



SAN FRANCISCO PLANNING DEPARTMENT

Memo to the Planning Commission

HEARING DATE: DECEMBER 5, 2019

Date: November 25, 2019
Case No.: 2018-017235CWP
Project: Retained Elements Special Topic Design Guidelines
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Recommendation: **Adoption of Resolution**

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PURPOSE OF THIS HEARING

The Planning Commission will be presented with the proposed Retained Elements Special Topic Design Guidelines (RE-STDGs) for adoption (see Exhibit A/Attachment A).

BACKGROUND

On December 8, 2015, in response to a request from the Historic Preservation Commission (HPC), planning staff presented background and research surrounding façade retention, as several projects had come before them that raised this as a more systematic development proposal pattern. This conversation returned to the Historic Preservation Commission on April 6, 2016, where staff showed more examples for Commission discussion and requested that staff prepare a draft policy for review. At the August 2, 2017 hearing, the HPC reviewed a draft policy and concluded that the retention of façades from otherwise modified or demolished buildings generally did not meet the standards for lessening a significant impact to historic resources and therefore did not qualify as historic preservation practice and thus should be considered more as a potential set of design guidelines to be utilized more broadly in the Department's design review process.

Staff prepared a draft set of guidelines that addressed issues of site design and architecture for any element that might be retained on a site which includes façades, but also mural, spires, walls, or other types of partial construction as described therein.

On January 24, 2019, at a joint Planning and Historic Preservation Commission meeting, planning staff presented a draft set of the Retained Elements Special Topic Design Guidelines for review. These were revised as per Commissions' feedback and then presented at an informational hearing on November 6th, 2019 for final comment from the Historic Preservation Commission (see Exhibit B/Attachment B).

FRAMEWORK

Much of San Francisco consists of older buildings that provide familiar neighborhood fabric and which establish how neighborhoods feel, express identity, and define their own context. Development projects often seek to remove smaller existing buildings for financial, architectural, and use reasons. While these underbuilt or "soft" sites are commonly ripe for new development and potential higher and better use, their collective loss can feel destabilizing to residents in the broader context of neighborhood change. To address these challenges, the Retained Elements Special Topic Design Guidelines establish methods for

deciding when and how to retain all or a portion of an existing structure in an intentional and sensitive manner to maintain neighborhood character.

General Plan Conformance

The RE-STDGs support the existing policies of the San Francisco General Plan. Under “Conservation,” the Urban Design Element notes that not only “*historic buildings*” but also “*older building regardless of their historic affiliations provide a richness of character, texture and human scale that is unlikely to be repeated often in new development. They help characterize many neighborhoods of the city and establish landmarks and focal points that contribute to the city pattern.*” It notes that: “*Older buildings, too, lend a sense of permanence and pleasant contrast. They are links with past history, and with earlier styles of development and of living. Buildings that endure maintain a continuous culture and may set standards of excellence with which contemporary development can be compared.*”

Guideline Development

The Planning Department, in consultation with the Planning and Historic Preservation Commissions and city stakeholders, has developed this set of guidelines to direct project applicants and design teams to study and explore ways to combine elements of existing structures and new development. One goal of these guidelines is to provide greater clarity on façade retention, which is often mischaracterized as a form of historic preservation. Where the practice of retaining only a façade was once lauded as a preservation success, today we are more aware of how it diminishes history of a building, especially the social and cultural history of San Francisco and its people.

Using the Urban Design Guidelines (UDGs) as a base, these more specific guidelines seek to avoid development where existing building elements are retained in a superficial or inauthentic way. These guidelines instead ask projects to define the deeper relevance of maintaining all or parts of an existing building and to both express harmonious relationships and articulate dynamic associations between an existing structure and its role in a larger development.

Applicability

The Retained Elements Special Topic Design Guidelines apply in instances where visible parts of existing buildings are incorporated into new development in all zoning districts. They work in concert with the UDGs. Consistency with both sets of guidelines is mandatory in the approval process. Should application of the respective guidelines conflict, these Special Topic Design Guidelines supersede the UDGs. These guidelines do not apply to properties identified as City Landmarks or districts under Article 10 or Significant or Contributory Buildings (Category I-IV) under Article 11 of the Planning Code. The application of these guidelines will not achieve conformance with the Secretary of the Interior’s Standards for the Treatment of Historic Properties.

These guidelines could be applied in three situations:

- project applicants choose to use them voluntarily;
- except as to the Article 10 and 11 buildings specified above, either the Planning or Historic Preservation Commission may require their use by applicants for project approval; or
- planning staff may recommend their use by project applicants on behalf of either Commission, subject to their approval.

Design Review

These guidelines are to be applied during the design review process. Projects demonstrate conformance with design guidelines during design review. Procedurally this occurs during project entitlements per design finding requirements in Code Sections 309, 311, 312, and 329, along with a variety of other designations (Conditional Use authorizations, for example). This work is done prior to Planning Commission approval but can also follow through the application of conditions of approval, Discretionary Review process, post-entitlement revisions, or addendum approvals. The Planning Department is also asked to confirm that projects involving public uses or public land conform to policies and design principles of the General Plan via General Plan Referrals.

Historic Resource Demolition

The Historic Preservation Commission or planning staff may request, in rare cases, application of these guidelines during the partial preservation alternatives development process as part of an Environmental Impact Report (EIR) or as part of impact mitigation for a project that proposes demolition of an historic resource. Such an alternative would not be considered rehabilitation per the Secretary of the Interior's Standards. Use of these guidelines would not result in a less than significant impact to individual historic resources for the purpose of CEQA review.

Guidelines Structure

The guidelines begin with advisement, "Weighing the Options," on the decision to retain an element. This analysis, described below, not only uncovers the benefits of retaining existing elements, but recognizes and honors the element's origin and its proper inclusion:

- determining the visual contributions of an existing structure;
- technically evaluating the existing structure for feasible integration;
- determining the ideas found in the existing architecture; and,
- if a new building is proposed in lieu of retention, evaluating its replacement.

The RE-STDGs consist of two parts that parallel the Urban Design Guidelines: Site Design and Architecture. Each section has at least one guideline that directly supports the overall values as defined above. Each guideline is described at the top of the page, followed by a sidebar that explains the rationale for the guideline, a range of means by which one might satisfy that guideline, and illustrations that further describe its application. The range of means describes important parameters and methods by which a project can meet the guideline but is not a prescriptive list. Projects may satisfy the guideline by applying one or all of the means or by suggesting something unique to the project that meets the guideline's intent. Images that represent examples are all San Francisco sites, except on two section frontispiece pages as noted, and express positive features that would meet the indicated guideline.

