

66 Franklin Street

September 15, 2004

1.	Location: 66 Franklin Street
	Proposal: Pre-Application Design Review of rehabilitation of an existing +/-95,000 square foot, three-story, 55'-0" building, including removal of current façade wrap, repair of the original façade, new windows and storefronts, screen/fence, awnings, lighting and colors for commercial use.
	Applicant: Komorous-Towey Architects
	Owner: CEP-JLS I, L.P. c/o Ellis Partners
	General Plan: Mixed Use Waterfront - Estuary Plan Area
	Zoning: Approved PUD, Underlying Zone: C-45, Commercial Shopping Zone
	Environmental Determination: Previously Certified Environmental Impact Report (EIR 03-0004)
	Historic Status: Modernized; "c" – Secondary Importance (if original building is rehabilitated/restored); Not in an historic district; (*c3).
	Service Delivery District: Downtown Metro
	City Council District: 3
	Action to be taken: Forward Pre-Application Design Review comments/recommendations to Planning Commission
	For further information: Contact case planner Joann Pavlinec at (510) 238-6168 or jpavlinec@oaklandnet.com .

INTRODUCTION

This project is before the Planning Commission for Pre-Application Design Review. Staff is recommending design review approval, with conditions. This Pre-Application is being reviewed by the Landmarks Preservation Advisory Board (LPAB) at their September 20, 2004 Special Meeting.

PROJECT DESCRIPTION

Background

This is the first project to submit application for review as part of the Jack London Square Redevelopment. The Jack London Square project area is located primarily on the estuary side of the Embarcadero between Clay and Alice Streets in downtown Oakland, south of Interstate 880 (I-880). The project area is within the Jack London district of the Central/Chinatown Planning District and within a General Plan land use classification of Mixed Use Waterfront/Estuary Plan Area per the general Plan Land Use and Transportation Element (LUTE).

The 66 Franklin project, encompassing a full block area, is centrally located in the Jack London Redevelopment project development area, bounded by Embarcadero Street to the north and Water Street to the South, and between Webster and Franklin Streets. The project site is within the C-45 Community Shopping Commercial zoning district.

The Development Agreement was approved with special Design Review procedures. This process is followed in this report with evaluation of the proposal with respect to design review guidelines specific to the Development Agreement.

Historic Status

The former Haslett Warehouse (Gibson Terminal), now known as 66 Franklin, was originally constructed in 1926 for the Lawrence Company. It was built one year after a city charter amendment created an independent port commission mandated with the power to “build, equip, maintain and operate port facilities.” In the mid-1930’s the Lawrence Company combined with a competitor, the Haslett Warehouse and Trucking Company, established in 1879 by an early California immigrant, Samuel Montgomerie Haslett. Haslett and three generations of his descendants had developed the company into one of the largest firms in the west, with facilities in San Francisco, Sacramento and Stockton as well as Oakland. In 1955, Samuel’s grandson sold the Gibson Terminal facility to the Port. A third of the building’s east end facing Webster Street was demolished to make way for construction of a trans-estuary tube over to Alameda. The port spent \$1 million to remodel the remaining portion of the old warehouse into a “modern’ office and restaurant complex. When it became the Port of Oakland building in 1959, it was remodeled to an extent that its physical integrity was compromised to a degree that it did not meet the criteria for listing on the National Register of Historic Places, the California Register of Historical Resources, or any local designation. Later, when the Port of Oakland moved to their new structure at Embarcadero and Washington Street, other businesses took over the Port’s spaces.

The Gibson Terminal had straight parapets on all four sides and pilasters and alternating bays marked by multipaned windows with metal sashes. The terminal was one of the largest of many warehouses clustered between Second Street and the water.

Current Proposal

Prior to beginning design at the 66 Franklin building, the developer removed segments of the existing 1959 Port of Oakland applied façade to determine the feasibility of rehabilitation of the original building. It was determined that enough of the original building remained. The original façade would be repaired and the building would be seismically strengthened. New windows, storefronts, awnings would be added. In order to provide a more compatible screen at the service yard, a new screen/fence would be added along the Embarcadero, toward the Franklin end of this facade. There will be no work to Parcel #2 at the northwest corner of the site (Hahn’s Hibachi, 90 Franklin).

