



D E S I G N  
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S T A F F R E P O R T

**For Committee Discussion/  
Majority Recommendation**  
FEBRUARY 15, 2018

## **2190 SHATTUCK AVENUE**

### **Continued Preliminary Design Review**

**Design Review DRCP2017-0010 to redevelop a 19,967 square-foot (0.46-acre) site at the northwest corner of Shattuck Avenue and Allston Way with a proposed 18-story building with 274 residential units above approximately 10,000 square feet of ground floor retail space. Approximately 103 parking spaces would be provided in a two-level subterranean garage accessed from Allston Way.**

#### **I. Introduction**

This project is located on the southwest corner of Shattuck Avenue and Allston Way. This parcel is located in the C-DMU, Commercial-Downtown Mixed-Use, Core Area zoning district.

The demolition required for the project came before the Landmarks Preservation Commission (LPC) on November 3, 2016, where no action was taken. This project came before the Zoning Adjustments Board (ZAB) on January 25, 2018, where the Final EIR was certified.

This project was last before the Design Review Committee (DRC) in August 2017 for Preliminary Design Review. A summary from that meeting is further below in this staff report for your reference. This project is returning to the DRC for Continued Preliminary Design Review.

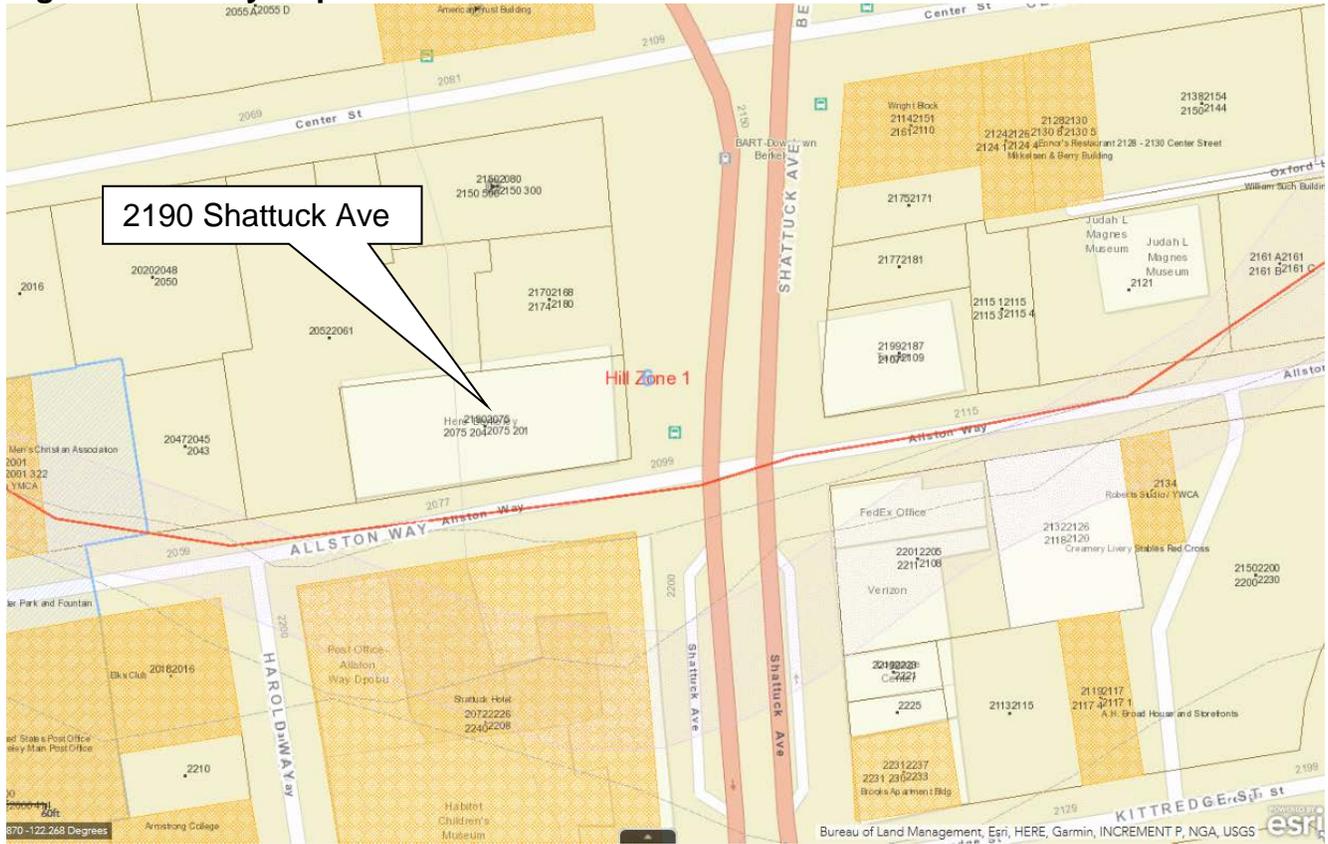
#### **II. Background**

The project is a proposed 211,590 square-foot residential and commercial mixed-use development in Downtown Berkeley. The project would involve demolition of an existing two-story commercial building that now covers the entire project site and construction of an 18-story building with retail commercial ground-floor uses, residential upper-floor uses, and a two-level subterranean parking garage. The existing building was reviewed at the Landmark Preservation Commission (LPC) in November 2016 as a demolition referral where no action was taken.

The completed project would include 274 residential units and 10,000 square feet of commercial space. The commercial storefronts would front on the Shattuck Avenue BART Plaza and wrap around to Allston Way on the south. A 677 square-