OUTREACH

Along with and in between the numerous public hearings as described above, Planning Department staff met with San Francisco Heritage three times: October 12, 2018; April 30, 2019; and October 25, 2019; for their input, review, and comment. Planning staff responded by incorporating many comments into subsequent drafts including revised graphics, applicability language, and technical suggestions.

FUTURE

This guideline document joins the set of Special Area and Special Topic Design Guidelines that complements and continues the important work of Urban Design Guidelines to enhance the existing fabric and context of San Francisco. These guidelines offer further ways for new development to honor the diversity of cultures and support inclusive values, both fundamental to the city itself.

REQUIRED COMMISSION ACTION

RECOMMENDATION: Adoption of Resolution
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Attachments:

- Attachment A - Retained Elements Special Topic Design Guidelines - adoption version
- Attachment B - Department Memo Summarizing Historic Preservation Commission Comments during November 6, 2019 Informational Hearing



RETAINED ELEMENTS

SPECIAL TOPIC DESIGN GUIDELINES





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Retained Elements **Special Topic Design Guidelines**

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Designing with Retained Elements

Much of San Francisco consists of older buildings that provide familiar neighborhood fabric and which establish how neighborhoods feel, express identity, and define their own context. Development projects often seek to remove smaller existing buildings for financial, architectural, and use reasons. While these underbuilt or "soft" sites are commonly ripe for new development and potential higher and better use, their collective loss can feel destabilizing to residents in the broader context of neighborhood change. To address these challenges, the following guidelines establish methods for deciding when and how to retain all or a portion of an existing structure in an intentional and sensitive manner to maintain neighborhood character.

Successful new development can reinforce and enhance the physical patterns of neighborhood by connecting to the existing built environment in a positive manner. Existing buildings often feel familiar and anchoring to residents, express neighborhood harmony, and provide architectural character and with greater quality and details than typically achievable with today's construction methods and costs. And equally desirable, maintaining and rehabilitating an existing building results in more environmental benefits.

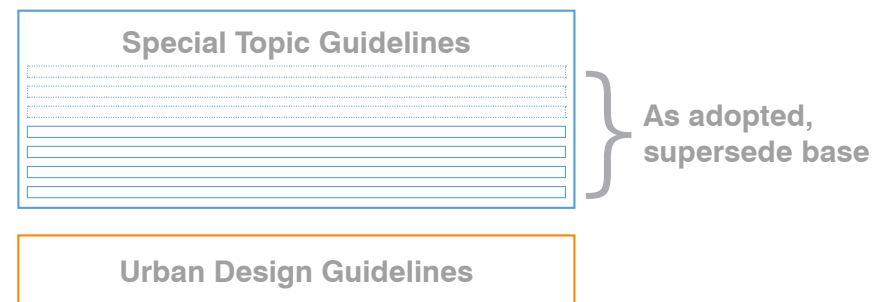
New development, however, can support better quality and more plentiful housing, refresh or revive retail, or provide space for badly needed institutional uses. These guidelines offer a way to achieve sustainability objectives, such as water, embodied, energy, and new energy use, resulting in meaningful and cohesive architecture that supports the uses needed for the City, and to maintain neighborhood character.

These guidelines apply to a site that proposes to retain part of an existing structure. These guidelines are not considered rehabilitation by the Planning Department.

Guideline Origin

The Planning Department, in consultation with the Planning and Historic Preservation Commissions and city stakeholders, has developed this set of guidelines to direct project applicants and design teams to study and explore ways to combine elements of existing structures and new development. One goal of these guidelines is to provide greater clarity on façade retention which is often mischaracterized as a form of historic preservation. Where the practice of retaining only a façade was once lauded as a preservation success, today we are more aware of how it diminishes history of a building, especially the social and cultural history of San Francisco and its people.

Using the Urban Design Guidelines (UDGs) as a base, these more specific guidelines seek to avoid development where existing building elements are retained in a superficial or inauthentic way. These guidelines instead ask projects to define the deeper relevance of maintaining all or parts of an existing building and to both express harmonious relationships and articulate dynamic associations between an existing structure and its role in a larger development.



Application of the Guidelines

The Retained Elements Special Topic Design Guidelines apply in instances where visible parts of existing buildings are incorporated into new development in all zoning districts. They work in concert with the UDGs. Consistency with both sets of guidelines is mandatory in the approval process. Should application of the respective guidelines conflict, these Special Topic Design Guidelines supersede the UDGs.

These guidelines do not apply to properties identified as City Landmarks or districts under Article 10 or Significant or Contributory Buildings (Category I-IV) under Article 11 of the Planning Code. The application of these guidelines will not achieve conformance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Historic Resource Demolition


The Historic Preservation Commission or planning staff may request, in rare cases, application of these guidelines during the partial preservation alternatives development process as part of an Environmental Impact Report (EIR) or as part of impact mitigation for a project that proposes demolition of an historic resource. Such an alternative would not be considered rehabilitation per the Secretary of the Interior's Standards. Use of these guidelines would not result in a less than significant impact to individual historic resources for the purpose of California Environmental Quality Act (CEQA) review.

Guideline Structure

Each guideline is described at the top of the page, followed by a sidebar that explains the rationale for the guideline, a range of means by which one might achieve that guideline, and illustrations that further describe its application. The range of means describes important parameters and methods by which a project can meet the guideline, but is not a prescriptive list. Projects may satisfy the guideline by applying one or all of the means or by suggesting something unique to the project that meets the intent. The guidelines are organized to relate and elaborate with more specificity to the relevant

guideline in the UDGs. For example, S1.1 of the Retained Elements Special Topic Design Guidelines is related to S1 of the UDGs.

Note that the examples given under each guideline are being shown to exemplify principles of that specific guideline and are not intended to demonstrate compliance with all other guidelines and standards both inside and outside of this document. All examples are found in San Francisco except as noted on introductory pages for each section.

GUIDELINE	RECOMMENDED ANALYSIS	RATIONALE	RANGE OF MEANS	EXAMPLE
A3.1 HARMONIZE MATERIALS IN NEW DEVELOPMENT WITH RETAINED ELEMENTS	<p>The choice, quality, location, and detailing of materials and openings can greatly enhance the compatibility between new buildings and existing structures. They should feel like a family rather than trying to match or have one part look like an accessory to the other.</p>	<ul style="list-style-type: none"> In new construction, express a pattern of structural elements and organizing geometry that extends and relates to the overall rhythm of the existing building Extend a common architectural expression between existing and new development, such as: frame and infill, volumetric projections, layered volumes, compositional grids, etc. Intentionally offset or inverse elements in the new development to provide conceptual consistency in the union of the existing and proposed architectural components. 	<ul style="list-style-type: none"> New facades should not only be harmonious with retained elements but offer their own architectural integrity Synchronize or extend fenestration and material patterns and proportions in retained elements; such as: deep punched openings, extensive glazed curtainwall, solid/void ratios, align elements between old and new parts even when other elements are more randomized. 	

