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**ARCHITECTURAL REVIEW COMMITTEE
STAFF REPORT
AGENDA ITEM NO. 1.E
November 12, 2015**

PROJECT LOCATION

1. Address: Admiral Court and Commodore Drive
2. Assessor's Parcel Nos: 020-013-250 and 020-013-260
3. Zoning District: P-D (Planned Development District)
4. General Plan Classification: Visitor Services
5. Specific Plan Area: U.S. Navy Site and Its Environs Specific Plan

EXHIBITS

- A: Location Map
- B: Photographs
- C: Plans
- D: Comments from Larry Cannon, Peer Review Architect, dated October 23, 2015

REQUEST

Request for an Architectural Review Permit to allow the construction of five-story, 74-foot high, 152-room hotel, with 3,000 square feet of meeting/banquet space and below grade parking pursuant to Chapter 12.96.190 of the San Bruno Municipal Code. OTO Development, LLC (Applicant) **AR15-002**

(A companion request for a Planned Development Permit, Conditional Use Permit Lot Line Adjustment will be analyzed as the project moves forward to the Planning Commission and City Council).

RECOMMENDATION

Staff recommends the Architectural Review Committee forward this application with staff recommendations to the Planning Commission.

REVIEWING AGENCIES

- Community Development Department
- Public Services Department
- Community Services Department
- Fire Department
- Police Department

ENVIRONMENTAL ASSESSMENT

The project is located within the U.S. Navy Site and Its Environs Specific Plan area. A Program-level Environmental Impact Report (EIR) was completed for the Specific Plan in 2001. A Supplemental EIR

was prepared for Specific Plan Amendment focusing on The Crossing Hotel Site was prepared in 2015. Based on the analysis, findings, and conclusions of the 2015 SEIR and the 2001 EIR, the proposed project qualifies for an EIR addendum as well as an exemption from additional environmental review, in accordance with California Public Resources Code Sections 21083.3, and 21166, and CEQA Guidelines Sections 15162, 15164, 15183. An EIR addendum has been prepared, which concludes that the proposed project is consistent with the development density and land use characteristics established by the San Bruno General Plan, and any potential environmental impacts associated with its development were adequately analyzed and covered by the analysis in the 2001 EIR and the 2015 SEIR. The proposed project would be required to comply with the applicable mitigation measures identified in the 2015 SEIR. With implementation of the applicable mitigation measures, the proposed project would not result in any new significant environmental effects or substantially increase the severity of significant impacts identified in the 2015 SEIR or 2001 EIR.

Under California Environmental Quality Act (CEQA) Guidelines sections 15168 (Program EIR), 15162 (Subsequent EIRs and Negative Declarations), and 15183 (Projects Consistent With a Community Plan or Zoning), subsequent individual projects can utilize a previously certified program EIR if all potentially significant environmental impacts of the proposed individual project: (1) have been previously identified (i.e., are not new) and are not substantially more severe than those identified in the previous EIR, (2) have been avoided or mitigated to the extent feasible as a result of the previous EIR, and (3) have been examined in sufficient detail in the previous EIR to enable those impacts to be avoided or mitigated by the mitigations in the EIR, site-specific project revisions, or the imposition of uniformly applicable development policies. If these conditions are met, then the City can approve the individual project as within the scope of the previous EIR, and no additional environmental document is required. The certified TCP SEIR and this hotel project meet these CEQA conditions. A copy of the SEIR will be attached to the Planning Commission staff report, the next step in the entitlement process for this proposed project.

