

Final

VALLEJO FERRY TERMINAL RECONFIGURATION PROJECT

Cultural Resources Survey Report

Prepared for
Federal Transit Authority,
San Francisco Bay Area Water Emergency
Transportation Authority, and
Kimley-Horn and Associates, Inc.

April 2024



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Prepared for

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April 2024

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Location:

USGS: Mare Island, California

Cover Image: View of the Vallejo Ferry Landing with Mare Island in the Background, ca. 1900.

Source: Mare Island Brewing Co. website

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EXECUTIVE SUMMARY

Vallejo Ferry Terminal Reconfiguration Project Cultural Resources Survey Report

This Cultural Resources Survey Report (CRSR) documents the methods and results of a cultural resources inventory completed for the Vallejo Ferry Terminal Reconfiguration Project (project). The San Francisco Bay Area Water Emergency Transportation Authority (WETA) proposes to reconfigure the existing Vallejo Ferry Terminal located on the east shore of Mare Island Strait in an effort to substantially reduce or eliminate the need for maintenance dredging of the ferry basin and the strait. The Vallejo waterfront, including the ferry basin and vicinity, was reclaimed and developed in the mid-20th century as one component of the Marina Vista Redevelopment Project. The project requires permits from one or more federal agencies under Section 404 of the Clean Water Act and Section 10 of the Rivers and Harbors Act as well as a Regional General Permit and others that are yet to be determined. As a federal undertaking (project requiring federal funding or issuance of a federal permit), the project is subject to federal environmental regulations, including the National Historic Preservation Act of 1966 (NHPA), as amended (54 United States Code [U.S.C.] 306108). The Federal Transit Authority (FTA) is the lead agency for NHPA purposes. The project is also subject to the California Environmental Quality Act (CEQA). WETA is the lead agency for CEQA purposes. This report is a combined technical report to support environmental review and permitting at the local, state, and federal levels.

This includes a survey and evaluations of all buildings, structures, and landscape elements that either currently meet (in 2024) or will meet the 45-year age criterion by the projected date of completion for the environmental review process, which is assumed to be no later than 2025 (i.e., those constructed in and before 1980).

Before a federal undertaking is implemented, NHPA Section 106 requires federal agencies to consider the effects of the undertaking on historic properties. This document records the existing conditions of the Area of Potential Effects (APE) with regard to cultural resources, including both archaeological and architectural resources. Work performed consists of background and archival research, to determine the potential to encounter buried archaeological resources during project implementation, as well as documentation and evaluation of existing properties in the APE.

No archaeological resources have been identified in the APE. Previous and current investigations have determined there is a low potential to encounter buried archaeological resources within the APE during project implementation. Regarding historic architectural resources, ESA recommends that no buildings, structures, or landscape elements located within the APE appear to be individually eligible for listing in the National Register of Historic Places (National Register), the

California Register of Historical Resources (California Register), or the City of Vallejo Historic Resources Inventory (HRI). Additionally, none appear to contribute to a known or potential historic district. As such, ESA recommends a finding of **No Historic Properties Affected** for the project for the purposes of NEPA and assesses impact of the project on cultural resources to be **less than significant**.

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Appendix A New DPR 523 Form Sets

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CHAPTER 1

Introduction

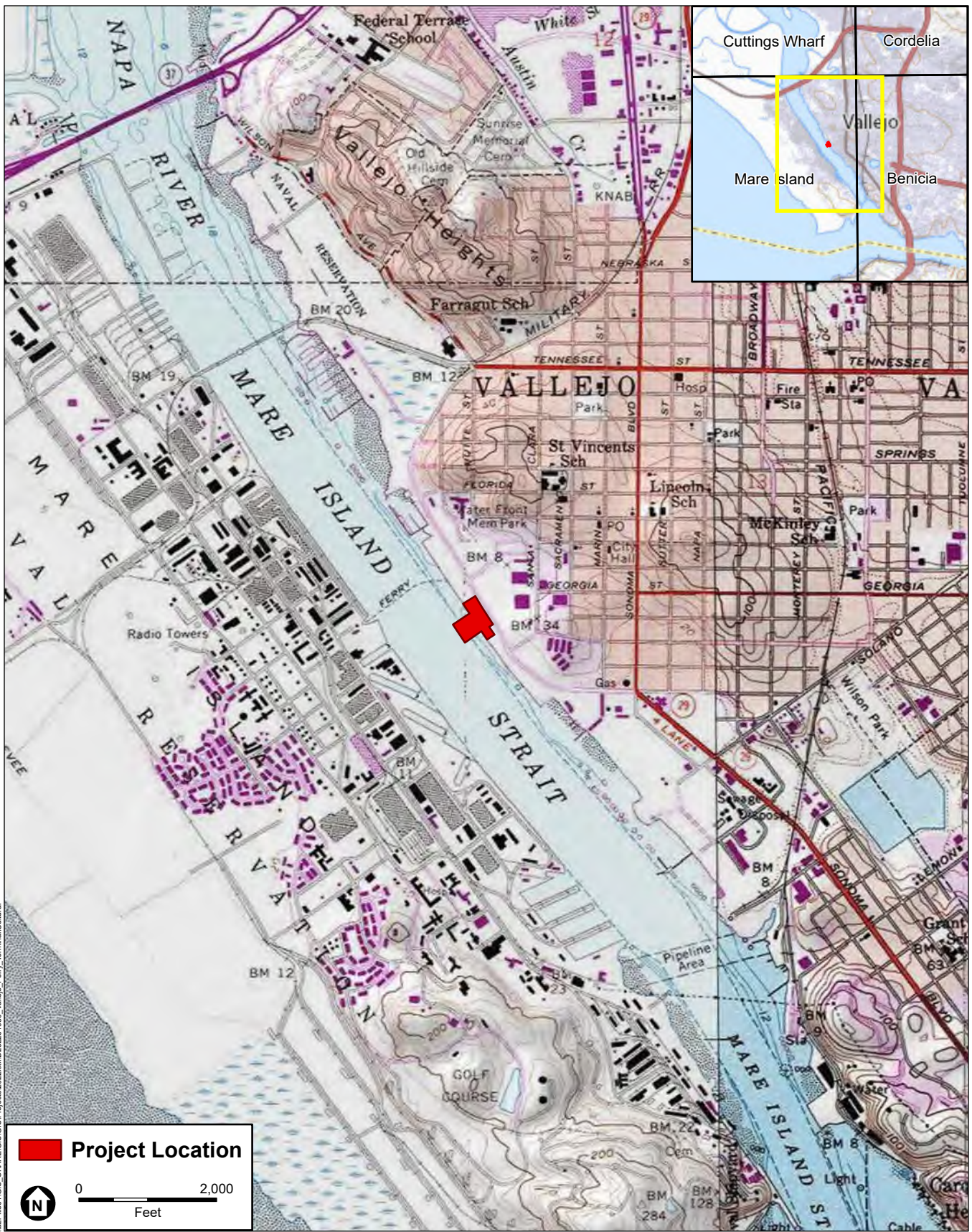
This Cultural Resources Survey Report (CRSR) documents the methods and results of a cultural resources inventory completed for the Vallejo Ferry Terminal Reconfiguration Project (project). The San Francisco Bay Area Water Emergency Transportation Authority (WETA) proposes to reconfigure the existing Vallejo Ferry Terminal located on the east shore of Mare Island Strait in an effort to substantially reduce or eliminate the need for maintenance dredging of the ferry basin and the strait. The Vallejo waterfront, including the ferry basin and vicinity, was reclaimed and developed in the mid-20th century as one component of the Marina Vista Redevelopment Project. The proposed project is shown on the U.S. Geological Survey (USGS) Mare Island 7.5-minute topographic quadrangle in Solano County, California (**Figure 1**).

As a federal undertaking (project requiring federal funding or issuance of a federal permit), the project is subject to federal environmental regulations, including the National Historic Preservation Act of 1966 (NHPA), as amended (54 United States Code [U.S.C.] 306108). The Federal Transit Administration (FTA) is the lead agency for NHPA purposes. The project is also subject to the California Environmental Quality Act (CEQA). WETA is the lead agency for CEQA purposes. This report is a combined technical report to support environmental review and permitting at the local, state, and federal levels.

This document records the existing conditions of the Area of Potential Effects (APE) with regard to cultural resources, including historic architectural resources and archaeological resources. It should be noted that the APE differs from the project area in that the APE includes the geographic area within a project may directly or indirectly cause alterations in the character or use of historic properties. The buildings, structures, and landscape elements that either currently meet (in 2024) or will meet the 45-year age criterion by the date of completion of environmental review, which is assumed to be no later than 2025 (i.e., those constructed in and before 1980) are described and evaluated in this report. Work performed consisted of background and archival research, including: a records search of the California Historical Resources Information System (CHRIS); research on existing cultural resources literature; an intensive-level pedestrian survey of the APE; significance evaluations of identified cultural resources; and a finding of effects recommendation. In accordance with NHPA Section 106 and CEQA, this cultural resources study was conducted in order to:

- Delineate an APE and identify architectural resources within the project APE;
- If applicable, evaluate the significance of identified cultural resources according to the criteria set forth by the National Register and make recommendations as to whether they qualify as historic properties under Section 106;

- If applicable, evaluate the significance of identified cultural resources according to the criteria set forth by the California Register and for designation as City of Vallejo Landmarks and make recommendations as to whether they qualify as historical resources under CEQA;
- If applicable, determine whether project phases would cause an adverse effect to a historic property under Section 106;
- If applicable, determine whether project phases would result in a significant impact to a historical resource under CEQA; and
- If applicable, recommend procedures for avoidance or mitigation of adverse effects to a historic property under Section 106 or impacts to a historical resource under CEQA.



SOURCE: ESA 2023, ESRI 2023, USGS Topo (Mare Island, CA)

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Figure 1
Project Location

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CHAPTER 2

Project Background

Project Description

The Vallejo-San Francisco ferry route has the highest daily ridership in WETA’s San Francisco Bay Ferry service, carrying approximately 1.2 million passengers annually before 2020 and nearly 600,000 passengers in 2022. The Vallejo Ferry Terminal is located on the east shore of Mare Island Strait and is subject to ongoing siltation that requires maintenance dredging every two to four years to maintain adequate depths inside the basin for the ferry vessel operations. The goal of the project is to reduce the frequency of lengthy and disruptive dredge events and provide more suitable berthing configurations for the ferry vessels that will maximize service efficiency while minimizing disruption to passengers.¹ **Figure 2** shows the project area. Three configuration options were developed to reconfigure the existing ferry terminal outside of and immediately adjacent to the existing ferry basin:

- The proposed project (Preferred Configuration) would utilize the existing pedestrian access point on the east face of the ferry basin and construct a new four-section pedestrian gangway in a configuration that remains under development;^{2,3}
- Configuration Option 1 would relocate the ferry terminal outside of the ferry basin with an access point to a three-section (i.e., dogleg configuration) pedestrian gangway at the southwest corner of the basin and connecting it to a new ferry terminal float; and
- Configuration Option 2 would relocate the ferry terminal outside of the ferry basin with an access point to a three-section (i.e., dogleg configuration) pedestrian gangway at the northwest corner of the basin and connecting it to a new terminal ferry float.

Federal Regulatory Framework

As a federal undertaking subject to FTA approval, the project is subject to federal environmental regulations, including the NHPA. The FTA is the lead federal agency for NHPA purposes.

¹ “Vallejo Ferry Terminal Reconfiguration Project,” San Francisco Bay Ferry, accessed August 25, 2023, <https://weta.sanfranciscobayferry.com/current-projects/vallejo-ferry-terminal-reconfiguration-project>.

² Foth, *WETA Vallejo Ferry Terminal Reconfiguration Project Study Report – Revision 1*, prepared for WETA, January 2023, 5-8.

³ “1.0 Description of Proposed Project,” March 19, 2024, provided by Alex Jewell (Kimley-Horn) to ESA on April 8, 2024.



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SOURCE: ESA 2023, ESRI 2023; World Imagery

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Figure 2
Project Area

Effects of federal undertakings on both architectural and archaeological resources are considered through the NHPA, and its implementing regulations. Before a federal undertaking (i.e., project requiring federal funding or issuance of a federal permit) is implemented, NHPA Section 106 requires federal agencies to consider the effects of the undertaking on historic properties (i.e., properties listed in or eligible for listing in the National Register) and to afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on any undertaking that would adversely affect historic properties. Under the NHPA, a property is considered significant if it meets one of the National Register listing Criteria A through D, in 36 Code of Federal Regulations (CFR) 60.4, as follows:

The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and that:

- A. Are associated with events that have made a significant contribution to the broad patterns of our history, or*
- B. Are associated with the lives of persons significant in our past, or*
- C. Embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction, or*
- D. Have yielded, or may be likely to yield, information important in prehistory or history.*

In addition to meeting at least one of the four criteria, a property must retain integrity, meaning that it must be able to convey its significance through the retention of seven aspects, or qualities, that in various combinations define integrity:

- *Location:* Place where the historic property was constructed;
- *Design:* Combination of elements that create the form, plans, space, structure, and style of the property;
- *Setting:* The physical environment of the historic property, inclusive of the landscape and spatial relationships of the buildings;
- *Materials:* The physical elements that were combined or deposited during a particular period of time and in a particular pattern of configuration to form the historic property;
- *Workmanship:* Physical evidence of the crafts of a particular culture or people during any given period in history;
- *Feeling:* The property's expression of the aesthetic or historic sense of a particular period of time; and
- *Association:* Direct link between an important historic event or person and an historic property.

Although there are exceptions, certain kinds of properties are not usually considered for listing on the National Register. These include religious properties, moved properties, birthplaces and graves, cemeteries, reconstructed properties, commemorative properties, and properties that have achieved significance within the past 50 years. Resources that are less than 50 years old are generally not considered eligible for the National Register. A buffer of five years (i.e., 45 years instead of 50) has been added to the age-eligibility threshold to allow time for project implementation.

Federal review of the effects of undertakings on significant cultural resources is carried out under NHPA Section 106 and is often referred to as the Section 106 review process. This process is the responsibility of the responsible entity. The Section 106 review process typically involves a four-step procedure, which is described in detail in the implementing regulations of the NHPA:

- Initiate the Section 106 process by establishing that the project meets the definition of a federal undertaking and identify the appropriate State Historic Preservation Officer (SHPO) and other consulting parties to participate in the review process.
- Define the APE in which an undertaking could directly or indirectly affect historic properties, identify historic properties within the APE in consultation with the SHPO and other consulting parties, and determine if historic properties will be affected by the undertaking.
- If historic properties will be affected by the undertaking, assess the effects on historic properties by applying the criteria of adverse effects.
- If historic properties will be adversely affected, consult with the SHPO and other consulting parties to resolve adverse effects by developing an agreement that addresses the treatment of historic properties, notify the Advisory Council on Historic Preservation, and proceed with the project according to the conditions of the agreement.

California Regulatory Framework

California implements the NHPA through its statewide comprehensive cultural resource preservation programs. The California Office of Historic Preservation (OHP), an office of the California Department of Parks and Recreation, implements the policies of the NHPA on a statewide level. The OHP also maintains the California Historical Resources Inventory. The SHPO is an appointed official who implements historic preservation programs within the state's jurisdiction.

CEQA, as codified in Public Resources Code section 21000 et seq. and implemented by the CEQA Guidelines (14 CCR section 15000 et seq.), is the principal statute governing environmental review of projects in California. As stated above, CEQA defines a historical resource as a property listed in, or eligible for listing in, the California Register; included in a qualifying local register; or determined by lead agency to be historically significant. In order to be considered a historical resource, a property must generally be at least 50 years old, and the OHP uses a threshold of 45 years. A "historical resource" is defined in CEQA Guidelines

section 15064.5 as a cultural resource (i.e., a built-environment resource, archeological resource, or human remains) that meets at least one of the following criteria:

1. A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing on the California Register.
2. A resource included in a local register of historic resources, as defined in Public Resources Code section 5020.1(k) or identified as significant in a historic resource survey meeting the requirements of Public Resources Code section 5024.1(g), shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
3. Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be a historic resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register.
4. The fact that a resource is not listed in, or determined to be eligible for listing on the California Register, not included in a local register of historic resources (pursuant to Public Resources Code section 5020.1(k)), or identified in a historic resources survey (meeting the criteria in Public Resources Code section 5024.1(g)) does not preclude a lead agency from determining that the resource may be a historic resource as defined in Public Resources Code section 5020.1(j) or 5024.1.

Therefore, under the CEQA Guidelines, even if a resource is not included in any local, state, or federal register, or identified in a qualifying historical resources survey, a lead agency may still determine that any resource is a historical resource for the purposes of CEQA if there is substantial evidence supporting such a determination. A lead agency must consider a resource to be historically significant if it finds that the resource meets the criteria for listing on the California Register.

CEQA requires a lead agency to determine if a proposed project would have a significant effect on important historical resources or unique archeological resources. If a resource is neither a unique archeological resource nor a historical resource, the CEQA Guidelines note that the effects of the project on that resource shall not be considered a significant effect on the environment (CEQA Guidelines section 15064.5(c)(4)). As noted above, projects that comply with the Secretary's Standards benefit from a regulatory presumption under CEQA that they would have a less-than-significant impact on a historical resource. Projects that do not comply with the Secretary's Standards may or may not cause a substantial adverse change in the significance of a historical resource and must be subject to further analysis to assess whether they would result in material impairment of a historical resource's significance.

California Register of Historical Resources

The California Register, administered by the California Office of Historic Preservation, is the authoritative guide to historical and archeological resources that are significant within the context of California's history. Criteria for eligibility for inclusion on the California Register are based on and correspond to the National Register criteria. Certain resources are determined under CEQA to be automatically included on the California Register, including California properties formally eligible for or listed on the National Register. These resources are considered historical resources by the planning department for the purposes of CEQA. The evaluative criteria used for determining eligibility for listing on the California Register closely parallel those developed by the National Park Service for the National Register but include relevance to California history. To be eligible for listing on the California Register as a historical resource, a resource must meet at least one of the following criteria (Public Resources Code section 5024.1(c)):

- *Criterion 1 (Event)*: Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history or the cultural heritage of California or the United States;
- *Criterion 2 (Person)*: Resources that are associated with the lives of persons important to local, California, or national history;
- *Criterion 3 (Design/Construction)*: Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master or possesses high artistic values; or
- *Criterion 4 (Information Potential)*: Resources that have yielded, or has the potential to yield, information important to the prehistory or history of the local area, California or the nation.

A historical resource must also possess integrity in addition to meeting the significance criteria to be considered eligible for listing on the California Register. Consideration of integrity for evaluation of California Register eligibility closely follows the seven aspects of integrity that apply to the National Register (listed above).

City of Vallejo Regulatory Framework

Chapter 16.614 of the Vallejo Municipal Code, also known as the Vallejo Heritage and Historic Preservation Ordinance, establishes regulations for historic districts and landmark designations for specific properties that will conserve and enhance the city's architectural heritage and historic resources.

