



Santa Cruz Wharf Master Plan Report

PREPARED FOR THE CITY OF SANTA CRUZ BY ROMA DESIGN GROUP

REVISED 2023

OCTOBER 2014

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THE BASIS FOR PLANNING AND DESIGN

Introduction

As the Santa Cruz Wharf celebrates its 100th year anniversary this year, the City has been given a unique opportunity, facilitated by federal US Department of Commerce Economic Development Administration (EDA) funding, to step back and look at the Wharf from a variety of points of view – economically, functionally, structurally, programmatically and aesthetically – and to plan for the future. The results of this effort is the preparation of a Wharf Master Plan and Engineering Report undertaken by a consultant team, led by ROMA Design Group and working in close cooperation with City staff.

The need for a comprehensive study of the Wharf dates back to 1998 when the Beach and South of Laurel Plan was prepared. During that time, a community planning process was undertaken and issues and objectives were identified, including the need to prepare design and development standards. The Coastal Commission also encouraged the City to update its regulatory and permitting framework to guide and facilitate improvement and development of the Wharf. The EDA grant finally made possible the preparation of a Master Plan study that will create a basis for policy and design guidance, investment decisions and improvement programs. It is envisioned that it will become the basis for updating local and coastal planning documents.

The study process has involved two parallel and closely inter-related tracks. The master planning effort began with a review of existing conditions and available information and meetings with stakeholders, tenants, neighbors and community-wide interests, to gain a better understanding of issues of concern and to develop approaches to help achieve community objectives. At the same time, the project coastal engineers, Moffatt & Nichol, undertook underwater and above grade surveys of the structural conditions of the Wharf, including the pilings, the substructure, and paving to determine its structural integrity, the

need for repair and replacement, environmental adequacy, and general longevity. The two efforts were coordinated and information regularly exchanged so that the findings of one effort would inform the other. The results are documented in this Master Plan Study and in the companion Engineering Report.

The Master Plan Study recognizes that the Wharf serves a variety of different roles within the City - as a visual landmark of historic significance, a recreational and open space resource, and as a real estate asset that contributes to the economy of Santa Cruz and the Beach Area. This report addresses a number of study objectives established by the City related to economic development, design and development standards, re-visioning of public spaces, enhancement of recreational use and public access, integration of educational and scientific resources and assets and evaluations and recommendations related to public safety. Although the City's study objectives were developed to address specific issues of concern, the response to these objectives required an approach that addressed multiple objectives in an integrated and strategic manner.

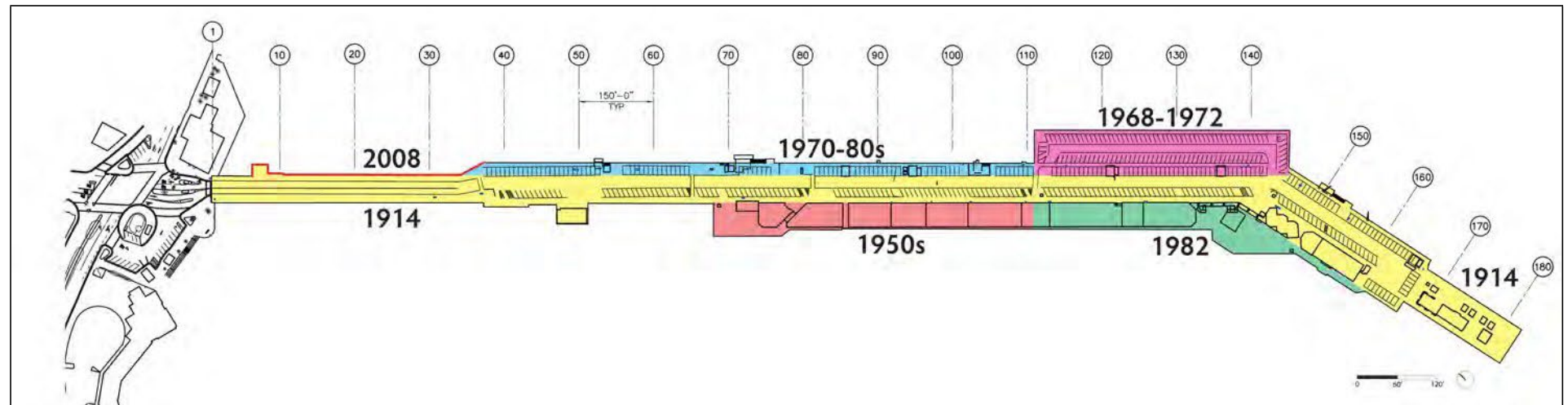
Of critical importance to the City and of primary concern to the Master Plan effort is the improvement of the economic development potential of the Wharf. The Wharf can play an even greater role in the regional and local economy which is closely tied to tourism, recreation and education. It can also contribute to the creation of new and expanded employment opportunities in a variety of sectors and skill sets. It can become a more attractive location for a variety of appropriate commercial business ventures and enhance the revenue potential of these enterprises. In addition, the Wharf, which is today a fiscally neutral real estate asset, can become a more productive resource that adds to the fiscal health and viability of the City. To achieve the full economic development potential of the

Wharf, its market appeal must be broadened and diversified to a wider segment of residents and visitors who will be attracted to the Wharf more frequently, for longer periods of time and throughout the year.

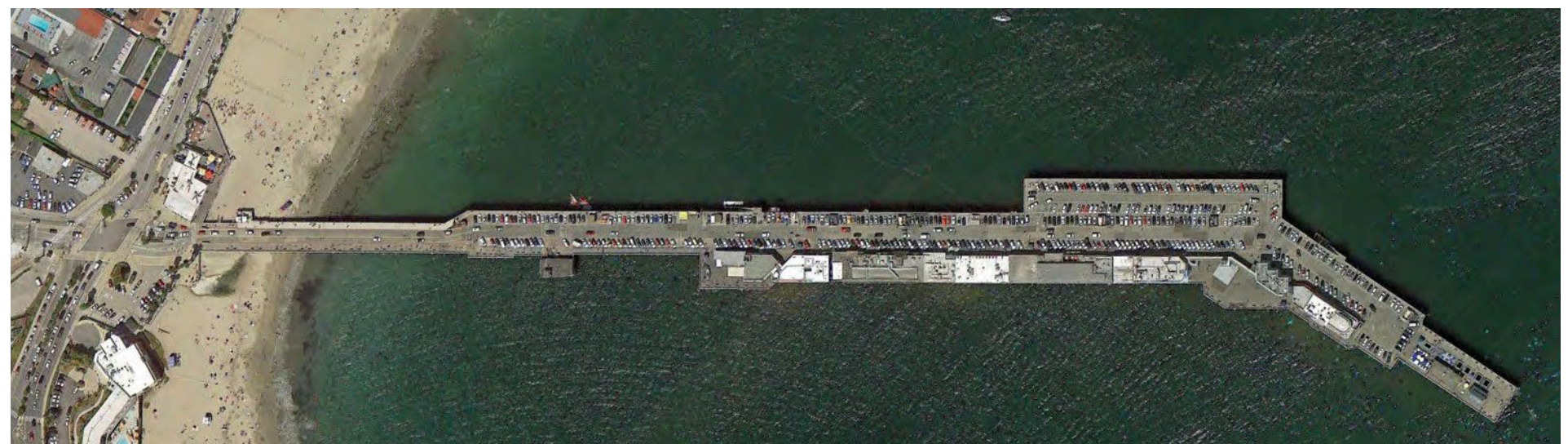
Three complementary and inter-related strategies have been developed to address the economic development potential of the Wharf and other community objectives for the enhancement and preservation of this historically significant landmark for many years to come. The first strategy calls for the physical expansion of the perimeter of the Wharf for public access, recreation, fishing and boating. Planned improvements include a wide promenade on the east side of the Wharf as well as new boat landings, overlooks and the completion of a west side walkway. These improvements will strengthen the relationship of the Wharf to Monterey Bay and the scenic and environmental qualities it offers. Enhancing the Wharf for recreational and open space purposes and creating new opportunities for jogging, promenading, bicycling, walking, viewing, fishing, open water swimming and boating will further its appeal to a broader segment of the population and increase year-round visitation. In addition, the improvements will also create a new platform for science and educational programming, which can extend the experiences offered at the nearby Exploration Center and complement the initiatives of the Santa Cruz Wharf Outreach Network. Enhancing the appeal of the Wharf to visitors interested in gaining a better understanding of the ecology and marine life of the Monterey Bay National Marine Sanctuary and the research and scientific endeavors that are being undertaken will also strengthen the diversity and market appeal of the Wharf. The improvements and the activities associated with them will create more reasons for visitors to come to the Wharf and the number of times and seasons of the year that they choose to visit. Furthermore, they will help to refresh the image and identity for existing Wharf businesses as well as create new branding and marketing opportunities.

The second strategy is aimed at enhancing the existing public realm on the Wharf. This includes the significant area currently devoted to vehicular circulation and parking which occupies the largest portion of the Wharf today. It also includes three key, but underutilized, public spaces at the point where the deck widens to accommodate commercial uses, at the change in direction of the line of commercial buildings, and at the bayward end of the Wharf. This strategy includes the reorganization of the parking areas for greater efficiency and effectiveness, to reduce pedestrian/vehicular conflicts, and to create a more attractive and inviting arrival experience. For the key underutilized public spaces along the length of the Wharf, the strategy is aimed at expanding the opportunity for publicly-oriented activities and creating a built form that gives structure and orientation to the visitor experience, expresses the unique locational characteristics of the Wharf and adds a more diverse and varied dimension to its venues and offerings. These improvements will create a public realm that enhances the quality of the visitor experience and thus its market appeal and the amount of time and money that visitors are willing to spend at the Wharf.

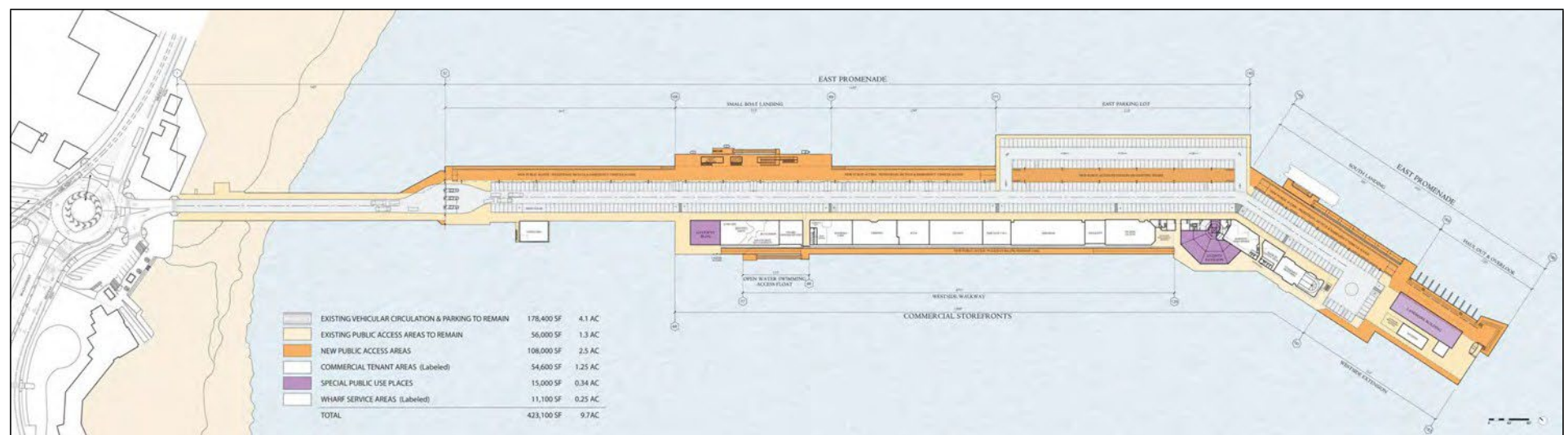
The third strategy calls for expanding the number, mix and attractiveness of commercial uses on the Wharf within the existing footprint devoted to these purposes. To achieve a more diverse mix of uses, a marketing plan needs to be prepared to guide the proactive efforts of the City to outreach to potential tenants as businesses evolve over time. The strategy calls for sit-down and take-out restaurants and shops of different types and sizes, and opportunities to feature the “maker” culture as well as local and innovative tenants and incubator businesses. The strategy includes physical design criteria and development standards that will encourage attractive and well-fitted buildings that reinforce a sense of place. These standards also address the need to enhance “curb appeal” by creating engaging and interesting storefronts and improving the quality of the pedestrian experience. Improving the offerings and the ambiance of commercial development will be an important additional component to broadening the market appeal of the Wharf and realizing its economic development potential.



The 1914 Wharf was approximately 4.2 acres. Between the 1950’s and the 1980’s, it was increased by 3.3 acres for commercial uses and parking.



The Wharf today is approximately 7.5 acres, 67% of which is used for vehicular circulation, parking and commercial development.



The Master Plan proposes a 2.5-acre expansion for public access, recreation and open space purposes along the perimeter of the Wharf.

Background

The Santa Cruz Wharf is the last of six piers that were built along the Santa Cruz shoreline into offshore waters and it is the only one remaining today. It was built in 1914 as a City facility to be publicly owned and operated by local government for the transfer of agriculture, lumber, leather, lime and other products, from land to water and from ship to rail. By near unanimous approval, City bonds were used to build the new Wharf that would extend farther out than any previous pier - more than a half-mile into deep water with a bent configuration at the end to provide for the mooring of steamships which docked adjacent to a freight warehouse at the bayward end of the Wharf.

At the time it was built and continuing up to the present day, the Wharf exceeded all standards of design. Beyond its extraordinary half-mile length, the Wharf is a timber pier, entirely constructed of wood and supported by 4,445 massive Douglas Fir pilings. These pilings create a virtual forest beneath the bay that create a unique ecosystem and support a high platform over and out into the bay. From shallow waters at the shore, the Wharf extends in increasingly deeper water to reach 35 feet in depth at its far end. Within the community of wharves and piers remaining along the coast, the Wharf stands out as a remarkable achievement. Today, it stands as 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, in reality, a pier structure that, unlike a wharf which typically runs parallel to the shore, reaches out to deep water to facilitate the mooring of large vessels. Unlike other piers built in a similar time frame, either here or elsewhere, for pleasure and recreation, the Santa Cruz Wharf right from the start was envisioned as a commercial enterprise built with public funds to further the economic development of the City and trade based in the resources that the region offered. Soon after its construction, the Wharf became an attractive facility for the mooring

and off-loading of commercial fishing vessels. In Santa Cruz, commercial fishing was primarily undertaken by Ligurian immigrants who brought their fishing skills and vessel designs to effectively harvest the bounty of Monterey Bay and ocean waters beyond.

Over the years, the Wharf has evolved in role, function and identity. From its initial incarnation 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 the bay. After World War II, there was a shift in identity and beginning in the 1950's 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. However, today the Wharf no longer serves the commercial fishing industry which has evolved and changed to transcend distance between resource and market. In addition, the increasingly diminished local fish supply and construction of the Santa Cruz Small Craft Harbor with easy landside accessibility shifted commercial fishing away from the Wharf and it is highly unlikely that it will return.

As time has gone on, the connection to the bay has become more elusive and activities that came into being as a result of the physical configuration and length of Wharf have long vanished. The pulse of activity brought about by the off-loading of the catch from commercial fishing vessels no longer animates the Wharf, and many of the buildings that evolved from that era transitioned from fish markets and casual open diners to more formal indoor dining, and from their early distinctive mixed use form to a more standard vocabulary of inland commercial buildings. As the surface parking areas grew in size, they became the dominant physical focus of the Wharf, distancing visitors from the bay. The large landmark building that once crowned the bayward end of the Wharf and was its icon was demolished.

Today, the Wharf is one of a number of destination attractions in the Beach Area. This area is an important visitor attraction during the summer months and on weekends when the Boardwalk is open. To a great extent, the Wharf attracts visitors by the lore of its past, the uniqueness of its extended form into the bay, its concentration of restaurants and souvenir shops and its conveniently located parking. Although it provides opportunities for pier fishing, kayak and small fishing boat rentals, the Wharf's identity is more like a one-sided commercial street oriented primarily to the commercial uses along its length, than it is like a recreational pier oriented to the water. Public access along the perimeter, which is most directly related to the bayfront setting, is extremely limited and discontinuous.

Available economic data indicates that the Wharf receives its fair share of the visitor volume to the County and, although revenues were flat for many years, Wharf businesses are today doing much better. However, the operations and maintenance of the Wharf exceed lease revenues. If it were not for parking revenues, the Wharf would lose money. From a fiscal point of view, even with parking revenues, the Wharf is a net neutral operation. Therefore, one of the important considerations for the Master Plan is how to improve the market potential and economic viability of the Wharf and how to make it a more profitable enterprise zone for the City and its tenants.

From a larger community standpoint, the Wharf is an important cultural and historical asset and has a great deal more potential to fulfill recreation and open space opportunities that will contribute to the economy as well as to the quality of life in the city. From a regional, statewide and national perspective, the Wharf is part of a very valuable coastal resource and is located within the Monterey Bay National Marine Sanctuary. Therefore, public access and enjoyment of the bay's scenic and environmental qualities and helping to promote education and stewardship of the environment are also important considerations.



Unique Qualities of Historical Significance

The Wharf is the last remaining pier in Santa Cruz and is a unique landmark structure that has played a significant role in the historical, cultural and economic evolution of the City. Its period of historic significance dates from the years between 1914 and World War II, when its role and functions were most closely tied to the bay and maritime and commercial fishing activities. The preservation and continual maintenance of its timber piles and wood sub-structure are essential to its identity and historic character. In addition, its linear form that recalls historic maritime functions, reaching out to deep water for the berthing of large commercial vessels, is also an important characteristic. In the late 1970's, a plan to reconfigure the Wharf with an extension branching to the east to create a new "fishing village" was proposed but fortunately never implemented as it would have significantly diminished the linearity and historical integrity of the Wharf.

Several aspects of the Wharf related to the period of historic significance have been retained to this day and others have been removed. The pattern of development that resulted in a clustering of buildings on the windward side of the Wharf is a historic legacy that arose from the need to provide shelter for activities to the east which were better suited to maritime uses and commercial fishing, including the tie-up of vessels and the off-hauling of the daily catch. Maintaining an open, leeward side is an important characteristic because it not only provides a more appropriate location for working maritime functions, but it also responds to the unique environmental conditions of the bayfront setting and the need to mediate the natural forces of winds, currents and tides. These locational characteristics, and the natural conditions that they respond to, are essential to maintain and reinforce as improvements and development take place in the future.

Many of the original buildings, however, have been demolished, including the historic landmark building that was located at the bayward end of the Wharf. This building was significant, from a historic point of view, because it gave physical expression to the environmental condi-

tions 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. The restoration of this building would re-establish a strong visual terminus to the Wharf, would provide an icon tied to its maritime traditions and create opportunities for activities that would make the end of the Wharf a more significant destination.

The building vocabulary for the new publicly oriented structures on the Wharf should draw upon the simple and straightforward form of historic maritime industrial structures that featured high bay, large volume spaces with positive relationships between interior and exterior spaces, created in part by the need to transfer products and materials from inside to outside.

Even the early commercial buildings that combined fish sales and restaurant service with off-loading and distribution activities developed a form that was distinctive to the Wharf, its environmental qualities and maritime functions. In contrast, as time went on, the identity of new buildings began to lose the distinction of place and emulate buildings within commercial settings that could be found elsewhere in the City or anywhere in the country and therefore diminished the unique place-making qualities of the Wharf and its environmental setting.

The advantage of traditional forms that have evolved to meet new uses is that they have the capability to be "multi-lingual" and speak the language of the past and the language of the present. They are an adaptive form that has the capability to be used in many different ways, while maintaining a sense of authenticity. In historic preservation terms, they create opportunities for continuity, growth and change. Even though most of the historic buildings from the relevant period are gone, the restoration of their form is a worthy pursuit.

Other distinguishing historic characteristics of the Wharf relate to the use of materials, in particular the wood decking that once was the predominant surface treatment throughout the Wharf. Today, this material

cannot be used everywhere but certainly could be brought back within the wider pedestrian promenade areas. The placement of the wood decking would not only recall the historic materials of the Wharf, but the open joints between boards would facilitate drainage and create greater visual connection to the water below.

The historic working wharf functioned like an open platform high above the bay with open edges to facilitate fishing, docking and off-loading activities. Although guardrails are required today for public safety, increasing visual accessibility to the bay in a manner that would recall the predominantly open and unobstructed feel of a working wharf is desirable. This could be accomplished by the creation of a lowered, stepped edge along the perimeter of the Wharf where railings would be located along with new public access areas. The railing design would also be as transparent and minimalistic as possible to allow for a stronger visual connection to the bay. The stepped configuration would allow for the main deck level of the promenade to have unobstructed views and more of a feeling of being on an open pier. At the same time, the lower level would be ideally suited for fishing, without interfering with the visual experience of other recreational users.





Issues and Study Objectives

In developing the Master Plan for the Wharf, a number of issues and objectives were articulated in the work program and emerged or were reinforced during the community outreach and planning process. In summary, these include:

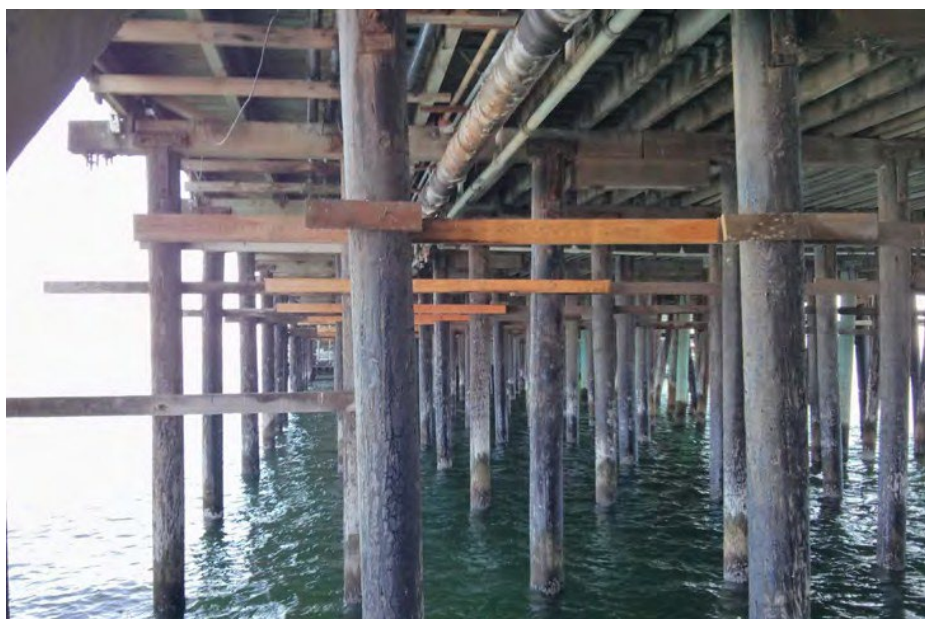
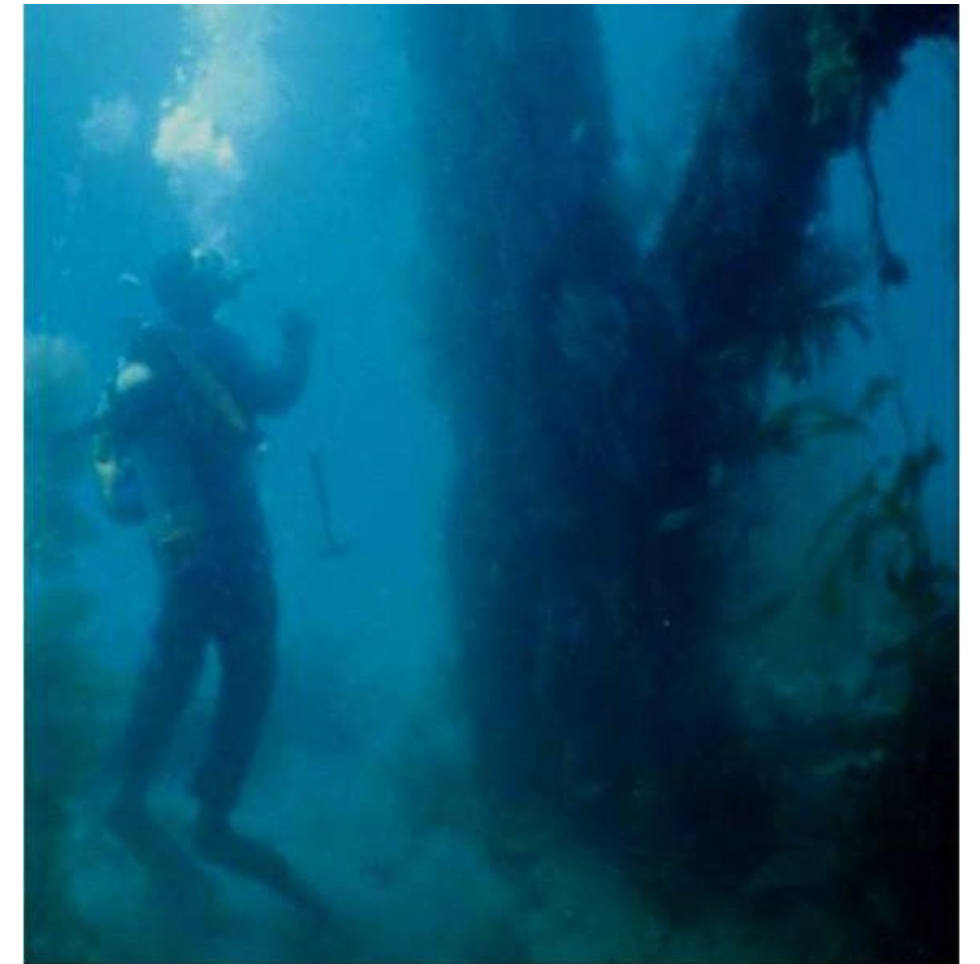
- **Improve business and economic development opportunities.** This is an overarching consideration of far-reaching consequence, incorporated throughout the Master Plan. Specific topics related to this objective include the ideal business mix; how to better attract residents and visitors to the Wharf; how to create strong local appeal and customer loyalty; what the potential branding opportunities may be; how special events can be used more effectively to enhance business; what the potential is for additional development or a more efficient use of existing spaces to create a synergy between existing and new businesses; and what are the physical factors that would give the positive economic impact for the Wharf businesses.
- **Enhance opportunities for recreational use and public access.** In addressing this objective, consideration was given to how existing recreational activities can be enhanced and how new recreational activities that are not currently at the Wharf can be located there; what are the physical improvements needed to enhance existing and potential recreational activities; how can the perimeter access areas along the edges of the Wharf be improved and how can linkages to other recreational destinations be enhanced.
- **Integrate education and research initiatives.** Considerations related to this objective include how the Wharf can be better utilized as an educational and scientific asset and how can historical, cultural and natural environmental characteristics be communicated in a more direct and engaging manner that will enhance visitor appeal.
- **Promote sustainable development and sound green building practices.** The City has established policies that promote sustain-

ability and green building practices. This objective recognizes that the City must lead by example on city-owned property and thus provide leadership in green building for all new and remodeling construction on the Wharf. This includes consideration for storm water best management, energy conservation and renewable sources of energy and recycling and trash collection.

- **Enhance the pedestrian environment and provide improved bicycle facilities.** Wharf improvements in the past have focused on facilitating vehicular circulation and parking, however, pedestrian and bicycle circulation have not been adequately addressed. Currently, there are a number of pedestrian and vehicular conflicts, sidewalks and perimeter access areas don't adequately meet pedestrian requirements, there is no opportunity for family friendly bicycling and there are very limited facilities for bicycle parking.
- **Prepare design approaches that will provide guidance and elevate the quality of buildings and public spaces.** The lack of established guidelines for building and public space design limits the process that is utilized for City and Coastal Commission approvals and sub-optimizes the potential results. A more thoughtful approach is desired that would provide a collective image of the whole that will contribute the attractiveness and appeal of the Wharf. In addition, concern was expressed that more positive relationships are needed between buildings and open spaces, and that the open spaces should be better fitted to activities on a regular basis as well as for special events.
- **Improve parking control systems and create a more inviting arrival experience.** There is a need to increase the transactional speed of the parking control systems on the Wharf to enhance the experience of the visitor and improve the efficiency of operations. Additional considerations related to parking control include the ability to more effectively close off the Wharf to pedestrians as well as vehicles after hours. In addition, there is a perception that the

entrance to the Wharf is off-putting, does not provide a gracious entry for vehicles, pedestrians and bicyclists and could benefit from a more visible and attractive sense of arrival.

- **Improve service and maintenance operations.** The City has identified the impact of heavy garbage trucks and delivery trucks as one of the most pervasive causes of damage to the Wharf. In addition, the City has identified many issues with pest control related to the trash and tallow enclosures, including seagulls, rodents and other animals. The trash enclosures are unsightly, take up valuable space, and interrupt the flow of public access. Alternative methods for trash collection and recycling, along with the potential elimination of centralized garbage collection areas and reliance on heavy trucks for collection, are needed.
- **Enhance public safety.** Considerations for public safety include how the Wharf can be better designed to respond to extreme storms, sea level rise and seismic events; how pedestrian/vehicular conflicts can be reduced; how the physical environment can create a stronger sense of security and discourage anti-social behavior; how additional presence of security and law enforcement personnel can be provided for; how emergency access can be better accommodated; and how evacuation in case of emergency can be undertaken.
- **Increase the effectiveness of leasing, marketing and regulatory practices.** City staff felt that it would be beneficial to take the opportunity during the planning process to review the leasing and marketing practices to see if there were more efficient and effective ways of achieving the City's objectives for the creation of a more vibrant, attractive and successful commercial environment. In addition, the City and the Coastal Commission both agree that there would be a significant benefit to developing a Master Plan document that could be utilized by both regulatory agencies that would give clear and consistent direction for public and private development and the criteria for approval.



The Wharf is one of the longest pile-supported timber structures in the world and due to the on-going maintenance by Wharf staff it continues to be in serviceable and sound condition.

Engineering Considerations

The basic timber structure and decking that support the Wharf are essential to its continued existence and performance. Therefore, one of the first steps of the project coastal engineers was to undertake a comprehensive review of the Wharf structure to assess what might be needed in the future. The engineering assessment addressed the condition of the piles, the overall integrity of the structure and the paving and substrate of roadways, parking areas and sidewalks.

The engineering work involved a visual and underwater survey of the piles and sub-structure to determine their viability and the need for replacement and repair. What was found is that the Wharf is generally in good and serviceable condition, primarily due to the fact that it has been well maintained over the years by the Wharf staff. There is a need for pile replacement under some of the existing buildings in locations that have been difficult to access. This has required remedial bracing for an interim period awaiting replacement or major reconstruction of the buildings thus providing access for the placement of new piles. With the continuation of on-going maintenance and replacement on an as-need basis of the structural elements, the life of the Wharf will be extended well into the future.

