



Pike/Pine Neighborhood Conservation Study

Phase 1 report: Neighborhood Character and Recommendations

prepared by Lund Consulting, Inc. for

The City of Seattle

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Pike/Pine Neighborhood Conservation Study

Phase 1 Report: Neighborhood Character and Recommendations

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EXECUTIVE SUMMARY

Neighborhood Background

Seattle's Pike/Pine neighborhood of Capitol Hill embodies the transformation of Seattle's original "Auto Row," a neighborhood of lofts and warehouses within a five- or ten-minute walk to downtown, from scruffy bohemian counterculture into tony shops, restaurants, and condominiums. While much of the transformation has been positive, it is the pace of development and its impacts on neighborhood character that is a source of concern for the future of the neighborhood.

Population growth

Substantial population growth between 1990 and 2007 (21.3%), accompanied by a similar increase in the number of housing units (21.2%), shows its conversion to a mixed-use neighborhood, with a large population increase projected for the next twenty years. Currently, 3,420 people live in this neighborhood, in 2,586 housing units.

Housing

One of the attractions of this neighborhood has been the relative ease in finding affordable and available rental housing. Historically, a high percentage of the housing units in the Pike/Pine neighborhood were rental: 97% as of 1990, and 90% as of the 2000 census. However, much of the new housing being built in the district is owner-occupied.

In 2007 there were over 500 subsidized units in thirteen buildings. Of 2,586 total housing units, 519, or 20%, are identified as subsidized rental (2007).

Age and household size

The median age for the Pike/Pine neighborhood is fairly young: 31.2 years. The percentage of elderly (those over 65), at 7%, is low for the city, emphasizing its youth-oriented flavor. A small average household size (1.37 persons vs. 2.09 for the city overall) reinforces the singles reputation of the neighborhood.

Historic buildings

The Pike/Pine corridor has one of the city's most extraordinary collections of historic buildings, many of which retain a high degree of architectural integrity and represent a new and unique building type.

Of a total of 278 buildings within the Pike/Pine study area, 165 (59.4%) are more than 85 years old. Forty-six buildings (16.5%) were built between 1923 and 1945, 51 (18.3%) were built between 1946 and 1995, and 16 (5.8%) were built from 1995 to 2007.

Land Use and Zoning

The study area is defined by the boundaries of the Pike/Pine urban center village, as designated by the City of Seattle. Within the study area, however, are several overlay and other special districts. Each overlay has its own requirements and exceptions. Generally, the Pike/Pine overlay encourages a more pedestrian-friendly environment, with relaxed

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parking regulations, and emphasizes residential use as the preferred use. The station area overlays encourage higher density in the vicinity of rapid transit stations, and the major institution overlays permit greater height and bulk under specific conditions prescribed.

The predominant zoning designation in the study area is NC3-65, and NC3P-65.

Assessment of Recent Development

Nine recent building development projects were reviewed as case studies to assess their treatment during the design review process. The intent of the review is to determine if the Pike/Pine design guidelines could be revised to:

Resolve observed conflicts in guidelines:

Three guidelines that may conflict with current attitudes toward development include open space, parking, and exterior finish materials. Guidelines must be flexible enough to permit strong architectural expression, and respond to specific site situations, keeping in mind (especially regarding open space) that this is a neighborhood with extensive nightlife and outdoor congregation.

Reinforce desired design outcomes:

There is a desire for new buildings in the neighborhood to reflect a character that is industrial, gritty, urban, artistic, and youthful. This may be an optimal time to rewrite guidelines to focus on architectonics and to encourage the innovative use of materials, rather than the current checklist and palette approach of the guidelines. Examples, such as the Agnes Lofts and 1111 East Pike Street, are bold and graceful additions to this neighborhood, and their modernity fits comfortably—in scale, materials, and grain—with the light-industrial character of the neighborhood, respecting without mimicking it.

Other commonly expressed concerns for this neighborhood include: reducing the presence of parking and its impact on the pedestrian environment; enhancing elements that contribute to a vibrant street life; reducing the scale and massing of new buildings; and promoting human interaction through design.

Provide additional direction for promoting conservation:

Building or Façade Rehabilitation: The Pike/Pine neighborhood includes a wealth of older buildings that contribute to neighborhood character through their original design. To encourage adaptive re-use of older buildings of character, design guidelines should be rewritten specifically to address design issues relevant to rehabilitation of older buildings, additions to older buildings, incorporating older buildings into new architecture, and the re-use of portions of older buildings.

Demolition Review: Demolition review could also be incorporated into the permit or design review process. The intent would be twofold: to ensure that there are no buyers who might wish to purchase and rehabilitate the building, and to ascertain whether the building or portions or elements of the building to be destroyed are worth saving, and whether these elements could be feasibly salvaged and incorporated into a new building.

Neighborhood Character

The neighborhood character of Pike/Pine has been described in five general categories:

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- *Architecture* — one to three stories, early twentieth-century, loft style, former automobile sales and repair, warehouses. Frequent use of brick and concrete, extensive glazing. New architecture is high-quality and harmonious.
- *Uses* — local, unique, independent and small-scale retail; small-scale commercial and office space; work and performance space for artists; residential; nightclubs, bars, restaurants and cafés; some gay-specific businesses, bars, and services; education and training; and some remaining auto-oriented businesses. “Gritty and authentic” are used to describe this neighborhood.
- *Culture* — nightlife and restaurants, gallery and performing spaces; diverse — gay culture, alternative, youth and students. Importance of street activity.
- *Housing* — over 90% renters, with several hundred subsidized housing units.
- *Community of Neighbors* — a neighborhood that residents value and show their interest by being active in neighborhood issues. There is a diversity of people with respect to ages, incomes, appearance, and sexual orientation.

Conservation Goals

Conserve architecture and architectural character

- Save the architectural characteristics of the best older buildings.
- New construction and redevelopment should integrate in massing, scale, and grain to existing architectural character, without mimicking the historic architecture.
- Save old buildings as a way to maintain space that is affordable and conducive to small business uses.

Preserve affordability

- Preserve (or provide) affordable living, working, rehearsal, performing, and presenting spaces for artists.
- Preserve (or provide) affordable rental housing to target those at a moderate-income level, such as young singles, students, and academic faculty members.
- Provide incentives such that the economics of new buildings allow small local businesses to continue to afford to rent space in new buildings.

Balance the neighborhood’s diversity of people and uses

- Support the geographic clustering of uses that occurs in the Pike/Pine neighborhood, especially arts-related, gay-related, nightlife and entertainment-related, and other gathering spots (such as coffee shops).
- Continue to accommodate a rich mix of activities in Pike Pine as the area grows, including housing, residential support services, employment, institutions, independent retail, and entertainment.
- While recognizing the changing demographics of the larger Capitol Hill neighborhood, continue to maintain the diversity of the neighborhood

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populations: residents, students, employees, and those who use the neighborhood for recreation and enjoyment.

Proposed Conservation Tools

Short-term actions for 2008:

Amend provisions of Pike/Pine overlay to incorporate new development standards addressing conservation objectives, including

- Maximum lot area limit, as in Seattle mixed/residential designation in Cascade (23.48.016A2) that limits a development lot to 21,600 square feet. Permitted lot size could be increased for projects that maintain an existing structure.
- Maximum limit on street frontage on Pike and Pine Streets (120 feet, with increases allowed though specified conservation options).
- Size-of-use restrictions for ground-floor businesses.
- Adjust overlay boundaries: eliminate the First Hill Station Area overlay, and expand the Pike/Pine overlay to include Broadway/Madison/Pike Street triangle. Allow four-foot ceiling height bonus that encourages taller ground-floor retail spaces throughout the expanded overlay.

Intermediate actions requiring further work (late 2008 or early 2009):

- Amend downtown bonus and TDR provisions to allow bonus funds generated by downtown programs to be used for affordable housing production and preservation in Pike Pine. Amendment would need to allow bonus dollars to be spent and rehab and conversion of existing structures to affordable housing, in addition to allowing new development. Value of Pike/Pine TDR would need to be assessed—equivalent to value of commercial floor area in downtown locations.
- Create floor area and/or height bonus for existing NC3 zoning for projects that provide specified conservation elements (floor area devoted to arts activities or human services, floor area with rent subsidy to accommodate local small businesses, etc.). May be linked as incentives related to lot size limits, as above.
- Supplemental design guidelines for use in design review, where they conflict with current design values and priorities in the neighborhood, and adding guidelines for building rehabilitation or demolition.
- Reducing height limits in critical conservation areas.

Longer-term actions for consideration later in 2009:

- Establish conservation TDR program for Pike/Pine: identify sending and receiving areas (potential rezones) and develop program details.
- Fund landmark designation process for Pike/Pine landmark candidates: nomination, designation, controls and incentives, and designating ordinances (and provide incentives to owners of nominated properties).

Phase 1 Report: Neighborhood Character and Recommendations

Project Scope

The purpose of this project is to address concerns about the loss of neighborhood character due to redevelopment in the Pike/Pine area of Seattle's Capitol Hill. The work is comprised of two phases:

This first phase, an inventory of development conditions and survey of stakeholders in the Pike/Pine neighborhood, was undertaken as background for assessing possible tools to promote conservation of the area's existing development character.

Figure 1, on the following page, shows the boundaries of the study area.

The second phase of this project will investigate the economic viability of selected tools and incentives for maintaining the existing development character of the Pike/Pine corridor. The phase 2 report will describe that activity.

Neighborhood History and Background

Neighborhood change is a historical constant. Throughout American history, incumbent groups have been replaced by new urban residents often grouped by income or national background, in cyclical fashion.¹

Seattle's Pike/Pine neighborhood of Capitol Hill is somewhat of an exception to the typical gentrification story, however. As a neighborhood, it does not have a strong residential history, nor is there an ethnic group associated with its development. Rather, it is the transformation of Seattle's original "Auto Row," a neighborhood of lofts and warehouses within a five- or ten-minute walk to downtown, from scruffy bohemian counterculture into tony shops, restaurants, and condominiums, that is a source of concern for the future of the neighborhood.

