

January 13, 2023



4020 Civic Center Drive  
San Rafael, CA 94903-4173

**Subject: Section 106 review for Emergency Sidewalk Maintenance**

Dear Consulting Parties:

You have previously expressed an interest in consulting on proposed undertakings related to Golden Gate Village (GGV). As you know, GGV is listed in the National Register of Historic Places. It is, therefore, a historic property for the purpose of Section 106 of the National Historic Preservation Act (Section 106).

For the undertaking, Marin Housing Authority (MHA) proposes to identify and spot-fix areas of concrete sidewalks across the property that constitute an imminent threat to human safety, defined as areas where concrete sidewalk pads exceed 0.50 inches in variable elevation from adjacent concrete pads. To date, MHA and its contractors have identified approximately 100 areas around GGV that meet or exceed this threshold and represent a current trip hazard. MHA has concluded that the proposed undertaking would not cause an adverse effect on the historic property. Detailed analysis supporting this conclusion is provided in the attached Finding of Effect Memorandum (FOE).

With the assistance of its Secretary of the Interior Standards (SOIS)-qualified consultant, MHA has assessed the proposed undertaking at GGV to determine its potential for adverse effect through the application of the Criteria of Adverse Effect (36 CFR 800.5(1)).

This finding is being issued for consulting party comment at this time. We request your written comment within 30 days of posting via email to the following address: [ggvpubliccomment@marincounty.org](mailto:ggvpubliccomment@marincounty.org).

Sincerely,



Michael Cutchin  
MHA

**Enclosures**

Finding of Effect Memorandum

Housing Authority of  
The County of Marin


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## Finding of Effect Memorandum

<b>To:</b>	Molly Kron CDA	
<b>From:</b>	<u>Adrian Chorley</u> <small>Adrian Chorley (Jan 3, 2023 17:15 PST)</small>	
	Adrian Chorley, MHA	Mike Cutchin, MHA
<b>Date:</b>	December 23, 2022	
<b>Re:</b>	<b>Emergency Sidewalk Maintenance</b>	

*Prepared by ICF at the request of Marin Housing Authority in partial fulfillment of Section 106 Review requirements*

## PROJECT OVERVIEW

**Historic Property:** Golden Gate Village  
**Project Name:** Emergency Sidewalk Maintenance  
**Street Address:** 101-429 Drake Avenue & 1-99 Cole Drive  
**Project Applicant:** Marin Housing Authority; County of Marin  
**Lead Agency:** County of Marin, on behalf of the Department of Housing and Urban Development  
**Contact:** Michael Cutchin, Marin Housing Authority

## Project Documents Reviewed:

- 1958 Landscape Planting Plans for the Housing Authority of the County of Marin, Marin City, prepared by Lawrence Halprin, John Carl Warnecke, and Aaron G. Green.
- 2019 Character-Defining Feature Study, prepared by ICF.
- 2017 National Register of Historic Places Registration Form, prepared by Daniel Ruark.

ICF is conducting a review of the undertaking at the above-referenced address under Section 106 of the National Historic Preservation Act (NHPA). In a phased work plan, MHA proposes conducting focused

emergency sidewalk maintenance at specific points of the district's sidewalk network that pose an imminent threat to the residents' health and safety (Attachment A). In a future phase of work, MHA will develop a maintenance plan that will cover concrete sidewalks throughout Golden Gate Village that adheres to the Secretary of the Interior Standards (SOIS) for the Treatment of Historic Properties and streamlines future maintenance of concrete sidewalks to best ensure the health and safety of residents. Currently, as an interim measure to address immediate trip hazards, MHA proposes conducting focused emergency maintenance to GGV's concrete sidewalks that pose an imminent threat to the residents' health and safety. For the purposes of this emergency undertaking, MHA has defined "imminent threat to residents' health and safety" as those areas of concrete sidewalk exhibiting a variance of 0.5 inches in elevation difference in concrete surfaces. MHA proposes using the leveling technique of "grinding" the raised concrete surfaces to be level with adjacent concrete pads and thus no longer an imminent trip hazard. MHA proposes use of foam blocks to elevate the concrete surfaces being treated in a controlled manner, where necessary.

The subject property known as Golden Gate Village (GGV) at 101-429 Drake Avenue & 1-99 Cole Drive in Marin City is a Historic District listed in the National Register of Historic Places. Therefore, the property is considered a historic property for the purposes of Section 106 and the undertaking must be evaluated to determine how it will affect the historic property.

In consultation with its Historic Preservation Consultant, MHA is conducting this Section 106 assessment. The purpose of this Finding of Effect (FOE) Memorandum is to determine what effects, if any, the undertaking had on the identified Historic Property in the Area of Potential Effect.

## **AREA OF POTENTIAL EFFECT**

The subject undertaking proposes focused emergency maintenance to sidewalks throughout GGV. As such, to fully evaluate direct and indirect effects, the Area of Potential Effect (APE) is the full boundary of the entire historic district.

