



Work Session Memorandum

PLANNING DIVISION
COMMUNITY & NEIGHBORHOODS

To: Salt Lake City Historic Landmark Commission

From: Carl Leith, Senior Planner
801 535 7758 or carl.leith@slcgov.com

Date: May 2, 2019

Re: **PLNHLC2018-00616**
Construction of Hotel Building & Major Addition to Salt Lake Union Pacific Railroad Station at approximately 2 South 400 West Approval of Condition: West Portal Design

PROPERTY ADDRESS: Union Pacific Railroad Station, 2 South 400 West

PARCEL ID: 0836376016

HISTORIC DISTRICT: Salt Lake City Landmark Site

ZONING DISTRICT: Gateway-Mixed Use

MASTER PLAN: The Gateway Specific Plan, Creating an Urban Neighborhood – Land Use & Development Master Plan, Central Community Master Plan, Downtown Plan 2016.

DESIGN GUIDELINES: Commercial Design Guidelines

REQUEST: Construction of Hotel Building & Major Addition to Salt Lake Union Pacific Railroad Station at approximately 2 South 400 West – Approval of Condition: West Portal Design Emir Tursic, HKS Architects, on behalf of Vestar Gateway, LLC and Athens Hotel Development, LLC, is requesting approval from the Commission for the design of the West entry to the hotel. The proposed hotel development received conditional approval from the Historic Landmark Commission on November 1, 2018. Condition 4 of the HLC approval identified four areas where final designs required subsequent HLC approvals: canopy designs, exterior signage, west entries, and details of the Great Hall restoration. This submission of material solely addresses the design of the west entry. This will be a work session briefing review; no formal public hearing will be held. The subject property is zoned Gateway-Mixed Use and is a Salt Lake City Historic Landmark Site.

Recent Approvals and Background

The development and rehabilitation of the Union Pacific Station building and the attached new hotel building were reviewed by the Historic Landmark Commission on November 1, 2018. The proposals received approval from the Commission with four conditions. These are addressed in further detail below. The Staff Report and the meeting can be reviewed in the Minutes and the SLC TV video, accessed via the following links.

<http://www.slcdocs.com/Planning/HLC/2018/00616SR.pdf>

<http://www.slcdocs.com/Planning/HLC/2018/1101min.pdf>

<https://www.youtube.com/watch?v=Y4zmlwOlwXY>

The hotel development has also received Planned Development and Conditional Building and Site Design Review approval from the Planning Commission on November 14, 2018, following their review at a Work Session on October 10, 2018. The Staff Report for and the Minutes of the meeting can be reviewed at the following links.
<http://www.slcdocs.com/Planning/Planning%20Commission/2018/UPHotelSR.pdf>
<http://www.slcdocs.com/Planning/Planning%20Commission/2018/1114min.pdf>
<https://www.youtube.com/watch?v=nwZJo542zPY>

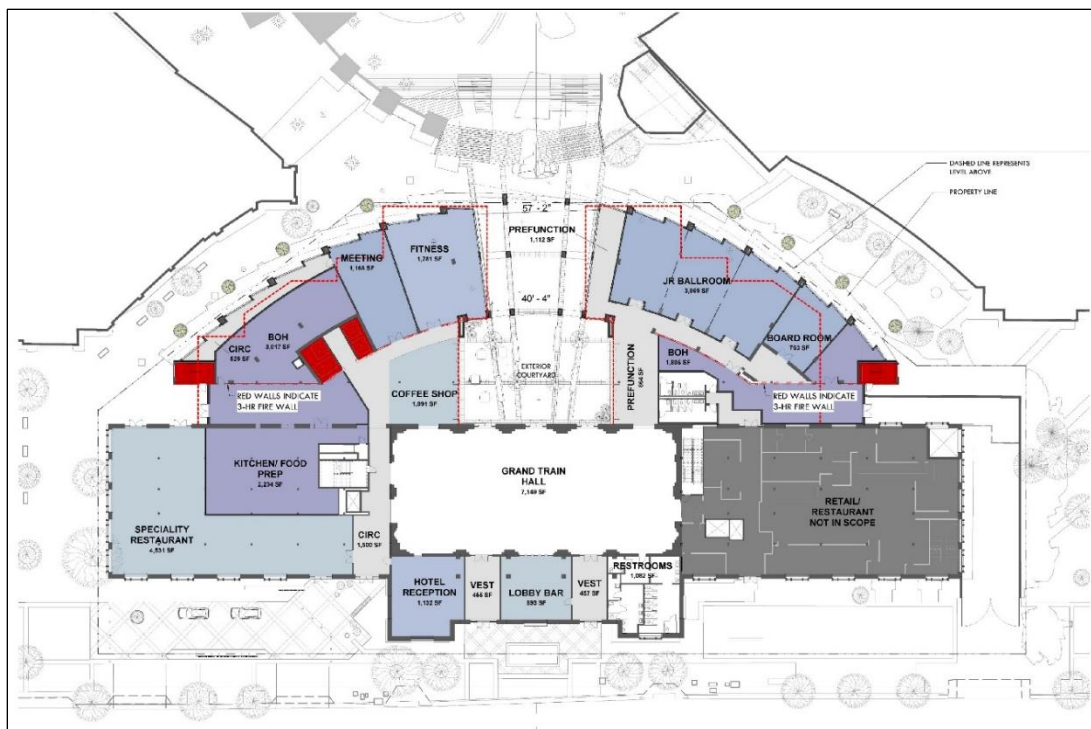
The Historic Landmark Commission approval of the hotel development on November 1, 2018, included four conditions.

1. *That approval of details of alterations other than those mentioned in condition 4 to the Union Pacific Station building is delegated to Staff.*
2. *That approval of details of the design of the new hotel and associated landscaping is delegated to Staff with exception of condition 4.*
3. *That all issues related to public use easements be addressed to staff,*
4. *That final canopy designs, exterior signage, West entries, and details of the Great Hall restoration be submitted for approval separate from this motion.*

The material presented by the developers with this Staff Memorandum addresses the third item covered by Condition 4, the 'West entries'. This is the public access portal through the new hotel building to and from the Grand Hall and the historic station focus and core of the hotel, linking with the Gateway Olympic Plaza to the west. The form and design of the new building was welcomed and praised by the Commission.

In relation to the 'West entries' one concern was expressed. This centered on maintaining future public access to the station building and encouraging that access and use in the form, design and the 'welcoming' character of the portal as the western gateway to, and public connection with, the historic station building and its Grand Hall.

Prompted by that discussion, the development team has reviewed the form and design of the west portal and has submitted the attached statement and a series of revised drawings, revisiting this issue and seeking approval from the Commission. This submission is summarized and reviewed in greater detail below.
Refer to Attachment C for the current revised application material.