There is, however, the need for a general improvement to the pavement and substrate of the Wharf. The asphalt pavement of the driveway and parking areas is severely cracked over the majority of the traffic areas. Vehicular loading, particularly from heavy vehicles and large garbage trucks that service the Wharf, and differential displacement of the decking causes continual cracking of the asphalt paving and damage to the substrate. This is one of the main maintenance costs associated with the operation of the Wharf. Furthermore, no provisions are made for the handling and treatment of storm water run-off from traffic and parking areas which currently flow directly into the bay. In order to address all of these issues, the engineering team has developed substrate reinforcement methods that will reduce pavement cracking and provide for waterproofing of the decking and supporting members.

When these improvements are undertaken, it will also be necessary to provide for a storm water collection system that will allow for treatment of run-off from roadways and parking areas before the water enters the bay. The storm water collection system will require that the asphalt pavement in the vehicular areas be sloped to drain inlets on either side of the parking area for treatment of the run-off through media filters before draining into the bay. However, new walkways constructed with decking boards and gaps to allow for drainage are pervious and do not require treatment. Rooftop run-off would require treatment for sediment which will be collected in rain barrels or cisterns for sediment filtration prior to disposal into the bay.

A separate Engineering Report has been prepared by Moffatt & Nichol which documents the piling survey and the evaluation of the general structural condition and identifies the engineering improvements required to further the longevity of the Wharf. The report includes methods for increasing the resiliency of the structure to reduce potential damage and to enhance public safety in extreme weather conditions related to climate change and rising sea levels as well as seismic events. It further identifies improvements related to the weight bearing capacity of the pavement and substrate. Finally, the report documents the structural requirements for the Master Plan proposals and includes preliminary budget cost estimates for the entire improvement program.



Master Plan proposals for widening the Wharf on the east and west sides will increase its stability and resistance to extreme weather conditions.



Summary of Policies and Proposed Actions

This chapter summarizes the framework of policies and proposed actions for the preservation, restoration, improvement, and management of the Wharf over time. The policies and actions have been developed consistent with broader goals in support of the Wharf as a unique environmental and human-based resource within the Coastal Zone and its sustainable and prudent use for current and future generations. The policies and actions further recognize the importance of the Wharf as a visual and historic landmark, its potential as a more significant recreational and open space resource within the unique environmental setting of the Monterey Bay National Marine Sanctuary and its potential for becoming a more attractive commercial recreational destination that contributes to the quality of life and economic vitality of the Beach Area, the City and the region as a whole.

1. Maintain and restore the characteristics that distinguish the Wharf as a unique physical and cultural landmark during its period of historic significance, when its role was closely related to the bay and maritime and commercial fishing activities.

Maintain the timber piles and wood sub-structure construction that are essential to the Wharf's identity and to its continued longevity.

Maintain the linear form of the Wharf with an open leeward side and buildings clustered on the windward edge.

Construct a new Landmark Building on axis with the main vehicular circulation drive that is reminiscent in scale and industrial form of the large warehouse structure that once was located at the bayward end of the Wharf.

Utilize renewable hardwood decking or hardwood inspired decking¹ in pedestrian areas and design minimalist guardrails, where feasible, to recall

¹ Recommended revision April, 2023.

the wood structure and unobstructed perimeter of the historic maritime Wharf.

Ensure new buildings are designed in a manner that helps restore the historical character of the Wharf without creating a false historical narrative. The three new cultural buildings and entrance signage should be developed through early consultation with the Historic Preservation Commission to establish objective project goals and to ensure the buildings align with the Secretary of Interior Standards for Rehabilitation of historic resources such as the Wharf structure. Consistent with the City's Historic Preservation Ordinance, Historic Alteration Permits may be required for modifications to the Wharf and associated non-historic structures.²

2. Strengthen the Wharf and increase its resiliency to extreme weather conditions, seismic events and sea level rise.

Continue the regular maintenance and on-going replacement of piles, bents, stringers, and decking to enhance the condition and longevity of the Wharf.

Provide for the continuity of stringers and caps and additional bolts or side plates at unsupported cap splice locations.

Increase the number of vertical piles in the transverse direction (width of the Wharf) in conjunction with public improvements that benefit public access, recreational activities and boating to increase the Wharf's strength to resist forces imposed by storm waves and earthquakes.

Provide outriggers in the deeper water area between Bents 170 and 179 connected to the existing horizontal ledgers to most effectively enhance the rigidity and reduce the sway of the Wharf in extreme weather conditions or during a seismic event.

Limit truck traffic to the greatest extent possible to minimize damage to the paving and substrate of the Wharf.

Install defensive guard pilings and lateral supports as part of the Westside Walkway that will help disrupt wave force and intercept seaborne debris before

² Revised to include with City Council approval Nov. 24, 2020 (rescinded N.S. 30,050)

it reaches vulnerable pilings beneath buildings.³

3. Provide for the expansion of the perimeter of the Wharf to create more significant opportunities for public access, fishing, open water swimming, boating and linear recreational activities that will orient the visitor to the Bay and engage the waterfront environment.

Construct a wide promenade along the eastern edge and extend it, as required, through the existing parking area to create uninterrupted opportunities for recreation, to reduce pedestrian/vehicular conflicts and to provide for an alternate emergency access route.

Construct a walkway on the western side that provides for continuity of access in a manner that does not conflict with visual access from adjacent commercial uses.

Design the public access improvements on the east and west side so that they add to the structural resilience of the Wharf during extreme weather conditions, sea level rise and seismic events.

Improve bicycle and pedestrian facilities and connections to existing and developing trail systems both City wide and throughout the region.

Provide new accessible boating and landing facilities that will enhance water-oriented recreational, scientific and educational opportunities and which can serve for emergency evacuation, if needed.

Construct a small boat landing facility on the east side adjacent to the East Promenade for kayak, paddleboat and fishing boat rentals as well as for Wharf operations.

Construct a landing facility for the docking of larger vessels at the eastern bayward end for science, education, research, sports fishing and whale watching. Neither the Wharf nor its landings shall be used to land, harbor, or berth ocean line type cruise ships nor shuttles for such vessels.⁴

³ Recommended revision April, 2023.

⁴ Ibid.

Construct a new gangway, float and ladder adjacent to the Westside Walkway and near the Gateway Building to provide access for open water swimming and water sports⁵.

Utilize the new recreation, public access and open space improvements to enhance the identity of the Wharf, expand its market appeal and focus its messaging for branding and marketing purposes.

4. Provide public oriented activities and a built form that gives structure and orientation to the visitor experience, expresses the unique characteristics of the Wharf and provides a more diverse and varied dimension to its venues and offerings.

Heighten the visual, historical, and environmental characteristics of three key, but underutilized, locations – and at the beginning of the line of commercial buildings just past the entry gates, at the point at which the Wharf alters direction to the southwest, and at the bayward end.

Construct a Landmark Building that punctuates the bayward end of the Wharf, celebrates its deep-water extension and southwest orientation into the wind for optimal mooring and recalls the historic warehouse structure that once occupied this key location.

Provide a stepped edge along the eastern bayward end of the Wharf adjacent to the Landmark Building that enhances viewing opportunities to marine life, boating and fishing activities.

Heighten the experience of the dynamic qualities of water, the variability of waves and tides and the exhilaration of being out over water by creating a stepped overlook that extends out into the bay.

Consider relocation of the Marcella and associated davits to a more prominent location and consider expanding the collection of historic vessels to help make the bayward end a more attractive destination.

Construct a multi-sided, all-season⁶ Events Pavilion that creates a continuity of

the commercial uses where the Wharf bends to the southwest and provides a large, weather-protected space.

Construct a Gateway Building at the beginning of the line of buildings on the windward side of the Wharf, facing the shore and graciously greeting visitors to the commercial and recreational experiences that follow.

Consider locating changing rooms, restrooms and a sauna and a gathering space of limited size in a portion of the Gateway Building to support open water swimming activities within the Wharf.

Design the Landmark Building, Events Pavilion and Gateway Building in a manner which will heighten their prominence and architectural distinction and to create positive indoor/outdoor relationships.

Develop more specific programming for public-oriented uses and activities for the Landmark Building, Events Pavilion and Gateway Building and coordinate these with other educational, scientific and cultural venues and events on the Wharf.

Develop a Wharf Interpretive Resources Plan that will identify opportunities and strategies for conveying Wharf history, cultural, and environmental education through historical materials, interpretive elements, and public art. This Plan should consider opportunities within new public buildings and businesses as well as at strategic locations along or near the Wharf to develop a “museum” dedicated to the Wharf and Beach area, as well as a program for funding and sustaining these resources.⁷

Any potential development at the end of the Wharf, shall preserve to the greatest extent possible, or relocate to a place of greater access and viewing quality, the popular “sea lion viewing” and “fishing” holes at the end of the Wharf. Any redesign of these features must seek to preserve the intimate experience of the current viewing holes and be consistent with the character of the Wharf, as determined through community engagement.⁸

⁷ Revised to include with City Council approval Nov. 24, 2020 (rescinded N.S. 30,050), modified April, 2023.

⁸⁸ Ibid.

5. Provide for an increase in the number, diversity, seasonality and appeal of events and make the educational, scientific, historic, environmental and cultural dimensions of the Wharf an integral and meaningful part of the visitor experience.

Ensure that the Wharf Interpretive Resources Plan⁹ for interpretative elements and events is updated on an on-going basis and coordinated with the Santa Cruz Wharf Outreach Network and other affiliated entities and interested groups.

Designate an Events Curator to administer implementation of the Wharf Interpretive Resources Plan¹⁰ and to manage and promote year-round events, education and scientific venues and interpretative programs.

Provide for an integration of scientific and educational initiatives and non-profit and for-profit activities within the Gateway Building that includes interpretative materials and information related to local culture, history and the environment and that orients the visitor to the venues, tours, activities and attractions on the Wharf.

Provide interpretative elements that enhance “noticing skills” and subtly heighten a sense of play,¹¹ individual discovery and personal engagement of the bayfront setting.

Encourage mobile exhibits, docents and dynamic messaging that keep information current, alive and interesting for visitors of all ages¹² without requiring significant maintenance and upgrade on a regular basis.

Provide opportunities for research and demonstration projects including but not limited to the marine environment, energy, water use and recycling; foster and participate in mutually cooperative relationships and ventures with science and educational entities such as the Monterey Bay National Marine Sanctuary Exploration Center, the Seymour Marine Discovery Center, the Moss Landing Marine Laboratories, Monterey Bay Aquarium Research Institution (MBARI), USGS, and the University of California at Santa Cruz.

⁹ Recommended revision April, 2023.

¹⁰ Ibid.

¹¹ Ibid.

¹² Ibid.

⁵ Recommended revision April, 2023.

⁶ Recommended revision April, 2023.

Identify an appropriate location for the Surfing Museum, in recognition of the role that surfing plays in the culture, recreation and economy of the city and its status as a designated World Surfing Reserve.

Consider, as appropriate, the use of the Events Pavilion for community celebrations that will maintain to its public orientation and will help further the tradition of the Wharf as a “living room of the city”.

6. Do not expand the Wharf for vehicular circulation and parking but utilize the existing footprint more efficiently and effectively for these functions and to improve the arrival experience.

Eliminate visual clutter and physical obstructions within the vehicular and parking area.

When the East Promenade is constructed, restripe the parking lot to provide for perpendicular spaces in conformance with City standards and to allow for a widened sidewalk.

With any restriping, consider a variety of parking space sizes to accommodate a diversity of vehicle sizes including large SUVs and compact vehicles.¹³

Relocate the parking control booths southward to Bent 37 where the parking begins to create an appropriate, attractive and inviting gateway.

Improve parking management systems to increase transactional speed and convenience, particularly during the peak summer season.

Encourage the use of validation and demand pricing systems to discourage off-site use of the parking supply during peak periods.

Improve alternative modes of travel, including pedestrian, bicycle, and public transit and shuttles that promote accessibility without increasing parking demand.

Provide for a row of efficient high quality light fixtures on the east side of the parking spine and remove the light fixtures on the west side that constrain pedestrian movement. Incorporate lighting onto the building frontages and storefronts for the sidewalk area. Reduce light pollution whenever feasible.¹⁴

Improve the paving and substrate of the vehicular access and parking areas to reduce maintenance costs, accommodate emergency access vehicle loads and to provide for stormwater best management practices.

7. Do not expand the Wharf footprint for commercial uses but within the existing footprint, increase the amount, intensity, diversity, and appeal of the commercial venues on the Wharf.

Increase the number and continuity of business along the commercial frontage and create a fine-grain mix of shops, take-out, and eating and drinking establishments.

Provide opportunities for establishments of different sizes, offering a variety of products and menus, and a mix of established businesses and innovative new enterprises.

Encourage small food and retail carts at selected locations at the landward end of the Wharf to create continuity, convenience and interest for visitors and to encourage incubator businesses.

Select Wharf businesses and activities that reflect the unique culinary, artisanal and environmental attributes of the region.

Allow and encourage the use of upper floors to free up the ground floor spaces for active, publicly-oriented uses.

Encourage the use of wind-protected rooftop terraces for outdoor dining and viewing.

Consider pop-ups, events, short term commercial uses, and temporary

recreational facilities to activate under utilized Wharf areas and opportunity sites awaiting development.¹⁵

8. Improve the appearance of the commercial buildings, the attractiveness of the storefronts and adjacent sidewalk and the quality of the pedestrian experience.

Design storefronts to create a positive relationship between indoor and outdoor spaces and encourage commercial uses that open up to the sidewalk.

Provide for transparency in the commercial storefronts, encouraging views through to the west as well as to the making of goods and products, including craft and small-scale production activities and exhibition kitchens that contribute to an attractive and interesting shopping, dining and walking experience.

Discourage and limit blank walls, indented entrances and awkward and angular building facades. Utilize shallow liner uses along the sidewalk to encourage pedestrian engagement and to shield back-of-the-house functions such as kitchens, storage areas and restrooms.

Encourage sloped roofs with clerestory windows and enclose mechanical equipment within the roof volume.

Promote a continuous permanent canopy over the sidewalk with integrated lighting and signage for comfort and convenience to the pedestrian in inclement weather and during evening hours.

Reduce impediments to pedestrian movement along the sidewalk and maintain the finished floor of storefronts at sidewalk grade or locate ramps internally within the premises, so that they do not encumber the public domain.

9. Improve public services and facilities and enhance a sense of safety, security, comfort and convenience on the Wharf.

Provide a more efficient and effective way of collecting trash, tallow and refuse that eliminates the need for centralized trash storage areas that occupy

¹³ Recommended revision – April, 2023.

¹⁴ Ibid.

¹⁵ Ibid.

valuable space and are unsightly.

Increase the visible presence of police and security guards and provide for improved electronic surveillance, public address, and a well-located and visible incident communication system for rapid response.

Improve and enlarge public restrooms in three locations at the bayward end of the Wharf, adjacent to Wharf Headquarters and at the Events Pavilion and design them to be ADA compliant in consideration of “crime prevention through environmental design” principles, such as “eyes on the street”, visibility of access ways, and other approaches that deter undesirable social behavior through the design of the physical environment.

Expand the lifeguard station to better accommodate service needs, accessibility requirements, and rescue craft or fire boat support facilities.¹⁶

Design the entrance so that the Wharf can be fully closed for both vehicles and pedestrians in after hours in an attractive and unobtrusive way.

Limit anchorages on the windward west side of the Wharf and implement the west walkway not only to provide public access but also to improve safety and reduce the risk for building collapse and threat to life in the event of a large vessel or marine debris¹⁷ impact.

Develop a coordinated plan for rapid response, evacuation and protocols to be followed in the event of an emergency.

Evacuate the Wharf during periods of predicted extreme waves as occurred in 1985, 1998, and 2023.¹⁸

10. Implement proactive management, leasing and marketing for the Wharf.

Build on the marketing strategy and principles set forth herein and develop a detailed marketing plan and actively solicit innovative,

desirable, and sustainable new enterprises.

Pursue a proactive approach to tenant selection and utilize a competitive bid process for tenaning the unique and special locations on the Wharf and to allow for the best-in-class selection of tenants.

Pursue coordinated advertising and promotional efforts that will be of benefit to all of the businesses on the Wharf.

Prepare a detailed implementation program that identifies potential public, private and institutional funding for the implementation of improvements and for on-going maintenance and management.

Augment staff resources as necessary to better achieve market, promotional, and tenaning opportunities as well as for the design of public projects, design review of commercial projects and for enhanced operations, maintenance and security.

¹⁶ Recommended revision – April, 2023.

¹⁷ Ibid.

¹⁸ Ibid.



Planned improvements along the perimeter of the Wharf will strengthen the relationship of the Wharf to the Bay and its scenic and environmental qualities.



The elongated configuration of the Wharf and its half mile length make it ideally suited for linear recreational activities, including walking, jogging and bicycling as well as viewing, sitting and fishing.

MASTER PLAN RECOMMENDATIONS

PART 1: ENGAGING THE BAY AND EXPANDING PUBLIC ACCESS, RECREATION AND BOATING

Just as the Wharf gained in meaning and importance to Santa Cruz and the surrounding region for its role in transportation and commercial fishing, today it can gain new meaning for the role it can play as a recreation and open space resource that more fully engages the scenic, environmental, and educational qualities of Monterey Bay. Improving the perimeter of the Wharf for this purpose will not diminish its current role as a commercial recreational attraction. Rather, it will add another dimension which will broaden the market appeal and help the commercial uses on the Wharf and make the City's real estate asset become more economically viable.

As the role of the Wharf changed over time, so has the perception of the resource value of the bay. As transshipment and commercial fishing declined, the importance of the ecological, scenic and environmental value of the bay increased. In the 1980's, the Monterey Bay Aquarium was built on the site of a former sardine cannery, and around the same period of time, the Long Marine Lab was built by UC Santa Cruz on nearby coastal bluffs. In 1992, the Monterey Bay National Marine Sanctuary was created in recognition of its unique marine resources and the need to protect its rich underwater life. Since that time, a number of additional facilities and programs have contributed to the Sanctuary experience by engaging the visitor in the discovery of its resources and building commitment to on-going stewardship. Subsequently, the Sanctuary Exploration Center opened near the landward end of the Wharf and recently, funds were approved to begin implementation of the Sanctuary Scenic Trail.

Today the visitor experience has been distanced from the bay and has focused in toward the center of the Wharf rather than around its edges. Access along the perimeter of the Wharf is narrow and discontinuous. For much of the east side, bumpers of parked cars and trash collection bins adjoin a constrained 5-foot wide public walkway, which is further

interrupted by boat rental uses and Wharf Operations equipment. Along the perimeter on the west side, public access adjacent to most of the commercial uses is totally unavailable. The Master Plan proposes to overcome these limitations and strengthen the relationship of the Wharf to the bay by opening up new opportunities for recreation, open space and public access along its perimeter and entire length. The plan proposes the widening of the Wharf to include a broad promenade along the eastern edge, stepped overlooks for greater exposure and immediacy with the open bay, and the completion of public access for continuity of movement along the west side. It also includes the provision of two accessible boat landings – one for smaller craft, including fishing boat and kayak rentals and Wharf Operations, and the other for larger 200-ton visiting science, research, education, whale watching and sportsfishingvessels.

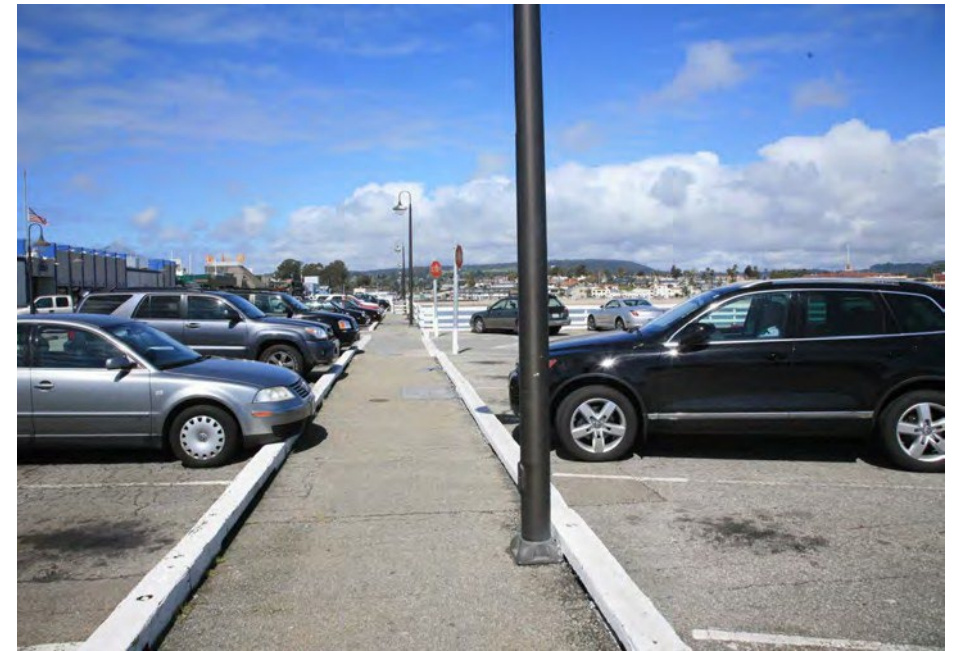
The new promenade will significantly enhance linear recreational activities, such as walking, jogging and, bicycling that are very popular today. The promenade and walkway can become a part of an even larger recreational experience tied to the Sanctuary Trail system and other trails being developed locally and within the region. Furthermore, these perimeter improvements will create improved places to fish, sit, linger, socialize, view, and commune with nature. They will provide a platform for science and education, create opportunities for developing “noticing skills” and improve communication of the environmental narrative of the Wharf and the bay. In addition, the new landings will extend the recreational experience of the Wharf into the bay and greatly expand the scientific, research and educational dimensions of the Wharf experience.

From a strategic point of view, these recreational improvements will be the most important way that the appeal of the Wharf can be broadened to a larger cross-section of residents and thus create additional market

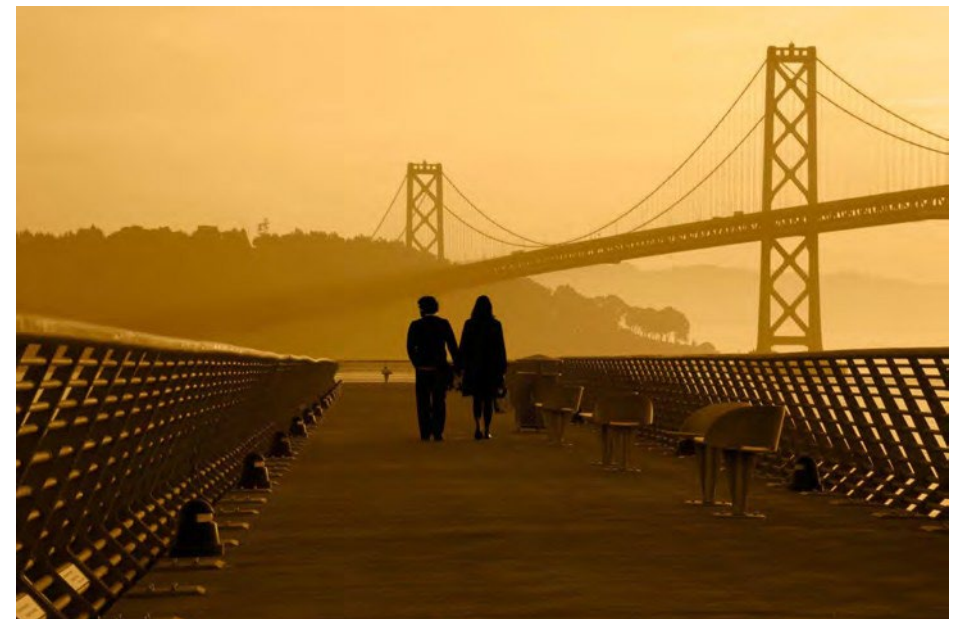
support for the commercial uses, particularly in off-season months. Attracting more of the same market segment that already comes to the Boardwalk during the summer months is not the optimal way to improve the economic viability of the existing commercial businesses nor is it going to enhance off-season usage. Similarly, increasing promotional efforts in and of themselves will not significantly affect the fundamental characteristics of the Wharf's market support and seasonality.

Enhancing recreation and open space opportunities and linking the identity of the Wharf more closely to Monterey Bay and the National Marine Sanctuary will be effective tools in rebranding the Wharf and making it more attractive to residents. These improvements build on local values and preferences and the interest and enthusiasm shared by residents in the outdoors and in the active pursuit of outdoor recreation activities – whether surfing, swimming, walking, jogging or bicycling. They also would appeal to the many Santa Cruz residents who are interested in nature, concerned about preservation of the environment and in good stewardship of natural resources. It is interesting that, in most visitor destinations, the more residents that are attracted to a place, the more appealing it becomes for visitors. Visitors like authentic places and residents validate their authenticity and underwrite the quality of the commercial establishments.

The proposed Master Plan improvements will not only significantly add to the recreational and open space resources and contribute to the commercial viability of the Wharf and the economy of the city. In addition, they will accomplish a number of other important objectives. They will meet state and national initiatives for public access to coastal resources, will help improve public safety and emergency access, reduce pedestrian/vehicular conflicts and increase the resilience of the Wharf structure to extreme weather and environmental conditions as well as sea level rise.



Public access and viewing opportunities are very limited around the perimeter of the Wharf.

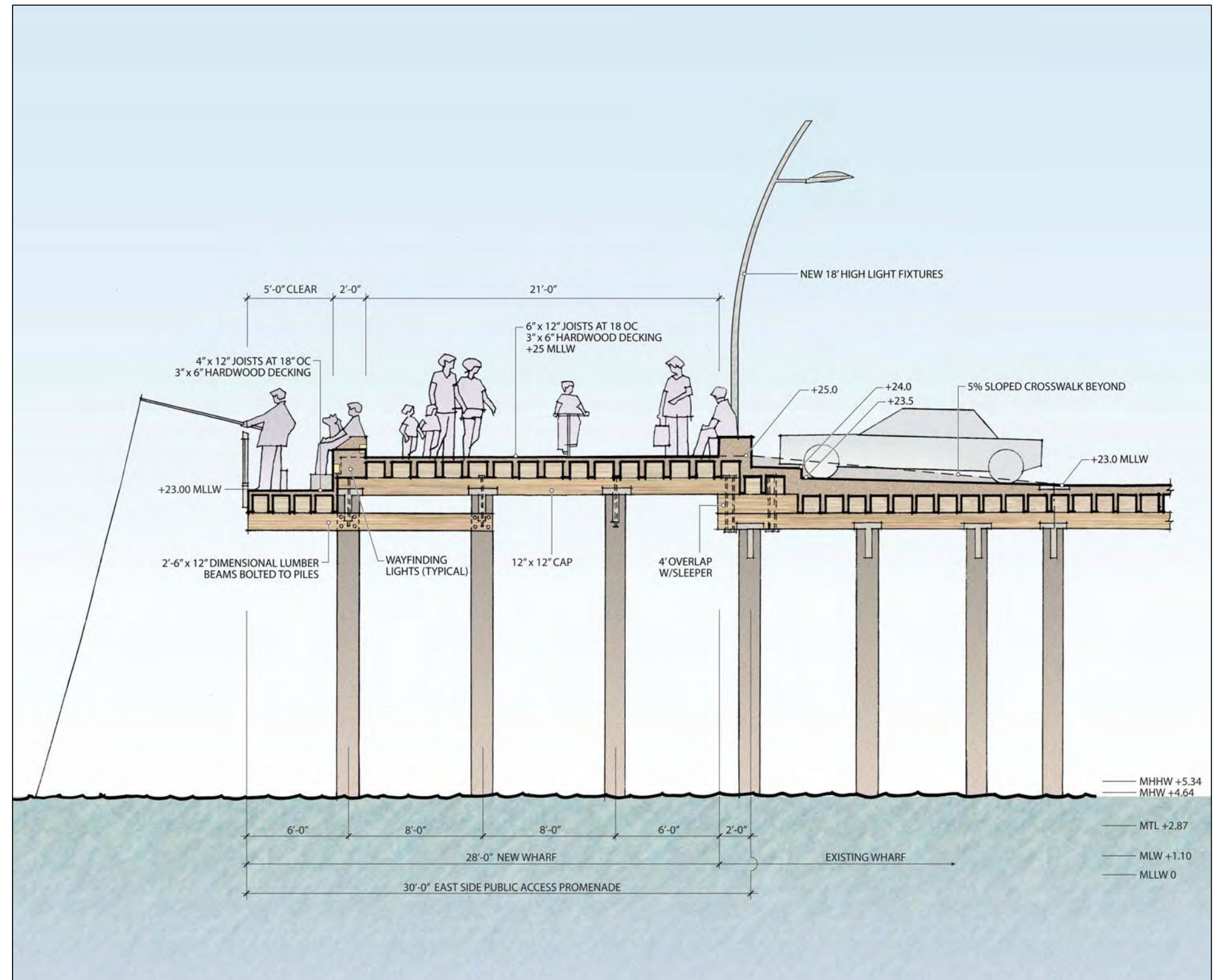


Examples of promenades on piers and public access along the waterfront in San Francisco.

The East Promenade: The Backbone for Enhancing Bay-Oriented Recreation

The East Promenade provides the backbone structure for a series of improvements, including the Small Boat Landing, the South Landing, a Stepped Edge with Outriggers and Terraced Overlook that will enhance public access along the entire length of the Wharf. Each of these improvements will add to the recreational, educational, and scenic dimensions of the Wharf and contribute to a diverse and engaging experience with the bay. The East Promenade itself will provide for a variety of recreational activities that benefit from the length and linearity of the Wharf. It will create space for promenading, jogging and family bicycling, a much-improved place for sitting, viewing and fishing and access to new boat landing facilities. The promenade will be a platform for interpretative exhibits and for educational and scientific activities as well as for guided tours and hosted visits. The additional width provided by the East Promenade will also enhance the lateral stability and strength of the Wharf, provide for a second means of access/egress for emergency vehicles and help to reduce pedestrian/vehicular conflicts.

The majority of the East Promenade will be constructed at a slightly higher elevation than the existing Wharf with a step-down section at the eastern edge to approximately the existing Wharf elevation. The step-down section will provide an ideal place for sitting, fishing and viewing without interrupting visual access from the main deck level for those who are walking, strolling, jogging or bicycling. In addition, this configuration will allow for a lowered guardrail that will be out of the view plane of those on the elevated deck level above and therefore will be reminiscent of the historic open Wharf edge. Inland of the step-down area, a slightly elevated edge will be provided to create a demarcation for the visually impaired and enhanced informal seating opportunities. The main elevated deck level of the promenade will provide a pedestrian and bicycle movement area physically separated from the vehicular movement and parking areas. The change in grade and an 18-inch high seat wall will further screen the bumpers of adjacent parked vehicles and focus activities towards the bay.



Typical East Promenade section on either side of Small Boat Landing and adjacent to the South Landing.

The creation of this 29-foot wide, 2,200 foot long promenade on the east side opposite the commercial establishments will be transformational in redefining the image and identity of the Wharf. This new space, which will be 63,800 square feet, or 1.5 acres, in size will foster recreational, educational and social activities, and will attract residents as well as a broad and more diverse group of visitors thus enhancing visitation both during the peak and off-season months. The fresh and distinctive image created by the East Promenade will also contribute to the marketability, brand identity and economic viability of the commercial uses.

