



INITIAL RECOMMENDATION OF THE EAST DESIGN REVIEW BOARD

Project Number: 3013040

Address: 1020 East Union Street

Applicant: Mack Selberg, Ankrom Moisan Architects for Alliance

Date of Meeting: Wednesday, August 01, 2012

Board Members Present: Wolf Saar (Chair)
Dawn Bushnaq
Ric Cochrane
Lisa Picard
Chip Wall
Bo Zhang

Board Members Absent: None

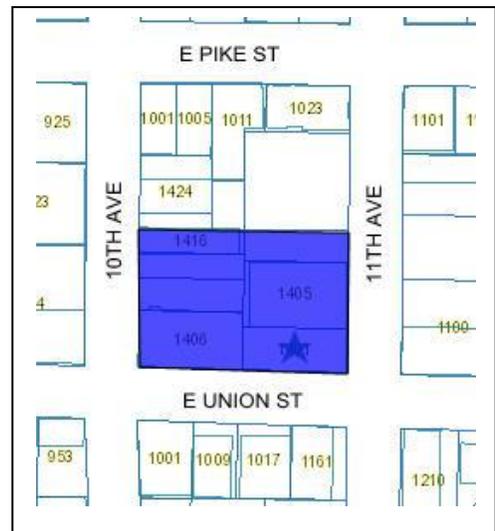
DPD Staff Present: Lisa Rutzick

SITE & VICINITY

Site Zone: NC3P-65, Pike Pine Conservation Overlay District

Nearby Zones: North: NC3P-65
South: NC3P-65
East: NC3P-65
West: NC3P-65

Lot Area: 44,029 square feet



There are four buildings currently located on the site, as well as surface parking.

Current Development: #1 – 1406 10th Ave: Two story office and event space uses.
 #2 – Union Garage: One-story automotive repair use.
 #3 – Madison Park Group (I): One-story commercial use.
 #4 – Madison Park Group (II): One-story commercial use.

Access: Street frontage options: 10th Ave, 11th Ave and East Union St

Surrounding Development: Across the street to the west, a new development is under construction. Across the street to the east is the Union Co-op Arts Building. Across Union Street to the south are a one story commercial use and two, two-story commercial and residential mixed use building. Abutting the site to the north is a three story commercial, retail and residential mixed use building and surface parking lots.

Topography: The low point along the property line is 297.57’ at the SW corner. The high point is at the NE corner, at 303.19’. The site dips to 287’ near the center of the site in a parking lot.

Neighborhood Character: Walking, bicycling, and taking the bus are all excellent alternatives to driving in the Capitol Hill neighborhood. The site is surrounded by bus routes providing direct access to and from Madrona, Madison Valley, Downtown, North Capitol Hill, and the University District. Bicycle lanes have been placed on the major North-South arterial, 12th, and the major East-West arterial, Pine. Just north of Cal Anderson Park, a light rail station is under construction, which connects riders as far south as the Seatac airport, and in the future as far north as Northgate.

A mixture of historic brick apartment buildings, industrial “auto row” style buildings, and contemporary mixed-use developments are commonly found in the immediate context. The applicant provided some examples of nearby context in the EDG packet.

PROJECT DESCRIPTION

The proposal is for a six-story residential building with 250 units above 12,000 sq. ft. of retail. Parking for 180 vehicles would provided below grade.

Two of the existing structures are proposed to be demolished and the facades of two of the structures are proposed to be retained as character structures under the Pike Pine Conservation Overlay.

EARLY DESIGN GUIDANCE MEETING: March 21, 2012

The EDG packet includes materials presented at the EDG meeting, and is available online by entering the project number at this website:

http://www.seattle.gov/dpd/Planning/Design_Review_Program/Project_Reviews/Reports/default.asp

or contacting the Public Resource Center at DPD:

Address: Public Resource Center
700 Fifth Ave., Suite 2000
Seattle, WA 98124

Email: PRC@seattle.gov

PUBLIC COMMENT

Approximately 35 members of the public attended this Early Design Review meeting and several comment letters were submitted. The following comments, issues and concerns were raised:

- Appreciated the outreach by the applicants. Would like to see treatment of the blank wall condition of the north elevation, which is highly visible. Suggested seeking easements with the abutting property owner to allow openings in the north elevation. Advocated for the preservation of the Pravda Building (1406 10th Ave) to be adaptively re-used as part of the proposed development.
- Nearby music venue across 10th Avenue to the west is concerned that the noise generated by this existing use does not become a nuisance to future residential tenants. Suggested high quality, solid buildings materials with acoustical buffering and noise dampening in mind.
- Noted that potential development abutting the site to the north may be far in the future and the blank wall should be enhanced and treated. Suggested modulation, openings or other design interventions to treat an otherwise blank wall and provide more visual interest.
- Supported preservation and adaptive re-use of the Pravda Building and showed examples of similar building entrance conditions in the neighborhood.
- Applauded efforts to reduce massing. Reiterated support for the preserving the Pravda Building and avoiding creation of a blank wall condition along the north side of the property.
- Suggested that the 40 foot separation between the two proposed masses be reduced and create three buildings rather than two.
- Concerned that the site challenges are being treated as stumbling blocks rather than seeking solutions.
- Concerned that the conservation goals of the neighborhood are not being met with the proposed development. Adaptive re-use and retaining a collection of buildings was strongly encouraged.
- Felt the proposed design concept was too contemporary and not in keeping with the historic auto-row character of the neighborhood. Also concerned about simply preserving a façade and not a more substantial amount of the building.
- Suggested a pedestrian pathway through the site along the north edge that would allow the north façade to be activated.
- Noted that efforts to clean up 11th Avenue and encourage businesses had occurred and is concerned with a proposed vehicular access/loading and service area off of that street. 11th

Avenue should not be treated as the backside of the development. The 11th Avenue massing appeared too solid and should be broken up into more distinct masses.

- Advocated for the full 15-foot setback to be maintained. Opposed the added height created by the elevator penthouse and mechanical screening. Did not want decks to be included along the 11th Avenue elevation to protect the privacy of Union Arts Co-op.
- Reiterated that the proposed development should be knit into the community rather than dominate the surrounding context.
- Suggested that development incorporate creative culture.
- Encouraged a more terraced shape to the building form. Suggested use of insulated building materials for noise dampening.

After visiting the site, considering the analysis of the site and context provided by the proponents, and hearing public comment, the Design Review Board members provided the following siting and design guidance.

EARLY DESIGN GUIDANCE:

- 1. Massing & Architecture.** The Board agreed that the perceived massing should be further broken down. (B-1)
 - a. The proposed L-shaped building creates a relentless, massive interior view and should be broken into modules consistent with the surrounding urban form shown in the context analysis. Design the large building with large scalar moves to reduce the appearance of building mass, at both the east edge and the facades facing the interior courtyard. (B-1, C-1)
 - b. The Board suggested exploration of a scheme with three building masses and a reduced separation between the buildings via a departure request. (B-1)
 - c. The Board agreed that the proposed corner building at 11th Avenue and Union (above the proposed Madison Park Group Building) express a more successful scale and design concept. (C-1)
 - d. Bigger moves to break down the 11th Avenue elevation are needed beyond the narrow vertical notch shown in the preferred scheme. (B-1, C-1)
 - e. High quality, durable and permanent materials consistent with the character structures and neighborhood should be considered. (C-4)
- 2. Blank Wall Treatment.** The Board agreed that the blank north wall elevation should be designed to create visual interest. (D-2)
 - a. The north wall is highly visible due to the lack of development on the surface parking lot to the north and appears much more expansive due to the topographic depression. (D-2)
 - b. Treatment of this elevation should include physical articulation of the wall, breaking it into more than one mass, use of color, texture, materials, art, etc. (D-2)
- 3. Context.** The Board encouraged maximizing the preservation of the character structures.
 - a. Additional analysis of how the project supports the intent of the Pike Pine Conservation Overlay and discussion of character structures should be explored and presented at the next meeting. (C-1)

- b. Further exploration of the adaptive re-use of the “Pravda Building” (1406 10th Avenue) should occur as part of the site redevelopment. (C-1)
- 4. Pedestrian Streetscape.** All three streets are crucial pedestrian streets and connectors in this neighborhood and should be designed to enhance the pedestrian experience and streetscape. (D-1)
- a. The site is an important link between Seattle University and Cal Anderson in terms of pedestrian circulation. (A-1, D-1)
 - b. The presence of driveways and service areas should be minimized to the greatest extent possible. (A-8, D-1)
 - c. Driveways and service areas should be consolidated to the greatest extent possible. (A-8, D-1)
 - d. The potential for public or semi-public ground level open space should be considered. (E-2)

The Board also encouraged further dialogue with various neighborhood groups.

