

CITY OF SAN JOSÉ, CALIFORNIA
Department of Planning, Building and Code Enforcement
200 E. Santa Clara Street
San José, California 95113-7905

Hearing Date/Agenda Number
H.L.C. 7/11/07 Item No.: 5.a

File Number
PDC06-094

Application Type
Planned Development Rezoning

Council District SNI
6 NA

Planning Area
Central

Assessor's Parcel Number(s)
261-01-054; -053; -052; -051; -050; -086; -049; -085;
-043; -042; -041; -040; -039

STAFF REPORT

PROJECT DESCRIPTION

Completed by: Lesley Xavier

Location: Southwest corner of Stockton Avenue and Cinnabar Street

Gross Acreage: 4.4

Net Acreage: 4.4

Net Density: 56.3 DU/AC

Existing Zoning: LI Light Industrial

Existing Uses: 11 industrial buildings with paved parking areas

Proposed Zoning: A(PD) Planned Development

Proposed Use: 250 single-family attached residential units

GENERAL PLAN

Completed by: LX

Existing Land Use/Transportation Diagram Designations

Residential Support for the Core Area (25+ DU/AC) and No
Underlying Designation with Mixed Use Overlay

Project Conformance:

Yes No

See Analysis and Recommendations

SURROUNDING LAND USES AND ZONING

Completed by: LX

North: Multi-Family Residential (Cinnabar Commons)

A (PD) Planned Development

East: PG&E Maintenance and Service Facility

HI Heavy Industrial

South: Industrial and office uses

LI Light Industrial

West: Industrial and office uses

LI Light Industrial

ENVIRONMENTAL STATUS

Completed by: LX

Environmental Impact Report found complete

Negative Declaration circulated on June 28, 2007

Negative Declaration adopted on

Exempt

Environmental Review Incomplete

FILE HISTORY

Completed by: LX

Annexation Title: College Park/Burbank Sunol

Date: 12/08/1925

PLANNING DEPARTMENT RECOMMENDATIONS AND ACTION

Recommend Approval

Recommend Approval with Conditions

Recommend Denial

Date _____

Approved by: _____

CURRENT OWNER	DEVELOPER	ARCHITECT
381 Stockton LLC 381 Stockton Avenue San Jose, CA 95126	Morrison Park Homes, LLC 2500 S. El Camino Real San Mateo, CA 94403	MBH Architects 1115 Atlantic Avenue Alameda, CA 94501

PUBLIC AGENCY COMMENTS RECEIVED

Completed by: LX

- None.

Other Departments and Agencies

- None.

GENERAL CORRESPONDENCE

- None.

ANALYSIS AND RECOMMENDATIONS

BACKGROUND

The applicant, Morrison Park Homes, LLC, is proposing a Planned Development Rezoning on a 4.4 gross acre site located at the southwest corner of Stockton Avenue and Cinnabar Street, to allow the development of up to 250 single-family attached residential units. The subject site is surrounded by a multi-family residential development (Cinnabar Commons) to the north, a PG&E Maintenance and Service Facility to the east, industrial and office uses to the south and west.

The proposed Rezoning would allow for the demolition of all 11 industrial buildings on the site and in its place construct 250 single-family attached residences. The demolition of the buildings is discussed in more detail below in the “Historic Resources Description” section of this report.

ENVIRONMENTAL REVIEW

An Initial Study was prepared for this project and the Director of Planning, Building, and Code Enforcement circulated a Mitigated Negative Declaration for public review on June 28, 2007, which ends its circulation period on July 18, 2007. The primary issues that were addressed in the environmental review included the project’s potential impacts on, air quality, biological resources, cultural/historic resources, hazards and hazardous materials, hydrology and water quality, and noise. The project includes mitigation measures that will reduce any potentially significant project impacts to a less-than-significant level.

A more comprehensive accounting of the environmental mitigation measures required as part of this project can be found in the project’s Mitigated Negative Declaration (attached to this report). The full text of the Initial Study is available online at: <http://www.sanjoseca.gov/planning/eir/MND.htm>

GENERAL PLAN CONFORMANCE

Land Use/Transportation Diagram

The proposed project conforms to the *San Jose 2020 General Plan* Land Use/Transportation Diagram designation for the site of Residential Support for the Core Area (25 + DU/AC) and No Underlying Designation with Mixed Use Overlay.