foot community art space next to the residential lobby would be available for community events. There are many historic resources in the vicinity and part of this parcel is within a potential Shattuck Historic District. More information about the potential district and that process can be found on the City’s website under the Landmark Preservation Commission page.

**Figure 1: Vicinity Map**



**Note:** Double-hatched shading indicates landmarked properties.

**Table 1: Land Use Information**

Location		Existing Use	Zoning District	General Plan Designation
Subject Property		Retail/Commercial	C-DMU, Core	Downtown
Surrounding Properties	North	Restaurant/Office	C-DMU, Core	Downtown
	South	Hotel	C-DMU, Core	Downtown
	East	Retail	C-DMU, Core	Downtown
	West	Parking/Retail/Food Service	C-DMU, Core	Downtown

**Table 2: Development Standards**

Standard BMC Sections 23E.68.070-080		Existing	Proposed	Permitted/ Required
Lot Area (sq. ft.)		19,967	19,967	---
Gross Floor Area (sq. ft.)		38,700	211,590	---
Floor Area Ratio		1.94	10.6	---
Total Dwelling Units		0	274	---
Building Height	Maximum (ft.)	≈22	180	60 + 5 parapet 180 + 5 parapet (with Use Permit)
	Maximum Architectural Projection	unknown	14	(With Administrative Use Permit) <sup>(1)</sup>
	Stories	2	18	---
Building Setbacks (ft.) <sup>(1)</sup>	Front (Shattuck)	0	0	0 - 5 max. (building height ≤ 20')
		n/a	0	0 (building height >20'-≤75')
		n/a	15	15 (building height >75')
	Rear (west)	5	5	0 (building height ≤ 20')
		n/a	0	0 (building height >20'-≤75')
	n/a	16	15 (building height >75')	
Street Side (Allston)	0	0	---	
Interior Side (distance from lot frontage)	0-65'	0	0	0 (building height ≤ 75')
		n/a	0 <sup>(2)</sup>	5 (building height >75'-≤120')
		n/a	15	15 (building height >120')
	>65'	0	0	0 (building height ≤ 20')
		n/a	0 <sup>(2)</sup>	5 (building height >20'-≤75')
		n/a	15	15 (building height >75')
Lot Coverage (%)		92	92	---
Usable Open Space (sq. ft.)	Residential	n/a	21,979	80 per unit 7,840 total
	Commercial (privately owned public open space)	0	224	1 per 50 sq.ft 200 total
Parking	Automobile	0	103	91 for DUs: 1:3 units 15 for commercial: 1.5:1K sqft
	Vehicle Sharing	0	5	4
	Bicycle	0	100	5 for commercial: 1:2K sqft

