4.2 HISTORICAL RESOURCES

4.2.1 ENVIRONMENTAL SETTING

IN THIS SECTION:

- Regulatory Setting
- Beach Area Historical Context
- La Bahia Background & Existing Structures
- Evaluation of Historical Significance of La Bahia

This section was prepared based on a technical report prepared by Architectural Resources Group (ARG), part of the City's EIR consultant team that prepared this EIR. The ARG report is included in Appendix C of this EIR. The section also draws from analyses and reviews conducted as part of the preparation of the Beach and South of Laurel Comprehensive Area Plan (B/SOL Area Plan), as cited in the text.

REGULATORY SETTING

Federal Regulations

NATIONAL HISTORIC PRESERVATION ACT

The National Historic Preservation Act, first adopted in 1966, established the National Register of Historic Places (NRHP), the official record of historical resources. Districts, sites, buildings, structures, and objects are eligible for listing in the Register. Nominations are listed if they are significant in American history, architecture, archeology, engineering, and culture. The NRHP is administered by the National Park Service (NPS). A property must have both historical significance and integrity to be eligible for listing in the NRHP.

To be significant, a property must be "associated with an important historic context." The National Register identifies four possible context types, of which at least one must be applicable to the property at the national, state, or local level. These are:

A. Property is associated with events that have made a significant contribution to the broad patterns of our history.

B. Property is associated with the lives of persons significant in our past.

C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

D. Property has yielded, or is likely to yield, information important to prehistory or history.

Second, for a property to qualify under the National Register's Criteria for Evaluation, it must also retain "historic integrity of those features necessary to convey its significance." While a property's significance relates to its role within a specific historic context, its integrity refers to "a property's physical features and how they relate to its significance." To determine whether a property retains the physical characteristics corresponding to its historic context, the National Register has identified seven aspects of integrity:

- *Location* is the place where the historic property was constructed or the place where the historic event occurred.
- *Setting* is the physical environment of an historic property.
- *Design* is the combination of elements that create the form, plan, space, structure, and style of a property.
- *Materials* are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form an historic property.
- *Workmanship* is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.
- *Feeling* is a property's expression of the aesthetic or historic sense of a particular period of time.
- *Association* is the direct link between an important historic event or person and an historic property.

Since integrity is based on a property's significance within a specific historic context, an evaluation of a property's integrity can occur only after historic significance has been established.

State Regulations

California Public Resources Code sections 5020-5029.5 set forth provisions for protection of historical resources in the state, including definitions of historical resources, establishment of the California Register of Historical Resources, and criteria and process for listing in the Register. As defined in these regulations, "historical resource" includes, but is not limited to, any object, building, structure, site, area, place, record, or manuscript which is historically or archaeologically significant, or is significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California (Public Resources Code section 5020.1(j)).

CALIFORNIA REGISTER OF HISTORICAL RESOURCES

The California Register of Historical Resources (California Register) is the authoritative guide to the State's significant historical and archaeological resources. It serves to identify, evaluate, register and protect California's historical resources. According to section 5024.1(a) of the Public Resources Code, the California Register is "an authoritative guide in California to be used by state and local agencies, private groups, and citizens to identify the state's historical resources and to indicate what properties are to be protected, to the extent prudent and feasible, from substantial adverse change."

The California Register was modeled after the National Register. All resources listed on or formally determined eligible for the National Register of Historic Places (NRHP) are automatically listed on the CRHR. In addition, properties designated under municipal or county ordinances are potentially eligible for listing in the CRHR.

The State Historical Resources Commission oversees the administration of the California Register, which includes historical resources determined by the commission, according to procedures adopted by the commission, to be significant and to meet the following criteria as set forth in section 5024.1(c), which indicates that a resource may be listed as an historical resource in the California Register if it meets any of the following National Register of Historic Places criteria:

(1) Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage.

(2) Is associated with the lives of persons important in our past.

(3) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values.

(4) Has yielded, or may be likely to yield, information important in prehistory or history.

Like the National Register of Historic Places, evaluation for eligibility for the California Register requires establishment of historic significance and consideration of "integrity." California's integrity threshold is slightly lower than the federal level. As a result, some resources that are historically significant but do not meet NRHP integrity standards may be eligible for listing on the California Register. In addition to separate evaluations for eligibility for the California Register, the State automatically will list resources if they are listed on or determined eligible for the NRHP through a complete evaluation process.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

The California Environmental Quality Act (CEQA) requires review of potential adverse impacts to defined historical resources (Public Resources Code section 21084.1). The State CEQA Guidelines Section 15064.5(a) defines "historical resources" as any of the following:

1. Resources listed in or determined eligible for listing in the California Register (State CEQA Guidelines Section 15064.5(a)(1)).
2. Resources included in a local register as defined in Public Resources Code Section 5020.1(k), "unless the preponderance of evidence demonstrates" that the resource "is not historically or culturally significant." (State CEQA Guidelines Section 15064.5(a)(2)).
3. Resources that are identified as significant in surveys that meet the standards provided in Public Resources Code Section 5024.1[g] (State CEQA Guidelines Section 15064.5(a)(3)). Pursuant to State CEQA Guidelines Section 15064.5a)(3), these resources include any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California. Generally, a resource shall be considered by the lead agency to be "historically significant" if it meets criteria for listing in the California Register of Historical Resources, including:

a) Is associated with events that made a significant contribution to the broad patterns of California's history and cultural heritage.

b) Is associated with the lives of people important in our past.

c) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or

d) Has yielded or may be likely to yield information important in prehistory or history.

4. Resources that the lead agency determines are significant, based on substantial evidence (State CEQA Guidelines Section 15064.5(a)(4)).

The fact that a resource is not listed in, or determined to be eligible for listing in the California Register, not included in a local register of historical resources, or identified in an historical resource survey does not preclude a lead agency under CEQA from determining that the resource may be an historical resource as defined in Public Resources Code Section 5020.1(j) or 5024.1 (State CEQA Guidelines Section 15064.5(a)(4)).

CEQA requires that historical resources be taken into consideration during the CEQA process (Public Resources Code, Section 21083.2). Notably, a project that causes a substantial adverse change in the significance of an historical resource is a project that may have significant impact under CEQA (State CEQA Guidelines Section 15064.5(b)). If feasible, substantial adverse changes in the significance of historical resources must be mitigated or avoided (CEQA Guidelines Section 15064.5(b)(4)).

City of Santa Cruz Regulations

As part of its status as a Certified Local Government, the City has an historic preservation ordinance. The historic preservation ordinance (HPO) provides for the protection, enhancement, and perpetuation of significant cultural resources in the City. The HPO provides the statutory framework for local preservation decisions, and contains sections governing the following topics:

- Historic District Designation (Part 2, Chapter 24.06);
- Historic Landmark Designation (Section 24.12.420);
- Procedure for Amending Historic Building Survey (Section 24.12.440);
- Procedure: New Construction in Historic Districts (Section 24.12.450);
- Historic Alteration Permit (Part 10, Chapter 24.08);
- Historic Demolition Permit (Part 11, Chapter 24.08); and
- Historic Overlay District (Part 22, Chapter 24.10).

BEACH AREA HISTORICAL CONTEXT

In the mid-nineteenth century, Santa Cruz was primarily a port city that supplied timber to San Francisco. That changed with the arrival of the railroad in the 1870s. The railroad enabled a larger number of people to visit the area, while simultaneously decreasing the importance of the port for shipping goods. Santa Cruz continued to attract both residential development and tourism through the late 1800s and the first decade of the 1900s. During this time, Fred Swanton established the Santa Cruz Beach, Cottage, and Tent City Corporation (unofficially known as the Santa Cruz Beach Company) and constructed 200 tent cottages along the beach. Swanton soon replaced these with wooden cottages, along with a casino and natatorium.

