Planning & Transportation Commission

Staff Report (ID # 14779)

Report Type: Study Session **Meeting Date:** 10/12/2022

Summary Title: 200 Portage/3200 Park Boulevard: Study Session to Review the Draft EIR and Development Agreement

Title: 3200 Park Boulevard/200 Portage [22PLN-00287 and 22PLN-00288]: Request for a Development Agreement, Planned Community Zoning, Tentative Map, and Major Architectural Review to Allow Redevelopment of a 14.65-acre site at 200-404 Portage Avenue, 3040-3250 Park Boulevard, 3201-3225 Ash Street and 278 Lambert. The Scope of Work Includes the Partial Demolition of an Existing Commercial Building That has Been Deemed Eligible for the California Register as Well as an Existing Building With a Commercial Recreation use at 3040 Park and Construction of (71) new Townhome Condominiums, a one Level Parking Garage, and Dedication of 3.25 acres of Land to the City for Future Affordable Housing and Parkland Uses. The Existing Building at 3201-3225 Ash Street Would Remain in Office use, and an Automotive use at 3250 Park Boulevard Would Convert to R&D use. Environmental Assessment: The City of Palo Alto, Acting as the Lead Agency, Released a Draft Environmental Impact Report for the 200 Portage Townhome Development Project on September 16, 2022 in Accordance with the California Environmental Quality Act (CEQA). The Proposed Development Agreement is Evaluated as Alternative 3 in the Draft EIR. Zoning District: RM-30 (Multi-Family Residential) and GM (General Manufacturing). For More Information Contact the Project Planner Claire Raybould at Claire.Raybould@cityofpaloalto.org.

From: Jonathan Lait

City of Palo Alto
Planning & Development Services
250 Hamilton Avenue
Palo Alto, CA 94301
(650) 329-2442

Recommendation

Staff recommends the Planning and Transportation Commission (PTC) take the following action(s):

1. Conduct a study session to consider the Draft Environmental Impact Report for the proposed 200 Portage Avenue Townhome project and the Development Agreement project evaluated as Alternative 3;
2. Review and provide comments on the proposed Development Agreement between the City of Palo Alto and the Sobrato Organization (Sobrato).

Report Summary

On April 7, 2021, Sobrato submitted an SB 330 housing application to construct 91 townhomes on the site, replacing approximately 84,000 square feet (sf) of the historic cannery building at 200-404 Portage Avenue ("200 Portage Townhome Project" or "SB 330 Housing Project"). At approximately the same time, the City and Sobrato were engaged in a dispute regarding permitted commercial uses on the site. To facilitate the resolution of this dispute, the City Council established an ad hoc committee (committee). The committee was to negotiate with Sobrato regarding the future development of a 14.65-acre property located at 200-404 Portage Avenue, 3040-3250 Park Boulevard, 3201-3225 Ash Street & 278 Lambert Avenue.

In a closed session on June 20 and 21, 2022 the City Council voted 7-0 to direct staff to prepare a tolling agreement that would suspend the processing of the pending SB 330 housing application. The suspension was to allow Sobrato to pursue a development agreement, based on general terms negotiated with the committee, for the redevelopment of the 14.65-acre property. The City and Sobrato executed a tolling agreement in July 2022 and Council held a study session on August 1, 2022, to allow for public comment and Council input on the general terms of the Development Agreement. Sobrato filed project plans associated with the Development Agreement project under the address, 3200 Park Boulevard.

The City, acting as the lead agency in accordance with the California Environmental Quality Act (CEQA), published a Draft Environmental Impact Report (Draft EIR) on September 16, 2022, for the 200 Portage Townhome Project (State Clearinghouse No. 2021120444). The Draft EIR evaluates the proposed redevelopment of the site in accordance with the Development Agreement as Alternative 3 in the environmental analysis.

The study session provides an opportunity for comments on the Draft Environmental Impact Report as well as for initial input from PTC members and the public on the proposed project that resulted from negotiations between the Council ad hoc committee and Sobrato. Staff intends to provide an initial draft of the Development Agreement in advance of this meeting.

Background

Project Information

Owner: Sobrato Organization

Architect:	KGTY Group (residential); Arctec (Cannery building to remain and parking garage)
Representative:	Tim Steele and Robert Tersini, Sobrato Organization
Legal Counsel:	Tamsen Plume and Genna Yarkin, Holland and Knight LLP

Property Information

Address:	200-382 Portage; 335 Portage; 3250 Park; 3040 Park; 3201-25 Ash; and 270 Lambert
Neighborhood:	Ventura
Lot Dimensions & Area:	Irregular shape; 14.65 acres
Housing Inventory Site:	Yes (340 Portage; realistic capacity of 221 based on 12.47 ac site)
Located w/in a Plume:	Yes; California-Olive-Emerson Plume
Protected/Heritage Trees:	There are no heritage trees located on the property. There are numerous protected trees on the site as discussed further below.
Historic Resource(s):	The cannery located at 200-404 Portage (commonly referred to as 340 Portage or the former Fry's site) and the 3201-3225 Ash Street building have been found by the City's consultant to be eligible for the California Register of Historic Resources; the project would include the demolition of a portion of the former cannery building located at 200-404 Portage. See further discussion below.
Existing Improvement(s):	232,383 sf (cannery); 4,707 sf office (Ash); 11,762 sf Automotive Services (Audi); 1750 sf commercial recreation (3040 Park); single story (portions of the cannery have a mezzanine level); originally constructed 1918 (with expansions until approximately 1949). The Ash building was constructed between 1918 and 1925 and relocated from another area of the site to its current location
Existing Land Use(s):	Research and Development (R&D) (142,744); warehouse (5,639 sf); vacant retail (84,000 sf); office (4,707 sf); auto services (11,762 sf)
Adjacent Land Uses & Zoning:	North: R-1 Zoning (single-family residential land uses) West: CS Zoning (service commercial land uses [proposed multi-family housing]) East: GM Zoning; PF (Light Industrial land use; Caltrain ROW) South: CS Zoning (service commercial land uses [office; automotive services])
Special Setbacks:	None

Aerial View of Property:

Source: Imagery provided by Microsoft Bing and its licensors 2012

Land Use Designation & Applicable Plans/Guidelines

Zoning Designation:	RM-30 and GM (Medium density Multi-family residential and General Manufacturing)
Comp. Plan Designation:	Multi-family Residential and Light Industrial
Context-Based Design:	Applicable
Downtown Urban Design:	Not Applicable
SOFA II CAP:	Not Applicable
Baylands Master Plan:	Not Applicable
ECR Guidelines ('76 / '02):	Not Applicable

Proximity to Residential Uses or Districts (150'):	Yes; single-family residential to the North adjacent the site
Located w/in AIA (Airport Influence Area):	Not Applicable

Prior City Reviews & Action

City Council:	See Discussion below.
PTC:	None.
HRB:	The HRB reviewed and provided comments on the historic resources evaluation of the former cannery property on July 25, 2019.
ARB:	None.

On October 25, 2021, the City Council established the ad hoc committee consisting of Vice Mayor Kou and Councilmember DuBois to negotiate with Sobrato terms to guide future development at Sobrato's 14.65-acre property. At the time the committee was formed, the City was reviewing nonconforming provisions of the Palo Alto Municipal Code (PAMC) that would affect the subject property and the owner had applied for a new housing development based on SB330 requirements. The negotiation was intended to avert a possible lawsuit and find common ground for the future use of the site, which is also a key parcel in the City's North Ventura Coordinated Area Plan (NVCAP) planning effort. The Council report[1] provides a summary of the recent history of the site and summarizes the discussion that preceded the formation of the committee.

In the June 20 and 21, 2022 closed session, Council reviewed terms for a possible development agreement and directed staff to prepare a tolling agreement to suspend the processing of the pending SB330 housing application. This agreement enabled Sobrato to pursue a development agreement based on negotiated terms. The Council directed staff to schedule a Study Session so the public would have an opportunity to comment on the general development terms and public benefits. Council held a study session on August 1, 2022. The study session also served as the prescreening meeting required for a proposed development agreement and legislative changes, including Planned Community rezoning and a Comprehensive Plan amendment, in accordance with PAMC Chapter 18.79. The Council report link is provided in a footnote[2] below.

Project Description

The project consists of a Development Agreement between the Sobrato Organization and the City to allow for the redevelopment of 14.65 acres located at 200-404 Portage Avenue, 3040-3250 Park Boulevard, 3201-3225 Ash Street & 278 Lambert Avenue, as shown in the Location

[1] October 25, 2021, Council report ID#13592: https://www.cityofpaloalto.org/files/assets/public/agendas-minutes-reports/agendas-minutes/city-council-agendas-minutes/2021/10-october/20211025/20211025pccsm-linked-w-times.pdf

[2] August 1, 2022, Council report ID #14548: https://www.cityofpaloalto.org/files/assets/public/agendas-minutes-reports/agendas-minutes/city-council-agendas-minutes/2022/20220801/20220801pccsmlinked.pdf

Map in Attachment A. The project would include partial demolition of an existing building, the former Bayside Canning Company building (a portion of which was more recently occupied by Fry's electronics). The building has been found eligible for listing on the California Register of Historical Resources.

Key components of the Development Agreement include:

- **Construction of the Parking Garage to facilitate dedication of a ~3.25-acre BMR/Parkland Dedication Parcel (including relocation of an existing above-ground powerline);**
- **Removal of approximately 84,000 sf of the former Cannery building;**
- **Restoration/rehabilitation of the Remaining portions of the former Cannery building, retaining the same approximate floor area of existing R&D uses in the building and, establishing a new Retail tenant space with outdoor seating area;**
- **Merger and re-subdivision of the Property into five parcels (Remaining Cannery, Townhomes, Ash Building, Audi Building, and BMR/Park Dedication Parcel) to facilitate the Project and dedication of the below market rate (BMR)/Park Dedication Parcel to the City for affordable housing and park purposes;**
- **Retention of the existing office uses of the Ash Building;**
- **Conversion of the Audi Building from existing automotive uses to R&D use; and,**
- **Development of 74 three- and four-bedroom market-rate townhomes.**

As of the publication of this report, Sobrato and the City are still developing an initial draft of the development agreement, which staff intends to provide to the PTC in advance of the meeting. The applicant's Project Description and Planned Community Rezoning Statement are included in Attachment F. Links to the project plans and the Draft Environmental Impact Report are included in Attachment G.

Requested Entitlements, Findings and Purview:

The following discretionary applications are being requested and are subject to PTC purview:

- *Development Agreement*: The requirements for a development agreement are set forth in Resolution No. 7104 (https://www.cityofpaloalto.org/files/assets/public/city-clerk/resolutions/reso7104.pdf). A development agreement must specify its duration, the permitted uses of the property, applicable development standards, and any public benefits, including reservation of land for public purposes. A development agreement generally "freezes" local regulations as they exist on the date that the agreement is executed. Development agreements were created to provide developers with additional certainty that approval would not lapse or become subject to new regulations before a project could be built; for that reason, they are particularly suited for large development projects that may occur over several phases. Development agreements require PTC Review and Council approval, as well as the agreement of the developer. A development agreement is a legislative act that is approved by ordinance and is subject to referendum.

- *Planned Community Rezoning*: The process for evaluating this type of application is set forth in Palo Alto Municipal Code Section 18.38.065. Planned Community rezoning applications require review by the PTC and the Architectural Review Board, a final review of a development plan for review and recommendation, and a decision by the Council. The findings under 18.38.060 must be made in the affirmative for project approval.
- *Comprehensive Plan Amendm*ent: The process for evaluating this type of application is set forth in PAMC 18.80.080. This type of legislative change requires a prescreening before Council, which has been completed. A request for a zoning text amendment requires at least one public hearing before the PTC and shall forward its recommendations to the City Council for final action.
- *Historic Review*: The historic review requirements are set forth in PAMC Section 18.49.050. Historic Resources Board (HRB) review is required for exterior modifications to Inventory Category 1-4 structures Downtown, Professorville Historic District homes, and significant structures (Category 1s and 2s) elsewhere in the City. The HRB forwards its recommendation on such modifications to the City Council for final action.
- *Vesting Tentative Map*: The process for evaluating this type of application is set forth in Title 21 of the Palo Alto Municipal Code (PAMC) and California Government Code 66474. The process for approval of a Vesting Tentative Map for a condominium subdivision is outlined in PAMC Sections 21.12.010 and 21.13.020. Vesting Tentative maps require Planning and Transportation Commission (PTC) review. The PTC reviews whether the amended subdivision is consistent with the Subdivision Map Act (in particular Government Code 66474), Title 21 of the Palo Alto Municipal Code, the Palo Alto Comprehensive Plan, and other applicable provisions of the Palo Alto Municipal Code and State Law. The PTC's recommendation is forwarded to the City Council for final approval.

Analysis[3]

The project plans for the Development Agreement alternative are still under review and the plans presented to the PTC (Attachment G) are the initial plans submitted to the City. Although the proposed development project is the result of negotiations between the City and Sobrato, the project has not been approved or entitled. Therefore, feedback from the PTC and the public is encouraged.

Neighborhood Setting and Character

The site is located within the Ventura neighborhood, within the area defined for the proposed North Ventura Coordinated Area Plan. The site abuts single-family residential uses to the east, Park Boulevard to the north, a paved at-grade parking lot to the west, and Portage Avenue/Ash

[3] The information provided in this section is based on analysis prepared by the report author prior to the public hearing. Planning and Transportation Commission in its review of the administrative record and based on public testimony may reach a different conclusion from that presented in this report and may choose to take an alternative action from the recommended action.

Street to the South. On the west side, the project site encompasses both the east and west sides of Matadero Creek with a small connection out to Lambert.

Consistency with the Comprehensive Plan, Area Plans and Guidelines[4]

The Comprehensive Plan land use designation for the majority of the 14.65-acre site is Multi-family Residential. However, a small portion of the property located at 3040 Park Boulevard has a land use designation of Light Industrial.

The Multi-family Residential land use designation states the permitted number of housing units will vary by area. Net densities will range from 8 to 40 units and 8 to 90 persons per acre. Density should be on the lower end of the scale next to single-family residential areas. Densities higher than what is permitted may be allowed where measurable community benefits will be derived, services and facilities are available, and the net effect will be consistent with the Comprehensive Plan". The light industrial land use designation allows for "Wholesale and storage warehouses and the manufacturing, processing, repairing, and packaging of goods. Compatible residential and mixed-use projects may also be located in this category. Floor Area Ratios (FAR) will range up to 0.5:1. Consistent with the Comprehensive Plan's encouragement of housing near transit centers, higher density multi-family housing may be allowed in specific locations."

The Development Agreement alternative includes retention of the existing legal nonconforming research and development use at 340-380 Portage and office use at 3201-3225 Ash Street. It also includes conversion of the existing legal nonconforming automotive service use at 3205 Park Boulevard to a research and development use. Retention of these land uses would not be consistent with the multi-family residential land use designation.

The applicant proposes to re-designate three of the proposed parcels (Cannery, Ash, and Audi parcels) as a "Mixed-Use" land designation. Staff is evaluating the most appropriate path forward for land use designation for the site. Other than a mixed-use designation of these parcels, options could include a service commercial land use designation for the Audi and Ash Office parcels, consistent with the land use designation of other abutting parcels. For the cannery building, an alternative to the mixed-use land use designation could be a change to service commercial. However, because the service commercial land use designation states that non-commercial floor area would range up to 0.4:1 FAR, and the floor area at the remaining parcel would exceed that allowance. An alternative option would be to do a Comprehensive Plan text amendment to the service commercial land use designation to add that FAR "generally ranges up to 0.4:1."

North Ventura Coordinated Area Plan

The project site is located within the boundaries of the proposed North Ventura Coordinated Area Plan (NVCAP). The City began working group meetings in 2018 for this proposed

[4] The Palo Alto Comprehensive Plan is available online: http://www.cityofpaloalto.org/gov/topics/projects/landuse/compplan.asp

coordinated area plan. An analysis of the project's consistency with key goals articulated for the NVCAP process is included in Attachment C. The City, in its negotiations with Sobrato, focused on the key goals of the NVCAP and the expressed interests of the public and NVCAP working group. These included:

- Open space adjacent to Matadero Creek
- Housing, particularly affordable housing
- Retention and historic rehabilitation of the cannery building
- Improved bicycle and pedestrian connections
- Transportation Demand Management Plan

Zoning Compliance[5]

Because the development agreement alternative includes the donation of a portion of the property to the City of Palo Alto, the remaining buildings, as well as the proposed townhome development, would not comply with certain aspects of the zoning ordinance, like floor area ratio and lot coverage, which are based on the size of the parcel. The applicant is seeking, through the development agreement and planned community rezoning, permission to deviate from certain code standards, in a manner that is consistent with the Zoning Ordinance. A detailed review of existing and proposed improvements' consistency with applicable zoning standards has been performed. A summary table is provided in Attachment B. Note that because the Cannery, Ash office building, and Audi building are non-complying uses within the RM-30 zone district and commercial standards are not provided for the RM-30 zone district, staff compared the existing buildings to the CS zoning standards. The intent of this is to provide a comparison of standards that would typically apply to commercial uses within this area and what the applicant is requesting through the PC process.

To address any inconsistencies with the municipal code, the project would include rezoning each of the resulting parcels to a Planned Community zone district to tailor the zoning to each parcel. The applicant proposes that the parcel to be dedicated to the City remain zoned RM-30 (medium density multi-family residential) since no new structures are proposed at this time. The City is still evaluating the most appropriate proposed land use and zoning for the proposed parcel to be dedicated to the City. The City is considering a MISP (Major Institutions Special Facilities) land use designation and Public Facilities zoning; affordable housing would be an allowed use on a parcel with this land use designation and zoning. The future affordable housing component on this site may require rezoning the parcel to a planned community in the future; however, no specific plans are available at this time for the site. Staff anticipates the parcel would remain designated as open space/park, except for the portion set aside for an affordable housing project.

Objective Design Standards/Architectural Review

The project would be subject to the objective design standards outlined under Chapter 18.24 of the Palo Alto Municipal Code. The project does not comply with all the requirements under the objective standards. Sobrato intends to move forward with a Major Architectural Review

[5] The Palo Alto Zoning Code is available online: http://www.amlegal.com/codes/client/palo-alto_ca

application for the new townhome parcel. Architectural Review is part of the process for planned community zone district projects, and this process will involve an evaluation of the proposed modifications to the cannery building. No changes are proposed to the Ash building at 3201-3225 Ash Street or the Audi building at 3250 Park Boulevard.

Retail Preservation

Retail Preservation does not apply to this site because the requirements under PAMC Section 18.40.180 do not apply to retail or retail-like uses that are no longer permitted or conditionally permitted in the applicable district. The commercial recreation use at 3040 park was approved after the ordinance was adopted and is not subject to the retail preservation ordinance.

Historic Review

A complete historic resources evaluation for the subject property is provided in Attachment D. The existing cannery building located at 200-404 Portage/3200 Park (commonly referred to as 340 Portage) as well as the office building at 3201-3225 Ash Street were deemed eligible for listing on the California Register of Historic Resources (CRHR) at the local level of significance under Criterion 1 (events) for its association with the history of the canning industry in Santa Clara County. A separate evaluation was completed for the 3040 Park building (which is currently on a separate parcel) and the building was deemed ineligible for the CRHR or National Register of Historical Places (NRHP).

The buildings were constructed as part of the former Bayside Cannery company, which was owned by a prominent Chinese immigrant and a groundbreaking figure in the canning industry, Thomas Foon Chew. Mr. Chew made the Bayside Canning Company the third largest fruit and vegetable cannery in the world in the 1920s, only behind Libby and Del Monte. The former cannery site was initially developed in April 1918 and expanded over the next several decades. The site operated as the Bayside Cannery and then as the Sutter Packing Company in 1929. The cannery continued to grow through World War II and was closed in 1949. Although the building has undergone some exterior alterations throughout the expansion, aerial photos show from 1965 that the building continues to have the same shape and general form as it does today. Following the closure of the cannery, the site has been occupied by extensive retailers Maximart and Fry's Electronics as well as other Research and Development and warehouse uses. The 84,000 sf of retail space previously occupied by Fry's is currently vacant.

As discussed further below, the development agreement, as well as the 200 Portage Avenue Townhome Project, would require demolition of a portion of the cannery building. This has been identified as a significant and unavoidable impact in the Draft EIR and will require the Council to adopt overriding considerations.

Trees

The plans for the proposed development agreement would remove 107 trees and proposes to plant 120 new trees on the site. The development agreement and Planned Community ordinance would set forth the requirements with respect to the allowed tree removal and replacement. However, because the development agreement project was filed after the new

tree preservation ordinance went into effect, the City would evaluate the proposal in comparison to the new provisions under Chapter 8.10 of the municipal code. The arborist report provided currently does not evaluate based on the new standards and would need to be revised accordingly. The proposed 200 Portage Townhome project was filed prior to adoption of the recent tree preservation ordinance and is therefore not subject to the new standards.

Multi-Modal Access

The proposed project includes five points of vehicular ingress/egress to the site. The Townhome units would be accessed via two locations on Park Boulevard and one location off Portage Avenue/Ash Street. The City Parcel and the Office would be accessed from Park Boulevard and Portage Ave. The Cannery building can be accessed from Portage Avenue, Park Boulevard, and an existing ingress/egress easement through an adjacent parcel on Acacia. The Audi building would continue to be access from Park Boulevard. Private streets would be provided between the Townhome units for circulation. The Development Agreement and associated plans include various ingress/egress easements between parcels and will require inclusion of a publicly accessible ingress/egress easement between Portage Avenue and Park Boulevard along the alignment of street B in the plans.

The County Department of Parks and Recreation commented on the Notice of Preparation and requested the City require an enhanced bikeway between Portage Avenue and Park Boulevard, consistent with the County's Countywide Trail Plan. This enhanced bikeway is also identified in the City's Bicycle and Pedestrian Transportation Plan. Consistent with these plans, a public access easement would be provided to connect Portage Avenue and Park Boulevard along the new private Street B. Although this is not on a Safe Route to School pathway, this could potentially serve as a future connection for school children. The connection has been identified by the community as a key connection for bicyclists commuting to the Stanford Research Park. The Draft EIR identified this as a significant impact requiring mitigation for the proposed 200 Portage Townhome Project. To the extent the Development Agreement stipulates granting of the easement and a design that incorporates this bike path, mitigation would not be required for the Development Agreement Alternative.

The project also includes land on the east side of Matadero Creek. Many community members have expressed an interest in connecting the Creekside area into the walking paths from Boulware Park. Although improvements to the dedicated parcel are not proposed as part of the development agreement, the DA includes one million dollars to support future improvements on the parcel (separate from the funds set aside for the proposed affordable housing) which may be used for a bridge and walking paths to connect the site into Boulware Park.

Transportation Impact Analysis

The City prepared a Transportation Impact Analysis (TIA) for the proposed 200 Portage Townhome Project. The TIA analyzed the project in accordance with both Vehicle Miles Traveled for the purposes of CEQA as well as with the City's Local Transportation Impacts policy adopted by the City Council. The Council adopted a policy to evaluate circulation as well as level

of service at intersections. The complete Transportation Impact Analysis is included in Appendix H of the Draft EIR. A link to the Draft EIR is included in Attachment G of this report.

Vehicle Miles Traveled
The criteria used by the City of Palo Alto state that each component of a project should be evaluated independently for mixed-use projects consisting of multiple land uses.

The Palo Alto VMT Criteria states:

- Projects located within a half-mile walkshed around high-quality transit corridors that do not exceed City parking requirements can be presumed to cause a less-than-significant VMT impact.
- Local-serving retail projects comprised of less than 10,000 square feet can be presumed to cause a less-than-significant VMT impact.
- Residential projects may indicate a significant transportation impact if the proposed project VMT exceeds 15 percent below the existing County home-based VMT per resident.
- Office (or employment-based) projects which exceed 15 percent below the existing regional home-based work VMT per employee may indicate a significant transportation impact.

The project is located within one half-mile of high-quality transit corridors and the project does not exceed the parking requirements. Therefore, the Development Agreement Alternative would normally be screened out as a project with a less than significant impact. However, for comparison with the proposed project, and because the parking was not known at the time the analysis began, the City evaluated each use individually.

The project includes an on-site 2,600 square foot retail space which is smaller than the 10,000 square foot threshold adopted by the City VMT criteria. Based on guidance from the OPR Technical Advisory and Palo Alto's adopted criteria, local-serving retail such as this can generally be presumed to have a less-than-significant impact on VMT. These types of uses will primarily draw users and customers from a relatively small geographic area that will lead to short-distance trips and trips that are linked to other destinations. The total demand for retail in a region also tends to hold steady; adding new local-serving retail typically shifts trips away from another retailer rather than adding entirely new trips to the region.

According to the Santa Clara Countywide VMT Evaluation Tool (Version 2), the countywide household VMT per capita is 13.33 miles. Based on the Palo Alto VMT Criteria, a project generating a VMT that is 15 percent or more below this value, or 11.33 miles per capita, would have a less-than-significant VMT impact. The evaluation tool estimates that this project would have a projected VMT rate of 4.89 miles per capita. Because this per capita VMT rate is below the significance threshold of 11.33 miles, the residential portion of the project alternative would be considered to have a less-than-significant VMT impact.

The Countywide VMT Evaluation Tool also estimates that the countywide average VMT per worker is 16.64 miles. Per City VMT Criteria, a project generating a VMT that is less than 15 percent of this value, or 14.14 miles per worker, would have a less-than-significant VMT impact.

The evaluation tool estimates that this project would have a projected VMT rate of 15.56 miles per worker. A Transportation Demand Management (TDM) program includes measures which can reduce the need for vehicle travel by employees of the proposed project. A TDM program capable of reducing vehicle trips by 15 percent is proposed in the Development Agreement between the City and the project applicant. Successful implementation of the project's proposed TDM program would be expected to reduce VMT and would result in the project alternative having a less-than-significant VMT impact for its employment-based uses, 13.23 VMT.

Local Transportation Analysis

The Development Agreement alternative is expected to generate an average of 43 net-new vehicle trips during the a.m. peak hour and 51 trips during the p.m. peak hour. This represents an increase of three and four trips during the a.m. and p.m. peak hours, respectively, when compared to the 200 Portage Avenue Townhome project. Because the proposed project alternative is expected to generate a similar number of peak-hour vehicle trips compared to the base project, staff did not perform a separate intersection analysis for the project alternative condition. The TIA concludes that the results would be nearly identical to those from the base project and any differences would be nominal.

The Local Transportation Analysis concludes that the study intersections would continue operating at the same levels of service with or without the addition of project-generated traffic. At the intersections of El Camino Real/Olive Avenue and El Camino Real/Lambert Avenue, the westbound approaches would operate at LOS F during both the a.m. and p.m. peak hours regardless of whether project-related vehicle trips are included. The intersection of El Camino Real/Olive Avenue would have volumes that satisfy the peak hour volume warrant under the Cumulative plus Project condition for the p.m. peak hour with the project and the intersection of El Camino Real/Lambert Avenue would also satisfy this warrant with both the a.m. and p.m. peak hour volumes with or without the project.

The City does not have a threshold of significance for unsignalized intersections already operating at LOS F prior to the addition of project trips. It is suggested that unsignalized intersections that satisfy a peak hour traffic signal warrant and operate at LOS F be included in the City of Palo Alto's list of intersections that are considered for traffic signal installation. The City identifies its own criteria for ranking and prioritization, including other signal warrants and crash history when considering the need and timing for traffic signal installation. It should also be noted that because these intersections affect Caltrans right-of-way, Caltrans signalization of these intersections would fall under Caltrans' jurisdiction. Similar to the City, Caltrans has additional considerations with respect to ranking and prioritization before it would consider signalization of an intersection. In accordance with PAMC Section 16.45, the applicant is required to pay a Transportation Impact Fee for new PM peak hour trips associated with the proposed project.

