



CITY OF
**PALO
ALTO**

Historic Resources Board

Staff Report (ID # 14349)

Report Type: Action Items **Meeting Date:** 5/26/2022

Summary Title: 321 California: Minor Board Level Review for Modifications to a Historic Structure

Title: PUBLIC HEARING/QUASI-JUDICIAL. 321 California [21PLN-00330]: Recommend Approval of a Minor Board Level Architectural Review application to allow modifications to a National Register eligible structure. The Project Includes Removal of a Non-Historic Addition and Construction of a new dining pavilion, bar, and courtyard. The project also includes a reconfigured parking lot and spaces and a new trash enclosure. Zoning District: CC(2)(R)(P). Environmental Assessment: California Environmental Quality Act (CEQA) Exempt per Guidelines 15301 for Existing Structures, 15302 for Reconstruction and 15331 for Restoration of Historic Resource. For More Information Contact the Project Planner, Claire.raybould@cityofpaloalto.org

From: Jonathan Lait

Recommendation

Staff recommends that the Historic Resources Board (HRB) take the following action:

1. Recommend approval of the proposed modifications to the Director of Planning and Development Services and confirm the project's consistency with the Secretary of the Interior Standards for Rehabilitation.

Report Summary

The applicant requests approval of a Minor Board level Architectural Review application with historic review. The proposal is to demolish the 1969 concrete-block rear addition at 321 California Avenue and to construct a new dining pavilion/bar and courtyard along Birch Street. The project includes new openings in the existing Birch Street façade, mechanical equipment and screening, a new refuse enclosure, and landscaping. Existing parking areas on the site

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would be consolidated to a single area at the rear of the property. The applicant requests a two-space parking reduction to accommodate a new trash enclosure (where none exists currently) in accordance with PAMC Section 18.52.080(g) and for a request to allow three of the parking spaces to be tandem spaces in accordance with PAMC Section 18.52.080(a).

During the 1998-2000 Palo Alto Historic Survey Update, the City's historic consultant, Dames & Moore, determined that the building is eligible for listing on the National Register under Criterion A (Events) and Criterion C (Architecture).

In accordance with PAMC 16.49.050(a)(1)(A) architectural review is required for any historic structure in the downtown area and any significant structure elsewhere in the City, other than single-family and duplex residences. The Architectural Review Board (ARB) refers applications to the HRB for alterations to historic structures. The building is not identified on the City's inventory as a significant structure (Category 1 or 2), but because it is eligible for the National Register, staff referred this application to the HRB for a recommendation. Staff level architectural review includes analysis of the project's compliance with the City's Zoning Code, Comprehensive Plan, and Architectural Review findings.

Background

The subject building is a one-story commercial building that was completed in 1938 for owner D.H. Edwards as a "Super Drive-In Market" for the Safeway Grocers chain of markets. The building was constructed by contractor J.S. Malloch and his partner, structural engineer W.H. Ellison. The building remained in use as a Safeway grocery store until 1950; it was subsequently used as a market and later as a restaurant. In 1969, a one-story concrete-block addition was constructed at the rear of the building for use as a card room.

The existing building is not currently listed on the National Register of Historic Places, the California Register of Historical Resources, or Palo Alto Historic Inventory. However, the building was evaluated and determined to be eligible for listing on the National Register under Criterion A (Events) and Criterion C (Architecture). Under criterion A, this represents a dramatic shift of retailing in general and in grocery retailing in particular – accommodating an increasingly automobile based society. It is also an early example of a major chain, Safeway. Under criterion C, this building is significant as an early example in Palo Alto of a new building type, the supermarket, which was larger than earlier food stores and was designed to facilitate automobiles. This building is a rare example of a once common type, a supermarket, to retain its original character. California Department of Parks and Recreation (DPR) 523A (Primary Record) and 523B (Building, Structure, and Object Record) forms are included in Attachment D.

Discussion

The project is located within the California Avenue commercial district on the corner of California Avenue and Birch Street. Surrounding uses include other retail or retail-like uses (e.g. eating and drinking services). The rear of the building along Birch Street abuts the alley

alongside the new California Avenue public parking garage. Below is a summary of the requested modifications to the building and site and the associated requested entitlements.

Project Description

Hayes Group Architects, on behalf of the property owner, Storm Land LLC, propose to demolish a non-historic addition to an existing structure and to construct a new outdoor dining area and enclosed dining pavilion adjacent to the historic structure. The project also includes:

- Replacement of an existing awning
- Replacement of front and side doors
- Addition of new window openings along the Birch Street façade
- Landscaping
- New refuse enclosure
- Rooftop mechanical equipment and screening
- Consolidation of parking areas into a single area at the rear of the building and a request for a parking modification to allow for a two-parking-space reduction in accordance with PAMC Section 18.52.080(a) and to allow three of the parking spaces to be tandem in accordance with PAMC section 18.52.080(g).

A project location map is included in Attachment A, the applicant's project description is included in Attachment G and the project plans are included in Attachment H.

Requested Entitlements, Findings and Purview

The following discretionary applications have been requested:

- Architectural Review—Minor AR: The process for evaluating this type of application is set forth in PAMC 18.77.070. AR applications are typically forwarded to the Director of Planning & Development Services for entitlement decision. AR projects are evaluated against specific AR findings. All findings must be made in the affirmative to approve the project. Failure to make any of the applicable AR findings requires project redesign or denial.

The HRB is requested to provide a recommendation based on the project's consistency with the Secretary of the Interior's (SOI) Standards as well as AR Finding #2b, which relates to the protection of the historic character of the site. ARB Finding #2b states: "The project has a unified and coherent design that preserves, respects and integrates existing natural features that contribute positively to the site and the historic character including historic resources of the area when relevant" As noted, this property is not currently listed on the City's historic inventory; it is therefore not listed as a 'significant historic building.' However, it is eligible for listing on the Nation Register of Historical Places as well as the California Register of Historic Resources and is therefore protected as a historic resource in accordance with state regulations.

Existing Artwork

The existing artwork along the building's Birch Street façade is not part of the City's public art collection and therefore would not be required to go through a deaccession process with the City through the City's Public Arts Commission. However, staff has notified the applicant that there are state and federal laws protecting artwork, including the California Art Preservation Act and Visual Artists Rights Act, both of which would apply to this site. The City's decision does not release the property owner of its obligations to follow the guidelines required under these acts for the removal of this artwork. This includes, but is not limited to, notification to the public and the artist at least 90 days in advance of removal.

Analysis

Staff analyzed the proposed project for consistency with the Comprehensive Plan, Zoning Ordinance, and, in coordination with Page & Turnbull, for consistency with the *Secretary of the Interior's Standards Rehabilitation and Guidelines for Rehabilitating Historic Buildings* (SOI Standards). The project was found to be consistent with applicable plans, policies, and with the SOI Standards. The project was also found to be consistent with architectural review findings.

Comprehensive Plan

The subject property has the land use designation 'Regional/Community Commercial'. This designation includes larger shopping centers and districts that have a wider variety of goods and services than the neighborhood shopping areas. They rely on larger trade areas and include such uses as department stores, bookstores, furniture stores, toy stores, apparel shops, restaurants, theaters and non-retail services such as offices and banks. In some locations, residential and mixed-use projects are allowed on properties having this land use category. Non-residential Floor Area Ratios (FARs) range from 0.35 to 2.0.

The proposed project would not include a change of use; the building modifications would accommodate a future eating and drinking uses, same as the existing use. The proposed modifications are consistent with Comprehensive Plan policies that encourage high quality design (L-6.2) and that encourage private upkeep and preservation of resources that have historic merit (Policy L-7.1). The Draft findings in Attachment B include further summary of the project's consistency with applicable policies in the Comprehensive Plan, consistent with ARB Finding #1.

Zoning Ordinance

The property is zoned CC-2(R)(P) Community Commercial subdistrict with a retail shopping and pedestrian shopping combining district. The community commercial (2) (CC(2)) subdistrict is intended to modify the site development regulations of the CC community commercial district, where applied in combination with such district, to allow site specific variations to the community commercial uses and development requirements in the CC district.

The retail shopping (R) combining district is intended to modify the uses allowed in a commercial district, where applied in combination with such district, to allow only retail, eating and service-oriented commercial development on the ground floors.

The Pedestrian Shopping (P) combining district is intended to modify the regulations of various commercial districts. This is found in locations where it is deemed essential to (1) foster the continuity of retail stores and display windows and (2) avoid a monotonous pedestrian environment in order to establish and maintain an economically healthy retail district.

The proposed project modifies the existing development in a manner that complies with the code or otherwise seeks approval to deviate from the code in a manner consistent with the zoning ordinance. Specifically, the project includes the construction of new indoor and outdoor seating areas to replace an existing indoor seating area; the total floor area of the site would slightly decrease with this proposed change. New mechanical equipment would be sited on the roof and a proposed roof screen would shield views of the new equipment.

Parking

The existing site includes street parking spaces along Birch Street as well as along the alley, Jacaranda Lane. The project would consolidate the parking areas into one area at the rear of the building and bring the site into compliance with ADA regulations as well as Title 24 and CALGreen requirements for electrical vehicles. The project includes a request for a two-parking space reduction to allow for a trash enclosure where no trash enclosure currently exists, bringing the project into compliance with PAMC Title 5, Health and Sanitation, as well as water quality requirements for a covered trash enclosure. PAMC Section 18.52.080(g) allows for this reduction with the Director's approval.

The project also requests an allowance to provide six of the parking spaces in a tandem formation (i.e. three tandem spaces), consistent with an allowance provided in PAMC Section 18.52.080(a). The conditions would require a management plan for these tandem spaces, which may include a valet plan or similar, to ensure that the spaces can be properly utilized for the proposed use. The draft conditions of approval include a condition requiring that this management plan be provided prior to issuance of a building permit.

Historic

The proposed project includes modifications to the existing building, which has been deemed eligible for the National Register of Historic Places. Following is a summary of the character defining features of the building (and summary of features that are not original to the building), information on the building's historic status, and a summary of the findings of the SOI Standards analysis prepared by Page & Turnbull analyzing the proposed modifications.

Character Defining Features

Character-defining features of 321 California Avenue include, but are not limited to:

- Rectangular plan
- One-story massing with flat roof
- Reinforced concrete post and beam construction
- Stucco cladding
- Flat cantilevered metal awning with decorative horizontal grooves at the front and northeast facades

- Parapet walls decorated with horizontal bands and zigzagging vertical flutes
- Steel frame plate glass storefront windows
- Wire glass skylights
- Side entrance facing paved parking lot next to building
- Ceramic tiles along the storefront bulkhead walls

Features that are not original to the building, do not date to the period of significance, and therefore are not character-defining features, include, but are not limited to:

- Rear concrete-block addition
- Aluminum framed glazed screen at the northwest corner of the building
- Arched entry surround and plywood infill

Historic Status and Nomination to Local Inventory

Dames & Moore evaluated the building in 2000 and determined that the building was eligible for inclusion in the National Register under Criterion A (events) and Criterion C (Architecture), as discussed in further detail above under the background section. The building is not listed on the City's historic inventory currently. The applicant has not requested nomination to the City's inventory.

