

**REPORT TO THE
CITY COUNCIL**
City of Salinas, California

DATE: May 17, 2016

FROM: Megan Hunter
Community Development Director

THROUGH: Courtney Grossman
Planning Manager

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SUBJECT: **GENERAL PLAN AMENDMENT 2015-001, REZONE 2015-001, RESUBDIVISION 2015-002, AND SITE PLAN REVIEW 2016-003; A REQUEST TO CHANGE THE GENERAL PLAN LAND USE DESIGNATION, THE ZONING DISTRICT BOUNDARIES, AND CREATE AN APPROXIMATE 7,270 SQUARE-FOOT LOT (.1669-ACRES) CONTAINING AN EXISTING APPROXIMATE 7,500 SQUARE-FOOT TWO-STORY STRUCTURE LOCATED AT 210 SALINAS STREET IN THE “PUBLIC/SEMIPUBLIC – CENTRAL CITY OVERLAY – DOWNTOWN CORE OVERLAY AREA” (PS-CC-DC)**

RECOMMENDATION:

It is recommended that the City Council:

- a) Adopt a Resolution adopting a Mitigated Negative Declaration;
- b) Adopt a Resolution approving General Plan Amendment 2015-001 to change the General Plan designation for a proposed approximate 7,270 square-foot lot (.1669) located at 210 Salinas Street;
- c) Introduce an Ordinance, for adoption at the June 14, 2016 Council meeting, to change the Zoning designation for the same aforementioned property (Rezone 2015-001); and
- d) Adopt a Resolution approving Resubdivision 2015-002 for a Parcel Map to create a 7,270 square-foot lot.

The related Site Plan Review would be subsequently processed administratively and requires no action on the part of the City Council.

DISCUSSION:

BACKGROUND

The project site is currently owned by the City of Salinas. On March 17, 2015, the City Council approved Resolution No. 20718, which authorized the sale of the Old Firehouse Building located at

210 Salinas Street to Taylor Fresh Foods Incorporated (see attached Initial Study for additional background information).

The property is located in the Public/Semipublic – Central City Overlay – Downtown Core Overlay Area District (PS-CC-DC) and is currently a vacant approximately 7,500 square-foot two-story structure, which served as the main fire station for the City of Salinas until at least the 1960’s. The former fire station was constructed in 1927 with an addition constructed on the north side of the building prior to 1936 and another on the south side between 1936 and 1949. The original structure is a central two-story building containing three large arches which denote garage space for the fire trucks. Taylor Fresh Foods Incorporated is proposing to use the structure for commercial uses (e.g., restaurants, offices, retail sales, innovation/technology center, financial services, personal services, personal improvement services, etc.).

In order to allow for the sale of the Old Firehouse Building site from the City of Salinas to Taylor Fresh Foods Incorporated, the following three (3) related applications will need to be considered and approved by the City Council:

1. General Plan Amendment 2015-001, to change the General Plan designation of a proposed approximate 7,270 square-foot lot (.1669-acres) containing the Old Firehouse structure from “Public/Semipublic” to “Mixed Use” (portion of Assessor's Parcel Numbers: 002-244-098-000 and 002-244-099-000);
2. Rezone 2015-001, to change the Zoning District designation of the same aforementioned proposed lot from “Public/Semipublic – Central City Overlay – Downtown Core Overlay Area” (PS-CC-DC) to “Mixed Use – Central City Overlay – Downtown Core Overlay Area” (MX-CC-DC); and
3. Resubdivison 2015-002, to create an approximate 7,270 square-foot lot and adjust the lot lines of two adjacent lots (Assessor’s Parcel Numbers 002-244-098-000 and 002-244-099-000), resulting in lots of .6149 and .8625 acres each. The Parcel Map includes two 30-foot wide “No-Build” easements located along the northern lot line of the proposed lot and adjacent to the south wing of the adjacent Old Firehouse structure.

Administrative Site Plan Review 2016-003 to authorize commercial uses and exterior changes including new paint, colors, doors, and windows will also be required. Site Plan Review is an administrative application subject to staff review following the effective date of General Plan Amendment, Rezone, and Resubdivision applications. A draft copy of the Site Plan Review is attached for reference.