SURROUNDING LAND USES

North: Commodore Drive – P-D (Planned Development, The Crossing: Multi-Family residential and Commercial)
South: Interstate 380 – P-D (Planned Development, Bayhill Office Park)
East: El Camino Real – P-D (Planned Development, The Shops at Tanforan)
West: National Ave – P-D (Planned Development, The Crossing multi-family buildings)

EXISTING CONDITIONS

The subject property is approximately 1.52 acres in area (66,125 square feet) and is located on Admiral Court within The Crossing development in the northern portion of the City. The site is slightly elevated above the grade at El Camino Real and below Interstate 380 (I-380). The project site is zoned Planned Development (P-D). The property consists of vacant two lots that were once part of a U.S. Naval administrative facility that demolished in 2002. The project is on three parcels: parcel 7, Assessor's Parcel Number (APN) 020-013-250; parcel 8, APN 020-013-260; and a portion of the adjacent parcel 2, Assessor's Parcel Number 020-013-220 (separate owner), where access and improvements are proposed as part of the project site plan and circulation. The two lots are the last remaining undeveloped sites within The Crossing. A portion of the site is used by Jack's Restaurant as an overflow parking lot, and the remainder is secured by a fence.

The west side of the site faces a multifamily apartment building within The Crossing development. The north side faces the El Camino Real Commercial project, which includes Jack's Restaurant and several

small retail uses. The east side faces El Camino Real and the The Shops at Tanforan. The south side faces the entrance ramp to Interstate 380 with the Bayhill Office Park on the other side of the freeway.

PROJECT DESCRIPTION

The applicant proposes to construct a 152-room Springhill Suites hotel by Marriott on the 1.5-acre site within The Crossing development located at the northwest interchange of I-380 and El Camino Real in San Bruno. The proposed hotel would be five-stories in height, approximately 74-feet tall, 99,022 square feet in size including a total of 167 parking spaces, 60 of which are at surface and 107 subterranean. The hotel will include 3,000 square feet of meeting space which can accommodate approximately 150-200 people for sit-down meetings, weddings and parties and up to 300 people for theater style events. The building will include 6,040 square feet of rooftop solar panels.

The site is located within P-D Planned Development District with a land use designation for Visitor Services. The project will require the following planning approvals from the City of San Bruno: Architectural Review Permit, Planned Development Permit, Use Permit (for alcohol sales), Sign Permit, and an EIR Addendum accordance with CEQA Guidelines 15168.

As a “Select Service” hotel, it would provide limited food service for hotel guests and conference and meeting attendees. Food service will include breakfast in a buffet format and light meals in the evenings in the bar area. The proposed hotel will not offer room service and food will be catered for larger events. A market/pantry will sell sandwiches, snacks, wine and beer and sundries to hotel guests. Guests are expected to eat meals off-site. The applicant will obtain an ABC license to allow liquor sales for the food service, bar, and conference and/or special events such as weddings. No entertainment will be provided other than televisions and periodic entertainment for special event guests. Employees are estimated as 30, 40% full-time, working different shifts throughout the week.

ENTITLEMENT PROCESS

The applicant submitted the planning application on March 16, 2015, which was deemed incomplete. With resubmittals on July 1st and August 13, 2015. It was deemed complete on September 16, 2015. The proposed project requires the following entitlements:

Architectural Review Permit: An Architectural Review Permit is required for any new building which would be visible from the public right-of-way. The Architectural Review Permit is the primary subject of review and recommended action in this staff report.

Planned Development Permit: The applicant is requesting a Planned Development Permit to allow the development of the proposed hotel. The site is currently designated P-D (Planned Development) with a Visitor Services land use classification. A Planned Development Permit is required for any project proposed in a P-D district.

Conditional Use Permit: The project will require a Conditional Use Permit for alcohol sales.

Sign Permit: A proposed sign program for the project has been submitted for review and the approval of a sign program will be required as a condition of approval.

NEIGHBORHOOD OUTREACH

The applicant has reached out to the surrounding property owners regarding the proposed project. The applicant has had preliminary discussions with property management at Jack’s Restaurant and The

Shops at Tanforan regarding potential shared parking agreements. The applicant met with property management at the adjacent Avalon Bay Apartments regarding design and construction of the hotel as well as negotiated an agreement to allow easement rights within a strip of land owned by Avalon on the south side of the hotel property. In addition, notice was mailed to the surrounding neighborhood about the proposed project during the Specific Plan amendment process, inviting public comment during the 45-day public comment period for the SEIR. The City received no comments.