The scope of work includes (Please see exterior elevations, Sheets A11 - A14):

- A new Webster Street façade to match the original 1926 Webster Street façade.
- Addition of a total of 1,863 square feet along the Webster Street Façade. The current cantilever façade plane at the south end of the Webster Street façade would be extended to the ground and to the north toward the Embarcadero.
- Patch, repair and replace spalled, damaged, and missing concrete of the existing concrete structure. Architectural profiles to match original design. Textured cement plaster finish to match existing. Paint all surfaces.
- New aluminum windows with 7/8" muntins, true divided lights and insulated glazing. (See manufacturer's information following Sheet A14.)
- New metal canopies with steel rod supports. (Canopies on Webster Street façade are optional, pending approval of encroachment by Caltrans.)
- New aluminum storefront and doors.
- Possible addition of concrete shear wall behind the existing façade. New windows located directly in front of shear walls with tinted or reflective glazing (Not mirrored).
- New wall sconces at main entry, down light fixtures at underside of all canopies. Adjustable accent lighting at underside of canopies at bays with storefront entries, and uplights on exterior canopies at corner bays and columns.
- Color scheme: Earth tones, beige and gray, with columns slightly darker than the horizontal elements and windows and canopies in a metallic medium bronze color.

DESIGN REVIEW

Per Section 3.3.3 Design Review of the Development Agreement between the City of Oakland and Jack London Square Partners, LLC, and CEP_JLS I LLC (Development Agreement), as part of the Project Approvals, the City has undertaken Final Design Review of, and rendered the Final Design Review approval for the improvements proposed for eight of the nine Development Parcels.

Per Section 3.3.3.2 Design Review Process for All Development Parcels, prior to application by Developer for a building permit to construct improvements on a Development Parcel, Developer shall make a Design Submittal to City's Director of City Planning. Upon the determination by City's Director of City Planning (Director) that a Design Submittal is complete, Director shall review such Design Submittal and determine whether the design of the improvements as shown by the Design Submittal substantially complies with the Final Development Plan for the Affected Development Parcel. If the Director reasonably determines that the design set forth by a Design Submittal substantially complies with the Final Development Plan, then the Director shall refer the Design Submittal for the affected Development Parcel to the Design Review Committee

for the purpose of approving the specific design features of exterior siding finishes, colors, materials, window types and treatment, and other exterior details such as railings and trim indicated in such Design Submittal.

Attached to this report is the 66 Franklin design submitted with the Jack London Square Redevelopment Planned Unit Development and Development Agreement process. As discussed earlier in the report it has been determined that the original building is in good condition, under the 1959 applied façade. The attached design, submitted throughout the process, assumed that the underlying building was not in good repair and that seismic upgrading would occur at the exterior of the building. As it became certain that it would be feasible to rehabilitate the original 1926 building beneath the applied façade, the design intention was modified from the earlier design concept (Attachment A) to repair and replace the original 1926 design, rather than to proceed with the attached design.

The draft Design Guidelines of the Development Agreement are listed below. Specific guidelines have been prepared for the 66 Franklin building and are also included below.

GENERAL DESIGN GUIDELINES

Buildings – General

All buildings should reflect a high level of design quality through use of durable materials befitting of the large scale of the buildings, well proportioned design elements and other substantial design features.

Individual architectural identity should be expressed and the landscape and hardscape features should unify the development by maintaining overall harmony and continuity.

Vary building heights within maximum limits to create visually-interesting architectural profiles.

Avoid long, continuous roof parapet lines unrelieved by vertical accent features.

Create a common set of physical features and thematic elements to link each building together and to Water Street and the plazas, to foster coherence and a sense of place.

Staff Response: The proposal responds to the above guidelines. The existing material, concrete, is durable. The Webster Street façade replacement will be constructed of light gauge metal framing and cement plaster with architectural building profiles and shapes to match the original design. The textured cement plaster finish will match the existing. High quality windows with true divided lights are proposed for replacement windows. The parapet roof line is punctuated by the vertical piers and at the corners with a special raised roof termination. The proposed rehabilitation design concept will foster a sense of ‘historic’ place within the JLS Redevelopment area.

Facades

Variations of wall planes, fenestration and materials are required to create strong visual interest and must be an integral part of building design. Complimentary or contrasting architectural details should provide relief and shadow to bring further richness and interest to facades.

Flat, monolithic facades must be avoided.

Offset accent elements from primary wall planes and utilize contrasting materials/textures for visual richness.

Building entries should be clearly visible, attractive and inviting.

Balance horizontal and vertical elements.

Façade exteriors should express floor levels.

Buildings exteriors should include patterns of fenestration which create rhythm and bring life to facades.

Staff Response: The proposal responds to the above guidelines. The rhythmic bays arched ground level storefronts, awnings, true divided light windows all contribute to a very rich texture. The exterior planes are further articulated by color. The building entrance is clearly defined by a distinct variation of the typical canopy, special side lights, and lighting sconces.

