



STAFF REPORT TO THE PLANNING COMMISSION Prepared May 15, 2018

- FILE NUMBERS: PL18-0023, L18-0032 Code Amendments
E18-0006 SEPA Checklist
- REQUEST: Zoning Code amendments to adopt residential development standards and guidelines for Tukwila South Overlay zone. Planning Commission will hold a public hearing on the proposed amendments and make recommendations to the City Council for review and adoption.
- PUBLIC HEARING: May 24, 2018. The Notice of Public Hearing was published in the Seattle Times, posted on site and mailed to surrounding property owners.
- LOCATION: Portion of the Tukwila South Overlay District (TSO) which immediately adjoins land located in the City of SeaTac to the east of Interstate 5.
- STAFF: Minnie Dhaliwal, Planning Supervisor
- ATTACHMENTS:
- A. Zoning map of the area
 - B. Map showing city boundary and proposed area for residential development
 - C. Multifamily Design Manual
 - D. HDR development Standards
 - E. Underline/strikeout version of the proposed code amendments
 - F. Applicant's justification for recreation/open space requirements
 - G. Applicant's justification for parking requirements

BACKGROUND

Segale Properties LLC, the applicant, requests amendments to Title 18, Zoning Code of the Tukwila Municipal Code (TMC) to set standards for residential uses. The proposed amendments are to adopt development standards and guidelines for residential uses in that portion of the Tukwila South Overlay District (TSO) which immediately adjoins land located in the City of SeaTac to the east of Interstate 5.

The entire Tukwila South Project area consists of approximately 400 acres generally bounded by S 180th Street on the north, S. 204th Street on the south, Orillia Road and I-5 on the west and the Green River on the east. The property owner, Segale Properties, intends to develop the property consistent with the Tukwila South Master Plan (Ordinance 2234) as adopted with the Development Agreement (Ordinance 2233). The plan calls for approximately ten million square feet of development that would be accommodated in a combination of a campus style research and office environments with a mix of other supporting uses such as retail, residential, commercial, hotel and flex tech. The property owner is constructing the first phase of the Master Plan, which involves clearing and grading the developable areas of the site and constructing infrastructure necessary to serve any future development.

The Tukwila South area contains several zoning designations, which include: Low Density Residential (LDR); Tukwila Valley South (TVS); Heavy Industrial (HI); and Mixed-Use Office (MUO). The entire Tukwila South area includes an overlay which supersedes the underlying zoning (TMC 18.41.010). As referenced in TMC 18.41.010, "the [overlay] may be applied by the City Council to any property lying within the Comprehensive Plan's Tukwila South Master Plan. Residential development is anticipated in the area zoned LDR with TSO overlay, which adjoins the City of SeaTac. See Attachment A and B for the location and the underlying zoning.

When TSO zone and standards were adopted in 2009, it was expressly contemplated that development standards regarding residential uses would be adopted in the future.

At this time the property owner has filed an application for Zoning Code text amendments to adopt residential standards and design guidelines for the portion of Tukwila South Project area that is zoned LDR with TSO overlay and adjoins the City of SeaTac. It is anticipated that multi-family development will straddle both cities. Currently Tukwila has standards and design guidelines that apply to multi-family development in the High Density Residential (HDR) zone. The current proposal is to adopt Tukwila's Multi-family Design Manual and development standards such as setback, height, density, landscaping, and development area similar to those in the HDR zone. However, the request for parking and recreation space standards is to adopt standards similar to the City of SeaTac.

See Attachment C for Multi-family Design Manual for development in the HDR zone. It is also available online at <http://www.tukwilawa.gov/wp-content/uploads/DCCD-Planning-Multi-Family-Design-Manual.pdf>

Attachment D is the development standards of the HDR zone. Attachment E is the underline/strikeout version of the proposed code amendments; Attachment F and G are applicant's justification for recreation/open space and parking requirements. Discussion below includes staff's analysis of the proposed amendments.

