

### SAN FRANCISCO PLANNING DEPARTMENT

#### МЕМО

DATE:	July 8, 2015	1650 Mission St. Suite 400 San Francisco, CA 94103-2479
TO:	Architectural Review Committee of the Historic Preservation Commission	Reception: 415.558.6378
FROM:	Eiliesh Tuffy, Historic Preservation Technical Specialist (415) 575-9191	Fax: <b>415.558.6409</b>
<b>REVIEWED BY:</b>	Tim Frye, Preservation Coordinator (415) 575- 6822	Planning Information: <b>415.558.6377</b>
RE:	Review and Comment: 72 Ellis Street Case No. 2000.0383CX	

#### BACKGROUND

On November 15, 2001, the Planning Commission approved a project (Case No. 2000.383CX) to demolish an existing surface parking lot and construct an 11-story, 125-foot hotel consisting of approximately 156 rooms, a lobby, accessory meeting rooms, and a restaurant, located at 72 Ellis Street ("Project Site"), within the C-3-R Zoning District, the 80-130-F Height and Bulk District, and the Kearny-Market-Mason-Sutter Conservation District. The Project was previously granted a Conditional Use Authorization, as well as a Downtown Project Authorization and Requests for Exceptions under Planning Code Section 309, including a height exception in the 80-130-F Height and Bulk District, a bulk exception, and a height extension for a vertical extension.

On December 9, 2004, the Commission conducted a duly noticed public hearing at a regularly scheduled meeting on Application No. 2004.1047CX, a request to extend the performance period of the Project for three years. The Commission reviewed and discussed the findings for approval prepared for its review by Department staff, and approved the extension of the performance period for three years (Motions 16919 and 16920), subject to the conditions of the original approval of the Project. This extension expired on December 9, 2007.

On March 25, 2010, the Commission conducted a duly noticed public hearing at a regularly scheduled meeting on Application No. 2009.1105CX, a request to extend the performance period of the Project for three years. The Commission reviewed and discussed the findings for approval prepared for its review by Department staff, and approved the extension of the performance period for three years (Motions 18503 and 18504), subject to the conditions of the original approval of the Project. This extension expired on March 25, 2013.

On August 15, 2013, the Commission conducted a duly noticed public hearing at a regularly scheduled meeting on Case No 2013.0180CX, a request to extend the performance period of the Project for three years. The Commission reviewed and discussed the findings for approval prepared for its review by Department staff, and approved the extension of the performance period for two years (Motions 18954 and 18955), subject to the conditions of the original approval of the Project. This extension is set to expire on August 15, 2015.

One of the conditions of approval required final design review by the Architectural Review Committee (ARC) as part of the Planning Department's review of the project.

#### PROPERTY DESCRIPTION

72 ELLIS STREET is a vacant lot within the C-3-R (Downtown – Retail) zoning and 80-130-F Height and Bulk districts. The subject property (measuring approximately 74'W x 115'D) is located on the north side of Ellis Street, between Powell and Stockton streets. The lot falls within the boundaries of the Kearny-Market-Mason-Sutter Conservation District. It is currently used as a parking lot.

#### **PROJECT DESCRIPTION**

The proposed project is for the construction of a new 11-story building over a single basement level, with the following uses and details:

- *Basement support spaces:* The project would not include parking on the lot. The basement space is dedicated to mechanicals and other service space to support the building's hotel use. There is no parking proposed on this lot
- *Active ground floor uses:* The project would concentrate commercial retail use on the bottom two stories of the building, with a hotel entrance located in the far right bay of the façade. The hotel is planned with a raised lobby and fitness area on the second floor.
- *Hotel with Roof Terrace:* Floors 3–11 would contain hotel rooms with a rooftop viewing terrace above.

The proposed building would amount to approximately 76,000 square feet. Of that amount, 25,000 square feet are being acquired through a Transfer of Development Rights.

The proposed project appears to meet the requirements of the Planning Code for the C-3-R zoning district, pending the submittal of a site permit for verification.