More specifically, the Wharf will be extended eastward from Bent 37, or generally from the point where the Wharf widens to accommodate parking, and it will be approximately one foot higher than the existing deck. An 18-inch high seat wall will be built along the parking side of the East Promenade to provide additional separation from the adjacent parked vehicles and an informal resting place. New light fixtures and leaning rails that also serve as bike racks will be placed in line with the seat wall. To create continuity with the bayward end, the promenade will also extend through the East Parking Lot. To do so without a loss of parking, the Wharf must be extended eastward in this area.

The lighting concept for the vehicular and parking areas on the Wharf calls for the placement of light fixtures along the inland edge of the promenade and on both sides of the East Parking Lot extension. This will result in the placement of twenty-six light fixtures at 75 feet on center and in line with the seat wall along the parking lot edge and an additional six light fixtures on the opposite side in the east parking lot area, for a total of 32 light fixtures. The light fixtures will incorporate features to discourage bird perching and will be approximately 18 feet in height. The features will provide adequate lighting for the promenade as well as the vehicular access and parking areas, and with additional canopy lighting along the sidewalk, will eliminate the need for light fixtures on the sidewalk adjacent to commercial uses. Nesting low-level way-finding lights will be provided along the bayside edge in the proposed step-down area. The lighting concept is designed to protect the night sky, enhance views to the shore and highlight the commercial storefronts. The plan

also proposes to flank the light poles on either side with a leaning rail that also serves as a bike rack. This would result in 64 bike racks generally distributed along the length of the Wharf where the most intense commercial and recreational activity is located. Additional bike racks can be added, when demand warrants so that bicycle parking can meet the City requirement for 35% of the vehicular parking spaces, or a total of approximately 150 bicycle parking spaces. In addition, if demand indicates the need for additional bicycle parking during special events, a platform accessible from the ramp system at the South Boat Landing can be provided for this purpose.

The East Promenade will be designed to support fire truck loading requirements so that it can be used for emergency access. It will also be designed to accommodate ADA accessible pedestrian crossings, at multiple locations from the elevated promenade to the existing Wharf level and across the parking lot to the commercial uses. These crossings will not only facilitate east/west pedestrian access, but they will also allow for service and ambulance access to and from the promenade. Changes in grade to allow access for larger fire trucks will be provided at either end and in the East Parking Lot area.

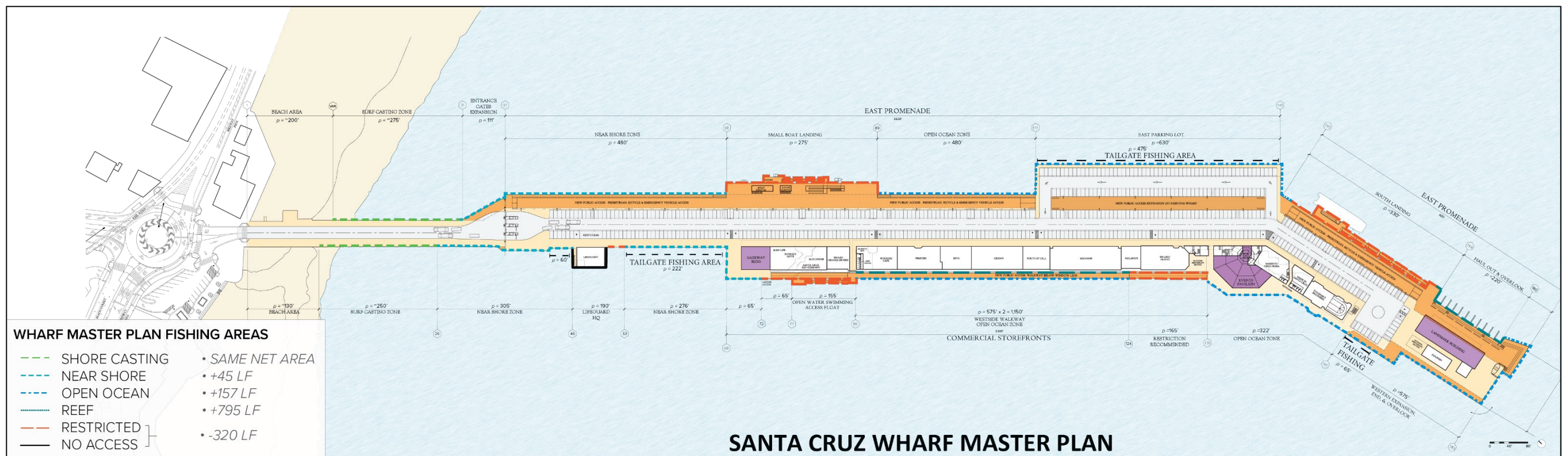
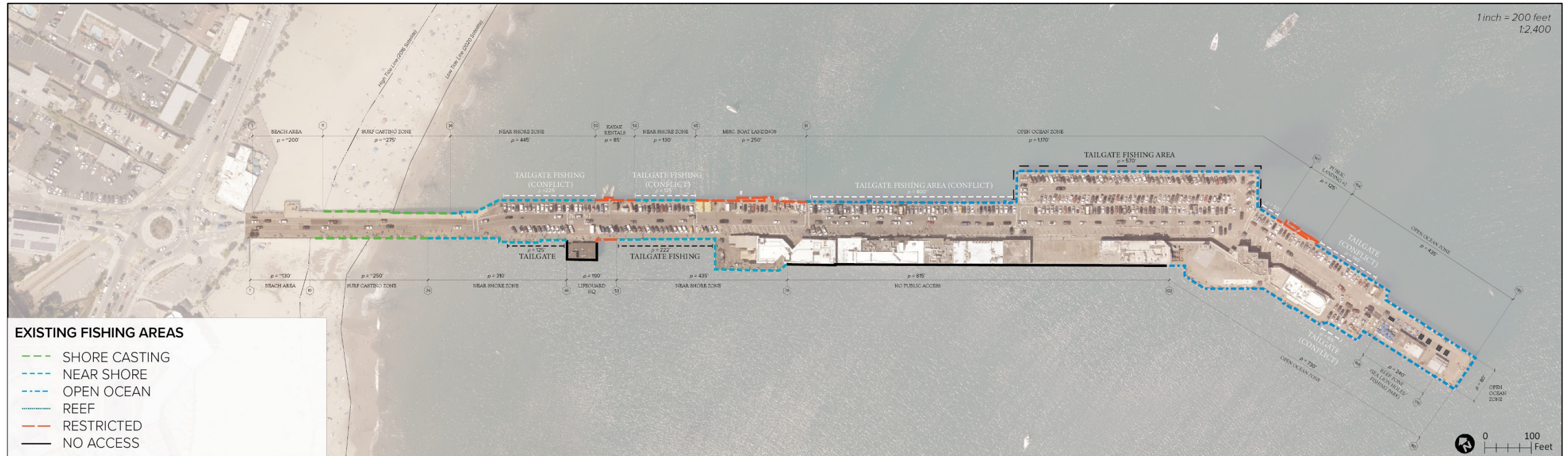
The East Promenade is designed to accommodate a flexible activity pattern. Along the water's edge, there will be an approximately 7 foot space, part of which will be at a lower elevation, that provides for "staying" activities, such as fishing, sitting and viewing. On the opposite side, the seat wall will mark the transition between the parked vehicles and the East Promenade. The approximately twenty feet in between these two zones will accommodate a variety of movement activities – including jogging, walking, and family bicycling. If bicycling proves to be intensive, a demarcation of a 10-foot bicycle zone and a separate 10-foot pedestrian zone can also be provided with striping and signage. [An analysis of fishing access changes and expansion is provided on the next page.](#)¹⁹

The East Promenade is partially created through new construction and an eastward extension of the Wharf. It will need to be supported by approximately 435 new timber piles. The underlying structure will be

similar to that of the existing Wharf and will be integrated with it. It will be built as an extension of the Wharf and aligned with the approximately 15-foot modules of the existing Wharf bents. The timber bents (or beams) will be 12 inches by 12 inches in size, and will be generally supported by three piles. Sleepers will be utilized between the new and the existing bents to adjust for the desired vertical separation and the new bents will overlap the existing bents by four feet so that the structures can be adequately bolted together. In addition, the design calls for two, two inch by six-inch dimensional lumber beams to be bolted onto the two easternmost piles to support the cantilevered section for the lowered promenade edge. Six by twelve inch stringers (or joists) at 18 inches on center sized to support emergency vehicle loads will span between the bents. In the step-down area, the joists would be four inch by twelve inches in size, and will be spaced at 18 inches on center. On top of and perpendicular to the stringers will be placed three by six inch renewable hardwood decking, such as Ipe or Machiche, with a 3/8-inch gap for drainage and in compliance with ADA code requirements. The hardwood deck will provide a warm and attractive color and comfortable walking environment that recalls the underlying wood construction and the historic paving materials of the Wharf. The gaps in the decking will not only provide for drainage but will also allow pedestrians to sense the water below. Stainless steel side clips or other such fastening mechanisms will be utilized to avoid the need for top-screwing, which makes the decking more vulnerable to deterioration over time. The underside of the promenade will be sprinklered for fire safety.

Along the water's edge, a stainless steel guardrail with a stainless steel sloped top to facilitate fishing and leaning and with a stainless steel mesh below, is proposed to meet code requirements for safety, prevent debris from the Wharf to go into the bay, and minimize visual obstruction. Fishing facilities, including fish cleaning tables and water supply, will also be provided, in particular within the tailgate fishing area that will remain within the parking lot between Bents 111 and 145. Mobile interpretative exhibits, for example from the Sanctuary Exploration Center, will enhance "noticing skills" of the marine environment, will provide another dimension to the experience and understanding of the bay, and will promote stewardship of the Monterey Bay National Marine Sanctuary.

¹⁹ Recommended revision – April, 2023.

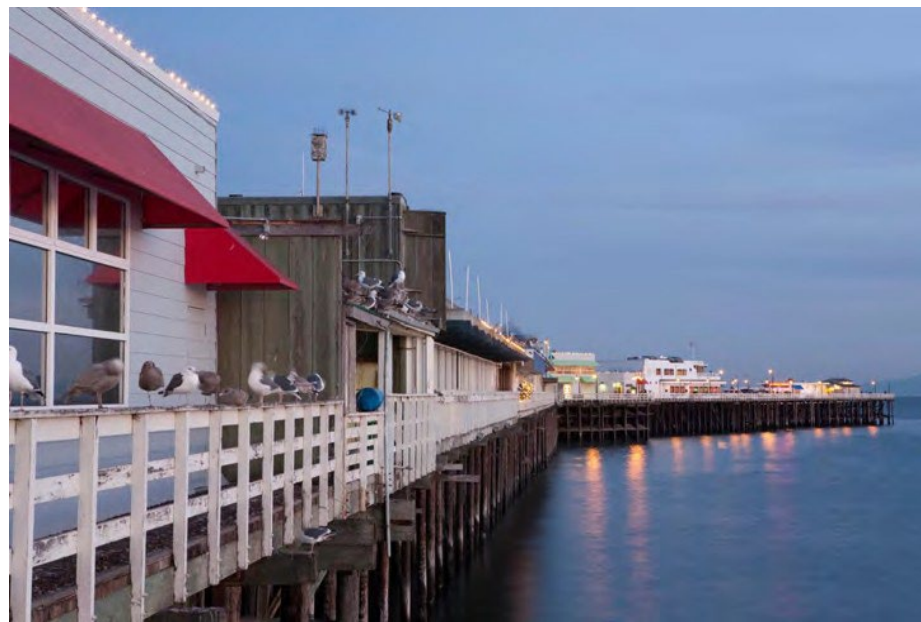


**COMPARISON OF FISHING AREAS
WHARF MASTER PLAN + EXISTING CONDITIONS**

The Westside Connection – Creating Continuity on the Perimeter of the Wharf

A new walkway is proposed on the west side of the commercial uses to provide public access and a necessary linkage to complete a full one-mile circuit of pedestrian movement around the entire perimeter of the Wharf. The walkway will extend approximately 870 feet from Bent 135 to Bent 77, will be 12 feet wide and approximately 10,440 square feet in size. It will be built at a lowered elevation, of approximately +15 MLLW or 8 feet below the existing Wharf deck level, to allow for undisturbed visual access from the existing restaurants and commercial spaces along that edge.

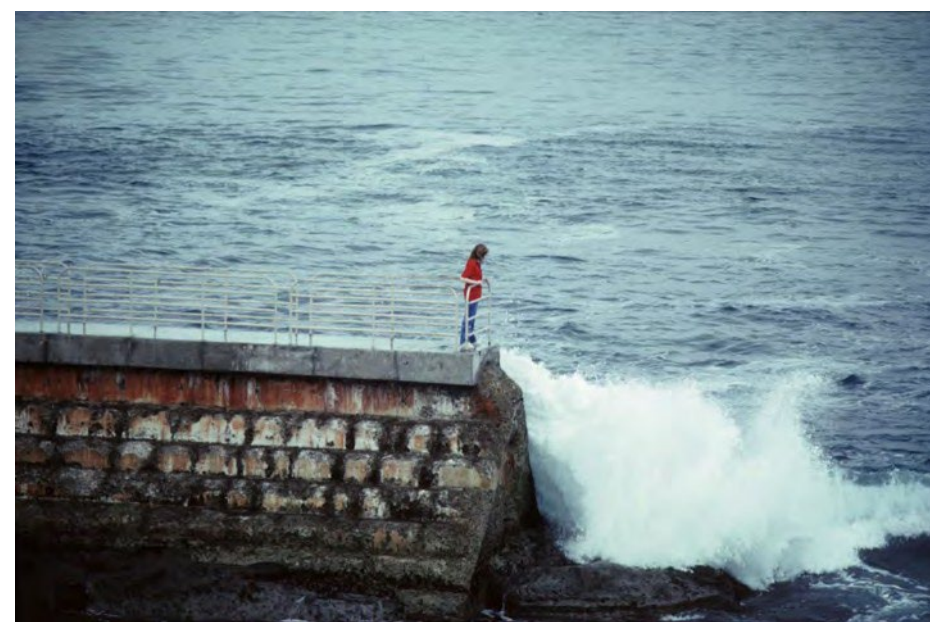
To access the lowered walkway will require a 160-foot slope transition zone at either end, from the existing Wharf grade of +23 MLLW to the promenade grade of +15 MLLW. The transition will be made at a gentle ADA-compliant slope that is no greater than 5% grade which would not require landings and handrails. At the top of the transition zone, where the promenade meets existing grade, lockable gates are envisioned to control access after dark and during inclement weather. In keeping with the desire to heighten the sense of visual and physical immediacy with the bay, the Westside Walkway will be designed in as transparent a manner as possible. Stainless steel railings, similar in character to those on



Much of the west side is not currently publicly accessible.

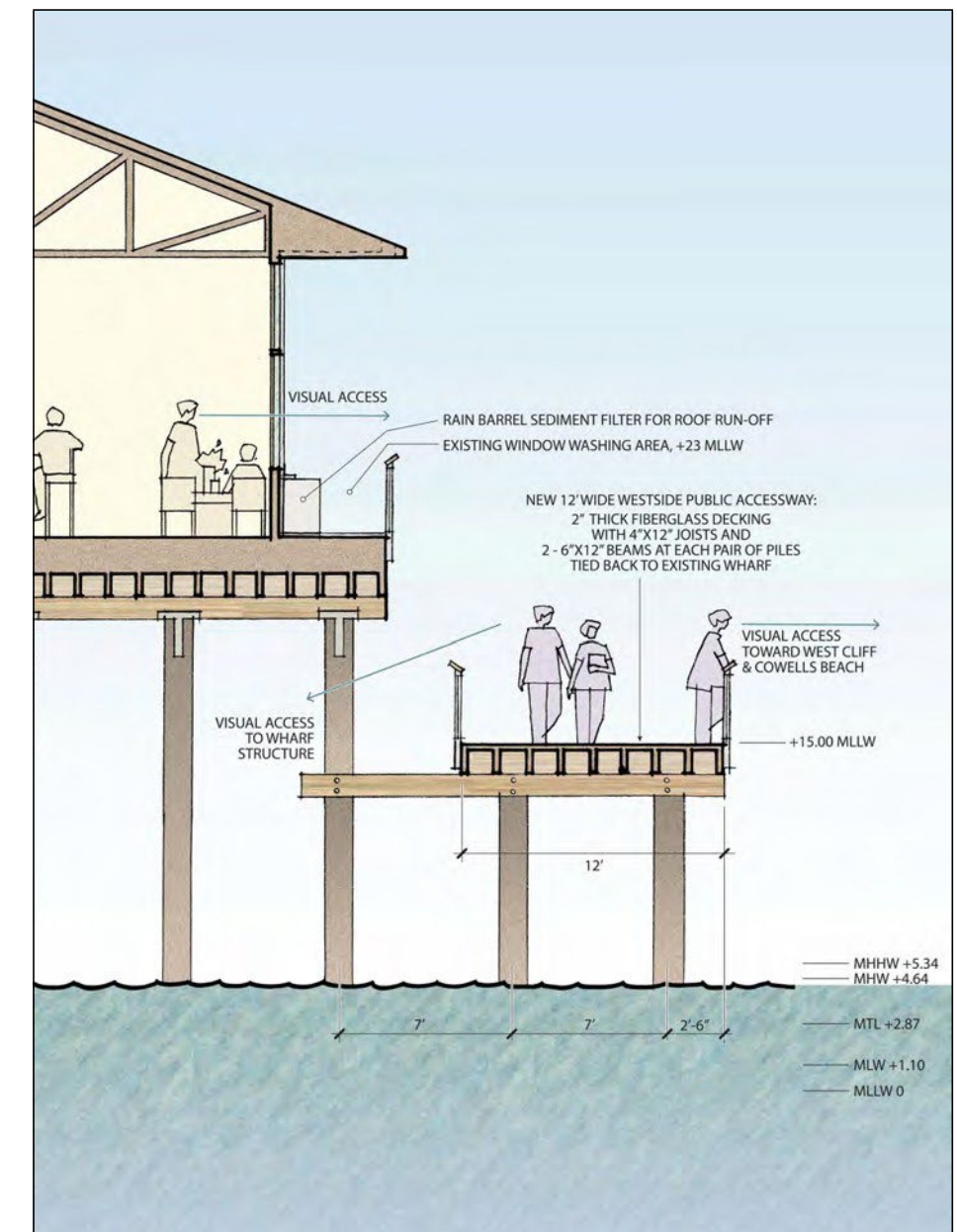
the East Promenade, will be utilized. Because ambient light levels will be high from adjacent commercial uses and because generally it is not anticipated that the Westside Walkway would be accessible in the late evening hours, it is not anticipated that lighting will be provided along its length.

The walkway will open up a currently inaccessible area to a new recreational experience and, at the same time, provide additional structuring bracing to the Wharf's more vulnerable west side. It will add space to for recreational activities that are not currently available, providing for walking, viewing, fishing and open water swimming as well as for discovery of the unique marine environment of the bay. It will offer a unique vantage point to view the forest of piles and sub-structure from the west side of the Wharf and to open up views to the distinctive West Cliff shoreline. The walkway will be built in a similar manner as other portions of the Wharf. It will require two piles per bent for a total of 112 new piles. Two 6-inch by 12-inch dimensional lumber beams at each bent line will be provided and bolted to the two new piles and extended to the first existing pile on the Wharf for improved lateral stability. Four inch by twelve inch stringers at 24 inches on center



The thrill of being close to the water and experiencing the bay.

will span between the beams and a two-inch grey pultruded fiberglass reinforced plastic decking with a coarse grit for slip resistance will be provided over the stringers to reduce the potential uplift on the structure caused by storm waves. The deck material would provide a sturdy, walking surface that water can pass through and that, at the same time, will give the pedestrian a sense of the bay below.



Typical Westside Walkway section.



Kayak and fishing boat rentals are an important part of the recreational experience of the Wharf today and the new Small Boat Landing will broaden their appeal and accessibility.



The proposed South Landing will provide for the mooring of scientific and research vessels as well as vessels for whale watching, bay tours, and sports fishing.

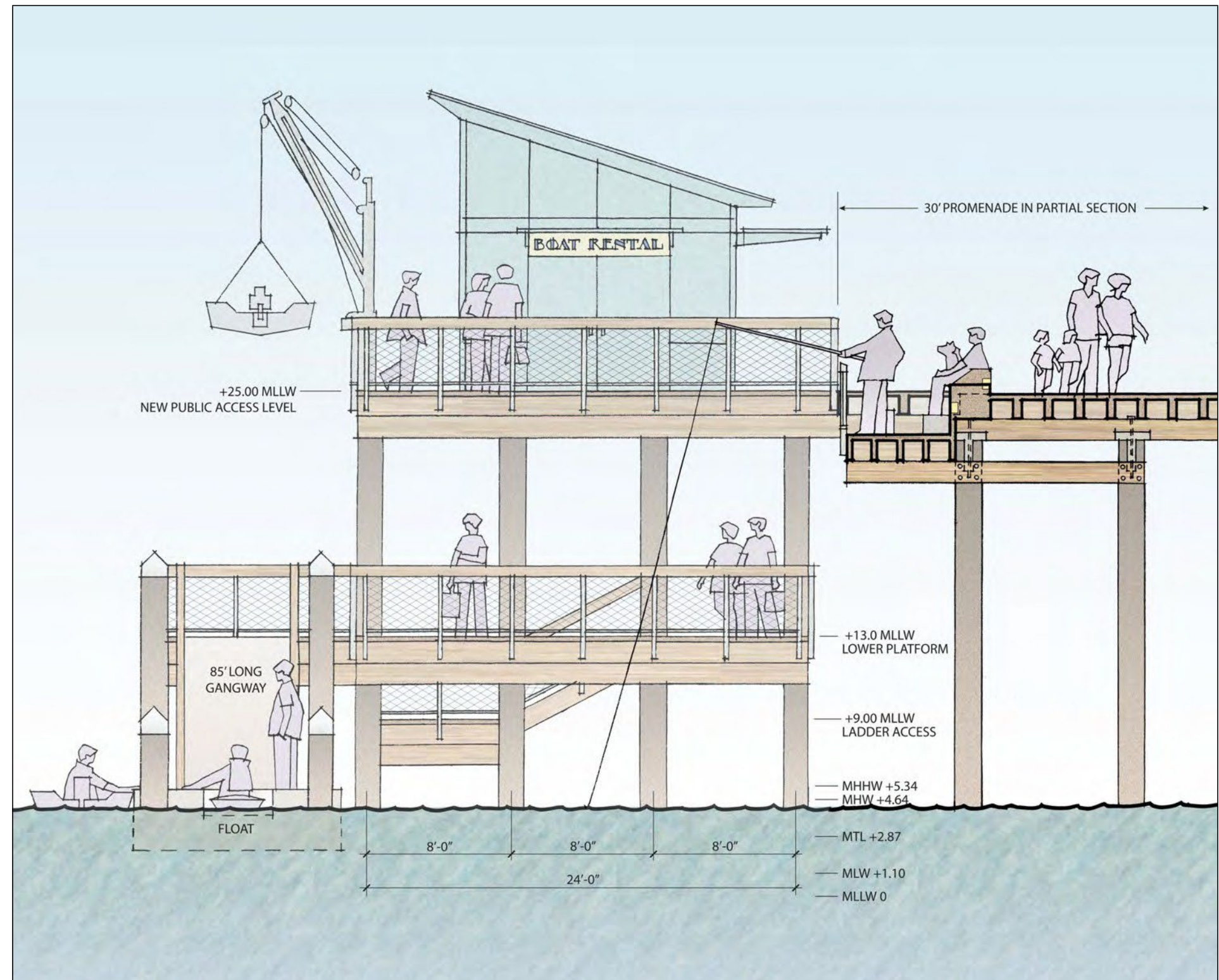
The Boat Landings Extend Wharf Activities Out into the Bay

The Master Plan recommends the construction of two new boat landings that provide for expanded and accessible marine-related activities and services along the East Promenade. The Small Boat Landing will provide expanded facilities for smaller recreational vessels and Wharf operations. The South Landing, a berthing facility for larger vessels, is proposed in a location which was originally configured for berthing large vessels in consideration of the wind and wave environment of the bay. This larger landing will provide for the temporary mooring of vessels up to 200 tons in size for whale watching, bay tours, sports fishing and mooring of educational and scientific research vessels. Both landings will be ADA compliant and serve the potential need for evacuation in the event of an emergency. Both boat landing facilities will also extend the reach of the Wharf well into the bay and the ocean beyond.

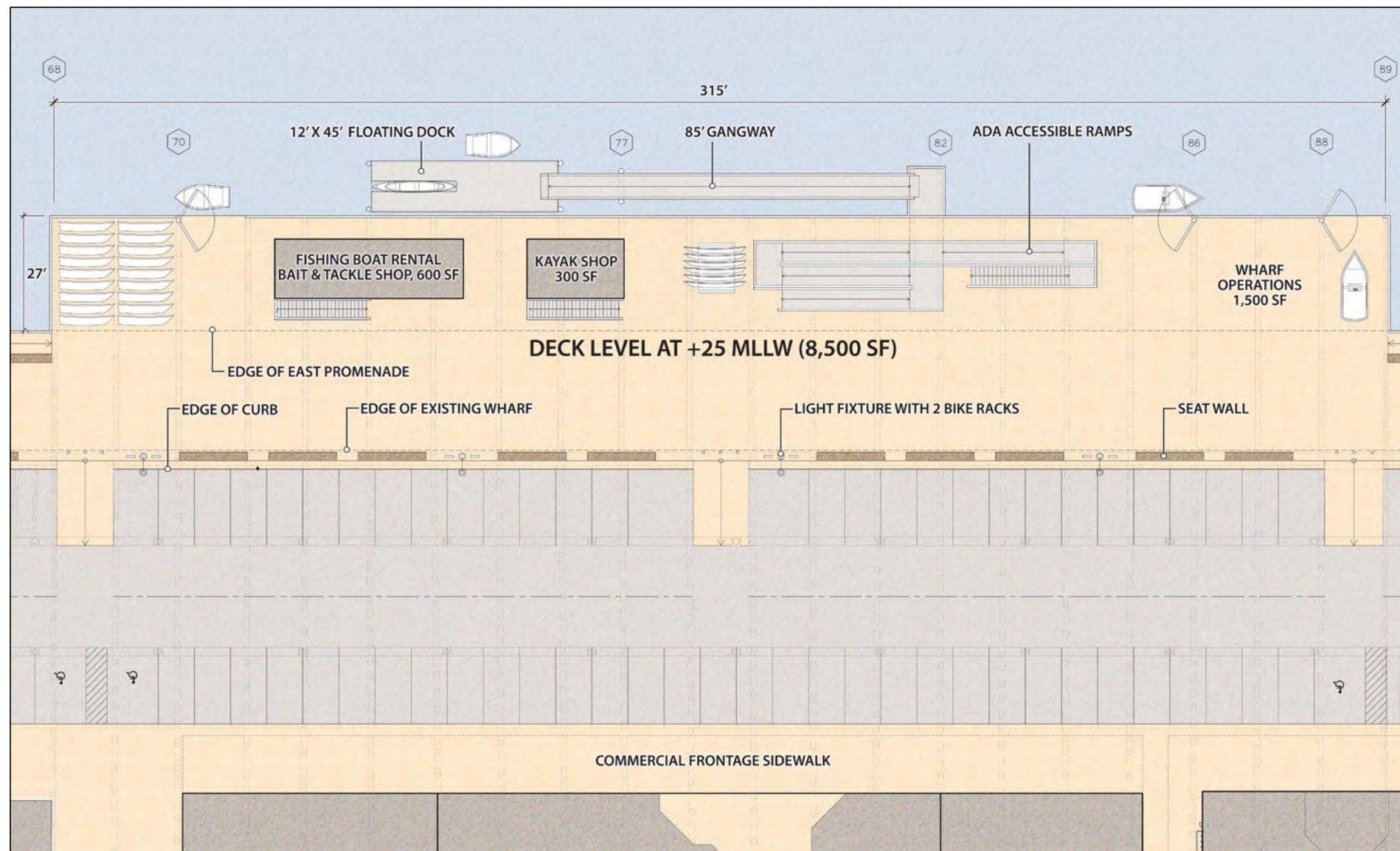
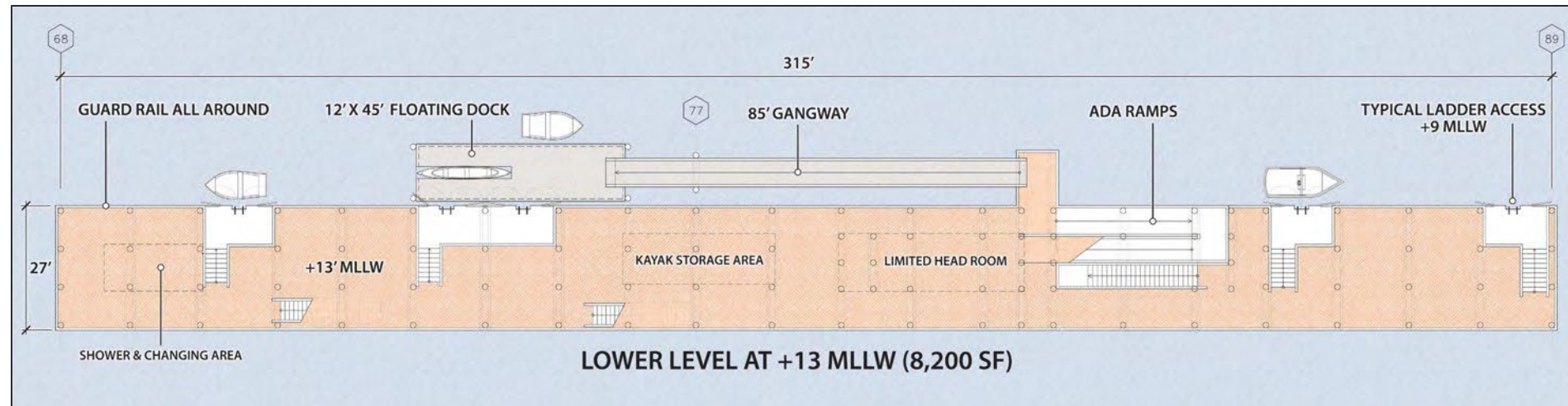
Small Boat Landing

The Small Boat Landing will provide expanded and accessible docking facilities for kayak, paddleboard, and fishing boat rentals as well as Wharf Operations. It also will provide expanded and improved support and storage space for the boating facilities as well as public use for temporary tie-in of small vessels. As a result of the significant need for vertical circulation to meet ADA access requirements, all of the functions will need to be located within one proximate facility, rather than distributed along the length of the Wharf as they are today.

The new facility will be 315 feet long and will be located between Bents 68 and 89 generally across from the Wharf Headquarters. It will have a 8,500 square foot upper deck level at the same elevation as the East Promenade at +25 MLLW, and a slightly smaller lower platform level at +13 MLLW. The two levels will be interconnected by a vertical circulation system that includes stairs and ADA accessible ramps. The ADA ramps will not only connect the deck to the platform level but also to an 85-foot long gangway and a 540 square foot float. The stairs and ramps can provide access not only for staff and customers but also on occa-



North elevation of Small Boat Landing adjacent to the East Promenade.



Plan of the deck and platform levels of the Small Boat Landing

sion to the general public to descend below the Wharf to see its unique structure and the marine life that it supports.