Staff mailed a notice of this Architectural Review Committee Meeting to properties within 300 feet of the subject site on November 3, 2015 as well as contacted property managers of the neighboring residential properties and The Shops at Tanforan. Staff has not received any questions from the public regarding the proposed project, as of the date of writing this report.

ARCHITECTURAL ANALYSIS

During the pre-submittal plan review phase, City staff worked with the applicant (OTO) and their architect (Architectural Dimensions) to ensure that the proposed hotel design meets the Specific Plan design guidelines. OTO representatives were very cooperative in working collaboratively with staff and Larry Cannon, the City's peer review architect, to improve the building design. The City Council Development Subcommittee and City Department heads also reviewed the design plans and provided their input. Between August 2014 and March 2015, City staff met frequently with OTO and Architectural Dimensions representatives to work out many site and design plan issues, included in the following:

Overall Design. The building should be more contemporary than the nearby residential buildings, but it should incorporate some of the residential elements of those structures as well as additional architectural details and embellishments, such as Juliette balconies and strong roof overhangs. The Crossing Design Guidelines states "Building design features are intended to create a sense of mass and scale compatible with a pedestrian friendly transit-oriented development." The design includes a readily distinguishable entrance on the northeast elevation oriented towards The Crossing pedestrian area. Proposed are the use of color variation, recessed windows and architectural details to break up the mass of the seven story building.

Site Plan and Building Orientation. The initial proposed orientation of the building placed the entries facing El Camino Real, as called in the design guidelines for the U.S. Navy Site and Its Environs Specific Plan. Staff recommended moving the building entry and porte-cochere to the north (as in earlier renderings) to be visible as you approach on Admiral Court. This orientation would be appropriate because the Navy Site Specific Plan called for restaurant and commercial uses to be related to the rest of The Crossing activity, so having the entry and lounge on the north side would add more visual interest and would relate to the interior of The Crossing and the fountain, Jack's Restaurant, residential buildings, and recreation center. Hotel guests will have views of the San Francisco Bay and San Bruno Mountain and to the northwest. Views of the hotel from I380, El Camino Real and from the north in The Crossing will be attractive, consistent with the US Navy Plan and Its Environs Specific Plan concerning building design and views.

The US Navy Plan and Its Environs Specific Plan states that the hotel building orientation shall be designed to give the appearance of fronting on El Camino Real. However, due to the physical site constraints including noise and the view of I-380 above the project to the south, desire to provide a visually attractive sense of arrival to the hotel from Admiral Court, and to relate the hotel to The

Crossing (fountain and plaza, Jack’s restaurant) an entry towards both Admiral Court and El Camino is proposed. With the proposed main entry and porte-cochere facing Admiral Court with The Crossing pedestrian friendly areas and to maintain the “urban village” concept, this orientation better achieves the goals of the plan. The v-shaped building provides visual, noise (from I-380 and the airport) and wind protection for the open courtyard and pool area. Staff required additional landscaping area and hardscape/pavers to integrate and connect with those of The Crossing at the fountain plaza area. Different pavers will distinguish pedestrian vs. vehicle travel areas. As specified in The Crossing Design Guidelines the building has a readily distinguishable entrance with, and recessed windows are recommended.

Building Massing/Scale. The Crossing Design Guidelines states that building mass and scale should be human scale at the pedestrian level by the use of building articulation breaking up mass larger building elements as viewed from a distance. Articulation with horizontal and vertical variation in plane, colors and materials break up the mass and scale of the building. Quality materials (French limestone is used on the base and middle of the building with a canopy above. There are windows at the base of the building providing pedestrian-level visual interest with varied materials and colors to decrease mass and scale.

Interior Layout. Moving the entry to the north creates some internal functional issues. Staff suggested moving the meeting space from the north wing to the south wing of the building, and move the lobby, lounge, bar, etc. from the east and south side to the north side. Staff felt that an east side, El Camino Real, entrance would face a non-active area because there will be no access from El Camino.

