



The City of Seattle

## Pioneer Square Preservation Board

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PSB 69/23

### Staff REPORT

for Board meeting April 5, 2023

Board Members Please Note: The citations from the District Ordinance, Rules for the Pioneer Square Preservation District, and Secretary of the Interior's Standards listed below are for your consideration in addition to any other citations you find relevant in considering each application.

**040522.41**     **Bedford Hotel Building**

**1 Yesler**

Applicant:

Proposed addition on the side of the building

Staff report: This is the first briefing for this project. This introductory briefing focuses more on the height bulk and scale and context of the neighborhood. Design though influences the height bulk and scale, will follow. The Bedford building is a historic contributing building to the Pioneer Square National Register District. The lot next to the building where the addition is proposed is currently used as parking lot. The maximum height in this location is 100 feet but the Board should make consideration of Preservation Brief 14 and other applicable codes, such as SMC23.66.180 Scale, and other guidelines to consider an appropriate height between the maximum height of 100 feet and minimum height of 50 feet. No decisions are made just general questions, comments, and guidance for what information the Board would like to see next time.

Code Citations:

SMC 23.66.030 Certificates of Approval required

- A. Certificate of approval required. No person shall alter, demolish, construct, reconstruct, restore, remodel, make any visible change to the exterior appearance of any structure, or to the public rights-of-way or other public spaces in a special review district, and no one shall remove or substantially alter any existing sign or erect or place any new sign or change the principal use of any building, or any portion of a building, structure or lot in a special review district, and no permit for such activity shall be issued unless a certificate of approval has been issued by the Department of Neighborhoods Director.

**Administered by The Historic Preservation Program  
The Seattle Department of Neighborhoods**

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#### 23.66.100 - Creation of district, legislative findings and purpose

- A. During the City of Seattle's relatively brief history, it has had little time in which to develop areas of consistent historical or architectural character. It is recognized that the Pioneer Square area of Seattle contains many of these rare attributes and consequently is an area of great historical and cultural significance. Further, the regional sports stadiums, constructed in and near the Pioneer Square area, and the traffic and activities that they generate have resulted in adverse impacts upon the social, cultural, historic and ethnic values of the Pioneer Square area. To preserve, protect, and enhance the historic character of the Pioneer Square area and the buildings therein; to return unproductive structures to useful purposes; to attract visitors to the City; to avoid a proliferation of vehicular parking and vehicular-oriented uses; to provide regulations for existing on-street and off-street parking; to stabilize existing housing, and encourage a variety of new and rehabilitated housing types for all income groups; to encourage the use of transportation modes other than the private automobile; to protect existing commercial vehicle access; to improve visual and urban relationships between existing and future buildings and structures, parking spaces and public improvements within the area; and to encourage pedestrian uses, there is established as a special review district, the Pioneer Square Preservation District. The boundaries of the District are shown on Map A for 23.66.100 <sup>[22]</sup> and on the Official Land Use Map.
- B. The District is depicted on Map A for 23.66.100. All property in the entire District shall be developed and used in accordance with the use and development standards established in this Chapter 23.66 and the use and development standards for the underlying zone in which the property is located. In the event of irreconcilable differences between the use and development standards of this Chapter 23.66 and other provisions of this Land Use Code, this Chapter 23.66 applies, except that nothing in this Chapter 23.66 shall permit any use or development on a lot from which TDR or TDP are transferred that is inconsistent with the restrictions applicable as a result of such transfer pursuant to Chapter 23.49 or Chapter 23.58A.
- C. Reasons for Designating the Pioneer Square Preservation District.
1. Historic Significance. The Pioneer Square Preservation District is unique because it is the site of the beginning of The City of Seattle. The area also retains much of the original architecture and artifacts of its early history. The District has played a significant role in the development of Seattle, the Puget Sound region and The State of Washington. It was the first location of industry, business and homes in early Seattle and the focus of commerce and transportation for more than a half century.
  2. Architectural Significance. As a collection of late nineteenth and early twentieth-century buildings of similar materials, construction techniques and architectural style, the District is unique, not only to the City but to the country as well. Most of the buildings within the District embody the distinctive characteristics of the Late Victorian style. Many buildings are the work of one architect, Elmer H. Fisher. For these and other reasons, the

buildings combine to create an outstanding example of an area that is distinguishable in style, form, character and construction representative of its era.

