

Intro to Pioneer SQ Rules ***First Draft for Review – Changes Accepted***

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Introduction

Long before the Denny Party first set foot on the shore at the confluence of the Duwamish and Elliott Bay, the area now known as Pioneer Square was home to the Coast Salish. But with white settlement and the construction of Yesler's lumber mill and dock, the cluster of buildings grew rapidly to become the center of the young town of Seattle. A fire in 1889 devastated the district but also unleashed a wave of redevelopment energy that quickly rebuilt area, substituting new brick buildings for the destroyed wooden ones. Throughout the first half of the 20th century, Pioneer Square continued to play an important role in the Seattle's downtown. A few new buildings were added, and activities changed as the downtown's economic center moved northward, but many of the late nineteenth century buildings survived. Recognizing the importance of this architectural legacy, as well as its other social, economic, and cultural assets, the City Council designated Pioneer Square as the city's first preservation district.

Today, the Pioneer Square Preservation District (District) features not only architecturally and historically important landmark buildings in a unique urban setting, but also supports a wide range of commercial, social, and cultural activities and a diverse residential community. And, of course, it is still the ancestral home and part of the current home of the Coast Salish people. Most recently, the district has become an important crossroads between Seattle's waterfront, South Downtown, the International District and the sports stadia. The challenge, as laid out in the Council's legislation, is not only to protect the district's buildings and significant physical elements, but also to allow for its graceful evolution and encourage the activities that make it such a resource for Seattle and the Puget Sound Region.

The City of Seattle accomplishes this through the review of proposals for physical modifications, demolition of existing buildings, new construction, and changes in use. An appointed Pioneer Square Preservation District Board (Board), supported by Department of Neighborhoods staff, reviews applications for such actions and issues a Certificate of Approval if the project meets the intent of the City Municipal Code for the District. A Certificate of Approval is required before a project can be permitted.

These guidelines are intended as a tool to assist the Board and applicants in reviewing applications for Certificates of Approval. They include:

- Background information regarding:
 - The District's authorization and purpose,
 - Administrative structure and procedures
 - A summary of the District's history
 - Other aspects of historic preservation activities in the district
- Guidelines to be used by the Pioneer Square Preservation District Board for reviewing proposals for
 - Modifications to or demolition of existing buildings,

- The construction of new structures,
- Construction, removal, or alteration of signage or the placement of new signs;
- Changes to public rights of way or other public space;
- Improvements or modifications to public streets, open spaces and elements within them.
- The principal use of any structure, or space and any change of use after initial approval.
- Street use, such as for street vendors or cafes.

a. Background

a. Authorization and purpose

Section 23.66.100 of the Seattle Municipal Code (SMC) establishes the Pioneer Square Preservation District in order 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.”