Elevations. Staff suggested that more effort be given to the design guidelines of both the Navy Site Specific Plan and the Transit Corridors Specific Plan which strongly encourages a strong base, middle and top for buildings. This was a strong element in the designs for the existing Crossing residential buildings. The hotel should have a stronger base treatment with high quality materials such as stone or brick. Consider setting back the top floor slightly as called for in the Transit Corridors Plan guidelines. The building should include more façade articulation and deeper set windows.

The U.S. Navy Site and Its Environs Specific Plan Design Guidelines state that the hotel building shall be designed to minimize shadows and encourage light and air exposure. The hotel is consistent as it minimizes shadows with the v-shape oriented away from the main entry and towards the parking lot to the east.

Exterior Colors and Materials. Apply greater color contrast to accentuate articulation of different planes. Bring limestone from the base up to the second floor on the north façade above the porte-cochere. An expanded French limestone treatment at the base and on all three elevations was requested by staff and incorporated. Consistent with the U.S. Navy Site and Its Environs Specific Plan Design Guidelines the proposed materials (French limestone base) for the building will convey a sense of durability and permanence.

Windows. The windows should be more deeply inset with prominent sills. The long horizontal sills and vertical lines between the pairs of windows on the north side should be eliminated. Add two windows to center of north façade to fill blank space and create more interest. The Crossing Design Guidelines discourages large expanses of windows, and calls for the use clear glazing on the ground level as well as the upper levels. Windows should be recessed to provide shadow lines and trim to provide visual interest. The proposed project is consistent with these design standards with the incorporation of staff’s recommendations to further recess the windows and add projecting balconies and trim on the north facade. There are small-scale windows at the base of the building providing a pedestrian visual interest with clear glazing along with varied materials and colors to decrease mass and scale at the ground and upper levels.

Roof. The roof lines should emphasize variation in height with cap treatments on all roof sections. The proposed roof lines are consistent with the directives.

Landscaping. The entire parcel edge along the east and south sides will need careful and abundant landscaping to minimize views of parked cars and the trash area. Proposed landscaping is 15.4%, not including ground cover and turf planted on the adjacent Parcel A. Trees, shrubs and ground cover are proposed including tree and shrub species suggested in The Crossing landscape design standards. Bio-retention areas required for stormwater retention on site include water filtration shrubs and grasses. Trees are proposed around the perimeter and within the parking lot. Landscaping was increased with wider planters as required by staff. Staff is recommending additional landscaping in Parcel A, to screen the parking area along El Camino Real. A slatted six-foot fence visually separates the parking area from the commercial center (Jack’s restaurant). Along El Camino Real and the I-380 west on ramp is a six-foot slatted chain link fence owned by CalTrans.

In terms of landscape treatments, a variety of gray and beige color pavers are proposed for the entry driveway, parking area of the plaza fountain area, which match the existing pavers in The Crossing on Admiral Court. Contrasting pavers are used to delineate the vehicle vs. pedestrian traffic areas in the entry and for interior walkways, the courtyard and pool area (see sheet 8).

Lighting. Exterior lighting has been proposed and specifications for light fixtures and parking lot standards for review. The Crossing Design Guidelines state that “Buildings and their environs should be lighted for safety, accent, and wayfinding purposes.” Concerning exterior building lighting recommendations include that “The aesthetic quality of exterior lighting should be considered in relationship to adjacent streets, gathering areas, and open spaces.” Proposed are lighting designs appropriate to the modern style of architecture. The Crossing Design Guidelines state that “Locations of Building name signage and Building address shall be illuminated to facilitate way finding.” A photometric plan was submitted with lighting specifications for review (sheet PM-1). Wall sconces are proposed near the doorways and step lights in the pool area. Light poles are proposed in the parking areas and pool areas throughout the site. Staff recommends that the applicant provide light standard option to fit in with the context of The Crossing. The light standards proposed are modern style I character with the hotel design but very different than the lighting style in the Crossing.