3. **Social Diversity.** The District represents an area of unique social diversity where people from many income levels and social strata live, shop and work. It is an area in which social services, including missions, low-income housing and service agencies exist.
4. **Business Environment.** The District is an area of remarkable business diversity. The street level of the area north of S. King Street is pedestrian-oriented, with its storefronts occupied primarily by specialty retail shops, art galleries, restaurants and taverns. The upper floors of buildings in the historic core are occupied by professional offices, various types of light manufacturing, and housing for persons of many income groups. The area south of S. King Street includes the stadium's north parking lot, a number of structures occupied by light manufacturing and warehousing use, and several structures converted to office, residential and mixed use. The stadium's north parking lot may be redeveloped to accommodate a mix of uses, including a substantial amount of housing. The ongoing restoration and sensitive rehabilitation of many District structures, combined with proposed compatible new construction, will continue to enhance the District's economic climate.
5. **Educational Value.** The restoration and preservation of the District will yield information of educational significance regarding the way of life and the architecture of the late nineteenth-century as well as adding interest and color to the City. Restoration of the District will preserve the environment that was characteristic of an important era of Seattle's history.
6. **Geographic Location.** The District is uniquely situated adjacent to Seattle's waterfront, the central business district, the International District, and sports stadium and exhibition center facilities.

#### 23.66.140 - Height

- A. **Maximum Height.** Maximum structure height is regulated by Section 23.49.178 Pioneer Square Mixed, structure height.
- B. **Minimum Height.** No structure shall be erected or permanent addition added to an existing structure that would result in the height of the new structure of less than 50 feet, except as allowed in the PSM 85-120 zone under the provisions of Section 23.49.180 for the area shown on Map A for 23.49.180. Height of the structure is to be measured from mean street level fronting on the property to the mean roofline of the structure.
- C. **Rooftop features and additions to structures**
  1. The height limits established for the rooftop features described in this Section 23.66.140 may be increased by the average height of the existing street parapet or a historically substantiated reconstructed parapet on the building on which the rooftop feature is proposed.

3. The setbacks required for rooftop features may be modified by the Department of Neighborhoods Director, after a sight line review by the Preservation Board to ensure that the features are minimally visible from public streets and parks within 300 feet of the structure.
4. Height limits for rooftop features
  - a. Religious symbols for religious institutions, smokestacks, and flagpoles may extend up to 50 feet above the roof of the structure or the maximum height limit, whichever is less, except as regulated in Chapter 23.64, provided that they are a minimum of 10 feet from all lot lines.
  - b. For existing structures, open railings, planters, clerestories, skylights, play equipment, parapets, and firewalls may extend up to 4 feet above the roof of the structure or the maximum height limit, whichever is less. For new structures, such features may extend up to 4 feet above the maximum height limit. No rooftop coverage limits apply to such features regardless of whether the structure is existing or new.
  - c. Solar collectors, excluding greenhouses, may extend up to 7 feet above the roof of the structure or the maximum height limit, whichever is less, with unlimited rooftop coverage, provided they are a minimum of 10 feet from all lot lines. For new structures, solar collectors may extend up to 7 feet above the maximum height limit, except as provided in subsection 23.66.140.C.4.j.1, and provided that they are a minimum of 10 feet from all lot lines.
  - d. The following rooftop features may extend up to 8 feet above the roof or maximum height limit, whichever is less, if they are set back a minimum of 15 feet from the street and 3 feet from an alley. They may extend up to 15 feet above the roof if set back a minimum of 30 feet from the street. A setback may not be required at common wall lines subject to review by the Preservation Board and approval by the Department of Neighborhoods Director. The combined coverage of the following listed rooftop features shall not exceed 15 percent of the roof area:
    - 1) solar collectors, excluding greenhouses;
    - 2) stair and elevator penthouses;
    - 3) mechanical equipment;
    - 4) minor communication utilities and accessory communication devices, except that height is regulated according to the provisions of Section 23.57.014.
  - f. Residential and office penthouses
    - 1) Residential penthouses may cover a maximum of 50 percent of the total roof surface and may extend up to 8 feet above the roof if set back a minimum of 15 feet from the street property line, or 12 feet above the roof if set back a minimum of 30 feet from the street property line.

