



REPORT TO PRESERVATION COMMISSION City of Sacramento

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915 I Street, Sacramento, CA 95814-2671

PUBLIC HEARING
December 7, 2011

Members of the Preservation Commission:

Subject: Elks Tower Modification (PB11-068) A request for preservation approval for an exterior modification to a landmark building to remove a 95 square foot enclosure at the 13th floor roof deck and construct a new 480 square foot enclosure.

- A. Environmental Determination: Exempt per CEQA Section 15301 (Existing Facilities)
- B. Preservation approval for the removal of a non-original 95 square foot enclosure at the 13th floor roof deck and the construction of a new 480 square foot enclosure on a listed historic Landmark structure located within the Central Business District (C-3) zone and Central Business District Special Planning District.

Location/Council District:

921 11th Street (006-0047-012)

Council District 4

Recommendation: Staff recommends that the Preservation Commission approve the request based on the findings and subject to the conditions listed on Attachment 1. The Commission has final authority over items A-B above and its decision is appealable to the City Council.

Contact: Evan Compton, Associate Planner, (916) 808-5260
Roberta Deering, Senior Planner for Historic Preservation, (916) 808-8259

Applicant: Peter Dannenfels II, Architectural Arts, 921 11th Street, Suite 240, Sacramento, CA 95814

Owner: Steve Ayers, Utah Partners LLC, 6601 26th Street, Rio Linda, CA 95673

Summary: The applicant is proposing to remove an existing, non-original 95 square foot stair enclosure on the 13th floor roof deck that was installed in the 1970s and

construct a new 480 square foot enclosure. The enclosure will provide ADA access to the 14th Floor and slightly expand the footprint of both the 13th and 14th floors off the rear/east elevation of the structure. Though window glazing would be removed to connect the expanded floor space, the original window openings and original exterior materials would remain in place. Original exterior iron work at the window openings would be retained and used in the new space. The new work will be placed inside the north and south exterior walls and inset within the 12th floor roof deck on the east/rear side of the structure.

Table 1: Project Information for the Elks Tower Modification
General Plan designation: Central Business District
Existing zoning of site: Central Business District (C-3)
Design Review Area: Central Core
Landmark Building: Yes
Existing use of site: Restaurant, Offices, and Retail; existing use of space involved in the project is office.
Property area: .37 ± acres or 16,000 square feet

Background Information: The parcel is currently developed with a 14 story highrise building. The Elks Tower was constructed in 1926 and became a designated City Landmark on June 15, 1982. (Ordinance 82-046)

Public/Neighborhood Outreach and Comments: The preservation application for the Elks Tower Modification was submitted October 14, 2011. The proposal was routed for early review to the Downtown Sacramento Partnership, Sacramento Old City Association, Alkali Mansion Flats Neighborhood Association, and the Midtown Business Association. The site was posted and staff notified the same community groups about the final public hearing along with property owners within 500 feet of the subject site. At the time of writing this report, no public comments had been received on the project.

Environmental Considerations: The Environmental Services Manager has determined the project is exempt from environmental review pursuant to the California Environmental Quality Act (CEQA) Guidelines (Section 15301). Section 15301 consists of additions to existing structures that will not result in an increase of more than 50% of the floor area or 2,500 square feet, whichever is less. Though window glazing would be removed to connect the expanded floor space, the original window openings and original exterior materials would remain in place. Original exterior iron work at the window openings would be retained and used in the new space. The new work will be placed inside the north and south exterior walls and inset within the 12th floor roof deck on the east/rear side of the structure. Due to the proposed design of the new structure, per above, and noting both its expansion off the east side/rear of the structure, and noting that, if the new structure were to be removed in the future, the existing original building would remain, Staff has determined that the project complies with the

Standards. The existing non-original stair enclosure is not a significant feature and Staff supports its removal.

Policy Considerations: The subject site is designated as Central Business District on the General Plan Land Use and Urban Form Diagram. The Central Business District (CBD) is Sacramento's most intensely developed area. The CBD includes a mixture of retail, office, governmental, entertainment and visitor-serving uses built on a formal framework of streets and park spaces laid out for the original Sutter Land Grant in the 1840s. The vision for the CBD is a vibrant downtown core that will continue to serve as the business, governmental, retail, and entertainment center for the city and the region. The subject structure is an adaptive reuse of an original fraternal association building that housed sleeping rooms, night club, swimming and gathering assembly rooms. Currently, the tower portion of the building, above the first several floors, is used for office uses or is vacant. The spaces at the 13th and 14th floors, where the proposed work will be undertaken, are the smallest floor areas in the building. Using these two floors, and gaining access to and between the two floors has been problematic, as exemplified in the existing non-original stair addition.

Historic & Cultural Resources Goals

Staff finds the project is generally consistent with the General Plan goal to identify and preserve the city's historic and cultural resources in order to enrich our sense of place and our understanding of the city's prehistory and history.

General Plan Policies

HCR 2.1.10 Early Consultation. *The City shall minimize potential impacts to historic and cultural resources by consulting with property owners, land developers, and the building industry early in the development review process.*

HCR 2.1.11 Compatibility with Historic Context. *The City shall review proposed new development, alterations, and rehabilitation/remodels for compatibility with the surrounding historic context. The City shall pay special attention to the scale, massing, and relationship of proposed new development to surrounding historic resources.*

Rehabilitation Standards

The following is the list of the Secretary of the Interior's Rehabilitation Standards for the Treatment of Historic Properties, with the Standards most applicable to this project are in bold text:

1. ***A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.***
2. ***The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.***

3. *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.*
4. *Changes to a property that have acquired historic significance in their own right will be retained and preserved.*
5. *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*
6. *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.*
7. *Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.*
8. *Archaeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.*
9. ***New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.***
10. ***New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.***

The owner and his architects have worked diligently with Staff, over several meetings, in the development of plans for this work. The project design has considered the Standards in developing the proposed changes to the current exterior wall, which includes: a) the retention of the original window openings, with only the removal of glazing and iron-work railings from those openings, which iron-work is proposed to be retained and reused in the project, though in a different configuration; and b) minimal points of attachment for the new structure to the existing building exterior; and, c) the placement and design of the new work, on the east/rear façade, inset from the two north and south walls and also inset from the 12th floor roof parapet. The proposed design will not destroy historic materials or features, and will not have a significant impact to the structure's overall massing, and, if removed in the future, the essential form and integrity of the historic property would be unimpaired. Staff notes that the tower's four elevations are not all symmetrical in design, either within an elevation or from elevation

to elevation. The proposed work will also allow these two small floors to be used in a more functional manner.