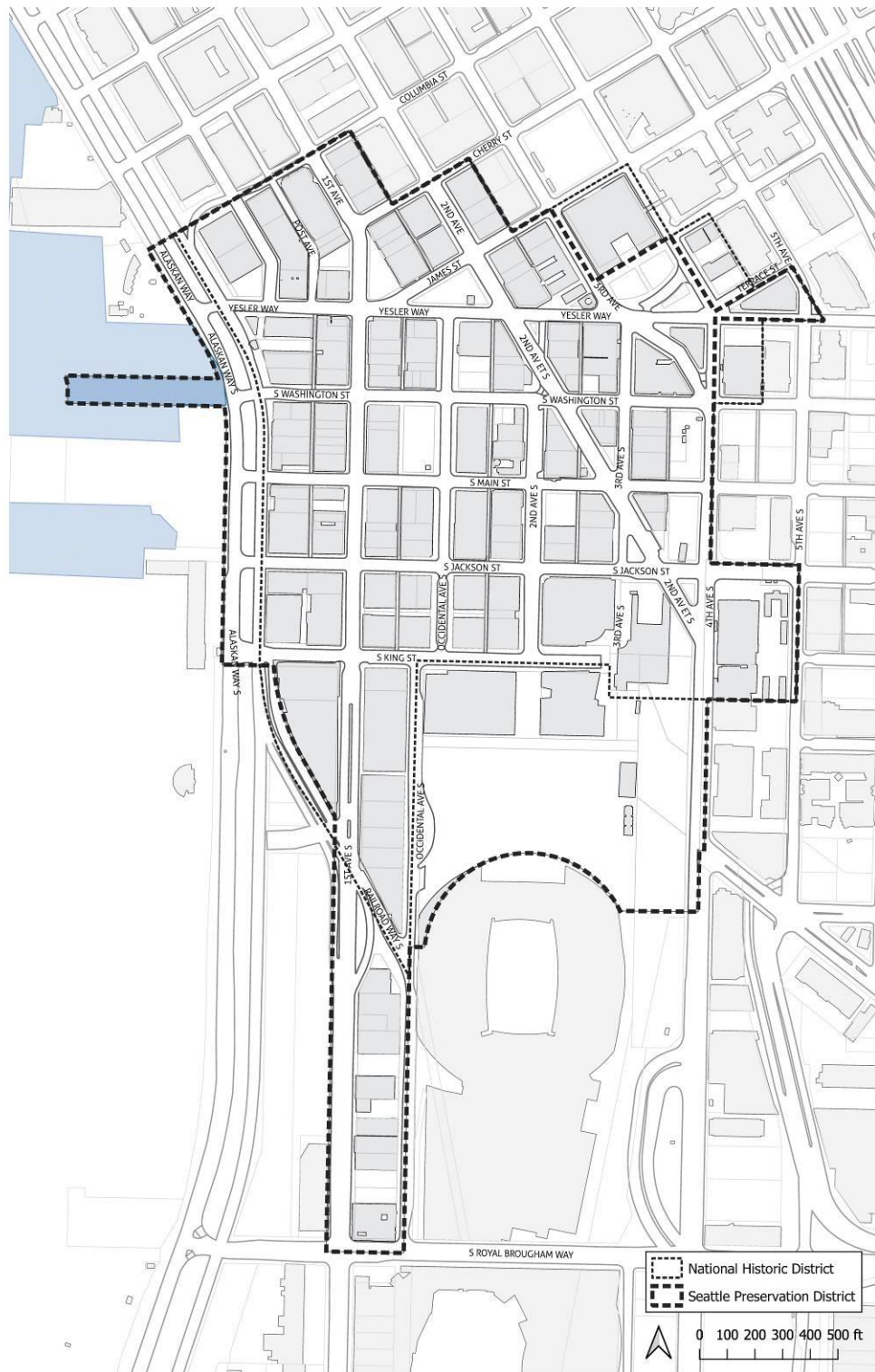
b. Administration

To further the goals of the District, the Pioneer Square Preservation Board (hereafter "the Board") was created to advise the Director of the Department of Neighborhoods. In accordance with the ordinance establishing the District and the Use and Development Guidelines, the Board recommends appropriate use, site development and architecture of the private and public buildings and the use of the space therein. The Board also reviews and rules upon any improvements within the public rights of way, open space and areaways throughout the District. (7/99)

The Pioneer Square Preservation Board is a ten member volunteer board appointed by the Mayor and confirmed by the City Council consisting of two architects, two property owners, one retail business owner, one attorney, one human services representative, one historian, one at-large member and a young person from the Get Engaged Program.

c. Historic district boundary

The Pioneer Square Historic District Boundaries are indicated in Map A of SMC 23.66.100 and illustrated in map I.1, below. Map A of 23.66 will apply in case of any discrepancy between it and illustrations in these rules.



Map I.1: Pioneer Square Historic Preservation District Boundaries

d. The Pioneer Square Preservation District Board

Seattle Municipal code Section 23.66.110 describes the composition of the “special review board” for the Pioneer Square Preservation District (to) be known as the "Pioneer Square Preservation Board" (hereafter, the "Board" or the "Preservation Board"). The Board (is) composed of nine (9) members, all of whom shall be appointed by the Mayor and confirmed by the Council, and shall consist of two (2) architects, two (2) owners of property in the District, one (1) District retail business owner, one (1) attorney, one (1) human service representative, one (1) at-large member, and one (1) historian or architectural historian. At least one (1) of the Board's members shall be a resident of the District. Appointments shall be for terms of three (3) years each

e. The National Historic District purpose, implications and boundaries.

In addition to being a locally designated historic district under Section 23.66.100 of the SMC, the Pioneer Square Historic District is listed in the National Register of Historic Places (NRHP) as the Pioneer Square-Skid Road Historic District (NRHP Reference Nos. 70000086; 78000341; and 88000739). It is designated under NRHP Criterion A and C for its significant associations with the early development of Seattle and its unique and intact collection Romanesque Revival style architecture. It's period of significance begins in 1889 following the Great Fire of 1889 and extending through 1931 and the period following the completion of the Second Avenue Extension. The NRHP historic district first listed in the NRHP in June 1970 with subsequent boundary expansions occurring in 1978 and 1988. The most recent update to the NRHP occurred in 2005 and was completed to provide a more thorough record on the physical appearance and cultural significance of the district.¹ The boundaries of the NRHP historic district encompass a somewhat smaller area than those of the locally-designated historic district, most notably excluding the “North Lot” and the area south of Railroad Way South. In addition to the more focused boundaries, the NRHP nomination also identifies “contributing” properties, that is buildings which were extant during the identified period of significance and contribute to the historical and architectural significance of the National Register District.

Although the NRHP designation has regulatory implications for projects with a federal nexus, such as those subject to Section 106 of the National Preservation Act, this designation does not preclude or affect any provisions of SMC Section 23.66.100, which does not identify a period of significance or contributing and non-contributing properties. Rather, the Board acting in its role to further the goals of the District may make its own determinations on the contributing status of a property on a case-by-case basis. The Board may choose to reference the NRHP documentation as part of the decision-making process; however, it is in no ways limited by this documentation and maintains purview over all projects and properties subject to the stipulations of SMC Section 23.66.100.

¹ Karen Murr Link, National Register of Historic Places Nomination for the Pioneer Square-Skid Row Historic District (Update), prepared July 14, 2005.

f. Secretary of Interior Standards

In addition to the Pioneer Square Preservation District Ordinance and Rules, The Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards), and the complete series of Historic Buildings Preservation Briefs developed by the National Park Service shall serve as guidance for proposed exterior alterations and treatments, rehabilitation projects, and new construction. The Standards and associated guidelines were developed following the establishment of the National Historic Preservation Act in 1966, which tasked the Secretary of the Interior with establishing professional standards and guidance on the nation's historic preservation act. The Standards have subsequently been revised and updated, most recently in 2017 and as referenced herein.

The Standards promote best practices in historic preservation and provide advice on the preservation and protection of historic properties. They make general recommendations for maintaining, repairing, and replacing historic materials, and designing new additions or making alterations. They cannot be used, in and of themselves, to make essential decisions about which features of a historic property should be saved and which might be changed. Rather, once an appropriate treatment is selected, the Standards provide philosophical consistency to the work. There are Standards for four distinct but interrelated approaches to the treatment of historic properties: preservation, rehabilitation, restoration, and reconstruction. Rehabilitation is the most commonly used treatment and recognize the need to alter or add to a historic building to meet continued or new uses while still retaining historic character.