- 2) Office penthouses are permitted only if the footprint of the existing structure is greater than 10,000 square feet and the structure is at least 60 feet in height. When permitted, office penthouses shall be set back a minimum of 15 feet from all property lines and may cover a maximum of 50 percent of the total roof surface. Office penthouses may extend up to 12 feet above the roof of the structure and shall be functionally integrated into the existing structure.
- 3) The combined height of the structure and a residential penthouse or office penthouse, if permitted, shall not exceed the maximum height limit for that area of the District in which the structure is located.
  - g. Screening of rooftop features. Measures may be taken to screen rooftop features from public view subject to review by the Preservation Board and approval by the Department of Neighborhoods Director. The amount of rooftop area enclosed by rooftop screening may exceed the maximum percentage of the combined coverage of rooftop features listed in subsection 23.66.140.C.4.d. In no circumstances shall the height of rooftop screening exceed 15 feet above the maximum height limit or height of an addition permitted according to subsection 23.66.140.C.4.i or otherwise, whichever is higher.
  - h. See Section 23.57.014 for regulation of communication utilities and accessory devices.
  - i. For a structure that has existed since before June 10, 1985, and is nonconforming as to structure height, an addition to the structure may extend to the height of the roof of the existing structure if:
    - 1) the use of the addition above the limit on structure height applicable under Section 23.49.178 is limited to residential use; and
    - 2) the addition occupies only all or a portion of the part of a lot that is bounded by an alley on one side and is bounded on at least two sides by walls of the existing structure that are not street-facing facades.
  - j. Enclosed rooftop recreational spaces for new structures
    - 1) If included on new structures, enclosed rooftop recreational spaces and solar collectors may exceed the maximum height limit by up to 15 feet. The applicant shall make a commitment that the proposed development will meet the green building standard and shall demonstrate compliance with that commitment, all in accordance with Chapter 23.58D, and meet a Green Factor requirement of .30 or greater according to the provisions of Section 23.86.019. Each enclosed rooftop recreational space shall include interpretive signage explaining the sustainable features employed on or in the structure. Commercial, residential, or industrial uses shall not be established within enclosed rooftop recreational spaces that are allowed to exceed the maximum height limit under this subsection 23.66.140.C.4.j.
    - 2) Elevator penthouses serving an enclosed rooftop recreational space may exceed the maximum height limit by up to 20 feet.

- 3) Enclosed rooftop recreational spaces, mechanical equipment, and elevator and stair penthouses shall not exceed 35 percent of the roof area.
  - 4) Enclosed rooftop recreational spaces, mechanical equipment, and elevator and stair penthouses shall be set back a minimum of 30 feet from all streets and 3 feet from all alleys. Solar collectors shall be set back as provided in subsections 23.66.140.C.4.c and 23.66.140.C.4.d.
  - 5) Owners of structures with enclosed rooftop recreational spaces permitted pursuant to this subsection 23.66.140.C.4.j shall submit to the Director, the Pioneer Square Preservation Board, and the Director of Neighborhoods a report documenting compliance with the commitment and Green Factor requirements set forth in subsection 23.66.140.C.4.j.1.
- D. New Structures. When new structures are proposed in the District, the Preservation Board shall review the proposed height of the structure and make recommendations to the Department of Neighborhoods Director who may require design changes to assure reasonable protection of views from Kobe Terrace Park.