Weighing the Options

When investigating a new development proposal on a site that includes an existing structure that is not a resource, applicants should:

1. Determine the visual contributions of an existing structure as a component of the broader neighborhood context.
 - » What exterior features establish the public identity of the structure(s)?
 - » Does it include a public use, either currently or formally?
 - » Does it function as an informal visual marker for the neighborhood?
 - » Are there important art elements that are characteristic of the building or neighborhood?
 - » Does the existing structure help establish a pattern of similar buildings in the neighborhood?
 - » Are there successful, similar types of projects in the neighborhood and what do they retain?
 - » Is it of physical interest? If so, does it present features, scales, or qualities not found commonly in contemporary architecture?
2. Technically evaluate the existing structure to see if it can be feasibly integrated.
 - » What is the structural and material condition of the existing structure?
 - » Will its integration contribute important public-serving aspects in the project?
3. Determine the fundamental site relationships, massing, spatial or compositional ideas found in the existing architecture.
 - » How much of the existing structure should be retained to support neighborhood context and use?
 - » Which critical materials, walls, volumetric elements or details that embody the existing structure should be retained?
 - » Are there key interior spaces to be retained in whole or in part?
 - » Using this document, what are the potential design options, and do they find the right balance of public benefits and project objectives?
4. If a new building is proposed in lieu of the existing one, evaluate its replacement.
 - » Is the architecture of the replacement project as good as or superior to the existing structure?
 - » Does the replacement project represent greater physical durability and overall long-term contribution to the neighborhood context?
 - » Does the replacement project express the same level of detail, materials, and response to distinct neighborhood conditions as the existing one?
 - » If the existing building has a formal or informal public function, does the replacement project provide the opportunity for distinction and usability in a similar way?

The answers to the above questions should be studied, considered, and presented in pre-application meetings with neighbors, in Planning Department applications, and at public meetings and hearings.

Historic Resource Demolition

For historic resources, an applicant should only use these guidelines when directed by Planning Department staff or the Historic Preservation Commission. Use of these guidelines is not considered rehabilitation by the Department and would not result in a less than significant impact to historic resources for the purpose of CEQA review.

Glossary

Compatible

Able to exist or occur together without conflict.

Complement

Something that goes well with something.

This document uses this term to express how elements can be adjacent and agreeable in scale, proportion, composition, and type but not identical in style or manner.

Existing element

Part of a building or landscape present on a site.

Harmonize

To be combined or go together in a pleasing way. Like complement, this document uses this term to describe how elements can visually fit together, or make meaningful relationships without being identical or duplicative.

Historicism

Reference or influence of patterns or approaches of the past. False or cursory historicism is often used to suggest an unwarranted or excessive regard of the importance of past styles or a misappropriation or replication of a historic motif that implies it is itself historic.

Horizontal hyphen

A horizontal surface or spacer that is placed between two parts of a building to separate or otherwise clarify a distinction between the two. This element is commonly used to denote an existing structure and new development. A horizontal hyphen may be narrow or wide and is often expressed in a different material than both adjacent volumes. It is often combined

with a small setback to increase its legibility as a change in building volume.

Integrity

The state of being whole and undivided. For these guidelines, architectural integrity refers to a project being internally consistent in all design choices (eg: geometry, materials, form, etc.).

Original features

Parts of a building or building façade that express architectural character that were present when the structure was first built.

Retained element

Part of a building or landscape that already is built on a development site that is included in a new building project on that site. This can include a full façade, a tower or spire, a storefront, a building volume, a mural, a wall, a roof or roof line, or anything that is recognizably used from a previous structure.

Reveal

In a façade, a recess or gap, often in the shape of a "C" in section, made in cladding to indicate a change in material, plane, or "reveal" the edge of something else.

Solid/Void Relationship

The ratio of open space to solid plane within a defined area. In architectural conversation, this term most often references the amount of openings in a front façade.

Streetwall

Combined façades of buildings generally built to the property line facing a street or open space. A

clear streetwall helps define "the urban room" of the public realm. A consistent streetwall that is visually interesting and has active ground floor uses promotes pedestrian activity.

Subordinate

Treat or regard as of lesser importance than something else. In the case of new development on a site with retained elements, an addition to retained elements should be less visually prominent from the public realm in form, material, and texture.

Vertical expansion or vertical addition

An expansion of the building envelop above its present height. Typically, this means adding one or more stories to an existing building.

Vertical hyphen

A vertical surface or spacer that is placed between two parts of a building to separate or otherwise clarify a distinction between the two. This element is often used to denote an existing structure and new development. A vertical hyphen may be short or a full floor or more. It is often combined with a material change and small setback to increase its legibility as a change in building volume.

Volume

A three-dimensional measure of space that comprises a length, a width, and a height. In architecture, a volume can describe a three-dimensional portion of a building or shaped element.

Volumetric

relating to the measurement of volume.

Racial & Social Equity Assessment

Advancing racial and social equity is a key priority of the City of San Francisco. Whereas government has played an important role in creating and perpetuating inequities through decades of discriminatory policies and practices at all levels, San Francisco's elected officials and City agencies have taken a leading role in addressing present-day inequities.

The San Francisco Planning Department is committed to eliminating structural racial inequities by examining its policies, plans, and programs to understand their equity implications and proactively designing them to ensure that a person's race does not determine life outcomes, statistically or experientially. In drafting the Retained Element STDGs, planning staff considered the following questions when drafting new policies, programs, and processes:

What are the intended racial and social equity outcomes of this particular decision or process?

- » To build upon architecture and preservation community efforts to broaden inclusion of cultural expression creative viewpoints, and decision-making; processes where people of color and women have been historically underrepresented.
- » To expand retention of the built environment in design practice to encourage projects that support neighborhood identity.

As a key step in the racial and social equity assessment process, the following racial and social equity outcomes for these design guidelines were established:

- » Develop a process and platform by which members of the public, particularly those historically omitted from representation in historic resources, can more easily voice preference in the retention of existing structures and facilitate their desired outcome.
- » Create a more public forum through this process for communities and decision-makers to weigh and debate the equity opportunities between keeping existing structures and building new development.
- » Publicly recognize and maintain aspects of buildings—murals, walls, decorative features, etc.—that express architectural language,

cultural identity, and important events from points of view that have not been included historically.