SITE PLAN – CURRENT PROPOSAL & OUTLINE OF EXISTING BUILDINGS

Current Revised Information Relating to the West Portal

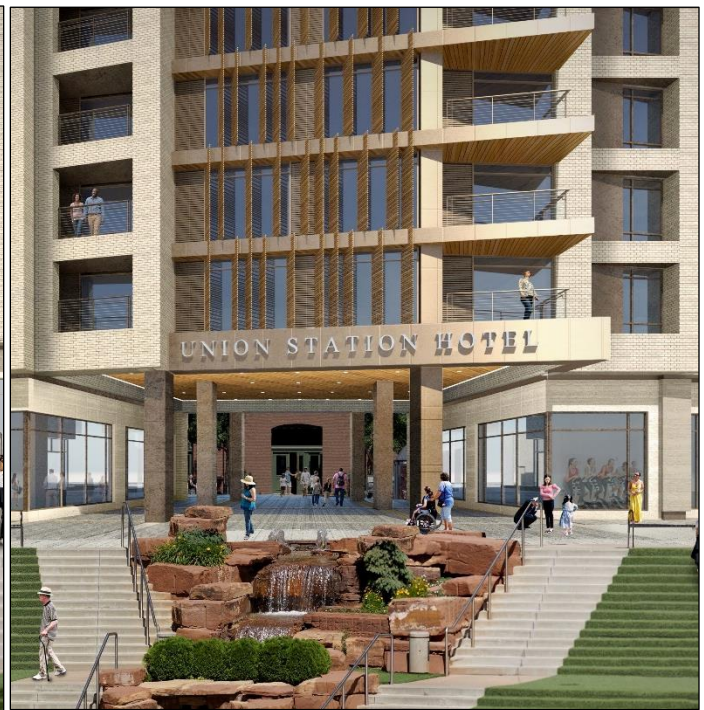
It should be noted that the hotel will be known as the Union Station Hotel, which now appears on the revised drawings. This additional and/or revised application material includes a series of drawings specifically addressing the western gateway or portal, and a supporting statement accompanied by a copy of the HLC Record of Decision confirming the conditions of approval. In summary the statement makes the following points.

- The Width of the West Portal: The portal is wider than the majority of the opening between the existing buildings framing the approach to the station.
- The Height of the West Portal: The soffit height of the portal has been increased and is now approximately 18 feet in height, providing a more generous sense of entry.
- Lighting within the West Portal: Additional design attention has been paid to the lighting of this area to enhance the public experience of the space, by day and by night.
- Lighting the West Façade of the Station: Proposals now include the architectural lighting of the west façade of the station, elevating its sense of visual presence and importance.
- Additional Height Options: The design team has explored increasing the height of the west portal and concluded that it had adverse impact upon:
 - The design composition of the west façade,
 - The intimacy of the interior court, and
 - The feasibility and viability of the development.

The drawings illustrate the floor plan sequence of the proposals for both buildings, including the relationship between the width of the openings framed by the current and proposed buildings. They also highlight the volume and scale of the portal and the future public and guest experience of the portal space, the courtyard and the west façade of the station building.



PREVIOUS



CURRENT

Considerations and Staff Evaluation of the Western Gateway or Portal

In reviewing the development proposals in the light of recent Commission discussion, and reviewing the revised and additional material from the Applicants, Staff would make the following observations.

Width

The west side of the portal or gateway is wider at approximately 57 feet than the space between the current single story buildings at approximately 40 feet, then tapers to approximately the same width as the current space. The future open hotel court between the two buildings would retain the dimensions of the current courtyard.

Focal Point

The tapering form, plan and paving of the west portal or gateway area is directly focused upon the central doorway and access to the Grand Hall of the station building. The western side of the portal and its converging paving pattern embrace virtually the entire width of the current stairs and associated water feature, with the form and paving drawing the public towards the central courtyard and the Union Pacific Station from the Gateway Olympic Plaza. Moving west from the Grand Hall and the interior court, the portal expands to take in the prospect of the Gateway Plaza. It should be noted that the current views of the west façade of the Union Pacific Station building are partially obscured by eight trees arranged in two rows.

Height

The soffit level of the west portal has been elevated between 1 and 2 feet, to approximately 18 feet in height. This should enhance the sense of space and volume beneath the hotel building, both in views and in physical approach. The portal would achieve views of the majority of the west façade of the station from around its mid-point. The soffit height of the hotel portal would equate closely with the cornice level inside the Grand Hall.

Portal Lighting

The soffit or ceiling of the portal as proposed would be clad in cedar and as redesigned would provide extensive downlight across the portal area, illuminating this area both by day and by night. The glass walls to either side are also likely to light the space. This combination should enhance the attractive character and welcoming nature of both the space and the approach to the central court and the station building.

Union Station Lighting

The design approach now includes proposals for the architectural lighting of the western façade of the Union Pacific Station building. This should elevate the visual presence and sense of importance of the building within and beyond the hotel courtyard in terms of the public approach to and through the building. It should also enhance the external lighting of the historic pictorial clerestory windows within the Grand Hall which is otherwise lost at night.

The New Hotel Building

The development team has acknowledged that the new building will obstruct or obscure views of the west façade of the station. They also recognize that the primary views of the Union Pacific Station are from the east, from South Temple and along 300 West. They also make a sound design case that the new hotel building will be a significant architectural addition to the immediate setting of the historic station building, the setting and character of the Gateway complex, and of the wider context.

The Union Pacific Station – The Identity of the New Union Station Hotel

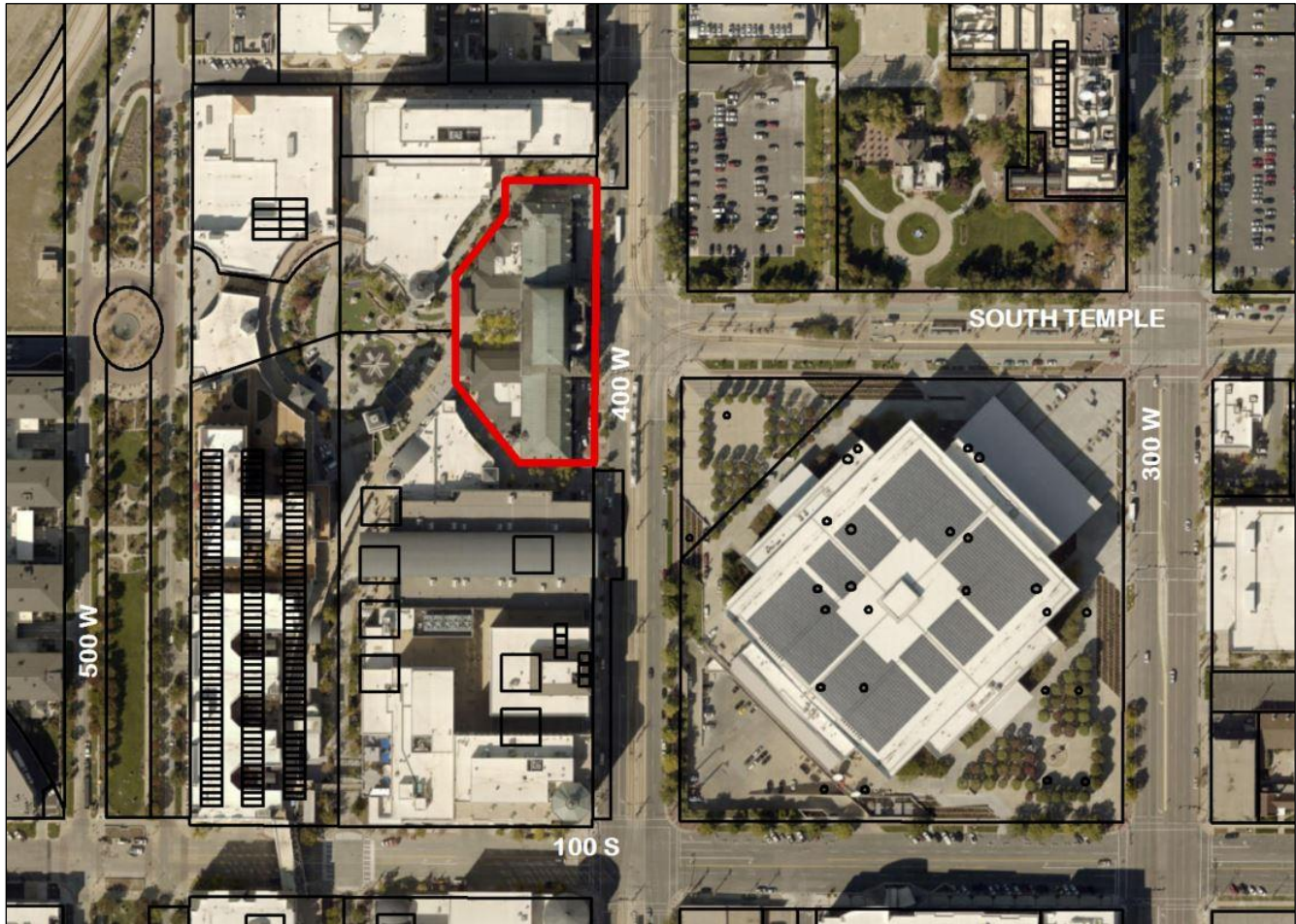
The case has also been made that at present the Union Pacific Station building, having lost its previous role and status, is under-visited, under-used and under-appreciated by the public. Adopted as the central focus and identity of the new hotel, with the proposed series of restaurant, bar and café uses and spaces which will depend upon public patronage, the building and in particular the Grand Hall will become a memorable experience for the public and hotel guest alike.