- (1) No such architectural element shall represent more than fifteen percent (15%) of the average floor area of all of the building's floors; and no tower or similar structure shall be used as habitable space or for any commercial purpose, other than that which may accommodate the mechanical needs of the building (BMC §23E.04.020.C)
- (2) All setbacks may be modified with a Use Permit (BMC §23E.68.070.C)

### III. Project Description

#### A. Requested Use Permits

This development proposal is subject to Use Permit approval by the Zoning Adjustments Board in accordance with multiple provisions of the Berkeley Municipal Code (BMC). At this time, staff has identified the following permit requirements:

- Use Permit to demolish a non-residential building (BMC 23C.08.050.A)
- Use Permit for a Mixed Use Development in the C-DMU Zoning District (BMC 23E.68.030)
- Use Permit to construct more than 10,000 square feet of floor area (BMC 23E.68.050)
- Use Permit to exceed a building height of 75 feet up to 180 feet (BMC 23E.68.070.B)
- Use Permit for portion of building exceeding 120 feet in height to be greater than 120 feet in width when measured at widest point on the diagonal in plan view (23D.68.070.C)
- Administrative Use Permit to allow architectural projections to exceed maximum building height (BMC 23E.04.020.C)

#### B. CEQA Determination

The project qualifies for streamlined review under CEQA Guidelines Section 15183.3, due to its mixed-use nature and proximity to a major transit stop, among other site- and project-specific factors. The purpose of Guidelines section 15183.3 is to allow lead agencies to limit the topics subject to CEQA review at the project level “where the effects of infill development have been addressed in a planning level decision or by uniformly applicable development policies.” The primary planning level decision is the adopted Downtown Area Plan, and the referenced environmental documentation is the 2009 Downtown Area Plan Final EIR.

The public review and comment period for the Draft EIR was from August 10, 2017 to September 25, 2017. The City held a hearing on the Draft EIR on January 25, 2018, as part of the regularly scheduled Zoning Adjustments Board hearing where it was certified. A link to the Draft EIR, as well as the Final EIR and Response to Comments (RTC) follows:

[https://www.cityofberkeley.info/Planning\\_and\\_Development/Zoning\\_Adjustment\\_Board/2190\\_Shattuck.aspx](https://www.cityofberkeley.info/Planning_and_Development/Zoning_Adjustment_Board/2190_Shattuck.aspx)

A section in the Final EIR RTC document is on the Downtown Berkeley Design Guidelines/Design Compatibility (see page 13) and includes final wording on five Mitigation Measures that would bring the design into conformance. They include wall and roofline modifications and are listed below. Also see Attachment 3 for the applicant’s response to these measures.

***CR-1a Slanted Wall Modifications***

The project applicant shall modify the proposed design of the slanted walls composed of slotted aluminum panels at stories two through six along Shattuck Avenue and Allston Way to make them more compatible with the Shattuck Hotel and other contributors to the proposed Shattuck Avenue Downtown Historic District. Specifically, these slanted walls shall be replaced with a rectilinear wall system, i.e., one with predominant wall surfaces below the seventh-floor loggia being either parallel or perpendicular to the abutting property line.

***CR-1b Wall Rhythm Modifications***

The proportion and pattern of void to wall in the proposed wall treatments of the project shall be modified to more closely match that exhibited in the Shattuck Hotel. Potential ways to achieve this include, but are not necessarily limited to, replacing the window wall systems with punched curtain wall systems or breaking up the window wall systems with windowless bays.

***CR-1c Wall Cladding Material Modifications***

The project applicant shall modify the proposed design so as to incorporate wall cladding materials that are compatible with the Shattuck Hotel and other contributors to the proposed Shattuck Avenue Downtown Historic District. Such materials include brick, concrete, stucco, marble, granite, tile and terra cotta, and could be used in conjunction with the proposed glass fiber reinforced concrete (GFRC), glass panels, and metal screens.