Who will benefit from or be burdened by the particular decision or process?

The benefits of government policies, programs, and plans have historically been unevenly distributed--generally away from people of color and other historically marginalized groups. As the City seeks to improve equity outcomes for people of color and other vulnerable populations, government action may result in a shift of the distribution of benefits to a larger proportion of its residents and businesses.

The design guidelines promote cultural preservation, celebration and representation, and a sense of community cohesion/belonging that can contribute to a reduction on the pressures of cultural displacement or erosion from neighborhoods.

Are there any unintended consequences?

As is often the case with a racial and social equity assessment, the answers for addressing racial and social inequities are complex and cannot be addressed by a single policy, project, or approach.

In the case of the RE-STDGs, the possibility exists that projects may be asked to retain elements which costs the project more in total, increasing the resulting prices of housing or retail rents provided therein. This may be at least in part somewhat offset by a better and more sensitive project that is more quickly received by members of the public or neighborhood groups decreasing the timeline for project approval.

Unlike other guidelines, these do not have a fixed applicability but can be recommended by staff or requested by decision-makers in either the CEQA or approval process. This decision should be weighed on balance for each project to recognize unintended burdens. Note that upon first glance, similarities may exist between projects, but decision-makers should consider unique and cumulative issues such as: location, technical or design challenges, cultural context, proposed uses, and restorative justice opportunities when pursuing the application of RE-STDGs.

Potential Benefits, Burdens, and Unintended Consequences and Mitigations			
	Description	Stakeholder Impacted	Opportunity to enhance benefit
Benefits <i>The Retained Elements STDGs should result in...</i>	Clearer expectations from City staff and community during design review, which reduces review time and design costs. This could also address/off-set some of the burdens below.	City staff, project sponsors, community	Consider modifying pre-app meeting application to call attention to these guidelines/how the project addresses them early on in the project.
	Designs that thoughtfully and respectfully retain parts of buildings in more diverse expressions of San Francisco history and/or cultures.	City, community	Promote the existence of the guidelines in communities that have fewer "age-eligible" or potential resources.
	More ways to mitigate impacts to demolitions of historic resources.	City, community	Inform incoming Historic Preservation Commissioners of availability of the guideline usage.
	Description	Stakeholder Impacted	Mitigation
Burdens <i>The Retained Elements STDGs could result in...</i>	Potentially somewhat higher construction costs due to the retention and/or restoration of existing building elements which tend to cost more.	Project sponsors	Look for other ways to reduce costs in the project that do not diminish the public expression or benefits within the project such as through streamlined review.
	Minor limitations on design flexibility.	Project sponsors	Adapt the retained element to the needs of the project without diminishing its integrity.
Unintended Consequences <i>The Retained Elements STDGs could result in...</i>	Potentially somewhat higher housing or retail rents/costs due to slightly higher construction costs depending on the extent of the retained element.	Community	Each site should be reviewed individually by staff to weigh the additional costs on balance to see if applicability is appropriate.



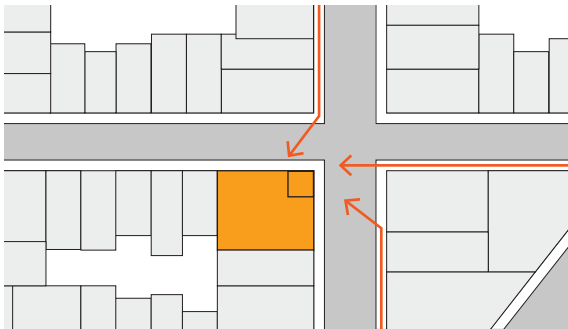
S SITE DESIGN

S1.1 Sustain existing features that define a neighborhood

S2.1 Establish new massing to be compatible with the context

S1.1 SUSTAIN EXISTING FEATURES THAT DEFINE A NEIGHBORHOOD

Buildings often present important and distinct elements that act as landmarks for residents and visitors. Examples include: spires, large signage, clocktowers, murals, gateways, unusual rooftop elements, or other distinct markers.



Analyze: Identify distinct volumes or large design features. Diagram how they are perceived in the neighborhood and how to maintain those vantage points.

- » Retain and highlight interesting roof forms and elements, such as clocktowers, spires, architectural features, fenestration as part of the new building. Maintain their visual presence from key locations and public view corridors.
- » Maintain existing pedestrian pathways and gateways when possible to continue existing pathways, edges, and boundaries in the neighborhood and add new development where volume already exists or naturally participates in the overall massing.
- » Retain partial or fragments of walls only in exceptional circumstances where existing textures, material qualities, or architectural

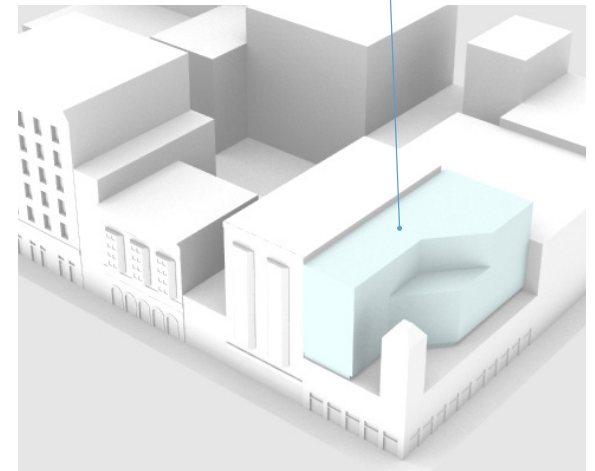


Types of important building elements that mark neighborhoods.

reference produces a distinct neighborhood experience.

- » New volumetric elements can be retained or isolated from other parts of existing structures if they are visually distinctive.
- » Maintain existing murals or art installations when recognized as important to the neighborhood or broader community. This can be done by either leaving them in place or providing a new and sustainable backdrop for their visibility. Provide additional protection for their long-term durability and maintenance.

NEW MASSING IS SCULPTED AROUND THE EXISTING STRUCTURE



Roof types that are more architecturally shaped may require further setbacks and sculpting.

S2.1 ESTABLISH NEW MASSING TO BE COMPATIBLE WITH THE CONTEXT

Add new building mass thoughtfully to existing building volumes so that it complements the existing scale, circulation, and forms on the site. This helps new project volumes feel natural to the city and extend familiar environments.