Staff would conclude that the additional design proposals and revisions should enhance both the sense of public welcome and the architectural experience of the historic Union Pacific Station building, helping to re-establish it as a center of economic, cultural, social and civic life in this part of the city.

ATTACHMENTS:

- A.** Location Plan & Development Description (previous Staff Report)
- B.** Photographs
- C.** Application Materials

ATTACHMENT A: LOCATION PLAN & DEVELOPMENT DESCRIPTION



The Union Pacific Hotel Development – Recap & Reminder

The following is taken directly from the description of the proposed development in the previous staff report as a basic recap and reminder of the design approach.

The proposed development is for a new eight story crescent shaped hotel building, situated immediately west of and linked with the Union Pacific Railroad Station building. The proposed hotel would adapt a major part of the interior of the station building, with the hotel lobby and supporting public amenities including restaurant and bar occupying the Grand Hall and associated spaces to the east and to the south of the hall. Above ground level, the upper two floors of the south wing of the building would accommodate hotel suites. The station section of the hotel would be linked to the new building to the west at ground floor level with single story café and function/meeting space. The latter, to the north and the south ends of the new hotel building, would frame an open court which would taper from the rear façade of the station building below the new hotel building to the Gateway retail area to the west, maintaining the public way through and easement from the Grand Hall. The new hotel would again link with the station building at second and third floor levels by two open bridges at either end of the building. Otherwise, the new hotel building steps away from the west façade of the station building by approximately 18/20 ft. at either end, with the concave side of the crescent shaped hotel building curving back to frame the open court between the two buildings. The ground level footprint of the new building generally reflects the area occupied by

the late 1990s single story additions to the west side of the station building. Effectively, the proposed development would echo the area of the existing station development with its later additions, with slight variation along its western edge.



As proposed, the Union Pacific Hotel would include 225 guestrooms, including 26 suites. The anticipated guestroom range currently specified is 210-225 keys, contingent upon final guest room size and mix. These would occupy seven floors of the new hotel building and the two upper floors of the south wing of the station building. Within the station building, the ground level hotel use would include the Grand Train Hall, lobby bar, hotel reception and restaurant, with board room and specialty bar on the upper level on the east side of the grand hall. The north wing of the station building does not fall within this Union Pacific Hotel proposal, and will remain in use as restaurant/bar and live music venue. Within the new hotel building, the ground level would include ballroom and associated function spaces, board room, meeting room, fitness room, coffee shop and back of house space. The hotel would use an existing service tunnel and spaces below the station building. Parking for the hotel would be allocated space within the underground parking facilities to the south within the Gateway complex. The building is also within a short walk of two Trax stations.

The Union Pacific Railroad Station

The Salt Lake Union Pacific Railroad Station was constructed between February 1908 and July 1909, and designed by D. J. Patterson. It provided joint services for the San Pedro, Los Angeles and Salt Lake Railroad and the Oregon Short Line with the opening of a more direct rail line to Los Angeles, avoiding the journey via Sacramento. The building is designed in French Renaissance style with the tall central section fronted by two towers on the east side. Construction used reinforced concrete faced with red brick, and on its east façade with a gray/buff sandstone first floor with red brick above. The building was designated a Salt Lake City Landmark Site in 1972 and was placed on the National Register of Historic Places in July 1975. The station building is noted in the nomination survey as an “imposing landmark in Salt Lake City” because of its formalism, grand scale and thoughtful detailing, and as “one of the outstanding architectural structures in Utah.” Although it has undergone some minor alterations, including the removal of some of its decorative cresting ironwork and a change in roof materials to copper, the essential historic integrity of the station remains intact. The 1975 National Register Nomination can be reviewed in Attachment A to the (November 1 2018 Staff Report).

ATTACHMENT B: PHOTOGRAPHS



400 WEST



FROM SOUTH TEMPLE



400 WEST



400 WEST



WEST FAÇADE & GATEWAY SETTING



SW CORNER





THE GRAND HALL





APPROACHING FROM THE WEST





APPROACHING FROM THE WEST





APPROACHING FROM THE WEST





CURRENT COURTYARD





ATTACHMENT C: APPLICATION MATERIALS

UNION STATION HOTEL – WEST PORTAL DESIGN

As requested by the attached Record of Decision relative to petition PLNHLC2018-00616 for the Construction of New Hotel Building, Major Addition for Union Pacific Railroad Station, attached is the final west portal design for the review and approval by the Historic Landmark Commission.

Since the conditional approval was granted, the project team evaluated several options to increase the size of the west portal with the following design revisions and conclusion:

- The proposed width of the west portal is equal and slightly larger than the existing opening between the non-historic structures as demonstrated on the attached exhibits.
- The project team was able to increase the portal height to approximately 18'-0" as demonstrated on the attached exhibits to create a more generous sense of entry without significant impact on the project feasibility.
- The proposed lighting design would further enhance the portal design by providing a safe and inviting experience at night as demonstrated on the attached night renderings.
- The proposed lighting design would highlight the west façade of the historic building to signify its importance and presence as demonstrated on the attached night renderings.
- The project team evaluated additional height increase of the portal which had a negative architectural impact on the overall composition of the west façade and intimacy of the interior courtyard. Additionally, any additional height would result in loss of guestroom keys and be technically infeasible.



DEPARTMENT of COMMUNITY & NEIGHBORHOODS
PLANNING DIVISION

JACKIE BISKUPSKI
MAYOR

NICK NORRIS
DIRECTOR

November 8, 2018

Emir Tursic
HKS Architects
90 South 400 West, Suite 110
Salt Lake City
UT 84101

Record of Decision for Petition PLNHLC2018-00616 Construction of Hotel Building, Major Addition to Salt Lake Union Pacific Railroad Station and Demolition of Non-Contributing Structures at approximately 2 South 400 West

Dear Mr. Tursic,

This letter is the Record of Decision relative to petition PLNHLC2018-00616 regarding a request for a Certificate of Appropriateness for Construction of New Hotel Building, Major Addition to Salt Lake Union Pacific Railroad Station and Demolition of Non-Contributing Structures at approximately 2 South 400 West.