Two kiosks will be located on the upper deck – a larger 600 square foot kiosk for fishing boat rentals, including the storage of motors and fuel and for the relocated bait and tackle shop, and a 300 square foot kiosk for kayak rental offices and sundry support facilities. The kiosks are envisioned as simple, straightforward structures with an industrial aesthetic and sloped roofs. The deck level also provides space for the storage of rental fishing boats and a davit for lowering them as well as space for the storage and display of kayaks. In addition, the deck level will accommodate space for the placement of outboard motors and other preparations for the fishing boats and for the training of kayak users, bringing the boating activities more fully into the recreational experience of the adjacent East Promenade. The deck level also will provide approximately 1,500 square feet for Wharf Operations and for two davits for lowering Wharf Operations vessels.

All of the uses and the vertical circulation at the deck level will be organized so that an approximately six foot wide, 210 foot long area will be available for general public access along the edge of the landing facility. This area will provide visual access to the boating activities below as well



The Small Boat Landing will also include Wharf Operations

as to the bay. The upper deck will be built in a similar way as the East Promenade so that it can support pedestrians as well as truckloads, and will have a hardwood decking and guardrails except where openings are need for davits to lower the vessels.

The lower platform level will be located immediately below the upper deck and will be large enough to accommodate the storage of kayaks, rental boats, and Wharf Operations equipment. The lower platform can also include an outdoor shower and a changing room to wash off salt water and for the convenience of cold-water swimmers, fishermen, kayakers, and Wharf Operations staff. From the platform level, four lowered landings at approximately +9 MLLW will be provided to facilitate direct service access by ladder to the vessels and to the float. These lowered landings will be adjacent to where the davits will lower the vessels from above as well as adjacent to the floating dock.

At the lower platform level, there will be a continuous guardrail on all sides for public safety and to prevent sea lions from hauling out. Four gates will be provided at the ladder access areas to the float. The float can include a shaped end to provide for stable kayak access as well as side tie up for rental boats or skiffs from sail or motorboats anchored off shore. National Marine Fisheries Service and National Oceanic and Atmospheric Administration approved sea lion deterrent devices will be provided around the float to prevent sea lion haul-out. The float will be held in place by four guide piles with detachable connections so that it can be removed during winter months. The gangway will have two piles on either side that will hold it in place when it is raised during the period of time that the float is taken away. The lower platform will be constructed with two 6 inch by 12 inch beams bolted on either side of the same pilings that are supporting the deck above. Four inch by twelve inch stringers at 24 inches on center will span between the beams and a two-inch grey pultruded fiberglass reinforced plastic decking with a coarse grit for slip resistance will be provided over the stringers as well as on the lowered landings to reduce the potential for uplift from storm waves. All of the guardrails will be made of stainless steel and can be designed to be removable if desired during the winter storm season if necessary.

South Landing

A larger vessel landing facility is proposed at the deep-water end of the Wharf in the location originally configured for the berthing of vessels in consideration of wind and wave conditions on the bay. It includes a 20-foot wide, 75-foot long fixed platform and an approximately 200-foot long, 12-foot wide access ramp. The landing will be designed to provide for the transient mooring of vessels up to 200 tons and approximately 120 feet in length. It is anticipated that this landing will provide temporary mooring for whale watching, bay cruises, fishing, and educational and scientific research vessels, including those of the National Marine Sanctuary, the Monterey Bay Aquarium, Moss Landing, and UCSC. The facility can also provide landings for public use and emergency evacuation if that is ever required. However, it will not serve as a terminus for ocean liner type cruise ships of any tonnage nor to provide moorings for extended periods of time nor to provide shuttle access for overnight or long-haul ocean going²⁰ cruise ships of any size.

The 1,500 square foot fixed landing will be supported by six bents with three piles each for a total of 18 piles. Two 6-inch by 12-inch dimensional lumber beams will be provided at each bent line and will be bolted to both sides of the piles supporting the landing. The beams will also extend to tie in to the first pile of the adjacent East Promenade for stability. Four by twelve inch stringers at 18 inches on center would be utilized to span between the beams. The deck surface of the landing will be made of the same plastic deck planks that are used on the platform level of the small boat landing. This material has excellent resistance to decay and the gaps between the members allow wave energy to pass through the decking and thus reduce uplift pressure of waves during winter storms.

The piles along the waterside face of the landing will be extended above the platform to act as fender piles, cushioning vessels on approach. Additional freestanding piles will be added on either side and in line with the face of the landing to facilitate guiding vessels to the landing. Mooring cleats located on the platform will provide anchorage for tie

lines from the vessels at the berth. Vessels will approach the landing from the north into the prevailing wind, and will tie up from the starboard (right) side of the vessel.

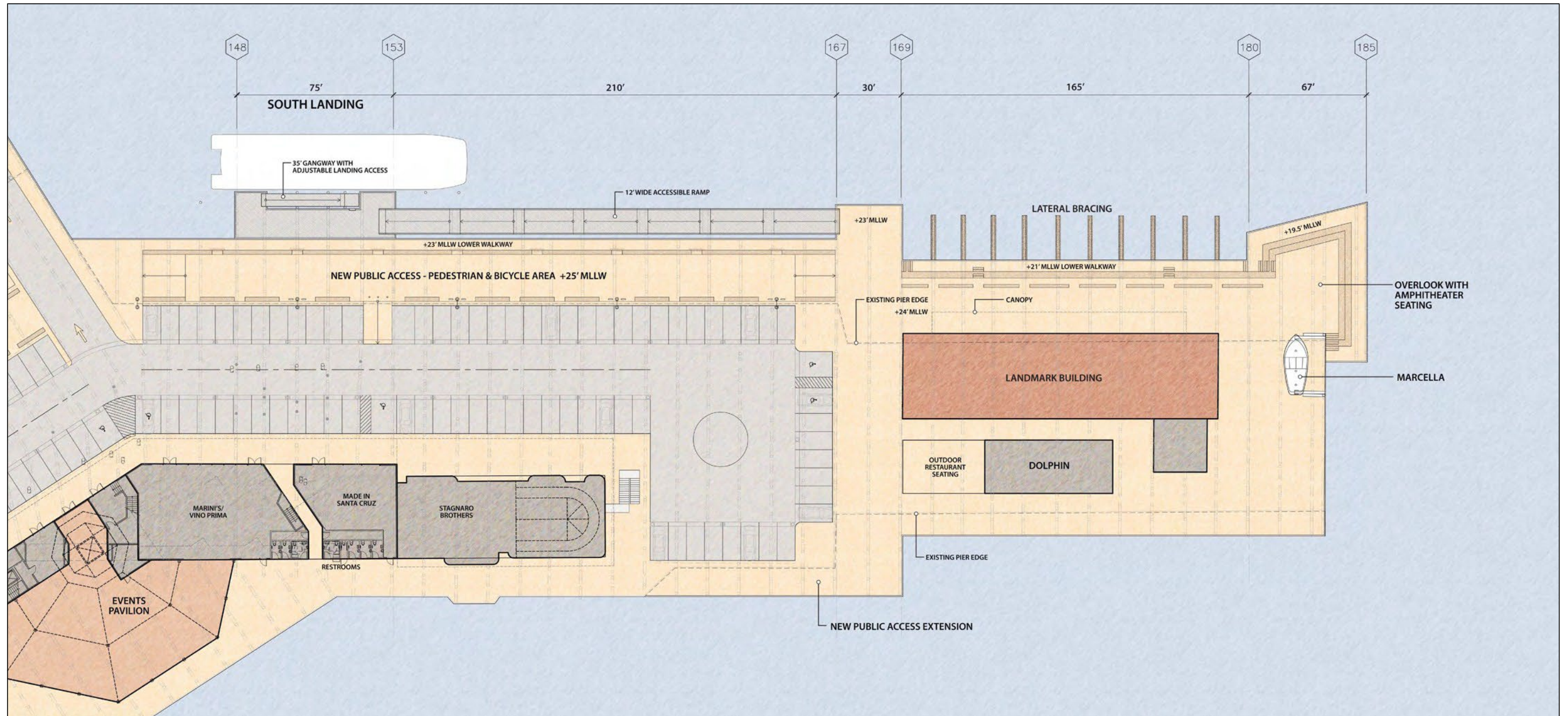
The elevation of the landing would be at +9 MLLW, in order to be above the high tide yet low enough to minimize the difference in heights between the landing and boat deck. In order to allow for tidal variation and some variation in the freeboard of the vessels, a 5-foot wide and 35-foot long aluminum gangway would be installed on the outboard edge of the landing. The gangway would be hinged on one end to the platform and on the other end to a landing which can be lifted or lowered by cables from a gantry. This will allow for a connection to the deck of vessels with different freeboards and at different tidal elevations. It is assumed that the range of the deck elevations that can be accommodated will be limited to 3 feet below or 3 feet above the platform elevation.

The platform of the landing will be located between Bents 148 and 153 and will be connected to the 12-foot wide approximately 200-foot long access ramp from an extension of the new East Promenade between Bents 167 and 169. The access ramp will be designed to ADA standards and therefore will be comprised of seven ramp segments with a



Example of fixed platform landing with moveable ramp.

²⁰ Revised to include with City Council approval Nov. 24, 2020 (rescinded N.S. 30,050)



maximum 1:12 slope and maximum 30-foot length and with six 5-foot wide level landings in between. Four piles bolted together with 6 by 12 inch beams will support each of the landings and be braced and tied back to the adjacent promenade piles for lateral support. Six by twelve inch stringers at 18 inches on center would be utilized to form the sloped ramp between each of the landings as well as the landings themselves. The same reinforced plastic decking as on the platform will be utilized for the walking surfaces of the ramps and landings.

On the access ramps and landings, both guardrails and handrails will be required. On the platform, guardrails and other approved sea lion deterrent devices will also be provided. The guardrails will use a minimalist stainless steel structure with mesh as is used on the East Promenade and on the Small Boat Landing. A gate will be provided at the top of the access ramps so that the access ramp can be closed off to the public when required. Lighting will be provided on the ramps and platform so that access after dark can be accommodated if desired.

The South Landing, in addition to creating new opportunities for experiencing the bay, introduces a significant activity and destination for visitors at the bayward end of the Wharf. From the adjacent East Promenade, it will create visual interest with boats arriving and departing and visitors ascending and descending the landing. The wide accessible ramp to the boat landing will also allow for fishing and viewing opportunities to the bay, and to the beach and Boardwalk beyond.

Bayward End of the East Promenade – Creating an Exhilarating Destination

The bayward end of the East Promenade is a place with profound meaning and historical significance, where ships landed and where the transition was made from water to land. This is a place with extraordinary, expansive views out to the bay and a unique perspective back to the Main Beach and the Boardwalk. It is where one can feel the movement of the Wharf and the forces of tides, wind and waves.

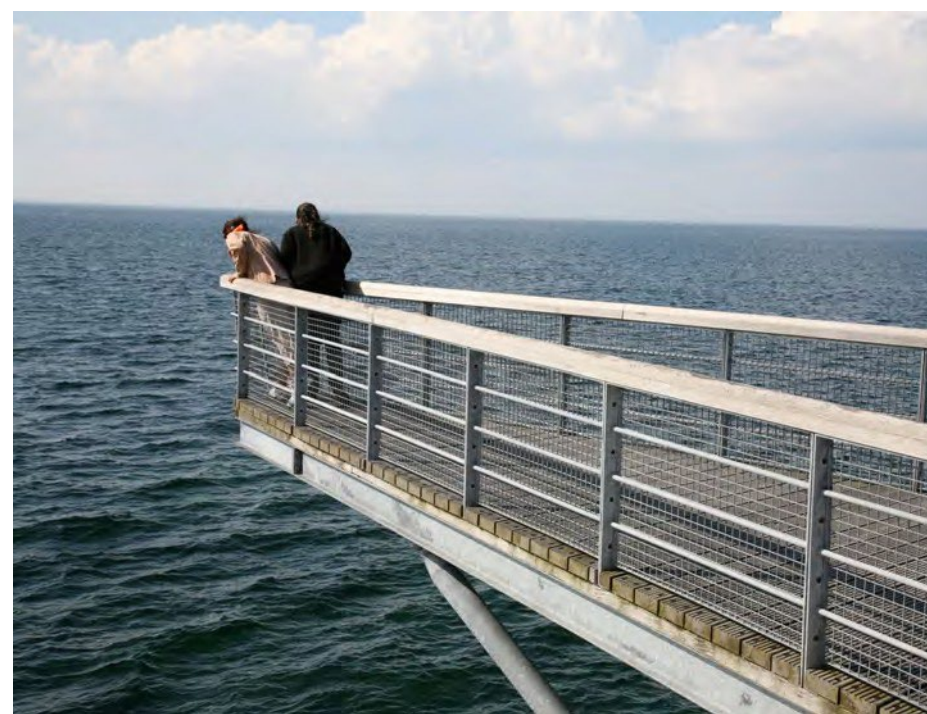
Despite these intrinsic qualities and potentials, the bayward end of the Promenade can do more to build interest, create opportunities for viewing, sitting and observing the dynamic qualities of the bay and the marine life within it. This area also offers the opportunity to reveal the structure of the Wharf and create a more engaging relationship with the open bay. Beyond the activities that will be created at the South Landing, the Promenade in this area can be configured in a more

dramatic way to heighten the sensory experience of being out over water and exposed to the dynamic qualities of the bay. To do so, the Master Plan proposes the creation of a more pronounced stepped edge for an approximate 165-foot length of the Promenade. The stepped edge will consist of two 1-1/2 foot high, 3-foot wide amphitheater-like steps leading to a 5-foot access area below where the guardrail will be located.

Below the stepped edge, ten outriggers will extend 25 feet to the east at the elevation of the existing ledgers and in the same plane to provide horizontal bracing which will increase the stiffness and reduce the sway of the Wharf. This type of structure is particularly important to be located at the end of the Wharf due to the significant depth of water and it will create a more resilient form that enables waves during extreme storms

to more readily pass through. Aesthetically, the outriggers also create an interesting intertwining of the bay and the structure of the Wharf. They bring the skeletal structure of the Wharf into view in a sunny location, contribute to the public experience of place and further an understanding of the forces of nature.

A Terraced Overlook is proposed at the southernmost tip of the Wharf to create a dramatic destination to the pedestrian experience. The Overlook will descend even further than the edge of the Promenade and would include three amphitheater steps leading to a 7-foot wide area where the guardrail would be located. The Terraced Overlook will provide dramatic views out to the bay and an exhilarating experience, the sensation of being out on the prow of a ship at sea, surrounded by water and exposed to untempered natural elements.



Examples from Malmo on the North Sea designed to heighten the thrill of being out over water and exposed to untempered natural elements



View of planned improvements and potential activities at the Bayward end of the Wharf

PART TWO – ENHANCING EXISTING PUBLIC SPACE AND ACTIVITIES, CIRCULATION AND PARKING

The public realm of the Wharf is critical to the quality of the environment that is created, the activities that are desired and the market success that can be achieved. In the previous chapter, a major improvement to the perimeter of the Wharf was discussed, created to a great degree by the extension of the structure for public access, recreation and open space purposes. The proposed improvements will add 2.5 acres to the existing public access, recreation and open space areas changing the balance of the Wharf so that approximately 50% of its future area will be devoted to these purposes while maintaining the existing footprint for vehicular circulation, parking and commercial development. It is interesting to also compare the proposed expansion of 2.5 acres for recreation and open space to the 3.3 acre expansion of the Wharf in the 1950's through the 1980's for parking and commercial uses.

This part of the Master Plan report addresses recommendations for the improvement of three critical locations on the Wharf that are non-vehicular in nature and have much greater potential to play a significant role in the public realm of the Wharf. They include an approximately 5,000 square foot area where the Wharf widens to accommodate the commercial uses and where the Marcella is currently located; the 10,500 square foot events area at the change in direction of the Wharf; and the approximately 13,000 square foot area at the bayward end of the Wharf. In addition to these spaces, this chapter of the Master Plan recommendations also addresses the approximately 4 acres devoted to vehicular circulation, parking, and service uses. This significant area needs to be considered not only for how it meets functional and service requirements, but also as essential part of the public realm.

Public spaces need to be conceived in a purposeful fashion that heightens the awareness of the site and setting, that structures the spatial organization of place, and that contributes to the mix of activities and functions and the synergy that they create with the commercial uses. They cannot be considered as good pedestrian spaces just because they are non-vehicular, nor can they be considered good open spaces

if they only fulfill a public purpose when they are programmed for an event. At the same time, vehicular spaces and parking areas cannot be conceived as only having to meet the strict definition of the movement function. They need to be configured and scaled so while meeting functional requirements they also contribute to the structure and orientation of the public realm, the arrival experience, and how they may, on occasion, accommodate special events. In addition, the built form cannot be thought of as only derived from the functional requirements of the specific use that it accommodates but also how it contributes to the visual and spatial experience and the creation of an interesting and engaging place.

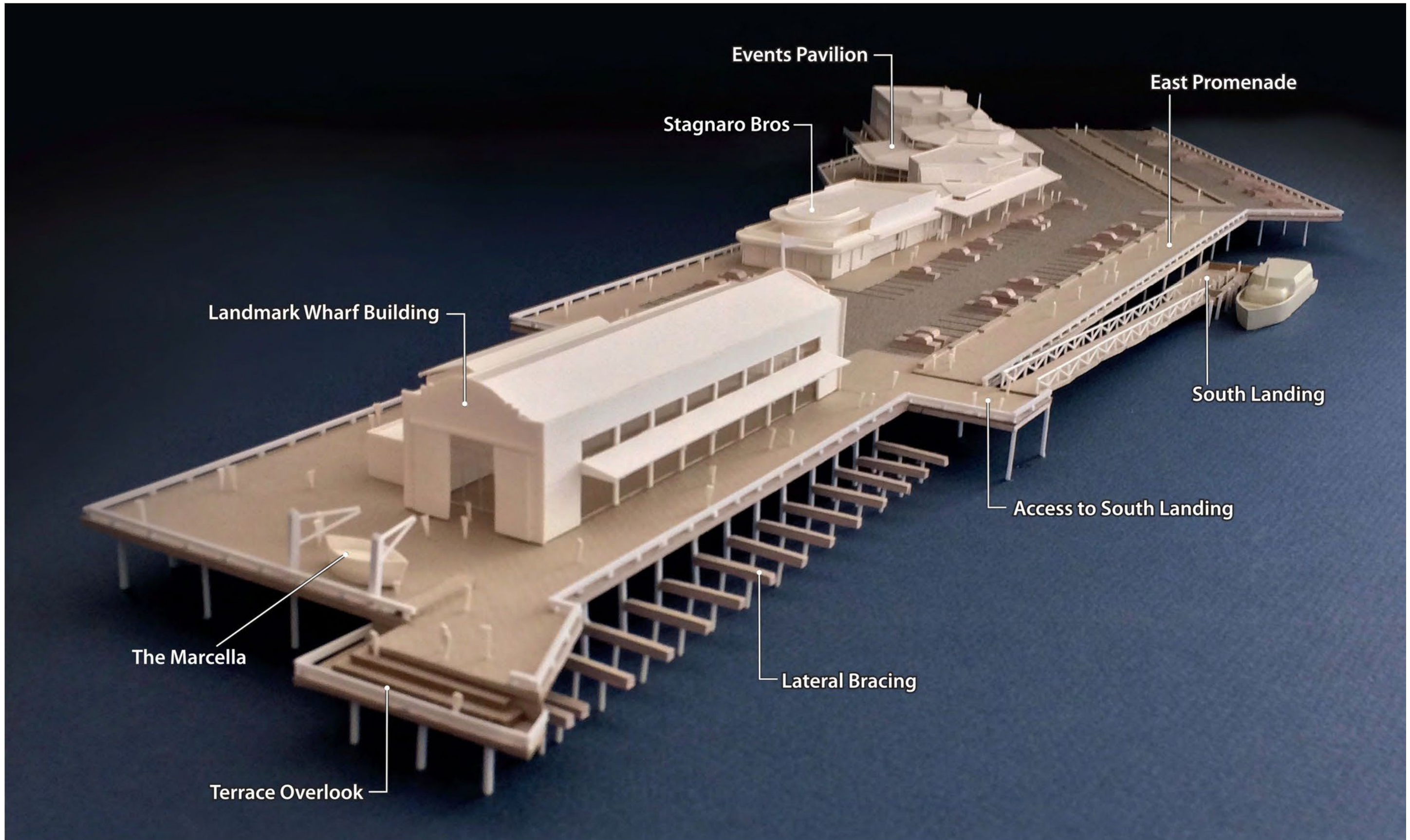
For an extremely long structure like the Santa Cruz Wharf, it is particularly important that the spatial experience of place be organized so that it sustains visitor interest and orchestrated with a diversity of activities and destinations along the way that activate and energize the public realm. The beginning of the line of commercial uses; the place where the change in direction occurs; and the bayward end of the Wharf comprise three pivotal points that can galvanize motion, direct movement along a linear path and help the visitor understand where they are and where they are going. They are also special places within the built form of the Wharf and respond to the environmental setting. They are worthy of being the places where an intensity of publicly-oriented activities occur and designed so that they work for activities on a relatively regular basis throughout the year as well as for special events.

These three spaces can counterpoint the commercial uses and provide for publicly oriented places that are distinct from the promenades and walkways along the perimeter of the Wharf. In these three places, it is not the absence of buildings that makes them important as part of the public realm, but how they can be designed to provide a protected setting for public activities that fulfill the purpose and intrinsic meaning of their respective locations. Each of these must be designed in consideration of climatic and environmental considerations, how indoor and

outdoor activities can flow and how they can contribute to a synergy with adjacent commercial uses.

Buildings can play an especially important role within the predominantly horizontal platform of the Wharf in shaping space, in ameliorating the environment and in marking points of arrival. For this reason, new civic-spirited buildings are proposed that are punctuations in the built form of the Wharf as well as in the activity pattern to enrich and expand the visitor experience.

The Master Plan also envisions expanding the role that the Wharf can play in education, science and research. Currently, there are some fifteen different entities on the Wharf today, including NOAA, the University of California, Save our Shores, and the Monterey Bay Aquarium amongst others, investigating such topics as ways of generating renewable energy, reducing marine pollution, monitoring water quality and better understanding the intelligence of marine mammals. A narrative plan and programming of interpretative experiences should be developed that builds upon these activities and makes the Wharf's culture, history and environment more visible, immediate and engaging for visitors. The interpretative experience should be seamlessly integrated in a variety of venues, events and activities. It should be featured in new publicly-oriented buildings, revealed as part of the "maker culture", through, for example, boat building, and integrated into the public realm in an unobtrusive and "light-handed" fashion, with exhibits that build "noticing skills", such as a collection of historic vessels, off-shore exhibits demonstrating the power of wave energy or the meaning of the color of water. Mobile carts, mobile apps, and organized tours should also become a part of the interpretative experience of the Wharf. All of these activities, however, need to be planned, coordinated and kept current through the dedicated efforts of an exhibits and events curator, with talents and skills in the interpretative arts and tasked with the responsibility of making the scientific, cultural and educational experience of the Wharf more vivid to its visitors.



The Landmark Building – Restoring an Icon and Creating a Visual Focus and Destination

The Master Plan emphasizes the creation of a more appropriate terminus to the Wharf experience with activities that will draw people to this strategic location. The improvements proposed at the bayward end of the East Promenade – the Stepped Edge, the Terraced Overlook, the Outriggers and the South Landing, described in the previous chapter, are all important in building the activity pattern but more is needed to make this the end of the Wharf the special place that it once was in the past and can be in the future.

The Master Plan proposes to re-create the Landmark Building that once occupied the space at the bayward end of the Wharf. This building had a scale and simplicity of form that was well fitted to its location. When the building was demolished the area lost an important organizing element that provided a visual terminus, historic continuity and appropriate symbolic meaning to the end of the Wharf. It is useful to remember that the reason the Wharf was extended bayward to this location was in order to meet the depth of water capable of accommodating the maritime functions that the Wharf evolved to serve. Today, even although the trans-shipment function no longer exists, it is important from a historical and cultural perspective to re-create a legible form that has authenticity, is part of the vernacular of the working Wharf and provides a flexible platform that is adaptable to new uses and activities.

The traditional form of the proposed Landmark Building would juxtapose the architectural language of the past with modern-day activities and programming, creating an interesting duality of purpose. The structure has been conceived in the Master Plan as a relatively small building, of approximately 6,000 square feet in size – or 50 feet in width and 120 feet in length – to fit within a space that acknowledges existing lease commitments to the Dolphin. However, the size of the building could be revisited at a later point of time if circumstances were to change and expanded further. Regardless of size, certain characteristics need to be incorporated into the design. The building should be somewhat taller

than commercial buildings, to gain in stature and prominence within the visual setting. It should be up to 40 feet in height with a high-bay internal volume, an exposed wood truss roof and clerestory windows recommended to create a dramatic lighting effect that conveys an airy open feel both inside and outside of the space.²¹ The narrow ends of the building, which face towards the land and to the bay, should be punctuated by a large-scaled portal opening reminiscent of when the building served for the transshipment of goods from water to rail. Within the portal, a pedestrian-scaled building entrance should be provided. At the same time, the long sides of the building should open up as well and create a positive relationship to the adjacent open spaces and, in particular, to the East Promenade. A canopy should extend from the east wall along its entire length and the wall should be glazed and operable, allowing for an uninterrupted flow of indoor and outdoor activities. If the building is constrained in size and configuration, certain back-of-the-house or other functions may locate in a separate smaller appendage on the west side of the building, extending beyond the basic footprint. In addition to restaurant and support uses, this could also potentially include uses that support the “maker culture” of the Wharf, such as boat building.

The Landmark Building in its prominent location on the Wharf demands publicly-spirited activities that allow for the integration of indoor and outdoor experiences to be a major attraction and draw to visitors. Such uses could include a combination of cultural, educational and commercial uses as well as the possibility of a small conference and lecture facility capable of heightening the destination attraction of the Wharf’s southern most point. The Santa Cruz Surfing Museum has expressed its interest in locating within this part of the Wharf and is undertaking a feasibility study to explore the potentials of a facility that could include exhibit space and classrooms, as well as a café and shop that would significantly expand what it offers visitors at the current facility at Lighthouse Point. However, the importance of this building demands a great deal of thought before settling on the appropriate use and final disposition. The Master Plan

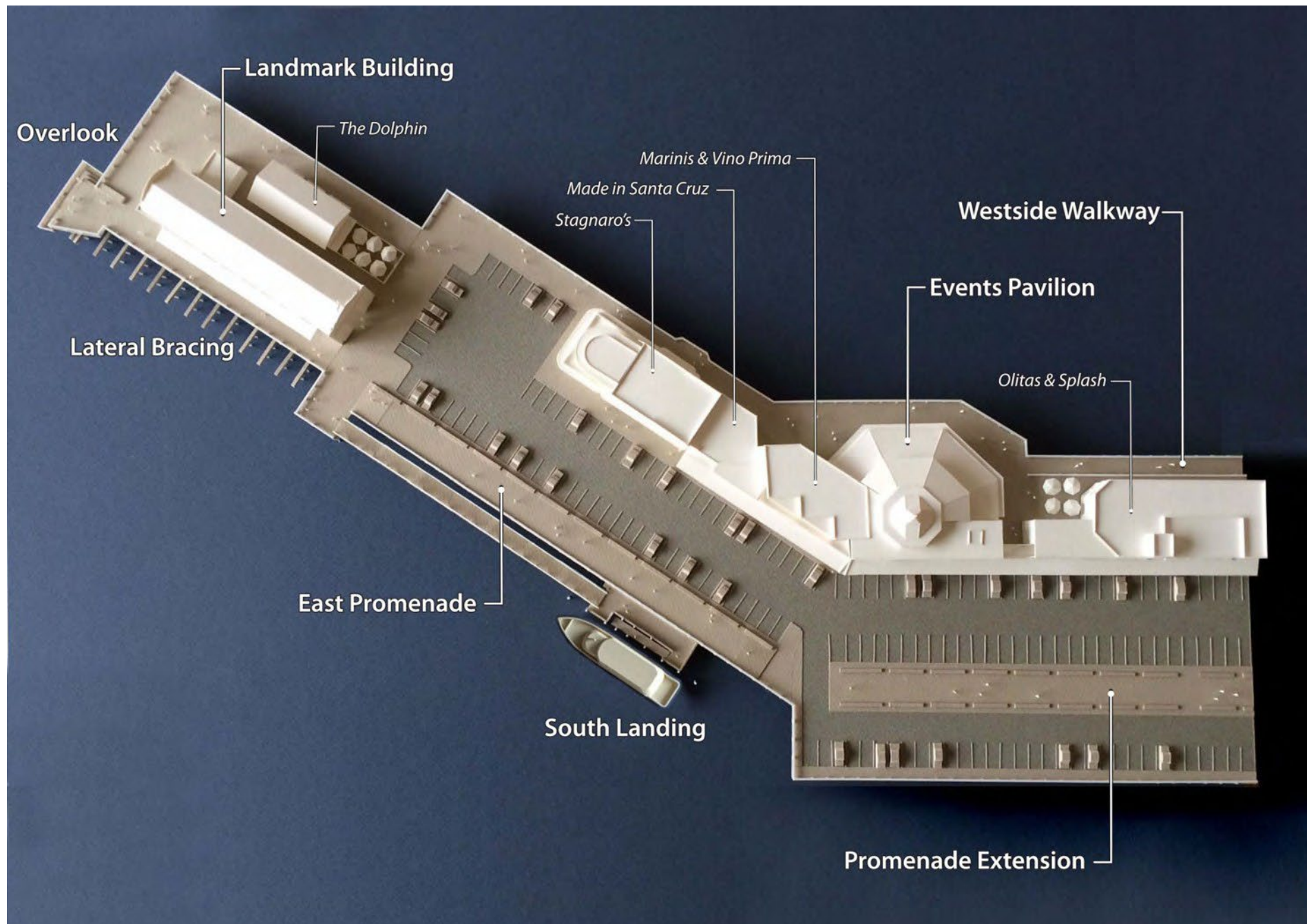
proposes a tenanting approach that allows for a competitive evaluation of alternative proposals from a broad segment of non-profit and for-profit entities with the right to reject all of them, if none were appropriate.

There are outdoor areas adjacent to the Landmark Building that will be significantly energized by its location and configuration. From the proposed Landmark Building location to the end of the Wharf, there is a 50-foot deep, 4,000 square foot area that will remain at deck level and will add to the open space experience. It is anticipated that this area would primarily be used for fishing but it would also provide another way of viewing the broad expanse of the bay beyond the end of the Wharf. This area would make an excellent place for the potential relocation of the historic fishing vessel Marcella or a replica²² because it would juxtapose the small scale of the vessel in relationship to the vastness of the bay, stimulate the imagination of what it might be like to be a lone fisherman out in the open sea, and provide another point of interest to bring people to the end of the Wharf. If other vessels become available for display, such as the feluccas that were also used in an earlier era by the Ligurian fishermen or others, they could also be added within this area. Boat building activities which bring the “maker culture” within the public realm and complement the collection of historic vessels might also be a part of the activities in this area. They could be located in a separate facility to the west of the Landmark Building or possibly as an extension of it. Interpretative exhibits, guided tours or accessible digital information could further be made available to make visitors aware of elements of interest related to the history and environment of the Wharf, what is currently taking place within the dynamic setting of the bay and to provide further information about Sanctuary marine life that can be seen from the bayward end of the Wharf.

