



City of Seattle

Department of Construction and Inspections
Nathan Torgelson, Director

DESIGN
REVIEW

FIRST RECOMMENDATION OF THE EAST DESIGN REVIEW BOARD

Project Number: 3020065

Address: 1401 E Madison St

Applicant: Frances Nelson and Michael Willis of Ankrom Moisan Architects Inc

Date of Meeting: Monday, April 13, 2015

Board Members Present: Natalie Gualy (Chair)
Curtis Bigelow
Barbara Buseti
Christina Orr-Cahall
Amy Taylor
Dan Foltz

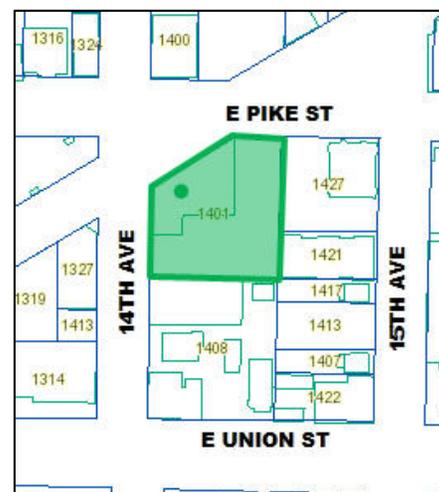
SDCI Staff Present: Magda Hogness

SITE & VICINITY

Site Zone: The site is zoned Neighborhood Commercial (NC3-65) and is located in the 12th Ave Urban Center Village.

Nearby Zones: The blocks west and south of the site, blocks are zoned are zoned Lowrise (LR3, LR2, and LR1). Blocks southwest of the site are zoned Neighborhood Commercial (NC3-65)

Lot Area: 26,068 sf



Current Development:

The site is currently vacant.

Surrounding Development and Neighborhood Character:

The 26,068 sf site is located within the 12th Ave Urban Center Village. Identified in the neighborhood community, as the former Piccora's site, the site is at a prominent intersection along E Madison St, a mixed-use commercial corridor connecting downtown with Lake Washington. This corridor forms the boundary of the Pike Pine Overlay District to the north, which includes additional regulations for structures older than 75 years old. The site also borders the Capitol Hill EcoDistrict, a framework for sustainability applied at a neighborhood scale.

Structures adjacent to the site include a mix of new development and early 20th century architecture. The Bullitt Foundation, a Living Building with commercial and office uses is located northeast of the site. Current development also includes a six-story structure containing 70 residential units and ground floor retail, currently undergoing review, under project number 3013776, to the north. Adjacent to the site to the east are two, four story, masonry buildings, the Qualman Apartments and the Imperial Apartments. Further east, across 15th Ave is a religious services building. Directly south of the site is a six-story mixed use building, the Chloe Apartments. Blocks further south are predominantly residential in this area of Capitol Hill.

The area is well connected to open spaces and served by transit. McGilvra Place Park, a small tree shaded park is located northeast of the site. The future Capitol Hill Light Rail Station is under construction, near the northwest corner of Cal Anderson Park. Pedestrian and bicycle activity are also high in this area.

Access:

Existing vehicular access is from 14th Ave and East Pike St. Pedestrian access is also from the adjacent frontages. There is no alley adjacent to the site.

PROJECT DESCRIPTION

The applicant is proposing a six story mixed use residential building containing 137 residential units, ground floor retail and below grade parking for 113 vehicles.

EARLY DESIGN GUIDANCE June 24, 2015

The packet includes materials presented at the meeting, and is available online by entering the project number (3020065) at this website:

<http://www.seattle.gov/DPD/aboutus/news/events/DesignReview/SearchPastReviews/default.aspx>

The packet is also available to view in the file, by contacting the Public Resource Center at DPD:

Mailing Public Resource Center
Address: 700 Fifth Ave., Suite 2000
P.O. Box 34019
Seattle, WA 98124-4019

Email: PRC@seattle.gov

DESIGN DEVELOPMENT

The architect presented massing concepts and three massing options; all propose similar square footage and use: a six story structure containing 140-150 residential units over ground floor retail and below grade parking. Massing concepts were initially developed to address the corner and the two scales of nearby development, the 'urban edge' scale along E Madison St and the Lowrise development to east. The architect explained that while buildings along E Madison St respond to the triangular, shifting street grid in various ways, newer developments tend to use planes and edges to define the corner and locate main entries off E Madison St. Taking cues from the nearby newer developments, all options propose a vehicular entry and retail entries along 14th Ave and a residential entry at E Pike St, which also signifies the entry to the private mews.