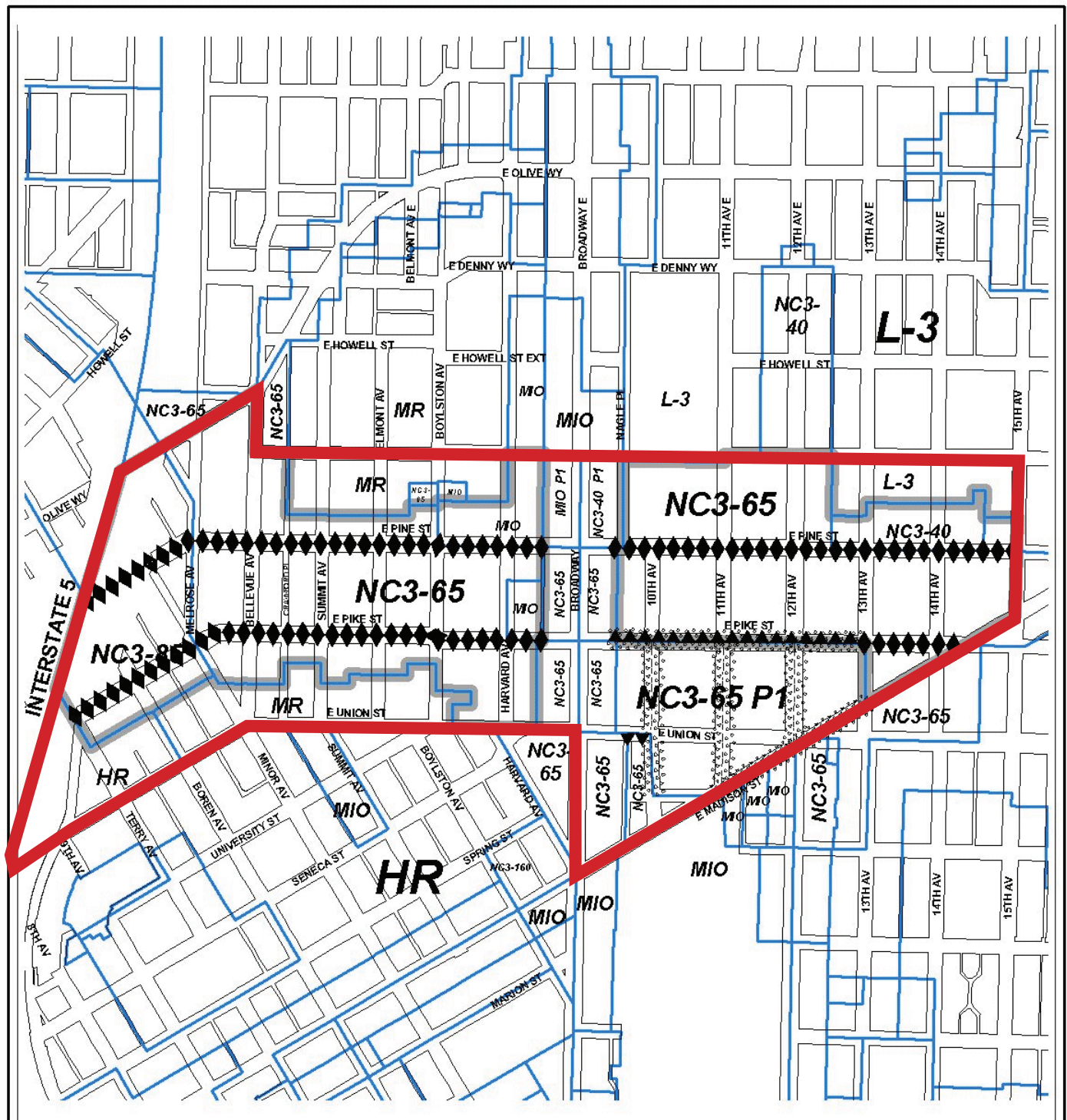
History of the Pike/Pine Neighborhood

Pike/Pine has recently become one of Seattle's most popular neighborhoods to live, work, and be entertained in. What urban dwellers typically want² is what Pike/Pine has to offer: a mix of shops and services within walking distance, good public transportation within close proximity, green space as part of their place of residence, a good park (preferably with water), independent businesses as a key feature of the community, a sense of security, excellent coffee, the availability of a cocktail in the wee hours, and a bit of grit and surprise.

¹ *Changing Neighborhoods: New Visions for Community Revitalization*. Proceedings: Third Annual Berkeley Conference on Housing and Urban Policy, University of California, Berkeley, CA. February 4, 2002

² according to Tyler Brûlè, editor-in-chief of *Monocle* magazine, and former editor of *Wallpaper** magazine, in the *Financial Times*, June 14/June 15, 2008, Life and Arts, page 23.

Figure 1: Pike/Pine Study Area Boundary



Pike/Pine Overlay District

300 0 300 Feet



Legend

- Principal Pedestrian Streets
- Pike/Pine Overlay District
- Existing Zone Boundaries
- Study Area boundary

Commercial Uses Required at Street Level on:

- Both Sides of Street
- North Side Only
- South Side Only

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Pike/Pine is a unique commercial district. It developed as a narrow corridor south of Capitol Hill and east of downtown, distinctly different from the surrounding areas. Historically, there were some residences in this neighborhood, mostly single-family homes. However, by the first decade of the twentieth century, residential uses were displaced by manufacturing activity, and the area was eventually to serve the region as the center of the auto industry. The first automobiles were sold locally about 1906, on Broadway near Broadway High School. Dealerships and other automotive businesses quickly spread west on Pike and Pine streets toward downtown and east to Madison Street, with limited expansion to the north and south along this spine. Related businesses of all kinds appeared, including repair shops, parts dealers, paint shops, parking garages and used car dealers. The demands of the new industry led to a unique building type: solid fireproof structures of concrete or brick, often two to four stories, with a large showroom and offices on the first floor and parking on the upper floors accessed by concrete ramps (or, sometimes, large elevators). Even the single-story repair garages were of masonry or concrete construction. Major dealerships competed to impress potential customers, hiring well-known architects and investing in terra cotta cladding, expansive windows and intricate ornamentation.

During the 1920s automobiles became so popular that the industry could not be contained in a small area, and repair shops, parts dealers and, to a lesser extent, dealerships, spread to arterials throughout the city. During the Depression many dealerships closed or turned to selling used cars. After World War II, nearly all dealerships relocated to sites where they could have large outdoor display areas rather than relying on indoor showrooms.

Buildings were later converted to office, retail, or residential use. However, the structures themselves were so sturdily built that most were little changed.

The construction of I-5 in the middle 1960s was simultaneous with a period of decline for all of Capitol Hill. Beginning in the late 1970s and early 1980s the Capitol Hill neighborhood was reborn as the center of bohemian, gay, and “yuppie” culture for Seattle. Ironically, although, most of the gay bars and clubs are located in Pike/Pine, that portion of Capitol Hill has never had the strong gay identification that the Broadway area of Capitol Hill has traditionally had.

Several bars and record stores in this neighborhood were identified with Seattle’s “grunge” music scene of the 1990s; at the same time, housing and neighborhood retail began to accelerate. This neighborhood became associated with youth culture and its trappings: nightlife, cheap restaurants, record shops, and resale and thrift clothing stores.

Today, this south slope of Capitol Hill continues to be known for its vibrant and young community.³

Neighborhood Demographic Background

Neighborhood Demographics

The population of this neighborhood is relatively small for its geographic size, which indicates its historic role as more of a commercial than a residential quarter. However,

³ wikipedia

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substantial population growth between 1990 and 2007 (21.3% growth), accompanied by a similar increase in the number of housing units (21.2%), shows a quickening pace of its conversion to a mixed-use neighborhood, with a large population increase projected for the next twenty years.

A not insignificant (8.7%) decrease in employment from 2000 to 2007 is expected to be reversed in the coming decades.

Table 1: Population, Housing Units, and Employment, Pike/Pine neighborhood

<i>Year</i>	<i>Population</i>	<i>Housing Units</i>	<i>Employment</i>
1990	2,819	2,132	N/A
2000	3,114	2,226	6,131
2007	3,420	2,586	5,599
2030 (projected)	5,679	3,570*	8,119

*2024 Comprehensive Plan household target, converted to units

Housing characteristics

One of the attractions of this neighborhood has been the relative ease in finding affordable and available rental housing. A few older brick apartment buildings on Pine Street, and a large number of older apartment buildings on the side streets, especially west of Broadway, have provided housing for young singles and those seeking a small and affordable apartment close to downtown. In fact, a 1991 study referred to the Pike/Pine neighborhood as an “island of affordability” surrounded by higher-priced housing in neighborhoods such as First Hill, downtown, and other parts of Capitol Hill.⁴ Most of these affordable rental units were not subsidized; they were simply cheap places to live. Over 80% of the units at that time were SRO’s, studios, and one-bedroom apartments. Historically, a high percentage of the housing units in the Pike/Pine neighborhood were rental: 97% as of 1990, and 90% as of the 2000 census. However, much of the new housing being built in the district is owner-occupied.

Subsidized housing

The loss of affordable un-subsidized housing has, in recent years, to a small degree been made up by an increase in subsidized housing. While in 1991 there were only 102 subsidized units in ten buildings⁵, in 2007 there were over 500 subsidized units in thirteen buildings. Of 2,586 total housing units, 519, or 20%, are identified as subsidized rental (2007)⁶. Subsidized rental buildings within the study area are identified below:

⁴ Capitol Hill Chamber of Commerce, Capitol Hill Community Council, et al. “Pike/Pine Planning Study,” April 1991. p. vii.

⁵ *ibid.*, p. 43.

⁶ Unpublished research material, City of Seattle Department of Planning and Development, 2008.