DISCUSSION OF PROPOSED CHANGES

I. Multi-family Design Manual

Tukwila currently has Multifamily Design Manual for any multifamily development in the HDR zoning district. The maximum density in HDR zone is 22 dwelling units per acre and the current Multi-family Design Manual includes design guidelines for the form of development envisioned for that density. Per note 14 of the land use table, multifamily development in the TSO zone is only allowed after residential design manual with criteria for approval is adopted by ordinance. The land zoned TSO with the underlying zoning of LDR that adjoins the City of SeaTac is being considered by a developer for multifamily development similar to the type of development allowed in HDR. See Attachment C for the Multifamily Design Manual. Staff recommends adopting it for this portion of TSO.

II. Multifamily Development Standards

Staff is recommending adopting the development standards of HDR zone for the portion of TSO that adjoins the City of SeaTac, except for open space/recreation and parking regulations. These include:

- a) 2000 square feet lot area per unit (density of 22 dwelling units per acre);
- b) Maximum height of 45 feet;
- c) Development area coverage of 50% maximum;
- d) Tiered front yard setbacks of 15 feet for first floor/20 feet for second floor/30 feet for third floor/45 feet for fourth floor;
- e) Tiered side and rear setbacks of 10 feet for first floor/20 feet for second & third floor/30 feet for fourth floor;
- f) Maximum building length of 50 feet, but allowed up to 200 feet with modulation;
- g) Landscaping standard of 15 feet in front and 10 feet along side and rear; interior parking of 20 square feet per stall and 15 square feet per stall if placed behind buildings.

However, the developer has requested that the city consider adopting standards for open space/recreation space and parking similar to those of City of SeaTac since the proposed development will straddle both jurisdictions.

III. Recreation Space Requirements

HDR zone has recreation space requirement of 400 square feet per unit with a minimum of 1000 square feet. SeaTac's recreation space requirements are: 120 square feet for a studio, 160 square feet for a one-bedroom unit and 200 square feet for 2 or more bedroom unit. See Attachment F for the developer's rationale for adopting standard similar to SeaTac.

Tukwila Municipal Code defines recreation space as follows:

18.06.665 Recreation Space means covered and uncovered space designed and intended for active and/or passive recreational activity including but not limited to tennis courts, swimming pools, cabanas, playgrounds, playfields, or wooded areas, and specifically excluding any parking area, driveway, or rockery.

18.06.670 Covered Recreation Space means an area of ground covered or overlaid by an artificial or manmade surface, such as rooftops or pavement.

18.06.675 Uncovered Recreation Space means an area of ground characterized by a natural surface, such as lawn, forests, or sandboxes (for children's play).

Additionally, HDR has the following regulations for recreation space requirements:

18.14.030 Recreation Space Requirements

In the HDR zoning district, any proposed multiple-family structure, complex or development shall provide, on the premises and for the use of the occupants, a minimum amount of recreation space according to the following provisions:

1. Required Area.

- a. For each proposed dwelling unit in the multiple family development and detached zero-lot-line type of development, a minimum of 400 square feet (100 square feet for senior citizen housing) of recreation space shall be provided. Any multiple-family structure, complex or development shall provide a minimum of 1,000 square feet of total recreation space.
- b. Townhouse units shall provide at least 250 square feet of the 400 square feet of recreation space as private, ground level open space measuring not less than 10 feet in any dimension.
- c. The front, side and rear yard setback areas required by the applicable zoning district shall not qualify as recreation space. However, these setback areas can qualify as recreation space for townhouses if they are incorporated into private open space with a minimum dimension of 10 feet on all sides.

2. Indoor or Covered Space.

- a. No more than 50% of the required recreation space may be indoor or covered space in standard multi-family developments. Senior citizen housing must have at least 20% indoor or covered space.
- b. The Board of Architectural Review may grant a maximum of two square feet of recreation space for each one square foot of extensively improved indoor

recreation space provided. Interior facility improvements would include a full range of weight machines, sauna, hot tub, large screen television and the like.

3. Uncovered Space.

- a. A minimum of 50% of the total required recreation space shall be open or uncovered, up to 100% of the total requirement may be in open or uncovered recreation space in standard multi-family developments. Senior citizen housing allows up to 80% of recreation space to be outdoors and has no minimum outdoor space requirement.
- b. Recreation space shall not exceed a 4% slope in any direction unless it is determined that the proposed space design clearly facilitates and encourages the anticipated use as endorsed by the Director.
- c. The Board of Architectural Review may grant a maximum credit of two square feet of recreation space for each one square foot of outdoor pool and surrounding deck area.

