



## Staff Report

### Board of Architectural Review for Holden of Southcenter Assisted Living Prepared for the January 10, 2019 Meeting

FILE NUMBERS:	L18-0087 Public Hearing Design Review L18-0081 Special Permission Parking Determination L18-0086 Shoreline Substantial Development
APPLICANT:	Alex Dalzell, Urbal Architecture, LLC
REQUESTS:	Design review to construct a seven-story building for a 122,918 square-foot assisted living community, to include 107 assisted living units, 27 memory care units, and 58 parking spaces.
LOCATION:	112 Andover Park E., Tukwila WA (parcel # 022300-0045)
COMPREHENSIVE PLAN AND ZONING DESIGNATION:	Tukwila Urban Center – Transit Oriented Development (TUC-TOD)
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 issued on October 1, 2018, distributed to owners and tenants of nearby properties and relevant agencies, and posted on the project site. Two comments were received which are described in this staff report. Notice of BAR public hearing was posted on December 27, 2018, mailed to property owners and businesses within 500 feet of the property, and posted on site.
RECOMMENDATION:	Approval with conditions.
STAFF:	Lynn Miranda, AICP, Senior Planner

## ATTACHMENTS:

- A. Design Review Application, dated September 10, 2018
- B. Parking Determination Staff Report, dated November 27, 2018
- C. Parking Determination Notice of Decision, dated December 7, 2018
- D. Shoreline Substantial Development Staff Report, dated December 3, 2018
- E. Shoreline Substantial Development Permit Notice of Decision, dated December 3, 2018
- F. Design Review Narrative prepared by Urbal Architecture, dated September 7, 2018
- G. Tukwila Neighborhood Corridor Standards TMC Figure 18-23
- H. Plan Set dated December 21, 2018

## BACKGROUND

### Vicinity/Site Description

#### **Project Description**

This project seeks to redevelop a 1.14-acre site with a seven-story, 122,918 square-foot assisted living building located at 112 Andover Park E, parcel #022300-0045. The project includes 27 memory care units (Level 2), 107 assisted living apartments (Levels 3-7), 58 surface parking spaces, at-grade amenity spaces, landscaping, indoor and outdoor open space, and frontage improvements. Amenity spaces include a ground floor café, outdoor garden on Level 2, and roof deck on Level 5. The existing one-story building on the site will be demolished. One access point (one-way, entrance only) is proposed off of Andover Park East and two access points are proposed off of Christensen Road (one-way entrance and exit).

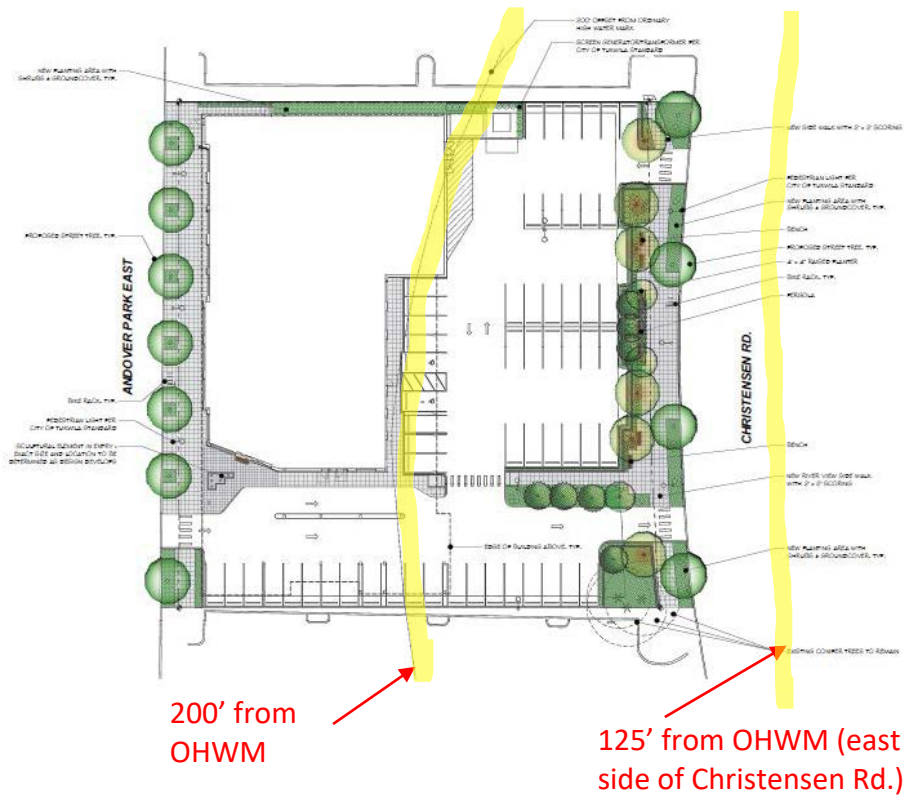
#### **Zoning**

The project is located within the Tukwila Urban Center-Transit Oriented Development (TUC-TOD) zoning district, the area extending from the bus transit center on Andover Park West eastward towards the Sounder commuter rail/Amtrak station. TMC 18.28.040 describes the TUC-TOD district as an area intended to provide a more compact and vibrant mix of housing, office, lodging and supportive retail and service uses. Parking in the district is intended to be accommodated by a combination of off- and on-street parking spaces. The overall structure of the TOD Neighborhood will be characterized by moderate development intensities and building heights. A fine-grained network of streets with pedestrian amenities will increase the walkability of the area.

The Green River is just east of Christensen Road, which puts a portion of the subject property within the 200-foot shoreline overlay jurisdiction.



Site and vicinity



**2 0-Foot Shoreline Jurisdiction Boundary**

**Existing Development**

Existing development on the project site consists of a 17,588 square-foot one-story vacant retail building, originally constructed in 1966, which is proposed to be demolished. The building is primarily surrounded by concrete and minimal landscaping. The 1.14-acre parcel is zoned Tukwila Urban Center-Transit Oriented Development (TUC-TOD). Both Andover Park East (adjacent to the project sites west property line) and Christensen Road (adjacent to the project sites east property line), are classified as Neighborhood Corridor.



