Staff Report
Board of Architectural Review for Woodspring Suites
Prepared April 21, 2016

HEARING DATE:	April 28, 2016
FILE NUMBERS:	L15-0042 Design Review L15-0043 Shoreline Substantial Development
APPLICANT:	Mike Nielson, West 77 VP, LLC Matt Hough, CP|H Consultants
REQUEST:	Board of Architectural Review approval for development of a four-story, 110-room Woodspring Suites extended stay hotel located on the west side of West Valley Highway south of I-405. A garage and stable located on the project site and extending on to the parcel to the east are proposed to be demolished. The project site is located between the Green River and the historic Nelsen Residence.
LOCATION:	15643 West Valley Highway (King County tax parcel #0005800002)
COMPREHENSIVE PLAN AND ZONING DESIGNATION:	Tukwila Urban Center – Transit Oriented Development
SEPA DETERMINATION:	Exempt: The City of Tukwila prepared a Supplemental Environmental Impact Statement (SEIS) for the Southcenter Subarea under the State Environmental Policy Act (SEPA) as set forth in RCW 43.21C.420. Project-specific development proposals within the Southcenter Subarea are not subject to individual SEPA review provided they are consistent with the subarea plan, development regulations, and the SEIS. This project is therefore exempt from SEPA review.
NOTIFICATION:	A Notice of Application was distributed on September 11, 2015 to tenants and owners of property located within 500 feet of the project site, and agencies that may have an interest in the project. The Notice of Application was also posted on the project site. Two comment letters were received in response to the Notice of Application. Follow-up to one comment letter resulted in the City receiving an additional comment letter on the project. A Notice of Hearing was mailed to tenants and owners of property located within 500 feet of the project site, emailed to parties of record, and posted on site on April 13, 2016.
STAFF:	Jaimie Reavis

ATTACHMENTS:

A. Applicant's response to the design criteria
B. Plan Set (Site Plan sheet P2.00; Landscaping Plan sheets LS01-LS-03, Luminaire Plan)
C. Architectural Plan Set (color renderings, colors and materials, building elevations, dumpster enclosure, floorplans, roofplan)
D. Public comments and responses
   D1 - Washington State Department of Archaeology and Historic Preservation
   D2 - Muckleshoot Indian Tribe Fisheries Division
   D3 - WRIA 9
E. Shoreline Substantial Development Permit Notice of Decision

Findings

Vicinity/Site Description

Project Description

This project proposes construction of a four-story, 110-room hotel on an existing parcel on the west side of West Valley Highway south of I-405. The project site is owned by the Nelsen Historical Trust, and is located on an adjacent parcel to the west of the Nelsen Family Historical Residence at 15643 West Valley Highway. A garage and stable are located on the project site, and will be demolished as part of the project. These structures were originally built in the 1920s on the Longacres racetrack property, but were moved to the project site in the late 1960s and are therefore not considered to be structures which contribute to the historic value of the Nelsen Family Historical Residence.

Site improvements proposed with the new hotel include 110 parking spaces, stormwater features including raingardens, bioretention, and an underground stormwater detention vault, a sidewalk and associated seating area to provide public access to the shoreline, landscaping, and native species plantings to enhance the 80-foot wetland buffer and the 200-foot shoreline management area located on the project site. The site will be accessed from a driveway located on the south side of the project parcel. An existing easement through the driveway on the property to the south will allow visitors and employees of the Woodspring Suites access to this driveway. Pedestrian access to the hotel and public access to the shoreline from West Valley Highway will be via a sidewalk along the south side of the project site. This access will be formalized through an easement prior to issuance of a building permit.

Figure 1. Project location

Existing Development

The project site is vacant with the exception of a garage and a stable. In the Cultural Resources Assessment prepared for this project, the two structures are referred to as a garage/stable complex; due to their close proximity to one another and similar construction they almost appear to be one long rectangular development. The stable extends approximately 30 feet over the project parcel onto the Nelsen Residence property to the east. These two structures, though associated with the Nelsen family, were not constructed at the same time and on the same site as the Nelsen Family Residence. The structures were moved on to the site from the east side of West Valley Highway during the 1960s. According to the Cultural Resources Assessment, the two structures are not contributing elements to the historic significance of the Nelsen Residence. The project proposes to demolish these two structures. The applicant has noted the possibility of incorporating architectural features or equipment from these structures as design elements in the open space area if appropriate materials are found during demolition.

Figure 2. Existing Conditions

Surrounding Land Use

Adjacent development and land uses include a three-story Extended Stay America to the north, the Nelsen Residence to the east, a large parking lot area and associated three-story Ramada hotel to the south, and a vacant strip of land adjacent to the Green River on the west. A wetland is partially located in the northwestern corner of the project site and extends off site. The wetland is part of an oxbow that was formerly a meander of the Green River. Farther to the north is I-405, and development to the south and across West Valley Highway is

a mix of commercial, light industrial, and hotel development. The site has good access to transportation: on- and off- ramps of I-405 are located nearby; the Tukwila Station is within walking distance and provides access to Sounder trains, Amtrak, and Metro bus service. The Interurban Trail is also within walking distance and a new non-motorized bridge over the Green River will start construction in 2016 just south of the Ramada property. The new bridge will accommodate pedestrian and bicycle connections to the Green River Trail and the Southcenter area of Tukwila.