Project's Consistency with SOI Standards

Attachment E and Attachment F include an analysis, prepared by Page & Turnbull, of the project's consistency with the Secretary of the Interiors Standards. Attachment E analyzed the initial project design and recommended modifications for consistency with several standards. The applicant modified the design of the building in accordance with these recommendations. Attachment F includes the updated SOI Standards analysis based on the revised design, as presented in the current plans in Attachment H. The analysis in Attachment F found that the project, as revised in the current proposed plans, is consistent with the SOI Standards. Revisions made in response to the historic architect's recommendations include:

- Retain the existing historic canopy on the northwest corner of the façade analyzed and the current proposed plans.
- Eliminate the proposed new window opening immediately adjacent to the northeast facing (side) entry door.
- Shifted the rooftop equipment toward the southwest property line to reduce the height of the equipment and the screen above the roof surface.
- Provide a solid screen for the rooftop equipment.

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 project is exempt under CEQA pursuant to three classes:

- Class 1 (Section 15301) for existing structures, since the project proposes repair, maintenance, minor alterations and involves a negligible or no expansion of existing or former use.;
- Class 2 (Section 15302) for reconstruction since the project involves the replacement or reconstruction of existing structures and facilities where the structure will have substantially the same purpose and capacity; and
- Class 31 (Section 15331) for restoration of a historic resource in that the project includes maintenance, repair, stabilization, rehabilitation, restoration, preservation, conservation or reconstruction of historic resources in a manner consistent with the Secretary of the Interior's Standards for Treatments of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings. The project revises or otherwise removes later additions to the structure and the proposed modifications retain the character defining features.

Public Notification, Outreach & Comments

At the publication of this report staff had not received public comments regarding the project. Notice of the HRB meeting was published in the Daily Post on May 13, which is 13 days in advance of the meeting. Postcard mailing occurred on May 11, which is 15 in advance of the meeting.

Next Steps

This is the only public hearing planned for the Architectural Review application. Staff Architectural Review is underway.

Alternative Actions

In addition to the recommended action, the HRB may:

1. Approve the project with modified findings or conditions;
2. Continue the project to a date (un)certain; or
3. Recommend project denial based on revised findings.

Report Author & Contact Information

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HRB¹ Liaison & Contact Information

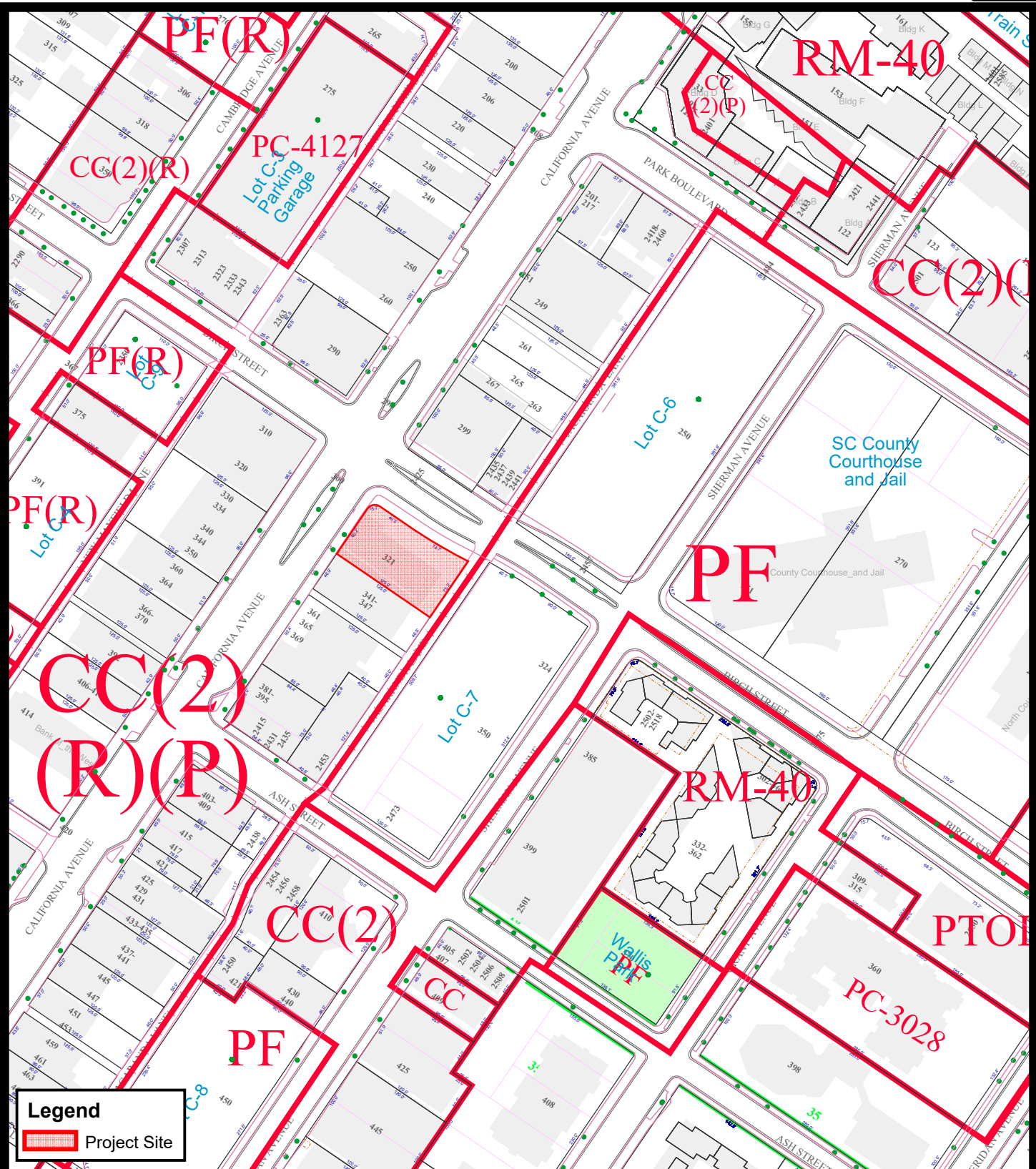
Amy French, AICP, Chief Planning Official
 (650) 329-2336
amy.french@cityofpaloalto.org

Attachments:

- Attachment A: Project Location Map (PDF)
- Attachment B: Draft Findings for Approval (DOCX)
- Attachment C: Draft Conditions of Approval (DOCX)
- Attachment D: Department of Parks and Recreation (DPR) Forms for 321 California Avenue (PDF)

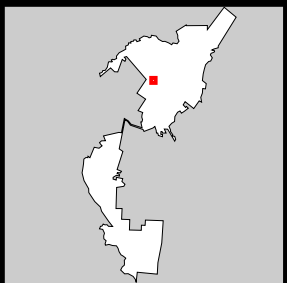
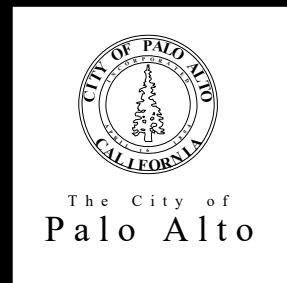
¹ E-mails may be sent directly to the HRB using the following address: hrb@cityofpaloalto.org

- Attachment E: SOI Standards Consistency Analysis Memorandum on Initial Design (PDF)
- Attachment F: SOI Standards Consistency Analysis Memorandum on Revised Design (PDF)
- Attachment G: Project Description (PDF)
- Attachment H: Project Plans (DOCX)




Legend


 Project Site



Attachment A: Project Location Map

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





**ATTACHMENT B
FINDINGS FOR APPROVAL**
321 California Avenue
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The design and architecture of the proposed improvements, as conditioned, complies with the Findings for Architectural Review as required in Chapter 18.76 of the PAMC.

Finding #1: The design is consistent with applicable provisions of the Palo Alto Comprehensive Plan, Zoning Code, coordinated area plans (including compatibility requirements), and any relevant design guides.

The project is consistent with Finding #1 because:

The project has also been reviewed for conformance with the development standards in the zoning code and found to be in compliance with the intent and regulations contained therein. A comprehensive review of the project to applicable development standards is included in the administrative record. This includes compliance with the zoning code for the CC (2) Zone district as well as with the retail shopping (R) and pedestrian (P) combining district design standards, which are intended to improve the pedestrian experience. The project is not subject to any other design guidelines, specific plans, or coordinated area plans within the City. The proposed project is consistent with the following Comprehensive Plan, below is an analysis of the applicable goals and policies:

<i>Comp Plan Goals and Policies</i>	<i>How project adheres or does not adhere to Comp Plan</i>
<i>The Comprehensive Plan land use designation for the site is Regional/ Community Commercial.</i>	The project is proposing modifications to an existing parking lot and historic building along California Avenue. The proposed changes and use (eating and drinking, consistent with the current use) are consistent with the land use designation of Regional/Community Commercial.
<i>Land Use and Community Design</i>	
Goal L-1: A compact and resilient city providing residents and visitors with attractive neighborhoods, workplaces, shopping districts, public facilities, and open spaces.	The project is proposing changes to an existing development that would activate the project frontage and that retains the historic character of the existing building. The proposed use is consistent with the existing use (eating and drinking).

<p>Policy L-4.10: Maintain the existing scale, character and function of the California Avenue business district as a shopping, service and office center intermediate in function and scale between Downtown and the smaller neighborhood business areas</p>	<p>The project maintains the existing scale of the site and provides rooflines that give deference to the historic structure.</p>
<p>Policy L-7.1: Encourage public and private upkeep and preservation of resources that have historic merit, including residences listed in the City’s Historic Resource Inventory, the California Register of Historical Resources, or the National Register of Historic Places.</p>	<p>The project retains the existing historic building and updates the site in a manner that is consistent with the SOI standards.</p>

Finding #2: The project has a unified and coherent design, that:

- a. creates an internal sense of order and desirable environment for occupants, visitors, and the general community,
- b. preserves, respects and integrates existing natural features that contribute positively to the site and the historic character including historic resources of the area when relevant,
- c. is consistent with the context-based design criteria of the applicable zone district,
- d. provides harmonious transitions in scale, mass and character to adjacent land uses and land use designations,
- e. enhances living conditions on the site (if it includes residential uses) and in adjacent residential areas.

The project is consistent with Finding #2 because:

The project includes modifications to an existing historic building on the site in a manner that is consistent with the Secretary of the Interior’s Standards for Rehabilitation. It reconfigures the site to remove a non-historic addition to the rear, creating parking at the rear, while replacing that floor area and providing open air seating and landscaping that activates the frontage of the site in-lieu of the at grade paved parking area along the current frontage. It retains the single-story design and new additions are designed in a manner that gives deference to the main, historic building in terms of height and roofline. No trees would be removed to accommodate the project and additional vegetation and bicycle parking would be provided in-lieu of at grade parking and in place of an existing curb cut along California Avenue.

Pursuant to PAMC 18.16.090(b), the following context-based design considerations and findings are applicable to this project. These context-based design criteria are intended to provide additional standards to be used in the design and evaluation of development in a commercial district. The purpose is to encourage development in a commercial district to be responsible to

its context and compatibility with adjacent development as well as to promote the establishment of pedestrian-oriented design.

1. Pedestrian and Bicycle Environment

The design of new projects shall promote pedestrian walkability, a bicycle-friendly environment, and connectivity through design elements

The finding can be made in the affirmative in that the proposed project removes an existing curb cut along California Avenue, bring the site into conformance with on-site bicycle parking requirements, and provides additional short-term bicycle parking along California Avenue in-lieu of the curb cut. There are existing bike paths along California Avenue that connect bicyclists to the project site and the inclusion of bicycle parking would further promote bicycling as a mode of travel to the project site.