The Standards are regulatory only for projects receiving Historic Preservation Fund grant assistance and other federally assisted projects. Otherwise, they are intended to provide general guidance for work on any historic building or district. The Pioneer Square Preservation District Guidelines incorporate the principles embodied in the following Secretary of the Interior Standards for Rehabilitation and accompanying technical materials as a means to ensure that the administration of the Pioneer Square Preservation District is consistent with best practices for the treatment of historic properties and districts.

The ten Secretary of the Interior's Standards for Rehabilitation:

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.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
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 shall 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.

g. Historical Background and Context

By Steven Treffers and James Williams, 2020

The Duwamish People and the Village of Sdzidzilalitch

Present-day Pioneer Square was a centrally located and resource rich area long inhabited by members of the tribal groups of the Coastal Salish people. Sdzidzilalitch, or Little Crossing-Over Place, a winter village site with access to fishing grounds was located near what is now the intersection Yesler Way and First Avenue. The area was close to the mouth of the Duwamish River, a large estuary with over 2,000 acres of tidelands providing food, fresh water and other resources for household uses. The village's location on Elliot Bay made it easily accessible by canoe and provided access to trails leading inland to Lake Washington and beyond. Due to these factors, the village and its habitants contributed to much larger trade network extending north to Alaska, south to California, and east towards the Rocky Mountains.²

Sdzidzilalitch is believed to have had eight longhouses measuring 60 feet by 120 feet and a population of approximately 200 people who lived in extended families.³ While primarily identified as a Duwamish village, it is likely the Suquamish from across Puget Sound and groups that today make up the Muckleshoot Indian Tribe also gathered at Sdzidzilalitch to trade, socialize, and share traditional knowledge.⁴ These tribes maintained a rich cultural tradition based on a deep respect for the surrounding natural elements. They developed sophisticated fishing techniques using nets, weirs, and hooks, used cedar trees to create canoes, baskets, clothes and shelter.⁵ Similar to other Puget Sound groups, the Duwamish maintained a seasonal schedule to follow available resources. They dispersed in the spring and summer to fish, hunt, and collect plants, and reconvened in winter villages such as Sdzidzilalitch socialize and perform important ceremonial work.⁶ The longhouses functioned as gathering places and were used for important ceremonies such as marriages, healing ceremonies, dancing, and singing. Although the remnants of the long houses are no longer in evidence, Duwamish place names characterize areas along Elliott Bay and the Duwamish delta and represent the memory of these former inhabitants.

² Jennifer Ott, 2014. "Sdzidzilalitch (Little Crossing-Over Place)," HistoryLink essay 10965 accessed August 26, 2020 (<https://www.historylink.org/File/10965>).

³ Carin Murr Link, 2005. National Register of Historic Places Registration Form: Pioneer Square/Skid Road National Historic District; Ott, 2014.

⁴ Ott, 2014.

⁵ Link, 2014.

⁶ Mimi Sheridan, Appendix I: Historic, Cultural, and Archaeological Resources, Alaskan Way Viaduct Replacement Project: Final Environmental Impact Statement. 2011. Washington State Department of Transportation website accessed September 19, 2020 (<http://data.wsdot.wa.gov/publications/viaduct/AWVFEIS-AppendixI.pdf>).

Contact and Early European Settlement

Early European explorers first arrived in the area around present-day Seattle in the late eighteenth century. During that decade, Spanish and English explorers entered Elliott Bay and Puget Sound for the first time. As was the case throughout the Americas, first contact between Europeans and the area's indigenous peoples led to consequential exchanges of goods and diseases. Early encounters in the Puget Sound region were initially friendly and introduced European-style clothing and other goods to local Native American societies. However, this interchange also introduced new diseases, such as smallpox, measles, influenza, malaria, and tuberculosis to the previously unexposed indigenous population. The resulting series of epidemics reduced the region's population from an estimated 20,000 in 1770 to about 7,000 in 1853.⁷

The arrival of American trappers in the Pacific Northwest in the nineteenth century led to a tense period of territorial disputes with the United Kingdom. These tensions were resolved with the Oregon Treaty of 1846, which delineated the boundary between British Columbia and the and the U.S.-administered Oregon Territories, including what would become the state of Washington.⁸ The treaty did nothing, however, to prevent tensions between Americans and the Native population of the Oregon Territories. After years of settlement and sporadic violence, the United States Army prosecuted the Indian War of 1855-56 to secure the region for American settlement.⁹ Figure 1 depicts the sites of the Battle of Seattle, a skirmish involving white settlers and members of the local indigenous population. It is among the earliest maps of Seattle.¹⁰

American emigrants began settling the Puget Sound area in the early 1850s. By 1851, Lee Terry, David Denny and John Low (from Illinois) settled in Alki Point (present-day West Seattle) and later that year new arrivals began to settle other parts of what is now Seattle. Soon, a town was established on at the site of Sdzidzilalitch. Originally named Duwamps, the settlement was outfitted with a general store, and townsite plats were filed in or around 1853. Relations between the Americans settlers at Duwamps and the Duwamish remained relatively peaceful; however, in 1855, Native inhabitants relinquished their rights to the Sdzidzilalitch and the surrounding area in the Treaty of Point Elliott. Indians and non-Indians were often economically and, sometimes, socially interdependent. Some intermarriage took place, and many indigenous persons were employed in local industry.¹¹ Symbolic of these relationships, American settlers

⁷ Walter Crowley, Priscilla Long, and Greg Lange, 2001. "Turning Point 16: When Worlds Collide: From Contact to Conquest on Puget Sound," HistoryLink essay 9294, accessed August 26, 2020 (<https://www.historylink.org/File/9294>).

⁸ Link 2005.