On the west side of the bayward end of the Wharf, the public access areas along the perimeter are significantly constrained. There is only a 10-foot area adjacent to the Dolphin Restaurant and an approximately

²¹ Revised to include with City Council approval Nov. 24, 2020 (rescinded N.S. 30,050).

²² Recommended revision, April 2023.



4-foot area adjacent to the parking at the turnaround. The Master Plan proposes a widening of this perimeter by approximately 10 to 12 feet and by 4,500 square feet, to create a more appropriate public access edge, opportunities for integrated science exhibits, preservation or relocation of sea lion viewing and fishing holes, and a better connection to the Westside Walkway. The Dolphin occupies a very significant site and is the only commercial use that is separated from the 1,300 foot line of commercial buildings on the Wharf. It was originally located there as a bait and tackle shop because of its relationship to

nearby recreational fishing. Today, it is a café with a fairly sizeable wind-protected seating area. Proposals for the future renovation and adaptive reuse of the Dolphin leasehold need to be made in consideration of its strategic location and evaluated in terms of the synergy and complementary relationship that they may have to the public activity program in the Landmark Building. In addition, the proposed physical improvements need to be made in deference to their scale and fit with the Landmark Building and its iconic role in punctuating the end of the Wharf. The Dolphin site will play a key role in how the end of the Wharf is developed.



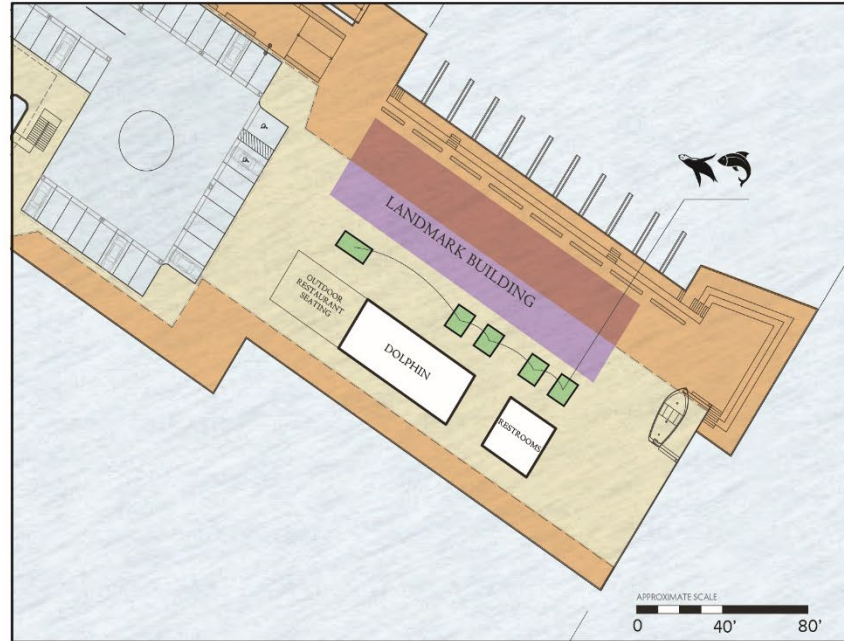
Major event day



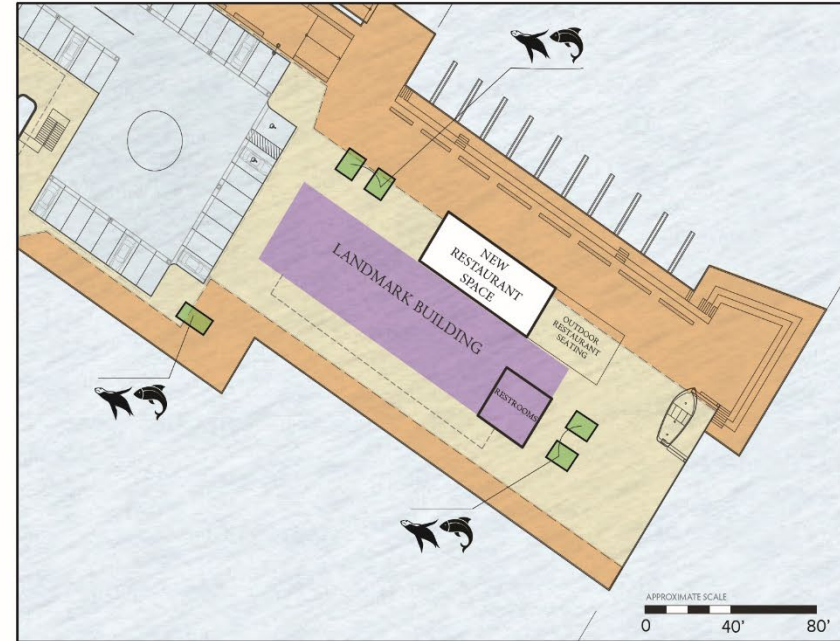
Sunny regular day



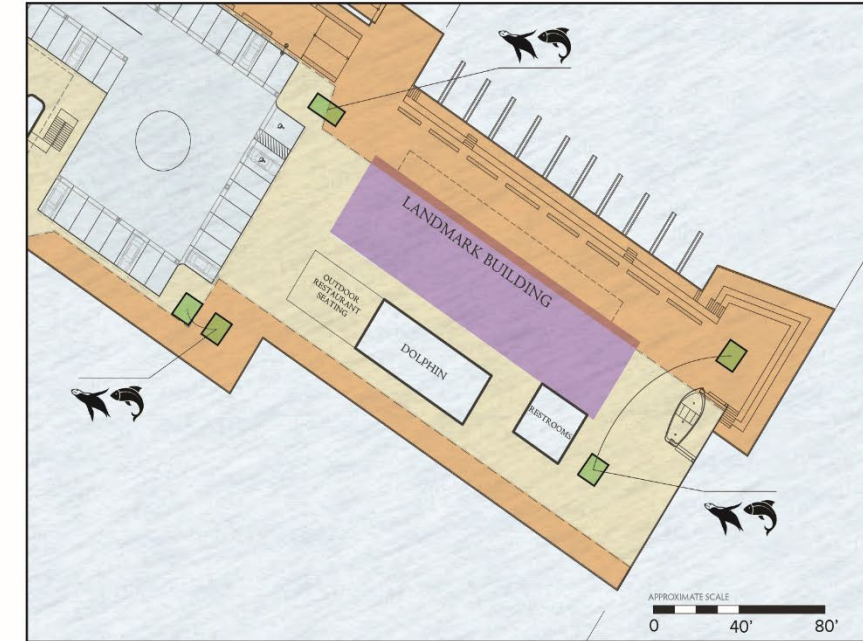
The Events Pavilion will improve visitation throughout the year



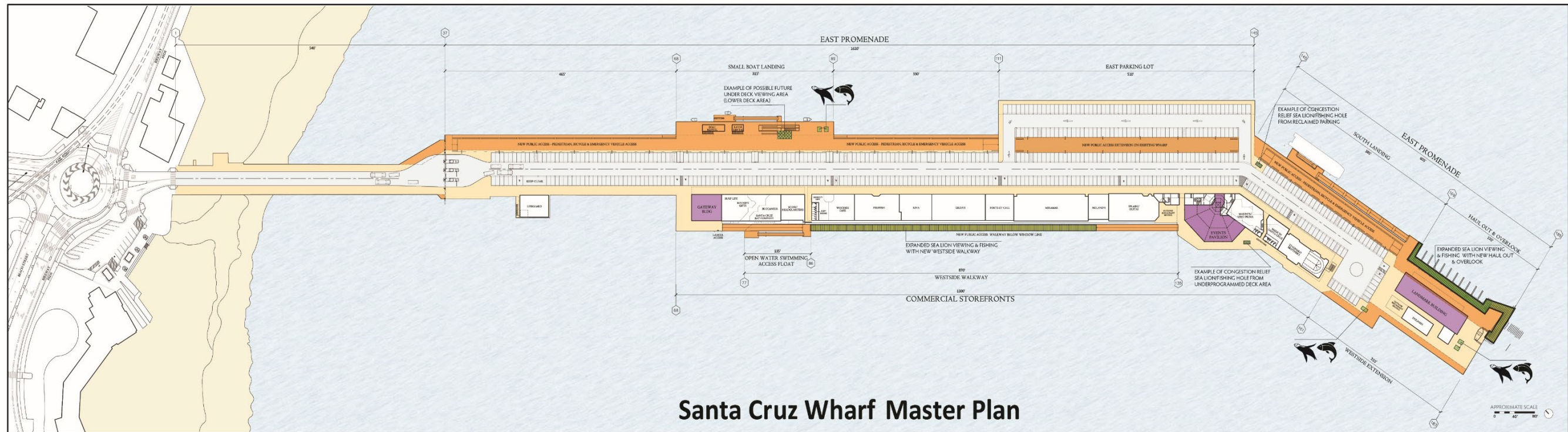
EXAMPLE 1 - The landmark building is moved eastward to preserve the sea lion/fishing holes at their current location. Circulation areas would be narrowed, which may require relocation or the elimination of proposed seating atop the new lowered overlook. Step seating in the amphitheater and overlook would still be available. The holes would become more sheltered from winds, but outward looking views from the holes would be greatly diminished.



EXAMPLE 2 - Repair of the Wharf beneath the Dolphin will eventually require demolition of the building. This will allow realignment and possible integration of building uses. This would free ample deck space for reconfiguration of the sea lion/fishing holes and create distinct views and experiences from each. Circulation would be maximized around the Wharf edges.



EXAMPLE 3 - Maintaining the layout proposed in the Wharf Master Plan, the sea lion/fishing holes could be relocated around the end of the Wharf creating unique perspectives and viewsheds from each. Circulation around the sea lion/fishing holes would change, although wharf widening would ensure ADA accessibility compliance and comfortable spacing similar to existing conditions. Wind exposure may sometimes exceed current levels at certain holes.



Santa Cruz Wharf Master Plan

EXAMPLE 4 - Wharf master plan improvements like the Westside Walkway and Haul Out and overlook are anticipated to increase sea lion viewing and fishing opportunities dramatically. Existing sea lion/fishing holes could also be redistributed to areas around the Wharf to reduce congestion and redevelop the end of the Wharf. Additional opportunities to preserve or even expand the sea lion/fishing hole experience could also be integrated into projects as they progress to final design and permitting. For example, underprogrammed deck space could be converted to sea lion/fishing holes, parking spaces could be reclaimed during restriping, and even viewing areas beneath the deck could eventually be considered near the new landings. This approach could also be considered to maintain this type of recreational wildlife viewing and fishing during project phasing.

Several potential layouts for redevelopment at the end of the Wharf can be envisioned to preserve or relocate the sea lion/fishing hole experience. Some could even expand that experience to other parts of the Wharf.

The Events Pavilion – A Gathering Place that Connects not Divides

An additional opportunity to re-envision under-utilized public spaces is in the area where the Wharf changes direction to the southwest, sometimes called the South Commons. In this location, pedestrian continuity is interrupted by a 140-foot gap in the 1,300 linear feet of commercial frontage. As it is today, arriving at this important hinge point in the direction of the Wharf, the pedestrian is more likely to lose interest and turn around, rather than continue forward to see what else is out on the Wharf.

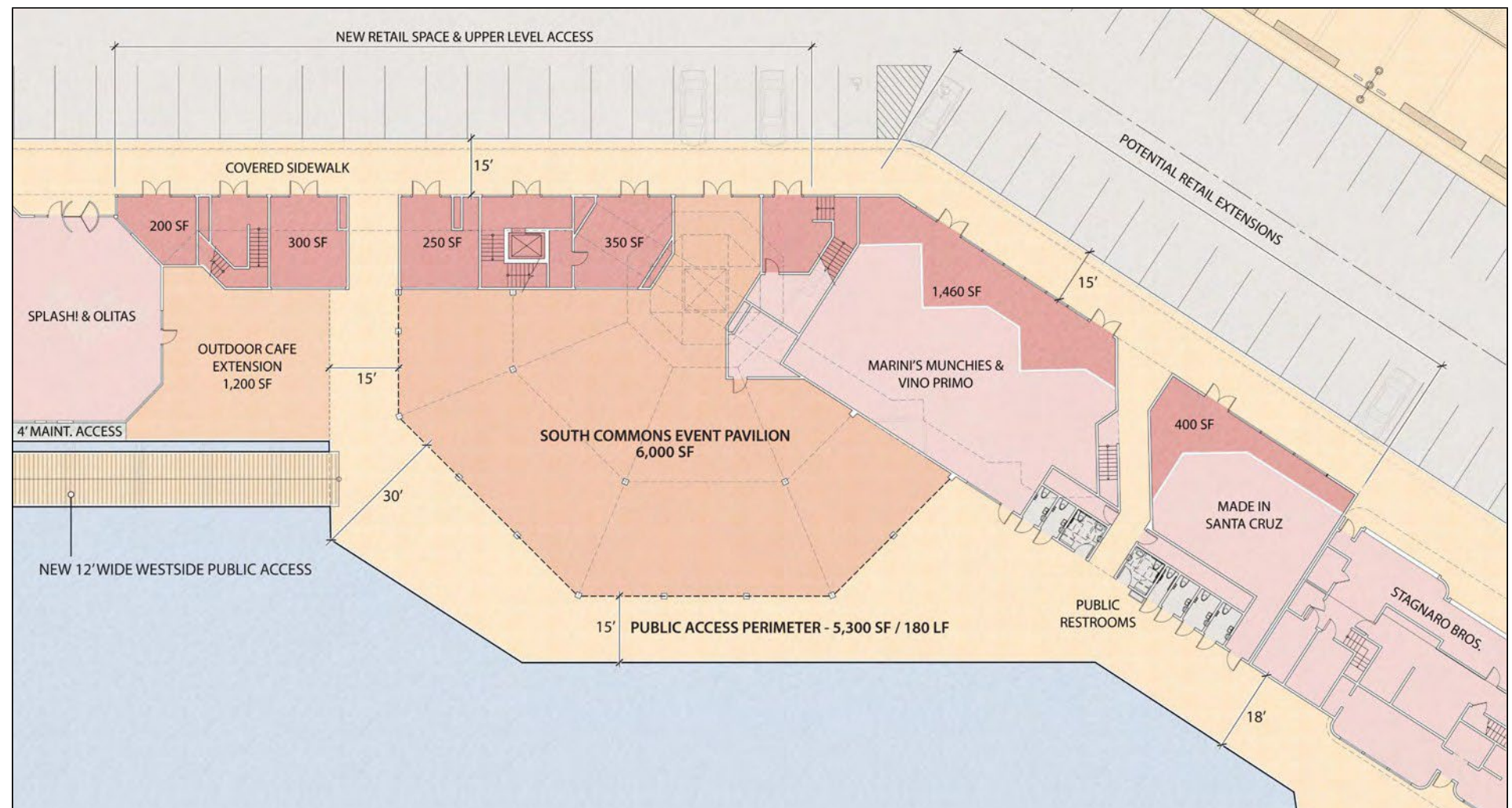
The use and activity within the South Commons is significantly hindered by the fact that it is windblown and uncomfortable most of the time. Except during special events, which only occur a few times each year, the space is generally unused. While it features a stage and was originally planned for outdoor performances, the chilly west winds and ambient noise levels are contravening influences. Its configuration and lack of connection with adjacent commercial uses does not encourage ordinary everyday use.

To create more opportunities for continuous use and for bridging the gap in pedestrian continuity, the Master Plan proposes to canopy much of the South Commons to create a weather protected space that can be used to a much greater degree and on a regular basis. This space would also expand the kinds of activities that can be accommodated to include a much wider range of uses that could be both non-profit and for-profit in nature. These could include educational and environmental programs, lectures, performances and festivals as well as birthdays, weddings and other celebrations. A structure of approximately 6,000 square feet in size is envisioned with a pavilion-like form that resolves the geometry of the space and appropriately punctuates the change in the direction of the Wharf. The Events Pavilion building would be a high bay space that incorporates the existing stairways and elevator that provide access to the upper floor uses. It would be a highly transparent building, with 12-foot high fully operable glass doors that completely opens up to create a strong indoor/outdoor relationship when weather permits.

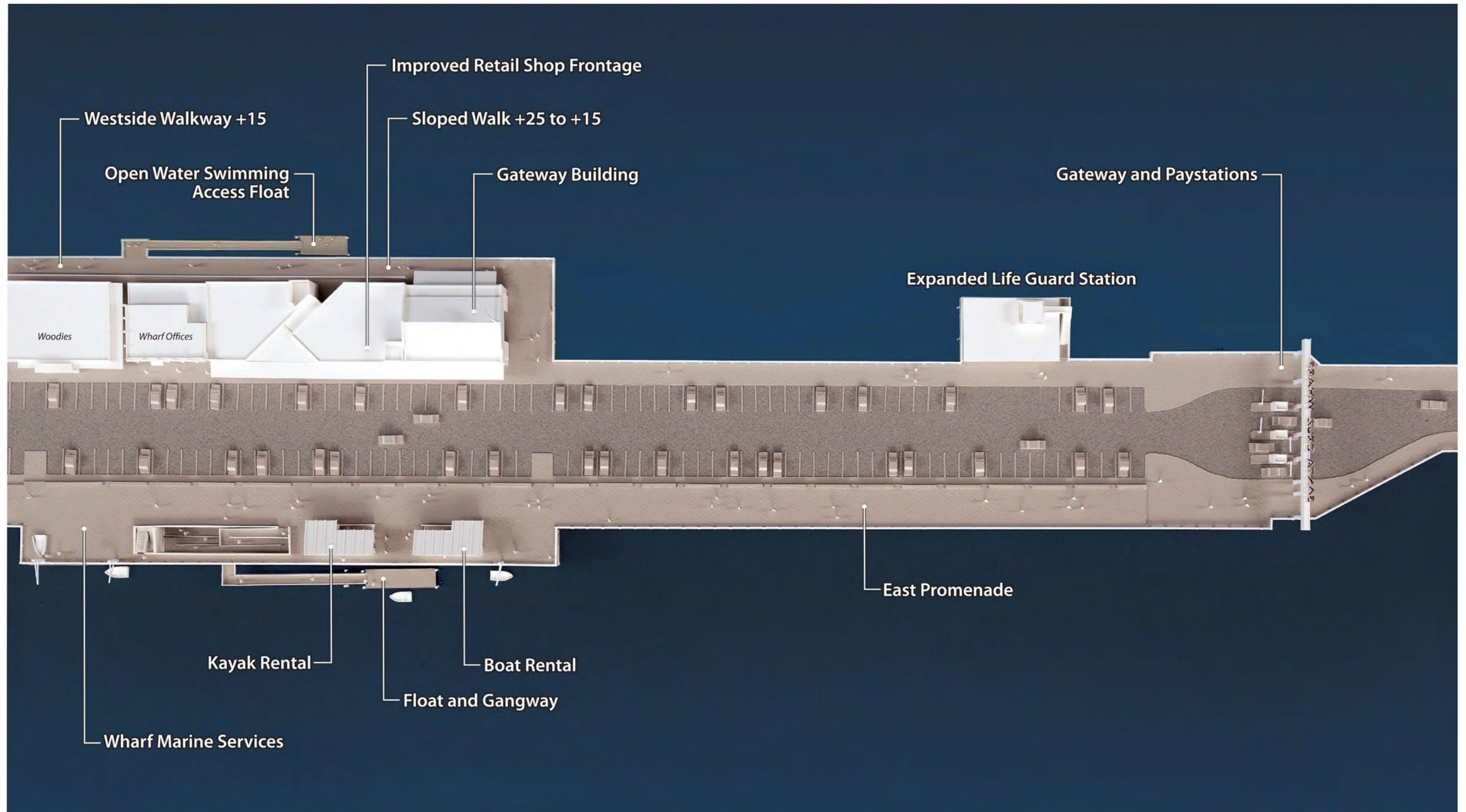
The roof would be sloped and tiered with a clerestory bringing light into the large volume space. On the waterside, the building would adjoin an outdoor waterfront space that ranges in width from 15 to 35 feet and which connects directly to the sidewalk. The existing restroom facilities will be improved and expanded. To the north of the Events Pavilion, an outdoor seating area proposed would add to the diversity of activities in the area.

In the gap area between the adjacent buildings on the sidewalk, infilling the underside of the overhead bridge connection with small commercial uses will provide continuity and activity. Four small retailing spaces

totaling approximately 1,100 square feet are proposed. An entry access from the sidewalk to the Events Pavilion would also be provided. The existing stairway that provides most direct access to the upper floor uses will be glazed and signed with a street front address and a clear connection to the flow of pedestrians on the sidewalk. In a similar manner, a new stair is also proposed for the upper floor space on the south side and the ground floor entry lobby will also be glazed and signed so that the upper floor tenant has a readily identifiable address and face to the street. Furthermore, the existing elevator and stair will be enclosed and signed as the location for the accessible access to all the upper floor uses.

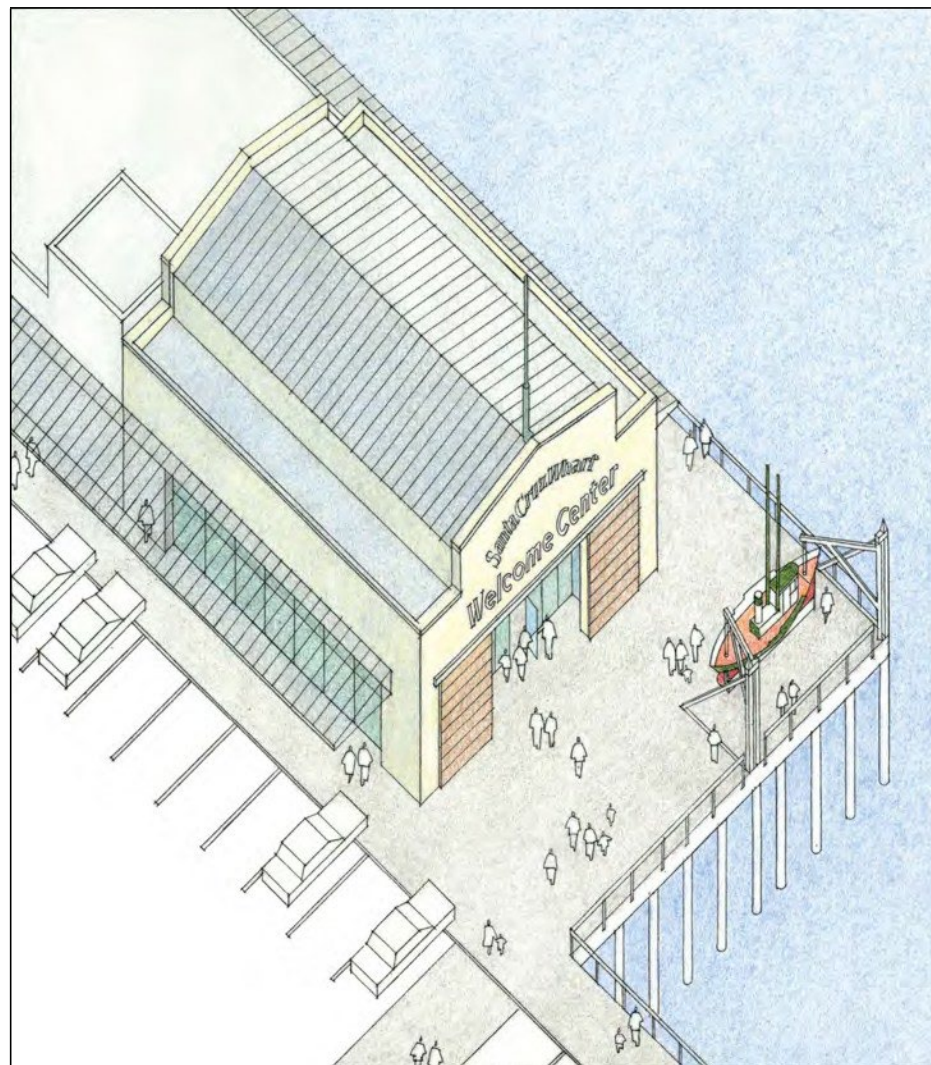


The plan for the Events Pavilion includes the addition of small commercial tenant spaces and the extension of the existing commercial buildings.



The Gateway Building – Welcoming Visitors to the Wharf

After traversing nearly a quarter of a mile from the entrance on Beach Street, visitors reach the area where the Wharf expands westward and the line of commercial buildings begin. This is a strategically important location that could play a much more positive role than it does today in welcoming visitors to the Wharf and introducing them to activities and experiences which are possible on pier extending a half-mile into the bay. Currently, a small shed-like building occupies this prominent position, but unfortunately misses the opportunity to orient to two valuable frontages. As a result, the adjacent outdoor areas appear unconnected



The Gateway Building and the public activities within it will be designed and programmed to greet visitors and welcome them to the Wharf.

with their surroundings, despite the presence of the historic fishing vessel Marcella, which is one of the attractions of the Wharf. On the west side, the public space seems isolated, hidden from view and dead ends unceremoniously behind the backs of the commercial buildings.

The Master Plan proposes that this area of the Wharf be reconceived to better realize its potential role as a gateway. It proposes that the existing building be removed when the current lease expires and when the boat rental office and bait and tackle shop are relocated to the new boat rental kiosk at the Small Boat Landing on the east side and when the tourist retail portion is relocated elsewhere on the Wharf. At that point in time, a new building will be developed that communicates a civic stature in physical form, orientation and character. The new building can be designed to take advantage of the opportunity of an orientation to the north, east and west, in a similar manner as the Stagnaros Bros. restaurant at the south end of the Wharf. The proposed building would face forward and open up to the direction of the path of travel for visitors. But, it will also be designed to open up to the public spaces to the east and to the west. The open space on the waterside of the building will become a part of the new Westside Walkway and take on added meaning as the threshold into this perimeter public access way.

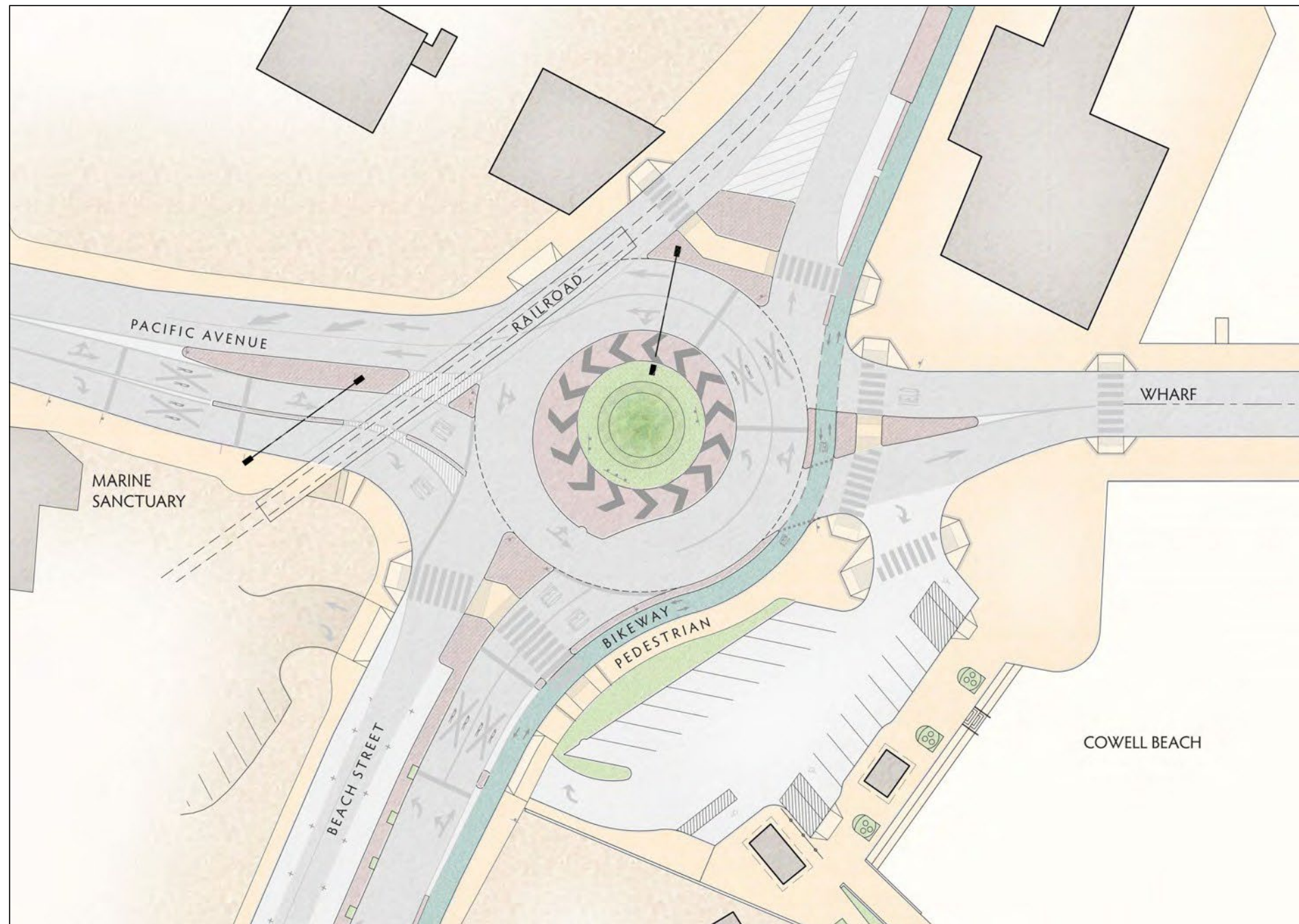
The Wharf Master Plan envisions a simple and straightforward pierhead building that anchors the line of commercial buildings on the north. The building will be approximately 3,000 square feet in size and designed with a high bay interior volume that will frame the adjacent public space, create positive relationships to it and which will be an attractive focus and destination for visitors. The building would be publicly-oriented in nature and support a mix of cultural, educational, scientific and recreational activities. The larger portion of the building (approximately 2,000 square feet) is envisioned to function as a visitor center, providing information for visitors related to commercial uses and public activities of the Wharf and become the appointed place to rendezvous and assemble for guided tours. Large photographs, models and art could

be hung within the tall interior space that reinforce the gateway function of the building and introduce visitors to the area. A small shop featuring books, information, and gifts that celebrate the unique environment, history and culture of Santa Cruz or a small coffee shop, as found in cultural institutions, could be included within the building as well. In addition, an area of approximately 1,000 square feet can be devoted to an open water swimming club which would include restrooms and changing rooms as well as a sauna and meeting space.

The Open Water Swim Club would have a presence on the sidewalk but would primarily be accessed from the west side of the building with direct access to the Westside Walkway and connected via a 85-foot long gangway and float to the bay. As in the Small Boat Landing, accessibility would be provided on a seasonal basis. During the winter months, the float would be removed and secured in an elevated position to a pair of piles specifically designed for that purpose. In addition, a permanent ladder will also be provided from the +23 level of the Wharf for emergency purposes.



Open water swimming is an important recreational activity in the bay which can be enhanced with facilities on the Wharf.



The roundabout at the intersection of Beach and Pacific Avenue is a separate City project. In this diagram, the design of the roundabout has been adapted to the Master Plan recommendations to relocate the pay stations to the south and to build a more appropriate gateway structure.