Signage. A proposed sign program for the project has been submitted for review and the approval of a sign permit is required as a condition of approval. Signage includes internally illuminated vinyl channel letters/branding on the three primary building elevations. A five-foot high monument sign is proposed for the main entry. Materials include a violet color acrylic and aluminum frame box with white and red brand letters. A French limestone base to match the building will be used. Proposed directional signage is illuminated by up-lights. Signage is proposed for the subgrade parking garage with white channel letters with a black perforated vinyl above the entry (conceptual). Sign lighting is proposed with up-lights. Smaller monument type signage is proposed for wayfinding signs to parking areas. Staff recommends that pathway lighting be incorporated into the lighting plan for more pleasant walkways.

The Crossing Design Guidelines concerning exterior building signage/graphics calls for monument signage placed in landscape areas at prominent entrances, corners and other points of visual focus within the land plan without obstructing views and creating hazards. Furthermore “Signs shall be not taller than six feet above grade.” And “No pole signs will be allowed.” Signage will be lighted by up lighting or other similar focused lighting. Signs which are exclusively lit internally will not be permitted although internal lighting for the purpose of accent lettering or logos is permissible.” Signs related exclusively to hotel(s) may be located on the exterior of the building(s) near the roof line, provided such signs are reviewed and approved by the San Bruno Architecture Review Committee.” The proposed project signage is consistent with the guidelines as described above.

Peer Review

Staff worked very closely with the project applicant on a pre-submittal basis in terms of the overall architectural appearance of the structure and multiple revised plans were submitted. Preliminary plans were first submitted to staff in the Fall of 2014, and in December 2014 plans were reviewed by Larry Cannon, Architectural Peer Review Consultant to the City. Based on City comments, the applicant has refined and modified this proposal in a coordinated effort with staff and Mr. Cannon. The current proposal addresses the majority of staff’s and Mr. Cannon’s recommendations. Mr. Cannon again reviewed the project August 13, 2015 project plans resubmittal. A summary of Mr. Cannon’s comments from his October 23, 2015 letter (Exhibit D) are outlined below:

1. Provide further operational information regarding the garage areas to be set aside for valet parking, and whether any guest self-parking spaces are being provided.
2. Extend the current disabled access pedestrian aisle through the central block of parking on both levels of the garage.
3. Provide metal canopies with larger overhangs at the building top consistently around all sides of the structure with special emphasis at the building’s north entry façade.
4. Provide very deep recesses for all of the windows on the north entry façade.
5. Provide projecting balconies or faux balconies on the north entry façade.
6. Provide projecting trim above the top floor windows on the north entry façade.

7. Provide substantial projection of the stone facing on the north entry façade on floors three through five.
8. Use a second accent color of the limestone to add visual richness at the entry.

The applicant has modified the plans incorporating these comments which are included in the application. The current proposal addresses the majority of staff's and Mr. Cannon's recommendations. Mr. Cannon's most recent letter dated October 23, 2015 outlining the project's design evolution and current recommendations is attached as Exhibit D.

Land Use. The amended U. S Navy and Its Environs Specific Plan designates this site for a high quality hotel with 152 rooms. A "high quality" hotel is a full service or select service hotel offering guest rooms for overnight stay, meeting facilities, food services and a variety of personal services offered to hotel guests. It is envisioned that a conference space will be developed within the hotel to accommodate: (i) 250-300 people in theatre-style seating for conferences and meetings; (ii) 200 people in banquet-style seating for sit-down events; and (iii) 100-150 people in ballroom-style arrangements for wedding events. The proposed hotel is consistent with the land use plan designation.

Transportation and Parking. The project is in close proximity to Interstates 380, 280 and State Highway 101 and the San Francisco International Airport. It is also close BART, Sam Trans and CalTrain and restaurants, shopping, Bayhill Office Park and many services are within walking distance.