The applicant has submitted an elevation of the existing exterior wall (to become an interior wall once the enclosure is attached) to show these changes as described. (See Exhibit G)

Project Design and Staff Evaluation:

Staff recommends approval of the project and has the following comments about the proposal.

1. Removal of the existing 95 square-foot enclosure at the 13th and 14th floors east elevation exterior:

Staff supports the removal of the existing non-original stairway enclosure.

2. Construction of 480 square foot enclosure:

Design: The proposed design continues with the vertical and horizontal elements of the existing building façade. The addition's placement, inset between the north/south walls and inset from the 12th floor roof parapet, and the addition's size, all respect the building's primary facades, massing and its overall scale. The proposed fenestration has been broken up to be compatible with the existing building datums and other related material changes.

Materials: The existing building exterior uses brick, terracotta, metal, and glass. The proposed enclosure will be steel and glass.

Color: Staff supports the beige/tan enclosure color option, to minimize the new structure's contrast with the rest of the building's overall wall colors. (See Exhibit F) The other options presented by the applicant include dark grey and red.

Iron-work Window Railings: Staff notes that the applicant is supportive of retaining the iron-work railings to be removed at the existing window openings where those openings will become "doorways" into the new added floor area. The applicant will work with staff to finalize these details which may include using the iron-work railings either as a header or otherwise incorporating them into these floors' interiors.

Stairs: The new stairs and handrail need to be designed to have a minimal impact on the existing exterior building wall. Staff notes the recommended condition for approving the project allows the applicant to finalize these details with Preservation staff review and approval.

Staff Recommendation: Staff recommends that the Commission approve the Preservation review for the project since the proposal: a) allows for the removal of an incompatible, non-original stair enclosure, b) maintains the integrity of the exterior

building wall which will be enclosed with the new construction, c) is consistent with General Plan policies and the Secretary of the Interior's Standards for the Treatment of Historic Properties, and d) provides for more functional floors at these two levels of the building.

Respectfully submitted by: 
EVAN COMPTON
Associate Planner

Approved by:


ROBERTA DEERING
Senior Planner for Historic Preservation

Recommendation Approved:


WILLIAM CROUCH, AIA, FRAIA, AICP, NCARB, LEED AP
Urban Design Manager

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**Attachment 1
Proposed Findings of Fact and Advisory Conditions of Approval
Elks Tower Modification (PB11-068)
921 11th Street**

Findings Of Fact

The **Preservation Review** request for an exterior modification to a Landmark building to remove a 95 square-foot non-original enclosure at the 13th and 14th floors, east elevation, and construct a new 480 square foot enclosure is **approved** subject to the following Findings of Fact:

- A. The project is exempt from environmental review pursuant to the California Environmental Quality Act (CEQA) Guidelines (Section 15301). Section 15301 consists of additions to existing structures that will not result in an increase of more than 50% of the floor area or 2,500 square feet, whichever is less.
- B. 1. The project, as conditioned, enhances the functionality of the two floors in this important Landmark building in Downtown Sacramento.

2. The project is based upon sound principles of land use, urban design and historic preservation, in that the proposed project includes conditions addressing building design, historic preservation and rehabilitation.

Conditions Of Approval

*The **Preservation Review** request for an exterior modification to a Landmark building to remove a 95 square-foot, non-original enclosure at the 13th and 14th floors, east elevation, and construct a new 480 square foot enclosure is hereby **approved** subject to the following conditions of approval:*

The design and rehabilitation of the buildings (see plans attached) are hereby approved subject to the following advisory conditions:

1. The design of the enclosure shall be as indicated in this report and attached exhibits with final conditions as approved by the Preservation Commission.
2. The building elevations of the new structure shall have a consistency of detail and quality on all sides.
3. The applicant shall work with Preservation staff to finalize the details of the stairway/handrail location and attachment points to minimize attachment points to the existing exterior wall prior to Building Permit submittal.
4. The applicant shall work with Preservation staff to finalize details regarding the repurposing of the iron-work railings as headers or inside of the project space.
5. All the glazing on the new enclosure shall be clear, transparent glass.
6. New structure exterior metal shall be colored in the beige/tan option to minimize contrast with the existing exterior.

7. Preservation staff shall review and approve final colors and materials palette prior to submittal for building permits.
8. All final details affecting the existing exterior and the proposed exterior building design that are not determined at the time of the Preservation Commission's final review shall be reviewed and approved by Preservation staff prior to Building Permit submittal.
9. All other notes and drawings on the final plans stamped approved by Preservation staff are deemed conditions of approval. Any changes to the final set of plans stamped by Preservation staff shall be subject to review and approval by Preservation and Staff, Director or Commission depending upon the nature of the change, prior to Building Permit submittal. Applicant shall comply with all current building code requirements.
10. The approval shall be deemed automatically revoked unless required permits have been issued and construction begun within three years of the date of the approval. Prior to expiration, an extension of time may be granted by the Preservation Commission upon written request of the applicant.
11. **The Preservation Commission decision may be appealed to City Council. Appeals must be filed within 10 calendar days of written notice of the Commission action.**
12. Building permits shall not be issued until the expiration of the 10 day appeal period. If an appeal is filed, no permit shall be issued until final approval is received.
13. **The Record of Decision shall be scanned and inserted into the final set as a general sheet to be submitted for building permit.**
14. A signed copy of the Affidavit of Zoning Code Development Standards shall be scanned and inserted into the final set as a general sheet to be submitted for building permit.