SECOND EARLY DESIGN GUIDANCE MEETING: June 6, 2012

The packet includes materials presented at the Second EDG meeting, and is available online by entering the project number at this website:

http://www.seattle.gov/dpd/Planning/Design_Review_Program/Project_Reviews/Reports/default.asp

or contacting the Public Resource Center at DPD:

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700 Fifth Ave., Suite 2000
Seattle, WA 98124

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PUBLIC COMMENT

The following comments, issues and concerns were raised:

- Should show three full alternatives. The north façade should include greater transparency. The justification for the departures is lacking. Retail entries should be recessed similar to those found in the neighborhood.
- The conservation overlay is intended to preserve the texture of the neighborhood. Disagree with the application of the height incentive across the site. Three of the structures should be preserved. The proposed project is an important precedent. Smaller and flexible retail spaces are desired. Suggested east-west alley way along the north side of the site to allow loading to occur away from the streets. Preferred concrete instead of metal on the north façade and would like to see more transparency on that blank wall. Supportive of the proposed shifts in planes and materials.
- Encouraged street art mural on this wall. The proposed access on 11th Ave appears too wide.

- Would like to see Pravda retained. Existing storefront should be preserved. Encouraged working with abutting property owner to the north to allow great openings along the north façade. Supportive of brick.
- Supportive of preservation of the Madison Park II building. Objects to the bonus height application.
- Should explore designing a corridor along north façade to create a neighborhood connection and increase pedestrian access around and through the site.
- Agreed with preservation of the Madison Park II building as more desirable and interesting than the Pravda. Supportive of expanding the windows to the ground. Suggested use of acoustical windows for sound insulation.
- Best replacement of the Pravda is with a brick building.
- Explanation of the exoskeleton impacts is not clear; however the Pravda building is not remarkable. The design of the corner building is overly historicist.
- Buildings should be brick (not stucco) and meet the corners. Supportive of the different components of the building proposed.
- Disagrees with the height bonus application. A solar study showing impacts to the Union Arts Coop should be completed and inform the design. Noted the traffic volumes along 11th.
- Would like to see more glass along the north façade. Supportive of the third Pravda preservation scheme.
- Supportive of project and the departures.

After visiting the site, considering the analysis of the site and context provided by the proponents, and hearing public comment, the Design Review Board members provided the following siting and design guidance.

SECOND EARLY DESIGN GUIDANCE:

1. Façade Articulation:

- a. The Board was very concerned with the proposed departure from the setback above the character structure. The Board noted, however, that if the corner design is highly transparent and glassy, then such a departure may be more positively considered. See departure discussion. (A-10, C-4)
- b. The Board strongly emphasized the importance of achieving granularity and scale in the proposed design that was intended by the overlay concept. (C-1)
- c. The Board was supportive of the design of the new building above the character structure which appears to float on top of the older edifice. (C-1, C-2)
- d. The Board warned that the corner building appears too large and connected to the other masses along 11th Avenue. Instead, this corner building and overall faced should endeavor to reinforce the granularity of the historic development pattern. (A-10)
- e. The Board encouraged the use of varied cornice lines on the different building masses to retain the finer scale, range of buildings and character of the neighborhood. (C-1, C-2, C-4)

2. North Façade:

- a. The Board was pleased with the direction of the design of the north elevation, including the step back at the top and the inclusion of windows. The vertical and horizontal window slots should be authentic (actual windows) and use restraint in their composition along this wall. (D-2)
- b. Materials changes along this wall should occur with shifts in the planes. The Board discouraged the use of metal on this wall and noted that the materiality should be strong and highlight this elevation. (C-4, D-2)
- c. The Board suggested that the uses might express themselves differently in the wall design. (D-2)
- d. The Board would not be opposed to a green wall provided there are assurances that the selected vegetation would survive the north facing exposure. (D-2, E-2)

3. 10th and Union Corner/Character Structure:

- a. The Board noted that the building at the corner of 10th and Union should strive for the following qualities that create a sense of scale and familiarity in the neighborhood context:
 - i. At least a 20-foot ground floor height
 - ii. Larger glazing, openings and fenestration details, such as sills
 - iii. Proportion of glass to masonry
 - iv. Contrast from the abutting building to the east
 - v. Include multiple entrances
 - vi. Set back from the property line or from the 65-foot height to appear more consistent with the building heights in the area.
 - vii. The residential floors should include more generous heights. (C-1, C-2, C-4)
- b. The Board was supportive of use of brick for the corner and specified that the brick should be used authentically and fully wrap corners and not appear applied. (C-4)
- c. The Board would like to review alternative massing schemes for the 10th and Union corner building. (B-1, C-1)

4. 11th Avenue:

- a. The three different expressions of massing above the character structure should avoid reading as a single building. (C-1, C-2, C-4)
- b. The verticality of this elevation should be emphasized with modulation and proportions. (C-1, C-2, C-4)
- c. The center portion of this elevation is incongruous and should enjoy a larger setback and be less intrusive on the streetscape, while being more aligned with the Code standards or be very deliberate with the massing design. (C-1, C-2, C-4)
- d. The Board was generally satisfied with both corner expressions. (A-10)
- e. The Board expressed more interest in the quality of the street facing facades than the interior courtyard articulation. (A-4, A-10, D-1)

5. Site Planning Schemes:

- a. The Board would like to see a scheme that shows what departures would be required in order to save all three buildings and be feasible. This analysis should include what level of departures would be involved to make such an option feasible. The Board would be very interested in and supportive of departures that would preserve all three buildings.

6. Entry Sequence:

- a. The Board expressed interest in the courtyard expressing itself to the public entry off of 10th Avenue. (D-1, E-2)
- b. The Board encourages porosity and transparency between the sidewalk and the interior courtyard as described in the presentation, but not supported by the graphics presented. (A-4, D-1, E-2)
- c. If the public doesn't have access to the courtyard, then the Board advocated for visual access to the courtyard from the entry recess. (A-4, D-1, E-2)
- d. The Board was very enthusiastic about the retail use wrapping into the entry court space and encouraged further programming of this space to be active and engaging. (D-1, E-2)

7. Garage/Access:

- a. The Board noted that the garage and loading area shown off 11th Avenue needs to be further developed. (A-8)

8. Streetscape Context:

- a. The Board would like to see a perspective of the site and proposed development from Seattle University towards Cal Anderson Park, along 11th Avenue. (A-1, A-4, D-1)

INITIAL RECOMMENDATION MEETING: August 1, 2012

The packet includes materials presented at the Initial Recommendation meeting, and is available online by entering the project number at this website:

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PUBLIC COMMENT

The following comments, issues and concerns were raised and three letters were received:

- Expressed a preference for not setting back the top level and encouraged a mural treatment of the blank wall portion of the north façade.

- Supportive of project and departures.
- Excited for the proposed development.
- Encouraged preservation of the Pravda Building (Davis Hoffman Building).
- Liked glass entry building and design of the north façade. Would like David Hoffman Building to be retained as part of collection of auto row structures in the neighborhood.
- Described how rehabilitation can be profitable and asserted that no compelling argument has been presented regarding the lack of preservation.
- Noted that adaptive re-use not as expensive as has been represented.
- Commend development of the design since the last meeting, but concerned with the development assumptions.
- Asserted that the Board needs to discuss design guidelines more explicitly.
- Encouraged further alternatives that respond to the intent of the overlay.
- Stated that commercial depth departure should align with viable commercial spaces in the neighborhood.