Existing site, looking north



Existing site, looking east

**Surrounding Land Use**

Land uses in the nearby area are generally a mix of warehouse, retail, and office uses, with a growing residential population. Land uses immediately adjacent to the property include:

- North: Hotel (Holiday Inn Express)

- West: Retail (Lowe’s Home Improvement)
- South: Office (Fedex)
- East: Green River Walking/Pedestrian Trail

**Topography & Vegetation**

The parcel is generally flat. A grade change of approximately 5 feet exists at the east property line abutting Christensen Road where a rock wall separates the site from the street above. The eastern portion of the site will be partially re-graded to allow vehicular access to Christensen Road.

**Access**

The site currently has two vehicular access points from Andover Park E. There is currently no access off of Christensen Road. The project proposes to keep one of these access points off Andover Park East, located at the southwest corner of the property, and proposes to provide two new access points off of Christensen Road. All proposed access points will be designed for one-way traffic; with an entry point off Andover Park East, and one entry and one exit at Christensen Road.

**DESIGN REVIEW FINDINGS**

**Design Review**

This project is subject to Board of Architectural Review approval under Tukwila Municipal Code (TMC) 18.28.030.D. New residential buildings with more than 50 dwelling units are considered large-scale projects. As a large-scale project, the proposal is subject to TMC Chapter 18.28, and the guidelines set forth in the Southcenter Design Manual. Sections I-III below include a discussion of project consistency with the requirements of TMC Chapter 18.28 including, District Based Standards, Corridor Based Standards, and Supplemental Standards. Section IV is a discussion of project consistency with the Southcenter Design Manual. The standards can be found online at <http://www.tukwilawa.gov/wp-content/uploads/DCD-Planning-TMC-18.28-Tukwila-Urban-Center.pdf> and the Design Manual can be found at <http://www.tukwilawa.gov/wp-content/uploads/DCD-Planning-Southcenter-Design-Manual.pdf>

**I. District-Based Standards**

**Structure Height (TMC 18.28.070):** The maximum building height in the TUC-TOD District is 45 feet, and up to 70 feet with the multi-family height incentive, and 115 feet when incentives for both multi-family and frontal improvements are met. The proposed building is a 70-foot multi-family structure meeting the maximum allowable height. Stair and elevator tower/overrun areas project approximately 9 feet above the 70-foot roof height and are exempted from height limitations per TMC 18.50.080.

Portions of the building are located within the 200-foot shoreline jurisdiction of the Green River, which has a height restriction of 45 feet. The building steps down toward the east; the portion within 200 feet of the Ordinary High Water Mark (OHWM) of the Green River is 41’-6”, in compliance the height requirement in the city’s shoreline regulations in TMC 18.44.

**Maximum Block Face Length (TMC 18.28.080):** The proposed building is in compliance as it does not exceed the 700-foot maximum block face length.

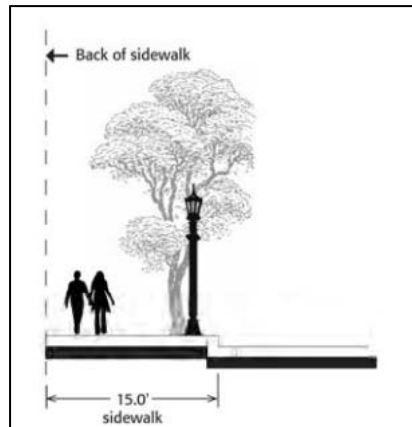
**Side and Rear Setbacks and Landscaping Requirements (TMC 18.28.100-.110):** The proposal meets the 5-foot side and rear yard setback as required in the TOD district. A 5-foot landscaping area is required in side and rear yard setback areas. Both side and rear setback and landscaping requirements may be waived as part of design review if Building and Fire Code requirements are met. The Building Division and Fire Department have reviewed and approved design of the project per applicable Building and Fire code requirements.

## II. Corridor-Based Standards

Both Andover Park East and Christensen Road are designated as Neighborhood Corridors, according to *Figure 18-23* of the Tukwila Municipal Code. See Attachment E for Neighborhood Corridor standards summary sheets.



Existing condition of Andover Park East, looking north



Neighborhood Corridor standard

**Public Frontage Standards (TMC 18.28.150):** Proposed public frontage improvements to both Andover Park East and Christensen Road meet the public frontage standards required for Neighborhood Corridors. The following public frontage standards apply to this project:

- **Minimum 15-foot Public Frontage:** The proposal meets this standard for both the Andover Park East and Christensen Road frontages. The 15-foot public frontage standard requires 15 feet of public frontage in the form of sidewalks and landscaping. On Andover Park East, a combination of sidewalk and street trees within tree wells result in up to 20 feet of frontage. On Christensen Road, varying landscape and sidewalk widths result in the required public frontage. Portions of the sidewalk are tapered down to match the adjoining sidewalk at the recently constructed Holiday Inn. Christensen Road is permitted to include a landscape strip rather than tree wells, because on-street parking is not feasible on Christensen at this time.
- **Street trees, located at the back of curb face:** The proposal provides street trees along both road frontages, located at the back of curb face, which buffer pedestrians from street traffic. Street trees located along Christensen Road generally meet the requirement to be placed at back of curb face, with the exception of trees located at the back of sidewalk where a pedestrian plaza is proposed. On Christensen Road, proposed trees are included in perimeter landscaped areas along with shrubs, groundcover, lights, benches, and a pergola, which create a quality pedestrian environment that meets the intent of the design standards and also creates a more substantial buffer to screen the surface parking lot and project lighting from the river. Per the City's shoreline regulations, the trees, shrubs, and ground cover along Christensen are native species.

- Tree spacing 20-30 feet: Proposed street trees along Andover Park East and Christensen Road are evenly spaced at 30 feet. The proposed tree species and placement have been reviewed by the City’s Urban Environmentalist. The *Fraxinus lotifolia* (Oregon ash) trees proposed along Christensen Road at 30 feet on center have a typical spread of 35 feet. The *Cercidiphyllum japonicum* (Katsura tree) trees are proposed along Andover Park East, and are spaced at 30 feet on center and have a typical spread of 25 feet. A spacing of 30 feet on center is an appropriate spacing for both of these large stature trees to achieve desired tree canopy cover along the corridor. Along Christensen Road, however, a few of these street trees are located at the back of sidewalk rather than the back of curb face, for reasons stated above.
- Pedestrian and vehicular-scale decorative street lighting: A lighting plan was submitted (see Sheet ADR 1.10 of Attachment F). Pedestrian-scale light poles consistent in style to those being installed as redevelopment occurs throughout the TOD district are proposed along both Andover Park East and Christensen Road. In addition, bollard lights are proposed to be installed along pedestrian walkways, and up-lights are proposed at various landscaped areas to highlight vegetation. Additional pedestrian scale lighting is provided in the surface parking lot. The lighting shall be installed along the frontage per the Department of Public Works standard. The project’s proposed lighting fixtures are Dark Sky compliant and screened to control glare.