Advisory Notes:

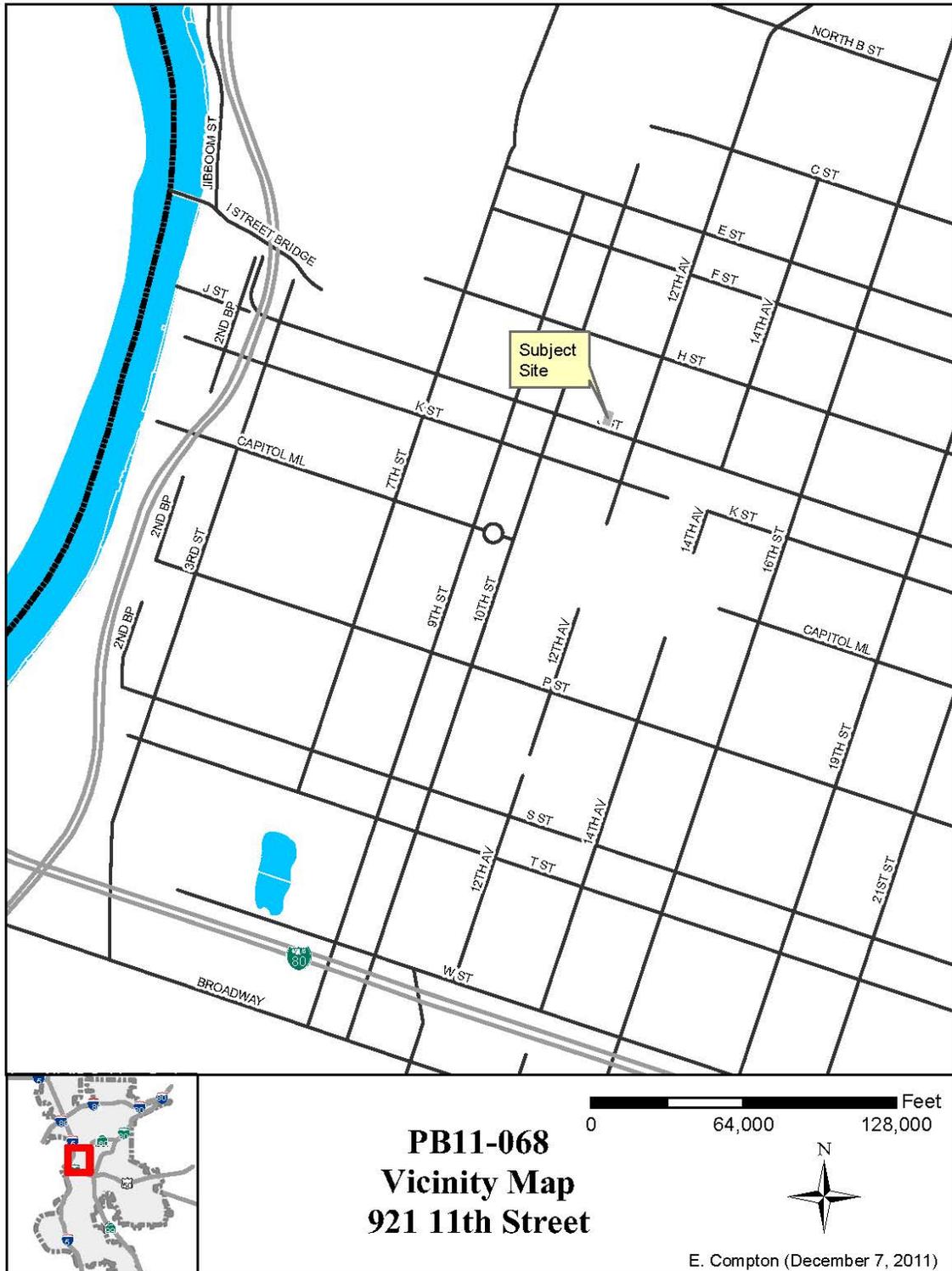
Fire Department

- A. Comply with the 2010 California Building Code Chapter 10, Section 1009 (Means of Egress) and Chapter 34 (Existing Structures).

