

FINDING OF EFFECT MEMORANDUM

Prepared by ICF at the Request of the Marin Housing Authority

December 2020

I. PROJECT OVERVIEW

- Historic Property:** Golden Gate Village
Project Name: General Maintenance Repairs #1
Street Address: 101–429 Drake Avenue and 1–99 Cole Drive, Marin City
Project Applicant: Marin Housing Authority, County of Marin
Lead Agency: County of Marin, on behalf of the Department of Housing and Urban Development
Project Contact: Evan Smith, MHA
Project Documents Reviewed:
- Site photos provided by ICF and Google street view
 - Digitized construction drawings from the MHA on-site archives room
 - NRHP Nomination for Golden Gate Village, 2017

ICF is conducting a review of a proposed undertaking at the above-referenced property under Section 106 of the National Historic Preservation Act, as amended. The Marin Housing Authority (MHA) is proposing to use federal funds to assist financially with general maintenance and repair projects at the historic property known as Golden Gate Village (GGV).

Acting as the historic preservation consultant for the MHA, ICF prepared this finding of effect memorandum as part of its role in supporting the MHA as it carries out the Section 106 review of the property and determines what effects, if any, the proposed undertaking would have on the identified historic property.

II. AREA OF POTENTIAL EFFECTS

The area of potential effects (APE) is the geographic area within which an undertaking may directly or indirectly cause alterations to the character of a historic property. Because the proposed scope of work would involve multiple small-scale adjustments at various locations throughout the property, including the placement of one new lending library on-site as well as repainting all of the parking lot stripes and repairing or replacing two light standards along Cole Drive, the APE for this undertaking is defined as the entire 29.8-acre site, which is the identified boundary of the National Register of Historic Places (NRHP) listed historic district.

A request was submitted to the Northwest Information Center in July 2019 for a list of cultural resources within the APE plus an additional quarter-mile buffer zone around the perimeter of the property. The records search returned no recorded archaeological or historic architectural resources within the boundary of GGV. Two recorded archaeological resources are within the quarter-mile buffer zone but have no potential to be affected directly or indirectly by the nature of the small-scale project activities included in this undertaking. Therefore, the following discussion will focus on the potential for effects on the APE described above, encompassing the NRHP-listed GGV and its contributing features.

III. DESCRIPTION OF HISTORIC PROPERTY

Golden Gate Village is located at 101–429 Drake Avenue and 1–99 Cole Drive in Marin City, California. The property is historically significant under the areas of social history, community planning and development, architecture, and landscape architecture. The residential complex was designed by architects Aaron Green and John Carl Warnecke and landscape architect Lawrence Halprin, ca. 1955–60, and listed in the NRHP on August 3, 2017, as the Marin City Public Housing Historic District. 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 site, a historic landscape designed by Halprin. The status and integrity of the features to be altered as part of this undertaking is included under section **V. Project Analysis and Integrity**.

IV. SCOPE OF WORK

The scope of work for this undertaking includes the following actions, which are divided into two categories: installation of new features and modifications to existing features.

Installation of One New Feature

- The placement of one new lending library on the property, known as the Little Free Library, would enable GGV residents to donate and/or borrow books from other residents. The structure would be a two-shelf shed mounted on top of a wood post (Figure 1). The library’s dimensions would be 22.5 inches tall by 14.5 inches long by 17 inches wide, with overhanging eaves (1 inch) on all four sides of the library. The wood post would be 4 inches by 4 inches by 60 inches, with a mount between the post and library that would be 15 inches by 5 inches. The location for the lending library has not yet been determined. Potential locations are discussed below, under section **VI. Finding of Effect**.



Figure 1. Representation of the lending library that would be placed on the property. Source: MHA, June 2020.

Maintenance and Repair of Existing Features

- Repainting the existing parking lot stripes throughout the property. Restriping would take place in every parking lot in GGV, which includes five triangular parking lots within the low-rise cluster (Figure 2) and four driveways with parking terraces in the high-rise cluster (Figure 3), but would not change the existing parking configurations.