#### ENVIRONMENTAL REVIEW

On October 31, 2001, the Draft Initial Study/Mitigated Negative Declaration for the Project was

prepared and published for public review. On November 15, 2001, the Planning Commission ("Commission") reviewed and considered the Final Mitigated Negative Declaration ("FMND") and found that the contents of said report and the procedures through which the FMND was prepared, publicized, and reviewed complied with the California Environmental Quality Act (California Public Resources Code Sections 21000 et seq.) (CEQA), 14 California Code of Regulations Sections 15000 et seq. (the "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code ("Chapter 31"). The Commission found the FMND was adequate, accurate and objective, reflected the independent analysis and judgment of the Department and the Commission, and approved the FMND for the Project in compliance with CEQA, the CEQA Guidelines and Chapter 31. The Planning Department, Jonas Ionin, is the custodian of records, located in the File for Case No. 2000.383E, at 1650 Mission Street, Fourth Floor, San Francisco, California. Department staff prepared a Mitigation Monitoring and Reporting program, which was made available to the public and the Commission for the Commission's review, consideration, and action.

Since the MND was finalized, there have been no substantial project changes and no substantial changes in project circumstances that would require major revisions to the MND due to the involvement of new significant environmental effects or an increase in the severity of previously identified significant impacts, and there is no new information of substantial importance that would change the conclusions set forth in the MND.

#### STAFF ANALYSIS & RECOMMENDATIONS

At the Planning Commission's request, and in accordance with the Conditions of Approval for the project, the Department seeks comment from the ARC regarding the final design proposal, as outlined in the revised architectural drawings dated July 15, 2015.

Since the August 13, 2015 Planning Commission Hearing, the Project Sponsor has made the following modifications to the proposed project:

- Eliminated the projecting cornice between the 7<sup>th</sup> and 8<sup>th</sup> floors, which had aligned with the adjacent buildings' rooflines;
- Increased the amount of active ground floor commercial use from one story to two stories, with added, large-scale glazing on the second floor as a unifying element;
- Reorganized the overall composition of the façade into three distinct bays using continuous vertical piers and a hierarchy of forms ;
- Altered the fenestration, using a regular pattern of vertical mullions as a secondary means of emphasizing the building's verticality;
- Minimized the height ratio of the contemporary cornice element, where the rooftop viewing terrace is located;

• Redesigned the storefront system to include an upper transom division and an 18" lower bulkhead;

The Department would like the ARC to consider the following information in its review of the Project Sponsor's preferred design, labeled as "Version 2":

#### Massing, Composition & Scale

While the overall scale and massing of the building remains unchanged, the Project Sponsor has altered the composition of the façade from the original entitlement design.

#### **Recommendation**

Department staff determined the proposed massing and composition of the project is compatible with the character of the district. The delineation of the interior building function is expressed through the treatment of the façade. The use of a distinct base, tower and contemporary cornice element are in keeping with three-part vertical compositions found throughout the district. Likewise, the building's fenestration at the upper floors both draws upon the vertically oriented massing identified as an important characteristic of the district and provides a uniform treatment of the upper stories. With the exception of the recessed hotel entrance and associated loading zone, the building is designed to extend out to the front property line to meet the prevailing block face and in compatibility with other commercial storefronts in the district. Located directly across from the 11-story Flood Building, the scale relates to the higher density department store and hotel buildings in the district, and is in keeping with the 1:2 width-to-height massing ratio in the district. The Department seeks the input of the ARC on the massing, composition and scale of the revised design proposal.

#### Roofline

The Project Sponsor has altered the proportions of the contemporary, open cornice element in the revised façade design.

#### **Recommendation**

Department staff determined the proposed contemporary, open cornice element in its current proportion, which is lower in overall height than in the original entitlement design, is compatible with the features of the district. The shorter proportion at the top floor, particularly in the overall context of the tripartite façade is more in keeping with the proportion of historic roofline cornices found throughout the district. The open-frame structure, which incorporates a band of negative space at the top of each vertical bay, is a design approach that references historic cornices in the district while maintaining transparency at the rooftop viewing terrace. No revisions recommended.

#### Ground Floor

The Project Sponsor has altered the base of the building to visually unify the lower two floors planned for commercial use and to incorporate characteristics found within the district.

#### **Recommendation**

Department staff determined that a unified design for the two-story building base and a historic storefront composition at the ground floor level are compatible with the character defining features of the district. The larger glazing at the base is indicative of commercial storefronts in the historic retail sector. The entrances for the two separate building uses are pulled to the outer bays and feature recesses, in keeping with the placement of ground floor entrances throughout the district. Dimensions for the lower storefront bulkhead have been proposed at 18" in height, but a larger bulkhead might be suitable for the size of the overall storefronts.

