



## STAFF REPORT TO THE PLANNING COMMISSION

Prepared June 1, 2021

- FILE NUMBER:** L19-0115 Comprehensive Plan/Zoning Code Amendment
- ASSOCIATED FILES:** E19-0011 SEPA Checklist
- REQUEST:** Zoning Code amendments to TMC 18.41 and new design guidelines for multifamily development in the Tukwila South Overlay (TSO) district.
- Planning Commission (PC) will hold a future public hearing on the proposed amendments and make recommendations to the City Council for review and adoption.
- PUBLIC HEARING:** The June 10, 2021, meeting is a continuation of the public hearing that commenced on March 18, 2021.
- LOCATION:** Lands within the Tukwila South Overlay district.
- STAFF:** Max Baker, Senior Planner
- ATTACHMENTS:**
- A. 4.22.2021 PC Meeting Staff Report – Applicant Comments Provided 4.22.2021 + Staff Responses
  - B. Draft Design Guidelines – Provided at 4.22.2021 PC Meeting

### BACKGROUND

Segale Properties LLC, the applicant, requests amendments to Title 18, Zoning Code of the Tukwila Municipal Code (TMC) to set development standards and design guidelines for residential uses. The proposed amendments are to adopt development standards and guidelines for all residential uses on parcels within the Tukwila South Overlay district (TSO). These standards and guidelines would apply to all lands and underlying zoning within the TSO district, and would replace those standards adopted in 2018 for the underlying Low Density Residential (LDR) zone.

Per 18.80.050, the Tukwila City Council will consider proposed amendments to the Tukwila Zoning Code and take action. Prior to deliberating on an amendment, the Council may forward the proposed amendments to the City Planning Commission for review and a recommendation. The City Planning Commission began review of the proposed amendment at a work session on February 25, 2021, and opened a public hearing at the March 18, 2021, Planning Commission meeting; this meeting is a continuation of that public hearing.

At the time of the April 22, 2021, PC meeting the applicant provided comments on the proposed development standards (Attachment A). The Planning Commission voted to hold a follow-up meeting

and reopen the public hearing to allow City staff time to review the applicant's comments and to provide responses. The subsequent public hearing date was later set for June 10, 2021.

Staff provided their review and recommendations to the applicant on May 21, 2021. The applicant was invited to submit a formal response to be included in the June 10<sup>th</sup> PC meeting packet. No response was received from the applicant prior to finalization of the packet.

The primary focus of this staff report and the June 10<sup>th</sup> Planning Commission meeting is to address the applicant's April 22<sup>nd</sup> comments and City staff's responses/recommendations.

### **DISCUSSION OF PROPOSED CHANGES**

#### **Planning Commission Review of the Proposed Development Standards and Design Guidelines**

At the April 22, 2021, Planning Commission meeting, the applicant provided comments regarding the staff report, including revisions to the proposed development standards. This staff report along with the applicant's revisions/comments and responses provided by City staff is included as Attachment A.

Revisions to the language within the April 22<sup>nd</sup> staff report provided by the applicant are indicated by red and green strikeout/underline. Unless otherwise indicated by staff, proposed applicant revisions are considered acceptable. Any additional revisions provided by City staff are indicated in blue strikeout/underline.

#### **Applicant Comments and Staff Response**

The following comments were provided by the applicant as reflected in Attachment A, staff responses follow.

- Pg. 3
  - Applicant: The existing TSO rec space requirements were established for a hillside project that was primarily in Seatac and the recreation standards adopted at that time were mirroring Seatac's requirements. Should not be used for rest of Tukwila South.
  - Staff Response: Staff agrees with this comment and has presented this information as part of their presentation at the 4/22/2021 PC meeting.
- Pg. 4
  - Applicant: Senior citizens recreation space to be onsite or offsite? I would suggest all onsite with 50% indoor and 50% outdoor breakdown.
  - Staff: Staff agrees, see tracked change for new language. Staff recommended 40-60% for indoor/outdoor ratio to provide some flexibility in locating senior citizen recreation areas onsite, a strict 50/50 requirement would be too difficult to enforce.
- Pg. 4
  - Applicant: Segale does not support the last sentence of note #4. We don't understand why the city would want to make it harder to provide more recreation area closer to the residential units.

- Staff: Staff accepts the change. It should be noted that the Director is still the decision-maker regarding the approval of off-site space on-site; their decision as part of administrative design review is final and subject to the appeal standards set forth in TMC 18.116: Appeal Processes.
- Pg. 4
  - Applicant: Segale request that the point of measurement for the ¼ to ½ mile offsite recreation area determination be changed from the “majority of the residential units” to the “closest perimeter of the residential project, which we believe will be easier to identify and measure.”
  - Staff: Staff recommends that language be revised to the following: “Off-site recreation areas must be accessible within ¼ mile for a children’s play area replacing the onsite requirement. to ½ mile for all other offsite recreation area as measured from the closet structure containing residential units; accessory buildings such as fitness centers, parking garages, utility structures, etc. will not qualify.”
- Pg. 5
  - Applicant: Moved this section here to avoid confusion associated with acreage limitations.
  - Staff: Staff finds this revision acceptable.
- Pg. 5:
  - Applicant: Segale request changing the 2.5 acres to 2.0 acres to better correspond to actual planned park areas after the highlighted areas below are removed from our park/recreation project site.
  - Staff: The recommendation for a 2.5 acre standard for a larger offsite recreation area was provided following consultation with the City of Tukwila Parks and Recreation Department and the staff’s consultant, NBBJ.