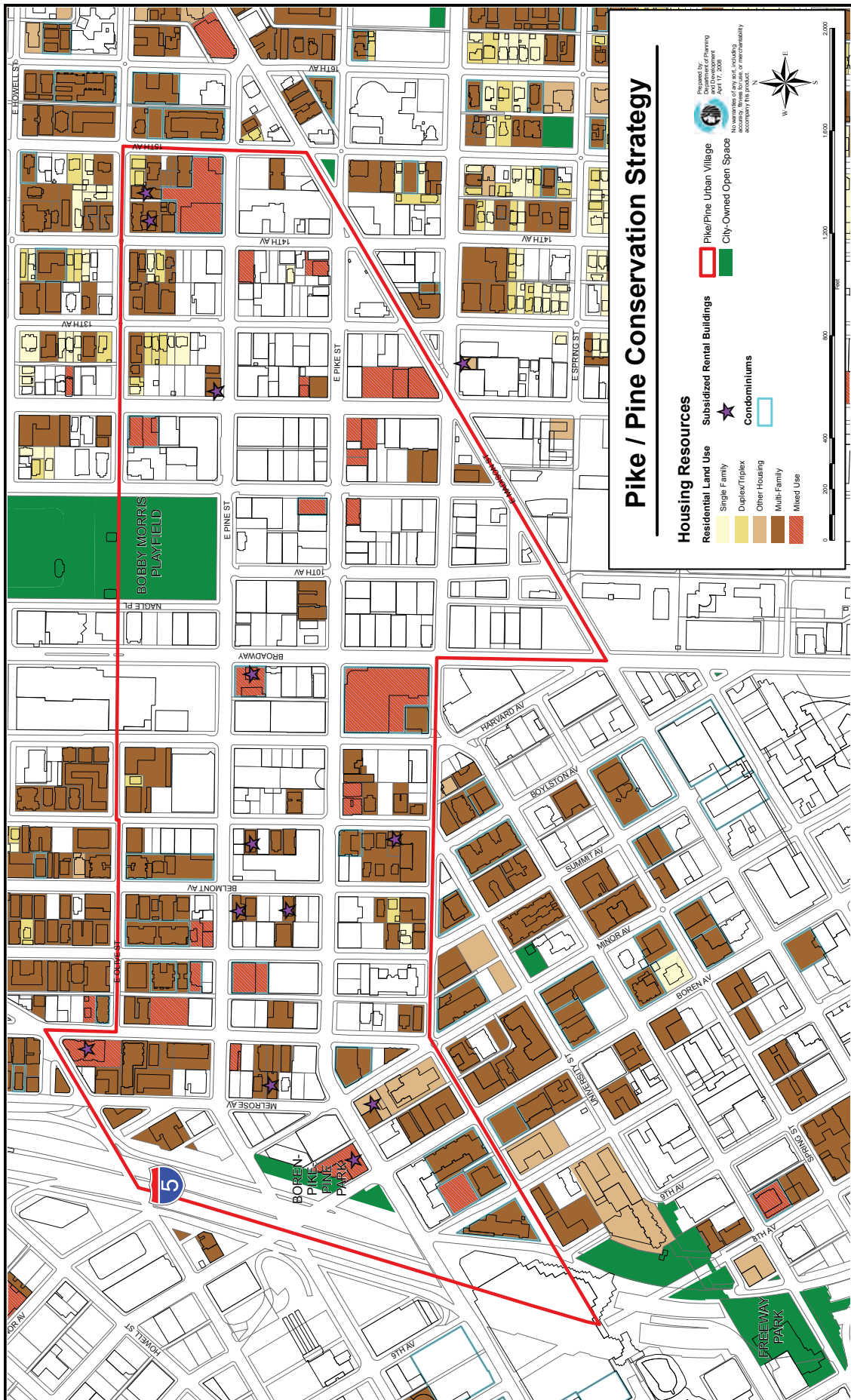
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Table 2: Buildings with subsidized rental units or owned by low-income housing providers, Pike/Pine neighborhood (2008)

<i>Building</i>	<i>Address</i>	<i>Number of units</i>
Annapolis	1531 Belmont Avenue	23 units
Bellevue–Olive Apts.	1641 Bellevue Avenue	48 units
Belmont–Boylston Apts.	1411 Boylston Avenue	47 units
Berky House	1213 E. Union St.	40 units
Broadway Crossing	1531 Broadway	44 units
Chamberlain House	1515 Belmont Avenue	40 units
Emma Pardee Townhomes	1628 Fourteenth Avenue	9 units
Gordon Apartments	1202 E. Pine Street	27 units
Haines Apartments	1415 E. Olive Street	30 units
Melrose Apartments	1520 Melrose Avenue	30 units
Pine Street Apartments	1202 E. Pine Street	27 units
Villa Apartments	1106 Pike Street	62 units
Wintonia Hotel	1425 Minor Avenue	92 units
Total subsidized housing units		519 units

See Figure 2 for a map of housing resources in the Pike/Pine neighborhood.

Figure 2: Housing Resources



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Other demographic statistics, 2000 census

Like Seattle as a whole, the median age for the Pike/Pine neighborhood is fairly young: 31.2 years. The percentage of elderly (those over 65), at 7%, is low for the city, emphasizing its youth-oriented flavor. A small average household size (1.37 persons vs. 2.09 for the city overall) reinforces the singles reputation of the neighborhood. Twenty-four percent of residents live below the poverty line.⁷

Historic buildings

The Pike/Pine corridor has one of the city's most extraordinary collections of historic buildings, many of which retain a high degree of architectural integrity and represent a new and unique building type.⁸ Four are city landmarks:

Old Fire Station #25, 1400 Harvard Avenue
Summit School/Northwest School, 1415 Summit Avenue
Wintonia Hotel, 1431 Minor Avenue
First African Methodist Episcopal Church, 1522 14th Avenue.

Sixty-five buildings within the study area have been inventoried by the City of Seattle Department of Neighborhoods in its cultural resources survey, and fifty-three of these are identified as potentially of historic value⁹. Most of these structures are concentrated on the following streets:

18 buildings on Pine Street
10 buildings on Pike Street (plus 1200 E. Pike Street)
9 buildings on Broadway
5 buildings on 12th Avenue
3 buildings on Melrose Avenue
6 buildings on Union Street

Fraternal Halls are also part of the architectural heritage of this neighborhood:

Odd Fellows Hall, 911-19 E. Pine St.
Masonic Temple (Egyptian Theatre), 801 E. Pine St.
Knights of Columbus Hall, 722 E. Union St.

The map on page 9 (figure 3) shows landmark buildings, as well as those identified in the Department of Neighborhoods' historic resources inventory.

Older buildings predominate in the study area. The value of these older buildings was recognized as early as 1975, when Historic Seattle completed an inventory of the structures, and in 1977, when a fledgling neighborhood group applied to the National Endowment for the Arts for a grant to study rehabilitation methods for these older buildings.¹⁰ Of a total of 278 buildings within the Pike/Pine study area, 165 (59.4%) are more than 85 years old. Forty-six buildings (16.5%) were built between 1923 and 1945,

⁷ 2000 census data, obtained from the City of Seattle Department of Planning and Development, 2008.

⁸ *Historic Property Survey Report: Seattle's Neighborhood Commercial Districts* (City of Seattle Department of Neighborhoods, November 2002).

⁹ City of Seattle Department of Neighborhoods

¹⁰ *op. cit.*, pp. 4-9.

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51 (18.3%) were built between 1946 and 1995, and 16 (5.8%) were built from 1995 to 2007. Please refer to figure 3, *Historic/Architectural Character*.

Figure 3: Historic/Architectural Character



Development Issues

Development, 1995–2008

As the map in figure 3 shows, sixteen buildings have been built between 1995 and 2007. Of these 16 buildings, 14 were entirely residential or residential with ground-floor retail. Ten of these 14 are condominiums, and three are rental (including one subsidized). The Harvard Market retail complex, and the Silver Cloud Hotel were the other two buildings built in this period.

Figure 4, projects and development potential, shows twelve projects in various stages of development within the neighborhood. If all projects were to be completed, over 700 new housing units would be introduced into the neighborhood. The map also identifies parcels susceptible for development, based upon development capacity, and value of land compared to value of improvements. The story that this map tells is that, while a wave of development is currently sweeping over the Pike/Pine neighborhood, the majority of parcels in the neighborhood are potentially poised for even further development.

Land use and zoning

The study area is defined by the boundaries of the Pike/Pine urban center village, as designated by the City of Seattle. Within the study area, however, are several overlay and other special districts:

Regional transit station area overlay: Capitol Hill and First Hill stations

Pike/Pine overlay

Major institution overlay (Seattle Central Community College)

There is also a proposed improvement district, currently in the petition stage, the Capitol Hill Improvement District (proposed assessment district for area businesses). Its proposed boundaries are indicated on the map in Figure 5.

Each overlay has its own requirements and exceptions. Generally, the Pike/Pine overlay encourages a more pedestrian-friendly environment, with relaxed parking regulations and limits the amount of commercial use otherwise permitted in the base NC zones to emphasize residential use as the preferred use. The station area overlays encourage higher density in the vicinity of rapid transit stations, and the major institution overlays permit greater height and bulk under conditions prescribed through a major institution master plan. The improvement district, if approved, would allow neighborhood businesses to contribute to a common fund for area improvements.

The predominant zoning designation in the study area is NC3-65, and NC3P-65. A small portion of the study area is zoned for 40' maximum heights, and portions of Seattle Central Community College's major institution overlay permit heights up to 105'. Limited areas on the northern and southern edges are within Midrise (MR) and Lowrise 3 (L3) multifamily zones.

Please refer to figure 5, *Land Use and Zoning*.