Swanton's Santa Cruz Beach Company constructed the Casa del Rey Hotel in 1911 to replace the approximately 200 cottages that had developed from a popular "tent city" across from the Neptune Casino (Lehmann, 2000). The new hotel, which served as an upscale alternative to the economically-priced cottages, featured three hundred rooms and numerous amenities, including a trolley terminal, a railway station, a night club, convention facilities, park-like gardens, tennis courts, and a putting green. As part of the Casa del Rey Hotel, Swanton also created the nearby golf and country club at Pogonip (Ibid.). Financial problems forced Swanton into bankruptcy in 1912, and by 1915, the Casa del Rey Hotel had been acquired by the Seaside Company. The Seaside Company was formed by a group of local investors and was incorporated in 1915 to acquire the boardwalk and its related enterprises (Lehmann, October 2000). S. Waldo Coleman was the company's first president until 1928. Coleman owned both the Coast Counties Gas and Electric Company, which provided the Seaside Company's power, and the streetcar system (Archaeological Consulting and Research Services, October 1984).

Also in 1912, the Sea Beach Hotel, Santa Cruz's premiere tourist hotel, burned to the ground the same year, leaving Casa del Rey the City's only major waterfront hotel. Casa del Rey remained successful throughout the 1910s and 1920s, a period marked by the rapid rise of the automobile. The 1915 opening of Highway 17 brought more short-term visitors to the Santa Cruz area, which previously had been the domain of long-term vacationers. By 1921, Highway 17 was paved, allowing a greater number of vehicles to access Santa Cruz. By the mid-1920s, Santa Cruz was well established as a popular destination for tourists traveling by car.

In 1925, the Seaside Company announced plans to expand the Casa del Rey complex by building 40 apartments along Beach Street. The existing La Bahia Apartments complex was constructed in 1926 by the Santa Cruz Seaside Company. The complex was designed by architect William C. Hays, who was an architect of statewide stature.

The Casa del Rey Hotel complex, and Santa Cruz as a whole, enjoyed an active tourist industry through the 1930s, despite the Great Depression. Santa Cruz became a popular location for conventions, and the Casa del Rey, St. George, and Palomar Hotels were combined under one management in 1931, in part to make conventions easier to organize. Event spaces, such as the Cocoanut Grove ballroom, hosted some of the era's popular bands.

Beginning in the 1930s, hotels were replaced, for the most part by motor courts and motels, a phenomenon that took place across the country (Lehmann, October 2000). The grand hotels of the 1889s and 1890s in Santa Cruz have disappeared and have never been rebuilt. The

decline of railroad service the popularity of the automobile spelled the end of Santa Cruz as a destination resort where people stayed for weeks at a time (Ibid.). La Bahia, originally built to provide longer term accommodations for the nearby Casa del Rey Hotel is perhaps the lat remnant of the seaside grand hotels (Ibid.).

The Casa del Rey property served as a Naval Convalescent Hospital during World War II. The Navy leased the Casa del Rey Apartments as an annex to the hospital, and by 1945 the Apartments housed 250 men. The original Casa del Rey Hotel became a retirement home, and subsequently was damaged and demolished as a result of the 1989 Loma Prieta Earthquake.

LA BAHIA BACKGROUND & EXISTING STRUCTURES

La Bahia Background

The La Bahia complex originally was known as the Casa del Rey Apartments and as indicated above, it was built as an adjunct to the Casa del Rey Hotel, which was located one block east of the property and had been constructed in 1911. The Casa del Rey Apartments were intended to provide residences and longer-term accommodations than the adjacent hotel, as well as luxury suites for important guests. Built in 1926 by the Santa Cruz Seaside Company, the La Bahia Apartments consist of a complex of buildings in the Spanish Colonial Revival style, designed by prominent California architect William C. Hays. Hays, a San Francisco architect formerly with the prestigious firm of John Galen Howard, was an architect of statewide stature who taught at the University of California Berkeley campus for over 50 years and was the first professor in UC Berkeley's new school of architecture (Archaeological Consulting and Research Services, October 1984). He designed buildings throughout northern California, including several at the University of California campuses at Berkeley, San Francisco, and Davis.

Hays' design combined elements of the Mediterranean Revival Style, including arched passageways, courtyards, balconies, and varied building dimensions. According to the B/SOL Area Plan, the building's Moorish Spanish style was consistent with the original design for the Santa Cruz Boardwalk buildings (City of Santa Cruz, April 2008). The Casa del Rey Apartments were marketed as an adjunct to the Casa del Rey Hotel. A 1928 advertisement emphasized that the two properties were "just steps from" each other and under the same management, and encouraged Apartment guests to dine and dance at the Hotel.

By the 1930s, the Casa del Rey Apartments housed several permanent residents in addition to its shorter-term tenants. Based on a review of City Directories, these residents were primarily white-collar managers and owners who worked in downtown Santa Cruz or for the Seaside Company.

In the decades following the end of WWII, the Casa del Rey Apartments became "increasingly popular as a permanent residence with single professional, retired, or widowed women." The Casa del Rey Apartments were renamed La Bahia Apartments in 1964 by owner Dr. Allegrini. Around this time, the Apartments saw a drop in the number of permanent residents, and by the mid-1970s, four of the six buildings were rented exclusively to short-term vacationers. By the 1980s, the Apartments' remaining long-term residents were limited to students and retirees. Since the early 1980s, the La Bahia Apartments site has been host to an ongoing series of

redevelopment proposals. The Seaside Company, which had sold the property in 1944, bought the property back in 1983. Over the last ten years, the property has primarily been used as rental apartments for University of California Santa Cruz (UCSC) students during the school year and as housing for the Seaside Company's Boardwalk employees during the summer.

Existing La Bahia Structures

The following subsection is primarily from the technical report prepared by ARG, R, except as otherwise cited. As previously indicated, ARG is part of the City's EIR consultant team that prepared this EIR, and the ARG report is included in Appendix C of this EIR.

La Bahia complex occupies the entire block of Beach Street between Main Street and Westbrook Street, and to First Street on the north. The apartment complex consists of six buildings along Beach and Westbrook Streets, the south and east edges of the site, respectively. A parking lot extends along the north side of the buildings, while the northwest portion of the site is vacant. As previously indicated, the structures are designed in the Spanish Colonial Revival style of architecture and, according to the historical review conducted for this EIR, the La Bahia Apartments complex is an excellent example of the Spanish Colonial Revival style and exhibits many representative features of the style, including stuccoed walls, plaster ornamentation, decorative grille work, balconies, varied roof heights and forms, overhanging roofs, clay roof tiles, and courtyards with arched openings (Architectural Resources Group, December, 2013).

The footprint of the entire complex is generally L-shaped and is composed of six rectangular buildings. The buildings are primarily two stories high, with the exception of the bell tower wing, which is three stories high. The central portion of the building along Beach Street is one story high. The buildings are of stud-wall and wood-frame construction, with a concrete foundation. The exterior walls are covered with white, textured stucco and painted windows. Each apartment has its own exterior door opening either to the surrounding streets or to one of the two interior courtyards (Hill, 1996).

The buildings have varied rooflines and fenestration. Some of the roofs are flat and covered with rolled roofing material, while those that are pitched—gabled, hipped, and shed—are covered with red clay tile. Fenestration is in a variety of styles and materials, including jalousie, vinyl, aluminum, and the original wood, though very few of the latter remain. Some windows contain divided lights, while some are picture windows. A former review of the La Bahia complex indicated that at some point, likely in the 1970s, almost all the wood windows were replaced with aluminum windows (Architectural Resources Group, 2003).