Referred to as the code compliant version, massing Option One is configured with an internal courtyard, which offers quiet open space for the residents. The architect noted that while this option allows for greater density, a disadvantage of this scheme is the lack of continuity with adjacent open spaces and limited solar access. Another disadvantage with the code compliant scheme is the terracing of the massing along the east façade, which does not contribute to an architecturally consistent form.

Massing Option Two is identifiable by an east-facing courtyard, which provides a connection to the private mews. For this scheme, a departure is requested for the east side setback above 13' ft. The applicant explained that additional massing setbacks are provided at the ground level, where no setbacks are required.

Referred to as the preferred scheme, massing Option Three, showed two forms around a south-facing courtyard. Compared to the other schemes, this scheme further expresses the two different scales by providing a uniform expression to the street and a playful expression along the private mews. The south oriented open space allows for the best daylighting opportunities and a connection to the neighboring open space. Similar to the second option, departures are requested for encroachments into the east side setback.

PUBLIC COMMENT

The following comments were offered at the EDG meeting:

- Supported the restrained approach and the robust manner in which the building engages the site's prominent corner and the streetscapes of E Madison St and 14th Ave, as well as the simple massing of the building.
- Supported the strategy of focusing retail along 14th Ave.
- Supported the requested departures, but encouraged the DRB to discuss them at length as this is a complicated site abutting a differently zoned property.

- Encouraged the applicant to explore strategies that allow for independent retailers, and how their individuality can be reflected in the storefront design they will present at the recommendation meeting.
- Would like to see a commitment to the highest quality materials the market will bear -- this building should have no hardi-panel or vinyl windows on visible facades, nor similar materials that are dimensionally unstable and appear warped or out of plane as the years progress.
- Would like to see a truly thoughtful and innovative mews design that protects the safety of residents, but offers a pleasing glimpse to pedestrians should they care to glance within it. This approach should apply to the presumed security gate as well.
- Would like to see large and densely foliated trees along the mews, to afford visual privacy between properties.
- Recommended the applicant reference two local projects for precedent, including 601 E Pike (in permitting) and the Northwest School Gym for their entry and ground floor treatments, respectively. Inquire how the applicants have responded to our request.
- Requested that the applicant explore two bedroom apartments -- recent projects planned for the neighborhood include such family-sized units, which are crucial to maintain a diverse and healthy population.
- Concerned about the location and proportion of the open spaces; the open spaces do not match up with the Chloe Apartment's open space and as a result ends up blocking pedestrian views of the Qualman Apartments.

FIRST RECOMMENDATION April 13, 2016
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DESIGN DEVELOPMENT

During the presentation, the applicant described the changes since the EDG meeting including refinements to the massing and further development of the frontages.

PUBLIC COMMENT

The following comments were offered at the Recommendation meeting:

- Supported the simplicity of the design; architectural interest is created by pronounced box trim around the windows, and what appears to be a fairly successful approach to breaking up the massing without creating undulating bays. The design is more refined than many recent buildings around the neighborhood.
- Concerned with the lack of retail space along Madison. While the current design may maximize the number of units, it creates a dead zone along Madison across from a park, in the middle of the Pike Pine neighborhood. The previous building on the site, which comprised less than 40% of the lot, had five retail spaces along Madison.
- Stressed the importance of high quality materials such as white brick. Would like to see the black steel material, proposed for the planters, run up the building facade.
- Would like to see window symmetry and an accent color around windows.
- Would like to see white brick and a black steel façade instead of fiber cement board.
- Would like to see a pronounced box trim of at least 6 inches.
- Appreciated the developer's sincere and sustained outreach efforts with PPUNC during the life of this project.
- Supported the project; the mews in particular continues a recent tradition on Pike|Pine buildings partially sharing some otherwise private activity with the public, enriching the urban experience.
- Supported the relationship between McGilvra Place Park to the residential entry, which creates a virtual extension of the former, giving it greater breadth.
- Supported the strong, robust corner at the intersection of Madison and 14th, which in the best Pike Pine tradition holds the corner.
- Supported the emphasis on detail especially at the intimate scale of jointing, flashing, and sidewalk patterning, with just enough variety that the concept of the building remains clear and resolute.
- Concerned with oil canning and typical poor transitions when using metal siding. The City must be diligent in this building's execution due to its high reliance on details as a means of expression.
- If the Hardie 2 will be used, PPUNC's preference is that the metal trim pieces do not add visual clutter and are compatible with the rest of the design.
- Appreciated the various options for storefront shown; would like to know more about what the deciding factors would be used in their respective uses.
- Would like to see a level of transparency into the mews from the sidewalk.
- Noted the ongoing efforts of the Madison Street Corridor BRT Project; the proposal should plan ahead for the project.
- Supported the elegant and sophisticated building; happy to see the tonality in the material palette.

SDCI staff also summarized design related comments received prior to the Recommendation meeting:

- Piecora's Pizza was a historic cultural and important landmark for the Capitol Hill community. Would like the applicant to consider naming the new residential building Piecoras to acknowledge this piece of history.
- Concerned with the materials and detailing of the project; would like to see some interesting, colorfully designed buildings to stimulate and engage the community.

- Would like the Juliette balconies to be removed and large balconies provided in bright colors.
- Concerned with the lack of transparency along Madison.
- Lack of support for the proposed materials. Would like to see something more in keeping with the neighbors, like brick to set a higher bar for redevelopment and leave Seattle with a legacy of interesting and successful buildings that encourage community instead of walling it out.
- The plan seems to leave a dead zone along Madison that is not very pedestrian or community friendly. Would like to see sidewalk cafes or seating options.
- The proposed design missed the mark in terms of providing vibrant retail and restaurant spaces along Madison. The design proposal attributes the lack of retail along the Madison block to the relatively modest slope, which is comparable to many blocks along Pike and Pine that have lovely retail spaces for small businesses. If every new development followed this pattern, it would reduce neighborhood street life and foreclose on opportunities to grow Capitol Hill's business districts to support small business and meet the needs of a growing community.
- Concerned with the lack of high quality finishing materials as requested by the Design Review Board in the previous meeting. Brick, steel, wood would better reflect the historic character of Pike Pine's historic auto row.

PRIORITIES & BOARD RECOMMENDATIONS

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 June 24, 2015

- 1) **Massing, Height, Bulk & Scale:** The Board deliberated the merits of the different massing options and ultimately preferred massing Option Three, as the concept has the best potential to create architectural presence and respond to the existing context. (Guidelines CS2-A-2, CS2-B-1, CS2-C-1, CS2-D-5) The Board directed the applicant to proceed with their preferred option.
 - a. Discussing the concept of the two scales, the 'urban edge' and the 'private mews' the Board recommended the applicant explore ways to differentiate these expressions beyond fenestration patterns and material detailing. Develop the design to provide a dramatic differentiation between the two forms. (Guidelines CS2-A-2, CS2-C-1, DC2-B-1, DC2-C-1)
 - b. The Board was concerned with the eastern massing transition to the streetscape. Noting that the softer mews space appears thoughtfully considered to meet the needs of the resident, the Board directed the applicant to also create a strong visual connection to the streetscape for pedestrians. Refine the transition to the

neighborhood and focus on articulation consistent with the overall architectural concept. (Guidelines CS2-A-2, CS2-B-2, PL2-B-3, DC2-C-1)