Figure 4: Projects and Development Potential

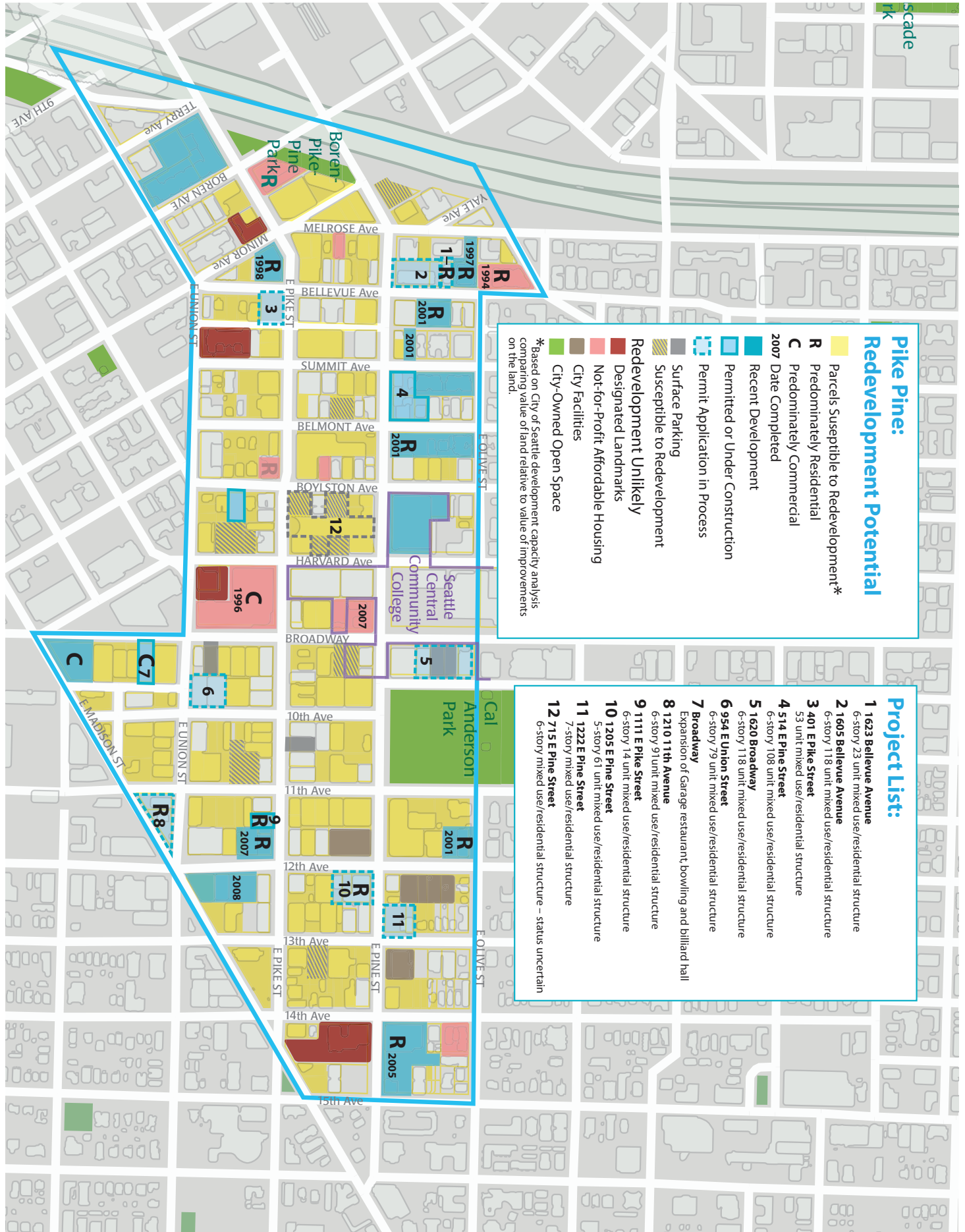
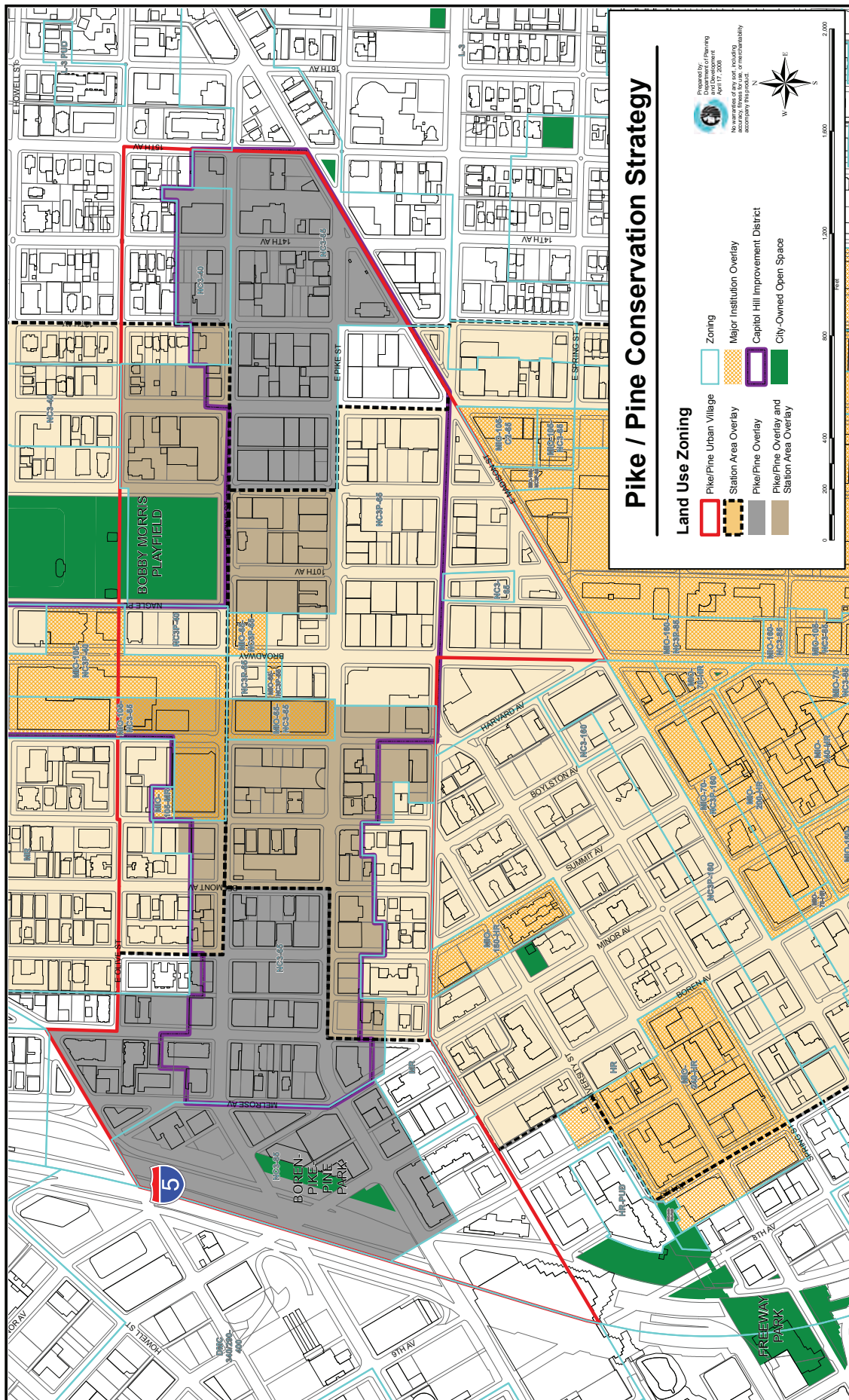


Figure 5: Land Use Zoning



Assessment of recent development — case studies

The City of Seattle’s design review program was created to:

- encourage better design and site planning that enhances the character of the city and ensures that new development fits sensitively into neighborhoods
- provide flexibility in the application of development standards
- improve communication and participation among developers, neighbors, and the City early in the design and siting of new development.

The design review program is built on the concept of an equilateral triangle, with the three major stakeholders — the citizens of Seattle, the project applicant, and the City — given a voice in the process. Members of the design review boards are appointed by the Mayor and City Council.¹¹

Nine recent building development projects were reviewed as case studies to assess their treatment during the design review process. The intent of the review is to determine if the Pike/Pine design guidelines could:

- *be supplemented or amended to resolve observed conflicts between the existing guidelines and new ideas about design,*
- *reinforce desired design outcomes and*
- *provide additional direction for promoting conservation.*

Resolve observed conflicts in guidelines:

Issues raised over recent projects during the design review process show that conflicts may exist between the guidelines as written, and current attitudes about development in the area.

Three guidelines that may conflict with current attitudes toward development are as follows:

A-7, Residential Open Space

Locating a significant amount of open space on rooftops is discouraged. Open space at street level and features that provide visual relief on building facades, such as balconies, are encouraged.

In an urban setting such as Pike/Pine, open space at the rooftop level, or otherwise incorporated into the building’s architecture—and not at street level—seems to make sense. In dense neighborhoods, it is frequently necessary to remove oneself from the hustle and bustle of the busy street, and to find a place of solace and repose, away from the crowded street and its activity, instead of among it.

However, “open space” may also mean more generous sidewalk, curb bulbs at pedestrian crossings, street trees, and other street furniture that enhances the pedestrian-oriented nature and priority of this overlay district.

Regarding balconies, balconies projecting from a building’s façade are not architecturally

¹¹ City of Seattle Design Review website: www.seattle.gov/dpd/Planning/Design_Review_Program/What_We_Do

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consistent with the sheer rise of the loft or warehouse building, which rises uninterrupted from the street level to the cornice line. Also, this neighborhood is one where nightlife is part of daily (or nightly) activity. It would not seem well advised to have outdoor spaces that are directly visible or within earshot of activity associated with bars and nightclubs. Therefore, for new buildings on Pine and Pike streets, balconies should be placed on side street façades or back courtyards, but not facing Pike or Pine streets.

A-9, Location of Parking on Commercial Street Fronts

Garage entryways facing the street should be compatible with the pedestrian entry to avoid a blank façade. Steel mesh is a preferred alternative to solid doors.

The use of steel mesh for a garage door material may be appropriate in some instances, but design review shows some more creative materials and solutions, as well as instances where a solid door may indeed be the most appropriate solution. Calling out steel mesh as a preferred material may be too prescriptive a guideline.

C-4, Exterior Finish Materials

New development should respond to the neighborhood's light-industrial vernacular through type and arrangement of exterior building materials. Preferred materials include: brick, masonry, textured or patterned concrete, true stucco (DryVit is discouraged), with wood and metal as secondary or accent materials.