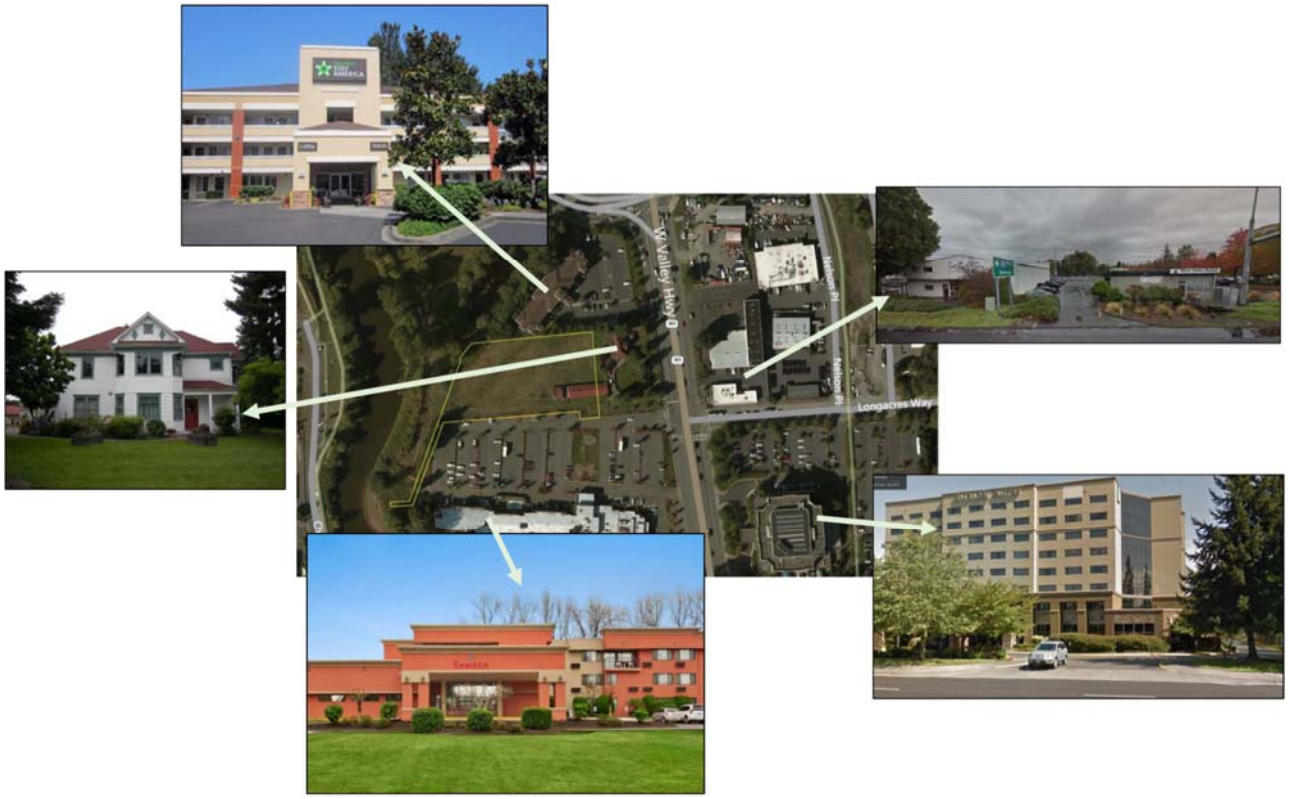

Figure 3. Surrounding Land Use, clockwise from top left: Extended Stay America (north); one-story commercial development, Embassy Suites (east side of West Valley Highway); Ramada (south); Nelsen Residence (east)

Topography & Vegetation

The parcel is relatively flat, with a gradual slope down towards the Green River to the west. The northwestern corner of the site contains a portion of a wetland and its associated buffer where a 25-20 foot area slopes down steeply.

The site is primarily covered by grasses, including some that are native species. Other vegetation on the site, as listed in the Critical Areas Report prepared for the applicant by Wetlands & Wildlife Environmental Consulting, includes Balsam Poplar (Populus balsamifera), Sitka Willow (Salix sitchensis), Tatarian Dogwood (Cornus alba), and Himalayan Blackberry (Rubus armeniacus).

Design Review

This project is subject to Board of Architectural Review approval under Tukwila Municipal Code (TMC) 18.28.030.D. As a large scale project, the proposal is subject to the applicable district-based standards, corridor-based standards, and supplemental standards in TMC Chapter 18.28 and the guidelines set forth in the Southcenter Design Manual. The following discussion of project consistency with the standards is grouped into five sub-sections: District Based Standards; Corridor Based Standards; Supplemental Standards; Southcenter Design Manual; and Shoreline Design Guidelines (TMC 18.44.110). The standards can be found online at http://www.tukwilawa.gov/dcd/urbanplan/TMC18.28_New_Southcenter_Zoning.pdf and the Design Manual can be found at http://www.tukwilawa.gov/dcd/urbanplan/Southcenter%20Subarea%20Plan_Final.pdf.

I. District-Based Standards

Structure Height (TMC 18.28.070):

Maximum allowable height (without incentives) is 45 feet. The International Building Code defines building height as the vertical distance from grade plane to the average height of the highest roof surface. The highest roof surface in the proposal is a pitched-roof section on the building's southeast corner. The elevation at the top of this roof section is just over 150 feet. On pitched roofs, the average height is located at the mid-point of the roof pitch. In this case, the average finished grade plane elevation is 100 feet 4 inches, and the elevation of the average height of the highest roof surface is 144 feet 7 inches, amounting to a building height of 44 feet. The parapet wall exceeds the 45-foot height limit but is lower than the top of the roof of the highest roof section, thus meeting the IBC building height requirements.

Maximum Block Face Length (TMC 18.28.080):

The project is proposing to complete a Boundary Line Adjustment to reconfigure the property line between the Woodspring Suites site and the Nelsen Residence. The proposed BLA will move the eastern property line farther east and north to provide more room for parking, landscaping, signage, and a pedestrian connection to the hotel from the intersection of West Valley Highway and Longacres Way. The amount of frontage the Woodspring Suites is proposing to have as a result of the BLA is approximately 28 feet, well below the maximum block face length of 900 feet that applies on a Commercial Corridor.

Side and Rear Setbacks and Landscaping Requirements (TMC 18.28.100-.110):

The project meets the minimum setback requirements for the side and rear yards. Per the District Standards contained in Table 18-3, side and rear yard setbacks and landscaping requirements may be waived as part of design review in the TUC-TOD District if Building and Fire Code requirements are met. Along the south property line in the area west of the entrance driveway for the Woodspring Suites, a sidewalk is proposed within the five-foot side yard landscape area. A five-foot planting strip located in between the sidewalk and the Woodspring Suites parking lot serves the function of perimeter landscaping in this area. In other areas of the site outlined in red in Figure 4e, the perimeter landscape does not meet the five-foot width for side yards.

The Tukwila Urban Center (TUC) District regulations, section 18.28.030, A. 2 state that the regulations and provisions of the entire Tukwila Municipal code apply when not specifically covered by the TUC District regulations. Chapter 18.52 is the landscaping chapter of the zoning code and contains general landscaping

requirements, including a process by which required perimeter landscaping areas may be averaged. Per 18.52.030, B., "the landscape perimeter may be averaged if the total required square footage is achieved, and if the following criteria are met:

1. Plant material can be clustered to more effectively screen parking areas and blank building walls.
2. Perimeter averaging enables significant trees or existing built features to be retained.
3. Perimeter averaging is used to reduce the number of driveways and curb cuts and allow joint use of parking facilities between neighboring businesses.
4. Width of the perimeter landscaping is not reduced to the point that activities on the site become a nuisance to neighbors.
5. Averaging does not diminish the quality of the site landscape as a whole.