<u>Parking</u>

The proposed townhome development would be fully parked based on today's code with two parking spaces per unit and 37 additional surface-level parking spaces throughout the site. The cannery and Ash building would be under-parked by 177 spaces (419 spaces proposed where 596 would be required per the Title 18), a 30% reduction across the two parcels in comparison to base zoning standards. However, the existing parking ratio at the site is one space per 376 sf of floor area. The proposed parking ratio is one space per 360 sf of floor area. Therefore, the proposed development agreement slightly improves the parking ratio on the site. The existing parking spaces have historically met the parking demand on the site, even with the operation of the former retail use. A recorded off-site parking agreement would be required to document the parking for the Ash street building, which would be provided on the resulting cannery parcel. The existing Audi building provides 31 spaces where 37 are required for the R&D use.

Bicycle parking would be provided within garages for the townhome development. Additional guest bicycle parking spaces do not appear to be provided for the townhome parcel; this would need to be resolved. A total of seven short-term bicycle parking spaces would be required. New bicycle parking would be provided throughout the cannery parcel to accommodate the proposed retail and existing R&D uses at the cannery building that would remain.

TDM Plan

The applicant's initial proposed Transit Demand Management (TDM) Plan is provided in Attachment E and proposes a 15 percent reduction of commercial trips. The City's Office of Transportation is currently reviewing this TDM plan; input from the PTC on the plan is encouraged. The TDM plan is proposed voluntarily by the developer as part of the Development Agreement. Based on an initial review of the project to the code, it appears the City's TDM ordinance is not applicable because the applicant's project is anticipated to result in less than 50 net new morning or evening weekday and weekend peak hour trips. Although the traffic analysis in the DEIR concluded that complete buildout of the development agreement alternative, including the affordable housing project on City property, would result in more than 50 net new AM and PM peak hour trips (70 net new trips), 62 of these net new trips would be a result of an assumed 75-unit future affordable housing project. This future affordable housing use will not be owned or operated by the developer and will be subject to its own TDM requirement. It should also be noted that the trip generation assumptions do not provide any trip credits for the 84,000 sf of former retail space that is proposed to be removed. The planned community ordinance and development agreement would set forth the requirements with respect to parking and trip reduction requirements for this project.

Environmental Review

The subject project has been assessed in accordance with the authority and criteria contained in the California Environmental Quality Act (CEQA), the State CEQA Guidelines, and the environmental regulations of the City. Specifically, the City, acting as the lead agency, released a Draft Environmental Impact Report (EIR) for the 200 Portage Avenue Townhome project on September 16, 2022. The Draft EIR concludes that the proposed project would have a significant and unavoidable impact on a historic resource because it includes the partial

demolition of a building that the City's consultant has identified as being eligible for the California Register of Historical Resources. Therefore, to approve the proposed project, Council would be required to adopt findings of overriding consideration for the proposed project as well as any of the proposed alternatives.

The Development Agreement is analyzed as Alternative 3 in the Draft EIR. The Draft EIR concludes that Alternative 3 would similarly result in a significant and unavoidable impact on a cultural resource because it similarly requires demolition of a large portion of the cannery building at 200 Portage/3200 Park Boulevard.

Hazardous Materials
Groundwater contamination associated with a regional chlorinated solvent plume has been identified at the project site along with other nearby properties. This is primarily associated with hydrologically upgradient facilities including Hewlett-Packard (HP), Varian Associates, Eastman Kodak, and Dura-Bond facilities not related to the project site and under investigation since at least 1981, when leaking waste solvent USTs were first discovered by HP. Cleanup activities at these properties have included soil vapor extraction, groundwater extraction and treatment, and injection. There are several constituents of concern commingled in the regional groundwater plume (referred to as the California-Olive-Emerson Plume), most notably TCE, which is the most widely distributed. As discussed in the environmental analysis, remediation is required in order to ensure the impacts of the plume do not impact future users at the site. This would be addressed through a standard condition of approval for compliance with the City's Comprehensive Plan. Mitigation is required to address potential impacts during construction.

Additionally, the site is identified on the Regional Water Quality Control Board's Geotracker Database because of past leaking underground storage tanks at the property. PES Environmental Inc. conducted soil vapor sampling in a 2021 investigation, which detected low concentrations of petroleum hydrocarbon-related VOCs throughout the study area. PES associated these with past hydrocarbon releases from the numerous removed upgradient UST tanks, former industrial uses of the property, and incidental leaks from the use of portions of the study area as parking. Benzene and ethylbenzene were detected in soil vapor at levels above their corresponding residential ESLs. In addition, TCE detections in soil vapor occurred primarily in the northwestern portion of the study area coincident with the regional COE plume (see below); concentrations appeared to increase with depth, which further supports the COE plume as the source of these detections. Mitigation Measure HAZ-1 is identified in the analysis to address impacts associated with former releases at the property.

Public Notification, Outreach & Comments

The Palo Alto Municipal Code requires notice of this public hearing to be published in a local paper and mailed to owners and occupants of property within 600 feet of the subject property at least ten days in advance. Notice of a public hearing for this project was published in the *Daily Post* on September 30, which is 12 days in advance of the meeting. Postcard mailing occurred on September 27, which is 15 days in advance of the meeting.

The City also sent an e-mail blast on October 5 to a list of individuals that identified an interest in the NVCAP process or otherwise participated in the process to notify them of this study session and to provide a link to the PTC agenda webpage.

Public Comments

The City has received significant input with respect to the project area as part of the NVCAP process, including from members of the public, recommending bodies, Council, and the NVCAP working group. That input informed the objectives identified for the NVCAP process as discussed above and included in Attachment C. As part of the Notice of Preparation for the Draft EIR, the City received comments from one individual and three agencies, the Native American Heritage Commission, California Department of Transportation, and County Department of Parks and Recreation. The Notice of Preparation and Comments on the Notice of Preparation are included in Appendix A of the Draft EIR.

The Council study session on August 1, 2022 served as the prescreening meeting required for a proposed development agreement and legislative changes, including Planned Community rezoning and a Comprehensive Plan amendment, in accordance with PAMC Chapter 18.79. The session provided an opportunity for initial comments on the general development terms and public benefits. Following is a summary of comments from the public during the study session:

- Concerns from adjacent property owners about mitigation of the toxic plume, the placement of the BMR units (not close enough to transit), and accounting for loss of housing and businesses as part of the project;
- Expressed concerns about considering Fry's to be an existing use;
- Statements that the threat of litigation has no merit;
- Requests for full naturalization of the creek bank and questions about how that will be analyzed in accordance with CEQA;
- Requests to preserve the entire cannery building;
- Requests to eliminate all nonconforming uses and to add retail to the site;
- Statements that the affordable housing component should not be provided through land dedication and funds (should be inclusionary);
- Requests for a better understanding of the financial benefits to the developer;
- Requests to better understand what has been committed to and where there is flexibility for input from the public and relevant boards/commissions/Council;
- Expressions that the project will result in blight for the area, similar to other projects in the vicinity;
- Encouragement of net zero buildings.

The City also received a comment from a neighboring resident on Olive Street. The resident indicated concerns that, if not designed properly, the project may cause flooding at his residence. According to the resident, this occurred in the past when a former property owner installed the existing wall between the project site and the resident's property and required

modifications to the wall to resolve the issue. He also wanted to better understand the daylight plane/setbacks for the townhomes. Staff is discussing these concerns with the resident and will ensure that the civil engineer is designing accordingly and that the Public Works Engineering division is closely reviewing drainage in this area.

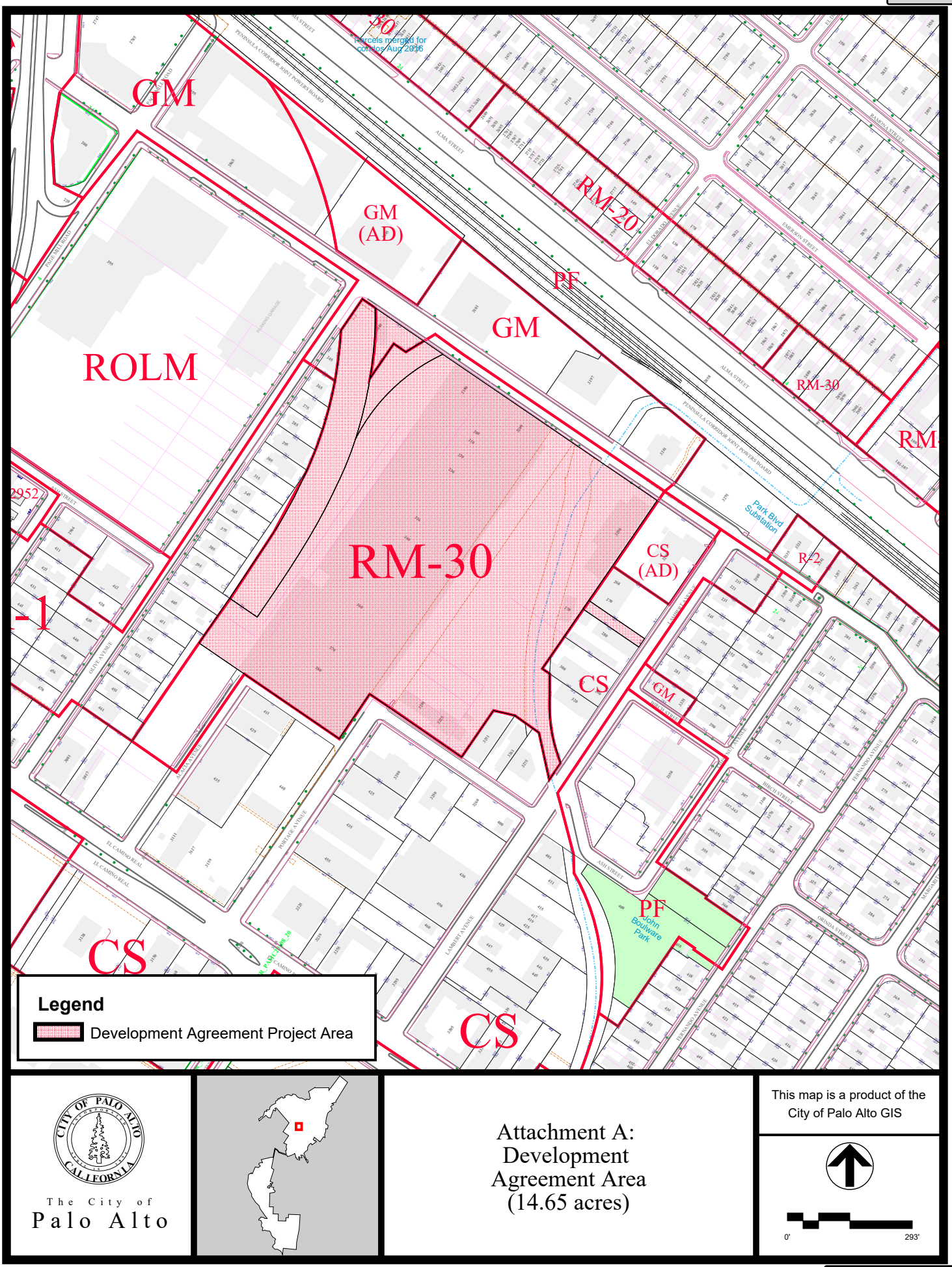
Report Author & Contact Information
Claire Raybould, AICP, Senior Planner
(650) 329-2116
Claire.Raybould@Cityofpaloalto.org

PTC[6] Liaison & Contact Information
Amy French, Chief Planning Official
(650) 329-2336
Amy.French@cityofpaloalto.org

Attachments:

- Attachment A: Location Map (PDF)
- Attachment B: Zoning Comparison (DOCX)
- Attachment C: Consistency of Development Agreement Alternative with NVCAP Goals (DOCX)
- Attachment D: Historic Resources Evaluation 340 Portage (PDF)
- Attachment E: Transit Demand Management Plan (PDF)
- Attachment F: Applicants Project Description and Planned Community Rezoning Statement (PDF)
- Attachment G: Project Plans and Draft Environmental Impact Report (DOCX)

[6] Emails may be sent directly to the PTC using the following address: planning.commission@cityofpaloalto.org



The City of Palo Alto

Attachment A: Development Agreement Area (14.65 acres)

This map is a product of the City of Palo Alto GIS

0' 293'

ATTACHMENT B
ZONING COMPARISON TABLE
22PLN-00287
(bold indicates non-compliance)

Table 1: 340-404 Portage Avenue (Cannery Building) **COMPARISON WITH CHAPTER 18.16 (CS DISTRICT)**			
Regulation	**Required**	**Existing**	**Proposed**
Minimum Site Area, width and depth	8,500 sf area, 70 foot width, 100 foot depth	~880 feet x ~640 feet ~539,035 sf (12.37 acres)	~590 feet X ~420 feet (irregular; 6.3 acres)
Minimum Front Yard	0-10 feet to create an 8-12 foot effective sidewalk width (1), (2), (8)	~20 feet (Park Boulevard)	**None (Alley between Acacia and Portage)**
Rear Yard	None	None (Alley between Acacia and Portage)	~25 feet (abutting new townhome parcel)
Interior Side Yard	None		11-20 feet (adjacent residences to new parking garage) 60 feet (south side of newly created parcel)
Street Side Yard	None	Not applicable	Not applicable
Min. yard for lot lines abutting or opposite residential districts or residential PC districts	10 feet (2)	32 feet	120 feet
Build-to-lines	50% of frontage built to setback 33% of side street built to setback(7)	None (Park Boulevard)	Cannery building built to front setback (Alley between Acacia and Portage) Side street is not applicable
Special Setback	24 feet – see Chapter 20.08 & zoning maps	Not Applicable	Not Applicable
Max. Site Coverage	None	Unclear (complies)	49.7%
Max. Building Height	35 ft within 150 ft. of a residential district (other than an RM-40 or PC zone) abutting or located within 50 feet of the site	~35 feet; ten inches to top of existing monitor roofs; ~21 feet, two inches to top of existing main roof of cannery building	15 foot, four inches to top of stairs' 11 foot, six inches to second floor deck for parking garage **~No change to cannery building roof heights**

Max. Floor Area Ratio (FAR)	0.4:1 (109,771 sf) 18.18.060(e)	0.47 (251,619 sf on a 539,035 sf parcel)	**0.6:1 (164,656.8 sf)**
Daylight Plane for lot lines abutting one or more residential zone districts other than an RM-40 or PC Zone	None [(6)]	complies	**Unclear (new parking garage daylight plane will need to be shown on plans)**

Table 1A: CONFORMANCE WITH CHAPTER 18.52 (Off-Street Parking) for Research and Development and Retail

Type	Required	Proposed
Vehicle Parking	1 space per 250 sf for R&D (x142,744 sf)= 570 spaces 1 space per 200 sf for retail (x2,600 sf)=13 spaces 2 loading spaces for (100,000-199,999 sf)= 2 spaces Total required: 583 spaces Total loading required: 2 spaces	Parking garage:330 spaces Other uncovered spaces: 89 spaces **Total spaces provided: 419 spaces** **Total loading provided: 1 space**
Bicycle Parking	1 space per 2,500 sf for R&D; 80% LT; 20% ST (x142,744 sf)=57 spaces (46 spaces LT; 10 spaces ST) 1 space per 2,000 sf for retail; 20% LT; 80% ST (x2600 sf)=1 ST space Total required: 57 LT; 11 ST	**49 spaces (37 existing; 12 new) Long term** 20 Short term

Table 2: 200-Portage/3040-3200 Park Boulevard (Townhomes) COMPARISON WITH CHAPTER 18.13 (RM-30 DISTRICT)

Regulation	Required	Proposed
Minimum/Maximum Site Area, Width and Depth	8,500 sf area, 70 foot width, 100 foot depth	~300 X ~590 (3.92 ac gross [170,755]; 2.447 ac net [106,591 sf])
Minimum Front Yard	20 feet	~26 feet
Rear Yard	10 feet	~63 feet
Interior Side Yard	6 feet	~10 feet
Street Side Yard	16 feet	~11 feet to ~20 feet
Special Setback	Not Applicable	Not Applicable
Setback from major roadways [18.13.040(b)(1)(A)]	25 feet	Not Applicable
Max. Building Height	35 feet	32 foot, 10 inches

Side Yard Daylight Plane	10 feet at interior side lot line then 45 degree angle	Complies
Rear Yard Daylight Plane	10 feet at rear setback line then 45 degree angle	Complies
Max. Site Coverage	40% (68,302)	35.4%
Max. Total Floor Area Ratio	0.6:1 (63,955 sf)	**1.5:1 (159,949 sf)***
Minimum Site Open Space	30% (51,226 sf)	**20.4% (34,963 sf)**
Minimum Usable Open Space	150 sf per unit (11,100 sf)	177 sf/du min (12,131 sf)
Minimum Common Open Space	75 sf per unit (5,550 sf)	86 sf/du min (6,339 sf)
Minimum Private Open Space	50 sf per unit (3,700 sf)	92 sf/du min (6792 sf)

*Net lot area is used for the calculation of floor area and excludes the private streets and creek easements

Table 2A: CONFORMANCE WITH CHAPTER 18.52 (Off-Street Parking) for Multi-family Residential

Type	Required	Proposed
Vehicle Parking	2 spaces per unit, at least one covered 2x74 units=148 spaces required	148 spaces covered (2 each for 74 units) 37 uncovered spaces Total provided: 185 spaces
Bicycle Parking	1 long term space per unit and 1 short term space per 10 units (1x74)=74 long-term spaces .1x74=7 short-term spaces	74 long term spaces provided in private garages; **0 short term spaces* (note: This has been discussed with the applicant and four short term bike racks will be provided throughout the site)**

*This has been discussed with the applicant and will be remedied on future plan sets

Table 3: 3250 Park Boulevard (Audi) COMPARISON WITH CHAPTER 18.16 (CS DISTRICT)

Regulation	Required	Existing	Proposed
Minimum Site Area, width and depth	8,500 sf area, 70 foot width, 100 foot depth	539,035 (12.37 acres)	142 feet x ~470 feet (irregular); 0.773 acres gross lot; 0.737 acres net lot
Minimum Front Yard	0-10 feet to create an 8-12 foot effective sidewalk width (1), (2), (8)~	~30 feet	~30 feet
Rear Yard	None	~380 feet (to previous parcel boundary)	~7 feet to newly created lot line abutting new City parcel

Interior Side Yard	None	~8 feet eastern property line; ~680 feet to existing property line on west side of existing parcel	~8 feet to eastern property line; ~33 feet to newly created parcel boundary
Street Side Yard	None	Not applicable	Not applicable
Min. yard for lot lines abutting or opposite residential districts or residential PC districts	10 feet [(2)]	Not Applicable	Not Applicable
Build-to-lines	50% of frontage built to setback 33% of side street built to setback[(7)]	None built to frontage; side street is not applicable	**No change (none built to frontage;** side street not applicable**)**
Special Setback	24 feet – see Chapter 20.08 & zoning maps	Not Applicable	Not Applicable
Max. Site Coverage	None	Unclear (part of larger parcel)	35.1%
Max. Building Height	35 ft within 150 ft. of a residential district (other than an RM-40 or PC zone) abutting or located within 50 feet of the site	Single story	No Change
Max. Floor Area Ratio (FAR)	0.4:1 (12,841 sf based on 32,103 sf lot)	Unclear (part of larger parcel)	No Change to building; based on new parcel size the FAR for this building will be 0.37:1 (11,762 sf)
Daylight Plane for lot lines abutting one or more residential zone districts other than an RM-40 or PC Zone	None [(6)]	Not Applicable	Not Applicable

Table 3A: CONFORMANCE WITH CHAPTER 18.52 (Off-Street Parking)

for Research and Development Use at Audi Building

Type	**Required**	**Proposed**
Vehicle Parking	1 space per 250 sf for R&D (x11,762 sf)= 47 spaces Loading: one space per 10,000-100,000 sf=1 space	**Total spaces provided: 31** **Total loading provided: 1**
Bicycle Parking	1 space per 2,500 sf for R&D; 80% LT; 20% ST (X11,762 sf)=5 spaces (4 spaces LT; 1 space LT)	**Unclear**

3201-3225 Ash (Office)

Table 4: COMPARISON WITH CHAPTER 18.16 (CS DISTRICT)

Regulation	Required	Existing	Proposed
Minimum Site Area, width and depth	8,500 sf area, 70 foot width, 100 foot depth	539,035 (12.37 acres)	~91x~200 feet; 0.421 acres (18,338 sf)
Minimum Front Yard	0-10 feet to create an 8-12 foot effective sidewalk width (1), (2), (8)	~19 feet	~19 feet (no change)
Rear Yard	None	~690 feet (out to Park boulevard)	~20 feet (to new parcel boundary)
Interior Side Yard	None	~20 feet on east side	None on west side; ~20 feet on east side (no change)
Street Side Yard	None	Not Applicable	Not Applicable
Min. yard for lot lines abutting or opposite residential districts or residential PC districts	10 feet (2)	Not Applicable	Not Applicable
Build-to-lines	50% of frontage built to setback 33% of side street built to setback(7)	None	**None (no change)**
Special Setback	24 feet – see Chapter 20.08 & zoning maps	Not Applicable	Not Applicable
Max. Site Coverage	None	Unclear (based on larger parcel)	26.5%
Max. Building Height	35 ft within 150 ft. of a residential district (other than an RM-40 or PC zone) abutting or located within 50 feet of the site	Single-story	Single-story (no change)
Max. Floor Area Ratio (FAR)	0.4:1 (7,335 sf based on 18,338 sf lot)	Unclear (based on larger parcel	.26: 1 (4707 sf)
Daylight Plane for lot lines abutting one or more residential zone districts other than an RM-40 or PC Zone	None (6)	Not Applicable	Not Applicable

Table 4A: CONFORMANCE WITH CHAPTER 18.52 (Off-Street Parking) for Office

Type	Required	Proposed

Vehicle Parking	One space per 250 sf 4707 sf/250=18 spaces required	3 spaces on site; additional 15 spaces would be provided on the cannery site Total provided: 3 spaces
Bicycle Parking	One per 2,500 sf 80% LT; 20% ST= 2 spaces	**Unclear**

Attachment C: Consistency of Development Agreement with North Ventura Coordinated Area Plan Goals

North Ventura CAP Goals	Development Agreement Alternative
Housing and Land Use: Add to the City's supply of multifamily housing, including market rate, affordable, "missing middle," and senior housing in a walkable, mixed use, transit-accessible neighborhood, with retail and commercial services and possibly start up space, open space, and possibly arts and entertainment uses.	The Development Agreement Alternative adds to the City's housing supply by providing 74 market rate units and providing the land and funds toward a below market rate development on the parcel dedicated to the City.
Transit, Pedestrian and Bicycle Connections: Create and enhance well-defined connections to transit, pedestrian, and bicycle facilities, including connections to the Caltrain station, Park Boulevard and El Camino Real.	The project provides for improved connections between Portage and Park, which is an important bike pathway for commuters and is identified for improvements in accordance with the Bicycle Pedestrian Transportation Plan. The project also includes dedication of the land that could facilitate a better connection for pedestrians between this open space area and Boulware Park.
Connected Street Grid: Create a connected street grid, filling in sidewalk gaps and street connections to California Avenue, the Caltrain Station, and El Camino Real where appropriate.	The project provides for vehicular connection between Park Boulevard and Portage.
Community Facilities and Infrastructure: Carefully align and integrate development of new community facilities and infrastructure with private development, recognizing both the community's needs and that such investments can increase the cost of housing.	The project undergrounds existing utility line and improves the infrastructure on this site at the cost of the developer. The project dedicates land to the City to allow for community facilities. The DA will require a design that incorporates an enhanced bikeway connection with public access between Park Boulevard and Portage Avenue at the cost of the developer.
Balance of Community Interests: Balance community-wide objectives with the interests of neighborhood residents and minimize displacement of existing residents and small businesses.	The Development Agreement does not displace any residents however it removes the small commercial recreation use. However, there are numerous other vacant spaces in the City that can accommodate this use (which is considered a retail-like use) and there are several other commercial recreation uses in the NVCAP area. Key objectives community-wide and for residents included more open space adjacent to Matadero Creek and small, neighborhood serving retail. The Development Agreement alternative achieves this.
Urban Design, Design Guidelines and Neighborhood Fabric: Develop human-scale urban design strategies, and design guidelines that strengthen and support the neighborhood	The proposed townhome development maintains the daylight plane requirements from adjacent residential zoning as well as the height limits of the existing RM-30 zoning designation (32 feet

fabric. Infill development will respect the scale and character of the surrounding residential neighborhood. Include transition zones to surrounding neighborhoods.	where 35 feet is allowed). Buildings are set back with landscaping in-between to respect the adjacent residential uses.
Sustainability and the Environment Protect and enhance the environment, while addressing the principles of sustainability.	The new townhomes will be all electric and will comply with GB-1 plus Tier 2 requirements. The cannery building will require upgrades to improve green building compliance with current green building code. The other existing buildings will not be modified.

340 PORTAGE AVENUE
HISTORIC RESOURCE EVALUATION

PALO ALTO, CALIFORNIA
[16252P]

PREPARED FOR:
CITY OF PALO ALTO

PAGE & TURNBULL
imagining change in historic environments through design, research, and technology

FEBRUARY 26, 2019

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I. INTRODUCTION

This Historic Resource Evaluation (HRE) has been prepared at the request of the City of Palo Alto Planning and Community Environment Department for the former cannery property (referred to as the "subject property" in this report), which consists of the former cannery building at 340 Portage Avenue and the associated former office building at 3201-3225 Ash Street (APN 132-38-071) in Palo Alto, California **(Figure 1)**. Other storefront addresses—including 200, 210, 220, 230, 336, 360, 370, and 380 Portage Avenue and 3200 Park Boulevard—are used at the main cannery building; however, 340 Portage Avenue occupies the largest space in the building and is, therefore, being used to refer to the building as a whole. The building at 340 Portage Avenue was initially built for the Bayside Canning Company, owned by Thomas Foon Chew, in 1918 and subsequently expanded by the Sutter Packing Company in the 1930s and 1940s. These expansions included the construction of the extant office building at 3201-3225 Ash Street. The subject property is located on the west side of Portage Avenue between Park Boulevard and El Camino Real, immediately west of Matadero Creek.

The subject property sits on an irregularly-shaped 12.5-acre lot; parking lots border 340 Portage Avenue to the northwest and southeast.

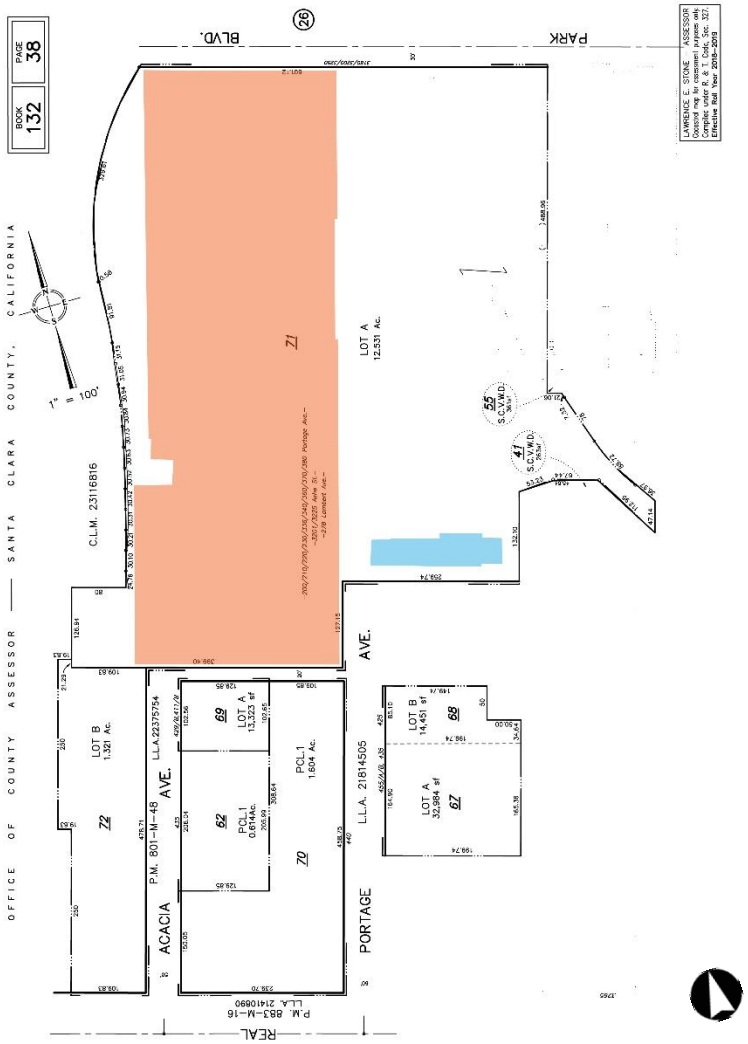

Figure 1: Assessor Block map. The subject property, inclusive of the former cannery at 340 Portage Avenue (shaded orange) and the former office building 3201-3225 Ash Street (shaded blue). Source: Santa Clara County Assessor. Edited by Page & Turnbull.