The Residential Support for the Core Area (25+ DU/AC) land use designation is intended for high-density residential use in and near the Downtown Core Area. This designation permits development with commercial uses on the first two floors, with residential use on upper floors, as well as wholly residential projects. Development within this category is intended to expand the potential for residential development in close proximity to central area jobs, and to create new consumer markets in the Downtown area. The proposed project is a wholly residential project at 56.3 DU/AC and located just west of the Downtown Core Area, and is therefore in conformance with the Residential Support for the Core Area (25+ DU/AC) land use designation.

The parameters for development under the No Underlying Designation with Mixed Use Overlay land use designation are shown in Appendix F - Mixed Use Inventory of the General Plan. The subject site is within the MU #10 boundary, which is generally bounded by Stockton Avenue, Cinnabar Street, and West Julian Street. The MU #10 development parameters are (1) a use mix of Residential Support for the Core Area (25+ DU/AC) up to 230 dwelling units and (2) General Commercial up to 58,000 sq. ft. A minimum of two uses must be combined to use this designation with no use occupying less than 10% of the site area or less than 10% of the total building square footage proposed. The uses to be combined must be described in terms consistent with the Land Use/Transportation Diagram designations listed above. Approximately 1.31 acres of the subject site is designated as MU#10. The project proposes to develop 60 units within this area, which leaves 170 units left to be developed within the remaining area designated as MU#10. The remaining 2.76 acres of the MU#10 area is currently developed with commercial uses. Therefore the proposed project is in conformance with the development parameters of the MU#10 - No Underlying Designation with Mixed Use Overlay land use designation.

Urban Conservation/Preservation Major Strategy

The San Jose 2020 General Plan Urban Conservation/Preservation Major Strategy states that at a strategic level, preservation activities contribute visual evidence to a sense of community that grows out of the roots of San Jose's past. As a subset of that strategy, the Historic, Archaeological and Cultural Resources (HACR) Goal includes preservation of historically and archaeologically structures of varying significance in order to promote a greater sense of historic awareness and community identity, and to enhance the quality of urban living. The preservation of historic structures identified as Structures of Merit is addressed in the following HACR Policies:

- Policy No. 1 Because historically or archaeologically significant sites, structures and districts are irreplaceable resources, their preservation should be a key consideration in the development review process.

- Policy No. 3 An inventory of historically and/or architecturally significant structures should be maintained and periodically updated in order to promote awareness of these community resources.

Policy No. 4 Areas with a concentration of historically and/or architecturally significant sites or structures should be considered for preservation through the creation of Historic Preservation Districts.

The City identifies historic resources through survey work, either independently funded surveys of thematic or geographic areas, or a survey of individual properties required as part of development review. As a firmly rated Structure of Merit (52.28), Building 5 (381 Stockton Avenue) has been referred to the Historic Landmarks Commission for consideration in the development review process in conformance with HACR Policy No. 1 and 3, for a recommendation regarding the disposition of the historic resource within the City's Inventory, to the decision making body.

HISTORIC RESOURCES DESCRIPTION

A historic report, entitled "Morrison Park EIR San Jose, California, Technical Report – Historic Resources Evaluation," has been completed by Carey & Co. Inc Architecture. The Historic Report, which includes the State of California Department of Parks & Recreation evaluation forms, and associated City of San Jose tally sheets, is attached to this report for your review and comment.

The Historic Report concluded that while none of the 11 buildings are eligible for the National Register of Historic Places or the California Register of Historic Resources, the former Richmond-Chase Cannery building located at 381 Stockton Avenue, referred to as "Building 5" in the Historic Report, appears eligible for listing as a Structure of Merit on the City of San Jose Historic Resources Inventory. Building 5 is significant for its association with San Jose's canning industry, as well as, for its association with Edmund Nutting Richmond and Elmer E. Chase, both of whom were important figures in early 20th Century San Jose and were the founders of the Richmond-Chase Company. Building 5 was a part of the much larger canning operation, and listed on the Sanborn Maps and in City Directories as a canned fruit warehouse and a garage.

