



**STAFF REPORT TO THE BOARD OF ARCHITECTURAL REVIEW
DEPARTMENT OF COMMUNITY DEVELOPMENT
Prepared December 2, 2014**

HEARING DATE: December 11, 2014

STAFF CONTACT: Laura Benjamin, Assistant Planner

NOTIFICATION:

- Notice of Application posted on site and mailed to surrounding properties and agencies with jurisdiction on July 21, 2014.
- Notice of Public Hearing published in the Seattle Times, posted on site, and mailed to surrounding properties and agencies with jurisdiction November 24, 2014.

FILE NUMBERS: L14-0045 (Public Hearing Design Review)
L14-0032 (Short Plat)
E14-0008 (SEPA)
PL14-0022 (Land Use Project File)

PROJECT NAME: 51st Avenue S Townhomes (previously Tukwila 8-Lot)

ASSOCIATED FILES: NA

APPLICANT: Gil Hulsmann, Abbey Road Group Land Development Services Company LLC

OWNER: High Country Homes, LLC

REQUEST: Request for approval of a Public Hearing Design Review application for development of eight townhomes, grouped as one-five unit building, and one-three unit building. The site is currently undeveloped and the request also includes the associated private access road, utilities, landscaping, and recreation improvements.

LOCATION: 51st Avenue S between S Hazel Street and S Fountain Street, Tax Parcel #: 687420-1065, -1050, -1045, -1040, -1143, -1144, -1145, -1150, -1160

COMPREHENSIVE PLAN DESIGNATION/
ZONING DISTRICTS: High Density Residential (HDR)

SEPA COMPLIANCE: SEPA Determination of Non-Significance (DNS) issued November 13, 2014.

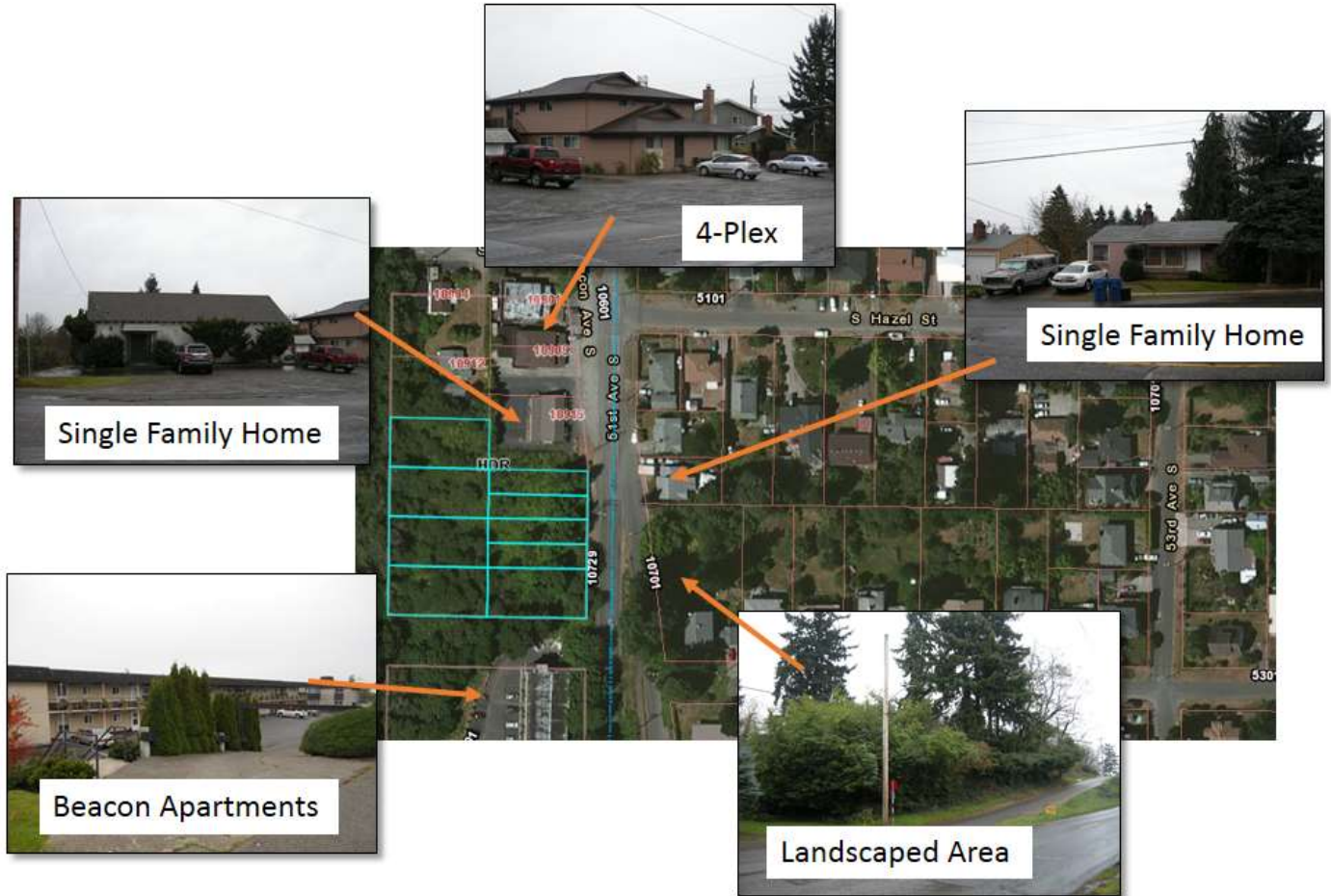
PUBLIC COMMENTS: Comments were submitted by email from Kevin Fleming, City of Seattle resident, in response to the Notice of Application. Comments included concern regarding the existing conditions of 51st Avenue S and potential additional damage to the road from construction activities. Mr. Fleming also expressed concern regarding the height of the proposed townhomes and impacts on the privacy of adjacent existing homes.