#### 23.66.150 - Structure setbacks

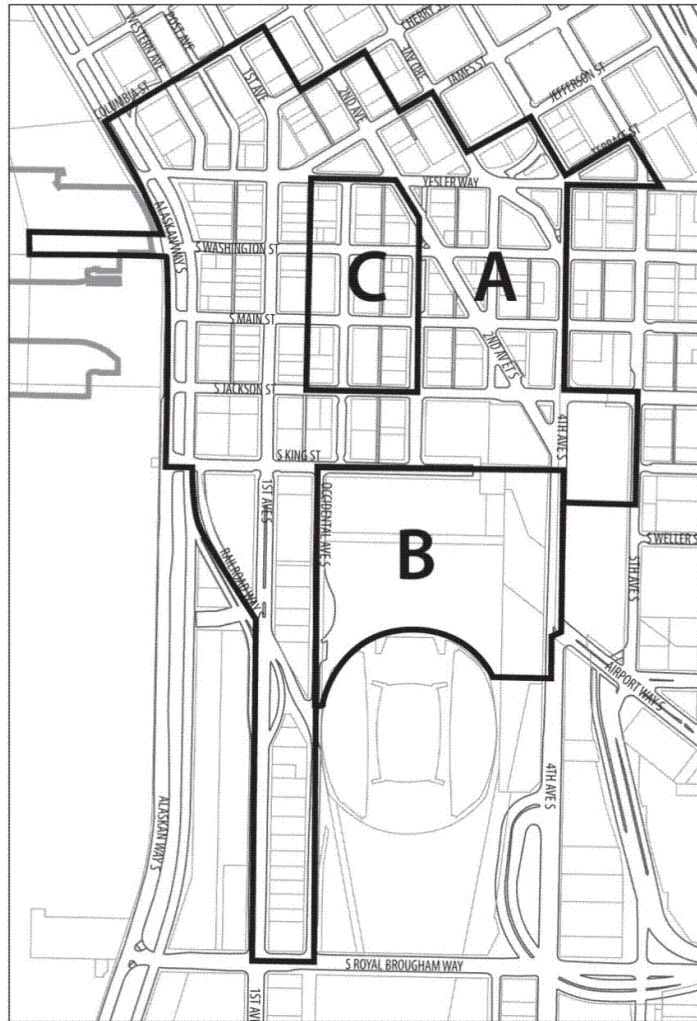
- A. Structures located within Subarea A on Map C for 23.66.122 and 23.66.150 shall cover the full width of the lot along street lot lines and have street-facing facades that abut street lot lines for the full width of portions of a structure that are up to 100 feet in height.
- D. For all Subareas, modifications to setback standards may be permitted by the Director of Neighborhoods following review and recommendation by the Preservation Board if the following criteria are met:
  1. A larger or smaller setback will be compatible with and not adversely affect the streetscape or publicly-owned open space; and
  2. A larger or smaller setback will be compatible with other design elements, such as bulk, size and profile, of the proposed building.

#### 23.66.180 - Exterior building design.

To complement and enhance the historic character of the District and to retain the quality and continuity of existing buildings, the following requirements shall apply to exterior building design:

- B. Scale. Exterior building facades shall be of a scale compatible with surrounding structures. Window proportions, floor height, cornice line, street elevations and other elements of the building facades shall relate to the scale of the buildings in the immediate area.

## Map C for 23.66.122 and 23.66.150



### Pioneer Square

Areas for Structure Setbacks

**A** Subarea A

**B** Subarea B

**C** Subarea C

#### Map C

23.66.122 and 23.66.150

#### Pioneer Square

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#### **23.49.178** - Pioneer Square Mixed, structure height

A. Maximum structure height is the applicable height limit designated on the Official Land Use Map, Chapter [23.32](#), except as provided in this [Section 23.49.178](#).

B. Rooftop features and certain additions to structures are allowed to exceed the applicable height limit according to subsection [23.66.140.C](#).

D. In the PSM 100/100-120, PSM 100/100-130, and PSM 100/120-150 zones, except as provided in subsection [23.49.178.C](#), the applicable height limit is determined as set forth in this subsection [23.49.178.D](#). The base height limit for nonresidential or live-work uses is the first figure after the "PSM" designation, and is the height limit for all portions of a structure that contain those uses unless all of the conditions of this subsection [23.49.178.D](#) are satisfied. The base height limit for residential use, shown as the first figure following the "/", is the applicable height limit for a structure that contains residential uses and does not satisfy the conditions to exceed the base height limit under this subsection [23.49.178.D](#). Subject to any limit imposed under [Section 23.66.140](#), the third figure shown is the applicable height limit for a structure if all of the conditions to exceeding base height limits under this subsection [23.49.178.D](#) are satisfied. A structure may exceed the base height limits only if:

1. Construction does not involve the demolition or removal of any building or structure except as approved pursuant to [Section 23.66.115](#);
2. No building or structure has been demolished or removed from the lot within the ten years immediately preceding application for a building permit for the structure or addition that would exceed an applicable base height limit unless the Director of Neighborhoods determines that the demolished or removed building or structure did not contribute to the architectural or historic character of the Pioneer Square Preservation District;
3. No portion of the structure has been determined to be "contributing" pursuant to [Section 23.66.032](#), except that additional height for contributing structures is permitted if the applicant can demonstrate, to the satisfaction of the Director of Neighborhoods, that the proposed height is no greater than the maximum height to which the contributing structure was built;
4. The gross floor area of the portion of the structure in residential use will equal or exceed the gross floor area in the portion of the structure above 100 feet;
5. The structure will use extra residential floor area available under [Section 23.49.023](#) to gain all additional floor area above the base height limit for residential uses; and
6. The lot area is at least 7,200 square feet.