The main (south) façade along Beach Street consists of two multi-level structures, ranging from two to three stories, connected by a one-story section. The two-story structure to the west features a mix of picture windows and divided-light, double-hung windows. At the east end of this portion is an entryway with a wooden lintel surmounted by a *jalousie* window[1] with semicircular balcony. Atop this window is a curved parapet. The central, one-story portion of the

[1] A *jalousie* window is composed of horizontal glass slats that can be adjusted to admit light and air but exclude rain and direct sunlight.

façade along Beach Street features jalousie and picture windows, and two porticos that lead to apartment entries. The east end of the main façade features portions ranging from two to three stories and a variety of window types. This portion of the La Bahia complex also includes the bell tower, which is the dominant feature of the main façade and features decorative pilasters, tile, and carved stucco. The tower is square, with four round-arch openings flanked by classical pilasters. The roof of the tower has a dome with patterned, colorful tiles (Hill, 1996).

The complex of buildings encloses two courtyards. Courtyard #1 as referenced on the original site plan and also referenced as the Court of the Laurels (*Patio de los Mirtos*) runs along a north-south axis and is located on the east side of the complex. Courtyard #2 as referenced on the original site plan and also referenced as Court of the Mariners (*Fuente de los Marineros*) runs east-west in the complex's western portion. The courtyards are considered to be large outdoor rooms with exterior walls of the buildings surrounding them forming the walls and the sky forming a ceiling (Architectural Resources Group, April 1998).

The Court of the Laurels is enclosed on all four sides by passageways at the south side (leading from a gated opening to Beach Street) and the southeast and southwest corners. The Court is formal with an axial plan. At the south end is a grass lawn surrounded by low hedges and bordered by walkways on either side. Beyond the lawn to the north are steps leading up to a paved patio, at the end of which is situated a wall featuring a fountain with decorative tiles. Hedges and trees are planted along the sides of this paved patio.

The Court of the Mariners is more intimate and informal than the Court of the Laurels, with more trees, an asymmetrical design, and a more vertical feeling due to the narrow width of the enclosed court. The courtyard is generally trapezoidal in plan, with an entrance at the narrower east end via a breezeway leading from the Court of the Laurels. Directly to the north of the breezeway is a ramp leading to apartment units, which are accessed via individual stoops.

The rear of the lot is undeveloped, with the portion immediately behind the buildings used for parking. The lot slopes considerably to the south, so that the rear (north) walls of the complex are partially obscured from the northwest corner of the lot. The complex's multi-leveled and varied rooflines, however, are readily visible from this location.

EVALUATION OF HISTORICAL SIGNIFICANCE OF LA BAHIA

City Historic Building Survey

The City has adopted an Historic Building Survey to list historic and architecturally significant structures deserving preservation. The Santa Cruz Historic Building Survey consists of three volumes. Volume 1 was completed in 1976, Volume II in May 1989, and Volume III in March 2013. The Survey identifies, analyzes, and evaluates those structures "that possess particular attributes which make them significant in the cultural fabric of the city" (1976).

The La Bahia Apartments complex is included in the City's *Historic Building Survey, Volume I*, and is given a rating of "Excellent." The Survey describes the complex as:

> The irregular but coherent street façade together with the intimate interior courtyards makes for very successful urban architecture. The original wooden window frames, now replaced by plate glass, add a warmth to the building that was especially important on the long exterior street façade.

A number of other structures in the Beach area are included on the City's Historic Building Survey. Table 4.2-1 identifies City-designated historic structures located within 500 feet of the project site. Four are located in the immediate vicinity of the Project site: the Casa Blanca Hotel Apartments, Edric Wall, Seabench Wall, and the Cerf Estate Cottage.

Buildings of greatest historical and architectural significance have been designated "landmarks" pursuant to section 24.12.430 of the City's Zoning Ordinance. Currently there are 27 designated landmarks in the City. The La Bahia Apartments complex is a City-designated "Landmark," and was designed a landmark by the City Council on January 25, 2000.

TABLE 4.2-1: Locally-Designated Historic Structures Near La Bahia

Address	Name / *Style*	Approximate Distance from La Bahia
215 Beach Street	La Bahia / *Spanish Colonial Revival* [1926]	PROJECT SITE
124 First Street	Edric Wall	60 feet
101 Main Street	Casa Blanca Hotel Apartments / *Mission* [Revival 1916]	65 feet
121 Main Street	Seabeach Wall	65 feet
118 First Street	Walsh House / *Stick style Victorian* [1894]	100 feet
121 Main Street	Cerf Estate Cottage / *Craftsman/Italian Renaissance* [1916]	115 feet
321 Second Street	Modern Manor Apartments* / *Art Moderne* [1946]	150 feet
413-417 Second Street	Beach Hill Court / *Mission Revival* [1925]	150 feet
400 Beach Street	Casino, Carousel	250 feet
525 Second Street	Edgewater Beach Motel / *Vernacular* [1865-75]	350 feet
512 Second Street	Residence / *Strick Eastlake style* [1870-90]	365 feet
308-310 Second Street	Second Street Wall	375 feet
315 Main Street	Carmelita Cottage	425 feet
110 Younger Way	Residence / *Spanish Colonial Revival* [1925]	500 feet
Washington Street	Municipal Wharf	550 feet

SOURCE: City of Santa Cruz Historic Building Survey, Volumes 1- III

* Opt Out indicates property owner submitted Opt Out form prior to adoption. Opt Out properties are not on the City Historic Property List and are therefore not subject to City historic ordinance requirements or eligible for use of historic zoning incentives.

La Bahia Historical Significance Evaluation

PRIOR EVALUATIONS OF LA BAHIA SITE

In addition to the City's 1976 Historic Building Survey, a "Historical Overview" of the La Bahia Apartments was completed in 1984 by Archaeological Consulting and Research Services. The 1984 evaluation noted that the Historic Building Survey rating for La Bahia was primarily based on architectural significance. The 1984 historical evaluation accounted for historical and cultural significance and found that:

(1) The La Bahia to be "a very successful example" of Spanish Colonial Revival urban architecture.

(2) The construction of apartments during the 1920s was rare in Santa Cruz, and the use of Spanish Colonial style for apartments with landscaped interior courtyards and clustered forms of staggered heights is no longer common.

(3) The building is associated with S. Waldo Coleman, President of the Seaside Company from 1915-1928, whose policies managed the company through a period of recession and poor tourism economy.

(4) The architect for La Bahia, William C. Hays, is recognized statewide for his contributions to University of California architecture and his influence on student architect at UC Berkeley.

The Historic Architecture Assessment completed by Ward Hill in conjunction with the B/SOL Area Plan concluded that La Bahia Apartments appeared to be eligible for listing on the National Register of Historic Places and the California Register of Historical Resources, and as a Santa Cruz Landmark. In "The Sidewalk Companion to Santa Cruz Architecture," John Chase declared La Bahia Apartments as "unquestionably the most successful courtyard development in Santa Cruz."

In 1998, Architectural Resources Group (ARG) completed, as part of the B/SOL Area Plan EIR, a report that described La Bahia's architectural significance and articulated recommendations for a new hotel development on the site. Broadly, this report identified the character-defining features of the La Bahia Apartments as the overall massing and configuration, the Spanish Colonial style and detailing, and the courtyards. ARG's 1998 report also found that La Bahia's major contributing elements include: the buildings along Beach Street; the two courtyards; the building elevations encompassing the courtyards, and the passages to the courtyards; as well as the scale, massing, character, and detail of all buildings.

The B/SOL Area Plan analyzed development of the La Bahia site into a conference hotel facility that included consolidation with the property east of Westbrook Street. The B/SOL Area Plan recommends development of the La Bahia site into a "quality" hotel conference center, retaining the architectural character-defining elements identified in the ARG report: buildings along the south elevation (Beach Street), both courtyards, the building elevations surrounding the courtyards and the passages into the courts, as well as the scale, massing, and building's details (City Santa Cruz, October 1998). The B /SOL Area Plan Final EIR concluded that future development of the La Bahia site as envisioned in the Plan could result in potentially significant unavoidable historic resource impacts. The B/SOL Area Plan Final EIR included mitigation

measures to reduce historic resources impacts to a less-than-significant level. But the B/SOL Area Plan Final EIR concluded that if the building were demolished, destroyed, or altered in a way that does not preserve the major contributing historic/architectural features, the impact would remain significant and unavoidable.