#### Materials

The Project Sponsor has submitted preliminary materials for consideration and is proposing a textured porcelain tile rain screen in a light buff color as the primary exterior cladding. Similar tiles, of variegated gray tones are proposed for the hotel entrance surround. Glass spandrel panels are proposed between floors. Metal architectural details are proposed to define the three vertical structural bays, the vertical mullions, and for the ground floor canopy. The bays and canopy are proposed to be painted blue/black and the vertical mullions painted a champagne/gold color, both with a metallic finish to the paint. The storefronts are proposed to be finished in the blue/black paint selection.

#### Recommendation

Department staff recommends high–quality, durable materials for the building's exterior cladding. A non-reflective, matte paint finish should be specified for the metal materials on the building, which is more in keeping with metal building components in the district. Materials, as they will appear on the larger expanses of the east and west elevations should also be considered. Final material boards, which relate to the district's characteristic masonry materials and color palette, should be reviewed and approved by Preservation staff.

#### **REQUESTED ACTION**

The Department seeks comments on the proposed project's conformity with the *Secretary of the Interior's Standards for Rehabilitation* in relation to the character of the Kearny-Market-Mason-Sutter Conservation District and its compatibility with Appendix E to Article 11 of the Planning Code. Specifically, comment is requested on the following final design elements:

- Overall Massing, Composition and Scale of the revised design, "Version 2"
- Preferred ground floor bulkhead treatment
- Preliminary materials palette

#### ATTACHMENTS

- Project Sponsor Cover Letter;
- Project Sponsor's Compatibility Analysis with the Conservation District; and,
- Architectural Drawings by Handel Architects (July 15, 2015)

### REUBEN, JUNIUS & ROSE, LLP

June 26, 2015

Architectural Review Committee for the Historic Preservation Commission 1650 Mission Street, Suite 400 San Francisco, CA 94103

> Re: 72 Ellis Street Planning Department Case no. 2000.0383CX Informational Hearing Date: July 15, 2015 Our File No.: 8802.01

Dear Commissioners Hyland, Pearlman and Wolfram:

Our office represents Highgate Hotels ("**Highgate**"), the new owner of 72 Ellis Street, Assessor's Block 0327, Lot 011 ("**Property**"). The Property is an 8,420-sf lot approx. one block from Union Square that is currently improved with, and operated as, a surface parking lot. Highgate recently purchased the Property with the intent of building the previously approved project consisting of new construction of an 11-story, approx. 76,600-sf building with 156 hotel rooms, lobby, small accessory meeting rooms and ground floor restaurant space ("**Project**").

<u>Informational presentation</u>: The Project is being presented to the Architectural Review Committee ("**ARC**") as an informational item in order to show the updated and refined design prior to the Planning Department staff approval of the Project's site permit application.

<u>Original approvals</u>: The Project was approved by the Planning Commission on November 15, 2001 with the approval of a conditional use authorization (motion no. 16283) and Section 309 authorization (motion no. 16284) ("**Original Approvals**"). The prior Property owner/Project sponsor did not move forward with the construction of the Project, and thus the Original Approvals have been extended several times (in December 2004, March 2010 and August 2013).

<u>Highgate purchase:</u> Highgate purchased the Property in May 2015 with the intent of building the approved Project pursuant to the attached, refined plans. Highgate has over 25 years of experience in the hotel industry and currently has 80 properties with approx. 29,000 hotel rooms under its management, including several in San Francisco. Highgate has a large network of industry partnerships and extensive experience operating both branded and independent hotels. Highgate is also experienced in the development of hotels, from new construction to renovation projects, including several currently pending or recently completed hotels in New York.