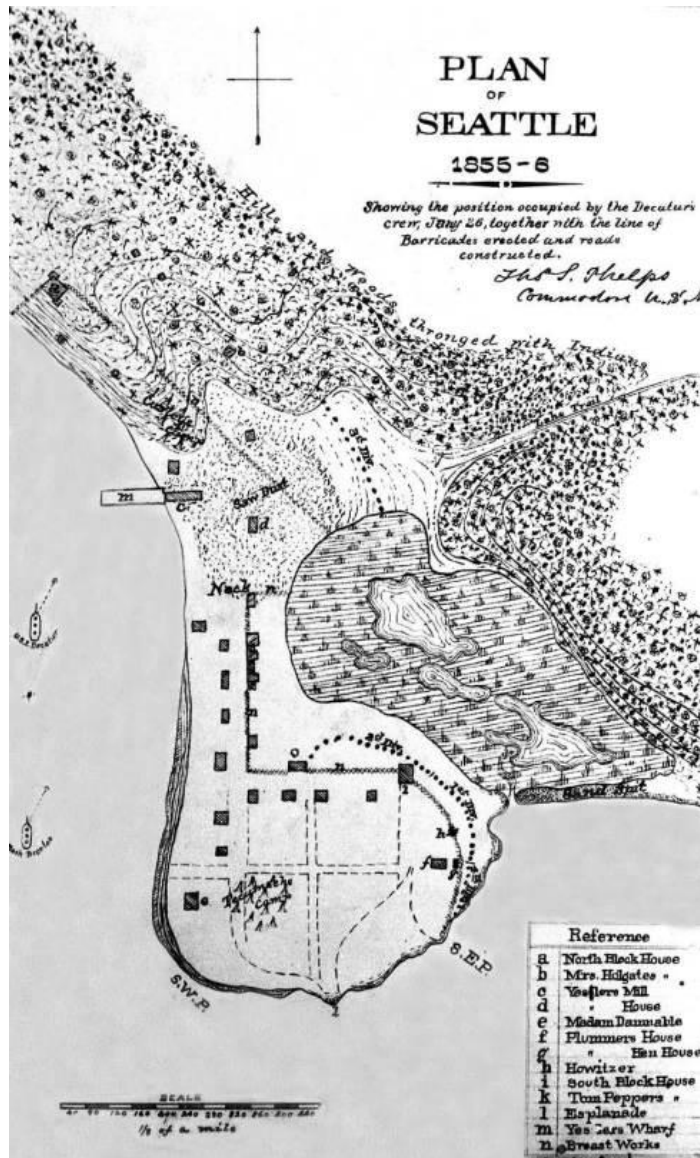
⁹ Crowley et al., 2001.

¹⁰ Williams, David B., 2015. "Thomas Phelps's 1856 map of Seattle is published in the Town Crier on December 15, 1917." HistoryLink essay 11045 accessed September 28, 2020 (<https://www.historylink.org/File/11045>).

¹¹ Ott, 2014.

elected to rename the outpost in honor of Chief Seattle of the Duwamish and Suquamish.¹² American residents of Seattle ultimately decided against social integration with descendants of

Figure 1 Thomas Phelps Map of Seattle, 1855-56



Source: <https://pauldorpat.com>

the region; in 1865, the City adopted an ordinance that barred Indian residences within the city limits.¹³

¹² Link, 2005.

Although Seattle would grow slowly over the next three decades, important events in the history of the Pioneer Square area occurred in these early years. Henry Yesler established Seattle's first sawmill, located on the waterfront, and roadway over which logs could be dragged was cleared (Skid Road, renamed Mill Street and then Yesler Way). The first parts of what is now Pioneer Square were platted in 1853. As Seattle expanded in the next several decades, the original townsite, including parts of what is now the Pioneer Square area, remained the city's main commercial district.¹⁴

Businessman William Grose was among the notable figures in the early development of downtown Seattle. Grose was born free in Washington, D.C., in 1835 and in 1861 arrived in Seattle as the city's second African American resident. By 1876, Grose opened the hotel and restaurant Our House on Yesler Way. While operating the restaurant, Grose became acquainted with several prominent white Seattle families, and in 1882, he purchased a 12-acre tract from noted businessman and politician Henry Yesler.¹⁵ Grose eventually parceled out his landholdings, which developed into East Madison, one of two African American neighborhoods in the nineteenth century.¹⁶

The Great Fire of 1889 and Its Aftermath

On June 6, 1889, a fire broke out at a cabinet shop and quickly engulfed the business district. Due to "a preponderance of wooden construction," the Great Fire of 1889 destroyed about thirty city blocks between Jackson and University Streets (Figure 2).¹⁷ At least one civic leader regarded the conflagration as a blessing in disguise, however. Banker Jacob Furth declared "[We] shall look on this fare as an actual benefit... I say we shall have a finer city than before, not within five years, but in 18 months."¹⁸ As the city rebuilt the so-called "burnt district" in the coming years, the local press cast Seattle as a "phoenix" rising from literal ashes.¹⁹

¹³ Ott, 2014.

¹⁴ Link, 2005.

¹⁵ Mary T. Henry, "Grose, William (1835-1898)" HistoryLink article 393 (<https://historylink.org/File/393>). Accessed May 3, 2022; Peter Blecha, 2019. "East Madison Street (Seattle)" HistoryLink article 20893 (<https://historylink.org/File/20893>). Accessed May 3, 2022.

¹⁶ Mary T. Henry, 1998, "Pioneer William Grose, an African American, Arrives in Seattle in 1861," HistoryLink article 308 (<https://historylink.org/File/308>). Accessed May 3, 2022.

¹⁷ Link, 2005.

¹⁸ Lee Micklin, "Jacob Furth (1840-1914)," HistoryLink Database (<http://www.historylink.org>), quoted in Link, 2005.

¹⁹ Seattle Post-Intelligencer, "The Wings of the Phoenix," 19 June 1889, p. 4, quoted in Link, 2005.