CURRENT EVALUATION FOR EIR

Eligibility for State and Federal Listing. The review prepared for this EIR by ARG (see Appendix C) concluded that the La Bahia building appears to satisfy Criterion A/1 of the NRHP/CRHR at the local level of significance for its association with Santa Cruz's expanding beachfront tourism industry of the 1920s. The building complex also satisfies NRHP/CRHR Criterion C/3 at the local level of significance as a distinctive example of the Spanish Colonial Revival style and for its association with master architect William C. Hays. Review of each criterion is provided below.

- *NRHP Criterion A/CRHR Criterion 1 [Association with Significant Events/Patterns of Events].* La Bahia Apartments appears to qualify for listing under Criterion A/1 for its association with the development of Santa Cruz's beachfront in the 1920s and 1930s, a time during which the beachfront grew in importance both as a resort for temporary visitors and an enclave for permanent residents. The Seaside Company, which built the apartments and owned them until 1944 (before resuming ownership in the 1980s), was one of the primary drivers of this development. .
- *NRHP Criterion B/CRHR Criterion 2 [Association with Significant Persons].* La Bahia Apartments does not appear to qualify for listing under Criterion B/2 for association with persons significant to local, state, or national history. While the building is associated with S. Waldo Coleman, director of the Seaside Company during La Bahia's construction, the building's association with the Seaside Company is more properly addressed under Criterion A/1 above.
- *NRHP Criterion C/CRHR Criterion 3 [Architectural Significance].* La Bahia Apartments appears to qualify for listing under Criterion C/3 for its architectural significance. William C. Hays was a renowned architect, with significant buildings throughout the Northern California region. The complex is an excellent example of the Spanish Colonial Revival style and exhibits many representative features of the style, including stuccoed walls, plaster ornamentation, decorative grille work, balconies, varied roof heights and forms, overhanging roofs, clay roof tiles, and courtyards with arched openings. The building is also a rare example in Santa Cruz of a property that has continued to operate as an apartment complex since its construction in the 1920s.
- *NRHP Criterion D/CRHR Criterion 4 [Potential to Yield Information].* Criterion D/4 is generally applied to archeological resources, and evaluation of the 215 Beach Street property for eligibility under this criterion was beyond the scope of this evaluation.

Because La Bahia Apartments appears to satisfy NRHP or CRHR significance criteria, ARG has assigned it a California Historical Resource Status Code of 3S, which indicates that the property was found eligible for both the National and California Registers through survey evaluation.

Evaluation of Integrity. As indicated above, to qualify under the National and California Registers' Criteria for Evaluation, a property or structure also must retain "historic integrity of those features necessary to convey its significance." While a property's significance relates to its role within a specific historic context, its integrity refers to "a property's physical features and how they relate to its significance." According to the current review for this EIR, the La Bahia Apartments appear to retain a fair amount of integrity. Since it has not been moved, the complex retains integrity of location. While some single-family homes have been constructed to the north, and the nearby Casa del Rey Hotel has been lost, the property's beachfront setting has been fairly well preserved. The overall design of the complex, including the building massing, proportions, and architectural style and details, are intact, and thus La Bahia Apartments retains integrity of design. The complex also retains integrity of workmanship. The stucco wall cladding has a unique texture, which clearly displays the workers' skills, and the extant details, such as the metalwork light fixtures, are also evidence of highly-skilled craftsmen. Integrity of materials has been partially reduced by (1) replacement of original wood sash windows with incompatible styles, such as louvered and metal, and (2) loss or damage of much of the original metalwork and light fixtures. Several wood doors, however, remain intact. Finally, the La Bahia Apartments retain integrity of feeling and association as a beachfront complex designed in the Spanish Colonial Revival style.

Character-Defining Features. A character-defining feature is an aspect of a building's design, construction, or detail that is representative of the building's function, type, or architectural style. Generally, character-defining features include specific building systems, architectural ornament, construction details, massing, materials, craftsmanship, site characteristics, and landscaping within the period of significance. In order for an important historical resource to retain its significance, its character-defining features must be retained to the greatest extent possible. An understanding of a building's character-defining features is a crucial step in developing a rehabilitation plan that incorporates an appropriate level of restoration, rehabilitation, maintenance, and protection.

The "Architectural Analysis and Recommendations for New Development" report, prepared by ARG in 1998 as the B/SOL Area Plan, identified the following exterior character-defining features of the La Bahia property.

Overall massing, configurations, and volumes

- Village style plan
- Offsets and overhangs
- Varying roof heights
- Courtyards
- Tower and cupola

Spanish Colonial style and detailing

- Red tile roofs
- White stucco walls
- Balconies throughout with wood and metal railings
- Tower and cupola
- Fountain in court
- Plaster ornamentation

- Tile work
- Grille work
- Patio de Los Mirtos wall in courtyard

Courtyards

- Arched plaster openings and passageway access to the courtyards
- Courtyard entrances to individual units
- Open-air hallways and stairways
- Paving and steps
- Landscaping and site furnishings

The 1998 review identified the following interior character-defining features:

Overall massing, configurations, and volumes

- Original extent and configuration of each unit

Spanish Colonial style and detailing

- Original doors and windows
- Original high fixtures
- Original built-in furniture
- Uncased arched plaster openings and passageways

Conclusion

The La Bahia property is considered an historical resource for purposes of the California Environmental Quality Act (CEQA). The existing complex is a City Landmark and is included in the City of Santa Cruz' Historic Building Survey with a rating of "excellent." The Environmental Impact Report (EIR) completed for the B/SOL Area Plan in 1998 concluded that the La Bahia property is "likely" eligible for the National Register of Historic Places under Criterion C (Architecture) at the local level of significance, and thereby also appears eligible for the California Register of Historical Resources. Based on ARG's review for this EIR as described above, the property is eligible for listing on both the California Register of Historical Resources and on the National Register of Historic Places, and ARG has assigned La Bahia Apartments a California Historical Resource Status Code of 3S, which indicates that the property was found eligible for both the National and California Registers through survey evaluation.

4.3.2 RELEVANT PROJECT ELEMENTS

Project Overview

The proposed La Bahia Hotel project consists of demolition of the existing 44-unit La Bahia apartment complex, except for the southeastern portion of the complex, including the existing bell tower, and construction of a 165-room hotel. Access to the project will be provided by a check-in entrance on Beach Street, an entrance/exit on Westbrook Street, and an exit onto Main Street. Project parking will be provided within a parking garage that is partially underground.

The proposed hotel structure will be stepped up from Beach Street to First Street. The new construction will feature white walls with red tile and parapet roofs. The parking garage is partially underground (Level 1) and partially at street level (Level 2). The restaurant is located on Level 2, and the pool and meeting rooms are located on Level 3. The hotel rooms are located on the second through sixth levels. The proposed building totals approximately 198,325 square feet.

Proposed Historic Rehabilitation

The proposed project includes the rehabilitation and restoration of the building at the southeast corner, including the existing bell tower, and the rehabilitation of the southeast apartment units. The bell tower will be structurally upgraded. In addition, historic elements of the tower will be repaired, including decorative tile features, the terracotta clay tile roof, and stucco finishes. The tower element and existing stairs will be retained. The existing eight apartment units at the southeast corner of the site along Beach Street will be maintained and rehabilitated into guest rooms. The exterior walls and primary structural bearing walls will be maintained and will be structurally upgraded with new shear plywood and required seismic upgrades. The exterior finishes (stucco, terracotta clay tile roof, eave details, balcony, etc.) will be repaired. The exterior wall configuration, fenestration, and entry gates also will be maintained and rehabilitated. New painted aluminum windows will be installed within the existing window openings to replace the non-historic windows. The window size and profile will be compatible with the historic building. The existing stairs, entry gate, and circulation will be maintained. New bathrooms and building systems (mechanical, electrical, plumbing, fire protection) will be installed in the new hotel guestrooms. There will be three guestrooms at Level 1, four guestrooms at Level 2 and one guestroom at Level 3 of the historic building.

