

To: Stephanie Strelow, Strelow Consulting

From: Bridget Maley, Principal, architecture + history, llc

Date: January 20, 2016

Introduction

At the request of Strelow Consulting and the City of Santa Cruz (City), architecture + history, ll (a + h) has reviewed the proposed Master Plan for the Santa Cruz Wharf (Wharf) to understand if the plan would result in impacts to the historic resource present. The Wharf is listed in the City's Historic Building Survey and its importance in the City's historical development is discussed in the City's Historic Context Statement. This memorandum will inform the California Environmental Quality Act (CEQA) Initial Study being completed by Strelow Consulting.

Pursuant to the CEQA Guidelines, "historical resources include a resource listed in, or determined to be eligible for listing in the California Register of Historical Resources; a resource included in a local register of historical resources; and any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California.

A "substantial adverse change in the significance of an historical resource" means physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired. The significance of an historical resource is materially impaired when a project demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources or local register of historical places.

The Santa Cruz Wharf is included in the City's Historic Building Survey (Volume 1) with a rating of "Excellent", which was based on an evaluation of the structure's historical



significance, architectural significance, importance to the neighborhood, alterations, and physical condition. The Wharf is described in the Survey as “a typical ocean pier, originally to accommodate shipping and now largely devoted to restaurants and pleasure fishing.” The Wharf is not designated as a City Landmark. None of the existing buildings on the Wharf are included in the City’s Historic Building Survey.

Methodology

Bridget Maley of **a + h** met with Stephanie Strelow at the Wharf structure for a site visit and to review the proposed Master Plan. Ms. Maley reviewed background information on the Wharf’s history and construction (listed below). Lastly, Ms. Maley and Ms. Strelow met with City of Santa Cruz Planner Norm Daly to review the Master Plan elements that could possibly impact the historic resource.

Documents Reviewed

City of Santa Cruz. Presentation to the California Coastal Commission regarding the Santa Cruz Wharf Improvement Project (Master Plan). October 2015.

Lehmann, Susan. Historic Context Statement for the City of Santa Cruz. Prepared for City of Santa Cruz Planning and Community Development Department. October 2000.

Roma Design Group. Wharf Master Plan. Prepared for the City of Santa Cruz. October 2014.

URS Corporation (architectural historian Corri Jimenez). California Department of Parks and Recreation (DPR Form Series 523) for the Santa Cruz Municipal Pier. December 12, 2012.

Location, Background & Resource Description

The Santa Cruz Wharf is owned and operated by the City of Santa Cruz. It is a major visitor attraction featuring restaurants, fishing areas, fish markets, gift shops and other businesses. The Wharf is situated at the southern end of Pacific Avenue at Beach Street within the Beach Area of the City of Santa Cruz and extends into Monterey Bay for a distance of approximately 3,000 feet; the initial approximately 200 feet of the Wharf spans the City’s Main Beach. From shallow waters at the shore, the Wharf extends to water depths of 35 feet at its far end. The wood structure stands approximately 22 feet above mean sea level. The Santa Cruz Beach Boardwalk and the City’s Main Beach are located to



the east, and Cowell Beach and the Dream Inn are located to the west. A mix of visitor-serving and commercial uses is located along Beach Street to the north of the Wharf.

The Wharf is a timber pier, entirely constructed of wood and supported by approximately 4,445 Douglas fir piles. The Wharf is the longest timber pile-supported pier structure in the United States and one of the longest in the world. Called a wharf because of its early function in off-loading cargo, the Santa Cruz Wharf is actually a pier structure that extends to deep water, historically facilitating the mooring of large vessels, unlike a wharf which typically runs parallel to the shore.

The Wharf is supported by 12-inch diameter Douglas fir timber piles. Piles are driven in rows (bents) at approximately 15-foot centers, and spaced along the row. Piles are referenced by the location on the bent, numbered from the west and the bent number counting from the shore. For example, pile 3 bent 120 is the third pile from the west edge of the Wharf on the 120th row (bent) from the shore. The bents are spanned by 4 x 12 inch beams (“stringers”). Two inches of asphalt paving overlays the Wharf deck on roads and walkways.

The Wharf currently has approximately 60,000 square feet of commercial building space. These spaces are primarily occupied by restaurant and retail uses, approximately 40,000 square feet is leased to restaurants and 20,000 square feet to retail uses, almost all of which are located along 1,300 feet of frontage on the west side of the Wharf. Other buildings on the Wharf include a building for Wharf operations and a life guard structure.

Today, the Wharf consists of approximately 7.5 acres of usable space, with approximately 50% of the Wharf accommodating vehicular circulation and parking; there are approximately 440 public parking spaces on the Wharf. The parking areas also include large enclosures for trash collection, Wharf equipment, rental boats and a variety of other appurtenances.

Historical Overview

The Santa Cruz Wharf was constructed in 1914, as the last in a series of six piers that were constructed on the Santa Cruz waterfront between 1849 and 1914. The Wharf was originally envisioned as a commercial enterprise, built with public funds to further the economic development of the City. Soon after its construction, the Wharf became an attractive facility for the mooring and off-loading of commercial fishing vessels.



Since its construction in 1914, the Wharf has expanded from approximately and widened from its original 100-foot width over the years, but the location and length of the Wharf remain unchanged. Since its construction in 1914, the Wharf has expanded from approximately 4.2 acres to 7.5 acres. The Wharf increased by 3.3 acres between the 1950s and the 1980s for commercial uses and parking.

Davits for lifting fishing vessels into and out of the ocean once lined the Municipal Wharf, as did a rail line, warehouses, and fishing-related storefronts. The rail line was taken out in the late 1940s to early-1950s, and replaced with a paved deck for vehicle traffic

Over the years, the Wharf has evolved in role, function and identity. From its initial role as a cargo handling and shipping pier to its later adaptation to serve the commercial fishing industry, the early decades of the Wharf were closely tied to the resources of Monterey Bay. After World War II and beginning in the 1950s, the Wharf was significantly expanded for commercial uses and parking. The commercial uses were initially a direct outgrowth of the commercial fishing industry, incorporating fish sales and featuring prepared seafood dishes in an open air setting in close conjunction with off-loading and handling of the daily catch.

Many of the Wharf's original buildings and structures have been demolished or greatly altered, including a large warehouse building that was located at the bayward end of the Wharf. According to the Wharf Master Plan, this structure is significant from a historic point of view because "it gave physical expression to the environmental conditions that made deepwater maritime functions possible and that contributed to the configuration of the end of the Wharf to optimize berthing relative to wind and wave conditions." Today, the largely industrial and commercial oriented historic-era businesses of the Municipal Wharf have been replaced by restaurants, retail, and other tourist oriented services. Over 20 buildings and structures associated with these businesses are located on the deck of the Wharf, as well as other built environment features associated with utilities and lighting.

The *Historic Context Statement for the City of Santa Cruz* (Lehmann, 2000) indicates that within the context Santa Cruz's economic development between 1850 and 1950, the Municipal Wharf represents an important property type related to industrial development and transportation. The wharves and piers first built in the early days of Santa Cruz's history evolved with the changes in the City's economy. The shipping wharves gave way to a railroad wharf and finally to a fishing and commercial wharf that was constructed in 1914



to serve the City's needs. The Wharf has been rebuilt and refurbished over time and the warehouses and commercial fishing boats have been replaced by restaurants and concessions for sports fishing and sightseeing. The circa 1920s fishing boat, the Marcella, is on display at the north wharf, and, as stated by Lehmann, may be the "last remnant of the time when the waterfront served the needs of a booming industrial economy."

As the last of a series of six piers constructed to serve industrial and commercial development in Santa Cruz, and which have been a defining element of the Santa Cruz waterfront since 1849, the Santa Cruz Municipal Wharf serves as a vital physical reminder of that history. The historical fishing industry was also heavily dependent on the wharves of Santa Cruz, including the Municipal Wharf, prior to 1950.

The Wharf no longer serves the commercial fishing industry. Currently, the Wharf is one of a number of destination attractions in Santa Cruz's Beach Area. The City estimates that approximately 2.5 million visitors currently come to the Wharf annually. Although the Wharf provides opportunities for pier fishing, as well as kayak and small fishing boat rentals, the Wharf's identity is primarily related to the commercial uses along its length.

Project Description – Wharf Master Plan

The Wharf Master Plan proposes a number of immediate and longer term improvements for both the Wharf structure and associated amenities. Key components of the project that could possibly impact historic resources include the following:

- New entrance sequence, gate and signage: This includes moving the current entry gates and paid parking kiosks further south on the Wharf, design and development of a "gateway arch" sign that would serve as the visual and ceremonial entry on to the Wharf, and improve directional signage at the entrance to the Wharf complex.
- Welcome center: A new building housing an interpretive and welcome center would be developed at the northeast end of the Wharf. It would also include an open water swimming facility with access into the water and changing rooms.
- East promenade: This component of the Master Plan would result in expansion of the Wharf on the east side by 26-30 feet. This extension would consist of a hardwood deck supported by 12-inch timber piles. The expanded



area would be constructed at a slightly higher elevation than the existing Wharf with a step-down section at the eastern edge to provide a place for sitting, fishing and viewing without interrupting visual access from the main deck level for those who are walking, strolling, jogging or bicycling. An approximate 18-inch tall seat wall will be located on the western edge along the parking side of the East Promenade to provide additional separation from the adjacent parked vehicles and an informal resting place.

- East side small boat landing: This improvement would be a small boat landing facility on the east side adjacent to the East Promenade. It would include facilities for kayak, paddleboard, and fishing boat rentals as well as Wharf operations. It is envisioned as a small structure.
- West side events pavilion: This would involve improvements to the already existing events area to create a more usable weatherproof area for a variety of events and activities.
- South landing: This would involve construction of a landing facility for the docking of larger vessels at the end of the Wharf for science, education, research, sports fishing and whale watching.
- New Landmark building (south end of Wharf): This aspect of the Master Plan would create a new Landmark Building reminiscent in scale and form of the structure once located at the end of the Wharf. It would provide a visual focus and destination attraction to entice visitors to venture to the end of the Wharf.
- Stepped overlook at south end: This feature would heighten the visitor experience by creating a sensation of being out over water. It would create a Stepped Overlook that extends out into the Monterey Bay on the south end of the Wharf (near the Landmark Building).
- Improvement to western walkway: This component of the project involves construction of a 12-foot wide walkway on the western side of the Wharf that would provide for continuity of access along this side of the Wharf, which is currently lacking.
- Structural improvements: These would be on-going improvements as required by continuing maintenance and inspection of the facility.



- Utilities improvements: These would be on-going utility improvements as required by continuing maintenance and inspection of the facility.

Definition of the Historic Resource

The CEQA Guidelines (section 15064.5(a)(2)) indicates that a resource in a local register shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant. Furthermore, the CEQA Guidelines indicate that generally, a resource shall be considered to be “historically significant” if the resource meets the criteria for listing on the California Register of Historical Resources, including the following:

- (1) Is associated with events that have made a significant contribution to the broad patterns of California’s history and cultural heritage;
- (2) Is associated with the lives of persons important in our past;
- (3) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
- (4) Has yielded, or may be likely to yield, information important in prehistory or history.

A review of the historical significance of the Wharf was conducted in 2012 as part of studies prepared for the Regional Desalination Project. The review included preparation of a California Department of Parks and Recreation “Primary Record” (DPR) form. The historic resource evaluation concluded that the Wharf has historical significance at the local level due to listing in the City’s Historic Building Survey and also is eligible for listing in the California Register of Historical Resources (California Register) under Criterion 1 due to its association with the economic development of Santa Cruz and the long history and role of wharves along the Santa Cruz waterfront.

Evaluation for eligibility for the California Register requires establishment of historic significance and consideration of “integrity,” which refers to those features necessary to convey its significance. While a property’s significance relates to its role within a specific historic context, its integrity refers to “a property’s physical features and how they relate



to its significance.” The California Register has identified seven aspects of integrity: location, setting, design, materials, workmanship, feeling and association.

While the materials of the Wharf have been changed over time, the current materials of both the Wharf substructure and those used on the more modern buildings situated on the Wharf are compatible in character with those used historically. The structure retains integrity of location and overall design, workmanship, feeling and association. The larger context or urban setting in the Beach area of Santa Cruz has evolved over time, becoming increasingly built up and urban, but this has not impaired the overall integrity or visual significance of the Wharf. The Santa Cruz Wharf has been continuously used since its original construction in 1914 and, although it has undergone numerous functional and structural changes since that time, it remains a vital part of the fabric of the Santa Cruz waterfront.

The Municipal Wharf is located in the place where it was originally built in 1914 at the base of Pacific Avenue, which historically provided a direct connection between the wharf and downtown Santa Cruz. The other piers and wharfs that once lined this part of the Santa Cruz waterfront are no longer extant. In terms of design, the Municipal Wharf retains its original design intent to provide Santa Cruz with a direct connection to ocean industries and shipping, despite the fact that its function significantly changed after circa 1950. For example, commercial and recreational fishing operations shifted from the Wharf to the new Santa Cruz Harbor when it was completed in 1964. This historical connection is further enhanced by the setting on the Santa Cruz waterfront, and the wharf’s prominence in views from West Cliff Drive and Beach Hill.

The Municipal Wharf helps convey the sense of place and orientation of Santa Cruz along the waterfront which was integral in the development of the City. It retains its integrity of feeling since it still retains its significant physical characteristics that convey its historic qualities, and evokes a sense of its historical past. It retains its integrity of association as the property is directly linked to past significant events, such as its use in shipping and the fishing industry. The majority of the businesses currently on the Municipal Wharf have been present for decades, including a few of the restaurants. These restaurants do not reflect the original fishing-related warehouses and buildings that historically occupied the wharf, but are indicative of the early Italian-American adoption of the Wharf as a place of business, as well as the shift from primary fishing to tourist enterprises by those early families.



The Wharf is the last of the original six wharf and piers that were constructed, and is the only surviving property associated with the shipping and fishing industries of the City from the early 20th century, which further elevates its significance. Although fewer than five percent of the original pilings still exist and there have been additions and alterations to the structure within the past fifty years, which has led to major losses in historic materials, it still conveys its historical significance, especially as the last surviving example of a property type pivotal in the historical development of the City.

The elements and integrity that make the Wharf potentially eligible for listing in the CRHR exist in its location, design (general placement of deck over piers, and distinct turn at end of pier), setting (e.g., proximity to railroad truss bridge and the Boardwalk), feeling (still “reads” as a large functioning pier), and association (the Wharf is still the place where economic and transportation activities took place that were important in the development of Santa Cruz), rather than specific materials and workmanship which were necessarily replaced and adapted over time to support the continued functioning of the pier

Assessment of Potential Impacts

Adoption and implementation of the proposed Wharf Master Plan would result in construction of new facilities and improvements that would alter the Wharf structure. As discussed above the Wharf is considered is a historical resource under CEQA. According to CEQA (section 21084.1), a project that could “cause a substantial adverse change in the significance of an historical resources” may have a significant impact. CEQA Guidelines section 15064.5(b)(1) indicates that a “substantial adverse change in the significance of an historical resource” means “physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource *would be materially impaired.*” Subsection (2) further indicates that the significance of a historical resource is *materially impaired* when a project “demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance” that justify its inclusion in or eligibility for listing in the CRHR or its inclusion in a local register.

The proposed improvements would be executed in similar materials as have been used historically on the Wharf and new structures or amenities proposed are of similar type, scale, massing and materials as those already in existence on the Wharf. The new buildings and amenities proposed would not impair the historic character, feeling or



association of the Wharf and they would be designed to be compatible with the current and past elements along the Wharf. All of the proposed improvements appear to have been designed with the *Secretary of the Interior's Standard for the Treatment of Historic Properties* in mind and the overall intent of the proposed project is to ensure the longevity of the Wharf both materially and economically.

While these improvements would likely increase uses along the Wharf, these uses would not impact the overall historic aesthetic of the Wharf. When considered collectively the suggested long-term maintenance, increased uses, improved infrastructure, and new building and amenities would not result in “substantial adverse change” in the significance of the Santa Cruz Municipal Wharf and therefore, the impact would be *less than significant*.

While many of these improvements would be considered alterations to the historic Wharf structure, they would ultimately provide for the long-term maintenance, care and use of the structure. The new or remodeled/infill buildings would potentially change or alter the historic Wharf in scale, massing and materials. However, none of the planned facilities and improvements envisioned in the proposed Master Plan would demolish, destroy, or relocate the Wharf such that it could no longer convey its historic significance. None of the proposed projects is of such a scale or intervention that the Wharf would no longer be considered an important visual feature of the Santa Cruz waterfront. The improvements would ultimately enhance the ability of the Wharf to continue to contribute the economic vitality and tourist industries of Santa Cruz. The Wharf structure would be expanded for the East Promenade and Westside Walkway, but the expansion would retain the same linear form as currently exists. The other improvements would not substantially alter the Wharf in a way that would diminish its historic significance.

The 2001 DPR form indicates that the eligibility and significance of the Wharf relate to its association with the economic development of Santa Cruz and long history of wharves along the Santa Cruz waterfront. The adoption of the Master Plan and subsequent construction of anticipated improvements would not alter the Wharf's association with the economic history of Santa Cruz nor would it change the Wharf's location. Future improvements would not adversely impact the physical characteristics that convey the historical significance of the Wharf as none of the improvements would not alter the overall historic integrity of the resource. The Wharf has evolved and changed over time as uses, needs, and users have changed. These incremental alterations and improvements



have not resulted in any significant physical changes that impacted the historic character of the Wharf.

Additionally, the Master Plan proposes construction of a new “Landmark Building” at the end of the Wharf. The new building would be sited in the historic location of a large warehouse. According to the Master Plan, “the restoration of this building would re-establish a strong visual terminus to the Wharf” and “would provide an icon tied to its maritime traditions”. The Master Plan indicates that this building and location “recalls the historic warehouse structure that once occupied this key location.” The re-introduction of this feature near the southern terminus of the Wharf would be in keeping with the historic character and uses. The building would be designed to reflect the shape and form, but would not necessarily mimic, the historic structure that once stood at this end of the Wharf. The proposed structure, while not fully designed, appears to be generally compatible in its scale, massing, and materials to both the current and historic structures of the Wharf as well as the overall location and placement at the southern end of the structure. In conclusion, the construction of this new structure on the Wharf would not result in the “substantial adverse change” of the significance of the Wharf and would not visually alter the Wharf, such that it no longer conveys its significance.

The relocation and introduction of a new entry gate would result in physical alteration of the Wharf structure with a small expansion of the deck, which would be constructed of wood, and installation of 30 piles – 24 12-inch piles and six 14-inch steel piles. The alteration would not change the location or setting of the Wharf, and the 12-inch timber piles are the same as those that are currently used to replace damaged or worn piles. The scale and massing of the new entry gate would be compatible with the overall character of the Wharf. The change would not adversely affect the physical characteristics of the Wharf that convey its historic qualities and would not result in “substantial adverse change” in the significance of the historic resource.

The construction of the East Promenade would not demolish, destroy, or relocate significant elements of the Wharf. Expansion of the Wharf by approximately 1.5 acres to create the East Promenade would retain the same linear form of the Wharf as currently exists. The approximate 1.5-acre expansion would result in a pedestrian facility with a hardwood deck supported by approximately 525 new 12-inch timber piles. This linear addition to the Wharf would reflect the maritime character of the original Wharf structure. The materials used and the design employed would be consistent with the other



incremental changes and features that have been added to the Wharf over time. The East Promenade improvements would not result in a significant visual change to the Wharf, nor would they result in the “substantial adverse change” in the significance of the Wharf as a historic resource.

The improvements proposed for the West side of the Wharf are mostly structural (new piles) and cosmetic (improvements to the facades of the existing buildings). These alterations would not change the overall character of the Wharf and would not impair the ability of the Wharf to convey its historic significance.

Conclusion

The Santa Cruz Wharf has an important place in the City’s history and it is an identified historic resource. The proposed project would not result in cumulative changes that would impair the significance of the historic resource. Overall, the proposed changes are in concert with the recommendations found within the Secretary of the Interior’s Standards for the Treatment of Historic Properties. The project employs materials and elements that will marry the older materials, buildings and components of the Wharf with the proposed new elements and interventions necessary for both the structural and economic longevity of the historic resource. None of the proposed components of the project would result in impaired historic integrity of the resource, nor would they rise to “substantial adverse change” in the significance of the historic resource. Further, given the life long incremental changes that have occurred on the Wharf, these proposed alterations are in keeping with the past accumulations of repairs, upgrades and expansions that have retained the Wharf’s place as an important Santa Cruz commercial and tourist destination. The proposed Master Plan will not result in the “substantial adverse change” in the significance of the Wharf.



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|---|-----------|------------------|
| State of California — The Resources Agency DEPARTMENT OF PARKS AND RECREATION PRIMARY RECORD | Primary # | HRI # |
| | Trinomial | NRHP Status Code |
| Other Listings Review Code | Reviewer | Date |

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*Resource Name or #: Santa Cruz Municipal Wharf

*P1. Other Identifier: Santa Cruz Municipal Pier

*P2. Location: Not for Publication Unrestricted

*a. County: Santa Cruz

and (P2b and P2c or P2d. Attach a Location Map as necessary.)

*b. USGS 7.5' Quad: Santa Cruz Date: 1954, photorevised 1968 T 11S ; R 2W ; SE ¼ of NE ¼ of Sec 24 ; M.D. B.M.

c. Address: Beach Street, Municipal Wharf

City: Santa Cruz

Zip: 95060

d. UTM: Zone: 10 ; 0587189 mE/ 4090950 mN

e. Other Locational Data: (e.g., parcel #, directions to resource, elevation, etc., as appropriate) Elevation:

The Santa Cruz Municipal Wharf is located at the southern end of Pacific Avenue, and extends out over the beach and waterway.

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

The Santa Cruz Municipal Wharf is situated at the southern end of Pacific Avenue, and is a prominent feature of the Santa Cruz waterfront. The approximately 3,000-foot long Wharf was constructed in 1914, with its end bent to the west for a steamship dock and freight warehouse, creating an irregular L-shape form. The structure currently stands approximately 22 feet above mean sea level. Davits for lifting fishing vessels once lined the wharf, as well as a rail line, warehouses, and fishing-related storefronts. Today, the largely industrial and commercial oriented historic-era businesses of the Wharf, have been replaced by restaurants and other tourist oriented services. The rail line was taken out ca. late 1940s to early-1950s, and replaced with a paved deck for vehicle traffic. Numerous davits for lifting fishing boats were removed after construction of the Santa Cruz Harbor in 1964. The deck of the Wharf has been widened to allow larger restaurant buildings, etc. Over 20 buildings and structures associated with these businesses are located on the deck of the Wharf, as well as other built environment features associated with utilities, lighting, etc. These auxiliary structures are not a part of this recordation.

Per the Santa Cruz Public Library website, the Municipal Wharf originally consisted of 2,043 approximately 70- foot-long Douglas fir pilings, driven 21 feet into the ocean floor. That total number of pilings has been increased to 4,528 today, with approximately 5 percent remaining from the original construction. On average, 30 pilings need to be replaced each year for safety. The Wharf has been widened from its original 100-foot width over the years to allow for larger business and more traffic. The location and length of the Wharf remain unchanged.

*P3b. Resource Attributes: (List attributes and codes) AH13, HP11

*P4. Resources Present: Building Structure Object Site District Element of District Other (Isolates, etc.)

P5b. Description of Photo: Santa Cruz Municipal Wharf, looking northeast from water.

*P6. Date Constructed/Age and Sources:
 Historic: 1914

*P7. Owner and Address:

City of Santa Cruz
809 Center Street
Santa Cruz, CA 95060

*P8. Recorded by:

Corri Jimenez
Architectural Historian
URS Corporation
1333 Broadway Avenue, Suite 800
Oakland, CA 94612

*P9. Date Recorded: 11-17-2011

*P10. Survey Type: (Describe)
Reconnaissance Survey*P11. Report Citation: URS 2012. *Cultural Resources Study for SCWD2 Regional Seawater Desalination Project, Santa Cruz County, California*. Prepared for scwd2 Desalination Program, 212 Locust Street, Santa Cruz, CA 95060. Prepared by URS Corp., 100 W. San Fernando St., Suite 200, San Jose, CA 95113*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):

DPR 523A (1/95)

*Required information

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

Primary #
HRI#

BUILDING, STRUCTURE, AND OBJECT RECORD

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*NRHP Status Code 3CS, 5S1

*Resource Name or # Santa Cruz Municipal Wharf

B1. Historic Name: Santa Cruz Municipal Wharf

B2. Common Name: Santa Cruz Municipal Wharf

B3. Original Use: Pier for fishing industry, shipping, large boat docking

B4. Present Use: Recreational pier and tourism

*B5. Architectural Style: Utilitarian

*B6. Construction History: Initial construction in 1914. Alterations ongoing for maintenance (replacement of pilings, associated buildings, etc.). The pier originally had a railroad line that ran along the eastern side of the deck, out to the end, for shipping, etc. (which made the original 1875 Railroad Wharf obsolete for rail shipping and was torn down in 1922). The rail line was taken out ca. late 1940s to early-1950s, and replaced with a paved deck for vehicle traffic. Wharf widened to allow larger restaurant buildings, etc. Numerous davits for lifting fishing boats removed after construction of the Santa Cruz Harbor in 1964, located approximately three-quarters of a mile east of the Santa Cruz Municipal Wharf.

*B7. Moved? No Yes Unknown Date:

Original Location:

*B8. Related Features: Numerous buildings housing restaurants and other tourist-related businesses

B9a. Architect: Unknown

b. Builder: City of Santa Cruz

*B10. Significance: Theme: Industrial Development/Transportation

Area: Local (City of Santa Cruz and vicinity)

Period of Significance: 1914-1964

Property Type: Wharf/Pier

Applicable Criteria: CRHR 1, City of Santa Cruz Registry Criteria 1 and 2

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

The Santa Cruz Municipal Wharf is the first entry in the Santa Cruz Historic Building Survey, Volume I (Page and Associates 1976:26), and was given a rating of "excellent" at the time, based on an evaluation of the structure's historical significance, architectural significance, importance to the neighborhood, alterations, and physical condition. The Wharf is also included on the City of Santa Cruz list of properties on the Historical Building Survey. The Municipal Wharf is the last in a series of six piers that were built on the Santa Cruz waterfront between 1849 and 1914. The property's period of significance spans from its construction in 1914 through 1964, when commercial and recreational fishing operations shifted permanently from the Municipal Wharf to the new Santa Cruz Harbor.

The following context for Santa Cruz' wharves and piers is excerpted from the Historic Context Statement for the City of Santa Cruz (Lehman 2000:27): (See Page 3 of 12)

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

*B12. References: (See Page 6 of 12)

B13. Remarks:

B14. Evaluator: Jay Rehor & Corri Jimenez, URS Corp.
1333 Broadway, Suite 800
Oakland, CA 94602

*Date of Evaluation: 12/10/2012

(This space reserved for official comments.)



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

Primary #
HRI#
Trinomial

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*Resource Name or # Santa Cruz Municipal Wharf

*Recorded by: Jay Rehor & Corri Jimenez

*Date: 12/10/12

 Continuation Update**B10. Continued**

Before railroads and motor roads linked the community to the outside world, the city's industries were dependent on shipping. Getting goods to waiting ships was the first problem and the initial solution was primitive at best. Lumber was dragged through the surf and hoisted aboard waiting schooners. Men carried lighter objects on their shoulders to small boats which in turn brought them to ships. Elihu Anthony, a merchant and foundry owner came up with a marginally better system with his partner Edwin S. Penfield when in 1847 they built a rudimentary wharf at the foot of the present Bay street. The "wharf" was really a plank chute steep enough to slide a sack of potatoes into a waiting rowboat. It was later bought by Davis and Jordan who owned a small fleet of schooners that carried shipments of lime from their kilns. They replaced the structure in 1856 with a 1000 foot wharf and developed a system wherein the lime was transported by tram cars moved by gravity down an incline, then hauled with horses back up the hill. This wharf was ultimately destroyed by heavy seas in 1907.

A second wharf was completed in 1855 by David Gharkey who extended it in 1863 to accommodate larger vessels. When a narrow gauge railroad began operating between Santa Cruz and Felton, tracks were laid and the Gharkey Wharf became the railroad wharf. It was later purchased by the South Pacific Coast railroad. Although the California Powder Works initially used the Davis Jordan wharf, they began construction on their own which was located on what is now Santa Cruz's main swimming beach. In addition they built a large warehouse on the top of Beach Hill.

For about five years, the powder and railroad wharves were connected but the cross wharf between the two was demolished in 1882. The city's fishing fleet used the railroad wharf as its base of operations but moved to the municipal wharf that was constructed by the city in 1914. The railroad wharf was finally torn down in 1922. (Refer to composite sketch of the wharf on Page 5 of 12)

The opening of the municipal wharf, built as a result of a \$172,000 bond issue, was dedicated with great fanfare on December 5, 1914. Composed of over 2000 Douglas fir pilings, the wharf was 2,745 feet long. It has been remodeled and refurbished a number of times, including a major project completed in 1984. In contrast to the city's early wharves that had warehouses and businesses associated with fishing and shipping, the current wharf is tourist oriented with restaurants, stores and souvenir shops... (Lehman 2000:27)

Within the historic context of the economic development of Santa Cruz, between 1850 and 1950, the Municipal Wharf represents an important property type related to industrial development, transportation, and recreation development (Lehman 2000:28-32). As the last of a series of six wharves that were built to serve industrial and commercial development in Santa Cruz—and which were a defining element of the Santa Cruz waterfront since 1847—the Municipal Wharf serves as a vital physical reminder of that history. As Lehman writes, "it is, perhaps, the last remnant of the time when the waterfront served the needs of a booming industrial economy" (Lehman 2000:30).

Naturally, the historical fishing industry was also heavily dependent on the wharves of Santa Cruz, including the Municipal Wharf, prior to 1950. As Lehman (2000:14) writes:

the first viable commercial fishing company was not created until a narrow gauge railroad line was built between Santa Cruz and the Southern Pacific station near Watsonville in 1875. A group of Italians, along with some Californios already living in Santa Cruz began a fresh fish business at the terminus of the railroad in Santa Cruz. In 1879, 139,000 pounds of fish were shipped from that port. Italian families, most from Genoa and the towns nearby, became associated with the fishing industry and many of their descendants are still residents of Santa Cruz. These include familiar local names like Stagnaro, Carniglia, Canepa and Faraola.

Cottardo Stagnaro arrived from Italy in 1874, and along with his sons and grandchildren, established the C. Stagnaro Fishing Corporation. In 1902, John and Sunday Faraola whose father emigrated to California in the 1860s, established a commercial fishing company on the old railroad wharf. They built a fleet of fishing vessels that was one of the largest on the Central California coast. At the height of the industry, 75 to 100 boats a day unloaded tons of salmon, sea bass rock cod and sole. Sport fishing has been a top attraction since the turn of the century and the Faraola family ran a charter service on the wharf in addition to their commercial fishing business.

World War II proved a disastrous time for the Santa Cruz fishing fleet. As a result of Executive Order #9066 issued in February 1942, Italian families, many of whom had established neighborhoods at the lower end of Bay Street near the waterfront, were made to leave their homes and move inland. Even those who had sons who were born in the United States and were serving in the armed forces, were not permitted to enter restricted areas that included the entire coastline. The boats were abandoned or confiscated for use in the war effort. After the war, many of the fishing families became involved in other business pursuits. Although Santa Cruz no longer has an active commercial fishing fleet based in the city, the sport fishing business is still active and the names of pioneering Italian families can be seen on the concessions and restaurants lining the present day municipal wharf. (See Page 4 of 12)

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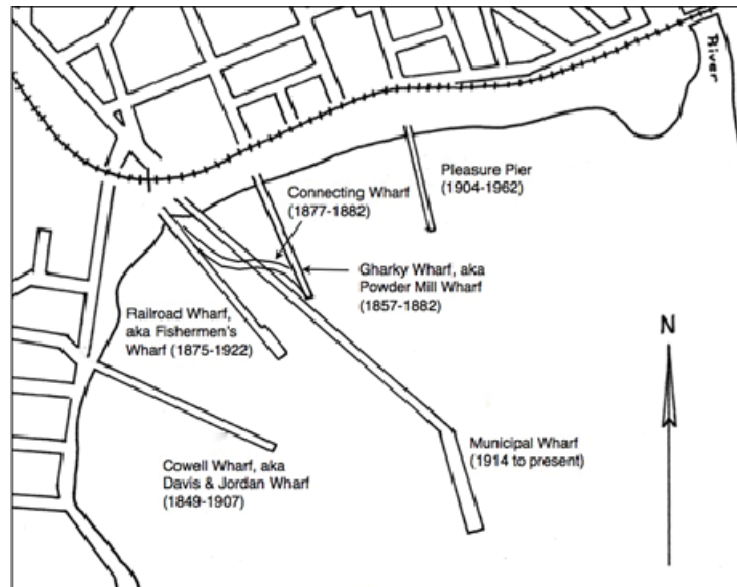
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Continuation

Update

B10. Continued



Composite sketch map of all of Santa Cruz's historic wharves (Frank Perry Collection; <http://limekilnlegacies.com/pdfs/Notes-on-Santa-Cruz-Wharves.pdf>)

CRHR and City of Santa Cruz Registry

The Santa Cruz Municipal Wharf has historical significance on a local level under Criterion 1 of the CRHR as well as City of Santa Cruz Registry Criteria 1 and 2 due to its association with the economic development of Santa Cruz and the long history and role of wharves along the Santa Cruz waterfront. The wharf has been continuously used since its original construction in 1914 and, although it has undergone numerous functional and structural changes since that time, remains a vital part of the fabric of the Santa Cruz waterfront. One of the largest of these changes occurred in 1964, when construction of the Santa Cruz Harbor was completed, and commercial and recreational fishing operations shifted permanently from the Municipal Wharf to the new harbor. However, even prior to this time, the Wharf had begun to make the transition to the service and tourist industry, as attested in historic photographs from the 1950s, which show the original railroad absent, a paved deck for vehicles, and restaurants beginning to dominate the Wharf (See Photo on Page 8 of 12).

While many of the original materials, both above and below deck, have been replaced over time in order to maintain the Municipal Wharf as a functioning structure (and, as such, lacks integrity of materials and workmanship), the Wharf does maintain its integrity of location, design, setting, feeling, and association. The Wharf relays a sense of location, as it is still located in the place where it was originally built in 1914 at the base of Pacific Avenue, which historically provided a direct connection between the Wharf and downtown Santa Cruz. In terms of design, the Municipal Wharf still reflects the intent of the Wharf to provide Santa Cruz with a direct connection to ocean industries and shipping, despite the fact that the function of the Wharf significantly changed after ca. 1950. This historical connection is further enhanced by the physical environmental setting on the Santa Cruz waterfront, and the Wharf's prominence in views from West Cliff and Beach Hill. (See Page 5 of 12)

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B10. Continued

Along with other historic built environment resources such as the Boardwalk, the Municipal Wharf helps convey the sense of place and orientation of Santa Cruz along the waterfront which was integral in the development of the city. The Wharf retains its integrity of feeling since it still retains its significant physical characteristics that convey its historic qualities, and evoke a sense of its historical past (which spans from 1914 through 1964). The Wharf retains its integrity of association as the property is directly linked to past significant events, such as its use in shipping and fishing industry. While many of the original materials and fabric have been replaced as part of continued maintenance to sustain the property's use, the changes have not affected the character or visual narrative of the property and have enabled retention of integrity of setting, feeling, and association. The majority of the businesses currently on the Wharf have been present for decades, particularly the Italian restaurants. These restaurants do not reflect the original fishing-related warehouses and buildings that historically occupied the Wharf, but are indicative of the early Italian-American adoption of the Wharf as a place of business, as well as the shift from primary fishing to tourist enterprises by those early families.

In addition to the above criteria, when analyzing the historical significance of a property with a period of significance that extends into the recent past, or less than 50 years from the present, Criterion Consideration G of the National Register must also be applied. Typically the National Register Criteria for Evaluation exclude properties that achieved significance within the past fifty years unless they are of exceptional importance. Fifty years is a general estimate of the time needed to develop historical perspective and to evaluate significance. This consideration guards against the listing of properties of passing contemporary interest and ensures that the National Register is a list of truly historic places. The Office of Historic Preservation expects this guidance to be applied to CRHR evaluations.

According to the National Park Service, the phrase "exceptional importance" may be applied to the extraordinary importance of an event or to an entire category of resources so fragile that survivors of any age are unusual. Properties less than fifty years old that may qualify as exceptional include those where the entire category of the resource is fragile. The phrase "exceptional importance" does not require that the property be of national significance. It is a measure of a property's importance within the appropriate historic context, whether the scale of that context is local, state, or national.

The Santa Cruz Municipal Wharf is the last wharf of the original six that were constructed, and is the only surviving property associated with the shipping and fishing industries of the City from the early 20th century. Although, as indicated by the City of Santa Cruz website, fewer than 5 percent of the original pilings still exist at the Santa Cruz Municipal Wharf and there has been additions and alterations to the structure within the past fifty years, which has led to major losses in historic fabric and materials, it still conveys its historical significance, especially as the last surviving example of a fragile property type.

In summary, the Santa Cruz Municipal Wharf appears to be eligible to the CRHR under Criteria 1 and the City of Santa Cruz Registry under Criteria 1 and 2, and retains its historic integrity. In addition, as a property that continued to achieve significance into a period less than fifty years ago, the Santa Cruz Municipal Wharf is an exceptional example of a fragile category of properties under Criterion Consideration G. Therefore, the property is considered a historical resource for purposes of CEQA.

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B12. Continued

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Early photo of Municipal Wharf, with railroad tracks at right. Original 1875 Railroad Wharf barely visible in background at left; small Pleasure Pier (part of Boardwalk) visible in background at right (Frank Perry Collection; <http://limekilnlegacies.com/pdfs/Notes-on-Santa-Cruz-Wharves.pdf>)



Ca. 1914 photo of new Municipal Wharf (left) and Railroad Wharf (right) (Santa Cruz Public Library Collection)

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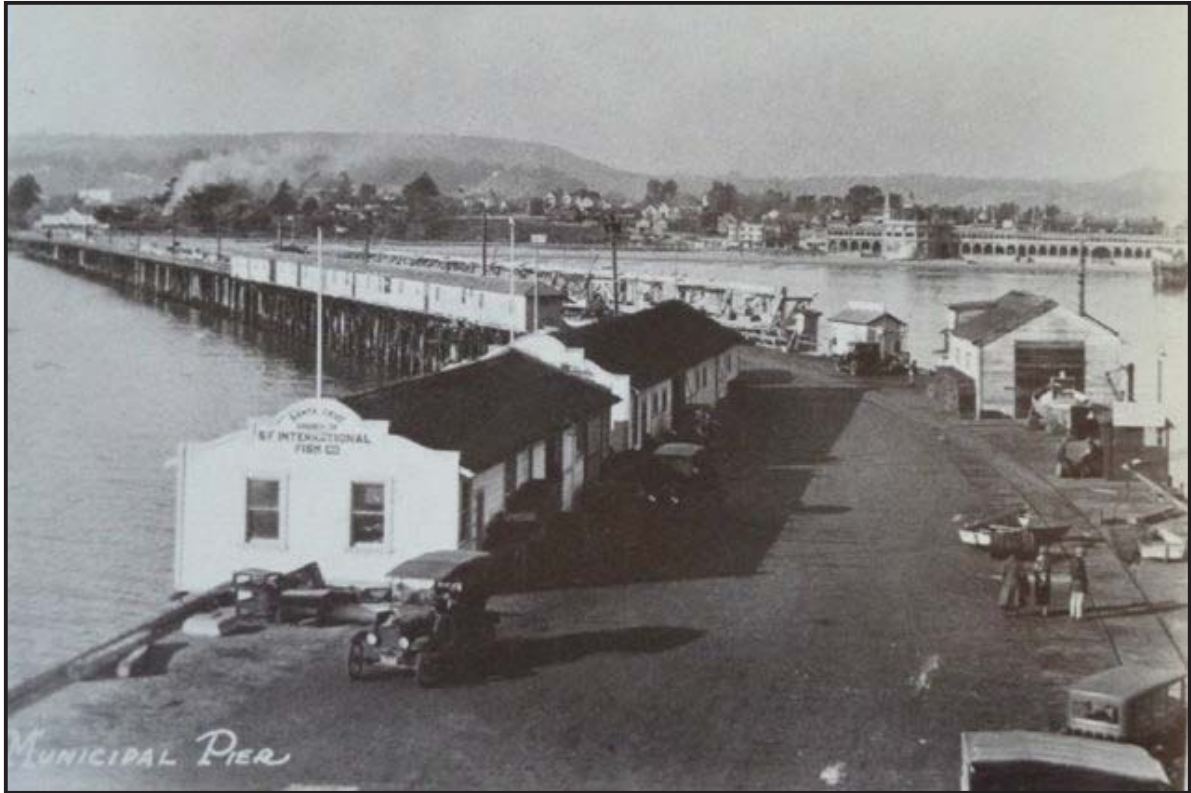
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Ca. 1920s photo of Municipal Wharf, with railroad tracks at right. Note businesses lining west side of pier and davits on east side, similar to the present-day layout (Santa Cruz Museum of Natural History)



Ca. 1950s photo of Municipal Wharf. Railroad tracks removed; fishing fleet present on east side of pier (Santa Cruz Museum of Natural History)

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View to the East: Current view of Municipal Wharf from West Cliff Drive.



View to the West: Aerial view of Municipal Wharf in context of Santa Cruz waterfront (Beach Hill and Boardwalk in foreground; West Cliff in background).

(Photo courtesy of Robert Campbell, [http://commons.wikimedia.org/wiki/File%3AAerial view - Santa Cruz CA.jpg](http://commons.wikimedia.org/wiki/File%3AAerial_view_-_Santa_Cruz_CA.jpg))

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View to the North: Commercial Buildings, built along Wharf roadway.



View to the West: Commercial Buildings, built along Wharf roadway.

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View to the West: Commercial Buildings, built along Wharf roadway.



View to the West: Commercial Buildings, built along Wharf roadway.

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*Resource Name or #: Santa Cruz Municipal Wharf

*Map Name: Santa Cruz USGS 7.5 Minute Topographic

*Scale: 1:24,000 *Date of Map: 1954 (P.R. 1968)