- c. Acknowledging the close proximity of the adjacent Qualman Apartments, the Board directed the applicant to provide a window mapping/privacy study. When developing the design, consider the privacy of the neighboring structure. (Guidelines CS2-D-5, DC2-B-1)
- 2) **Connection to Park.** The Board encouraged developing the design concept of the private mews to play off the relationship to the nearby McGilvra Place Park. Explore how the massing, and circulation, can visually interact with the nearby park. Develop the design to enhance and contribute to the character of both sites. (Guidelines CS2-B-3, DC3-B-3)
- 3) **Ground Floor Uses & Entries:** The Board gave direction regarding the street level uses and entries.
- a. The Board was concerned with the proposed ground floor connections. Recognizing that E Madison St is transitioning and more developments are being constructed with retail, the Board encouraged the applicant to consider more retail and transparency to engage and interact with the streetscape. Develop this frontage to create a pedestrian oriented street edge. (Guidelines CS1- C, CS2-B, PL3-C)
 - b. The Board was also concerned with the character and function of the lobby/leasing area and urged the applicant to further develop the design so that this frontage will provide activity and support street interaction. Provide interior renderings of the area and more information on the function. (Guidelines PL2-B-3, PL3)
 - c. The Board supported the elevated residential entry and stressed the importance of accessibility when refining the design. Study the circulation and the lobby entry to explore opportunities to use the existing site topography and create a strong accessible connection to the street. (Guidelines CS1- C, CS2-B, PL2-A-1, PL3-A-1)
 - d. The Board discussed the vehicular entry location and related departure request and directed the applicant to thoughtfully consider the potential conflict between different travel modes. In developing the design, create clear lines of sight. (Guidelines PL4-A, DC1-B)
- 4) **Connectivity & Open Spaces:** The Board noted that connectivity between the streets and adjacent spaces is particularly important and gave direction on site circulation and open spaces. (Guidelines CS2-B-3, DC3-A-1, DC3-B-3)
- a. The Board strongly recommended the applicant create stronger connections between the various open spaces and site circulation. Explore opportunities to connect with, or enhance, the uses and activities of other nearby open space where appropriate. Consider animating the courtyard level with ground level activity and entries. At the next meeting, the Board would like to see more

2. **Frontage, Fenestration and Corner Expression**: The Board directed the applicant to further develop the Madison frontage and northwest corner.
 - a. The Board discussed the design development of the two scales, the 'urban edge' and the 'private mews' and their respective street frontages and noted that differentiating the outward expression of the residential lobby and the retail uses is not a high priority as the building will function as one building. The Board recommended further study of the façade including the proportions of the white cladding to storefront. The Board indicated that stepping the facade should read as a strong intentional design move and should be more than a rectangular cut in the white cladding. The Board also recommended pulling the language of the triple height atrium around to Madison. (Guidelines CS2-A-2, CS2-C-1, DC2-B-1, DC2-C-1)
 - b. The Board struggled with finding the logic of the upper façade along Madison and agreed that the fenestration repetition creates an appearance of a hospitality function. The Board directed the applicant to focus on articulation consistent with the overall architectural concept. The Board also recommended studying window fin color treatment and noted their preference for at least 6 inches of depth. For the next meeting, the Board requested renderings with the adjacent buildings superimposed. (Guideline DC4-A)

3. **Mews and Connectivity to the McGilvra Place Park**: The Board strongly supported the mews frontages, especially the glass expression of the triple height atrium space. The Board shared the public comment's concern regarding visual access of this area from the street. In order to demonstrate visibility and strengthen the relationship to the nearby McGilvra Place Park, the Board requested additional street level perspectives and information about material detailing. (Guidelines CS2-B-3, DC3-B-3, DC4-A)

4. **Materials**: The Board acknowledged the public comments concerning the materials. The Board recognized that the material proposed is Swiss Pearl and concluded that it is a high quality material, much higher than typical fiber cement board.
 - a. The Board recommended further study of panel material detailing and noted that exposed fasteners will make the material read like a panel. (Guideline DC4-A)
 - b. The Board recognized that there are a many different materials, tones and textures proposed and recommended simplifying the variation, similar to the precedent image shown on page 46. (Guideline DC4-A)
 - c. The Board strongly supported the ground plane elements and material paving changes which provide a pleasant pedestrian experience. (Guidelines DC3-C, DC4-A)

DESIGN REVIEW GUIDELINES

The priority Citywide and Neighborhood guidelines identified by the Board as Priority Guidelines are summarized below, while all guidelines remain applicable. For the full text please visit the [Design Review website](#).