Figure 2 Yesler-Leary Building from Commercial Street following the Great Fire, 1889



Source: University of Washington

Planning decisions made in the wake of the fire would profoundly reshape what is now Pioneer Square. For one, the City enacted Building Ordinance No. 1147, which established design standards for new construction in the area. Intended to prevent another fast-moving fire, the ordinance required that buildings in the commercial district have, among other things, masonry exterior construction, foundations set well below grade, and brick or stone arches or metal lintels above doorways. In addition, wood cornices were prohibited. Standards set out in Building Ordinance No. 1147 promoted what some observers have termed a warehouse style of construction, characterized by stone or brick exteriors and heavy timber interiors. The new measures were put to the test in 1892, when a fire broke out at the Schwabacher Building (103 First Avenue South), but did not spread to any neighboring properties (Figure 3). The fire also allowed local planners to replat the commercial district and redesign its street grid. To address longstanding drainage and sanitation problems in the area, many of the area's streets re-graded to between six and 32 feet above their original elevation. Major thoroughfares were also widened, in one case by around 90 feet. To ensure efficient passage through the area, First Street and Commercial Avenue (now First Avenue) were connected, a realignment that created the triangular parcel that is now Pioneer Place (Figure 4). In many locations, the elevation of the street beds required that original ground floors be converted to basements. Prism block lights were installed in newly laid sidewalks to illuminate open areas beneath the sidewalk.²⁰

²⁰ Link, 2005.

Figure 3 Schwabacher Building, Facing Southwest, ca. 1889



Source: University of Washington

Figure 4 Pioneer Place, Facing South, ca. 1903



Source: University of Washington

Rebuilding of the commercial district began almost immediately. Within a month, there were 88 commercial district buildings either under construction or in the planning stage. Shaped by the mandates of Ordinance No. 1147, the district's new buildings were generally of "brick, Wilkeson sandstone, cast stone, or terra cotta" construction.²¹ Buildings designed in the first few years after the fire often reflected a somewhat of a divergence with late Victorian styles in favor of Richardsonian Romanesque influences that were more suited to masonry construction. The work of architect Elmer Fisher exemplified this style and often produced "stately" Romanesque designs. Fisher's accomplishments were atypical, however. Most local architects entered the profession through the building trades and lacked formal training. Less well regarded, the buildings they designed often reflected a "naïve" combination of Victorian forms and Richardsonian details. Many commercial district buildings completed in this period were the relatively down-market hotels that would come to be associated with the Klondike Gold Rush of 1897. Also of note, is the Quon Tuck Company Building (400 Second Avenue Extension South), which was designed by early Seattle architect William E. Boone and is the most conspicuous reminder of the city's original Chinese Quarter. The first post-fire building boom began to slow at

²¹ Link, 2005.

the end of 1890, a trend that was reinforced by the Panic of 1893. During the ensuing economic downturn, many architects left hard-hit Seattle.²²

Expansion, 1890-1910

Economic recovery was around the corner, however. During the Klondike Gold Rush of 1897, Seattle emerged as a major disembarkation point for American miners headed to the goldfields. The influx of fortune seekers proved a boon to local merchants, since most travelers were advised to buy supplies adequate for a year before leaving for the Yukon. Hotels in the commercial district did brisk business too. Many catered to their rowdy clientele by offering access to sex workers, alcohol, opium, and gambling. Although the gold rush benefitted Seattle's economic health and development, a great number of miners left the goldfields impoverished and resettled in what is now Pioneer Square.²³

In the first decade of the twentieth century, Seattle's history was characterized by rapid economic and population growth, which brought significant changes to the Pioneer Square area (Figure 5). The effects of the Gold Rush and the arrival of the railroads had already contributed to the city's rise as a regional financial and industrial center, when in 1907, the city annexed six neighboring communities. Three years later the city hosted the Alaska Yukon Exposition of 1909. The Olmsted Brothers firm, who had previously designed a system of parks in Seattle now known as the Emerald Necklace, planned the exposition grounds, including important changes to Pioneer Place. Per the Olmsteds' designs, two major features of the square were added: the Chief Seattle fountain by sculptor John When and the pergola by architect Julian Everett. The City also undertook a massive tide flats reclamation project in order to expand its territory along Elliott Bay. As part of this effort, areas in the present Pioneer Square along Railroad Avenue (now Alaskan Way) and First Avenue South were filled and new roadways eventually graded to replace original planked courses. Several wooden industrial buildings along Railroad Avenue were replaced with sturdier masonry buildings, such as the Pacific Coast Company building, constructed in 1903-04. Warehouses were also constructed along the First Avenue extension. A sign of the city's growing economic clout, Seattle was designated as the major regional railroad terminus of the Pacific Northwest. Two railroad stations were also built at the edge of the commercial district in the first decade of the century: the Italianate-influenced King Street Station (1906) and the Beaux Arts-style Union Station (1911).²⁴

²² Link, 2005.

²³ Link, 2005.

²⁴ Link, 2005.