City of Vallejo Historic Resources Inventory

The City of Vallejo Planning Division maintains a historic resources inventory (HRI) of known and potential historic resources. The Architectural Heritage and Landmarks Commission is responsible for designating historic districts and landmarks. General criteria which the Architectural Heritage and Landmarks Commission shall use when deciding whether to designate a property as a landmark are as follows:

1. Architectural Merit:
 - a. Property that is the first, last, only, or most significant architectural property of its type in the city or region.
 - b. Property that is the prototype of, or outstanding example of, periods, styles, architectural movements, engineering or construction techniques, or an example of the more notable work, or of the best surviving work in the city or region of an architect, designer, or master builder.
 - c. Architectural examples worth preserving for the values they add when integrated into the total fabric of the city's neighborhoods;
2. Cultural Value: Structures, objects, sites and areas associated with the movement or evolution or religious, cultural, governmental, social, and economic developments of the city;
3. Educational Value: Structures worth preserving for their educational value;
4. Historical Value: Preservation and enhancement of structures, objects, sites and areas that embody and express the history of Vallejo, Solano County, California, or the United States. History may be social, cultural, economic, political, religious, or military; and
5. Any property which is listed on the National Register and is described in Section 470a of Title 16 of the United States Code and/or is a registered state landmark.

Any property which the Architectural Heritage and Landmarks Commission finds to meet the above criteria may be classified and designated as follows:

1. City Landmark: City landmarks shall include those structures found to have unique historical, architectural, or aesthetic interest or value and which are eligible for or listed on the National Register of Historic Places.
2. Historic Structure: Historic structures shall include those structures found to have outstanding historical, architectural, or aesthetic interest or value.
3. Structure of Merit: Structures of merit shall include those structures found to have significant historical, architectural, or aesthetic interest or value.
4. Contributing Structure: Contributing structures shall include those structures found to warrant special historical, architectural, or aesthetic interest or value.⁴

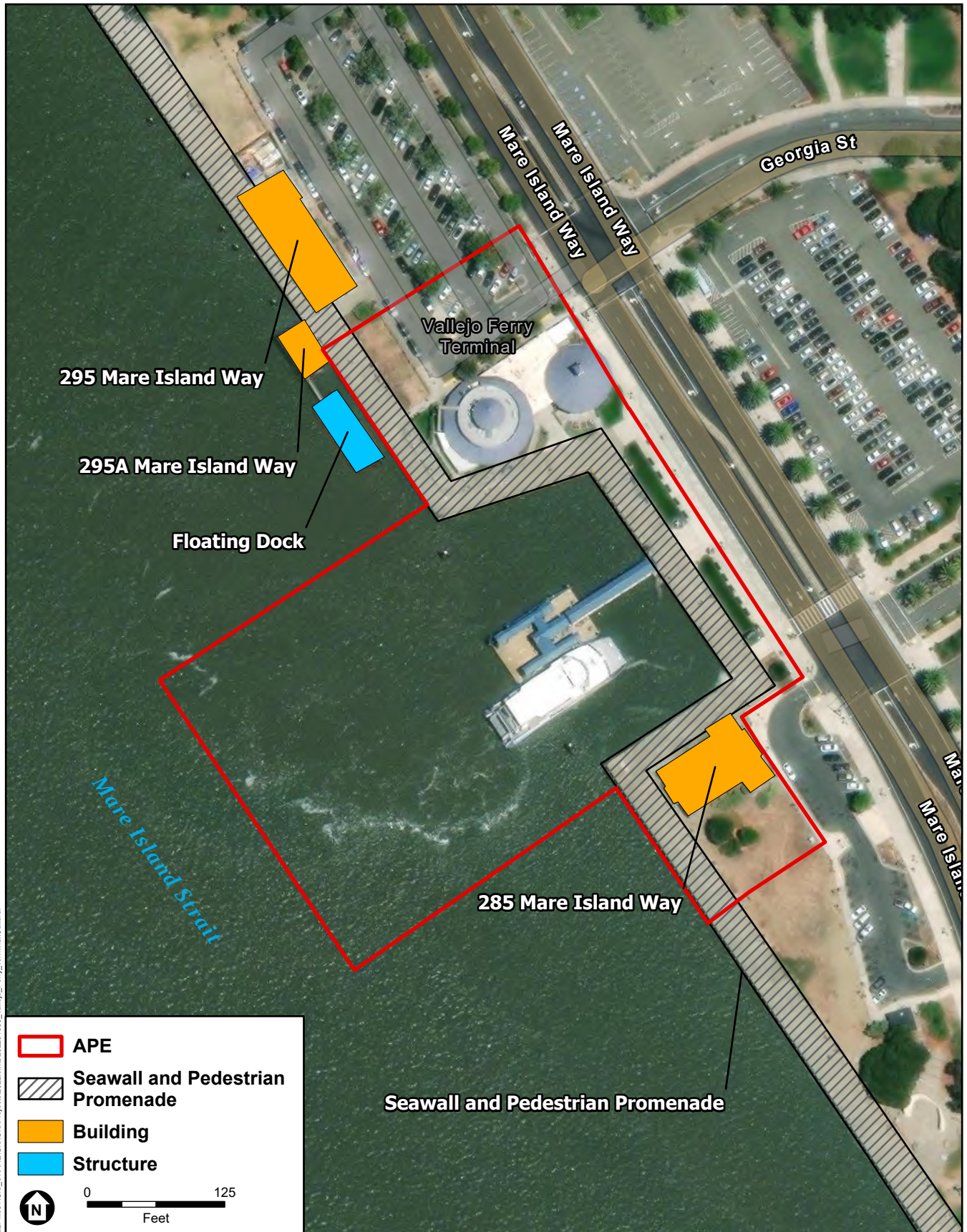
Area of Potential Effects

According to the implementing regulations of NHPA Section 106, as amended, the APE is defined as “the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist. The APE is influenced by the scale and nature of an undertaking and may be different for different

⁴ “Contributing” is commonly used in reference to a property within an identified historic district. The Vallejo Heritage and Historic Preservation Ordinance uses “contributing” to mean “contribute to and serve as visible reminders of the cultural, aesthetic and architectural heritage of Vallejo.” Vallejo Municipal Code Section 16.614.01.

kinds of effects caused by the undertaking” (36 CFR § 800.16(d)). For this analysis, the APE is also used as the study area for CEQA analysis of historical resources. In this study, the term “APE” is used to describe both the study area for NHPA and CEQA analysis.

For the purposes of this undertaking, the horizontal APE includes the Vallejo Ferry basin (Assessor Parcel Number [APN] 0055-170-050) and the three adjacent parcels (APNs 005-170-040, -060, and -400). The vertical APE includes the depth of proposed ground disturbance for any construction excavation associated with the project. The vertical APE would not exceed 10 feet below the existing ground surface. **Figure 3** shows the project APE.



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Figure 3
Area of Potential Effects

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CHAPTER 3

Historic Context

Brief History of Vallejo

Pre-Contact Era

Well before the arrival of European settlers, the area where the City of Vallejo currently stands was inhabited by the Coast Miwok and several Patwin tribes, including the Suisun and Karkin. The Patwin tribes comprised a band of Southern Wintun people who have inhabited portions of Northern California for centuries.⁵ The Coast Miwok are one of four linguistically related indigenous groups who spoke one of the Miwok languages within the Utian linguistic family. The Miwok typically subsisted through hunting and gathering and lived in relatively small, interconnected bands without centralized political authority. During the warmer months, Coast Miwok traveled to the Northern California coasts to hunt salmon and other seafood.⁶

Archaeological evidence indicates that the Wintun people arrived in the Northern California region by the year 500. Like the Coast Miwok, the southern Patwin tribes were hunting and gathering groups that inhabited territory along the northeast portion of the San Pablo Bay in what is present-day Solano County.⁷ Three confirmed Native American sites are located on Sulphur Springs Mountain, near Vallejo's Blue Rock Springs Park.⁸

Spanish and Mexican Eras

The arrival of Spanish settlers to the region irrevocably disrupted indigenous communities throughout California. In 1775, Don Jose Canizares piloted the first Spanish naval ship to arrive in the San Francisco Bay and, later that year, led one of the earliest European expeditions into present-day Solano County. In 1810, Gabriel Moraga led an expedition across the Carquinez Strait and subsequently led a punitive raid against the Suisun Tribe. Violent clashes between Spanish settlers and indigenous peoples continued in varying forms in the following decades. The introduction of new diseases such as smallpox and malaria decimated much of the indigenous

⁵ James J. Rawls and Walton Bean, *California: An Interpretive History*, 9th ed (San Francisco: McGraw Hill, 2008), 18; "Time to Learn About Vallejo," Visit Vallejo, accessed August 25, 2023, <https://www.visitvallejo.com/about-vallejo/history>.

⁶ Alfred L. Kroeber, *Handbook of the Indians of California* (Washington, DC: Bureau of Ethnology Bulletin, no 78), accessed August 25, 2023, <http://www.yosemite.ca.us/library/kroeber/miwok.html>; "Coast Miwok at Point Reyes," National Park Service, accessed August 25, 2023, Coast Miwok at Point Reyes - Point Reyes National Seashore (U.S. National Park Service) ([nps.gov](https://www.nps.gov)).

⁷ Victor Golla, *California Indian Languages* (Berkeley: University of California Press, 2011), 205; "California Indians and Their Reservations: P," San Diego State University Library and Information Access, accessed August 25, 2023, <https://web.archive.org/web/20100726212453/http://infodome.sdsu.edu/research/guides/calindians/calinddicty.shtml#w>.

⁸ "History," City of Vallejo, accessed August 25, 2023, https://www.cityofvallejo.net/our_city/about_vallejo/history.

population by the 1840s. Spaniards forcibly relocated thousands of the greatly reduced Suisun, Patwin, and Coast Miwok people to the Mission San Francisco Solano (est. 1823), further disrupting indigenous culture.⁹ The cumulative impact of Spanish colonization by the mid-1800s decimated tribal unity and destroyed many natural resources essential for indigenous people's survival.

The Spanish colony of Mexico declared war against Spain in 1810, and Mexico won its independence in 1821. By the end of April 1822, all of California had come under Mexican governance. In 1833, the Mexican Congress passed the Mexican Secularization Act which transferred ownership of the existing twenty-one missions in Alta California from the Catholic Church to the nascent Mexican Government. This act eventually redistributed associated mission land to Mexican citizens through secular land grants.¹⁰ Between 1833 and 1845, under a policy that ordered the colonization of vacant lands, much of the land associated with the missions were allocated to favored citizens as private land grants known as *ranchos*. In 1835, General Mariano Guadalupe Vallejo traveled to the east San Francisco Bay region to establish land grants on behalf of the Mexican government. One such grant, Rancho Soscol (established in 1844), encompassed the future sites of the cities of Vallejo and Benicia. Soon after his arrival, Vallejo formed a political alliance with Sem-Yeto, later known as Chief Solano, the leader of the Suisun tribe. In 1836, Solano and Vallejo secured a peace treaty between neighboring Native American and Mexican populations, which restored a certain level of stability to the region for nearly a decade. As a result of this alliance, surviving Suisunes relocated from former Missions to live and work on ranchos in present-day Sonoma and Solano County.¹¹

American Period

When Alta California became an American territory after the Treaty of Guadalupe-Hidalgo in 1848, General Vallejo lobbied to ensure that one of his land parcels become a new state capitol. When California joined the Union in 1850, Vallejo offered to donate \$370,000 and 156 acres of land for a new state capital that he suggested be named Eureka, complete with schools, hospitals, asylums, and a state penitentiary. After a state-wide referendum was held in late 1850, the California State Legislature accepted the proposal, but instead determined that the new city would be called Vallejo in honor of the Mexican general.¹² In 1852, Vallejo became the first permanent seat of California's state government. Its tenure as the state capitol, however, was brief. Vallejo's promise of a grand, picturesque city had not been realized by the time state legislators arrived in the sparsely appointed mining town. After only eleven days in town, the new state legislature

⁹ "History of Solano County, California," Solano County Historical Society, accessed August 25, 2023, https://web.archive.org/web/20061101091352/http://cagenweb.com/solano/county_history.htm; "Sonoma State Historic Park- A Short History of Historical Archaeology," SSHP: California Department of Parks and Recreation, accessed August 25, 2023, https://www.parks.ca.gov/?page_id=22760.

¹⁰ Rawls and Bean, 60-68; "Monterey County Historical Society, Local History Pages—Secularization and the Ranchos, 1826-1846," Monterey County Historical Society, accessed August 25, 2023, <http://mchsmuseum.com/secularization.html>.

¹¹ Stephen Silliman, *Lost Laborers in Colonia California: Native American and the Archaeology of Rancho Petaluma* (Tucson: University of Arizona Press, 2004); "Time to Learn About Vallejo."

¹² "Vallejo—Our History," Vallejo Naval & Historical Museum, accessed August 25, 2023, <https://vallejomuseum.net/vallejo-history/>.

decamped to Sacramento to finish out the session. In 1853, the government seat relocated temporarily to neighboring Benicia before moving permanently to Sacramento.¹³

One Vallejo resident, John B. Frisbie, was instrumental in the development of the town. Frisbie was the son-in-law of General Vallejo and had been granted power of attorney for the former land grant. Frisbie subsequently hired E.H. Rowe to design the city's layout, which included naming east-west streets after states and north-south streets after California counties. Frisbie also helped establish Vallejo's first city government and lobbied diligently in Washington, D.C., which resulted in the city's incorporation in 1867.¹⁴

Early Development of the Vallejo Waterfront

Mare Island and the Mare Island Ferry

The shoreline along the Mare Island Strait at the mouth of the Napa River has played an important role in the local history of water transportation and recreation as well as the nation's maritime history. On the west side of the strait (outside the APE) is Mare Island, and it was purchased by the United States Navy in 1853 to establish the first naval installation on the West Coast.¹⁵ A ferry service between the City of Vallejo to the east and Mare Island was established shortly thereafter.¹⁶ The shipyard constructed its first U.S. warship (USS *Saginaw*) in 1859 and first dry dock between 1872 and 1891. The installation of the shipyard attracted settlers to Vallejo and helped to establish a local workforce. By the outbreak of World War II in September 1939, Mare Island had become the largest ship construction and repair facility in the world.¹⁷ Over the course of the United States' involvement in the conflict from December 1941 to September 1945, wartime mobilization caused the city's population to grow from 26,000 to nearly 100,000. By the time Mare Island ceased shipbuilding operations in 1996, the shipyard had constructed over 500 naval vessels and overhauled thousands more.¹⁸ In 2002, Mare Island was conveyed to the City of Vallejo, which has ongoing reuse and redevelopment plans for the island.¹⁹

Water Transportation to and from Vallejo

Intercity/Intercounty Ferries

The Vallejo waterfront located on the east side of the Mare Island Strait was also an important harbor for ferry transportation and commercial shipping. Dr. Robert Semple created a ferry service from Vallejo across the Carquinez Strait to Martinez to serve the influx of settlers who arrived in the region during the Gold Rush. In 1867, the California Pacific Railroad was

¹³ Ibid.

¹⁴ "Time to Learn About Vallejo."

¹⁵ "Mare Island Naval Shipyard," Naval History and Heritage Command, accessed August 28, 2023, <https://www.history.navy.mil/browse-by-topic/organization-and-administration/historic-bases/mare-island.html>.

¹⁶ Richard Abrams, "Ferry Slips into History," *Sacramento Bee*, August 30, 1936, B1–B2.

¹⁷ "Time to Learn About Vallejo."

¹⁸ "Mare Island Naval Shipyard," NHHHC; National Park Service. U.S. Department of Interior. *Historic American Buildings Survey, Mare Island Naval Shipyard*. Vol. 1 (HABS No. CA-1543—HABS No. CA-1543-D), San Francisco, 1999.

¹⁹ "Mare Island Naval Shipyard," National Park Service, accessed August 28, 2023, <https://www.nps.gov/places/mare-island-naval-shipyard.htm>.

established to build a fast and reliable route from San Francisco to the state capitol. Subsequently, passengers could travel by steamboat from San Francisco to a ferry terminal in South Vallejo, where they would then travel by rail to Sacramento.²⁰ During the peak of ferry transportation, riders for the Pony Express also used the ferries at Vallejo to travel between Sacramento and Benicia. The Vallejo waterfront was also used to transport freight trains across San Francisco Bay. The *Solano* and *Contra Costa*—two of the world’s largest train ferries ever constructed—operated along the Vallejo waterfront from 1879 to 1930.²¹ The Southern Pacific Golden Gate Ferries bought out several existing steamship lines and oversaw the operation of most ferry services between Vallejo and San Francisco until about 1937. At that time, the Bay Bridge opened for operation and diverted many ferry passengers to highway travel.²²

Mare Island Ferry Company

As mentioned above, a passenger ferry service between the Vallejo mainland and Mare Island was first established in 1854 to transport laborers to the shipyard (**Figure 4**).²³ In 1922, Victor Raahauge purchased the ferry service and established the Mare Island Ferry Company, becoming the sole provider of ferry service across the strait.²⁴ The ferry terminal was located at the foot of Georgia Street (also known as Lower Georgia Street or the Georgia Street Wharf) in an area rife with gambling, prostitution, and crime. Ridership peaked during World War II, when more than 50,000 passengers were ferried across the strait each day on 17 boats (**Figure 5**).²⁵ The original ferry terminal is no longer extant.



SOURCE: CardCow.com

Figure 4
Undated (Pre-1960) Photo of the Ferry Between Vallejo and Mare Island

²⁰ “Vallejo—Our History.”

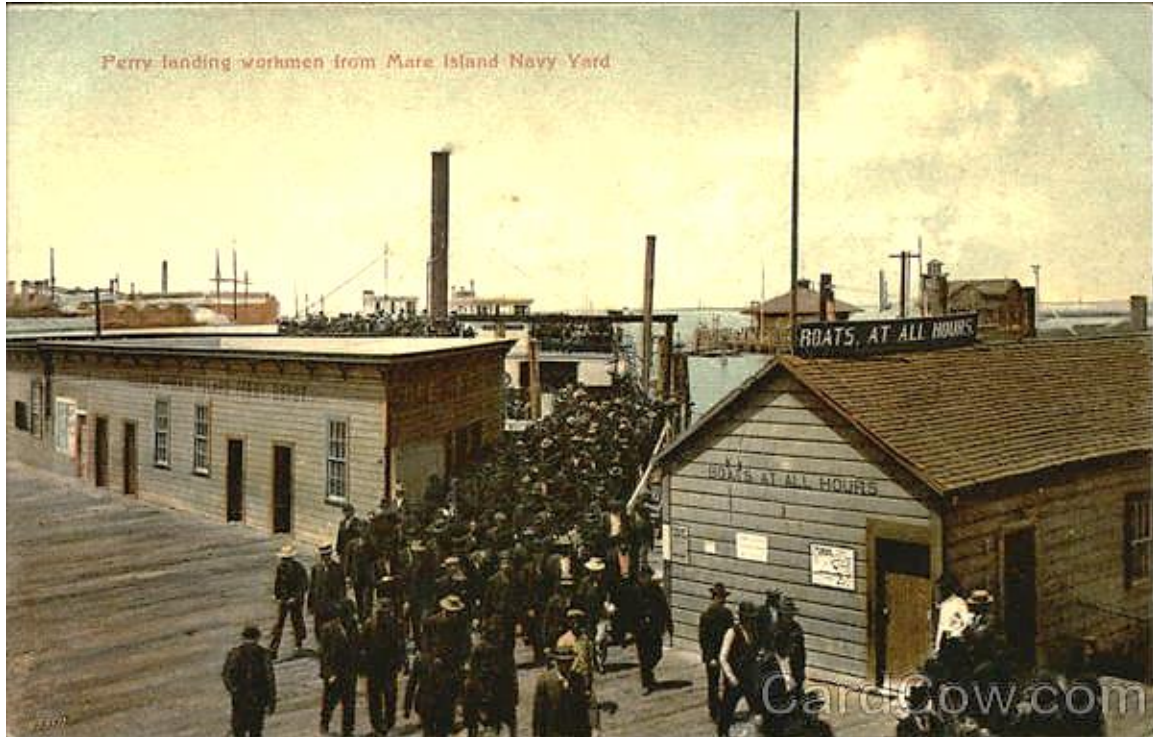
²¹ “Time to Learn About Vallejo.”