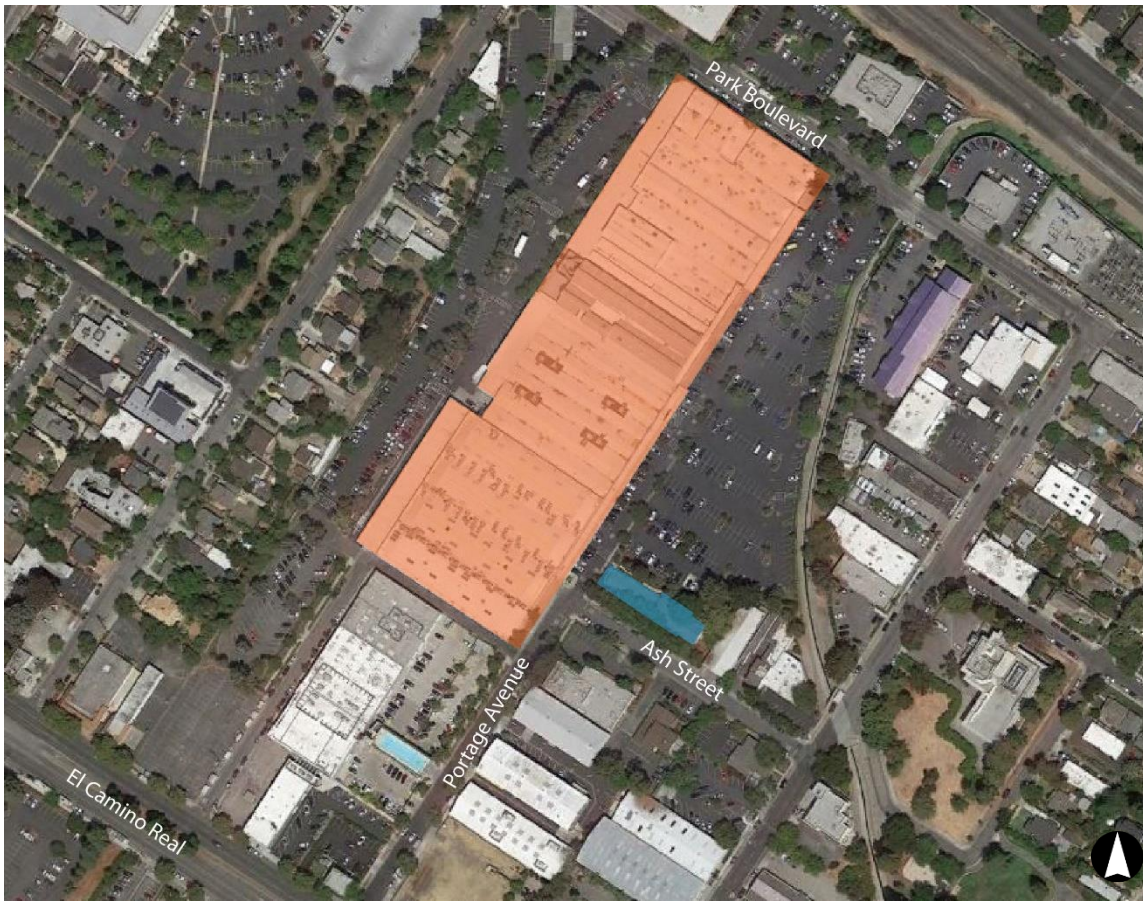

Figure 2: Aerial view of the subject property. The former cannery building is shaded orange. The former office building is shaded blue. Source: Google Earth, 2019. Edited by Page & Turnbull.

The subject property has not been previously listed or found eligible for listing in the National Register of Historic Places (National Register), California Register of Historical Resources (California Register), or local City of Palo Alto Historic Inventory, nor is it located within the boundaries of any recorded historic district.

METHODOLOGY

This Historic Resource Evaluation provides a summary of previous historical surveys and ratings, a site description, historic context, and an evaluation of the property's individual eligibility for listing in the California Register of Historical Resources.

Page & Turnbull prepared this report using research collected at various local repositories, including the Palo Alto Historical Association, City of Palo Alto Development Center, Ancestry.com, and various other online sources. Page & Turnbull conducted a site visit in January 2019 to review the existing conditions and to photograph the property in order to prepare the descriptions and assessments included in this report. All photographs were taken by Page & Turnbull in January 2019, unless otherwise noted.

SUMMARY OF FINDINGS

Upon evaluation of the subject property, inclusive of the former cannery at 340 Portage Avenue and the former office building at 3201-3225 Ash Street, Page & Turnbull finds the former cannery property to be eligible for listing in the California Register of Historical Resources at the local level of significance under Criterion 1 (Events) for its association with the history of the canning industry in Santa Clara County. Thus, the property appears to qualify as a historic resource for the purposes of review under the California Environmental Quality Act (CEQA).

II. CURRENT HISTORIC STATUS

The following section examines the national, state, and local historical ratings currently assigned to the subject property.

NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places (National Register) is the nation's most comprehensive inventory of historic resources. The National Register is administered by the National Park Service and includes buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local level.

340 Portage Avenue and 3201-3225 Ash Street are not currently listed in the National Register of Historic Places individually or as part of a registered historic district.

CALIFORNIA REGISTER OF HISTORICAL RESOURCES

The California Register of Historical Resources (California Register) is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-listed properties are automatically listed in the California Register. Properties can also be nominated to the California Register by local governments, private organizations, or citizens. The evaluative criteria used by the California Register for determining eligibility are closely based on those developed by the National Park Service for the National Register of Historic Places.

340 Portage Avenue and 3201-3225 Ash Street are not currently listed in the California Register of Historical Resources individually or as part of a registered historic district.

CALIFORNIA HISTORICAL RESOURCE STATUS CODE

Properties listed by, or under review by, the State of California Office of Historic Preservation are assigned a California Historical Resource Status Code (Status Code) between "1" and "7" to establish their historical significance in relation to the National Register of Historic Places (National Register or NR) or California Register of Historical Resources (California Register or CR). Properties with a Status Code of "1" or "2" are either eligible for listing in the California Register or the National Register, or are already listed in one or both of the registers. Properties assigned Status Codes of "3" or "4" appear to be eligible for listing in either register, but normally require more research to support this rating. Properties assigned a Status Code of "5" have typically been determined to be locally significant or to have contextual importance. Properties with a Status Code of "6" are not eligible for listing in either register. Finally, a Status Code of "7" means that the resource either has not been evaluated for the National Register or the California Register, or needs reevaluation.

340 Portage Avenue and 3201-3225 Ash Street are not listed in the California Historical Resources Information System (CHRIS) database as of 2012. This means the buildings have not been formally evaluated using California Historical Resource Status Codes and/or the status code has not been submitted to the California Office of Historic Preservation.

PALO ALTO HISTORIC INVENTORY

The City of Palo Alto's Historic Inventory, completed in 1979, lists noteworthy examples of the work of important individual designers and architectural eras and traditions as well as structures whose background is associated with important events in the history of the city, state, or nation. The survey that produced the inventory encompassed approximately 500 properties and was largely limited to areas in and near the historic core of Palo Alto. The inventory is organized under the

following four Categories:

- **Category 1**: An "Exceptional Building" of pre-eminent national or state importance. These buildings are meritorious works of the best architects, outstanding examples of a specific architectural style, or illustrate stylistic development of architecture in the United States. These buildings have had either no exterior modifications or such minor ones that the overall appearance of the building is in its original character.

- **Category 2**: A "Major Building" of regional importance. These buildings are meritorious works of the best architects, outstanding examples of an architectural style, or illustrate stylistic development of architecture in the state or region. A major building may have some exterior modifications, but the original character is retained.

- **Category 3 or 4**: A "Contributing Building" which is a good local example of an architectural style and relates to the character of a neighborhood grouping in scale, materials, proportion or other factors. A contributing building may have had extensive or permanent changes made to the original design, such as inappropriate additions, extensive removal of architectural details, or wooden facades resurfaced in asbestos or stucco.

The subject property is not listed in the Palo Alto Historic Inventory under any category.[1]

PALO ALTO HISTORICAL SURVEY UPDATE

Between 1997 and 2000, a comprehensive update to the 1979 Historic Inventory was undertaken by the historic preservation firm Dames & Moore. The goal of this update was to identify additional properties in Palo Alto that were eligible to the National Register. This effort began with a reconnaissance survey of approximately 6,600 properties constructed prior to 1947. The reconnaissance survey produced two Study Priority lists. In January 1999, Dames & Moore prepared an interim findings report that listed preliminary evaluations of the National Register and California Register eligibility of Study Priority 1 and 2 properties.[2] Approximately 600 properties were identified as Study Priority 1, indicating they appeared individually eligible for listing in the National Register under Criterion C (Architecture). Approximately 2,700 properties were identified as Study Priority 2, representing those properties that did not appear individually eligible to the National Register under Criterion C (including common local building types) but retained high integrity.

The reconnaissance survey was followed by an intensive-level survey of all Study Priority 1 properties.[3] Historic research was conducted on the owners, architects/builders, and past uses of the Study Priority 1 properties. Research also informed the preparation of historic context statements on topics such as local property types, significant historical themes, and prolific architects and builders, in order to identify any potential significant associations of Study Priority 2 properties. Dames & Moore found 291 properties to be potentially eligible as individual resources to the National Register and California Register. The survey found that 1,789 other properties were potentially eligible to the California Register only.

The survey update effort concluded with California Department of Parks and Recreation (DPR) 523 forms prepared for those 291 properties that initially appeared eligible for listing in the National

[1] "Palo Alto Historic Buildings Inventory." http://www.pastheritage.org/inventory.html
[2] Dames & Moore. "Study Priority 1 and Study Priority 2 Properties: Preliminary Assessments of Eligibility for the National Register or California Register." Prepared for the City of Palo Alto Planning Division. January 1999.
[3] Dames & Moore. "Final Survey Report – Palo Alto Historical Survey Update: August 1997-August 2000." Prepared for the City of Palo Alto Planning Division. February 2001.

Register. Of the 291 properties, 165 were ultimately found to be eligible to the National Register. These DPR 523 forms were submitted to the California Office of Historic Preservation. Because the survey focused on determining National Register eligibility, the project did not finalize the preliminary evaluations regarding potential California Register eligibility. The City of Palo Alto did not formally adopt any findings from the Dames & Moore study.

The subject property was not surveyed in either the Study Priority 1 or 2 categories, and thus was not identified as a property for preliminary evaluation.

III. ARCHITECTURAL DESCRIPTION

340 PORTAGE AVENUE

340 Portage Avenue is located on an irregularly shaped, 12.5-acre parcel at the north end of Portage Avenue between Park Boulevard and El Camino Real in Palo Alto. Although 340 Portage Avenue appears to consist of a single, large building, it is composed of roughly ten buildings that were constructed at various times between 1918 and 1949 and are attached, in some form, to one another. Some of these buildings are almost entirely encased between other structures and have very limited exterior exposure; sometimes only a single wall is visible. The buildings range in size but generally have a regular, rectilinear plan and concrete foundations. Access into the site is achieved through large surface parking lots that are accessible via Park Boulevard to the northwest, Ash Street to the southeast, and Portage Avenue and Acadia Avenue to the southwest. The separate, yet associated building to the southeast of 340 Portage Avenue is described in the "Landscape Features and Outbuildings" section that follows.

The façades of the building, as described in this report, are outlined in the diagram below **(Figure 3)**. The main volume of the building features a pair of monitor roofs, which are capped with composition shingles **(Figure 4)**; the remainder of the building features a variety of roof shapes, including flat, gabled, shed, and arched roofs. The building is primarily clad in concrete or corrugated metal with some sections on the rear clad in wood siding. Fenestration is minimal but includes some metal doors and fixed metal windows on the first story, wood clerestory ribbon windows, and wire glass skylights.

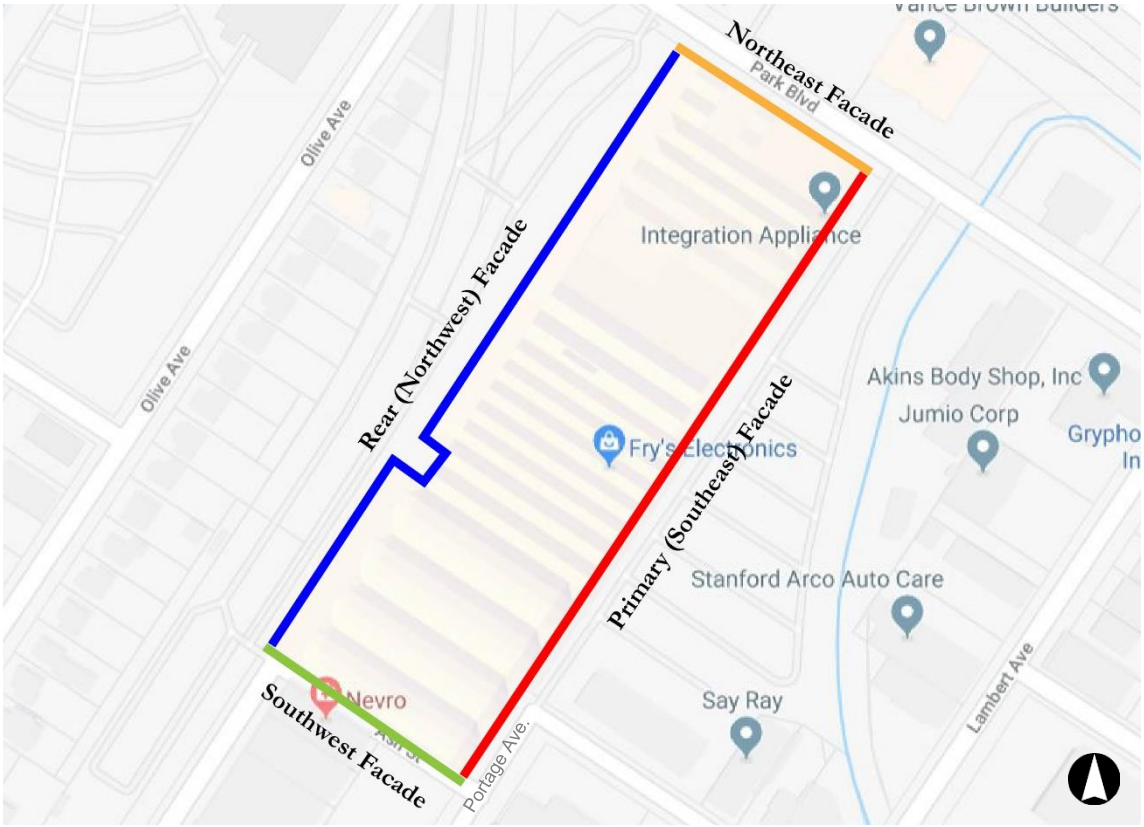

Figure 3: 340 Portage Avenue, facades labeled and colored. Source: Google Maps, 2019. Edited by Page & Turnbull.

Figure 4: 340 Portage Avenue. View northwest from the parking lot located southeast of the building.

Primary (Southeast) Façade

The primary (southeast) façade faces a surface parking lot on Portage Avenue. To further describe the physical characteristics that are visible along the southeast façade, it will be divided into three sections: south (left), middle, and north (right).

The far left (south) portion of the southeast façade is clad in board formed concrete and features two arched roofs with a flat parapet fronting Portage Avenue **(Figure 5** and **Figure 6).** A raised concrete platform with a simple metal railing extends north from an entry for 380 Portage Avenue. The entry consists of an aluminum frame glass door, sidelight, and transom windows that appear to have replaced an earlier garage door opening. A metal ladder with safety cage to permit roof access is located to the north of this entry **(Figure 7).** To the north of this ladder, the concrete platform is covered by a long, shed awning with a wood post-and-beam and horizontal wood railing; the awning is covered in corrugated metal and asphalt **(Figure 8).**

The middle portion of the southeast façade features the building's most distinctive feature: a pair of monitor roofs covered with composition shingles and clad with corrugated metal **(Figure 9)**. The monitor roofs run perpendicular to the façade. Exterior walls throughout this section are also clad in corrugated metal siding. Below the monitor roofs, the shed awning, wood post-and-beam supports, concrete platform, and horizontal wood railing continue from the south along the full length of this section **(Figure 10)**. A number of entries permit access to the interior of the building from this section of the southeast façade. The primary entrance to the building consists of a pair of aluminum frame, automatic glass doors and a single aluminum frame glass door, both with exterior wood trim; the entries are situated below a roll-up garage door opening **(Figure 11)**. Fenestration to the left (south) and right (north) consists of a number of metal doors, aluminum frame glass doors, and fixed, aluminum frame windows. In several locations, a combination of aluminum frame glass doors, sidelights, and transoms have been installed to fill former garage door openings **(Figure 12).** In other locations, larger, earlier openings have been filled with simple metal doors and blind transoms with wood trim **(Figure 13)**. Concrete ramps and steps permit access to the concrete platform from the parking lot in a number of locations and at the platform's extreme north and south ends.

The far right (north) portion of the southeast façade features painted concrete block cladding, a parapeted roof, and two sets of aluminum frame, double glass door entries **(Figure 14).** The entry to the left also features large glass sidelites and two rows of transom windows beneath an arched metal awning with two metal supports; this appears to have replaced a former garage door opening **(Figure**

15). The entry to the right, the furthest entrance to the north on this façade, is smaller and features narrow sidelites and a concrete walkway framed by landscaping **(Figure 16).** Additional roof shapes and materials were not visible from street level in this location.

Figure 5. Southeast façade. View north.

Figure 6. The south end of the southeast façade features two arched roofs. View southwest.

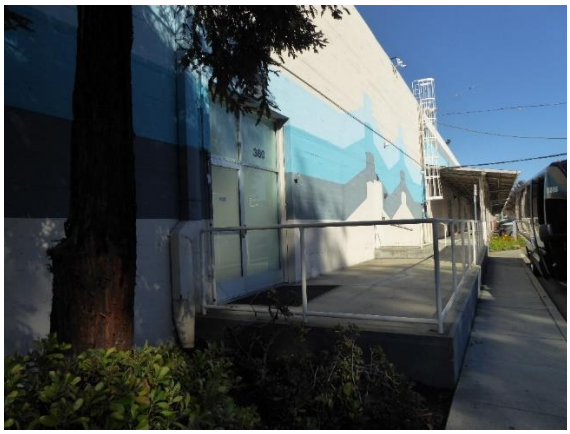

Figure 7. Concrete platform extends from an aluminum frame glass entry at the far south end of the southeast façade. View northeast.

Figure 8. A shed awning with wood post-and-beam supports extends nearly the full length of the southeast façade. View northeast.

Figure 9. A pair of monitor roofs dominate the middle section of the southeast façade. View southwest.

Figure 10. Concrete steps permit access to entries located on the concrete platform. View northwest.

Figure 11. The primary entrance to the building from the southeast façade at Fry's Electronics. View northwest.

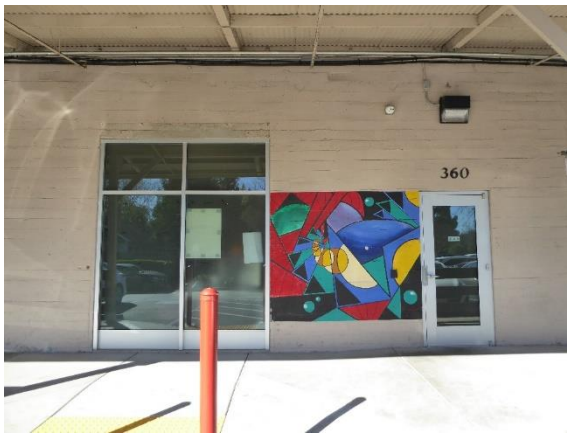

Figure 12. Many historic doors and openings have been replaced with aluminum frame glass windows and doors. View northwest

Figure 13. A metal door with blind transom and wood trim. View northwest.

Figure 14. The north end of the southeast façade. Breezeblocks have been added beneath the awning in some locations. View north.

Figure 15. An arched metal awning over an altered entry at the far north end of the southeast façade. View northwest.

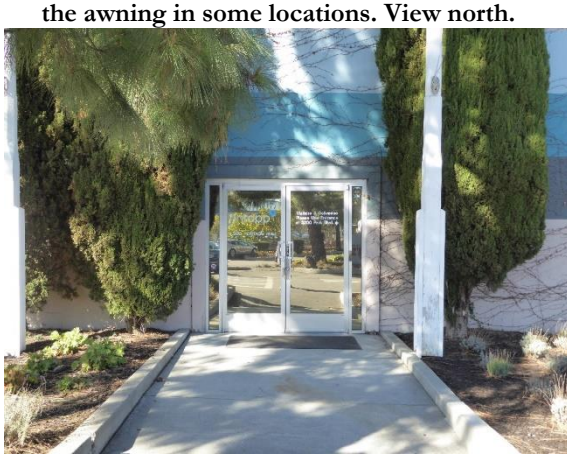

Figure 16. An altered aluminum frame glass entry and oncrete walkway framed by landscaping at the far north end of the southeast façade. View northwest.

Northeast Façade

The northeast façade faces Park Boulevard and features corrugated metal cladding, a taller central portion, and two entries **(Figure 17).** The primary entrance is for 3200 Park Boulevard and is located approximately at the center of the façade. It is set into a curved recess that is supported by two square concrete pillars. The lintel above features graduated horizontal lines, which, along with the recess's curved shape, are reflective of the Streamline Moderne style. Aluminum frame double glass doors with multilite sidelights and a transom above sit at the center of this recessed entry; a large multilite window is located immediately to its right (west). This entry is accessed by a small set of concrete steps and a curved concrete ramp, both of which have metal railings **(Figure 18** and **Figure 19).** The second entry is located at the left (east) end of the façade and consists only of a single aluminum frame glass door with a single sidelite to its left and a narrow transom window above **(Figure 20)**. Much of the façade is covered in ivy.

Figure 17. Northeast façade. View west.

Figure 18. Recessed entry. View southwest.

Figure 19. Curved, recessed entry with concrete ramp and steps, and aluminum frame glass doors and windows. View west.

Figure 20. The second entry on the northeast façade. View southwest.

Rear (Northwest) Façade

The rear façade of 340 Portage Avenue displays a variety of roof forms, structures, and features **(Figure 21** and **Figure 22).** To further describe the physical characteristics that are visible along the northwest façade, the façade will be broken down into three sections: north (left), middle, and south (right).

Starting at the far north end of the façade, a wide, raised concrete platform, originally used as a loading platform or part of the cannery's cooling porch, extends south for nearly the entire length of

the property. The platform is covered by a long, shed awning with wood post-and-beam supports and wood trusses. At the extreme north end of the building, the concrete platform has been converted for use as a patio. Here, a horizontal metal or wood railing and stairs have been installed at the edge of the platform, exterior walls have been clad in vertical wood siding, and former garage door openings or truck loading bays have been replaced with aluminum frame glass windows and doors **(Figure 23)**. An asphalt ramp rises up to the height of the concrete platform, reflecting some continued use for loading and unloading. Above this section, a parapet with a clipped north corner rises above the awning, which is covered in acrylic roofing material. Exterior walls on the rest of the façade that have not been previously mentioned are clad in corrugated metal siding.

Proceeding along the façade to the south, the height of the building increases; the first raised section is fronted by a square parapet that obscures a shallow gabled roof **(Figure 24)**. This is followed by a smaller gabled roof and then by the large pair of monitor roofs that are the building's dominant feature. As at the primary southeast façade, these monitor roofs run perpendicular to this façade, are clad with corrugated metal siding, and are covered with composition shingles. A gabled rooftop addition and a smaller addition with a flat roof are attached to the south side of the south monitor roof and set back from the rear façade **(Figure 25)**. These additions are also clad with corrugated metal siding. A low wood chimney is visible on the south slope of the gabled structure, and a ribbon of wood sash clerestory windows wraps around its northwest and southeast sides. Similar windows are present on the smaller flat-roofed section **(Figure 26)**. As one proceeds south along the façade, shallow gabled roofs are visible in some places above the awning. The concrete platform and shed awning with wood post-and-beam construction continue at the middle section of the façade; however, some sections to the north are fenced in and are not visible from street level. A larger section further to the south remains open **(Figure 27)**. Doors in this location are primarily paired and made of metal. The outline of small, shallow gabled roofs that have been incorporated into the larger existing structure are visible beneath the awning **(Figure 28)**. At the end of the concrete platform, two gabled warehouses clad with corrugated metal are visible **(Figure 29).**

The south section of the northwest façade is taller than and protrudes forward (northeast) from the previously described sections. The double-height walls of this section are clad with board formed concrete **(Figure 30).** It features four arched roofs that are covered in acrylic roofing material and a broad awning with a flat roof that extends the entire length of the section **(Figure 31).** The area beneath the left (north) portion of this awning is enclosed by a chain-link fence that rises from the pavement to the underside of the roof. The area beneath the right (south) portion of the awning has been converted into a patio and landscaped with planting boxes and tall hedges to create a privacy screen **(Figure 32).**

Figure 21. Middle section of the northwest facade. View southeast.

Figure 22. Middle section of the northwest façade. View northeast.

Figure 23. The loading platform or cooling porch converted into a patio with replacement aluminum frame garage door window. View northeast.

Figure 24. Rooftop parapet and small gabled roof in middle section of northwest façade. View northeast.

Figure 25. Gabled addition attached to the southernmost monitor roof of 340 Portage Avenue. View northeast.

Figure 26. Close-up of the gabled and flat-roofed additions. View northeast.

Figure 27. A portion of the concrete loading platform or cooling porch with its shed awning and wood post-and-beam supports in the middle section of the northwest façade. View northeast.

Figure 28. Outlines of shallow gabled roofs are visible along the concrete platform. View southeast.

Figure 29. Gabled structures at the south end of the middle section of the northeast façade. View northeast.

Figure 30. Double-height concrete structure with a wide flat-roofed awning and chain-link fence at the far south end of the northeast façade. View south.

Figure 31. Arched roofs at the south end of the northwest facade. View southeast.

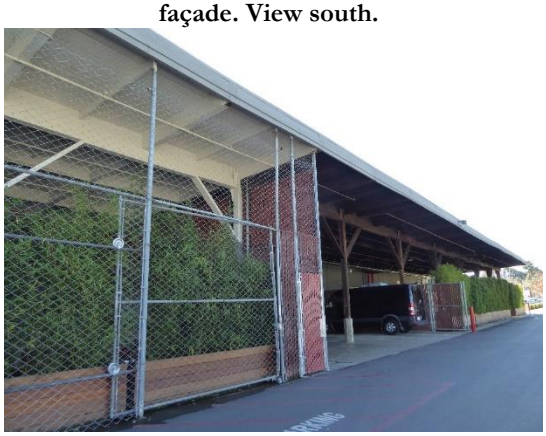

Figure 32. Wood post-and-beam construction under the awning at the south end of the northeast façade. View south.

Southwest Facade

The southwest façade consists of a solid double height board formed concrete wall that has been painted. The façade is accessed via Ash Street, a narrow street located between 340 Portage Avenue and a neighboring property at 411 Portage Avenue **(Figure 33)**. The remnants of numerous filled and repaired cracks cover the surface of the wall **(Figure 35)**. A lighted channel letter sign for Fry's Electronics is mounted on the upper corner of the wall at the far east end of the façade **(Figure 36).**

Figure 33. Southwest façade. View southeast.