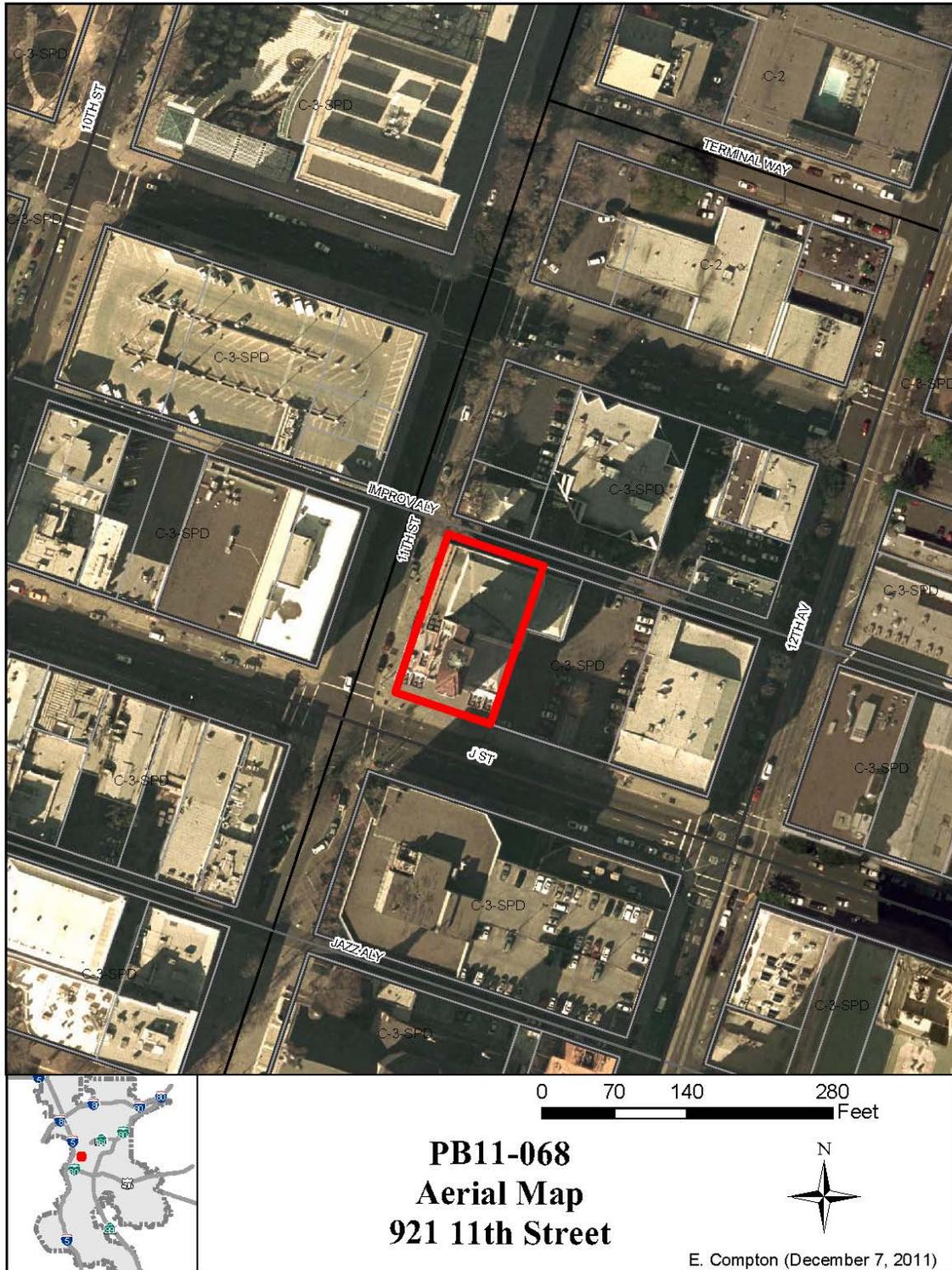
Parks Department

- B. The applicant will be responsible to meet his/her obligation as outlined in Chapter 18.44 of City Code pertaining to the Park Development Impact Fee (PIF), due at the time of issuance of building permit. The Park Development Impact Fee due for this project is estimated at \$182.40. This is based on the addition of 480 square feet of commercial space at the City's standard rate of \$0.38 per square foot. Any change in these factors will change the amount of the PIF due. The fee is calculated using factors at the time that the project is submitted for building permit.