Windows

Use window treatments which create visual interest, rhythm and a sense of human scale on facades.

Avoid horizontal ribbon windows and glass curtain walls which lack interest and scale.

Utilize reveals and recessed windows, doors, and eaves to enhance visual interest and human scale.

Avoid thin-appearing curtain walls which are predominantly glass spandrel or metal panels.

Avoid continuous strip windows which lack interest or scale.

Windows should be well articulated.

Staff Response: The proposal responds to the above guidelines. The original steel sash windows are being replaced with true divided lights with 7/8' muntins. The division of lights provides a rich pattern and sense of human scale. The new revised proposal also rids the concept originally submitted (Attachment A) of its glass curtain wall along Webster, which would not meet these guidelines.

Materials and Colors

All building facades should receive high-quality finishes and detailing throughout.

Avoid materials and finishes susceptible to weather damage, fading or corrosion.

Materials and colors should harmonize with the exteriors of neighboring structures and the surrounding natural environment.

A wide variety of accent materials should be used, including but not limited to cast concrete, ceramic tile, stone and painted metal.

The colors and textures of buildings should reflect the high-quality character intended for the project.

Color, light and shadow must be used to create a sense of human scale and visual interest.

Animate building facades, particularly at the ground floor levels of buildings, with “people-friendly” components such as canopies, portals, and decorative details.

Ground floor materials should be of durable, high quality materials such as stone, tile, cast-concrete or split face block. Use of EFPS material or stucco must be avoided.

Facades shall be designed to convey a sense of order and richness through the interplay of light, shadow, color, texture, and materials.

Articulate facades to create layered and/or relief effects for visual interest and depth.

Recess window and door openings into wall surfaces to create shadow lines and express differences in materials.

Do not use bronze glass.

Avoid large unrelieved flat surfaces, flush windows and flush doors.

Avoid monotony on buildings by establishing a rhythm that is not repetitious but serves to lend a sense of scale.

Staff Response: The proposal responds to the above guidelines. Although the building does not incorporate a wide variety of materials, its articulation and layering of the building structure, true divided-light, multiple paned windows, color articulation, canopies and lighting all contribute to an elegant and simple architectural statement, appropriate in its historic warehouse character to its port location.

Roofs, Mechanical Equipment and Other Functional Elements

Individual building roof forms should be integral to the architecture and also contribute to

the overall character of the development.

Design roofs and parapets to be visually attractive and integral with building architecture.

Roof forms should be appropriate to the waterfront setting and surrounding neighborhood.

Shape roof profiles to complement adjacent buildings and help create a distinctive skyline.

Gutters and downspouts should be concealed unless designed as integral architectural features.

Rooftop mechanical equipment should be attractively screened from public view.

Exterior stairs and ramps should be designed as extensions of building architecture and should complement building massing, materials, color and detailing.

Staff Response: The proposal responds to the above guidelines. The highly articulated parapet is integral with the building's structural expression and also clearly defines the corners. Staff suggests a condition of approval to review all proposed roof equipment to determine if additional screening is required and design of the elevator penthouse and tower, prior to sign off of the building permit set of drawings.

Lighting

Use lighting for aesthetics in addition to safety and security reasons wherever possible.

Provide visual drama through the use of accent lighting highlighting wall planes and architectural features.

Staff Response: The proposal responds to the above guidelines. Uplighting on the exterior canopies at corner bays and columns is proposed to highlight architectural features. Adjustable accent lighting at the underside of canopies at bays with store entries is proposed. Adjustable downlights at the underside of canopies is proposed at all bays. Sconce fixtures at the columns flanking the building entry are proposed to highlight the entry.

GUIDELINES APPLICABLE TO SPECIFIC DEVELOPMENT PARCELS

66 Franklin:

- 1) The varied building proportions should be maintained as the building increases in height, to avoid a large box-like structure with monolithic elevations.

The original building proportions have been maintained. There has not been a proposal for an increase in height.

- 2) With either option, strong building edges and cornice elements should be carried up to the roof.

The original building is defined by a strong roof termination with variations in height and increased architectural detail defining the building corners.

- 3) The solid-void proposition of glass or open areas to solid building elements should be maintained as the building expands.

The original solid-void proportion of glass to solid building areas is maintained. There is no major expansion proposed.

- 4) The mechanical equipment area along Embarcadero must be architecturally integrated to provide a strong visual screen for this area.

See Sheet A 14. The service area has been screened by stucco piers with steel panels within welded steel tube frames. A metal canopy echoing the arched line of the ground floor arches covers the trash compactor to meet rain water runoff requirements.

