land Use Designations



2020 Aerial Photo of Lynwood Center NC Zone

III. EXISTING CONDITIONS

The Lynwood Center area has changed and developed since the [Subarea Plan](#) was approved in 1997. The [Subarea Plan](#) coincided with public sewer becoming available through the South Island Sewer Service Area.

Land Use: See map above. The Lynwood Center area has developed into the mixed use hub generally described by the [Subarea Plan](#). The Roost and Pleasant Beach Village developments have been constructed in phases. The final phase of *The Roost* is proposed to be an inn in the NC zone portion of the project, along Point White Drive. The final phases of the Pleasant Beach Village development will construct additional residences in the R-5 zone. Final phases of both projects have been planned through land use permits, and the City expects build out of those projects in the near future.

There are two areas of the Lynwood Center area that have not yet developed or redeveloped. At the northwest corner of the intersection of Lynwood Center Road and Point White Drive, there are two properties zoned NC/R-12, totaling 1.53 acres, currently used as a gravel parking lot. Second, a 2.46 acre property zoned NC in the southeastern portion of the NC area, along the east side of Pleasant Beach Drive, is currently vacant. The property is currently within the preapplication phase of City permitting to build an inn and spa.

Transportation: Lynwood Center is accessed and bounded by Baker Hill Road, Lynwood Center Road, Point White Drive and Pleasant Beach Drive. There are some sidewalks within Lynwood Center, and paved shoulders along some, but not all, of the roads leading to Lynwood Center. The [Islandwide Transportation Plan](#) has outlined future bike and sidewalk facilities that would be constructed through City capital projects or as conditions of a development permit. On March 22, 2022, the City Council adopted the [Sustainable Transportation Plan](#) and identified Scenario 2, “Connecting Centers” as the preferred implementation plan. The “Connecting Centers” plan calls for there to be an “all ages and abilities” 6-foot wide separated bike lane on both sides of Lynwood Center Road, and traffic calming along Point White Drive between Lynwood Center Road and Schel Chelb Park.

Additionally, the Lynwood Center NC area is served by [Kitsap Transit #97 and #98 bus routes](#), generally during the work week commute times. Lynwood Center is on the route for [BI Ride](#), which runs in the middle of the day Monday-Friday, and all day Saturday.

Utilities: *Drinking water* is provided by Kitsap Public Utility District (KPUD).

Public Sewer is provided by the City of Bainbridge Island. Lynwood Center is in the City’s South Island Sewer Service Area. New sewer connections are not available in this area for the foreseeable future. See attached memo from Public Works Engineering Manager Paul Nylund for additional information.

Natural Resources: *Shoreline:* The Lynwood Center NC area is bordered by Rich Passage to the south. The shoreline designation for the Lynwood Center NC shoreline is “urban” under the [City’s Shoreline Master Plan](#).

Critical Areas: The west side of Lynwood Center Road and Pleasant Beach Drive has mapped “Liquefaction Areas,” a type of geologically hazardous area.

IV. STAFF ANALYSIS

Precisely determining feasible development numbers for any given property is beyond the scope of staff analysis for comprehensive plan amendment applications. Zoning development standards such as density, building height and lot coverage yield a high level picture; required utilities, parking, landscaping, stormwater regulations add additional layers of constraint. The City’s design guidelines and standards, [Design for Bainbridge](#), must also be considered, as they affect site layout, aesthetics, and road frontage features. Additionally, proposed

standards requested by the CPA application could yield a commercial, mixed use or all residential project with the same amount of total FAR, further complicating the potential future of the properties in question.

The staff analysis below therefore provides only a gross estimate for building potential under current and proposed density, lot coverage and building height limits, assuming as much development as allowed by lot coverage and building height *without considering site/project specific factors such as stormwater treatment or parking*. Because FAR allows for different numbers of units depending on unit size, unlike density measured in units per acre, the analysis includes both a low and a high estimate: low residential estimate for proposed FAR assumes a dwelling unit size of 1,000 square feet; high residential estimate for proposed FAR assumes a dwelling unit size of 600 square feet. In [2021 Kitsap Co. Buildable Lands Report \(Appendix C\)](#), the City utilized 1,000 square feet as assumed unit size for determining future MUTC/HS Road district residential capacity.)