On November 1, 2018, the Historic Landmark Commission approved the Construction of Hotel Building, Major Addition to Salt Lake Union Pacific Railroad Station and Demolition of Non-Contributing Structures, with three conditions. The Salt Lake City Historic Landmark Commission made a decision to approve the application with the following draft motion.

Commissioner Richardson stated, based on the analysis and findings listed in this staff report, testimony and the proposal presented, I move that the Commission approve the application PLNHLC2018-00616 Construction of Hotel Building, Major Addition to Salt Lake Union Pacific Railroad Station and Demolition of Non-Contributing Structures at approximately 2 South 400 West with the following conditions:

- 1. That approval of details of alterations other than those mentioned in condition 4 to the Union Pacific Station building is delegated to Staff.*
- 2. That approval of details of the design of the new hotel and associated landscaping is delegated to Staff with exception of condition 4.*
- 3. That all issues related to public use easements be addressed to staff,*
- 4. That final canopy designs, exterior signage, West entries, and details of the Great Hall restoration be submitted for approval separate from this motion.*

Commissioners Svendsen, Hyde, Shepherd, Richardson, and Stowell voted "Aye". The motion passed unanimously.

The decision of the Historic Landmark Commission was based on the information contained in the staff report, information provided by you, testimony from the public, and the discussion of the Historic Landmark Commission. Copies of this information may be accessed at: <https://www.slc.gov/boards/historic-landmark-commission-agendas-minutes/>

The decision considers the general purpose of the zoning ordinance as well as the purpose of the zoning districts where the proposal is located. The purpose of the Historic Preservation Overlay district is as follows:

1. Provide the means to protect and preserve areas of the city and individual structures and sites having historic, architectural or cultural significance;
2. Encourage new development, redevelopment and the subdivision of lots in historic districts that is compatible with the character of existing development of historic districts or individual landmarks;
3. Abate the destruction and demolition of historic structures;
4. Implement adopted plans of the city related to historic preservation;
5. Foster civic pride in the history of Salt Lake City;
6. Protect and enhance the attraction of the city's historic landmarks and districts for tourists and visitors;
7. Foster economic development consistent with historic preservation; and

This Record of Decision is provided to you indicating the date, the action taken, the pertinent appeal periods, and to what body an appeal can be made.

Appeal by the Applicant

There is a 30-day period in which the applicant may appeal the Historic Landmark Commission's decision. The applicant has the option of appealing to either the Appeals Hearing Officer **or** to the Mayor, who serves as Salt Lake City's historic preservation appeal authority. Any appeal by the applicant, including the filing fee, must be filed by the close of business on December 8, 2018.

Appeal by an Affected Party

There is a 10-day appeal period in which any affected party can appeal the Historic Landmark Commission's decision to the city's Appeals Hearing Officer. This appeal period is required in the City's Zoning Ordinance and allows time for any affected party to protest the approval, if they so choose. Any appeal, including the filing fee, must be filed by the close of business on November 20, 2018.

The minutes of the Historic Landmark Commission meeting are tentatively scheduled to be adopted on December 6, 2018. Copies of the adopted minutes will be posted on the Planning Division's website the day after they are adopted at <https://www.slc.gov/boards/historic-landmark-commission-agendas-minutes/>

If you have any questions, please contact at (801) 535-7758 or carl.leith@slcgov.com.

Sincerely,



Carl Leith
Senior Planner – Historic Preservation

HEET NO.

A1.00



OWNER
VESTAR GATEWAY, LLC
2425 E CAMELBACK RD, SUITE 750
PHOENIX, AZ 85016

DEVELOPER
ATHENS HOTEL DEVELOPMENT, LLC
2200 E CAMELBACK RD # 220
PHOENIX, AZ 85016

ARCHITECT
HKS ARCHITECTS, INC.
90 SOUTH 400 WEST, SUITE 110
SALT LAKE CITY, UT 84101

CIVIL ENGINEER
GREAT BASIN ENGINEERING
5746 SOUTH 1475 EAST
OGDEN, UTAH 84403

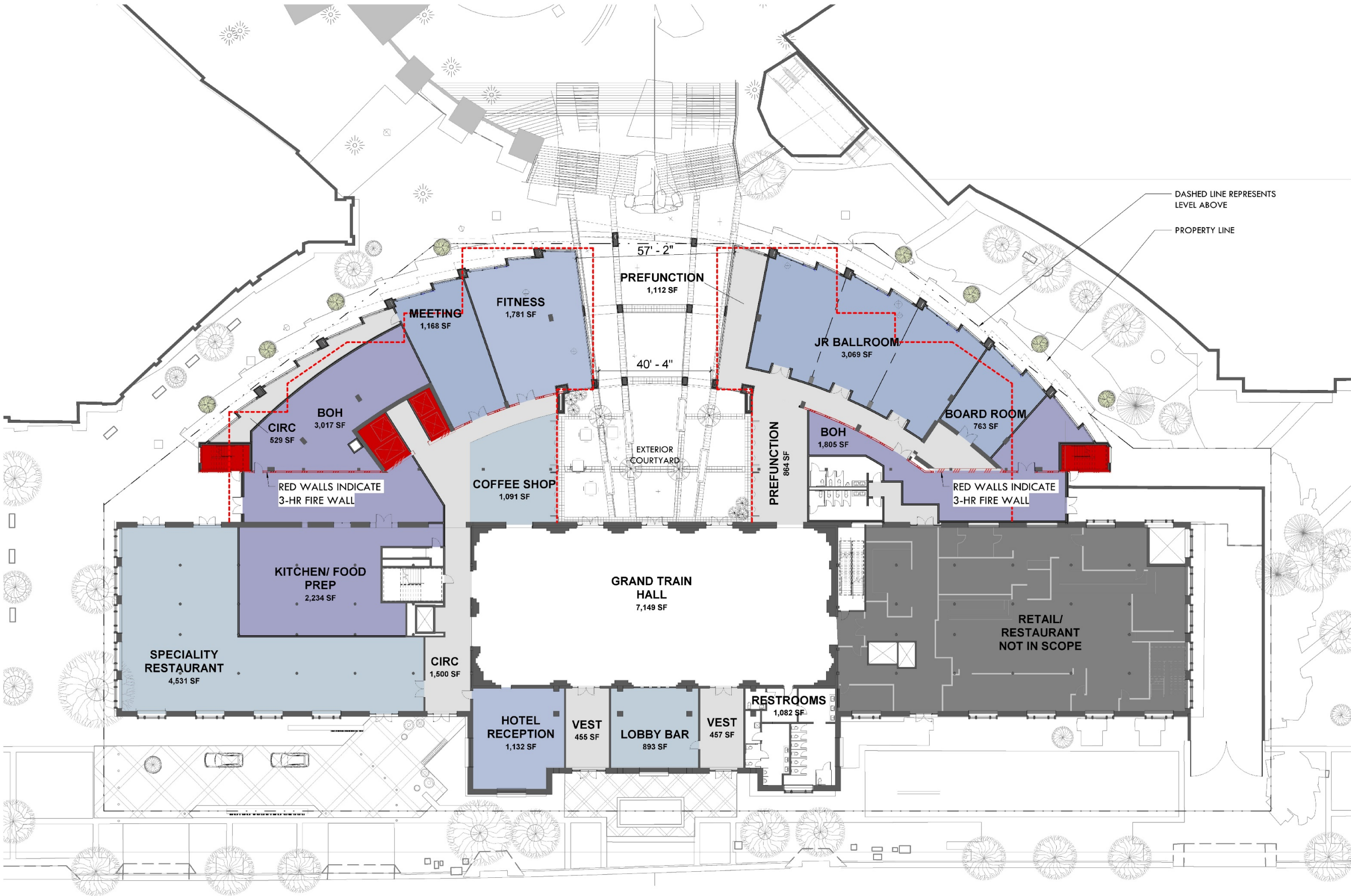
LANDSCAPE ARCHITECT
MGB+A THE GRASSLI GROUP
145 WEST 200 SOUTH
SALT LAKE CITY, UTAH 84101