INITIAL RECOMMENDATION GUIDANCE

- 1. Departures:** The Board spent the bulk of the deliberation discussing the proposed departures. See departure discussion at conclusion of document.
- 2. 10th and Union Building:**
 - a. The Board was very distressed with the lack of preservation of the David Hoffman Building (Pravda Building). The Board reiterated that they would be inclined in favor of departures that would help retain this building, in addition to the two Madison Park buildings. (C-1, C-2)
 - b. The proposed design for the new building at this corner is evolving in response to the previous guidance by stepping back the top floor. (B-1)
 - c. The height of the commercial base should respond to the neighborhood typology of tall commercial spaces at ground level. The Board recommended a retail height of the 15 feet shown, plus the height of the transom windows. The Board did not support the inclusion of two floors in what appeared to be a singular commercial base. (C-1, C-2, C-4)
- 3. Façade Articulation Along 11th Avenue:**
 - a. The Board agreed that the 11th Avenue façade should be broken into the three masses shown, in keeping with the historic platting and granularity and scale of the neighborhood context. The 11th Avenue elevation should read as three buildings, independent from each other. (B-1, C-1, C-2)
 - b. The Board agreed that the façade articulation should be achieved with a push and pull of the facades along 11th Avenue, however the corner building (Madison Park I) should be set back 15 feet and the façade above the middle section (Madison Park II) should be greater than 15 feet and seek to differentiate between the buildings. (B-1, C-1, C-2)
 - c. The Board noted that other treatment, such as material usage, might be used to emphasize the differentiation between the buildings. (C-4)

- d. The Board reiterated that the corner character structure should appear as a free-standing building when viewed from different vantage points. (A-10)
- e. The Board was pleased with the development of the garage entry design and look forward to further details at the next meeting. (A-8)

4. North Façade:

- a. The Board was pleased with the development of the design of the north façade, specifically the inclusion of the recessed notch with windows facing north and providing relief to the expanse of the wall, providing activation and authenticity of the uses expressed on this façade. (D-2, C-4)
- b. In addition, the Board liked the treatment of the wall, breaking it in half with a color and material change. (D-2)
- c. Finally, the Board strongly supported wrapping the materials treatment around the corner to the 11th Avenue street frontage. (C-4)

5. Next Meeting:

- a. Provide typical floor plans.
- b. Provide all courtyard elevations.
- c. Provide more views of the northwest corner structure.
- d. Provide sections through the site.

DESIGN REVIEW GUIDELINES

The Board identified the following Citywide and Neighborhood Design Guidelines of highest priority for this project.

A. Site Planning

A-1 Responding to Site Characteristics. The siting of buildings should respond to specific site conditions and opportunities.

Pike/Pine: Characteristics and opportunities to consider in Pike/Pine include both views and other neighborhood features including:

- *A change in street grid alignment causing unique, irregular-shaped lots, including Union and Madison and 10th and Broadway Court*
- *“Bow tie” intersections at 13th/14th between Pike/Pine/Madison*

A-4 Human Activity. New development should be sited and designed to encourage human activity along the street.

A-8 Parking and Vehicle Access. Siting should minimize the impact of automobile parking and driveways on the pedestrian environment, adjacent properties, and pedestrian safety.

A-10 Corner Lots. Buildings on corner lots should be oriented to the corner and public street fronts. Parking and automobile access should be located away from corners.

Pike/Pine: Buildings on corner lots should reinforce the street corner. To help celebrate the corner, pedestrian entrances and other design features that lend to Pike/Pine's character may be incorporated. These features include architectural detailing, cornice work or frieze designs.

B. Height, Bulk, and Scale

- B-1 Height, Bulk, and Scale Compatibility.** Projects should be compatible with the scale of development anticipated by the applicable Land Use Policies for the surrounding area and should be sited and designed to provide a sensitive transition to nearby, less intensive zones. Projects on zone edges should be developed in a manner that creates a step in perceived height, bulk, and scale between the anticipated development potential on the adjacent zones.

C. Architectural Elements

C-1 Architectural Context

New buildings proposed for existing neighborhoods with a well-defined and desirable character should be compatible with or complement the architectural character and siting pattern of neighboring buildings.

Pike/Pine: The Pike/Pine vernacular architecture is characterized by the historic auto-row and warehouse industrial features of high ground floor ceilings and display windows, detailed cornice and frieze work, and trim detailing. Architectural styles and materials that reflect the light-industrial history of the neighborhood are encouraged.

C-2 Architectural Concept and Consistency.

- Building design elements, details and massing should create a well-proportioned and unified building form and exhibit an overall architectural concept.
- Buildings should exhibit form and features identifying the functions within the building.

- C-4 Exterior Finish Materials.** Building exteriors should be constructed of durable and maintainable materials that are attractive even when viewed up close. Materials that have texture, pattern, or lend themselves to a high quality of detailing are encouraged.