James A. Reuben | Andrew J. Junius | Kevin H. Rose | Daniel A. Frattin | John Kevlin Jay F. Drake | Lindsay M. Petrone | Sheryl Reuben¹ | Tuija I. Catalano | Thomas Tunny | David Silverman Melinda A. Sarjapur | Mark H. Loper | Jody Knight | Stephanie L. Haughey | Jared Eigerman<sup>2,3</sup> | John McInerney III<sup>2</sup>

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Commissioners Hyland, Pearlman and Wolfram June 26, 2015 Page 2

<u>Highgate's progress towards construction of the Project</u>: In the short amount of time since Highgate's purchase of the Property, several important steps have already occurred in preparation for the construction of the Project. Highgate engaged Handel Architects to prepare updated Project plans, including the necessary plans for the submittal of the site permit application. Highgate team has met with Planning Department staff several times in order to obtain feedback on the refinement of the previously approved Project design, and in order to proceed with the informational hearings before the ARC and the Planning Commission (with the latter occurring on July 16, 2015).

The Project requires Transferable Development Rights ("**TDR**"), and Highgate has not only located and negotiated the purchase of the necessary TDR, but it is already in the process of executing the purchase and sale agreements for the TDR within the next week or so.

<u>Construction of the Project and shortage of tourist hotel rooms</u>: The Project provides many benefits to the City, including the elimination of an underutilized, surface parking lot, and the construction of a much needed large tourist hotel with the addition of 156 rooms to the City's hotel supply. Approx. seven (7) years ago, the Board of Supervisors adopted Tourist Hotel Conversion Ordinance (Ord. 41-08) due to a concern about the potential loss of existing tourist hotel rooms. On March 1, 2009, the Planning Commission adopted a baseline inventory of all of the large tourist hotels (consisting of those with more than 100 rooms), which was subject to annual inventories thereafter. The baseline inventory provided for 27,926 tourist hotel rooms in 92 hotels. There have yet to be any changes to the number of hotel rooms listed in the baseline inventory, since no new large hotels have opened since the 2009 baseline.

Concurrently, the annual tourist hotel occupancy rates have steadily increased so that when the Original Approvals for the Project were granted in 2001, the annual occupancy rate for the year was 61.5%, followed thereafter by a steady incline to approx. 75% by mid-2000's, and exceeding 80% for the last year years, with the 2014 occupancy rate at  $84.1\%^{1}$ .

With Highgate's hotel expertise, resources and the objective of constructing and opening the hotel as soon as possible, the Project will be built and the benefits associated with the Project will be realized. Highgate welcomes any feedback the Commissioners might have and is looking forward to constructing the previously approved Project with the refined design that is presented in your packets.

Very truly yours,

**REUBEN, JUNIUS & ROSE, LLP** 

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<sup>1</sup> Source for San Francisco annual historical market occupancy rates: PKF Consulting USA

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Commissioners Hyland, Pearlman and Wolfram June 26, 2015 Page 3

cc: Tim Frye – Preservation Coordinator Jonas Ionin – Commission Secretary Nicholas Foster – Project Planner Eiliesh Tuffy – Preservation Planner Paul McElroy – Highgate Glenn Rescalvo – Handel Architects Carey Chu – Handel Architects

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#### **Project description:**

The project involves a previously approved project for the construction of an 11-story hotel with approx. 156 tourist hotel rooms on a site that is currently used as a surface parking lot. The project was approved by San Francisco Planning Commission under Planning Department case no. 2000.0383CX with the approval of a conditional use authorization (Motion no. 16283) and Downtown 309 determination (Motion no. 16284) on November 15, 2001, and has been extended multiple times thereafter on December 9, 2004, March 25, 2010 and August 15, 2013. The project sponsor, Highgate Hotels, recently purchased the site with the intent of building the approved project with few minor revisions, including refinements to the project design presented in the ARC packages. The primary revision to the project program includes ground and second floor retail uses in lieu of the originally anticipated ground and basement level restaurant uses, without any impact to the approved tourist hotel room count or to the approved building envelope. The hotel rooms on levels 3-11 are provided with a smaller entry on the ground level with an actual lobby on the second level in order to maximize active uses on the ground level consistent with the surrounding Union Square neighborhood.