UNION STATION HOTEL
The Athens Group

REVISION NO.	DESCRIPTION	DATE

HKS PROJECT NUMBER
21578.000
DATE
08/06/2018
ISSUE
CBSD/PD
SUBMITTAL
SHEET TITLE
GROUND LEVEL

SHEET NO.
A2.01



01 GROUND LEVEL
1/16" = 1'-0"

0' 8' 16' 32'

PLOT DATE: 8/6/2018 8:24:27 AM
TEMPLATE VERSION: 3.0.0.20170623

OWNER
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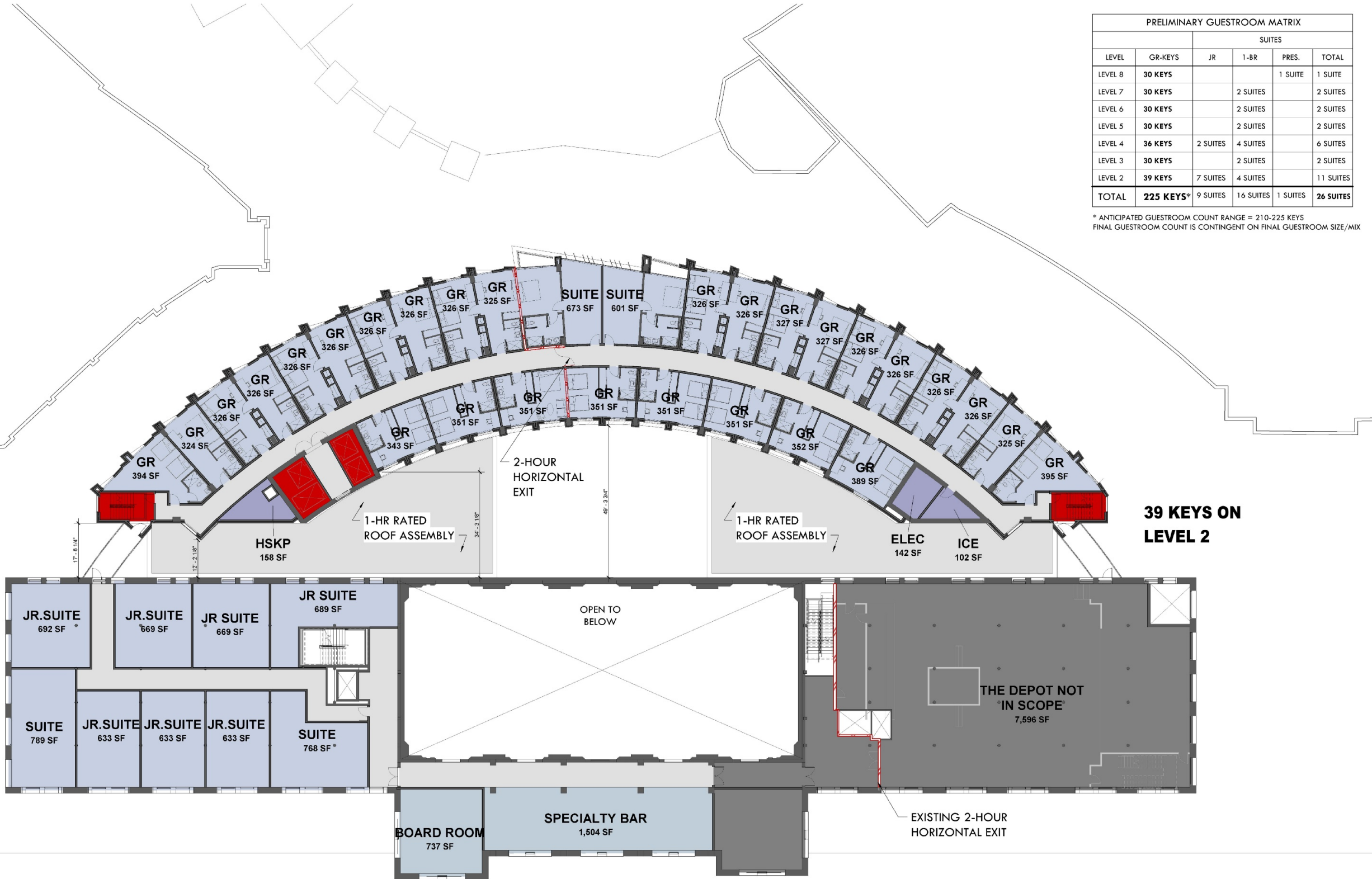
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PRELIMINARY GUESTROOM MATRIX					
LEVEL	GR-KEYS	SUITES			
		JR	1-BR	PRES.	TOTAL
LEVEL 8	30 KEYS			1 SUITE	1 SUITE
LEVEL 7	30 KEYS		2 SUITES		2 SUITES
LEVEL 6	30 KEYS		2 SUITES		2 SUITES
LEVEL 5	30 KEYS		2 SUITES		2 SUITES
LEVEL 4	36 KEYS	2 SUITES	4 SUITES		6 SUITES
LEVEL 3	30 KEYS		2 SUITES		2 SUITES
LEVEL 2	39 KEYS	7 SUITES	4 SUITES		11 SUITES
TOTAL	225 KEYS*	9 SUITES	16 SUITES	1 SUITES	26 SUITES