Figure 5 Seattle Skyline, Facing North, 1910



Source: Seattle Public Library Special Collections

The Search for a Downtown Center, 1910-1926

In the 1910s, proposals to construct a new downtown outside the Pioneer Square area threatened the primacy of the city's original commercial district. However, two major buildings constructed in the district in the 1910s helped to cement its place as Seattle's main business district, if only temporarily. That is, while the completion of two major buildings—the Smith Tower (506 Second Avenue) in 1914 and the City County Building (516 Third Avenue) in 1916—helped to keep the center of commercial activity at the north end of Pioneer Square, major commercial development to the north at Denny Knoll would move the center of business activity outside Pioneer Square by the 1920s. As a result, the old commercial district was soon regarded as merely the southern portion of downtown Seattle. The area's loss of stature was aided by the transformation of the Pioneer Square waterfront, which began to take on a more industrial character, as new development brought several new factories, warehouses, and

“workingmen’s hotels” to the area.²⁵ Construction in the Pioneer Square area remained sluggish until the construction of Second Avenue Extension South in the late 1920s prompted new development. Between 1928 and 1931, construction of the new roadway led to the demolition and substantial remodeling of many buildings, but also paved the way for the construction of new ones, such as the Art Deco-style Hartford Building (600 Second Avenue), completed in 1929.²⁶

The LGBTQ Community in Pioneer Square

In the late nineteenth century, Pioneer Square was home to Seattle’s vice district and was known as haven for people with a variety of sexual identities. As was the case across the United States, the twin forces of urbanization and industrialization created spaces away from the surveillance of family and neighbors for individuals to engage in same-sex sexual relations. Much of this activity was practiced by transient laborers who engaged in male-on-male sex. Despite anti-sodomy laws being on the books, in Seattle, such activity was temporarily tolerated because itinerant workers fueled the Klondike Gold Rush-era commercial boom. And while Seattle’s prodigious growth in the late nineteenth and early twentieth centuries might have created conditions to foster the development of an LGBTQ community, the Gold Rush-era atmosphere of permissiveness faded once the economic boom ebbed. For queer Seattleites, the reemergent repression of the early twentieth century was exacerbated by the closure of drinking establishments during the era of Prohibition limited the number of public spaces in which queer Seattleites might have congregated.²⁷

The end of Prohibition in late 1933 allowed for the development of a visible, self-identified LGBTQ community in Pioneer Square. With the formal reopening of Seattle’s taverns, gay men and lesbians found public spaces in which they could meet, socialize, and build a community. While Pioneer Square eventually became home a large concentration of businesses catering to gays and lesbians, two of the district’s establishments were central to the building of community, the Casino Pool Room (172 South Washington Street) and the Double Header (407 Second Avenue Extension South), both located near “the center of queer Pioneer Square,” at the intersection of Second Avenue Extension South and Washington Street (Figure 6). Joseph Bellotti opened the Casino Pool Hall in the basement of the People’s Theater prior to the repeal of Prohibition, in 1930. Its popularity was due to its atmosphere of openness. The business was for a time the only Seattle institution that allowed same-sex dancing. The Double Header, a

²⁵ Link, 2005.

²⁶ Link, 2005.

²⁷ Kevin McKenna and Michael Aguirre, 2020. “A Brief History of LGBTQ Activism in Seattle,” Seattle Civil Rights and Labor History Project website, accessed August 24, 2020 (https://depts.washington.edu/civilr/lgbtq_history.htm); Richard Freitas, n.d. “Social Landscape: LGBTQ Heritage in Seattle’s Pioneer Square.” Electronic document accessed August 24, 2020 (https://scholarsbank.uoregon.edu/xmlui/bitstream/handle/1794/23247/Freitas_SAHMDR_2018.pdf?sequence=1&isAllowed=y).

tavern, opened in 1934 and was, at the time of its closure in 2015, possibly the longest-operating gay bar in the United States.²⁸

Figure 6 The Double Header, Facing North, 1977



Source: Seattle Public Library Special Collections

In the three decades following World War II, public places catering to the LGBTQ proliferated in Pioneer Square. Most of these were, as one scholar put it, “vernacular commercial places,” like the Casino and the Double.²⁹ In 1946, the Garden of Allah (1213 First Avenue) opened as the first gay-owned cabaret in Seattle. Known for the exhibition of drag and vaudeville performances, the cabaret catered to both gays and lesbians. Although bath houses in Pioneer Square predated the emergence of the area’s LGTBQ, the South End Steam Baths (115 1/2 First Avenue) and Atlas Steam Baths (demolished) began serving a primarily gay clientele in the 1940s. In the 1950s and 1960s, the widespread and illegal arrangement of payoffs to the police limited the occurrence of police raids and allowed Pioneer Square’s queer commercial establishments to operate with a degree of freedom unseen even in larger cities, such as San Francisco and New York. The number of gay bars in Seattle grew in the 1960s. Among these were two notable taverns, the gay bar and cabaret Golden Horseshoe (207 Second Avenue

²⁸ Freitas, n.d.

²⁹ Freitas, n.d.

South) and the Silver Slipper (210 South Jackson Street), a lesbian bar that operated from 1969 to 1971 (Figure 7).³⁰

Figure 7 Original Site of the Silver Slipper, Facing North, ca. 2017



Source: Freitas, 2017

Amid the Stonewall uprising of 1969 and the flowering of the Gay Liberation movement, a younger LGBTQ generation became more visible and began establishing institutions of their own, such as the Gay Community Center, located in Pioneer Square at 102 Cherry Street. Increasingly, however, members of this new generation established neighborhoods of their own. Although many LGBTQ-friendly establishments remained in Pioneer Square through the 1980s, starting around the mid-1970s, the center of queer Seattle began to shift to such neighborhoods as Capitol Hill, the University District, and Wallingford.³¹

³⁰ Freitas, n.d. Freitas, 2017. ““The Land at Our Feet’: Preserving Pioneer Square’s Queer Landscape.” Master’s thesis: University of Washington.

³¹ Hill, Chrystie, 2003, “Queer History in Seattle, Part 2: After Stonewall.” HistoryLink.org essay 4266 accessed August 24, 2020 (<https://www.historylink.org/File/4266>); McKenna and Aguirre, 2020; Freitas, n.d.; Freitas 2017.