The stated intent of the Neighborhood Corridor, per *Figure 18-23*, is “to provide an intimately-scaled pedestrian environment within northern Southcenter’s higher density mixed-use neighborhoods, in a ‘complete streets’ setting with on-street parking and bicycles sharing the roadway with vehicles.” The proposed street frontage improvements greatly enhance the streetscapes of the site and provide an appropriately-scaled and safe pedestrian environment. The frontage design also supports the potential for street parking if that option is pursued in the future.

**Building Orientation/Placement & Landscaping (TMC 18.28.160-.190):** The proposed project meets the building and orientation standards. The Neighborhood Corridor standards require building orientation to the street. The primary building entrance is proposed to be located on Andover Park East and the building is oriented this direction with the building placed up to the edge of the sidewalk, with a distinctive building entrance.

While the building is primarily oriented toward Andover Park East, elements of building orientation are also included on the Christensen Road frontage, including a resident entrance facing the street that is recessed and weather protected. Front yard setbacks, parking location, and landscaping are separate requirements that are discussed in following sections.

Per *Figure 18-23* of the Tukwila Municipal Code, the following building orientation standards apply to this project.

- Building orientation to streets/ open space: The building is primarily oriented toward Andover Park East and is designed to create an urban edge along this street. The primary entrance is located at the southwest corner of the building and connects directly to Andover Park East. A secondary entrance is provided facing Christensen Road underneath a cantilevered portion of the building. Per 18.28.160, “where building orientation to streets is required for the applicable Corridor Type, weather protection at least 6 feet in width along at least 75 percent of the face must be provided. The applicant has provided weather protection with steel and glass canopies, located near main entries. The canopies along Andover Park East amount to approximately 217 feet of protection, greater than the required 75 percent. Less than 75 percent is proposed on the eastern façade, although this requirement

is waived as this is not the primary building entrance. This entrance is primarily designed for use by residents.

- **15-foot front yard setback minimum:** The project meets the requirement. Within the Tukwila Urban Center, setbacks are measured from the existing curb face, as right-of-way varies from parcel to parcel. Along Andover Park East, the building is setback 18 feet from the existing curb face. A portion of the sidewalk and street trees required to meet the public frontage requirement are located within right-of-way. On Christensen Road, the building is setback approximately 67 feet from the curb line.
- **On-site surface parking located in side or rear of building:** The proposal meets this requirement for the Andover Park East frontage, but modifications were required for the Christensen Road frontage.

Per TMC 18.28.190.B.3, for a street to be designated as a Neighborhood Corridor, parking between the building and the back of sidewalk is limited to a maximum depth of 63 feet, the width needed for a double-loaded aisle of parking. The building is setback further than 63 feet from Christensen Road. The width of the site is narrow, and is further constrained by the shoreline jurisdiction which covers the eastern half of the site, which requires a maximum height of 45 feet. These constraints make it difficult to locate a building on-site that is consistent with the underlying zoning’s maximum parking depth requirements and the shoreline height regulations while furthering the goals of the Southcenter Plan’s TOD District for increasing the amount of higher density redevelopment. Consequently, the project exceeds the maximum 63-foot depth limitation for surface parking of the underlying zoning but mitigates the impact by constructing a wider sidewalk and landscape area on Christensen to screen the shoreline from the parking area and create a more continuous and improved sidewalk amenity.

Overall, the proposed building location and parking location provides a balance between the zoning requirements on the site and protection of the adjacent shoreline.

- **15-foot front yard landscaping minimum:** Along, Andover Park East, the applicant is providing 18 feet of public frontage inclusive of sidewalk area and street trees. Along Christensen Road, some landscaped areas are up to 13 feet in width and the combined sidewalk/landscape frontage areas are 22 to 28 feet. Per 18.28.160, the requirement for 15 feet of streetscape landscaping has been waived because the public frontage has been built to the corridor standard.

**Architectural Design Standards (TMC 18.28.200)**

Neighborhood Corridor Architectural Design Standards	Design Response		
	Acceptable	Partial	Not Applicable
<b>Façade Articulation Increment</b>			
Residential maximum – 30 ft.	X		
Major vertical modulation maximum – 120	X		
<b>Ground Level Transparency</b>			
Neighborhood Corridor Commercial-use minimum – 50%			X

Table 1: Architectural Design Standards for the Neighborhood Corridor

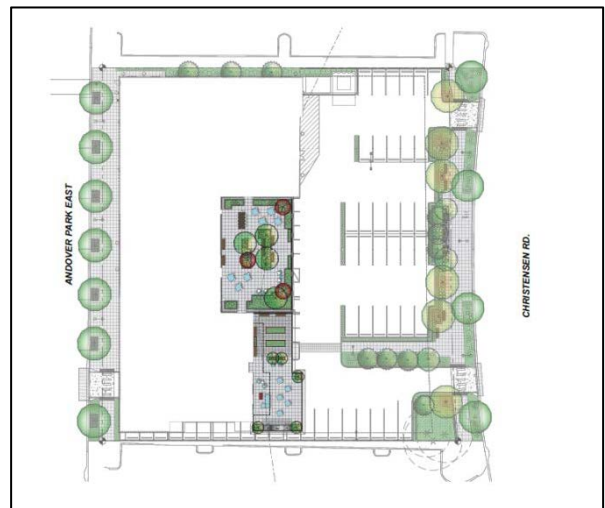
### III. Supplemental Standards

**Special Corner Feature (TMC 18.28.220):** The building has two frontages; Andover Park East and Christensen Road. The site is located midblock on both streets between Tukwila Parkway and Baker Blvd. As such, the building is not required to incorporate a special corner feature to emphasize the building at an intersection.