	Total Development Potential (Mixed Use, Commercial or Residential)	High Residential Only Development: (600 sq. ft. units)	Low Residential Only Development: (1000 sq. ft. units)
Existing NC or NC/R-12 Zone			
Theoretical 1 acre property	45,738 sq. ft.	Residential Max: 5 units (NC) & 12 units (NC/R-12)	
Existing Vacant NC/R-12 Properties (1.53 acres)	69,979 sq. ft.	18 dwelling units max; must be mixed use building	
Existing Vacant NC Property (2.46 acres)	112,515 sq. ft.	12 dwelling units max. (res. only or mixed use)	
Proposed Base 1.05 FAR			
Theoretical 1 acre property	45,738 sq. ft.	76 dwelling units	46 dwelling units
Existing Vacant NC/R-12 Properties (1.53 acres)	69,979 sq. ft.	117 dwelling units	70 dwelling units
Existing Vacant NC Property (2.46 acres)	112,515 sq. ft.	188 dwelling units	113 dwelling units
Proposed 1.25 FAR: Bonus for 50% Affordable Housing Units			
Theoretical 1 acre property	54,450 sq. ft.	91 dwelling units	54 dwelling units
Existing Vacant NC/R-12 Properties (1.53 acres)	83,309 sq. ft.	139 dwelling units	83 dwelling units
Existing Vacant NC Property (2.46 acres)	133,947 sq. ft.	223 dwelling units	134 dwelling units
Proposed 1.5 FAR: Bonus for 100% Affordable Housing Units			
Theoretical 1 acre property	65,340 sq. ft.	109 dwelling units	65 dwelling units
Existing Vacant NC/R-12 Properties (1.53 acres)	99,970 sq. ft.	167 dwelling units	100 dwelling units
Existing Vacant NC Property (2.46 acres)	160,736 sq. ft.	268 dwelling units	161 dwelling units

The CPA application does not specify amending NC regulations to only allow residential development, so the analysis of the proposal assumes that a project could yield 1.05 FAR of commercial, mixed use or residential development (left column). However, the CPA application base FAR proposal of 1.05 FAR does not result in an increase in commercial-only development potential (or the commercial portion of a mixed use project) because a building that utilizes the full 35% lot coverage and is 35 feet in height (3 stories) would yield 1.05 FAR development.

Regarding residential development, the proposed base FAR could result in a large increase in the number of potential residential units, as the table above shows. It's important to note, however, that the amount or size of the building(s) would not be larger than what is allowed by the current code, because lot coverage and building height limits would remain the same. The table shows the intended purpose of the CPA application: to allow more residential units to be constructed and use the flexibility of the FAR standard to build smaller units.

V. DECISION CRITERIA + STAFF RECOMMENDATION

There are five decision criteria to evaluate for Comprehensive Plan Amendments, outlined in [BIMC 2.16.190.H](#). The criteria and staff analysis are below.

Decision Criteria. The planning commission and city council shall base their respective recommendation or decision on a proposed comprehensive plan amendment on the following criteria:

1. Compliance with Law. Amendments to the comprehensive plan shall comply with the Growth Management Act and other state and federal laws.

Staff Response: This CPA application would comply with federal laws. However, the Growth Management Act (GMA) requires that local government align future land use with the capital facilities needed to support the future land use. At this time, the City's sewer service area in Lynwood Center could not serve any increase in residential capacity in the area, and there is no funded or planned capacity increase in the capital facilities plan of either the City or Kitsap County Sewer District 7 (see attached memo from the COBI Department of Public Works). The CPA application would, however, be supported by other GMA goals to promote affordable housing and to focus growth within centers or urban areas to prevent sprawl.

2. Resources.

a. The city must have the resources, including staff and budget, necessary to implement the proposal.

b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: water resources, utilities, transportation, parks or schools.

c. The amendment must not adversely affect the city's ability to provide the full range of public facilities and services at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.

Staff Response: As outlined in the attached memorandum from the COBI Department of Public Works, the increase in residential units in this area cannot be served by public sewer at this time. As described in the memorandum from City Public Works staff, the City does not own the sewer treatment facility in this area and is not in control of when or how to add additional sewer connections in this area. Therefore, the CPA application would have a significant adverse impact on the City's sewer utility.

The impact on the sewer system is the primary adverse impact of concern. The City is already planning transportation improvements within Lynwood Center and between Winslow and Lynwood Center (see existing conditional section above), and any future development project would be analyzed for potential transportation impacts. Under the City's existing code, transportation impacts of development must be mitigated.