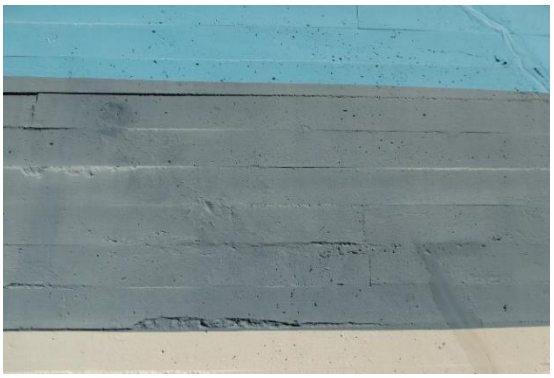

Figure 34. Painted board formed concrete on the southwest facade. View northeast

Figure 35. Repaired cracks on the southwest façade. View northeast.

Figure 36. Southwest façade with lighted sign for Fry's Electronics. View north.

Interior

The following is a brief description of the interior spaces within the former cannery building that were accessed during the site visit. These include the publicly accessible interior spaces of 340 Portage Avenue, occupied by Fry's Electronics, and the primary interior space of 380 Portage Avenue, occupied by Playground Global and which was opened to the surveyor during the site visit.

The interior of 340 Portage Avenue has been converted for commercial use and features a large, open plan layout with wood post-and-beam construction and an exposed wood truss ceiling **(Figure 37).** The wood truss of one of the monitor roofs is visible from the main store area **(Figure 38)**. Ceilings are typically covered with corrugated metal; however, in some areas, ceiling material is obscured by insulation. Upper sections of the interior walls are also clad with corrugated metal, while those that are at ground level typically consist of painted drywall. Floors are covered in linoleum and fluorescent lights have been suspended from the ceiling. Other features related to the space's commercial use include the addition of offices, bathrooms, a café, and other store display areas, particularly around the perimeter **(Figure 39)**.

The interior of 380 Portage Avenue has been converted for use as an office space and design studio for technology start-ups. Like the 340 Portage Avenue retail space, it features a large, open plan with wood post-and-beam construction and an exposed wood truss ceiling; however, the wood trusses in this space consist of rows of repeated bowstring trusses **(Figure 40)**. According to the occupants, the space retains its original concrete floors and wood and concrete support columns, which were purposely left unfinished and unpainted; painted numbers and letters remain visible on the upper sections of these posts **(Figure 41, Figure 42,** and **Figure 43).** While original concrete floors have been left exposed in many locations, others have been covered in carpeting. Other visible alterations include the construction of glass and drywall partition walls along the perimeter to create private office spaces and laboratories; the addition of a kitchen, café, and restrooms; and the installation of new HVAC equipment on the ceiling **(Figure 41).**

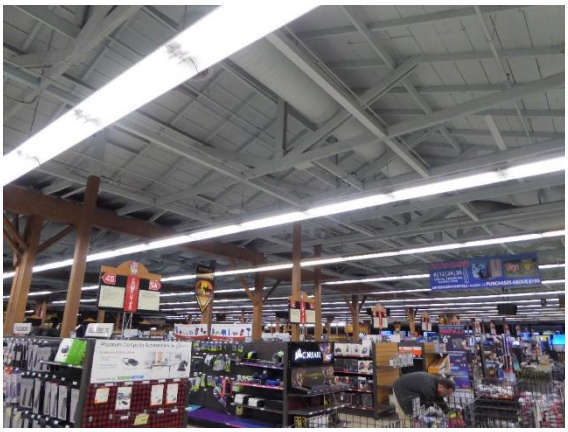

Figure 37. Interior of 340 Portage Avenue, occupied by Fry's Electronics.

Figure 38. Exposed wood of a monitor roof, visible in 340 Portage Avenue.

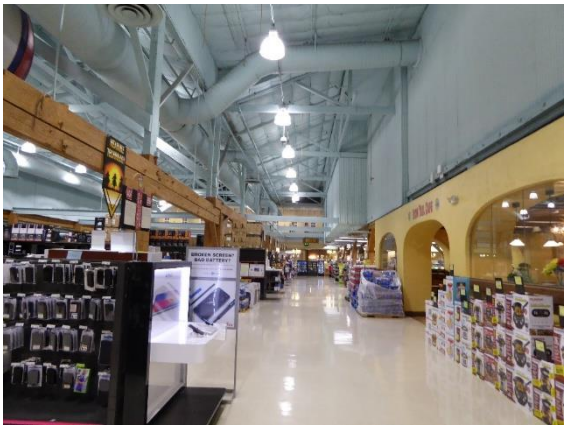

Figure 39. Interior of 340 Portage Avenue with café addition on right.

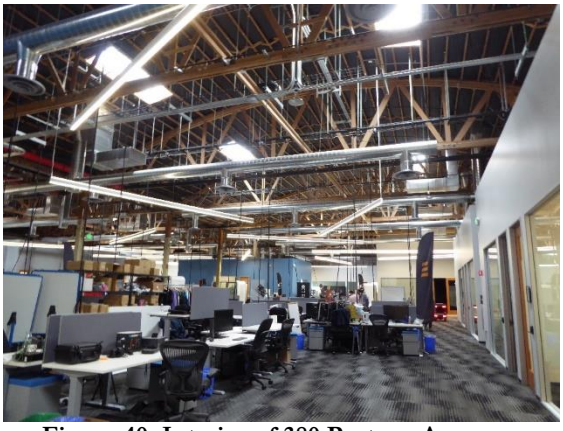

Figure 40. Interior of 380 Portage Avenue, occupied by Playground Global.

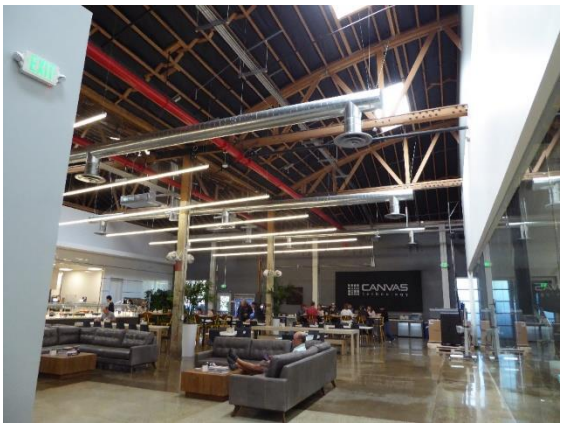

Figure 41. Interior of 380 Portage Avenue with kitchen, dining area, and partitioned office additions.

Figure 42. Preserved concrete floors in 380 Portage Avenue.

Figure 43. Original wood and concrete posts and concrete floors in 380 Portage Avenue.

Figure 44. Painted numbers and letters remain visible on unfinished wood posts in 380 Portage Avenue.

Landscape Features

340 Portage Avenue fills roughly half of the northwestern portion of its irregularly-shaped parcel and is oriented along a northeast-southwest axis. Landscape features primarily consist of low planting beds or medians with concrete curbs that are part of the landscaping of large surface parking lots that are located to the northwest and southwest of the building. The southwest parking lot is dotted with these landscaped medians and bordered by planting beds along Park Boulevard **(Figure 45)**. Matadero Creek borders the parking lot to the southeast **(Figure 47)**. The northwest parking lot, meanwhile, contains landscaped medians that are planted with rows of evenly spaced, mature eucalyptus trees **(Figure 48** and **Figure 49)**. These plantings roughly follow the route of a removed spur railroad track that formerly bordered the building. The parking lot is bordered by a concrete block wall and additional planting beds with small trees to the northwest **(Figure 50)**.

Planting beds have also been installed directly against the façades of 340 Portage Avenue in a number of locations. At the extreme northeast corner of the building, a concrete walkway is framed by low planting beds, which are filled with small bushes, cypress trees, and a tall evergreen tree **(Figure 51)**. At the southeast corner, planting beds are filled with tall evergreen trees, and a smaller planting bed in front of a sign for Fry's Electronics is planted with flowers **(Figure 52)**. At the rear, northwest façade, a planting bed with a row of small deciduous trees is located along a stretch of the concrete loading platform **(Figure 53)**. Landscaped park strips, typically planted with sycamore trees, border the building's northeast façade along Park Boulevard **(Figure 54)**.

Former Office Building at 3201-3225 Ash Street

A one-story, wood frame building with a long, multipart floorplan is located to the southeast of the 340 Portage Avenue **(Figure 55)**. This building appears to have been built as an office for the cannery operations at 340 Portage Avenue. Its primary, northwest façade features a front-gabled roof, wraparound porch with a shed roof, and a symmetrical arrangement of windows and doors **(Figure 56)**. The building has double-hung wood sash windows and wood lap siding. It is surrounded by a wood fence on the northeast side, which separates the building from the southeast parking lot. The house is landscaped with a small lawn that is interspersed with low hedges and deciduous trees **(Figure 57** and **Figure 58)**.

Figure 45. The parking lot to the southwest of 340 Portage Avenue is landscaped with planting beds and trees. View northwest.

Figure 46. A landscaped park strip borders the southwest parking lot along Park Boulevard. View southeast.

Figure 47. Matadero Creek borders the southwest parking lot. View south.

Figure 48. The parking lot to the northwest of 340 Portage Avenue is landscaped with curving rows of planting beds and eucalyptus trees. View southwest.

Figure 49. Eucalyptus trees in the northwest parking lot. View southeast.

Figure 50. A concrete block wall borders the parcel to the northwest. View northwest.

Figure 51. Planting beds are planted with trees at the northeast corner of the building. View southwest.

Figure 52. A planting bed with flowers is located in front of a sign for Fry's Electronics at the southeast corner of the building. View north.

Figure 53. A planting bed with small deciduous trees along the cement loading platform at the rear façade of the building. View southeast.

Figure 54. Park strips planted with sycamore trees are located along the northeast façade of the building. View southwest.

Figure 55. The one-story, wood frame former office building to the southeast of 340 Portage Avenue. View south.

Figure 56. The primary façade of the former office building to the southeast of 340 Portage Avenue. View southeast.

Figure 57. A portion of the southwest façade of the former office building. View northeast.

Figure 58. The rear portion of the southwest façade of the former office building. View northwest.

SURROUNDING NEIGHBORHOOD

The subject property is located in the Ventura neighborhood, which is surrounded by the Evergreen Park, St. Clair Gardens, Charleston Meadow, Barron Park, Neal, and College Terrace neighborhoods in Palo Alto. The immediate surroundings of the subject property consist of office and commercial buildings, several of which appear to have been influenced by the industrial architecture of the property at 340 Portage Avenue, and parking lots associated with these properties **(Figure 59** to **Figure 62)**. Single-family residential buildings along Olive Avenue border the subject property to the west **(Figure 63)**.

Figure 59. A neighboring property on Park Boulevard to the east of Matadero Creek. View southeast.

Figure 60. An office building at 3101 Park Boulevard. View northeast.

Figure 61. Neighboring properties to the south of the subject property on Portage Avenue. View south.

Figure 62. A row of commercial and office buildings to the south of the subject property on the block between Acacia Avenue, Ash Street, Portage Avenue, and El Camino Real.

Figure 63. Single-family houses border the subject property to the northwest along Olive Avenue. View northwest.

IV. HISTORIC CONTEXT

MAYFIELD/PALO ALTO HISTORY

The earliest known inhabitants of the current-day location of Palo Alto area were the Ohlone people. The region was colonized by Gaspar de Portola in 1769 as part of the Spanish territory of Alta California. The Spanish and Mexican governments carved the area into large ranchos, and the land that later became Palo Alto belonged to several of these land grants, including Rancho Corte Madera, Rancho Pastoria de las Borregas, Rancho Rincon de San Francisquito, and Rancho Rinconada del Arroyo de San Francisquito.[4] The Rancho Rinconada del Arroyo de San Francisquito encompassed more than 2,200 acres and covered all of the original Palo Alto town site. The northern boundary of the rancho was defined by San Francisquito Creek, while the southwestern boundary was located near El Camino Real, and the southeastern boundary lay parallel to the current-day Embarcadero Road.[5] These land grants were honored in the cession of California to the United States during the 1840s, but parcels were subdivided and sold throughout the nineteenth century.

The township of Mayfield was formed in 1855 in what is now southern Palo Alto. It was the earliest settlement in the Palo Alto area and grew up around James Otterson's hotel, which opened on El Camino Real at California Avenue in 1853. The hotel was patronized by travelers en route between San Francisco and San Jose and by lumbermen driving down from the mountains. Mayfield received its name from Mayfield Farm, owned and developed by Elisha Crosby. The land was originally owned by Don Secundino Robles.[6]

In 1875, French financier Jean Baptiste Paulin Caperon, better known as Peter Coutts, purchased land in Mayfield and four other parcels, which comprised more than a thousand acres extending from today's Page Mill Road to Serra Street and from El Camino Real to the foothills. Coutts named his property Ayrshire Farm.

Figure 64. Corner of Sherman Avenue and 3rd Street (now Park Boulevard), Mayfield, 1887. Source: William H Myrick, 052-066 Palo Alto Historical Association, Guy Miller Archives (1887-02-05)Source: Palo Alto Historical Association.

Figure 65. Main Street (now El Camino Real) in Mayfield, 1909.

[4] "Palo Alto, California," Wikipedia. http://en.wikipedia.org/wiki/Palo_Alto,_California#cite_note-12.
[5] Ward Winslow and the Palo Alto Historical Association, *Palo Alto: A Centennial History* (Palo Alto Historical Association: Palo Alto, CA, 1993), 16-17.
[6] "Mayfield," Palo Alto Wiki. Website accessed 11 June 2013 from: http://www.paloaltowiki.org/index.php/Mayfield

Leland Stanford began buying land in the area in 1876 for a horse farm, called the Palo Alto Stock Farm. Stanford bought Ayrshire Farm in 1882. By that time, Mayfield was home to a stately row of houses on Lincoln Street (now California Avenue).[7]

According to local historian and resident Matt Bowling,

> In 1886, Senator Leland Stanford met with local Mayfielders on the corner of California and El Camino Real (then known as Lincoln and Main) to inform the locals about his big plans for a university in their town. He wanted the entrance gates to the university to be situated on Stanford Avenue near Hanover Street. One catch though --- Stanford wanted the town to go "dry" --- no more alcohol. Mayfield, with its 13 saloons, voted no thanks. Rejected, Stanford turned his eyes north and convinced his friend, Timothy Hopkins of the Southern Pacific Railroad, to buy 700 acres of private property and sell lots. The collection of homes that grew up around the university (originally called University Park) eventually became Palo Alto…
>
> Mayfield soon fell on hard times. Workers who had lived in Mayfield during the building of Stanford University eventually chose to live in Palo Alto --- free from liquor, home to a university and a better place to raise children. As the wet, poorer in relation to Palo Alto, Mayfield began to acquire an unsavory reputation. As grocer Frank Backus said at a Board of Trustees Meeting in 1904, "Mayfield people are tired of having the roughs from all around the country come here, get drunk and raise a row. We're tired of renting our cottages for $5 and $6 a month…when a house can't be had in Palo Alto for $20-$25." …
>
> In 1904, Mayfield voters, realizing their earlier mistake, finally did ban the saloons. … But Mayfield continued to be overshadowed in competition with their northerly neighbor. In 1905, Mayfield accused Palo Alto of "unsisterly conduct," claiming Palo Alto had blocked the building of a road from Mayfield to Stanford's main quad.
>
> … Plagued by money problems, bad roads and little leadership, a group of residents began an effort in 1918 for Mayfield to be annexed by Palo Alto. A first attempt at annexation was voted down in 1924, but a second passed, 357 to 288, less than a year later. Palo Altans agreed to the annexation, and the two communities officially consolidated on July 6, 1925.[8]

[7] "Palo Alto, California," Wikipedia. Website accessed 11 June 2013 from: http://en.wikipedia.org/wiki/Palo_Alto,_California
[8] Matt Bowling, "The Meeting on the Corner: The Beginning of Mayfield's End," Palo Alto History.com. Website accessed 11 June 2013 from: http://www.paloaltohistory.com/the-beginning-of-mayfields-end.php

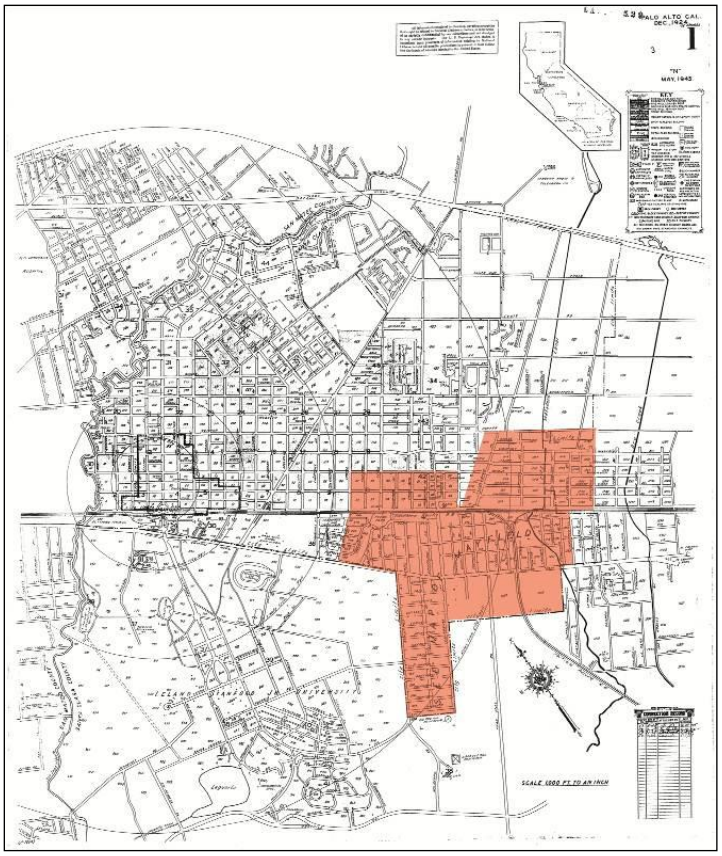

Figure 66. Sanborn Fire Insurance Map, December 1924, showing the extent of Mayfield in red with Stanford University campus and Palo Alto to the left. Edited by Page & Turnbull.

The depression of the 1930s impacted the design, construction, and financing of buildings across the nation. In many areas, there was little to no building in the 1930s; however, this was not the case in Palo Alto. While Palo Alto did suffer through the Great Depression, new development did not come to a halt. The United States government assisted in providing housing through several programs in the 1930s. Architectural journals and newspapers showed a substantial amount of construction between 1931 and 1944. Eight hundred buildings were built between these years, most before 1941.[9]

The United States' involvement in World War II brought an influx of military personnel and their families to the San Francisco Peninsula. When the war ended, Palo Alto saw rapid growth. Many families who had been stationed on the Peninsula by the military or who worked in associated industries chose to stay. Palo Alto's population more than doubled from 16,774 in 1940 to 33,753 in 1953.[10] Stanford University was also a steady attraction for residents and development in the city. The city greatly expanded in the late 1940s and 1950s, as new parcels were annexed to house new offices and light industrial uses **(Figure 67).** As a result of this development, the city evolved somewhat beyond its "college town" reputation.[11]

Palo Alto annexed a vast area of mostly undeveloped land west of the Foothill Expressway (Interstate 280) between 1959 and 1968. This area has remained protected open space. Small

[9] Dames & Moore Final Survey Report Update pg. 1-9.
[10] "Depression, War, and the Population Boom," Palo Alto Medical Foundation- Sutter Health, accessed March 24, 2016, http://www.pamf.org/about/pamfhistory/depression.html.
[11] "Comprehensive Plan," section L-4.

annexations continued into the 1970s. Palo Alto remains closely tied to Stanford University, its largest employer. The technology industry currently dominates other sectors of business, as is the case with most cities within Silicon Valley.

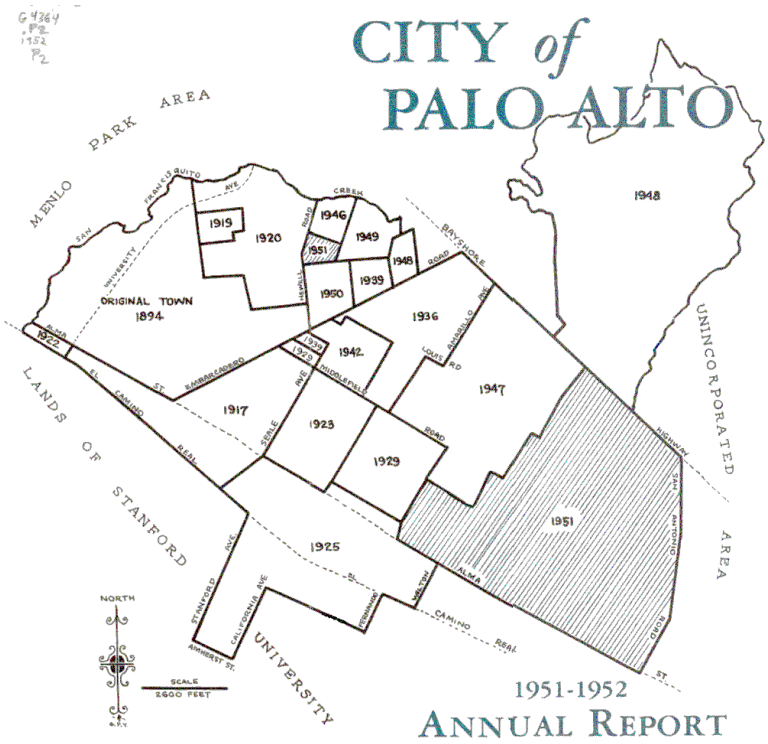

Figure 67. The expansion of Palo Alto from 1894 to 1952.
Source: Branner Earth Sciences Library and Map Collections, Stanford University.

THE CANNING INDUSTRY IN SANTA CLARA COUNTY

Before the technology industry rose to prominence in Palo Alto in the 1960s, growing and canning fruit were the city's largest industries.[12] In fact, agriculture and its related industries dominated the regional economy and everyday livelihoods of residents across Santa Clara County prior to this period. The Santa Clara Valley possesses over 1,300 square miles of some of the most fertile land in the country that stretches south for approximately 60 miles from the southern end of the San Francisco Bay. In the early twentieth century, the Santa Clara Valley gained a reputation as "one of the richest and best known agricultural and horticultural districts not only in California, but in the world," a reputation that earned the valley the nickname, "The Valley of Heart's Delight."[13]

During the Spanish and Mexican periods, the economic activity in the region was based largely on cattle-raising and limited agriculture that took place at the expansive ranchos that covered the Santa Clara Valley. These ranchos primarily consisted of vast tracts of unfenced land on which cattle roamed but also typically included houses, corrals, a garden, grain fields, and a small orchard.[14] missionaries recognized the valley's agricultural potential and planted some of the first orchards and

[12] Douglas L. Graham, "The Story of Our Local Bayside Sutter Cannery, Featuring Barron Park Apricots, Pears and Tomatoes," *Barron Park Association Newsletter*, Summer 2010, 9.
[13] Ibid., 2.
[14] Archives and Architecture, LLC, *County of Santa Clara Historic Context Statement*, 2012 , 30.

vineyards. Cuttings from these early orchards and vineyards were later used to establish some of the earliest commercial orchards and vineyards in the Santa Clara Valley after California achieved statehood in 1850. In 1853, B.F. Fox established a plant nursery at the Rancho El Potrero. The nursery imported fruit trees to the Santa Clara Valley and, for a time, was the major supplier for plant material in the valley. Growers began to experiment with planting different types of fruit trees, and by the 1860s, orchards were being set out in East San Jose, Milpitas, and in northern parts of the valley.[15] By 1890, over 4 million fruit trees had been planted in the Santa Clara Valley.[16] In 1920, the United States census recorded the value of all farm property in the county at over $149 million and estimated the income from fruit and nuts at over $19 million, easily beating out all other industries as the largest in the region. [17]

Figure 68: Santa Clara Valley prune orchards in bloom, ca. 1910-1920. Source: California State Library.

With such an abundance of fruits being grown in the region, canning and packing companies sprung up alongside Santa Clara County's orchards to take advantage of being in close proximity to one of the most lucrative fruit producing regions in the state. Canned goods were an essential food product during the Gold Rush, when floods of newcomers, with little knowledge of the land and its climate, entered California with the hope of striking it rich in the gold fields. Prospective miners brought canned goods with them to sustain them as they traveled west and continued to rely upon them upon their arrival in California's boomtowns and mining camps, where food supplies were often limited and unreliable. Canned goods also allowed California's newcomers to enjoy the comforting taste of familiar foods from the homes they had left behind.[18]

Canning, however, required a factory setting and a high degree of precision in order to produce enough product to make a profit. Repackaged processed foods were initially shipped to San Francisco by Provost & Co. of New York during the Gold Rush. In the 1860s, Cutting & Company became the first company to can fresh fruit in California. The industry soon spread throughout the San Francisco Bay Area, with a number of other major canneries emerging throughout the region in the 1870s and 1880s.[19] In 1871, Dr. James Dawson established the first successful commercial canning operation in Santa Clara County.[20]

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[15] Ibid., 38-39.
[16] Mark Robertson, "Looking Back: Canning in the Valley of Heart's Delight," San Jose Public Library blog, May 23, 2013, accessed February 5, 2019, https://www.sjpl.org/blog/looking-back-canning-valley-hearts-delight.
[17] San Jose Chamber of Commerce, "Valley of Heart's Delight" pamphlet, 1922, San Jose Public Library, California Room, 11, accessed at Online Archive of California, 7.
[18] Stephanie Esther Fuglaar Statz, "California's Fruit Cocktail: A History of Industrial Food Production, the State, and the Environment in Northern California" (PhD diss., University of Houston, 2012), 16, 41.
[19] Ibid., 43.
[20] Archives and Architecture, LLC, 41.

The completion of the transcontinental railroad through San Jose in 1869 also aided the growth of the canning and fruit production industries in Santa Clara County. The railroad connected the valley's cities, towns, and rural areas to new markets across the country and opened up new opportunities for land use and development.[21] Initially, transporting goods by railroad was too expensive for most companies and business owners in the county. Industrial development, including canning operations, instead centered around ports and bodies of water from which goods could more affordably be shipped by boat. As railroad transportation became more affordable, canneries were increasingly constructed along railroad lines. In addition to access to transportation, canneries also required a large and reliable supply of water to operate. This requirement also played a role in determining where many canneries were built.[22]

Figure 69: Postcard image of workers at Flickinger's Orchard Cannery in Santa Clara County, ca. 1915-1920. Source: San Jose Public Library.

Fruit production, packing, and canning continued to expand in Santa Clara County through the turn of the twentieth century, as the industries increased production to meet the region's growing population. By the early twentieth century, these industries were the county's primary economic focus. The canning industry reached its peak in the 1920s.[23] In 1922, a pamphlet published by the San Jose Chamber of Commerce on Santa Clara's "Valley of Heart's Delight" boasted that the region was home to "both the largest fruit drying houses and the largest fruit canneries in the world."[24] It added, "Beyond question, this valley is the very center of the nation's fruit industry, having more canning and packing plants than any other county in the United States." At the time, 40 canning plants were located in Santa Clara County, which produced approximately one-third of California's entire output of canned foods. The region's influence stretched beyond California, as well. It was estimated that of the approximately 100,000 tons of canned products that Santa Clara County produced each year, 20 percent was exported abroad.[25]

The United States' involvement in World War II created an increased demand for food products both on the home front and to feed American and Allied troops fighting abroad. The agricultural sector of the national economy, including the canning industry, expanded greatly to meet the demand.[26] Canned goods, in particular, were ideal for feeding soldiers, who might find themselves in locations where freshly cooked meals were not always available and were rationed.[27] Consumers were

[21] Ibid., 40.
[22] Statz, 86.
[23] Robertson.
[24] San Jose Chamber of Commerce, 1-2.
[25] Ibid., 9.
[26] Dr. Kelly A. Spring, "Food Rationing and Canning in World War II," National Women's History Museum, September 13, 2017, accessed February 13, 2019, https://www.womenshistory.org/articles/food-rationing-and-canning-world-war-ii.
[27] Tanfer Emin Tunc and Annessa Ann Babic, "Food on the home front, food on the warfront: World War II and the American diet," *Food and Foodways* 25, no. 2 (2017): 101-106, https://www.tandfonline.com/doi/full/10.1080/07409710.2017.1311159; Statz, 144.

encouraged to grow "victory gardens" and can their own food to reduce their reliance on commercially produced canned goods, which were reserved for the troops.[28] The military purchased large quantities of the canning industry's total output, and government contracts provided a stimulus for the industry throughout the war. In the end, canned goods accounted for roughly 70 percent of the food items eaten by American troops during World War II.[29]

Figure 70. Boxes of Santa Clara Valley prunes. Source: San Jose State University Library Special Collections & Archives.