The design review board acknowledges the use of industrial materials, as well as generous amounts of glazing as being appropriate in the Pike/Pine neighborhood. Wood and metal may therefore not be traditional materials used for building construction, but can express the current industrial or high-tech vernacular, one that is complementary to the strong bones of the masonry loft buildings that now dot the neighborhood. Modification of the language in the guidelines to account for innovative use of old and new materials and new tectonic methods could be seen as continuing the industrial tradition within the Pike/Pine district.

Reinforce desired design outcomes:

There has been an expressed ambivalence on the part of several neighborhood stakeholders about the effectiveness of the Pike/Pine Urban Center Village design guidelines as written (2000). Some stakeholders have expressed a desire for the guidelines to have “teeth.” Some have said that they are “vague.” What the stakeholders may have been expressing, however, is a desire for an overall improvement in the level of design for new buildings in the neighborhood, and for an architecture that reflects neighborhood character.

Should a neighborhood's architecture reflect its character? Pike/Pine's neighborhood character is described as industrial, gritty, urban, artistic, and youthful. The existing design guidelines do a reasonable job, with a few exceptions, of ensuring that new buildings are respectful of the existing typology, which is principally the warehouse or loft-style automobile repair shop of the early twentieth century. Once, it was considered strange and bold to live in a former industrial building; such a lifestyle was reserved for artists and the avant-garde. Today, loft living is mainstream. Renovation of former warehouses is common, and is a successful part of many revived urban neighborhoods in North America.

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As Pike/Pine goes through a wave of redevelopment, it may be an optimal time to step back and review the existing design guidelines for the Pike/Pine overlay for their effectiveness in encouraging architecture that reflects neighborhood character. Do the guidelines encourage new architecture to be strong and urban, architectonic and muscular, as these warehouse buildings were when first built, eighty to one hundred years ago? One example could be for guidelines to focus on tectonics and to encourage the innovative use of materials in new buildings, rather than the current checklist and palette approach of the neighborhood design guidelines. New buildings, such as the Agnes Lofts and 1111 East Pike Street, are bold and graceful additions to this neighborhood, and their modernity fits comfortably—in scale, materials, and grain—with the light-industrial character of the neighborhood, respecting without mimicking it.

Design Review Issues

Nine recent building development projects were reviewed to assess their treatment during the design review process. Five buildings are not yet built:

514 East Pine Street
954 East Union Street
1205 East Pine Street
1620 Broadway
1605 Bellevue Avenue

three are complete or nearly so:

Broadway Crossing
Agnes Lofts
Trace Lofts and Trace North,

and one is in the midst of construction as this is written:

1111 East Pike Street.

The most pertinent issues raised by the design review board during design review are as follows:

A-3, Entrances Visible from the Street: Regarding building entries, the board frequently recommends clear delineation of building entries, welcoming entries and lobbies, and clear demarcation of and separation of residential and commercial entryways in the same building. The board generally supports building entrances from the principal street, as opposed to a side street.

A-4, Human Activity: The board has consistently supported buildings that strengthen and enhance the experience of the pedestrian on principal as well as side streets within the Pike/Pine district. (The board has not infrequently had to remind the architect of the importance of the pedestrian environments on the side streets, which are equally as valuable as those on Pike and Pine streets.) This applies to building design, streetscape design, street furniture, width of sidewalks, and intersection crossings (curb bulbs are frequently suggested).

A-5, Respect for Adjacent Sites: Preserving the privacy of existing dwellings is a priority for new buildings, especially those whose heights are greater than that of neighboring

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buildings. Preserving view corridors from existing buildings is a related concern of the board. Setbacks on upper floors have been recommended by the board so that new buildings will not overwhelm existing structures. In one instance, a new residential building is being built adjacent to an existing nightclub that has an outdoor patio. The board requested that the architect work with an acoustical designer to mitigate the noise impacts.



Broadway Crossing includes details that emulate its historic neighbors, such as rusticated stone (Broadway High School) and grillwork at the cornice (Masonic Temple).

A-7, Residential Open Space: The board supports residential open spaces that take advantage of light and views, and that are intimate as well as generous. The board questioned the placement of balconies on Pike and Pine street façades on several of the projects it reviewed.

A-8, Parking and Vehicle Access: The board supports minimal and non-intrusive driveways and accessways to garages. In one instance, the board adamantly rejected a building that included two garage driveways, as well as a porte cochere. This was later reduced to a single, two-way driveway.

A-9, Location of Parking on Commercial Street Fronts: In at least one case, the board recommended an opaque garage door instead of the steel mesh prescribed by the design guidelines.

A-10, Corner Lots: The board recommends extra effort on the part of the architects in treating the street corners. Beginning with the streetscape, the board asks the designers to acknowledge and strengthen the corner. Architectural elements, signage, and building finish materials are all recommended focus areas at corners. Architectural treatments that erode the corners are generally rejected by the board. However, one building proposes to create an outdoor plaza at a prominent corner. The board is split on this proposal: while the plaza might provide a welcoming outdoor element, it also fails to hold the corner at a prominent and dense location.

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B-1, Height, Bulk, and Scale Compatibility: Massing should be consistent with the neighborhood vernacular, and create a strong commercial character at the base. Excessive façade modulation is typically found to be fussy, incoherent, and incompatible with the architectural character of this area. It is not a successful treatment to break up the mass or scale of a building. One building was called out for its scale within the neighborhood. It occupies an entire block face, as well as having façades on three streets. A building of such scale is vastly out of scale with the neighborhood. However, the design review board has little recourse when dealing with such an issue; breaking up the massing, as well as ensuring more rather than fewer retail spaces at ground level, are examples of the few resources it has to deal with an issue of such magnitude.

C-1, Architectural Context: The board supports responses to existing architectural context that are sympathetic but not imitative. A strong separation between old and newer buildings is frequently recommended, while using the elements of the older building as design cues, or reference point, or for scale and rhythm. The Agnes Lofts was called out particularly by the design review board for excellence. It achieves a harmonious integration through its use of expansive glazing and a rhythmic structural frame. It integrates within the industrial context, but is strong and individually expressive.



Expansive glazing and rhythmic structural frame of the Agnes Lofts.

C-2, Architectural Concept and Consistency: Clear and well-executed architectural statements that integrate into the existing context are most strongly supported. The board gives accolades when it finds excellent design solutions, and gave particular praise to the 1111 East Pike building. 1111 was found to have excellent reference lines, large amounts of glazing, and a clear understanding and appropriate use of industrial materials.

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C-5, Structured Parking Entrances: The board struggles with this issue, as there is an inherent incompatibility of pedestrian activity with driveways. Concern for sight lines would require wider driveways and curb cuts, but the board consistently has supported design departures that allow narrower driveway widths. The board is not consistent on how to compensate for this departure: in some instances, visual and aural devices are recommended to alert pedestrians, and in other cases, these devices are referred to as “squawk boxes” that only annoy and detract from the pedestrian environment.

In one instance, the board was clearly reluctant to permit a driveway entrance on Broadway, but saw no alternative. There have been similar decisions with driveways on Pike Street and 12th Avenue. Shrinking the driveway width appears to be the most consistent recommendation of the board.

D-1, Pedestrian Open Spaces and Entrances: The board suggests widened sidewalks to enhance the pedestrian environment, wherever possible. The board frequently asks architects to consider well placed street trees, street furniture, tree grates, and bus stops for integration into the overall design and street experience. One idea is to require wider sidewalks as is done downtown (based upon a map), but permit the property owner to count the FAR from this area in calculating how much square footage they can build.

D-2, Blank Walls: The board is consistent in recommending alternatives or treatments to blank façade segments, particularly along the most pedestrian-oriented façades. The few exceptions include: a blank façade provided as a contrasting element to a heavily glazed building element, and preservation of an old painted sign on an existing building façade as an integration of an historic element into a new structure.

D-6, Screening of Dumpsters, Utilities, and Service Areas: The board consistently recommends that trash Dumpsters NOT be relocated along the sidewalks. The board consistently recommends that storage for garbage and recycling containers be located within the building confines, and receptacles taken to the curb on the appropriate day.

Provide additional direction for promoting conservation:

Building or Façade Rehabilitation:

The Pike/Pine neighborhood includes a wealth of older buildings which contribute to neighborhood character through their original design. However, current zoning may discourage adaptive re-use of these buildings in their current configuration. Some of the buildings are one- or two-story buildings in a neighborhood that is zoned for five or six stories. To encourage adaptive re-use of older buildings of character, design guidelines should be rewritten specifically to address design issues relevant to rehabilitation of older buildings, additions to older buildings, incorporating older buildings into new architecture, and the re-use of portions of older buildings.

Current design guidelines for the Pike/Pine neighborhood do not specifically address rehabilitation of existing structures, but it is acknowledged under Section II, “Pike/Pine Context and Priority Design Issues”, item 3, Height, Bulk, and Scale:

While it is recognized that Design Review applies to new developments that meet Design Review thresholds, the adaptive re-use and additions to garages, warehouses, and lofts is also encouraged in order to retain the flavor of the neighborhood. This context can be

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*used to positively and creatively inform new developments.*¹²

Several recently completed and proposed projects incorporate existing buildings or façades within the overall design (615 East Pike, 1205 East Pine, 1414 12th Avenue, 1121 East Pike). Others do not (514 East Pine, 954 East Union). There does not appear to be a forum to trigger such a decision; rather, rehabilitation of an existing building, or preservation of its façade appears to be at the discretion of the developer. Incorporation of existing building elements could help to achieve the overall goal of neighborhood conservation by preserving the building appearance at the street level. This could ensure architectural continuity within the neighborhood, and some preservation of the neighborhood's collective memory.



The recently renovated Trace Lofts incorporate an old building into a new development, with a rooftop addition.

Demolition Review

Further, demolition review could also be incorporated into the permit or design review process. The intent would be twofold: a brief moratorium on demolition, to ensure that there are no buyers who might wish to purchase and rehabilitate the building, and to ascertain whether the building itself or portions or elements of the building to be destroyed are worth saving, and whether these elements could be feasibly salvaged and incorporated into the new building on the site, artwork, or another neighborhood capital project. *(Note: There is ongoing work to salvage building materials citywide.)*

¹² City of Seattle Department of Construction and Land Use. "Pike/Pine Urban Center Village Design Guidelines", October 2000, page v.