**Landscaping Types and General Landscaping Requirements (TMC 18.28.230-.240):** Front yard landscaping requirements along Andover Park East and Christensen Road include 15 feet of streetscape. Public frontage improvements are proposed to be constructed along both Andover Park East and Christensen Road, to consist of a combination of landscaping and sidewalk areas. Parking lot perimeter and internal landscaping is proposed.

Along Andover Park East, the proposed configuration and width of the public frontage meets the Neighborhood Corridor Standard (see Attachment E). Proposed planting species and spacing have been reviewed by the City’s Urban Environmentalist. The Neighborhood Corridor Standard requires tree spacing of 20 to 30 feet depending on species. Sheet ADR L1.00 of Attachment F shows trees and groundcover at 30 feet on center. The *Cercidiphyllum japonicum* (Katsura tree) trees proposed at 30 feet on center on Sheet ADR L1.00 of Attachment F have a typical spread of 25 feet. A spacing of 30 feet on center is an appropriate spacing for this large stature tree to achieve desired tree canopy cover along the corridor. The *Fraxinus lotifolia* (Oregon ash) have a typical spread of 35 feet and are also a large stature tree where a spacing of 30-feet on center is appropriate.

Plantings along Christensen Road include *Fraxinus lotifolia* (Oregon ash) trees, *Acer circinatum* (Vine maple) trees, and *Tsuga mertensiana* (Mountain Hemlock) trees. The total tree coverage exceeds that which would otherwise have been planted at the Neighborhood Corridor Standard, and provides additional buffering of the shoreline from the proposed development. A modification is proposed to place street trees behind the sidewalk rather than at curb face. This modification meets the intent of the Neighborhood Corridor in providing an “intimately-scaled pedestrian environment”, due to the provision of pedestrian amenities designed to create a pedestrian plaza area, as shown on Sheet ADR L1.00 of Attachment F. These amenities include benches, a bike rack, and a pergola, as well as the creative landscape features including landscape block walls, raised planters, and planting areas with additional native shrubs and groundcover. Staff recommends approving the modifications to the frontage requirement to allow for the provision of additional landscaping to serve as a buffer to the shoreline and to compensate for the modification to the internal parking lot landscaping requirements discussed below.



Proposed landscaping (including courtyard areas)

The proposed parking lot includes space for 58 vehicles. A minimum of 20 square feet of internal parking lot landscaping is required for each parking stall. A five foot perimeter landscape setback is to be provided from the Corridor back of sidewalk. A total of 2,670 square feet of parking lot landscape area is provided. Surface parking lots are required to be set back a minimum of five feet from the Corridor back of sidewalk. In order to allow the building to be setback as far as possible from the



shoreline 200' buffer, the parking area, which otherwise would have to have been constructed as one double loaded drive aisle between the building and street, was reconfigured to accommodate pushing the building away from the shoreline and towards Andover Park East (which also serves to create an "intimately-scaled pedestrian environment").

Per TMC 18.28.240.4, all required plantings are shown as served by a permanent automatic irrigation system, except for the proposed parking lot landscape island. As a condition of approval, irrigation must be added to this area. Per TMC 18.28.240.B.3, the project must meet the requirement to provide "CU" soils for trees and plants planted in sidewalks and parking lots.

#### *Landscape Modifications*

A modification is requested for complying with the parking lot landscaping. The proposal does not provide landscape islands that meet the minimum 100 square-foot requirement, including the requirement for one large or two medium canopy trees per every 100 square feet of landscape island. However, this is offset by enhancing the parking lot perimeter with additional landscaping and receiving credit for retaining significant trees (see Sheet ADR L1.06 and ADR 3.00).

The perimeter modification request meets the following criteria contained in TMC 18.52.100.B and may be approved, as:

- i. The modification does not reduce landscaping to the point that activities on the site become a nuisance to neighbors; and
- ii. The modification does not diminish the quality of the site landscape as a whole; and
- iii. The modification more effectively screens parking areas. In this case, the parking lot is more effectively screened from the Green River Trail and pedestrian area.

Using the criteria in TMC 18.52.100.F, credit for retained significant trees may be counted towards the project's required landscaping as:

- i. A certified arborist has assessed the three large Leyland cypress trees in the southeast corner of the site as in "good" health and structural condition; and
- ii. Retention of the trees support the Tukwila Urban Center Comprehensive Plan urban tree canopy goals and policies; and
- iii. A financial assurance will be posted based on 50% of the value of the retained trees to ensure tree replacement should the retained trees be damaged or die as a result of construction impacts. The financial assurance shall be retained for three years; and
- iv. The value of the trees to be retained, as determined by the certified arborist, shall be posted on the tree prior to site preparation and retained throughout the construction of the project.

**Open Space Regulations (TMC Table 18-4, TMC 18.28.250):** The project exceeds the required amount of open space, and generally meets or exceeds the requirements of this section of the code. The required amount of open space for residential projects is equal to 10% of the residential unit floor area, and may be any combination of common or private open space. The gross floor area of residential unit floor area is 83,800 square feet. Based on this square footage, 8,380 square feet of open space is required. The open space provided on site is a combination of outdoor and indoor common Outdoor open space includes a 3,065 square foot memory care garden on Level 2 and a 1,945 square foot landscaped patio on Level 5. Indoor amenity spaces are proposed on Levels 1, 2 and 5, and include a living area, wellness center, discovery room, , and a multipurpose space, totaling approximately 5,900 square feet. The overall combination of outdoor and indoor spaces is approximately 8,900 square feet, which exceeds the minimum open space requirement.

**General Parking Requirements and Guidelines (TMC 18.28.260-.270):** The proposed project provides 58 total parking stalls. Table 18-5 of the TMC lists parking requirements for several common

land uses. However, the required number of parking stalls for assisted living and memory care units are not specified by the City's parking regulations. For uses not specifically mentioned in Table 18-5, the parking requirements are to be determined by the Department of Community Development Director as a Type 2 Special Permission decision (City file number L18-0081). Based on the analysis within the Special Permission Parking Determination, it was determined that 0.43 parking spaces per dwelling unit are required. With 134 total units, 58 parking stalls would be required. The proposed project meets this requirement. A complete discussion of the applicant's Special Permission request, project consistency with decision criteria, and staff recommendations are included within the Special Permission Parking Determination in Attachment B.