After the war, the food processing industry in Santa Clara County went into decline. During this period, the local business community began to shift its attention toward attracting non-agricultural industries to the region. Attracted by new job opportunities, increasing numbers of people moved into the county, causing its population to grow from 95,000 to 500,000 between 1950 and 1975. Orchards and farmland that had characterized much of the landscape and economic livelihood of Santa Clara County for nearly a century were uprooted and replaced with new residential subdivisions and shopping centers to meet the demand for housing for this expanding population.[30] Continued development has since removed much of the physical vestiges of Santa Clara County and Palo Alto's agricultural and canning past.

SITE HISTORY

Prior to the first decades of the twentieth century, the site on which 340 Portage Avenue sits appears to have been largely undeveloped land, located outside of the main developed center of Mayfield. The site was not included in maps of the town created by the Sanborn Map Company prior to 1925 **(Figure 71)**. Development of the site began on April 24, 1918, when Thomas Foon Chew, a Chinese immigrant and owner of the Bayside Canning Company in Alviso, purchased four acres of land in Mayfield for $200,000 and announced that he planned to build a second canning plant on the site.[31] According to articles published in the local *Daily Palo Alto* newspaper, progress on the construction of the cannery was well underway in June that same year, and operations began at the cannery in July.[32] Just one year later, Chew was already expanding his operations. Before the start of the canning season that year, nineteen houses were constructed for the Bayside Canning Company's workers on land to the south of the cannery, and a large new warehouse was added.[33] The workers' houses, four larger dwellings, and a rooming house are shown as part of the complex of "employee cabins" located at the cannery site in the 1925 Sanborn fire insurance map of Mayfield. At the time, the

[28] Jessica Stoller-Conrad, "Canning History: When Propaganda Encouraged Patriotic Preserves," NPR, August 3, 2012, accessed February 13, 2019, https://www.npr.org/sections/thesalt/2012/08/02/157777834/canning-history-when-propaganda-encouraged-patriotic-preserves.
[29] "Canning Industry," in *Dictionary of American History*, ed. Stanley I. Kutler (New York: Charles Scribner's Sons/The Gale Group, 2003), accessed at Encyclopedia.com, February 13, 2019, https://www.encyclopedia.com/history/dictionaries-thesauruses-pictures-and-press-releases/canning-industry.
[30] Archives and Architecture, LLC, 46-47.
[31] Lillian Ledoyen Kirkbride, "Bayside Canning Company – Sutter Packing Company," *The Tall Tree*, October 1992, Vol. 16, No. 1, 2.
[32] "New Cannery to Start July 8," *Daily Palo Alto*, July 3, 1918. Accessed at Newspapers.com.
[33] Graham, 10.

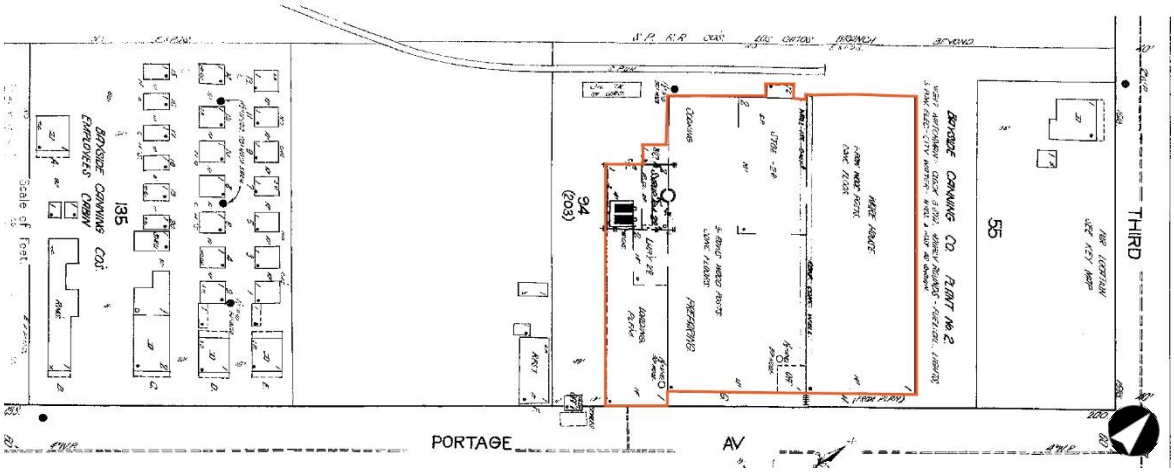

Figure 71. 1925 Sanborn map. Source: Sacramento Public Library. Edited by Page & Turnbull.

cannery consisted of a large cooking and preparing facility with a two-story staging section and a warehouse connected to its north side, both with concrete floors and roofs supported by rows of wood posts. The buildings were sited alongside a spur track of the Southern Pacific Railroad's Los Gatos branch at the intersection of Third Street (now Park Boulevard) and Portage Avenue. To the south of the preparing facility, there was a loading platform and small syrup room. Four small outbuildings, including a restroom and office, were located to the southeast of these buildings. A scale was situated along Portage Avenue, and an in-ground oil tank was located alongside the railroad spur. A separate one-story dwelling and small outbuilding were located to the north of the cannery, facing Third Street.[34]

Over the next several decades, the canning complex continued to expand. Records of historic building permits at the Palo Alto Historical Association reveal that in 1929, the Sutter Packing Company, which by then operated the cannery although it continued to be owned by Thomas Foon Chew, had received a permit to build another warehouse on the site at 310 Portage Avenue. A permit to build yet another cannery building, this time at 300 Portage Avenue, was issued in 1937. The role or purpose of this building was not recorded.

Just three years later in 1940, the Sutter Packing Company received another permit to spend $13,000 on a warehouse expansion at 380 Portage Avenue; however, newspaper articles show that construction work at the site was much more extensive. In June 1940, *The Palo Alto Times* reported that the company was planning to spend $175,000 on improvements to the canning plant that would result in 50,000 square feet of additional storage and increase the plant's capacity 25 to 30 percent. These improvements included:

- Extending two warehouses at a cost of $13,000
- Erecting a new 140 x 250-foot, reinforced concrete storage warehouse on Portage Avenue at a cost of $27,675
- Relocating an office building from Portage Avenue to a site fronting on First Street
- Moving the cafeteria to the opposite side of First Street
- Replacing the kitchen
- Erecting a new timekeeper's building adjacent to the main office
- Installing a third water tube boiler with a 500-horsepower capacity
- Installing a 50-ton, 60-foot scale in front of the new loading platform "being erected" on Portage Avenue

[34] Sanborn Map Company, "Mayfield, Santa Clara Co., Cal." February 1925, Sheet 1, Sacramento Public Library.

- Adding a "catsup" bottling line
- Landscaping work, including setting out 120 trees and 300 ornamental shrubs[35]

A photograph of the cannery, taken the same year, shows the middle section of the main cannery building, although it is not clear if the extensive improvement work had started when it was taken **(Figure 72)**. The two-story cannery is visible with two parallel monitor roofs and ribbons of windows on the first and second stories. The smaller, one-story buildings to its right also have a mix of roof shapes including two additional monitor roofs, gabled roofs, and what appears to be a flat roof with a shed awning. The small peeling shed is visible to the left, and the separate warehouse to the southeast of the main building is visible in the foreground.

An aerial photograph from 1941 shows the newly expanded canning plant **(Figure 73).** By this time, the Sutter Packing Company's cannery filled the entire block stretching from Third Street on the north to First Street (now Ash Street) on the south and from the curving banks of Matadero Creek on the east to the Southern Pacific Railroad spur tracks on the west. Additions and new canning facilities had been constructed one next to the other with no space between them so that, although it is possible to discern multiple distinct rooflines and facilities in the aerial photograph, the cannery largely appeared as one solid mass. The site also consisted of a number of smaller, detached buildings. Three long narrow buildings were sited along Matadero Creek. One, oriented parallel to the main cannery complex, was attached by what appears to be an enclosed bridge. A fourth building with two attached gabled roofs, identified as a warehouse in the 1945 Sanborn map of the site, was located to the south of these narrow buildings. Bordering it to the south, along First Street, was a one-story office building. On the northwest side of the main cannery complex, two additional buildings, a machine shop and boiler house, sat alongside the spur tracks.[36] A single row of employee cabins remained intact to the south of the cannery.

The cannery continued to grow as production ramped up in response to World War II. In 1942, Sutter Packing Company was issued a permit to spend $39,500 on another warehouse at 300 Portage Avenue. [37] This building is likely the southernmost portion of the existing building that extends across Ash Street over the site of the last row of employee cabins; it does not appear in the 1941 aerial but shares the same reinforced concrete construction, massing, and arched wood truss roof structure as the warehouse on the north side of Ash Street. In 1945, additional improvements took place at the cannery. Work included:

- Building a 42.5 x 70-foot jam and jelly housing facility;
- Converting a loading platform into an office building and laboratory near Second Street;
- Constructing of a shed over the loading platform near Third Street;
- Adding a one-story office building on Portage Avenue near First Street; and
- Repairing the roof.[38]

[35] "Sutter Packing Co. Spends $175,000 on Improvements," *Palo Alto Times*, June 6, 1940.
[36] Sanborn Map Company, "Mayfield, Santa Clara Co., Cal.," May 1945, Sheet 1, Sacramento Public Library.
[37] *Palo Alto Citizen,* August 7, 1942.
[38] "Sutter Plant," *Palo Alto Times*, January 27, 1945; "New Building Projects at Sutter," *Daily Palo Alto Times*, March 15, 1945.

Figure 72. Sutter Packing Plant, 1940. Source: Palo Alto Historical Association.

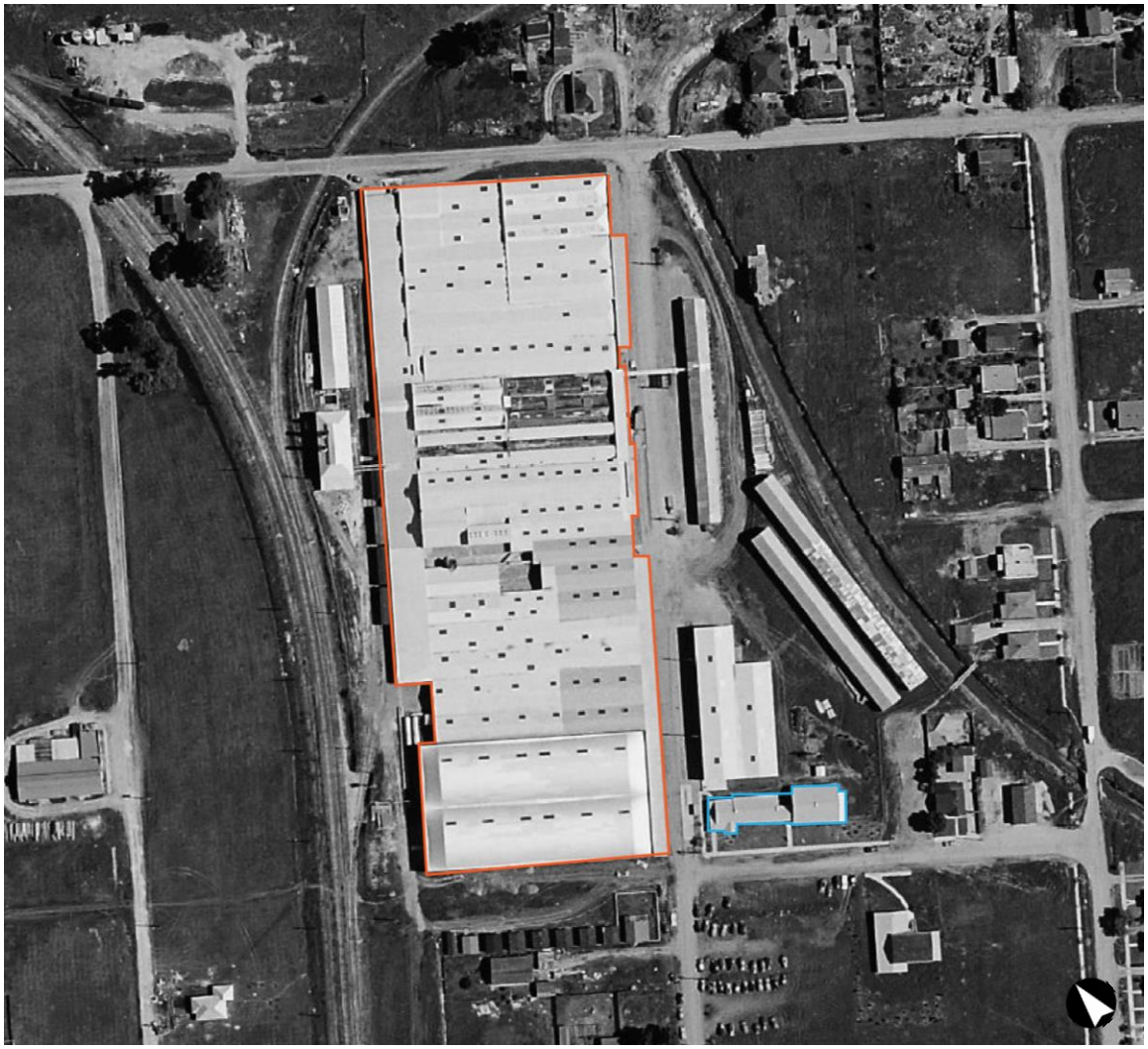

Figure 73: 1941 aerial photograph of the Sutter Packing Company. Subject property outlined in orange. Office building outlined in blue. Source: Fairchild Aerial Surveys, Flight C-7065, Frame 92, Collection of UC Santa Barbara. Edited by Page & Turnbull.

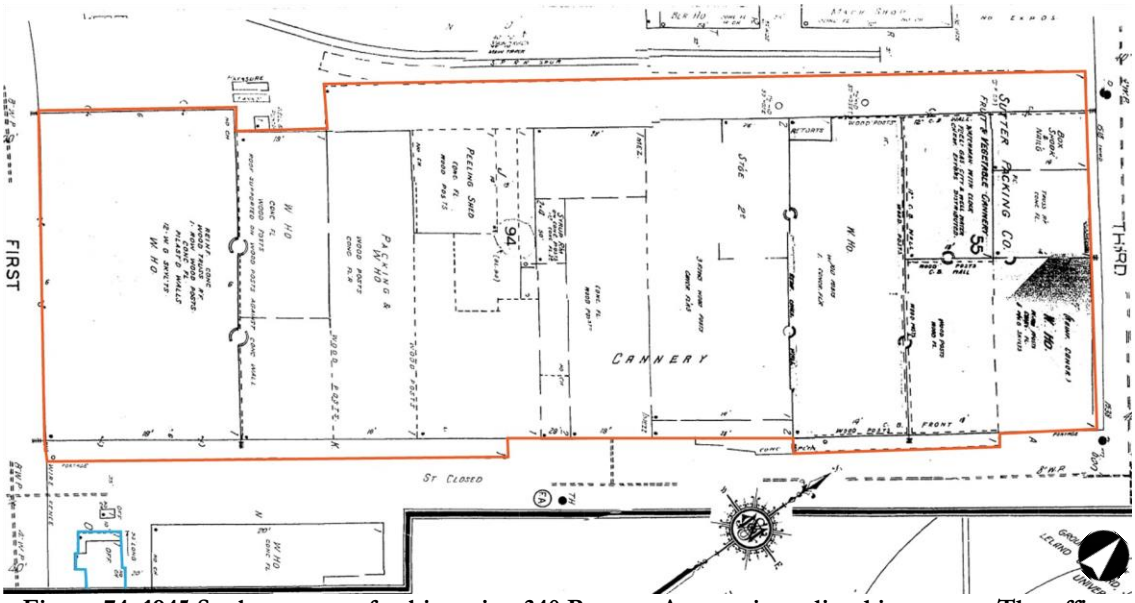

Figure 74: 1945 Sanborn map of subject site. 340 Portage Avenue is outlined in orange. The office building is outlined in blue. Source: Sacramento Public Library. Edited by Page & Turnbull.

A Sanborn map from 1945 only shows the portion of the site that contained the main cannery complex; the area along Matadero Creek, most of the office and warehouse buildings to the southeast, and the south side of First Street are cut off **(Figure 74).** The map reveals that after years of extensive expansion at the site, the main cannery building contained roughly 24 spaces, including the cannery at the center, sandwiched between four general warehouses, one large packing warehouse, a box and nailing shop, a peeling shed, a staging area, retorts (area for sterilizing food cans), and a small syrup room. These spaces were separated by standard fire doors. The complex was primarily one-story tall, except at the cannery in the center, where it rose up to two-stories, and was primarily constructed with concrete floors and roof structures supported by rows of wood posts. The newest warehouses, located at the far south end of the complex along First Street, were made of reinforced concrete with plastered walls, and wire glass skylights in the roof.[39]

In spite of decades of nearly constant activity and expansion of the operations at the cannery site, Sutter Packing Company went into decline after World War II and finally closed its doors in 1949.[40] A portion the larger cannery complex on Lambert Avenue was initially leased to Coca-Cola to function as a bottling plant, but records do not confirm Coca-Cola's presence at the subject property.[41] Research did not uncover any additional information about the use or changes to the site until the 1960s, by which time the former cannery had been subdivided into several smaller spaces, which were leased to a variety of tenants. In 1964, the Southern Pacific Railroad removed its spur tracks from the site. The same year, a portion of the building was occupied by Maximart, a large commercial store that sold home goods and appliances.[42]

The building at 340 Portage Avenue appears to have undergone some exterior alterations between the construction of the Bayside Canning Company's first building in 1918 and the closure of the

[39] Sanborn Map Company, "Mayfield, Santa Clara Co., Cal.," May 1945, Sheet 1, Sacramento Public Library.
[40] Kirkbride, 6.
[41] Graham, 11.
[42] "More Holiday Fun with These New Kelvinators to Help You," *San Francisco Examiner*, November 16, 1964. Accessed at Newspapers.com.

Sutter Packing Company in 1949. The limited number of historic photographs of the building make it difficult to discern which alterations date to the company's extensive expansion and improvement program during the 1940s or were completed after the cannery's closure. An aerial photograph from 1948 appears to show that the existing parapet was added along the front façade prior to this date, perhaps as part of an effort to unify the building's many facades. Additionally, 340 Portage Avenue appears to have the same shape and general form in a 1965 aerial of the site as it does in the 1941 aerial, with the exception of the additional warehouse from 1945 on the south side of First (Ash) Street **(Figure 75)**. By then, the three long buildings along Matadero Creek had been removed and the area to the southeast of 340 Portage Avenue had been converted into a parking lot. The surrounding area shows the effects of rapid residential growth in Palo Alto during the post war period and is densely packed with single family houses.[43] No building permits were uncovered for the period between 1949 and 1985, indicating that alterations to the building were minimal during the decades immediately after canning operations ceased.

By 1978, Maximart had moved out, and the site was under the ownership of WSP Properties. One-third of the buildings were vacant, and the company proposed to redevelop the property for mixed use development with 175,000 square feet of office space and 117 apartment units. The project does not appear to have come to fruition, as no apartment units were built. Alterations that are documented in recent building permits primarily document interior tenant improvement work to convert the building's many spaces for commercial and office use; however some exterior modifications are recorded, including re-roofing, the addition of a few external doors and wheelchair accessible ramps, the installation of metal framed windows and doors, the addition of insulated wood frame walls, removal of unreinforced elements as part of seismic stabilization, modifications to the parking lot, and landscaping work.

Figure 75: 1965 aerial of the subject property. 340 Portage Avenue outlined in orange. Related office building outlined in blue. Source: Cartwright Aerial Surveys, Flight CAS_65_130, Frame 4-10, Collection of UC Santa Barbara. Edited by Page & Turnbull.

[43] April 30, 1965

CONSTRUCTION CHRONOLOGY

The following table and accompanying narrative provide a timeline of construction activity at 340 Portage Avenue based on historic building permits on file at the Palo Alto Historical Association, building permits and plans available at the City of Palo Alto Development Center, and historic newspaper articles. It focuses primarily on exterior construction work but also includes permits that document notable interior alterations.[44]

Date	Permit #	Scope of Work
April 1918	N/A	Thomas Foon Chew buys four acres of land in Mayfield for $200,000 and announces plans to build a cannery on the site.[45]
July 1918	N/A	Bayside Canning Company Plant No. 2 and begins operation.
1919	N/A	A warehouse and 19 houses for workers are constructed before the start of the canning season.[46]
1928	N/A	$20,000 is spent to renovate and purchase new machinery for the cannery.[47]
8/31/1929	PAT 8/31/1929	Warehouse at 310 Portage. Sutter Packing Co, owner; R.O. Summers, builder.
2/16/1937	PAT 2/16/1937	Cannery building at 300 Portage. Sutter Packing Co., owner and builder.
6/7/1940	PAT 6/7/1940	Warehouse expansion at 380 Portage, $13,000. Sutter Packing Co., owner; WP Goodenough, builder.
7/2/1942	PAT 7/2/1942	Warehouse at 300 Portage, $39,500. Sutter Packing Co., owner.
5/8/1946	PAT 5/8/1946	Plant and lab building at 300 Portage, $2,500. Sutter Packing Co., owner and builder.
5/5/1948	PAT 5/5/1948	Alterations at 300 Portage, $3,000. Sutter Packing Co., owner; Preston Construction Co., builder.
3/21/1985	85-ARB-52, no. S 6148	Installation of a wood sign at the loading dock at 210 Portage Avenue.
3/21/1985	85-ARB-52, no. S 6149	Installation of a wood sign at the loading dock at 220 Portage Avenue.

[44] Work recorded in the construction chronology table focusses primarily on exterior alterations. A limited number of interior modifications have been included
[45] Kirkbride, 2.
[46] Kirkbride, 2.
[47] "$20,000 to be Spent on New Machinery of Cannery in Mayfield," *Palo Alto Times*, May 17, 1928.

Date	Permit #	Scope of Work
3/21/1985	85-ARB-52, no. S 6150	Installation of a wood sign at the loading dock at 230 Portage Avenue.
4/17/1985	85-ARB-52, no. S 6151	Wood sign for Basket Galleria, Inc. on loading dock
5/2/1990	90-1057	Alterations for new Fry's Electronics facility. Exterior alterations include parking modification, new ramps, new guardrails, a new door opening, and filling in an existing concrete ramp.
7/19/1990	90-ARB-105	Installation of wall and free-standing signs and associated landscaping for Fry's Electronics.
5/12/1994	94-1237	Alterations for conversion to Fry's Corporate Offices.
9/19/1994	Unpermitted	Sign at driveway at 320-380 Portage Avenue.
10/5/1994	94-1237	Alterations for corporate expansion of Fry's Electronics. Exterior alterations include a new exterior door and handicapped parking area on rear of building.
11/26/1997	97-3263	Expansion of Fry's Electronics store, including the construction of wood framed walls with fiberglass insulation at all exterior facades and ceiling, interior demising walls, roofing alterations, and installation of metal windows.
6/30/1998	98-1846	Earthquake stabilization work
7/9/1998	98-1846	Relocation of supporting post and replacement of damaged beam of storefront canopy
7/31/1998	97003262	Replacing damaged columns and beams and putting back columns that had been taken out
7/31/1998	97003262	Structure for handicap exist ramp at back exterior of building
12/18/1998	98001065	Add ADA guardrail from entry to ramp at 210 Portage Avenue
5/29/2003	03-0533	Addition of rear mandoor and exterior stair; Title 24 accessibility upgrade, installation of "teak patio" at 230 Portage Avenue.
7/19/2006	06-1520	New rooftop, modifications to lobby, and expansion of 210 Portage Avenue into 3180 Park Boulevard by adding two restrooms at rear of building,
8/9/2007	07-1908	Re-roofing at 230 Portage by overlaying foam coating over existing metal decking

Date	Permit #	Scope of Work
5/14/2008	08-315	Repair cracks in bottom chord of roof truss at 380 Portage Avenue
8/8/2008	08-2009	Install acrylic polyester roof system over existing built-up cap sheet
10/2/2009	09-1857	Reinforce existing bow string truss at 370 Portage Avenue where bottom chord and web member cracks have been observed
10/2/2009	09-1858	Reinforce existing bow string truss at 380 Portage Avenue where bottom chord and web member cracks have been observed
3/16/2010	10-0330	Voluntary reinforcing of existing bow string trusses
4/12/2010	10-525	Voluntary reinforcing of existing bow string trusses, total of 9 in "Lyncean" tenant space
8/12/2010	10-1539	Removal of unreinforced CMU walls and parapets. Replacement with wood frame walls, connect new wood frame wall to existing CMU wall with bolts and epoxy
4/4/2016	15-2594	Interior remodel for Playground Global, including installation of metal suspended ceiling system, seismic bracing, and addition of a variety of interior facilities.
2/16/2017	16-3216	Removal of existing accessible ramp, wooden guardrail, exterior wall, and storefront doors and glazing at 200 Portage Avenue. Doors and glazing salvaged for re-use and re-installation.

Visual observation indicates that additional alterations, which are not recorded in recent building permits, have occurred. Notably, nearly all of the windows and doors that are visible in the 1941 photograph of the cannery have been filled in or covered. More recently, historic window and door openings appear to have been replaced with aluminum frame glass features in a number of locations.

BUILDING OWNERS AND TENANTS

Ownership History

The Santa Clara County Assessor was not visited during research for this report, and therefore, detailed deed transactions are not known. The following table is based on historic building permits on file at the Palo Alto Historical Association, building permit applications available at the City of Palo Alto Development Center, and historic newspaper articles. Biographies of the Bayside Canning Company and Sutter Packing Company are included below.

Years of Ownership/Occupation	Name(s) of Owner	Occupant	Occupation (if listed)
1918 - 1933	Bayside Canning Company	Bayside Canning Company	Fruit and vegetable canning

Years of Ownership/Occupation	Name(s) of Owner	Occupant	Occupation (if listed)
1933 - 1946	Sutter Packing Company	Sutter Packing Company	Fruit and vegetable canning
1946-1949	Safeway	Sutter Packing Company	Grocery stores and food processing
1949 - ca. 1978	Unknown	Various tenants	Unknown
ca. 1978 – ca. 1998	WSJ Properties	Various tenants	Real estate and development
ca. 1998 – ca. 2002	Unknown	Various tenants	Unknown
ca. 2002 – ca. 2010	Robert Wheatley Properties (El Camino Center)	Various tenants	Real estate and development
Unknown – Present	The Sobrato Organization	Various tenants	Real estate and development

Occupant History

Occupants of the subject property have generally consisted of canning, packaging, and distribution companies and, more recently, commercial businesses and offices.

The following record of occupants is based on historic building permits on file at the Palo Alto Historical Association, building permit applications available at the City of Palo Alto Development Center, and Palo Alto city directories available at Ancestry.com.[48] It begins with businesses that occupied the entire cannery building at 340 Portage Avenue and then proceeds alphabetically by the address within the building under which the occupant was listed in the records listed above.

Entire Building	
1918-ca. 1928	Bayside Canning Company, fruit and vegetable canning
ca. 1928-1949	Sutter Packing Company, fruit and vegetable canning
3200 Park Boulevard	
ca. 1964 – ca. 1978	Maximart, home goods
203 Portage Avenue	
1962	James R W Packaging, packing, crating, and shipping
210 Portage Avenue	
1997	Euphonics
250 Portage Avenue	
1969	Malanco of California Inc, paper converters

[48] Years of occupation are approximate based on Palo Alto city directories, public records available through Ancestry.com, and building permits at the City of Palo Alto Development Center. These records do not always specify the exact date of occupation. For the purpose of this table, only the known years of ownership or occupation are included.