Attachment 2: Vicinity Map



Attachment 3: Aerial Map



Attachment 4: Exhibit A: Existing Elevations of Tower Portion of Elks Building

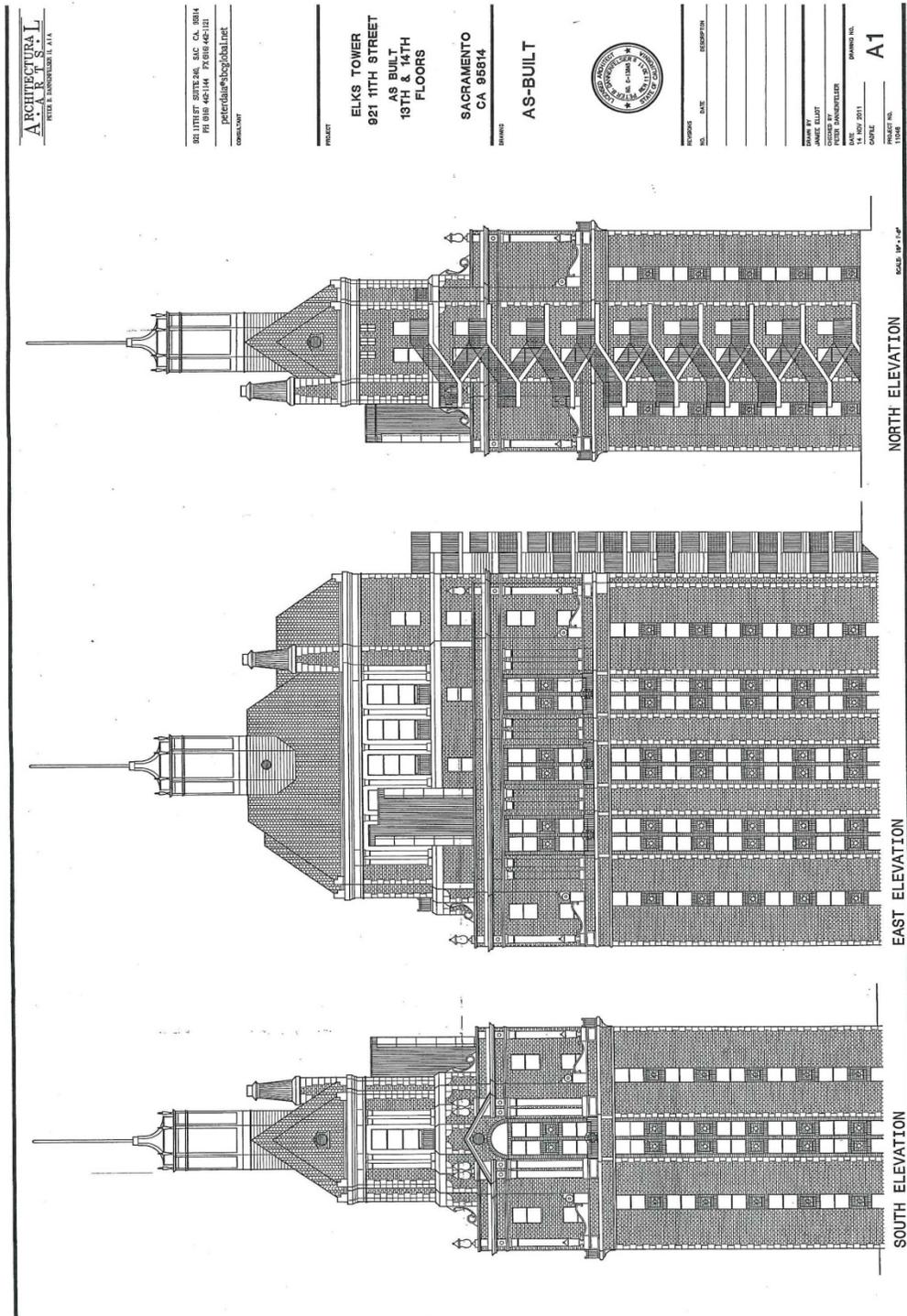


Exhibit C: First Floor and Site Plan

AREA INFORMATION

SITE AREA : (+/-) 16,000 S.F.
GROSS BLDG AREA : (+/-) 104,400 S.F.
AREA OF WORK: (+/-) 480 S.F.

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PROJECT
ELKS TOWER
921 11TH STREET
1ST FLOOR