The structure is located on the west side of Salinas Street midway between Howard Street and West Gabilan Street. The Armory building is located adjacent to the south and Parking Lot 8 is adjacent to the north of the Old Firehouse structure. Commercial and religious assembly uses are located to the north across West Gabilan Street from the site. The Women’s Club building which is located adjacent to the west is not a part of this application. The former Greyhound bus terminal, Parking Lot 1, and commercial uses are located across Salinas Street to the east. The following provides an overview of the land uses and zoning districts adjacent to the project site:

- North: Commercial and Religious Assembly/Mixed Use - Central City Overlay Downtown Core Overlay Area (MX-CC-DC)
- South: Public/Semipublic/Public/Semipublic – Central City Overlay – Downtown Core Overlay Area (PS-CC-DC)

- East: Commercial and Transportation/Mixed Use – Central City Overlay – Downtown Core Overlay Area (MX-CC-DC)
- West: Public/Semipublic/Public/Semipublic – Central City Overlay- Downtown Core Overlay Area (PS-CC-DC)

The project site is currently designated by the General Plan and the Zoning Code as “Public/Semipublic”. The General Plan Amendment and Rezone applications to “Mixed Use” would allow for commercial uses with a Site Plan Review. Changing the General Plan and Zoning designation of the proposed lot would be compatible with similarly designated properties located across Salinas Street to the east. The Parcel Map is required to subdivide the Old Firehouse Structure site from the adjacent lots and allow the site to be transferred from the City of Salinas to Taylor Fresh Foods Incorporated. Future uses will require compliance with the City’s Zoning Code regarding use classifications and development standards.

ANALYSIS

General Plan Amendment and Rezone

Per the 2002 Salinas General Plan, the “Mixed Use” designation allows for a development, including a mixture of retail, office, and residential uses in the same building, on the same parcel, or in the same area. The proposed General Plan Amendment and Rezone would be consistent with adjacent uses located east of the project site across Salinas Street.

The proposed Amendment is consistent with Salinas General Plan Policies. The proposed “Mixed Use” land use designation is not expected to result in negative impacts or conflicts with surrounding properties, because future commercial uses will be compatible with neighboring uses located adjacent to the east and with existing public/semipublic located adjacent to the north, west, and south. No existing residential units are located on-site. The nearest residential uses are located approximately 315 feet southeast of the project site at 247 Salinas Street and approximately 410 feet to the northwest at 125 Church Street. The Zoning Code Standards regarding noise are expected to reduce noise impacts to a level of insignificance.

The proposed General Plan Amendment and Rezone are consistent with the City of Salinas Downtown Vibrancy Plan, by allowing new uses on-site to help stimulate development activity in Downtown Salinas. The proposed General Plan Amendment and Rezone will allow for the reuse of the existing structure for such uses as a restaurant, innovation/technology center, office, and/or a museum, which is envisioned as a part of the Vibrancy Plan.

The project will not result in substantial impacts resulting from inadequate off-street parking supply. Per Zoning Code Section 37-40.330(q)(13), off-street parking and loading facilities in the Central City Overlay District need not be increased at the time of change in occupancy or use or of major or minor alteration of a structure, except under certain circumstances not applicable here. Because no additional floor area is proposed for the Old Firehouse structure, no additional off-street parking is required.

Historic Structure

Per an Historic Resources Inventory dated May 1989 and a Historic Resources Evaluation dated November 30, 2007 (see attached Initial Study), the existing two-story approximately 7,500 square-foot Old Firehouse structure was constructed in 1927, with a northern addition built prior to 1936 and a southern addition between 1936 and 1949. The structure served as a Fire Station for the City of Salinas until at least the 1960’s. The structure is currently not located on any Federal, State, or Local

historic register. However, as per the Historic Resources Evaluation, the structure is eligible for the California Registry at the local level for its connection to local municipal development trends (Criterion 1 of California Register Criteria) and for its place in local municipal architectural design. The City Historic Resources Board has recommended that this and other historic properties owned by the City be officially listed as historic resources in accordance with the City Historic Review Board Ordinance. Based on the Historic Resources Board’s comment, staff has incorporated conditions to preserve the historic character of the structure.

