



Department of Community Development – Jack Pace, Director

Staff Report to the Board of Architectural Review Pacific Northwest Regional Council of Carpenters Headquarters

Prepared September 15, 2020

Hearing Date:	August 27, 2020
File Number:	L20-0023 Design Review
Associated Permits:	E20-0003 SEPA Decision L20-0006 Lot Consolidation
Applicant:	PNWRCC (Tom Rieger)
Request:	Construct a three-story, 36,600 square feet office building with a rooftop patio. The project will be completed with a new parking lot, site lighting, storm drainage, frontage improvements and landscaping.
Location:	5119 S 151 st ST, 15102 51 st Ave S Parcel #s 9844400035, 9844400045
Comp Plan and Zoning	Office (O)
Designation.	Office (O)
Environmental Review:	Determination of Non-Significance provided August 4, 2020.
Public Notice:	Notice of Application was posted on site and mailed to surrounding property owners, tenants, and agencies with jurisdiction on March 18, 2020. Notice of BAR public hearing was posted onsite and mailed to property owners and tenants within 500 feet of the property and agencies with jurisdiction on September 10, 2020.
Public Comment:	A series of comments were received by neighboring property owners Greg and Vanessa Zaputil. Their comments along with responses from the applicant are included as Attachment G.
Recommendation:	Staff recommends approval of L20-0023 Design Review with conditions.
Staff Contact:	Max Baker, Senior Planner

- D. Building Renderings
- E. Building Elevations
- F. Building Height Diagrams
- G. Public Comments Provided by Greg and Vanessa Zaputil and Responses Provided by Applicant

FINDINGS

PROJECT BACKGROUND

On behalf of the Pacific Northwest Regional Council of Carpenters Headquarters, Tom Rieger submitted a Design Review application and SEPA application to construct a three-story, 36,600 square foot office building. The project will be completed with a new parking lot, site lighting, storm drainage, frontage improvements and landscaping. Preparation for this site will include the demolition of two existing vacant single-family homes. A lot consolidation to combine APN# 9844400035 and APN# 9844400045 is also in progress under file L20-0006.



Fig. 1: Proposed Site Plan

ZONING

The site is located within the Office (O) zoning district. Adjacent properties to the east and south are also zoned Office; they are developed with a single-family residence, a duplex, a triplex, and an office building. The properties to the east are improved with single family residences. The properties to the south are developed with commercial buildings. The properties to the west are zoned Low Density Residential (LDR) and improved with single family residences.



Fig. 2: Site and Surrounding Zoning

EXISTING CONDITIONS

The site is developed with two single family residences that are currently vacant; they will be demolished in preparation for the project.

The site is moderately vegetated; most of the existing vegetation is unhealthy according to the tree evaluation provided through SEPA review E20-0003. Most vegetation is proposed for removal prior to construction; the report recommends 88.9% of existing trees should be removed due to poor health, poor structure and lack of wind firmness. Revegetation is proposed as part of the development in accordance with Tukwila Municipal Code landscaping standards.

Class 2 and Class 3 steep slopes exist throughout the site but are largely located adjacent to 51st Ave S; they are steepest adjacent to the roadway and decrease moving east (see Fig. 3). No wetlands, streams, or associated buffers are located on the site.





Fig. 4: Existing conditions looking southwest along S 151st St towards 51st Ave S



Fig. 5: Existing conditions looking southeast from intersection of 51st Ave and S 151st St

DEVELOPMENT STANDARDS- OFFICE (O)

The following development standards apply to projects within the Office zoning district; project compliance follows each standard:

- Setbacks, minimum:
 - Front: 25' Complies
 - Second Front: 12.5' Complies
 - Sides: First Floor 10', Second Floor 20', Third Floor 30' Complies
 - Rear: 10' **Complies**
- Height, maximum: 3 Stories or 35' **Complies.** The site is significantly sloped, requiring the use of an "Average Grade Plane" to determine the height at a given point. While the project contains four separate floors, no part of the structure along the grade plane contains more than three stories, see Fig. 6.