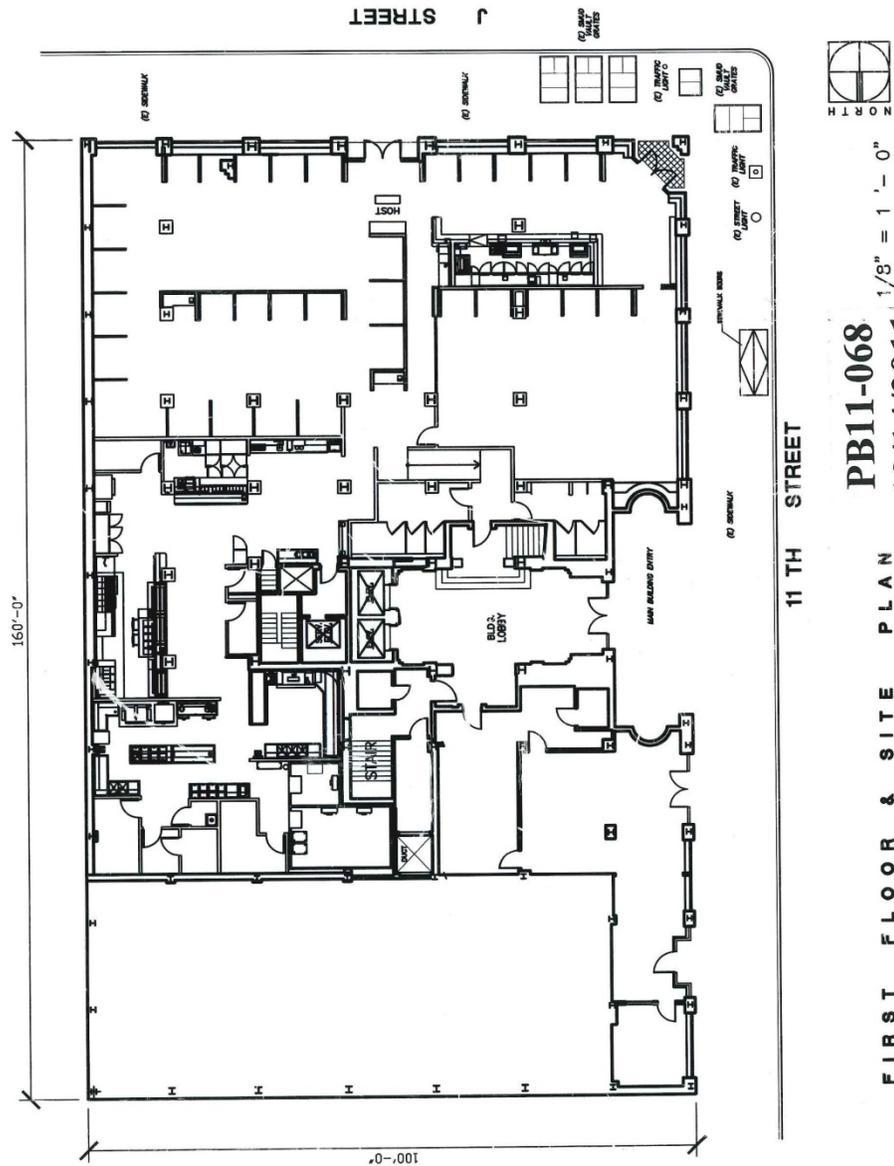
SACRAMENTO
CA 95814



REVISIONS
NO. DATE DESCRIPTION

DRAWN BY
SHANE KOCODYS
CHECKED BY
PETER DANNEBERGER
DATE
NOV 2011
SCALE
GRAPHIC
SHEET NO.
0002

DRAWING NO.
A-1

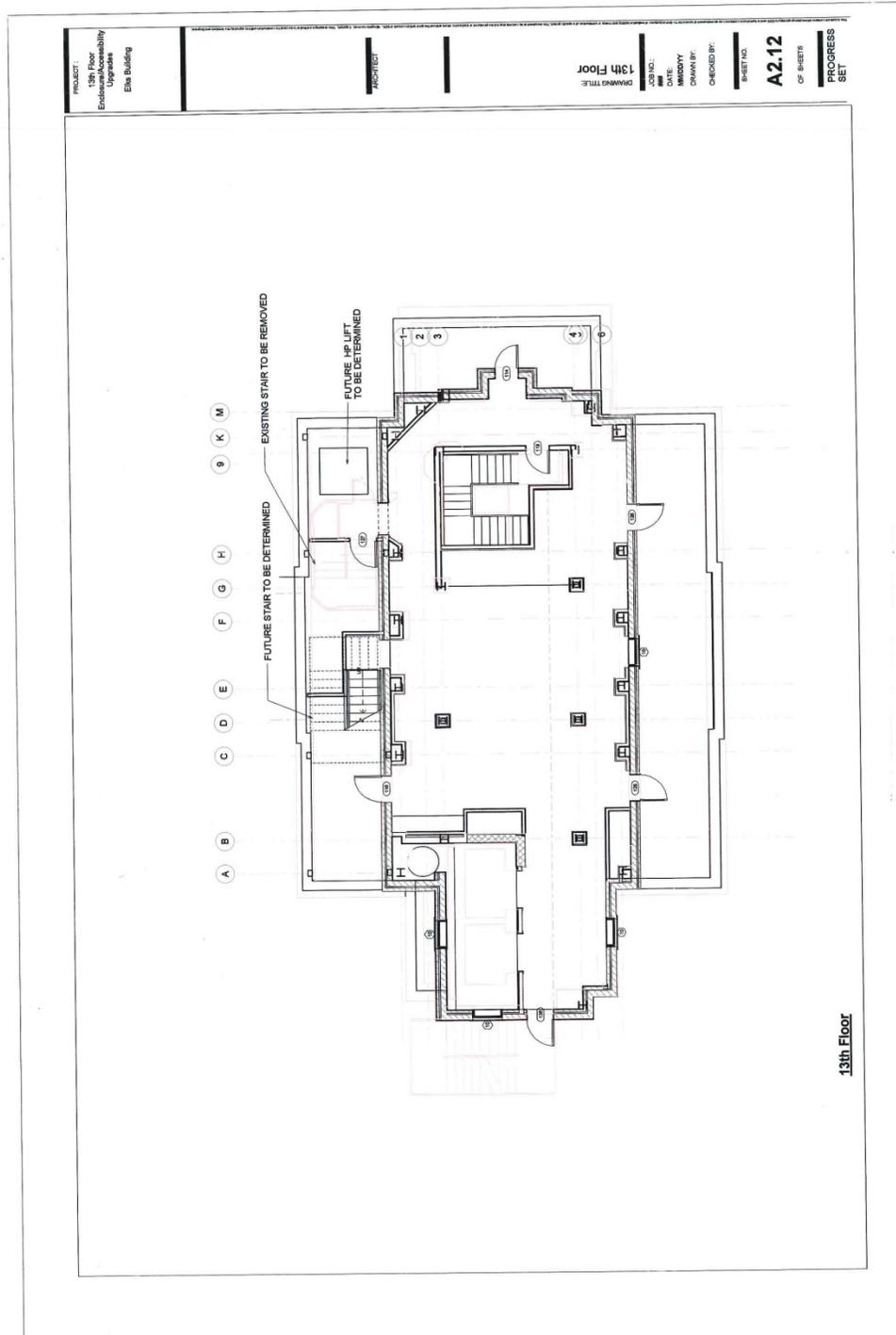


1/8" = 1'-0"