2.5 acres has been found to accommodate the activities and structures that typically provide for a successful and well-used community park. For comparison, Cascade View Park in the Tukwila International Boulevard neighborhood is of a similar size at 2.4 acres. Additionally, the City of Tukwila’s 10 local parks average 4.8 acres in size, well above the 2.5 acre recommended offsite recreation area.

There are currently no residential projects or offsite recreation areas in the TSO district which will allow for more opportunity to provide an offsite recreation area of this size. Additionally, the option to create a larger, consolidated recreation area does not preclude an applicant’s ability to develop a smaller offsite recreation instead, the only difference would be that an unconsolidated recreation area less than 2.5 acres would need to be constructed at the time of development rather than be banked for an indefinite period.

Staff recommends the 2.5 acre standard remain.

- Pg. 5:
  - Applicant: Not sure what constitutes a steep slope? What if we put a soft rail through the hillside open space which is allowed? What is measured as offsite recreation space?
  - Staff: Staff has provided clarifying language. Additionally, Section E. provides the following clarification for recreation areas within sensitive area tracts that would qualify as recreation space: "Only the areas of improvement within a sensitive area tract would count towards the recreation space requirement, not the entire tract."
- Pg. 6:
  - Applicant: The ¼ mile measurement is for a child's play area, which wouldn't be satisfied by this specific type of recreation space in a sensitive area.
  - Staff: Staff concurs.
- Pg. 6:
  - Applicant: Segale suggests this redlined language may be easier to measure as the perimeter is easy to find, as opposed to 50% of the proposed units.
  - Staff: Staff recommends using suggested language for proximity to recreation areas: "The closet structure containing residential units (not including accessory buildings such as fitness centers, parking garages, utility structures, etc. must be located within ¼ mile..."
- Pg. 6:
  - Applicant: Unless I am mistaken, the connectivity and circulation language is a guideline and not a standard. Given that, should the opening sentence read "in addition to the development standards revisions discussed above, staff recommends additional guidelines to aid in ensuring residential connectivity is provided through the residential component of the project.
  - Staff: This language is intended to act as guidance for language that would be incorporated in TMC 18.41 - Tukwila South Overlay District Development Standards. Regulations for connectivity are typically located within the Tukwila Municipal Code. For example, the Tukwila Urban Center chapter contains multiple sections that set forth requirements for connectivity: TMC 18.28.080, Maximum Block Length: TMC 18.28.130, Corridor Regulations; TMC 18.28.140, New Streets, etc.  
  
As these connectivity requirements are similar to other development standards, such as height and setbacks, it is recommended that they be incorporated as part of TMC 18.41.
- Pg. 8:
  - Applicant: Segale is concerned about this requirement being too restrictive and at odds with other design standards and guidelines. Envision that the north/south street in the diagram Southcenter Parkway and the east/west street is 200th. The river is on the

right hand side. It is approximately 700 feet from Southcenter Parkway to the river until the river bulges out in the oxbow further north.

With the 700 foot block face on either side of the block, a sidewalk/bicycle path interval in this example would be a minimum of every 200 feet to meet the 1,800 linear feet requirement. That's a very dense network of bike/pedestrian facilities that is way in excess of the 8 public trails the Tukwila South Development Agreement stipulates Segale must provide to connect from Southcenter Parkway to the future trail on the river levy to be constructed by the city.

Strict adherence to this pedestrian bike path interval effectively limits the size of a north/south oriented building in this example to no more than 160-170 feet when street pavement, planters and sidewalks are accommodated. This is in conflict with the residential design standards that provide for buildings up to 200 feet long. This 200 foot interval for sidewalks is also in conflict with the 300 foot guideline limit in the Section 2.2 of the residential design guidelines

A potential solution to this issue is to maintain the current language but increase the maximum block perimeter from 1800 feet to 2000 feet, which would provide for a pedestrian/bicycle connection every 300 feet instead of 200 feet, which is consistent with Section 2.2 of the Residential Design Guidelines (Pedestrian Circulation) and also allow for development of a 200-foot-long building within the block example shown here. This change, along with the Director's Modification in G. of the connectivity and circulation language, should provide enough flexibility to respond to unexpected development scenarios.

- Staff: Maximum block lengths are meant to provide a mechanism to ensure that travel distances for non-vehicular traffic are not too great, helping to ensure a more pleasant public realm. The recommendation for an 1,800 foot block perimeter was provided following numerous meetings between the City staff, consultants, and the applicant, the last of which took place on April 2nd, ahead of the 4.22.2021 PC Meeting. The block perimeter standard was considered as one of the less burdensome connectivity options suggested and will provide projects with flexibility to meet connectivity requirements. The standard also allows for up to two pedestrian/bicycle paths to count towards the perimeter block face in place of vehicular streets, providing additional flexibility. Increasing this measurement from 1,800' to 2,000' would increase block perimeters 10+% overall.

Staff recommends the maximum block perimeter of 1,800 feet remain.

#### **REQUESTED ACTION**

Recommend to the Planning Commission that, upon completion of the Public Hearing, they review the proposed development standards and design guidelines and forward a recommendation to the Tukwila City Council that they approve amendment of Chapter 18.41 of the Tukwila Zoning Code.