2. Street Building Facades

Street facades shall be designed to provide a strong relationship with the sidewalk and the street (s), to create an environment that supports and encourages pedestrian activity through design elements

The project improves the pedestrian experience along the project frontage on both California Avenue and Birch street by providing landscaping and active seating areas along the frontage.

3. Massing and Setbacks

Buildings shall be designed to minimize massing and conform to proper setbacks

This finding is not applicable because the project does not involve changes to the site plan setbacks.

4. Low-Density Residential Transitions

Where new projects are built abutting existing lower scale residential development, care shall be taken to respect the scale and privacy of neighboring properties

This finding is not applicable as this project involves an existing development and is not located near low-density residential uses or zones.

5. Project Open Space

Private and public open space shall be provided so that it is usable for the residents and visitors of the site

The finding can be made in the affirmative in that the project provides a landscaped outdoor space along the frontage in-lieu of an at-grade parking lot and consolidates parking toward the rear of the site by removing a non-historic addition at the rear of the building.

6. Parking Design

Parking shall be accommodated but shall not be allowed to overwhelm the character of the project or detract from the pedestrian environment

The finding can be made in the affirmative in that project includes a redesign of the existing parking lot. The existing parking lot provides the primary frontage along Birch and a portion of California Avenue. The new design consolidates parking toward the rear of the building, replacing the areas along the frontage with active open seating areas and landscaping. It also includes removal of the curb cut along California Avenue. This would be an improvement over the existing parking lot design which has limited greenery and is a paved parking lot.

7. Large Multi-Acre Sites

Large sites (over one acre) shall be designed so that street, block, and building patterns are consistent with those of the surrounding neighborhood

This site is less than an acre and does not include new development. Therefore, this context-based criteria is not applicable.

8. Sustainability and Green Building Design

Project design and materials to achieve sustainability and green building design should be incorporated into the project

The finding can be made in the affirmative in that the building will satisfy the requirements for CALGreen Mandatory + Tier 2 in accordance with the City's Green Building Regulations. Additionally, the project includes new EVSE ready parking and new landscaping that would reduce the total amount of hardscaping on the site. These changes to the site would allow for additional water absorption and less vehicle GHG by promoting Electric Car use. This is demonstrated on the GB sheets in the plan set.

Therefore the project is consistent with Finding #2.

Finding #3: The design is of high aesthetic quality, using high quality, integrated materials, and appropriate construction techniques, and incorporating textures, colors, and other details that are compatible with and enhance the surrounding area.

The project is consistent with Finding #3 because:

The project utilizes high quality materials and design that are compatible with the historic building. The proposed project activates the frontage with seating and landscaping, enhancing the surrounding area. The colors and proposed textures appear to be well integrated into the design of the existing building and modernize its appearance in a manner that retains its historic character.

Finding #4: The design is functional, allowing for ease and safety of pedestrian and bicycle traffic and providing for elements that support the building's necessary operations (e.g. convenient vehicle access to property and utilities, appropriate arrangement and amount of open space and integrated signage, if applicable, etc.).

The project is consistent with Finding #4 because:

The redesign of the parking lot will provide better circulation for visitors to the site by reducing curb cuts, consolidating the parking areas to the rear in order to activate the frontage, and providing better bicycle parking on and off-site the pedestrian walkways to the entrance of the building. The project application does not include any proposed signage.

Finding #5: The landscape design complements and enhances the building design and its surroundings, is appropriate to the site's functions, and utilizes to the extent practical, regional indigenous drought-resistant plant material capable of providing desirable habitat that can be appropriately maintained.

The project is consistent with Finding #5 because:

The project will provide a variety of drought-tolerant planting. Some of the plantings were selected from a California native palette. The selected varieties of trees would provide appropriate habitat for wildlife as a part of a bigger neighborhood and community-wide system. The proposed trees and landscaping enhance the visual appearance of the site.

Finding #6: The project incorporates design principles that achieve sustainability in areas related to energy efficiency, water conservation, building materials, landscaping, and site planning.

The project is consistent with Finding #6 because:

In accordance with the City's Green Building Regulations, the project will satisfy the requirements for CALGreen Mandatory + Tier 2. This is demonstrated on the GB sheets in the plan set.

Performance Criteria

Pursuant to PAMC 18.23, the following performance criteria are intended to provide additional standards to be used in the design and evaluation of developments in the multi-family, commercial, and industrial zones. The purpose is to balance the needs of the uses within these zones with the need to minimize impacts to surrounding neighborhoods and businesses. The criteria are intended to make new developments and major architectural review projects compatible with nearby residential and business areas, and to enhance the desirability of the proposed developments for the site residents and users, and for abutting neighbors and businesses.

Performance Criteria	Project Consistency
18.23.020 Trash Disposal and Recycling	
<i>Assure that development provides adequate and accessible interior areas or exterior enclosures for the storage of trash and recyclable materials in appropriate containers, and that trash disposal and recycling areas are located as far from abutting residences as is reasonably possible.</i>	The project provides an enclosed trash facility that meets the applicable refuse enclosure design standards and is located away and out of view from the street frontage.
18.23.030 Lighting	
<i>To minimize the visual impacts of lighting on abutting or nearby residential sites and from adjacent roadways.</i>	The project is not located adjacent to any residential uses.
18.23.040 Late Night Uses and Activities	
<i>The purpose is to restrict retail or service commercial businesses abutting (either directly or across the street) or within 50 feet of residentially zoned properties or properties with existing residential uses located within nonresidential zones, with operations or activities between the hours of 10:00 p.m. and 6:00 a.m. Operations subject to this code may include, but are not limited to, deliveries, parking lot and sidewalk cleaning, and/or clean up or set up operations, but does not include garbage pick-up.</i>	The current project proposal does not include late night uses or activities. Future commercial tenants would need to file for a Conditional Use Permit, as required per the Zoning Code for late night uses.
18.23.050 Visual, Screening and Landscaping	
<i>Privacy of abutting residential properties or properties with existing residential uses located within nonresidential zones (residential properties) should be protected by screening from public view all mechanical equipment and service areas. Landscaping should be used to integrate a project design into the surrounding neighborhood, and to provide privacy screening between properties where appropriate.</i>	While the project does not abut any residential properties or properties with existing residential uses located within non-residential zones, the project is consistent with the stated performance criteria in that the project provides adequate

Performance Criteria	Project Consistency
	screening of mechanical equipment areas.
18.23.060 Noise and Vibration	
<p><i>The requirements and guidelines regarding noise and vibration impacts are intended to protect residentially zoned properties or properties with existing residential uses located within nonresidential zones (residential properties) from excessive and unnecessary noises and/or vibrations from any sources in abutting industrial or commercially zoned properties. Design of new projects should reduce noise from parking, loading, and refuse storage areas and from heating, ventilation, air conditioning apparatus, and other machinery on nearby residential properties. New equipment, whether mounted on the exterior of the building or located interior to a building, which requires only a building permit, shall also be subject to these requirements.</i></p>	<p>The stated performance criteria is not applicable to this project as the subject lot is not located in a residential zone, nor does it abut any residential uses or zones. The proposed refuse and parking would abut the City's parking garage.</p>
18.23.070 Parking	
<p><i>The visual impact of parking shall be minimized on adjacent residentially zoned properties or properties with existing residential uses located within nonresidential zones.</i></p>	<p>The project is consistent with the stated performance criteria in that the proposed parking layout places the new landscaping areas along the frontage of the site and the parking toward the rear of the lot, adjacent the City's parking garage.</p>
18.23.080 Vehicular, Pedestrian and Bicycle Site Access	
<p><i>The guidelines regarding site access impacts are intended to minimize conflicts between residential vehicular, pedestrian, and bicycle uses and more intensive traffic associated with commercial and industrial districts, and to facilitate pedestrian and bicycle connections through and adjacent to the project site.</i></p>	<p>The project is consistent with the stated performance criteria in that the proposed parking lot changes provided better access for visitors to the site and include new bicycle parking stalls.</p>
18.23.090 Air Quality	
<p><i>The requirements for air quality are intended to buffer residential uses from potential sources of odor and/or toxic air contaminants.</i></p>	<p>No proposed uses on the project site would produce odor or toxic air. Future uses are required to</p>

Performance Criteria	Project Consistency
	comply with these performance standards.
18.23.100 Hazardous Materials	
<p><i>In accordance with Titles 15 and 17 of the Palo Alto Municipal Code, minimize the potential hazards of any use on a development site that will entail the storage, use or handling of hazardous materials (including hazardous wastes) on-site in excess of the exempt quantities prescribed in Health and Safety Code Division 20, Chapter 6.95, and Title 15 of this code.</i></p>	<p>This is not applicable to the proposed uses associated with the project.</p>

Attachment C: Draft Conditions of Approval

321 California Avenue
21PLN-00330

PLANNING DIVISION

1. CONFORMANCE WITH PLANS: Construction and development shall conform to the approved plans entitled, "321 California Avenue Palo Alto, CA 94306 Minor ARB Submittal," stamped as received by the City on March 31, 2022 on file with the Planning Department, 250 Hamilton Avenue, Palo Alto, California except as modified by these conditions of approval.
2. BUILDING PERMIT: Apply for a building permit and meet any and all conditions of the Planning, Fire, Public Works, and Building Departments.
3. BUILDING PERMIT PLAN SET: A copy of this cover letter and conditions of approval shall be printed on the second page of the plans submitted for building permit.
4. PROJECT MODIFICATIONS: All modifications to the approved project shall be submitted for review and approval prior to construction. If during the Building Permit review and construction phase, the project is modified by the applicant, it is the responsibility of the applicant to contact the Planning Division/project planner directly to obtain approval of the project modification. It is the applicant's responsibility to highlight any proposed changes to the project and to bring it to the project planner's attention.
5. SECRETARY OF INTERIOR STANDARDS: The project shall be constructed in compliance with the Secretary of the Interior's Standards for Rehabilitation as described in the associated Page and Turnbull report dated February 4, 2022 as updated in a memorandum dated March 24, 2022 (included in Attachments E and F of Staff Report #14349 presented to the Architectural Review Board on May 19, 2022.
6. LANDSCAPE PLAN. Plantings shall be installed in accordance with the approved plan set and shall be permanently maintained and replaced as necessary.
7. DIRECTOR'S PARKING ADJUSTMENT FOR REFUSE ENCLOSURE. The proposal includes a request for a director's adjustment to the minimum parking requirement for the site to allow a reduction of two (2) spaces in order to allow for a refuse enclosure. The proposal would result in the net loss of two (2) parking spaces, which would provide a total of 11 remaining spaces on site and 18 spaces paid in-lieu to the parking assessment District, constituting 93.5% of the requirement. In accordance with PAMC 18.52.080(g), a Director's Adjustment of up to 10% reduction may be approved in order to achieve the city's waste management objectives may be approved. The project would include a 6.5% reduction for this purpose.
8. DIRECTOR'S PARKING ADJUSTMENT FOR TANDEM PARKING. The project also includes a request for a Director's adjustment to allow for six of the on-site spaces to be provided in a tandem formation. In accordance with PAMC Section 18.52.080(a), tandem parking (may be allowed where in the judgment of the director the parking will serve all proposed uses conveniently. In order to ensure that the tandem parking will serve the proposed use conveniently, the property owner or their designee shall provide a memorandum describing how the proposed parking spaces would be managed such that they may be conveniently utilized

for the proposed use (i.e. for the public or employees). This may include a valet service or another acceptable proposal for proper management to the satisfaction of the Director of Transportation.