The landscape design meets the criteria for approval of perimeter landscape averaging. Extra perimeter landscaping on either side of the Woodspring Suites' entry drive and on the west side of the project site achieves the required square footage. Plant material is clustered in perimeter landscape areas adjacent to the Nelsen Residence to screen the parking area of the hotel from the Nelsen Residence. Structural soil in this area will also promote the health of plantings in this area. The planting areas outlined below in green also cluster plant material to screen parking areas. Perimeter averaging adjacent to the Nelsen Residence will allow the driveway to the Nelsen Residence to be preserved. Existing curb cuts will remain, and only one entry to the Woodspring Suites is proposed along the south property line. Reduction of the landscape width in the areas in red below does not diminish the ability for landscaping in these areas to be able to thrive, and does not diminish the quality of the site landscape as a whole.

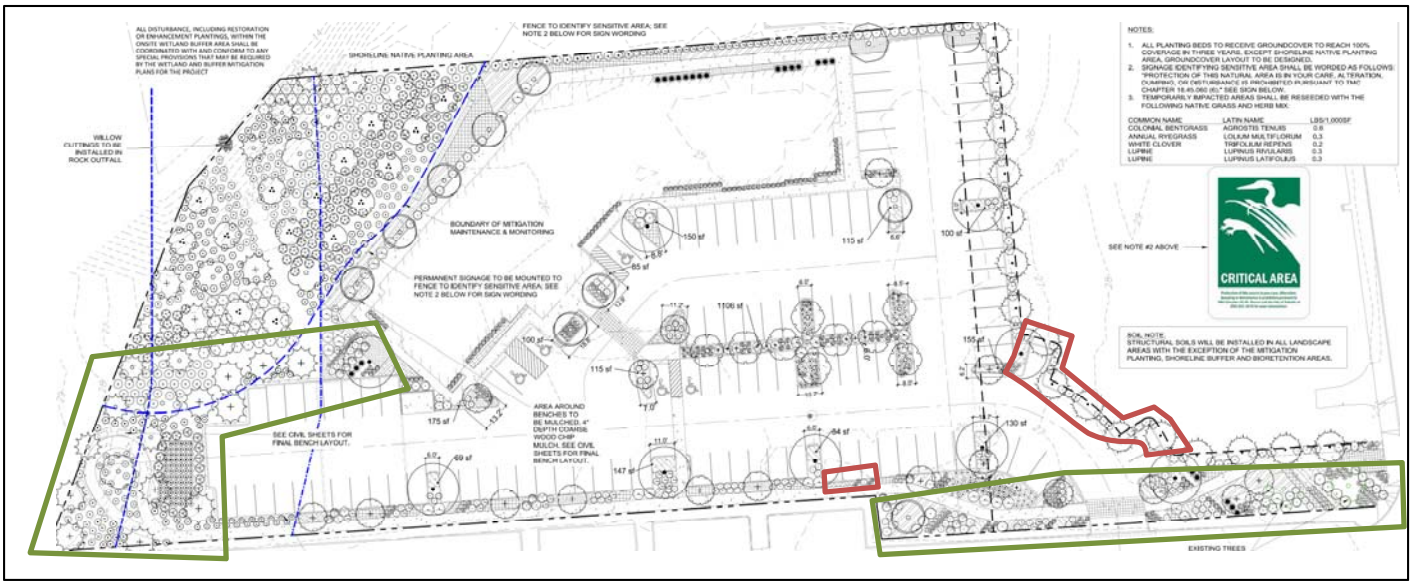

Figure 4. Landscape Perimeter Averaging

II. Corridor-Based Standards

The Corridor-Specific Standards section of the code (18.28.120) defines a corridor as consisting of both the street (including both the thoroughfare and public frontage) and the private frontage. Public frontage is defined as "the portion of a property between the curb face and back-of-sidewalk, including the sidewalk and any sidewalk landscaped areas. Public frontage is also associated with pedestrian walkways and open spaces, such as Tukwila Pond and the Green River." West Valley Highway is considered a Commercial Corridor. A discussion of project consistency with applicable Corridor-Specific Standards follows.

Public Frontage Standards (TMC 18.28.150): The proposed project will have less than 30 feet of public frontage along West Valley Highway. Total required width of public frontage along West Valley Highway is 15 feet, made up of a six-foot wide sidewalk and a 9-foot wide landscaped strip located at the back of curb. The existing configuration of the public frontage is an eight-foot sidewalk at the back of the curb, with continuous landscaping located at the back of the sidewalk. Per TMC 18.28.150 A.3, "In instances where existing public frontage areas already contain features that are sufficiently similar to those required in the Plan, all or part of the required public frontage requirements may be waived by the Director." The eight-foot sidewalk width and the continuous landscaping width in the existing configuration are greater than the widths required by the Public Frontage Standards.

Building Orientation/Placement & Landscaping (TMC 18.28.160-.190): Development along Commercial Corridors is not required to be oriented to streets, and therefore weather protection is not required. The project site is located adjacent to the Green River and Tukwila's Shoreline regulations require the building to be oriented to the river. On-site surface parking is proposed in the front (east) and south sides of the building.

Architectural Design Standards (TMC 18.28.200):

Commercial Corridor Architectural Design Standards	Design Response			
	Acceptable	Partial	Unresponsive	Not applicable
Façade articulation Increment				
Commercial/mixed use maximum – 50 feet	X			
Major vertical modulation maximum – 200 feet				X
Ground level Transparency				
Commercial-use minimum – 50%				X
Comments: • The 50-foot articulation maximum is met on the front of the building and the design vocabulary of the front façade is carried on the other sides of the building, including portions of the building facing the Green River. • The building length is less than 200 feet, so a major vertical modulation requirement is not required. • The building is not located adjacent to the street. Per the Commercial Corridor standards, the building is not required to be oriented to the street and so the ground-level transparency requirements do not apply.				