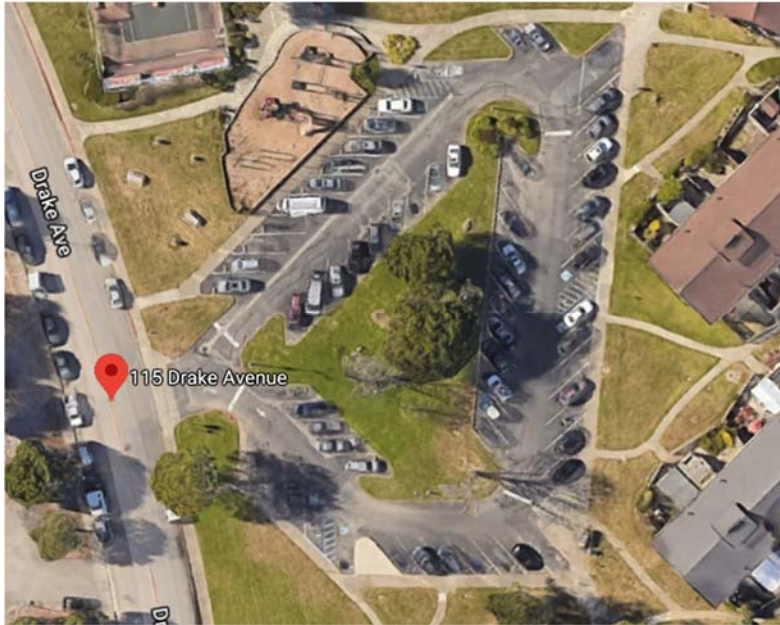


Figure 2. Aerial view of one of the triangular parking lots near the recreational cluster along Drake Avenue (north is up). Source: Google, 2020.



Figure 3. Aerial view of one of the terraced driveways in the high-rise cluster along Cole Drive (north is up). Source: Google, 2020.

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- Repair or replacement of two existing type 1.i light standards (described in detail below) on Cole Drive, near the south portion of GGV. One light standard is within a driveway of the high-rise cluster, adjacent to the high-rise building at 69 Cole Drive; the other is within a triangular parking lot at the low-rise cluster, adjacent to low-rise units 31–45 (Figure 4). Light standards in GGV are located within the parking areas and along Drake Avenue and Cole Drive. There are currently four light standard styles within the APE, two of which date to the historic period:
 1. Two types of Specific Area lighting units (historic, altered):
 - i. Type 1.i, located within the parking areas, comprises pedestal-mounted, 20-foot metal poles with either hand holes or a box with a gasket and cover near the base. The tops of the light standards have either one or two flat, rectangular light fixtures. Those with two lights have two metal poles that extend outward, each supporting a light fixture; some of these standards have security cameras and metal electrical boxes immediately below the light fixtures and/or signage attached closer to the base (Figures 5 and 6).
 - ii. Type 1.ii is represented by a single light standard in the parking lot for the high-rise cluster. The 12-foot metal pole has a box with a gasket and cover near its base.¹ The top of the light standard contains one flat, rectangular light fixture (Figure 7).
 2. Utility pole light standards:
 - i. This type includes a metal extension arm and fixture attached to wooden utility poles. The fixture has a single contemporary LED light (Figure 8). One example of this light standard is within the APE and maintained by Marin County.² Additional utility poles are located along the service road on the south edge of the high-rise buildings, though it appears that they do not include light fixtures.
 3. Contemporary light standards:
 - i. These standards are composed of a pedestal-mounted metal pole with a metal extension arm that supports an LED light (Figure 9). One example of this type of light standard is located on Cole Drive at Drake Avenue. Additional contemporary light standards are located along Drake Avenue, adjacent to but outside the historic property boundary. These light standards appear to be maintained by Marin County, based on information from the Marin County online map portal.³

¹ Because of restrictions in place under Covid-19, photos were relied on to determine existing conditions; a site visit was not conducted. It is possible that further examples of type 1.ii light standards are present at the property.