Demolition and Construction

Construction of the proposed project will include demolition of most of the existing La Bahia structures, including courtyards, with the exception of the bell tower and southeastern portion of the existing building, as described above. Demolition will result in removal of approximately 2,750 tons of material. Grading activities will result in excavation of 22,250 cubic yards of soil, all of which will be exported offsite.

In order to provide mitigation for potential liquefaction hazards, the project geotechnical consultant has indicated that in-situ densification of the ground using vibro-replacement may be used to densify the soil, increase bearing capacity, and provide liquefaction mitigation. Vibro-displacement using stone columns is a ground improvement technique that constructs dense aggregate columns by means of a crane-supported downhole vibrator. Stone columns need to penetrate the liquefiable soil and be embedded at least one foot into sandstone bedrock. Preliminary estimates indicate that most stone columns will be less than 10 feet deep with a spacing of approximately 10 feet. Further discussion of this technique is provided in the GEOLOGY SOILS (4.6) section of this EIR.

4.3.3 IMPACTS AND MITIGATION MEASURES

CRITERIA FOR DETERMINING SIGNIFICANCE

In accordance with the California Environmental Quality Act (CEQA); State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards, a project impact would be considered significant if the project would:

2a. Cause a substantial adverse change in the significance of an historical resource as defined in Section 15064.5 (see definition below), to include physical demolition, destruction, relocation, or alteration of historical resources or of the immediate surroundings of historic resources, such that the significance of the resource would be materially impaired (see definition below).

Substantial Adverse Change Definition. CEQA Guidelines Section 15064.5(b) defines a "substantial adverse change" to an historical resource as: "physical demolition, destruction, relocation or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired." The significance of an historical resource is materially impaired when a project demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources or in registers meeting the definitions in Public Resources Code 5020.1(k) or 5024.1(g).

Mitigation of Historical Resource Impacts. Pursuant to State CEQA Guidelines sections 15064.5(b)(3) and section 15126.4(b)(1), generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings, or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995), Weeks and Grimmer, shall be considered as mitigated to a level of less than a significant impact on the historical resource. Section 15064.5(b)(4) indicates that the lead agency shall identify potentially feasible measures to mitigate significant adverse changes in the significance of an historical resource. The lead agency shall ensure that any adopted measures to mitigate or avoid significant adverse changes are fully enforceable through permit conditions, agreements, or other measures.

IMPACT ANALYSIS

Impacts Due to Demolition

Impact 4.2-1: Impacts to Historical Resource, La Bahia, Due to Demolition
The project will result in demolition of most of the existing La Bahia structures, which is considered an historical resource under CEQA due to its local listing and eligibility for listing in the California and National registers. Demolition will result in a substantial adverse change in the significance of an historical resource. Thus, this is considered a *significant* impact.

The proposed La Bahia complex is an historical resource pursuant to definitions in the State CEQA Guidelines. The significance of an historical resource is considered to be "materially impaired" when a project demolishes or materially alters the physical characteristics that justify the determination of an historical resource's significance (*CEQA Guidelines* §15064.5(b)). Given the extent of the demolition it entails, the proposed project will materially impair the integrity and significance of the La Bahia Apartments. While the project includes retention of the bell tower and adjoining southeast apartment units, many of the character-defining features of the property identified above will be eliminated, such as the overall massing and configuration, courtyards, and architectural details, except for the bell tower and cupola that would be retained. The La Bahia Apartments property is fundamentally a complex of buildings that is defined by the varied scale of and interrelationships between the individual building and landscape components. By reducing the historical property to a portion of a single building, the proposed project would eliminate these characteristics. As such, the project will result in a substantial adverse change to the significance of the historical resource, and this is a significant impact. It is noted, however, that the proposed project design preserves more of the existing building than the project approved by the City in 2009.

The B/SOL Area Plan EIR concluded that If the La Bahia complex is demolished, destroyed, or relocated, significant impacts would occur. The B/SOL Plan EIR found that if the La Bahia is altered or expanded in a way which preserves the major contributing elements of the building, thus not impairing the significance of the historic resource, there would be a less-than-significant impact on the historical resources of the City. The EIR identified a potentially significant impacts of implementation of the B/SOL Area Plan to historic resources including the La Bahia, if a "substantial adverse change" (as defined by CEQA), occurs to the character-defining features of the historic resources. The following mitigation measures were identified in the B/SOL Area Plan EIR for the La Bahia site:

- Should a development project proceed on the La Bahia Apartments site that is determined to follow the recommendations contained in the Architectural Resources Group (ARG) report titled, La Bahia Apartments, Santa Cruz, California - Architectural Analysis and Recommendations for New Development, February 20, 1998, Appendix C of the B/SOL Area Plan EIR), there will be a less-than-significant impact on the historic character of the existing La Bahia Apartments complex. At the time a specific project is proposed for the La Bahia, the applicant, shall coordinate with the Planning Staff and a historic preservation consultant to ensure that the proposed plan retains the major

contributing features of the La Bahia complex. [NOTE: The mitigation measure text references a February 20, 1998 report, but the report included in the DEIR is dated March 24, 1998, and the report included in the FEIR is dated April 6, 1998.]

- Prior to alteration of the La Bahia, documentation of the historic building, and important contributory elements should be documented according to the level of detail required by the Secretary of the Interior's Standard I for Historic American Building Survey (HABS) documentation,
- If potential historic resources such as the La Bahia Apartments are to be altered or demolished, incorporating part of historic building into project design or salvaging significant building features should be considered during project design.

The B/SOL Area Plan EIR concluded that if reasonable effort is made to preserve the historic character and feel of the La Bahia Apartments complex (following the mitigation measures outlined above) then these measures would be adequate to reduce impacts to a less-than-significant level. If the La Bahia is demolished, destroyed, or altered in a way that does not preserve the major contributing elements of the building, the B/SOL Area Plan EIR concluded that development of the conference hotel would result in an unavoidable significant impact to historic resources.

At the request of the City, this EIR has included a review by a historic preservation consultant that reviewed the project and the elements of the existing structures that are proposed for retention. The project does incorporate the bell tower and part of the existing building into the project design. The following mitigation measures also incorporate mitigation measures identified in the B/SOL Area Plan EIR for documentation of the building prior to alteration and potentially salvaging significant building features. However, the project will still result in a substantial adverse change to the significance of the historical resource, and this is a significant impact.

Mitigation Measures

Implementation of Mitigation Measures 4.1-1a and 4.1-1b below will provide documentation of the La Bahia complex and potential salvage of historical materials prior to demolition, but will not reduce this impact to a less-than-significant level given the extent of proposed demolition.

4.2-1a – *Documentation*. Require the project applicant to document the La Bahia Apartments complex and its setting. This documentation shall include drawings, photographs, and an historical narrative as outlined below, and developed in consultation with the City of Santa Cruz Planning and Community Development Department. The documentation shall be submitted to the Planning Department and to ensure its public accessibility, the documentation will be filed with the Santa Cruz Public Library and Special Collections Library at the University of California Santa Cruz.

- *Drawings*: Existing historic drawings of the La Bahia Apartments, if available, shall be photographed with large-format negatives or shall be photographically reproduced on Mylar. In the absence of existing drawings, full-measured drawings of the complex's plan, exterior elevations, and courtyard elevations should be prepared.