²² F. Weston Starratt, “Success of Vallejo and Its Ferries: Location, Location for the Past 150 Years,” accessed August 28, 2023, http://www.baycrossings.org/Archives/2001/06_July/vallejo_history.htm.

²³ Richard Abrams, “Ferry Slips into History,” *Sacramento Bee*, August 30, 1936, B1–B2.

²⁴ “MI Ferry Co. Looks Forward To ‘Boom’ Along Waterfront,” *Vallejo Times-Herald*, May 8, 1965.

²⁵ Mark A. Stein, “Ferry Service Making Final Docking After 131 Years,” *Los Angeles Times*, August 29, 1986.



SOURCE: CardCow.com

Figure 5
Undated (Pre-1960) Photo of the Vallejo Ferry Landing

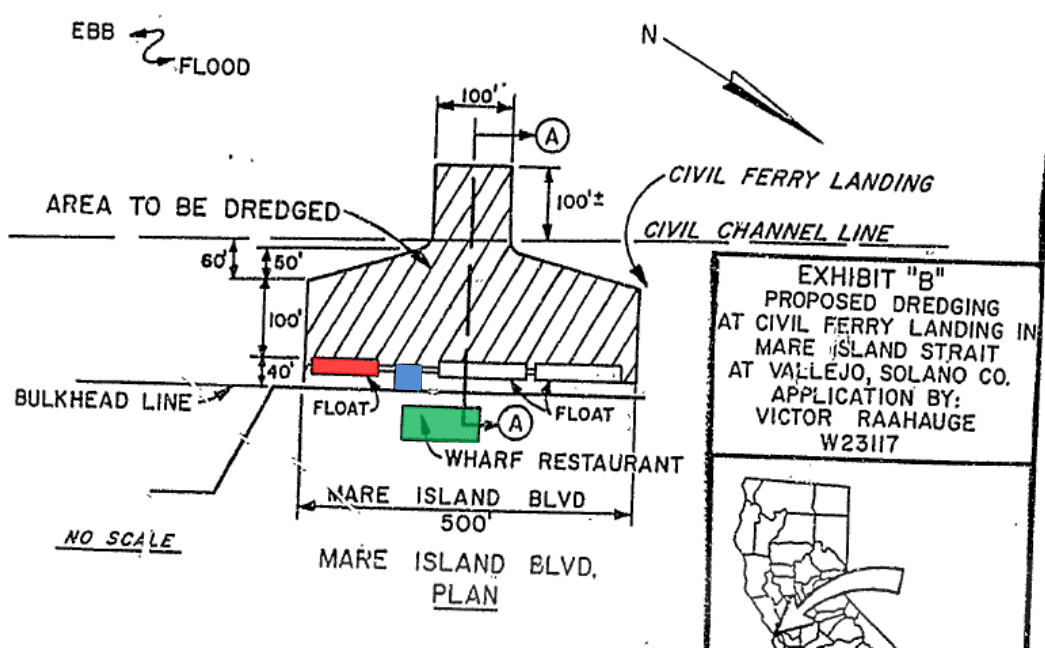
In 1973, the Mare Island Ferry Company and the U.S. Navy entered into a contract under which the Navy was “responsible for maintaining the [channel and] floating docks the ferry uses on each side of the strait [, including both] the ferry’s private docks and the docks owned by the shipyards. In exchange, the ferry provided regular service for shipyard employees as well as 24-hour-a-day availability during emergencies.”²⁶ In addition to the ferry terminal building on the Georgia Street Wharf, the ferry company’s infrastructure included three “floating docks” that were constructed ca. 1964 parallel to the seawall and immediately north of the APE.²⁷ These were concrete platforms surrounded by water on all sides and protected by steel dolphins (**Figures 6 and 7**). In 1986, the Navy terminated the contract, removed two of the floating docks, and refused to repair the third,²⁸ which, along with all of the steel dolphins, is extant and currently serves as an outdoor dining area for the Bay Hibachi Express restaurant at 295A Mare Island Way. Raahague’s descendants operated the Mare Island Ferry until it closed in 1986.²⁹

²⁶ Richard Abrams, “Ferry Slips into History.”

²⁷ “Ferry Slip Comes Out for Progress,” *Vallejo Times-Herald*, November 24, 1964.

²⁸ Harry Jupiter, “After a Million Rides, the Mare Island Ferry Leaves Anger in Wake,” *San Francisco Examiner*, August 30, 1986, 2.

²⁹ Mark A. Stein, “Ferry Service Making Final Docking After 131 Years,” *Los Angeles Times*, August 29, 1986.

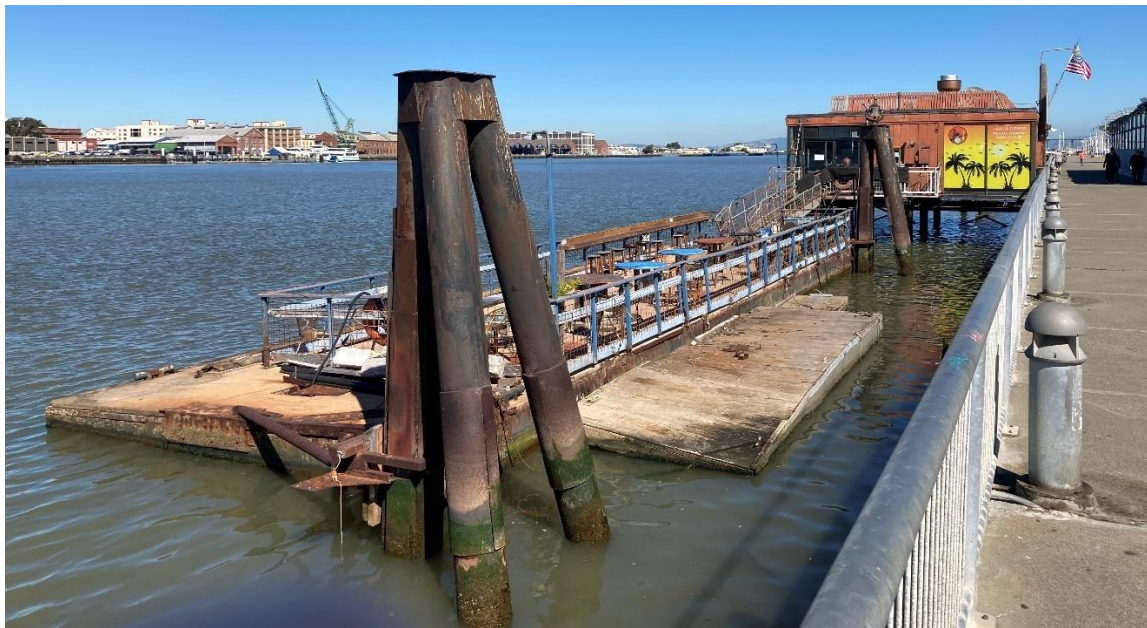


Each floating dock (i.e., concrete platform) is labeled “float.” The only extant floating dock is shown in red. The extant buildings at 295 and 295A Mare Island Way (shown in green and blue, respectively), are located outside of and adjacent to the APE.

SOURCE: California State Lands Commission, Dredging Permit, Calendar Item 14, December 16, 1982

Figure 6

Plan of the Mare Island Ferry Landing Showing Three Floating Docks, 1982



The floating dock and the building at 295A Mare Island Way (visible in the background) are located immediately north of the APE.

SOURCE: ESA, 2023

Figure 7

Remaining Mare Island Ferry Co. floating dock and steel dolphins

Marina Vista Redevelopment Project

The Vallejo waterfront transformed dramatically during the 1950s and 1960s. After World War II ended and automobiles became the predominant mode of transportation, the waterfront lost many of the travelers, workers, and tax revenue that had given the area so much vitality. The rooming houses, taverns, and dance halls built to accommodate Vallejo’s swelling wartime population gradually fell into disrepair as the result “of many forces including age, obsolescence, wartime pressures, a changing economy and human neglect.”³⁰ By the 1950s, much of the waterfront and the city’s commercial center was “dilapidated and in economic trouble” (Figure 8).³¹



Mare Island is visible in the background.

SOURCE: Vallejo Naval and Historic Museum

Figure 8
Undated (Pre-1960) View of the Vallejo Waterfront Near
the Georgia Street Wharf at Low Tide, Facing South

³⁰ Redevelopment Agency of the City of Vallejo, *Marina Vista*, 1967, 1, in “Redevelopment Agency of the City of Vallejo from January 1962 to December 1965 (scrapbook), on file at the Vallejo Naval and Historic Museum.

³¹ Brian W. H. Taylor, “Marina Vista: Vallejo’s Revitalization,” *San Francisco Examiner*, February 28, 1965.

In 1960, the Vallejo City Council adopted what would become known as the Marina Vista Redevelopment Project to revitalize the city’s commercial center and waterfront.³² The urban renewal project razed 600 existing structures and replanned approximately 125 acres of land between Vallejo’s business district and the Mare Island Strait, and this included 25 acres of reclaimed land along the shoreline (**Figure 9**).³³ In 1964, the city initiated a \$4.4 million construction phase that built a Bank of America branch (extant and currently operating as the Vallejo Housing Authority at 200 Georgia Street), a public library (extant and located at 505 Santa Clara Street), a U.S. Post Office branch (demolished and formerly located at 485 Santa Clara Street), the commercial/office Georgia Vista Building (extant and located at 243–255 Georgia Street), the professional offices Beeman Building (extant and located at 237 Georgia Street), a Safeway supermarket (extant and currently operating as a Grocery Outlet at 401 Marin Street), a senior residential center called Ascension Arms Apartments (extant and located at 301 Butte Street), restaurants, gas stations, and multiple housing projects. In 1966, the Walnut Creek, California, firm Valley Crest Landscape was awarded the contract to oversee the planned site development, and the renowned San Francisco landscape architectural firm led by Robert Royston oversaw the landscape plan for the project’s 24 city blocks.³⁴ The plan for the landscape—with an emphasis on accessible, usable space as well as abstract design—was characteristic of Royston’s approach to modern landscape architecture.³⁵ The project also added approximately 25 acres of new land over the existing tidal mudflats and a new concrete seawall along the waterfront that was completed in 1966 (**Figure 10**).³⁶ By 1970, the waterfront offered “The Wharf” restaurant (extant at 295 Mare Island Way), the Vallejo Yacht Club and Clubhouse (extant at 485 Mare Island Way), two large parks, public parking, tree-lined walking paths, and public artwork for Vallejo residents (**Figure 11**).³⁷

³² “New Marina vista Plan Adds Land, Recreation Without Increasing Cost,” *Labor Journal*, January 22, 1962.

³³ “New Building in Redevelopment Area Set,” *Vallejo Times-Herald*, February 27, 1962.

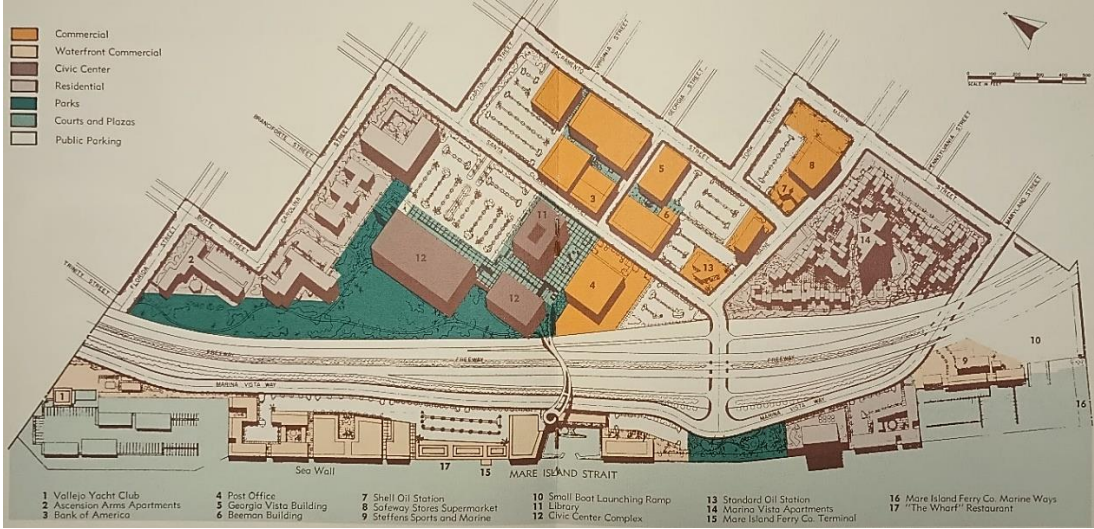
³⁴ Different newspaper accounts mention that the contract was awarded to Royston, Hanamoto, Mayes, and Beck (RHMB, in existence 1962-66) and Royston, Hanamoto, Beck, and Abey (RHBA, in existence 1967-79).

“Landscaping for Marina Vista Bared,” *Vallejo-Times Herald*, April 1, 1965; “Landscape Firm Gets Contract,” *Contra Costa Times*, August 10, 1966, 6.

³⁵ Dave Weinstein, “Painting an abstract landscape/One of the inventors of modernist outdoor design, Robert Royston was inspired by Joan Miro and other artists,” accessed August 29, 2023, <https://www.sfgate.com/homeandgarden/article/Painting-an-abstract-landscape-One-of-the-2484528.php#photo-2640928>.

³⁶ “Marina Vista,” n.d., p.2, promotional pamphlet in possession of the Vallejo Naval and Historical Museum; Roy Anderberg, “Urban Renewal Changes Vallejo,” *Contra Costa Times*, September 19, 1968, 11; “City’s Waterfront Undergoes Change; Hills Disappearing,” *Vallejo Times-Herald*, July 31, 1964; “Safety Study on Seawall,” *Vallejo News-Chronicle*, April 21, 1971.

³⁷ “Marina Vista,” n.d., p.8-11, promotional pamphlet in possession of the Vallejo Naval and Historical Museum; “Thongs View Navy River Boats,” *Vallejo Times-Herald*, July 5, 1970; “Huge Throng Watches Riverines Arrive,” *Vallejo Times-Herald*, July 5, 1971.



The extant ferry basin is shown at the bottom center of the plan.

SOURCE: Vallejo Naval and Historic Museum

Figure 9

Site Plan of the Marina Vista Redevelopment Project, 1967

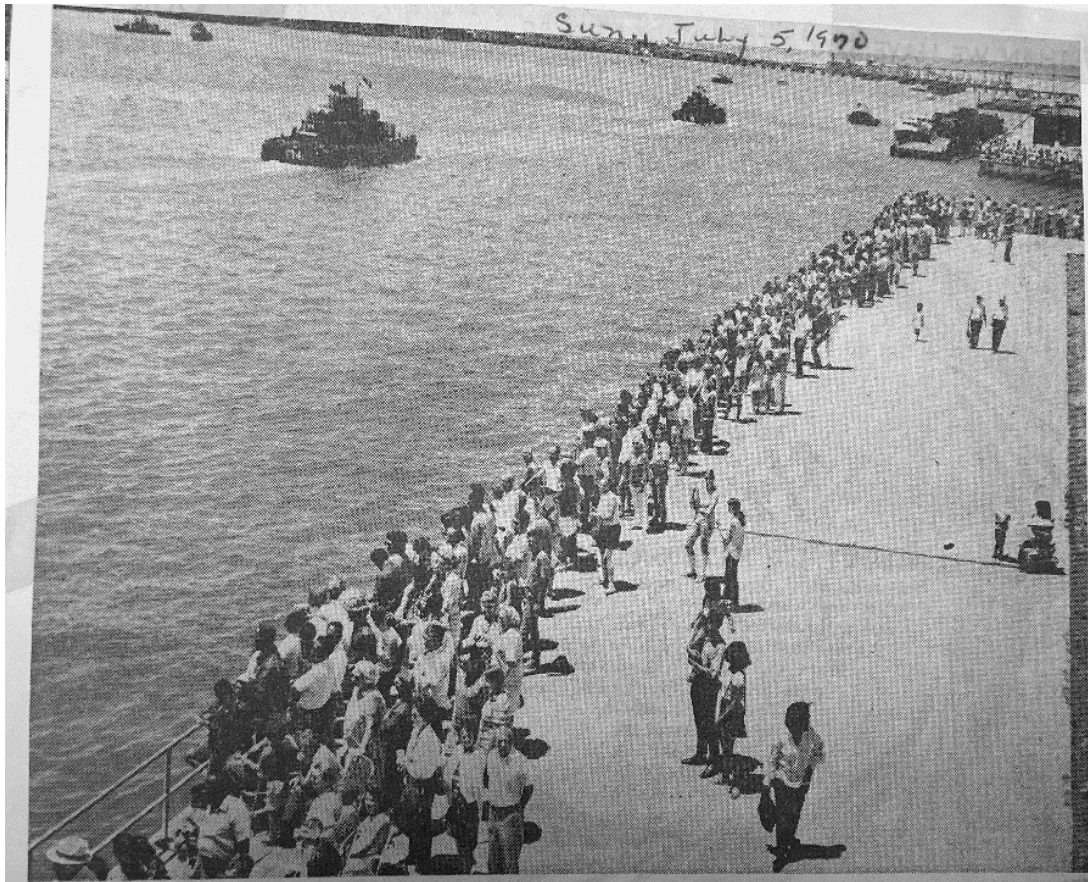


The extant ferry basin and the former Mare Island Ferry terminal are visible in the right middle ground (below the circular marker labeled "3").

SOURCE: Vallejo Naval and Historic Museum

Figure 10

Aerial View of the Marina Vista Redevelopment Project Under Construction, Facing Southeast, May 1965



The ferry basin is visible in the right background.

SOURCE: *Vallejo Times-Herald*, July 5, 1970

Figure 11

Public Event Along the Vallejo Waterfront, July 1970

The Marina Vista Redevelopment Project was not without controversy. From the outset, some Vallejo residents were concerned that in realizing its dream of a beautiful waterfront, the City of Vallejo would place a heavy financial burden on the city's next generation.³⁸ In 1969, affordable housing advocates submitted a letter to Representative Robert L. Leggett raising concerns that the Vallejo Redevelopment Agency Board's vision for the project area failed to address the most pressing needs of Vallejo's primarily black Country Club Crest and South Vallejo neighborhoods and lower-income residents and called for a federal study of the redevelopment plan.³⁹ Later that year, developer Jack Baskin completed the construction of an affordable 235-apartment complex later named Marina Vista Apartments that partially addressed the city's need for affordable housing.⁴⁰ However, the Vallejo Redevelopment Agency's 1969 construction plans for an unrealized waterfront freeway required the annexation of Roosevelt Terrace and additional areas contiguous to Vallejo, resulting in the displacement and relocation of an estimated 10,000

³⁸ "City Okehs New Renewal Project," *Vallejo Times-Herald*, February 14, 1962.

³⁹ "Marina Vista Land Use Probe Sought," *Vallejo Times-Herald*, January 25, 1969.