A total of 6 covered, ground-level bicycle parking spaces are required per code. Bike storage for six bicycles is provided under the covered portion of the parking lot on the east side of the building, as depicted on Sheet ADR 1.00 in Attachment F.

A maximum of two one-lane curb cuts are permitted for each 500 linear feet of street frontage. Two one-lane curb cuts are proposed on Christensen Road to provide entrance and exit to the site. On Andover Park East, a single, one-lane driveway is proposed to provide entrance to the site. All vehicles exiting the site would exit onto Christensen Road. The sidewalk detail for driveway areas conforms to TMC 18.28.260.C.1.c, which requires the curb cut design for driveways on Neighborhood Corridors to match the height of the sidewalk to ensure that the sidewalk stays at a consistent grade for pedestrians.

A minimum 6-foot hard-surfaced walkway is provided through the parking lot to the main entrance and connecting Andover Park East and Christensen Road, in accordance with TMC 18.28.260.D.5.

The trash and recycling area for the project is proposed within the first level of the building, where it will not be visible from the public realm.

**Site Requirements (TMC 18.28.280):** Pedestrian access points to the building are provided at the main entrance to the building at Andover Park East, and via a pedestrian walkway through the parking lot to the main entrance from Christensen Road, meeting the intent of TMC 18.28.280.A.2. The pedestrian walkway is distinguished from the parking area it crosses through the use of decorative scored concrete. This walkway provides a connection from Andover Park East to the Green River which previously did not exist. A recommended condition of approval has been included in this staff report that signage is provided indicating the public nature of the walkway and its connection to the river.

Lighting is provided in accordance with TMC 18.28.280.B at the building entrances (with decorative sconces), recessed lights spaced approximately every 12 feet within the covered parking area, wall sconces along the perimeter of the building, pedestrian bollard lights within the pedestrian walkway and seating areas, and pedestrian light poles within the parking lot and along Andover Park East and Christensen Road. Mounting height does not exceed 14 feet for building mounted lights and 20 feet for pole mounted lights as is prescribed within the TOD District.

A 24-inch tall landscape block wall is proposed along the east boundary of the parking area to resolve an existing topographic change of approximately 5 feet between the sites eastern and western boundaries. The garbage and recycling facilities are proposed inside the ground floor of the building, screened from the public realm. Mechanical equipment such as a transformer and emergency generator are proposed to be screened by landscaping and a wooden screening fence.

## 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 Director or Board of Architectural Review will decide whether to approve, approve with conditions 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 maker in determining whether the project meets the Design Criteria.

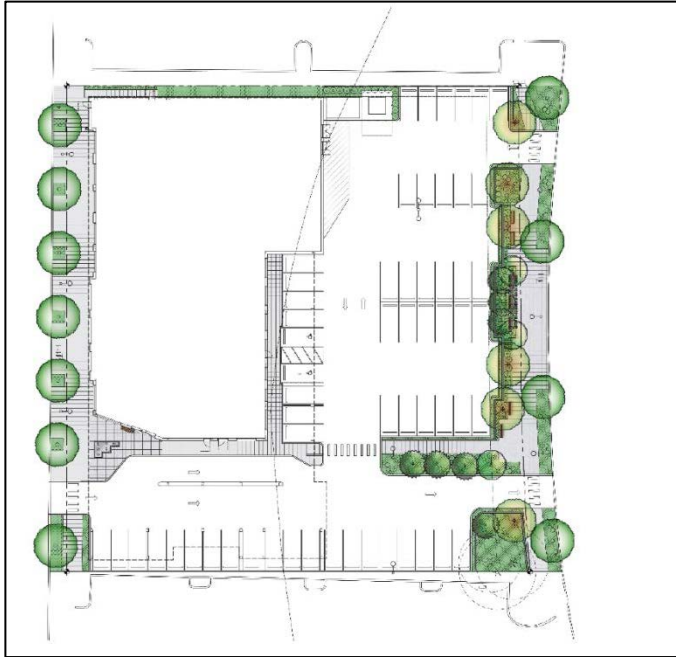
### A. *Site Design / Elements*

#### 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. The design of the site is sensitive to the context of the site, including orientation to both streets, connection to the Green River, compatibility with surrounding developments, and pedestrian-friendly perimeter landscaping.

The site must comply with both the Tukwila Urban Center and the Shoreline design criteria, and the applicant had to strike a balance between the two codes, with priority given to meeting the requirements of the Shoreline Jurisdiction, which is state mandated. The eastern portion of the site is within the 200-foot shoreline jurisdiction, and as such the building was located at the western portion of the site to ensure it would comply with the 45-foot building height maximum in the area between 150 and 200-feet of the OHWM.



Proposed site design

Although an increased setback from Christensen Road was necessary, the site design still provides orientation toward the Green River in accordance with shoreline design requirements. The east side of the building enhances views to the river with windows and patios. The site also provides enhanced pedestrian access from Andover Park East to the riverfront park area.

Other project features that meet the design criteria include:

- Street trees located on both site frontages, spaced at 30 feet on center, and located in tree pits to provide potential for street parking in the future.
- A landscaped pedestrian connection proposed along the southern side of the lot, linking Andover Park East to the Green River Trail and riverfront.
- Densely vegetated landscaping along Christensen Road that creates a buffer and provides an amenity to the community as well as the riverfront ecosystem.
- A “step-down” tiered massing of the building facing the Green River.
- Similarity in scale and building materials with recent redevelopment projects in the vicinity.

## 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 trash and recycling facilities are fully located within the building and all mechanical equipment is housed internally. Large rooftop mechanical units will be screened in accordance with the design guidelines. The utility areas, loading zones and trash pickup have been consolidated in one area on the east end of the building to be as discrete as possible. Vehicular access will be a one-way entrance off of the Andover Park East, and will exit onto Christensen Road in the east, which is a dead-end street.

### 3. Lighting

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

The project meets the design criteria. The applicant submitted a lighting plan that includes seven different types of exterior lights and pedestrian-oriented street light poles. The light fixtures are modern, appropriately spaced (per public works criteria), and complement the building as well as improve the street level pedestrian-experience. The project's proposed lighting fixtures are Dark Sky compliant and screened to control glare.