Table 1. Architectural Design Standards for the Commercial Corridor

III. Supplemental Standards

Landscaping Types and General Landscaping Requirements (TMC 18.28.230-.240):
The project proposes to keep the existing 8-foot sidewalk configuration adjacent to the curb. A combination of a patterned concrete entry area and landscaping will be located behind the sidewalk at the project entry. Under 18.28.230 (4), "When there is an existing sidewalk that does not meet the Corridor standard for public frontage and the sidewalk remains in place, the required front yard landscaping width shall be measured from the back of sidewalk or edge of right-of-way, whichever is further from the road centerline." The landscape design includes a 15-foot wide area consisting of patterned pavement and landscaping at the back of sidewalk to meet this requirement. The landscape area includes a pedestrian connection through it, and continues to the west for over 90 feet before other site improvements are proposed.

Landscape sheet LS-02 in Attachment B indicates the different types of landscape treatments proposed around the site. Heavy screening is proposed along areas of the site adjacent to the Nelsen Residence. The Shoreline Jurisdiction Parking Landscape is also intended to provide screening between the parking area at the southwestern area of the site and the shoreline public access and open space area where a loop pathway and seating is proposed. The Groundcover landscape type, including shrubs and grasses, is proposed along the northern side yard. Per 18.28.230, 4.b.1.a, the Groundcover landscape type is appropriate where the adjacent uses are compatible and no screening is necessary. The adjacent use to the north is the Extended Stay America hotel.

Irrigation plans have been submitted and approved by the City's Urban Environmentalist. The setbacks are planted with sufficient shrubs and groundcovers to fulfill the landscaping requirements. Perimeter and interior landscaping square footage requirements have been satisfied. The landscaping islands and trees provided within the landscape islands are consistent with the code requirements. The City's Urban Environmentalist has reviewed and approved proposed plant material to ensure appropriate species selection and spacing.

Per 18.28.240 3, soil preparation for trees planted in sidewalks and parking lots must employ structural soils. The applicant is aware of the requirement to use structural soils as part of the project, but has not yet prepared plans to meet the requirements of this section. Staff recommends plans that meet the soil preparation requirements of TMC 18.28.240 be submitted and reviewed administratively as part of the construction permit.

Open Space Regulations (TMC 18.28.250): The building footprint of approximately 12,000 square feet requires 600 square feet of open space. The open space provided on site includes the pedestrian connection from West Valley Highway to a looped part of the pathway on the west side of the project site that includes seating. The amount of open space proposed exceeds the open space requirement. Eight benches, each four feet in length, are included in the project design. This equals 32 linear feet of seating which exceeds the requirement of 30 linear feet.

Site Requirements (TMC 18.28.260-.280):
The proposed project provides 110 parking stalls, which is sufficient to fulfill the parking requirements for the hotel (a minimum of one stall per room). The parking lot meets requirements for compact car stalls, stall dimensions, setbacks, curb cuts, access, and provision of pedestrian walkways. Parking lot landscaping,

layout, and bicycle parking are provided per code requirements. Vehicular access is proposed on the south side of the project site from one 25-foot wide driveway located off the access drive for the Ramada hotel.

The site design includes a pedestrian connection from the site entrance at West Valley Highway and Longacres Way extended west to the shoreline area. The pedestrian connection is through a landscaped area that leads to a crosswalk over the vehicle entrance. As the pedestrian connection continues to the west, another walkway area intersects the pedestrian connection and provides a north-south connection through the parking lot to the front entrance of the hotel. This walkway is protected from vehicles by curbed landscape areas where possible. In other areas where the walkway crosses through drive aisles and parking areas, patterned concrete pavement is proposed. As a condition of approval, the north-south crossing area through the parking lot shall also be constructed of patterned concrete so as to have a consistent pedestrian marking style throughout the development.

The Luminaire Plan for the project includes pole-mounted lighting in parking lot areas, building-mounted lighting, and bollard lighting along the loop path on the west side of the site. The luminaire plan does not include the area of the site from the east side of the vehicular entrance to West Valley Highway. Lighting is required in this area, per 18.28.280, B, 1. a. and b., to increase safety and provide clear views both to and within the site. Additionally, the maximum height for pole-mounted lighting is 20 feet from grade to light source; in pedestrian plazas, walkways, and entry areas, the maximum height for pole-mounted lighting is 12 to 14 feet in height from grade to light source, per 18.28.280, B, 3. b. and c. The project is proposing to use parking lot lighting to illuminate the pedestrian walkway along the south property line. TMC 18.28.260 D, 5 *Parking Lot Walkways* requires walkways through parking areas to be clearly defined by pedestrian-scaled lighting with a maximum height of 15 feet. As a condition of approval, plans shall be revised as part of the construction permits to provide walkway lighting in all areas of the site, and to ensure the mounting height of pole-mounted parking lot lights is a maximum of 15 feet where they illuminate parking lot walkways and 20 feet in other parking areas, and a maximum of 12 to 14 feet in walkway and entry areas.

IV. Southcenter Design Manual

The Southcenter Design Manual guidelines support and complement the community vision described in the Southcenter Subarea Plan, supplement and expand upon the design requirements in Chapter 18.28, and provide a flexible tool for quality and innovation. The Design Manual is organized into two main sections: Site Design Elements and Building Design.

Site Design Elements covers a number of design topic areas, including Site Design, Service Areas and Mechanical Equipment, Lighting, Walls and Fences, and Open Spaces. The section on Building Design covers Architectural Concept, Entrances and Doors, Building Façade – Base and Top, Corner Treatments, Building Massing, Building Details and Elements, Building Materials and Colors, Windows, Weather Protection, Blank Walls, and Parking Structures.

For each topic area, there are one or more Design Criteria, which can be general in nature. The Design Criteria explain the requirements for development proposals. They are the decision criteria by which the Board of Architectural Review will decide whether to approve, condition or deny a project. The examples and explanations which augment each Design Criteria provide guidance to the project applicant, to City staff in

reviewing a project proposal, and to the decision makers in determining whether the project meets the Design Criteria.

Site Design/Elements

1. Site Design

The intent of the site design/elements criteria is to encourage site design which is easily understood, appropriate to the area, takes advantage of unique opportunities, and is a positive element in the architectural character of the District within which it is located. The design criteria address various elements including: facilitation of traffic circulation by connecting through-streets; provision of safe, convenient, and connected pedestrian access; encouragement of harmonious visual character (where desirable); arrangement of buildings to enhance street frontages and the pedestrian environment; incorporation of open space and landscaping as a unifying feature; incorporation of screening, environmental mitigation, utilities and drainage as positive design elements; incorporation of opportunities for joint development of sites; and the use of site design to take advantage of and/or enhance views of and access to natural amenities such as the Green River.