⁴⁰ "New Marina Vista Restaurant Starts," *Vallejo Times-Herald*, November 23, 1968; "156 Apartments on Waterfront Are Planned By Builder," *Vallejo Times-herald*, December 3, 1968; "Target Date: 1970 Completion of Marina Vista," *Vallejo Times-Herald*, January 1, 1969.

residents.⁴¹ While the redevelopment project ultimately constructed multiple similar low-cost housing options for Vallejo residents and received praise from professional architects and engineers, the City of Vallejo and housing advocates engaged in an ongoing and occasionally contentious debate about the city’s housing needs for the project’s duration.⁴²

Late 20th-Century Revival of the Vallejo Ferry

In 1986, intercity/intercounty ferry service returned to the Vallejo waterfront after a 34-year hiatus. That year, the nature and amusement park Marine World/Africa USA relocated to Vallejo from San Mateo County. In response, the privately owned tour boat operator, Red & White Fleet, launched a commute ferry service to bring visitors from San Francisco to Vallejo’s newest attraction. Additionally, the City of Vallejo began construction on a \$1.2 million ferry terminal with state and local redevelopment funds to support the growing ferry service. In 1988, Red & White Fleet suspended its service, and the City of Vallejo took over public ferry transit to San Francisco. The passage of Regional Measure 1 in 1988 provided additional funding to upgrade the ferry system and support operating costs for public transit services.⁴³ In 1989, Crowley Maritime completed construction on the 4,500-square-foot terminal and ferry dock.⁴⁴ In 1990, the City of Vallejo and the Metropolitan Transportation Commission utilized \$10 million allocated from the California Air Quality & Transportation Improvement Act (CATIA) to develop the Vallejo Ferry Plan which outlined the ferry capital program and ongoing Baylink operations. In 1991, the Vallejo ferry project received an additional \$17 million in funding from the federal Intermodal Surface Transportation Efficiency Act (ISTEA). Over the next decade, the City of Vallejo added three high-speed catamarans to its fleet as local demands for ferry service rose steadily. By the end of the 1999–2000 fiscal year, Vallejo Baylink had carried nearly 750,000 passengers across the San Francisco Bay.⁴⁵

Notable People Associated with the Vallejo Ferry Terminal

Victor Raahauge, Owner of the Mare Island Ferry Company

Victor Raahauge (1913–2002) was the president, operator, and one of the owners of the Mare Island Ferry Company from 1937 until its closure in 1986. By 1948, he was “long active in civic affairs [in Vallejo] and had been elected president of the Vallejo Senior Chamber of Commerce for 1949.”⁴⁶ As the ferry owner and also co-owner of the longstanding The Wharf restaurant (the building is extant at 295 Mare Island Way), Raahauge was known as a “prominent Vallejo

⁴¹ “Waterfront Route Gets Top Priority Of Vallejo Council,” *Vallejo Times-Herald*, February 7, 1969.

⁴² “Vallejo Sees Good Sense In Its Urban Renewal Program,” *Fresno Bee*, July 28, 1962; “Marina Vista Gets Nationwide Publicity,” *Vallejo Times-Herald*, September 5, 1963; “Low Cost Housing Plan For Vallejo Brings a Dispute,” *Vallejo Times-Herald*, November 24, 1970.

⁴³ “History of Vallejo Ferry,” Vallejo Ferry Guide, accessed August 28, 2023, <https://vallejoferry-schedule.com/history/>.

⁴⁴ Robert McCockran, “After 34-year hiatus, ferry is enjoying a renaissance,” *Vallejo Times-Herald*, February 10, 1991.

⁴⁵ Ibid.

⁴⁶ “Ferry Owner Elected Chamber President,” *Oakland Tribune*, November 25, 1948, 21.

business man.”⁴⁷ A memorial to Raahauge is located on the former site of the ferry terminal on the north side of the ferry basin. The memorial consists of a plaque and a boat anchor, presumably one that was used by the ferry company (**Figure 12**). The plaque commemorates Raahauge’s “lifelong dedication and activity on the Vallejo waterfront [that includes association with the] Mare Island Ferry, 1922–2002 [and] The Wharf restaurant, 1969–2002.”



SOURCE: ESA, 2023



Figure 12
Memorial to Victor Raahauge

When Raahauge opened The Wharf restaurant in 1969, the interior design was “done in nautical style, using actual ship’s lights, binnacles and two century-old steering wheels [...] from the old steamer *Vallejo*, built in 1871, which once plied the channel between Vallejo and Mare Island.”⁴⁸ Several years after Raahauge’s death in 2002, his widow and son relocated the business to an adjacent building and rechristened the business as Vic’s Wheelhouse, a “seafood-themed restaurant and museum in the old Mare Island Ferry building [at 295A Mare Island Way] and on a dock attached to it in the water.”⁴⁹ The restaurant was intended to be a living memorial to Victor Raahauge featuring “local maritime artifacts and memorabilia, some of which dates [to the 19th] century.”⁵⁰ Vic’s Wheelhouse operated from 2009 to ca. 2021 (with some disruptions in service due to the COVID-19 pandemic). As of December 2023, the building operates as the Bay Hibachi Express restaurant and retains the historic nautical artifacts on the interior.

Preliminary research did not identify Raahauge’s major achievements as a business owner or his legacy in Vallejo. Rather, it appears that he managed day-to-day operations of the Mare Island Ferry Company and The Wharf restaurant and served for an unknown period on the Vallejo Chamber of Commerce during the mid-20th century.

⁴⁷ “Vallejoan Offers to Run Benicia Ferry,” *Concord Transcript*, April 7, 1955, 2.

⁴⁸ “Wharf Restaurant Has Nautical Motif,” *Vallejo Times-Herald*, November 26, 1969, 10.

⁴⁹ Rachel Raskin-Zrihen, “Restaurant, Museum Slated for Waterfront,” *Vallejo Times-Herald*, August 10, 2007.

⁵⁰ *Ibid.*

Archival research did not identify other notable individuals associated with the Vallejo Ferry Terminal. Design professionals associated with the waterfront design under the Marina Vista Redevelopment Project are discussed in the following section.

Design Professionals Whose Work Is Located in the APE

Royston, Hanamoto, Beck, and Abey (Landscape Architect)

The landscape design for the Marina Vista Redevelopment Project (which includes the APE) is attributed to the prolific San Francisco landscape architecture firm Royston, Hanamoto, Beck & Abey (RHBA). The firm’s name changed periodically from the 1950s through the 1970s to reflect the current leadership. When the firm was awarded the contract for the Marina Vista Redevelopment Project in 1966, it was named Royston, Hanamoto, Mayes & Beck (RHMB);⁵¹ however, partner David Mayes left the firm later that year. RHBA was established soon after by partners Robert Royston (1918–2008), Asa Hanamoto (1923–2015), H. Eldon Beck (b. 1931), and Kazuo “Kaz” Abey (d. 2019) and practiced ca. 1967–1979.⁵² The San Francisco Planning Department considers the founder, Robert Royston (1918–2008), to be a master landscape architect who was “enormously influential in the development of Modern landscape design in San Francisco [and beyond],”⁵³ and RHBA’s legacy is on display throughout California.

Royston and his firms worked extensively in Vallejo. Some of these projects include:

- Marina Vista Redevelopment Project: including but not limited to the Standard Oil Co. service station (1967), Vallejo Public Library (1967), Vallejo Civic Center (collaboration with Marquis and Stoller Architects, 1962), several multi-family residential buildings in collaboration with developer Jack Baskin, and the James Hunter Memorial Promenade (1971);
- U.S. Navy’s Combat Data Systems School on Mare Island (collaboration with Lee and Busse Architects, 1967-73);
- Vallejo General Hospital (1968);
- Driftwood Subdivision (1973);
- Solano County Animal Shelter and Department of Weights and Measures (1963); and
- Solano County Master Plan (1966).⁵⁴

⁵¹ “Landscape Firm Gets Contract,” *Contra Costa Times*, August 10, 1966, 6.

⁵² “Inventory of the Robert N. Royston Collection, 1941 – 1990,” Environmental Design Archives, College of Environmental Design, University of California, Berkeley, <http://pdf.oac.cdlib.org/pdf/berkeley/ceda/royston.pdf>, accessed June 30, 2021.

⁵³ Mary Brown. *San Francisco Modern Architecture and Landscape Design 1935-1970 Historic Context Statement*. Prepared for the San Francisco City and County Planning Department, 2010, pp. 283–284.

⁵⁴ “Inventory of the Robert N. Royston Collection, 1941 – 1990,” Environmental Design Archives, College of Environmental Design, University of California, Berkeley, <http://pdf.oac.cdlib.org/pdf/berkeley/ceda/royston.pdf>, accessed September 28, 2023.

RHBA received a design merit award in 1970 from the American Society of Landscape Architects (ASLA) for the 125-acre Marina Vista Redevelopment Project (**Figure 13**).⁵⁵



SOURCE: UC Berkeley Environmental Design Archives

Figure 13

Promenade Along the Vallejo Waterfront (south of the APE), 1968

Bond-Dougherty, Inc. (Architect)

The building located at 285 Mare Island Way was designed in 1974 by Bond-Dougherty, Inc.⁵⁶ A review of historic newspaper articles indicates that the firm was originally known as Bond and Dougherty Architects, and it appears to have been established ca. 1961 in Vallejo.⁵⁷ The firm's early work includes:

- Portable classrooms for the Beverly Hills School District of Vallejo (1961);⁵⁸
- Storage building at Hogan Senior High School in Vallejo (1962);⁵⁹
- Petaluma Convalescent Hospital in Petaluma (1962);⁶⁰

⁵⁵ "Marinite Is Honored for Landscaping," *Independent-Journal* (Marin County), June 22, 1970, 3.

⁵⁶ "Dental Building for C.E. Pickett & W.M. Adams (D.D.S.);" (architectural drawings), 1974, on file at the City of Vallejo.

⁵⁷ Research identified one of the cofounders as Charles N. Dougherty, and no information about the identity of Bond was found.

⁵⁸ Julian W. Riehl, "C&F Co. Wins Yountville Grandstand with Low Bid," *Santa Rosa Press Democrat*, November 26, 1961, 3E.

⁵⁹ Julian W. Riehl, "Hoss Firm Low on Water System, No Award Made," *Santa Rosa Press Democrat*, July 16, 1962, 5E.

⁶⁰ "Convalescent Home to Be Built Here," *Petaluma Argus-Courier*, October 10, 1962, 1.

- Alderson Convalescent Hospital in Lodi (1965);⁶¹
- Carmichael Convalescent Hospital in Carmichael (1966);⁶²
- Vallejo General Hospital (collaboration with Welton Becket & Associates, 1967);⁶³
- American Savings and Loan Co. branch office in Vallejo (1968);⁶⁴ and
- AAA branch office in Solano County (1970).⁶⁵

By 1974, the firm was renamed Bond-Dougherty, Inc., and had expanded to offer architectural design, engineering, and planning services, as advertised in the title block for the architectural drawings for 285 Mare Island Way. Additionally, the firm appears to have offered environmental consulting services.⁶⁶ The firm's later projects included the North Vallejo Community Center Building (1975; extant at 1121 Whitney Avenue in Vallejo and remodeled in 2016)⁶⁷ and the Napa-Solano Girl Scout Council Program Center (1984; extant at 3351 Hillridge Drive in Fairfield).⁶⁸ Preliminary archival research yielded no additional information after 1984.

⁶¹ “Lodi Developer Plans Medical Center Project,” *Stockton Record*, April 1, 1965, 26.

⁶² “New Convalescent Hospital” (photograph with caption), *Sacramento Bee*, March 6, 1966, C9.

⁶³ “New General Hospital Is Being Erected in Vallejo,” *Berkeley Gazette*, February 6, 1967, 14.

⁶⁴ Paul Corbin, “Rapp Construction Low Bidder for Rancho Cotate HS Additions,” *Santa Rosa Press Democrat*, October 13, 1968, 6E.

⁶⁵ Paul Corbin, “Petaluma Maintenance Station Bids Sought,” *Santa Rosa Press Democrat*, January 4, 1970, 8S.

⁶⁶ Bond-Dougherty, Inc., is listed as the author of two environmental documents listed in the bibliography of U.S. Department of Housing and Urban Development, San Francisco Area Office, *Draft Environmental Impact Statement for Proposed Residential Development 1980-85, Central Solano County Study Area, California*, 1982, VII-17, accessed September 28, 2023, https://www.google.com/books/edition/Solano_County_Areawide_Study_1980_1985/7tc3AQAAMAAJ?hl=en&gbpv=0.

⁶⁷ Paul Corbin, “Empire Builders,” *Santa Rosa Press Democrat*, July 20, 1975, 5M.

⁶⁸ “Girl Scouts’ New Center Becoming a Reality,” *Napa Valley Register*, August 7, 1984, 12.

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CHAPTER 4

Historic Property Identification Efforts

Efforts to identify cultural resources that could qualify as Section 106 historic properties and/or CEQA historical resources included archival research, consisting of a records search at the Northwest Information Center (NWIC) at Sonoma State University in Rohnert Park, California, and a review of historic maps and aerial photography of the APE; and an architectural survey and evaluation of existing buildings, structures, and landscape features in the APE.

Archival Research

Records Search

ESA conducted a records search of the APE at the NWIC of the California Historical Resources Information System (CHRIS) at Sonoma State University in Rohnert Park, California, on June 22, 2023 (File No. 22-1988). The NWIC maintains the official CHRIS records of previous cultural resources studies and recorded cultural resources for the APE and vicinity. The records search covered the project APE and all areas within 0.5 miles of the APE. The records search included a review of previous studies, records, and maps on file at the NWIC, and included a review of the State of California Office of Historic Preservation Built Environment Resources Directory with summary information from the National Register, Registered California State Landmarks, California Historic Points of Interest, Archaeological Determinations of Eligibility, and California Inventory of Historical Resources. The purpose of the records search was to determine whether known cultural resources have been recorded in the vicinity of the APE; assess the likelihood for unrecorded cultural resources to be present based on historical references and the distribution of nearby cultural resources; and develop a context for the identification and preliminary evaluation of cultural resources.

The records search consisted of an examination of the following documents:

- **NWIC digitized base maps** U.S. Geological Survey 7.5-minute topographic maps to identify recorded cultural resources and studies, and historic-era resources of the built environment (buildings, structures, and objects).
- **Resource Inventories:** *California Inventory of Historical Resources*, *California Historical Landmarks*, *Archaeological Determinations of Eligibility for Solano County* (through May 2012), and *Built Environment Resource Directory (BERD)* (through November 2023).

Previous Cultural Resources Studies

The records search results, as well as additional background research completed by ESA, indicate that two previous cultural resources studies have been conducted within or adjacent to the APE.

Table 1 summarizes the previous cultural resources studies that have been conducted within or adjacent to the APE.

**TABLE 1
PREVIOUS CULTURAL RESOURCES STUDIES WITHIN AND ADJACENT TO THE APE**

Report No.	Title	Author	Date	Included APE
S-46990	Historical Resource Evaluation of 1-3 Curtola Parkway	LSA Associates	January 2015	Adjacent
S-49540	Cultural Resources Study for the Vallejo MGP Site,	LSA Associates	June 2016	Adjacent

Previously Recorded Resources

The results of the records search indicated that no previously recorded archaeological resources are in the immediate vicinity of the APE. Two pre-contact Native American shellmounds (CA-SOL-17 and CA-SOL-248) are within the records search radius. These resources would not be impacted by the project. In addition, several historic-era archaeological features have been identified on Mare Island, including red brick manholes (P-48-000440); a subterranean, vaulted red brick tunnel (P-49-000807); a foundation (P-48-000833); and a historic-era artifact concentration (P-48-000889). None of these resources would be impacted by the project.

There are three previously recorded architectural resources located within and in the immediate vicinity of the APE that are not on file at CHRIS. These are the vacant building at 285 Mare Island Way (in the APE) and the two restaurant buildings at 295 and 295A Mare Island Way (both of which are located immediately north of the APE). All three buildings were evaluated under California Register criteria only to support the 2005 *Vallejo Station Project and the Waterfront Project Environmental Impact Report*:⁶⁹

- 285 Mare Island Way was determined to be ineligible under any California Register criteria;
- 295 Mare Island Way was determined to be ineligible under any California Register criteria; and
- 295A Mare Island Way (the building itself) was determined to be ineligible under any California Register criteria, but “the relationship of the [b]uilding site to the nineteenth-century Mare Island Ferry Terminal site appears to be significant under the [fourth] California Register criterion: the potential to yield important archaeological remnants that remain below the structure.”⁷⁰

⁶⁹ The environmental impact report identified 285 Mare Island Way as “Building 3, Marina Vista Dental Building,” 295 Mare Island Way as “Building 1, Wharf Restaurant,” and 295A Mare Island Way as “Building 2, Accessory Building.” EIP Associates, *The Vallejo Station Project and the Waterfront Project Revised Draft Environmental Impact Report (SCH No. 2000052073)*, prepared for the City of Vallejo and Redevelopment Agency of the City of Vallejo, June 2005, on file at the City of Vallejo.

⁷⁰ *Ibid.*, 3.8-9.

Records Request to the City of Vallejo Planning and Development Services Department

On August 29, 2023, ESA architectural historians submitted a formal request to the City of Vallejo Planning and Development Services Department for documents related to the design/planning, construction, maintenance, and alterations of the buildings and structures located within the APE.⁷¹ Several records were provided on September 8 and September 21, 2023, and most dated to the 1990s or later.⁷²

ESA also obtained a copy of the 2005 *Vallejo Station Project and the Waterfront Project Environmental Impact Report*.⁷³

Freedom of Information Act Request

According to the City of Vallejo Planning and Development Services Department, the construction of the seawall was completed by U.S. Army Corps of Engineers (USACE).⁷⁴ Based on this direction, ESA staff submitted a Freedom of Information Act (FOIA) request to USACE San Francisco District on October 6, 2023, to obtain copies of pertinent planning and construction documents related to the seawall on the east side of Mare Island Strait.⁷⁵ On November 15, 2023, USACE responded, disputing that it was the agency responsible for the seawall's construction and indicating that any pertinent records would have been destroyed many years ago. Additionally, USACE stated that it is highly unlikely that any pertinent records would be found and to expect a negative official response to the FOIA request.⁷⁶ An official response to the FOIA request was received on February 2, 2024, confirming that no agency records were located.⁷⁷

Archaeological Sensitivity Assessment

The APE is located on artificial fill constructed over unconsolidated Bay Mud. This geologic formation has a low potential to contain buried archaeological resources and there is a low sensitivity for intact pre-contact and historic-era archaeological resources in the Bay Mud or artificial fill layer to be identified during project implementation.

⁷¹ Johanna Kahn (ESA), email to Christina Ratcliffe (City of Vallejo Planning and Development Services Director), August 29, 2023.

⁷² Adrianna Ortiz (City of Vallejo Planning Consultant), emails to Johanna Kahn (ESA), September 8 and September 21, 2023.

⁷³ EIP Associates, *The Vallejo Station Project and the Waterfront Project Revised Draft Environmental Impact Report (SCH No. 2000052073)*, prepared for the City of Vallejo and Redevelopment Agency of the City of Vallejo, June 2005, on file at the City of Vallejo.

⁷⁴ Adrianna Ortiz (City of Vallejo Planning Consultant), email to Johanna Kahn (ESA), September 21, 2023.

⁷⁵ Johanna Kahn (ESA), email to USACE San Francisco District, October 6, 2023.

⁷⁶ Jere Harper (Chief of Contracting, USACE San Francisco District), phone call to Johanna Kahn (ESA) re: FOIA request FA-24-0012, November 15, 2023.