***CR-1d Roofline Modifications***

The project applicant shall modify the proposed design so as to incorporate elements that more prominently accentuate the building's roofline by differentiating it from the walls below. Potential ways to achieve this include, but are not necessarily limited to, adding a cornice element or employing a change in material, color or finish at the uppermost portions of the wall façades.

***CR-1e Ground Floor Modifications***

The project applicant shall modify the proposed design of the storefront along Shattuck Avenue and the ground-floor wall along Allston Way in a manner that visually divides the uninterrupted expanse of glazing at the ground floor into distinct bays that are between 15 and 30 feet in width.

**IV. Previous DRC Summary – August 17, 2017**

***Preliminary Design Review was continued with the following recommendations: MOTION (Edwards, Kahn) VOTE (5-0-0-2) Clarke, Jenson – absent.***

***Recommendations:  
Neighborhood Context / View***

- *Massing appears to be appropriate, except that the tower may still be able to be modified to reduce the impact on the view corridor.*
- *There is still concern with how the design affects the view corridor. These simulations should be accurate.*
- *Provide block-wide elevations, sections, and in-depth building material information for further review of how this project works in its downtown context. Solid to void ratio of this design may need to be modified, especially on the lower levels.*
- *Look at refining the angled bay elements so that they relate better to the Shattuck Hotel and more traditional proportions. Look at more subtle horizontal and vertical lines.*
- *Look carefully at the Shattuck Avenue Historic Corridor Study for further context information.*
- *Provide accurate renderings, from various street level vantage points.*
- *Provide renderings from all four corner views.*

#### **Building Design**

- *Both tower and ground floor mass appears to be more successful than the mid-rise mass.*
- *Balconies on the mid-rise portion appears to be hanging and should be more integrated into the design.*
- *Mid-rise portion is too static.*
- *Concerned with the large expanse of glazing. The design appears to be over-glassy.*
- *Look carefully at reducing any light pollution.*
- *Three slots on the south elevation do not appear resolved yet.*
- *Large expanse of wall on the north appears successful and adds a sense of calm to the whole composition.*
- *Ground floor storefront design should be more pedestrian-friendly, not just a glass wall.*
- *Look at window-washing equipment and how that may affect the final building envelope.*
- *Entry to units should be further developed.*

#### **Open Space / Streetscape Design**

- *Look carefully at the privately-maintained balconies and how they will appear from views into the site.*
- *Balconies are a good element and add a residential scale and amenity.*
- *Look carefully at the garage and main lobby entrances, especially for pedestrian comfort and safety.*

## **V. Design Review Guidelines**

Following are several key guidelines in the Downtown Design Guidelines which relate closely to this project.

### *All Buildings*

- For new construction projects located on narrow east-to-west streets and over 75 feet in height, prepare an analysis of shade impacts on public

open spaces and pedestrian sidewalks across the street.

- Maintain and reinforce Downtown's historic street wall at the property line. Upper floor step backs are desirable above 60 feet and should be used above 75 feet.
- For buildings over 85 feet in height, prepare an analysis of potential wind impacts. Protect sidewalk and public open space by deflecting downward wind drafts ("wind shear") by using building setbacks, recesses, projections and other devices.
- Consider how the building's form and orientation can take advantage of sun and shade to appropriately heat and cool the building.
- Consider using continuous vertical features to unify upper and lower floors, while stepping back upper floors.
- Respect the height of neighboring buildings, and provide a sense of continuity and enclosure which avoids abrupt changes in height.

#### *Facades*

- Reflect and reinforce the scale, massing, proportions, rhythm and attention to detailing which are established by the facades of Landmark and Significant buildings.
- Incorporate elements which break up façade planes and create a visual play of light and shadow. Avoid long, uninterrupted horizontal surfaces. Consider the use of bay windows, balconies and architectural projections.
- Vertical divisions of ground and upper floors should be consistent. Generally maintain a cornice that projects horizontally between the ground floor (and its mezzanines) and upper stories.
- Architecturally distinguish the ground floor from the upper façade, to form a visual base for the building. Create an intimate scale for the pedestrian environment.
- Architecturally distinguish the upper façade from the top of the façade to provide a visual termination for the building. Generally maintain a cornice that projects horizontally at the top of the 5<sup>th</sup> floor, or near the top of the buildings that are less tall.
- Maintain the typical rhythm of structural bays and enframed storefronts of 15-30 feet spacing at ground level, in order to enhance visual continuity with existing buildings and pedestrian scale. Curtain walls, if used, should be designed with rhythm, patterns and modulation to be visually interesting.