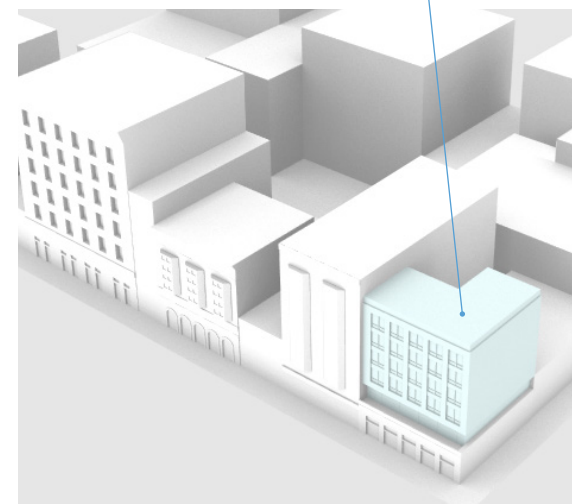
- » Discover the common widths, heights, and proportions of existing massing to see how added volumes can extend or build upon them.
- » At corner sites, substantially retain both sides of existing façades to maintain a reading of the existing volume.

- » Look for natural or subordinate ways to place massing on a site with an existing structure, including underground, alongside, or behind, not just as a vertical addition.
- » Break new massing in proportion with the existing building synchronize new and existing volume.
- » Look at patterns of open space on the block or site to see how volume can complement its use and definition.

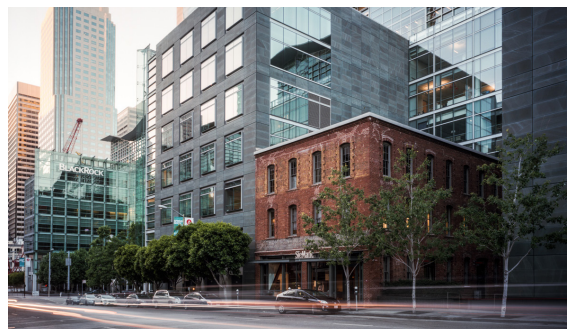
NEW MASSING FOLLOWS THE BLOCK PATTERN OF SMALLER FRONTAGES



NEW MASSING FILLS IN AN OPEN CORNER ENHANCING THE BLOCK

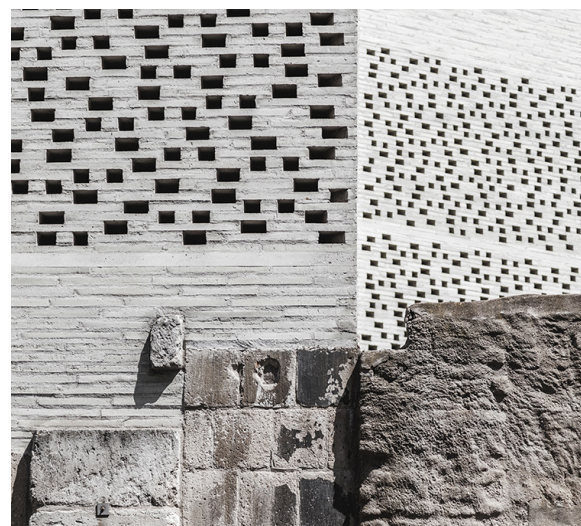
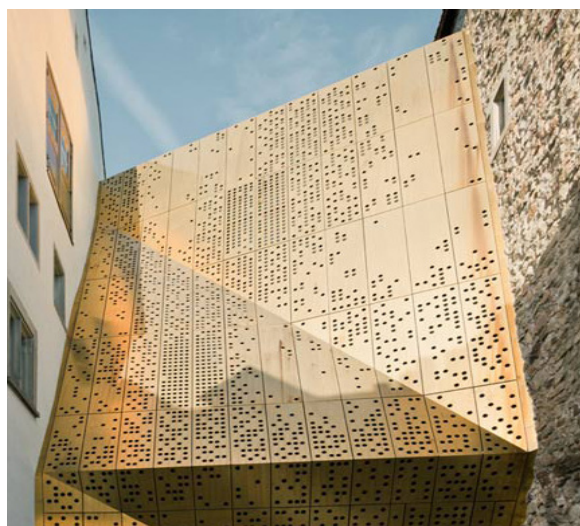
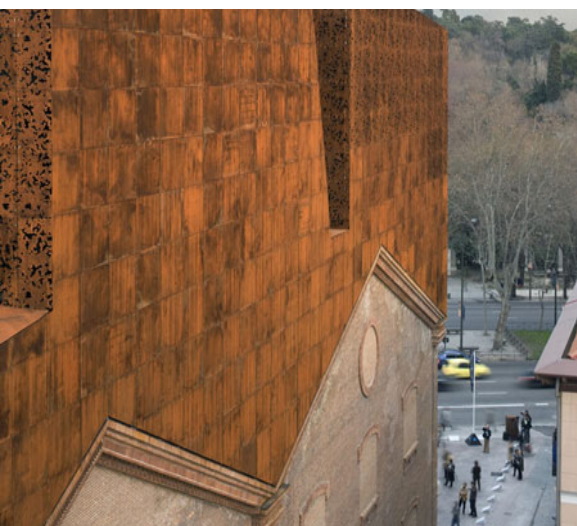
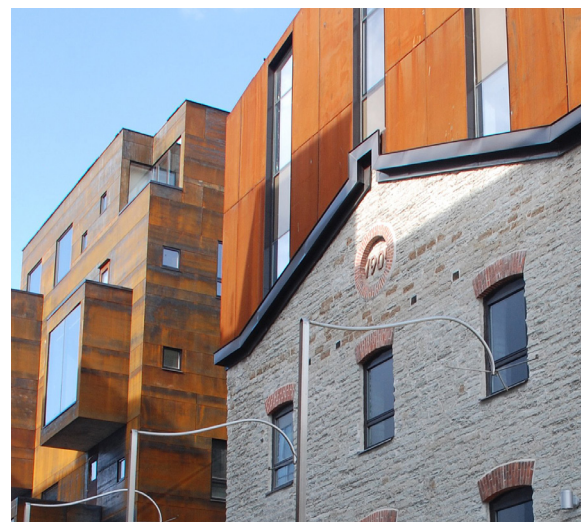


Analyze: Diagram the site volumes. Find common proportions, heights, widths, and open space patterns.



Common massing proportions and logics can help older and newer buildings relate to one another.

Use the additional massing to help a smaller building join the scale and patterns of the block.