The historic entrance to the Wharf framed by buildings on either side.



Today, the area is visually cluttered, circulation in the intersection is confusing and the entrance has an uninviting, institutional feel.

Vehicular Circulation, Parking and the Arrival Experience

About fifty percent of the Wharf is currently used for vehicular circulation and parking, providing access for a wide range of visitors, including tourists, casual sightseers, restaurant and shop patrons, anglers, employees, and boaters – in essence, everyone who has some reason to be there. But, getting on and off the Wharf is often difficult. It is a long way out to the end of the Wharf and if a visitor is mobility-impaired, simply doesn't want to invest the time or energy to get out there on by foot, doesn't have a bicycle handy or is concerned about where to park it, then there is really no realistic alternative available other than access by car.

The existing parking extends south from the narrow portion of the Wharf to just north of the turnaround at the bayward end, providing today about 440 spaces in total. Diagonal spaces are located along the vehicular way on the western side and in the East Parking Lot, favoring inbound parking. Perpendicular spaces adjoin the east side of the main vehicular way. In addition to accommodating cars, parking areas include large enclosures for trash collection, Wharf equipment, rental boats and a variety of other appurtenances. The use of the parking areas is subject to extremely high seasonal demand that peaks on weekends in the summer months. Although parking demand drops off significantly in winter months, on weekends, it is still only slightly lower than in summer months. With a long and linear configuration that offers only one way in and out, the visitor experience by car is often extremely frustrating and many residents simply stay away during the peak summer months all together.

Although no expansion of the area on the Wharf devoted for parking purposes is recommended, considerable care has been taken to maintain the existing parking supply and to allow for a modest increase in number of spaces within the same footprint. Parking is considered by most of the tenants to be the most essential element to their business success. It also is a major source of revenue that offsets operating and maintenance costs and helps to ensure the longevity of the Wharf over time. However, the Plan does include management approaches that

will help make the existing parking supply more effective and efficient, that will increase transactional speed and that will result in a more attractive and inviting entrance to the Wharf. Master Plan recommendations also include significant improvements for pedestrian and bicycle access, increasing the supply of bicycle parking, encouraging a shuttle system and introducing innovative systems of garbage collection that will reduce truck access and the need for on-going maintenance related to heavy truck movement.

The Arrival Experience

A critical aspect related to the quality of the visitor experience on the Wharf is the sense of arrival. Today, the Wharf entrance where the entry gates are located is neither welcoming nor attractive. For functional as well as aesthetic reasons, the Plan proposes to relocate the gates to the point where the Wharf widens and the parking begins in order to create a new and more attractive gateway. This location would be more visible, would create a more positive transition from the land to the bay, and would create a better sense of arrival. In addition, its deeper water location would also contribute to the creation of a more secure facility in the late night hours after closure. The relocated gates will be designed to better meet movement requirements and accessibility considerations in a flexible manner that would allow for efficient operations and parking payment. The relocated entrance has also been coordinated with the City's project to build a roundabout at the intersection of Beach Street, West Cliff Drive and Pacific Avenue.

The new location is designed to accommodate two entrances and two exit gates, as is provided at the Wharf today. However, one of the entrance lanes will be configured so that it can be converted to an exit lane during summer evenings or other peak periods when exiting volumes far exceed arrivals. In addition, although all of the exit and entrance lanes will be wide enough for automobiles and most trucks, the center lane, which most directly aligns with the roadway on either side

of the gate, will be wider to more readily accommodate emergency and construction vehicle access when that is needed. Islands in between the lanes (each 6 feet 4 inches wide) are proposed so that ADA accessible staff booths can be provided as well as ticket readers and/or dispensers.

In addition, on each of the islands, a centrally located column will be provided to accommodate the tracks and the opening and closing mechanism for roll down gates. The columns are also designed to support an overhead beam for the storage of the gate roll and for overhead lighting and signage. A minimum 14 feet of vertical clearance is required under the beam to allow for the movement of taller vehicles. The framework structure will extend across the entire length of the Wharf so that when the roll-down gates are closed access will be limited not only for vehicles but also for pedestrians, thus providing staff the ability to fully close down the Wharf after hours. An emergency exit door is required by code and necessary in case someone were to be locked in accidentally. In addition, the Fire and Police Departments would have the ability to open the gates and enter the Wharf in case of an emergency after hours.

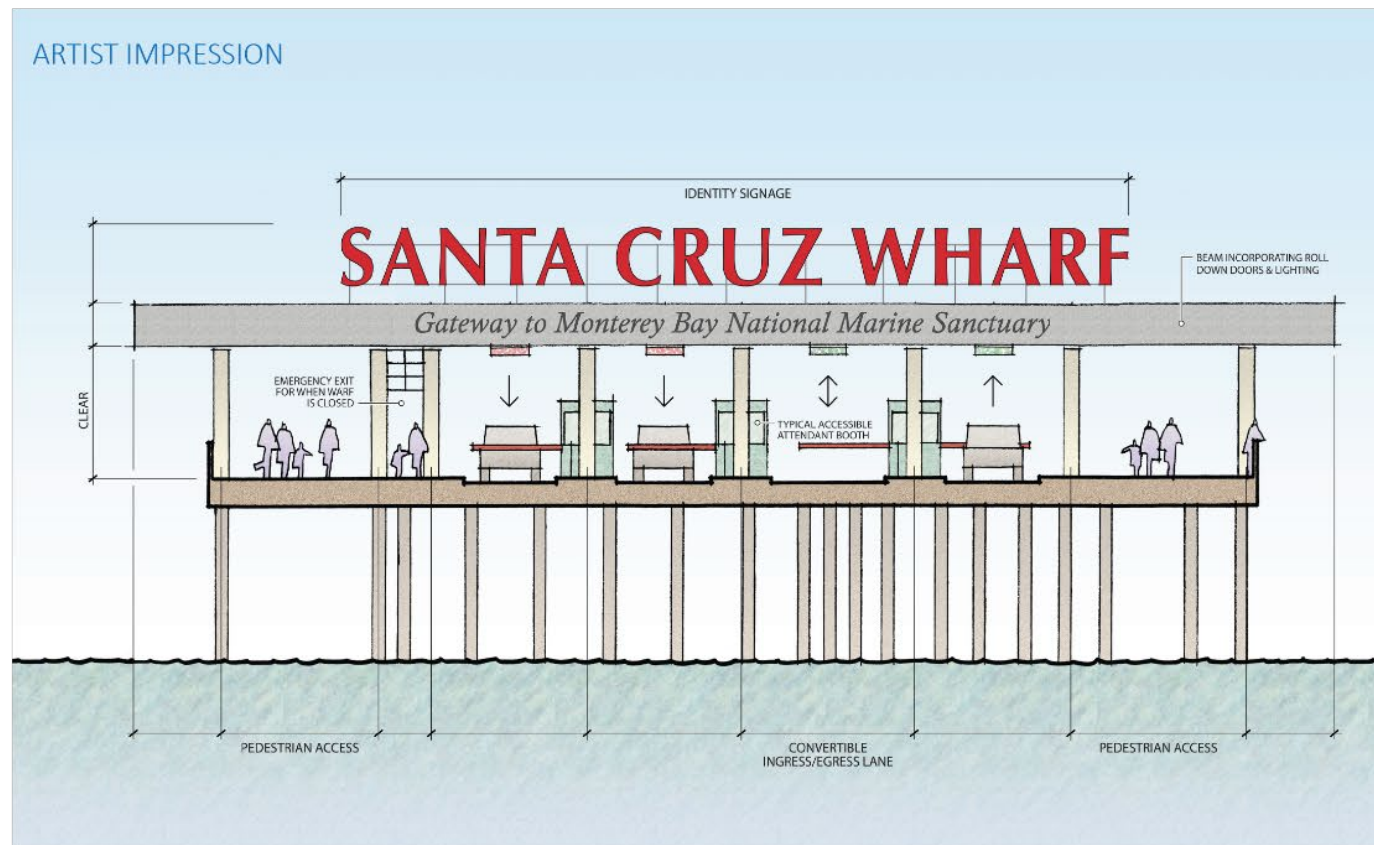
The relocated gates and the need for an overhead beam to store the roll down doors and other functional requirements also provides an excellent location for a large gateway sign that can be viewed from the Beach and Boardwalk as well as from the Pacific Avenue approach to the Wharf. An attractive entrance sign will be centrally located atop the parking gates and will be designed to be visible from a distance, while keeping with the character of the Wharf, as determined through additional community engagement. The letters could be supported by a light framework structure that would allow them to float above the beam. These letters could also be outlined to create a more vivid and arresting visual quality in the daytime as well as in the evening. Below it, the words "Gateway to Monterey Bay National Marine Sanctuary" might be inscribed in relief letters of up to 2-foot tall on the 4 to 4-1/2 foot face of the beam.²³ Full-scale mock-ups of the proposed gateway signage, addressing size, shape, color and potential illumination, should

²³ Revised to include with City Council approval Nov. 24, 2020 (rescinded N.S. 30,050)

be constructed for review before the graphic design of the sign is finalized.



Santa Cruz Wharf signage will be developed through future community engagement. Inspirational images are provided here as examples of effective landmark signage.



The new pay station location creates the opportunity for a gateway sign that will be visible from the Beach, Boardwalk and West Cliffs Drive as well as Pacific Avenue.²⁴

²⁴ Revised to include with City Council approval Nov. 24, 2020 (rescinded N.S. 30,050)

Reconfiguration of the Parking Area

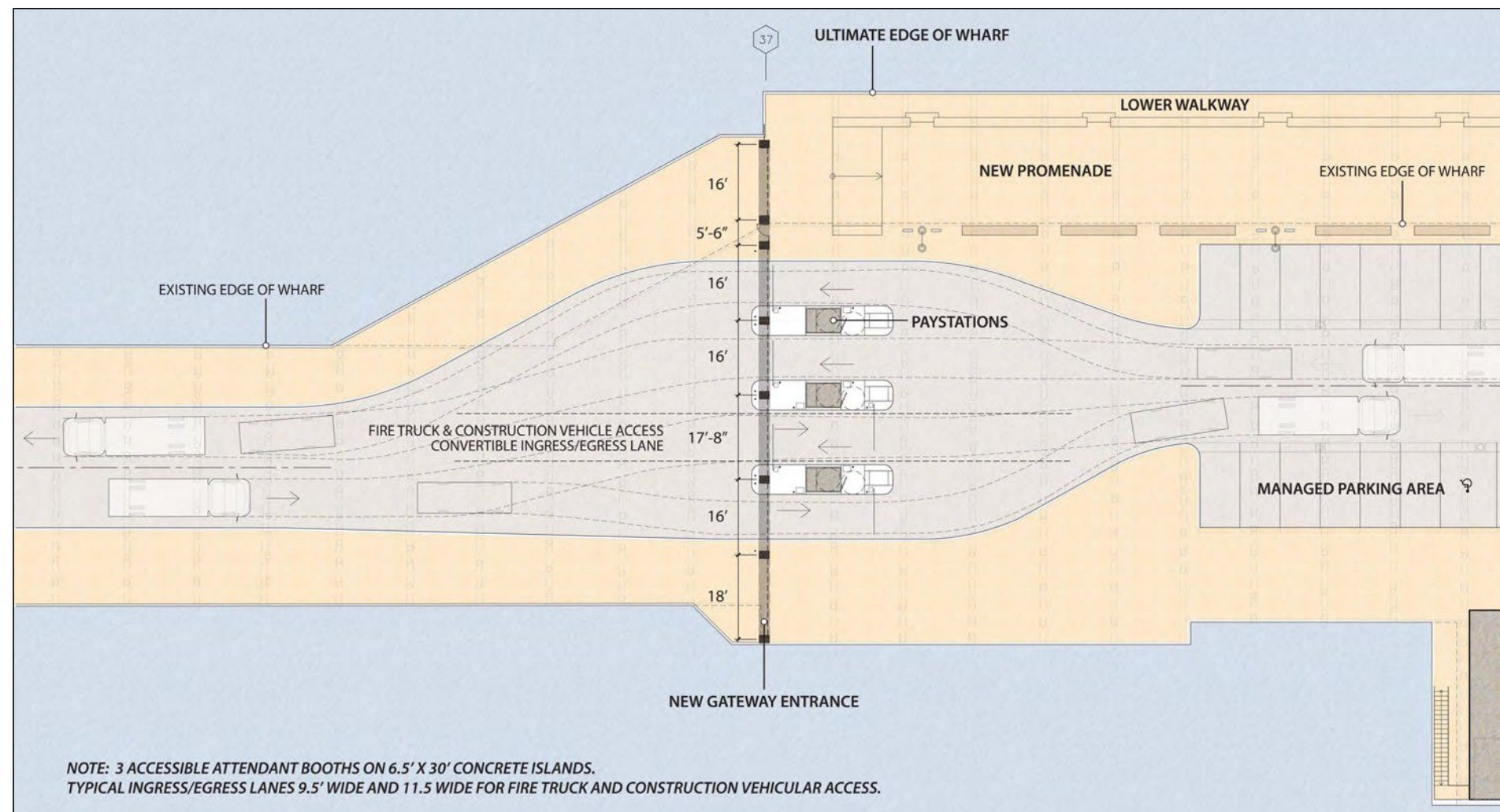
The Master Plan proposes some changes to the configuration of the existing parking areas that result in an increase in supply in some areas and a decrease in others. More specifically, some parking will, by necessity, be removed in order to provide for the transition necessary to serve the entry and exit lanes at the Wharf gateway. At the same time, all of the parking will be converted into perpendicular parking stalls which will create greater efficiency and allow cars to approach west-side parking stalls adjacent to the sidewalk and commercial uses from either direction, thus facilitating traffic flow and minimizing the propensity of drivers to stop to wait for a spot in the in-bound direction, as currently is often the case. The parking stalls would be restriped consistent with current City

standards which call for an 8.5-foot width and a 19-foot depth. Handicapped parking spaces will also be provided, as required by code, and evenly distributed along the length of the Wharf, generally in line with the pedestrian crossings from the East Promenade to the existing sidewalk adjacent to the commercial uses on the west.

With the relocation of boating facilities and services to the Small Boat Landing, additional parking spaces will be made available to replace those that are lost elsewhere. With the proposed removal of garbage collection centers and interpretative kiosks, other areas for parking will also open up. In addition, the Master Plan proposes an extension of the East Parking Lot to accommodate the promenade without a loss of parking. The result of all of these adjustments is intended to, at

minimum, maintain the existing parking supply currently accommodated on the Wharf. However, if all of the proposed reconfigurations and with more efficient use of space currently devoted to parking functions, a modest increase of up to 10 to 15% may be possible. Some of the additional space that is freed up from other uses within the parking area may also be needed for bicycle parking in addition to what is being provided along the edge of the East Promenade.

When the East Promenade is built, the Master Plan also proposes the modest adjustment of the parking area to the east so that the existing sidewalk adjacent to the commercial uses, which is generally limited to 13 feet, be increased to 15 feet to better accommodate the pedestrian movement requirements.



The pay stations provide four lanes in and out of the Wharf – two in/out on most days and one in and three out when needed.

Pay on Foot Parking System

The Master Plan also proposes that a pay-on-foot automated system be implemented to increase the efficiency and speed of transaction. This system would be similar to what is used in the Downtown garages which is increasingly used throughout the United States as well as abroad. The pay-on-foot system provides an opportunity for a patron to pay in advance of exiting. At least twelve pay stations or kiosks, sheltered from the elements and each comprised of two units for redundancy and back up, would be provided and evenly distributed in areas determined by the City's Public Works Parking Division staff along the length of the parking spine. The pay stations can also be programmed for various forms of validation, and for demand pricing, based on the length of stay or the time of visitation or season of the year. To allow for the convenience of a visitor who forgot to pay the automated ticket, readers can also include mechanisms for credit card payment. In addition, a parking office is proposed which would be located in the leasehold areas south of the Gateway Building where visitors can go for information or to purchase a resident pass. Furthermore, some or all of the booths on each of the islands at the parking gates can be staffed, if demand warrants or if required for other reasons. In addition an electronic display will be incorporated, indicating the availability of parking at a visible location

near the future roundabout and entry. The display would indicate that there is readily available parking and invite visitors in or – when demand exceeds supply - encourage them to park elsewhere and approach via shuttle, or other means. Signage indicating alternative parking locations when the Wharf is full should be a part of the information provided to the visitor.

Parking Management

The Master Plan also includes some proposed modifications to the City existing parking management policies. Currently, the City encourages its tenants to limit employee parking on the Wharf and to use alternative modes of transportation, including off-site parking, and bicycle and transit access, particularly during the peak summer months. This policy should be expanded to include car sharing and should be more strictly enforced. In addition, the parking area directly adjacent to the relocated entry gates and in close proximity to the Lifeguard Station should be signed as reserved parking and set aside for the Lifeguards, Wharf staff and other City employees who need to arrive by vehicle and park at the Wharf for longer periods of time. In this manner, potential conflicts between ingress and egress vehicles at the new entrance to the Wharf would be reduced and the parking directly in front of the businesses would be more available to patrons. In addition, the parking area directly adjacent to the bay in the East Parking Lot should remain and is ideally suited for tailgate fishing. Tailgate fishing in this area would not interrupt the continuity of pedestrian movement since the East Promenade will extend through the center bay of the East Parking Lot.

The pay on foot parking system will provide the City with a great deal of additional management control over the parking supply. A demand pricing strategy is recommended to help flatten demand in peak periods and make the parking more attractive for general public use in non-peak periods. Generally, pricing should be set at rates that create about a 15% vacancy, which would help to make the Wharf feel more accessible and convenient. The pricing of parking should also recognize the value of the Wharf as a unique coastal resource and therefore alternative means of

access, such as shuttles from remote parking, should also be pursued that alleviate parking demand during peak periods.

Improved Accessibility by Other Modes

The proposed East Promenade and its direct connection to the Monterey Bay Sanctuary Scenic Trail network as well as local bicycle routes will help to establish the Wharf as a pedestrian and bicycle oriented place and thus will expand its accessibility. An important consideration to encouraging bicycle access to the Wharf is the provision of convenient and secure bicycle parking. Most bicyclists prefer parking their bike as close as possible to their destination. The sidewalk adjacent to the commercial areas, however, is limited and not appropriate for bicycle parking. The Master Plan proposes that bicycle parking be provided along the western edge of the East Promenade in the transition area between the vehicular parking and the promenade. Preliminarily, 64 bicycle parking spaces are recommended for location along this edge. Ultimately, it is anticipated that bicycle parking along that edge will be increased, as demand warrants, and could easily provide for a total of 150 bicycle parking spaces. The type of bike rack recommended for this area is the MultiPlicity bike rack currently being manufactured by Landscape Forms because it also serves as a leaning rail when it is not used as a bike rack, however other similar bike racks could be considered as well. The advantage of this bike rack design is that when it is not in use, it still has a functional benefit and does not look like it is only a storage device for a single purpose. In addition to the bicycle parking along the East Promenade, additional bicycle parking should be provided in a variety of more centralized locations where space permits, does not impinge on pedestrian movement and does not create a cluttered visual effect. It is assumed that 50 additional parking spaces could readily be provided in centralized bicycle parking areas, including the wide shoulders near the pay-on-foot stations and selected portions at the bayward end of the Wharf. Additional bicycle parking spaces can also be provided in other portions of the Wharf, particularly as efficiencies in the existing vehicular are realized. Not counting the below-deck events parking at the South Landing, a total of approximately 150 bicycle parking spaces

would be provided, which is approximately 35% of the vehicular parking as required for public or commercial recreation in the Santa Cruz Zoning Code (Section 24.12.250).

In addition to enhancing pedestrian and bicycle access to the Wharf, a transit shuttle similar to the one that is utilized to connect the downtown to the Beach Area should be provided along the entire length of the Wharf. The potential of providing a transit shuttle – an open air vehicle that is fun to ride – should be pursued not only from Downtown but also from other parking resources such as the large and underutilized County government parking facility on Ocean Street. A small-scale electric shuttle dedicated specifically for trips out and back on the Wharf could also be considered. In addition to providing transit shuttle connections, consideration should also be given to the implementation of a bike sharing program or encouraging the provision of bike rental facilities in the Downtown. In this manner, visitors who wish to connect from Downtown to the Wharf would also have the opportunity to access the Wharf by bicycle. Furthermore, bike sharing locations should be encouraged in the Beach Area associated with hotels and lodging facilities to give guests the opportunity for recreational biking on the Sanctuary Trail and therefore also to the Wharf and other destinations within the city.



Open air shuttles can bring visitors from remote parking to the Wharf

Trash Collection System

One of the important ways of improving the public realm of the Wharf will be by removing the trash collection facilities within the parking areas today. Currently, the way in which trash is transferred from each of the premises to a centralized location, where it is stored until collected, is not an efficient process. The use of centralized trash areas is also detrimental to the public environment, the unique status of the Wharf as a special place within the bay and its future as a recreational, scenic and open space resource.

The Master Plan recommends that the trash collection system be improved not only to eliminate the use of centralized garbage areas but also the reliance on large, heavy garbage trucks that are currently the greatest source of damage and incur the greatest amount of maintenance costs to the City today. Consideration should be given to the use of an automated vacuum collection system that has been used extensively in the Scandinavian countries for many years and which has more recently been adopted for use in the United States. An American vacuum trash collection company, Memios, has made a proposal to the City for the collection of trash and recyclables directly from each of the individual businesses as well as from staff-loaded stations on the Wharf, and the horizontal transport in a 20-inch stainless steel pipe under the Wharf to an off-site collection center to be identified by the City. This is a system which would be applied very effectively to a facility such as the Wharf, where the pipe would not need to be placed underground but could be hung below deck. If implemented for the Wharf, the system could be expanded to serve adjacent uses in the Beach Area. Furthermore, if the quantity of garbage were sufficient, the system can also be used to generate energy, thus adding measures of sustainability and cost effectiveness. The implementation of such a system would be a first in the West Coast and would distinguish the Wharf and the City for its forward thinking and commitment to green infrastructure. An additional advantage of the vacuum system is that it would eliminate the need for large heavy trash collection vehicles and thus reduce the damage that is caused to the structure and the on-going maintenance costs for repair.



Alternative approaches include the use of smaller collection trucks and more frequent pick-ups combined with smaller refuse and recycling compactor locations on the Wharf itself or with a close-by offsite collection center to which refuse and recyclables can be delivered by electric or other alternatively powered vehicles, as determined by the City Public Works Department. These approaches could improve the physical and visual environment of the Wharf and reduce maintenance costs as well.



If we look at cities today, whether large or small, trash is generally kept on premises until it is collected, thus eliminating the need for centralized trash, recyclables, cardboard and tallow collection areas. Whether the vacuum collection system is utilized or another system is selected that will minimize impacts, trash in any case should generally be collected from each of the premises directly, after hours and on a regular basis, rather than stored within the public realm of the Wharf.



Photos on the left top and bottom show the dominant experience of the Wharf, at day and at night, which resembles a one-sided main street. Top right photo shows the constrained condition of the existing sidewalk with cluttered spaces adjoined by extended blank walls. Bottom right photo shows an improved storefront on the Wharf which creates a more engaging sidewalk experience and a canopy with integrated lighting.

PART THREE: IMPROVING COMMERCIAL VITALITY AND BUILDING DESIGN

The Wharf began as a long, relatively narrow and open platform structure. From the earliest period of time and in subsequent expansions, the commercial buildings were located on the rugged western side of the Wharf, creating a windbreak for front doors and open entrances to the east. The east side was also traditionally the preferred location for mooring and off-loading because of its more tranquil waters and protected setting. At the time it was built in 1914, the Wharf was approximately 4.2 acres in size. While it remained that size for some forty years, a series of expansions were undertaken after World War II to enlarge its footprint by approximately 3.3 acres to accommodate commercial uses, vehicular circulation and parking.

This Master Plan does not propose to add to the footprint of the Wharf for vehicular circulation, parking or commercial uses. It does, however, propose to use the existing areas more efficiently and effectively to enhance the market potential, economic viability and the visitor experience of the Wharf. Within the existing footprint of the 1,300 linear feet of commercial uses, an increase in the intensity, diversity and number of establishments is desirable to create a more vibrant and attractive pedestrian experience as well as provide for additional revenue generating uses. Infill and intensification efforts can be accommodated as leases expire, as buildings are renovated, and as market demand warrants.

To achieve the full potential for commercial development, a detailed marketing plan and a pro-active approach to tenant selection will be required. In addition, coordinated advertising and promotional efforts and partnerships with institutional entities in science, research and education will need to be pursued. City staff has done an excellent job in maintaining and managing the Wharf to date. In the future, staff resources will need to be augmented to achieve marketing, tenancing and promotional efforts and to seek public, private and institutional funding for implementation, to guide design and development efforts and to enhance the maintenance and management.

Design and Development Standards

The Wharf today feels much like a one-sided main street, with commercial uses organized in a linear fashion and adjoined by convenient parking. Many of the commercial uses evolved as extensions of the commercial fishing industry and began as fish markets and casual eating establishments. They were developed by a group of Italian families that comprise the legacy tenants who helped to establish the commercial appeal of the Wharf. Some of the restaurants have remained with the families that originally built them. Others have changed hands over time. Although some of the buildings have been renovated, others were built in the late sixties and early seventies and are now over 40 years old and reaching the end of their economic life. A second, separate cycle of commercial development took place in the 1980's when the City built new buildings and tenanted them for shops and restaurants. The City's buildings are located in two clusters - one at the north end near the Wharf headquarters and the other, at what is known as the South Commons area, where the Wharf changes direction to the southwest. Today, there is a need for a reinvestment and a reinvigoration of many of the businesses that will continue their appeal over time.

Currently, approximately 60,000 square feet of commercial uses is occupied by tenants with a variety of short and long term ground leases, building leases and licenses from the City. Of this total, 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. From a market point of view, a 70/30 mix of food and beverage to retail uses is reasonable. The dining establishments are the backbone of the Wharf and provide the distinctive draw that adds to the experience and its destination appeal. The Wharf offers the largest concentration of restaurants within the area bounded by West Cliff Drive to the west and the Boardwalk to the east and has an established appeal for those looking for a sit-down dining experience in a rela-

tively accessible location with lots of adjacent parking and with stunning views to the bay.

Although the revenues of all businesses have improved recently and are returning to pre-recession levels, there is still a great deal of concern that the major source of revenues is only generated during the summer season and in good weather and the businesses have to struggle to survive during the Fall and Winter months. This is particularly true for the retail establishments, which are predominantly tourist-oriented. Although some of the restaurants have a loyal following and feature special offerings to residents and events to boost resident patronage, they still rely to the greatest extent on the summer tourist season. At the same time, some restaurant owners have noted that, while there are greater revenues during the summer months, the expenditures per person are not commensurate with the significant increase in visitor population.

One of the most critical considerations affecting the future of the commercial ventures has to do with increasing market support and off-season appeal. Broadening the market appeal of the Wharf to a more diverse group of residents and attracting visitors who will spend more time and money in the Beach Area as a whole and on the Wharf, in particular, are key. There are other factors, however, beyond market support that contribute to the economic vitality of the commercial venues on the Wharf. They include the quality of the goods and services offered, the design and attractiveness of the individual establishments, and the promotional efforts that are undertaken.

To guide future physical improvements, the Master Plan establishes design development standards for the evolution of buildings over time. These standards are aimed at improving the curb appeal of the businesses and the quality of the pedestrian experience on the sidewalk. They also encourage the creation of a more extroverted place, with greater transparency and a stronger relationship between indoors and



outdoors, between the foreground and the visual setting beyond. They also seek to develop a collective identity and a high standard of quality and sustainable design while allowing for individual expression, variety and circumstance. These standards build on examples and experience with successful retail and restaurant environments and in many cases recall some of the kinds of design features that are characteristic of the original Wharf buildings and structures.

The design and development standards integrate programmatic aspects related to the number, size and type of businesses with physical characteristics that affect economic performance. They are also based on a critical evaluation of the existing strengths and weaknesses of the commercial buildings and businesses and identify the unrealized potentials that could create a more attractive commercial environment to a broader segment of the population. Beyond the mix of tenants, the physical structures on the Wharf are, in many cases, reaching a point where reinvestment will be necessary for repair, updating and renovation. This section of the Wharf Master Plan addresses the factors that influence commercial appeal, not only of individual buildings but of the larger district. It makes recommendations that consider physical design with economic opportunity and consider the activities that can be supported by the buildings and spaces. These recommendations are aimed at attracting a greater number of people who will support the businesses throughout the year and thereby improve their economic viability and sustainability over time. They can also result in increasing the intensity and quantity of commercial development on the Wharf without increasing the footprint that these uses occupy.



Regardless of how successful the magnitude and mix of uses may be or how appealing the quality of any one establishment, if the collective image and identity of the whole falls short or if the pedestrian experience of the visitor is lacking, then it will be difficult for any individual commercial use to achieve its fullest potential. That is why, in a well-managed commercial center, a great deal of care is given to the total experience of the visitors and to the collective image of the whole.

Stagnaro's provides an example of a building that maintains the historical mix of uses and a greater openness and engagement with the sidewalk.

Curb Appeal and the Pedestrian Experience

From a physical design stand-point, the pedestrian experience along the commercial frontage on the Wharf today does not successfully contribute to a positive visitor experience nor does it encourage the kind of window shopping that generates additional support by being a multi-destinational attraction. Many of the establishments, particularly the larger restaurants, have significant lengths of blank walls, dark windows, and/or raised floors that don't engage positively with the pedestrian. In addition, some retail storefronts are nondescript with angular facades and minimal punctured openings that distance the pedestrian from the storefront and diminish the curb appeal of the businesses to the passers-by, and the upper floor businesses don't have an adequate storefront presence along the sidewalk. These characteristics should be avoided and therefore are discouraged in the design standards and improvement programs for future development.

Historically, on the Wharf, building facades were typically more open and engaged with the outdoor environment that made them appear more friendly and accessible. For example, forty percent of the original Miramar building façade was either open to the outside or glazed. Today, only fourteen percent of the façade of the Miramar building is glazed and half of the building fronting the sidewalk is comprised of blank walls. Looking at other attractive storefronts in cities and towns around the world, it is clear that openness and transparency contribute to the environment that they create and to visitor appeal. The examples shown in accompanying graphics have glazed openings comprising approximately 40% or more of the façade. The Master Plan proposes that as renovations occur and new buildings are built on the Wharf, that the facades should become more open and achieve a 40% openness as they had in the past. One way to achieve this is to encapsulate "back-of-the-house" functions with liner uses, whether they are operated by the same establishment or by others. In addition the angular facades of the 1980's buildings should be infilled to bring the storefronts right up to the edge of the sidewalk and thus create a more engaging relationship to the pedestrians on the street.



Above are the more recent buildings on the Wharf that were built by the City in the 1980's. Below are images of small shops and cafes with traditional storefronts that demonstrate greater curb appeal, with more interesting and engaging environments for pedestrians along the street.



The potential of rooftop dining should be explored and encouraged.