² Marin County's online map portal, accessed August 13, 2020.

³ Ibid.

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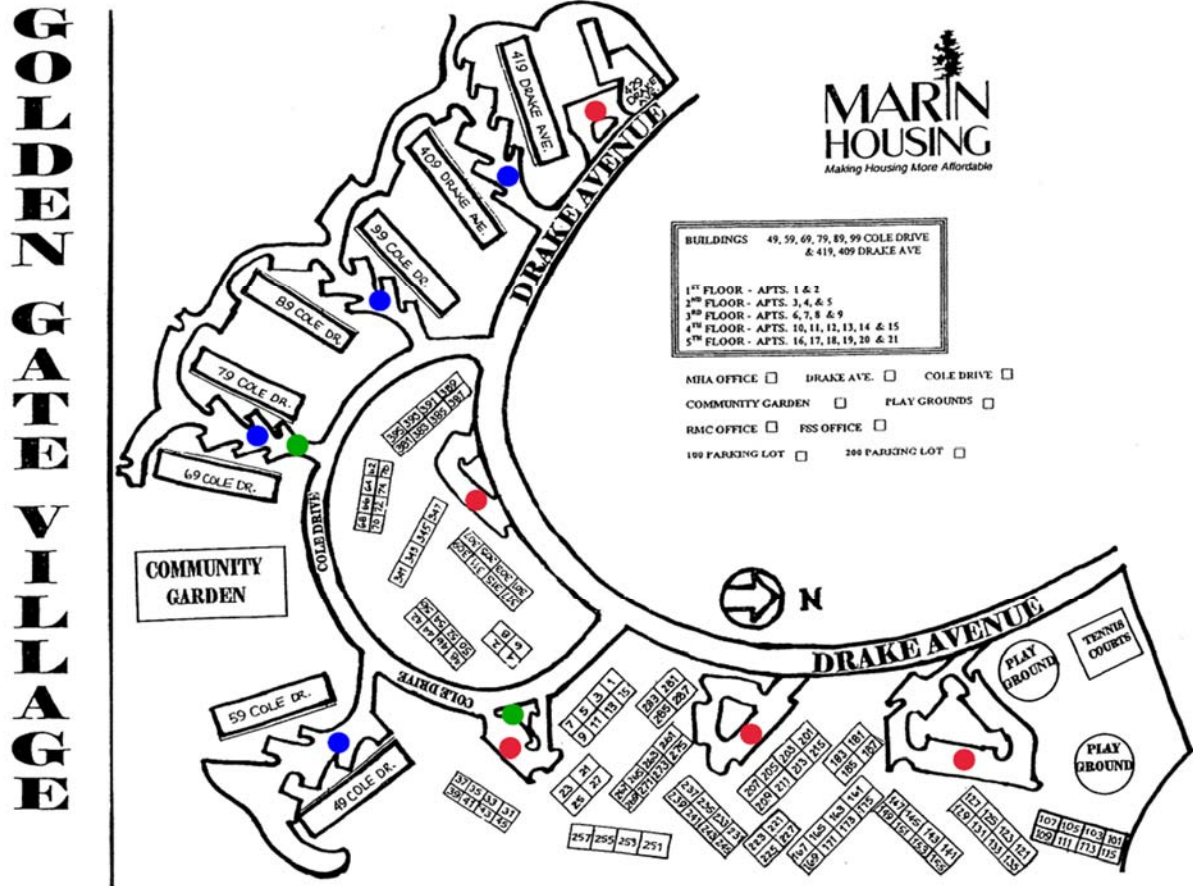


Figure 4. The red dots mark the locations within Golden Gate Village where the five triangular parking lots would be restriped, the blue dots mark the locations where the four driveways with parking terraces in the high-rise clusters would be restriped, and the green dot marks the approximate locations of the two light standards that would be replaced.