* ANTICIPATED GUESTROOM COUNT RANGE = 210-225 KEYS
FINAL GUESTROOM COUNT IS CONTINGENT ON FINAL GUESTROOM SIZE/MIX



UNION STATION HOTEL
The Athens Group

REVISION NO.	DESCRIPTION	DATE

HKS PROJECT NUMBER
21578.000
DATE
08/06/2018
ISSUE
CBSD/PD SUBMITTAL
SHEET TITLE
LEVEL 2

SHEET NO.
A2.02



01 LEVEL 2
1/16" = 1'-0"



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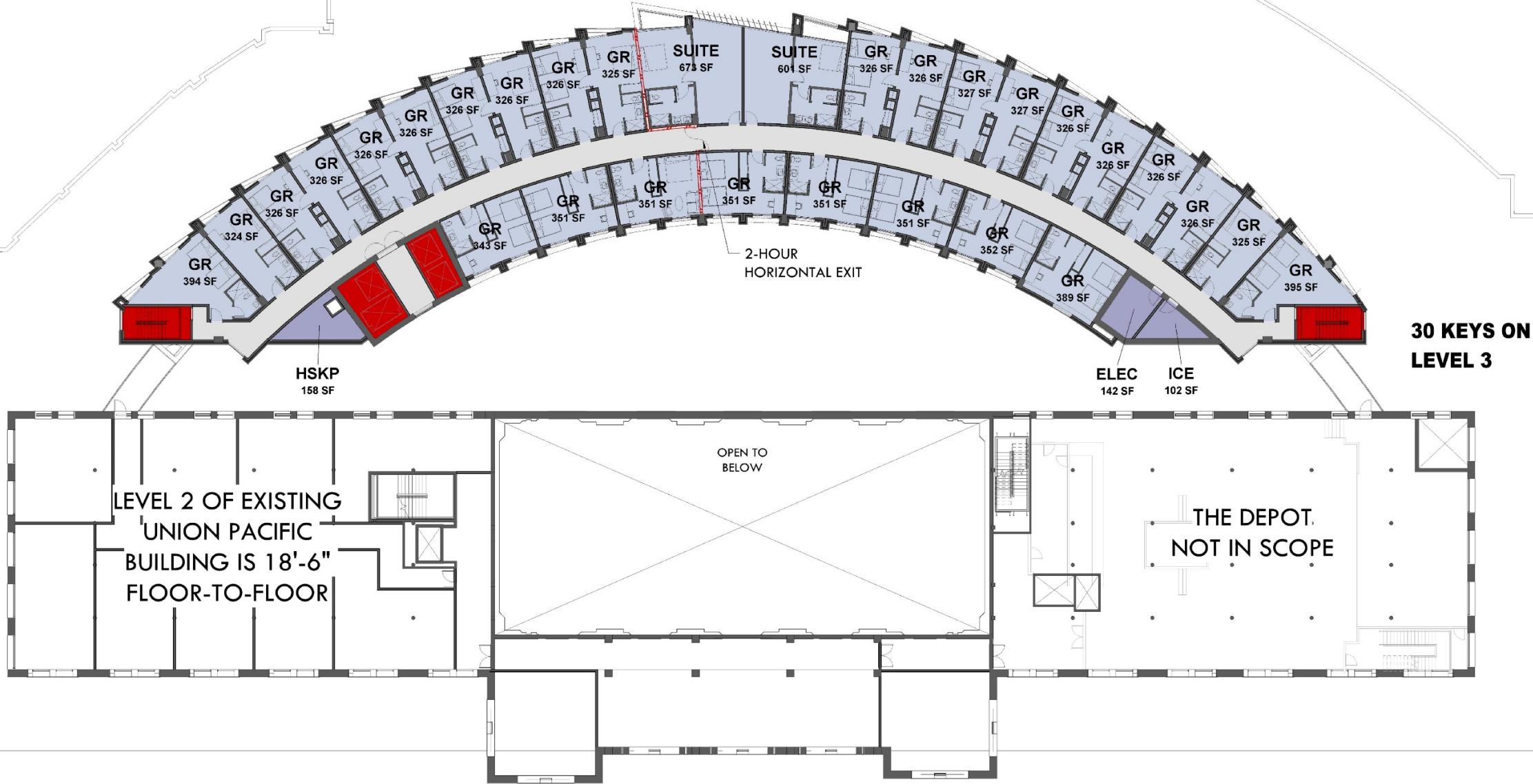
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30 KEYS ON
LEVEL 3

UNION STATION HOTEL
The Athens Group

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21578.000
DATE
08/06/2018
ISSUE
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SUBMITTAL
SHEET TITLE
LEVEL 3

SHEET NO.

A2.03



01 LEVEL 3
1/16" = 1'-0"



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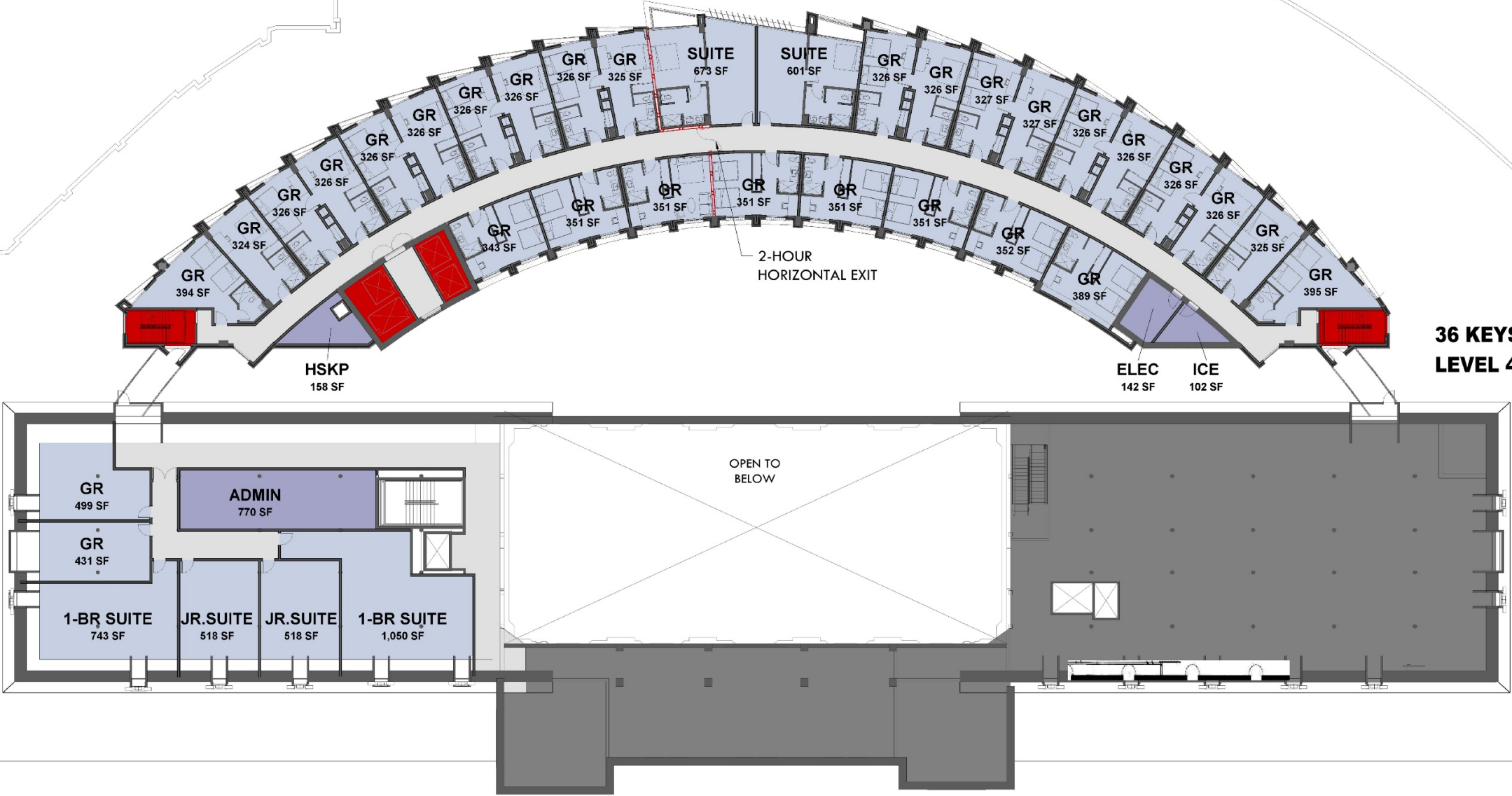
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HKS PROJECT NUMBER
21578.000