1972	Bemiss & Jason Corp, shipping, receiving, paper products manufacturing
300 Portage Avenue	
1962	Tubes & Cores Inc, paper products
1976	Ceilcote Company Inc, distribution office
303 Portage Avenue	
1961-1965	Advance Transformer Co
1961-1976	James R W Packaging, packing, crating, and shipping
340 Portage Avenue	
1985	Basket Galleria, Inc.
ca. 1990-Present	Fry's Electronics
370 Portage Avenue	
2002-2004	Lyncean Technologies
380 Portage Avenue	
2006	Danger, Inc.
2016 – Present:	Playground Global, technology

Select Owner and Occupant Biographies

The following biographies have been researched for longer-term owners and occupants.

Thomas Foon Chew (1887-1931) and the Bayside Canning Company (1918-1936)

Thomas Foon Chew was born in China around 1887, likely in the Loong Kai District of Guangdong Province, and became one of the richest and most influential Chinese-Americans in California. His father, Sai Yen Chew, emigrated to San Francisco when Thomas was a child, where he founded a small canning operation, Precinta Canning, around 1890. According to family members, Chew brought his son, Thomas, from China to San Francisco sometime around 1897, where he gained his first introduction to the canning business. Precinta Canning was located near Broadway and Sansome in San Francisco's old Chinatown. The small cannery was equipped with a single 40-

Figure 76: Thomas Foon Chew with two foremen at his canning plant in Alviso. Source: Our Town of Palo Alto. https://ourtownofpaloalto.wordpress.com/2016/12/30/history-of-mayfields-chinatown/

horsepower boiler, focused solely on canning tomatoes, and produced no more than 100,000 cases of canned goods a year.[49]

During the 1906 San Francisco earthquake, the cannery was destroyed. Sometime after, Sai Yen Chew moved his business and family to the town of Alviso in Santa Clara County, where land was more affordable, weather was better, and where his business could be closer to the source of agricultural products for canning. Alviso had another advantage. As the main port town for shipping products from Santa Clara County to San Francisco, it offered the benefit of being able to more cheaply and efficiently transport goods. It was in Alviso that Sai Yen Chew brought Thomas into the family business and renamed it the Bayside Canning Company **(Figure 76)**.[50]

While Sai Yen Chew's cannery operation had been modest in size and output, Thomas brought a vigorous energy, determination, and innovative new methods to the business that transformed Bayside Canning into one of the largest companies in the region and, eventually, the world. Many of his innovations were aimed at improving production and efficiency. They included creating a machine to wash tomato boxes on an assembly line, using the cannery's trucks to help workers from the surrounding region commute to his factories, and building boarding houses and cabins near his canneries to provide housing for his workers in a time when racial discrimination made it difficult for many Chinese immigrants to find housing. However, the innovation Chew is most known for is one that also gave him his nickname, "The Asparagus King." Around 1920, Chew and his employee William de Back devised a method for canning green asparagus, something that had never been done successfully up to that point because the fragile vegetable would break or turn to mush using existing canning methods. By carefully sorting and trimming the asparagus and using square-shaped cans, Chew was able to surmount these challenges and begin canning asparagus for market.

During his lifetime, Chew greatly expanded Bayside Canning beyond the first plant in Alviso. In 1918, he built the company's second canning plant, the subject of this report, in the town of Mayfield near Palo Alto. This new cannery was strategically located along a spur of the railroad tracks known as the old "Los Gatos Cutoff," where the Southern Pacific Railroad's branch line to Los Gatos split off from the Southern Pacific's main line. Railroad access was essential to the cannery's operation, as it allowed for easy shipment of the plant's canned goods to markets across the country.[51] It was also built beside Matadero Creek, which provided a vital source of water that was necessary for the cannery's operation.

The Daily Palo Alto newspaper celebrated the arrival of the company and its new cannery as "a credit to the community which it graces" and a development that would "provide a dominant factor in the future prosperity of the Palo Alto section."[52] When the cannery opened in July of 1918, it employed a workforce of 350 workers, many of whom were women, who earned $4.75 a day.[53]

In addition to employing large numbers of workers at the plant itself, the cannery was also anticipated that it would create new employment opportunities at nearby farms and orchards. "It means that all untilled land will eventually be brought under cultivation, which is bound to result in the entire district feeling a beneficial effect from the prosperity that will surely accrue," the newspaper predicted. "New homes will necessarily have to be erected in the vicinity of Mayfield and in South Palo Alto."[54] The cannery appears to have also spurred the construction of additional

[49] Robin Chapman, "Thomas Foon Chew: The Vision of the Entrepreneur," in *Historic Bay Area Visionaries* (Charleston, SC: The History Press, 2018), Kindle edition.
[50] Ibid.
[51] Graham, 9.
[52] "New Cannery to Start July 8."
[53] Kirkbride, 2.
[54] Ibid.

canneries in the Palo Alto area. As construction neared completion on the Bayside cannery in 1918, three groups of investors sought to secure land in Palo Alto to build new canneries.[55]

Chew continued to expand his business, eventually operating another cannery in Isleton on the Sacramento River, and purchasing interest in the Field and Gross fish cannery in Monterey. He also started Tom Foon Chew Land Co., under which he bought extensive tracts of land in Yuba City and Merced County on which he planted rice and peach orchards.[56] The Mayfield and Alviso canneries focused on the canning of peaches, pears, peaches, and tomatoes, while the cannery in Isleton specialized in packing asparagus.

Despite continued discrimination against Chinese immigrants and Chinese-businesses, by 1920, Thomas Foon Chew had turned his Bayside Canning Company into the third largest canning company of fruits and vegetables in the world, behind only Del Monte and Libby.[57] At its peak, the company produced 600,000 cases of canned goods a year and employed thousands of workers throughout California. For a time, the Mayfield cannery was the largest employer in the mid-Peninsula.[58] The company hired not only Chinese workers, but also employed Japanese, Filipino, and European immigrant as well **(Figure 77).**

Figure 77: Workers at the Bayside Canning Company's plant in Mayfield in 1918. Source: Palo Alto Historical Association.

[55] "Palo Alto May Get Another Cannery," *Palo Alto Times*, May 7, 1918.
[56] "Wealthy San Jose Canner Succumbs," *Oakland Tribune*, February 24, 1931. Accessed at Newspapers.com.
[57] "Santa Clara Valley Lives: Thomas Foon Chew: The Man who Made a Difference," *Los Altos Town Crier*, October 10, 2018, accessed February 1, 2019, https://www.losaltosonline.com/news/sections/community/177-features/58700-santa-clara-valley-lives-thomas-foon-chew-the-man-who-made-a-difference
[58] Jon Kinyon, "Mayfield's Chinatown and Palo Alto's Earliest Chinese Entrepreneurs," Our Town of Palo Alto, December 20, 2016, accessed February 1, 2019, https://ourtownofpaloalto.wordpress.com/2016/12/30/history-of-mayfields-chinatown/.

Chew, himself, became an influential figure in his community. He was the first Chinese-American man in Santa Clara Valley to join the Masons and was also a Shriner. By the time of his death, he was the richest Chinese-American in California.

The company's success was largely due to Chew's drive and acumen as a business leader. He worked tirelessly and dealt with near-constant stress from running his business. He was also a smoker and suffered from asthma. In 1931, he died suddenly of pneumonia. Local newspapers reported that he was 42-years-old at the time. His death was a notable event across the state. Twenty-five thousand people attended his funeral, including the mayor of San Francisco, city manager of San Jose, and president of the California Chamber of Commerce.[59]

Without Chew at the head and with the effects of the Great Depression worsening, the Bayside Canning Company slid into receivership soon after Chew's death. The company sold off its second plant in Mayfield section of Palo Alto in 1933 and finally ended operations at all of its facilities, including its first plant in Alviso plant, in 1936, just five years after Chew's death. In 1973, the Bayside Canning Company's Plant No. 1 in Alviso was listed on the National Register of Historic Places as part of the Alviso Historic District, which is now within the city limits of San Jose. The City of San Jose has renamed a street in Alviso his honor and placed four bronze historical markers to commemorate him.[60]

Sutter Packing Company (1928-1949)

The Sutter Packing Company was a consortium of the largest peach growers from Sutter County that was based in Yuba City. The company formed in order to maximize the growers' profits by cutting out the middle man and purchasing and running their own cannery. Around 1928, the Sutter Packing Company began operating the Bayside Canning Company's cannery in Mayfield.[61] As mentioned previously, the company spent $20,000 on new machinery at the cannery and on office renovations with the intention of tripling the plant's capacity and increasing its workforce to 400 employees.[62]

In 1933, after Thomas Foon Chew's death and the end of Bayside Canning Company's operations at the site, the Sutter Packing Company purchased the cannery.[63] Henry Carmean was the manager of the cannery from 1934 until the cannery's closure in 1949.[64] Employees largely consisted of local residents, migrant workers, and high school students, who often worked at the cannery during the summer months. Migrant workers lived in company cottages next to the cannery; and single men slept in a two-story bunkhouse nearby.[65]

The packing season began with spinach in spring, followed by apricots, peaches, pears, and lastly tomatoes in the summer. Peaches arrived at the cannery by rail from Yuba City, while spinach and tomatoes were transported by truck. After being sterilized in the retorts, trays of cans were transported to a cooling porch at the rear of the cannery. The following day, the cans were taken to the warehouses, where they were labeled and packed into cases to fill orders. Afterward, the cases would be loaded onto freight cars on the spur tracks along the cooling porch. The plant also included

[59] Chapman.
[60] Ibid.
[61] Kirkbride, 3.
[62] "$20,000 to be Spent on New Machinery of Cannery in Mayfield," *Palo Alto Times*, May 17, 1928.
[63] Graham, 10.
[64] "Packing Company Has New Executive," *Palo Alto Times*, December 18, 1934; "Prospective Buyer is Not Yet In Sight," *Palo Alto Times*, 1949. The date of this article was cut off.
[65] Kirkbride, 4.

a laboratory where hot sauce and ketchup was tested for its bug content.[66] The cannery's machinery, meanwhile, was leased on a royalty basis.[67]

By 1940, it had become clear that the United States was headed for involvement in World War II. Recognizing that the war would mean an increased demand for canned goods around the world, Sutter Packing Company began a series of largescale improvement projects at the cannery complex on Portage Avenue. As mentioned previously, the company spent $175,000 in 1940 alone on improvements at the cannery, including constructing a new warehouse, extending two additional warehouses, relocating an office building, purchasing new machinery, and landscaping the site. The goal of these improvements was to increase the cannery's capacity by 25 to 30 percent and expand its output by 50 percent.[68]

The company succeeded in increasing its production during the war, reserving 35 percent of its total production at the plant for the armed forces. In 1942, the company employed 1,500 men and women. Nevertheless, with so many men fighting in the war, the company struggled to find enough workers to meet the increased demand and repeatedly published urgent appeals in the local newspapers for more labor.[69] In an effort to attract more laborers, the company constructed a tent city across from the cannery on El Camino Real to provide housing for 300 nightshift workers, complete with toilets, showers, and laundry facilities.[70] The company was commended for its contribution to the war effort, receiving the "A" flag for its "outstanding food production" in 1942.[71]

After the war ended, the demand for canned goods remained high, as soldiers returned home and started families. The Sutter Packing Company continued to appeal for more workers to maintain its high levels of production during this period.[72] In 1946, Sutter Canning Company came under the management, and later the ownership, of Safeway. Safeway used the cannery to supply canned goods for its chain of grocery stores. However, the relationship was short-lived. Just three years later, in 1949, Safeway closed the cannery on Portage Avenue. Spokesmen from Safeway cited the high price of wages to farmers and union workers in Palo Alto compared to San Jose and towns in the Central Valley.[73] Safeway was also shifting its attention to backward integration and looked to acquire its suppliers, believing it could "obtain canned goods from other packers cheaper than it [could] process its own foods."[74]

At the time of its closure, the company was the largest employer in Palo Alto, with approximately 1,000 workers on its staff. When the *Palo Alto Times* announced the closure of Sutter Packing Company, it lamented the loss of a "million-dollar industry" in Palo Alto due of the one million dollars in payroll that would disappear. The end of Sutter Packing Company, the newspaper wrote, meant the "unemployment of thousands of cannery workers who for a quarter of a century depended on the plant for their livelihood," as well as the loss of an important buyer for local farmers.[75] When the company finally closed its doors, approximately 1.5 million cases of processed foods were stored in its warehouses, which had to then be quickly shipped to other Safeway sites.[76]

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[66] Ibid.
[67] Kirkbride, 4-5.
[68] Graham, 10.
[69] Kirkbride, 5.
[70] Graham, 10.
[71] Kirkbride, 5; "Sutter Packing Co. Given Army Award," *Palo Alto Citizen*, August 11, 1942.
[72] Graham, 11.
[73] Million Dollar Industry Closes Down in Palo Alto," Palo Alto Times, March 19, 1949; Graham, 9.
[74] "Hope to Avert Shutdown At Sutter Co.," *Palo Alto Times*, March 21, 1949.
[75] Graham, 9, 11; "Million Dollar Industry Closes Down in Palo Alto."
[76] "Million Dollar Industry Closes Down in Palo Alto."

Since the end of canning operations at 340 Portage Avenue, the building has had a number of owners, primarily real estate developers, and the smaller buildings of which it is comprised have been leased out to a variety of commercial tenants. In 1949, at least a portion of the Sutter Packing Company complex was leased to Coca-Cola, who used it as a bottling plant for a time. In the 1960s and 1970s, tenants largely consisted of shipping, packaging, distribution, and paper product manufacturing businesses. Since the 1980s, the building has primarily been occupied by technology-related stores and offices.

V. EVALUATION

CALIFORNIA REGISTER OF HISTORICAL RESOURCES

The California Register of Historical Resources (California Register) is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-listed properties are automatically listed in the California Register. Properties can also be nominated to the California Register by local governments, private organizations, or citizens. The California Register of Historical Resources follows nearly identical guidelines to those used by the National Register, but identifies the Criteria for Evaluation numerically.

In order for a property to be eligible for listing in the California Register, it must be found significant at the local, state, or national level, under one or more of the following criteria.

- *Criterion 1 (Events)*: Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.

- *Criterion 2 (Persons)*: Resources that are associated with the lives of persons important to local, California, or national history.

- *Criterion 3 (Architecture)*: Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.

- *Criterion 4 (Information Potential)*: Resources or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California, or the nation.

The following section examines the eligibility of 340 Portage Avenue for listing in the California Register.

Criterion 1 (Events)

340 Portage Avenue and the associated former office building to the southeast appear to be individually significant under Criterion 1 in association with historical events important to the history of Palo Alto. Agricultural industries, including fruit and vegetable canning, were once the dominant industries in Santa Clara County. The oldest portions of the cannery building, itself, were constructed in 1918 for the Bayside Canning Company, which was owned by Chinese immigrant and prominent canning mogul, Thomas Foon Chew. Under Chew, the Bayside Canning Company rose to become the third largest fruit and vegetable cannery in the world in the 1920s, behind only Libby and Del Monte.

After Chew's death, the cannery was subsequently purchased and operated for more than twenty years by the Sutter Packing Company, another fruit and vegetable cannery. The Sutter Packing Company significantly expanded the cannery building and its operations throughout the 1930s and 1940s as it prepared for and raced to meet the demands of World War II. The expansion projects included the construction of the extant office building at 3201-3225 Ash Street to the southeast of cannery building at 340 Portage Avenue. For a time, the cannery was the largest employer in the Mid-Peninsula, and when it closed in 1949, it was the largest employer in Palo Alto. The trajectory of canning operations at the plant —which began in the early twentieth century, peaked in the 1920s, increased production to meet the demands of World War II, and then quickly declined as residential

development and new industries began to replace agricultural industries in the postwar period—corresponds closely to the broad pattern of the history of the canning industry in Santa Clara County. The building is a rare surviving example of Palo Alto's and Santa Clara County's agricultural past. As a result, the building at 340 Portage Avenue does appear to be individually significant at the local level under Criterion 1. The period of significance under this criterion begins in 1918, when canning operations began at the site under the Bayside Canning Company, and ends in 1949, when the Sutter Packing Company's canning operations at the building ended.

Criterion 2 (Persons)

The building at 340 Portage Avenue was originally built by Thomas Foon Chew in 1918, as the second canning plant for his Bayside Canning Company, and continued under his ownership until his death in 1931. Although Chew's father had founded the cannery in Alviso (and an earlier cannery in San Francisco), Thomas Foon Chew is regarded as the primary driving force behind the Bayside Canning Company's growth into the third largest fruit and vegetable cannery in the world by 1920. Chew introduced pioneering techniques and innovations that not only paved the way for his company's success, but also impacted the wider canning industry, notably through his introduction of a successful method for canning green asparagus. "The Asparagus King," as he became known, was one of the richest and most influential businessmen in the region at the time of his death and is commemorated regionally today through historical markers and a street in San Jose that bears his name.

In spite of his association with 340 Portage Avenue and its continued use as a cannery until 1949, the building was not the first canning plant constructed by Chew, which is part of the National Register-listed Alviso Historic District, nor was it the site of his pioneering asparagus canning innovations, since the Bayside Canning Company primarily canned asparagus as its plant in Isleton. It is not clear from the historic record how the scale of operations or production at the Mayfield plant compared to Chew's numerous other canning facilities and properties. In addition, the building was extensively expanded after Chew's death, primarily when it was owned and operated by the Sutter Packing Company, and no longer bears a resemblance to its appearance during his lifetime. The building, therefore, does not retain enough integrity to be significant for its association with Thomas Foon Chew. Research did not identify any significant individuals related to the Sutter Packing Company or later occupants or owners of the building. As a result, the subject property, inclusive of the former cannery at 340 Portage Avenue and the former office building at 3201-3225 Ash Street, does not appear to be individually significant under Criterion 2.

Criterion 3 (Architecture/Design)

340 Portage Avenue consists of what were originally several connected cannery facilities and associated warehouse buildings. It is primarily constructed of reinforced concrete with utilitarian wood post-and-beam construction and no ornamentation, consistent with their functional design. The former office building at 3201-3225 Ash Street, meanwhile, is a plain wood-frame building built in a vernacular style. Neither of the buildings appear to exhibit artistic value, nor are they distinctive examples of cannery building or industrial warehouse typologies. They also do not display innovative engineering or design elements. Therefore, the buildings do not appear to be individually eligible for listing in the California Register under Criterion 3.

Criterion 4 (Information Potential)

The "potential to yield information important to the prehistory or history of California" typically relates to archeological resources, rather than built resources. Evaluation of the subject property under Criterion 4 (Information Potential) is beyond the scope of this report.

A windshield survey and preliminary research of buildings 50 years of older within the NVCAP Planning Area did not identify any potential historic resources or districts. The subject property, therefore, would not qualify as a contributor to a potential historic district.

INTEGRITY

In order to qualify for listing in any local, state, or national historic register, a property or landscape must possess significance under at least one evaluative criterion as described above and retain integrity. Integrity is defined by the California Office of Historic Preservation as "the authenticity of an historical resource's physical identity by the survival of certain characteristics that existing during the resource's period of significance," or more simply defined as "the ability of a property to convey its significance."[77]

In order to evaluate whether 340 Portage Avenue retains sufficient integrity to convey its historic significance, Page & Turnbull used established integrity standards outlined by the *National Register Bulletin: How to Apply the National Register Criteria for Evaluation*. Seven variables, or aspects, that define integrity are used to evaluate a resource's integrity—location, design, setting, materials, workmanship, feeling and association. A property must stand up under most or all of these aspects in order to retain overall integrity. If a property does not retain integrity, it can no longer convey its significance and is therefore not eligible for listing in local, state, or national registers.

The seven aspects that define integrity are defined as follows:

> Location is the place where the historic property was constructed.
>
> Design is the combination of elements that create the form, plans, space, structure and style of the property.
>
> Setting addresses the physical environment of the historic property inclusive of the landscape and spatial relationships of the building(s).
>
> Materials refer to the physical elements that were combined or deposited during a particular period of time and in a particular pattern of configuration to form the historic property.
>
> Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history.
>
> Feeling is the property's expression of the aesthetic or historic sense of a particular period of time.
>
> Association is the direct link between an important historic event or person and a historic property.

Location: The subject property retains integrity of location because the former cannery and office buildings have not been moved since their construction.

Setting: The subject property does not retain integrity of setting. Throughout the period during which the property was in use as a cannery, it was set between a railroad spur and Matadero Creek in

[77] California Office of Historic Preservation, *Technical Assistance Series No. 7: How to Nominate a Resource to the California Register of Historical Resources* (Sacramento: California Office of State Publishing, 4 September 2001) 11.

a largely undeveloped area outside the main urban core of Palo Alto and surrounded primarily by farmland and scattered single-family residences. The subject parcel, itself, contained smaller ancillary warehouses and industrial buildings that were part of the cannery's operation. Although Matadero Creek remains, the railroad tracks and majority of these associated industrial buildings have since been removed. Additionally, the surrounding area has become densely packed with residential and commercial development. Although there appears to have been an effort to incorporate industrial design elements into recently constructed infill, the area no longer reflects the sparsely developed industrial character of its historic setting.

Design: The subject property retains integrity of design. Sanborn maps and historic and current aerial photographs indicate that the overall shape and massing of 340 Portage Avenue and 3201-3225 Ash Street have been minimally altered since the end of their use as a cannery in 1949. 340 Portage Avenue also retains a number of important exterior features that were essential to its function as a working cannery, including its original concrete loading docks and rear cooling porch with wood supports and an overarching shed awning. The prominent monitor and arched roofs, reinforced concrete walls, and interior wood truss ceilings and concrete floors remain intact and are visible evidence of its utilitarian, industrial design.

340 Portage Avenue has been repeatedly altered throughout its history; however, the majority of these alterations appear to date to the building's period of use as a cannery. The building retained an appearance of several individual buildings in 1941; however, extensive construction and alterations were undertaken by the Sutter Packing Company over the following years that appear to have made an effort to unify the exterior appearance so that it appeared as a single building, much as it does today. The alignment of the building's front facade along a common axis and raising of shorter, earlier rooflines appears to date to this period. A comparison of aerial photographs from the late 1940s and 1960s also indicates that the parapet across the primary northeast façade was present in 1948, when the building was still in use by the Sutter Packing Company. No building permits were found that identify major construction work at the building between 1949 and 1985. More recent alterations since the 1990s have been primarily limited to the replacement or filling in of windows and doors; re-roofing; addition of paved surface parking lots, wheelchair accessible ramps, and landscaping elements; earthquake stabilization; replacement of a small area of cladding with wood siding; and interior tenant improvements.

The overall design of the former office building at 3201-3225 Ash Street appears to have been minimally altered since its use as part of the canning operations at the subject property. A comparison of the 1945 Sanborn map with historic and current aerial photographs show that the building has retained almost the same size, scale, and overall footprint over time. It remains a long, linear one-story wood frame building with double-hung wood windows and a wraparound porch.

Despite the previously mentioned alterations, the subject property retains its most important design features, including the division of interior spaces at 340 Portage Avenue that represent the accretion of additions during its cannery use, and retains overall integrity of design.

Materials: The subject property retains integrity of materials. 340 Portage Avenue continues to display its identity as an industrial building through its use of utilitarian materials, including its original reinforced concrete walls, concrete loading docks, wood post-and-beam construction, upper story wood frame windows, and corrugated metal cladding. Recent exterior material alterations identified by building permits and visual observations include the replacement of several exterior openings with aluminum frame windows and doors, re-roofing, and replacement of some sections of cladding along the rear façade with wood siding. Although they do not affect the building's overall integrity, interior spaces also retain their original concrete floors and wood roof structures and supports, which, in some cases,

also display their original finishes. These strengthen the building's overall retention of original materials. The former office building also retains its essential material character, including wood lap siding, double-hung wood windows, a wood wraparound porch, and shingled roof. Based on the known record of alterations and overall scale of the individual buildings, the subject property appears to retain the majority of its key exterior materials dating from its period of use as a cannery.

Workmanship: The subject property retains integrity of workmanship. The skill and craftmanship required to construct 340 Portage Avenue remain visible in its wood post-and-beam construction and exposed wood truss ceilings, most prominently its paired monitor roofs and four bowstring trusses. Horizontal markings and indentations on the building's walls, particularly at the south end of the building, are evidence of the process of creating the building's board formed, reinforced concrete walls.

Feeling: The subject property retains integrity of feeling. With its prominent monitor roofs, massive scale, and retention of recognizable industrial features and materials, such as corrugated metal and reinforced concrete walls, wood post-and-beam construction, and concrete loading docks and cooling porches, 340 Portage Avenue continues to convey its identity as an industrial building. Despite alterations to the building's fenestration and setting, the building's overall aesthetic and historic sense has been retained. Likewise, the building at 3201-3225 Ash Street also continues to convey the character of an early to mid-twentieth century office building, particularly in its orientation toward the cannery building, and retains its integrity of feeling.

Association: The subject property retains integrity of association. Through its industrial materials, design, workmanship, and feeling, the building at 340 Portage Avenue retains enough physical features to convey its historic character as a historic canning facility, dating from the early to mid-twentieth century. Likewise, the former office building retains enough elements of its original design, materials, workmanship, location, and feeling to convey its association with the cannery at the subject property.

Overall, the subject property retains integrity.

CHARACTER-DEFINING FEATURES

For a property to be eligible for national or state designation under one of the significance criteria, the essential physical elements (or character-defining features) that enable the property to convey its historic identity must be evident. To be eligible, a property must clearly contain enough of those characteristics, and these features must also retain a sufficient degree of integrity. Characteristics can be expressed in terms such as form, proportion, structure, plan, style, or materials.

As an individually significant historic resource under Criterion 1 with a period of significance of 1918-1949 (date of cannery operations), the character-defining features that convey the building's association with the history of canning in Santa Clara County, include:

340 Portage Avenue (Main Former Cannery Building)

- Form and massing
  - Long, linear massing
  - Composition of multiple smaller buildings
  - Primarily one-story, double-height volumes with taller central cannery section
- Varied roof forms and structures
  - Prominent paired monitor roofs

  - Arched roofs
  - Visible gabled roofs
- Exterior wall materials
  - Reinforced, board formed concrete
  - Corrugated metal cladding
- Exterior cannery features
  - Concrete loading platforms
  - Cooling porch at rear of building
  - Exterior shed awnings with wood post-and-beam construction
- Fenestration
  - Wood frame windows
  - Garage door openings
  - Wire glass skylights over former warehouses
- Landscape Features
  - Preserved curved path of the removed railroad spur tracks, represented in shape of parking lot pavement
  - Channel of Matadero Creek
- Interior features
  - Exposed wood truss ceilings
  - Wood and concrete post and beam construction
  - Concrete floors

3201-3225 Ash Street (Former Office Building for the Sutter Packing Company)

- Form and massing
  - One-story, three-part linear massing
  - Orientation along Ash Street (formerly First Street) with primary entrance facing 340 Portage Avenue
  - Front-gabled roof
  - Wrap-around porch starting at front, northwest façade, and extending along the southwest façade.
- Exterior wall materials
  - Wood lap siding
- Fenestration
  - Double-hung, multi-lite, wood frame windows
- Landscape Features
  - Channel of Matadero Creek

VI. CONCLUSION

The former cannery building at 340 Portage Avenue was initially constructed in 1918 and greatly expanded during its continued use as a cannery through 1949, when the cannery closed. The property, including the former cannery and an associated former office building at 3201-3225 Ash Street, is eligible for individual listing in the California Register at the local level of significance under Criterion 1 for its association with the history of the canning industry in Santa Clara County. The buildings retain integrity. Thus, the property appears to qualify as a historic resource for the purposes of review under the California Environmental Quality Act (CEQA).

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HEXAGON TRANSPORTATION CONSULTANTS, INC.