Historic Preservation

The primary issue for the Historic Landmarks Commission regarding this project is historic preservation. The project proposes the demolition of all 11 structures on the site, of which, 381 Stockton Avenue, Building 5, is eligible for designation as a "Structure of Merit" on the City of San Jose Historic Resources Inventory. According to the Historic Report, the subject site lies in an area historically populated by fruit and vegetable canneries, and Building 5 was formerly part of a large cannery operation. Judging from present-day photographs, nothing remains of the Richmond-Chase plants or the main office located at 817 The Alameda.

While the project does not propose to demolish structures that have been determined to be Historic Resources under CEQA, it does propose to demolish Building 5, which qualifies for listing on the Historic Resources Inventory as a Structure of Merit. Building 5 received a score of 58.28 using the City of San Jose's Evaluation Tally Sheet. The City has a threshold of 67 points for qualification as an individual City Landmark structure. Building 5 is historically significant because it was one of the oldest and largest cannery operations in San Jose and the founders and owners of the cannery are persons of secondary importance. The integrity of Building 5 is good. The building is clearly a warehouse structure and with the exception of new windows, the changes made to the building appear to be easily removable. The building has retained integrity of location, feeling, and association. However, the integrity of the buildings setting has been compromised by the removal of the Richmond-Chase plant that was located at 380 Stockton Avenue.

Included in the proposed project are measures to address the loss of the building that is eligible to be categorized as a "Structure of Merit". The proposed measures below will lessen the loss of local history and preserve historical information.

- **Documentation.** The project sponsor could undertake documentation of the exterior and interior of Building 5 and its setting prior to the building's demolition. This documentation could include photography (preferably large-format) and drawings (preferably full-measured), as well as, an historical overview of the building's relationship to early canneries in the San Jose area. To endure its public accessibility, this documentation could be filtered with History San Jose and with the California Room of the Dr. Martin Luther King, Jr. Library in San Jose.
- **Relocation.** The project could explore the financial and structural feasibility of stabilizing and relocation Building 5 to another site. Such a site would preferably be appropriate to the building's historic setting and general environment.
- **Salvage.** The project sponsor could also consult with History San Jose, the Preservation Action Council of San Jose, and the Historic Landmarks Commission regarding the salvage of materials from Building 5 for public information or for reuse in other locations.
- **Commemoration.** The project sponsor could, with the assistance of History San Jose or other professionals experienced in creating historical exhibits, incorporate into the publicly accessible portion of any subsequent development on the site a wall display featuring historic photos of the Richmond Chase Company and a description of the historical significance of the canning industry to the development of San Jose.

COMMUNITY OUTREACH

The project was presented at a Community Meeting on November 27, 2006 in order to discuss the proposed project and solicit feedback from the community. Those in attendance were generally supportive of the proposed project. However there were some specific concerns, which included making sure the project was designed with adequate parking because on-street parking is limited especially during a Sharks game, that the project will not significantly shade the adjacent single-family homes, and that podium buildings are designed to be aesthetically pleasing on the street.

This Staff Report has been available on the Planning Divisions web site, and staff has been available to discuss the project with interested members of the public.

RECOMMENDATION

Planning Staff recommends that in conformance with the San Jose 2020 General Plan Urban Conservation/Preservation Major Strategy, the Historic Landmarks Commission (HLC), authorized to maintain the Historic Resources Inventory, make recommendations to the Director of Planning, Planning Commission, and City Council regarding the disposition of the identified Structure of Merit located on the existing site.

Should the HLC support the preservation of the identified Structures of Merit, recommend project alternatives that include some or all of the following:

1. Rehabilitation and reuse of the Structure of Merit
2. Listing the Structure of Merit on the Historic Resources Inventory
3. Integrating the Structure into the project at a scale that is compatible with the existing neighborhood

Should the HLC accept the demolition of the identified Structure of Merit as part of the proposed project, recommend some or all of the following project conditions identified in the Mitigated Negative Declaration as Standard Measures to address the loss of a Historic Resource qualifying as a Structure of Merit:

1. Advertise the identified Structure of Merit for relocation;
2. Advertise the identified Structure of Merit for salvage to salvage companies facilitating the reuse of historic building materials; and
3. Submit archival (non-HABS) level photographic documentation for the identified Structure of Merit, to the Historic Preservation Officer for archival storage at History San Jose library.

Attachments: Maps, Historic Report

Pbce001/Implementation/Planning Files/ Zonings/ 2006/PDC06-094.HLC SR