The project meets the design criteria. Due to the fact that the site must comply with both the Tukwila Urban Center and the Shoreline Jurisdiction criteria, the applicant had to strike a balance between the two codes, with priority given to the meet the requirements of the Shoreline Jurisdiction, which is state-mandated. Therefore, the site is designed to orient the building views, public access, and private amenities to the Green River per TMC 18.44.110.1.d. and e. Landscaping at the entrance to the site helps soften the transition from the Nelsen Residence to the hotel development. Landscaping along the eastern boundary between these two properties also acts to screen the parking lot from the Nelsen Residence. Landscaping also acts to screen the parking lot from the shoreline and open space areas on the west side of the site. The wetland buffer mitigation plantings and bioretention storm drainage features have been incorporated as positive design elements, enhancing views of the river, complementing open space areas on the west side of the site, and helping to soften the paved areas of the parking lot.

The vehicle entrance to the site is via a shared driveway with the Ramada property that acts as an extension of Longacres Way. Use of the shared access easement has eliminated a new curb cut from West Valley Highway to access the project site, allowing for an enhanced pedestrian entrance to the site and preservation of site elements on the Nelsen Residence property, including a hedge planted by Helen Nelsen and the access driveway for the Nelsen Residence, which were proposed to be altered in previous design iterations.

2. Service Areas and Mechanical Equipment

The intent of the service areas and mechanical equipment design criteria is to minimize the potential negative impacts of service elements through thoughtful siting and screening while meeting functional needs. Design criteria include: service element location and design; minimizing public visibility of loading docks and service bays, location and/or design of utility meters; electrical conduit and other service utility apparatus; rooftop equipment screening; and concealment and design incorporation of downspouts.

The project meets the design criteria. The refuse and disposal area is accessible and properly screened by an enclosure constructed of concrete block and metal that match the building and landscaping. Rooftop mechanical equipment is proposed to be screened by the parapet wall.

Building elevations show the location and color of downspouts. Half-round gutters and round downspouts are proposed as recommended in the Southcenter Design Manual.

3. Lighting

Site lighting should be designed to promote safety as well as enhance the nighttime appearance of buildings and landscaping.

The project will need revisions to meet code requirements and design criteria. The style of the exterior lighting fixtures is typical of that included in commercial development (see Figure 5 below). The lighting proposed will either be directed downward (as is the case for pole-mounted lighting in the parking lot and building-mounted lighting), or in the case of the proposed bollards, will provide low level lighting. A condition of approval was discussed previously in this report (page 10), under the Site Requirements section of the Supplemental Standards.

Figure 5. Proposed light fixtures left to right: parking lot light, building-mounted light, bollard lighting.

4. Walls and Fences

Walls and fences shall be designed to be compatible with the building, improve the appearance of the site, and improve safety.

The proposed building meets the design criteria. A split-rail fence will be located on the rear side of the building, to separate the developed area of the site from the wetland buffer plantings. The split-rail design is typical to demarcate the boundary between wetland buffer areas and developed areas, and is in keeping with the colors and materials used for the building.

A chain link fence is located along the south property line, separating the project site from the Ramada property. The following response to staff's question about the plan for the fence was provided by the applicant:

> *"The majority of the fence is located on the site, including all portions in conflict with the pedestrian trail, and those portions will be removed. Portions of this fence are located on the adjacent property in which we have no legal control and will not be able to remove without permission. If these sections of offsite fence are to remain, they appear to be at locations that would be screened or softened visually from the public pedestrian path by the onsite landscaping."*

Figure 6. Chain link fence along southern property line

5. Open Space

Provide safe, attractive, and usable open spaces that promote pedestrian activity and enhance the setting and character of the development.

The proposed open space meets the criteria. The proposed open space includes the pedestrian connection from West Valley Highway to a looped part of the pathway that includes seating located on the west side of the project site. Space constraints along the pedestrian connection limit the ability to have benches located along the pedestrian connection. Alternatively, seating space to meet code requirements has been added to the southwest corner of the building to take advantage of views of the mitigation plantings and the Green River.

During project review, staff requested the applicant provide information to explain how the project design responds to its adjacency to the Nelsen Residence. The applicant's response letter from Dec. 23, 2015 states the following:

> "The proposed public access trail south of the Nelsen Family Historical Residence will contain an interpretive sign that describes the home and its history. Additionally, art elements in the open space area may be installed and may incorporate elements of the barn which is to be demolished if suitable elements can be located. The details of the interpretive sign and determination whether or not art elements in the open space will occur with the site improvement construction plan review and permit approval process."

A. Building Design

1. Architectural Concept

The architectural design criteria encourages building design with easily understood organization, an appropriate relationship to the site, and with a positive impact on the architectural character of the District within which it is located. Architectural design should unify the massing and components of a structure or structures on a site into a cohesive and consistent thematic or stylistic architectural character or style that is responsive to the functional requirements of the development.

The project meets the design criteria. The façades include notable elements of modulation, a distinct base and top, and variation in the roofline. The building is L-shaped to enhance views of the river from the building interior (see Attachment C).

2. Entrances and Doors

The primary entrance should be located and designed to represent the overall style and architectural character of the building and ensure a welcoming public face to the building.

The project meets the design criteria. The primary entrance on the eastern side of the building has high visibility in terms of building articulation, building and roofline modulation, and use of color. (Figure 7). A secondary pedestrian-oriented public entrance is located on the west side of the building to provide access to a walkway providing views of the wetland buffer area and the Green River (Figure 8). Brick veneer is used through the entire first story within the entrance area, consistent with the façade treatment on the front of the building. The southern and eastern façades feature additional keyed entrances for hotel guests that are visually consistent with the other entrances but more discrete. The lighter wood color is used in these areas of the building, helping to architecturally relate the side entrances to the design of the front entry.

Figure 7. East elevation rendering of proposed hotel.

Figure 8. West elevation rendering of proposed hotel.

3. Building Façade – Base & Top

Create a building base where the horizontal articulation of the lower part of a building façade's design establishes a human scale for pedestrian users and passers-by, and aesthetically "ties" a building to the ground. Create a "top" on buildings through a substantial horizontal articulation of the façade at the uppermost floor of the building to provide an attractive façade skyline and complete the upper façade composition. Rooflines should reflect the architectural style of the building and be a distinctive design element. Roof surfaces should be punctuated with varying roof forms to break up large massing of roof surfaces and/or to provide opportunities to daylight interior spaces. Roof overhangs for both flat and sloping roofs are encouraged to add depth, shadow and visual interest.