- *Photographs*: Photo-documentation of the La Bahia Apartments shall be prepared to Historic American Buildings Survey (HABS) standards for archival photography. HABS standards require large-format black-and-white photography, with the original negatives having a minimum size of 4"x5". Digital photography, roll film, film packs, and electronic manipulation of images are not acceptable. A minimum of 12 photographs must be taken, detailing the site, building exteriors, and building interiors. Photographs must be identified and labeled using HABS standards. Color 35mm non-archival photographs of the historical building and grounds shall be taken to supplement the limited number of archival photographs required under the HABS standards described above. Photographs should include overall views of the site; individual views of important building features, exterior elevations of each façade of the complex, views of interior courtyard spaces, and detailed views of specific materials or elements.
- *Historical Overview*: In consultation with the City of Santa Cruz Planning and Community Development Department, a qualified historian or architectural historian shall assemble historical background information relevant to La Bahia Apartments and its setting. Much of this information may be drawn from the Historical Resources Technical Report prepared by Architectural Resources Group (2013) for the La Bahia Hotel project. To ensure its public accessibility, the agreed-upon documentation would be filed with the Santa Cruz Public Library for inclusion in their local history collection, as well as with other local libraries and historical societies, as appropriate.

4.2-1b –*Salvage.* Require project applicant to set up a procedure to offer any building features or elements from the La Bahia Apartments that are not used as part of the project or kept by the owner for reuse in other locations. The procedure shall be designed and implemented in consultation with the City of Santa Cruz Planning and Community Development Department to provide public information regarding availability of building features or materials for reuse. The focus would be on identifying building features or elements that are (1) related to the character-defining features identified in the Architectural Resources Group evaluations and (2) can safely and feasibly be removed from the building. Allow demolition to proceed only after any significant historic features or materials have been identified and kept by the owner or offered for salvage, and their removal completed.

Impacts To Retained Structure Due to Construction

Impact 4.2-2: Impacts to Retained La Bahia Due to Construction Activities
The proposed demolition of much of the La Bahia Apartments complex, including removal of building foundations, could adversely affect the retained historical bell tower and building due to damage to the exterior of the retained building. This is considered a *potentially significant* impact.

In general, demolition and excavation activity has the potential to adversely affect historical resources in the immediate vicinity. Resources may be physically damaged by inadvertent

contact with materials or machinery associated with demolition. Demolition-related excavation also may result in soil movement under or adjacent to the existing foundation of an historical resource. The onsite demolition could damage the exterior of the portion of the complex that is to remain. This remaining portion, which includes the bell tower and eight apartment units at the southeast corner of the complex, is immediately adjacent and physically connected to the portions to be demolished. The proposed demolition also could compromise the remaining historical building's structural stability, as excavation may result in soil movement under or adjacent to the building's existing foundation.

Mitigation Measures

Implementation of Mitigation Measures 4.2-2a and 4.2-2b below will reduce impacts to the retained La Bahia historical resource associated with the demolition and excavation to a less-than-significant level.

> 4.2-2a. Require installation of protective barriers to protect the bell tower and the north and east walls of the retained La Bahia apartments from potential damage caused by demolition activities. An historic preservation architect, meeting the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation, Professional Qualifications Standards*, shall prepare designs and specifications for protective barriers required to protect the bell tower and the north and east walls of the retained La Bahia apartments. In removing the portions of the complex proposed for demolition, materials original to the portion of the complex that is remaining shall be retained in place wherever feasible.
>
> 4-2-2b. Require a pre-demolition review and inspection by a registered structural engineer with a minimum of five years of experience in the rehabilitation and restoration of historic buildings, to determine the existing relationship of the foundations of the various buildings of the La Bahia Apartments complex. Any required test excavations would be performed only in the presence of the structural engineer. The structural engineer would prepare a report of findings, recommendations and any related design modifications necessary to retain the structural integrity of the bell tower and southeastern apartment units and to ensure that construction of the other project components will not affect the foundation or structural integrity of the retained portion of the building.
>
> In consultation with an historic preservation architect meeting the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation, Professional Qualifications Standards* and the project geotechnical engineer, the structural engineer shall determine whether the soil excavations and construction of new foundations have the potential to result in settlement or damage to the retained building that would require underpinning and/or shoring. If underpinning and/or shoring is determined to be necessary, appropriate designs shall be implemented upon approval from the City of Santa Cruz Planning and Community Development Department.

Impacts Due to Rehabilitation and New Design

The proposed project includes (1) rehabilitation of the existing bell tower and the southeast apartment units, and (2) new construction on the remainder of the block. Because the La Bahia Apartments complex is a designated historic building in the City's Historic Building Survey and also is a designated local landmark, both of these components of the project would be subject to the historic alteration permit process as specified in Part 10 of Chapter 24.08 of the Santa Cruz Zoning Code. As part of this process, the Historic Preservation Commission would review the proposed new design and rehabilitation and make a recommendation to the City Council. The City Council will make the final decision on the historic alteration permit.

Impact 4.2-3: Rehabilitation of Retained Bell Tower & Building
The proposed project could result in a substantial adverse change in an historical resource due to alteration of the La Bahia bell tower and southeast portion of the building to be retained in a manner that could endanger the property's historical significance. This is considered a *potentially significant* impact.

The proposed rehabilitation of the La Bahia bell tower and southeast apartment units is described above in section 4.2.2. Pursuant to State CEQA Guidelines sections 15064.5(b)(3) and section 15126.4(b)(1), generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings, or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995), Weeks and Grimmer, shall be considered as mitigated to a level of less than a significant impact on the historical resource. A final review of the building plans will to confirm the rehabilitation is in conformance with the *Secretary of The Interior's Standards for Rehabilitation* in that that historic materials are being (1) preserved where feasible, (2) repaired rather than replaced wither preservation is not feasible, and (3) replaced with appropriate materials where repair is not feasible. At this time, it is not known what materials will be preserved, repaired or replaced. . This level of construction detail is not available at this stage of a project. It is provided when detailed construction documents are developed with structural and material testing and engineering that is submitted as the construction plan set and evaluated at the building permit stage of the process. The Applicant has indicated that the exterior finishes (stucco, terracotta clay tile roof, eave details, balcony, etc.) will be repaired, but specific details have not yet been provided. The exterior wall configuration, fenestration, and entry gates also will be maintained and rehabilitated. The proposed project plans do show modifications to the existing window openings on the southeast apartment units, and preliminary information from the Applicant indicates that new painted aluminum windows will be installed within the existing window openings to replace the non-historic windows.

Mitigation Measures

Implementation of Mitigation Measure 4.2-3a, 4.2-3-b and 4.2-3-c below will reduce potential impacts associated with rehabilitation of the bell tower and southeast apartment units to a less-than-significant level.

4.2-3a. Require that post-demolition treatment of the west and north walls be undertaken with the assistance of an historic preservation architect and be completed in accordance with the *Secretary of the Interior's Standards for Rehabilitation* with an independent review by a qualified historic preservation architect at the time that detailed building plans are prepared. The Applicant shall have architectural elevations and plans prepared, in consultation with the historic preservation architect, that specify the locations and type of proposed repair or removal of building features for the retained tower and building, and specify proposed replacement materials. These architectural drawings also shall indicate how the proposed structural and seismic upgrades will be accomplished consistent with the Standards.

4.2-3b. Retain the existing window openings on the La Bahia bell tower and southeast apartment units, except in cases where the current opening can be demonstrated to be a non-historic alteration to the building.

4.2-3c. The proposed project shall be revised to include, if feasible as determined by the City of Santa Cruz, the repair and retention of any remaining wood windows on the bell tower and southeast apartment units. Non-historic metal windows shall be replaced with wood windows, in keeping with original condition of building and to differentiate the historic building from the new construction, which will feature aluminum windows.

Impact 4.2-4: Effects of New Building on Retained Bell Tower & Building
The proposed new building project could result in a substantial adverse change in the significance of the retained tower and building due to height and massing of new construction in relation to the retained features. This is considered a *potentially significant* impact.