DATE
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ISSUE
CBSD/PD

SUBMITTAL

SHEET TITLE
LEVEL 4

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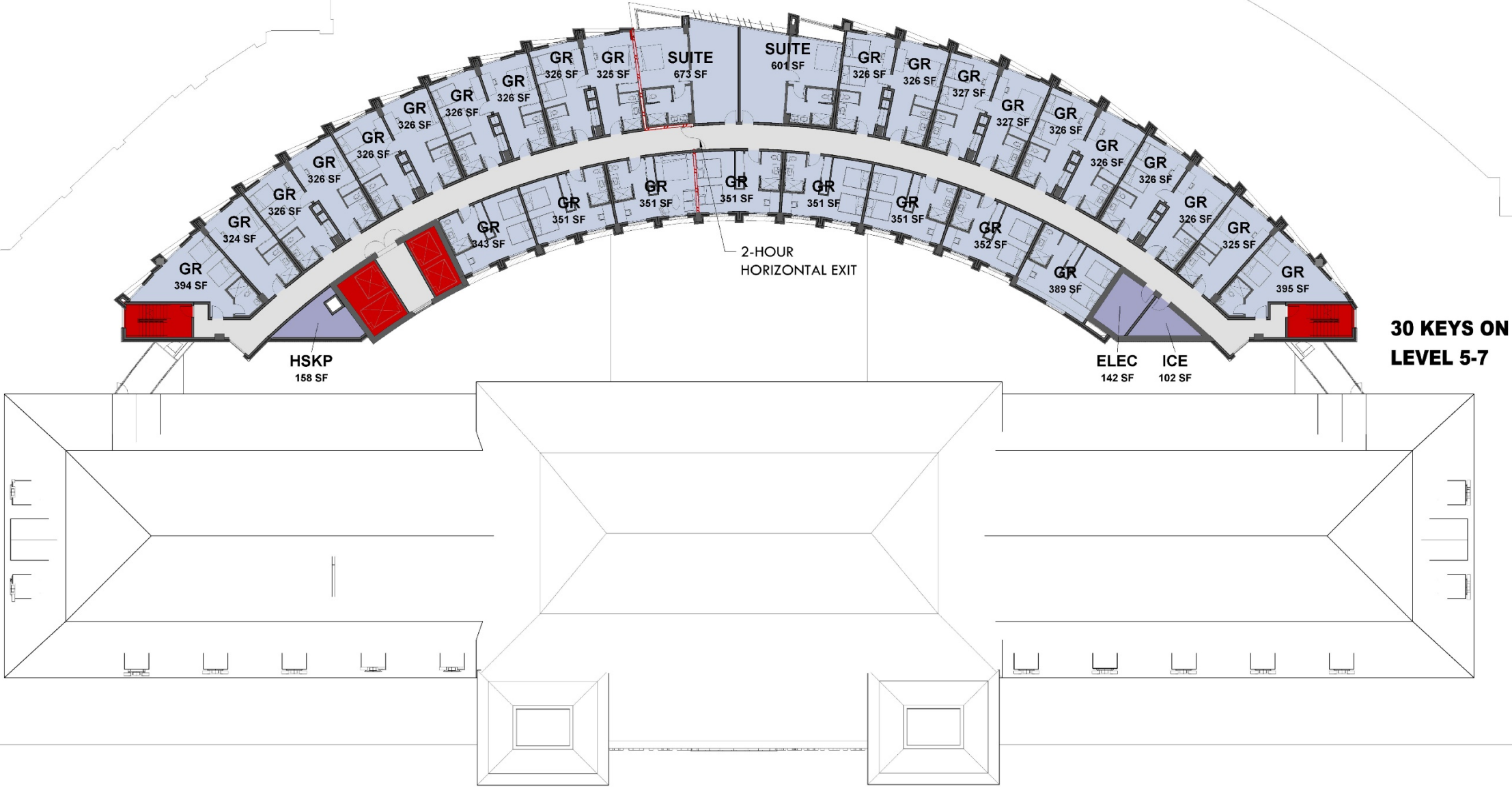
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30 KEYS ON
LEVEL 5-7