3. Internal Consistency. Amendments shall be consistent with the land uses and growth projections that are the basis of the comprehensive plan and with the overall intent of the comprehensive plan, including the community vision, overriding principles, and overall goals that guide the plan.

Staff Response: This CPA application is supported by the City's growth strategy to focus development in designated centers (see [Goals and Policies 4, 5 and 9 of the Land Use Element](#) of the Comprehensive Plan) and other [Land Use](#) and [Housing Element](#) goals and policies to promote and build more multifamily, small and affordable housing units. However, the application could result in additional development that cannot be served by the City's sewer service area at this time, and consequently, cannot be supported by the current [Capital Facilities Element](#). See attached memorandum from the COBI Department of Public Works.

4. Cumulative Effect. All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures.

Staff Response: This CPA does not impact and is not impacted by the other four CPA applications under consideration during the 2022 CPA cycle. Although the Haggar Scribner application proposes similar increases to development standards, that property is served by different utility systems than this Lynwood CPA application.

5. Land Use Impacts. Amendments shall not adversely affect public health, safety or welfare. An amendment must be compatible with neighboring land uses and surrounding neighborhoods, if appropriate. In addition, applications should be reviewed for their cumulative land use impacts.

Staff Response: As discussed above, the base proposal described in the application would not increase the size or scale of a building allowed in the Lynwood Center NC area. Compatibility with adjacent development would be required and evaluated during design review should there be a future site-specific development project. The primary public health and welfare concern regarding this application is the inability of the City to provide additional public sewer service to an increased residential development in this area.

Staff Recommendation: Staff recommends **DENIAL** of this CPA application. The application is supported by the City's growth strategy to focus development in designated centers (see [Goals and Policies 4, 5 and 9 of the Land Use Element](#) of the Comprehensive Plan) of the and other [Land Use](#) and [Housing Element](#) goals and policies to promote and build more multifamily, small and affordable housing units. However, the increase in residential units in this area cannot be served by public sewer for the foreseeable future. As described in the memorandum from COBI Department of Public Works, the City does not own the sewer treatment facility in this area and is not in control of when or how to add additional sewer connections in this area.

Staff recommends that the City consider how this sewer service area could be expanded and connections increased during the 2024 Comprehensive Plan periodic update process and the capital facilities planning that is required as part of that exercise. Increasing residential capacity to promote smaller and multifamily units in Lynwood Center should be considered through the 2024 Comprehensive Plan periodic update, alongside potential changes to utility services.

VI. NEXT STEPS

After the Planning Commission completes its study session on the Lynwood Center CPA, the next step for this application is to hold a public hearing. The Planning Commission will hold study sessions on the other CPA applications later in September and October 13, 2022. Public hearings on all five CPA applications are planned for October 27, 2022. Ultimately, the Planning Commission must make a recommendation of approval, conditional approval, or denial to the City Council.

VII. ATTACHMENTS

Lynwood Center Subarea CPA Application (City Permit File [PLN52180 CPA](#))

COBI Department of Public Works Memorandum



Land Use Application

Supporting documents are required for project review.

See the [Administrative Manual for Planning Permits](#) and [Fee Schedule](#) for permit submittal requirements and fees.

Please schedule an appointment at [Planning and Building Submittal Appointments](#).

Project Name Comp Plan Amendment Application - NC Zoning in Lynwood Ctr Subarea

Property Owner(s)

Site Address

Parcel Numbers

Non-project specific

NC Zone, Lynwood Center Subarea

Select Application Type

~~Adjustments to Approved Land Use - Major~~

Select Application Type

Comprehensive Plan Amendment

Consolidated Review Requested ([BIMC2.16.070](#))

No

Project Name and Description

Proposed Comprehensive Plan Change
Proposed Policy (Land Use-Housing Elements)

- The City Shall Allow FAR Based Zoning in The Lynwood Center Sub Area for parcels Zoned as NC & NC-R-12 to promote housing diversity and affordability.

City of Bainbridge Island
 Department of Planning & Community Development
 280 Madison Ave N
 Bainbridge Island, WA 98110
PermittingSubmittal@bainbridgewa.gov



Project Contacts

Applications must be submitted by the property owner or the owner’s designated agent.
A notarized [Owner/Agent Agreement](#) must accompany this application if submitted by a designated agent.