CONTEXT & SITE

CS1 Natural Systems and Site Features: Use natural systems/features of the site and its surroundings as a starting point for project design.

CS1-B Sunlight and Natural Ventilation

CS1-B-2. Daylight and Shading: Maximize daylight for interior and exterior spaces and minimize shading on adjacent sites through the placement and/or design of structures on site.

CS1-C Topography

CS1-C-2. Elevation Changes: Use the existing site topography when locating structures and open spaces on the site.

CS2 Urban Pattern and Form: Strengthen the most desirable forms, characteristics, and patterns of the streets, block faces, and open spaces in the surrounding area.

CS2-A Location in the City and Neighborhood

CS2-A-2. Architectural Presence: Evaluate the degree of visibility or architectural presence that is appropriate or desired given the context, and design accordingly.

CS2-B Adjacent Sites, Streets, and Open Spaces

CS2-B-1. Site Characteristics: Allow characteristics of sites to inform the design, especially where the street grid and topography create unusually shaped lots that can add distinction to the building massing.

CS2-B-2. Connection to the Street: Identify opportunities for the project to make a strong connection to the street and public realm.

CS2-B-3. Character of Open Space: Contribute to the character and proportion of surrounding open spaces.

CS2-C Relationship to the Block

CS2-C-1. Corner Sites: Corner sites can serve as gateways or focal points; both require careful detailing at the first three floors due to their high visibility from two or more streets and long distances.

CS2-D Height, Bulk, and Scale

Zone Transitions: For projects located at the edge of different zones, provide an appropriate transition or complement to the adjacent zone(s). Projects should create a step in perceived height, bulk and scale between the anticipated development potential of the adjacent zone and the proposed development.

CS2-D-5. Respect for Adjacent Sites: Respect adjacent properties with design and site planning to minimize disrupting the privacy of residents in adjacent buildings.

PUBLIC LIFE

PL2 Walkability: Create a safe and comfortable walking environment that is easy to navigate and well-connected to existing pedestrian walkways and features.

PL2-B Safety and Security

PL2-B-2. Lighting for Safety: Provide lighting at sufficient lumen intensities and scales, including pathway illumination, pedestrian and entry lighting, and/or security lights.

PL2-B-3. Street-Level Transparency: Ensure transparency of street-level uses (for uses such as nonresidential uses or residential lobbies), where appropriate, by keeping views open into spaces behind walls or plantings, at corners, or along narrow passageways.

PL3 Street-Level Interaction: Encourage human interaction and activity at the street-level with clear connections to building entries and edges.

PL3-A Entries

PL3-A-1. Design Objectives: Design primary entries to be obvious, identifiable, and distinctive with clear lines of sight and lobbies visually connected to the street.

PL3-A-3. Individual Entries: Ground-related housing should be scaled and detailed appropriately to provide for a more intimate type of entry.

PL3-A-4. Ensemble of Elements: Design the entry as a collection of coordinated elements including the door(s), overhead features, ground surface, landscaping, lighting, and other features.

PL3-B Residential Edges

PL3-B-1. Security and Privacy: Provide security and privacy for residential buildings through the use of a buffer or semi-private space between the development and the street or neighboring buildings.

PL3-C Retail Edges

PL3-C-1. Porous Edge: Engage passersby with opportunities to interact visually with the building interior using glazing and transparency. Create multiple entries where possible and make a physical and visual connection between people on the sidewalk and retail activities in the building.

PL3-C-2. Visibility: Maximize visibility into the building interior and merchandise displays. Consider fully operational glazed wall-sized doors that can be completely opened to the street, increased height in lobbies, and/or special lighting for displays.

PL3-C-3. Ancillary Activities: Allow space for activities such as sidewalk vending, seating, and restaurant dining to occur. Consider setting structures back from the street or incorporating space in the project design into which retail uses can extend.

DESIGN CONCEPT

DC1 Project Uses and Activities: Optimize the arrangement of uses and activities on site.