9. NOISE. In accordance with PAMC Section 9.10.040, No person shall produce, suffer or allow to be produced by any machine or device, or any combination of same, on commercial or industrial property, a noise level more than eight dB above the local ambient at any point outside of the property plane. In accordance with PAMC Section 9.12, no amplified music shall be used for producing sound in or upon any open area, to which the public has access, between the hours of 11:00pm and one hour after sunrise.
10. SIGN APPROVAL NEEDED. No signs are approved at this time. All signs shall conform to the requirements of Title 16.20 of the Palo Alto Municipal Code (Sign Code) and shall be subject to architectural review approval.
11. REFUSE ENCLOSURE. The trash enclosure shall be used solely for the storage of refuse and recycling that is disposed on a regular basis. All trash areas shall be covered and maintained in an orderly state to prevent water from entering into the garbage container. No outdoor storage is allowed/permitted unless designated on the approved plan set. Trash areas shall be maintained in a manner to discourage illegal dumping.
12. USE & OCCUPANCY PERMIT. The proposed modifications are designed for a proposed, unidentified future tenant. Any future tenant will be required to obtain a Use & Occupancy Permit for their proposed use prior to occupancy.
13. FINAL INSPECTION: A Planning Division Final inspection will be required to determine substantial compliance with the approved plans prior to the scheduling of a Building Division final. Any revisions during the building process must be approved by Planning, including but not limited to; materials, landscaping and hard surface locations. Contact your Project Planner, Claire Raybould at Claire.Raybould@cityofpaloalto.org to schedule this inspection.
14. ENTITLEMENT EXPIRATION. The project approval shall be valid for a period of two years from the date of issuance of the entitlement. If within such two-year period, the proposed use of the site or construction of the modifications has not commenced, the Planning entitlement shall expire. Application for a one-year extension of this entitlement may be made prior to expiration.
15. ESTIMATED IMPACT FEE: Because the proposed building will replace existing square footage, no impact fees are due.
16. INDEMNITY. To the extent permitted by law, the Applicant shall indemnify and hold harmless the City, its City Council, its officers, employees and agents (the "indemnified parties") from and against any claim, action, or proceeding brought by a third party against the indemnified parties and the applicant to attack, set aside or void, any permit or approval authorized hereby for the Project, including (without limitation) reimbursing the City for its actual attorneys' fees and costs incurred in defense of the litigation. The City may, in its sole discretion, elect to defend any such action with attorneys of its own choice.

Issuance of this permit does not waive, alter, or certify compliance with any duties the Applicant may have under the Visual Artists Rights Act (17 USC 106A et seq.) ("VARA") or the California Art Preservation Act (Civ. Code 987 et seq.) ("CAPA"). Applicant shall indemnify and hold harmless the indemnified parties and against any claim, action, or proceeding brought by a third party against the indemnified parties and the applicant related to any alleged violation of VARA or CAPA related to this Project, including (without limitation)

reimbursing the City for its actual attorneys' fees and costs incurred in defense of the litigation. The City may, in its sole discretion, elect to defend any such action with attorneys of its own choice.

Urban Forestry

17. Type III tree protection must be shown graphically on plan drawings for all three street trees (as included in the arborist report) which border the property.

Transportation

18. City has custom bike racks on California Ave. As the project is located near Cal Ave, project shall provide city-preferred custom bike racks. Contact OOT staff for bike racks specifications.

Water Quality

19. If the project is submitting a demolition permit application on or after July 1st, 2019, then the applicant shall complete and submit the "PCBs Applicant Package," including any required sampling reports (per the Applicant Package instructions), with the demolition permit application. The PCBs Application Package and other resources are outlined at <http://www.cityofpaloalto.org/pcbdemoprogram>. The Applicant Package will outline PCBs sampling and reporting requirements that must be met if the project meets ALL of the following conditions:

- The project is a commercial, public, institutional, or industrial structure constructed or remodeled between January 1, 1950 and December 31, 1980. Single-family and two-family homes are exempt regardless of age.
- The framing of the building contains material other than wood. Wood-frame structures are exempt.
- The proposed demolition is a complete demolition of the building. Partial demolitions do not apply to the requirements.

If the project triggers polychlorinated biphenyls (PCBs) sampling as identified on the "PCBs Applicant Package," then the project shall conduct representative sampling of PCBs concentration in accordance with the "Protocol for Evaluating Priority PCBs-Containing Materials before Building Demolition (2018)." If the representative sample results or records DO NOT indicate PCB concentrations ≥ 50 ppm in one or more "priority materials," then the screening assessment is complete. Applicant submits screening form and the supporting sampling documentation with the demolition permit application. No additional action is required. If the representative sample results or records DO indicate PCBs concentrations ≥ 50 ppm in one or more "priority materials," then the screening assessment is complete, but the Applicant MUST also contact applicable State and Federal Agencies to meet further requirements. Applicant submits screening form and the supporting sampling documentation with the demolition permit application, and also must contact the State and Federal Agencies as indicated on Page 3 of the "PCBs Screening Assessment Form."

20. Stormwater treatment measures. All Bay Area Municipal Regional Stormwater Permit requirements shall be followed. Refer to the Santa Clara Valley Urban Runoff Pollution Prevention Program C.3 Handbook (download here: http://scvurppp-w2k.com/c3_handbook.shtml) for details.

21. For all C.3 features, vendor specifications regarding installation and maintenance should be followed and provided to city staff. Copies must be submitted to Pam Boyle Rodriguez at pamela.boylerodriguez@cityofpaloalto.org.

22. Add the following bullets as notes to the building plans:

- Staff from Stormwater Program (Watershed Protection Division) may be present during installation of stormwater treatment measures. Contact Pam Boyle Rodriguez, Stormwater Program Manager, at (650) 329-2421 before installation.

- Avoid compacting soil in areas that will be unpaved.

23. Add these bullets as notes to building plans on Stormwater Treatment (C.3) Plan:

- Bay-friendly Guidelines (rescapeca.org)
- Do not use chemicals fertilizers, pesticides, herbicides or commercial soil amendment. Use Organic Materials Review Institute (OMRI) materials and compost. Refer to the Bay-Friendly Landscape Guidelines: <http://www.stopwaste.org/resource/brochures/bay-friendly-landscape-guidelines-sustainable-practices-landscape-professional> for guidance. Add this bullet as a note to the building plans.

PUBLIC WORKS ENGINEERING

The following shall be addressed prior to issuance of a Building Permit, Excavation and Grading Permit, Certificate of Compliance, Street Work Permit and/or Encroachment Permit.

24. PUBLIC WORKS STANDARD CONDITIONS SHEET: The Department of Public Work's full-sized "Standard Conditions" sheet shall be included in the improvement plans and the applicant shall comply with all conditions listed in the sheet. The sheet can be obtained from a staff member of Public Works Engineering Services or at the following link under "Public Works Plan Review Documents":
<https://www.cityofpaloalto.org/Departments/Public-Works/Engineering-Services/Forms-and-Permits>
25. SIDEWALK, DRIVEWAY, CURB & GUTTER: The applicant shall meet with a Public Works inspector by calling 650-496-6929 to determine portions of sidewalk, curb, gutter, and driveway approaches that shall be replaced along the project frontage. These portions shall be indicated on the site improvement plans. In addition, a Site Inspection Directive sheet shall be completed, signed by the inspector, and scanned onto the plan set. The sheet can be obtained from a staff member of Public Works Engineering Services or at the following link: https://www.cityofpaloalto.org/files/assets/public/public-works/engineering-services/webpages/forms-and-permits/other-guidelines/pwe-site-inspection-directive_rev-2021.pdf
26. STORM WATER POLLUTION PREVENTION SHEET: The City's full-sized "Pollution Prevention - It's Part of the Plan" sheet shall be included in the improvement plans. The sheet can be obtained from a staff member of Public Works Engineering Services or at the following link under "Public Works Plan Review Documents":
<https://www.cityofpaloalto.org/Departments/Public-Works/Engineering-Services/Forms-and-Permits>
27. IMPERVIOUS SURFACE AREA WORKSHEET: The applicant shall fill out and include with the building permit submittal the Impervious Area Worksheet for Land Developments. The sheet can be obtained from a staff member of Public Works Engineering Services or at the following link under "Public Works Plan Review Documents": <https://www.cityofpaloalto.org/Departments/Public-Works/Engineering-Services/Forms-and-Permits>
28. GRADING & DRAINAGE PLAN: The improvement plans shall be compliant with the "Grading & Drainage Guidelines for Residential Developments". The sheet can be obtained from a staff member of Public Works Engineering Services or at the following link under "Public Works Plan Review Documents":
<https://www.cityofpaloalto.org/Departments/Public-Works/Engineering-Services/Forms-and-Permits> A Grading permit is required for projects that exceed 100 CY of cut and fill.
29. EROSION CONTROL: The plan set must include an erosion control plan with associated details.
30. ADDITIONAL DRAINAGE: Proposed trash enclosure shall be required to drain to sanitary sewer only.

31. PAVERS: If pervious pavers are proposed; plans should provide a detail of the design in order to review if all proposed materials are pervious. Refer to Interlocking Concrete Paver Institute design guidelines regarding proper pervious paver section designs to ensure pervious pavers will be pervious. ICPI – <https://www.icpi.org/paving-systems/permeable-pavers> . There may be other online resources detailing permeable paver sections as well.
32. LOGISTICS PLAN: The contractor must submit a logistics plan to the Public Works Department prior to commencing work that addresses all impacts to the City’s right-of-way, including, but not limited to: pedestrian control, traffic control, truck routes, material deliveries, contractor’s parking, concrete pours, crane lifts, work hours, noise control, dust control, storm water pollution prevention, contractor’s contact, noticing of affected businesses, and schedule of work.
<https://www.cityofpaloalto.org/files/assets/public/public-works/engineering-services/webpages/forms-and-permits/logistics-plan-preparation-guidelines-2021.pdf>
- Please note there is currently a City Capital Improvement Project underway in the vicinity of this project proposed site at 250 Sherman Ave. The contractor shall coordinate items in logistics plan with contractor at 250 Sherman Ave.
- Location of construction entrance shown on erosion control is not an approved location. This will be reviewed as part of logistics plan package to be submitted with Building demo/deconstruction permit. Public Works will review along with Transportation. This portion of Cal Ave is in the street closure area for associated with outdoor dining. A alternative location may be Jacaranda Ln pending discussions w/Transportation.
33. Proposed trench drain shall be disconnected from storm drain tie in to street due to vicinity of dining area.

Utilities Electric

34. Prior to approval of subsequent permits, including, but not limited to building or electrical utilities permits, submit the electric single line diagram and NEC load calculations for City of Palo Alto Utilities review and approval.

Waste-Gas-Water Utility Engineering

The following comments are required to be addressed prior to any future related permit application such as a Building Permit, Excavation and Grading Permit, Certificate of Compliance, Street Work Permit, Encroachment Permit, etc. These comments are provided as a courtesy and are not required to be addressed prior to the Planning entitlement approval:

35. Prior to issuance of the demolition permit, the applicant shall submit a request to disconnect utility services and remove meters. The utilities demo to be processed within 10 working days after receipt of request. The demolition permit will be issued by the building inspection division after all utility services and/or meters have been disconnected and removed.
36. Prior to issuance of a building permit, the applicant shall submit a completed water-gas-wastewater service connection application - load sheet for City of Palo Alto Utilities. The applicant must provide all the information requested for utility service demands (water in fixture units/g.p.m., gas in b.t.u.h, and sewer in

fixture units/g.p.d.). The applicant shall provide the existing (prior) loads, the new loads, and the combined/total loads (the new loads plus any existing loads to remain).

37. Prior to issuance of a building permit the applicant shall submit improvement plans for utility construction. The plans must show the size and location of all underground utilities within the development and the public right of way including meters, backflow preventers, fire service requirements, sewer mains, sewer cleanouts, sewer lift stations and any other required utilities. Plans for new wastewater laterals and mains need to include new wastewater pipe profiles showing existing potentially conflicting utilities especially storm drain pipes, electric and communication duct banks. Existing duct banks need to be daylighted by potholing to the bottom of the ductbank to verify cross section prior to plan approval and starting lateral installation. Plans for new storm drain mains and laterals need to include profiles showing existing potential conflicts with sewer, water and gas.
38. On the building permit site plan, the applicant must show the existence of any auxiliary water supply, (i.e. water well, gray water, recycled water, rain catchment, water storage tank, etc).
39. The applicant shall be responsible for installing and upgrading the existing utility mains and/or services, laterals as necessary to handle anticipated peak loads. This responsibility includes all costs associated with the design and construction for the installation/upgrade of the utility mains and/or services/laterals.
40. An approved reduced pressure principle assembly (RPPA backflow preventer device) is required for all existing and new water connections from Palo Alto Utilities to comply with requirements of California administrative code, title 17, sections 7583 through 7605 inclusive. The RPPA shall be installed on the owner's property and directly behind the water meter within 5 feet of the property line. RPPA's for domestic service shall be lead free. Show the location of the RPPA on the plans.
41. An approved reduced pressure detector assembly (RPDA backflow preventer device, STD. WD-12A or STD. WD-12B) is required for all existing and new fire water connections from Palo Alto Utilities to comply with requirements of California administrative code, title 17, sections 7583 through 7605 inclusive. The RPDA shall be installed on the owner's property and directly behind the City owned meter, within 5' (feet) of the property line or City Right of Way.
42. All backflow preventer devices shall be approved by the WGW engineering division. Inspection by the city inspector is required for the supply pipe between the meter and the assembly.
43. Prior to issuance of the building permit the applicant shall pay the capacity fees and connection fees associated with new utility service/s or added demand on existing services. The approved relocation of services, meters, hydrants, or other facilities will be performed at the cost of the person/entity requesting the relocation.
44. A new water service line installation for fire system usage is required. Show the location of the new water service on the plans. The applicant shall provide to the engineering department a copy of the plans for fire system including all fire department's requirements.
45. Each unit or building shall have its own water meter and gas meter shown on the plans. Each parcel shall have its own water and gas service and sewer lateral connection shown on the plans.

46. A new sewer lateral is required, a new MH or Rehabilitate existing MH per CPAU WGW Operations requirements is required for the proposed sewer lateral connection. A profile of the sewer lateral is required showing any possible conflicts with storm, electric/communications duct banks or other utilities.
47. All existing water, gas, and wastewater services/laterals that will not be reused shall be abandoned at the main per the latest WGW utilities standards.
48. Utility vaults, transformers, utility cabinets, concrete bases, or other structures cannot be placed over existing water, gas, or wastewater mains/services. Maintain 1' horizontal clear separation from the vault/cabinet/concrete base to existing utilities as found in the field. If there is a conflict with existing utilities, Cabinets/vaults/bases shall be relocated from the plan location as needed to meet field conditions. Trees may not be planted within 10 feet of existing water, gas, and wastewater mains/laterals/water services/or meters. New water or wastewater services/laterals/meters may not be installed within 10' of existing trees. Maintain 10' between new trees and new water and wastewater services/laterals/meters.
49. The applicant shall provide to the WGW Utility Engineering department a copy of the plans for fire system including all fire department's requirements prior to the actual service installation.
50. All utility installations shall be in accordance with the City of Palo Alto utility standards for water, gas, & wastewater.

State of California — The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
PRIMARY RECORD

Primary # _____
HRI # _____
Trinomial _____
NRHP Status Code 3S

Other Listings _____
Review Code _____ Reviewer _____ Date _____

Page 1 of 4 *Resource Name or #: (Assigned by recorder) 321 California Ave

- P1. Other Identifier: 321 California Ave
 P2. Location: Not for Publication Unrestricted *a: County Santa Clara
 and (P2c, P2e, and P2b or P2d. Attach Location Map as necessary.)
 *b. USGS 7.5' Quad Palo Alto, CA Date 1991 T ___; R ___; ___ 1/4 of ___ 1/4 of Sec : ___ B.M.
 c. Address 321 California Ave City Palo Alto Zip 94306
 d. UTM: (Give more than one for large and/or linear resources) Zone ___; ___ mE/ ___ mN
 *e. Other Locational Data: (e.g., parcel #, directions to resource, elevation, etc., as appropriate) APN 124 33 001

*P3a. Description: (Describe resource and its major elements. Include design, materials, condition, alterations, size, setting, and boundaries)

The building at 321 California is a one-story reinforced concrete structure with a flat roof. The roof is hidden by parapet walls. The structure consists of concrete post and beams. A cantilevered marquee shades the storefront and the first bay on the side facing the parking lot. The marquee on the side was part of the drive-in feature. The plate glass storefront windows are supported by a low bulkhead wall clad in glazed tile. By a few simple devices, this building was ornamented in the Moderne style — vertical ribs above horizontal bands cast in the parapet and horizontal bands on the edge of the marquee. This is a rectangular building in plan, measuring 45 by 90 feet.

- *P3b Resource Attributes: (List attributes and codes) HP6 1-3 story commercial building
 *P4. Resources Present: Building Structure Object Site District Element of District Other (isolates, etc.)



P5b. Description of Photo:
(View, date, accession #) 321 California Ave: view southeast:
09/21/99; by B. Vahey; roll BRV-85,
neg #25

*P6. Date Constructed/Age and
Source: Historic
 Prehistoric Both
1938; Palo Alto Times

*P7. Owner and Address:
Edwards Co. DH&MA
99 25th Ave San Francisco CA
94121

*P8. Recorded by: (Name,
affiliation, and address)
Michael Corbett, Dames & Moore
221 Main Street, Suite 600
San Francisco, CA 94105

*P9. Date Recorded:
May 11, 2000

*P10. Survey Type: (Describe)
Intensive

P11. Report Citation*: (Cite survey report and other sources, or enter "none".) Palo Alto Historic Survey Update (Corbett and Bradley for Dames & Moore, 2000)

- *Attachments: NONE Location Map Sketch Map Continuation Sheet Building, Structure and Object Record
 Archaeological Record District Record Linear Feature Record Milling Station Record Rock Art Record
 Artifact Record Photograph Record Other (List) _____

State of California – The Resources Agency
DEPARTMENT OF PARKS AND RECREATION

Primary # _____

HRI # _____

BUILDING, STRUCTURE, AND OBJECT RECORD

Page 2 of 4*NRHP Status Code 3S*Resource Name or # (Assigned by recorder) 321 California AveB1. Historic Name: Super Drive-In Market

B2. Common Name: _____

B3. Original Use: _____

B4. Present Use: 1-3 story commercial building*B5. Architectural Style: Moderne

*B6. Construction History: (Construction date, alterations, and date of alterations)

1938: Built (*Palo Alto Times*)

1961: Interior remodel

1969: Addition of cardroom and bathroom to rear

*B7. Moved? No Yes Unknown Date: _____ Original Location: _____

*B8. Related Features:

B9a. Architect: W.H. Ellison (engineer)b. Builder: J.S. Malloch*B10. Significance: Theme A: Development of Palo Alto; C: Supermarket building type Area Palo AltoPeriod of Significance 1938-1950 Property Type Residential Applicable Criteria A and C

(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

History

Site: The commercial property at 321 California Avenue is located on one of the unnumbered blocks of the Paul Subdivision. The lot was long the location of the Occidental Hotel, the footprint of which still appeared on the Sanborn map of 1925, identified as a lodging house. The parcel is currently bordered on the east by an alley that did not appear on the Sanborn map of 1945.

Structure: The *Palo Alto Times*, of 16 November 1938, recorded a building permit issued for a store at 321 California. The *Daily Pacific Builder* of 18 November 1938 noted the same project. This notice identified the owner, D.H. Edwards; the structural designer, an engineer named W.H. Ellison; and the builder, J.S. Malloch, who was Ellison's partner. The cost was estimated at \$11,600. (J.S. Malloch apparently worked as a designer as well and is credited with "one of the best Moderne apartment buildings" in San Francisco (Schwarzer, p. 38), at 1360 Montgomery Street in 1937.) A short article in the *Mayfield Citizen*, of 11 November 1938, said that it was Safeway Grocers who were building a "Super Drive-In Market" with the corner area (at California and 2nd) reserved for drive-in facilities. The assessment record noted a \$15,000 interior remodel in 1961 and the addition of a card room and bathrooms at the rear of the building in 1969.

See continuation sheet

B11. Additional Resource Attributes: (List attributes and codes) _____

*B12. References:

See continuation sheet.

B13. Remarks:

(Sketch map with north arrow required)

*B14. Evaluator: Michael CorbettDate of Evaluation: May 11, 2000

(This space reserved for official comments)

State of California — The Resources Agency
 DEPARTMENT OF PARKS AND RECREATION
CONTINUATION SHEET

Primary # _____

HRI/Trinomial _____

Page 3 of 4Resource Identifier: 321 California AveRecorded by Michael Corbett/Steve Hardy (history)*Date May 11, 2000 Continuation Update**History (continued)**

Use: In 1938, Safeway Grocers built 321 California Avenue as a "Super-Market" — a new building type. It was described as one of the most modern and convenient markets on the Peninsula. In 1950, the store was demoted from "super-market" to "market" in the advertisements of its new owners. In 1961, after extensive interior alterations, the property began its career as a restaurant which it has remained in one form or another to the present.

Evaluation

The building at 321 California Avenue appears eligible for the NRHP under criteria A and C at the local level of significance. The period of significance runs from 1938, when it was built, to 1950, when Safeway moved to a larger building.

Under criterion A, this represents a dramatic shift of retailing in general and in grocery retailing in particular — accommodating an increasingly automobile based society. It is also an early example of a major chain — Safeway. Under criterion C, this building is significant as an early example in Palo Alto of a new building type — the supermarket, which was larger than earlier food stores and was designed to facilitate automobiles. This building is a rare example of a once common type, a supermarket, to retain its original character.

References

California Office of Historic Preservation. *Instructions for Nominating Historical Resources to the California Register of Historic Resources*. Sacramento, CA. August 1997.

Daily Pacific Builder. 18 November 1938.

Mayfield Citizen. 11 November 1938.

Pacific Constructor. 26 November 1938.

Palo Alto City Directory. 1938-1962.

Palo Alto Historic Survey Update. Property File.

Palo Alto Times. 16 November 1938, 3 April 1950.

Palo Alto Times-Tribune. 19 October 1979, 1 November 1985.

Palo Alto Weekly. 10 February 1991.

Sanborn Map Company. *Insurance Maps of Palo Alto*. New York: 1924; revisions to 1949.

Santa Clara County. Tax Assessor. Assessment Record. 1949, 1962, 1968.

Schwarzer, Mitchell. *Architecture & Design: A Selective Guide to the Best-Designed Buildings, Interiors, and Public Spaces in San Francisco and the Bay Area*. San Francisco: The Understanding Business, 1998.

United States Department of the Interior, National Park Service. *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*.

Woodbridge, Sally B. and John M. Woodbridge. *San Francisco Architecture*. San Francisco: Chronicle Books, 1992.

State of California – The Resources Agency
DEPARTMENT OF PARKS AND RECREATION

Primary # _____
HRI# _____
Trinomial _____

LOCATION MAP

Page 4 of 4 *Resource Name or # (Assigned by recorder) 321 California Ave
*Map Name: Palo Alto Planning Dept. GIS *Scale: 1":80' *Date of Map: 1999



321 S. California Ave
124-33-001



The City of Palo Alto



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



MEMORANDUM

DATE February 4, 2022 PROJECT 16252A.58
NUMBER

TO Danielle Condit, Associate Planner PROJECT 321 California Avenue, Palo Alto
Danielle.Condit@CityofPaloAlto.org

OF City of Palo Alto Planning & FROM Clare Flynn,
Community Environment Dept. Cultural Resources Planner
250 Hamilton Avenue, 5th Fl Christina Dikas, Associate Principal,
Palo Alto, CA 94301 Project Manger
Ruth Todd, Principal-in-Charge

CC Amy French, VIA Email
Amy.French@cityofpaloalto.org

REGARDING 321 California Avenue, Palo Alto – *Secretary of the Interior's Standards for Rehabilitation* Compliance Analysis

The City of Palo Alto has requested this *Secretary of the Interior's Standards for Rehabilitation* Compliance Analysis memorandum for a proposed project located at 321 California Avenue (APN 124-33-001) in the Mayfield neighborhood of Palo Alto. The subject building is a one-story commercial building that was completed in 1938 for owner D.H. Edwards as a "Super Drive-In Market" for the Safeway Grocers chain of markets. The building was constructed by contractor J.S. Malloch and his partner, structural engineer W.H. Ellison. The building remained in use as a Safeway grocery store until 1950; it was subsequently used as a market and later as a restaurant. In 1969, a one-story concrete-block addition was constructed at the rear of the building for use as a card room.

The property owners, Storm Land LLC, are proposing a project that would involve exterior alterations to the building, including demolition of the rear addition, construction of a new outdoor dining area and enclosed dining pavilion, replacement of an existing metal awning, replacement of front and side doors, addition of new window openings, and installation of rooftop mechanical equipment. The purpose of this memorandum is to review the proposed exterior alterations in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, specifically the *Standards for Rehabilitation*.

Methodology

In March 2021, Page & Turnbull prepared a Character-Defining Features & Rehabilitation Recommendations Memorandum, which provided a brief architectural description, summary of the property's historic development, list of character-defining features, as well as recommendations for rehabilitation.

Page & Turnbull reviewed proposed project drawings, titled "Minor Arb Submittal," as well as a project description prepared by Hayes Group Architects (dated November 19, 2021) and other project application materials that were provided to Page & Turnbull via email from the City of Palo Alto. Page & Turnbull also reviewed previous historic resource documentation, including a State of California Department of Parks and Recreation Historic Resources Inventory form for the property, dated 2000.

Existing Historic Status

The subject property is not currently listed on the National Register of Historic Places, the California Register of Historical Resources, or Palo Alto Historic Inventory; however, it is included in the California Office of Historic Preservation's Built Environment Resources Directory (BERD) for Santa Clara County with a status code of 3S, meaning that it "appears eligible for NR as an individual property through survey evaluation."¹ The most recent update to the BERD database was in March 2020.

The status code listed in BERD is based on a historical revaluation conducted by Dames & Moore in 2000 as part of the Palo Alto Historic Survey Update, when the subject property was documented in State of California Department of Parks and Recreation (DPR) 523A (Primary Record) and 523B (Building, Structure, and Object Record) forms. The evaluation found that the building appeared to be eligible for listing on the National Register under Criterion A (Events) and Criterion C (Architecture):

Under criterion A, this represents a dramatic shift of retailing in general and in grocery retailing in particular – accommodating an increasingly automobile based society. It is also an early example of a major chain – Safeway. Under criterion C, this building is significant as an early example in Palo Alto of a new building type – the supermarket, which was larger than earlier food stores and was designed to facilitate automobiles. This building is a rare example of a once common type, a supermarket, to retain its original character.¹

¹ Michael Corbett, "321 California Ave," Department of Parks and Recreation Primary Record and Building, Structure, and Object Record Forms, 2000, 3.

Because the property was previously found eligible for listing on the National Register during the Palo Alto Historic Survey Update, it is considered a Group B historic resource.

The DPR forms identified a period of significance extending from 1938, when the building was constructed, to 1950, when Safeway moved to a larger building. This type of drive-in grocery store, of which an off-street parking lot was a distinguishing characteristic, is a precursor to the strip mall and modern supermarket grocery store. Another drive-in grocery built around the same time as the subject building is located in Palo Alto on Bryant Avenue; however, its adjacent parking lot has since been developed.

CHARACTER-DEFINING FEATURES

For a property to be eligible for national or state designation under criteria related to type, period, or method of construction, the essential physical features (or character-defining features) that enable the property to convey its historic identity must be evident. These distinctive character-defining features are the physical traits that commonly recur in property types and/or architectural styles. To be eligible, a property must clearly contain enough of those characteristics to be considered a true representative of a particular type, period, or method of construction, 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 described in the Character-Defining Features & Rehabilitation Recommendations Memorandum, character-defining features of 321 California Avenue include, but are not limited to:

- Rectangular plan
- One-story massing with flat roof
- Reinforced concrete post and beam construction
- Stucco cladding
- Flat cantilevered metal awning with decorative horizontal grooves at the front and northeast facades
- Parapet walls decorated with horizontal bands and zigzagging vertical flutes
- Steel frame plate glass storefront windows
- Wire glass skylights
- Side entrance facing paved parking lot next to building
- Ceramic tiles along the storefront bulkhead walls

Features that are not original to the building, do not date to the period of significance, and therefore are not character-defining features, include, but are not limited to:

- Rear concrete-block addition

- Aluminum frame glazed screen at the northwest corner of the building
- Arched entry surround and plywood infill

Proposed Project Description

The following proposed project description is based on architectural drawings, titled "Minor Arb Submittal," and a project description, both of which were prepared by Hayes Group Architects and dated November 19, 2021.

Overall Goal:

- Rehabilitate the existing building for use as a restaurant.

Site:

- Remove existing asphalt pavement. Resurface paved area at the rear of the site.
- Remove curb cut and driveway along California Avenue.
- Consolidate parking at the rear of the property. Paint new ADA compliant parking spaces.
- Remove existing concrete sidewalk along northeast façade of building and replace with wider, ADA compliant concrete sidewalk.
- Pour new concrete pad and construct a new covered dining pavilion/bar and courtyard on the former parking lot along Birch Street.
 - The courtyard will feature board formed concrete walls with built-in wood benches, board formed water features, concrete unit pavers, decomposed granite landscaping with landscaped boulders, concrete unit pavers, wood benches.
 - The dining pavilion will have a flat roof, board formed concrete walls, continuous steel framed glazing at the northwest façade and glazed clerestory windows at the rear, southeast façade, patinated metal roof fascia, and a patinated metal trellis.
 - The connection between the existing building and new dining pavilion will have wood-clad walls.
- Construct a new concrete trash and secure bicycle enclosure and install short-term bicycle parking racks at the rear of the building.
- Install board formed concrete planters with sawtooth configuration and new drip irrigation system along the northeast side of the site, along California Avenue, and along the northwest side of the site, adjacent to Birch Street.
- Install electric vehicle supply equipment and bicycle parking.

Exterior:

- Demolish the 1969 concrete-block addition at rear of the building.
- Remove existing awning along primary, northwest façade and northeast façade. Replace with new awning with translucent laminated glazing and painted decorative metal frame.
- Remove existing recessed entry at the front, northwest facade. Replace with a new flush front entry door with frameless glazed door.

- Remove existing doors and sidelights at the northeast façade and replace with new frameless glazed doors.
- Install row of glazed windows with painted aluminum frames in new openings added between plaster pilasters.
- Install new mechanical equipment and painted metal mechanical screen on roof.

SOI Standards for Rehabilitation Compliance

Proposed projects at Group B properties are not subject to the planning review procedures of the City of Palo Alto's Historic Preservation Ordinance. However, discretionary development applications for Group B properties are subject to review by City planning staff for consistency with the Secretary of the Interior's Standards for Rehabilitation and potential impacts to a historic resource under the California Environmental Quality Act (CEQA).²

The following discussion considers the proposed project's potential effects on the historic status of, and compatibility with, the commercial building at 321 California Avenue, and provides comments on whether the project appears to adhere to the ten *Secretary of the Interior's Standards for Rehabilitation*.

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

The proposed project will rehabilitate the building for use as a restaurant. Although this represents a change from the building's historic use as a grocery store, the building has been in use as a restaurant for the last several decades, and the proposed project will continue the building's historic commercial function and character. This proposed new use will not require substantial changes to the defining characteristics of the building, site, or its environment. Thus, the proposed project will comply with Rehabilitation Standard 1.

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

The proposed project will remove several existing materials and features from the building, some of which are considered historic and character-defining. The original metal canopy that extends over the front (northwest) façade and northeast facade is proposed to be removed and replaced with a

² City of Palo Alto, "Historic Resources & Permit Review Requirements," accessed February 4, 2022, <https://www.cityofpaloalto.org/files/assets/public/planning-amp-development-services/historic-preservation/historic-resources-review-info-bulletin-10.13.16.pdf>.

new canopy. Although the new canopy will have a similar form and dimensions to the existing historic canopy, this results in the removal of one of the building's most prominent features and does not comply with Rehabilitation Standard 2.

The project proposes to remove the existing recessed entry at the front of the building and an existing wood door at the northeast façade. Both will be replaced with new flush frameless glazed doors. Both entries appear to have been altered over time and are not considered character-defining features of the building. The rear concrete block addition will also be demolished. This addition was built in 1969 and is not part of the historic 1938 design of the building. Therefore, removal of the existing front and secondary entrance doors and rear addition will not remove any historic features or materials of the building.

However, due to the removal of the existing historic canopy, the proposed project does not fully comply with Rehabilitation Standard 2.

3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

No conjectural features or architectural elements from other buildings will be added to the original building. Thus, the proposed project will comply with Rehabilitation Standard 3.

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

The property has a period of significance of 1938, the building's year of construction. The building was altered several times between 1938 and the present; however, none of these alterations is considered to have acquired "historic significance in their own right." This includes the rear concrete block addition, which was constructed as a card room in 1969, after the building was converted into a restaurant. Thus, the removal of the rear addition will not impact the eligibility of the historic resource, or the overall character and significance of the property. The proposed project will comply with Rehabilitation Standard 4.

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

As described in Standard 2, the project proposes to remove and replace the cantilevered metal awning at the front and northeast facades. This is one of the building's most distinctive original features and should be preserved in order to comply with Rehabilitation Standard 5.

All of the building's other distinctive features, finishes, construction techniques, and examples of craftsmanship – including its reinforced concrete post and beam construction, stucco exterior cladding, parapet walls decorated with horizontal bands and zigzagging vertical flutes, steel frame plate glass storefront windows, wire glass skylights, and ceramic tiles along the storefront bulkhead walls – will be retained and preserved.

Due to the proposed removal of the existing metal awning, the project partially complies with Rehabilitation Standard 5.

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

As described in Standard 2 and Standard 5, the proposed project proposes to replace the existing character-defining metal awning. Available project drawings and materials do not indicate that the replacement is the result of deterioration, and documents reviewed for this analysis do not include a conditions assessment, showing that the awning is deteriorated beyond repair. Furthermore, the existing historic awning will not be replaced in-kind. While the existing historic awning is made of painted metal, which is opaque, the replacement awning is proposed to have a painted decorative metal frame and translucent laminated glazing. No other historic features are proposed to be replaced. As the metal awning is proposed to be replaced without evidence that it is deteriorated beyond repair, and the replacement awning does not match the original in design, color, texture, materials, and visual qualities, the proposed project does not comply with Rehabilitation Standard 6.

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

The project does not include any physical or chemical treatments to clean or remove historic materials or finishes. Thus, the project will comply with Rehabilitation Standard 7.

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

The proposed project includes site work to remove and replace existing asphalt and concrete paving at the northeast and southwest sides of the site, as well as the installation of a new concrete pad for a proposed new dining pavilion. No excavation appears to be required for completion of this work; however, in the case of discovery of archaeological materials, provided that standard discovery procedures for the City of Palo Alto are followed, the proposed project will comply with Rehabilitation Standard 8.

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

The project proposes to construct a new outdoor dining area and enclosed dining pavilion on the site of the existing parking lot at the northeast side of the building. As part of this work, the existing asphalt pavement will be removed and a new concrete pad will be poured. The existing curb cut along California Avenue and concrete sidewalks along the northeast façade of the building will also be removed. The concrete sidewalk will be replaced with a new wider, ADA compliant sidewalk. Although the parking lot, sidewalk, and curb cut appear to have been part of the original design and construction of the property, they are not considered to be character-defining. Thus, removing these features will not result in the destruction of historic materials or features. In spite of the change of use and more enclosed character, the area formerly occupied by the parking lot will remain largely open, preserving the historic character of open space immediately adjacent to the building that helps convey its original use as a drive-in supermarket. Thus, this important spatial relationship will largely remain intact.

The design of the new construction is compatible with and differentiated from that of the historic building. The courtyard will feature board formed concrete walls with built-in wood benches, board formed water features, concrete unit pavers, decomposed granite landscaping with landscaped boulders, concrete unit pavers, wood benches. The dining pavilion will have a flat roof, board formed concrete walls, continuous steel framed glazing at the northwest façade and glazed clerestory windows at the rear (southeast) façade, patinated metal roof fascia, and a patinated metal trellis. The connection between the existing building and new dining pavilion will have wood-clad walls. The designs of these new features are clearly contemporary in style and are generally compatible in their restrained and minimal design with the minimal ornamentation and design of the existing historic building. The new dining pavilion will be subservient in scale compared to the taller existing historic building and will be set back from the front property line along California Avenue, preserving the primacy of the existing building on the lot.

In addition, ADA compliant parking spaces, a new concrete trash and bicycle storage enclosure, and short-term bicycle parking racks will be added at the rear of the building. This will require the demolition of the concrete block addition at the rear of the building. As described in Standard 2 and Standard 4, the concrete block addition was constructed in 1969 and is not considered a historic feature of the building. Locating the new trash enclosure, bike storage, and bike racks at the rear of the building is consistent with National Park Service guidance and minimizes their visibility from the street.

Some of the proposed new exterior alterations and additions, however, do not appear to fully comply with Rehabilitation Standard 9. First, the project proposes to punch new openings between pilasters along the northeast façade and fill these openings with new metal framed glazed windows. While some new window openings along rear or secondary facades may be consistent with National Park Service guidance, the extent of proposed new glazing at the northeast facade will significantly alter the building's historic fenestration pattern, ratio of solid to void wall surfaces, and the overall character of the building by making it more transparent.

Lastly, new mechanical equipment and a metal mechanical screen will be installed on the roof of the building. While the project drawings indicate that the mechanical equipment and screen will be set back from the northeast façade, facing Birch Street, project drawings indicate that these new rooftop additions will still be highly visible from the street. Compared to the relatively small one-story height of the existing building, this rooftop equipment appears to add considerable height to the building, changing the overall massing of the building.

Thus, the proposed project partially complies with Rehabilitation Standard 9.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The proposed new outdoor dining area and dining pavilion, if removed in the future, will not impair the essential form or historic integrity of the building or its environment. A small enclosed passage will connect the new dining pavilion to the existing building. Project drawings do not show how the dining pavilion and passage will be attached to the existing building. However, if removed in the future, the new wall opening and any possible bolt holes created at this connection point could be infilled with concrete and re clad with stucco to return the façade to its current appearance. New construction associated with the dining area, including the new concrete pad, concrete walls, planters, and water features, will not be attached to the existing building. If removed in the future,

asphalt paving could be repoured to recreate a parking lot along this side of the building. Rooftop mechanical equipment and screens installed on the roof are also reversible and will not permanently alter the form and integrity of the building.

However, some of the proposed work is not reversible. Due to the size and extent of new window openings that are proposed to be added along the northeast façade, this alteration will not be easily reversible without significant reconstruction of the northeast façade. Furthermore, if the proposed new awning is removed, there will an awning will no longer exist over the northwest and northeast facades. Thus, the project, as currently designed, does not comply with Rehabilitation Standard 10.

SUMMARY OF STANDARDS FOR REHABILITATION ANALYSIS

As the above analysis demonstrates, the project as currently designed appears to comply with five of the ten the Secretary of the Interior's *Standards for Rehabilitation* but is not in compliance with Rehabilitation Standards 2, 5, 6, 9, and 10. Therefore, Page & Turnbull has provided several recommendations for improved compliance with the Rehabilitation Standards in the following section.

Recommendations

This section includes recommendations to better comply with the Secretary of the Interior's Standards for Rehabilitation, in particular Rehabilitation Standards 2, 5, 6, 9, and 10.

Recommendation #1 (Standards 2, 5, 6, and 10): Page & Turnbull recommends retaining and repairing the existing metal awning at the front and northeast facades.

Recommendation #2 (Standards 9 and 10): Minimize the amount of new window openings and glazing that are added to the northeast façade. Page & Turnbull recommends limiting new window openings to the rear (east) end of the northeast façade to concentrate alterations to the less visible rear of the building and create visual separation between the new windows and the existing historic storefront windows.

Study and reconsider the placement of mechanical equipment and design of the mechanical screen on the roof. Current project drawings make it appear that these rooftop additions will be very visible from the street and add considerable mass to the top of the building. Page & Turnbull recommends considering the possibility of concentrating mechanical equipment at the rear (east) end of the roof to push it back farther from California Avenue and reduce the appearance of a long, horizontal rooftop addition when viewed from Birch Street. Page & Turnbull also recommends exploring the use of lighter, more transparent materials for the mechanical screen to reduce the appearance of a

large, solid mass on the roof. Alternatively, additional visual studies could be prepared that show that the existing design of the rooftop additions is not as visible from the street level as the current drawings indicate.

Conclusion

As the above analysis demonstrates, the project as currently designed appears to comply with five of the ten *Secretary of the Interior's Standards for Rehabilitation*. Page & Turnbull has provided recommendations that, if implemented, would improve the project's compliance with Rehabilitation Standards 2, 5, 6, 9, and 10 and bring the project into full compliance.

Qualifications

Page & Turnbull was established in 1973 as Charles Hall Page & Associates to provide architectural and conservation services for historic buildings, resources, and civic areas. The company was one of the first architecture firms in California to dedicate its practice to historic preservation and is among the longest practicing such firms in the country. Offices are located in Los Angeles, Sacramento, and San Francisco, and staff includes licensed architects, designers, architectural historians, conservators, and planners. All of Page & Turnbull's professional staff members meet or exceed the Secretary of the Interior's Historic Preservation Professional Qualification Standards.

As a Cultural Resources Planner within Page & Turnbull's Cultural Resources Planning Studio, Clare Flynn meets the Secretary of the Interior's Professional Qualification Standards for Architectural History. She is experienced in surveying, researching, and evaluating historic properties, as well as analyzing proposed projects for potential impacts on historic resources.

Appendix – Proposed Project Drawing Set

This Appendix includes the proposed project plans entitled “Minor Arb Submittal,” as well as a project description prepared by Hayes Group Architects (dated November 19, 2021) and other project application materials that were provided to Page & Turnbull via email from the City of Palo Alto.

MEMORANDUM

DATE	March 24, 2022	PROJECT NUMBER	16252A.58
TO	Danielle Condit, Planner	PROJECT	321 California Avenue, Palo Alto
OF	City of Palo Alto Planning & Development Services	FROM	Clare Flynn, Cultural Resources Planner, Page & Turnbull
CC	Christina Dikas, Associate Principal, Page & Turnbull	VIA	Email

REGARDING 321 California Avenue – Revised *Secretary of the Interior's Standards for Rehabilitation* Compliance Analysis

INTRODUCTION

The City of Palo Alto has requested Page & Turnbull's review of revised plans for a proposed project at 321 California Avenue in Palo Alto's Mayfield neighborhood. The building was constructed in 1938 as a "Super Drive-In Market" for the Safeway Grocers chain of markets and remained in use as a Safeway grocery store until 1950; it was subsequently used as a market and later as a restaurant. The property was found to be eligible for the National Register of Historic Places (National Register) in 1999 during the Dames & Moore Palo Alto Historical Survey Update. The purpose is to review the proposed exterior alterations to the building with respect to the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, specifically the Standards for Rehabilitation.

In January 2022, Page & Turnbull reviewed plans by Hayes Group Architects dated November 19, 2021 and prepared a Secretary of the Interior's Standards Compliance Analysis Memorandum (SOIS Analysis) for the proposed project. The SOIS Analysis found that the project was not consistent with Standards 2, 5, 6, 9, and 10. Page & Turnbull provided two recommendations for revisions to the project that would bring it into compliance with all ten Standards, and thus avoid a significant adverse impact to the historic resource pursuant to the California Environmental Quality Act (CEQA).¹

¹ City of Palo Alto, "Historic Resource Project Review FAQ," <https://www.cityofpaloalto.org/civicax/filebank/documents/64188>.

In March 2022, Page & Turnbull was supplied with revised project plans from Hayes Design Group, dated March 15, 2022. Per the City's request, Page & Turnbull has reviewed the revised plans to determine if the revised project design meets all ten Standards for Rehabilitation.

The following table lists each previous project recommendation for SOIS compliance and identifies revisions to the project that have been made to address each recommendation.²

Recommendation	Design Revision	Revision Meets Standards (Y/N)
Recommendation 1 (Standards 2, 5, 6, and 10)		
<i>Page & Turnbull recommends retaining and repairing the existing metal awning at the front and northeast facades.</i>	The revised project retains the existing canopy or proposes to replace it in kind if it is determined that the structure is failing.	Yes
Recommendation 2 (Standards 9 and 10)		
<i>Minimize the amount of new window openings and glazing that are added to the northeast façade. Page & Turnbull recommends limiting new window openings to the rear (east) end of the northeast façade to concentrate alterations to the less visible rear of the building and create visual separation between the new windows and the existing historic storefront windows.</i>	The revised project eliminates the proposed new window opening immediately adjacent to the northeast facing (side) entry door. Two additional proposed new openings between the other pilasters closer to the rear of the building remain.	Yes
<i>Study and reconsider the placement of mechanical equipment and design of the mechanical screen on the roof. Current project drawings make it appear that these rooftop additions will be very visible from the street and add considerable mass to the top of the building. Page & Turnbull recommends considering the possibility of concentrating mechanical equipment at the rear (east) end of the roof to push it back farther from California Avenue and reduce the appearance</i>	Rooftop equipment has been shifted toward the southwest property line to reduce the height of the equipment and the screen above the roof surface.	Yes

² Page & Turnbull, "1080 College Avenue – Secretary of the Interior's Standards for Rehabilitation Compliance Analysis," September 15, 2020, 11.

Recommendation	Design Revision	Revision Meets Standards (Y/N)
<p><i>of a long, horizontal rooftop addition when viewed from Birch Street.</i></p> <p><i>Page & Turnbull also recommends exploring the use of lighter, more transparent materials for the mechanical screen to reduce the appearance of a large, solid mass on the roof. Alternatively, additional visual studies could be prepared that show that the existing design of the rooftop additions is not as visible from the street level as the current drawings indicate.</i></p>	<p>Three options for screening the rooftop equipment were provided, including no screen, a solid screen, or a perforated screen. Based on the provided renderings, Page & Turnbull believes that the reconfiguration of the rooftop equipment and resulting reduction in the height of the screen has effectively minimized the visibility of rooftop alterations. The solid screen option appears to have the smallest visual impact on the building, as it provides the necessary screening for the rooftop equipment while drawing less attention to itself than the perforated screen option.</p>	<p>Yes</p>

Page & Turnbull finds that the revised proposed design enables the project to meet all ten of the Secretary of the Interior's Standards for Rehabilitation. The two recommendations provided in the SOIS Compliance Analysis of January 18, 2022 were concerned with the replacement of the original awning at the front and northeast facades, visibility of rooftop mechanical and screening equipment, and amount of proposed new window openings at the northeast façade. These concerns have been addressed in the revised project. The revised project proposes to retain the awning or replace it in-kind if it is deteriorated beyond repair. It reduces the number of new window openings at the northeast façade to better preserve the existing solid-to-void ratio of windows and walls and visually separate the new windows and existing historic storefront. It also minimizes the visibility of the new mechanical equipment and screen on the roof, so that they have minimal visual impact on the building. No additional impacts to the historic resource are proposed that would require new analysis to be added to the SOIS Compliance Analysis from January 2022.

The revised project meets all ten of the Standards, and therefore, the proposed project does not appear to cause a significant impact to an identified CEQA historic resource.

November 19, 2021

City of Palo Alto
 Department of Planning & Community Environment
 250 Hamilton Avenue, 5th floor
 Palo Alto, CA 94303

HAYES
 GROUP
 ARCHITECTS

Re: 321 California Ave.

To Planning Staff and ARB Members:

Attached is Hayes Group Architects' submittal package for 321 California Ave for Minor ARB review. The project applicant is Hayes Group Architects on behalf of our client, Storm Land LLC.

The site is a 14,982 SF lot located in the CC zone at the south corner of the intersection of California Ave and Birch St. The plot fronts California Ave to the west, Birch St to the north, and Jacaranda Ln to the east. To the south the site shares a property line with a two-story commercial building at 341-347 California Ave while across Jacaranda Ln sits the new, four-story public parking garage at 350 Sherman Ave.

Existing site improvements consist of a one-story reinforced concrete commercial building of approximately 4,782 sf and parking lot. The building and parking lot are both vacant. Prior to its vacancy, the building was occupied by Antonio's Nut House, a bar and restaurant that operated at this location for 49 years before closing permanently in 2020.

According to Page & Turnbull, historic preservation consultants hired by the City, the building and parking lot were originally constructed in 1938 to serve as a drive-in Safeway grocery store. In 1969 a concrete-block addition consisting of 1,070 SF, was made to the rear of the structure. While the structure is not currently listed on the National Register of Historic Places, California Register of Historical Resources, or the Palo Alto Historic Inventory, it is considered to be eligible for NR listing as an individual property through survey evaluation by the California Office of Historic Preservation's Built Environment Resources Directory. A number of physical features that date to the original use are considered character-defining and recommended for retention and rehabilitation while others—such as the 1969 addition—are not. These features are delineated in the attached draft memorandum: "321 California Avenue – Character-Defining Features & Rehabilitation Recommendations Memorandum".

1. PROPOSED PROJECT

The proposed project consists of the demolition of the 1969 concrete-block addition, the consolidation of existing parking to the rear of the property, the addition of a new dining pavilion / bar and courtyard along Birch St, and the creation of new openings in the existing Birch St façade. The intended future use is restaurant and an operator has yet to be selected. The total floor area proposed (4,753 sf) is less than the existing floor area (4,782 sf).

The partial demolition at the rear of the building restores the character-defining form of the original building and frees site area for back-of-house functions out of the public view. New landscaping, a proper trash enclosure (where none exists currently), and tandem parking fill this void.

The existing off-street parking that stretches along Birch is reduced and reconfigured for access from Jacaranda Ln. New landscaping, accessible parking stalls, electric vehicle supply equipment, and bicycle parking are provided-- none exist currently. Furthermore, since vehicular access is provided from the alleyway, the existing nonconforming California Ave curb cut can be removed. The consolidation of

parking to the rear of the property mends and safens the walking experience along California Ave and liberates site area for new program.

A new dining pavilion, courtyard, and outdoor lounge are proposed to replace much of the existing parking lot.

The dining pavilion provides an all-weather gathering space connected internally to the existing building and externally to the new courtyard. The building form is rectangular in plan: long on the side fronting Birch and short on the side parallel to Jacaranda. The sides facing parking and the existing building are primarily board-formed concrete while the sides facing Birch and the new courtyard are operable glass. The pavilion sits just one story tall, intentionally compressed in height to give deference to the existing building behind it. The roof of the pavilion-- its underside clad in wood-- projects dramatically outward, emphasizing the pavilion's horizontality and emulating the planar expression of the existing building canopy on the California Avenue frontage. A steel framed armature that supports the roof extends laterally into the courtyard to provide shade.

The courtyard provides an open-air dining space located centrally to the dining pavilion, existing building, and outdoor lounge. A low, multilayered landscape wall circumscribes the courtyard, mediating the boundary between an active street and outdoor dining room. The wall screens diners from vehicle headlights and noises; introduces a terraced platform for plantings; and, on the interior, creates a surface to rest ones back. The height of the wall is calibrated to below average eye level, allowing for cross-communication between diners and pedestrians. The wall is also broken at regular intervals, syncopating to the pedestrian scale: each section is pried outward, producing a gap at each break that permits oblique, penetrating views into the courtyard for pedestrians approaching from the east and the new parking structure whose main entrance / exit is across Jacaranda Ln.

The outdoor lounge at the building's entrance provides a place for guests to linger temporarily before moving on to the restaurant or courtyard. The lounge sits fully outside of the courtyard landscape wall and is located at the northwest corner of the existing building, at the new primary entry. Locating the lounge and primary entry here re-centers the original opening, fulfilling a recommendation by Page & Turnbull, and reorients the restaurant to the street corner. Wood benches provide seating while a low, linear water feature offers an acoustic welcome to guests. New landscaping and a specimen tree fill the remaining northwest corner of the lot.

The existing building to remain is to be refurbished with patches made to failing stucco and new paint throughout. New openings to the courtyard are proposed between existing pilasters and the original entry opening facing Birch will be infilled with a frameless glass door and sidelite. The dilapidated existing canopy is proposed to be replaced with a painted steel and glass canopy that matches the existing footprint and permits more light to the sidewalk and interior space. The non-original California Ave doorway is proposed for removal and the vestibule is proposed for enclosure with frameless glass.

2. PARKING & BICYCLE SPACES

Parking for the project is provided at grade accessed from Jacaranda Ln. The project sits in the California Avenue Parking Assessment District and has 14 off-street spaces. The proposed size of the project is less than the existing size and the proposed use (restaurant) is unchanged from the existing use. The proposed parking improvements are to an existing parking facility.

A new trash enclosure is proposed at the southwest corner of the site to facilitate the safe and discreet handling of generated waste. No trash enclosure exists currently. The existing parking facility is also substandard: there are no accessible stalls or EVSE stalls provided. Per PAMC 18.52.080(A)G, two on-site parking spaces may be reduced if such a reduction is found by the director to help achieve the city's waste management objectives, make improvements to on-site circulation, or bring substandard parking stalls into compliance with current requirements. Two of the existing spaces have been eliminated to provide this new, covered, trash and recycling facility.

A further reduction of one parking space is requested for the substitution of eight short-term bicycle parking spaces per PAMC 18.52.045(A)(2). This reduction allows for an additional tree at the rear of the building as well as orderly and convenient parking for employee and guest bicycles.

Four parking spaces are provided as two van-accessible parking spaces (one EVSE, one not), each with an adjacent path of travel. This is permissible per PAMC 18.52.040(B)(8). Six parking spaces are provided in a tandem arrangement, permissible per PAMC 18.52.080(A) and in the judgement of the planning director. One parking space is provided for clean air vehicle parking. A total of 11 vehicle parking spaces are provided, which satisfies the requirement.

A total of 10 short-term bicycle spaces and one long-term bicycle space are required. One long-term bicycle parking space in the form of a restricted access bicycle enclosure is provided at Jacaranda Ln while 14 short-term bicycle spaces are distributed at the front (six) and rear (eight) of the site.

3. TRASH/RECYCLING

A covered trash enclosure is proposed at the southeastern corner of the site, with access from Jacaranda Ln. Three containers for trash/recycle/compost and a bin for fat/oil/grease have been sized per Zero Waste's recommendations.

4. UTILITIES

Electric, gas and water service are located underground. The project proposes to re-use the existing vault and transformer #7412, a 300kVA 120/208V rated transformer.

5. GREEN BUILDING STANDARD

In accordance with the city's Green Building Ordinance, the building will satisfy requirements for Cal Green Non-Residential Mandatory Measures.

We look forward to the ARB hearing so that we can proceed with the development of this project. Please call me at (650) 365-0600 x15 if you have any questions.

Sincerely,



Ken Hayes, AIA
Principal

cc: Storm Land LLC

Attachment H

Project Plans

During Shelter-in-Place, project plans are only available online.

Directions to review Project plans online:

1. Go to: bit.ly/PApendingprojects
2. Scroll down to find “321 California Avenue” and click the address link
3. On this project specific webpage you will find a link to the project plans and other important information