Source: MHA, n.d., edited by ICF.

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Figure 5. Representative example of the 20-foot Specific Area lighting standard in the parking area near the high-rise building at 89 Cole Drive, facing south. Source: ICF, April 2019.



Figure 6. Representative examples of the 20-foot Specific Area lighting standards within a triangular lot in the low-rise cluster, facing northwest, toward Drake Avenue. Source: ICF, April 2019.

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Figure 7. Representative example of a 12-foot Specific Area lighting standard in the foreground. Source: ICF, April 2019.



Figure 8. Single utility pole light standard, composed of an extension arm on a utility pole, located along Cole Drive, facing northwest. Source: Google, April 2019.



Figure 9. Single contemporary light standard on Cole Drive at Drake Avenue, facing south. Source: Google, April 2019.

V. PROJECT ANALYSIS and INTEGRITY

In 2019, the MHA hired ICF to draft a character-defining features study of the historic property at GGK. The study included a chronology of physical development at the property. It also evaluated and categorized the physical features present at the property as contributing or non-contributing features within the NRHP historic district.

PARKING

The character-defining features study (2019) included the following excerpted descriptions pertaining to parking:

Historic Conditions

The original plans for Golden Gate Village included vehicular parking as an integrated element of the site design. Parking was not an afterthought of the site design or a simple rectangular lot. Parking areas were irregularly shaped lots with integrated vegetation or parking terraces that were arranged to accommodate both the social life and functional necessities of public housing.

The 1958 site plan included five triangle-shaped parking lots with vegetated islands also shaped in an irregular triangle pattern [in the low-rise cluster]. Vehicles parked along the outer edge of the triangle-shaped lots and around the center island. Three were

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located near U.S. Highway 101 (one accessed by Cole Drive and two accessed by Drake Avenue), one parking lot serviced the semicircle area, and one serviced the Administration Building.

The high-rise buildings were serviced by a second type of vehicular parking. Parking terraces were connected off the driveways at each of the buildings' five levels and off the southern service road. Terraces at each of the levels along the driveway were located on both east and west sides of the driveway with two to four vehicular parking stalls (ICF 2019:5-25 and 5-26).

Existing Conditions

After the 1965 Lawn Sprinkler project installed a drainage system, parking areas were repaired and repaved. Those affected were the parking lot in the semicircle area, the three parking lots servicing the buildings along U.S. Highway 101 and one of the high-rise driveways.

The 1983 Site Improvements Plan project included repaving of parking areas as needed. The plan noted "potential additional parking" for the center vegetated island of the middle parking lot that services the buildings along U.S. Highway 101, named the "200 Drake Avenue Parking Area" on the construction set. The center vegetated island was paved in 1984 with additional parking added around its irregular shape.

The 2004 Parking Area Improvements project included paving repairs for [all five triangular] parking lots and the addition of accessible parking stalls near Buildings 99, 409, [and] 419. Parking repairs included repaving, replacing existing curb ramps, wheel stops and speed bumps, and the addition of catch basins, swales, pipe handrails, and pavement markings (ICF 2019:5-26 and 5-27).

The 2004 restriping project that occurred in all five triangular parking lots and the stalls near buildings 99, 409, and 419 appears to remain largely extant on the property today, though faded and in need of maintenance.

LIGHT STANDARDS

Although GGV currently contains only two styles of light standards that date to the historic period (as discussed in section **IV. Scope of Work**), review of the 1958 exterior electrical distribution site plans reveal that the original design for GGV specified four historic light standard styles, the two mentioned under item 1 (type 1.i and type 1.ii), an earlier version of the utility pole standards (non-extant), and a fourth type that was indicated in the site plans as "IV" and located in the courtyards of the low-rise cluster. The plans do not include complete specifications for the type "IV" light fixture; however, detail drawing show that it had a hood and 500-watt bulbs. Because the extant property does not contain any type IV light standards at the locations specified by the plans, these light standards have either been removed at an unknown date or were not incorporated into the property during construction. The three types that were known to have been installed are discussed below.