Fig. 6: Building height along average grade plane.

- Off Street Parking, Office: 3 per 1,000 sq. ft. usable floor area, 78 required for 25,938 sf building. Complies.
 85 stalls proposed.
- Landscaping:

- Front: 15' Complies
- Second Front: 12.5'- Complies
- Side: 5' **Complies**
- Rear: 5' Complies
- Parking Lot Landscaping: 20' per stall adjacent to street; 15'per stall if parking is placed behind building – Complies. 85 parking stalls proposed, requiring 1,275 sf of interior landscaping; 3,900 sf provided.

DESIGN REVIEW

This project is subject to Board of Architectural (BAR) design approval under the Office Design Review Section of the Tukwila Municipal Code (TMC 18.18.070). The project is subject to design criteria included in Chapter 18.60.050.

Commercial and Light Industrial Design Review Criteria is separated into five sections. Within each section are a number of criteria, covering such issues as pedestrian and vehicular circulation, architectural relationships, building design, and landscaping. Design Review Criteria explain 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.

1. RELATIONSHIP OF STRUCTURE TO SITE

• The site should be planned to accomplish a desirable transition with streetscape and to provide for adequate landscaping and pedestrian movement:

The project will provide a direct pedestrian connection from S 151st St to the main building entrance. A 6' sidewalk will run the length of the property along S 151st St, connecting to an interior sidewalk that will provide safe, ADA compliant access to the north and south building entrances. A 20' landscaping area consisting of 15' of Type I landscaping and 5' ornamental grass is provided along S 151st St. Nine street trees consisting of three different species (American Hophornbeam, Forest Green Oak, Emerald Sunshine Elm) are proposed; four on S 151st St and five on 52nd Ave S.

• Parking and service areas should be located, designed and screened to moderate the visual impact of large paved areas:

The proposed project's site design and landscaping effectively conceals the parking area. A large portion of the parking is located on the western portion of the site and screened by the proposed building. Parking and service areas are screened with perimeter landscaping to reduce visual impact. Parking is also significantly below grade of S 151st St and is not visible from the streetscape. A significant amount of parking lot landscaping and trees will also help to break up the parking area, reducing the visual impact of the lot for both neighboring properties and users within the proposed structure.

• The height and scale of each building should be considered in relation to the site:

Per TMC 18.18, the maximum height in the office district is three stories or 35'; the proposed building will be no more than three stories tall at any given point. The portion of the structure facing the single-family residences in the Low-Density Residential district to the west across 51st Ave S is two stories above the street level instead of three, similar to the height of the residential structures which are one to two stories tall, see Fig. 7.



Fig. 7: Structure looking southeast from intersection of S **151**^{*st*} *St and* **52**^{*nd*} *Ave SW.*

2. RELATIONSHIP OF STRUCTURE AND SITE TO ADJOINING AREA.

• Harmony of texture, lines and masses is encouraged:

The mass and scale of the building is consistent with the surrounding commercial area and residential areas. The proposed structure will be 26' tall along the two-story portion to the west and approximately 43' tall along the three-story section to the east. The building lines and masses of the neighboring structures are similar to those of the proposed 25,983 sf PNWRCC office building; APN 1157200016 to the south contains a two story, 10,762 square foot office building, APN 9844400022 and APN 9844400021 to the east contain two-story multifamily structures, and APN 9844400020 to the east contains a two-story single family home. Properties further to the south and east in the Office district contain two to three story office buildings, see Fig. 8.



Fig. 8: Project site and surrounding development.

• Appropriate landscape transition to adjoining properties should be provided:

The project complies with the requirements of TMC 18.52.030: Perimeter and Parking Lot Landscaping Requirements by Zone District. For projects in the Office district, 15' of Type I front yard landscaping, 6' of Type I side yard landscaping, and 6' of Type I rear yard landscaping) is required.