## **DESCRIPTION OF HISTORIC PROPERTY**

Golden Gate Village (GGV) is located at 101-429 Drake Avenue and 1-99 Cole Drive in Marin City, California. The architects Aaron Green and John Carl Warnecke and landscape architect Lawrence Halprin designed the residential complex in ca. 1955-60. On August 3, 2017, the property was listed in the NRHP as the Marin City Public Housing Historic District as historically significant under the areas of social history, community planning and development, architecture, and landscape architecture. The NRHP nomination is available online at California's Office of Historic Preservation website. Per the NRHP nomination form, the historic district includes 29 contributing buildings and one contributing site, a historic landscape designed by Halprin that includes vegetation, circulation, topographic, and constructed water features.

The 2019 Character-Defining Feature Study identifies two aspects of the property's pedestrian circulation patterns as character-defining features, the alignment of concrete sidewalks along Drake Avenue and Cole Drive and the "materiality and curvilinear design of concrete sidewalks

meandering throughout the entirety of the site” (MHA 2019:5-27). The 2017 Nomination form notes the “extensive system of sinuous walkways meander throughout the campus, creating practical connections between buildings, as well as leading to common spaces, courtyards, and parking areas” as part of the Campus Landscape, a contributing site to the district (Ruark 2017).

## SCOPE OF WORK

In a phased effort, MHA will develop a maintenance plan that will cover concrete sidewalks throughout Golden Gate Village that adheres to the SOIS for the Treatment of Historic Properties and would inform MHA’s future sidewalk maintenance activities. As a stop-gap measure, MHA proposes identifying and spot-fixing areas that constitute an imminent threat to human safety, defined as areas where concrete sidewalk pads exceed .50 inches in variable elevation from adjacent concrete pads. To date, MHA and its contractors have identified approximately 100 areas around the district that meet or exceed this threshold and represent a current trip hazard (Figure 1). This emergency maintenance would utilize surface “grinding” of concrete pads to level out the elevations and minimize trip hazards. At areas where concrete pads would need to be elevated, MHA contractors would use foam blocks.

As of this FOE’s writing, MHA has not proposed any ground-disturbing activities at areas not previously disturbed. Construction of GGV, including the sidewalk alignments across the campus, disturbed much of the historic grounds such that no archaeological resources are anticipated to be disturbed because of this undertaking.



**Figure 1. Representative example of sidewalk trip hazards found across the property.** Source: MHA, 2022.

## PROJECT ANALYSIS

In 2019, MHA hired an SOIS-qualified Historic Preservation Consultant to draft a Character-Defining Feature Study of the historic property at Golden Gate Village to provide additional information about the landscape features of the historic district. The study included a chronology of the physical development of the property and evaluated and categorized the physical features present at the property as contributing or non-contributing features within the historic district. The purpose of this study was to supplement the 2017 National Register nomination prepared for Golden Gate Village to provide the level of detail necessary to conduct Section 106 reviews for undertakings at the property. The study followed best practices in cultural landscape identification and analysis as outlined by the National Park Service.

The 2019 study notes that the existing overall spatial organization of GGV is true to its historic condition, including much of the pedestrian circulation patterns defined by the property's network of concrete sidewalks (MHA 2019: 5-5). The study describes GGV's pedestrian circulation as a system of concrete sidewalks neighboring street alignments and meandering throughout the entirety of the property coupled with concrete stairways built into the site's steep topography. GGV hosts two types of concrete sidewalks, standard sidewalks along Cole Drive and Drake Avenue that continue beyond the site boundaries and another site-specific type that includes wide lawn buffers of at least 20-feet distant from the streets following the topography of the property. This second type also connects GGV's buildings to the first sidewalk type, to each other, and to the courtyards and parking lots across the property. Lawrence Halprin's original (1958) Landscape Detail Plan specifically outlines the concrete work as a unified element of the property, with the various elements functioning together to maximize aesthetics and utility (MHA 2019:5-25). The 2019 study concludes that the curvilinear concrete sidewalks, specifically the sidewalks' materiality and meandering alignments, are character-defining features of the circulation of the district, are in "fair" condition, keep a "Medium" degree of integrity, and experienced some alterations in 1984.

The 2017 Nomination form defines the Campus Landscape as a contributing site to the district. Part of the Campus Landscape includes an "extensive system of sinuous walkways meander throughout the campus, creating practical connections between buildings, as well as leading to common spaces, courtyards, and parking areas "(Ruark 2017:Section 7 Page 8). The 2017 Nomination form does not call out the materiality, composition, or visual aesthetics of the concrete mixture forming the sidewalks as a character-defining feature of the district.

## APPLICATION OF THE CRITERIA OF ADVERSE EFFECT

The framework for assessing adverse effects from an undertaking on a historic property is provided in Section 106 of the NHPA, 36 CFR 800.5 and the Criteria of Adverse Effect are identified in 36 C.F.R. 800.5(1). An adverse effect is found when an undertaking 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. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified after the original evaluation of the

property's eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance, or be cumulative.