The first floor facade is finished with a white-gray brick veneer which extends up to the top of the first floor in the front and rear building entrance areas, as well as in the areas of the building above the first floor where EIFS is proposed as the exterior finish material. In areas where siding will be used as the exterior finish treatment, the brick veneer extends midway through the first floor in an exterior version of wainscoting. Cast stone caps are proposed at the top of the brick veneer to provide a pedestrian-level finish detail. The use of siding and EIFS is alternated along the front and rear facades, and the height to which the brick veneer is applied also alternates, tied to both building modulations and changes in colors and materials.

The overall roof form for the building is a 4:12 pitched roof. The main roof is punctuated by shed and flat roof areas that modulate out from the main roof. The roofline modulation helps create a "top" on the building. The flat roof area is located above the front and rear entrances to the building. Per the applicant's December 23, 2015 response to staff comments, "accent cornices will be incorporated into the front and rear flat roof areas." The renderings provided in the architectural set of drawings (Attachment C) show accent cornices which overhang the side of the building to create shadows. However, black and white elevation drawings in the same set of plans show the overhang is less than one foot. Design criteria in the Southcenter Design

Manual state the following "Roof overhangs for both flat and sloping roofs are encouraged to add depth, shadow and visual interest." As a condition of approval, staff recommends the design of the cornice be reviewed as part of the building permit to ensure there's a minimum 18-inch overhang to match the renderings and make a prominent top at the front and rear entry areas.

4. Corner Treatments

The design criteria serve to emphasize building corners at important intersections with a distinctive building element.

Design criteria do not apply as the project does not include a structure at an intersection.

5. Building Massing

The use of horizontal and vertical modulation is required to maintain the desired human scale and character for the Southcenter area. The requirements encourage the design of building façades which incorporate interesting architectural details that add variety to the façade, animate the street presence, and are attractive at a pedestrian scale.

The project meets the design criteria. The building employs changes in roofline form, changes in building materials and colors, and provides vertical building modulation of at least 12 inches in depth. Decorative sun screens, window fenestration, and foundation landscaping add variety to the façade and add pedestrian-scaled elements to the design.

6. Building Details and Elements

Detail elements are required to encourage the incorporation of design details and small-scale elements into building facades that are attractive at a pedestrian scale.

The project meets the design criteria. Per the design criteria, non-residential buildings must incorporate at least one design element in each of three categories. The categories are below in italics, followed by design elements proposed with the project.

1. *Window and/or entry treatment:* A one-story covered entry area projects from the face of the building. The applicant's response to design criteria discusses use of "distinctive window treatments which emphasize the base and top where possible. The lower level has standard window trim accented with a lower brick band while the upper level windows have vertical trim elements connecting them together by means of detailed trim work or EIFS joints."
2. *Building elements and façade details:* The project includes sunshades along all sides of the building.
3. *Building materials and other façade elements:* Decorative veneer brick is used at the base of the building.

7. Building Materials and Colors

The use of natural materials that reflect our Northwest setting such as stone, local woods like cedar and fir, and functional materials like concrete, brick, and metal are encouraged. Wall cladding materials appropriate to the architectural style and building type shall be used. Authentic materials and methods of construction should be used to the degree possible. More than two colors and materials should be incorporated into each building's design. Monochromatic schemes are discouraged. Color choices should include warm rich colors that reflect and complement the woodlands, water and open sky of the region; weathered wood and oxidized metal colors relate to industrial and agricultural influences.

The project meets the design criteria. The project is not proposing to use natural materials, but proposes to use materials manufactured to look like natural materials. Building materials proposed include veneer brick in a white-gray color, EIFs in a light gray color, two colors of fiber cement siding made to look like wood including a cedar wood color and a gray wood color, and sunshade structures wrapped with a finish to look like wood (see sheet 5 of Attachment C). The "Descriptive Definitions and usage recommendations" for the Building Materials and Colors section of the Southcenter Design Manual include recommendations specific to the materials proposed for this project.

Section A of the design criteria call for use of natural materials that reflect our Northwest setting such as stone, local woods like cedar and fir, and functional materials like concrete, brick and metal. The following recommendations from section A of the Southcenter Design Manual (in italics) are specific to the materials proposed:

a) *Brick: Full size brick is preferable to thin veneer brick. When used, brick veneers should be mortared to give the appearance of full-depth brick and detailed with wrap-around corner and bullnose pieces.* The following is the applicant's response to this recommendation is included in their February 19, 2016 response to comments: "We will be utilizing thin veneer brick. Proper corner treatment will be utilized and brick will be fully mortared to simulate real brick."

g) *EIFS (Exterior Insulating and Finish Systems): Close attention should be paid to detail and trim elements for a high quality installation. Very stylized or highly textured surfaces are strongly discouraged. Joint patterns should be architecturally coordinated with overall façade composition. These finishes should be sheltered from extreme weather by roof overhangs or other methods and weather exposed horizontal surfaces should be avoided.*

   EIFS should not extend below two feet above the ground plane. Use concrete, masonry, or other durable material for wall surfaces within two feet of grade to provide a durable surface where damage is most likely.

   The elevation drawings show joint patterns coordinated with each building story and windows, in addition to elements addressed by the applicant's response below (from Dec. 23, 2015 response letter):

   - "A fine grain finish (to avoid trapping dirt) will be specified for EIFS and while cleaning may be required every 3-5 years the integral color will hold up well and has a proven track record as compared to older EIFS assemblies."
   - "EIFS is not used except for above the first floor. Brick and/or fiber cement siding is proposed for the entire first floor exterior finish."

Section B of the Design Criteria under Building Materials and Colors calls for use of cladding materials appropriate to the architectural style and building type, and use of authentic materials and methods of construction to the degree possible. The following recommendations from section B of the Southcenter Design Manual (in italics) are specific to the materials proposed:

1. *Where simulated cladding materials (e.g. artificial stone to substitute for real stone, or painted fiber reinforced plastics to substitute for painted wood) are used for reasons of economy, they should be durable and closely match proportions, surface finishes, and colors of original materials.*
   Fiber cement siding designed to look like wood is proposed in two colors: a cedar color and a gray color. The samples provided on the colors and materials board are textured and have variegated color to simulate natural wood grain. The sunshades will be wrapped in Woodtone siding, which will be a cedar color that is also variegated to simulate real wood.