Neighborhood Character

Neighborhood Activity Clusters

The predominant theme of Pike/Pine’s neighborhood businesses is that they are independent and locally owned. The unique nature of these businesses impacts neighborhood character profoundly, in the size, nature, hours, and appearance of these shops. Persons walking in this neighborhood will not be greeted by signs familiar to those who trawl the interstate highways: generic chain-stores and restaurants and their all-too-familiar signs and logos are rare here.

While automobile-related businesses still operate in the neighborhood, and it is home to numerous thrift shops, restaurants, and cafés, the Pike-Pine neighborhood is uniquely identified with nightlife, gay-related businesses and organizations, and arts-related organizations and businesses.

Nightlife and Cafés

Bars, night clubs, and restaurants open late include: Baltic Room, Cayenne, Bacchus, Capitol Club, War Room, Neumo’s, Moe Bar, King Cobra, Chop Suey, Elysian Brewery, Comet Tavern, Havana Social Club, Linda’s Tavern, Mercury, Rosebud Café, Cha Cha Lounge, Chapel, Satellite Lounge, Six Arms, Quinn, Gray, Barca, Century Ballroom, Via Tribunale, The Garage, La Spiga, and of course, the IHOP.

The neighborhood also includes prominent and locally/regionally owned coffeehouses: Caffè Vita, Bauhaus Coffee, Kaladi Brothers, Elizabeth’s, Victrola, Stumptown, Café Petirosso, Caffé Argento, Café Stellina, and Online Coffee Company. (The Globe has recently closed.) Others include Tully’s and Starbucks (which, although “corporate,” are both locally owned.)

While not nightlife-related specifically, some businesses have a synergistic relationship to nightlife and the music scene. Late-night tattoo parlors are among these.

Festivals and Fairs

Neighborhood exuberance is shown off in late June, when The Cuff hosts an annual Gay Pride block party on 13th Avenue between Pine and Pike streets. Live performances and music are among the featured events. In late July, the annual Capitol Hill Block Party is a two-day event that takes place on Pike Street and 10th Avenue. The party includes live music and performances on outdoor stages, from daytime to late at night.

Gay and Lesbian Life

Gay bars and nightclubs include: The Eagle, Neighbours, R Place, The Cuff, Madison Pub, Martin’s Off Madison, Poco Wine Room, Purr, CC Seattle’s, Chapel (mixed), and Kurrent (mixed). There is one Lesbian bar: Wildrose.

Gay services and businesses: Lifelong AIDS Alliance, GSBA, Gay City, Seattle Counseling Services for Sexual Minorities, Seattle Out and Proud, Diverse Harmony, Verbena, Project NEON, and Seattle Gay News.

Gay other: sex clubs and paraphernalia shops.

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The Seattle Pride Festival parade no longer takes place in the neighborhood, but some related festival events occur in the Pike/Pine neighborhood during Pride weekend (late June). The Seattle Gay and Lesbian Film Festival screens at some neighborhood cinemas.

The following gay bars or organizations in the neighborhood have been lost in recent years: 1200 Bistro, Sugar, Thumpers, GLBT Center (1115 Pike), Man Ray, Blu (Brass Connection), Pony (506 E. Pine St).

Social and Public Services

At least five social service organizations are known to have operations within the neighborhood: Salvation Army Family Services, Gay City, Seattle Counseling Service for Sexual Minorities, King County Public Health Needle Exchange, Project NEON, Gilda's Club, and Lifelong AIDS Alliance.

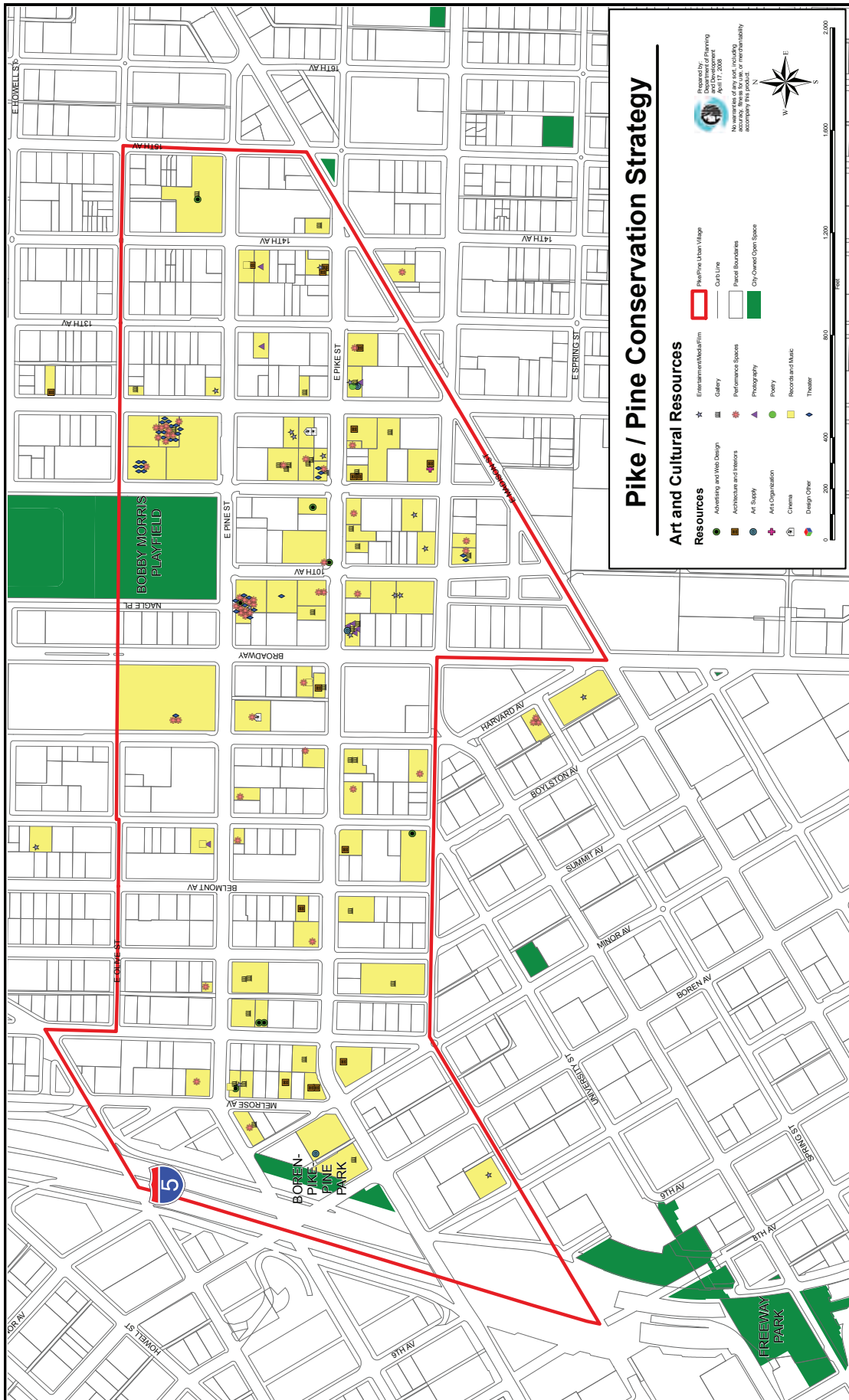
Also within the study area are Seattle Fire Department fire station 25 (1300 East Pine St.) and the Seattle Police Department east precinct (1519 12th Avenue).

Arts

The 1991 study noted that the neighborhood, with 59 arts-related businesses, was “becoming a focus for arts and entertainment activity, including live performances and commercial art services.”¹³ This arts focus has grown over the past two decades, to where nearly 200 arts-related businesses now operate in the Pike/Pine neighborhood. These include theater groups, dance groups, galleries, cinemas, artist studios, frame shops, photography studios, architecture firms, landscape architecture firms, and businesses selling art or photography equipment. Please see table 3 (Appendix) for a complete listing of all arts-related facilities, and the map in figure 6 for a geographic clustering of arts-related facilities.

¹³ op. cit., pp. 63-71.

Figure 6: Art and Cultural Resources



Neighborhood character: description

The strength and value of the Pike-Pine neighborhood lies in its character, unique in Seattle, and voiced many times by neighborhood stakeholders.¹⁴ The neighborhood character of Pike-Pine has been described in five general categories:

- *Architecture* — one to three stories, early twentieth-century, loft style, former automobile sales and repair, warehouses. Frequent use of brick. New architecture is high-quality and harmonious.
- *Uses* — local, unique, independent and small-scale retail; small-scale commercial and office space (e.g., architects and attorneys); work and performance space for artists; residential; nightclubs, bars, restaurants and cafés; some gay-specific businesses, bars, and services; education and training; and some remaining auto-oriented businesses (sales and service). “Gritty and authentic” are used to describe this neighborhood.
- *Culture* — nightlife and restaurants, gallery and performing spaces; diverse — gay culture, bohemian or alternative, youth and students. Importance of street activity and liveliness.
- *Housing* — over 90% renters (2000 census), with several hundred subsidized housing units.
- *Community of Neighbors* — a neighborhood that residents value and show their interest by being active in neighborhood issues, and where people go to gather and meet friends. There is a diversity of people with respect to ages, incomes, appearance, and sexual orientation.

This description of neighborhood character must be compared with the vision expressed for the neighborhood in 1994 at the beginning of the neighborhood planning process. Below is the neighborhood vision for 2014:

Vision: Pike/Pine in the Year 2014

- Location close to downtown, without having downtown-type development of large single-use office buildings or institutions in the neighborhood
- An urbane, mixed-use environment that is unusual in Seattle because it is 50% business and 50% residents
- Small scale, individualistic retail businesses that give the neighborhood character
- The continued health of light manufacturing, wholesaling, high-tech and auto-related businesses that create good jobs and neighborhood economic stability
- A concentration of artists’ studios, music performance and recording, and gallery spaces in keeping with present neighborhood patterns
- The historic ‘auto row’ architecture and other historic buildings, such as the

¹⁴ Interviewees: Maria Barrientos; Kathleen Brooker, Historic Seattle; Liz Dunn, Dunn & Hobbes; Betsy Hunter, Capitol Hill Housing; Matthew Kwatinetz, Capitol Hill Arts Center; Dr. John McMahon, Director of Facilities, Seattle Central Community College; Mike Malone, Hunter’s Capital; Kateri Schlessman, Seattle University, Office of Land Use; Robert Sondheim, Rosebud Café; Chip Wall, Pike/Pine Urban Neighborhood Council.