The proposed project provides 10' of Type I perimeter landscaping along the southern and eastern side yards consisting of small trees and shrubs, providing an appropriate transition between the property and adjacent properties. 75% of shrubs along the eastern property line will be evergreen to provide year-round screening of the parking area from adjacent residential dwellings. The front yards along 51st Ave S and S 151st St will be landscaped with 15' of Type I landscaping.

 Public buildings and structures should be consistent with the established neighborhood character: The proposed project is consistent with the established neighborhood character; the surrounding neighborhood is a mixture of single-family houses and commercial buildings. The Office district is intended to provide for areas appropriate for professional and administrative offices, mixed with certain retail uses. The proposed structure's use is allowed in this zone and is setback beyond the minimum requirements to reduce visual impacts along the streetscapes.

• Compatibility of vehicular pedestrian circulation patterns and loading facilities in terms of safety, efficiency and convenience should be encouraged:

Vehicular circulation patterns are designed for safety, efficiency and convenience; the majority of the parking area is to the rear of the building, with a single curb cut/drive-aisle for the site off 51st Ave S. There are multiple access points into the building for pedestrians located away from drive aisles to limit conflicts with auto traffic and increase safety. The trash enclosure is also located at the southeast corner of the site along the main drive-aisle to direct garbage trucks away from the building and associated pathways.

 Compatibility of on-site vehicular circulation with street circulation should be encouraged: Vehicle access is exclusively off S 151st St at a single entrance/exit. The curb cut is set to the east away from the intersection of 51st Ave S and S 151st St. to reduce potential vehicular conflicts, see Fig. 9.



Fig. 9: Site circulation patterns; vehicle access point in red, pedestrian access in blue.

3. LANDSCAPING AND SITE TREATMENT.

• Where existing topographic patterns contribute to beauty and utility of a development, they should be recognized, preserved and enhanced:

The proposed project utilizes an existing slope to create a sunken courtyard along the western property line for outdoor space which will be improved with landscaping. Tiered retaining walls along S 151st St will preserve the slope to an extent while still providing an area for development (Fig. 10).



Fig. 10: Retaining wall profile along S 151st St

• Grades of walks, parking spaces, terraces and other paved areas should promote safety, and provide an inviting and stable appearance:

Guardrails will be placed along walkways adjacent to steep slopes, and terraces will have a protective buffer of shrubs and ground cover. Grades of walkways within site meet ADA standards.

Fire Department access roads shall be not less than 20' wide with an unobstructed vertical clearance of 13'6" and cannot be in excess of a 10% grade and a 5% cross-slope. Fire Department access roads in excess of 150' require an approved turnaround. The applicant will work to confirm these requirements are met as part of the development permit.

• Landscape treatment should enhance architectural features, strengthen vistas and important axis, and provide shade:

The proposed landscaping enhances architectural futures, including the outdoor courtyard at the landing of the western slope. Street and perimeter landscaping trees screen views of the light rail and freeway, while interior parking lot landscape islands provide shade for users onsite.

• In locations where plants will be susceptible to injury by pedestrian or motor traffic, mitigating steps should be taken:

Plants in the parking lots will be protected by concrete curbs or low walls. Trees and shrubs/groundcover along S 151st St will be buffered by grass to provide additional distance between the street and sidewalk.

- Where building sites limit planting, the placement of trees or shrubs in paved areas is encouraged: Building site does not limit planting; project will meet the standards set forth in TMC 18.52: Landscaping.
- Screening of service yards and other places that tend to be unsightly should be accomplished by use of walls, fencing, planting or combination:

The trash storage is located away from the building and screened with an 8-foot cedar plank enclosure utilizing a black Shou Sugi treatment (see Fig. 11). Landscaping around the enclosure will provide additional screening. The enclosure will be set back 10' from the eastern boundary line.

Retaining walls and terraced hillsides adjacent to S 151st St and 51st Ave S will be landscaped to reduce visual impacts (see Fig. 12). No fences around the site are proposed.

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Fig. 11: Proposed trash enclosure Shou Sugi treatment and location (blue outline). 10' of perimeter landscaping and an adjacent landscape island provide additional screening.



Fig. 12: Landscaping within terraced slope along S 151st St consisting of shrubs and groundcovers.