4. General Requirements.

- a. Multiple-family complexes (except senior citizen housing, detached zero-lot-line and townhouses with nine or fewer units), which provide dwelling units with two or more bedrooms, shall provide adequate recreation space for children with at least one space for the 5-to-12-year-old group. Such space shall be at least 25% but not more than 50% of the total recreation space required under TMC Section 18.14.030 (1), and shall be designated, located and maintained in a safe condition.
- b. Adequate fencing, plant screening or other buffer shall separate the recreation space from parking areas, driveways or public streets.
- c. The anticipated use of all required recreation areas shall be specified and designed to clearly accommodate that use.

Options for recreation space requirements:

1. Adopt standards similar to HDR of 400 square feet with at least 50 percent of the required space as outdoor space and minimum 25 percent of the total recreation space for children aged 5-12 years.

Under this option a studio that is 550 square feet would have a disproportionate amount of recreation space requirement of 400 square feet. The amount of space required for a 96 unit development would be close to an acre (38,000 square feet or .88 acre).

2. Adopt standards similar to the City of SeaTac, with a graduated scale depending on the size of the unit: 120 square feet for a studio, 160 square feet for a one-bedroom unit and 200 square feet for 2 plus bedroom unit.

Under this option a 96 unit development that consists of 3 studios, 60 one-bedroom units, 30 two-bedroom units and 3 three-bedroom units would be required to provide approximately 16,000 square feet (.4 acre).

Tukwila's recreation space requirements differ based on zone. For instance, in HDR zone requires 400 square feet per unit; in NCC, RC, RCM, MUO, and TVS zones it is 200 square feet per unit; and in TUC zone it is 10% of the floor area, which is more appropriate for a more urban type of development.

Recreation space requirements in other cities vary as well. For instance, in the City of Renton for multifamily zone that allows density of 14 dwelling units the recreation space requirement is 350 square feet per unit, but the developer can pay fee in-lieu of common open space. Tukwila currently has Park Impact Fees in the amount of \$2325 per dwelling unit.

Staff recommends Option 2.

IV. Parking Requirements

Multi-family dwellings in HDR zone are required to provide 2 spaces for each dwelling unit that contains up to 3 bedrooms, 1 additional space for every 2 bedrooms in excess of 3 bedrooms in a dwelling unit. For instance, a 3-bedroom unit requires 2 parking spaces and a 5-bedroom unit requires 3 parking spaces.

SeaTac's parking requirements are one stall per studio unit, 1.5 stalls per one-bedroom unit and 2 stalls per two or more bedrooms.

Additionally, King County Metro undertook the Right Sized Parking (RSP) Project, where they assembled information on local multifamily residential parking demand to guide parking supply and management decisions in the future. As part of this project the RSP Multi-Family Residential Parking Calculator was designed to estimate parking demand at a given location based on a set of context-based variables. As such, the RSP calculator could be used as a tool for municipalities to help determine context-based minimums for development projects on a case-by-case basis. The calculator is available online at <http://www.rightsizedparking.org/> Right size parking calculator for this area generates standard of 1.6 per unit which is similar to SeaTac's standards.

Other suburban cities have graduated scale standard for multi-family units. For instance, Federal Way requires 1.25 stalls per studio; 1.5 stalls per 1-bedroom unit; and 2 stalls per 2-bedroom unit (Federal Way Revised Code 19.205.040).

The City of Renton (attached dwellings outside of the Center Downtown Zone) require a minimum of 1 parking stall per unit and a maximum allowable off-street parking ratio of 1.75 parking stalls per dwelling unit (Renton Municipal Code 4-4-80.F.10(d))

Options for parking requirements

1. Adopt parking standard similar to HDR zone of 2 spaces for each dwelling unit.
2. Adopt parking standard similar to the City of SeaTac standard of one stall per studio unit, 1.5 stalls per one-bedroom unit and 2 stalls per two or more bedrooms.

Staff recommends option 2.

REQUESTED ACTION

Hold the public hearing on the proposed changes, review each proposed change, choose an option if multiple choices are given, and make recommendations to the City Council.