Review of the project drawings by ARG as part of the review for this EIR found that the proposed new construction incorporates several design elements that reference the massing, scale, and materials of the bell tower and southeast apartments building, thereby reducing the project's impact on historical resources, as discussed below. However, there are instances where the massing of the proposed project should be reduced in order to be compatible with the size and scale of the bell tower and southeast apartment units.

The new construction is kept visually separate from the bell tower and southeast apartment units. New construction to the north of the historic building is separated via a ground-level courtyard, with an enclosed, above-grade connector at the second story. This connector is stepped back approximately 15 feet from Westbrook Street. Along Beach Street, a new one-story entry/roof garden creates a wide separation between the existing building to the east and the new three-story building to the west. The new construction generally "steps up" the site to the north, in keeping with the slope of the property. On the east and west elevations, the new construction is divided into bays that reference the size and scale of the retained portion of the building.

The floor-to-floor heights at the first and second stories of the new construction correspond to the existing floor heights of the historic building, allowing for alignment of the roof deck with the historic rooms.

The proposed design employs materials and details – including punched windows, stucco walls, balconies, trellisses, and decorative tile – that are consonant with the bell tower and southeast apartment units and, more generally, are representative of the Spanish Colonial Revival style. The proposed roof forms – including a hipped roof clad in terra cotta tiles on the new Beach Street addition, and flat roofs with a continuous parapet elsewhere – are consistent with the roof forms of the La Bahia Apartments complex without duplicating them. The parapets are simple in profile but feature stone caps along with geometric, decorative metalwork on the parapet walls. This combination of decoration and simplicity enables the parapets to reference the Spanish Colonial Revival style while remaining clearly differentiated from the adjacent historic building.

The windows on the new construction will be aluminum covered with a brown finish. This approach references the wood windows that are representative of the Spanish Colonial Revival style, while also underscoring that the new construction is of contemporary design.

In two instances, however, the proposed massing of the new buildings would compromise the bell tower's integrity of setting. The proposed project could cause a substantial adverse change in a historical resource by enabling new construction in the vicinity of the La Bahia bell tower and southeast building in a manner that could affect the property's historic status. Specifically, in two locations – the building at the northeast corner of Beach and Main Streets and the building immediately north of the bell tower – the proposed massing of the new development would compromise the bell tower's historic integrity of setting.

Mitigation Measures

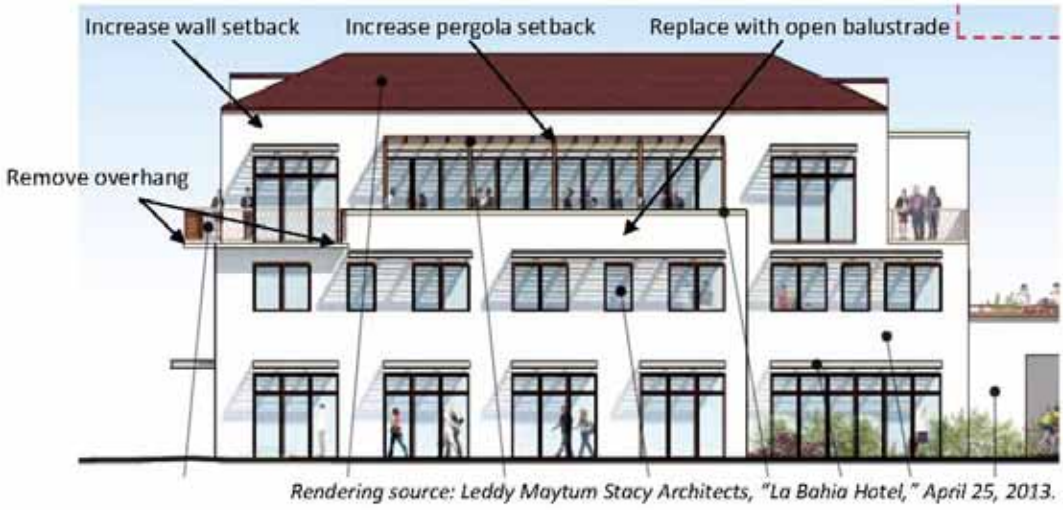
Implementation of Mitigation Measures 4.2-4a and 4.2-b below will reduce impacts of new building features on the retained bell tower and southeast apartment units to a less-than-significant level. An illustration as provided in the ARG report is shown on the next page.

> 4.2-4a. Modify the design of the new building at the northeast corner of Beach and Main Streets n order to reduce the prominence and the appearance of massing of the building's third story through measures such as the following with confirmation through a photosimulation and review by a historic preservation architect:
>
> - Replace the solid, partial-height wall that serves as the southern and eastern edges of the main balcony with a wood and/or metal balustrade.
> - Move the western and southern edges of the balcony proposed at the southwest corner of this building inward so that they no longer extend beyond the footprint of the first and second stories.
> - Increase the setback of the southern wall of the third floor in order to align the wall with the southern wall of the "connector" that extends between the building and the retained bell tower building. (This entails an increase in the third-floor setback of approximately three feet.)

- Shift the pergola at the third floor balcony northward so that there is at least three feet of clearance between the southern edge of the pergola and the balustrade extending along the southern edge of the balcony.

4.2-4b. Reduce a portion of the southernmost bay of the new construction along Westbrook Street to three stories (removal of up to two rooms).

Mitigation Measure 4.2-4a Concept



Rendering source: Leddy Maytum Stacy Architects, "La Bahia Hotel," April 25, 2013.

Mitigation Measure 4.2-4b Concept

Rendering source: Leddy Maytum Stacy Architects, "La Bahia Hotel," April 25, 2013.

Impacts to Nearby Historic Structures Due to Construction

Impact 4.2-5: Impacts to Historical Structures Due to Construction-Vibration
Project excavation may result in groundborne vibration and potential damage to on- and off-site historic structures. This is considered a *potentially significant* impact.

In general, demolition and excavation activities could result in inadvertent damage to existing historic structures in the vicinity of the project site. Generally, historic buildings in the vicinity of the project construction site, as shown on Table 4.2-1, would be susceptible to potential ground vibration due to their proximity to proposed new construction. Due to their age and condition, historic buildings are potentially more susceptible to damage from vibration than other structures as further explained below.

Construction of a partially below-grade parking garage and soil densification for foundation support are anticipated, requiring below-ground excavation. In addition, removal of existing pavement could produce intermittent, substantial vibration over the course of several weeks. Additional impacts depend on the method of construction employed, such as mat slab construction, which would not generate excessive vibration levels, or impact pile-driving, which could produce considerable vibration. While the former 2009 project at the project site considered pile-driving into the underlying bedrock for foundation support, vibro-compacted stone columns currently are being considered by the Applicant's consultants. This method is intended to densify the soil and reduce the likelihood of liquefaction, and may result in ground-borne vibration.

A review of potential vibration impacts was conducted by Illingworth and Rodkin, and the assessment is summarized below and included in Appendix H of this EIR. The issue arose during preparation of the EIR and had not been previously identified as a potential impact in the Initial Study that accompanied the Notice of Preparation. However, the following section also addresses construction-related impacts to non-historic structures and people.

Vibrating objects in contact with the ground propagate vibrational waves through soil and rock strata to nearby buildings and structures. In extreme cases, excessive groundborne vibration has the potential to cause structural damage to buildings and structures. Structural damage can be classified as cosmetic only, such as minor cracking of building elements, or it may threaten the integrity of the building. Construction-induced vibration that can be detrimental to a building or structure is rare and is usually only observed in instances where construction activity occurs immediately adjacent to the structure.