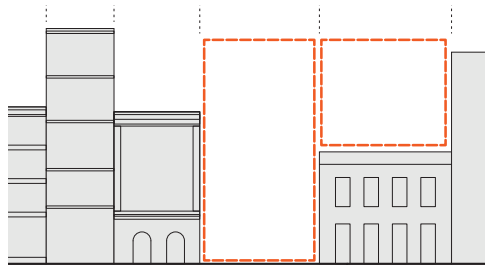
A ARCHITECTURE

- A2.1 Modulate new development to support retained massing and façade edges
- A2.2 Articulate a clear relationship between new development and retained elements
- A3.1 Harmonize materials in new development with retained elements
- A6.1 Restore and highlight existing features
- A8.1 Revive and animate retained ground floor elements

A2.1 MODULATE NEW DEVELOPMENT TO SUPPORT RETAINED MASSING AND FAÇADE EDGES

Where the existing structure location or streetwall presence varies on a more complex lot, the new development may complement it by stepping back behind important existing features and stepping forward to fill in undesired openness.

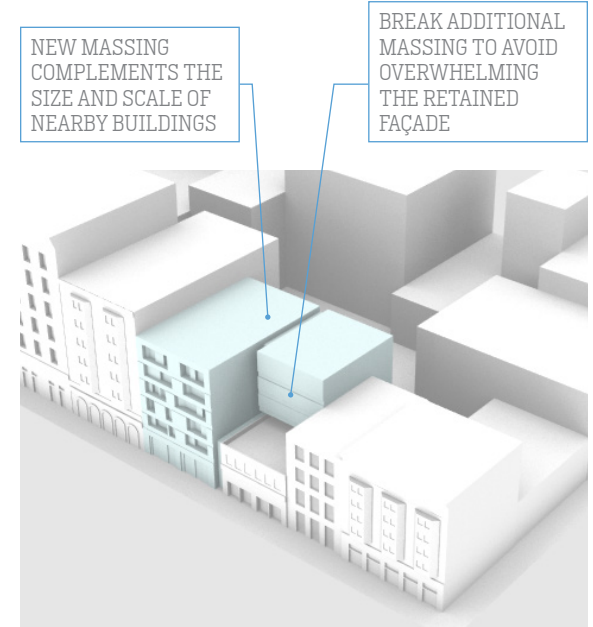
- » Avoid enveloping an existing façade with new development when the proposed project has a longer frontage than the retained element. In most cases, new development should only be in (or near) the same plane of the existing façade along one edge of the retained frontage. Consider setbacks along additional edges.
- » Maintain a corner volume of existing fabric where available so that the proportions of the front and side work together to maintain depth and fit the modulation of the block. New development can follow these scales or proportions.
- » Synchronize the break between retained elements and new massing with any longer façades on the new development to harmonize it with neighborhood patterns.
- » Create entries or public open space to highlight the breaks between existing and new masses.
- » Add bay windows, where contextually appropriate for the neighborhood pattern, to help modulate a new façade.



Analyze: Diagram the existing and potential streetwall to find ways to express similar widths and heights.



Evaluate how much of the façade and interior should be retained to maintain a durable use, expression, and presence. Maintain a corner.



Modulating a new façade behind an existing one helps two masses feel like a natural layering of the city.

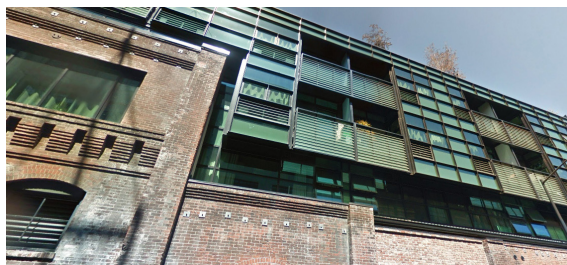
A2.2 ARTICULATE A CLEAR RELATIONSHIP BETWEEN NEW DEVELOPMENT AND RETAINED ELEMENTS

Demonstrating a clear or intentional relationship between new and old parts of building helps a viewer to read the more complex layers of a project. This layering of information, or expression of evolution feels natural in a city environment.

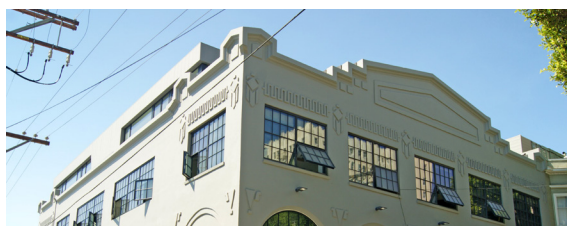


Setbacks and material variation in combination help articulate when different parts of the building were built.

- » New development should be volumetrically distinct from retained elements. Employ a vertical or horizontal hyphen to create a sense of volume change between new development and retained elements. Vertical hyphens should be tall and deep enough that they do not visually collapse from the viewpoint of pedestrians.
- » Contrast material type between an existing wall and a new wall to clarify the use, meaning, access, or construction technique between the two projects. This is especially useful where entry points may be added.



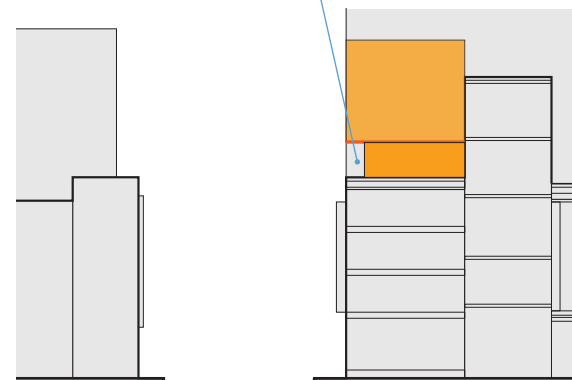
Hyphens can move horizontally and vertically with the profile of the existing structure.



Vertical additions can contextually sit on top of new development by crafting setbacks appropriate to pedestrian viewpoints.

- » Interior spatial volumes defined by existing elements should be distinct from those defined by new development. Retained elements should naturally define, scale, and coordinate with the volumes that sit behind them.
- » For unique locations, such as abandoned industrial sites, retention of features, such as cobblestones, rail spurs, or existing “ruins” should highlight and authentically demonstrate their distinct landscape and organic edges.
- » Avoid minor or architecturally-scaled hyphens or setbacks that only highlight an existing façade as a “surface.”

A VERTICAL HYPHEN
AS A FULL FLOOR

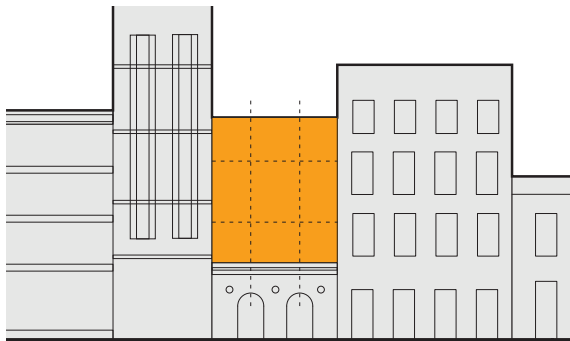


Indent or setback new floors that sit above retained elements to highlight the change in structure, space, and age of new construction.