⁷⁷ Merry Goodenough (District Counsel, USACE San Francisco District), letter to Johanna Kahn (ESA) re: FOIA request FA-24-0012, February 2, 2024.

Architectural Resource Analysis

The architectural resources within the APE that either currently meet (in 2024) or will meet the 45-year age criterion by the date completion of environmental review, which is assumed to be no later than 2025 (i.e., those constructed in and before 1980), are described below and recorded on California Department of Parks and Recreation Series 523 (DPR 523) form sets included in **Appendix A**.

Vallejo has a robust public art program, and several artworks on display are located within the APE. All date to the 1990s and 2000s and neither currently meet (in 2024) nor will meet the 45-year age criterion by the date of completion of environmental, which is assumed to be no later than 2025 (i.e., those constructed in and before 1980). Therefore, they were not considered as part of this analysis.

285 Mare Island Way

Architectural Description

The one-story professional office building at 285 Mare Island Way is of wood-frame construction and features a T-shaped footprint. The building is clad in T1-11 (plywood) siding and capped by a series of shed and flat roof forms. The shed roofs are covered with red roof tiles. Typical fenestration consists of fixed, wood-sash windows; a paneled, wood entry door; and flush, metal utility doors. Low shrubs are planted around the perimeter of the building.

The primary (northeast) façade faces Mare Island Way and is composed of three sections (**Figure 14**). The center section features the two primary entrances, and the eave of the shed roof creates a covered walkway accessed by a ramp. The two outer sections are cuboid masses devoid of fenestration or notable details, and the flat rooflines terminate in wood trim.



SOURCE: ESA, 2023

Figure 14
Primary (northeast) façade of 285 Mare Island Way

The secondary (northwest) façade faces the ferry basin and is composed of three sections (**Figure 15**). The east section is a cuboid mass that features a recessed, two-lite window and concrete stoop. The center section features a ribbon window with 12 lites below an eave. The south section features a two-lite window within a cuboid mass.

The southwest façade faces the Mare Island Strait and is composed of three sections (Figure 15). The north section features a two-lite window within a cuboid mass. The center section features a small, horizontal window below an eave. The south section is a cuboid mass devoid of fenestration.



SOURCE: ESA, 2023

Figure 15
Northwest and southwest façades of 285 Mare Island Way

The southeast façade faces Independence Park and is composed of three sections (**Figure 16**). The west section is a cuboid mass with two flush, metal utility doors. The center section features a ribbon window with eight lites below an eave. The east section features a three-lite window within a cuboid mass.



SOURCE: ESA, 2023

Figure 16
Southeast façade of 285 Mare Island Way

Construction Chronology

The building located at 285 Mare Island Way was designed in 1974 by Bond-Dougherty, Inc. (a Vallejo-based design services and environmental consulting firm) and constructed in 1974–75.⁷⁸ It was reroofed in 1990–91 and again in 2002.^{79,80}

Ownership and Occupancy History

The property has historically been owned by the City of Vallejo. In August 1974, the City leased the property to Dr. Charles E. Pickett, Margalee Pickett, Dr. Warren M. Adams, and Glenda D. Adams (later known as the Adams Family Trust) which developed the property that same year as a dental clinic.^{81,82} The original architectural drawings identify it as a dental clinic.⁸³ The building

⁷⁸ City of Vallejo, Building permit no. OLD-01024, issued October 29, 1974, *City of Vallejo eTrakit*.

⁷⁹ City of Vallejo, Building permit no. RO90-0355, issued November 8, 1990, *City of Vallejo eTrakit*.

⁸⁰ City of Vallejo, Building permit no. RO02-0782, issued October 2, 2002, *City of Vallejo eTrakit*.

⁸¹ “Marina Vista Lease Approved,” *Vallejo Times-Herald*, August 6, 1974, 2.

⁸² John Glidden, “Vallejo City Council Approves Waterfront Development; Split on ARPA Funding,” *Vallejo Sun*, December 16, 2022, <https://www.vallejosun.com/vallejo-city-council-approves-waterfront-development-split-on-arpa-funding/>.

⁸³ “Dental Building for C.E. Pickett & W.M. Adams (D.D.S.)” (architectural drawings), 1974, on file at the City of Vallejo.

was known as the Marina Vista Dental Building since at least 1981,⁸⁴ and it operated under the name Marina Vista Dental until ca. November 2018.⁸⁵

In August 2019, the City leased the property (including the building) to the Yocha Dehe Wintun Nation which plans to demolish the building and construct a new two-story building with restaurant, commercial, and event spaces.⁸⁶⁻⁸⁷ The building has been vacant since at least January 2021.⁸⁸

Seawall and Pedestrian Promenade

Architectural Description

The approximately 4,000-foot-long reinforced concrete seawall separates Vallejo's waterfront and the Mare Island Strait at the mouth of the Napa River. At the north end, the structure begins immediately south of the Vallejo Yacht Harbor at Mare Island Way. It continues west and south around the perimeter of the Barbara Kondylis Waterfront Green, jogs inland to form the present-day ferry basin (**Figure 17**), and borders Independence Park. At the south end, it terminates at the Vallejo Launching Facility at 139 Curtola Parkway. A pedestrian promenade with a metal guardrail continues along the full length of the seawall and is a segment of the Bay Trail (**Figure 18**). The promenade is paved in concrete and features a series of expansion joints in a grid pattern.

⁸⁴ City of Vallejo, Building permit no. OLD.A-12939, issued September 23, 1981, *City of Vallejo eTrakit*.

⁸⁵ Marina Vista Dental, Facebook post, November 23, 2018, <https://www.facebook.com/p/Marina-Vista-Dental-100069328650799/>.

⁸⁶ John Glidden, "Group Buys Waterfront Building in Vallejo, Intends to Build New Two-Story Structure," *Vallejo Times-Herald*, December 16, 2019, <https://www.timesheraldonline.com/2019/12/16/group-buys-waterfront-building-in-vallejo-intends-to-build-new-two-story-structure/>.

⁸⁷ John Glidden, "Vallejo City Council Approves Waterfront Development."

⁸⁸ Signage on the building was removed in or before January 2021, indicating that the occupant had vacated by that time. Google Maps, street view of 285 Mare Island Way, January 2021, <https://www.google.com/maps/@38.0997087,-122.2622194,3a,75y,237.78h,87.51t/data=!3m7!1e1!3m5!1stR09LQWI480qUtxD4UM-8w!2e0!5s20210101T000000!7i16384!8i8192?entry=ttu>.



SOURCE: ESA, 2023

Figure 17
Seawall and Pedestrian Promenade Around the Ferry Basin, View Facing Northeast



SOURCE: ESA, 2023

Figure 18
Seawall and Pedestrian Promenade, views north (left) and south (right) of the Ferry Basin

Other features found along the seawall and promenade include:

- Lampposts (multiple styles);
- Trash receptacles;
- Metal bike racks;
- Metal bollards;
- Metal benches;

- Concrete planters covered with mosaic artwork (**Figure 19**) – The planters are part of the original landscape design of the waterfront, and the mosaics were added in 2010;⁸⁹ and
- Stylized concrete benches that are part of the original landscape design of the waterfront (**Figure 19**).



SOURCE: Google Street View, November 2016

Figure 19
Example of Original Concrete Bench and Planter

Construction Chronology

Under the Redevelopment Agency of the City of Vallejo, reclamation of 25 acres of tidal mud flats on the east side of the Mare Island Strait began in 1964, and six dikes were completed in August of that year (**Figure 20**).⁹⁰ Dredging of the waterfront was completed in 1965, and the ferry basin was dredged last.⁹¹ Approximately 230,000 cubic yards of excavated earth from elsewhere in the redevelopment area was used to fill the reclaimed shoreline, extending it approximately 300 feet into the strait.⁹² Construction of the seawall and pedestrian promenade was completed in 1966.⁹³ Completion of the landscaping program for the entire waterfront area was celebrated with a public festival on June 3, 1967 (**Figure 21**).⁹⁴

⁸⁹ “Vallejo Waterfront Planters – Community Project,” *Rachel Rodi Mosaics*, accessed August 29, 2023, <https://www.rachelrodi.com/waterfront-planters-mosaic-vallejo>.

⁹⁰ “First Marina Dike Project Completed,” *Vallejo Times-Herald*, August 8, 1964.

⁹¹ “Vallejo Waterfront Gets New Look,” *Vallejo Times-Herald*, August 22, 1965.

⁹² “Officials Will Get Waterfront Tour,” *Vallejo Times-Herald*, September 3, 1964.

⁹³ Redevelopment Agency of the City of Vallejo, *Marina Vista*, 1967, 2, in “Redevelopment Agency of the City of Vallejo from January 1962 to December 1965 (scrapbook), on file at the Vallejo Naval and Historic Museum.

⁹⁴ *Ibid.*



SOURCE: Redevelopment Agency of the City of Vallejo, 1967

Figure 20
Undated Photo of the Seawall Under Construction



SOURCE: Redevelopment Agency of the City of Vallejo, 1967

Figure 21
Completed Seawall, Promenade, and Landscaping Along the Waterfront

Ownership and Occupancy History

The property has historically been owned by the City of Vallejo.

Architectural Resource Evaluations

The following analysis evaluates the two age-eligible architectural resources in the APE for potential significance under federal, state, and local criteria.

National Register and California Register Evaluations

Previous Evaluations

The building at 285 Mare Island Way was previously evaluated ca. 2005 for eligibility for listing in the California Register only in support of *The Vallejo Station Project and the Waterfront Project Environmental Impact Report*.⁹⁵ At that time, it was determined not eligible for listing in the California Register under any criteria.⁹⁶ Because that evaluation is more than five years old in 2024, the building is being re-evaluated pursuant to current professional standards for eligibility for listing in the California Register, per California Public Resource Code Section 5024.1(g)(4).

The seawall and pedestrian promenade has not been previously evaluated for eligibility for listing in either the National Register or the California Register.

Criterion A/1 (Event)

285 Mare Island Way

Research does not indicate that there are any significant associations between the building at 285 Mare Island Way and important events or patterns in history. It was constructed in 1974-75, approximately eight years after the completion of the seawall and redeveloped Vallejo waterfront, as the first and only building to occupy its precise location adjacent to the extant ferry basin. The building functioned as a dental clinic for approximately 43 years and has remained vacant since the closure of Marina Vista Dental presumably at the end of 2018. The building's use as a medical building is neither significant in Vallejo nor is it associated with significant trends in local or regional development. For these reasons, 285 Mare Island Way is recommended not eligible for individual listing under Criterion A/1.

Seawall and Pedestrian Promenade

The seawall and pedestrian promenade was constructed between 1964 and 1966 as one part of the Marina Vista Redevelopment Project that modernized a large portion of downtown Vallejo and the waterfront along the east shore of the Mare Island Strait. While the seawall and pedestrian promenade is a crucial structural component of the redesigned waterfront that prevents shoreline erosion and allows for public outdoor recreation, it is functionally unrelated to any of the civic, institutional, commercial, or residential buildings constructed in downtown Vallejo under the

⁹⁵ EIP Associates, *The Vallejo Station Project and the Waterfront Project Revised Draft Environmental Impact Report (SCH No. 2000052073)*, prepared for the City of Vallejo and Redevelopment Agency of the City of Vallejo, June 2005, on file at the City of Vallejo.

⁹⁶ *Ibid.*, 3.8-6, 3.8-8–3.8-9.

redevelopment project. For these reasons, the seawall and pedestrian promenade is recommended not eligible for individual listing under Criterion A/1.

Criterion B/2 (Person)

285 Mare Island Way

Research does not indicate that there are any associations between the building at 285 Mare Island Way and significant persons. (Design professionals are discussed under Criterion C/3 below.) The building is not associated with the Mare Island Ferry Company or Victor Raahauge. Rather, it was home to one or more dental practices from 1975 until ca. 2018. The founders of the first dental clinic were Charles E. Pickett, DDS (1933–2021),⁹⁷ and Warren M. Adams, DDS (1933–2019).⁹⁸ At the time the Marina Vista Dental clinic shuttered presumably at the end of 2018, the partners were David K. White, DDS,⁹⁹ and Kevin B. Duquette, DDS.¹⁰⁰ Research did not confirm the length of any of these people’s associations with the building. No scholarly judgement can be made about any of these individuals because research has not revealed specific information about their activities and impact. For these reasons, 285 Mare Island Way is recommended not eligible for individual listing under Criterion B/2.

Seawall and Pedestrian Promenade

Research does not indicate that there are any associations between the seawall and pedestrian promenade and significant persons whose specific contributions to history can be identified and documented. (Design professionals are discussed under Criterion C/3 below.) It is not associated with the Mare Island Ferry Company or Victor Raahauge. The seawall and pedestrian promenade is one component of the much larger Marina Vista Redevelopment Project, and no individuals are known to be associated with this component. Therefore, the seawall and pedestrian promenade is recommended not eligible for individual listing under Criterion B/2.

Criterion C/3 (Design/Construction)

285 Mare Island Way

The building at 285 Mare Island Way does not appear to possess architectural significance. It was designed in 1974 by Bond-Dougherty, Inc., and constructed the next year. The architecture firm designed several other medical-related buildings in northern California as well as a few community centers, as described in *Design Professionals Whose Work Is Located in the APE*, above. As a small office building designed by a local architecture firm, 285 Mare Island Way does not embody distinctive characteristics of a type, period, or method of construction; represent the work of a master; or possess high artistic values. For these reasons, 285 Mare Island Way is recommended not eligible for individual listing under Criterion C/3.

⁹⁷ “Charles Edward Pickett DDS” (obituary), Legacy.com, May 28, 2021, <https://www.legacy.com/us/obituaries/napavalleyregister/name/charles-pickett-obituary?id=10151270>.

⁹⁸ “Warren M. Adams” (obituary), Legacy.com, February 20, 2019, <https://www.legacy.com/us/obituaries/timesheraldonline/name/warren-adams-obituary?id=8878055>.

⁹⁹ “Meet David K. White, DDS,” Marina Vista Dental, November 11, 2018, <https://web.archive.org/web/20181111181203/http://www.marinavistadental.net/dr-white.html>.

¹⁰⁰ “Meet Kevin B. Duquette, DDS,” Marina Vista Dental, November 11, 2018, <https://web.archive.org/web/20190213015652/http://www.marinavistadental.net/dr-duquette.html#>.

Seawall and Pedestrian Promenade

As noted above in the research methodology, both the City of Vallejo and the USACE deny playing a leading role in the construction of the seawall and pedestrian promenade. Additional research by ESA staff did not confirm the responsible agency or the structural or civil engineer. The landscape design of the 125-acre Marina Vista Redevelopment Project, including the reclaimed land along the Vallejo waterfront, is attributed to RHBA, a leading landscape architecture firm in the San Francisco Bay Area. RHBA's design for the Marina Vista Redevelopment Project received a merit award from ASLA, adding to the firm's many achievements and recognitions. However, the seawall and pedestrian promenade is a simple structure and pathway which, as a standalone resource, does not embody distinctive characteristics of a type, period, or method of construction; express a particular phase, aspect, or theme in RHBA's body of work; or possess high artistic values. For these reasons, the seawall and pedestrian promenade is recommended not eligible for individual listing under Criterion C/3.

Criterion D/4 (Information Potential)

285 Mare Island Way

Criterion D/4 applies to properties that have the potential to inform important research questions about human history. According to National Register Bulletin 15, to qualify for listing under this criterion, the property must "have or have had information to contribute to our understanding of human history or prehistory and the information must be considered important." Criterion D/4 most commonly applies to archaeological resources. The building at 285 Mare Island Way was built on land reclaimed from Mare Island Strait in the mid-1960s and is not likely to yield information important to prehistory or history. For this reason, 285 Mare Island Way is recommended not eligible for individual listing under Criterion D/4.

Seawall and Pedestrian Promenade

For the same reasons as stated above, the seawall and pedestrian promenade is recommended not eligible for individual listing under Criterion D/4.

Historic District Considerations

The APE does not overlap with any known historic districts in the vicinity, namely the Vallejo Old City Historic District or St. Vincent's Hill Historic District, both of which are listed in the National Register. Therefore, neither 285 Mare Island Way nor the seawall and pedestrian promenade contribute to a known historic district.

Based on the architectural descriptions and individual evaluations presented above and documentation of the physical development of the Vallejo waterfront, no apparent patterns emerge to suggest that there is a potential district that includes the two age-eligible architectural resources located within the APE. They do not appear to be significantly related in terms of architectural design, function, or historical development. The seawall and pedestrian promenade is one component of the 125-acre Marina Vista Redevelopment Project that was built during the 1960s and early 1970s and included reclaimed land along the east shore of Mare Island Strait. Countless American cities were impacted by redevelopment under the guise of "urban renewal" during the mid-20th century, and Vallejo's redevelopment story does not appear to be especially unique or objectively important in this context or as an example of the work of RHBA. For these

reasons, it is unlikely that the seawall and pedestrian promenade would contribute to the significance of a potential discontinuous Marina Vista Redevelopment Project Historic District.

City of Vallejo HRI Evaluations

Architectural Merit

Neither the building at 285 Mare Island Way nor the seawall and pedestrian promenade, as a standalone resource, is the first, last, only, or most significant architectural property of its type (i.e., a former professional office building and an infrastructure/recreation element of the waterfront area, respectively) in Vallejo or the region. Based on the research and analysis presented above, neither appears to be the prototype of, or outstanding example of, a period, style, architectural movement, engineering or construction technique, or example of the more notable work, or the best surviving work in Vallejo or the region of an architect, designer, or master builder.

Cultural Value

Based on the research and analysis presented above, neither the building at 285 Mare Island Way nor the seawall and pedestrian promenade, as a standalone resource, appears to be significantly associated with the movement or evolution of religious, cultural, governmental, social, and/or economic developments of Vallejo.

Educational Value

Based on the research and analysis presented above, neither the building at 285 Mare Island Way nor the seawall and pedestrian promenade, as a standalone resource, appears to possess significant educational value beyond what is publicly available in the archival record.

Historical Value

Based on the research and analysis presented above, neither the building at 285 Mare Island Way nor the seawall and pedestrian promenade, as a standalone resource, appears to embody and express the history of Vallejo, Solano County, California, or the United States. The building is a common example of a small medical office constructed in 1974, and the seawall and pedestrian promenade is one element of a much larger redevelopment plan completed in the 1960s, which is relatively late in the existence of the city, county, state, and country.

Historic Property

Neither the building at 285 Mare Island Way nor the seawall and pedestrian promenade, as standalone resources, is a historic property listed in the National Register (either individually or as contributors to a historic district) or a registered California Historical Landmark.

Integrity Analysis

In addition to being eligible for listing under at least one of the National Register, California Register, or City of Vallejo HRI criteria, a property must also retain sufficient integrity to convey its historical significance. There are seven aspects to consider when evaluating the integrity of a property: location, design, setting, materials, workmanship, feeling, and association. As discussed

above, neither the building at 285 Mare Island Way nor the seawall and pedestrian promenade, as a standalone resource or as a contributor to a known or potential historic district, is recommended as eligible for listing under any criteria; therefore, a further assessment of integrity is not presented.

Summary of Eligibility of Architectural Resources in the APE

Based on a pedestrian survey, archival research, and analysis, neither of the two age-eligible architectural resources within the APE are recommended as eligible for individual listing in the National Register, California Register, or City of Vallejo HRI. They also do not appear to contribute to any known or potential historic districts. As such, neither the building at 285 Mare Island Way nor the seawall and pedestrian promenade would be considered historic properties under NHPA Section 106 or historical resources under CEQA.