Applicant
~~Property Owner~~ Indigo Architecture & Interiors (Jeb Thornburg)

Mailing Address: PO BOX 10549, Bainbridge Island, WA 98110

Email: jebt@beingindigo.com

Phone: 206.909.0864

Name of Authorized Agent (Notarized Owner/Agent Agreement form required) _____

Mailing Address: _____

Email: _____

Phone: _____

Statement of Affirmation REQUIRED

I affirm, under penalty of perjury, that all answers, statements, and information submitted with this application are correct and accurate to the best of my knowledge. ~~I also affirm that I am the owner or designated agent of the subject site. Further, I grant permission to any and all employees and representatives of the City of Bainbridge Island and other governmental agencies to enter upon and inspect said property as reasonably necessary to process this application.~~

~~Owner Name - Print~~
Applicant

Owner Name - Signature

2.28.22
Date

Owner Name - Print

Owner Name – Signature

Date

Agent Name and Business Name - Print

Agent Name - Signature

Date

City of Bainbridge Island
Department of Planning & Community Development
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Bainbridge Island, WA 98110
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HOUSING DIVERSITY & AFFORDABILITY

Proposed Comprehensive Plan Change

Proposed Policy (Land Use-Housing Elements)

- *The City Shall Allow FAR Based Zoning in The Lynwood Center Sub Area for parcels Zoned as NC & NC-R-12 to promote housing diversity and affordability.*

Why? Benefits of FAR Zoning

- FAR based zoning will promote smaller scale & affordable pedestrian-oriented housing consistent with Comp Plan Goals
- Current approach regulates density as units per acre which encourages larger size units and construction of “high end” market rate units.
- Smaller scale units allow modest density increases within current development standards (lot coverage, height, etc.) and provide increased levels of affordability

How? Fit with Existing Regulations

- Consistent with current policy to achieve higher residential densities within NSC and to help reduce traffic congestion.
- FAR can be structured to include incentives or bonus for projects which include affordable housing (see example ordinance language below).
- FAR approach doesn’t require modifying current development standards.
- New Base FAR limit can be set to conform with existing NC zoning regulations such as height limit, setbacks, lot coverage (see comparison below).

What? Supports Housing and Land Use Elements

- Achieves limited density increases within Designated Neighborhood Center while maintaining community character
- Increased housing options (rentals, smaller living units) for individuals and families with modest or fixed incomes within the community.
- Promotes opportunity for those who work in the community to live or remain in the community.
- Reduces environmental impacts of off island workforce car commuting onto the Island.
- Supports the long-term viability of local businesses, and those who provide for local community daily, workers that define our “Special Island Character.”

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Supporting Comp Plan Policies

HO Action #2 Amend the City’s development code to facilitate an increase in the diversity of housing types and supply of affordable housing.

Policy HO 3.1 Encourage innovative zoning regulations that increase the variety of housing types and choices suitable to a range of household sizes and incomes in a way that is compatible with the character of existing neighborhoods.

Policy HO 3.7 Expand opportunities for infill in the residential neighborhoods of the Winslow Master Plan study area and the Neighborhood Centers.

Policy HO 6.2 In order to provide for permanently affordable housing pursue effective strategies to reduce the land cost component of affordable housing which may include alternative land use zoning, density bonuses and other incentives

Example Comparison of Existing Unit Count Methodology vs. Proposed FAR

Theoretical 1.0 ac (43,560 sf) site

EXISTING NC R-12

- Lot Coverage 35% x 43,560 sf = 15,246 sf footprint allowed
- Height Limit 35’ (3 stories) = 15,246 x 3 = 45,738 sf allowed
- 12 dwelling units allowed

PROPOSED FAR = 1.05

- Remains compliant with existing zoning envelope standards
 - 35% lot coverage
 - 35’ height limit
- No limit on dwelling unit count in existing zoning envelope standards*

*Note: small units would naturally be more affordable

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Example of Potential Prescribed Affordable Housing Incentive (future ordinance)

BASE FAR = 1.05

- 35% lot coverage
- 35' height limit

FAR WITH 50% AFFORDABLE UNITS = FAR 1.25

- 50% lot coverage
- 35' height limit
- 20% public space required
- 25% reduction in parking requirement
- Indoor bike parking required

Example of Potential Prescribed Affordable Housing Incentive (continued)