RECOMMENDATION: Staff recommends approval with conditions of the Public Hearing Design Review application.

ATTACHMENTS:

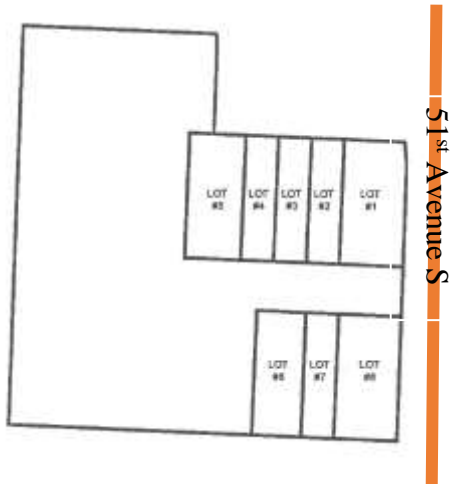
- A. 51st Avenue S Townhomes Project Narrative (applicant's response to design review criteria)
- B. Plans: Site Plan (Sheet 2 of 4); Black and White Elevations (A2.1-A2.4); Landscape Planting Plans (L1.1); Notes and Details (Sheet 4 of 4); Light Plan (AS.2); Lighting Proposal (Sheet 1 of 1)
- C. Colored Elevations (Sheets A2.1c-A2.4c)
- D. Public comment received during Notice of Application

Project Site and Surrounding Development



FINDINGS

PROJECT DESCRIPTION



The project proposal is to subdivide nine parcels into eight unit lots for the development of eight townhomes. One-five unit building will be located on the north side of the site, and one-three unit building will be located on the south side. The two structures are separated by a combined pedestrian and vehicular access drive. Private recreation space for the units in the project is located in the backyard areas of each unit, and common recreation area includes landscaped areas adjacent to 51st Avenue S and a recreation area, including a pedestrian path, seating, and landscaping in the northwest portion of the site. The western portion of the site will remain undeveloped, see Attachment B: Site Plan sheet 2 of 4.

The numbering above is how the individual units are referred to in this report.

