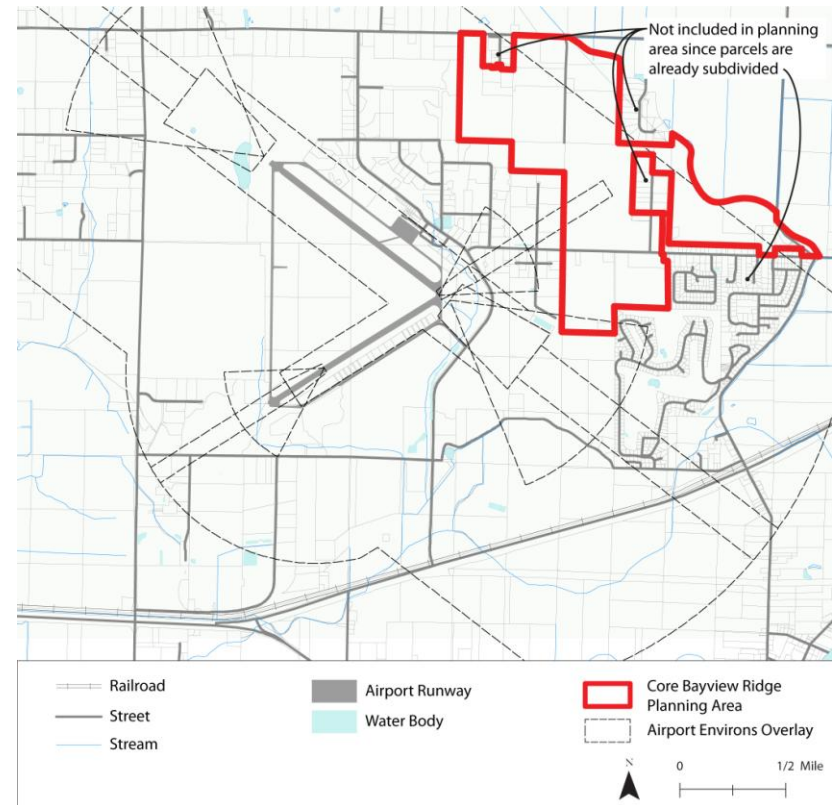


# BAYVIEW RIDGE DEVELOPMENT STANDARDS: Technical Memo/Chapter Summary

April 16, 2013

This technical memorandum is a summary of the key issues and outcomes in the Bayview Ridge Partnership Committee's collaboration over the past 11 months in drafting regulations to implement that Bayview Ridge Subarea Plan. The Partnership Committee has met eight times since November discussing issues and refining various drafts of the proposed code for Bayview Ridge. The discussion topics focused on three broad issues categories, including (1) review process, (2) zoning, and (3) design. The application review process discussion addressed the process for new development in the Core Bayview Ridge Planning Area (see map). This included the application type, number and type of meetings, required application contents, decision-maker, and phasing provisions. Zoning issues were another big discussion topic at the meetings. This included density parameters, permitted uses, impervious area standards, airport compatibility provisions, and how a school could be integrated into future development. Design related issues took up a smaller percentage of the committee's discussion time. Notable discussion issues included the village center street design and block frontage standards, road and trail layout/connectivity, lot design flexibility, the use of photos in the ordinance, and the overall level of detail.

The chart starting on page 3 highlights these key discussion topics, organized under three broad issues categories, including (1) review process, (2) zoning, and (3) design. For each issue, the chart identifies the specific goal and/or concern, and then describes the outcome reflected in the proposed code for Bayview Ridge.



Core Bayview Ridge Planning Area

The final component of this technical memo applies to key regulations that will necessitate Subarea Plan/Comprehensive Plan changes. See page 6 below.

## Approach to Crafting the Development Standards

The overarching goal of this project was to craft “workable” development code language that implements the goals and policies of the Bayview Ridge Subarea Plan. The committee’s approach in achieving this goal emphasized the following strategies:

- **Determine what’s most important.** Having a good subarea plan in place and a diverse committee of stakeholders was certainly a great start. Through discussions in several meetings, we were able to dive into key issues, including the review process, anticipated market conditions, zoning provisions, and site/community design issues. The group crafted, discussed and refined regulatory options related to all these topics, keeping regulations on essential pieces, retaining some provisions as voluntary guidelines, and eliminating other non-essential provisions.
- **Provide clear minimum standards, but add flexibility.** Based on experience working with staff and the development community, MAKERS has increasingly advocated that cities/counties provide clear minimum standards, but then allow departure provisions provided the proposal meets the “intent” of the standards. Ultimately, this allows us to tailor regulations to find the right mix of predictability and flexibility. The draft adds departure criteria and graphic examples for clarification. This allows developers to use creative techniques and it gives the county a great negotiation tool.
- **Use a toolbox approach.** The draft standards frequently allow for a number of different ways that applicants can meet a particular standard. This format provides the applicant with a lot of flexibility in the design of the project, while providing a level of predictability for applicants – and the plan reviewer.
- **Illustrate good AND bad examples.** Visualizations are critical for all plans and design guidelines. The draft code utilizes a variety of graphics – from conceptual illustrations to photo examples – chosen to best convey the standards. Illustrating BAD examples can be particularly helpful also – sending a message that a particular type of development is not acceptable. Through several drafts and meetings, the team has refined the number and type of graphics used to illustrate the standards.
- **See the big picture, but recognize the importance of details.** It’s particularly important to zoom in and zoom out frequently on a project like this – making sure that the pieces work – both individually and collectively. Another critical aspect of this is to make sure the requirements are appropriate for the local (and anticipated) market conditions and development practices. MAKERS collaboration here with the property owners’ development team was particularly crucial to the development of this code.
- **Consider a form-based approach.** The draft standards place a high importance on the form and location of buildings with respect to the street. This approach is particularly important in implementing the Subarea Plan goals for a pedestrian-friendly village core and attractive residential neighborhoods. The heavily illustrated standards for the commercial and residential areas provide clear standards and options for street design, sidewalks and street frontages, and building location and orientation.

## Chart of Key Discussion Issues and Outcomes

Issue	Goal and/or Concern	Outcome
<b>(1) REVIEW PROCESS ISSUES</b>		
<b>Streamlined application process</b>	Concern that the review process would be too cumbersome, time consuming, and expensive	Allow PUD applications to be integrated with subdivisions and binding site plans as one single application. Except for the pre-application neighborhood meeting, the review process (in terms of timeline and number of meetings) will be the same as under current County provisions (for subdivisions and binding site plans, based on the number of proposed lots). See 14.46.210.
<b>Community involvement</b>	Goal to integrate the right amount of community involvement into the review process - at the appropriate stages	A pre-application neighborhood meeting is required prior to any new subdivision or binding site plan in the Core Planning Area. This is intended to provide the opportunity for members of the community to become involved at the very outset of the project. Otherwise, there is no change in the level of community involvement from standard subdivision or binding site plan. See 14.46.230.
<b>Master plan concept – large properties</b>	For large sites – interest in seeing a coordinated master plan rather than piecemeal, uncoordinated development	As part of PUD application for large sites, applicants must include a conceptual development plan for entire site – even if proposed subdivision or binding site plan only covers a portion of the site – to show how the development can/will be integrated. See 14.46.235(12).
<b>Design Review</b>	Ensure that new developments meet goals and objectives of the subarea plan and conform to detailed design standards and guidelines; Concern however, that provision could result in uncontrollable developer costs.	County may retain a design review consultant to assist in reviewing development applications – ensuring conformance with standards. See 14.46.270. Updated language calls for an agreement between the applicant and County to address review needs and reimbursement costs (to provide greater predictability).
<b>Design departures</b>	Allow alternative ways of meeting certain standards – and providing an appropriate review process for such departures.	Integrate departures to specific standards as a way to allow flexibility to certain prescriptive standards. The proposed standards include 13 different departure opportunities on topics related to block frontage standards in the BR-CC zone to façade material standards. All applicants proposing departures must successfully demonstrate how the alternative design meets the intent of the standards and any special departure criteria. See 14.46.260.
<b>Phasing</b>	Code language needs to integrate phasing provisions that provide both certainty and necessary flexibility. The language needs to address time limits and how to address changes to development proposals that often happen in later phases of development as market conditions change.	Applicants have a choice in submitting just a PUD application (with a conceptual development plan or an integrated PUD including a subdivision or binding site plan covering some or all of property. 14.46.250 addresses modifications to the approved PUD. For changes meeting the definition of a “major” modification, applicants need to submit a new PUD application, including the required neighborhood pre-application meeting (14.46.230). Time limits reference State requirements for plats (14.46.255).
<b>Integration/consistency with existing county review procedures</b>	Procedural text should be integrated with existing code – to the max extent possible – while meeting unique subarea goals.	Proposed code cross-references current review procedures in Chapter 14.06, including the various levels of review and meeting notice requirements. See 14.46.215.