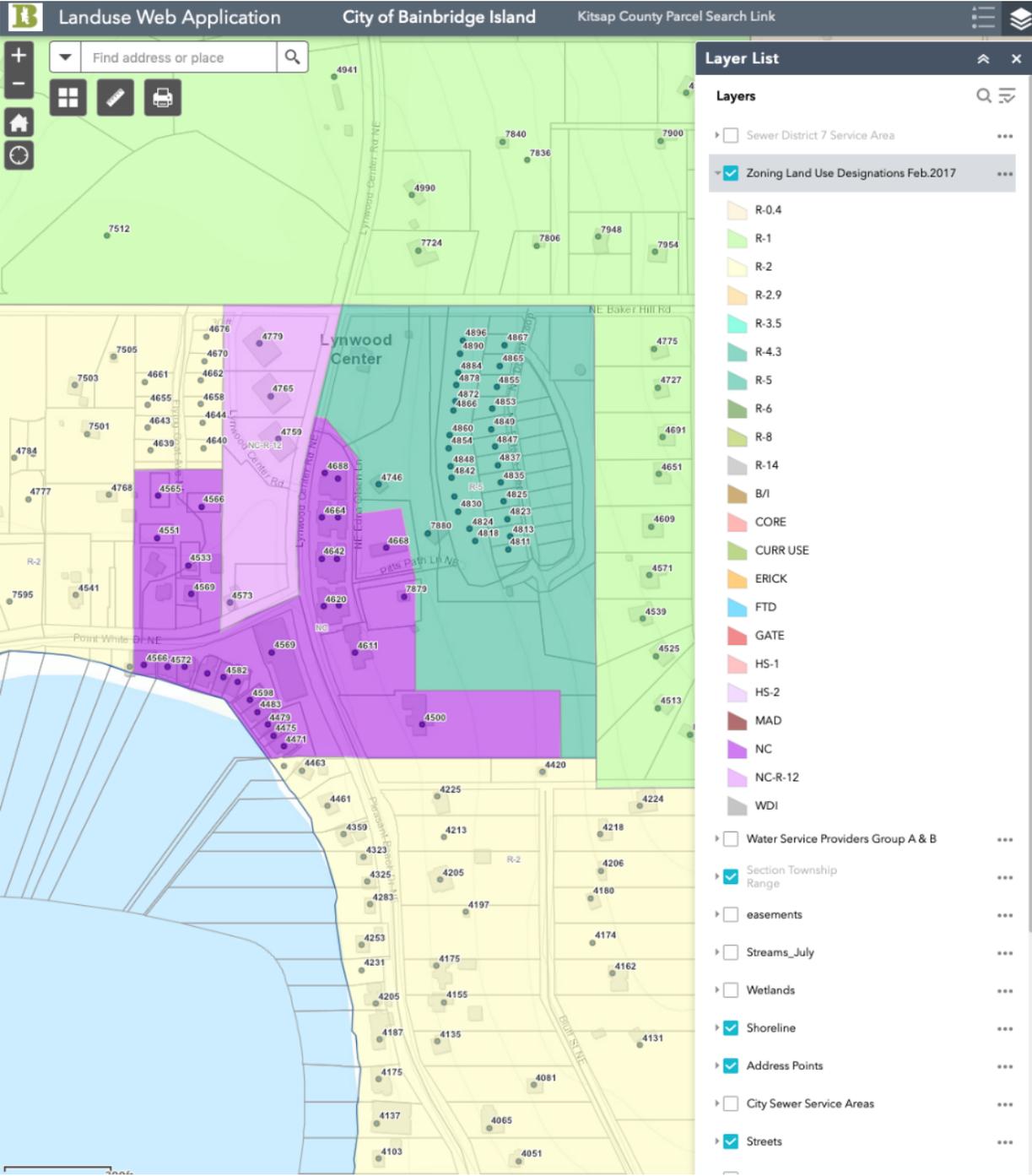
FAR WITH 100% AFFORDABLE UNITS = FAR 1.5

- 50% lot coverage
- 45' height limit with additional 10' setback from current setback regs
- 20% public space required
- 50% reduction in parking requirement
- Indoor bike parking required
- Car share program required

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Appendix

Comp Plan change applies to parcels in Lynwood Center Sub Area Zoning Land Use Designations NC & NC-R-12 (purple & light purple) on attached existing CoBI Zoning Map.