Historic Preservation in Pioneer Square

In the 1960s, the City of Seattle announced plans for a belt road around downtown Seattle that would have required the razing of many of Pioneer Square's historic buildings. This threat to the built fabric of the city's historic core alarmed several ordinary Seattleites, who, in 1970, mobilized behind a successful effort to list Pioneer Square on the National Register of Historic Places. It was also designated as the Seattle's first historic district, and the Pioneer Square Preservation Board was formed to oversee restoration projects in the district. Pioneer Square's boundaries were increased in 1978 and 1988.³²

h. Certificate of Approval Application Review Process:

Certificates of Approval for Use, Design and Demolition from the Board are required before a permit for construction of use can be issued. Certificates of Approval for are required for the following:

- Alteration, demolition, construction, reconstruction, restoration and remodeling of any structure;
- New construction;
- Any material and visible changes to the exterior appearance of an existing structure or to the public rights of way or other public space;
- Removal, demolition or alteration of signage or the placement of new signs;
- The principal use of any structure, or space and any change of use after initial approval.
- Use, design and demolition approval is required before any building or other City permit or license can be granted.

If the proposed work is only "repair in kind" that is it involves ONLY repair using the same materials and exact same details and finishes, then a Certificate of Approval is not required. However, Board Coordinator must be notified when you are planning in-kind maintenance or repair prior to undertaking the work. The process to apply for a Certificate of Approval is described below and illustrated on the following page.

Step 1. Getting Started: Discussion with Board Coordinator

The Board encourages preliminary discussions with architects, designers, owners, tenants or other interested parties in order to clarify guidelines, criteria and application procedures and to review proposed plans. Such preliminary meetings will benefit the applicants as well as the District and will promote better awareness of those factors that contribute to the character of the District. Contact the Board Coordinator to start this preliminary discussion.

³² City of Seattle, 2020. "Pioneer Square Preservation District--Neighborhoods," City of Seattle website, accessed October 16, 2020 (<https://www.seattle.gov/neighborhoods/programs-and-services/historic-preservation/historic-districts/pioneer-square-preservation-district#history>).

Step 2. Scheduling for Board Review

Applications for a Certificate of Approval for a proposed new use, change of use, or expansion of use, new construction, demolition, facade alteration, remodeling or rehabilitation are submitted online through the Seattle Services Portal. Once the Board Coordinator has determined that an application is complete, including all documentation listed in the application instructions pursuant to SMC 23.66.030 and any applicable fees the applicant will be informed the date the proposal is placed on the agenda for review at the Board's next regularly scheduled Architectural Review Committee (ARC) and full Board meeting.

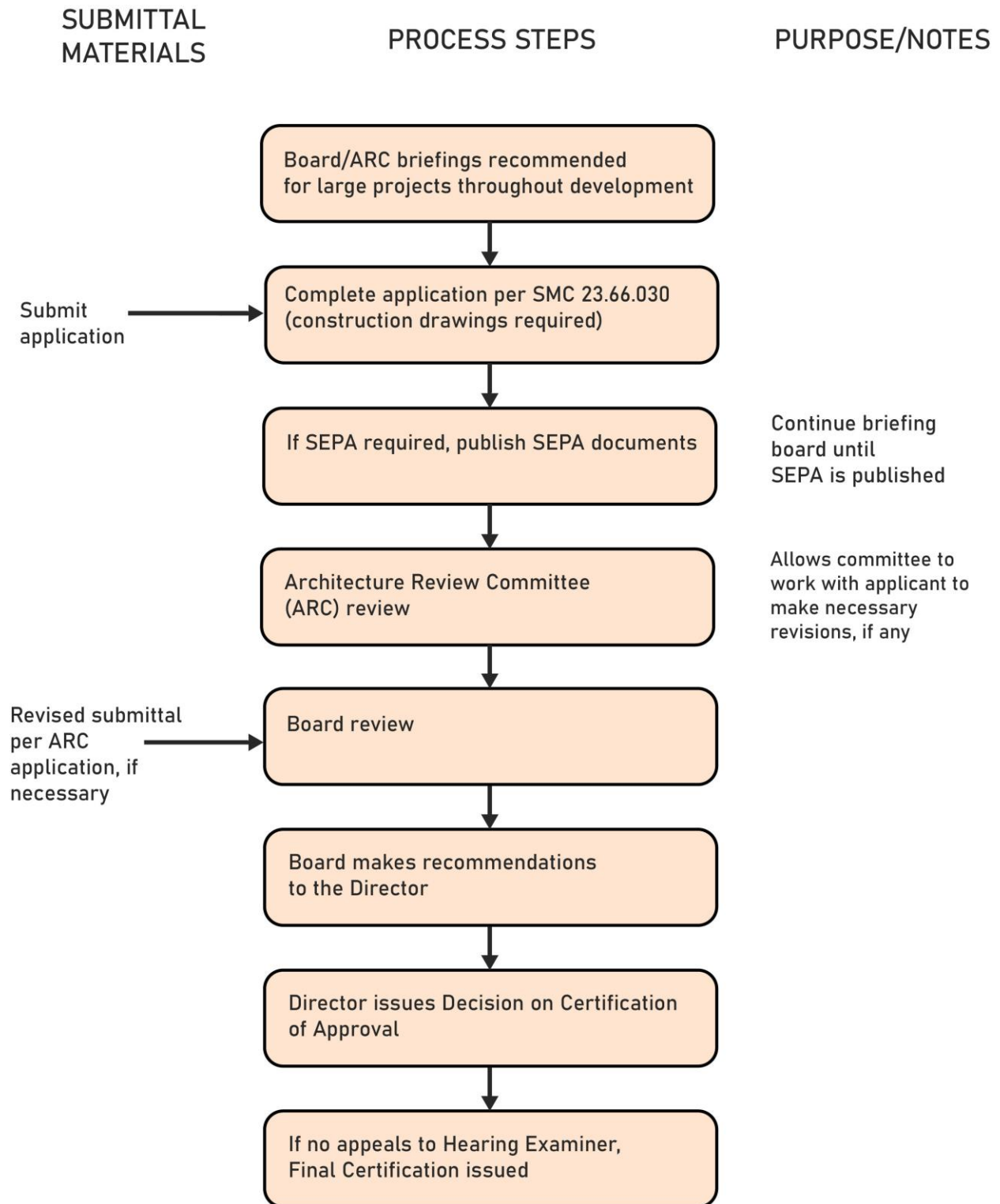


Figure I.XXX. Description of the Certificate of Approval application and review process