Issue	Goal and/or Concern	Outcome
<b>(2) ZONING ISSUES</b>		
<b>BR-CC and BR-LI boundary flexibility</b>	Committee discussed need/desire to adjust boundaries and acreage of both the BR-CC and BR-LI zones per changing market conditions and site development constraints and opportunities.	Allow boundaries to be adjusted as part of PUD application for applicable sites. 14.46.310 sets forth parameters. Most recent changes allow for a joint BR-CC/BR-LI designation for areas along Peterson Road, provided special conditions are met. BR-LI zoned area can be expanded, but must be contiguous with existing BR-LI zoned area.
<b>Measuring density</b>	Clarification was needed on how density is measured and how both minimum and maximum densities were defined.	14.46.330 sets forth provisions for minimum and maximum density. Critical areas/buffers and areas dedicated to the public for open space and schools may be excluded from minimum density calculations. However, critical areas and school sites within the project area, may be used as site acreage for the purpose of determining maximum density. This allows greater flexibility to developers and does not discourage the integration of schools and open spaces into developments.
<b>Transferring density</b>	With tight density parameters for BR-R lands, committee members sought to allow permitted density to be shared within and between sites to allow variety and greater flexibility.	14.46.330(3) discusses the provision of density averaging and provides some examples. This will allow for a diversity of lot sizes and housing types – that can better respond to market conditions. Zoning and design provisions set parameters to ensure compatibility between developments and varying housing types.
<b>Density bonuses</b>	Committee members expressed concerns about the viability of a Transfer of Development Rights (TDR) program – particularly since the County hasn't adopted one yet. Committee discussed alternative options for obtaining density bonuses.	Table 14.46. 330(2) sets forth the options – which are organized in two tiers. The first tier is to go from 4 units an acre up to 5. TDR's must be used in this first tier. In Tier 2, which enables applicants to go from 5-6 units/acre, applicants can choose from TDRs, affordable housing incentives, or environmental certification (i.e. LEED, Built Green, etc.) incentives. If no TDR program is adopted by the County, all Tier 2 options may be used in Tier 1. 14.46. 330(7) and (8) sets forth parameters for the affordable housing and environmental certification incentives.
<b>Permitted uses</b>	Committee members discussed provisions allowing for a range of housing types in BR-R and how to encourage a mixture of uses in the BR-CC.	Unlike other code provisions referenced herein, changes to permitted uses needed to be addressed in existing chapter 14.16 (permitted uses). For core planning area, a wide range of housing types are allowed in the BR-R zone. Also, the BR-CC allows great flexibility to include residential uses – except for single family and on the ground floor along special Storefront designated streets. Except for grocery stores, retail uses are limited to 15,000sf in floor area.
<b>Impervious area limits</b>	Considerable time spent discussing appropriate strategies for impervious area limits – meeting local environmental goals and state requirements, but still workable for permitted development types.	14.46. 330(6) details the standards – which are set up in a tiered system based on lot size and density. The greater the density, the lower the pervious area requirements are. The standards are based on considerable research and discussion. They allow flexibility for permeable pavements, green roofs and other treatments that meet the intent of the standards.

Issue	Goal and/or Concern	Outcome
<b>School integration</b>	Committee discussed need and desire for a school to be integrated with development in the subarea and how it should affect the regulations.	This is addressed in several ways. First, schools were included as a permitted use (rather than a special hearings examiner use) provided the school was integrated into an approved PUD for the area. Second, where there is uncertainty with school planning and funding associated with large properties, applicants are encouraged to illustrate development concepts as part of a PUD that show options with and without schools. Subsequent applications will need to be modified as certainty and plans change. Also, some basic design standards are set forth for schools in 14.46.470, to ensure that they are well integrated into the surrounding development.
<b>(3) DESIGN ISSUES</b>		
<b>Level of detail</b>	Committee members were concerned that the standards were much more detailed than any other County standards.	Committee worked through all standards in the document. The current draft is the result of considerable edits via the eight committee meetings. A great number of standards have been eliminated after determining that they weren't necessary. The remaining standards in the draft are there, as they were deemed critical to implement the goals and policies of the subarea plan. It is also important to note that explanation and detail has been added as necessary to provide applicants, staff and decision makers with clarity as to how projects can meet the standards.
<b>BR-CC village center block frontage design</b>	Craft clear and easy to use standards for block frontages in the BR-CC that will meet subarea plan goals as a pedestrian-oriented village center	Standards include three distinct design options for building/parking lot location and orientation with respect to Peterson Road. Graphics added and adjustments to standards made per committee discussion.
<b>Street design standards</b>	Create workable design standards for planning area streets that meet subarea plan goals.	Standards set clear parameters for the design of Peterson Road and other internal streets to meet functional transportation goals/needs and community design objectives, while allowing developers some flexibility.
<b>Street/block pattern and connectivity</b>	Goal of creating a connected circulation system that promotes walking/biking and creates a strong sense of community.	14.46.430 provides that in areas with lots less than 10,000sf, blocks/connections are encouraged at 400' intervals and required a max 660 intervals. Exceptions and departures are provided, with special criteria.
<b>Trail network and design</b>	Expand in trail network in subarea and take advantage of special opportunities in subarea.	14.46.440 requires an off-street trail network to be integrated into developments – specifically emphasizing one major north-south trail corridor and east-west oriented trails north and south of Peterson. The code allows flexibility as to the exact location and sets forth design parameters for the width and design of the trail.
<b>Photo examples</b>	Committee members expressed concern about the use of photos throughout the document – that they might set forth unrealistic expectations for developments.	Committee decided to keep the photos as a critical tool to help explain key standards. The committee combed through all images to make sure they were appropriate examples and included captions or notes to clearly explain applicable elements.