VICINITY/SITE DESCRIPTION

Site Description

The project site is made up of nine tax parcels that total approximately 1.1 acres in size (49,127 square feet). The site is located on the west side of 51st Avenue S between S Hazel Street and S Fountain Street. The property is located within the High Density Residential (HDR) zoning district, which allows up to 22 dwelling units per net acre. For townhouse development in the HDR zone, the allowable density is based on one unit per 2,000 square feet of parent lot area. The unit lot for each townhome is allowed to include common access easement area. Tukwila Municipal Code 18.14 allows for up to four attached townhouses in the HDR. Given that there is not any restriction on the number of attached units for other multifamily type of development (other than townhouses), it was deemed to be an error in the code. City staff completed a code interpretation allowing for one-five unit townhouse building

Existing Development

The project site is currently undeveloped.

Surrounding Land Uses

The project site is surrounded by HDR directly to the south and north. Properties on the east side of 51st Avenue S are under the jurisdiction of the City of Seattle.

The properties located to the east of the development on the east side of 51st Avenue S include one-story single family homes with driveways. These properties are in the City of Seattle.

To the south of the project site is the Beacon Homes, a large senior housing apartment complex built in 1968. Beacon Homes includes 10 aggregated-four story buildings with a total of 57 units.

The properties located to the north of the development include one-story single family homes and one 4-plex building with resident parking in front of the structure.

Topography

There is a decrease in elevation from a grade of approximately 322 to 316 as you move west from 51st Avenue S towards the townhomes. There is a decrease in elevation from 316 to 284 as you move west from the townhomes to the undeveloped area. A proposed 4.5 foot retaining wall will be constructed between the developed area and undeveloped areas.



Vegetation

Vegetation on the site currently consists of grasses, shrubs, and 17 mature, multi-stem trees located throughout the project site, as shown in the photo above. Fifteen of the existing trees will be removed to allow for the proposed development. Per Tukwila Municipal Code 18.54, 29 replacement trees will be planted in addition the other landscaping, see Attachment B: Landscaping Planting Plan.

Access

As the site is undeveloped, there are no existing driveways or access drives. A new 20 foot access drive with 5 foot pedestrian sidewalks on each side will be constructed to provide combined vehicular and pedestrian access from 51st Avenue S. Each townhome will have a paved entry connecting the unit entrance to the sidewalk.

Decision Criteria – Design review

Townhouse development in Tukwila is restricted to the Medium Density Residential (MDR) and High Density Residential (HDR) zoning districts. According to 18.14.060, design review by the Board of Architectural Review is required for all multi-family structures over 1,500 square feet in size. Per TMC 18.60.050 (C), townhouse development is subject to the design criteria contained in the Townhouse Design Manual, which is available online at <http://www.tukwilawa.gov/dcd/dcdplan.html>. The following is a discussion of project consistency with the applicable design review criteria.

I. SITE PLANNING

Streetscape – the transition from public to private spaces

The transition from the streetscape of 51st Avenue S to the private townhomes proposed in this project is achieved through landscaping and pavement. A tree is proposed on each side of the entry to the access drive, which helps create a gateway to the site. From the street front of 51st Avenue S, two-20 foot landscaped areas transition from native groundcovers and shrubs extending up to the front of the buildings.

The two units facing 51st Avenue S (units 1 and 8) have their front doors facing the street. The building elevations perpendicular to 51st Avenue S have been designed to include horizontal and vertical modulation. This vertical and horizontal modulation is illustrated in Attachment C: Colored elevation sheets A2.1c to A2.4c. Stone veneer is proposed on the façade, in the area to the left and right of the front door of both of the end units (units 1 and 8). The front entry on these

units also includes lighting, signage and architectural elements including a front porch structure, to make the front entries distinctive.

The project proposes to use patterned pavement as a way to indicate a transition from the sidewalk to the private townhome development, as well as to indicate the location of the front entries of units that do not face 51st Avenue S. The front doors to these units (units 2-7) face the access drive, and have also been designed with stone veneer, lighting, signage, and architectural porch elements to indicate front entry areas.

Natural Environment

Existing vegetation on the site consists of grasses, shrubs, and 17 mature, multi-stem trees located throughout the project site. The general topography of the site will remain the same, with the steepest slope located at the undeveloped western portion of the site. Development of the townhomes will require removal of some of the existing vegetation, including 15 trees. Per Tukwila Municipal Code 18.54, 29 replacement trees will be planted in addition to the other landscaping, see Attachment B: Landscaping Planting Plans.