The proposed hotel will include a total of 167 parking spaces (107 spaces in a subterranean garage with two levels and 60 surface spaces). Twenty tandem parking spaces are included and when there is no valet parking, ten of the spaces will be cordoned off. The hotel will provide valet parking for larger events, which is estimated to increase parking capacity by 30-40% with 28 additional valet parking spaces, for a total of 195 possible parking spaces. Employee parking will be in the garage, but employees will also be encouraged to use mass transit. Since most employees work during the day, no more than 2-3 spots will be required after 9:00 pm. The hotel will provide bike parking for employees outside the main building entrance. The applicant will work with Jack's restaurant to initially provide a small amount of shared parking during the lunch hour. The hotel operator will consider providing additional shared parking, if after six months of operation, it is determined that the hotel can reasonably do so without negatively impacting its own parking needs. Deliveries will arrive at the main entrance and deliveries for catered events will be at the rear entry (meeting rooms) on the southeast elevation close to the garage.

The U.S. Navy Site and Its Environs Specific Plan Design Guidelines states that parking shall not dominate the experience along any pedestrian route, but should be located to the rear of the main building near I-380 and should be shared with other uses to the extent possible. Below grade parking is a preferable design option. The proposed surface parking area is primarily located toward the east towards El Camino Real away from the main entrance and The Crossing plaza and pedestrian area. Approximately 64% of the parking is located in an underground parking garage access from the rear of the building. The applicant has had preliminary discussions with property management at Jack's Restaurant and The Shops at Tanforan regarding potential shared parking agreements. As proposed, the project is consistent with the guidelines.

The applicant submitted a Transportation Demand Management Plan (TDM) to reduce parking demand and vehicle trips generated by the project. Two dedicated natural gas shuttle will serve travelers from the

San Francisco airport to the hotel and other local destinations. Bicycle facilities include five short-term bicycle spaces (bike racks) and ten long-term bicycle spaces (five bicycle lockers) will be provided along with showers and changing rooms for employees. The hotel will provide a kiosk with travel information including mass transit options to reduce peak hour trips.

RECOMMENDATION

The project would complete the build out of The Crossing development and fulfill the vision for a mixed-use transit oriented development in the Specific Plan area. The building would provide an attractive visual anchor and gateway into the City along El Camino Real. The project would also fulfill a key economic development objective of the Specific Plan by providing a high quality Springhill Suites hotel with meeting and banquet space and generating long term tax revenues to the City. Located at the prominent intersection of El Camino Real and I-380, the project would play a key role as a catalyst for economic development and revitalization on El Camino Real and the nearby Transit Corridors Plan area. In addition, the project is located within a short distance of SamTrans bus routes, the new Caltrain station, and BART, increasing transportation options for hotel guests and workers, and reducing dependency on automobiles.

In conclusion, staff recommends the Architectural Review Committee forward the project to the Planning Commission with the following staff recommendations related to site planning and architectural design:

1. Provide further operational information regarding the garage areas to be set aside for valet parking, and whether any guest self-parking spaces are being provided.
2. Extend the current disabled access pedestrian aisle through the central block of parking on both levels of the garage.
3. Provide metal canopies with larger overhangs at the building top consistently around all sides of the structure with special emphasis at the building's north entry façade.
4. Provide very deep recesses for all of the windows on the north entry façade.
5. Provide projecting balconies or faux balconies on the north entry façade.
6. Provide projecting trim above the top floor windows on the north entry façade.
7. Provide substantial projection of the stone facing on the north entry façade on floors three through five.
8. Use a second accent color of the limestone to add visual richness at the entry.
9. Provide a light standard option to better fit in with the context of The Crossing. Provide the height of the light poles colors with the specifications.
10. Pathway lighting shall be incorporated into the lighting plan for more pleasant walkways.
11. Staff is recommending additional landscaping in Parcel A, to screen the parking area along El Camino Real.

Full findings for approval and conditions of approval will be presented to the Planning Commission and City Council.