## Subarea Plan/Comprehensive Plan Changes

There were a number of code provisions that will necessitate an update to the Subarea Plan/Comprehensive Plan. These changes are the result of unforeseen challenges, economic changes, changes to the vision, or simply to allow for greater flexibility to development. This greater flexibility is largely offset by the extensive and detailed design standards which will be a valuable tool over time in ensuring compliance with the community's design vision for the area.

Issue	Change Proposed	Rationale
<b>Density bonus incentive flexibility</b>	Offer more choices in how developments could obtain density bonuses – including the inclusion of affordable housing and/or environmental certification for new developments/buildings. 14.46.330(2)	Offers greater flexibility to developers – particularly since the County hasn't yet adopted a TDR program. Otherwise, there is considerable uncertainty in how the TDR program would work and how it would affect a project's feasibility.
<b>Residential uses in the BR-CC zone</b>	Craft zoning to allow single purpose residential by right in the BR-CC zone, within limits and with design standards. Proposed standards allow cottage housing, duplexes, townhouses, and live-work units, but not detached single family uses in the BR-CC. Such residential uses would be prohibited only on the ground floor frontage along a portion of Peterson Road.  Also, per Subarea Plan and related analysis, it appears that residential would only be allowed via density transfer from BR-R (no such density transfers are proposed in the new code).	Subarea Plan goals and policies appear contradictory in this area – as goals emphasize a pedestrian-oriented mixed-use center, yet, policies didn't support much of any residential use in BR-CC zone. Given limited market for retail and 40-acre size of BR-CC in subarea plan vision, flexibility to accommodate residential is critical to market realities. Also, residential uses here would be supportive of pedestrian-oriented mixed-use village center.
<b>Zoning boundaries</b>	14.46.310 identifies parameters for the adjustment to the boundaries of the BR-CC, BR-LI, and BR-R zones.	Recent analysis by the County has indicated a market demand for light industrial lands greater than anticipated in the Subarea Plan. Committee members have discussed a preference for allowing the expansion of BR-LI zoned lands – provided they are contiguous with existing BR-LI zoned lands. Also – the subarea plan provided for a 40 acre BR-CC zoned area – which encompassed a 25 acre park. Per committee discussion, the park acreage is now allowed to be spread into a number of smaller park spaces in the BR-R zone as well as the BR-CC. As a result, committee members have agreed upon the need to allow for reduced BR-CC zoned area.
<b>Provision requiring a 25-acre park</b>	Standards allow flexibility to include multiple smaller parks rather than one	The provision allows much greater flexibility to prospective developers – given the constraints of the site. The flexibility allows better opportunity to

	large park - see 14.46.460.	distribute open spaces in closer proximity to residences, as well.
<b>Many miscellaneous text, map, policies revisions</b>		The entire subarea plan must be carefully reviewed to assure that it is consistent with GMA, CPPs, Comprehensive Plan, SCC, and the proposed PUD code and associated design standards. This may include many text changes to match the changed policies listed above.
<b>SEPA</b>		The existing subarea plan had an EIS prepared and issued. The proposed PUD code and associated design standards and the contemplated subarea plan map, policies and text will likely require that an EIS Addendum be prepared and issued to explain the changes/revisions and proposed new code.