The project geotechnical review (October 2005) indicates that vibro-displacement stone columns are a ground improvement technique to mitigate the identified liquefaction hazard on the project site. A crane-supported, downhole vibrator displaces soil, creating a denser soil condition between installed stone columns. The temporary use of the downhole vibrator would generate groundborne vibration that could adversely affect historic structures on-site which are to be retained as part of the project, as well as nearby structures off-site. On-site, the existing La Bahia bell tower and the southeastern portion of the La Bahia building are planned to be retained. According to the geotechnical report, it can be assumed that 30 inch diameter stone

columns with a triangular center to center spacing of 10 feet would be used. Vibro-displacement could potentially occur on-site within 25 feet or less of the retained historic structures. The nearest offsite vibration-sensitive, historically-significant structure is Edric Wall, located at 124 First Street, at a distance of approximately 60 feet from the project site. (See Table 4.2-1 for a list of locally-designated historic structures near La Bahia.)

While there are no established federal, state or local standards for assessing vibration resulting from locally-funded construction projects, Table 4.2-2 shows recommended damage potential threshold criteria published by Caltrans for continuous or frequent sources, such as vibro-displacement stone column technique (Caltrans, 2004). Vibration levels are displayed in terms of Peak Particle Velocity (PPV). PPV is a measurement of the maximum velocity at which a particle in the ground is moving relative to its inactive state. PPV is typically considered to be the most appropriate measure for assessing the potential for building or structural damage. As shown in Table 4.2-2, and for the purposes of this assessment, a criterion of 0.1 in/sec (inches per second) PPV is established as a conservative threshold for potential vibration damage to on-site and nearby historic or fragile structures and a criterion of 0.3 in/sec PPV is set for other nearby non-historic buildings, such as residences.

TABLE 4.2-2: Damage Potential to Buildings from Continuous or Frequent Intermittent Vibration Levels

Structure and Condition	Velocity Level, PPV (in/sec)
Fragile Buildings	0.1
Older Residential Structures	0.3
Modern Industrial/Commercial Buildings	0.5

SOURCE: Illingworth & Rodkin (From California Department of Transportation. June 2004. "Transportation- and Construction-Induced Vibration Guidance Manual.")

The vibro-displacement stone column technical could result in potentially adverse vibration impacts at a distance of 33 feet or less, where vibration levels under typical soil conditions (are expected to be between 2-3 millimeters (mm) per second PPV. For comparison, 2.54 mm/sec equals 0.1 in/sec PPV, the established vibration threshold. Using the supplied reference vibration levels versus distance relationships, and as a conservative measure, it appears that potentially adverse vibration impacts may occur within about 50 feet of vibro-displacement work. Therefore, it is concluded that proposed vibro-displacement stone columns could result in a significant adverse effect on the onsite historical La Bahia structures that are retained, which are within 25 feet of the proposed vibro-displacement work. At 60 feet, the distance to the nearest off-site vibration-sensitive historic structure, vibration levels from the use of vibro-displacement stone columns are not expected to be exceed the threshold criterion of 0.1 in/sec PPV.

Subsequent to the preparation of the October 2013 geotechnical review update and preparation of the vibration assessment, the project geotechnical engineer indicated that there are several methods that can be used to modify the soil without causing excess vibrations to the retained buildings, such as compaction grouting, jet grouting and deep soil mixing (Dees &

Associates, December 2013). The supplemental geotechnical memo, which is included in Appendix F, describes these options for addressing liquefaction concerns for the retained buildings. (See also the GEOLOGY AND SOILS (4.6) section of this EIR for further details.) To the extent that these other methods are deemed feasible, the vibration impacts described in this section may be reduced and/or eliminated.

Construction activities can cause vibration that varies in intensity depending on several factors. The use of pile driving and vibratory compaction equipment typically generates the highest construction related ground-borne vibration levels. Table 4.2-3 presents typical PPV vibration levels that could be expected from standard construction equipment at a distance of 25 feet. As shown in the table, most construction equipment would not exceed the 0.1 in/sec PPV threshold for historic or fragile buildings at a distance of 25 feet or greater. Furthermore, as shown on Table 4.2-2, other older structures would not expected to experience damage from vibration levels below 0.3 PPV in/sec. Thus, typical construction would not cause vibration levels that would result in potential damage to historic or non-historic buildings.

TABLE 4.2-3: Vibration Source Levels for Standard Construction Equipment

Equipment		PPV at 25 ft. (in/sec)
Pile Driver (Impact)	upper range	1.158
	typical	0.644
Pile Driver (Sonic)	upper range	0.734
	typical	0.170
Clam shovel drop		0.202
Hydromill (slurry wall)	in soil	0.008
	in rock	0.017
Vibratory Roller		0.210
Hoe Ram		0.089
Large bulldozer		0.089
Caisson drilling		0.089
Loaded trucks		0.076
Jackhammer		0.035
Small bulldozer		0.003
SOURCE: Illingworth & Rodkin (From Federal Transit Administration. May 2006. "Transit Noise and Vibration Impact Assessment.")		

Mitigation Measures

Implementation of Mitigation Measures 4.2-5a and 4.2-5b below will reduce impacts of construction-related vibration to a less-than-significant level.

4.2-5a. Implement the following measures to protect historic structures that are within 50 feet of project, including onsite structures to be retained, during construction activities that result in vibration, (e.g., the installation of vibro-displacement stone columns).

- Prior to demolition, a historic preservation architect and a structural engineer shall document existing baseline conditions of those historic resources identified in Table 4.2-1 that are identified as being potentially adversely affected by

construction-vibration, (i.e., structures within 50 feet of construction activities that could exceed 0.1 in/sec PPV). The pre-construction survey would consist of documentation of structures by means of photograph and/or video, and a floor level survey of the ground floor of structures by a qualified engineer. This documentation shall be submitted to the City Planning Director prior to commencement of any vibro-displacement stone columns work.

- Establish damage criteria of, 0.1 in/sec PPV for continuous sources for historic structures potentially affected by vibration. A qualified and licensed structural engineer may be retained to assess whether the potentially affected structures could withstand this level of high vibration. If such a determination is made by the structural engineer, then a higher limit may be permissible.
- The historical architect and structural engineer shall develop a plan to be implemented during construction that sets forth the type and location of measures to protect onsite and offsite structures, as may be required, during construction, including shoring of buildings or walls or other measures to provide temporary reinforcement of vibration-sensitive structures.
- Conduct monitoring by a qualified vibration monitoring consultant or engineering firm during installation of the vibro-displacement stone columns to monitor construction vibration. The consultant shall use a seismograph containing three channels that record in three mutually perpendicular axes. The frequency response shall be from 2 to 250 Hz, which a minimum sampling rate of 1,000 samples per second per channel.
- If in the opinion of the structural engineer, in consultation with the historic preservation architect, substantial adverse impacts to historic resources related to construction activities are identified during construction, the monitoring team shall develop corrective actions to be implemented during construction. If, at any time, monitoring indicates maximum vibration levels approaching or exceeding damage thresholds, construction will immediately cease and subsequent corrective action, as outlined below, shall be taken. If the stop work threshold is exceeded, evaluate the condition of the building for damage. If no damage is indicated, consult with structural engineer and/or architectural historian to assess whether higher thresholds are possible and adjust, as appropriate. If damage occurs, determine if any other construction approaches are feasible to reduce vibration. If none are available, examine the severity of the damage to determine if damage is minor and repair is feasible. If repair is feasible, continue with construction, but monitor vibration and damage closely to ensure that damage remains repairable. Consider whether a lower stop work threshold is feasible. If damage approaches becoming unrepairable and vibration levels have approached or exceeded the stop work threshold repeatedly, consider new feasible and reasonable alternative approaches to construction.
- Conduct post-construction surveying of structures would be performed to identify (and repair if necessary) any damage from construction activities. Any damage would be documented by photography, video, or other means, and costs of repairs would be paid by the Applicant. Progress reports of the results of vibration monitoring would be provided to the lead agency in charge within an

expeditious amount of time following vibro-displacement. A final report documenting results, damage, excessive vibration or other impacts would be provided to the lead agency.

4.2-5b. Implement a training program for construction workers to be conducted by the historic preservation architect to provide direction on how to exercise care when working around and operating equipment near the retained La Bahia structures.