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10/14/2011

FIRST FLOOR & SITE PLAN

Exhibit D: Proposed 13th Floor Plan showing non-original structure to be removed



PB11-068
10/14/2011

Exhibit E: Proposed 14th Floor Plan showing non-original structure to be removed

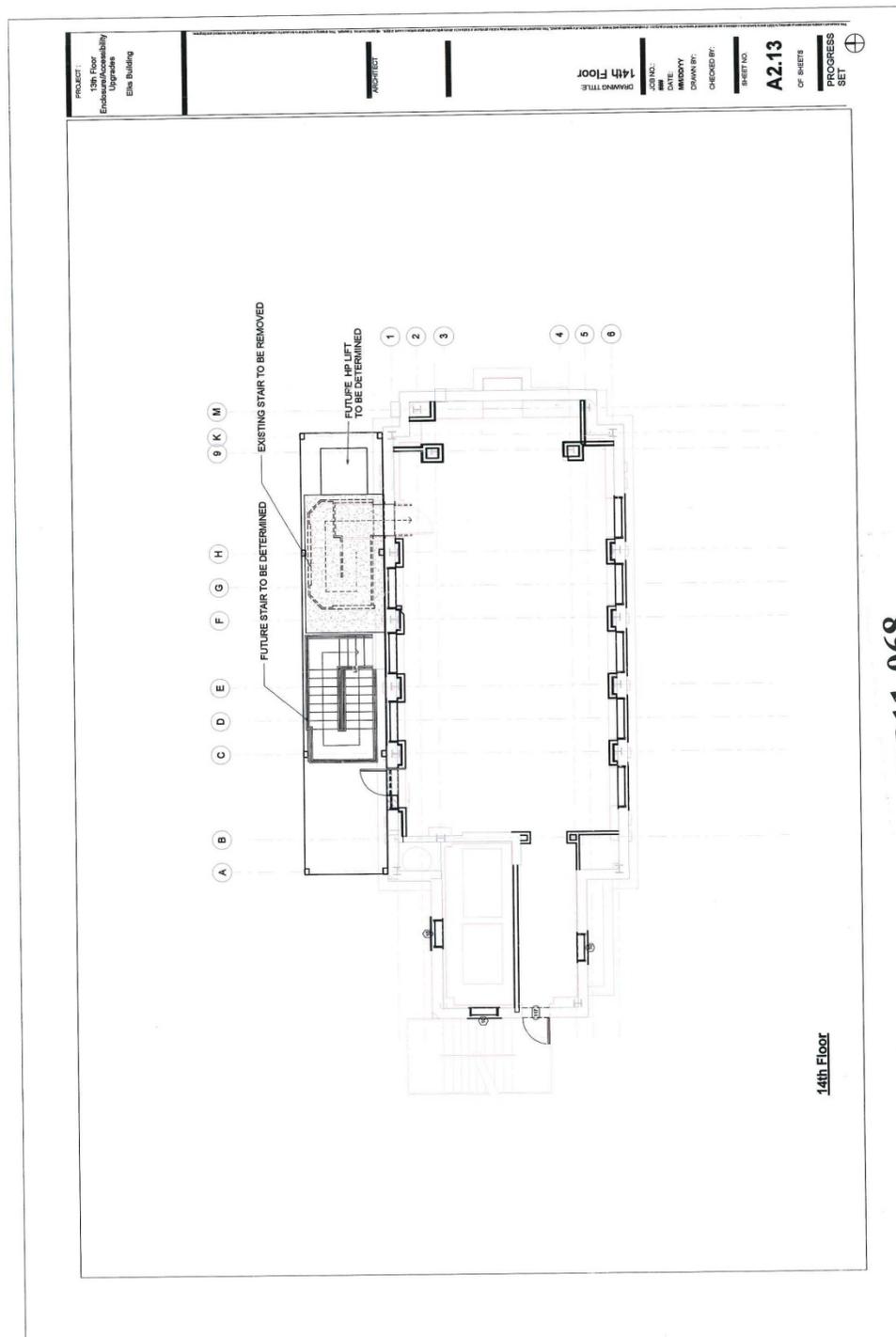
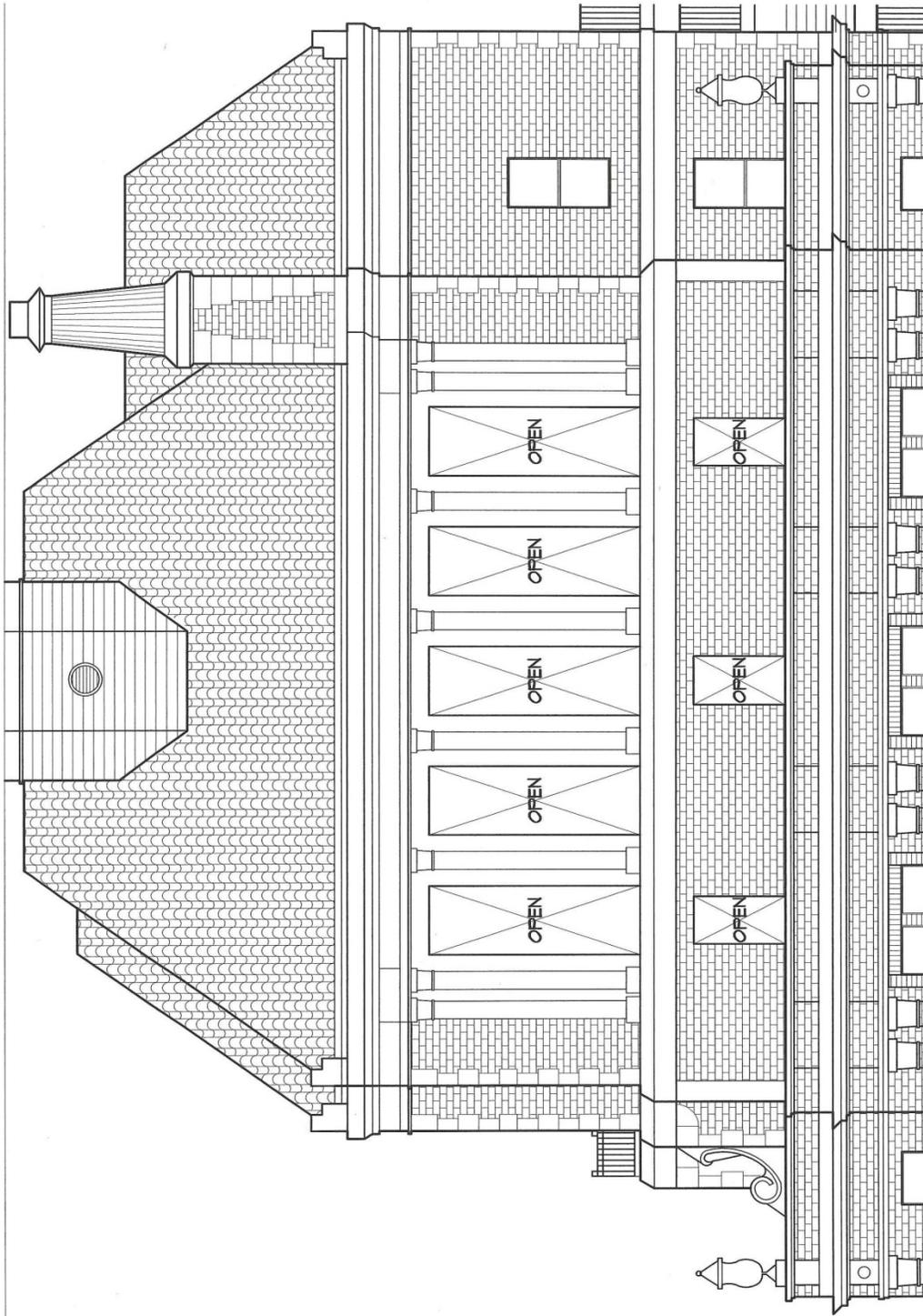


Exhibit G: Elevation Showing Exterior Wall to be Enclosed



A·A·R·T·S·L
ARCHITECTURAL
PETER B. DANNENFELSER II, A.I.A.