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The Athens Group

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21578.000

DATE
08/06/2018

ISSUE
CBSD/PD

SUBMITTAL

SHEET TITLE
LEVELS 5, 6, 7

SHEET NO.
A2.05

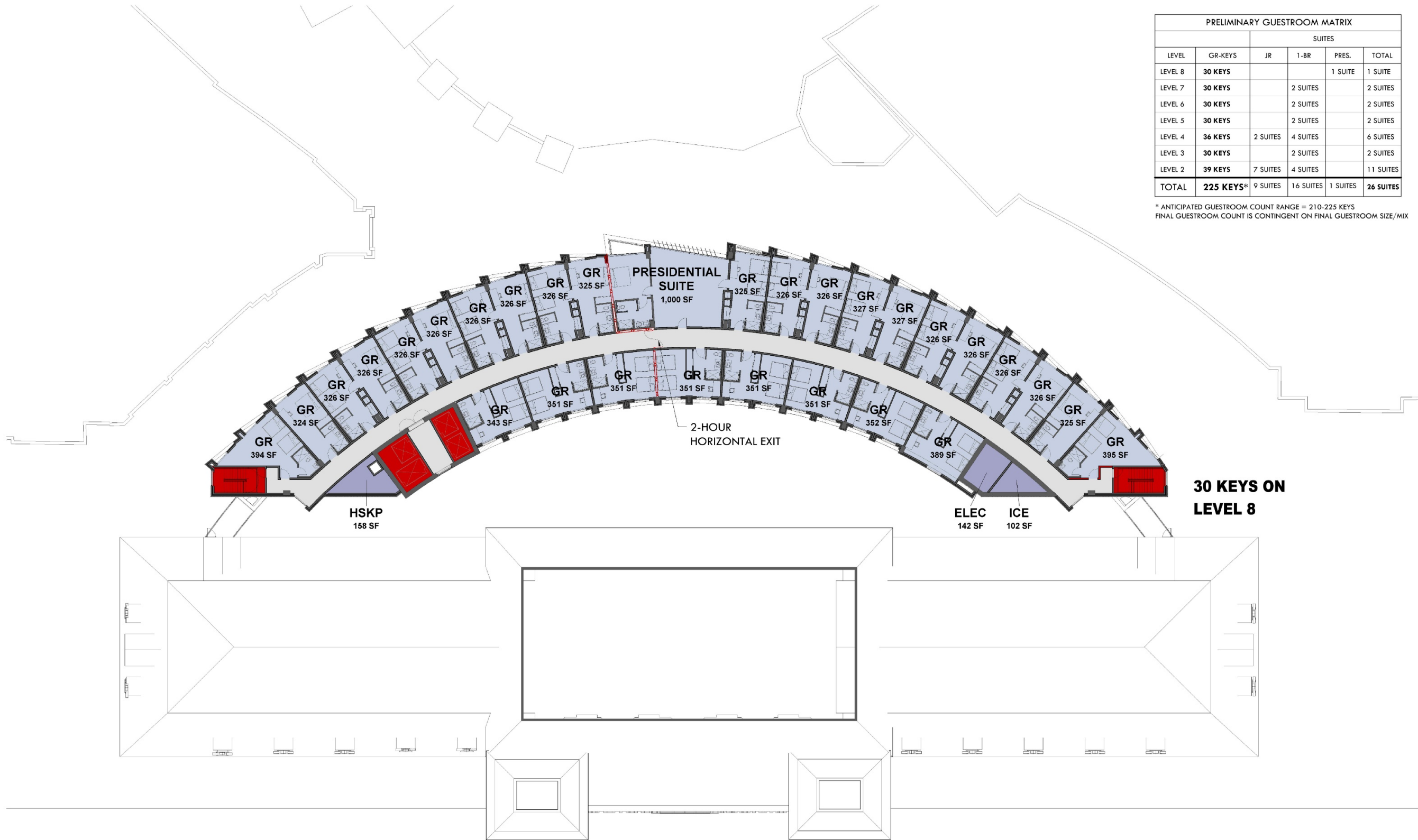


01 LEVELS 5, 6, 7
1/16" = 1'-0"



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LEVEL 5	30 KEYS		2 SUITES		2 SUITES
LEVEL 4	36 KEYS	2 SUITES	4 SUITES		6 SUITES
LEVEL 3	30 KEYS		2 SUITES		2 SUITES
LEVEL 2	39 KEYS	7 SUITES	4 SUITES		11 SUITES
TOTAL	225 KEYS*	9 SUITES	16 SUITES	1 SUITES	26 SUITES

* ANTICIPATED GUESTROOM COUNT RANGE = 210-225 KEYS
FINAL GUESTROOM COUNT IS CONTINGENT ON FINAL GUESTROOM SIZE/MIX



30 KEYS ON LEVEL 8

UNION STATION HOTEL
The Athens Group

[illegible]

BOOKS PROJECT NUMBER
21578.000

DATE
08/06/2018

ISSUE
CBSD/PD

SUBMITTAL

SHEET TITLE
LEVEL 8

HEET NO.

A2.08



WEST PORTAL DESIGN



UNION STATION HOTEL



Initial Rendering

UNION STATION HOTEL

OWNER
VESTAR GATEWAY, LLC
2425 E CAMELBACK RD, SUITE 750
PHOENIX, AZ 85016

DEVELOPER
ATHENS HOTEL DEVELOPMENT, LLC
2200 E CAMELBACK RD # 220
PHOENIX, AZ 85016

ARCHITECT
HKS ARCHITECTS, INC.
90 SOUTH 400 WEST, SUITE 110
SALT LAKE CITY, UT 84101

CIVIL ENGINEER
GREAT BASIN ENGINEERING
5746 SOUTH 1475 EAST
OGDEN, UTAH 84403

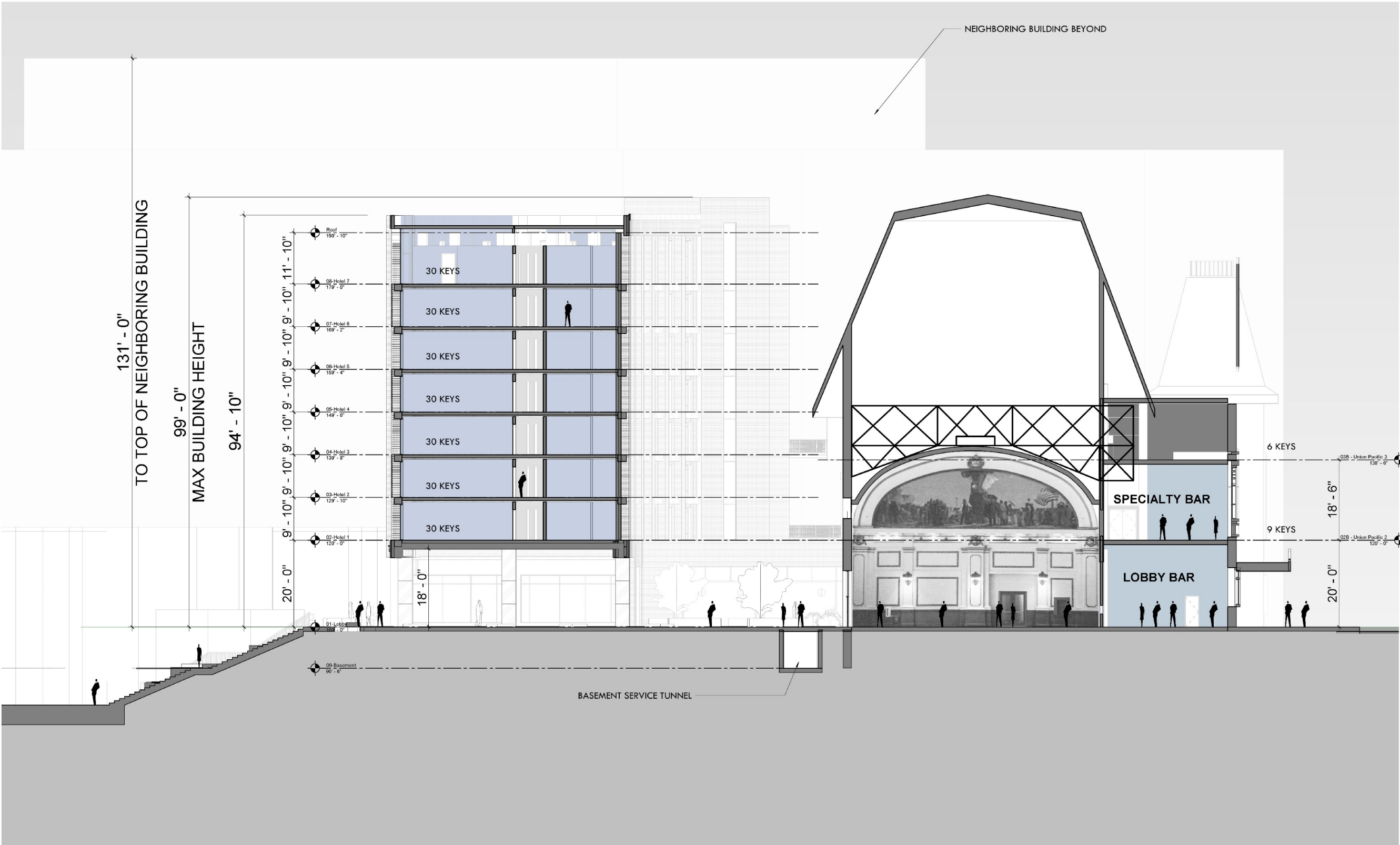
LANDSCAPE ARCHITECT
MGB+A THE GRASSLI GROUP
145 WEST 200 SOUTH
SALT LAKE CITY, UTAH 84101

UNION STATION HOTEL
The Athens Group

REVISION NO.	DESCRIPTION	DATE

HKS PROJECT NUMBER
21578.000
DATE
08/06/2018
ISSUE
CBSD/PD
SUBMITTAL
SHEET TITLE
BUILDING SECTION

SHEET NO.
A6.00



01 BUILDING SECTION - EAST WEST
3/32" = 1'-0"



Updated Rendering

UNION STATION HOTEL



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Updated Rendering

UNION STATION HOTEL



Updated Night Rendering

UNION STATION HOTEL



UNION STATION HOTEL