Pike/Pine: New developments 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.

D. Pedestrian Environment

- D-1 **Pedestrian Open Spaces and Entrances.** Convenient and attractive access to the building's entry should be provided. To ensure comfort and security, paths and entry areas should be sufficiently lighted and entry areas should be protected from the weather. Opportunities for creating lively, pedestrian-oriented open space should be considered.
- D-2 **Blank Walls.** Buildings should avoid blank walls. Where unavoidable, walls should receive design treatment to increase pedestrian comfort and interest.
- D-11 **Commercial Transparency.** Commercial store fronts should be transparent, allowing for a visual connection between pedestrians on the sidewalk and activities occurring on the interior of a building. Blank walls are to be avoided.

E. Landscaping

- E-2 **Landscaping to Enhance the Building and/or Site.** Landscaping, including living plant material, special pavements, trellises, screen walls, planters, site furniture, and similar features should be appropriately incorporated into the design to enhance the project.
- Pike/Pine:** The creation of small gardens and art within the street right-of-way is encouraged to activate and enliven the public realm. Vertical landscaping, trellises or window boxes for plants is also desirable. Please see the Design Guidelines document for specific streets along which such treatment is emphasized.

DEVELOPMENT STANDARD DEPARTURES

The Board's recommendation on the requested departure(s) will be based upon the departure's potential to help the project better meet these design guideline priorities and achieve a better overall design than could be achieved without the departure(s). The Board's recommendation will be reserved until the final Board meeting.

At the time of the Initial Recommendation meeting, the following departures were requested:

- 1. Setback above Character Structure (SMC 23.73.014.B.2.b):** The Code requires a 15-foot setback from the façade of a character structure from all street property lines that abut the character structure. The applicant proposes a seven foot setback from the Madison Park I character structure façade.

The Board outlined several concerns with the proposed departure and concluded that the 15-foot setback above the corner character structure (Madison Park I) should be the baseline and the differentiation between the corner building and the midsection (above Madison Park II) should occur beyond the 15 foot setback. (A-10, C-1, C-2, C-4)

- 2. Floor Size Limits and Separation Between Structures: (SMC 23. 73.101.A3):** The Code requires a 40-foot separation between two portions of a structure above 35 feet, which are both subject to the floor size limit. The applicant proposes a separation that ranges from between 35 feet to 40 feet.

At the previous meeting, the Board indicated possible support for the departure request provided that the 11th Avenue facade is designed with a granularity of scale that is responsive to the context and the first departure is eliminated. At the Initial Recommendation meeting, the Board was not satisfied that the 11th Avenue façade treatment was achieved and the first departure was not eliminated, therefore the Board raised serious concerns with the proposed departure. The Board was not convinced of the necessity of the departure or that the design was better as a whole as result of the departure. Given this assessment, the Board is not inclined towards the departure request and would like to see an authentic break down of the scale of the courtyard elevations. (A-4, A-10, C-1, C-2, C-4, D-1)

- 3. Height of Ground Story of Character Structure (SMC 23. 73.010.B2.c3):** The Code requires that the original floor to ceiling height of the ground story of the character structure is maintained. The applicant proposes to reduce the depth of the ground story space to 47 feet along 11th Avenue and 34 feet along East Union, which would not maintain the full depth of the floor to ceiling height of the ground story of the character structure.

The Board expressed concern with the proposed departure and felt that the full height of the commercial base should extend through the first floor and include the transom height. Maintaining the porosity through the building as perceived from the street is paramount. The Board encouraged creative use of the spaces along the courtyard. (A-1, A-4, C-1, D-1)

- 4. Street Level Uses (SMC 23.47A.005.D):** The Code requires that in a pedestrian zone, residential uses may not exceed 20% of street level, street facing façade. The applicant proposes to exceed that amount along 10th Avenue to allow for a wider entry plaza area for the residential entry.

The Board was inclined to support such a departure provided that the commercial windows wrap around the corners of the building to face these entry courtyard, thus activating the pedestrian space. (A-4, C-1, D-1, D-11, E-2)

BOARD DIRECTION

At the conclusion of the EDG meeting, the Board recommended the project should return to the Board for an additional Recommendation meeting.