#### *Parking and Garage*

- Give first consideration to pedestrians during the site planning process.
- For on-site loading and on-site parking, mitigate impacts on the pedestrian to the extent possible.
- Locate and design loading areas to minimize their visibility from public spaces, use walls and landscaping to screen views of loading areas.
- Locate parking behind buildings, underground, or behind ground floor storefronts.

**Both street frontages for this project are designated as required public serving frontage (refer to figure 43 in the 2012 Downtown Guidelines)**

- At least one publicly-accessible street-level entrance to be provided for every 40 feet along a street facing frontage. Any remainder exceeding 30 feet shall also have a publicly-accessible street-level entrance. No two entrances shall be separated by more than 50 feet.
- Clear Glass shall comprise at least 60% of the street facing façade where it is between 3 feet and 8 feet above elevation of adjacent sidewalk
- The design of the ground floor shall be visually open to pedestrians such that the design should enable the main activities of the proposed use to be carried out towards the front of the space.

A complete set of the downtown design guidelines can be found online at:

<http://www.cityofberkeley.info/ContentDisplay.aspx?id=14260>

## VI. Issues and Analysis

### A. Design Issues:

Refer to the attached applicant's response to the Committee's August 2017 recommendations (Attachment 2), as well as the applicant's response to the EIR Mitigation Measures pertaining to design (Attachment 3). Key changes include:

- **Massing** The southeast corners of both the midrise and upper level volumes have been clipped along the axis of the view corridor to narrow the profile of the building as seen from Campanile Way.
- **Encroachments** Shallow angled balconies and bay windows over the Public Right-of-way (ROW) on both Shattuck Avenue and Allston Way in the previous submittal have been eliminated in lieu of orthogonal wall areas to relate to the Shattuck Hotel and other buildings within the proposed historic district of the downtown area. A horizontal element at Level 8 still extends over the Public ROW at the corner but does not extend as far back along Allston Way as previously proposed. An encroachment permit is required for this work as well as any planters or benches in the sidewalk area.
- **Façade Design** Project is still well articulated on all sides and varied in relation to each elevations solar orientation, but does add more solid wall panels and frames in an effort to better balance the upper levels with the lower street facades and to better balance the building as a whole in the downtown context. The architect will present more detailed analysis at the meeting illustrating how this project fits within the downtown.
- **Ground Floor Design** The second level for residential units along Shattuck now has large storefront windows instead of open balconies and visually extends the commercial storefront glazing for a more open façade near the corner. The public entrance further down Allston Way has been modified and now faces Allston for a more prominent entrance to both the residential lobby and community space. Mullions have been added to the storefront glazing consistent with the Downtown Design Guidelines.

- **Material Palette** Brick is proposed for the base portion of the building to better fit in Berkeley's downtown context. The color and material palette still lightens as it moves upward in the building. The architect will present more detailed color and material information at the meeting.
- **Open Space** Private terraces and balconies are still proposed on a variety of units on all sides of this project but are now more integrated into the building massing. Roof top terraces are still proposed on the east end of the building on Level 13 and on all sides of the tower at the roof. Landscape plans are included in this submittal that show proposed seating and landscape areas, as well as a preliminary plant palette.

**B. Issues for Discussion:**

- Downtown Context
- Massing
- Façade Design
- Articulation
- Materials
- Landscape Plan / Open Space Design

**VII. Recommendation**

Staff recommends that the Committee discuss the proposed changes since last reviewed, as well as the topics listed above, and give the applicant recommendations on building design refinements so the project can best fit into this urban and historic Downtown context.

**Attachments:**

1. Project Plans, received February 8, 2018
2. Applicant Response to DRC Recommendations, received February 8, 2018
3. Applicant Response to EIR Mitigation Measures, received February 8, 2018

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