Proposed bollard light, pedestrian light pole, and sconce light

Other project features that meet the design criteria include:

- Exterior can light fixtures located at entry canopies.
- Bollard fixtures to illuminate designated pedestrian paths.
- Pedestrian-scaled lighting in the surface parking lot.
- Pedestrian-oriented street light poles on Andover Park East and Christensen Road frontages.
- Exterior wall sconce lights along building base to illuminate ground-level brick portions of façade.
- Lighting placed in landscape strips to illuminate sidewalks. Some uplights will be placed in areas that highlight vegetation.

### 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 project meets the design criteria. To soften the appearance of walls, a variety of materials are used, such as masonry. The use of varying materials also creates a clear cap and base treatment to the walls. The transformer/generator in the north of the site will be screened by a vegetated hedge and a slatted wood fence. The site does not include any security fencing, and refuse and mechanical areas are either enclosed in the building or located out of sight.

## 5. Open Space

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

The project meets the design criteria. The proposal includes common open space via a 5<sup>th</sup> floor deck and an internal courtyard area located on Level 2, which can be used by residents for outdoor seating, relaxation and community gatherings. The Level 2 courtyard is intended for memory care residents. At the perimeter of the site, landscaped pedestrian paths use an attractive stamped concrete pattern, and include amenities such as street trees, pedestrian scale lighting, benches, bike racks, and a pergola. The Christiansen Road frontage provides more pedestrian space than the Andover Park East frontage, and transitions well to the Green River Trail to the east.



Examples of amenities for use in public and private open space areas

## B. 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 building has a clear and prominent front entrance facing Andover Park East, with a recessed front entrance that connects to the public sidewalk, and canopies, brick columns, and a sculpture feature. The building is located and oriented toward Andover Park East to create a clear urban edge. Facing Christensen Road, the building is setback with tiered modulation, and “steps down” toward the Green River. On this side, greater perimeter landscaping is provided, which creates a softer edge along the more natural environment. The scale of the building is appropriate given the surrounding urban context and similar buildings in the area.

### 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 building is oriented toward Andover Park East, where there is a prominent entrance that is clearly discernable to the public. The entrance is recessed with a porte cochere that connects directly to the street. The entrance is highlighted by a large canopy and at ground level uses different, lighter materials and special paving that welcome pedestrians from the street. On the Christiansen Road side, similar features are used, such as wrapped canopy with signage and brick columns, however the design is more subtle and promotes use by residents rather than the public.



Primary entrance on Southwest corner of building

### 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 project meets the design criteria. At the base, distinct brick materials are used at the first two floors to "anchor" the building. Although the base level is not commercial in nature, certain design features mimic a commercial environment that is distinct from the residential look of higher floors. High levels of transparency are used at the ground level for a more pedestrian-scaled environment. The southwest corner is chamfered to allow for a pedestrian loading area and entry at ground level. Above the first two floors, a cornice with a wood soffit is used to transition to the next levels of the building, where fiber cement panels and cedar materials are divergent from the ground-level brick cladding. The building provides a high amount of modulation, cornices, and a 5<sup>th</sup> floor deck to add variety to the appearance of these levels. A similar wood soffit and architectural concept is present at the top of the building.

#### 4. Corner Treatments

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

The building has two frontages on opposite sides, and is not located at an intersection, so the corner treatments as defined in the design guidelines are not applicable to this building. Still, some corner features are present. The main entrance located at the southwest corner of the building is chamfered and adjacent to a vehicular drive-thru and a pedestrian walkway through the site. Windows at the corner of the building have a slightly different pattern and trim.

#### 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. Both Andover Park East and Christensen Road are Neighborhood Corridors, which require at least three design features spaced at a 30-foot interval. The applicant has provided the following:

- Fenestration patterns: The largest windows are located at the base of the building to increase transparency to the street front providing sightlines into and out of the building. On residential floors, repeating windows are used that balance daylight with energy efficiency. The appearance of the repeating windows is improved through the use of fiber cement panel window trim, and 3-foot vertical modulation.
- Vertical modulation: The building façade utilizes multiple 3-foot insets which are discernable by a change in material from white fiber cement panel to wood at the reveal walls.
- Change in roofline form: On the façade facing Christensen Road, a “stepping skyline” concept is used. Overall, a change in parapet is used to create a distinct roofline.
- Change in building material: In coordination with the creation of a “top” and “base”, varying building material and siding is used. The changes in materials also correspond with vertical and horizontal building modulation.



Southwest perspective from Andover Park East



Northeast perspective from Christensen Road



The project complies with major vertical modulation design guidelines and requirements. On the east side, the building stepbacks and projections are at least 10-foot deep and 20-foot wide. On the west side, a contrasting vertical design is created by a 3-foot modulation and a change in material. This element extends from the ground floor to roofline, at which point the modulation incorporates a change in the cornice and roofline treatment.

## **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. Because the proposal is for a residential building, 6 (two details from each category) listed details and elements at a 30-foot articulation increment must be present along any street-facing façade. The applicant has provided the following:

- Window and/or entry treatment: The proposal provides elements (a) and (e).
  - (a) Display windows divided into a grid of multiple panes: The largest windows are located at the storefront level to provide transparency
  - (e) Recessed Entry: The main entry to the building is recessed
  
- Building elements and façade details: The proposal provides elements (a) and (c).
  - (a) Custom-designed weather protection element: Steel and glass canopies are present at the main entries.
  - (c) Decorative building-mounted light fixtures: Decorative wall sconce light fixtures are provided across the streetscape to provide accent lighting at brick portions of the building. A different sconce fixture is used at the building entries for wayfinding purposes.
  
- Building materials and façade elements: The proposal provides elements (a) and (c).
  - (a) Use of decorative, high quality building materials: A materials board was submitted showing the use of high quality brick, concrete, and wood.
  - (c) Decorative kick-plate, pier, beltcourse, or other similar features: Brick is used at the building base which is broken up by storefront glass that sits on a concrete curb. Wood is used for soffit and building modulation to create a tactile and natural material palette.

## **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 applicant submitted a materials board showing high-quality wood, brick and cement paneling. The color pallet uses dark earth tones and was chosen to give the materials a natural look. The colors are warm and subtle, which allows the

building compatibility with both the urban and natural surroundings.