340 Portage Avenue Research and Development

Transportation Demand Management Plan

Prepared for:

City of Palo Alto on Behalf of The Sobrato Organization

August 8, 2022

Hexagon Transportation Consultants, Inc.
Hexagon Office: 100 Century Center Court, Suite 501
San Jose, CA 95112
Hexagon Job Number: 22GB24
Phone: 408.971.6100
Client Name: The Sobrato Organization

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Appendices

Appendix A Santa Clara County VMT Evaluation Tool Report

1. Introduction

This transportation demand management (TDM) plan has been prepared for the research and development project located at 340 Portage Avenue in Palo Alto, California. TDM is a combination of services, incentives, facilities, and actions that reduce single-occupant vehicle (SOV) trips to help relieve traffic congestion, parking demand, and air pollution problems. The purpose of this TDM plan is to propose effective and appropriate TDM measures that would satisfy the City's requirement of a 15 percent reduction in vehicle trips.

Project Description

The project site is located on Portage Avenue between El Camino Real and Park Boulevard (see Figure 1). The project is an existing building that would be occupied with 143,000 square feet of research and development space. The project would provide 405 parking spaces and 48 bicycle parking spaces allocated to the building on site. The project site plan is shown on Figure 2.

Project Trip Generation and Trip Reduction Target

Trip generation resulting from the development is estimated using the trip rates published in the Institute of Transportation Engineers' (ITE) *Trip Generation Manual 11th Edition* (2021). Trips that would be generated by the proposed project were estimated using the ITE trip rates for "Research and Development Center" (Land Use Code 760). The ITE *Trip Generation Manual* describes Research and Development Center as a facility or group of facilities devoted almost exclusively to research and development activities, and are typically used for projects such as this that include a combination of office and labortory space.

Based on the published trip rates, the project is expected to generate 147 trips during the AM peak hour and 140 trips during the PM peak hour (see Table 1). With the required minimum 15 percent trip reduction through TDM, the vehicle trips generated by the project should not exceed 125 trips during the AM peak hour and 119 trips during the PM peak hour.

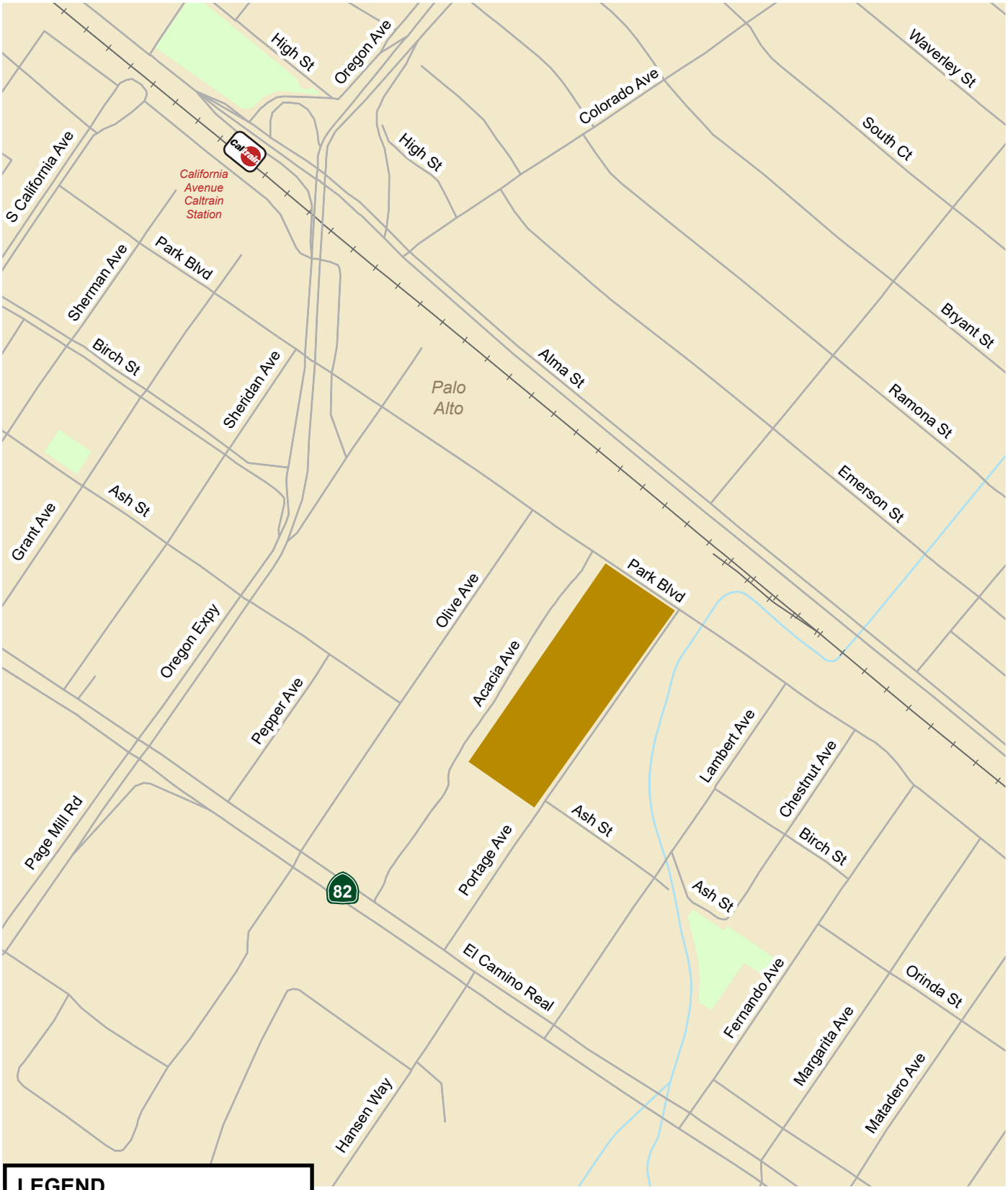


Figure 1
Project Site Location

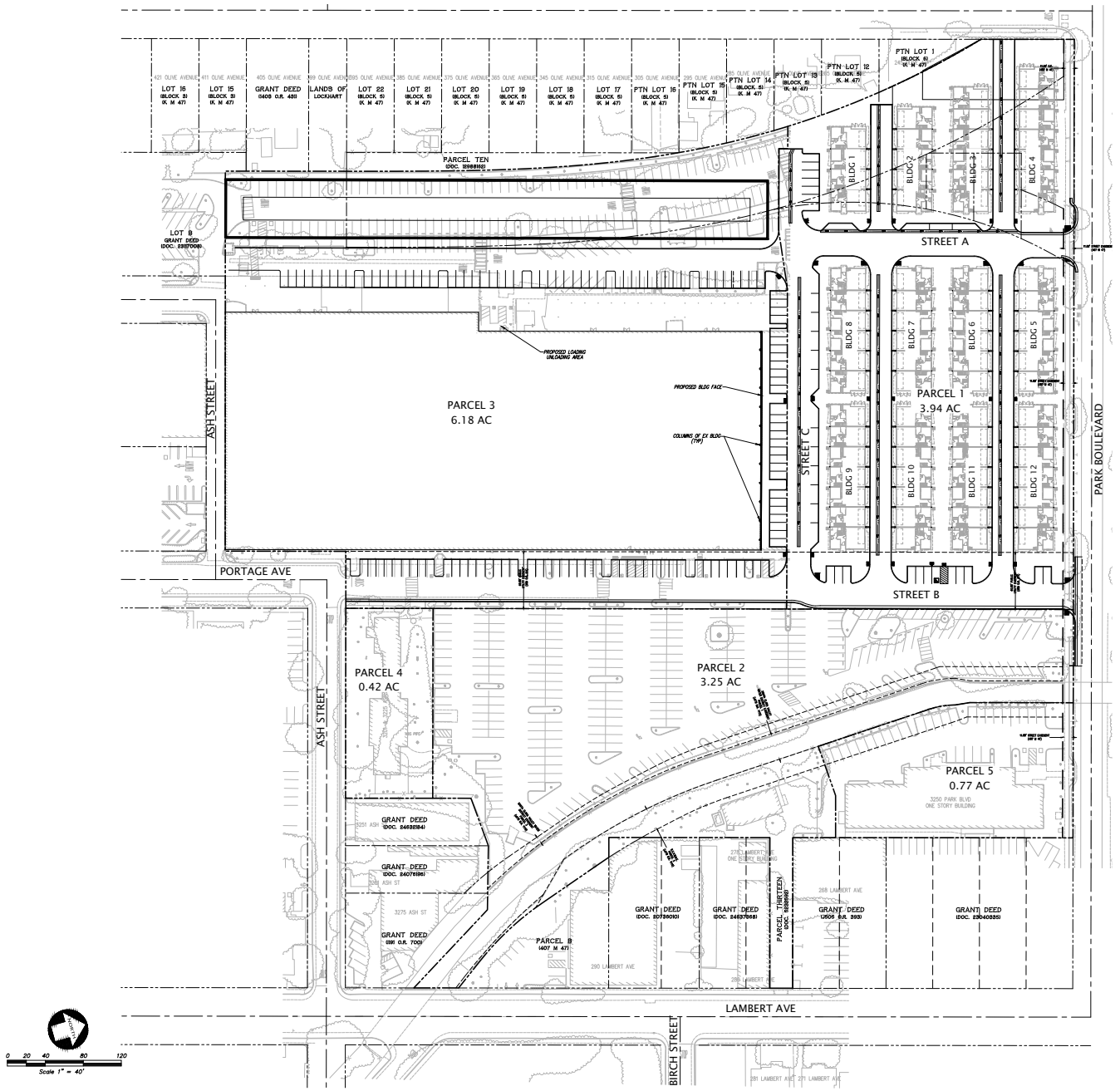


Figure 2
Site Plan

Table 1
Trip Generation Table

Land Use	Size	Units	Daily Rate[1]	Daily Trips	AM Peak-Hour Rate[1]	AM In	AM Out	AM Trips	PM Peak-Hour Rate[1]	PM In	PM Out	PM Trips
Proposed Uses												
Research and Development [2]	143,000	s.f.	11.08	1,584	1.03	121	26	147	0.98	22	118	140
TDM Reduction (15%) [3]				(238)		(18)	(4)	(22)		(3)	(18)	(21)
Trip Generation Goal				***1,346***		***103***	***22***	***125***		***19***	***100***	***119***

Note: s.f. = square feet
Source: ITE Trip Generation Manual, 11th Edition 2021.

[1] Rate expressed in trips per 1,000 s.f. for Research and Development.
[2] Average rates used for Research and Development Center (Land Use 760).
[3] The project would be required to meet a 15 percent trip reduction set by the City of Palo Alto staff for this project.

TDM Goal

The TDM plan should reduce the peak hour trips by a minimum of 15 percent. The TDM plan will be monitored through employee surveys and driveway counts to determine if the peak hour trips are being reduced by 15 percent. Annual monitoring reports will be provided to the City for the first five years after occupancy and afterwards at the City's request.

2. Existing Transportation Facilities and Services

Transportation facilities and services that support sustainable modes of transportation include buses and shuttles, commuter rail, and bicycle and pedestrian facilities. This chapter describes existing facilities and services near the project site that would support the TDM measures described in this plan.

Transit Services

Existing transit services in the project area are provided by the Santa Clara Valley Transportation Authority (VTA) and Caltrain. VTA operates bus and light-rail transit (LRT) services in Santa Clara County. The VTA bus routes in the project vicinity and the bus stops near the project site are summarized in Table 2 and shown on Figure 3.

Caltrain

Commuter rail service between San Francisco and Gilroy is provided by Caltrain. Caltrain provides service with approximately 30-minute headways during the weekday AM and PM commute hours to the California Avenue station, which is located approximately ½ mile north of the project site. The Palo Alto station is a stop for the Caltrain local and limited lines. Weekday service is provided from approximately 5:00 AM to 1:00 AM in the northbound directions and from approximately 6:00 AM to 1:45 AM in the southbound direction.

Table 2
Existing Transit Services

Route	Route Description	Weekday Hours of Operation	Headways[1] (minutes)	Nearby Bus Stops/Stations	Walking Distance to Project Site
VTA Bus Route					
Frequent Rapid Route 522	Palo Alto Transit Center - Eastridge Transit Center	5:20 AM - 11:15 PM	30	El Camino Real and California Avenue	0.5 mile
Frequent Route 22	Palo Alto Transit Center - Eastridge Transit Center	4:00 AM - 1:30 AM	30	El Camino Real and Portage Avenue	1,000 feet
				El Camino Real and Hansen Way	1,300 feet
Caltrain					
Caltrain	Gilroy - San Francisco	5:00 AM - 1:45 AM	30	California Avenue Station	0.5 mile

Notes:
[1] Headways during weekday peak periods as of July 2022.

Pedestrian and Bicycle Facilities

A network of sidewalks is present along the streets in the immediate vicinity of the project site, including Portage Avenue, El Camino Real, and Park Boulevard. Crosswalks are provided at El Camino Real/Portage Avenue and El Camino Real/Hansen Way near the project site. The surrounding area includes residential and commercial uses, and most of the streets include sidewalks that have good connectivity and provides pedestrians with safe routes to transit services and other points of interest in the project vicinity.

The existing bicycle facilities within the study area are listed below and shown on Figure 4.

- Striped Class II bike lanes on Park Boulevard, Hansen Way, and Page Mill Road
- Class III bike lanes on California Avenue, Bryant Street, Margarita Avenue and Park Boulevard from Lambert Avenue to Margarita Avenue

The City of Palo Alto 2030 Comprehensive Plan shows proposed bicycle facilities within the project vicinity. These locations are listed below and shown on Figure 4.

- Class II bicycle lane on El Camino Real from Page Mill Road/Oregon Expressway to Maybell Avenue,
- Enhanced Class II bikeway on Portage Avenue, Hansen Way, and California Avenue
- Class III shared arterial on Page Mill Road/Oregon Expressway from El Camino Real to St Francis Drive,
- Class III bicycle boulevard on Margarita Avenue,
- Class III shared arterial on Alma Street,
- Class I multi-use pathway on Matadero Canal,

Figure 3
Existing Transit Services

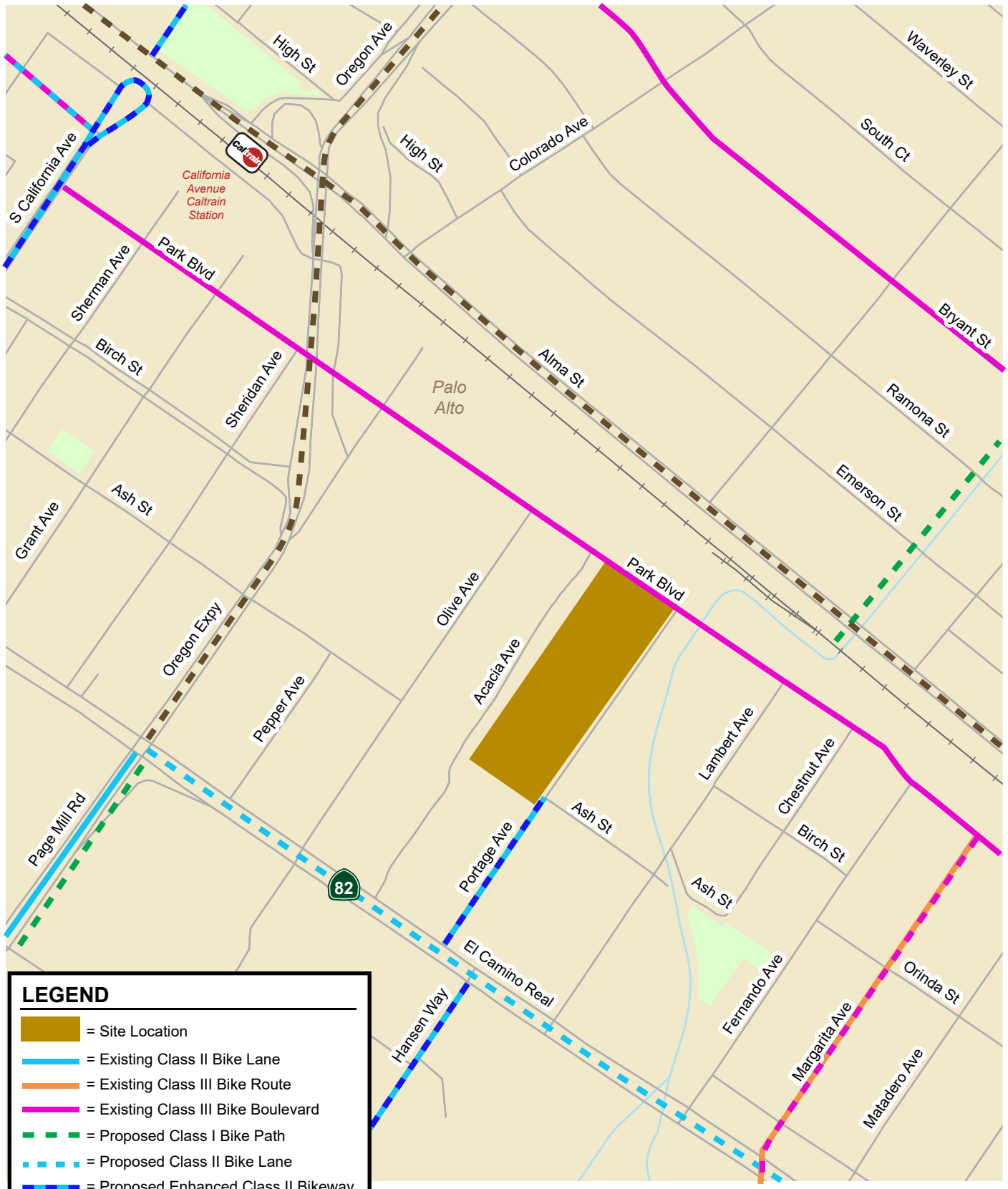


Figure 4
Existing Bicycle Facilities

3.
Potential TDM Measures

This chapter provides a menu of Transportation Demand Management (TDM) measures that the project will choose from to meet the 15% trip reduction requirement. These TDM measures include planning and design measures related to the attributes of the site location, site design, on-site amenities, and TDM programs. The TDM programs, including services, incentives, and actions, will encourage office employees to commute to work using alternatives to single-occupant vehicles. Table 3 presents a summary of the TDM measures in this plan and who would have primary responsibility for implementing each measure.

The project's VMT reduction has been estimated by VTA's Santa Clara Countywide VMT Evaluation Tool, which provides an indication of the likely effectiveness of various trip reduction strategies in various settings. After the project site has been occupied and the TDM Plan has been implemented, employee mode-share surveys and driveway counts will serve as monitoring tools to determine if the City's goal of a 15 percent VMT reduction has been met. If not, then the TDM coordinator (appointed by the property manager) will be responsible for implementing additional measures.

Table 3
TDM Measures and Responsibilites

TDM Measure	Implementation Responsibility
Program Administration	
Designating a Transportation Coordinator	Property Manager
Online Kiosk/TDM Information Board [1]	Transportation Coordinator
Transportation Information Packets	Transportation Coordinator
Trip Planning Assistance	Transportation Coordinator
Program Monitoring and Reporting	
Annual Employee Surveys	Transportation Coordinator
Target Drive-alone Mode Share Monitoring	Transportation Coordinator
Transit Elements	
Proximity to Transit Center	Site Location
Transit Subsidy	Employers/Tenants
Resources (schedules, route maps & other info)	Transportation Coordinator
Telecomutting/Flexible Work Schedule	Employers
Bicycle Facilities	
Bicycle Parking	Building Developer
Showers, Changing Rooms, and Lockers	Building developer
Resources (bikeway maps & other info)	Transportation Coordinator
Parking Reduction	Building developer

Notes:
[1] The building developer will have initial responsibility for creating an online kiosk and appointing the Transportation Coordinator. After the building is occupied, the Transportation Coordinator will have ongoing responsibility for the online kiosk and various program elements.

Project Location

The project is located near to the California Avenue Caltrain station and near El Camino Real with frequent bus service. Bike lanes are present in the immediate vicinity of the project site. Thus, it is likely that transit and bicycling will be an option for employees.

TDM Coordinator

The project will appoint a TDM Coordinator who will be the primary contact with the City and will be responsible for implementing and managing the TDM plan. The TDM Coordinator will be a point of contact for employees/tenants when TDM-related questions arise and will be responsible for ensuring that employees are aware of all transportation options and how to fully utilize the TDM plan. The TDM Coordinator will provide the following services and functions to ensure the TDM plan runs smoothly:

- Provide transportation information brochures to new employees.
- Provide trip planning assistance and/or ride-matching assistance to employees who are considering an alternative mode.
- Manage annual driveway counts and employee travel surveys. The results will be used to determine whether the implemented TDM measures are effective and whether new TDM measures should be implemented.

TDM Marketing and Alternative Transportation Information

The project will provide transportation information brochures to all new employees/tenants and ensure that employees/tenants are aware of the programs available to them. This brochure will include information about transit maps/schedules (Caltrain and VTA), locations of bus stops and Caltrain stations, transit fare subsidies or transit passes to be provided by employers, guaranteed ride home service to be provided by employers, ride matching programs (511.org's RideMatching service, peer-to-peer matching apps, such as Scoop and Waze), 511.org's carpool/vanpool subsidy program, bike maps, and bicycle parking on-site.

Online Transportation Kiosk

A key element of this TDM plan is to set up an "online kiosk" with site specific information about the transportation resources available to employees/tenants. The kiosk will include information about transit maps/schedules (Caltrain and VTA) and locations of bus stops and Caltrain stations.

The TDM Coordinator will have responsibility for maintenance of the online kiosk with information regarding non-auto transportation alternatives. The online kiosk will include information about all the measures and services discussed in this Plan, and local bikeway maps and information about bike parking on site.

Rideshare Matching Services

One of the greatest impediments to carpool and vanpool formation can be finding suitable riders with similar work schedules, origins, and destinations. Facilitated rideshare matching can overcome this obstacle by enabling commuters who are interested in ridesharing to enter their travel preferences into a database and receive a list of potential rideshare partners. The success of these programs is largely determined by the number of participants and, in turn, the number of potential matches that can be made.

The TDM Coordinator will provide employees/tenants with information on 511.org's ridematching service and other ridematching services. For example, ridematching assistance is available through a number of peer-to-peer matching programs, such as Scoop and Waze Carpool, which utilize mobile apps to match commuters.

Vanpool/Carpool Incentives

The TDM Coordinator will provide employees/tenants with information on 511.org's carpool/vanpool subsidy program. The 511.org's Carpool/Vanpool Program offers several incentive programs to encourage people to try carpooling and vanpooling. Most of these programs are designed to reward someone for forming or trying a carpool or vanpool and provide an award or subsidy after the first three to six months of use.

Transit Passes

Subsidized transit passes are an extremely effective means of encouraging employees to use transit rather than drive to work. Transit passes allow employees to save money and avoid the stress of driving during the commute periods.

The project could require future office tenants, as part of the lease agreement, to provide free transit passes (Caltrain and/or VTA) for their employees. There are a few ways to structure a financial incentive for transit. Employers can cover the total monthly cost of transit for those employees who take

transit through a pre-tax benefit, or purchase transit passes themselves and distribute them to employees or offer a universal transit pass program.

Employers may consider universal transit pass programs in which an employer purchases a pass for all employees, regardless of whether they currently ride transit or not. These passes typically provide unlimited transit rides on local or regional transit providers for a low monthly fee; a fee that is lower than the individual cost to purchase a pass, since a bulk discount is given. Such programs can be more cost-effective option for employers to reducing vehicle trips as compared to purchasing individual passes.

It is likely that many of the employees taking public transit will take Caltrain to work; therefore, future tenants should consider the Caltrain universal transit pass program (Go Pass program). The Caltrain Go Pass is an annual pass purchased by a company for its employees. All eligible employees receive the Go Pass, whether they use it or not. The passes are purchased from Caltrain at a significant discount and provide all employees with free Caltrain travel between all zones, seven days a week.

Telecommute/Flexible Work Schedule Program

Offering employees the opportunity to work from home or travel outside the peak travel periods can help reduce the number of commute trips to and from the project site.

The project may include the following infrastructure to support its future tenants to implement an alternative work schedule:

- Heating, cooling, and ventilation systems for extended schedules
- High-bandwidth internet connections to facilitate telecommuting

Bicycle Facilities

Bicycle Parking

Providing bicycle parking encourages bicycle commuting and reduces vehicle trips and parking demand. Based on the Palo Alto Municipal Code, the project will provide one bicycle parking space per 3,000 square feet, which equates to 48 bicycle parking spaces.

Showers, Changing Rooms, and Lockers

The project may provide shower stalls, changing rooms, and lockers for employees to use after biking or walking to the office. Having the option to shower and change clothes in the building encourages employees to bike or walk to work. Employees who ride their bike a considerable distance to the Caltrain station nearest to their home may also take advantage of these facilities.

Bicycle Resources

The following resources are available to bicycle commuters through 511.org. These resources would be noted in the transportation information brochure, to make employees aware of them.

- Free Bike Buddy matching
- Bicycle maps
- Bicycle safety tips
- Information about taking bikes on public transit
- Location and use of bike parking at transit stations
- Information on Bike to Work day
- Tips on selecting a bike, commuter gear, and clothing

- Links to bicycle organizations

Reduced Parking

The project will provide parking below the municipal code requirement. The project proposes 405 spaces, whereas the municipal code requires 572 spaces. Reduced parking encourages new development at higher densities and promotes greater use of alternate modes of transportation.

Estimated TDM Reduction

The Santa Clara Countywide Vehicle Miles Traveled (VMT) Evaluation Tool was used to calculate the trip reduction due to the TDM Program. This tool can calculate VMT reductions associated with certain TDM measures.

The VMT Tool provides an estimate of the amount by which a project's location and land use characteristics, its site enhancements, and the measures taken to reduce commute trips will reduce VMT. Hexagon has applied the VMT Tool to the TDM Plan for the R&D development at 340 Portage Avenue. The project is in TAZ 517, where the home-based work VMT per worker according to the model is 17.16. The results indicate that the plan would reduce the project VMT to 14.54 work VMT per worker, which is shown in Appendix A. This is a 15 percent reduction in VMT. Therefore, the project is expected is achieve the 15 percent peak-hour vehicle trip reduction target requested by the City of Palo Alto.

4. TDM Implementation, Monitoring, and Reporting

The purpose of this TDM plan is to reduce the vehicle trips generated by the project. The property manager will submit to the City an annual TDM monitoring report that identifies the TDM plan's effectiveness at achieving the trip generation reduction.

Implementation

The project applicant along with the property manager/TDM Coordinator will be responsible for ensuring the TDM plan is implemented. In addition, all lease agreements will require tenants to participate in the TDM plan immediately upon occupancy. Lease agreements will describe the elements of this plan for which tenants have immediate or potential future responsibility.

Monitoring and Reporting

The purpose of monitoring and reporting the TDM plan is to ensure that the plan is successfully meeting the trip reduction requirement. The property manager/TDM Coordinator will work with an independent consultant to implement annual employee surveys and driveway counts and document the results in a TDM monitoring report. The property manager/TDM Coordinator will submit the TDM monitoring report to the City.

The initial TDM monitoring report for the project will be submitted two years after building occupancy. Subsequent reports will be submitted annually. The property manager/TDM Coordinator and/or the consultant preparing the report will coordinate with City staff for any additional reporting requirements.

Employee Surveys

The property manager/TDM Coordinator will conduct an annual survey of all employees to determine the mode split among employees, whether the existing TDM measures are effective, and whether employees prefer different TDM measures.

Driveway Counts

Consistent with common traffic engineering data collection principles, trip generation will be monitored by means of driveway counts at the project's access points. The counts will be conducted one day per year on a typical weekday (Tuesday, Wednesday, or Thursday) when schools are in session. The TDM Coordinator will work with an independent consultant to obtain traffic count data and to document the results in a TDM monitoring report.

Annual Report

The results of the driveway counts and surveys will be reported to the City of Palo Alto annually during the first five years of building occupancy. The annual reports will detail the awareness of the TDM program, quantify the site trip generation, and calculate the mode split. Program enhancements could be developed based on the findings of the TDM monitoring report regarding the employee's awareness and usage of current TDM program elements. After the first five years of the project, an annual report would be submitted to the City upon request.