Date of Preparation: November 6, 2015
Prepared by: Paula Bradley, Contract Associate Planner

Location Map
Admiral Court
APNs: 020-013-250, 020-013-260

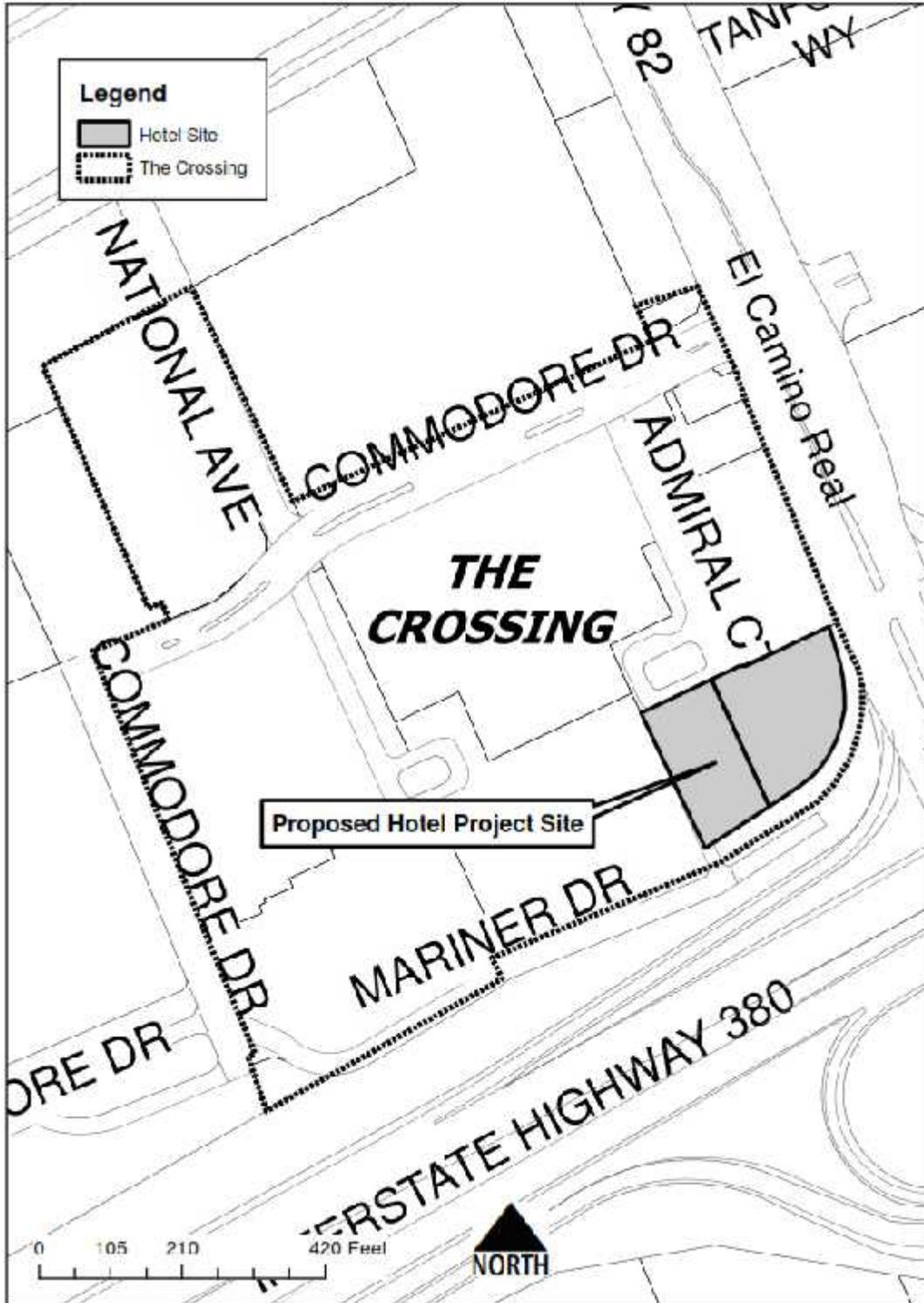


Exhibit A- Site Location

Exhibit B – Photographs



View to southwest towards I-380, temporary parking area



View to South within the perimeter fence



View to east toward The Shops at Tanforan, El Camino Real and I-380



View to East El Camino Real and on ramp to I-380 west



View to west of site from El Camino Real



View to north – The Crossing fountain and plaza to the left and the restaurant to the right