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CHAPTER 5

Finding of Effect

This section provides a recommended finding of effect (FOE) for the project, for Section 106 purposes, based on the results of the analysis presented in this CRSR.

Application of Criteria of Adverse Effect

The implementing regulations for Section 106 (36 CFR 800) require the lead agency to apply the criteria of adverse effect (pursuant to 36 CFR 800.5[a][2]) to historic properties identified in a project's APE to determine if the undertaking would result in an adverse effect to identified historic properties.

Per 36 CFR 800.5, an undertaking is considered to have an adverse effect when it may:

alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. (36 CFR 800.5[a][1]).

Also, per 36 CFR 800.5(a)(2), adverse effects on historic properties include, but are not limited to:

- Physical destruction of or damage to all or part of the property;
- Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation and provision of handicapped access, that is not consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties (36 CFR 68) and applicable guidelines;
- Removal of the property from its historic location;
- Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance;
- Introduction of visual, atmospheric, or audible elements that diminish the integrity of the property's significant historic features;
- Neglect of a property which causes its deterioration, except where such neglect and deterioration are recognized qualities of a property of religious and cultural significance to an Indian tribe or Native Hawaiian organization; and,
- Transfer, lease, or sale of property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance.

Finding of Effect

There are no architectural resources in the APE that could be considered historic properties.

There is a low potential to encounter archaeological resources during project implementation and no archaeological resources would be adversely affected by the project.

Based on these conclusions, ESA recommends a finding of *No Historic Properties Affected* for the project.

CHAPTER 6

Conclusions

Through background research conducted, no cultural resources were identified within the APE that could be considered historic properties. For this reason, ESA anticipates that the project would not result in an adverse effect to a historic property, pursuant to 36 CFR 800.5. Therefore, ESA recommends a finding of *No Historic Properties Affected* for the project for Section 106 purposes, pursuant to 36 CFR 800.4.

Despite the low potential to encounter cultural materials during project implementation, inadvertent discovery of cultural materials cannot be entirely discounted. In the event of an inadvertent discovery the following provisions should be followed:

Inadvertent Discovery of Cultural Materials: If pre-contact or historic-era cultural materials are encountered, all construction activities within 100 feet shall halt and the lead agency should be notified. Pre-contact materials might include obsidian and chert flaked-stone tools (e.g., projectile points, knives, scrapers) or toolmaking debris; culturally darkened soil (“midden”) containing heat-affected rocks, artifacts, or shellfish remains; and stone milling equipment (e.g., mortars, pestles, handstones, or milling slabs); and battered stone tools, such as hammerstones and pitted stones. Historic-era materials might include deposits of metal, glass, and/or ceramic refuse. A Secretary of the Interior-qualified archaeologist shall inspect the findings within 24 hours of discovery. If it is determined that the project could damage a significant resource, the project applicant shall re-design the project to avoid any adverse effects. If avoidance is not feasible, a qualified archaeologist shall prepare and implement a detailed Archaeological Resources Management Plan in consultation with the State Historic Preservation Officer and, for pre-contact resources, the appropriate Native American representative(s).

Inadvertent Discovery of Human Remains: In the event of discovery of any human remains during Project activities, such activities within 100 feet of the find shall cease until the Solano County Coroner has been contacted to determine that no investigation of the cause of death is required. The Native American Heritage Commission will be contacted within 24 hours if it is determined that the remains are Native American. The Commission will then identify the person or persons it believes to be the most likely descendant from the deceased Native American, who in turn would make recommendations for the appropriate means of treating the human remains and any grave goods.

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CHAPTER 7

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CHAPTER 8

Professional Qualifications

ESA Architectural Historian Johanna Kahn, M.Ar.H., and ESA Archaeologist Heidi Koenig, M.A., RPA, were the primary authors of this report. Ms. Kahn meets the Secretary of Interior's Professional Qualification Standards (SOI PQS) for Architectural History, Architecture, and Historic Architecture. Ms. Koenig is a Registered Professional Archaeologist, meets the SOI PQS for Archeology, and meets the Society for California Archaeology standards for Principal Investigator. ESA Architectural Historian Amy Langford, Ph.D., provided documentation support. ESA Architectural Historian Becky Urbano, M.S., who meets the SOI PQS for Architectural History and History, provided quality assurance and review.

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Appendix A
New DPR 523 Form Sets

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

Primary
 HRI #
 Trinomial
NRHP Status Code

Other Listings
 Review Code Reviewer Date

Page 1 of 11 *Resource Name or #: 285 Mare Island Way

P1. Other Identifier:

*P2. Location: Not for Publication Unrestricted

- *a. County Solano
- *b. USGS 7.5' Quad Date T ; R ; ¼ of ¼ of Sec ; B.M.
- c. Address 285 Mare Island Way City Vallejo Zip 945990
- d. UTM: Zone 10 S, 564670.26 mE/ 4217127.49 mN; NAD 83
- e. Other Locational Data: APN 0055-170-400

***P3a. Description:**

The one-story professional office building at 285 Mare Island Way is of wood-frame construction and features a T-shaped footprint. The building is clad in T1-11 (plywood) siding and capped by a series of shed and flat roof forms. The shed roofs are covered with red roof tiles. Typical fenestration consists of fixed, wood-sash windows; a paneled, wood entry door; and flush, metal utility doors. Low shrubs are planted around the perimeter of the building.

The primary (northeast) façade faces Mare Island Way and is composed of three sections. The center section features the two primary entrances, and the eave of the shed roof creates a covered walkway accessed by a ramp. The two outer sections are cuboid masses devoid of fenestration or notable details, and the flat rooflines terminate in wood trim.

The secondary (northwest) façade faces the ferry basin and is composed of three sections. The east section is a cuboid mass that features a recessed, two-lite window and concrete stoop. The center section features a ribbon window with 12 lites below an eave. The south section features a two-lite window within a cuboid mass. (Continued on page 3)

*P3b. Resource Attributes: HP6. 1-3 story commercial building

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



P5b. Description of Photo: View of primary (northeast) façade, facing southwest. ESA, 2023.

***P6. Date Constructed/Age and Source:**

Historic Prehistoric Both
 1974-75. Source: City of Vallejo, Building permit no. OLD-01024.

***P7. Owner and Address:**

City of Vallejo
 555 Santa Clara Street
 Vallejo, CA 94590

P8. Recorded by:

Johanna Kahn, ESA
 2600 Capitol Avenue, Suite 200
 Sacramento, CA 95816

*P9. Date Recorded: July 25, 2023

*P10. Survey Type: Intensive

*P11. Report Citation: ESA. *Vallejo Ferry Terminal Reconfiguration Project Cultural Resources Survey Report*. Prepared for Federal Transit Authority, San Francisco Bay Area Water Emergency Transportation Authority, and Kimley-Horn and Associates, Inc., April, 2024.

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

BUILDING, STRUCTURE, AND OBJECT RECORD

*Resource Name or # 285 Mare Island Way
Page 2 of 11

*NRHP Status Code 6Z

- B1. Historic Name: 285 Mare Island Way
B2. Common Name: 285 Mare Island Way
B3. Original Use: Dental Clinic
B4. Present Use: Vacant

*B5. Architectural Style: Contemporary

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

Designed in 1974 by Bond-Dougherty, Inc. (a Vallejo-based design services and environmental consulting firm) and constructed in 1974-75 (building permit no. OLD-01024). Reroofed in 1990-91 and again in 2002 (building permit nos. RO90-0355; O02-0782).

*B7. Moved? No Yes Unknown Date: N/A Original Location: N/A

*B8. Related Features: none

B9a. Architect: Bond-Dougherty, Inc.

b. Builder: Unknown

*B10. Significance: Theme Development of the Vallejo Waterfront in the 20th Century Area Vallejo Waterfront
Period of Significance 1974-75 Property Type Commercial/Dental Clinic Applicable Criteria N/A
(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

Early Development of the Vallejo Waterfront

Mare Island and the Mare Island Ferry

The shoreline along the Mare Island Strait at the mouth of the Napa River has played an important role in the local history of water transportation and recreation as well as the nation's maritime history. On the west side of the strait (outside the APE) is Mare Island, and it was purchased by the United States Navy in 1853 to establish the first naval installation on the West Coast.¹ A ferry service between the City of Vallejo to the east and Mare Island was established shortly thereafter.² The shipyard constructed its first U.S. warship (USS *Saginaw*) in 1859 and first dry dock between 1872 and 1891. The installation of the shipyard attracted settlers to Vallejo and helped to establish a local workforce. By the outbreak of World War II in September 1939, Mare Island had become the largest ship construction and repair facility in the world.³ Over the course of the United States' involvement in the conflict from December 1941 to September 1945, wartime mobilization caused the city's population to grow from 26,000 to nearly 100,000. By the time Mare Island ceased shipbuilding operations in 1996, the shipyard had constructed over 500 naval vessels and overhauled thousands more.⁴ In 2002, Mare Island was conveyed to the City of Vallejo, which has ongoing reuse and redevelopment plans for the island.⁵ (Continued on page 4)

B11. Additional Resource Attributes: none

*B12. References/Endnotes: See page 10.

B13. Remarks: None

*B14. Evaluator: Johanna Kahn, ESA

*Date of Evaluation: April 2024



***P3a. Description:** (Continued from page 1)

The southwest façade faces the Mare Island Strait and is composed of three sections. The north section features a two-lite window within a cuboid mass. The center section features a small, horizontal window below an eave. The south section is a cuboid mass devoid of fenestration.

The southeast façade faces Independence Park and is composed of three sections. The west section is a cuboid mass with two flush, metal utility doors. The center section features a ribbon window with eight lites below an eave. The east section features a three-lite window within a cuboid mass.



Northwest and southwest façades of 285 Mare Island Way. Source: ESA 2023.



Southeast façade of 285 Mare Island Way. Source: ESA, 2023.

*Recorded by: Johanna Kahn, ESA

*Date: April 2024

Continuation

Update

*B10. **Significance:** (Continued from page 2)

Water Transportation to and from Vallejo

Intercity/Intercounty Ferries

The Vallejo waterfront located on the east side of the Mare Island Strait was also an important harbor for ferry transportation and commercial shipping. Dr. Robert Semple created a ferry service from Vallejo across the Carquinez Strait to Martinez to serve the influx of settlers who arrived in the region during the Gold Rush. In 1867, the California Pacific Railroad was established to build a fast and reliable route from San Francisco to the state capitol. Subsequently, passengers could travel by steamboat from San Francisco to a ferry terminal in South Vallejo, where they would then travel by rail to Sacramento.⁶ During the peak of ferry transportation, riders for the Pony Express also used the ferries at Vallejo to travel between Sacramento and Benicia. The Vallejo waterfront was also used to transport freight trains across San Francisco Bay. The *Solano* and *Contra Costa*—two of the world's largest train ferries ever constructed—operated along the Vallejo waterfront from 1879 to 1930.⁷ The Southern Pacific Golden Gate Ferries bought out several existing steamship lines and oversaw the operation of most ferry services between Vallejo and San Francisco until about 1937. At that time, the Bay Bridge opened for operation and diverted many ferry passengers to highway travel.⁸

Mare Island Ferry Company

A passenger ferry service between the Vallejo mainland and Mare Island was first established in 1854 to transport laborers to the shipyard.⁹ In 1922, Victor Raahauge purchased the ferry service and established the Mare Island Ferry Company, becoming the sole provider of ferry service across the strait.¹⁰ The ferry terminal was located at the foot of Georgia Street (also known as Lower Georgia Street or the Georgia Street Wharf) in an area rife with gambling, prostitution, and crime. Ridership peaked during World War II, when more than 50,000 passengers were ferried across the strait each day on 17 boats.¹¹ The original ferry terminal is no longer extant.



Undated (Pre-1960) Photo of the Ferry Between Vallejo and Mare Island. Source: CardCow.com.



Undated (Pre-1960) Photo of the Vallejo Ferry Landing. Source: CardCow.com.

In 1973, the Mare Island Ferry Company and the U.S. Navy entered into a contract under which the Navy was “responsible for maintaining the [channel and] floating docks the ferry uses on each side of the strait [, including both] the ferry’s private docks and the docks owned by the shipyards. In exchange, the ferry provided regular service for shipyard employees as well as 24-hour-a-day availability during emergencies.”¹² In addition to the ferry terminal building on the Georgia Street Wharf, the ferry company’s infrastructure included three “floating docks” that were constructed ca. 1964 parallel to the seawall.¹³ These were concrete platforms surrounded by water on all sides and protected by steel dolphins. In 1986, the Navy terminated the contract, removed two of the floating docks, and refused to repair the third,¹⁴ which, along with all of the steel dolphins, is extant and currently serves as an outdoor dining area for the nearby restaurant at 295A Mare Island Way.

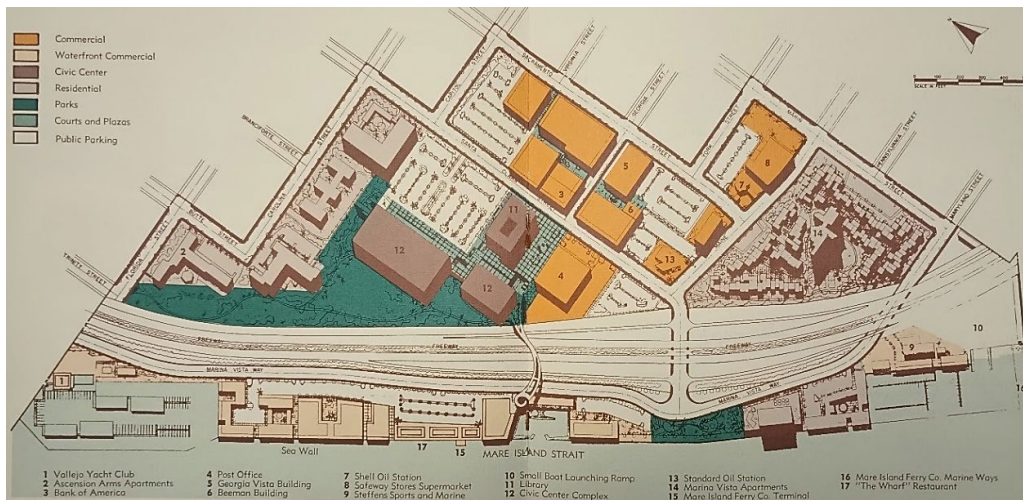
Marina Vista Redevelopment Project

The Vallejo waterfront transformed dramatically during the 1950s and 1960s. After World War II ended and automobiles became the predominant mode of transportation, the waterfront lost many of the travelers, workers, and tax revenue that had given the area so much vitality. The rooming houses, taverns, and dance halls built to accommodate Vallejo’s swelling wartime population gradually fell into disrepair as the result “of many forces including age, obsolescence, wartime pressures, a changing economy and human neglect.”¹⁵ By the 1950s, much of the waterfront and the city’s commercial center was “dilapidated and in economic trouble.”¹⁶



Undated (Pre-1960) View of the Vallejo Waterfront Near the Georgia Street Wharf at Low Tide, Facing South. Mare Island is visible in the background. Source: Vallejo Naval and Historic Museum.

In 1960, the Vallejo City Council adopted what would become known as the Marina Vista Redevelopment Project to revitalize the city's commercial center and waterfront.¹⁷ The urban renewal project razed 600 existing structures and replanned approximately 125 acres of land between Vallejo's business district and the Mare Island Strait, and this included 25 acres of reclaimed land along the shoreline.¹⁸ In 1964, the city initiated a \$4.4 million construction phase that built a Bank of America branch (extant and currently operating as the Vallejo Housing Authority at 200 Georgia Street), a public library (extant and located at 505 Santa Clara Street), a U.S. Post Office branch (demolished and formerly located at 485 Santa Clara Street), the commercial/office Georgia Vista Building (extant and located at 243–255 Georgia Street), the professional offices Beeman Building (extant and located at 237 Georgia Street), a Safeway supermarket (extant and currently operating as a Grocery Outlet at 401 Marin Street), a senior residential center called Ascension Arms Apartments (extant and located at 301 Butte Street), restaurants, gas stations, and multiple housing projects. In 1966, the Walnut Creek, California, firm Valley Crest Landscape was awarded the contract to oversee the planned site development, and the renowned San Francisco landscape architectural firm led by Robert Royston oversaw the landscape plan for the project's 24 city blocks.¹⁹ The plan for the landscape—with an emphasis on accessible, usable space as well as abstract design—was characteristic of Royston's approach to modern landscape architecture.²⁰ The project also added approximately 25 acres of new land over the existing tidal mudflats and a new concrete seawall along the waterfront that was completed in 1966.²¹ By 1970, the waterfront offered "The Wharf" restaurant (extant at 295 Mare Island Way), the Vallejo Yacht Club and Clubhouse (extant at 485 Mare Island Way), two large parks, public parking, tree-lined walking paths, and public artwork for Vallejo residents.²²



Site Plan of the Marina Vista Redevelopment Project, 1967. The extant ferry basin is shown at the bottom center of the plan. Source: Vallejo Naval and Historic Museum.



Aerial View of the Marina Vista Redevelopment Project Under Construction, Facing Southeast, May 1965. The extant ferry basin and the former Mare Island Ferry terminal are visible in the right middle ground (below the circular marker labeled "3"). Source: Vallejo Naval and Historic Museum.



