



## Historical Architectural Review Board

### Staff Report

January 17, 2019

- Proposal:** **SILICON SAGE CENTERVILLE MIXED-USE PROJECT – 37358-37494 Fremont Boulevard and 3768-3820 Peralta Boulevard – PLN2017-00229** - To consider a Historical Architectural Review for a development project consisting of a Vesting Tentative Tract Map, Discretionary Design Review Permit, and Private Street to allow the demolition of all existing buildings, including demolition of old Fire Station 6, a potential register resource, located from 37358-37494 Fremont Boulevard and 3768-3820 Peralta Boulevard and the construction of a new mixed-use development featuring multi-story buildings containing a combined 26,000 square feet of ground-floor commercial space with 93 rental apartment units on the upper floors along Fremont Boulevard and 72 for-ownership townhomes at the rear of the site facing Peralta Boulevard, Parish Avenue and Jason Way, all in the Centerville Community Plan Area, and to consider an Environmental Impact Report (SCH# 2018072040) that has been prepared and circulated pursuant to the requirements of the California Environmental Quality Act (CEQA).
- Recommendation:** Recommend approval of the project to the City Council based upon findings and subject to conditions of approval.
- Location:** 37358-37494 Fremont Boulevard and 3768-3820 Peralta Boulevard in the Centerville Community Plan Area; APNs 501-1475-28-2, -32-06, -33, -34, -35-2, 36-2, -37, -38, -39, -40-2, -41-1, -43-4, -49-2, and -50-2
- Area:** 4.6-acre site (including former Fire Station 6 lot)
- People:** Shaivali Desai, SiliconSage Builders, Owner Representative/Applicant  
Callander Associates, Landscape Architect  
JMH Weiss, Civil Engineer  
Joel Pullen, Staff Planner, (510) 494-4436, jpullen@fremont.gov
- General Plan:** Commercial, Town Center
- Zoning:** TC-P(TOD), Town Center – Pedestrian with TOD Overlay District

#### **EXECUTIVE SUMMARY**

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The applicant is proposing a new mixed-use development on the northeast side of Fremont Boulevard between Parish Avenue and Peralta Boulevard. The project would include demolition of all privately-owned existing buildings facing Fremont Boulevard and construction of mixed-use development along Fremont Boulevard with retail at the ground floor and two to three stories of residential above comprising 93 rental apartment units. A total of 72 three-story townhouses would be constructed to the easterly rear of the project site between the mixed-use building facing Fremont Boulevard and Jason Way.

There are two options that the Historical Architectural Review Board (HARB), Planning Commission and City Council will consider with respect to integration of the only register-eligible resource at the site—the City-owned Fire Station centrally located at 37412 Fremont Boulevard—into the project. The two options are as follows:

(1) The “Original Project,” which would retain and rehabilitate the former Fire Station 6 structure for adaptive reuse within the project, reconfigure its parcel abutting Fremont Boulevard, and develop a landscaped pedestrian passageway from Fremont Boulevard to Jason Way. This option would include 64 apartments and 25,000 square feet of commercial in two structures, each set on one side of the Fire Station, in addition to the aforementioned townhouses to the rear.

(2) The “Preferred Project” (referred to as the “Project Variant” in the Environmental Impact Report),” which would demolish the former Fire Station 6 structure and absorb the land into a larger and connected mixed-use building that would accommodate an additional 1,000 square feet of retail space and 29 apartments within that portion of the enlarged mixed-use structure. In this latter scenario, there would be a total of 93 apartments, 26,000 square feet of retail, and the same 72 townhouses to the rear.

In both scenarios, the City Council has final purview as to the disposition of the Fire Station and Rose Court property through its role as both landowner and as the final reviewing body for development review entitlements. On October 3, 2017, City Council provided direction to staff to plan for sale of the Rose Court property to the developer, but to retain ownership of Fire Station 6 and rehabilitate it for City use in conjunction with the project. At the time, staff anticipated that retention of Fire Station 6 would avoid a potential significant impact to the register-eligible resource. Subsequently, on October 17, 2017, it was determined through a Historic Resource Impact Analysis prepared by a qualified consultant that retention of the structure and incorporation into the project would still result in a substantial adverse change to the register-eligible resource because of the demolition of the adjacent structures and the planned height and scale of the new construction. As a result, pursuant to the requirements of the California Environmental Quality Act (CEQA), the City prepared an Environmental Impact Report for the project to study the potential impacts of both retention and demolition of the fire station, and of the overall project. Pursuant to Fremont Municipal Code (FMC) Section 18.175.040, HARB approval is required to review new projects with the potential to affect a register resource, based upon findings in FMC Section 18.175.220 (Process for review – Standards and findings for approval or recommendation) or FMC Section 18.175.300 (Demolition of register/potential register resources).

The project would be in conformance with the proposed General Plan land use designation for the site and with General Plan goals related to both historic preservation and providing residential units within close proximity to mass transit. Staff recommends that HARB recommend approval of the preferred project or the original project to the City Council, including making applicable findings with respect to the recommended disposition of the Fire Station 6 structure.



Figure 1: Aerial Photo (2016) of Project Site and Surrounding Area (site outlined in green).



## SURROUNDING LAND USES

- Northwest: Commercial uses and public parking across Peralta Boulevard
- Southwest: Commercial Uses across Fremont Boulevard
- Southeast: Religious Facility (Holy Spirit Church) across Parish Avenue
- Northeast: Residences along Jason Way

## **BACKGROUND AND PREVIOUS ACTIONS**

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### ***Historic Status***

The original Fremont Fire Station 6 is a two-story building designed in the International Style by the local Niles firm of Sorensen & Ellsworth and was built in 1954 shortly before City incorporation. The fire station was determined to be seismically unsound and decommissioned in 2008, and a new fire station at the northwest corner of Central Avenue and Dusterberry Drive was constructed. The fire station has not been used for any purpose in the decade since. It had been considered for recreational uses, but the structural and accessibility upgrades that would have been necessary to utilize the building square footage, the majority of which usable space is on the upper floor, was cost prohibitive. A 2007 historical study had determined the structure to be eligible for the California Register under Criterion 3 (Architecture). An October 2017 Historical Resource Impact Analysis confirmed this finding, offered a list of character-defining features, and assessed the effect of development on the resource with respect to compliance with the Secretary of the Interior's Standards for Rehabilitation. No other structures on the project site were found to be register-eligible, and the project was determined not to result in a substantial adverse change on any other resources nearby the project site. See Informational Enclosure 1 for the October 2017 Historical Resource Impact Analysis by Page and Turnbull, which includes in its appendix the 2007 California Department of Parks and Recreation (DPR) Primary Record form by Woodruff Minor. This combined analysis was consulted in preparation of the Environmental Impact Report.

## **PROCEDURE FOR TONIGHT'S HEARING**

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At tonight's hearing, HARB is acting in an advisory role to the City Council for consideration of the alteration or demolition of the Fire Station 6 structure, and of the historical appropriateness of the remainder of the project with respect to that resource. HARB's recommendation regarding the alteration or demolition of the Fire Station 6 building and the project design with respect to the potential register resource, will be forwarded to the City Council, which will be the approving body. Specifically, HARB is charged with the following tasks:

1. Review and consider a recommendation to certify the Final Environmental Impact Report (Exhibit "A"), prepared and circulated in accordance with the requirements of CEQA.
2. Review and consider a recommendation allowing demolition of Fire Station 6 within the project in accordance with the findings in FMC Section 18.175.300, or allow alteration of the structure in accordance with findings in FMC Section 18.175.220.

## **PROJECT DESCRIPTION**

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HARB is asked to consider and recommend retention/alteration or demolition of Fire Station 6 in conjunction with the original project or preferred project, respectively, and the alterations to the site in the case of retention, along with exterior details of a new mixed-use development to determine whether the project would be consistent with the Secretary of Interior Standards for the Treatment of Historic Properties within the context of a register-eligible resource, former Fire Station 6. The project involves the following additional entitlements, which will be considered by the Planning Commission and City Council along with the recommendations of HARB pertaining to the Register resource:

1. Vesting Tentative Tract Map No. 8438, to subdivide the site into condominiums.
2. Discretionary Design Review Permit, to determine site plan and architectural consistency with applicable zoning regulations and design guidelines.

3. Construction of a private street to provide local access to the parking garage, surface parking and individual garages of the residential units.

*Site Plan and Architecture:*

The site spans the entire northeastern block between Peralta Boulevard and Parish Avenue and includes all property back to Jason Way with the exception of two adjacent commercial parcels fronting Peralta Boulevard. Only one commercial driveway is proposed to be centrally located on the primary mixed-use frontage on Fremont Boulevard, while the primary residential access is via a system of driveways on Parish Avenue and a newly-widened (from 12 feet to 20 feet) alignment of Jason Way. There are two types of buildings proposed on the site—mixed-use building(s) of between three and four stories tall containing ground-floor retail and residential apartments above, and three-story townhouses arranged in rows.

*Mixed-use Building Layout for the Original Project (including former Fire Station 6):*

If the project were to include retention of Fire Station 6, the fire station would be set between two mixed-use buildings between three and four stories tall stretching from Peralta Boulevard near its intersection with Fremont Boulevard down to Parish Avenue along Fremont Boulevard, which buildings would include a total of 25,000 square feet of retail on the ground floor and 64 apartment units above, and a subterranean parking garage under the southerly structure. A landscaped pedestrian pathway and open driveway next to the fire station would connect Fremont Boulevard to Jason Way. Former Fire Station 6 would be rehabilitated in place in a way most consistent with the Secretary of the Interior's Standards.

*Mixed-use Building Layout for the Preferred Project (demolishing former Fire Station 6):*

The project as described above would be similar, with the exception that the demolition of former Fire Station 6 would make way for an addition to the two mixed-use buildings on the frontage of the site that would connect them together, adding 1,000 square feet of retail and 29 apartments, for a total of 26,000 square feet of retail and 93 apartment units above, with no landscaped pedestrian spine, and a covered vehicular entry in place of the open driveway. Additional parking would be located underneath the mixed-use building most proximate to Peralta Boulevard.

*Mixed-use Building Design:*

The mixed-use building(s) exhibit a mix of features of the Mediterranean and Spanish Revival architectural styles, and would primarily be three stories in height (four stories on Peralta Boulevard). Alternating sections would be capped by octagonal and hipped roofs with slightly overhanging eaves. Windows and openings would be primarily arched on the uppermost and lower floors, and rectangular on intervening floors. The ground-story facades would feature stone veneer cladding with evenly spaced openings and multi-lite storefront glazing. Portions of the second floor would project slightly beyond the retail storefronts, with exposed wood joists beneath the cantilever. Cladding of upper floors would alternate between cement plaster and cedar shingles. Arched wood shutters would adorn the upper windows, along with decorative tile mosaics, terraces, roof spires, and brackets at eaves. Units within the structure would range in size between one and two bedrooms.

*Design of Townhouses and Rear of the Site:*

There are 72 three-story townhouses proposed within the easterly portion of the site. Each unit would be between approximately 1,800 and 2,100 square feet with between three and four bedrooms. There are 22 structures of two to five attached townhouses proposed, with plentiful pedestrian connections and landscape buffers strategically located between buildings. These buildings would feature symmetrical facades in the front, with rear garage entrances and second floor balconies. The buildings would feature stucco siding with stone veneer cladding and shingle, tile, and wood accents. The townhouses would be arranged in rows perpendicularly to the driveway

parallel with Fremont Boulevard along the rear of the mixed-use building(s), fronting only on Parish Avenue and the easternmost portion of the site's frontage along Peralta Avenue, with the ends of rows separated by five streets and four paseos abutting Jason Way. At the curve of Jason Way, the rows of townhouses adjust to parallel Peralta Boulevard, and the resultant triangular area central to the project site and behind the location of the fire station is proposed to be the open space area, with a community room, gym, tot lot, pool, and clubhouse. This portion of the development may remain the same regardless of whether the former fire station is retained or demolished.

#### *Former Fire Station 6:*

Former Fire Station 6 is a two-story structure set at the front of a narrow parcel centrally on the block of Fremont Boulevard between Peralta Boulevard and Parish Avenue. Under the original project, the proposed rehabilitation of Fire Station 6 would adjust the property lines to the existing building's footprint (a portion of the building is on private property) and generally open the building's interior for use in a way that currently would not be possible because of the narrow parcel and property ownership patterns. The structure would be seismically retrofitted and converted to a permitted use within the TC-P zoning district. Existing cement plaster on all facades would be retained and repainted. At the south façade, the pedestrian metal door and non-original metal roll-up garage door would be replaced. The transom window and ribbon windows would be retained. On the north façade, the original metal stair at the northwest corner would be removed to eliminate conflict with the location of the proposed drive aisle, and a new painted metal stair would be placed in the opposite rear corner paralleling the eastern façade of the building. The rear metal canopy would be removed. New landscaping and a Roman brick veneer would wrap the southeast corner of the fire station, mirroring the original feature at the southwest corner. Two sets of metal-framed storefront sliding doors would be placed on the center of this façade, separated by a concrete pilaster. These doors would provide access from the public courtyard where access was previously prohibited by a property line. On the façade, a vertical trellis feature would be installed, with public seating in a landscaped area around a focal point.

Plans showing the above-described project, including both the original project and preferred project, are included in Exhibit B—Project Plans.

## **PROJECT ANALYSIS:**

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### ***General Plan Conformance***

The subject site has a General Plan land use designation of Commercial – Town Center, within which both commercial and mixed-use developments are within the range of permitted uses.

The following General Plan goal and policies of the Community Character and Community Plans Elements pertaining to historic preservation and building design are applicable to the project:

**Community Character Goal 4-6: Historic Preservation and Cultural Resources** - *Conservation and enhancement of Fremont's historic sites, buildings, structures, objects, and landscapes into the 21<sup>st</sup> Century and beyond.*

**Community Character Policy 4-6.1: Protection of Historic Resources** - *Identify, preserve, protect and maintain buildings, structures, objects, sites and districts which are reminders of past eras, events, and persons important in local, state, or national history.*

**Community Plans Policy 11-3.3: Centerville Opportunity Sites** – *Capitalize on the development opportunities presented by vacant and underutilized parcels in the Centerville area. Infill development should close gaps in the fabric of the community and make Centerville a more cohesive and memorable place, a "destination within Fremont. Whenever*

*feasible, residential and commercial uses should be combined in new development to create a community that is active in the evening as well as the daytime, and to reduce the length of auto trips by placing shopping, housing, and workplaces in close proximity to each other*

**Implementation 11-3.3.B. Other Development Opportunities** – *Pursue other infill development opportunities in Centerville, including the site of former Fire Station #6.*

Analysis: Historic resources enrich a community by providing it with a unique identity and connection to its past. An evaluation of the project's design for consistency with the Secretary of the Interior's Standards for the Treatment of Historic Properties is attached to this report (see *Informational 1 – Historic Resources Impact Analysis* and the cultural resources analysis in *Exhibit A--EIR*). If HARB were to recommend, and the City Council were to approve, the demolition of Fire Station 6 and its replacement with additional mixed-use development, such a project would closely follow the above language of the Centerville Community Plan in that removing the fire station would "pursue other infill development opportunities...including the site of former Fire Station #6." A decision to retain and rehabilitate the fire station as an adaptively-reused historic resource would also achieve General Plan goals by way of creating a new mixed-use development consistent with the General Plan's planned intensity and density for the area, and that which would be the result of the implementing zoning, with a project that would comply with five of the ten applicable Secretary of the Interior's Standards, as discussed under "Consistency with Secretary of Interior's Standards," below.

**Community Character Policy 4-3.7: Massing and Scale** - *Ensure that the massing and scale of new development, additions, and alterations reflects its context and compatibility with adjacent structures. Require transitions in scale where higher density development abuts lower density development. Overpowering contrasts in scale and height should be avoided by requiring taller buildings to step down or recess as they approach lower density areas. Privacy impacts on nearby side and back yards should be avoided through building design and orientation.*

**Community Character Policy 4-3.11: Well Designed Sites** – *Ensure that sites are designed in context and relationship to surrounding uses and landscapes; and that they include pedestrian connections with clear definition of building locations, parking lots, landscaped areas and other features included on the site. Ensure the street to building relationship is in context with the scale, setback, form and height of adjacent buildings.*

**Community Character Policy 4-2.3: Pedestrian Friendly Design** – *Reduce greenhouse gas emissions by encouraging, and where appropriate requiring, pedestrian-friendly design. As new projects are developed and as existing development is rehabilitated or updated, incorporate features that make it easier to travel through Fremont without a car. These features could include (but are not limited to) wider sidewalks, crosswalks or crosswalk signals, narrower streets or curb "bulb-outs" at intersections to minimize the distance a pedestrian must walk to cross a street, varied paving materials, window transparencies (to enhance the experience of walking down a street), street trees, landscaping, benches, and mid-block connections to reduce trip lengths.*

*Pedestrian friendly design treatments can be applied in all areas of the City, but are particularly appropriate in centers and employment districts and along corridors. The access and circulation needs of pedestrians should be a primary consideration in the design of streets, buildings, parking lots, and public spaces. Pedestrian routes should be designed to provide visual interest, safety, convenience, and comfort.*

**Analysis:** The original project and preferred project alike include a mixed-use development of moderate height in compliance with the General Plan and zoning, that responds to the disparate perimeter adjacencies, and that connects to and improves existing vehicular and pedestrian access within a town center in close proximity to transit options. In particular, the pedestrian-oriented frontage of the site would encourage walking more than that development which currently exists, and the internal circulation provides more connectivity than is typical within a development site.

**Zoning Compliance:**

The existing zoning is TC-P(TOD), Town Center – Pedestrian within a Transit Oriented Development Overlay District. Per FMC Table 18.45.060-1, mixed-use development is a permitted use within the TC-P zoning district, subject to applicable zoning regulations and design guidelines. The mixed-use building(s) abutting Fremont Boulevard and the most westerly portion of the project frontage along Peralta Boulevard are subject to the mixed-use development standards in FMC Section 18.45.020 and FMC Chapter 18.152, and the remainder of the site not on the commercial street frontage is subject to the R-3 multifamily residential district most similar in nature and function to the residential portion of the mixed-use development. Because the intricacies of the R-3 standards relate to project components not within HARB purview, they are not included herein. The following table illustrates that the proposal complies with key development standards applicable to the portion of the new mixed-use development on the commercial frontage and adjoining the register-eligible resource.

<b>Development Standard</b>	<b>TC-P Requirements</b>	<b>Proposed Project</b>
Allowable Density Range (units/acre)	30+ du/ac	Original Project: 29.9 (rounds to 30) Preferred Project: 35.8
Maximum Building Height (feet)	65 feet	50 feet to midpoint 53 feet, 9 inches to peak
Building Frontage, Minimum	50 percent	Fremont Boulevard -Original Project: 84 percent -Preferred Project: 100 percent  Peralta Boulevard 22 percent (intermediate commercial parcels exist totaling 42 percent of Peralta Boulevard frontage)
Minimum Ground Floor Height, floor to second floor	16 feet	16 feet
Floor Area Ratio, Minimum and Maximum	0.50 to 2.50	Original Project: 1.35 Preferred Project: 1.42

**Compliance with Historic Resources Ordinance**

The project before HARB presents a unique set of circumstances. As noted above, the General Plan encourages infill development on the site of the former Fire Station 6 structure. A private property owner has proposed a development of surrounding properties that, if it were to be approved on its overall merits, should rightly consider integration with the City's intervening parcel in order to comply with the General Plan and to optimize long-term inter-property site planning.

As previously noted, City Council previously recommended that the fire station be retained and rehabilitated, based in part on a previous understanding that retention would avoid a potentially significant impact to register-eligible resource, though there is no specific public use that has been identified as feasible, and no public funding has been assigned for long-term maintenance of the

rehabilitated structure. The project also would not reach the minimum intensity required by the General Plan and comply with applicable TOD related zoning standards if it were to be redesigned to be smaller and more in scale with the fire station. As documented in the Environmental Impact Report, a Significant and Unavoidable Impact would result from both retention/alteration and demolition of the fire station, thus resulting in discontinuity between achieving minimum intensity required by the general Plan and accomplishing the goals of the Historic Resources Ordinance. If the project were to be denied, the former fire station would continue to exist without a feasible use and without a plan for the site and the block of Fremont Boulevard between Parish Avenue and Peralta Boulevard would remain with buildings that are run down and in disrepair. The analysis below relates to the considerations should the building be retained for adaptive reuse, in which case the necessary components of the rehabilitation itself are not in adherence with the Secretary of the Interior's Standards. However, the relative adherence with these standards should be weighed in relation to demolition, which is considered a last resort per FMC Section 18.175.200(c).

**Consistency with Secretary of Interior's Standards (applicable to Original Project only):**

Analysis: Alterations to potential register resources consider both direct and indirect changes to a property and are reviewed by HARB for consistency with the Secretary of Interior's Standards for Rehabilitation in order to preserve those portions or features that convey the historical, cultural, or architectural values of the Resource. The Secretary's Standards are to be applied to projects in a reasonable manner by taking into consideration both economic and technical feasibility. A complete analysis of their application to the proposed project is provided in the Historic Resource Impact Analysis, and subsequently in the Environmental Impact Report, and is summarized below. Mostly due to the changes to the fire station needed to make it usable, combined with the comparative scale of the proposed project, which is at the low end of the density range, the proposed project would not comply with standards 2, 5, 9, or 10.

Site Planning, Architecture and Setting, based upon the Secretary of Interior's Standards for Rehabilitation:

- 1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.**

Analysis: The proposed mixed-use development would rehabilitate the structure for a future use, which would not be a fire station. The alterations would be substantial, and the adjacent building forms would alter the property's historic setting, but the change in use could be done while minimally affecting distinctive materials and features of the historic resource. The original project would adhere to this standard.

- 2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.**

Analysis: The changes to the fire station building necessary for adaptive reuse would retain most character-defining features, while the metal pedestrian door, rear metal stair, and rear metal canopy would likely be removed. Removal of the stair and its replacement to meet egress requirements would not be in compliance with this standard, nor would the new emphasis on the north and east entrances due to the project.

3. **Each property shall 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 architectural elements from other buildings, shall not be undertaken.**

Analysis: The original project intends to integrate new elements at the fire station that are compatible with the existing fabric, yet clearly contemporary in their design materiality and aesthetic. The original project would not create a false sense of historic development, and would adhere to this standard.

4. **Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.**

Analysis: The fire station had no known changes that have acquired significance in their own right. Standard 4 is not applicable.

5. **Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.**

Analysis: The permanent removal of character defining features would affect the fire station's overall historic character. These features do not exhibit distinctive materials, finishes, construction techniques, or craftsmanship, but are character-defining. The original project would not adhere to this standard.

6. **Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.**

Analysis: The original project would repair or replace in kind deteriorated historic features, such as the cement plaster siding, Roman brick veneer, and metal-framed windows. The original project would adhere to this standard.

7. **Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.**

Analysis: The original project does not include chemical or physical treatments that would cause damage to historic materials. The original project would adhere to this standard.

8. **Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.**

Analysis: The original project does not include any excavation work in relation to the proposed rehabilitation of the fire station. However, the overall proposed project has been reviewed for archaeological resources, and mitigated accordingly. The original project would adhere to this standard.

9. **New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.**

Analysis: As discussed in standard two above, the original project would remove three character-defining features—the pedestrian metal door, the rear metal stair, and the rear metal canopy. Other exterior alterations would be both differentiated and compatible. However, the construction of the mixed-use buildings in terms of their size, scale, proportion, and massing, though consistent with the General Plan’s intention to create intensity, would compromise the historic integrity of the fire station by substantially changing the spatial relationship of the existing structure to other one- and two-story buildings in the vicinity. The original project would not adhere to this standard.

10. **New additions and adjacent or related new construction shall 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.**

Analysis: Modifications to the fire station for adaptive reuse would not be easily reversible. However, the essential form and integrity of the fire station would not be impaired. The majority of the character-defining features would still be intact and the building’s essential form and integrity would be maintained. The original project, however, would irreversibly impair the fire stations environment. The original project would not adhere to this standard.

## **ENVIRONMENTAL REVIEW**

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An initial study prepared for the project determined that there were potentially significant impacts, both with retention/rehabilitation and demolition of Fire Station 6, with respect to substantial adverse change to the historical resource, and exposure of residents to noise. A Draft Environmental Impact Report (EIR) was, therefore, prepared and circulated from September 19, 2018, through November 5, 2018, for the project pursuant to the requirements of CEQA. The EIR included mitigation measures to address the stated impacts to historical resources through archival documentation, an interpretative display, and in the case of demolition of the fire station only, architectural salvage. However, as previously noted, even with the mitigation measures, the impacts to the register-eligible resource would be Significant and Unavoidable. To reduce the exposure of residents to noise, a mitigation was required to increase sound attenuation to reduce average sound levels within the structures. The City received several comments related to project design, parking, and historic context with adjacent properties, and responded to these through a Final EIR released on December 19, 2018. The applicant has agreed to implement mitigation measures that would reduce all other potentially-significant impacts to a less-than-significant level. All applicable mitigation measures are included as conditions of approval.

## **PUBLIC NOTICE AND COMMENT**

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Public hearing notification is applicable. Notices were mailed to all owners and occupants of property located within 300 feet of the site. The notices were mailed on December 27, 2018. A Public Hearing Notice was published by the *Tri-City Voice* on December 18, 2018.

City staff encourages applicants to conduct outreach to residents by holding community meetings to present their projects prior to going forward to a public hearing.

The applicant held a community meeting for the project on January 10, 2017, sending out invitations to nearby residents and soliciting input on the plan. In addition, the applicant reached out to the business community through the Centerville Business and Community Association (CBCA), as well as coordinating with individual tenants that would need to be relocated.

## ENCLOSURES

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### **Exhibits:**

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| Exhibit A | EIR ( <a href="http://www.fremont.gov/ceqa">www.fremont.gov/ceqa</a> ) |
| Exhibit B | <a href="#">Project Plans</a>  |
| Exhibit C | <a href="#">Findings and Conditions of Approval</a>                    |

### **Informational Items:**

- Informational 1 [Historic Resource Impact Analysis](#)

## RECOMMENDATION

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1. Hold public hearing; and
2. Recommend that the City Council certify the Final Environmental Impact Report as shown in Exhibit "A," and find this action reflects the independent judgment of the City of Fremont; and
3. Find PLN2017-00229, including the Original Project and Preferred Project, is consistent with the General Plan, Community Plan, and Zoning Ordinance as shown in Exhibit "B" (Project Plans) based upon the Findings and Conditions in Exhibit "C."

### ***If demolition of Fire Station 6 is recommended (the "Preferred Project"):***

4. Find that retention of the register/potential register resource in accordance with Chapter 18.175 would cause immediate and substantial hardship to the property owners because rehabilitation or restoration would:
  - a. Be infeasible from a technical, mechanical, or structural standpoint without resulting in substantial adverse change to the historic resource, including requisite upgrades for adequate access and egress, and orientation with respect to a reasonably feasible site plan for the larger project; and
  - b. Be disproportionately great in relation to its historical significance and functional value in that the cost of upgrades would exceed the value of the property itself and the functional value of the structure for adaptive reuse.

### ***Or, if retention of Fire Station 6 is recommended (the "Original Project"):***

5. Find that the proposed rehabilitation of the former fire station is not consistent with the findings in FMC Section 18.175.220 in that the proposed rehabilitation of the structure, and the proposed project as a whole, would only be compliant with six out of the ten applicable Secretary of the Interior's Standards for Rehabilitation of Historic Resources, would not be compatible with the period of significance and the character-defining features of the historic resource, the height, scale, and massing of the proposed adjacent development would be incompatible with the resource, and the proposed project would adversely affect or

otherwise compromise important architectural features as described in the staff report and further detailed in Informational 1—Historic Resource Impact Analysis and in Exhibit A—EIR.

6. Find that, notwithstanding the failure of the project to meet the findings for rehabilitation of the fire station, because the findings in FMC Section 18.175.300 can be made for demolition of the fire station, and because relocation would not be feasible or desirable because no other setting would be appropriate, and relocation would increase the cost of rehabilitation further, with likely similar issues that would be applicable to adaptive reuse in a new location, HARB recommends that the City Council find that historic resource preservation is best served if the fire station remains in place and is rehabilitated in a way that retains as much of its historical value as can be retained if incorporated into the project, under FMC Section 18.175.200, which states that it is the goal of the City to retain historic resources in their original context and setting, and that demolition should be considered as a last resort. Therefore, the City prefers to retain the structure notwithstanding the reduced historical value because that reduced historical value is preferred over total loss.