Other project features that meet the design criteria include:

- Ivory-colored fiber cement paneling that is modest in appearance and provides a backdrop to building accents and building features.
- Brick material at the base of the building to provide a distinct, textured look at the pedestrian level.
- Vertical and horizontal modulation made of cedar wood.
- Metal wall paneling to provide additional contrast.
- Fiber cement panel window trim.

## **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.*

The project meets the design criteria. The architectural concept includes varying window patterns and types of vinyl and trim depending on location. At the ground floor level, the project utilizes large aluminum storefront windows. These windows provide over 50 percent transparency from the street, as well as trespass of natural light. The ground floor windows are more prominent than the residential windows on higher floors, and provide a “base” that is distinct from the rest of the building.

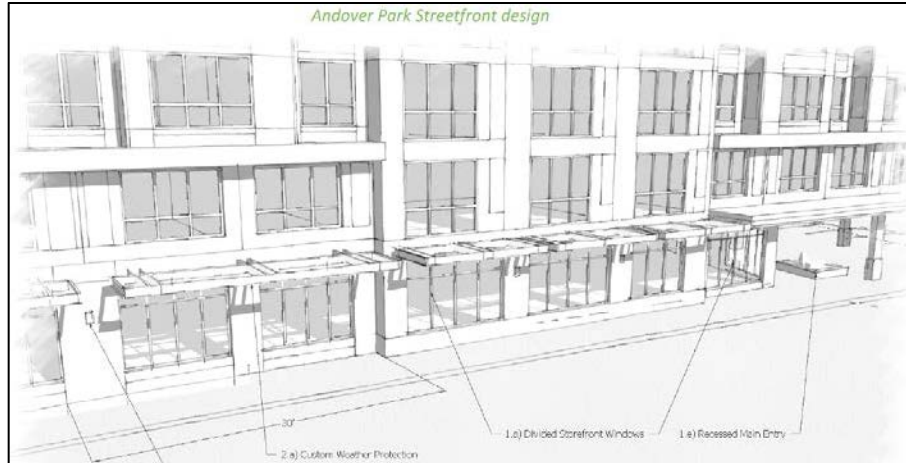
Other project features that meet the design criteria include:

- Use of second floor black vinyl windows that complement the storefront windows below.
- Use of brick window base trim on the second floor.
- Use of fiber cement panel window trim along repeating residential windows and 3-foot vertical modulation.
- Window placing designed to break up blank walls and provide natural daylight to rooms.

## **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.*

Weather protection features are designed as an architectural element and are provided at all major entrances. The primary building orientation is located at the southwest corner facing Andover Park East where steel and glass canopies are provided along approximately 217 linear feet, greater than the required 75 percent. Both the primary and secondary entrances are located underneath cantilevered portions of the building. The canopy design includes black metal that complements the black vinyl storefront windows.



**Andover Park street front design**

**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.*

All four facades incorporate architectural features to soften the appearance of and add variety to walls. The west and east street-facing facades include doors, windows, canopy elements, and vertical modulation. On the north side of the building, large expanses of blank walls are treated using vertical trellises with climbing vines and additional landscaping to in a 5-foot wide planting strip. Along the south side, a pedestrian path passes by a chamfered corner with windows and southwest facing main entrance.

**11. Parking Structures**

*Design parking structures which are part of a new development to be architecturally consistent with exterior elements of the primary structure, including roof lines, façade design and finish materials. Design ground floors of parking structures that front on Tukwila Pond or public streets in the TOD and Pond Districts to accommodate future office, retail, or residential uses.*

Not applicable; no parking structures are proposed.

**V. Public Comments**

A Notice of Application was distributed by mail on October 1, 2018 to owners and tenants of properties within 500 feet of the project site, as well as agencies that may have an interest in the project. The Notice of Application was also posted on the project site. Public comments were received during the Notice of Application period from Karen Walter of the Muckleshoot Indian Tribe Fisheries Division and Stephanie Jolivette of the Washington Department of Archaeology and Historic Preservation (DAHP). These are included in the Shoreline Substantial Development Permit Staff Report found in Attachment C. Comments and the applicant’s responses are summarized below:

1. Ms. Walter commented that the non-native trees and shrubs within the regulated shoreline area should be replaced with native species. The applicant has revised the landscape plan to include native species in planting areas within the shoreline jurisdiction.

2. Ms. Walter was concerned that lighting on the eastern project site avoid indirect lighting to the Green River and reduce contributions to nighttime sky lighting conditions. She commented that the lighting plan, in combination with the replacement trees, should ideally reduce current artificial lighting effects over existing conditions and, at a minimum, not make them worse. She also suggested that native conifer trees, such as Western Hemlock, Douglas Fir, or Western Red Cedar be substituted in the landscaping on Christensen Road to help with lighting screening.

The applicant responded that site lighting has been designed to meet the requirements of section 18.44.070.C.4 of the Tukwila Municipal Code. The design has considered both the requirement to reduce the light spillover off the site and to meet the minimum lighting requirement for the parking lot and public right of way. The proposed lighting is Dark Sky Compliant and screened to control glare. The landscape plan has been revised to include Western Hemlocks, as suggested, to screen project lighting.

3. Ms. Jolivette notified staff that according to the DAHP predictive model, the project is located in an area determined to be of very high risk of containing archaeological resources. She requested professional archaeological monitoring of all ground disturbing activities on the site. Prior to ground disturbance, a professional archaeologist should develop a monitoring plan which includes an Inadvertent Discovery Plan. She also recommends consultation with the concerned Tribes' cultural committees and staff regarding cultural resource issues.

The applicant has engaged an archaeologist to prepare the on-site monitoring plan and inadvertent discovery plan. As a condition of approval of the shoreline substantial development permit, before the building permit is issued, the applicant will provide both the site monitoring plan and the inadvertent discovery plan as a formal memo to city staff. The monitoring plan must also be delivered to DAHP and shared with any concerned tribes.

## **CONCLUSIONS**

### **I. District-Based Standards**

Proposed use, structure height, maximum block face length, and setback requirements are in compliance with the Tukwila Urban Center-Transit Oriented Development standards.

### **II. Corridor-Based Standards**

Both Andover Park East and Christensen Road are designated as Neighborhood Corridors. The project was reviewed for consistency with Neighborhood Corridor Standards in Tukwila Municipal Code Figure 18.23. The proposed project meets the requirements for public frontage standards along Andover Park East and Christensen Road, including configuration, width, landscaping, and street lights.