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Fraternal Lodge buildings (Odd Fellows Hall, Masonic Temple, Knights of Columbus) and turn-of-the-century housing such as the Bell-Boy apartments that give the neighborhood character and preserve important parts of Seattle's early twentieth century history

- A wide variety of different sorts of people living, working and visiting in the neighborhood
- A well-defined community identity, including distinctive community gateways and many examples of public art
- A neighborhood that sees itself as part of the City of Seattle and whose neighborhood activists and community organizations communicate productively with city and county governments.¹⁵

The consistency of this vision with the neighborhood's perceived character today testifies to the continuity of a prevailing set of neighborhood values. Therefore, actual and perceived threats to this character are of primary concern to neighborhood residents and stakeholders. As one stakeholder said, "Change is best when it is incremental. When it comes in leaps and bounds, it changes the predominant use in the neighborhood, which tips the balance."

Neighborhood Character Concerns

Changes that are perceived to have had a negative impact on the neighborhood's character were identified by stakeholders as:

Real estate and development—real estate development was identified as a double-edged sword by stakeholders. It has had positive impacts upon local businesses, the overall appearance and tidiness of the neighborhood and its architecture, and the growing sense of community and ownership among residents. However, its negative effects have been described as contributing to increased economic pressure to demolish older buildings, reducing affordability for artists, students, and young people who can no longer live and work in the neighborhood, and introducing buildings that are alien and insensitive to the neighborhood.

Social, cultural and economic changes—somewhat related to real estate development and loss of affordability are social and cultural changes. There is concern that younger and less affluent people are leaving the neighborhood, and that the development of more expensive condominiums and apartments will gentrify the neighborhood with people who may be wealthier, but less creative or culturally diverse than the existing residents.

The neighborhood has lost the Fringe Festival and the Gay Pride Parade, and stakeholders say there is less street culture than previously. Arts groups are relocating away from the neighborhood, for financial reasons. Historically having the largest concentration of gay-themed nightlife spots in the city, there are now fewer gay bars and clubs in this neighborhood than before.

¹⁵ Pike/Pine Urban Center Village: Final Neighborhood Plan, November 19, 1998.

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Some economic changes have potential for both positive or negative outcomes: there is a potential loss of neighborhood retail due to increased rents in newer mixed-use buildings, and negative economic impacts are foreseen at the northern edge of the study area during the eight-year construction period (2008-2016) of the Broadway subway station.

Other: the City's new noise ordinance is expected to impact bars and nightclubs in the neighborhood, and new residents are expected (the majority of whom are owners, rather than renters) may be less tolerant of nightclub noise, outside congregation, and late-night exuberance.

Neighborhood character worth saving

Stakeholders identified three particular character elements worth conserving in this neighborhood:

- *The older buildings*, and the architectural character they bring to the neighborhood.
- The various *elements that contribute to the neighborhood's culture*, from people to unique shops to nightclubs to galleries. A neighborhood that is alive 24 hours a day is important to neighborhood residents, as well as one with thriving arts spaces, and active street life. People of all walks of life live here comfortably and harmoniously, and this diversity of lifestyle and culture is an asset.
- *Local retail businesses*. The relative paucity of major chain stores contributes to the perception of a homegrown economy, and to the neighborhood's unique and independent flavor and look, setting it apart from other city neighborhoods.

Goals for Conservation

1. Conserve architecture and architectural character

Older industrial buildings, as well as the older brick apartments and frame multi-family buildings, define this neighborhood's architectural character. Three-quarters of the buildings in the study area are 65 years old, or older. The buildings may not be individually historic, but this collection of 100-year-old masonry loft-style buildings throughout the neighborhood gives it a pleasing aesthetic and architectural scale.

Older buildings, through their age, form, size, open plan/flexible configuration, street orientation, entry and window placement, and affordability, serve local businesses. Is it possible for small local businesses to afford to rent space in new buildings, and are the spaces in these new buildings pleasing places to conduct business?

- *Save the architectural characteristics of the best older buildings.*
- *New construction and redevelopment should integrate in massing, scale, and grain to existing architectural character, without mimicking the historic architecture.*
- *Save old buildings as a way to maintain space that is affordable and conducive to small business uses.*

2. Preserve affordability

Affordable housing, and affordable work and performing spaces were identified as crucial to the preservation of this neighborhood's character.

Many of the older buildings in this neighborhood, because of their age and construction, lend themselves ideally to studio, rehearsal and performing/presenting spaces for artists. Their age and state of repair also tend to make them less expensive to rent, a beneficial factor for artists and arts organizations, which are frequently under-capitalized.

- *Preserve (or provide) affordable living, working, rehearsal, performing, and presenting spaces for artists.*

Similarly, one of the pillars of affordability in housing in this neighborhood is its high percentage of rental housing. With a median age of 31, this neighborhood has traditionally been home to young single adults, many of whom are students or artists. As of 2000, over 91% of the units in this neighborhood were rental units. That ratio is diminishing rapidly. Monthly rent tends to be substantially lower than a mortgage payment in this neighborhood, and rental properties are often smaller units in older buildings. Even though about one in six rental units in this neighborhood are subsidized, some affordable units have been demolished or converted over the past decade. Newer construction is primarily owner-occupied, with larger units, including some in the luxury category. There is concern that condominiums will overtake rental properties in the neighborhood.

- *Preserve (or provide) affordable rental housing to target those at a moderate-income level, such as young singles, students, and academic faculty members.*

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The economics of newer buildings should allow small local businesses to afford to rent space in these new buildings.

- *Ensure that the economics of new buildings allows small local businesses to continue to afford to rent space in new buildings.*

3. Balance the neighborhood's diversity of people and uses

Stakeholders recognize and value the diversity of this neighborhood. While diversity can be a vague term, in this neighborhood it means the people who live, work, and recreate in this neighborhood, and the services and uses housed in the neighborhood's buildings.

One stakeholder spoke of the “organic interconnectedness” of the variety of uses in this neighborhood, and how these uses interconnect over the entire 24-hour period of a day. This variety and continuity of daytime and nighttime uses is part of the sense of community here, and its loss could endanger the community's character.

The variety of uses includes several clusters for which this neighborhood is known: arts-related uses, gay and lesbian bars and dance clubs, straight nightclubs, and other neighborhood gathering places, such as coffee shops.

The proximity of a large number of related uses in a neighborhood is crucial to the survival of all of them, due to the nature of physical clustering, as described by urbanist Richard Florida in his most recent book, *Who's Your City?* As Florida says, “When people—especially talented and creative ones—come together, ideas flow more freely, and as a result individual and aggregate talents increase exponentially... The physical proximity inherent in clustering provides ample face-to-face communication, information-sharing, and teaming required to innovate and improve productivity.”¹⁶

- *Support the geographic clustering of uses that occurs in the Pike/Pine neighborhood, especially arts-related, gay-related, nightlife and entertainment-related, and other gathering spots (such as coffee shops).*
- *Continue to accommodate a rich mix of activities in Pike Pine as the area grows, including housing, residential support services, employment, institutions, independent retail, and entertainment.*

Below are some observed characteristics of the neighborhood's diverse population:

- people who do not have a traditional career feel comfortable and normal here,
- gays and lesbians are integral to all elements of the neighborhood's identity,
- young people live, work, attend classes, shop and congregate here,
- artists live, work, create, and present their work here,
- sexuality is freely and openly expressed,

¹⁶ Florida, Richard, *Who's Your City: How the Creative Economy is Making Where to Live the Most Important Decision of Your Life*. New York: Basic Books, 2008, page 120.

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- art, music, dress, behavior, mannerisms, speech, window displays, and advertising may be provocative, and might evoke discomfort or disapproval in a more traditional neighborhood,
- businesses are owned and frequented by people who live in the neighborhood,
- retail is small-scale, and relies almost entirely on neighborhood foot traffic,
- public socializing is highly valued: socializing occurs frequently on the sidewalks and in neighborhood cafés, restaurants, coffee shops, clubs, and bars.
- there is a vital presence of people on the sidewalks at all hours of the day or night,
- 24-hour activity is inherent to the neighborhood's identity.

There is concern that growth and development in the neighborhood may lead to a more homogenous culture, and that new residents will be culturally different from the current neighborhood population. The balance of rich and poor will be changed, and newer residents may be older, wealthier, and less tolerant of the prevailing culture.

- *While recognizing the changing demographics of the larger Capitol Hill neighborhood, continue to maintain the diversity of the neighborhood populations: residents, students, employees, and those who use the neighborhood for recreation and enjoyment.*

Potential Conservation tools

Identify tools based upon goals

In the adopted 1998 Pike/Pine neighborhood plan, four key objectives were identified as priorities for the neighborhood. With one of these well under way, the other three objectives should be re-examined, as they are relevant to the goals expressed above, and to the conservation of character that is the core of this study:

--preserve and encourage affordable and market-rate housing;

--sustain the character of Pike/Pine through implementation of urban design recommendations and policy changes.

--consider a "conservation district" for the neighborhood.

--strengthen the neighborhood core east of Broadway, bounded by Broadway, 12th Avenue, Pine and Madison. (This is now under way).

Potential conservation tools include:

Transfer of development rights: This program allows developers to increase commercial floor area above base density by purchasing TDR rights from other sites (sending sites). The TDR program applies to designated housing, Downtown Mixed Commercial (DMC) housing, landmark housing, landmarks, and open space. The purchasers and sellers can privately construct the sale or the City of Seattle can handle it by holding the TDR in its TDR bank for later resale.

There are stipulations and constraints to the transfer of development rights. They include

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maximum increases in density, location of the sending and receiving sites, transferability between zones, the type of incentive program, and a variety of other intricacies.

The specifics of Seattle's TDR program are detailed in the City's municipal code; sections 23.49.014, 23.49.011, and 49.017.