Step 3. Review by the Architectural Review Committee (ARC)

All proposals that include design changes are reviewed by the Architectural Review Committee prior to full Board review. (Proposals for new or changed uses do not require ARC review). The purpose of the ARC is to provide early guidance so that the applicant can clarify their application, provide additional information or provide alternative designs when reviewed by the full Board. Board staff or a member of the ARC shall make a report and recommendation to the Board for approval, approval with conditions, or denial of the proposal or may refer the matter back to the staff, the ARC or the Board for additional information and review. No Certificate of Approval for use shall be granted until the applicant has provided all information requested by the Board regarding the proposal. Architectural Review Committee meetings are held one week prior to the full Board meeting.

Step 4. Board Review

All applications requiring a Certificate of Approval will be reviewed by the Pioneer Square Preservation Board. Board review typically involves one review of a final proposal. The Board uses its regulations and guidelines to evaluate proposals. The Board Coordinator and the ARC may make a report and recommendation to the Board or may refer the matter back to the staff, the ARC or the Board for additional information and review. The Board's vote is a recommendation to the Director of the Department of Neighborhoods as to whether a Certificate of Approval should be issued, issued with conditions, or denied.

Regular meetings are held on the 1st and 3rd Wednesdays of each month in City Hall, 600 Fourth Avenue, Room L280. The meeting time is generally 9:00 – 11:00a.m. Meetings are conducted in accordance with the City's Administrative Code. All meetings are open to the public and public comment is accepted in writing and during the public comment period

For larger, more complex proposals, the Board review will occur during the conceptual design development and final "working drawings" stages of the project during a series of briefings. An applicant may make a written request to submit an application for a Certificate of Approval for a preliminary design if the applicant waives in writing the deadline for a Board decision on the final design and any deadlines for decision on related permit application under review by the Seattle Department of Construction and Inspections. The Coordinator may reject the request if it appears that approval of a preliminary design would not be an efficient use of Coordinator or Board time and resources, or would not further the goals and objectives of SMC 23.66.

Step 5. Environmental Review

This review is generally required for larger scale projects, check with Board Coordinator and the Seattle Department of Construction and Inspections (SDCI) about the need for this review. **See CAM 3000 for more information.** When an environmental review is required the environmental review must be published before a decision can be made on an application. However, project briefings may occur concurrently.

Step 6. Board Determination.

Upon completion of environmental review materials, if necessary, the Board will render a decision of approval, approval with conditions, or denial.

Appeal Procedure

Any interested person may appeal a decision of the Board to the City Hearing Examiner. The appeal and a copy of this decision must be filed with the Hearing Examiner, City of Seattle, PO Box 94729, Seattle, WA 98124-4729 before 5:00 p.m. on the fourteenth (14th) day following the date of issuance of this certificate, and must be accompanied by a \$80.00 filing fee in the form of a check payable to the City of Seattle. Appeals must be in writing and must clearly state objections to the decision.

A copy of the appeal shall also be served upon the Department of Neighborhoods Director, City Hall, 600 4th Ave, 4th floor, PO Box 94649, Seattle, Washington 98124.

i. How to interpret the guidelines

Relationship to the Seattle Municipal Code:

Section 23.66 of the Seattle Municipal Code (SMC) provides the statutory basis for administering these guidelines. The guidelines add detail and interpretation to the SMC provisions but may not contradict the language in the code itself. For reference, the following is a list of some of the SMC provisions that apply and upon which these guidelines are based.

- Demolition of buildings: See SMC 23.66.115.
- Permitted uses: See SMC 23.66.120
- Prohibited uses: see SMC 23.66.122
- Street level uses: See SMC 23.66.130
- Council conditional uses: See SMC 23.76.
- Height: See SMC 23.66.140 and 23.49.178 along with Section 2 of these rules.
- Structure setbacks: See SMC 23.66.150
- Signs: See SMC 23.66.160 along with Section 4 of these rules.
- Street uses: See SMC Title 15
- Street, sidewalks, features and design: See SMC 23.66.190 and Section 5 of these rules.
- Parking and Access: See SMC 23.66, 23.54.030, and 23.49.019
- Exterior Building Design: See SMC 23.66.180
- Streets and sidewalks: see SMC 23.66.190

j. Guideline Format.

These guidelines are intended as a communication and technical assistance tool to assist the Board and Certificate of Approval applicants in preparing and reviewing applications. Consequently, they generally include for each topic:

- A discussion of the rationale for the guideline, a description of the physical context related to the guideline(s) and a statement of intent that offers additional guidance in reviewing applications.

- One or more guidelines that interpret the provisions of SMC 23.66 and which the Board will use to determine the acceptability of the proposal.
- Exceptions (if any) where the Board may consider that a guideline does not apply or where alternate methods to achieve the guideline's intent may be considered.

In order to facilitate preparation and review of applications, the guidelines are organized into the following sections so that the applicable guidelines for specific project types are collected in a single location.

Section 1: Guidelines for modifications to or demolition of existing buildings

Section 2: Guidelines for the construction of new structures

Section 3: Guidelines for Changes to public rights of way or other public spaces, including street uses such as for street vendors or cafes

Section 4: Guidelines for Removal, demolition or alteration of signage or the placement of new signs

Section 5: Guidelines for changing the principal use of any structure, or space and any change of use after initial approval.