• In areas where general planting will not prosper, other materials such as fences, walls and pavings of wood, brick, stone or gravel may be used:

Retaining walls composed of poured concrete will installed along S 151st St and 51st Ave S; these walls provide necessary stabilization for the development while also providing areas where landscaping may prosper. No alternative materials are proposed to meet landscaping requirements.

Exterior lighting, when used, should enhance the building design and the adjoining landscape. Lighting standards and fixtures should be of a design and size compatible with the building and adjacent area. Lighting should be shielded and restrained in design. Excessive brightness and brilliant colors should be avoided:

Light fixtures are of a modern design and meant to match the overall theme of the structure. All fixtures are located to limit offsite impacts, and those along the eastern property line adjacent to the residential structures will be shielded to further reduce spillover.



Fig. 13: Lighting Plan. P1 fixtures to be equipped with shields to reduce spillover on adjacent properties.

4. BUILDING DESIGN

• Architectural style is not restricted; evaluation of a project should be based on quality of its design and relationship to its surroundings:

The building is a contemporary design that is meant to reflect the northwest aesthetic by incorporating natural wood, stone, and metal elements. The proposed design implements quality materials such as metal panels, manufactured wood material, and concealed fasteners to enhance horizontal and vertical lines. The new structure and site improvements will enhance the area by redeveloping and bringing into conformance a site that has not seen improvements in recent years and will provide frontage improvements along S 151st which currently has none.

• Buildings should be to appropriate scale and in harmony with permanent neighboring developments:

The height, lot coverage and setbacks meet basic developments standards as well as fit in with the character of the neighborhood. The surrounding neighborhood is a mixture of commercial buildings, single family homes and vacant lots. The proposed building utilizes the slope of the site to reduce the visual impact along 52nd Ave S to the west by locating much of the building below the street grade. The building is also set further back from the eastern property line, approximately 65', to reduce visual impacts to the adjacent residences.

• Building components such as windows, doors, eaves, and parapets should have good proportions and relationship to one another. Building components and ancillary parts shall be consistent with anticipated life of the structure:

The windows of the proposed building are designed and located to both take advantage of natural light while also conserving energy. A large canopy along the southern elevation (the elevation with greatest solar load) provides shade for the first and second floors while still allowing for natural light to enter the building. Along the eastern elevation, the second and third floors are cantilevered to provide weather protection for the walkway along the first floor (see Fig. 14).



Fig. 14: Building rendering with canopy shown along southern elevation (left) and cantilevered second and third floors over eastern walkway (right).

• Colors should be harmonious, with bright or brilliant colors used only for accent:

The proposed structure utilizes a combination of materials and colors reminiscent of the Pacific Northwest; cedar-toned and black wood siding on the second and third stories, stone along the ground floor, and black window frames throughout. No bright colors are proposed.

• Mechanical equipment or other utility hardware on roof, ground or buildings should be screened from view:

Mechanical or utility hardware on roof will be screened by a combination of wooden siding and landscaping.

Exterior lighting should be part of the architectural concept. Fixtures, standards, and all exposed accessories should be harmonious with building design:
 Exterior lighting has been designed to match modern aesthetic of structure and located to highlight the natural wood accents of the building. See Fig. 15 for examples of site lighting design.



Fig. 15: Exterior and Interior Site Lighting Examples

• Monotony of design in single or multiple building projects should be avoided. Variety of detail, form and siting should be used to provide visual interest:

The proposed structure provides visual interest in multiple ways. Vertical modulation has been provided along the southern elevation by setting the main entrance forward from the rest of the building. Horizontal modulation has been provided by pulling portions of the building away from the rest of the façade - the main entrance along the southern elevation and the second and third floors along the eastern elevation. The fourth floor, which largely is designed to provide access to the rooftop deck, is set back from the edge of the rest of building (see Fig. 17).

Materials are varied along the building façade and meant to reflect the various trades supported by the union. Dark gray metal siding is employed as the primary siding material with cedar and black wood siding used as an accent around the main entrance. The base is composed of poured concrete finished with a wood-grain texture, and black steel and aluminum is used for the window frames.