In order to maintain the historical aspects of the existing structure, the Applicant or Successor-in-interest is required to comply with all applicable Federal, State, and Local Planning and building code regulations for the demolition, alteration, and/or reconstruction of historic structures. Any additional future development or construction on the Old Firehouse structure will need to be reviewed by the Historic Resources Board prior to the issuance of a development review application and/or building permit for such work. Since the approval of the Resolution to sell the building in 2015, Taylor Fresh Foods Incorporated has made some improvements to secure and protect the building with new front roll-up doors and new roofing, all of which complies with the City requirements regarding historic buildings.

Taylor Fresh Foods Incorporated is proposing exterior work as a part the Site Plan Review application consistent with the historic character of the building. The proposed exterior colors will be white, with grey trim and grey accents around the Sequoia Redwood garage doors, and a dark grey roof. The proposed changes include new windows with grids which will match the existing windows. In a letter dated February 8, 2016 (see attached Initial Study), the existing windows are in a condition that is beyond repair. The metal single-pane windows contain asbestos and the paint is lead-based. New windows will feature dual glazing with a narrow profile divider intended to replicate the existing divided glass, types, and sizes. Planning staff has determined that the proposed windows, door, and colors do not cause a substantial adverse change in the significance of an historic structure.

Resubdivision

The proposed Parcel Map would create an approximate 7,270 square-foot lot and adjust the lot lines of two adjacent lots (Assessor’s Parcel Numbers 002-244-098-000 and 002-244-099-000), resulting in lots of .6149 and .8625 acres each. The Parcel Map would also include two 30-foot wide “No-Build” easements located along the northern lot line of the proposed lot and adjacent to the south wing of the adjacent aforementioned structure that would allow for unimpeded safety access to the north and south side of the structure.

The site is currently designated as Public/Semipublic use by Figure LU-3 of the Salinas General Plan and is zoned “Public/Semipublic – Central City Overlay – Downtown Core Overlay Area” (PS-CC-DC). The related General Plan and Zoning Code Amendments would change the designation and zoning of this 7,270 square-foot lot to “Mixed Use” and “Mixed Use – Central City Overlay – Downtown Core Overlay Area” (MX-CC-DC) respectively. The proposed Parcel Map is generally consistent with this land use designation and zoning. The development standards of the proposed Parcel Map and the minimum development standards of the proposed MX-CC-DC District are shown by the table below:

Zoning Code Development Standards (MX-CC-DC District)				
Development Standard	Minimum Standard	Proposed Parcel One	Proposed Parcel Two	Proposed Parcel Three
Lot Size Minimum (square feet)	7,500 s.f.	26,785 s.f.	7,270 s.f.	37,571 s.f.

Lot Width-Minimum	50 feet	141.32 feet	75 feet	198.05 feet
Lot Depth-Minimum	100 feet	189.81 feet	96.98 feet	189.76 feet
Lot Frontage-Minimum	40 feet	141.32 feet	75 feet	198.05 feet
Floor Area Ratio (FAR)- Maximum	4.0 (for non- residential development only in MX District)	.00	1.04	.56

The proposed Parcels One and Three (north and south of the Old Firehouse Structure) conform to the minimum development standards of the MX-CC-DC District; however, the proposed Parcel Two, which contains the existing Old Firehouse structure does not meet the minimum development standards for minimum lot size or lot depth due to the shape and size of the existing structure. Since the property is currently City-owned land, the City Council may approve the proposed Parcel Map as per Zoning Code Section 37-10.070, as to be proper and in the public interest.

Site Plan Review

A subsequent Site Plan Review would authorize uses allowed by the proposed MX-CC-DC Zoning District. These uses include, but are not limited to: restaurants, offices, retail sales, financial services, personal services, and personal improvement services. The Site Plan Review is processed administratively and requires no action on the part of the City Council. A draft Site Plan Review 2016-003 is attached for reference.