The proposal meets Building Orientation/Placement and Landscaping standards regarding building orientation, weather protection, minimum front yard setbacks, and front yard landscaping. Due to the constraints of a maximum building height of 45-feet within 200-feet of the OHWM of the Green River on the eastern half of the site, a modification was made to locate the bulk and taller portions of the building adjacent to the back of sidewalk on Andover Park East. This has resulted in the amount of parking between Christensen Road and the building to exceed the maximum double loaded aisle of parking permitted for development fronting a Neighborhood Corridor. To mitigate the visual impacts of the surface parking on the shoreline, the applicant's proposal increases the amount of parking lot

perimeter landscaping on the east side and a small pedestrian plaza on Christensen Road. This modification allows the type of mixed use urban development envisioned for the TOD area, provision of adequate parking, compliance with height requirements of the shoreline jurisdiction, and creation of an urban, pedestrian-friendly street frontage along Andover Park East and an amenity for the residents and the public on Christensen Road.

The proposal meets Architectural Design Standards including façade articulation increment of 30 feet, major vertical modulation maximum of 120 feet, and minimum and ground level transparency. As a residential building, the ground level transparency minimum of 50% would not apply, however the proposal provides significant transparency (greater than 50%) along Andover Park East. Less ground level transparency is provided on the eastern frontage, however, the property does not directly abut the street.

### **III. Supplemental Standards**

The proposal meets the requirements for general landscaping, parking and site design, and open space requirements.

The following modifications are requested to depart from the supplemental standards including:

- Internal parking lot landscape island requirements are not met. A smaller island (2-foot wide) with less landscaping than required is provided at the end of the parking stalls. The proposed modifications include enhancing the parking lot perimeter with additional landscaping and receiving credit for retaining significant trees. Approval of the proposed modifications is recommended, as they comply with the criteria in TMC 18.52.100.B and F. The applicant will need to:
  - Prior to building permit approval, provide a certified arborist’s assessment of the valuation of each tree to be retained; and
  - Prior to building permit approval, post a financial assurance based on 50% of that valuation to ensure tree replacement should they be damaged or die as a result of construction impacts; and
  - Post the valuation of the tree to be retained on the tree prior to site preparation and retain the posting throughout the construction of the project.

All of the required plantings are shown to be served by a permanent irrigation system, except for the proposed parking lot landscape island. A permanent irrigation system for the plantings in this island will need to be provided.

Street trees are required to be located on the back of curb face, however a modification is requested to place some of the required street trees at the back of sidewalk. This modification is recommended, as it helps create an enhanced pedestrian plaza area with planter boxes, benches, and a pergola. The proposal exceeds the minimum number of trees that would otherwise be provided through strict adherence to this standard.

The site provides an enhanced public connection from Andover Park East to the Green River. A recommended condition of approval has been included in this staff report that the applicant provide signage which indicates the public nature of this connection.

### **IV. Southcenter Design Manual**

#### **A. Site Design Elements**

The proposed site layout, landscaping, open space, and other design elements create a cohesive design that meets the intent of the Design manual, which 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.”*

Services areas are either enclosed or screened from view. Vehicular circulation and surface parking is located in the side and rear of the building; creating an attractive pedestrian-oriented frontage along Andover Park E. A porte cochere is added for drop-offs by the main entrance. A pedestrian path through the site connects Andover Park E. with the Green River Trail, and includes design cues to avoid conflict with vehicular circulation.

The site lighting includes pedestrian-scale poles designed to promote safety. Along exterior facades, lighting accentuates entry canopies and ground level facades. Various up-lights and bollard lighting improve the appearance of landscaping and pedestrian areas.

The landscaping concept on the site provides screening but also acts as a unifying feature between the site and the natural environment to the East. Public open space is provided in landscaped areas along the site perimeter, and is enhanced through pedestrian-scale lighting, stamped concrete, and benches. Much of the open space on the site is for common use by residents, within a 5th floor deck and internal level-2 courtyard area, which includes areas for relaxation and gatherings.

## **B. Building Design**

The proposed building achieves a more modern design than many of the buildings located along Andover Park E., and provides architectural design and scale that is compatible with newly redeveloped properties in the area.

Building details and elements, materials and colors, and window treatments used in the project meet the design criteria. The renderings show an architectural concept that achieves variety in form and materials that provide visual appeal, as well as design details that highlight important design elements on the building and the site. At the base level, an attractive brick material is used to anchor the building, along with prominent entrances and ground-floor windows. The overall building façade includes ample vertical and horizontal modulation, and a change in materials or features that indicate a “base” and “top”. Building details such as high quality materials, decorative kick-plate, and sconce lighting are present. At the request of the city, landscaped trellises and window patterning was added to the north façade to screen a large expanse of blank wall.

Overall, the proposal demonstrates an architectural theme that provides character and compatibility with surrounding buildings in the TUC-TOD district, while meeting the functional requirements of an assisted living facility.

## **RECOMMENDATIONS**

Staff recommends approval of the Design Review application, including the proposed landscape modifications meeting the criteria set forth in TMC 18.52.100, with the following conditions:

1. Prior to building permit approval:
  - a. A certified arborist shall determine the value of the three Leyland cypress trees to be retained on-site.

- b. A financial assurance will be posted based on 50% of the value of the retained trees to ensure tree replacement should the retained trees be damaged or die as a result of construction impacts. The financial assurance shall be retained for three years.
2. The following shall be shown on revised plans submitted and reviewed administratively as part of the building permit application submittal:
  - a. A note on the Landscape Plan stating that “The value of each of the three trees to be retained on-site shall be posted on the trees prior to site preparation and retained throughout the construction of the project.”
  - b. Per TMC 18.28.240.B.4, a permanent irrigation system for the parking lot landscape island shall be provided.
  - c. Signage shall be provided indicating the public nature of the walkway connecting Andover Park East to the Green River. A detail of the required signage and posting location shall be provided.

## **INFORMATIONAL**

1. All monument or wall signage will require a separate sign permit and will be reviewed at that time for compliance with the Tukwila sign code (Title 19).
2. Applicant shall ensure that the project meets Fire Department requirements regarding hydrant spacing and turning radii, and these shall be reviewed as part of the building permit review.