A3.1 HARMONIZE MATERIALS IN NEW DEVELOPMENT WITH RETAINED ELEMENTS

The choice, quality, location, and detailing of materials and openings can greatly enhance the compatibility between new buildings and existing structures. They should feel like a family rather than trying to match or have one part look like an accessory to the other.

- » In new construction, express a pattern of structural elements and organizing geometry that extends and relates to the overall rhythm of the existing building
- » Extend a common architectural expression between existing and new development, such as: frame and infill, volumetric projections, layered volumes, compositional grids, etc.
- » Intentionally offset or inverse elements in the new development to provide conceptual consistency in the union of the existing and proposed architectural components.
- » Contrast the material qualities of a new development in specific situations to highlight the existing element.
- » New façades should not only be harmonious with retained elements but offer their own architectural integrity.
- » Synchronize or extend fenestration and material patterns and proportions in retained elements; such as: deep punched openings, extensive glazed curtainwall, solid/void ratios, align elements between old and new parts even when other elements are more randomized.



Analyze: Look for common window patterns and material types on the existing structure and in the neighborhood.



Use a similar material in a different way to find harmony and intentional difference in architectural expression.



Using a strong contrast of material qualities with a setback can help new development read as an urban layer.

A6.1 RESTORE AND HIGHLIGHT EXISTING FEATURES

Over time, many existing buildings have been modified to accommodate new uses and needs. When renovated or incorporated into a new project, retained elements should be restored or re-animated, further enhancing authenticity and cohesion.

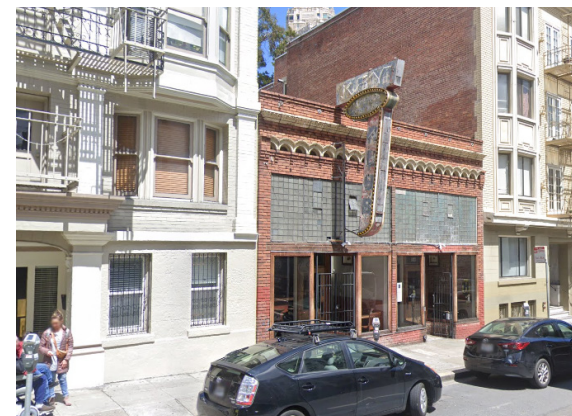


Analyze: review historic drawings or photographs and document previous openings or building elements on the existing fabric.

- » Some interior spaces, such as those within churches, warehouses, assembly halls, or other publicly-accessible spaces, contain details and spatial characteristics that convey a building's original use. Design sensitive transitions from the retained and new building elements to maintain this connection.
- » Design lighting to accentuate the important aspects of the retained element. Consider how it is legible during the day and night.
- » Open previous window or door openings to revive the originally intended wall transparency or operability.
- » On exterior wall surfaces, remove later layers and restore original cladding surfaces, where possible and when desirable, as some surfaces have acquired significance or character in their own right.
- » Cornices are an example of an architectural feature that should be restored, retained, or recreated. Contemporary materials, such as Glass Fiber Reinforced Concrete (GFRC) or Fiber Reinforced Polyester (FRP), may be employed as a substitute for terra cotta, cast stone, or pressed metal. Ghosting, scarring, and other visual evidence may help explain past alterations.
- » Repair or restore details or distinctive architectural features, such as decorative

entry or rooftop features, to original shape and /or texture.

- » Replace decorative features that were removed through an authentic reproduction. In all features that are restored or replaced, use original or similar material types and finishes.
- » Provide moldings, trim, or other original features surrounding windows that have been previously removed or altered.
- » To ensure a harmonious relationship with the overall new development, all mechanical, electrical, plumbing, and interior partitions should not visually interfere with the existing building's character.



Restoration of existing elements, such as prism glass, can greatly contribute to character and context.

A8.1 REVIVE AND ANIMATE RETAINED GROUND FLOOR ELEMENTS

The ground floor is often a key part of retained elements and contributes to active revival of the building on its site. To avoid a superficial appearance, it is important that the interior space and use of ground floors match well to the exterior building façade.

- » Restore existing storefronts to maximize transparency, visibility into the depth of the commercial space, and physical access. Look for infilled masonry frames where material was added for easy places to restore visibility.
- » Include volumetric entries to support the original intent of storefront access and window shopping.

- » Restore storefront openings including materials, configuration, and finishes. The ground floor interior should reflect the character of the existing structure and be distinct from any new development.
- » Include hierarchy in building entries so that residential and commercial openings are visually distinct.
- » Include and reference the original scale and types of signage in new sign programs.
- » Explore uniform lighting strategies that support highlighting special character elements on the façade visible to pedestrians.

SUPPORT
ORIGINAL
ENTRIES

OPEN PANEL AREAS OF
THE ORIGINAL FAÇADE
THAT WERE FILLED IN

LOOK FOR ORIGINAL
AREAS OF SIGNAGE



Analyze: use original drawings and physical evidence to evaluate the restoration of the ground floor elevation and plan.

Photo Credits

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Site design frontice	Rory Gardiner Yuri Palmin Fuses Viader Arquitectes	Hufton + Crow Hufton + Crow Bruce Damonte	Dominique Marc Wehrli Tom Arban Lars Rolfsted Mortensen and Anders Sune Berg
S1.1 S2.1	SF Planning; Maia Small Google Maps	Lottie Kendall Jeremy Blakeslee	BrokenSphere / Wikimedia Commons
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A2.1 A2.2 A3.1 A6.1 A8.1	SF Planning; Maia Small Doug Dun / BAR Architects Natoma Architects SF Planning SF planning	Google Maps Henrik Kam Google Maps Google Maps	Mathew Millman



San Francisco
Planning

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*Planning staff are available by phone and at the PIC counter.
No appointment is necessary.*



SAN FRANCISCO **PLANNING DEPARTMENT**

Attachment B – **FORTHCOMING Anticipated Prior to Hearing**

**Department Memo Summarizing Historic Preservation Commission
Comments during November 6, 2019 Informational Hearing**

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SAN FRANCISCO PLANNING DEPARTMENT

Planning Commission Draft Resolution HEARING DATE DECEMBER 5, 2019

Project Name: Retained Elements Special Topic Design Guidelines
Case Number: 2018-017235CWP
Staff Contact: Maia Small, Principal Urban Designer and Architect,
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RESOLUTION ADOPTING THE RETAINED ELEMENTS SPECIAL TOPIC DESIGN GUIDELINES TO BE APPLIED AT THE DISCRETION OF THE PLANNING AND HISTORIC PRESERVATION COMMISSIONS FOR PROJECTS THAT PROPOSE RETENTION OF EXISTING BUILDING ELEMENTS IN NEW DEVELOPMENT. ADOPTING FINDINGS, INCLUDING ENVIRONMENTAL FINDINGS, AND FINDINGS OF CONSISTENCY WITH THE GENERAL PLAN AND PLANNING CODE SECTION 101.1.