DC1-A Arrangement of Interior Uses

DC1-A-1. Visibility: Locate uses and services frequently used by the public in visible or prominent areas, such as at entries or along the street front.

DC1-A-4. Views and Connections: Locate interior uses and activities to take advantage of views and physical connections to exterior spaces and uses.

DC2 Architectural Concept: Develop an architectural concept that will result in a unified and functional design that fits well on the site and within its surroundings.

DC2-B Architectural and Facade Composition

DC2-B-1. Façade Composition: Design all building facades—including alleys and visible roofs— considering the composition and architectural expression of the building as a whole. Ensure that all facades are attractive and well-proportioned.

DC2-C Secondary Architectural Features

DC2-C-1. Visual Depth and Interest: Add depth to facades where appropriate by incorporating balconies, canopies, awnings, decks, or other secondary elements into the façade design. Add detailing at the street level in order to create interest for the pedestrian and encourage active street life and window shopping (in retail areas).

DC3 Open Space Concept: Integrate open space design with the building design so that they complement each other.

DC3-A Building-Open Space Relationship

DC3-A-1. Interior/Exterior Fit: Develop an open space concept in conjunction with the architectural concept to ensure that interior and exterior spaces relate well to each other and support the functions of the development.

DC3-B Open Space Uses and Activities

DC3-B-3. Connections to Other Open Space: Site and design project-related open spaces to connect with, or enhance, the uses and activities of other nearby public open space where appropriate.

DC3-C Design

DC3-C-1. Reinforce Existing Open Space: Where a strong open space concept exists in the neighborhood, reinforce existing character and patterns of street tree planting, buffers or treatment of topographic changes. Where no strong patterns exist, initiate a strong open space concept that other projects can build upon in the future.

DC4 Exterior Elements and Finishes: Use appropriate and high quality elements and finishes for the building and its open spaces.

DC4-A Exterior Elements and Finishes

DC4-A-1. 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.

DEVELOPMENT STANDARD DEPARTURES

The Board's recommendation on the requested departure(s) will be based on the departure's potential to help the project better meet these design guidelines priorities and achieve a better overall project 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 First Recommendation meeting, the following departures were requested:

1. **Side Setback (SMC 23.47A.014 B2):** The Code requires a 15' side setback for structures containing a residential use that abuts a residentially zoned lot for portions 13' above grade, and an additional 2' setback for every 10' above 40'. The applicant proposes a portion of the structure approximately 170' in length to encroach up to 6' into the required setback for the portion of the building above 40' in height.

The Board indicated unanimous preliminary support for the departure since the massing is driven by clear design logic for the whole building/site rather than as a direct expression of zoning code at this specific location. The design better meets Design Guidelines DC2-A Architectural and Facade Composition and CS2-D-2 Height, Bulk, and Scale Existing Site Features.

2. **Side Setback (SMC 23.47A.014 B2):** The Code requires a 15' side setback for structures containing a residential use that abuts a residentially zoned lot for portions 13' above grade, and an additional 2' setback for every 10' above 40'. The applicant proposes a portion of the structure approximately 10' in length to encroach up to 5' into the required setback for the rear egress stair tower for the portion of the building above 13' in height.

The Board indicated unanimous preliminary support of the departure as the design has the potential to minimize disrupting the privacy of the residents in adjacent buildings. The resulting design better meets Design Guidelines CS2-D-5 Respect for Adjacent Sites.

3. **Site Triangles (SMC23.54.030 G):** The Code requires 10' min. site triangle on either side of driveway. The applicant proposes 9' min. site triangle on either side of driveway and the use of mirrors.

The Board indicated unanimous preliminary support of the departure and agreed that the added elements to address safety, including a different scoring pattern at the driveway and a parabolic mirror, address the Board's previous concern with potential conflict between different travel modes. This departure minimizes the overall effect of the parking garage entry by eliminating any jogs at the frontage and better meets DC1-B Vehicular Access and DC2-A Architectural and Facade Composition.

BOARD DIRECTION

At the conclusion of the RECOMMENDATION meeting, the Board recommended the project return for another meeting in response to the guidance provided.