**Public Event Along the Vallejo Waterfront, July 1970. The ferry basin is visible in the right background.
Source: Vallejo Times-Herald, July 5, 1970.**

The Marina Vista Redevelopment Project was not without controversy. From the outset, some Vallejo residents were concerned that in realizing its dream of a beautiful waterfront, the City of Vallejo would place a heavy financial burden on the city's next generation.²³ In 1969, affordable housing advocates submitted a letter to Representative Robert L. Leggett raising concerns that the Vallejo Redevelopment Agency Board's vision for the project area failed to address the most pressing needs of Vallejo's primarily black Country Club Crest and South Vallejo neighborhoods and lower-income residents and called for a federal study of the redevelopment plan.²⁴ Later that year, developer Jack Baskin completed the construction of an affordable 235-apartment complex later named Marina Vista Apartments that partially addressed the city's need for affordable housing.²⁵ However, the Vallejo Redevelopment Agency's 1969 construction plans for an unrealized waterfront freeway required the annexation of Roosevelt Terrace and additional areas contiguous to Vallejo, resulting in the displacement and relocation of an estimated 10,000 residents.²⁶ While the redevelopment project ultimately constructed multiple similar low-cost housing options for Vallejo residents and received praise from professional architects and engineers, the City of Vallejo and housing advocates engaged in an ongoing and occasionally contentious debate about the city's housing needs for the project's duration.²⁷

Late 20th-Century Revival of the Vallejo Ferry

In 1986, intercity/intercounty ferry service returned to the Vallejo waterfront after a 34-year hiatus. That year, the nature and amusement park Marine World/Africa USA relocated to Vallejo from San Mateo County. In response, the privately owned tour boat operator, Red & White Fleet, launched a commute ferry service to bring visitors from San Francisco to Vallejo's newest attraction. Additionally, the City of Vallejo began construction on a \$1.2 million ferry terminal with state and local redevelopment funds to support the growing ferry service. In 1988, Red & White Fleet suspended its service, and the City of Vallejo took over public ferry transit to San Francisco. The passage of Regional Measure 1 in 1988 provided additional funding to upgrade the ferry system and support operating costs for public transit services.²⁸ In 1989, Crowley Maritime completed construction on the 4,500-square-foot terminal and ferry dock.²⁹ In 1990, the City of Vallejo and the Metropolitan Transportation Commission utilized \$10 million allocated from the California Air Quality & Transportation Improvement Act (CATIA) to develop the Vallejo Ferry Plan which outlined the ferry capital program and ongoing Baylink operations. In 1991, the Vallejo ferry project received an additional \$17 million in funding from the federal Intermodal Surface Transportation Efficiency Act (ISTEA). Over the next decade, the City of Vallejo added three high-speed catamarans to its fleet as local demands for ferry service rose steadily. By the end of the 1999–2000 fiscal year, Vallejo Baylink had carried nearly 750,000 passengers across the San Francisco Bay.³⁰

Ownership and Occupancy History

The subject property has historically been owned by the City of Vallejo. In August 1974, the City leased the property to Dr. Charles E. Pickett, Margalee Pickett, Dr. Warren M. Adams, and Glenda D. Adams (later known as the Adams Family Trust) which developed the property that same year as a dental clinic.^{31,32} The original architectural drawings identify it as a dental clinic.³³ The building was known as the Marina Vista Dental Building since at least 1981,³⁴ and it operated under the name Marina Vista Dental until ca. November 2018.³⁵

In August 2019, the City leased the subject property (including the building) to the Yocha Dehe Wintun Nation which plans to demolish the building and construct a new two-story building with restaurant, commercial, and event spaces.^{36,37} The building has been vacant since at least January 2021.³⁸

Bond-Dougherty, Inc. (Architect)

The building located at 285 Mare Island Way was designed in 1974 by Bond-Dougherty, Inc.³⁹ A review of historic newspaper articles indicates that the firm was originally known as Bond and Dougherty Architects, and it appears to have been established ca. 1961 in Vallejo.⁴⁰ The firm's early work includes:

- Portable classrooms for the Beverly Hills School District of Vallejo (1961);⁴¹
- Storage building at Hogan Senior High School in Vallejo (1962);⁴²
- Petaluma Convalescent Hospital in Petaluma (1962);⁴³
- Alderson Convalescent Hospital in Lodi (1965);⁴⁴
- Carmichael Convalescent Hospital in Carmichael (1966);⁴⁵
- Vallejo General Hospital (collaboration with Welton Becket & Associates, 1967);⁴⁶
- American Savings and Loan Co. branch office in Vallejo (1968);⁴⁷ and
- AAA branch office in Solano County (1970).⁴⁸

By 1974, the firm was renamed Bond-Dougherty, Inc., and had expanded to offer architectural design, engineering, and planning services, as advertised in the title block for the architectural drawings for 285 Mare Island Way. Additionally, the firm appears to have offered environmental consulting services.⁴⁹ The firm's later projects included the North Vallejo Community Center Building (1975; extant at 1121 Whitney Avenue in Vallejo and remodeled in 2016)⁵⁰ and the Napa-Solano Girl Scout Council Program Center (1984; extant at 3351 Hillridge Drive in Fairfield).⁵¹ Preliminary archival research yielded no additional information after 1984.

Significance Evaluation

Previous Evaluation

The building at 285 Mare Island Way was previously evaluated ca. 2005 for eligibility for listing in the California Register of Historic Places (California Register) only in support of *The Vallejo Station Project and the Waterfront Project Environmental Impact Report*.⁵² At that time, it was determined not eligible for listing in the California Register under any criteria.⁵³ Because that evaluation is more than five years old in 2024, the building is being re-evaluated pursuant to current professional standards for eligibility for listing in the California Register, per California Public Resource Code Section 5024.1(g)(4).

2024 Re-Evaluation

National Register and California Register

285 Mare Island Way is evaluated below for potential historic significance according to National Register of Historic Places (National Register) Criteria A through D and California Register Criteria 1 through 4.

Criterion A/1 (Event) – Research does not indicate that there are any significant associations between the building at 285 Mare Island Way and important events or patterns in history. It was constructed in 1974-75, approximately eight years after the completion of the seawall and redeveloped Vallejo waterfront, as the first and only building to occupy its precise location adjacent to the extant ferry basin. The building functioned as a dental clinic for approximately 43 years and has remained vacant since the closure of Marina Vista Dental presumably at the end of 2018. The building's use as a medical building is neither significant in Vallejo nor is it associated with significant trends in local or regional development. For these reasons, 285 Mare Island Way is recommended not eligible for individual listing under Criterion A/1.

Criterion B/2 (Person) – Research does not indicate that there are any associations between the building at 285 Mare Island Way and significant persons. (Design professionals are discussed under Criterion C/3 below.) The building was home to one or more dental practices from 1975 until ca. 2018. The founders of the first dental clinic were Charles E. Pickett, DDS (1933–2021),⁵⁴ and Warren M. Adams, DDS (1933–2019).⁵⁵ At the time the Marina Vista Dental clinic shuttered presumably at the end of 2018, the partners were David K. White, DDS,⁵⁶ and Kevin B. Duquette, DDS.⁵⁷ Research did not confirm the length of any of these people's associations with the building. No scholarly judgement can be made about any of these individuals because research has not revealed specific information about their activities and impact. For these reasons, 285 Mare Island Way is recommended not eligible for individual listing under Criterion B/2.

Criterion C/3 (Design/Construction) – The building at 285 Mare Island Way does not appear to possess architectural significance. It was designed in 1974 by Bond-Dougherty, Inc., and constructed the next year. The architecture firm designed several other medical-related buildings in northern California as well as a few community centers, as described in *Design Professionals Whose Work Is Located in the APE*, above. As a small office building designed by a local architecture firm, 285 Mare Island Way does not embody distinctive characteristics of a type, period, or method of construction; represent the work of a master; or possess high artistic values. For these reasons, 285 Mare Island Way is recommended not eligible for individual listing under Criterion C/3.

Criterion D/4 (Information Potential) – Criterion D/4 applies to properties that have the potential to inform important research questions about human history. According to National Register Bulletin 15, to qualify for listing under this criterion, the property

must "have or have had information to contribute to our understanding of human history or prehistory and the information must be considered important." Criterion D/4 most commonly applies to archaeological resources. The building at 285 Mare Island Way was built on land reclaimed from Mare Island Strait in the mid-1960s and is not likely to yield information important to prehistory or history. For this reason, 285 Mare Island Way is recommended not eligible for individual listing under Criterion D/4.

Historic District Considerations

There are no known historic districts in the vicinity of 285 Mare Island Way. Therefore, the building at 285 Mare Island Way does not contribute to a known historic district.

Based on the architectural description and individual evaluation presented above and documentation of the physical development of the Vallejo waterfront, no apparent patterns emerge to suggest that there is a potential district that includes 285 Mare Island Way. The subject building does not appear to be significantly related in terms of architectural design, function, or historical development to other buildings and structures in the immediate vicinity, many of which predate 285 Mare Island Way and are components of the 125-acre Marina Vista Redevelopment Project that was built during the 1960s and early 1970s and included reclaimed land along the east shore of Mare Island Strait. For these reasons, the subject building would not contribute to the significance of a potential discontinuous Marina Vista Redevelopment Project Historic District.

City of Vallejo Historic Resources Inventory

The City of Vallejo Planning Division maintains a historic resources inventory (HRI) of known and potential historic resources. 285 Mare Island Way is evaluated below for eligibility for listing on the HRI as a City Landmark, Historic Structure, Structure of Merit, or Contributing Structure according to the following criteria.

Architectural Merit – The building at 285 Mare Island Way is not the first, last, only, or most significant architectural property of its type (i.e., a former professional office building) in Vallejo or the region. Based on the research and analysis presented above, it does not appear to be the prototype of, or outstanding example of, a period, style, architectural movement, engineering or construction technique, or example of the more notable work, or the best surviving work in Vallejo or the region of an architect, designer, or master builder.

Cultural Value – Based on the research and analysis presented above, the building at 285 Mare Island Way does not appear to be significantly associated with the movement or evolution of religious, cultural, governmental, social, and/or economic developments of Vallejo.

Educational Value – Based on the research and analysis presented above, the building at 285 Mare Island Way does not appear to possess significant educational value beyond what is publicly available in the archival record.

Historical Value – Based on the research and analysis presented above, the building at 285 Mare Island Way does not appear to embody and express the history of Vallejo, Solano County, California, or the United States. The building is a common example of a small medical office constructed in 1974, which is relatively late in the existence of the city, county, state, and country.

Historic Property – The building at 285 Mare Island Way is not a historic property listed in the National Register (either individually or as a contributor to a historic district) or a registered California Historical Landmark.

Integrity Analysis

In addition to being eligible for listing under at least one of the National Register, California Register, or City of Vallejo HRI criteria, a property must also retain sufficient integrity to convey its historical significance. There are seven aspects to consider when evaluating the integrity of a property: location, design, setting, materials, workmanship, feeling, and association. As discussed above, the building at 285 Mare Island Way, as a standalone resource or as a contributor to a known or potential historic district, is not recommended as eligible for listing under any criteria; therefore, a further assessment of integrity is not presented.

Summary

Based on a pedestrian survey, archival research, and analysis, the building at 285 Mare Island Way is recommended as ineligible for individual listing in the National Register, California Register, or City of Vallejo HRI. It also does not appear to contribute to any known or potential historic districts. As such, the building at 285 Mare Island Way would not be considered historic properties under NHPA Section 106 or historical resources under CEQA.

*B12. References/Endnotes (Continued from page 2)

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17. "New Marina vista Plan Adds Land, Recreation Without Increasing Cost," *Labor Journal*, January 22, 1962.
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- ⁵³ *Ibid.*, 3.8-6, 3.8-8–3.8-9.
- ⁵⁴ "Charles Edward Pickett DDS" (obituary), Legacy.com, May 28, 2021, <https://www.legacy.com/us/obituaries/napavalleyregister/name/charles-pickett-obituary?id=10151270>.
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- ⁵⁷ "Meet Kevin B. Duquette, DDS," Marina Vista Dental, November 11, 2018, <https://web.archive.org/web/20190213015652/http://www.marinavistadental.net/dr-duquette.html#>.

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

Primary
 HRI #
 Trinomial
NRHP Status Code

Other Listings
 Review Code Reviewer Date

Page 1 of 11 *Resource Name or #: Seawall and Pedestrian Promenade

P1. Other Identifier:

*P2. Location: Not for Publication Unrestricted

- *a. County Solano
- *b. USGS 7.5' Quad Date T ; R ; ¼ of ¼ of Sec ; B.M.
- c. Address 289 Mare Island Way City Vallejo Zip 945990
- d. UTM: Zone 10 S, 564647.269 mE/ 4217177.51 mN; NAD 83
- e. Other Locational Data: Spans approximately 4,000 feet along the east side of the Vallejo waterfront

***P3a. Description:**

The approximately 4,000-foot-long, reinforced concrete seawall separates Vallejo's waterfront and the Mare Island Strait at the mouth of the Napa River. At the north end, the structure begins immediately south of the Vallejo Yacht Harbor at Mare Island Way. It continues west and south around the perimeter of the Barbara Kondylis Waterfront Green, jogs inland to form the present-day ferry basin, and borders Independence Park. At the south end, it terminates at the Vallejo Launching Facility at 139 Curtola Parkway. A pedestrian promenade with a metal guardrail continues along the full length of the seawall and is a segment of the Bay Trail. The promenade is paved in concrete and features a series of expansion joints in a grid pattern. Other features found along the seawall and promenade include: lampposts (multiple styles), trash receptacles, metal bike racks, metal bollards; metal benches; concrete planters covered with mosaic artwork (the planters are part of the original landscape design of the waterfront, and the mosaics were added in 2010),¹ and stylized concrete benches that are part of the original landscape design of the waterfront. (Continued on page 3)

*P3b. Resource Attributes: HP46. Seawall; HP39. Other - Pedestrian promenade

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



P5b. Description of Photo: View of seawall and pedestrian promenade around the ferry basin, view facing north. ESA, 2023.

***P6. Date Constructed/Age and Source:**

Historic Prehistoric Both
 1966-67. Source: Redevelopment Agency of the City of Vallejo, 1967.

***P7. Owner and Address:**

City of Vallejo
 555 Santa Clara Street
 Vallejo, CA 94590

P8. Recorded by:

Johanna Kahn, ESA
 2600 Capitol Avenue, Suite 200
 Sacramento, CA 95816

*P9. Date Recorded: July 25, 2023

*P10. Survey Type: Intensive

P11. Report Citation: ESA. *Vallejo Ferry Terminal Reconfiguration Project Cultural Resources Survey Report*. Prepared for Federal Transit Authority, San Francisco Bay Area Water Emergency Transportation Authority, and Kimley-Horn and Associates, Inc. April 2024.

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

BUILDING, STRUCTURE, AND OBJECT RECORD

*Resource Name or # Seawall and Pedestrian Promenade

*NRHP Status Code 6Z

Page 2 of 11

B1. Historic Name: Seawall and Pedestrian Promenade
B2. Common Name: Seawall and Pedestrian Promenade
B3. Original Use: Seawall and pedestrian promenade

B4. Present Use: Seawall and pedestrian promenade

*B5. **Architectural Style:** Utilitarian (seawall) and Modern landscape design (pedestrian promenade)

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

The Redevelopment Agency of the City of Vallejo reclaimed 25 acres of tidal mud flats on the east side of the Mare Island Strait in 1964, and six dikes were completed in August 1964 (*Vallejo-Times Herald, 1964*). Dredging of the waterfront was completed in 1965, and the ferry basin was dredged last (*Vallejo-Times Herald, 1965*). Approximately 230,000 cubic yards of excavated earth from elsewhere in the redevelopment area was used to fill the reclaimed shoreline, extending it approximately 300 feet into the strait (*Vallejo-Times Herald, 1964*). Construction of the seawall and pedestrian promenade was completed in 1966 (Redevelopment Agency of the City of Vallejo). Completion of the landscaping program for the entire waterfront area was celebrated with a public festival on June 3, 1967.

*B7. **Moved?** No Yes Unknown **Date:** N/A **Original Location:** N/A

*B8. **Related Features:** The pedestrian promenade (which is the horizontal surface of the seawall) is related to the overall landscape design of the Vallejo Waterfront.

B9a. Architect: Unknown

b. Builder: Unknown

*B10. **Significance: Theme** Development of the Vallejo Waterfront in the 20th Century **Area** Vallejo Waterfront
Period of Significance 1966-1967 **Property Type** Commercial/Dental Clinic **Applicable Criteria** N/A
(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

Early Development of the Vallejo Waterfront

Mare Island and the Mare Island Ferry

The shoreline along the Mare Island Strait at the mouth of the Napa River has played an important role in the local history of water transportation and recreation as well as the nation's maritime history. On the west side of the strait (outside the APE) is Mare Island, and it was purchased by the United States Navy in 1853 to establish the first naval installation on the West Coast.² A ferry service between the City of Vallejo to the east and Mare Island was established shortly thereafter.³ The shipyard constructed its first U.S. warship (USS *Saginaw*) in 1859 and first dry dock between 1872 and 1891. The installation of the shipyard attracted settlers to Vallejo and helped to establish a local workforce. By the outbreak of World War II in September 1939, Mare Island had become the largest ship construction and repair facility in the world.⁴ Over the course of the United States' involvement in the conflict from December 1941 to September 1945, wartime mobilization caused the city's population to grow from 26,000 to nearly 100,000. By the time Mare Island ceased shipbuilding operations in 1996, the shipyard had constructed over 500 naval vessels and overhauled thousands more.⁵ In 2002, Mare Island was conveyed to the City of Vallejo, which has ongoing reuse and redevelopment plans for the island.⁶ (Continued on page 4)

B11. Additional Resource Attributes: none

*B12. **References/Endnotes:** See page 10.

B13. Remarks: None.

*B14. **Evaluator:** Johanna Kahn, ESA

***Date of Evaluation:** April 2024



*Recorded by: Johanna Kahn, ESA

*Date: April 2024

Continuation

Update

*P3a. Description: (Continued from page 1)



Seawall and Pedestrian Promenade, views north (left) and south (right) of the Ferry Basin. Source: ESA, 2023.



Example of Original Concrete Bench and Planter. Source: Google Street View, November 2016.

*B10. Significance: (Continued from page 2)

Water Transportation to and from Vallejo

Intercity/Intercounty Ferries

The Vallejo waterfront located on the east side of the Mare Island Strait was also an important harbor for ferry transportation and commercial shipping. Dr. Robert Semple created a ferry service from Vallejo across the Carquinez Strait to Martinez to serve the influx of settlers who arrived in the region during the Gold Rush. In 1867, the California Pacific Railroad was established to build a fast and reliable route from San Francisco to the state capitol. Subsequently, passengers could travel by steamboat from San Francisco to a ferry terminal in South Vallejo, where they would then travel by rail to Sacramento.⁷ During the peak of ferry transportation, riders for the Pony Express also used the ferries at Vallejo to travel between Sacramento and Benicia. The Vallejo waterfront was also used to transport freight trains across San Francisco Bay. The *Solano* and *Contra Costa*—two of the world's largest train ferries ever constructed—operated along the Vallejo waterfront from 1879 to 1930.⁸ The Southern Pacific Golden Gate Ferries bought out several existing steamship lines and oversaw the operation of most ferry services between Vallejo and San Francisco until about 1937. At that time, the Bay Bridge opened for operation and diverted many ferry passengers to highway travel.⁹

Mare Island Ferry Company

A passenger ferry service between the Vallejo mainland and Mare Island was first established in 1854 to transport laborers to the shipyard.¹⁰ In 1922, Victor Raahauge purchased the ferry service and established the Mare Island Ferry Company, becoming the sole provider of ferry service across the strait.¹¹ The ferry terminal was located at the foot of Georgia Street (also known as Lower Georgia Street or the Georgia Street Wharf) in an area rife with gambling, prostitution, and crime. Ridership

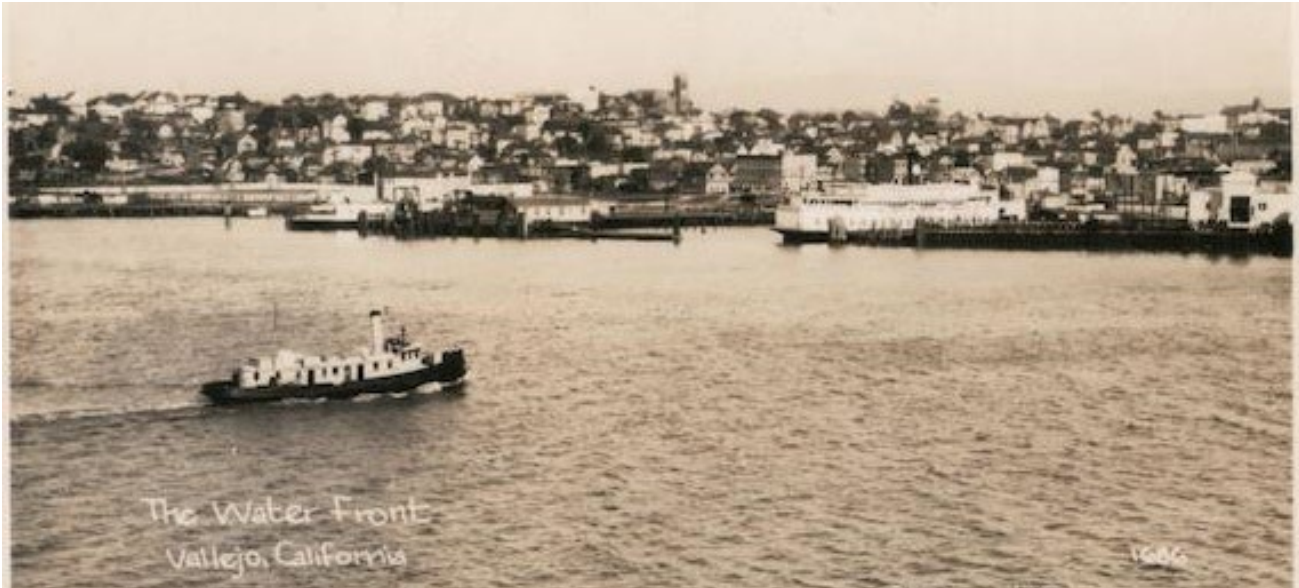
*Recorded by: Johanna Kahn, ESA

*Date: April 2024

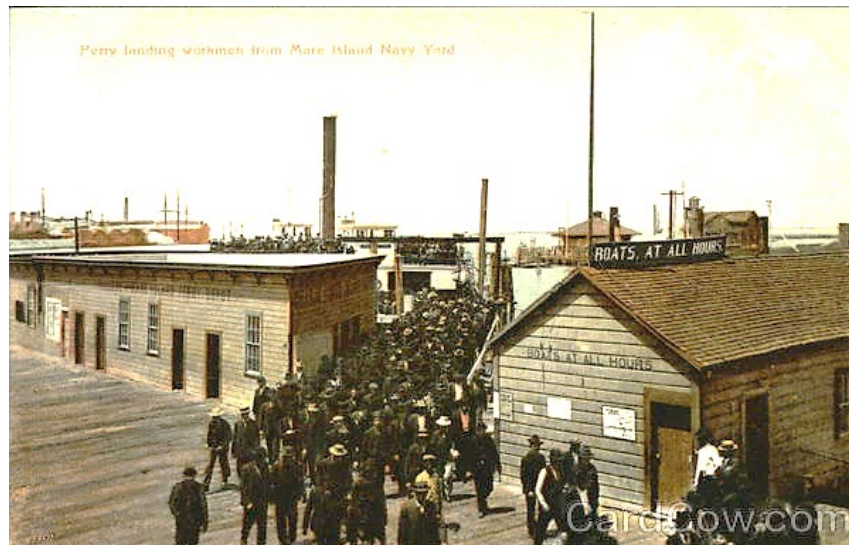
Continuation

Update

peaked during World War II, when more than 50,000 passengers were ferried across the strait each day on 17 boats.¹² The original ferry terminal is no longer extant.