#### Kearny-Market-Mason-Sutter Conservation District compatibility analysis:

The proposed new building at 72 Ellis Street is an approved, but yet to be constructed, building and thus the overall design for the proposed building that is included in the ARC packets consists of a refinement of the previously approved project/design and not a new proposal. Selected plans and elevations for the previously approved and entitled design have been included in the ARC packets. The design for the proposed 72 Ellis building is compatible with the character of the Kearny-Market-Mason-Sutter Conservation District as described in Appendix E of Article 11 of the Planning Code as follows:

#### General:

- The proposal respects the character-defining features within Kearny-Market-Mason-Sutter Conservation District by relating to the prevailing height, mass, proportions, rhythm and composition found within the District;
- The project involves a new building to be constructed on an existing surface parking lot, and thus has no direct impact on, and does not remove or otherwise irreversibly alter, any existing historic buildings or distinctive materials that characterize the Kearny-Market-Mason-Sutter Conservation District;
- The proposed design will use modern materials and will be recognized as a physical record of its own time, place and use, as differential from, yet compatible with, the character of the surrounding Conservation District;

Scale and massing:

The scale and massing of the proposed façade is consistent with the Kearny-Market-Mason-Sutter Conservation District and the subject block. The façade will be built-out up to the front property line, which matches with the prevailing street wall along Ellis Street, is consistent with vast majority of buildings in the Conservation District and eliminates the current gap along Ellis Street frontage due to the site's present use as a surface parking lot;

- Building façades in the District are often divided into bays expressing the structure (commonly steel and reinforced concrete) beneath the façade with bay widths typically ranging from 20-30 feet. The façade for 72 Ellis has been broken-up into three bays with a width of 23 feet each, consistent with the typical bay widths and overall pattern found on buildings in the surrounding area;
- The District features also include façades that are two- or three-part vertical compositions consisting of either a base and a shaft, or a base, a shaft and a capital. The proposed façade includes a base element that corresponds with the retail and pedestrian environment with an appropriate ground-floor height that relates well to the surrounding ground-floor levels. Above the base, the shaft element is capped by an architectural semi-enclosed trellis element surrounding the rooftop terrace and providing partial spatial containment thereto;
- The overall building height is consistent with the height designation for the property and the actual conditions existing within the subject block, which includes a variety of building heights, including a 12-story retail/office building immediately across the street from the property at 30-80 Powell Street;
- The project's scale is broken down to smaller parts by detailing and fenestration that relates to human scale. The design relates to the adjacent 6-story buildings (i.e. the hotel building at 120 Powell Street and the parking garage at 121-133 O'Farrell) with the use of appropriate vertical cornice line matching with the roof lines for the adjacent buildings;

Materials and Color:

• The project uses materials that relate to the surrounding buildings, including tile, metal and glass. The ground floor will feature primarily glass material with some metal edging/base for the retail frontage and with stone tile for the hotel entry portion. Overall, the colors are traditional light, including some grey, colors in order to blend with the character of the District; and

Detailing and Ornamentation:

 The project relates to the surrounding area by picking up elements and developing them. The cornice lines provide for simple, slightly projecting features in the modern vernacular instead of more ornate traditional styles.

For these reasons, the proposal overall, is appropriate for and consistent with the purposes of Article 11, including the criteria of Appendix E of Article 11, and Section 1113 of the Planning Code.



# **PROJECT INFO**

### 72 Ellis Street

72 Ellis Street
Block: 0327; Lots: 011
8,423.5 Square Feet (SF)
C-3-R; Downtown Retail
9.0 : 1 ( Max GSF = 75,811.5 sf ) (25,000 sf from TDR)
80-130-F
Surface & below grade parking
Hotel & Commercial
11 Stories Above Grade
130'-0"
Ground & 2nd Floor Commercial with 9 Hotel Levels Above

FLOOR	GFA (PER SEC 102.9)						EXEMPTED GSF (PER SEC 102.9)				OVERALL SF	PARKING		OPEN SPACE (PER SEC 138)		AMENITY	
	HOTEL								MECH & TO		· · · · · · · · · · · · · · · · · · ·	CAR	BIKE SPACES		COMMON	PRIVATE	NOT OPEN
	HOTEL ROOMS	NET	COMMON	GROSS HOTEL	RETAIL	TOTAL	PARKING	BIKES	UTILITY TOTAL	TOTAL	TOTAL	PARKING	CLASS 1	CLASS 2	AREA	UNITS	SPACE
ROOF				0					1,031	1,031	1,031				2,780		
11	15	6,546		6,546		6,546			58	58	6,604						
10	15	6,546		6,546		6,546			58	58	6,604						
9	18	6,546		6,546		6,546			58	58	6,604						
8	18	6,546		6,546		6,546			58	58	6,604						
7	18	6,546		6,546		6,546			58	58	6,604						
6	18	6,546		6,546		6,546			58	58	6,604						
5	18	6,546		6,546		6,546			58	58	6,604						
4	18	6,546		6,546		6,546			58	58	6,604						
3	18	6,546		6,546		6,546			58	58	6,604		6	6			
2			3,239	3,239	4,527	7,766			155	155	7,921						
1			1,701	1,701	5,056	6,757			925	925	7,682		2	4			
B1			2,373	2,373		2,373			5,455	5,455	7,828					·	
Total	156	58,914		66,227	9,583	75,810	0		8,088	8,088	83,898	0	8	10	2,780	0	0