Fig. 16: Building perspective looking southwest from S 151st St.



Fig. 17: Building perspective looking southeast from S 151st St.

- 5. MISCELLANEOUS STRUCTURES AND STREET FURNITURE.
- Miscellaneous structures and street furniture should be designed to be part of the architectural concept of design and landscape. Materials should be compatible with buildings, scale should be appropriate, colors should be in harmony with buildings and surroundings, and proportions should be to scale.
 The trash storage is screened with a black cedar panel enclosure and additional landscaping. A glacially carved boulder discovered onsite will be incorporated into the landscaping along the building's western elevation.
- Lighting in connection with miscellaneous structures and street furniture should meet the guidelines applicable to site, landscape and buildings:
 Lighting is designed to highlight accents of the proposed building. Lighting is also designed to provide safety surrounding the building as well as for accessing essential miscellaneous structures such as the trash storage.

PUBLIC COMMENTS

One public comment letter was received from neighbors Greg and Vanessa Zaputil who had concerns regarding various project impacts. The comment letter and the applicant's response are included as attachments to this decision. Mr. and Mrs. Zaputil's outstanding concerns are summarized below, followed by the applicant's response and the City's analysis/recommendation:

1. Request for a vinyl fence screening and tree species/location that won't impact neighboring plantings:

The City of Tukwila's landscaping ordinance requires side and rear yard landscaping in the Office district to provide some site screening without compromising maintenance or safety. The applicant has proposed evergreen shrubs to help reduce offsite visual impacts. While a fence is not required, the applicant has

those on adjacent properties.

committed to exploring the potential before applying for a development permit. Required trees along the eastern property line will be planted along the top of a retaining wall with branches being a minimum of 5' above grade, reducing potential impacts to neighboring plants by being located well above and away from

The City's Urban Environmentalist has undertaken a review of the proposed landscape plans and the potential impacts they may have on the Zaputils' landscaping and does not foresee significant concerns related to the viability of their previously city-approved landscaping.

2. Waste enclosure should be relocated from the southeast corner to the southwest site corner or adjacent to the south east portion of the courtyard on the south side of the applicant's proposed building, away from residences. Concerns for offsite impacts of waste enclosure (appearance, smell, noise, etc.).

Applicant coordinated with Waste Management to locate refuse enclosure onsite. It was found that, due to significant sloping from west to east on the site, locating the enclosure at the site's southwest corner would involve a significant grade for waste trucks to navigate and make entering/exiting the site more difficult. Locating the enclosure closer to the building, as suggested, would create potential fire lane access conflicts in the case of an emergency response. Thus, the southeast corner was deemed safest. Waste units are to be enclosed and designed to match overall project concept during design review per City code. Additionally, the project is expected to primarily generate waste that is incidental to an office operation, i.e. non-organic material, reducing the potential for disturbance from animals. Enclosure, waste units, and adjacent landscaping will be required to be maintained for life of project per City code.

The City concurs with the applicant's proposed waste enclosure location.

3. Sidewalk provided as part of project frontage improvement along S 151st St should connect to existing sidewalk along 52nd Ave S.

The applicant provided the following response: "We agree that a continuation of the public sidewalk would be a great improvement to the area. The work required to make this happen however is far greater than simply installing some additional sidewalk on a flat site. The area faces a number of challenges including steep slopes, setback easements, site retainage and felling of a number of mature trees. As of this time, we do not see any regulations in place to require these improvements that are not directly part of our frontage yet are happy to entertain further discussions of collaboration with the City and our neighbors to see these improvements completed as a future City led project."