- 5) The large curtain wall on the east elevation must be further articulated and architectural interest added.

This proposed large curtain wall has been eliminated with the new rehabilitation design concept. The new design concept proposes a façade design to match the original façade, which is well articulated and rich in texture.

- 6) For the new building option, the ground floor of the east elevation must be further developed to provide a stronger, more pedestrian friendly quality.

The new building option is not being pursued. The current east elevation (Webster Street) incorporates highly transparent storefronts with lighted canopies, a strong pedestrian friendly ground floor façade.

- 7) The future design for this building, with either option, needs more considered review, given its scale. Window type, concrete finishes, vertical and horizontal elements are all important to consider further through the design development phases.

The current design concept provides for a rich and layered break down of the scale of the building. Vertical and horizontal elements have been further articulated by color. The window type is a true divided light window with the same divisions and muntin width as the original building. The proportion of windows to solid wall area

has been significantly increased with the new design concept. This increased glazed area also helps break down the scale of the building.

Staff suggests that the following Conditions of Approval be added, in reference to signage:

- Applicant shall submit a sign program (subject to Chapter 17.104 – General Limitations on Signs and Ordinance 12563 – New Sign Regulations Effective December 17, 2002) for review and evaluation.

Landscaping

The applicant proposes to submit landscape plans for the existing planters along Embarcadero Street. Staff suggests that the Planning Commission include a Condition of Approval to require prior to issuance of building permit sign off by zoning, review and approval of a landscape plan by staff.

Sign Program

Per Section 3.3.4. Sign Program the developer shall submit a Master Sign Program to the city Planning Commission for the purpose of determining whether such Sign Program complies with the Design Guidelines and the design and landscaping-related conditions of approval. Staff suggests including a Condition of Approval to require prior to issuance of a certificate of occupancy, a sign program for the building shall be reviewed and approved by the Planning Commission.

SUMMARY CONCLUSION

Since the JLS Planned Unit Development and Development Agreement approval, the developer and architect have exposed the original 66 Franklin 1926 building under the 1959 applied façade and determined that the original 1926 building could be rehabilitated.

The new proposed rehabilitation design concept, as discussed above with respect to the design guidelines, complies with the general and site specific building design guidelines. The previous proposal did not substantially comply, due to the proposed glass curtain wall, the proportion of transparency to solid building area, building articulation and the screening of the service yard.

The current rehabilitation design is a significant improvement with respect to the design guidelines. The rhythmic bays, arched ground level storefronts, awnings, true divided light windows all contribute to a very rich texture and to a layered break down of the scale of the building. The proportion of windows to solid wall area has been significantly increased with the new design concept. This increased glazed area also helps break down the scale of the building. High quality windows are proposed for replacement windows. The original steel sash windows are being replaced with true divided lights with

7/8" muntins. The division of lights provides a rich pattern and sense of human scale. The exterior planes, vertical and horizontal elements, are further articulated by color. The textured cement plaster finish will match the original finish. The parapet roof line is punctuated by the vertical piers and at the corners with a special raised roof termination. The highly articulated parapet is integral with the building's structural expression and also clearly defines the corners. The building entrance is also clearly articulated by a distinct variation of the typical canopy, special side lights, and sconces. Uplighting on the exterior canopies at corner bays and columns is proposed to highlight architectural features. Adjustable accent lighting at the underside of canopies at bays with store entries is proposed. Adjustable downlights at the underside of canopies are proposed at all bays. Sconce fixtures at the columns flanking the building entry are proposed to highlight the entry.

In conclusion, the building articulation and layering of the building structure, true divided-light, multiple paned windows, color articulation, canopies and lighting all contribute to an elegant and simple architectural statement, appropriate in its historic warehouse character to its port location. The proposed rehabilitation design concept will foster a sense of 'historic' place within the JLS Redevelopment area.

Staff finds that the proposal meets the draft design guidelines. Staff is recommending design review approval with conditions with respect to landscaping and signage, to be submitted and reviewed at a later date.

RECOMMENDATION

1. Receive any testimony from the applicant and interested citizens;
2. Discuss and give direction to staff on any issues raised by the Planning Commission Design Review Committee.
3. Recommend staff suggested Conditions of Approval regarding landscaping and building signage.
4. Recommend Design Review approval to the Development Director, subject to Conditions of Approval, and any recommendations submitted by the Committee.

Respectfully submitted:

Claudia Cappio
Director of Development

Prepared by:

Joann Pavlinec, Planner III
Major Projects and Historic Preservation

Attachments: A. Design Concept submitted with PUD, Development Agreement
B. Plans, elevations, sections, survey, photographs - Dated 8/30/04.