Appendix A
Santa Clara County VMT Evaluation Tool Report

Santa Clara Countywide VMT Evaluation Tool - Version 2 - Report

Valley Transportation Authority

Project Details

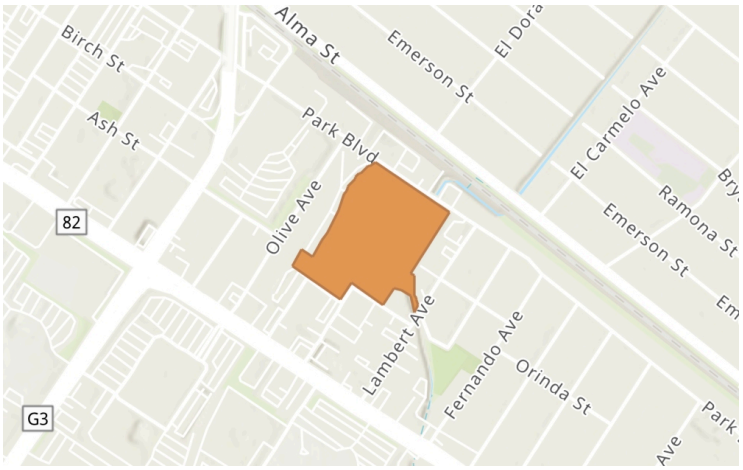
Timestamp of Analysis	July 07, 2022, 11:42:24 AM
Project Name	340 Portage Avenue
Project Description	The project proposes to redevelop 143,000 square feet of R&D space.

Project Location Map

Jurisdiction:

Palo Alto

APN	TAZ
13238071	517



Analysis Details

Data Version	VTA Countywide Model December 2019
Analysis Methodology	Parcel Buffer Method
Baseline Year	2022

Project Land Use

Residential:

Single Family DU:	
Multifamily DU:	
Total DUs:	0

Non-Residential:

Office KSF:	
Local Serving Retail KSF:	
Industrial KSF:	143

Residential Affordability (percent of all units):

Extremely Low Income:	0 %
Very Low Income:	0 %
Low Income:	0 %

Parking:

Motor Vehicle Parking:	415
Bicycle Parking:	58

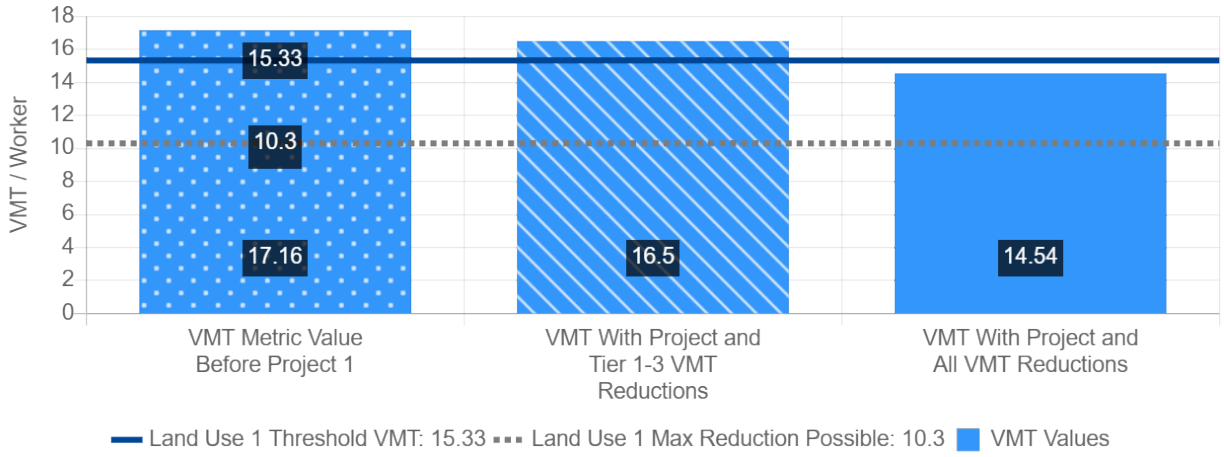
Proximity to Transit Screening

Inside a transit priority area? Yes (Pass)

Office Vehicle Miles Traveled (VMT) Screening Results

Land Use Type 1:	Office
VMT Metric 1:	Home-based Work VMT per Worker
VMT Baseline Description 1:	Bay Area Regional Average
VMT Baseline Value 1:	15.33
VMT Threshold Description 1 / Threshold Value 1:	0% / 15.33
Land Use 1 has been Pre-Screened by the Local Jurisdiction:	N/A

	Without Project	With Project & Tier 1-3 VMT Reductions	With Project & All VMT Reductions
Project Generated Vehicle Miles Traveled (VMT) Rate	17.16	16.5	14.54
Low VMT Screening Analysis	No (Fail)	No (Fail)	Yes (Pass)



Tier 3 Parking

PK01 Limit Parking Supply

Minimum Parking Required by City Code:	572
Total Parking Spaces Available to Employees:	415
Is the Surrounding Street Parking Restricted?:	

PK02 Provide Bike Facilities

Bicycle Parking:	58
Project End-of-trip Bike Facilities:	Yes

Tier 4 TDM Programs

TP04 CTR Marketing and Education

CTR Marketing/Education Percent Expected Participants:	100 %

TP07 Subsidized Transit Program

Percent of Transit Subsidy:	100 %

TP08 Telecommuting and Alternative Work Schedules

Telecommuting and Alternative Work Schedule Type:	4/40 schedule
Alternative Work Schedule Percent Participants:	25 %

TP13 Ride-Sharing Programs

Expected Percent of Ride-Sharing Participants:	4 %

200 Park Boulevard Project - Project Description

Project Summary

The Sobrato Organization ("Sobrato") is proposing a holistic project that includes development, continuation of some use, and partial dedication of its 14.65-acre property located at 200-404 Portage Avenue, 3040-3250 Park Boulevard, 3201-3225 Ash Street & 278 Lambert Avenue (collectively "the Property") that includes a notable cannery building (the "Cannery Building") and other structures including those referred to as the Ash Building and the Audi Building. This proposal would entail the development and/or continued use of existing space for a combination of 74 townhomes, approximately 154,506 square feet of R&D use, 4,707 square feet of office use, and 2,600 square feet of retail use (the "200 Park Boulevard Project" or "Project"). The Project is consistent with the outcome of meetings between Sobrato and an ad hoc committee composed of Vice Mayor Kou and Councilmember DuBois that began October 25, 2021, to negotiate terms to guide development and use of the Property following a disagreement over the meaning of a site-specific exception to the restrictions requiring termination of non-conforming uses that the City adopted in 2006. The Property would be divided into five parcels as follows:

Existing		**Proposed**	**Proposed Use**	**Proposed Acreage (gross)**
340 Portage Avenue/3040 Park Blvd.		Parcel 1	Townhouses	3.91 acres
		Parcel 2	Dedicated to City (Open space/BMR lot)	3.25 acres
		Parcel 3	Cannery Building	6.30 acres
		Parcel 4	Ash Building	0.42 acres
		Parcel 5	Audi Building	0.77 acres
Total:	**14.65 acres**			**14.65 acres**

Parcel 1 would be developed with 74 townhomes. The development of the townhomes would necessitate the demolition of the northern portion of the Cannery Building to accommodate the townhome development. The remainder of the Cannery Building would then be on Parcel 3, and would consist of R&D use and approximately 2,600 square feet of retail space. A new two-story parking garage would also occupy Parcel 3.

Parcel 2 would be dedicated to the City for its use as open space and/or affordable housing, neither of which is currently proposed as a part of this Project.

Parcels 4 and 5 would consist of the existing Ash Building and Audi Building, respectively, neither of which would be structurally altered as part of this Project. The Ash Building would continue to consist of office use and the Audi Building would consist of R&D use.

Requested Entitlements and Legislative Approvals

Sobrato is applying for the following entitlements and legislative approvals:

- Comprehensive Plan Amendment
- Planned Community Rezoning
- Major Architectural Review
- Vesting Tentative Map

Comprehensive Plan Amendment:

The majority of the Property is currently designated Multiple Family Residential, with a very small portion designated Light Industrial. To accommodate the Project's uses, Sobrato proposes a Comprehensive Plan Amendment as follows:

Parcel	Proposed Designation	Development Standard	Project Consistency
Parcel 1 - Townhomes Proposed Use: 74 townhomes	**Multiple Family Residential** *Amendment will only affect the portion currently designated Light Industrial	The permitted number of housing units will vary by area, depending on existing land use, proximity to major streets and public transit, distance to shopping and environmental problems. Net densities will range from 8 to 40 units and 8 to 90 persons per acre. Density should be on the lower end of the scale next to single-family residential areas. Densities higher than what is permitted may be allowed where measurable community benefits will be derived, services and facilities are available, and the net effect will be consistent with the Comprehensive Plan. Population densities will range up to 2.25 persons per unit by 2030. (Palo Alto Comprehensive Plan page 36).	Consistent. Residential use is permitted and the project proposes 18.9 du/acre, consistent with the 8-40 du/acre range.
Parcel 2 - Dedication Parcel for Parkland and Affordable Housing Proposed Use: future parkland and affordable housing	**Multiple Family Residential** *No Change		N/A - No development is currently proposed. City to process General Plan Amendment at a later date if desired
Parcel 3 - Cannery Building and Parking Garage Proposed Use: R&D and retail, parking garage	**Mixed Use**	The Mixed Use designation is intended to promote pedestrian-oriented places that layer compatible land uses, public amenities and utilities together at various scales and intensities. The designation allows for multiple functions within the same building or adjacent to one another in the same general vicinity to foster a mix of uses that encourages people to live, work, play and	Consistent. The mixture of uses in the Project is consistent with this description. FAR is consistent with the 1.15 maximum as follows: • Parcel 3 FAR = 0.6 • All parcels (including Parcel 2) = 0.59

Parcel	Proposed Designation	Development Standard	Project Consistency
		shop in close proximity. Most typically, mixed-use developments have retail on the ground floor and residences above. This category includes Live/Work, Retail/Office, Residential/Retail and Residential/Office development. FARs will range up to 1.15, although development located along transit corridors or near multimodal centers will range up to 2.0 FAR with up to 3.0 FAR possible where higher FAR would be an incentive to meet community goals such as providing affordable housing. The FAR above 1.15 must be used for residential purposes. FAR between 0.15 and 1.15 may be used for residential purposes. As of the adoption of this Comprehensive Plan, the Mixed Use designation is currently only applied in the South of Forest Avenue (SOFA) area. Consistent with the Comprehensive Plan's encouragement of housing near transit centers, higher density multi-family housing may be allowed in specific locations. (Palo Alto Comprehensive Plan pages 38-39).	• All parcels (excluding Parcel 2) = 0.80
Parcel 4 - Ash Street Building Proposed Use: Office	**Mixed Use**		Consistent. The mixture of uses in the Project is consistent with this description. FAR is consistent with the 1.15 maximum as follows: • Parcel 4 FAR = 0.26 • All parcels (including Parcel 2) = 0.59 • All parcels (excluding Parcel 2) = 0.80
Parcel 5 - Audi Building Proposed Use: R&D	**Mixed Use**		Consistent. The mixture of uses in the Project is consistent with this description. FAR is consistent with the 1.15 maximum as follows: • Parcel 5 FAR = 0.37 • All parcels (including Parcel 2) = 0.59 • All parcels (excluding Parcel 2) = 0.80

Planned Community Rezoning:

The majority of the Property is currently zoned RM-30, with a much smaller portion zoned GM. Because Sobrato is donating significant acreage to the City, the remaining parcels will no longer comply with existing Zoning standards. Further, the City would like to restrict certain parcels to certain uses. Therefore, Sobrato is applying for a Planning Community Rezoning, with 4 separate Planned Community zones applicable to Parcel 1, Parcel 3, Parcel 4, and Parcel 5. Each parcel is consistent with Planned Community standards, demonstrated as follows:

Parcel	Proposed Zoning District	Development Standard	Consistency
Parcel 1 - Townhomes Proposed Use: 74 townhomes	**Planned Community (PC)** ***A separate PC that applies only to Parcel 1	Zoning Code Section 18.38.010 - Describes a PC Zoning Code Section 18.38.020 - Notes the applicability of other regulations Zoning Code Section 18.38.030 - Indicates that any use may be permitted, if located and conducted in accordance with approved development plan and other regulations Zoning Code Section 18.38.040 - Indicates that any use may be conditionally permitted, if located and conducted in accordance with approved development plan and other regulations Zoning Code 18.38.150 - Special Requirements - Sites abutting or having any portion located with 150 feet of any RE, R-1, R-2, RMD, RM, or any PC district permitting single-family development or multiple-family development shall be subject to the following additional height and yard requirements: (a) **Parking Facilities.** The maximum height shall be equal to the height established in the most restrictive adjacent zone district. (b) **All Other Uses.** The maximum height within 150 feet of any RE, R-1, R-2, RMD, RM, or applicable PC district shall be 35 feet; provided, however, that for a use where the gross floor area excluding any area used exclusively for parking purposes, is at least 60 percent residential, the maximum height within 150 feet of an RM-30 or RM-40 district shall be 50 feet.	Consistent. Parcel 1 and its development would comply with all requirements. Specifically, the below provides an evaluation of compliance with Zoning Code Section 18.38.150: (a) N/A. No parking facility. (b) All buildings would be under 35 feet. (c) R-1 side yard is 8 foot minimum, and the development's minimum along that edge is 13'-8", in compliance. There is also a compliant wall and detention area along that edge. (d) There is property across Park Boulevard that is zoned GM, but it does not specify a minimum front yard. In any case, the development's typical is 19 feet, with one section where the property line jogs inward at 7'9". Please see plan set for more details. (e) All daylight plane requirements met
Parcel 2 - Dedication Parcel for Parkland and Affordable Housing	**RM-30** *No change		N/A - No development is currently proposed. City to process Zoning Map Amendment at a later date if desired

Parcel	Proposed Zoning District	Development Standard	Consistency
Proposed Use: future parkland and affordable housing		(c) Sites sharing any lot line with one or more sites in any RE, R-1, R-2, RM or applicable PC district, a minimum interior yard of 10 feet shall be required, and a solid wall or fence between 5 and 8 feet in height shall be constructed and maintained along the common site line. Where a use in a PC district where the gross floor area, excluding any area used exclusively for parking purposes, is at least sixty percent residential, the interior yard shall be at least as restrictive as the interior yard requirements of the most restrictive residential district abutting each such side or rear site line. The minimum interior yard shall be planted and maintained as a landscaped screen. (d) On any portion of a site in the PC district which is opposite from a site in any RE, R-1, R-2, RM or applicable PC district, and separated therefrom by a street, alley, creek, drainage facility or other open area, a minimum yard of 10 feet shall be required. Where a use in a PC district where the gross floor area, excluding any area used exclusively for parking purposes, is at least sixty percent residential, the minimum yard requirement shall be at least as restrictive as the yard requirements of the most restrictive residential district opposite such site line. The minimum yard shall be planted and maintained as a landscaped screen, excluding areas required for access to the site.	
Parcel 3 - Cannery Building and Parking Garage Proposed Use: R&D and retail, parking garage	**Planned Community (PC)** *****A separate PC that applies only to Parcel 3		Consistent. Parcel 3 and its development would comply with all requirements. Specifically, the below provides an evaluation of compliance with Zoning Code Sections 18.38.020 (and relatedly Chapter 18.54), and 18.38.150: 18.38.020 specifies that a PC must comply with Zoning Code Chapters that include 18.54, which governs the design of parking facilities. The parking garage on Parcel 3 has been designed consistent with Chapter 18.54. 18.38.150: (a) Most restrictive adjacent height maximum is 35 feet, the development complies (b) The nearest buildings are more than 150 feet away. (c) 10' interior yard provided (d) N/A (e) All daylight plane requirements met

Parcel	Proposed Zoning District	Development Standard	Consistency
Parcel 4 - Ash Street Building Proposed Use: Office	**Planned Community (PC)** *****A separate PC that applies only to Parcel 4	(e) Sites sharing any lot line with one or more sites in any RE, R-1, R-2, RM or any residential PC district shall be subject to a maximum height established by a daylight plane beginning at a height of ten feet at the applicable side or rear site lines and increasing at a slope of three feet for each six feet of distance from the side or rear site lines until intersecting the height limit otherwise established for the PC district; provided, however, that for a use where the gross floor area excluding any area used exclusively for parking purposes, is at least sixty percent residential, the daylight planes may be identical to the daylight plane requirements of the most restrictive residential district abutting each such side or rear site line until intersecting the height limit otherwise established for the PC district. If the residential daylight plane, as allowed in this section, is selected, the setback regulations of the same adjoining residential district shall be imposed.	Consistent. Parcel 4 would comply with all requirements. Specifically, the below provides an evaluation of compliance with Zoning Code Section 18.38.150: (a) N/A. No parking facility. (b) Existing building under 35 feet. (c) N/A (d) N/A (e) N/A
Parcel 5 - Audi Building Proposed Use: R&D	**Planned Community (PC)** *****A separate PC that applies only to Parcel 5		Consistent. Parcel 5 would comply with all requirements. Specifically, the below provides an evaluation of compliance with Zoning Code Section 18.38.150: (a) N/A. No parking facility. (b) Existing building under 35 feet. (c) N/A (d) N/A (e) N/A

Please see the enclosed Development Program Statement for further information and support for this request.

<u>Historic Guidelines for the Cannery Building</u>

A key consideration for modification of the Cannery Building is acknowledgement of its historic significance. Accordingly, we understand that the Historic Resources Board and the Architectural Review Board will consider the Project .

Further, renovations will comply with the Secretary of Interior Standards and also take into consideration the analysis and conclusions contained in the Project's California Environmental Quality Act ("CEQA") compliance document, discussed further below, and comply with any mitigation contained therein.

To assist in meeting these obligations and to ensure respectful treatment of the Cannery Building, Sobrato has worked with the Architectural Resources Group to prepare the enclosed Historic Design Guidelines for the Project, which it proposes the City review and to the extent appropriate, incorporate into the Project's CEQA review and conditions of approval. The guidelines focus on the exterior of the Cannery Building, with specific attention to the monitor roofed bays at the building's eastern end. Please see the enclosed Historic Design Guidelines for further details.

Design Intent and Architectural Styling

Parcel 1 – The site for the 74 townhouses is designed to emphasize human scale and pedestrian movement around and through the site. All buildings have a well-defined base to give them a human scale and have front doors facing streets or pedestrian paseos. Large areas of glazing on upper floors provide glimpses of life in the homes and provide "eyes on the street" for a safe pedestrian environment. Vehicular access is limited to drive alleys on the back sides of the buildings. The buildings have a distinctly modern style and utilize a variety of materials including stucco, wood look siding, and brick. Each building is articulated with clearly defined bays and entries that give identity to the individual residences, giving a rhythm to the buildings as viewed from the streets or paseos. The massing of the buildings is highly articulated with significant recesses and sloped roof elements between the bays to provide strong shadow lines and visual interest.

Parcel 3 - All work on the Cannery Building will respect the historic nature of the existing building. The exterior design and improvements for the building are limited to the 340 Portage building, thus the existing board formed concrete of 380 Portage is maintained. This board formed concrete provides a balance to the corrugated metal of the 340 building. The vertical corrugated metal is similar to the original cladding on the building. The design utilized historic photos and investigation to reveal original design features including windows along the monitor roof, skylights, and window openings long enclosed with previous expansion. The design not only carefully redeveloped these features, but incorporated large windows at the ends of the monitor building providing views into the existing space to the dynamic wood trusses. A low profile 2-level parking garage is located on the NW side of the parcel providing the necessary parking. The simple concrete parking structure includes corrugated metal accents at the stairs and screening headlights, with metal detail at the guardrails responding to framing at the building canopies. An amenity space located at the old loading dock was developed between the building and garage. The space includes a wood framed covered/ trellised area picking up detailing from the original design. The space provides an opportunity for indoor/ outdoor space for future tenants. The design for the Cannery Building responds to the historic guidelines bringing new life to a valuable building within the City.

Landscaping

The Project would focus landscape improvements in two main areas for the development of Parcels 1 and 3. The Parcel 1 townhome area design contains walks for circulation, planting to soften the buildings and site and pedestrian lighting. The Parcel 3 Cannery Building and parking garage areas consist of large, open plazas to allow for circulation and outdoor seating. The plazas contain large accent planters with tree planting. Both Parcel 1 and Parcel 3 will be fully landscaped with drought tolerant, native and adapted species of plant material.

Access, Parking, and Circulation

Parcel 1 – The parcel has 4 streets (Park Boulevard, Street A, Street B, and Street C) that provide vehicular and pedestrian access to the townhouses. Drive aisles, which feed off Streets A and B, provide access to garages on the rear side of each building. Each townhouse has its own private 2 car garage. Sidewalks on each street, and in a central paseo running through the site, provide pedestrian access to the front door of each townhouse. Reciprocal access easements would provide access through the parcels - please see the Tentative Parcel Map sheet in the Project's plan set for further details.

Parcel 3 - Circulation to the Cannery Building is past the townhomes from Park to the north and along Portage and Ash from the south. Parking is located to the northwest of the building in a 2-level parking structure with access from both the north and south. Clean pedestrian access flows through Parcel 1 onto the site and to the buildings entries. Reciprocal access easements would provide access through the parcels - please see the Tentative Parcel Map sheet in the Project's plan set for further details.

TDM Program

The Project would implement a Transportation Demand Management Plan (TDM Plan) applicable to parcel 3, which contains measures to achieve a minimum 15% trip reduction. The TDM plan will be monitored through employee surveys and driveway counts to determine if the peak hour trips are being reduced by 15 percent. Annual monitoring reports will be provided to the City for the first five years after occupancy and afterwards at the City's request. The program contains a menu of measures the Project will choose from to meet or exceed its target. Potential measures include:

TDM Measure	Implementation Responsibility
Program Administration	
Designating a Transportation Coordinator	Property Manager
Online Kiosk/TDM Information Board [1]	Transportation Coordinator
Transportation Information Packets	Transportation Coordinator
Trip Planning Assistance	Transportation Coordinator
Program Monitoring and Reporting	
Annual Employee Surveys	Transportation Coordinator
Target Drive-alone Mode Share Monitoring	Transportation Coordinator
Transit Elements	
Proximity to Transit Center	Site Location
Transit Subsidy	Employers/Tenants
Resources (schedules, route maps & other info)	Transportation Coordinator
Telecomutting/Flexible Work Schedule	Employers
Bicycle Facilities	
Bicycle Parking	Building Developer
Showers, Changing Rooms, and Lockers	Building developer
Resources (bikeway maps & other info)	Transportation Coordinator
Parking Reduction	Building developer

Notes:
[1] The building developer will have initial responsibility for creating an online kiosk and appointing the Transportation Coordinator. After the building is occupied, the Transportation Coordinator will have ongoing responsibility for the online kiosk and various program elements.

Please see the enclosed TDM Plan for further details.

CEQA Review

The Project will comply with CEQA requirements through the preparation of an Environmental Impact Report ("EIR"), which the City and its consultants are currently preparing.

200 Park Boulevard Project - Planned Community Rezoning

Development Program Statement

Because The Sobrato Organization ("Sobrato") is donating significant acreage to the City, its Parcels 1, 3, 4, and 5 will no longer comply with existing City zoning standards, including for example with regard to open space, lot size, and floor area ratio. The City is also interested in restricting the uses of Parcels 1, 3, 4, and 5 to a greater extent than is possible with the use of existing base zoning districts. Accordingly, the following provides Sobrato's Development Program Statement in support of its request for four separate Planned Community Districts that would apply to Parcels 1, 3, 4, and 5 of the 200 Park Boulevard Project. Please see the enclosed Project Description for further information regarding the Project.

Necessity and Support for Findings Regarding Planned Community District

- Parcel 1: Because Sobrato is donating significant acreage to the City, Parcel 1 will no longer comply with existing City zoning standards. Further, approval of Planned Community zoning for Parcel 1 would allow for greater flexibility and excellence in design, and allow the City to restrict use to townhome development. A Comprehensive Plan Amendment would also be processed for Parcel 1, to make the small portion of the site that is currently designated Light Industrial consistent with the remainder of the site which is designated Multiple Family Residential. The Multiple Family Residential designation is consistent with the uses and development standards proposed for the Parcel 1 Planned Community district.

- Parcel 3: Because Sobrato is donating significant acreage to the City, Parcel 3 will no longer comply with existing City zoning standards. Approval of Planned Community zoning for Parcel 3 will also allow retail use in the Cannery Building and allow the City to restrict the remainder of its use to R&D, as existing commercial zones all allow greater flexibility. A Comprehensive Plan Amendment to the Mixed Use Designation would also be processed for Parcel 3, which would make the Parcel 3 Planned Community district consistent with the Comprehensive Plan.

- Parcel 4: Because Sobrato is donating significant acreage to the City, Parcel 4 will no longer comply with existing City zoning standards. Further, approval of Planned Community zoning for Parcel 4 will allow the City to restrict use to office, as existing commercial zones all allow great flexibility. A Comprehensive Plan Amendment to the Mixed Use Designation would also be processed for Parcel 4, which would make the Parcel 4 Planned Community district consistent with the Comprehensive Plan.

- Parcel 5: Because Sobrato is donating significant acreage to the City, Parcel 5 will no longer comply with existing City zoning standards. Further, approval of Planned Community zoning for Parcel 5 will allow the City to restrict use to R&D use, as existing commercial zones all allow great flexibility. A Comprehensive Plan Amendment to the Mixed Use Designation would also be processed for Parcel 5, which would make the Parcel 5 Planned Community district consistent with the Comprehensive Plan.

Permitted Uses in Each District

- Parcel 1: Restricted to 74 townhomes and all associated improvements including landscaping, parking, and circulation elements. Development would consist of the following, and sales prices would be determined at completion of the units:

Residential Units Summary

Name	Description	SF (NET)	# of DU	%	Private Open Space	Total POS
Plan 1	3bd+3.5 ba	1800 sf	27 du	36%	85 sf	2295 sf
Plan 2	3bd+Flex+2.5 ba	1798 sf	23 du	31%	87 sf	2001 sf
Plan 3	4bd+3.5ba	1972 sf	11 du	15%	104 sf	1144
Plan 3X	3bd+3.5ba	1828 sf	1 du	1%	104 sf	104
Plan 4	4bd+Office+3.5ba	1980 sf	12 du	16%	104 sf	1248 sf
Sub-total			***74 du***	***100%***		***6792 sf***

- Parcel 3: Restricted to R&D use and up to 2,600 square feet of retail use, and all associated improvements including landscaping, a 2-story parking garage, and circulation elements

- Parcel 4: Restricted to office use

- Parcel 5: Restricted to R&D use

Development Plan

Please see the enclosed plan set submitted for the Project's Major Architectural Review as well as its Planned Community Rezoning, which satisfies the requirements for a Development Plan contained in Palo Alto Zoning Code Section 18.38.090.

Development Schedule

Sobrato plans to begin demolition and construction upon the completion and approval of all entitlements. The duration of construction is unknown at this time.

Attachment G

Project Plans

In order to reduce paper consumption, a limited number of hard copy project plans are provided to commissioners for their review. The same plans are available to the public, at all hours of the day, via the following online resources.

Environmental Document

An Environmental Impact Report has been prepared for the 200 Portage Avenue Townhome Project in accordance with the authority and criteria of the California Environmental Quality Act. The 3200 Park Boulevard Development Agreement was evaluated as Alternative 3 in the Draft EIR. This document will be available for a 45-day circulation period beginning September 16, 2022 and ending on October 31, 2022.

Directions to review Project plans and environmental documents online:

1. Go to: bit.ly/PApendingprojects
2. Scroll down to find "200 Portage Avenue" or "3200 Park Boulevard" and click the address link
3. On these webpages you will find a link to the project plans for the 200 Portage Avenue Townhome Project and the 3200 Park Boulevard Development Agreement Alternative accordingly. As well as other important information

Direct Link to 200 Portage Avenue Townhome Project Webpage:

https://www.cityofpaloalto.org/News-Articles/Planning-and-Development-Services/200-Portage-Avenue

Direct link to the 3200 Park Boulevard Development Agreement Alternative Webpage:
https://www.cityofpaloalto.org/News-Articles/Planning-and-Development-Services/3200-Park-Boulevard

If you need assistance reviewing the above documents, please contact the Project Planner or call the Planner-on-Duty at 650-617-3117 or email planner@cityofpaloalto.org