2. *Fiber-Cement or Cementitious Siding" Planks are an acceptable substitute for wood siding when used in formats described above under "Wood". To match the precedents of real wood siding in the area the spacing of siding should not exceed 8".*
   Wood: Horizontal siding such as clapboard and tongue-in-groove; vertical siding such as board and batten; and other horizontal sidings such as smaller wood shingles may be suitable. The larger, more rustic styles of shakes should not be used. Trim elements should be used for all wood siding types. Timber detailing and exposed bracing may be appropriate.
   Details have not been provided on trim elements for the fiber cement siding. Staff recommends a condition of approval to require trim elements, where fiber cement siding will be used, to be reviewed as part of the building permit.

8. Windows

Ornamental framing and hardware should be used to provide a utilitarian opportunity for craftsmanship and decoration. Window frames and sills should be designed to be prominent and substantial in order to enhance openings and add additional relief.

Glazing was added to the front and rear entry areas to help provide daylight within internal spaces of the building, as well as to facilitate views of the Green River from the back side of the building. Few window details have been provided for the majority of the windows on the building. The applicant's Dec. 23rd response letter states the following:

- "Distinctive window treatments have been provided emphasizing the base and top where possible. The lower level has standard window trim accented with a lower brick band while the upper level windows have vertical trim elements connecting them together by means of detailed trim work or EIFS joints."
- "Windows in brick and EIFS will be recessed between 4"-6" from the main façade. Window scale is appropriate for the use and oversized windows in guestrooms should be avoided especially at ground level. Trim and EIFS joints have been utilized to emphasize windows in each façade material."

Staff recommends as a condition of approval to require additional window details as part of the building permit so that window frames and sills are prominent and substantial in order to enhance openings and provide additional relief.

9. Weather Protection

Design buildings with non-residential ground floor uses to provide pedestrian weather protection along adjacent street front sidewalks and open spaces using awnings, canopies, or building overhangs such as porticos, covered porches and arcades. Where building orientation to streets/open spaces is required for the applicable Corridor Type, weather protection at least 6 feet in width along at least 75 percent of the façade must be provided.

Design criteria do not apply as the project is located on a Commercial Corridor, which does not require building orientation to streets/open spaces.

10. Blank Walls
Blank walls are not permitted facing streets, sidewalks, open spaces, or pedestrian pathways and instead shall be designed to provide visual interest and human scale.

The project meets the design criteria. Materials used on the building are carried through the design on all building sides. Changes in materials, the addition of windows to first floor areas, and foundation landscaping are employed to provide visual interest where there would otherwise be blank walls.

11. Parking Structures
Design criteria do not apply as the project does not include a parking structure but rather a parking lot.

V. Shoreline Design Guidelines

The Shoreline Design Guidelines also apply to the design review of the Woodspring Suites, due to the project site's location within the shoreline jurisdiction. PerTMC 18.44.110, "If any portion of a project falls within the shoreline jurisdiction, then the entire project will be reviewed under these guidelines." The Shoreline Environment Designation associated with the project site is the Urban Conservancy Environment, in which the following apply to development, uses, and activities:

1. ***Relationship of Structure to Site***
The building has been changed from an original rectangular building footprint to an L-shaped design to better orient the building towards the river and to maximize views of the Green River from interior spaces. A public walkway on the project site provides access to the shoreline and amenities including a seating area and sensitive area buffer enhanced with native species plantings.

2. ***Building Design***
The project meets the blank wall criteria on all sides through changes in materials, the addition of windows at the pedestrian level, and use of foundation landscaping. Public use areas of the building's first floor, including the hallway/vending area and the fitness room include windows to provide visual access to the shoreline. The rear side of the building includes a pedestrian exit/entrance leading into the hotel lobby. On the rear side of the building is a walkway which will offer views of the wetland buffer plantings. Concrete benches are proposed at the southwest corner of the building in this area, as well as along the loop path in the southwestern corner of the project site. A split-rail fence will separate the walkway on the rear side of the building from the wetland buffer planting area.

3. ***Design of Public Access***
The public access to the shoreline area is proposed to be a five-foot wide, ADA-compliant concrete sidewalk. Native landscaping is proposed within the shoreline buffer along the walkway, and a mix of native and ornamental species are used in the landscape design along the portion of the public access outside of the shoreline jurisdiction. The benches proposed are made of concrete. Trees, shrubs, and groundcover work to separate the public access area from the private space intended for use by hotel guests and employees.

VI. Public Comments

A Notice of Application was distributed to agencies that may have an interest in the project on September 11, 2015. The Notice of Application was also posted on the project site and mailed to surrounding properties and property owners. Comments on the applications were made by the Muckleshoot Indian Tribe Fisheries Division, the Washington State Department of Archaeology and Historic Preservation, and by the Green/Duwamish & Central Puget Sound Watershed (WRIA 9). See attachment D for comments and the response to comments from the applicant and staff.

Conclusions

1. **District-Based Standards**
   Structure height, maximum block face length, and setback requirements are in compliance with the Tukwila Urban Center-Transit Oriented Development standards. The project proposes to use landscape perimeter averaging to meet the code requirements. The landscape design meets the criteria for approval of landscape perimeter averaging.

2. **Corridor-Based Standards**
   Public frontage requirements are being waived by the Director for this project per TMC 18.28.150 A.3 because the existing sidewalk and landscaping widths are sufficiently similar to the Commercial Corridor Public Frontage Standard, and due to the small amount of public frontage the site has along West Valley Highway. Building orientation to a Commercial Corridor is not required; the building has been oriented to take advantage of views of the Green River from interior spaces. Facade articulation and blank wall requirements have been fulfilled in accordance with the Commercial Corridor standards.

3. **Supplemental Standards**
   The landscaping types as they are employed around the perimeter of the site are appropriate in relation to adjacent land uses. The amount, location, and design of parking proposed meets requirements. Per 18.28.240 3, soil preparation for trees planted in sidewalks and parking lots must employ structural soils. The applicant is aware of the requirement to use structural soils as part of the project, but has not yet prepared plans to meet the requirements of this section. Staff recommends plans that meet the soil preparation requirements of TMC 18.28.240 be submitted and reviewed administratively as part of the construction permit.

   Pedestrian connections are proposed from West Valley Highway to the project site and for public access to the shoreline area. Where these connections are located within driveways and parking areas, the project proposes patterned concrete to provide a contrast from the paving design used in driveway and parking areas. One north-south connection from the sidewalk along the south side of the site to the building entrance is shown as concrete only, and does not include the same pattern employed at the crossing in front of the hotel entrance and the crossing over the entry driveway. As a condition of approval, the north-south pedestrian crossing area shall also be constructed of patterned concrete through the parking area and drive aisle to have a consistent pedestrian marking style throughout the development.