In addition to the Criteria of Adverse Effect, 36 C.F.R. 800.5(2) includes a series of examples of adverse effects. Examples of adverse effects on historic properties in the regulations include, but are not limited to:

- (i)* Physical destruction of or damage to all or part of the property;
- (ii)* 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's standards for the treatment of historic properties (36 CFR part 68) and applicable guidelines;
- (iii)* Removal of the property from its historic location;
- (iv)* Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance;
- (v)* Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features;
- (vi)* 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
- (vii)* 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.

The undertaking was evaluated against the Criteria of Adverse Effect and examples of adverse effects. The grinding of sidewalk concrete displacements greater than .50 inches would cause a change in appearance for a small area of the sidewalks because the grinding would change the texture and visible aggregate in the areas of grinding. However, the undertaking would not destroy or damage the sidewalk alignments, locations, or spatial relationships to other components identified as character-defining in the 2019 study and 2017 nomination form. Furthermore, the proposed scope of work is limited to a small percentage of the district's sidewalk area and concrete is a ubiquitous construction material with a finite serviceable lifespan. While the undertaking would alter the appearance of a small area of the sidewalk, overall, the undertaking would not damage or destroy the integrity of the property (example i).

The undertaking does not constitute an alteration to the property. The undertaking is better characterized under example i, damage or destruction to the property. The scope of work does not call for any rehabilitation of the property so conformance with the Secretary's Standards for the Treatment of Historic Properties (36 CFR part 68) is not applicable to this undertaking (example ii). The historic property would not be moved from its location (example iii). The undertaking would not cause a change of the setting within the historic district boundaries (example iv). The historic property will maintain its current use (example iv). The property would not be neglected as part of the undertaking (example vi) nor would it be sold, transferred or leased out of federal ownership or control (example vii).

In conclusion, the emergency sidewalk maintenance as described in the scope of work would not adversely affect the historic property.

## CONCLUSION

The undertaking calls for the grinding of raised concrete sidewalks that are deemed an imminent threat to residents' health and safety. The 2019 Character-Defining Feature Study calls out the curvilinear design and "materiality" of the concrete sidewalks as character-defining features of the district. The 2017 Nomination form cites the meandering walkways and their relationship to the buildings, open spaces, and landscaping as components of the contributing site, the Campus Landscape. The proposed undertaking includes grinding a small area of displaced concrete, comprising a small percentage of the overall sidewalk network. The undertaking would not alter the original curvilinear design or spatial relationships between the sidewalks and their neighboring district contributors. On its own, concrete is a ubiquitous construction material with a finite lifespan that necessitates routine maintenance. The selective grinding of severely displaced concrete slabs to remove a health and safety hazard would not diminish the integrity of the concrete sidewalks, a character-defining feature of the district. The sidewalks would keep their original form, function, and ability to convey the district's wider significance, and the district's original location, workmanship, materials, design, setting, feeling, and association would remain intact as a result. Therefore, this undertaking as described in the scope of work would not cause an adverse effect to the historic property.

## REFERENCES

Google Earth

2022 Historical aerial photograph. Available: <https://www.google.com/earth/versions/>.  
Accessed: October 24, 2022.

Marin Housing Authority (MHA)

2019 *Character-Defining Feature Study for Golden Gate Village, Marin City, CA*. Final.  
September. San Rafael, CA. Prepared by ICF, San Francisco, CA.

N.D. Construction documents located in MHA's onsite archives, including 1958 and 1974  
landscape plans.

Ruark, Daniel

2017 National Register Nomination for Golden Gate Village. U.S. Department of the Interior,  
National Park Service. Draft. March

# ATTACHMENT A

## Golden Gate Village / Section 106

### S106 Undertaking Assessment Request

FROM : MHA  
TO : ICF  
DATE : 10-14-22  
PROJECT NAME : Sidewalk/Trip Hazard maintenance

MHA is providing the below items and requests that ICF review the proposed scope and make recommendations for Section 106 review requirements.

- X\_ Work site location diagram and/or photo(s)
  - X\_ Existing conditions photos
  - X\_ Written scope incl. approximate schedule, plans/drawings, work site access details, anticipated equipment needs (i.e., heavy machinery)
  - \_\_\_ Other information or documentation associated with the proposed work
- Y / N Is County CDA already aware of MHA's proposed work and ICF's pending recommendation regarding Section 106 review needs?  
Yes

#### SCOPE OF WORK:

Repair sidewalks to address unsafe conditions as needed on the property. Work will be site wide and proceed as soon as possible with highest priority given to the most unsafe conditions. Residents will be notified in advance of work at their units. Equipment needed is TBD but may include jackhammers, air compressors, backhoes, concrete trucks, dump trucks and others.



ATTACHMENT A



ATTACHMENT A