BIKE PARKING ANALYSIS	Total Required Class 1 (Retail): 1 / 7,500 sf of occupied floor area = 2 Bike Spaces					
	Total Required Class 1 (Hotel) : 1 / 30 hotel rooms = 6 Bike Spaces					
	Total Required Class 2 (Retail) : 1 / 2,500 sf of occupied floor area = 6 Bike Spaces					
	Total Required Class 2 (Hotel) : 1 / 5,000 sf of occupied conference, meeting, or function room = 6 Bike Spaces					
OPEN SPACE ANALYSIS	Open Space Requirement					
	1 sf of Open Space / 100 sf of Permitted Use (75,810 / 100 = 759 SF					
	Total Open Space Provided = 2,780 sf (per entitlement)					

#### 15 JULY 2015



CONTEXT - SITE

# **SITE PLAN**



# **EXISTING CONDITIONS**



Ellis North Elevation



Ellis South Elevation

72 ELLIS STREET | SAN FRANCISCO, CA

### **CONTEXT** - Views



## **EXISTING CONTEXT**



Corner of Powell St & Ellis St



Ellis St

#### 72 ELLIS STREET | SAN FRANCISCO, CA

# **CONTEXT** - Retail



#### 72 ELLIS STREET | SAN FRANCISCO, CA

# **CONTEXT - Building Texture of Union Square**



#### 72 ELLIS STREET | SAN FRANCISCO, CA

#### 72 ELLIS STREET | SAN FRANCISCO, CA



#### 72 ELLIS STREET | SAN FRANCISCO, CA

### **REVISED DESIGN - Facade Precedents**





#### 72 ELLIS STREET | SAN FRANCISCO, CA



North-South Section



**REVISED DESIGN - SECTION** 

#### 72 ELLIS STREET | SAN FRANCISCO, CA



#### 15 JULY 2015

Second Floor Plan MECH / STOR 76 sf TRAT FITNESS 862 sf Е 79 sf K III K S RETAIL 4458 sf CHECK-IN LOBBY 893 sf 

Typical Floor Plan



#### 15 JULY 2015

Roof Plan





#### 15 JULY 2015



Perspective View

Retail Space

**REVISED DESIGN - PERSPECTIVES** 



Perspective View

Cornice Detail View









#### 72 ELLIS STREET | SAN FRANCISCO, CA

## **MATERIAL PALETTE**





### 22

M-1 - PTD METAL - CHAMPAGNE / LIGHT BRONZE METALLIC M-2 - PTD METAL- BLUE / BLACK METALLIC GL-1 - LOW-E INSULATED GLASS T-1 - LIGHT CREAM / BUFF RAINSCREEN TILE T-2 - DARK GREY / BLACK RAINSCREEN TILE T-3 - LIGHT GREY RAINSCREEN TILE



#### 72 ELLIS STREET | SAN FRANCISCO, CA

South Elevation



#### 72 ELLIS STREET | SAN FRANCISCO, CA



Ground Floor Plan









#### 72 ELLIS STREET | SAN FRANCISCO, CA

North-South Section



#### 72 ELLIS STREET | SAN FRANCISCO, CA

### Street Views





#### 72 ELLIS STREET | SAN FRANCISCO, CA



#### 72 ELLIS STREET | SAN FRANCISCO, CA





Perspective View

**REVISED DESIGN - PERSPECTIVES** 

#### 72 ELLIS STREET | SAN FRANCISCO, CA



Perspective View

Cornice Detail View



#### 72 ELLIS STREET | SAN FRANCISCO, CA

### **REVISED DESIGN - Version1 retail facade**



#### 72 ELLIS STREET | SAN FRANCISCO, CA