SCALE: 1/8" = 1'-0"

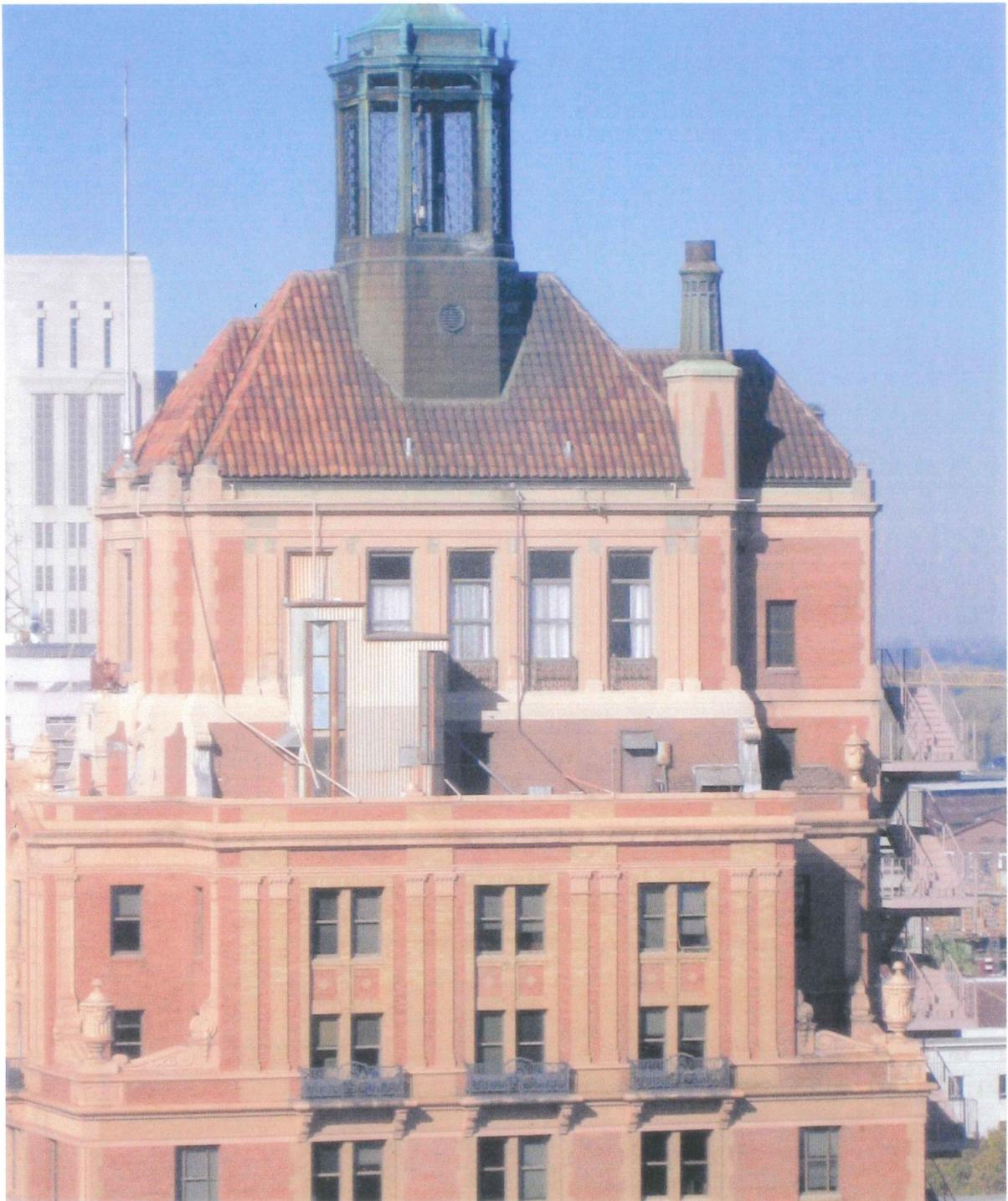
RESTORED EAST EXTERIOR WALL

Attachment 5: Photo of East Elevation of Tower, Existing Pedestrian View with Non-Original Addition



PEDESTRIAN VIEW

Attachment 6: Photo of Detailed View



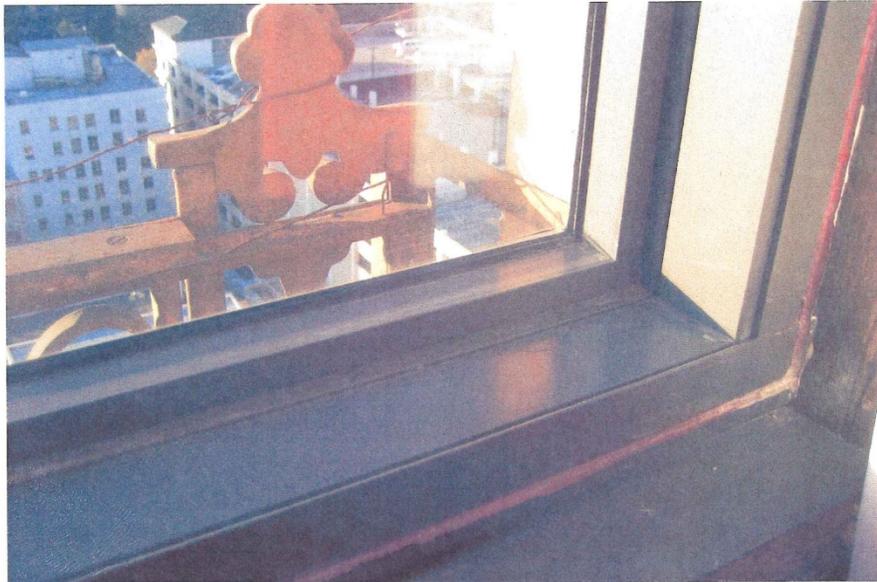
EAST ELEVATION - DETAILED VIEW

Attachment 7: View of Existing Enclosure Attachment



1970'S EXTERIOR STAIR ENCLOSURE - EAST ELEVATION
DAMAGED DECORATIVE PILASTERS

Attachment 8: Photo of Window Details



13TH & 14TH FLOOR 1970'S ALUMINUM WINDOW FRAMES



14TH FLOOR EXTERIOR METAL RAIL