The City Public Works Department requires and provides review of proposed frontage improvements for projects that require design review. Through their review they determined that 52nd Ave S would not necessitate full frontage improvements (curb, gutter, sidewalk) as the road narrows significantly before terminating into the SR 518 interchange. The department did find that S 151st would be an appropriate right of way to provide improvements along the parcel's frontage, however the connection to the existing sidewalk on 52nd Ave S has not been fully investigated due to a number of constraints; the City does not typically require offsite improvements, this proposal would require APN 9844400020 to relinquish part of their property to finish the connection, there is a significant grade change which would require a retaining wall, and trees would need to be removed. Further examination of this connection potential would need to be undertaken by the Public Works Department as part of the development permit review.

4. Lighting should be focused on the proposed development and shields utilized to minimize light pollution in the adjacent residential homes.

The applicant has provided an updated plan set showing that site light poles will be reduced to 15' in height and lights along the edge of the property will be provided with house side shields. The photometrics have been updated to show a reduced light level along the east property line. When the lights are reduced to 50% output at night (when no occupancy is detected) the light levels along the west property line will be .4 or lower.

OUTSTANDING TECHNICAL REVIEW CONSIDERATIONS – These will be addressed during building permit review.

Fire Department Review

Fire Department, 9.3.2020: Fire Department will need access to/from west side of site via stairs/ramp from 51st AVE S. Fire Department vehicle access is required to be within 150' of any portion of an exterior wall of the first story. It appears that there is no direct access via the stairs located on the Westside of the property, adjacent to 51st AVE S. The required access is not provided from either street.

Applicant Response, 9.10.2020: As reviewed with the City on 9/1/2020, the site is challenging due to its slope. Two options were discussed in the meeting and we are pursuing both. Option 1 will provide for fire apparatus turnaround as previously provided with our autoturn exhibit. We will add to our architectural site plan a stairway to access the upper parking level which will satisfy the 150' reach range. Option 2 shall provide stairway access from 51st street without crossing the property line.

CONCLUSION

Commercial and Light Industrial Design Review Criteria

Relationship of Structure to Site

- The existing site is very sloped; the proposed project works to highlight this topography by providing a tiered landscape and building design while still providing necessary structural support for the building.
- Drive aisles, landscaping, and sidewalks work to separate pedestrians from vehicles onsite.
- Proposed landscaping on all sides of the building helps to soften the built environment, provides screening, and is consistent with TMC requirements for Office zoning district.

Relationship of Structure and Site to Adjoining Area

- The site design provides an easily understood arrangement of structures, landscaping, and circulation.
- A concrete pathway is provided between S 151st and building entrances on north and south elevations, providing a level, ADA compliant surface for users within the site.

Landscaping and Site Treatment

 Perimeter and parking lot landscaping is in compliance with the relevant Tukwila Municipal Code standards. The City's Urban Environmentalist has reviewed and approved proposed plant species, siting, and spacing. The perimeter landscaping follows a coherent design concept, which will soften the impact of the development on surrounding properties.

Building Design

- Structure height and setback requirements are in compliance with the Office district development standards.
- Mechanical equipment is adequately screened from right-of-ways and neighboring properties.
- The color palette features neutral colors with accent colors that are appropriate to their intended use and location. Materials are varied between siding, awnings, and windows while keeping the visual impact on surrounding properties to a minimum.
- The design of windows and entrance canopies along the S 151st St elevation adequately emphasize the office structure and main building entrance.

Miscellaneous Structures and Street Furniture

- Trash enclosure matches overall building design and utilizes resilient materials.
- Lighting is proposed to provide a safe pathways to/from building within parking area without creating offsite impacts.

RECOMMENDATIONS

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

- Applicant to work with Fire Department to confirm access from 51st Ave S meets safety requirements as part of development permit, with any changes or impacts to the approved landscape plan mitigated as part of building permit submission.
- Access roads will need to meet Fire Department requirements: not less than 20' wide with an unobstructed vertical clearance of 13'6" and not in excess of a 10% grade and a 5% cross-slope. Any changes or impacts to the approved site plan to be mitigated as part of building permit submission.

INFORMATIONAL ITEMS

Development Permit and/or Public Works permit may not be issued until Lot Consolidation Permit is recorded with King County.

Permanent wall and monument signs will need to be approved through a separate City of Tukwila Sign Permit application.