The Luminaire Plan for the project includes pole-mounted lighting in parking lot areas, building-mounted lighting, and bollard lighting along the loop path on the west side of the site. The luminaire plan does not include the area of the site from the east side of the vehicular entrance to West Valley Highway. Lighting is required in this area, per 18.28.280, B, 1. a. and b., to increase safety and provide clear views both to and within the site. Additionally, the maximum height for pole-mounted lighting is 20 feet from grade to light source; in pedestrian plazas, walkways, and entry areas, the maximum height for pole-mounted lighting is 12 to 14 feet in height from grade to light source, per 18.28.280, B, 3. b. and c. The project is proposing to use parking lot lighting to illuminate the pedestrian walkway along the south property line. TMC 18.28.260 D, 5 *Parking Lot Walkways* requires walkways through parking areas to be clearly defined by pedestrian-scaled lighting with a maximum height of 15 feet. As a condition of approval, plans shall be revised as part of the construction permits to provide walkway lighting in all areas of the site, and to ensure the mounting height of pole-mounted parking lot lights is a maximum of 15 feet where they illuminate parking lot walkways and 20 feet in other parking areas, and a maximum of 12 to 14 feet in walkway and entry areas.

4. Southcenter Design Manual

a. Site Design Elements

The building is not required to be oriented to West Valley Highway and instead the site design has been organized around providing visual and pedestrian access to the Green River. A pedestrian connection from West Valley Highway to the Green River Trail is proposed along the southern side of the lot. Pedestrian amenities such as benches and shade trees are provided.

Landscaping along the eastern boundary between these two properties also acts to screen the parking lot from the Nelsen Residence. Landscaping also acts to screen the parking lot from the shoreline and open space areas on the west side of the site. The wetland buffer mitigation plantings, interior parking lot landscaping, and bioretention storm drainage features have been incorporated as positive design elements, enhancing views of the river, complementing open space areas on the west side of the site, and helping to soften the paved areas of the parking lot.

The refuse and disposal area is accessible and properly screened by an enclosure constructed of concrete block and metal to match the building. Rooftop mechanical equipment is proposed to be screened by the parapet wall. A split rail fence will separate the hotel development from the wetland buffer mitigation area on the east side of the site. The existing chain link fence located between the project site and the Ramada site will be removed where possible and screened by landscaping in areas where it will remain.

The open space design exceeds the square footage requirements. Seating is provided per the requirements, located at the back of the building and along the loop path to provide views of the mitigation landscaping and the shoreline of the Green River. Staff will review details of the interpretive sign and whether or not architectural elements or equipment from the garage and stable structures can be incorporated as art elements within the open space areas of the site.

b. Building Design

The building is L-shaped to enhance views of the river from the building interior. All sides of the building incorporate modulation, and the building design includes base and top and variation in the roofline.

A flat roof area is located above the front and rear entrances to the building. Per the applicant's December 23, 2015 response to staff comments, "accent cornices will be incorporated into the front and rear flat roof areas." The renderings provided in the architectural set of drawings (Attachment C) show accent cornices which overhang the side of the building to create shadows. However, black and white elevation drawings in the same set of plans show the overhang is less than one foot. Design criteria in the Southcenter Design Manual state the following "Roof overhangs for both flat and sloping roofs are encouraged to add depth, shadow and visual interest." As a condition of approval, staff recommends the design of the cornice be reviewed as part of the building permit to ensure there's a minimum 18-inch overhang to match the renderings and make a prominent top at the front and rear entry areas.

The project proposes to use exterior finishes that include veneer brick, EIFS, and fiber cement siding. The brick is proposed to be a white-gray color, the EIFS a light gray color, and the fiber cement siding is proposed to include a wood-grain finish in two colors: a cedar wood color and a gray wood color. Details have not been provided on trim elements for the fiber cement siding. Staff recommends a condition of approval to require trim elements where fiber cement siding will be used, to be reviewed as part of the building permit.

Glazing was added in the design to the front and rear entry areas to help provide daylight within internal spaces of the building, as well as to facilitate views of the Green River from the back side of the building. Few window details have been provided for the majority of the windows on the building. Staff recommends as a condition of approval to require additional window details as part of the building permit so that window frames and sills are prominent and substantial in order to enhance openings and provide additional relief.

5. Shoreline Design Guidelines

Relationship of Structure to Site

The building has been changed from an original rectangular building footprint to and L-shaped design to better orient the building towards the river and to maximize views of the Green River from interior spaces. Public use areas of the building's first floor, including the hallway/vending area and the fitness room include windows to provide visual access to the shoreline. An ADA-compliant public walkway on the project site will provide access to the shoreline and amenities including a seating area and sensitive area buffer enhanced with native species plantings. Native landscaping is proposed within the shoreline buffer along the walkway, and a mix of native and ornamental species are used in the landscape design along the portion of the public access outside of the shoreline jurisdiction. Trees, shrubs, and groundcover are proposed to separate the public access area from the private space intended for use by hotel guests and employees.

Recommendations

Staff recommends the approval of the Design Review application with the following conditions:

1. Plans that meet the soil preparation requirements of TMC 18.28.240 shall be submitted and reviewed administratively as part of the Public Works construction permit.
2. The north-south pedestrian crossing area shall also be constructed of patterned concrete through the parking area and drive aisle to have a consistent pedestrian marking style throughout the development.
3. The project lighting and luminaire plan shall be revised as part of the construction permits to provide walkway lighting in all areas of the site, and to ensure the mounting height of pole-mounted parking lot lights is a maximum of 15 feet where they illuminate parking lot walkways and 20 feet in other parking areas, and a maximum of 12 to 14 feet in walkway and entry areas.
4. The design of the cornice shall be reviewed as part of the building permit to ensure there's a minimum 18-inch overhang to match the renderings and make a prominent top at the front and rear entry areas.
5. Trim elements where fiber cement siding will be used shall be added to the building design and reviewed as part of the building permit.
6. Applicant shall provide additional window details as part of the building permit so that window frames and sills are prominent and substantial in order to enhance openings and provide additional relief.

Informational Items

1. Any signage for the property shall be reviewed through submittal of a separate sign permit application.

2. Prior to building permit approval, a Boundary Line Adjustment application will need to be submitted to the city for review and approval to separate hotel improvements from the Nelsen Residence property.