Wood fences will separate the project site from properties to the north and south, and will be used to separate the backyards of the individual units from one another, as well as to separate the front landscape areas from the backyards of units 1 and 8. 30 inch cedar split rail fencing will be installed around the recreation area. One- 4.5 foot concrete retaining wall will be constructed between the developed and undeveloped portions of the property. See Attachment B: Notes and Details. A 104 foot bioswale is proposed between the 8 foot vehicular access road and the 4.5 foot retaining wall to help with drainage of the site.

Circulation (Pedestrian and Vehicular)

The site design does not connect the front entries of units 1 and 8 facing 51st Avenue S with the public sidewalk. The west section of 51st Avenue S is under the jurisdiction of King County. The applicant will contact King County for street frontage and permit requirements. There is one pathway on the side of each unit's concrete driveway that leads to the front entrance. The pathways will be made with 12 inch square pattern stamped concrete. Patterned pavement helps to distinguish the driveway from the pathway and helps to distinguish each unit entrance. The proposed access drive is 20 feet, with 5 foot sidewalks on either side. The sidewalk will be made of 24 inch square patterned stamped concrete to help distinguish between pedestrian and vehicular use of the access drive.

Parking

Tukwila parking regulations contained in TMC 18.56.065 require two off-street parking spaces for each dwelling unit which contains up to three bedrooms. Parking for residents of the 51st Avenue S Townhomes project will be within the attached two-car garage for each unit. The original proposal included guest parking adjacent to the project entry off 51st Avenue S. This placement was not consistent with design criteria, and subsequently has been removed. There is no guest parking provided. Street parking for guests is available on 51st Avenue S.

Solar Orientation

Units 1-5 have south facing front entrances, and units 6-8 have south facing backyards. Landscaped areas in front and back of each unit will provide flexibility for residents to use the space to take advantage of the area's solar orientation. The trees proposed at the entry to 51st Avenue S, and in the backyard of each unit are deciduous, and at maturity can be expected to provide shade in the summer months and allow sunshine in the winter months. Douglas Firs proposed in the recreation area will provide green color to the site during the winter months. Roof eaves are used on all sides of the townhome structures, and these overhangs will work both to shield the structures from the high summer sun and expose them to the lower winter sun.

Crime Prevention

Several design features of the 51st Avenue S Townhomes support the concept of Defensible Space to reduce opportunities for crime. The two-20 foot landscaped areas in front of units 1 and 8 provides a physical barrier between the public sidewalk and the private development and helps to reinforce the transition from the public realm to the private development. The patterned pavement on the sidewalks adjacent to the access drive and the patterned pavement used on the walkways adjacent to each unit's concrete driveway provide a visual separation between pedestrian and vehicular usage. Fencing proposed along the north and south sides of the property will separate the private recreation space for each unit. Unit entrances include signage and lighted bollards to highlight entry. Landscaping adjacent to front entrances will grow no taller than three feet.

Windows are located on all building elevations. Balconies at the second story of units look to the west edge of the property that is undeveloped, to the south on S 111th Street, and to the east on 51st Avenue S. Windows allow for surveillance of the access drive, landscaped areas adjacent to 51st Avenue S, and to the private recreation area in the northwest portion of the property, and with privacy in mind to prevent residents from being able to look into the other units in the development.

Tukwila Police staff suggest the lighted bollards along the pedestrian path and shared recreation area have motion sensors to alert nearby units of any activity in that space. Staff also suggests groundcovers be planted on the east side of the recreation area as to allow for a clear line of sight from the west facing units to the recreation area. Staff recommends as a condition of approval that lighted bollards in the recreation area work on a motion sensor set high enough that they will not be triggered by small animals, and landscape plantings on the east side of the 1,200 square foot recreation area grow no taller than four feet. A lot light on a 14 foot pole will be installed adjacent to the entrance on 51st Avenue S.

II. BUILDING DESIGN

Neighborhood Compatibility

The area in which the project is located was part of the Fire District 1 annexation which occurred in 1989. Surrounding developments were constructed prior to annexation under King County development regulations.

The single family developments to the north are much lower density than what is allowable in the HDR zone, and can be expected to be redeveloped in the future. The 4-plex development to the north of the project site is consistent with the allowable density in the HDR zone. Surrounding

multifamily structures are between two and four-stories. The proposed townhomes are three stories and below the allowable maximum height of 45 feet at their highest building elevation. The one-story single family homes to the east of 51st Avenue S are under the jurisdiction of the City of Seattle zoning regulations.

The five-unit and three-unit structures have been designed with horizontal and vertical modulation, helping to break up the mass of both of the buildings.

The architectural style of the new townhomes is consistent with that typical of Craftsman style residential development in Tukwila and the Pacific NW more broadly. Facade materials including wood siding and stone veneer are similar to that used at other residential development within the Ryan Hill neighborhood.

Many of the surrounding properties include large landscaped areas and mature multi-stem trees. The proposed landscape areas at the entrance to the development, the landscaping in the units' backyards, and the landscaped recreation area are all consistent with the existing landscaping.

Building Entrances

The main entrance to the units facing 51st Avenue S (units 1 and 8) and those facing the access drive (units 2-7) have been designed with a modulated entry feature that includes a front door recessed from the building face, and a front porch structure combined with stone veneer on either side of the door to frame the front door entry. Small, pitched porch roofs are located over the front entries to provide architectural detailing that signals the main entryways to units. Lighting, signage, and patterned pavement pathways also help to distinguish the entrances.

Building Elevations

The architectural style of the five-unit and three-unit buildings is the same, incorporating pitched roof forms, horizontal and vertical modulation, and the same colors and materials. Each structure will read as a unified building mass. The arrangement of windows, horizontal modulation at the upper stories, location of balconies, and the arrangement of different siding patterns and colors are used in the design to express the individuality of each unit. The end units facing 51st Avenue S include a modulated area that comes out from the main portion of the building to make a front entry that is well articulated and adds architectural interest to the streetscape.

Windows

Windows on all facades will have multiple-pane windows. Facades facing the access drive have larger windows to focus the attention to the shared space and with privacy in mind to prevent residents from being able to look into the other units in the development. Trim will be added around all windows on both buildings.

Building Massing

The building modulation proposed is different for each townhome unit. This helps to create visual interest on the building exterior and to reduce the mass of the two structures.

Materials and Colors

Proposed materials include a variety of panel siding patterns, including horizontal siding, horizontal bevel siding, and batten board siding, shake siding and stone veneer. The units follow a consistent pattern of stone veneer wrapped around the base of the first story, horizontal siding with a 6 inch bevel and 10 inch horizontal bands with 2 inch trim on the second story, and shake siding on the third story. Given the vertical and horizontal modulation, this pattern does not result in uniform facades.

For all units, the color palette is proposed to be the same. The color palette is intended to be a mix of gray-brown and forest green hues, with red accents and cream trim. “Wildwood” and “Deep Marsh”, gray-brown colors and “Serpentine” a forest green color will be used as base colors and applied primarily to larger facades. The red “Valentino” is used on modulated areas to highlight the modulation. Darker colors are used in recessed areas. Trim around the windows, doors, and the belly band, eaves, and brackets will be painted the cream “Hidden Cove” color. See Attachment C: Color Elevations. The original proposal included a less varied color palette. Staff worked with the applicant to use a more varied color palette and to use accent colors to highlight modulation.

Garage Design

Garages are proposed to be metal, as shown in the Colored Elevations (Attachment C). The garage doors are proposed to be painted with the gray and brown base hues of the project's color palette. The garage door will be painted the same color as the first story base color, helping to make the garage less conspicuous, and focusing attention on the building entrances.

III. LANDSCAPE / SITE TREATMENT

Landscape Design and Design for Screening and Separation

In the landscape design for the 51st Avenue S Townhomes, the plantings are arranged to focus attention to entrances to the project site and to the individual units, to soften the built environment, to reduce the appearance of paved area by adding greenery, and to provide for screening and separation.

Two deciduous trees are proposed on either side of the access drive to act as a gateway feature at the project site entry. A 20 foot wide landscaped area is proposed on either side of the access drive, one in front of each structure. These areas will include deciduous and evergreen trees, shrubs, and groundcover and wrap around the side of the end units. The landscaped areas help to focus design attention to the face of the project and help to soften the character of the built environment and provide a screening function.

A deciduous tree is located in the backyard of each unit, along with groundcover and several shrubs along the back fences, helping to distinguish the perimeter of each unit. Numerous shrubs are planted adjacent to the 4.5 foot retaining wall, screening the wall and helping to distinguish the development from the undeveloped portion of the site. See Attachment B: Landscape Planting Plan.

Outdoor Space Design

Private outdoor space for each unit is located within the backyard area. Common outdoor space area is located to the west of unit 6 and in the northwest corner of the site, to the west of unit 6. The recreation space in the northwest corner of the property is 1,200 square feet, meeting the minimum requirements as outlined in the Tukwila Municipal Code. The space is accessible via an 8 foot pervious vehicle access drive and a 5 foot pedestrian path, and includes seating, signage, and numerous planting including groundcover, shrubs, and deciduous and evergreen trees, see Attachment B: Notes and Details. The rear yard areas range in size from 269 to 284 square feet and are large enough to allow gardening activities or small play equipment.

IV. MISCELLANEOUS STRUCTURES / STREET FURNITURE

Lighting

Lighting proposed for the 51st Avenue S Townhomes consists of solar powered LED bollards along the vehicle access path to the recreation area, LED bollards at the entrance to each unit, recessed LED bollards in the front and back porch areas and garage of each unit, and one new lot light on a 14 foot pole at the entrance to the development, see Attachment B: Light Plan and Lighting Proposal. A sample of the bollards proposed in front of each unit is pictured at the right.



Fencing, Walls, and Screening

Six foot wood fences will be used to separate the individual backyards. 30 inch cedar split rail fencing is proposed for the recreation area. One-4.5 inch retaining wall will be built just west of the townhomes and will be screened with a variety of shrubs, see Attachment B:Notes and Details.

Service Areas

Waste Management was consulted during review of this project to determine the type of trash and recycling containers that will be used for the 51st Avenue S Townhomes. Each unit will have individual containers for trash and recycling. Staff recommends that the codes, covenants, and restrictions (CCR's) for the townhomes include language to require that trash and recycling containers for each unit must be stored in each unit's garage and brought to the street for pick up on trash day.

Mailboxes will be combined in a cluster and located near the entry of the development. Tukwila Police staff provided assistance regarding tamper proof mailboxes.

Street Furniture

There is no street furniture proposed as part of this project.

Conclusions - Design Review

1. Site Planning

The site design uses landscaping, fences, and patterned pavement to transition from the public streetscape of 51st Avenue S to the private residences. The end units of the townhomes facing 51st

Avenue S are designed with the front door facing the street. Pathways connect from the front doors of these units to the sidewalk along the private access drive. The other units within the development have their front entries accessed off the private access drive. The proposed development will have a patterned pavement walkway next to each unit driveway leading to the front entrance. These pathways, additional landscaping, lighting, and signage help to indicate where the front entries are located. The private access drive and sidewalk on either side of the drive will use different pavement types to distinguish space for vehicular and pedestrian use.

Each unit has a two-car garage accessed from the access drive to accommodate resident parking. Windows on the north elevation of the triplex and the south elevation of the five-unit building allow surveillance of the private access drive. Windows on the west elevation of both structures allows surveillance of the recreation area, and windows on the east elevation of both structures allows surveillance of the landscaped areas in front of the development. Lighting will consist of solar powered LED bollards along the vehicular access road to the recreation area, LED bollards at each unit entrance, recessed LED bollards in the front and back porch and garage areas of each unit, and one lot light at the entrance to the development. Staff recommends as a condition of approval that bollards along the vehicular access road be set on a motion sensor to alert residents of activity in the recreation area.

Each unit will have individual containers for trash and recycling. Staff recommends that the CCRs for the townhomes include language to require that trash and recycling containers for each unit must be stored in each unit's garage and brought to the street for pick up on trash day. The mailboxes for this project will be clustered and the design of the mailboxes will discourage theft or vandalism.

2. Building Design

The architectural style of the new townhomes is consistent with that typical of Craftsman style residential development in Tukwila and the Pacific NW more broadly. Facade materials including wood siding, shake siding, and stone veneer are similar to those used at other residential development within the Ryan Hill neighborhood. Building design includes vertical and horizontal modulation to break up the mass of each of the buildings. Windows with trim are proposed on all building elevations. Multi-pane windows are located on all building elevations.

The arrangement of windows, horizontal modulation at the upper stories, location of balconies, different siding patterns, and color are used to express the individuality of each unit. Porch structures over building entrances and stone veneer are used to give design attention to the front entries of the individual townhome units. The color palette is intended to be a mix of gray-brown and forest green hues, with red and cream accent and trim colors.

Building-mounted lighting and a new street light on 51st Avenue S will provide illumination for the project. Proposed building-mounted lighting includes recessed LED bollards in the front and rear porch and garages, and LED bollards at front entries.

3. Landscape and Site Treatment

The plantings in the landscape design for the 51st Avenue S Townhomes are arranged to focus attention to entrances to the project site and to the individual units, to soften the built environment,

to reduce the appearance of paved area by adding greenery, and to provide for screening and separation. The two-20 foot landscaped areas at the entrance to the development include deciduous and evergreen trees, shrubs, and groundcover helps to screen the development from the street and helps to frame the entrance.

The backyard of each unit is proposed to have a tree, shrubs, and groundcover and is large enough for home gardening or a small play structure.

Private outdoor space for each unit is located within the backyard area. Common outdoor space area is located in the 1,200 square foot recreation area in the northwest corner of the property, to the west of unit 5. The recreation area is accessible via an 8 foot pervious vehicle access drive and a 5 foot pedestrian path, and includes seating and signage. The proposed landscaping plan for the recreation area includes a variety of deciduous and evergreen trees, shrubs, and groundcovers. Tukwila Police staff recommend the applicant select shorter plantings for the east edge of the recreation area. The proposed plantings can grow up to 8 feet tall and may block surveillance of the recreation area from the units. Shorter plantings will allow for more eyes on the site.

Numerous shrubs are planted along the contact line, helping to distinguish the development from the undeveloped portion of the site, and to screen the 4.5 foot retaining wall.

4. Miscellaneous Structures and Street Furniture

Each unit will have individual containers for trash and recycling. Staff recommends that the CCRs for the townhomes include language to require that trash and recycling containers for each unit must be stored in each unit's garage and brought to the street for pick up on trash day.

Recommendations

Staff recommends approval of the design review application for the 51st Avenue S Townhomes, subject to the following conditions:

CONDITIONS OF APPROVAL

1. Solar powered LED bollards along the vehicular access road be set on a motion sensor to alert residents of activity in the recreation area.
2. Select shorter plantings for the east edge of the 1,200 square foot recreation area to allow for surveillance of the area from the units.
3. Codes, Covenants, and Restrictions (CCR's) for the townhomes shall include language to require trash and recycling containers for each unit to be stored in each unit's garage.

Information Items

1. Contact the Tukwila Fire Department for addressing.
2. Prior to issuance of the building permits for the new townhomes the property owner shall sign with notary, a Sensitive Areas Ordinance Hold Harmless Agreement. The agreement will be recorded at King County, after city's approval signatures. (Submit signed agreement at least ten (10) days prior to issuance of the building permit, as City must have time to process this document).

3. A Hold Harmless Agreement for work inside the City Right of Way shall be executed prior to any work inside the City Right of Way.
4. Half-street improvements along the West side of 51st Avenue S may be required by King County; including paving, street lighting, curb, gutter, sidewalk, driveway access, and storm drainage. Applicant to contact King County for permit requirements.
5. A geotechnical report has been peer reviewed and the applicant has resubmitted a revised report per the peer review comments.
6. SEPA Determination of Non-Significance (DNS) was issued by the City of Tukwila on November 13, 2014.
7. Transportation Impact Fee applies to the future Building Permit(s) in the amount of \$1,013.88 per dwelling. See Pavement Mitigation and Transportation Impact Fees Bulletin no. A3.
8. Pursuant to the Tukwila 'Underground Ordinance', all utilities shall be placed underground.
9. Provide approved plan sheet(s) from Tukwila Sewer Service.
10. Provide approved plan sheets(s) from Tukwila Water Service.