ENVIRONMENTAL REVIEW

The environmental impacts of the project have been analyzed in accordance with the California Environmental Quality Act (CEQA). An Initial Study was prepared to evaluate the potential impacts associated with the project. Based upon review of the Initial Study, the proposed project will not have a significant effect on the environment because the mitigation measures outlined in the proposed Mitigation Monitoring Program have been included in the project (see attached Initial Study and Mitigated Negative Declaration). The Initial Study and Mitigated Negative Declaration were routed to responsible agencies and posted at the County Clerk’s Office on March 18, 2016; the deadline for comments was/will be April 18, 2016. The Initial Study and Mitigated Negative Declaration were received by the State Clearinghouse (SCH# 2016031066) and their deadline for public review was from March 21, 2016 to April 19, 2016. Action on the environmental document should precede any action on the requested land use entitlements.

As a part of the CEQA review and pursuant to Assembly Bill 52 (AB 52), a letter dated December 22, 2015 was sent to tribes in the area to notify of the project and offer project consultation, if requested. On January 17, 2016, a response was received requesting consultation. On January 26, 2016, the requested consultation was held. The consultation resulted in additional research with the Native American Heritage Commission (see Initial Study) and mitigation measures to address these concerns have been included as a part of the Mitigation Monitoring and Reporting Program. On March 11, 2016, staff received notification from the Native American Heritage Commission that no sacred land sites are located on the project site.

Per the attached letter dated April 21, 2016, the State Clearinghouse stated that no state agencies had submitted comments by the deadline date and that the environmental document complies with the

review requirements for draft environmental documents, pursuant to CEQA. Staff also received the attached letter from the Xolon Salinan Tribe, dated April 21, 2016 stating that as of the date of the letter they do not know of any sensitive sites located within the project site. The Tribe also requested that they be notified if any cultural materials discoveries are unearthed. Mitigation Measures CR-2 and CR-3 of the Mitigation Monitoring and Reporting Program will address cultural material discoveries pertaining to the proposed project (see Initial Study). As of the date this report was written, no other correspondence from responsible agencies were received on the Mitigated Negative Declaration.

Planning Commission Review:

On April 20, 2016, after public review and comment, the Planning Commission by a 5-0 vote recommended that the City Council adopt the proposed Mitigated Negative Declaration and approve General Plan Amendment 2015-001, Rezone 2015-001, and Resubdivision 2015-002 (see attached draft Planning Commission minutes).

FINDINGS:

Mitigated Negative Declaration:

Prior to taking action on the requested General Plan Amendment, Rezone, and Resubdivision, the City Council will need to confirm that the proposed environmental document is adequate for the proposed project by establishing the findings set forth in the attached City Council Resolution.

General Plan Amendment 2015-001:

The City Council may approve the application for a General Plan Amendment if all of the findings set forth in the attached City Council Resolution for the Amendment are established. Per Zoning Code Section 37-60.930(d), an affirmative vote of not less than four (4) members of the City Council shall be required for approval of the General Plan Amendment.

Rezone 2015-001:

The City Council may introduce a Rezone Ordinance for subsequent adoption if all of the findings set forth in the attached City Council Ordinance are established.

Resubdivision 2015-002:

The City Council may approve an application for a Resubdivision (Parcel Map) if all of the findings set forth in the attached City Council Resolution for the Resubdivision are established.

Site Plan Review 2016-003:

A subsequent Site Plan Review is an administrative application and is exempt from CEQA review.

ISSUE:

Shall the City Council approve General Plan Amendment 2015-001, Rezone 2015-001, and Resubdivision 2015-002?

FISCAL IMPACT:

No significant impacts to the City's General Fund are anticipated with these applications. Proceeds from the sale of the former Fire Station will be realized by the City.

TIME CONSIDERATIONS:

The proposed project includes requests for a General Plan Amendment and a Rezone, which are both legislative acts and are not subject to the Permit Streamlining Act (PSA).

ALTERNATIVES/IMPLICATIONS:

The City Council has the following alternatives:

1. Affirm the findings set forth in the attached Resolutions, adopting the Mitigated Negative Declaration and approving General Plan Amendment 2015-001 and Resubdivision 2015-002, and introduce an Ordinance, for adoption at the June 14, 2016 Council meeting for Rezone 2015-001 with modifications; or
2. Find that the proposal is not appropriate and adopt findings at the public hearing stating the reasons for denial.

CITY COUNCIL GOALS:

Approval of General Plan Amendment 2015-001, Rezone 2015-001, and Resubdivision 2015-002 helps to promote the City Council's economic diversity and prosperity goal for the City.

CONCLUSIONS:

The proposed General Plan Amendment, Rezone, and Resubdivision will be consistent with General Plan and Zoning Code policies. In addition, the proposed applications will allow for additional commercial opportunities in Salinas with no negative impacts to surrounding properties. The proposed project will not have any significant environmental impacts.

Distribution:
City Council
City Manager
City Attorney
City Attorney
Department Directors
Taylor Fresh Foods Incorporated

Back Up Pages:
City Council Resolution for Mitigated Negative Declaration with the following Exhibit:
Exhibit 1. Mitigated Negative Declaration dated March 18, 2016
City Council Resolution for GPA 2015-001 with the following Exhibit:
Exhibit 1. Proposed General Plan Amendment Map for 210 Salinas Street
Prezone Ordinance for RZ 2015-001 with the following Exhibit:
Exhibit 1. Proposed Rezone Map 210 Salinas Street
City Council Resolution for RS 2015-002 with the following Exhibits:
Exhibit 1: Proposed Parcel Map (Sheet 1 of 3)
Exhibit 2: Proposed Parcel Map (Sheet 2 of 3)
Exhibit 3: Proposed Parcel Map (Sheet 3 of 3)
Exhibit 4: ALTA/ACSM Land Title Survey (Sheet 1 of 2)
Exhibit 5: ALTA/ACSM Land Title Survey (Sheet 2 of 2)
Draft Approval Document for Resubdivision 2015-002, including the following exhibits:
Exhibit "A": Proposed Parcel Map (Sheet 1 of 3)
Exhibit "B": Proposed Parcel Map (Sheet 2 of 3)
Exhibit "C": Proposed Parcel Map (Sheet 3 of 3)
Exhibit "D": ALTA/ACSM Land Title Survey (Sheet 1 of 2)
Exhibit "E": ALTA/ACSM Land Title Survey (Sheet 2 of 2)
Exhibit "F": Engineer's Report, dated November 23, 2015
Draft Site Plan Review 2016-003, including the following exhibits:
Exhibit "A": Standard Conditions

- Exhibit "B": Proposed exterior color scheme for 210 Salinas Street
- Exhibit "C": Existing Elevations of 210 Salinas Street (Sheet A3.1)
- Exhibit "D": Existing Floor Plans of 210 Salinas Street (Sheet A2.1)
- Exhibit "E": Engineer's Report, dated November 23, 2015
- Exhibit "F": Fire Department Comments, dated November 25, 2015
- Exhibit "G": Mitigation Monitoring and Reporting Program

Initial Study, including the following attachments:

1. Vicinity Map
2. Proposed General Plan Map for 210 Salinas Street
3. Proposed Zoning Map for 210 Salinas Street
4. Parcel Map (Sheet 1 of 3)
5. Parcel Map (Sheet 2 of 3)
6. Parcel Map (Sheet 3 of 3)
7. ALTA/ACSM Land Title Survey (Sheet 1 of 2)
8. ALTA/ACSM Land Title Survey (Sheet 2 of 2)
9. Historic Resources Inventory for 210 Salinas Street from Mr. Kent Seavey dated May 1989
10. Historic Resource Evaluation for 210 Salinas Street from Garavaglia Architects Inc., dated November 30, 2007
11. City Council Staff Report dated March 17, 2015 for the Purchase and Sale of 210 Salinas Street (Old Firehouse), including Resolution 20718
12. Proposed exterior color scheme for 210 Salinas Street
13. Existing Elevations of 210 Salinas Street (Sheet A3.1)
14. Existing Floor Plans of 210 Salinas Street (Sheet A2.1)
15. Existing Exterior Photos of 210 Salinas Street (Sheets P1 – P3)
16. Letter from In-Studio Architecture (ISA) dated February 8, 2016
17. Mitigation Monitoring and Reporting Program
18. Engineer's Report dated November 23, 2015

Planning Commission Resolution No. 2016-05

Planning Commission Staff Report dated April 20, 2016 w/o exhibits

Draft Planning Commission minutes dated April 20, 2016

State Clearinghouse letter dated April 20, 2016

Xolon Salinan Tribe letter dated April 21, 2016