WHEREAS, in 2018 the Historic Preservation Commission requested that the Planning Department develop design guidelines for approval by the Planning Commission to improve the outcomes for projects that retain building elements in new development as a design review process;

WHEREAS, the Planning Department, in response, has developed Retained Elements Special Topic Design Guidelines derived through an analysis of best professional architectural practices that cover the topics of Site Design and Architecture;

WHEREAS, the Retained Elements Special Topic Design Guidelines support the built environment goals and values found in the General Plan that include that new projects be contextual and reflect existing neighborhood architecture and urban patterns; contribute high quality design to the city based on best professional standards and practices; enhance neighborhood uniqueness and cultural character; support an active pedestrian environment and human-scaled design; and reinforce sustainability practices.

WHEREAS, the Retained Elements Special Topic Design Guidelines are developed to work in concert with the Urban Design Guidelines and to supersede them in case of conflict, and will not modify the General Plan;

WHEREAS, the proposed guidelines are not defined as a project under the California Environmental Quality Act Sections 15378 and 15060(c)(2) because they do not intensify development or change or affect zoning or transportation in the built environment;

WHEREAS, the Historic Preservation Commission has heard and considered the testimony presented to it at public hearings and has further considered written materials and oral testimony presented on behalf of Department staff and other interested parties on December 8, 2015; April 6, 2016; August 2, 2017; and the Planning Commission and Historic Preservation Commission have heard further testimony and considered written materials on the joint hearing on January 24, 2019.

WHEREAS, all pertinent documents may be found in the files of the Department, as the custodian of records, at 1650 Mission Street, Suite 400, San Francisco; and

MOVED, that the Planning Commission hereby approves the proposed Retained Elements Special Topic Design Guidelines (included as Exhibit A) for application at the discretion of the Planning and Historic Preservation Commissions.

Department staff will report annually to the Planning Commission on any proposed updates, functionality, compliance, or guideline interpretation issues. The effective date for application of the Retained Elements Special Design Guidelines will be for site permits or project applications submitted on or after December 5, 2019 at the discretion of the Planning and Historic Preservation Commissions.

FINDINGS

Having reviewed the materials identified in the preamble above, and having heard all testimony and arguments, this Commission finds, concludes, and determines as follows:

1. **General Plan Compliance.** The proposed Special Topic Design Guidelines (RE-STDGs) are consistent with the following Objectives and Policies of the General Plan:

URBAN DESIGN ELEMENT

OBJECTIVE 1

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

Policy 1.3

Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

The proposed RE-STDGs encourage the re-use of existing building elements—facades in particular-- in places where the urban fabric is defined, consistent, and harmonious.

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

Policy 2.4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

The proposed RE-STDGs include the guideline S3.1 to “Sustain Existing Features that Define a Neighborhood,” which promotes the re-use and adaptation of important features that maintain neighborhood fabric.

Policy 2.5

Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

The proposed RE-STDGs include the guideline S6.1 to “Restore and Highlight Existing Features,” which requires that the restoration and recognition of the original design character as an element be incorporated into a new development structure.

Policy 2.6

Respect the character of older development nearby in the design of new buildings.

The proposed RE-STDGs include the guideline A2.2 to “Articulate a Clear Relationship between New Development and Retained Elements,” which requires new development to complement and enhance existing elements that are being retained.

OBJECTIVE 3

MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.

Policy 3.2

Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.

The proposed RE-STDGs include the guideline A3.1 to “Harmonize Materials in New Development with Retained Elements,” which requires new development to complement and augment existing retained elements so that they have a clear and intentional relationship that honors the retained piece.

OBJECTIVE 4

IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY

Policy 4.13

Improve pedestrian areas by providing human scale and interest.

The proposed RE-STDGs include the guideline A8.1 to “Revive and Animate Retained Ground Floor Elements,” which requires projects to provide active uses and potentially uncover past changes in the ground floor of retained elements, particularly facades.

COMMERCE AND INDUSTRY ELEMENT

OBJECTIVE 6

MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS.

Policy 6.7

Promote high quality urban design on commercial streets.

The proposed RE-STDGs include the guideline A8.1 to “Revive and Animate Retained Ground Floor Elements” which requires projects to provide active uses and potentially uncover past changes in the ground floor of retained elements, particularly retail facades commonly found in neighborhood commercial areas

2. **Planning Code Section 101 Findings.** The proposed amendments to the Planning Code are consistent with the eight Priority Policies set forth in Section 101.1(b) of the Planning Code in that:

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;

The proposed RE-STDGs would enhance neighborhood-serving retail by retaining and supporting the maintenance of its use and built environment character.

2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;

The proposed RE-STDGs would enhance the retention and maintenance of neighborhood character by requiring that new projects be compatible with neighborhood characteristics at the site design, architecture and public realm scales.

3. That the City’s supply of affordable housing be preserved and enhanced;

The proposed RE-STDGs would not have an adverse effect on the City’s supply of affordable housing.

4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking;

The proposed RE-STDGs would not result in commuter traffic impeding MUNI transit service or overburdening the streets or neighborhood parking.

5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;

The proposed RE-STDGs would not cause displacement of the industrial or service sectors due to office development, and future opportunities for resident employment or ownership in these sectors would not be impaired.

6. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake;

The proposed RE-STDGs would not have an adverse effect on City's preparedness against injury and loss of life in an earthquake.

7. That the landmarks and historic buildings be preserved;

The proposed RE-STDGs would not have an adverse effect on the City's Landmarks and historic buildings because the application of these guidelines to historic resources does not lessen the impacts to less than significant.

8. That our parks and open space and their access to sunlight and vistas be protected from development;

The proposed RE-STDGs would not have an adverse effect on the City's parks and open space and their access to sunlight and vistas.

3. The application of the RE-STDGs will support neighborhood compatibility and encourage the use of best professional design practices in the retention of existing elements in new development.

NOW THEREFORE BE IT RESOLVED that the Commission hereby APPROVES the proposed Retained Elements Special Topic Design Guidelines as described in this Resolution.

I hereby certify that the foregoing Resolution was adopted by the Commission at its meeting on DECEMBER 5, 2019.

Jonas P. Ionin
Commission Secretary

AYES:

NOES:

ABSENT:

ADOPTED: