

MEMORANDUM

DATE	June 5, 2018	PROJECT NO.	16282
TO	Owen Lawlor	PROJECT	418 and 428 Front Street Historic Consultation Josh Bevan, Architectural Historian/Cultural
OF	SC River Front, LLC P.O. Box 377 Santa Cruz, CA 95061	FROM	Resource Planner and Christina Dikas, Senior Architectural Historian
CC	Ruth Todd, Principal-in- Charge	VIA	Email

REGARDING: 418 & 428 Front Street, Santa Cruz, California

INTRODUCTION

This memorandum has been prepared for SC River, LLC and expands upon the findings of State of California Department of Parks and Recreation (DPR) historic resource survey forms completed in 2009 for the commercial buildings located at 418 and 428 Front Street, Santa Cruz, California. Page & Turnbull conducted additional historic research relating to the construction chronology and significance of each building within the historic context of the City of Santa Cruz. In November and December 2016, Page & Turnbull conducted site visits and took digital photographs of each building in order to document and provide analysis of existing character-defining features. This memorandum additionally describes options for mitigation and alternative design approaches related to CEQA review for each building.

Methodology

Following the site visits, research for both buildings was conducted at Santa Cruz Planning and Community Development's Building Permit Office and the Santa Cruz Public Library. Additional research through online digital collections and secondary sources included: California Digital Newspaper Collection; Online Archive of California; UC Santa Cruz Digital Collections; San Jose Public Library Digital Collections; Santa Cruz Public Library Digital Collections; and the California State Library. All photographs in this report were taken by Page & Turnbull in November and December 2016 unless otherwise noted.

Summary of Findings

Page & Turnbull concurs with the findings in the 2009 DPR forms that the buildings located at 418 and 428 Front Street each appear individually eligible for listing in the California Register of Historic Resources under Criterion 3 (Architecture). 418 Front Street is one of the earliest of extant automotive service-related buildings in the City of Santa Cruz and retains overall historic integrity associated with the building's original Mission Revival/Art Deco design by Lee Dill Esty, a prominent architect of many residential and commercial buildings in Santa Cruz County. 428 Front Street retains overall historic integrity and remains a well-intact example of the Streamline Moderne architectural style that gained popularity in downtowns in the 1930s and 1940s. These buildings do not appear to be located within a potential historic district. The surrounding area's historic setting has been heavily diminished in terms of fabric relating to period 1925 to 1955, which spans each building's period of significance as listed on 2009 DPR forms.

CURRENT HISTORIC STATUS

National Register of Historic Places

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

418 Front Street is not currently listed on the National Register of Historic Places.

428 Front Street is not currently listed on the National Register of Historic Places.

California Register of Historical Resources

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

418 Front Street is not currently listed on the California Register of Historical Resources.

428 Front Street is not currently listed on the California Register of Historical Resources.

California Historical Resource Status Code

Properties listed or under review by the State of California Office of Historic Preservation are assigned a California Historical Resource Status Code (Status Code) of "1" to "7" to establish their historical significance in relation to the National Register of Historic Places (National Register or NR) or

California Register of Historical Resources (California Register or CR). Properties with a Status Code of “1” or “2” are either eligible for listing in the California Register or the National Register, or are already listed in one or both of the registers. Properties assigned Status Codes of “3” or “4” appear to be eligible for listing in either register, but normally require more research to support this rating. Properties assigned a Status Code of “5” have typically been determined to be locally significant or to have contextual importance. Properties with a Status Code of “6” are not eligible for listing in either register. Finally, a Status Code of “7” means that the resource has not been evaluated for the National Register or the California Register, or needs reevaluation.

Neither 418 Front Street nor 428 Front Street are listed in the California Historic Resources Information System (CHRIS) database with a status code. Though DPR forms were written in 2009, the findings were not reported to the California Office of Historic Preservation. The most recent update to the CHRIS database for Santa Cruz County that lists Status Codes was published in April 2012.

Santa Cruz Historic Resources

The City of Santa Cruz completed historic building surveys in 1976, 1989, and 2013. Both 418 and 428 Front Street are included in *Santa Cruz Historic Building Survey, Volume III* published in March 2013. The 2013 survey inventories the buildings based upon findings of the 2009 DPR forms; however, the survey does not provide historic designation of the buildings to a local historic district or as individual landmarks. As of 2016, neither 418 nor 428 Front Street are designated within any local City of Santa Cruz historic districts.

Review of 2009 DPR Forms

Historic resource surveys of 418 and 428 Front Street were completed in 2009 prior to the publication of *Santa Cruz Historic Building Survey, Volume III* in 2013, and provided concise histories of each building as well as brief architectural descriptions. Both buildings were determined to appear eligible for individual listing on the California Register under Criterion 3 (Architecture). In the case of 418 Front Street, the building was designed by notable Santa Cruz area architect Lee Dill Esty, whose impact on Santa Cruz’s architectural history is well-established in the City’s historic building surveys, historic context statement, and through prior scholarly research. Accordingly, Page & Turnbull has provided contextual background and additional detail relating to relevant architectural styles, a list of character-defining features, and significance diagrams for each building.

ARCHITECTURAL DESCRIPTIONS

418 Front Street

418 Front Street is a one-story, Mission Revival style commercial building designed in 1925 by architect Lee Dill Esty. Esty’s design incorporated Art Deco influences and connected the regionally prolific Mission Revival style to the emergent popularity of Art Deco in the 1920s. The building faces west and is situated along the east side of Front Street, directly adjacent to the sidewalk. The building is

constructed of formed concrete and clad in a flat stucco finish along its primary (west) façade. The building spans three bays in width and extends the depth of its lot which abuts the west bank of the San Lorenzo River.

Primary (West) Façade

The primary façade faces west and is comprised of three structural bays. The façade is symmetrical, featuring a central bay with recessed entry flanked by north and south bays (**Figure 1**). The north and south bays each contain non-original, metal-framed tripartite display windows with modern plate glass. Each third of the window is comprised of a single lower light beneath the transom and two transom lights above

The central bay contains a non-original, metal framed double door flanked by side-lights and situated beneath a lit transom installed c. 1993. The materiality of the door and surrounding glazing match that of display windows in the north and south bay installed concurrently. Openings within the central, north, and south bays are uniform in height. A raised stucco belt course with arrowhead motifs spans the width of the primary directly above display windows and recessed entry. The arrowheads are located at the approximate location of bay partitions, and are spaced evenly, providing symmetrical ornamentation. The first story is clad in stucco with raised cement plaster arrowhead motifs. A non-original, semi-circular canopy is located at the central bay. The primary façade is capped with a curved parapet that includes stepped coping at the north and south bays. An additional arrowhead motif is placed at top-center.



Figure 1: 418 Front Street, primary (west) facade. Facing east.

North Façade

The north façade faces a hardscaped parking lot. Along the north façade, the building's formed concrete structure is visible. The easternmost portion of the north façade contains no windows or openings. The central portion of the façade contains no windows aside from sidelights and lit transom that surround a secondary side-entry door. The doorway is similar to that of the main entry in material and design and was inserted into a non-original opening in the north façade c. 1993 (**Figure 2**). The primary façade's raised belt course terminates at the northwest corner of the north façade and is mimicked by paint applied directly to the formed concrete surface of the north façade. Utility connections and a semi-permanent planter and are located along the western-half of the north façade (**Figure 3**).



Figure 2: Metal framed entry with plate glazing inserted into north façade c. 1993. Looking south.



Figure 3: North façade. Looking southwest.

Rear (East) Façade

The rear façade faces east and is adjacent to the San Lorenzo River's west bank (**Figure 4**). This façade appears to be the same width as the primary façade; however, the rear façade is divided into four bays. The southernmost bay contains an emergency exit door. The door replaces a filled former window opening. This opening, along with similar former window openings in the rear façade's two central bays and northernmost bay, were infilled with concrete masonry units (cmu) during building renovations in 1993-1994. The former window openings are rectangular in shape and may have contained block glass or industrial windows originally. Downspouts from the parapeted roof are located at the southernmost and northernmost extents of the rear façade.



Figure 4: Rear (east) façade. Looking west.

South Façade

The south façade is not visible as it abuts the north façade of the neighboring building addressed 412 Front Street.

428 Front Street

428 Front Street was constructed by contractor Orlo Hackbarth in 1948 and originally functioned as an auto repair shop. The building features a generally rectangular plan and is constructed of reinforced concrete block. Designed in the Art Moderne style of the mid-20th century, the building remains an excellent example of the Streamline sub-style of Art Moderne. A combination of curved planes, varied material palette and emphasized horizontality are well-apparent, and representative of the building's construction during a period of technological innovation which informed architectural design inspired by speed, travel, and post-war modernity. The building is comprised of a central, two-story T-shaped volume with two smaller, one-story rectangular volumes flanking the front façade. The building extends the full depth of its lot and is slightly angled along its rear façade, compensating for the lot's angled perimeter adjacent to the San Lorenzo River.

Primary (West) Façade

The primary façade is six bays in width and is composed of a recessed central volume with a projecting display window at center, and two outer volumes along the same plane as the projecting display window. The outermost bays (northernmost and southernmost) are one story in height, but appear taller due to parapet extensions above the first story ceiling level. These volumes are clad in stucco and curve into the recessed central volume. Along the first story, the inner portion of these volumes contains a square, metal-framed corner display window above a tiled water table. Above display windows, the outer volumes are faced with smooth stucco to the top of the parapet extension. The parapet is capped with simple metal coping (**Figure 5**).

Moving inward from the outermost bays, the main rectangular volume is divided into four bays. The northernmost central bay contains a slightly projected portion of wall clad in square tile that contains a slender column of square glass block. To the south of the tiled wall, a non-original, metal-framed door is located next to a glazed opening that was likely an original entry. The two centralmost bays contain a boxed bay window that projects to the same plane of the outermost bays. The window is placed above a glass block water table and is comprised of six street-facing panes separated by metal mullions, a north-facing pane, and a south-facing pane. The window features a molded stucco head that extends to an awning overhead.

The primary façade's first-story is capped by a wide awning that spans the width of the central four bays and curves into the outermost bays. Above the awning, the second-story of the central volume extends to the building's roofline. This portion of the primary façade is clad in smooth stucco and capped with simple metal coping.



Figure 5: 428 Front Street, primary (west) façade. Facing east.

North Façade

The north façade of the building faces an adjacent parking lot and is comprised of four bays of varying widths (**Figure 6**). The easternmost bay of the north façade contains a flush door within a wood framed opening. The door's frame does not appear to be an original feature of the building. The second to easternmost bay is not fenestrated and contains no door openings. The second to westernmost bay contains a wood-framed opening with metal door. The westernmost bay contains a bank of three, non-original, steel-framed windows. These windows were installed in 1987, according to building permit records. Each window features two plate glass lights divided by a central steel muntin.



Figure 6: 428 Front Street, north façade. Facing southeast.

Rear (East) Façade

The rear (east) façade faces the San Lorenzo River and contains three small glass block window openings three blocks in width and four blocks in height. A roll-up steel door with metal security bars and metal awning is located within the southernmost portion of rear façade. The rear façade is capped with wood coping along its gambrel roofline.



Figure 7: South half of east façade. Looking west.



Figure 8: North half of east façade. Looking west.

South Façade

The eastern half of the south façade contains no openings or notable architectural features. The western half of this façade is faced with smooth stucco and shows the variation in height of the building's main

T-shaped volume and 1-story flanking small rectangular volumes. This façade faces a parking lot that is immediately adjacent to the building (**Figure 9 and Figure 10**).



**Figure 9: Western-half of south façade.
Looking north.**



**Figure 10: Eastern-half of south façade. Looking
north.**

Surrounding Neighborhood

The area surrounding the subject buildings is less densely developed in comparison to central downtown locations northward. The west side of Front Street is comprised mostly of street-level parking, with a few commercial buildings ranging in height from one-to-three-stories. The east side of Front Street is comprised of buildings situated along the street frontage, with only a side walk separating each. Tree coverage is irregular and varied along both sides of the street. Since the 1860s, Front Street has remained a secondary commercial artery to Pacific Avenue one block west. As noted in 2009 DPR forms completed for the subject properties, many historic buildings once located along Front Street were destroyed or eventually demolished as a result of the Loma Prieta Earthquake in 1989, which contributes to the street's scattered development (**Figure 11, 12, 13, and 14**).



Figure 11: Looking north on Front Street. 428 Front Street pictured at right.



Figure 12: Lots of both 418 and 428 Front Street are adjacent to the San Lorenzo River to their east.



Figure 13: Looking south on Front Street opposite 418 and 428 Front Street.



Figure 14: Bus depot located across Front Street from the subject properties.

PERMITS RELATING TO ALTERATIONS OF SUBJECT BUILDINGS

In addition to construction permits referenced in the 2009 DPR forms, review of available building permits and related plans at the City of Santa Cruz's Planning Department found several documented alterations to 418 and 428 Front Street that occurred in the 1980s and early 1990s. As listed below, these alterations did not affect the overall footprint of each building, but did result in notable changes to the interiors and visible exterior changes including replacement of original windows, and creation of new openings in secondary façades. Neither building was designated as historic on local, statewide, or national historic registers at the time of alterations.

418 Front Street		
Date	Permit	Work Permitted/Completed
5/1/1984	B-2627	Install 2 glass doors at front of building and 9'x2' metal sign.
10/27/1984	B-2687	Interior remodel of existing commercial building for dance studio, juice bar, and record sales.
c.1992-94	92-0581	Plans for renovation of 418 Front Street. Shows installation of doors and windows and canvas awning along primary façade. Removal of section of north façade to create new entry with glazed door. Removal of exiting windows along rear façade and provide cmu infill.

428 Front Street		
Date	Permit	Work Permitted/Completed
10/28/1986	B-4257	Construct two bathrooms in existing commercial building.
3/24/1987	B-4449	Install 6'x28' glazed opening in north wall of existing commercial building.

ADDITIONAL HISTORIC CONTEXT: CITY OF SANTA CRUZ DEVELOPMENT

The 2009 DPR forms focused on the property-specific history of 418 and 428 Front Street. This section provides additional historic context on the development of the City of Santa Cruz, and a brief discussion of 418 and 428 Front Street within that context.

The Mission La Exaltation de la Santa Cruz emerged as California's twelfth mission town in 1791 after the area's discovery by Spanish explorer, Don Gaspar de Portola, in 1769. Named for "Holy Cross," Mission Santa Cruz developed alongside Villa de Branciforte (modern day East Santa Cruz) along the San Lorenzo River.¹ Over the course of the next half-century, Santa Cruz transitioned from a Spanish mission town to a Mexican-governed settlement, and finally in 1850 to an American-governed town in the State of California.

Santa Cruz's initial development was largely focused around its optimal position along the Pacific Coast and proximity to abundant natural resources including timber forests, lime deposits, and rich land used for a variety of purposes from agricultural to viticulture.² The city's first wharf was established in 1851. Gradually, the growing town's seaside and connections to broader transportation networks from

¹ City of Santa Cruz, *History*, City of Santa Cruz Online, 2016. <http://www.cityofsantacruz.com/about-us/history>. Accessed 23 November 2016.

² Edward Sanford Harrison, *History of Santa Cruz County, California*, (San Francisco: Pacific Free Press Publishing Co., 1892), 154-156.

streetcars to regional railroads shifted economic focus toward tourism and away from the historic, mission-based core. One sign of the streetcar's impact on downtown development was the emergence of Pacific Avenue as Santa Cruz's true "main street" in the mid-1860s, despite the existence of Main Street (now Front Street) along the western San Lorenzo Riverfront. In 1876, Santa Cruz was officially incorporated as a city, coinciding with 50% population ground through during the 1870s.³ The 1880s and early 1890s saw the development of housing tracts beyond the city core, largely the result of streetcar line extensions between the coast and the downtown. A major fire in 1894 swept through many downtown buildings including the City's Chinatown located toward the north end of Front Street.⁴ Combined with economic recession, the city was forced to emphasize its burgeoning resort identity to ensure progress during the early-20th century.⁵ According to accounts by contemporary historian, Edward Sanford Harrison, Santa Cruz was indeed one of California's most-favored seaside resorts (**Figure 15**). The city and surrounding suburbs had a population of roughly 7,500 in 1892 and maintained two key advantages:

[...] equable and salubrious temperatures, and freedom from fog... [Santa Cruz was considered by tourists] a natural sanitarium of the coast."⁶ One factor leading to Harrison's assertion was an abundance of beachfront hotels that maintained connection to the Southern Pacific RR which extended during the early-20th century northward to the major cities such as San Jose, San Francisco, and Oakland, enabling an influx of Bay Area vacationers to seek escape to Santa Cruz during summer months. Santa Cruz Casino was constructed in 1904 and in 1914, the city's Municipal Pier was completed adding additional attraction to the city's coastal frontage.⁷

At the turn of the twentieth century, the area near the intersection of Pacific Avenue and Front Street emerged as a municipal center where a county jail, Hall of Records, and City were located. From this earlier downtown development, Front Street shifted to a commercial and services corridor by mid-century (**Figure 16**).⁸ Between 1910 and 1920, Santa Cruz's population dropped, however, as housing development continued to spread beyond the city limits. Streetcar service in Santa Cruz lasted until 1927, signaling the end of the predominance of rail-based transit in the city and the emergence of the

³ Susan Lehmann, *Santa Cruz History: Making a Living*, "Commercial Development," in *Santa Cruz County History-Making a Living*, Santa Cruz Public Libraries Online, 2000. <http://www.santacruzpl.org/history/articles/38/>. Accessed 23 November 2016. See also, Susan Lehmann, *Fully Developed Historic Context Statement for the City of San Jose*, (Santa Cruz, CA, City of Santa Cruz Planning and Community Development Dept., 20 October 2000), 19-21.

⁴ Susan Lehmann, *Fully Developed Historic Context Statement for the City of San Jose*, (Santa Cruz, CA, City of Santa Cruz Planning and Community Development Dept., 20 October 2000), 17.

⁵ Susan Lehmann, *Fully Developed Historic Context Statement for the City of San Jose*, (Santa Cruz, CA, City of Santa Cruz Planning and Community Development Dept., 20 October 2000), 14.

⁶ Edward Sanford Harrison, *History of Santa Cruz County, California*, 154-156.

⁷ John Chase, ed. by Judith Steen, Daniel P. Gregory, *The Sidewalk: Companion to Santa Cruz Architecture*, (Santa Cruz, CA: The Museum of Art and History, 2005), xvi.

⁸Lehmann, *Fully Developed Historic Context Statement for the City of San Jose*, 18.

automobile as a popularized form of transportation and catalyst of development beyond the city. In the decades leading up to the Great Depression in 1929, Santa Cruz's industrial economy struggled to maintain pace as it had between c. 1850 and c.1900. The opening of "Suntan Special" travel by the Southern Pacific Railroad in 1927 hedged against some economic downturn, providing relatively affordable travel to 5,000 to 7,000 tourists from the Bay Area every Sunday.⁹



Figure 15: Sea Beach Hotel constructed in 1890, pictured in 1900. Source: C.L. Aydelotte. Clyde Arbuckle Photograph Collection. San Jose Public Library.

⁹ G. William Domhoff, "History of Santa Cruz: The 1800s: Lumber & Railroads" in *The Leftmost City: Power & Progressive Politics in Santa Cruz*, Who Rules America? Online, G. William Domhoff, 2016. <http://www2.ucsc.edu/whorulesamerica/santacruz/history.html>. Accessed 28 November 2016.



Figure 16: Pacific Avenue at Front Street intersection c. 1900. Street car lines enabled the downtown to connect with the waterfront. Source: California State Library. Photograph: Pacific Ave., Santa Cruz, Cal., #70.

Throughout the 1930s, Santa Cruz dealt with the effects of the Great Depression as its downtown accepted the incoming of the automobile. Despite the downturn, the city's connection with the coast continued to be maintained. Between 1936 and 1938, Santa Cruz's surfing scene developed, initiating what has become a recognizable cultural phenomenon in the city.¹⁰ From Pacific Avenue to the city's Municipal Wharf, automobiles abounded. Accordingly, Pacific Avenue, and Front Street to the south, welcomed a variety of automobile-oriented businesses. Front Street in particular saw an influx of roadside development that resulted in a concentration of auto dealerships and showrooms, garages, and supply stores that was maintained into the 1980s.¹¹ Plat maps from the 1930s and 1940s show Front Street's narrow commercial lots along the San Lorenzo River's west bank. Huston and Weymouth appear as owners at present-day 418 Front Street in 1931 (**Figure 17**).¹² Additionally, the maps show widespread changes in ownership within the span of almost two decades suggesting that the downtown, built around the automobile's emergence, was adapting to notable urban change between the Great Depression and immediate post-war years (**Figure 18**).

¹⁰ Susan Lehmann, *Historic Context Statement for the City of Santa Cruz: Context I-Economic Development in the City of Santa Cruz 1850-1950*, (Santa Cruz, CA: City of Santa Cruz Planning and Community Development Department, October 2000), 17.

¹¹ State of California-Department of Parks and Recreation, Primary Record: 428 Front Street, (Santa Cruz, CA: 9 May 2009), 1.

¹² Standard Map Service, Santa Cruz, CA. UC Santa Cruz Digital Collections.

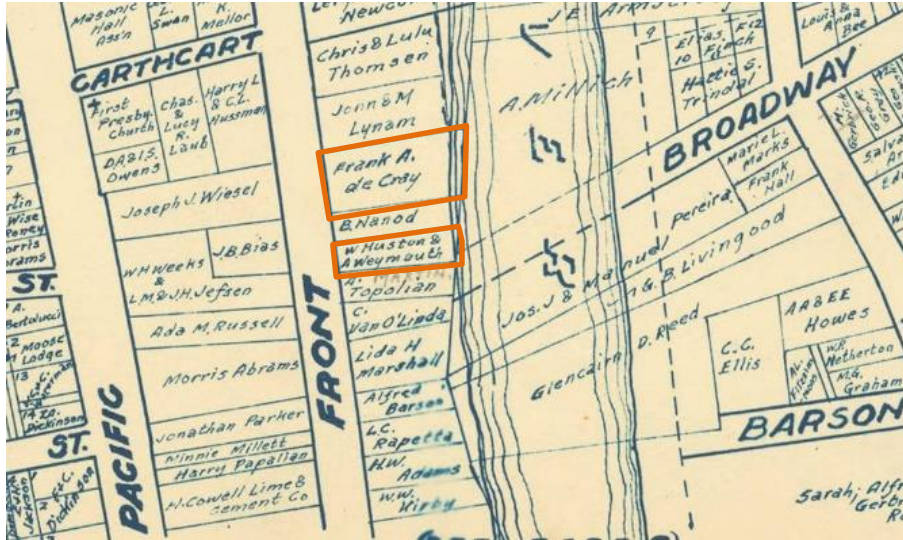


Figure 17: 1931 “Standard” Plat Book Map showing ownership along Front Street. W. Huston & A. Weymouth listed as owners of parcel at 418 Front Street; subject properties indicated with orange rectangles. Source: Standard Map Service, Santa Cruz, CA. UC Santa Cruz Digital Collections. Edited by Page & Turnbull.

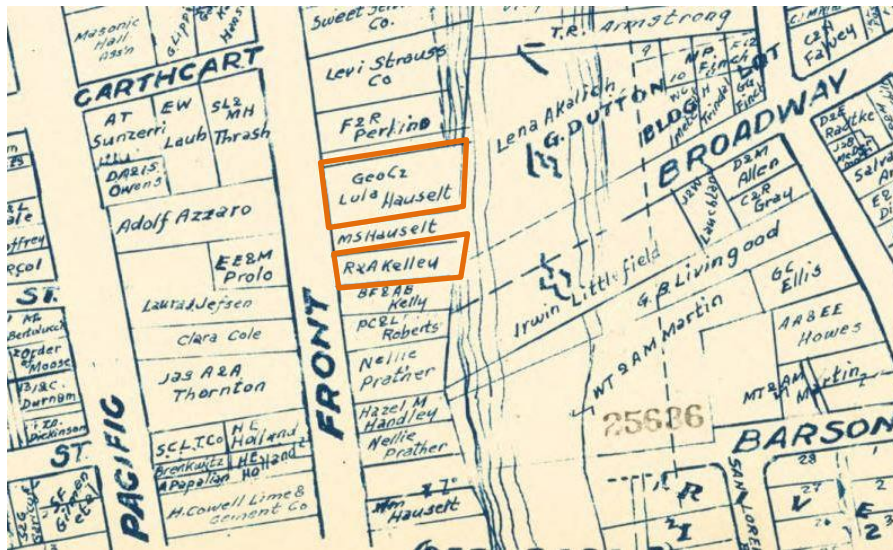


Figure 18: 1947 “Standard” Plat Book Map showing ownership along Front Street. This map was published one year prior to the construction of 428 Front Street. Subject properties indicated with orange rectangles. Source: Standard Map Service, Santa Cruz, CA. UC Santa Cruz Digital Collections. Edited by Page & Turnbull.

The Second World War impacted the city's tourist economy in the form of travel restrictions and gas rationing which led to a diminished level of summer activity. Following the war, the Santa Cruz Casino was renovated. In August 1940, Highway 17 (Los Gatos-Santa Cruz Highway) neared completion and by September saw roughly 9,000 vehicles per day.¹³ Throughout the 1940s and 1950s, the automobile supplanted the streetcar in Santa Cruz and nationwide. Whereas the streetcar once connected the pier to the downtown, by the 1940s, automobiles provided similar connection for residents and tourists, and were even parked on the city's Municipal Pier.

Desire to establish a small craft harbor proximal to the pier gained momentum in the late 1940s with the establishment of the Santa Cruz Harbor Development Corporation in 1949. After a decade of back-and-forth between proponents and federal and state funders, construction finally commenced in 1962 and was completed in 1964.¹⁴ In 1960, Santa Cruz again experienced a great transition as the city was selected as the Central Coast location for the establishment of an additional University of California (UC) campus. As part of the lobbying effort to convince the University to place a new campus at Santa Cruz, the city's Chamber of Commerce argued that the city had proven itself capable of seasonal population surges in the form of thousands of summer tourists that effectively doubled the City's day-to-day population.¹⁵ By 1965 the completed campus joined other major infrastructural projects such as the San Lorenzo River Flood Control Project and an 80-acre downtown urban redevelopment project as key definers of 1960s Santa Cruz.¹⁶ The 1960s also saw the city shift away from its street car-accessed water front attractions as street car lines were phased out and automobile-based tourism took hold assertively.

Downtown Santa Cruz maintained its character through the 1980s, but was greatly impacted by a lagging economy in the years leading up to the Loma Prieta Earthquake in 1989. The downtown's commercial district along Pacific Avenue was challenged to compete with the emergence of suburban shopping malls and nearby Capitola's own commercial center mall that provided convenient automobile access.¹⁷ In the midst of economic struggle, the 1989 earthquake dealt a major blow to the fabric of the historic downtown. Many historic buildings along Pacific Avenue and Front Street were leveled as a result of extensive damage. So many historic buildings were demolished, in fact, that the City's Pacific Avenue Historic District was removed from the National Register of Historic Places due to the loss of over 30 historically significant buildings.¹⁸

¹³ Richard A. Beal, *Highway 17: The Road to Santa Cruz*, (Aptos, CA: The Pacific Group, 1991), 16-17.

¹⁴ Frank Perry, "The Great Seaport Dream," *Santa Cruz County History Journal* Issue 2, 1995, 53-61.

¹⁵ Compiled by Gordon Sinclair, photos by Ed Webber, *An Invitation to the University of California from Santa Cruz*, (Santa Cruz, CA: Greater Santa Cruz Chamber of Commerce, 1958), 4.

¹⁶ *An Invitation to the University of California from Santa Cruz*, 22.

¹⁷ Michael A. Burayidi, *Downtowns: Revitalizing the Centers of Small Urban Communities*, (New York: Routledge, 2013), 151.

¹⁸ *Ibid.*, 147-151.

With many buildings lost following the earthquake, the City of Santa Cruz adopted its *Downtown Recovery Plan* in 1991. The plan has undergone several updates aimed at refining zoning and development along Pacific Avenue and Front Street. In June 2012, the City shifted its approach away from “recovery” and adopted its *City of Santa Cruz: 2030 General Plan*, in pursuit of adaption to present-day planning needs.

418 and 428 Front Street within the Context of City of Santa Cruz Development

The buildings located at 418 and 428 Front Street are representative of downtown Santa Cruz’s development around the emergence and eventual dominance of the automobile between the 1920s and 1950s, a period bookended by the City’s recovery from the 1906 earthquake and fires and the emergence of UC Santa Cruz to the northeast of the downtown. Front Street in particular experienced several phases of development from its initial short-lived primacy in the 1860s, to the development of many automobile-related businesses in the interwar years. As a result of the 1989 Loma Prieta Earthquake, many historic buildings associated with several thematic contexts were damaged or destroyed, especially in the vicinity of Front Street and Pacific Avenue, resulting in a fragmented commercial district and loss of a cohesive historic setting. Accordingly, there does not appear to be a potential historic district along Front Street that would include 418 and 428 Front Street as contributing resources. However, Page & Turnbull concurs with the 2009 DPR forms that 418 and 428 Front Street do appear to be eligible for historic designation on the California Register under Criterion 3 (Architecture) as relatively intact examples of Mission Revival and Streamline Moderne commercial buildings, respectively. Therefore, 418 and 428 Front Street appear to be individual historic resources for the purposes of CEQA review.

CHARACTER-DEFINING FEATURES

Character-defining features (CDFs) enable a property to convey its historic identity. Generally, CDFs can be defined as materials, forms, location, spatial configurations, or uses that contribute to an individual historic resource’s historic significance. CDFs often relate to a particular architectural typology, style, or period of construction.

418 Front Street (Period of Significance: 1925-1955)

- Placement at front of lot line
- One-story rectangular plan and box massing
- Stepped and shaped parapet, recalling Mission style curved parapets
- Smooth stucco-clad primary façade, a common feature of Mission Revival designs
- Art Deco ornamentation
 - Ornamentation is key in connecting two distinct architectural styles of the period together at 418 Front Street. Intact ornamentation includes:

- Raised cement plaster arrowhead motifs
- Stepped coping along roof and parapet line
- Raised cement plaster belt course along primary façade.
- Symmetrical composition along primary façade
 - The building's northernmost and southernmost bays flank a central lobby that likely delineated original office and garage uses. The windows and storefront entrance system within these bays are not original.

428 Front Street (Period of Significance: 1948-1954)

- Placement at front of lot line
- Main two story, T-shaped volume and secondary one story volumes
 - The building's size and massing create variation in height along the main façade where the volumes are integrated and connected by multiple planes, curved features, and streamlined elements.
- Symmetrical composition along primary façade
 - Outer bays at north and south of property flank recessed central bays of the main volume.
- Multiple planes along primary façade
 - The primary volume and outermost bays are not coplanar and are joined by curved surfaces. Multiple surface planes are commonly utilized within Streamline Moderne style.
- Streamlined Horizontality
 - Flat parapets tops at the roofline
 - Flat awning between the first and second story levels emphasizes the building's horizontal orientation.
 - "Speed Stripes" add to the streamlined identity of the building, connecting to an era of construction in which mobility, speed, and technology were transferred from the public conscious to roadside architecture.
- Combination of materials of varying texture
 - Glass block water table at display windows
 - Square tile applied to several locations of primary façade
 - Smooth stucco finish void of excessive ornamentation

SIGNIFICANCE DIAGRAMS

This section provides an analysis of the relative zones of significance present at each subject building. Utilizing accepted standards for the evaluation of historic resources, the major historical features have been identified and visually documented within a series of significance diagrams. For the purposes of this analysis, Page & Turnbull surveyed all exterior façades and evaluated their relative significance by categorizing them as “Significant,” “Contributing,” or “Non-Contributing.” These categories are defined as follows:

Significant

Definition: Spaces, elements or materials characterized by a high degree of architectural significance and a high degree of historic integrity.

Description: Significant features of each subject building are synonymous with the character-defining features outlined above.

418 Front Street

In general terms, these include the building’s placement at the front of its lot line, rectangular one-story massing, its Mission Revival style façade, and Art Deco ornamentation.

428 Front Street

In general terms, these include the building’s placement at the front of its lot line, distinctive volumetric composition, its streamlined primary façade with multiple surface planes, and the incorporation of tile, smooth stucco surfaces, glass block elements, and metal details such as stripes and coping.

Preliminary Guideline: Significant exterior features and materials should be retained and preserved, or be restored where alterations have occurred.. Deteriorated materials should be repaired rather than replaced. Where replacement is necessary due to extensive material deterioration or failure, replacement materials should match the original materials and forms.

Contributing

Definition: Elements characterized by a lesser degree of architectural significance, yet retain a high degree of historic integrity, or historically important, yet altered elements.

Description:

418 Front Street

- Openings within primary façade appear to retain original dimension and arrangement, but do not retain original materials.
- Former window openings at the rear façade.

- Raised plaster arrowheads along north façade may not likely original as they ornament a non-original opening, but are sympathetic replications of originals located on the primary façade.

428 Front Street

- Replacement display windows along primary façade are placed within an original opening, at the central projecting bay window.
- Wood coping along the rear of the building that trims the roofline at the rear of the property. The roofline corresponds to the building's framing.

Preliminary Guideline: Contributing elements should be retained wherever possible, but are not essential to the building's ability to convey its overall significance. Where required, alterations and additions should be designed to be compatible with the existing elements and materials. New materials and assemblies at reconstructed areas should be similar to the original.

Non-Contributing

Description: Non-Contributing elements are generally non-historic elements or elements that have been altered to the extent that their original character is absent.

418 Front Street

- CMU that infills openings at rear façade.
- Signage attached to building
- Canvas awning at main entry
- Painted stripe along north façade of building, which mimics primary façade's raised cement plaster belt course

428 Front Street

- Altered doorways within the recessed portions of primary façade, with replacement metal-framed, plate glazed doors.
- Bank of plate glass windows with metal frames along the north façade of the building.
- Glass block windows located on rear façade of building.

Preliminary Guideline: Non-Contributing elements are not specifically limited by preservation recommendations, except to note that the overall character of alterations to an historic building must meet the general requirements set forth in the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Please see attached Significance Diagrams for a visual representation of each building's character-defining features.

PROJECT RECOMMENDATIONS AND MITIGATION

California Environmental Quality Act (CEQA) Review Process

As the proposed project involves the subject buildings at 418 and 428 Front Street, which have been determined eligible for individual listing on the California Register, environmental impact review will likely be required by CEQA and is dependent upon the policy and interpretation of the local governing body, or lead agency. The California Environment Quality Act (CEQA) is state legislation (Pub. Res. Code §21000 et seq.), which provides for the development and maintenance of a high quality environment for the present-day and future through the identification of significant environmental effects.¹⁹ CEQA applies to “projects” proposed to be undertaken or requiring approval from state or local government agencies. “Projects” are defined as “...activities which have the potential to have a physical impact on the environment and may include the enactment of zoning ordinances, the issuance of conditional use permits and the approval of tentative subdivision maps.”²⁰ Historic and cultural resources are considered to be part of the environment. In general, the lead agency must complete the environmental review process as required by CEQA. In the case of a future project at 418 and 428 Front Street, the City of Santa Cruz would act as the lead agency.

A property may qualify as a historical resource if it falls within at least one of four categories listed in CEQA Guidelines Section 15064.5(a), which are defined as:

1. A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources (Pub. Res. Code SS5024.1, Title 14 CCR, Section 4850 et seq.).
2. A resource included in a local register of historical resources, as defined in Section 5020.1(k) of the Public Resources Code or identified as significant in an historical resource survey meeting the requirements of section 5024.1 (g) of the Public Resources Code, 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.
3. 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 may be considered to be an historical resource, provided the lead agency’s determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be “historically significant” if the resource meets the criteria

¹⁹ State of California, California Environmental Quality Act, web site accessed August 31, 2007 from: http://ceres.ca.gov/topic/env_law/ceqa/summary.html.

²⁰ Ibid.

for listing on the California Register of Historical Resources (Pub. Res. Code SS5024.1, Title 14 CCR, Section 4852).

4. The fact that a resource is not listed in, or determined to be eligible for listing in the California Register of Historical Resources, not included in a local register of historical resources (pursuant to section 5020.1(k) of the Pub. Resources Code), or identified in an historical resources survey (meeting the criteria in section 5024.1(g) of the Pub. Resources Code) does not preclude a lead agency from determining that the resource may be an historical resource as defined in Pub. Resources Code sections 5020.1(j) or 5024.1.

Based on review of the 2009 DPR forms and additional research and site documentation by Page & Turnbull in 2016, 418 and 428 Front Street have been identified as buildings individually eligible for listing to the California Register. As such, each building falls within Category 3 and qualifies as an historical resource under CEQA.

Interpretation of CEQA guidelines depends upon the jurisdiction in which the subject project occurs. Projects involving buildings considered to be historic resources may be subject to varying degrees of required mitigation depending upon the policies and determinations of planning entities requiring review.

Suggested Mitigation for Demolition of Historic Resources

According to Section 15126.4 (b) (1) of the CEQA Guidelines: “Where maintenance, repair, stabilization, rehabilitation, restoration, preservation, conservation or reconstruction of the historical resource will be conducted in a manner consistent with the *Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings*, the project’s impact on the historical resource will generally be considered mitigated below a level of significance and thus is not significant.”

Determination of Significant Adverse Change under CEQA

According to CEQA, a “project with an effect that may cause a substantial adverse change in the significance of an historic resource is a project that may have a significant effect on the environment.” Substantial adverse change is defined as: “physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historic 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 or account for its inclusion in, or eligibility for inclusion in, the California Register. Thus, a project may cause a substantial change in a historic resource but still not have a significant adverse effect on the environment as defined by CEQA as long as the impact of the change on the historic resource is determined to be less-than-significant, negligible, neutral or even beneficial.

In such cases, mitigation must be considered under CEQA. Historic resource mitigations are typically developed on a case-by-case basis, providing the opportunity to tailor them to the characteristics and the significance of the resource and the impacts to it. If determined to be feasible, common mitigation measures for demolition consist of documentation of the resource, typically to the standards of the Historic American Buildings Survey (HABS), preparation of a salvage plan for significant features and materials, and/or interpretation that may include the installation of an interpretive display or video. While in some instances these mitigation measures are judged to reduce the level of adverse effects to a less than significant level, they often do not alter the loss to community character and collective history. Section 15126.4(b)(2) of the CEQA Guidelines is clear in this regard: “In some circumstances, documentation of an historical resource, by way of historic narrative, photographs or architectural drawings, as mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur.”

Mitigation Measures may include:

- **Historical Documentation (HABS Standards):**
 - *Measured Drawings:* Select existing drawings, where available, should be reproduced on mylar. If existing historic drawings do not exist, a digital and hard copy set of measured drawings that depict the existing size, scale, and dimension of the subject property shall be produced. The measured drawing set shall include a site plan, sections, and other drawings as needed to depict existing conditions of the property. The scope of the drawing package will be reviewed and approved by local Planning Department staff prior to commencement of the task. All drawings shall be created according to the latest HABS Drawings Guidelines by the National Park Service. The measured drawings shall be produced by a qualified professional who meets the standards for architecture set forth by the Secretary of the Interior’s Professional Qualification Standards (36 Code of Federal Regulations, Part 61).
 - *HABS-Level Photographs:* Black and white large format negatives and prints of the interior, exterior, and setting of the subject property shall be produced. The photographs must adequately document the character-defining features and setting of the historic resource. Planning Department staff will review and approve the scope (including views and number) of photographs required prior to the commencement of this task. All photography shall be conducted according to the latest HABS Photography Guidelines by the National Park Service. The photographs shall be produced by a qualified professional photographer with demonstrated experience in HABS photography.
 - *HABS Historical Report:* A written narrative historical report, per HABS Historic Report Guidelines, shall be produced. The report shall include historical information, including

the physical history and historic context of the building; and an architectural description of the site setting, exterior, and interior of the building. The report shall be prepared by a qualified professional who meets the standards for history or architectural history set forth by the Secretary of the Interior's Professional Qualification Standards (36 Code of Federal Regulations, Part 61). Archival copies of the drawings, photographs, and report shall be submitted to the Planning Department, and to repositories including but not limited to the San Francisco Public Library, Northwest Information Center, and California Historical Society. This mitigation measure would create a collection of reference materials that would be available to the public and inform future research.

- **Interpretative Program:** Interpretation typically involves development of interpretive displays about the history of the affected historical resources. These displays may include a high-quality permanent digital interpretive website or temporary exhibition or interpretive display installed at a local cultural institution or publicly accessible location on or near the project site. The interpretive displays illustrate the contextual history and the architecture of the buildings, and of the general building typology (e.g. Commercial Buildings Design in the Automobile Age), and shall include, but not be limited to, historic and contemporary photographs; narrative text; historic news articles and memorabilia; salvaged materials; and maps.

General Recommendations to Lessen Adverse Impact on Historic Resources

Design approaches providing alternatives to full demolition of the subject properties will lessen the impact upon the historic resources. Character-defining features of each building enable the buildings to convey their respective historic significance. In the case of 418 and 428 Front Street, each building's historic significance is associated with its architectural design. Significance Diagrams attached to this memorandum showcase character-defining features on each façade of the subject buildings. The following approaches are suggested ways to lessen the impact of the proposed project on the subject buildings, ordered from least impact to greatest impact.

- **Adjust project design to incorporate buildings without demolition**
 - Complete demolition of the buildings will result in a significant adverse impact to the historic resources. A revised design for the project that incorporates the buildings with minimal to no demolition would lessen impact substantially.
- **Partial demolition of the buildings**
 - Partial demolition of the buildings should be done in a way that maintains each building's contributing and significant character-defining features. The measure of impact of demolition is directly connected to the degree of loss of contributing and significant character-defining features of each building.
 - Those portions of the building retained would be incorporated into new construction.

- **Retain only significant character-defining features of each building**
 - This approach may involve a relatively large amount of demolition of non-contributing and contributing features, but would remain sensitive to retaining significant character-defining features of each building which represent the buildings' significance.
 - This approach may involve saving the façades of each building while demolishing rear portions of the buildings.

- **Retain only one of the buildings on the project site while demolishing the other.**
 - In this scenario, one property would be retained with attention to retention of character-defining features, but the other building would be demolished.
 - The demolition of one of the buildings would still create a significant impact on that building, but the overall project would impact historic resources to a lesser extent.