## **Pioneer Square Preservation District Rules**

### **III. GENERAL GUIDELINES FOR REHABILITATION AND NEW CONSTRUCTION**

In addition to the Pioneer Square Preservation District Ordinance and Rules, The Secretary of the Interior's Standards for Rehabilitation with Guidelines for Rehabilitating Historic Buildings, and the complete series of Historic Buildings



Preservation Briefs developed by the National Park Service shall serve as guidelines for proposed exterior alterations and treatments, rehabilitation projects, and new construction. (7/99)

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values. (7/99) In considering rehabilitation projects, what is critical is the stabilization of significant historical detailing, respect for the original architectural style, and compatibility of scale and materials.

New construction must be visually compatible with the predominant architectural styles, building materials and inherent historic character of the District. (7/99) Although new projects need not attempt to duplicate original facades, the design process ought to involve serious consideration of the typical historic building character and detail within the District.

The following architectural elements are typical throughout the District and will be used by the Board in the evaluation of requests for design approval:

- A. Site. The property line is the line of the building mass. Street facades are uniformly located at the front property lines, thus there is a strong street edge definition. Building cornices, bay windows and ornament project beyond the main wall surface of some facades.
- B. Design. Building design is generally typified by horizontal divisions which create distinctive base and cap levels. Facades may also be divided vertically by pilasters or wide piers which form repetitive window bays. Street facades are also distinguished by heavy terminal cornices and parapets, ornamental storefronts and entrance bays and repetitive window sizes and placement.
- C. Building materials. The most common facing materials are brick masonry and cut or rusticated sandstone, with limited use of terra cotta and tile. Wooden window sash, ornamental sheet metal, carved stone and wooden or cast iron storefronts are also typically used throughout the District. Synthetic stucco siding materials are generally not permitted. (7/99)
- D. Color. Building facades are primarily composed of varied tones of red brick masonry or gray sandstone. Unfinished brick, stone, or concrete masonry unit surfaces may not be painted. Painted color is typically applied to wooden window sash, sheet metal ornament and wooden or cast iron storefronts. Paint colors shall be appropriate to ensure compatibility within the District. (7/99)
- E. Building Base. Buildings are allowed a base of approximately 18-24 inches. Base materials should be concrete, sandstone, or granite, and may be poured, cut to fit or unit-paved. The color relationship between the sidewalk and

building must be considered. Brick or tile materials should not be used except when existing walks are of the same material.

- F. Additions. Additional stories to existing buildings are discouraged unless they were original to the structure.
- G. Street Paving. Streets within the District are to be paved according to standard Engineering Department practices with a weaving coat of asphalt concrete.
- H. Curbs. Where granite curbing presently exists, it will be the required replacement material. In other instances the same concrete and lampblack mixture used for the sidewalk will be used.

#### Secretary of Interior Standards

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

## Preservation Brief 14

### Designing a New Exterior Addition to a Historic Building

This guidance should be applied to help in designing a compatible new addition that that will meet the Secretary of the Interior's Standards for Rehabilitation:

- A new addition should be simple and unobtrusive in design, and should be distinguished from the historic building- a recessed connector can help to differentiate the new from the old.
- A new addition should not be highly visible from the public right of way; a rear or other secondary elevation is usually the best location for a new addition.
- The construction materials and the color of the new addition should be harmonious with the historic building materials.
- The new addition should be smaller than the historic building-it should be subordinate in both size and design to the historic building.

The same guidance should be applied when designing a compatible rooftop addition, plus the following:

- A rooftop addition is generally not appropriate for a one, two or three-story building-and often is not appropriate for taller buildings.
- A rooftop addition should be minimally visible.
- Generally, a rooftop addition must be set back at least one full bay from the primary elevation of the building, as well as from the other elevations if the building is freestanding or highly visible.
- Generally, a rooftop addition should not be more than one story in height.
- Generally, a rooftop addition is more likely to be compatible on a building that is adjacent to similarly-sized or taller buildings.

Issued: March 30, 2023

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