Department of Public Works - Engineering

Memorandum

Date: August 31, 2022
To: Jennifer Sutton, Long Range Planner, PCD
From: Paul Nylund, P.E., Engineering Manager, Public Works PCN
Subject: PLN52180 – Lynwood Center Sub Area Comprehensive Plan
Amendment Comment Memorandum

Project Description

The proposed Comprehensive Plan Amendment seeks to revise zoning regulations to allow Floor Area Ratio to determine density as opposed to the current units per acre methodology.

Recommendation

After a review of the above-referenced project materials received by the City and considering the limitations of existing and potential future sanitary sewer infrastructure as detailed below, COBI Public Works does not recommend supporting this Comprehensive Plan Amendment until such time as infrastructure concerns can be resolved.

Background

1. The City provides sewer service within two separate areas known as the Winslow Service area and the South Island Sewer Service Area. The proposed Comprehensive Plan Amendment (CPA) involves residential zones entirely located within the Lynwood Center portion of the South Island Sewer Service Area.
2. The City owns and maintains the collection systems for both service areas (pipes, sewer manholes, lift stations, etc.) but only provides wastewater treatment services for the Winslow Service Area. The South Island Sewer Service Area collection system conveys wastewater to the Kitsap County Sewer District 7 (KCS D7) treatment plant at Fort Ward where it is treated per an interlocal agency agreement between the City and KCS D7.
3. Under this agreement, KCS D7 currently provides wastewater treatment for 480 Equivalent Residential Units (ERUs). An ERU is a standardized measurement for the quantity and quality of wastewater/sewage generated by a single residential unit and can be used to compare residential and non-residential uses for purposes of design capacity and fee assessment. All residential units are considered to produce 1 ERU based on an average occupancy of 2.5 people per unit.

Connections and monthly usage/fee charges are managed by the City, which then provides reimbursement to SD7 monthly for those ERUs that are connected.

4. Recent staff calculations indicate that the City has connected or reserved all 480 ERUs that were available to the City under the current ILA; 350 ERUs are physically connected, and 130 are reserved across the service area by individual parcels who have paid required fees to reserve treatment capacity. At this time, the City is unable to offer additional sewer connections for new or existing development in the service area. The City's municipal code allows new development without a sewer connection within its sewer service areas only in very limited circumstances (see BIMC 13.12.010), and in coordination with the Kitsap County Health District Standards.
5. The proposed CPA revises zoning in all the Lynwood subarea, but would most immediately affect 1.53 acres of vacant land zoned NC/R-12 (potentially allowed up to 12 units per acre) and 2.46 acres of vacant land zoned NC (potentially allowed up to 5 units per acre). Under current zoning regulations, the number of units currently approvable on this vacant land is approximately 30 (18 in NC/R-12 and 12 in NC/R-5), and assuming full build out would require 30 ERUs.
6. Under the proposed CPA, assuming a base Floor Area Ratio of 1.05, lot coverage of 35% (which is the current standard), three story structures (which conforms to existing height regulations), and 1,000 square feet of floor area per residential unit, the potential number of units on this same land at full build out increases to 183 (70 in NC-12 and 113 in NC/R-5), a relative increase of over 600%.
7. Sewer District 7 has established on paper that the connection of the City's remaining 130 bound but unconnected ERUs, when added to the existing 350 connected ERUs, plus the connection of remaining Fort Ward ERUs in the SD7 defined sewer service area (see pink outline in figure below), is the point at which SD7 should consider a capacity upgrade to the Fort Ward Wastewater Treatment Plant (WWTP). This capacity upgrade is not currently funded or planned by KCSD7.
8. On April 12th, 2022, the City Council formally directed the City Manager to pursue an additional 100 ERUs from KCSD7 and to investigate a policy to prioritize the distribution of these ERUs among applicants. No additional ERUs have yet been purchased.
9. Without additional sanitary sewer capacity made available, and without full control over the capital improvement process for KCSD7 to upgrade the existing treatment plant, Public Works is unable to support the policy change as proposed that would increase density significantly and increase the number of required ERUs by ~600% or more for lots located within the Lynwood portion of the City's sewer service area.



A map of the South Island Sewer Service Area. The dashed black and white lines represent the boundaries of the City's service area. The pink line represents the boundary of the SD7 Fort Ward service area.