Undated (Pre-1960) Photo of the Ferry Between Vallejo and Mare Island. Source: CardCow.com.



Undated (Pre-1960) Photo of the Vallejo Ferry Landing. Source: CardCow.com.

In 1973, the Mare Island Ferry Company and the U.S. Navy entered into a contract under which the Navy was “responsible for maintaining the [channel and] floating docks the ferry uses on each side of the strait [, including both] the ferry’s private docks and the docks owned by the shipyards. In exchange, the ferry provided regular service for shipyard employees as well as 24-hour-a-day availability during emergencies.”¹³ In addition to the ferry terminal building on the Georgia Street Wharf, the ferry company’s infrastructure included three “floating docks” that were constructed ca. 1964 parallel to the seawall.¹⁴ These were concrete platforms surrounded by water on all sides and protected by steel dolphins. In 1986, the Navy terminated the contract, removed two of the floating docks, and refused to repair the third,¹⁵ which, along with all of the steel dolphins, is extant and currently serves as an outdoor dining area for the nearby restaurant at 295A Mare Island Way.

Marina Vista Redevelopment Project

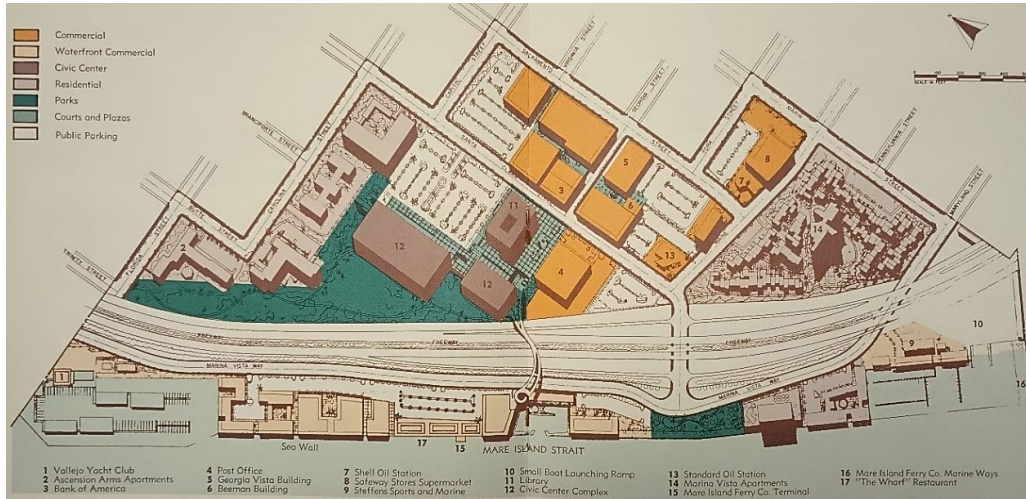
The Vallejo waterfront transformed dramatically during the 1950s and 1960s. After World War II ended and automobiles became the predominant mode of transportation, the waterfront lost many of the travelers, workers, and tax revenue that had given the area so much vitality. The rooming houses, taverns, and dance halls built to accommodate Vallejo’s swelling wartime population gradually fell into disrepair as the result “of many forces including age, obsolescence, wartime pressures, a

changing economy and human neglect.”¹⁶ By the 1950s, much of the waterfront and the city’s commercial center was “dilapidated and in economic trouble.”¹⁷



Undated (Pre-1960) View of the Vallejo Waterfront Near the Georgia Street Wharf at Low Tide, Facing South. Mare Island is visible in the background. Source: Vallejo Naval and Historic Museum.

In 1960, the Vallejo City Council adopted what would become known as the Marina Vista Redevelopment Project to revitalize the city’s commercial center and waterfront.¹⁸ The urban renewal project razed 600 existing structures and replanned approximately 125 acres of land between Vallejo’s business district and the Mare Island Strait, and this included 25 acres of reclaimed land along the shoreline.¹⁹ In 1964, the city initiated a \$4.4 million construction phase that built a Bank of America branch (extant and currently operating as the Vallejo Housing Authority at 200 Georgia Street), a public library (extant and located at 505 Santa Clara Street), a U.S. Post Office branch (demolished and formerly located at 485 Santa Clara Street), the commercial/office Georgia Vista Building (extant and located at 243–255 Georgia Street), the professional offices Beeman Building (extant and located at 237 Georgia Street), a Safeway supermarket (extant and currently operating as a Grocery Outlet at 401 Marin Street), a senior residential center called Ascension Arms Apartments (extant and located at 301 Butte Street), restaurants, gas stations, and multiple housing projects. In 1966, the Walnut Creek, California, firm Valley Crest Landscape was awarded the contract to oversee the planned site development, and the renowned San Francisco landscape architectural firm led by Robert Royston oversaw the landscape plan for the project’s 24 city blocks.²⁰ The plan for the landscape—with an emphasis on accessible, usable space as well as abstract design—was characteristic of Royston’s approach to modern landscape architecture.²¹ The project also added approximately 25 acres of new land over the existing tidal mudflats and a new concrete seawall along the waterfront that was completed in 1966.²² By 1970, the waterfront offered “The Wharf” restaurant (extant at 295 Mare Island Way), the Vallejo Yacht Club and Clubhouse (extant at 485 Mare Island Way), two large parks, public parking, tree-lined walking paths, and public artwork for Vallejo residents.²³



**Site Plan of the Marina Vista Redevelopment Project, 1967. The extant ferry basin is shown at the bottom center of the plan.
 Source: Vallejo Naval and Historic Museum.**



**Aerial View of the Marina Vista Redevelopment Project Under Construction, Facing Southeast, May 1965. The extant ferry basin and the former Mare Island Ferry terminal are visible in the right middle ground (below the circular marker labeled "3").
 Source: Vallejo Naval and Historic Museum.**



**Public Event Along the Vallejo Waterfront, July 1970. The ferry basin is visible in the right background.
Source: Vallejo Times-Herald, July 5, 1970.**

The Marina Vista Redevelopment Project was not without controversy. From the outset, some Vallejo residents were concerned that in realizing its dream of a beautiful waterfront, the City of Vallejo would place a heavy financial burden on the city's next generation.²⁴ In 1969, affordable housing advocates submitted a letter to Representative Robert L. Leggett raising concerns that the Vallejo Redevelopment Agency Board's vision for the project area failed to address the most pressing needs of Vallejo's primarily black Country Club Crest and South Vallejo neighborhoods and lower-income residents and called for a federal study of the redevelopment plan.²⁵ Later that year, developer Jack Baskin completed the construction of an affordable 235-apartment complex later named Marina Vista Apartments that partially addressed the city's need for affordable housing.²⁶ However, the Vallejo Redevelopment Agency's 1969 construction plans for an unrealized waterfront freeway required the annexation of Roosevelt Terrace and additional areas contiguous to Vallejo, resulting in the displacement and relocation of an estimated 10,000 residents.²⁷ While the redevelopment project ultimately constructed multiple similar low-cost housing options for Vallejo residents and received praise from professional architects and engineers, the City of Vallejo and housing advocates engaged in an ongoing and occasionally contentious debate about the city's housing needs for the project's duration.²⁸

Late 20th-Century Revival of the Vallejo Ferry

In 1986, intercity/intercounty ferry service returned to the Vallejo waterfront after a 34-year hiatus. That year, the nature and amusement park Marine World/Africa USA relocated to Vallejo from San Mateo County. In response, the privately owned tour boat operator, Red & White Fleet, launched a commute ferry service to bring visitors from San Francisco to Vallejo's newest attraction. Additionally, the City of Vallejo began construction on a \$1.2 million ferry terminal with state and local redevelopment funds to support the growing ferry service. In 1988, Red & White Fleet suspended its service, and the City of Vallejo took over public ferry transit to San Francisco. The passage of Regional Measure 1 in 1988 provided additional funding to upgrade the ferry system and support operating costs for public transit services.²⁹ In 1989, Crowley Maritime completed construction on the 4,500-square-foot terminal and ferry dock.³⁰ In 1990, the City of Vallejo and the Metropolitan Transportation Commission utilized \$10 million allocated from the California Air Quality & Transportation Improvement Act (CATIA) to develop the Vallejo Ferry Plan which outlined the ferry capital program and ongoing Baylink operations. In 1991, the Vallejo ferry project received an additional \$17 million in funding from the federal Intermodal Surface Transportation Efficiency Act (ISTEA). Over the next decade, the City of Vallejo added three high-speed catamarans to its fleet as local demands for ferry service rose steadily. By the end of the 1999–2000 fiscal year, Vallejo Baylink had carried nearly 750,000 passengers across the San Francisco Bay.³¹

Ownership History

The Vallejo waterfront, including the seawall and pedestrian promenade, has historically been owned by the City of Vallejo.

Royston, Hanamoto, Beck, and Abey (Landscape Architect)

The landscape design for the Marina Vista Redevelopment Project (which includes the pedestrian promenade) is attributed to the prolific San Francisco landscape architecture firm Royston, Hanamoto, Beck & Abey (RHBA). The firm's name changed periodically from the 1950s through the 1970s to reflect the current leadership. When the firm was awarded the contract for the Marina Vista Redevelopment Project in 1966, it was named Royston, Hanamoto, Mayes & Beck (RHMB);³² however, partner David Mayes left the firm later that year. RHBA was established soon after by partners Robert Royston (1918–2008), Asa Hanamoto (1923–2015), H. Eldon Beck (b. 1931), and Kazuo "Kaz" Abey (d. 2019) and practiced ca. 1967–1979.³³ The San Francisco Planning Department considers the founder, Robert Royston (1918–2008), to be a master landscape architect who

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was "enormously influential in the development of Modern landscape design in San Francisco [and beyond],"³⁴ and RHBA's legacy is on display throughout California.

Royston and his firms worked extensively in Vallejo. Some of these projects include:

- Marina Vista Redevelopment Project: including but not limited to the Standard Oil Co. service station (1967), Vallejo Public Library (1967), Vallejo Civic Center (collaboration with Marquis and Stoller Architects, 1962), several multi-family residential buildings in collaboration with developer Jack Baskin, and the James Hunter Memorial Promenade (1971);
- U.S. Navy's Combat Data Systems School on Mare Island (collaboration with Lee and Busse Architects, 1967-73);
- Vallejo General Hospital (1968);
- Driftwood Subdivision (1973);
- Solano County Animal Shelter and Department of Weights and Measures (1963); and
- Solano County Master Plan (1966).³⁵

RHBA received a design merit award in 1970 from the American Society of Landscape Architects (ASLA) for the 125-acre Marina Vista Redevelopment Project.³⁶



Promenade Along the Vallejo Waterfront (south of the ferry basin), 1968.
Source: UC Berkeley Environmental Design Archives.



Completed Seawall, Promenade, and Landscaping Along the Waterfront, 1967.
Source: Redevelopment Agency of the City of Vallejo, 1967.

Significance Evaluation

The following analysis evaluates the Seawall and Pedestrian Promenade for potential significance under federal, state, and local criteria. The seawall and pedestrian promenade has not been previously evaluated for eligibility for listing in either the National Register of Historic Places (National Register) or the California Register of Historical Resources (California Register).

National Register and California Register

Criterion A/1 (Event) – The seawall and pedestrian promenade was constructed between 1964 and 1966 as one part of the Marina Vista Redevelopment Project that modernized a large portion of downtown Vallejo and the waterfront along the east shore of the Mare Island Strait. While the seawall and pedestrian promenade is a crucial structural component of the redesigned waterfront that prevents shoreline erosion and allows for public outdoor recreation, it is functionally unrelated to any of the civic, institutional, commercial, or residential buildings constructed in downtown Vallejo under the redevelopment project. For these reasons, the seawall and pedestrian promenade is recommended not eligible for individual listing under Criterion A/1.

Criterion B/2 (Person) – Research does not indicate that there are any associations between the seawall and pedestrian promenade and significant persons whose specific contributions to history can be identified and documented. (Design professionals are discussed under Criterion C/3 below.) The seawall and pedestrian promenade is one component of the much larger Marina Vista Redevelopment Project, and no individuals are known to be associated with this component. Therefore, the seawall and pedestrian promenade is recommended not eligible for individual listing under Criterion B/2.

Criterion C/3 (Design/Construction) – As noted above in the research methodology, both the City of Vallejo and the USACE deny playing a leading role in the construction of the seawall and pedestrian promenade. Additional research by ESA staff did not confirm the responsible agency or the structural or civil engineer. The landscape design of the 125-acre Marina Vista Redevelopment Project, including the reclaimed land along the Vallejo waterfront, is attributed to RHBA, a leading landscape architecture firm in the San Francisco Bay Area. RHBA's design for the Marina Vista Redevelopment Project received a merit award from ASLA, adding to the firm's many achievements and recognitions. However, the seawall and pedestrian promenade is a simple structure and pathway which, as a standalone resource, does not embody distinctive characteristics of a type, period, or method of construction; express a particular phase, aspect, or theme in RHBA's body of work; or possess high artistic values. For these reasons, the seawall and pedestrian promenade is recommended not eligible for individual listing under Criterion C/3.

Criterion D/4 (Information Potential) – Criterion D/4 applies to properties that have the potential to inform important research questions about human history. According to National Register Bulletin 15, to qualify for listing under this criterion, the property must "have or have had information to contribute to our understanding of human history or prehistory and the information must be considered important." Criterion D/4 most commonly applies to archaeological resources. The seawall and pedestrian promenade was built on land reclaimed from Mare Island Strait in the mid-1960s and is not likely to yield information important to prehistory or history. For this reason, the seawall and pedestrian promenade is recommended not eligible for individual listing under Criterion D/4.

Historic District Considerations

There are no known historic districts in the vicinity of the seawall and pedestrian promenade. Therefore, the structure does not contribute to a known historic district.

Based on the architectural description and individual evaluation presented above and documentation of the physical development of the Vallejo waterfront, no apparent patterns emerge to suggest that there is a potential district that includes the seawall and pedestrian promenade. The seawall and pedestrian promenade is one component of the 125-acre Marina Vista Redevelopment Project that was built during the 1960s and early 1970s and included reclaimed land along the east shore of Mare Island Strait. Countless American cities were impacted by redevelopment under the guise of "urban renewal" during the mid-20th century, and Vallejo's redevelopment story does not appear to be especially unique or objectively important in this context or as an example of the work of RHBA. For these reasons, it is unlikely that the seawall and pedestrian promenade would contribute to the significance of a potential discontinuous Marina Vista Redevelopment Project Historic District.

City of Vallejo Historic Resources Inventory

The City of Vallejo Planning Division maintains a historic resources inventory (HRI) of known and potential historic resources. The seawall and pedestrian promenade is evaluated below for eligibility for listing on the HRI as a City Landmark, Historic Structure, Structure of Merit, or Contributing Structure according to the following criteria.

Architectural Merit – The seawall and pedestrian promenade is not the first, last, only, or most significant architectural property of its type (i.e., an infrastructure/recreation element of the waterfront area) in Vallejo or the region. Based on the research and analysis presented above, it does not appear to be the prototype of, or outstanding example of, a period, style, architectural movement, engineering or construction technique, or example of the more notable work, or the best surviving work in Vallejo or the region of an architect, designer, or master builder.

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Cultural Value – Based on the research and analysis presented above, the seawall and pedestrian promenade does not appear to be significantly associated with the movement or evolution of religious, cultural, governmental, social, and/or economic developments of Vallejo.

Educational Value – Based on the research and analysis presented above, the seawall and pedestrian promenade does not appear to possess significant educational value beyond what is publicly available in the archival record.

Historical Value – Based on the research and analysis presented above, the seawall and pedestrian promenade, as a standalone resource, does not appear to embody and express the history of Vallejo, Solano County, California, or the United States. The seawall and pedestrian promenade is one element of a much larger redevelopment plan completed in the 1960s, which is relatively late in the existence of the city, county, state, and country.

Historic Property – The seawall and pedestrian promenade is not a historic property listed in the National Register (either individually or as contributors to a historic district) or a registered California Historical Landmark.

Integrity Analysis

In addition to being eligible for listing under at least one of the National Register, California Register, or City of Vallejo HRI criteria, a property must also retain sufficient integrity to convey its historical significance. There are seven aspects to consider when evaluating the integrity of a property: location, design, setting, materials, workmanship, feeling, and association. As discussed above, the seawall and pedestrian promenade, as a standalone resource or as a contributor to a known or potential historic district, is not recommended as eligible for listing under any criteria; therefore, a further assessment of integrity is not presented.

Summary

Based on a pedestrian survey, archival research, and analysis, the seawall and pedestrian promenade is recommended as ineligible for individual listing in the National Register, California Register, or City of Vallejo HRI. It also does not appear to contribute to any known or potential historic districts. As such, the seawall and pedestrian promenade would not be considered historic properties under NHPA Section 106 or historical resources under CEQA.

*B12. References/Endnotes (Continued from page 2)

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