A few of the establishments, such as Stagnaros Bros restaurant, still maintain the historical tradition of the fish market and/or take-out food integrated with dining. In addition, some of the newer restaurants are transparent and visually permeable, allowing pedestrians to clearly see the activities inside and through to the views beyond. Restaurants such as Firefish that locate a demonstration kitchen up front and visible from the sidewalk, and retail shops that place the making of products and goods along the storefront add to their appeal and to the interest of the sidewalk experience. The Master Plan proposes to encourage and promote these characteristics in the design guidelines and improvement programs for future development on the Wharf.

But, the pedestrian experience is not created only by the commercial storefronts. It is also significantly influenced by conditions on the sidewalk. The existing sidewalk paving is not in good condition and the limited sidewalk area has many obstructions along its length. Although the sidewalk is 13 feet wide, car bumpers generally extend into the area, allowing only approximately 11 feet for the pedestrian. This area is further constrained by ADA access ramps to establishments that have a higher finished floor than the adjacent sidewalk. It is also constrained by lighting and other appurtenances. The inability for groups of people to walk along the sidewalk and pass each other comfortably often leads to pedestrians using the roadway, thus creating pedestrian/vehicular conflicts.



Examples from the Wharf that demonstrate how the pedestrian environment can be improved by incorporating visual access through the dining area to Steamer's Lane and the West Cliff Drive area and by locating a demonstration kitchen along the storefront.



The improvement program for the sidewalk area calls for it to be widened to 15 feet and for the entire area to be repaved in concrete with a concrete curb. The design standards require that all businesses have a finished floor at sidewalk grade, or, if there are changes in grade, that they are incorporated internally within their premises, and not within the public domain. In addition, a continuous canopy that extends from the storefronts over the sidewalk is proposed to provide weather protection so as to make the pedestrian sidewalk experience more appealing at all times of the year. The canopy will also incorporate lighting that will highlight the storefronts and create an opportunity for blade signs perpendicular to the facades.

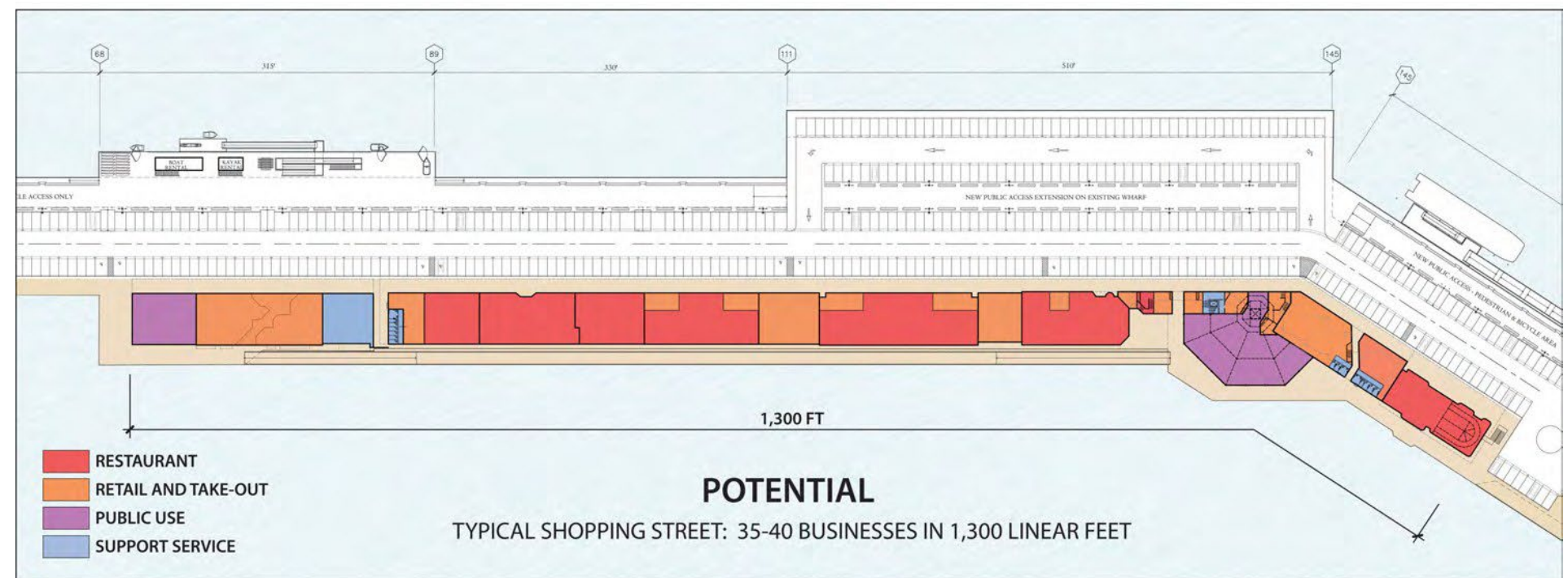
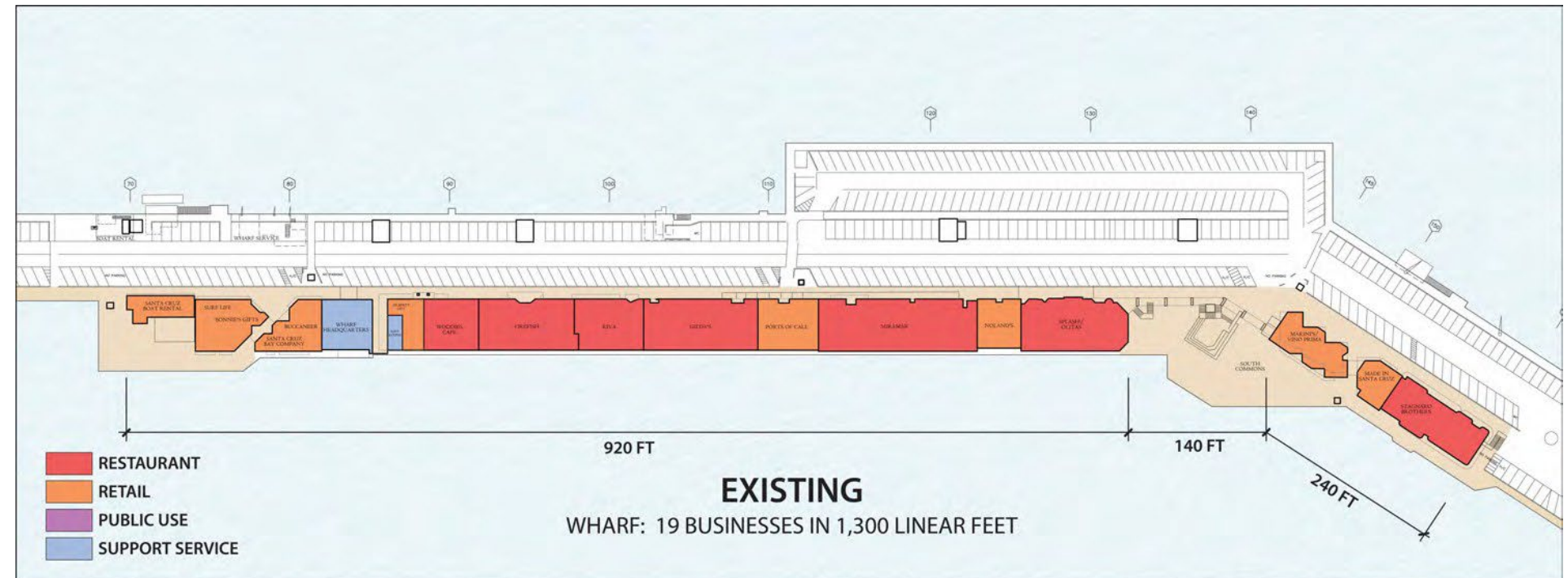
Diversity in Size, Type and Mix of Uses

Generally speaking, the restaurants on the Wharf exhibit a great deal of homogeneity in size, style, orientation, price point and product. Of the eating and drinking establishments, most offer an internalized atmosphere with sit-down dining. Most also feature the same kind of menu, with relatively minor variations. Most of the restaurants are relatively large in size and accommodate more than 100 seats. Very few offer take-out food integrated with casual dining and an open, engaging frontage that were characteristic features of the Wharf restaurants during the commercial fishing era.

The existing retail establishments also tend to be relatively homogeneous in the goods and products that are sold. Most of them market souvenir-type products, which include such items as t-shirts, sweatshirts, trinkets, shells, jewelry and a variety of knick-knacks. Many of the souvenirs have little to do with the uniqueness of the Wharf and its setting in Monterey Bay. Many residents interviewed as part of the planning process commented on the fact that the general merchandise stores have limited appeal to them. A number were particularly disturbed by the sale of seashells from tropical regions, very different from those common to Santa Cruz or the west coast of California.

In the long term, as businesses evolve and change within generally the same footprint, a greater diversity and finer mix of retail and restaurant uses as well as more variation in the size of commercial establishments would be desirable.

Even if the menu of most restaurants is primarily fish, there should be more distinction between the styles of preparation – be it Ligurian, Sicilian, Thai, Vietnamese, or Mexican, for example. Also, while it is important to maintain and upgrade some of the large restaurants, they need not all be of the same size. Instead of most restaurants being comprised of 100 to 150 seats, there could be some 50-seat restaurants as well, each with its own chef and distinctive menu, catering to a diversity of eating preferences and thus allowing for greater repeat visitation. In addition,



The Master Plan suggests that the existing space devoted to commercial uses could be infilled and intensified and so that within the same footprint many more businesses could be accommodated. Pacific Avenue in Downtown is an example of a typical shopping street that has 35 to 40 businesses along a similar length.



The inward-oriented configuration of the Miramar Restaurant today.



The more outward oriented and open configuration of the former Miramar Restaurant.

at present, there are very limited choices for take-out food for those who do not want to spend the money or time for a full sit-down meal. Considering the bounty of the region and the values of the community, a greater emphasis on sustainable local agricultural products used in the preparation of food could be a distinguishing characteristic of the Wharf. There are examples in Santa Cruz today of innovative small eating establishments like the Picnic Basket nearby to the Wharf on Beach Street, or bakery/cafés like the Buttery, Kellys, Aldos, Companion or a unique coffee shop like Verve or Lulus or an ice cream counter, like the Penny Ice Creamery. Providing small spaces for young incubator businesses and fostering a creative, entrepreneurial group of culinary leaders would position the Wharf most appropriately to the demographic of the area.

From a retail stand-point, some of the stores offer swimwear and recreational outdoor attire, but these are often subsumed within the standard souvenir type products, making their market position not clearly evident. Also, although some stores market local products, it is not easy to identify what is different in those products from what is sold elsewhere. The one retail establishment that features candies and confectionery goods could make that activity a more pronounced part of its storefront presence. A sister establishment in Downtown Santa Cruz integrates the making of candy right into the storefront, creating a very interesting and engaging environment and one that is more likely to attract patrons.

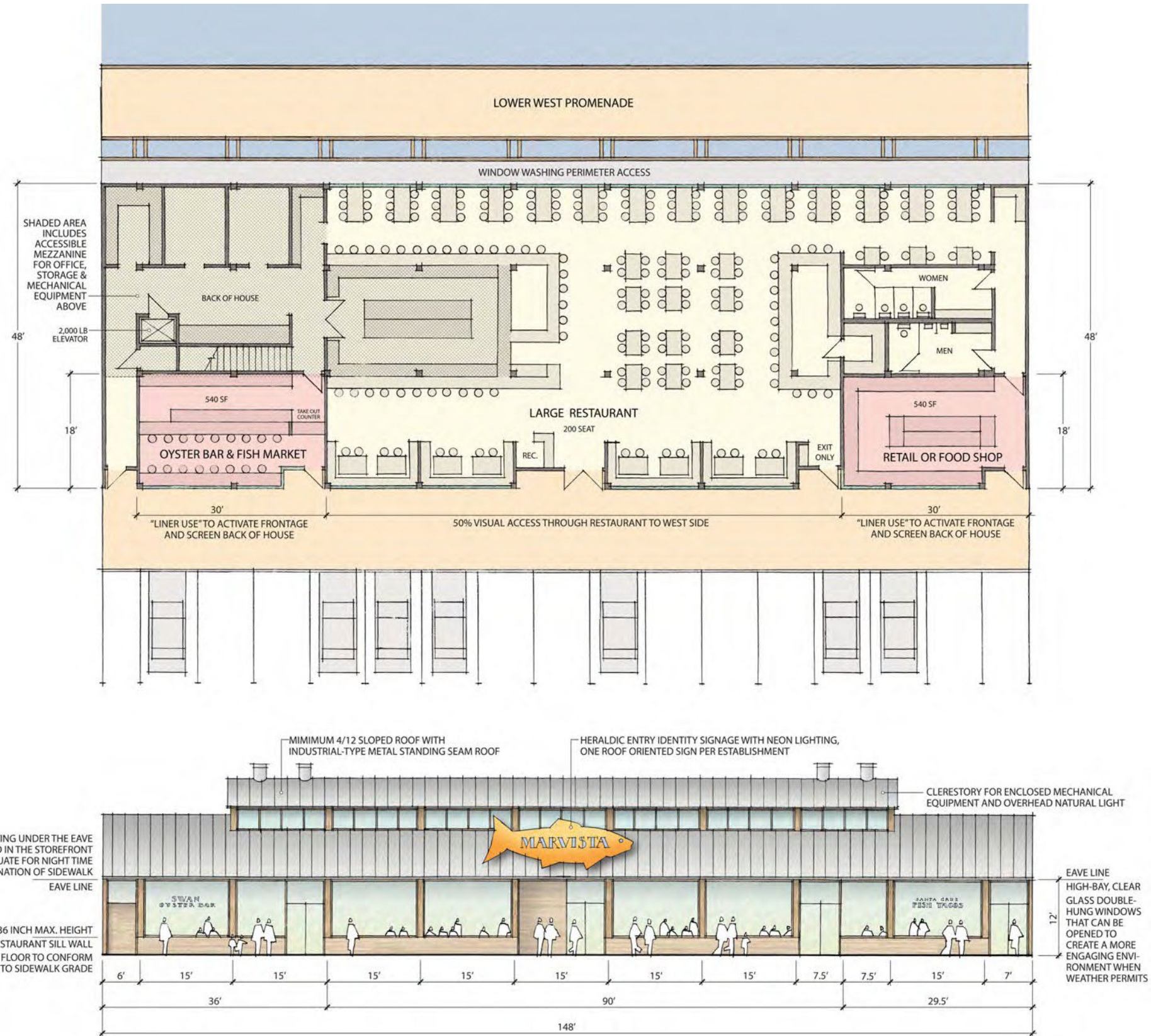
The concern is that by offering standard tourist goods for sale which could be marketed in any coastal setting throughout the US, the stores lower the quality of the Wharf brand or image, detract from the distinctive environment it offers, make themselves less appealing to a broad range of patrons, and ultimately diminish their economic success in the marketplace. The retail sector would benefit from marketing souvenirs that feature the natural environment, the scenographic and artistic qualities of the bay, the history of the Wharf in fishing and transportation, and the recreational and educational activities that contribute to and understanding of the unique environment and culture of Santa Cruz.

An example of retail diversification that could be considered is the introduction of some of the kinds of products found in shops such as

the Seymour Center, the Santa Cruz Museum of Natural History, the Monterey Bay Aquarium, the Exploratorium, the Warming Hut at Crissy Field in San Francisco or the Monterey Bay National Marine Sanctuary Exploration Center gift shop which feature games, books, and other items that relate to the uniqueness of the bay setting, its history and ecology as well as special experiences and recreational activities that the place offers to visitors and residents. The Warming Hut in San Francisco, for example, offers guidance on how merchandising can more effectively build upon the unique characteristics of place with a variety of products ranging from books, maps, guides, recreational equipment, artwork, apparel, and souvenirs that all reinforce the unique natural, cultural and historical qualities of place.

Within the range of commercial and retail uses on the Wharf today, there is no specific space devoted to cultural, educational or scientific activities. There are a wide range of scientific and research efforts underway and the Wharf has a very rich history and library of materials that could be exhibited and made more visible to the visitor. In addition to other interpretative experiences, there is the opportunity to create graphic displays of historic photos and scientific endeavors within the commercial venues on the Wharf. An indoor environment such as that within the Gateway Building or Landmark Building is best suited for the display of this kind of information where it will not be bleached by the sun nor interrupt the flow of pedestrian activity.

Today, there are 19 businesses along the 1,300-foot commercial frontage on the west side of the Wharf. To put this number in perspective in Downtown Santa Cruz, along the same frontage on Pacific Avenue between Water and Soquel Streets there are between 35 to 40 businesses. In North Beach - a pedestrian-oriented San Francisco neighborhood that is tourist-oriented and that the renowned author and urban activist, Jane Jacobs, wrote about extensively - there are 55 businesses along that same length of street. The purpose of these comparisons is not to establish a hard standard for the number of businesses on the Wharf, but rather to indicate that there should be greater variety and diversity within the existing footprint of the Wharf.



An example which describes how back-of-the-house functions can be encapsulated with liner uses in conjunction with a large restaurant

The Master Plan further recommends that a detailed marketing plan be prepared for tenanting the Wharf, as uses change over time. This marketing plan should establish the specific mix of tenants that are desired and that could best work in synergy with one another and contribute to the overall brand and identity of the Wharf. In addition, the City, as the business manager of this commercial center and real estate asset, should not just be reactive to proposals brought forward by a project proponent but rather take a more proactive role in seeking out tenants that would help to realize the diversity and mix of shops and restaurants desired in the marketing plan. For key sites and long term leaseholds, the City should consider a competitive bid process where proposals are solicited and the most qualified and capable business is selected. In addition, the marketing plan could also provide short-term leases for local incubator businesses that encourage entrepreneurial innovation and the testing of retailing concepts and products.

Specific Infill and Intensification Opportunities

Infill development can contribute to the diversity of businesses as well as enhance curb appeal, creating a more vibrant and economically viable commercial area. The angular fronts of the buildings constructed in the 1980's by the City impedes pedestrian flow and discourages window shopping. In addition, the configuration of the storefronts also does not help the identity of the retail uses. Furthermore the size and type of fenestration of the windows and cladding of the building are more readily associated with the appearance of an office building than they are of an engaging retail establishment. To address these issues, the Master Plan proposes that the remodeling of these buildings be considered in consultation with tenants prior to the expiration of leases, or if seeking new tenants for a space, in the City-issued request for proposal process.

One of the buildings generally addressed above is directly to the south of the proposed Events Pavilion and the other is at the landward end of the commercial uses on the Wharf. The proposed remodeling of the building directly to the south of the Events Pavilion would include infilling the sawtooth edge and bringing the retail storefront to the

sidewalk edge. It would also include a new storefront that is more transparent, and more attractive to pedestrians. This remodeling effort would also result in an addition of about 730 square feet to the ground floor and if extended to the second floor would provide for a total of approximately 1,400 square feet.

In the adjacent building where Made in Santa Cruz is located approximately 400 square feet of ground floor space could be added. In addition, if the second level bridge connection were extended to this building, an additional exit stair provided, and a second level built a total of 1,400 square feet of additional commercial tenant space could be provided. In this option it is assumed that the passageway between Marinis and Made in Santa Cruz would be retained to access the existing restrooms on the bay side of the building. In the remodeling effort consideration could also be given to improving and enlarging the existing restrooms.

On the landward end of the Wharf, the Master Plan also proposes remodeling the 1980's buildings at that location to infill the sawtooth configuration and to also infill the diagonal passageway on the west side of the Wharf. This connection will not be needed once the Westside Walkway and public access extension are completed. The infill in this area would add approximately 1,230 square feet of ground floor space. These improvements, like those on the bayward end, should be undertaken when leases are up or in consultation with the tenants. In addition to these specific opportunities, the Master Plan encourages the development of second floor uses as well as rooftop dining with appropriate vertical access. These improvements will increase the intensity of activities and free up ground floor space to create a more engaging storefront experience. Where second story spaces occur, vertical leasing should be encouraged to diminish potential conflicts between tenants occupying different floors. A preliminary estimate intensification could result in a 20-30% increase in developable area within the existing footprint of the commercial uses. This increase does not include the potential provision of 15,000 square feet of enclosed building space for the publicly-oriented activities, which can be a combination of non-profit and for-profit uses, in the three key locations previously identified and described on the Wharf.



Examples of heraldic blade signage on the Wharf today



An example of see-through lettering on a storefront

DESIGN STANDARDS (REVISED 2023)

The design standards establish a framework to guide future development and renovation of commercial uses as they evolve and intensify over time. However, it is recognized that there may be a project that, by design or use, is of significant merit and warrants special consideration and discretion so long as the intended design quality and Master Plan objectives are not compromised.

Building Form: For in-line commercial establishments along the western edge of the Wharf, buildings are encouraged to balance individual identity within a collective form that is simple, straightforward and appropriate to the maritime setting.

Building Height: Second floor uses and rooftop dining are encouraged within a maximum height of 35 feet for commercial in-line buildings. For the three landmark buildings, the maximum height shall be 40 feet, not including special appurtenances such as flagpoles and architectural projections.

Ground Floor Height: High bay spaces with transom windows to bring in light from above are encouraged for single story buildings. In two story buildings, the minimum ground floor height shall be 12 feet floor to floor.

Windows and Glazed Openings: The minimum below canopy glazed storefront shall be 8 feet in total height of windows. The solid base of the storefront shall be no more than 36 inches in height. No dark or mirrored glass is permitted anywhere. All glazing shall be tempered or safety glass on the western façade of buildings.

Finished Floor Grade: The finished floor of all buildings shall be at sidewalk grade and any change in elevation shall be accommodated internally within the premises. Where possible, incorporate floor drains throughout all areas of buildings to facilitate recovery from internal or exterior flooding events.

Build-To Line: All storefronts shall be built to a consistent line from the face of curb of the sidewalk.

Building Transparency: Blank walls shall be strongly discouraged and the maximum length of blank walls within a storefront shall not exceed 5 feet. For each premise, 40% of the ground floor façade along the sidewalk shall be open or glazed and visually accessible to the interior of the restaurant or storefront. For large restaurants, 100 feet of frontage or more, a minimum of 50% of the frontage shall provide for visual access through the premises

to the west side views. Reasonable interruption of the visual plane for such elements as hoods, cooking lines, structural columns, etc. is allowed so long as visual access is maintained.

Liner Uses: Back of the house functions shall be encapsulated with liner uses that are either operated by the same tenant or a sub-tenant. These liner uses may include small vendors, such as take-out food, ice cream, oyster bar, coffee bar and gift shops. A minimum 15-foot depth, 30-foot width and 450 square feet size is recommended.

Roof: Flat roofs are discouraged, except when used for rooftop dining. A sloped standing seam roof of no less than 4 in 12 pitch is encouraged with a light reflective color and corrosion-resistant material. Mechanical equipment shall be enclosed to prevent creating an attractive nuisance for bird nesting and hidden from view within a clerestory portion of the roof.

Sidewalk Canopy: A sidewalk canopy or roof overhang of a 12-foot depth and 12 to 15 foot height is required over the entire sidewalk adjacent to and the length of each of the premises to provide continuous weather protection for pedestrians. The canopy shall be structured to be a permanent part of the façade. Awnings or fabric extensions are not an acceptable alternative. Lighting must be incorporated in the overhang to improve the uniformity ratio of parking area lighting, and provide for sidewalk illumination.

Second Floor Use: Second floor uses are encouraged where an accessible elevator and two means of egress can be provided. Any second floor use that is separate from the ground floor must have a storefront entrance at sidewalk grade.

Mezzanines: To open up the ground floor for publicly-oriented dining and shopping activities in large restaurants, mezzanine level spaces, comprising up to 1/3 of the ground floor, over the back-of-the-house functions are encouraged to provide additional storage, office and mechanical space. These areas shall be served by stairs and a 2,000 pound lift for accessibility.

Signage: Pedestrian scale signage is encouraged. The principal identity signage shall be below canopy blade type heraldic signage that is no more than 7 square feet in size, located perpendicular to the path of movement, and providing for at least 8 feet of vertical clearance from the sidewalk. Identity signage on the front edge of the canopy is permitted but shall be limited to two feet in height and no more than half of the frontage length.

Major identity signage is only permitted for large restaurants and only one sign per establishment with 100 feet or more of frontage including liner uses. Major identity signage shall be fabricated in metal and of high quality materials and limited in size to 1.5 square feet for each linear foot of frontage. [These signs shall be no more than 7 feet by 20 feet in size and locations 15 feet above grade are encouraged.](#)

No advertising signs can be placed on the storefront. Identity signs placed within the window area of the storefront shall be no more than 10% of the glazed area with individual letters or an identity logo that permits visibility to the interior and that creates an appropriate juxtaposition between the activity within the storefront, the identity on the glass and the outside area. In addition, menu displays on the storefront shall be limited to 24 inches by 17 inches in size. No backlit, flashing or canned signage is permitted. No rooftop signs or any sign that is silhouetted against the sky is permitted.

Storefront Displays: In retail shops, displays must be undertaken in a way that allows for adequate visibility into forty percent of the shop. Any temporary signage related to sales or events must be coordinated with the City before they are displayed and only for a limited period of time.

Restrooms: Restrooms will not be required for small establishments less than 600 square feet in size; all restrooms shall be ADA accessible. Public restrooms will serve the smaller establishment requirements. In establishments where liner uses are integrated with the restaurant, a single set of restrooms can serve both the liner uses and the restaurant.

Active Storefronts: Exhibition kitchens and other making of products sold on premises is encouraged to be directly visible through the storefront. Large operable windows are encouraged to create an engaging environment between indoors and outdoors.

Building Materials and Color: High quality building materials shall be utilized that are capable of withstanding the marine environment. Standing seam silver metallic roofs are encouraged in an industrial vocabulary. Buildings are encouraged to be light in color, however the storefront below the canopy can be distinctively painted for individual identity.

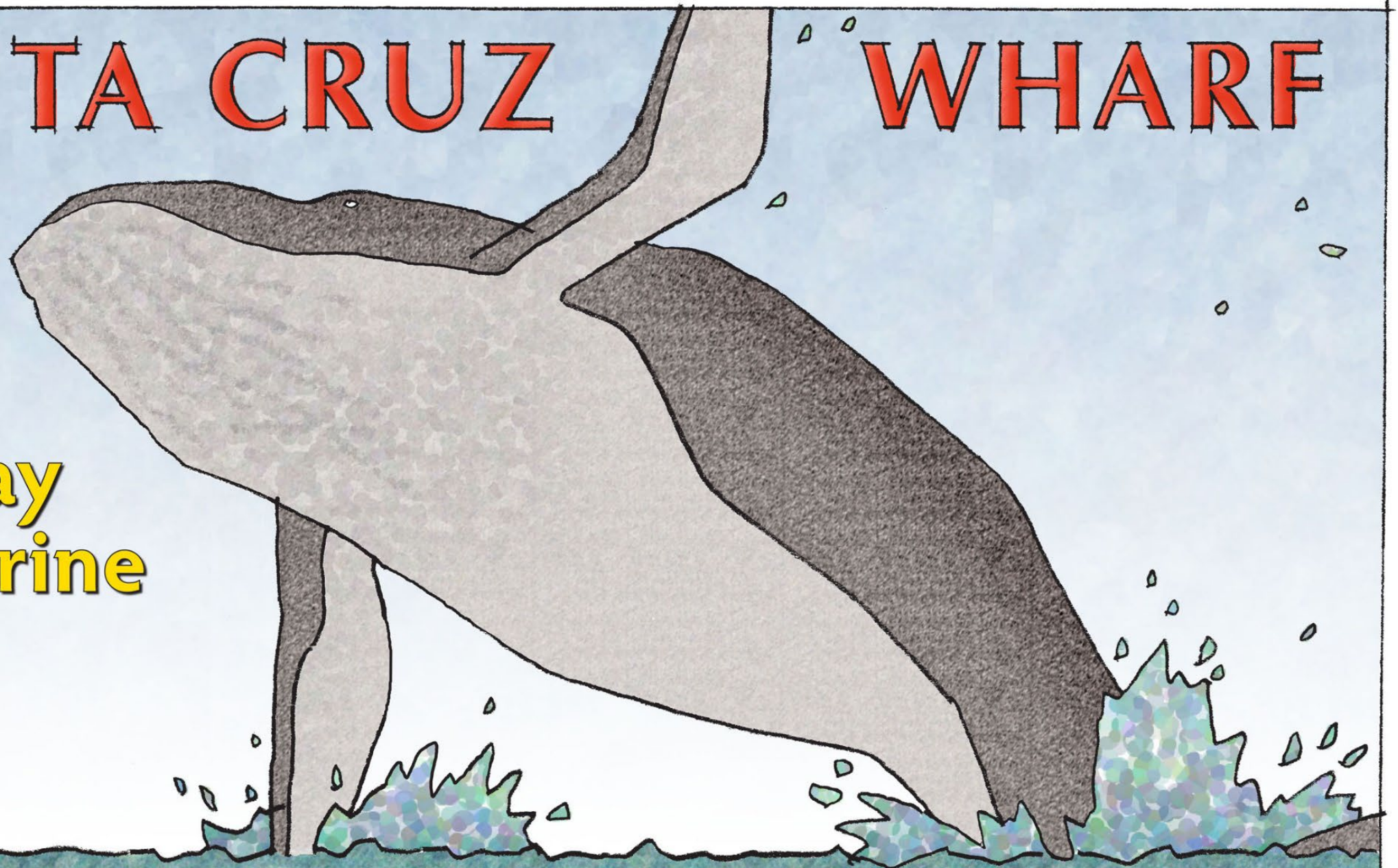
Garbage Collection: All garbage shall be stored on site until it is collected. In food and beverage establishments, garbage storage areas shall be enclosed and mechanically ventilated.

Green Building Design: All buildings shall be designed to green building standards at minimum equivalent to a LEED silver rating.

SANTA CRUZ

WHARF

**Gateway
to the
Monterey Bay
National Marine
Sanctuary**



IMPLEMENTATION

The Wharf Master Plan was developed through City initiative and a grant from the U.S. Department of Commerce, Economic Development Administration. It was prepared over a two-year period of time with significant community, stakeholder, agency and City staff input. The Wharf Master Plan establishes a comprehensive vision for how the Wharf as a historic and cultural resource can contribute more effectively to the economic vitality of the City and region, be a more fulfilling asset for the community, and enhance the recreational and open space, educational and scientific potentials while engaging more fully with the Monterey Bay National Marine Sanctuary.

A great deal of momentum has been gained through the planning process and a great deal of support and consensus has been built with the community. It is important now to build on the positive energy that has been generated during the plan preparation process and move towards implementation.

There are a number of steps involved in implementation. They include regulatory, permitting and environmental considerations, funding and financing strategies, management and operational elements, and program development and detailed design and construction.

Regulatory and Permitting Considerations

The need for a comprehensive planning study dates to 1998 when the Beach and South of Laurel Plan was prepared. During that time, a community planning process was undertaken and many of the issues and objectives that the Wharf Master Plan has responded to were identified. Through the Beach and South of Laurel Plan the Coastal Commission encouraged the City to update its regulatory and permitting framework to guide and facilitate improvement and development of the Wharf and to better coordinate it with the objectives and mandate of the Coastal Act. Following acceptance of the Wharf Master Plan by the City Council,

environmental documentation will need to be prepared under NEPA and CEQA. The US Army Corps of Engineers has stepped forward to take the lead as the federal agency for the preparation of an Environmental Impact Statement (EIS) and the City will be the local lead agency for the preparation of the Environmental Impact Report (EIR). It is anticipated that permitting on the Wharf will be regulated by a Coastal Development Permit and a Coastal Commission Public Works Permit that will include all of the improvements and projects anticipated in the Wharf Master Plan. Federal permitting can follow a similar format, since there are many inter-relationships that can occur. With the assistance and leadership of Congressman Sam Farr, an interagency task force has been established and will hold regular meetings to oversee and facilitate the regulatory review, environmental documentation and permitting process. Once the environmental documents have been circulated, comments responded and certification has occurred, regulatory documents can be adopted by the City and Coastal Commission.