Downtown commercial bonus: The Commercial Bonus Program is an incentive program for downtown office and hotel developers. It applies to downtown zones only. The program rewards developers for providing specific types of spaces. The bonus program offers additional floor area in exchange for certain amenities. The amenities include retail services, entertainment, shopping atria, childcare, human service, affordable housing, museums, performing arts theaters, and others.

Of particular relevance is the performing arts theaters component. Essentially, this program offers developers the ability to exempt the performing arts theater's space in the building's floor area ratio (FAR) calculation. For example, if the FAR is 17 and the developer includes a performing arts theater on the first floor then the allowable FAR is still 17; the developer can still build to the initial full capacity.

FAR bonus: When a developer provides arts space within a new development, it consumes some of the allowed developable area. The developable area is reduced by the volume dedicated to the arts space. Without compensation, this inclusion of arts space is a diminishment of the overall value of the project. To compensate the developer, additional development area can be added to the overall project volume, by either reducing bulk and/or setback restrictions or by increasing the project allowable height.

Development rights banking: Similar to the transfer of development rights mechanism, a number of new projects could share the unused development rights of a common arts space facility. In this way, a group of projects could benefit from additional height, reducing the overall height difference between conventional and "bonused" projects. A development rights bank can be created by the City or another entity. The rights are held until purchased for application in a new development.

Process initiatives: Process incentives can be used to entice developers or owners to provide arts spaces. Process incentives are intended to alleviate permitting burdens for the developers and minimize any extra procedures to create dedicated arts space.

Permitting and approval of development projects can be time consuming and costly. Cities can facilitate approval by reducing the time and complexity to achieve development entitlements for projects that include arts space. As a foundation to these incentives, a clear definition of the arts space, or raw spaces that could accommodate a range of arts space, is needed. If a development project proposes the appropriate spaces, it could be "fast tracked" through the permitting process. This "fast tracking" can be in the form of expedited or streamlined permitting for the entire project, not just the arts space portion.

In addition, after the master use permit process is completed, projects that include arts spaces can also benefit from prioritized construction reviews.

The process incentives can include completed, generic environmental review criteria for arts spaces (i.e., a pre-approved checklist for the arts space, including trip generation

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standards and definition of and metrics for other environmental characteristics).

Where projects need to go through design review, projects can be granted more design deviation flexibility and provided with a commitment for one design-review cycle.

Artist clearinghouses: exist in major US cities and are a concept that could exist in Seattle. The clearinghouse is a means of matching artists and developers. The artist clearinghouse serves as the keeper of a database of artists seeking space and developers seeking to provide arts benefits. It also provides technical expertise and helps the parties negotiate the transaction.

Subsidized artist housing/ workspace: applied in Seattle on a limited basis, is another possibility that is worthy of further discussion in Seattle. Such a program involves the government assistance for development of units that contain living quarters and work space. These units could be created in existing non-residential structures or in spaces specifically constructed for such use. (Tashiro Kaplan, developed with Artspace USA)

Artist cooperative (Sunny Arms): The Sunny Arms Artist Cooperative is an artist live/work building, located in a renovated factory in the South Seattle Industrial Park in Seattle, Washington. Built in 1907, the 35,000-square-foot, 5-story building originally housed the Washington Shoe Company.

Renovation of the building began in February 1989, using Seattle building and zoning codes that allowed for artists live/work spaces in industrial zones. Working closely with the project architect, construction manager, and many subcontractors, the artists were able to bring the building up to commercial, residential, and industrial code by September of 1989. Artists then completed the construction of their individual studios.

As the first artist owned live/work building in Seattle, the Sunny Arms offered a unique model for other cooperatives. Financing was provided by the seller. The corporate documents and house rules were developed during weekly meetings with the Sunny Arms lawyer and the founding artists, using Brickbottom, a Boston artist cooperative, as a model.

Artist cooperative (the Union Art Cooperative): Seattle's Land Use Code of the Department of Construction and Land Use permits artists' studio/dwellings under an Administrative Conditional Use permit in certain commercial and industrial zones. The city defines "artist" as a person who is regularly engaged in the visual, performing or creative arts". This type of permit is a discretionary decision made by the Director of the DCLU and requires that the following criteria be met:

1. the use is not located in areas where environmental or safety problems may exist.
2. the use is not located on freight lines or next to freeway or highway access, or where it would restrict or disrupt industrial activity.
3. the nature of the artist's work shall be such that there is a genuine need for the space.
4. the use shall not be located where it may restrict or disrupt industrial activity.

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In the early spring of 1992, Karen Guzak and Gene and Lois Graham began to plan an artists' cooperative loft building, a renovation of a 1916 automobile warehouse and showroom at 1100 East Union Street. After feasibility studies they decided to purchase the building, and turn it over to a cooperative form of organization, the "Union Art Cooperative, Inc."

The basic design issues were settled with emphasis on the building's original materials (concrete and heavy timbers with a classic brick façade). An extensive demolition was required to expose the structure and prepare the shell for the varied spatial uses that artists require. The cooperative sold raw space, which purchasers would design and finish out to their own requirements. The goal was to allow the beauty of the old wood timbers to counterpoint the clean planes of a contemporary and industrial look. There are twelve units in the building. The penthouse and rooftop garden were new exterior structures.

Major construction took place in 1992-93. Union Art Cooperative was financed by a seller's loan, individual shareholders' loans, and other loans. Core construction costs were about \$1.2 million.

The officers of the corporation oversee building management. Quarterly shareholder meetings are held; a board of directors is responsible for day-to-day business. The community enjoys the pleasures and advantages of living with neighbors who are involved in the arts.

Building for the Arts: Building for the Arts was created by the Washington state legislature in 1991 (RCW 43.63A.750). The program has provided nearly \$58 million for over 150 arts-related projects throughout the state. Building for the Arts awards grants to 501(c) 3 nonprofit performing arts, art museums, and cultural organizations to defray up to 20 percent of eligible capital costs for the acquisition, construction, and/or major renovation of capital facilities. This is a reimbursement-style grant, and operating costs are ineligible. The grants are funded by the sale of state bonds (no federal funds are involved). Awardees are selected through a competitive grant application process held every two years.

Programming: partnerships with SCCC and SU exist now, potential for more?

Zoning: cultural overlay district: regulations and incentives, conservation district, existing Pike/Pine overlay, major institution boundaries and regulations, station area overlay, improvement district overlay.

Development authority: Create a public development authority, as in other areas of the city.

Incentive zoning: changes to permitted height

Restrictive zoning: maximum parcel sizes

Inclusionary zoning: In San Francisco and many other jurisdictions, new residential projects with more than 10 apartments must provide 12 percent of the projects' apartments at a price affordable to households who earn less than or equal to the median income in the city.

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Demolition review: Regulating the number of demolitions permitted, as well as the number of subdivisions of existing apartments can also contain the speed of the gentrification of a neighborhood. The intent is to preserve as much of the existing housing stock while ensuring that new housing comes in the form of affordable units as well as market rate units. In this manner, a broader range of populations can be housed in one neighborhood. The City might also consider design guidelines that include a demolition review.

Incentives, restrictions, bonuses: Process expediting, incentive zoning and/or compensation to developers for affordable units. Could there be property tax exemptions, as a way to create incentives to private developers. Can we give FAR bonuses for arts, housing, affordable retail?

Preserve affordable housing: property tax rebate, incentive zoning

Preserve arts-related organizations: FAR bonuses, rent offsets

Historic preservation/conservation: can elements of an older building be saved or incorporated? Perhaps a compromise would allow the façade to be saved while building something new above or around it. This might be an approach for buildings that are not designated landmarks.

Development standards: maximum lot size, maximum permitted width of facades along street fronts: 60' to 120' frontage is more appropriate for this neighborhood.

Changes to design guidelines: address design guidelines, where they conflict with current design values and priorities in the neighborhood, and in the practice of architecture and urban design.

Proposed Conservation Tools

Priorities for immediate and longer-term action

Short-term actions for 2008:

Amend provisions of Pike/Pine overlay to incorporate new development standards addressing conservation objectives, including

- Maximum lot area limit (similar to Seattle Mixed/Residential designation in Cascade (23.48.016A2) that limits a development lot to 21,600 square feet). The permitted lot size could be increased for projects that maintain an existing structure.
- Maximum limit on street frontage on Pike and Pine Streets (120 feet, with increases allowed though specified conservation options).
- Size-of-use restrictions for ground-floor businesses.
- Adjust overlay boundaries: eliminate the First Hill Station Area overlay, and expand the Pike/Pine overlay to include Broadway/Madison/Pike Street triangle. One of the benefits of the Pike/Pine overlay is a four-foot ceiling height bonus that encourages taller ground-floor retail spaces, while still allowing adequate

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residential ceiling heights. Expanding the Pike/Pine overlay would make this developer bonus consistent throughout the neighborhood.

Intermediate actions requiring further work (may be available for action by late 2008 or early 2009):

- Amend downtown bonus and TDR provisions to allow bonus funds generated by downtown programs to be used for affordable housing production and preservation in Pike Pine. Amendment would need to allow bonus dollars to be spent and rehab and conversion of existing structures to affordable housing, in addition to allowing new development. Value of Pike/Pine TDR would need to be assessed—equivalent to value of commercial floor area in downtown locations. (Some of this may be done as short-term action.)
- Create floor area and/or height bonus for existing NC3 zoning for projects that provide specified conservation elements (floor area devoted to arts activities or human services, floor area with rent subsidy to accommodate local small businesses, etc.). Also may be linked as incentives related to lot size limits described above
- Supplemental design guidelines for use in design review, as indicated in the design review section above.
- Reducing height limits in critical conservation areas (although this could be indirectly accomplished through a TDR program).

Longer-term actions for consideration later in 2009:

- Establish conservation TDR program for Pike/Pine, which requires identifying sending and receiving areas (potential rezones) and development of program details.
- Fund landmark designation process for Pike/Pine landmark candidates: nomination, designation, controls and incentives, and designating ordinances (should be linked to development and availability of landmark TDR program to help support nominations by providing an incentive to owners of nominated properties).