Funding and Financing Strategies

The Wharf was built as a public enterprise by the City and it has been maintained and developed through the efforts of both public and private sectors. As described more fully in the Wharf Master Plan, in order to achieve the potential of the Wharf and extend its longevity into the future, public reinvestment will be required. A preliminary budget estimate for the public improvements has been prepared and is attached for reference. It identifies each of the proposed projects and the potential funds that might be required for implementation. Given the broad mandate from federal, state, regional and local entities that is addressed in the Wharf Master Plan, the City will need to seek funding from all levels of government. The US Department of Commerce Economic Development Administration's planning grant for the Wharf Master Plan was key in its formulation, and the EDA's future involvement will be critical in addressing the role that the Wharf can play in job creation and

economic development. The State Coastal Conservancy will have an interest in achieving the public access aspects, which are the backbone of the Master Plan. In addition, other state agencies such as Wildlife Conservation Board and the Department of Boating and Waterways will be interested in realizing the proposed fishing and boating improvements. State funding for public works through agencies such as the California Financing Coordinating Committee should also be pursued when available. In addition, because of the location of the Wharf within the Coastal Zone and the significant role it can play in meeting a number of state-wide goals, consideration should be given to sponsoring special legislation that would allow for the state's share of sales tax proceeds from this area to be reinvested in the Wharf.

Local sources of funding will also be needed. In the tradition of the City bond that originally paid for the construction of the Wharf, a new local bond that repositions the Wharf for the next 100 years would be a worthy consideration. This bond could be focused on public access, recreational and open space improvements including swimming, boating, jogging, fishing, bicycling and making the scenic qualities of the Monterey Bay more accessible to all groups. Some opportunities may also arise if some of the redevelopment bond monies that are currently tied up in the State Department of Finance were released for use at the Wharf.

It is important to keep in mind that all of the improvements itemized in the budget estimate will not be realized all at once. Many of the components will have multiple phases. Priorities should be given to those elements which can be most transformative in nature and give the greatest value for the investment that is made. From that standpoint, the implementation of the East Promenade – in part or in whole – is probably one of the key elements along with the boating improvements that will do the most to realize positive change. At the same time, though, several components can be pursued simultaneously through multiple sources of funding. It is also important to be proactive and opportu-

nistic in order to be in a position to quickly take advantage of grants and public funds that may become available for a very specific functional need. For example, the relocation of the gateway entrance and the pay stations as well as the pay-on-foot system could be an excellent category for transportation and/or parking related funding sources that could be pursued in conjunction with the implementation of the roundabout, which is a separate City project. For some projects, gaining funding on an opportunistic basis will be greatly facilitated by having completed the environmental review and permitting process, so that construction could begin relatively quickly.

Private sources of funding sources should also be considered, nurtured and pursued for public improvements. Many communities today have very effectively tapped into the philanthropic realm for funding public improvement projects. There are a number of foundations today whose mission is to promote environmental, recreational and educational themes, especially when located in an important natural setting such as the Monterey Bay National Marine Sanctuary. Corporate sponsorship can be gained from entities who want to demonstrate that they are giving back to the community and promoting environmental and educational initiatives. Santa Cruz is the home to many innovative high tech businesses that are national in scope and that may be interested in being a more visible part of the local community and a project of significant stature. The Landmark Building, the Pavilion and the Gateway Building are three examples of project elements that could become very attractive as naming opportunities and thus attract corporate participation and funding.

Asset Management and Operations

The Wharf Master Plan not only identifies public improvement projects to realize the economic development potential and community vision for the Wharf, but it also establishes guidance for the mix of uses, the size and configuration of commercial development, and standards for design and development. Much of the funding for commercial development and for tenant improvements will come from private sources, however a combination of public and private funds may be used for improve-

ments to the foundation, shell and core of buildings. These costs could be offset either through lease incentives allowing for the amortization of the investment made by the private sector or through the use of a public financing mechanism that could partially be repaid through ground or building lease revenues.

Shortly after the Wharf's construction in 1914, commercial development on the Wharf was undertaken through the initiative of local fishermen and businesses. In the 1980's, the City designed, constructed, and leased new buildings and all of the commercial tenants on the Wharf today are either on a ground lease and/or building lease to the City. Some of the older tenants on ground leases built and own their buildings as well. More recently, improvements to existing buildings where ground leases were renegotiated have been undertaken by the tenant without private ownership of the buildings. In these cases, however, incentives were given in the leases for the early years of occupancy to allow for a partial amortization of improvement costs. Since 2009 the City has been utilizing a lease template which replaces older, less comprehensive "legacy leases" and has shown to be effective in maximizing the leasehold benefits to the City while providing new and existing businesses a platform for growth and reinvestment. The City should build on its existing lease model and fine tune its leasing and tenaning practices for commercial development on the Wharf in conjunction with the recommendations contained in the Wharf Master Plan.

The Wharf Master Plan has identified that, even without expanding the commercial footprint on the Wharf, a significant amount of intensification can take place. Some portions of the buildings that were built by the City in the 1980's are good candidates for infill and redevelopment as leases expire or opportunities arise. Furthermore, while some of the older buildings have changed hands and have been renovated, others were developed more than forty years ago and are reaching the end of their economic life and should embrace opportunities for repositioning and redevelopment. Ultimately, the success of any commercial development depends upon the creativity and entrepreneurial skill of the owner/operator to create an attractive and convivial establishment that

has broader market appeal to residents as well as tourists. However, there are steps that the City can take to outreach and promote the Wharf in a supportive manner. A detailed marketing plan based on the marketing strategies noted in the Wharf Master Plan should be prepared for tenaning the Wharf as uses change over time. Although the existing mix of commercial and retail is appropriate for the moment, a detailed marketing plan should establish a specific mix of tenants that are desired and that could best work in synergy with one another and contribute to the overall brand and identity of the Wharf. In addition, the Wharf Master Plan recommends that the City expand its role as the business manager of this commercial center and real estate asset and seek out potential tenants that will help to enhance the diversity and mix of shops and restaurants. For key sites and long term leaseholds, the City should consider a competitive bid process where proposals are solicited and the most qualified and capable business is selected that represents the "best in class". In addition, the marketing plan should identify potential local incubator businesses that encourage entrepreneurial innovation and the testing of retailing concepts and products.

Program Development, Design and Construction

The Wharf Master Plan has identified specific approaches to the programming of the public realm and its potential for expanding its role in education and interpretative experiences. It has also established specific standards for the design of new commercial enterprises and has incorporated specific design concepts for the new promenades, boat landings, and open water swimming facilities, design of new public oriented buildings at key location on the Wharf, and for the improvement of the vehicular circulation and parking areas and for enhancement of the arrival experience.

The Wharf Master Plan is not in itself an end state, but rather the beginning point for a series of efforts required for implementation. As funding is secured and as private projects are proposed, continuity will be important in realizing the vision of the Plan through programming, design and construction. The implementation of the Wharf Master Plan

doesn't stop with adoption, improved operations and management or with the identification of funding sources. It will require an on-going and diligent effort in both program development and in architectural and engineering design. In both of these cases, the City needs to consider augmenting existing staff resources or engage specialized consulting support, or both, on an as-need basis or for selected targeted projects.

From a program development point of view, the next step that is required is to develop a narrative plan and more detailed program for the integration of interpretative and educational experiences seamlessly into the life of the Wharf. This is not an effort that has been previously undertaken and requires specialized skills. It also requires a closely coordinated effort with existing establishments, such as the Exploration Center, the Monterey Bay Aquarium, the Santa Cruz Wharf Outreach Network and existing entities such as the Surfing Museum and UC Santa Cruz. A permanent curator position should be established with responsibility for monitoring, managing and coordinating efforts and to periodically update the narrative plan based on on-going input and testing of its effectiveness. However, the initial effort for the formulation of a narrative plan is fairly substantial and may require the additional expertise of consultants with extensive experience and demonstrated success in this kind of effort. For example, this kind of expertise could be brought in from existing entities such as the Exploratorium in San Francisco or from specialized consultants who have devoted their careers on a to helping entities and communities successfully develop programmatic content and narrative planning. This initial effort can also include several entities in a broad symposium setting that engages all of the entities but there still must be a responsible party to bringing it all together and developing the specific plan in adequate detail. The initial preparation of the narrative plan can also be an excellent tool for education and training of staff resources who will carry forward the effort on an on-going basis and become the designated curator for the program.

In terms of design, there are multiple roles that can be played to provide support to the City and augment existing staff resources, as projects move forward to implementation. For private commercial projects, archi-

tectural consultation during negotiations and ultimately for the architectural review of design submissions will be required. This kind of expertise requires detailed architectural experience in the design of food and beverage establishments as well as retail shops in a festive publicly-oriented setting. The City can engage a consultant that can provide this expertise on an "as-need" and on a "per diem" basis. This would include consultation in the early portions of negotiations with commercial developers and operators to establish clear parameters and identify potentials for how to best achieve both the private and public sector objectives and create successful design approaches. They would also include, on behalf of the City, detailed design review for conformity with the policies, standards and guidelines of the Wharf Master Plan and the permitting requirements associated with it. In this role, the consultant can also outreach effectively, if necessary, to other consultants in technical engineering aspects related to structural, waterproofing, mechanical or other considerations.

The construction of public projects can be undertaken by a variety of methods, including the on-going maintenance and repair efforts currently provided by City staff as well as contracting through a Design/Build or Design/Bid/Build process. Examples of projects that would be undertaken by staff resources include the on-going replacement of piles and the repair of timber beams, stringers and deck. The level of effort that is needed for these improvements is determined to be similar to what has been previously undertaken by the staff over many years. There are also some projects, like the repaving of the vehicular parking areas and their upgrade to provide for storm water management, that could also be undertaken on an incremental basis by City staff. These projects would rely, to a great extent, on existing staff expertise and on the information developed in the Engineering Report that accompanies the Wharf Master Plan. This approach would also be appropriate for the operating components of the pay-on-foot system. Public Works staff has experience with these kinds of installations and could contract directly with a vendor to provide and install the pay stations, ticket dispensers, control arms and other functional elements of the system in compliance with specific locational and other requirements as set forth by the City.

Some projects could be accomplished through a Design/Build process. This approach requires the preparation of procurement documents that provide sufficient design guidance to make sure that the City's expectations for the qualitative and performance requirements of the project are clear and can be bid without excessive contingency requirements by the Contractor. This would require additional effort beyond what has been developed in the Master Plan and Engineering Report but does not require detailed design and full construction documentation. In the Design/Build approach, the procurement documents could include the development of design details for prototypical elements and for special conditions that require unique solutions. It would also include the specification call-outs for standardized or pre-fabricated elements and performance requirements for structural, mechanical, electrical, fire protection, waterproofing systems. In undertaking a Design/Build process, the City will need to augment its in-house expertise with consultants in architectural and engineering aspects to create the procurement documents that ensure the bidding process will not be open-ended but will deliver the qualitative and performance requirements necessary for a fixed price. An example of this kind of project could be the implementation of the promenades and boat landings as well as the waterside swimming facilities and the floats, gangways, davits and other pre-fabricated components associated with them.

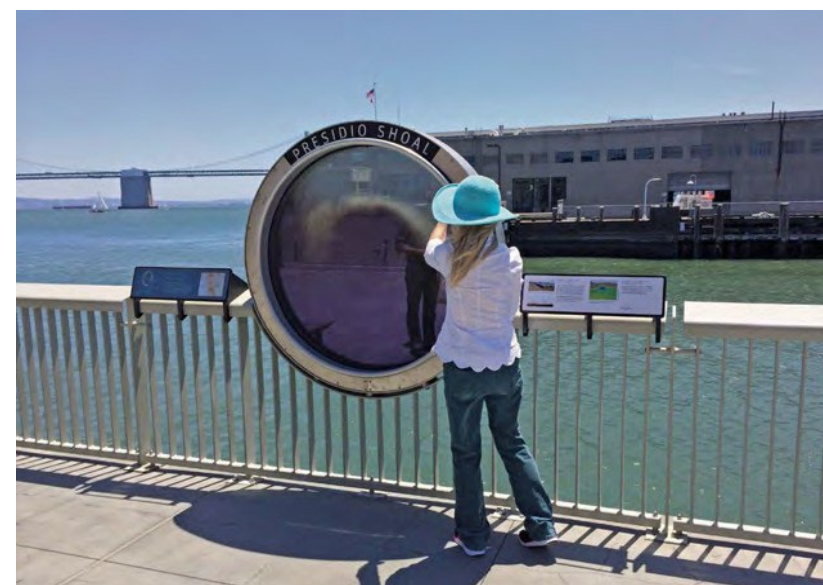
The third approach for the construction of projects would be undertaken by a Design/Bid/Build process. This process requires the preparation of Final Design for the project to be undertaken and the development of drawings and specifications necessary for bidding and construction. It would be most appropriate where there are complexities that require fully integrated design detailing in order to achieve the qualitative and functional requirements of the project. This approach would require the augmentation of City staff with architectural and engineering consultants to prepare the required work and provide full basic design services. Consultants would be best engaged on a project basis in response to implementation and funding opportunities and priorities. An appropriate example of this approach would be the implementation of the three public buildings and possibly the gateway structure at the new entrance to the Wharf.

In Conclusion

The Wharf was originally built in 1914 to provide for the economic development of the City and region. Over the years, it has transformed itself a number of times but has always continued to contribute to the economic vitality of the area. Today, it is 100 years old and, although significant changes were made to the Wharf for commercial development purposes in the 1950's through the 1980's, no major improvements have been undertaken since that time. In addition, while planning was undertaken in the immediate vicinity in the late 1990's as part of the Beach and South of Laurel Plan, those efforts did not go any further than to identify the significant need to plan more specifically for the future of the Wharf. It has not been until the preparation of this Wharf Master Plan and Engineering Report that the City has been able to undertake a comprehensive review of the Wharf and its ability to respond to changing economic and environmental conditions. The Wharf Master Plan is the result of this comprehensive assessment and makes recommendations for the future that will help reposition the Wharf to better respond to the dynamic qualities of the marketplace, the unique characteristics of the setting, changing environmental conditions and broader community objectives. The implementation of these recommendations will help the Wharf realize its full potential as a contributor to the economic vitality of the city and region; to preserve and enhance its historic and cultural role; to improve its recreational and open space opportunities; to enhance its role in science and education and the stewardship of the Monterey Bay National Marine Sanctuary; and to extend its longevity for the enjoyment of future generations.



Monterey Bay Aquarium shops that feature local and educational merchandise



Interactive exhibits at the Exploratorium build "noticing skills"

Preliminary Planning Level Budget Estimate

EAST PROMENADE	Description	Qty	Unit	Unit Cost	Low	High
Bents 37 to 111	New extension with hardwood deck (30' x 1,110') including sprinklering	33,300	SF	\$155	\$5,161,500	\$6,193,800
Bents 111 to 145	New extension for relocated parking with asphalt paving and sprinklering (25' x 510')	12,750	SF	\$140	\$1,785,000	\$2,142,000
Bents 111 to 145	Hardwood decking over existing structure (30' x 445')	13,350	SF	\$50	\$667,500	\$801,000
Bents 145 to 169	New extension adjacent to South Landing with hardwood decking and sprinklering	11,550	SF	\$155	\$1,790,250	\$2,148,300
Bents 169 to 185	Stepped promenade and overlook South Terminus of Promenade and sprinklering	8,800	SF	\$165	\$1,452,000	\$1,742,400
Bents 170 -- 179	Ten 20-foot outriggers at 15' on center for lateral stability	10	EA	\$32,000	\$320,000	\$384,000
Guardrails	All 316 stainless with sloped top, supports at 4' on center and 316 stainless steel mesh Bents 37 to 145, 1,430 LF + Bents 145 to 185, 704 LF	2,134	LF	\$200	\$426,800	\$512,160
Primary Lighting	Hesja LED 18-foot including pole, electrical and installation along edge of promenade at 75 feet on center	32	EA	\$7,500	\$240,000	\$288,000
Wayfinding Lights	Along step-down edge of promenade between Bents 37 to 68; 89 to 111; and 147 to 167. Every 20 feet including electrical and installation	55	EA	\$1,200	\$66,000	\$79,200
Bike Racks	Landscape Forms Multiplicity Leaning Rail and Bike Rack, 2 for every primary light fixture (installed)	64	EA	\$500	\$32,000	\$38,400
Subtotal East Promenade					\$11,900,000	\$14,300,000
SMALL BOAT LANDING	Description	Qty	Unit	Unit Cost	Low	High
Bents 68 to 89	Deck level 27' x 315' = 8,505 SF hardwood deck including sprinklering	8,505	SF	\$155	\$1,318,275	\$1,581,930
Bents 68 to 89	Platform level 26' x 315' = 8,190 SF with fiberglass decking and sprinklering	8,190	SF	\$95	\$778,050	\$933,660
Stairs and ADA Ramps and Landings	Premium for access stairs, 5' x 23' = 115 SF x 3 = 345 SF. ADA ramps, 5 runs at 30 feet, 5' wide plus 8 landings = 1,125 SF. Plus 4 stairs to lower platform level, 5' x 7' = 35 SF x 4 = 140 SF	1,610	SF	\$55	\$88,550	\$106,260
Guardrails with Handrails where Required	Perimeter deck level = 370 LF; Platform level = 682 LF; Ramps = 300 LF; Stairs = 138 LF	1,490	LF	\$200	\$298,000	\$357,600
Gangway	Prefabricated 6' x 85' gangway plus 2 piles for raising in winter	1	EA	\$80,000	\$80,000	\$96,000
Float	12' x 45' plus 4 guidepiles	540	SF	\$90	\$48,600	\$58,320
Sea Lion Deterrent on Float	Assume low voltage electric current	540	SF	\$30	\$16,200	\$19,440
New Davits	For small boats	2	EA	\$70,000	\$140,000	\$168,000
Boat Rental Kiosk	Shell and core no tenant improvements	600	SF	\$150	\$90,000	\$108,000
Kyak Rental Kiosk	Shell and core no tenant improvements	300	SF	\$150	\$45,000	\$54,000
Subtotal Small Boat Landing					\$2,900,000	\$3,500,000

SOUTH LANDING	Descrip2on	Qty	Unit	Unit Cost	Low	High
Access Ramp	Seven 30-foot long ramps with 5-foot landings in between. Led back to the bents supporting the Promenade (12' x 215') including sprinkling	2,580	SF	\$155	\$399,900	\$479,880
Landing	Platform with fiberglass decking at +9 MLLW (24' x 75')	1,800	SF	\$140	\$252,000	\$302,400
Access Gangway	Moveable for varying freeboards and tidal ranges plus lifting mechanism	1	SUM	\$50,000	\$50,000	\$60,000
Guardrails and Handrails where Required	On access ramp 430 LF; On lower platform 200 LF	630	LF	\$250	\$157,500	\$189,000
Dolphins	Additional to the extended piles on the platform	3	EA	\$35,000	\$105,000	\$126,000
Subtotal South Landing					\$1,000,000	\$1,200,000
WEST PUBLIC ACCESS EXTENSIONS	Descrip2on	Qty	Unit	Unit Cost	Low	High
Bents 161 to 183	At existing Wharf deck level with asphalt and sprinkling	3,800	SF	\$140	\$532,000	\$638,400
Bents 77 to 135	West side public access, sloped walk to +15 MLLW, 12' x 870' with fiberglass decking and sprinkling	10,440	SF	\$150	\$1,566,000	\$1,879,200
Guardrails	Bent 161 to 183 = 355 LF; Bent 177 to 135 = 1,740 LF	2,095	LF	\$200	\$419,000	\$502,800
Subtotal West Public Access Extensions					\$2,500,000	\$3,000,000
OPEN WATER SWIMMING FACILITY	Descrip2on	Qty	Unit	Unit Cost	Low	High
Gangway	Prefabricated 6' x 85' gangway plus 2 piles for raising in winter	1	EA	\$80,000	\$80,000	\$96,000
Float	12' x 45' plus 4 guidepiles	540	SF	\$90	\$48,600	\$58,320
Sea Lion Deterrent on Float	Assume low voltage electric current	540	SF	\$30	\$16,200	\$19,440
Tenant Improvements	Restrooms, changing rooms, sauna and meeting space	1,000	SF	\$100	\$100,000	\$120,000
Subtotal Open Water Swimming Facility					\$245,000	\$294,000
PUBLIC BUILDINGS	Descrip2on	Qty	Unit	Unit Cost	Low	High
Gateway Building	High bay shell and core including foundation (\$70 SF), tenant improvements not included	3,000	SF	\$270	\$810,000	\$972,000
Landmark Building	High bay shell and core including foundation (\$100 SF), tenant improvements not included	6,000	SF	\$350	\$2,100,000	\$2,520,000
Events Pavilion	High bay roof and glazing including foundation (\$50 SF), interior improvements not included	6,200	SF	\$200	\$1,240,000	\$1,488,000
Subtotal Public Buildings					\$4,200,000	\$5,000,000

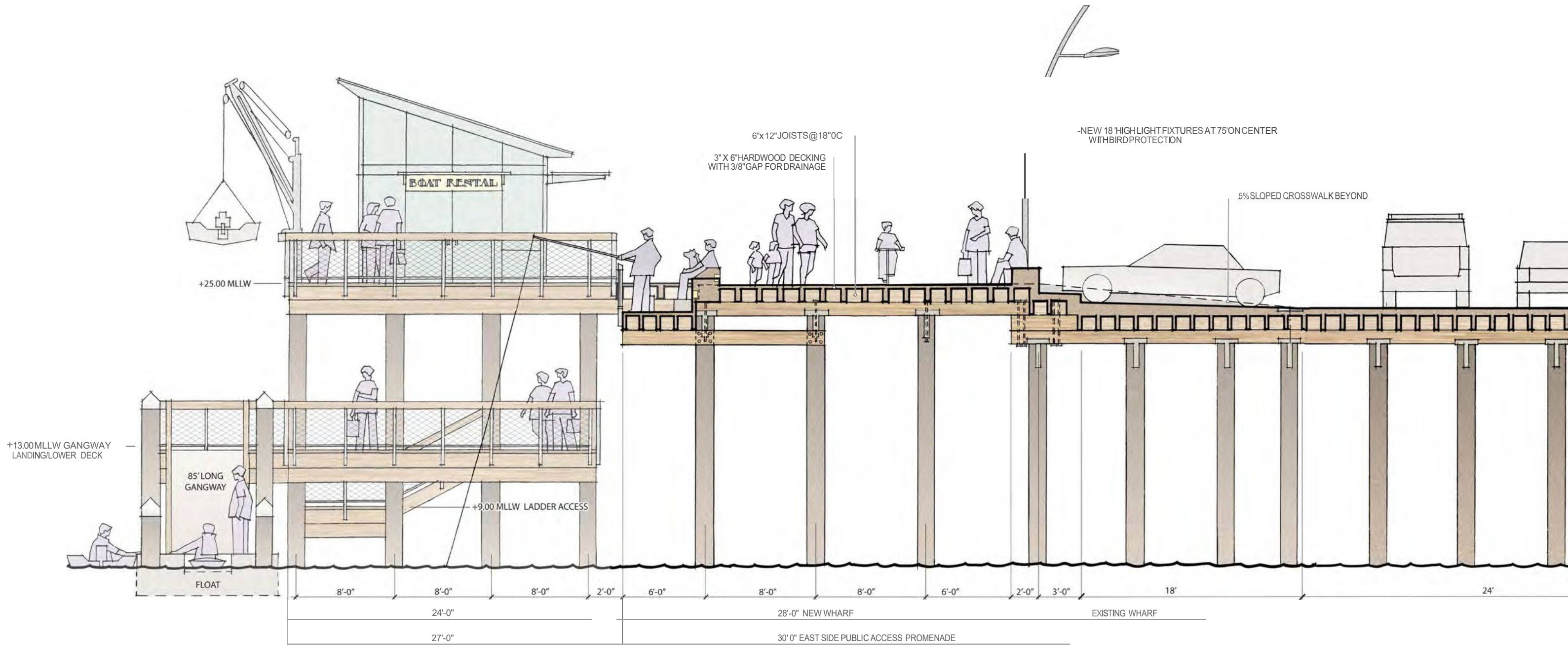
Note: Subtotals and Grand Total are rounded. Project costs are estimated in 2014 U.S. dollars and will be adjusted as projects proceed.²⁵

RELOCATED GATEWAY ENTRANCE & PARKING CONTROL	Descrip2on	Qty	Unit	Unit Cost	Low	High
Steel Support Structure	Tube steel braced framing for: Beam 5' x 255'; Columns 8 - 2' x 3' x 14'	1	SUM	\$110,000	\$110,000	\$132,000
Roll Down Gates	Six 14' x 14' motorized stainless, Euro Grille or equal installed	1	SUM	\$150,000	\$150,000	\$180,000
Lighting and Electrification	Recessed lights per gate 3 x 6 = 18	1	SUM	\$36,000	\$36,000	\$43,200
Cladding	Aluminum cladding with three coats of Kynar finish on all surfaces of beam and columns	4,470	SF	\$40	\$178,800	\$214,560
Signage	Main identity sign: 14 letters, 8' high with support structure and lighting; Secondary identity signage: 43 letters, 1' to 2' high in stainless steel	1	SUM	\$85,000	\$85,000	\$102,000
Concrete Curb Islands	With 6" curb and gutter, approximately 200 SF of paving with accessible curb ramp	3	PER	\$4,000	\$12,000	\$14,400
Booths	Prefabricated accessible booths including doors, windows, wiring, HVAC and lighting installed	3	PER	\$15,000	\$45,000	\$54,000
Parking Control	Ticket dispenser, card readers, barrier gate operators, loop detectors, credit card terminal for exiting, telephone intercom stations and five pay on foot automated stations	1	SUM	\$322,500	\$322,500	\$387,000
Wharf Extension	With concrete paving to match existing sidewalk on east side	1,600	SF	\$150	\$240,000	\$288,000
Guardrail	For Wharf Extension area	100	LF	\$200	\$20,000	\$24,000
Subtotal for Relocated Gateway Entrance & Parking Control					\$1,200,000	\$1,400,000
GRAND TOTAL					\$24,000,000	\$29,000,000



Maker culture activities that successfully integrate education and interpretative experiences at the National Maritime Museum – Hyde Street Pier.

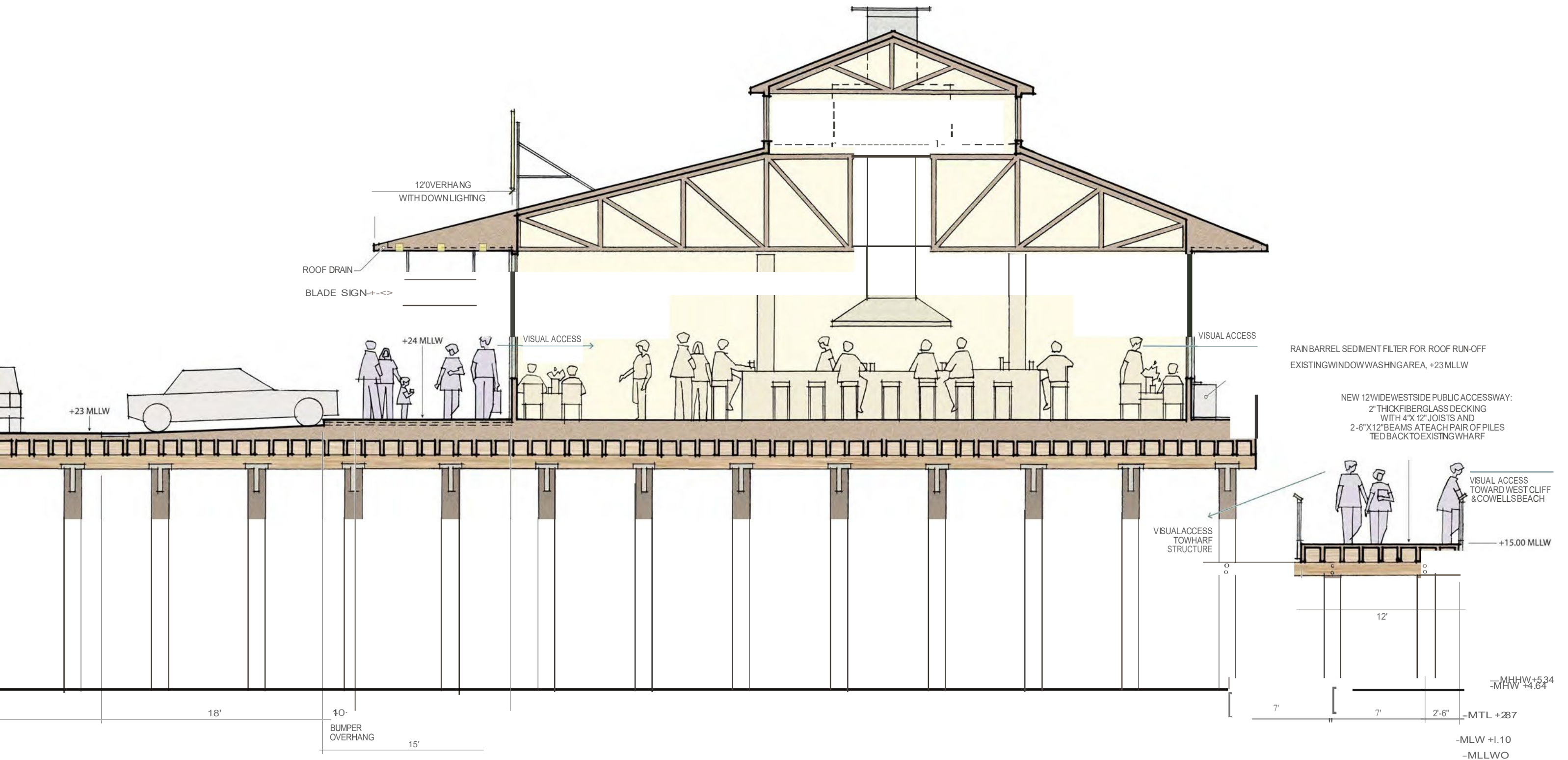
²⁵ Recommended revision - April, 2023.



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SMALL BOAT LANDING

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|
EAST PROMENADE

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|
VEHICULAR CIRCULATION



AND PARKING

SIDEWALK

COMMERCIAL USES

WEST PUBLIC ACCESSWAY

ACKNOWLEDGEMENTS

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Assemblymember Mark Stone

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Santa Cruz City Museum of Natural History:
Page 4, all but bottom right; Page 34, top right;
Page 42, bottom right; Page 46, bottom

Geoffrey Dunn: Page 4, bottom right

Santa Cruz Sentinel: Page 9

Tam Communications: Page 30

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