Specific Area Lighting Units: Type 1.i – 20 foot (altered)

The 1958 exterior electrical distribution site plans label the 20-foot Specific Area light standards (type 1.i) as “parking lot and play area lighting standards” in GGV and note that the exact locations for these standards are listed in the 1958 landscape layout plans (Figure 10). A cross-check of the landscape plans confirms that the type 1.i light standards were intended for all five triangular parking lots and all four high-rise parking terraces, which is consistent with where these light standards are located in GGV today. The 1958 landscape set also indicates that type 1.i light standards were to be located within the play areas, though it appears they were not installed at those locations.

The 1958 exterior electrical distribution site plans reveal that the type 1.i light standards originally included rounded hoods (Figures 10 and 11). At an unknown date, the rounded hoods were removed and replaced with either one or two flat, rectangular light fixtures. The same plans also indicate that the type 1.i light standards originally contained hand holes near the base. It appears that some of the hand holes were replaced or covered by a box with a gasket and cover at unknown dates. Security cameras and metal electrical boxes as well as signage have also been added to some type 1.i light standards.

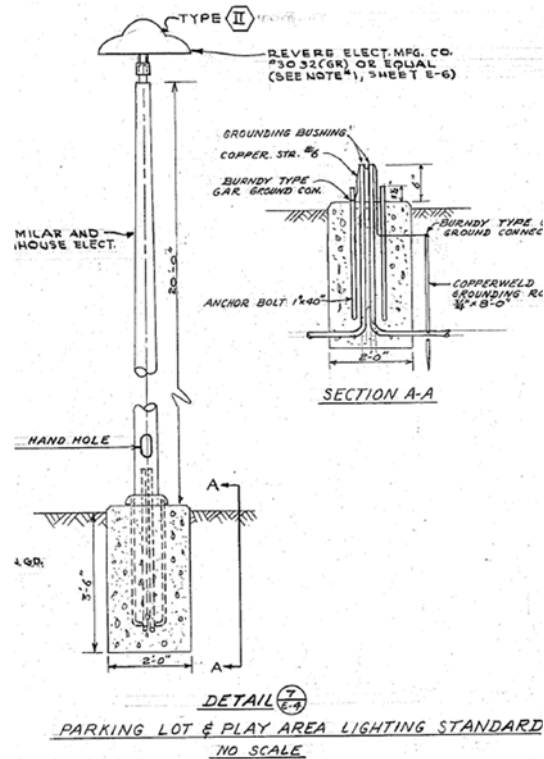


Figure 10. Detail of the 1958 exterior electrical distribution site plans, which show a 20-foot Specific Area lighting standard with a rounded hood. Source: MHA archives, 1958.



Figure 11. Example of a light standard with a similar rounded hood outside GGV in the Marin County Civic Center, in an area where architect Aaron Green was on the original design team. Source: ICF, 2020.

Specific Area Lighting Units: Type 1.ii – 12 foot (altered)

The 1958 exterior electrical distribution site plans and the 1958 landscape layout plans reveal that the 12-foot light standards (type 1.ii) were originally intended to be placed along step and pathway locations in GGV (Figure 12). An examination of the current property revealed that the standards are either no longer extant or were never installed at the step and pathway locations. The 1958 exterior electrical distribution site plans also show that the type 1.ii light standards were historically capped with rounded hoods that mirrored those designed for type 1.i light standards; they also had a box with a gasket and cover near the base.

At least one 12-foot light standard has been identified on the property. Its location is within a high-rise cluster parking lot, at a location that does not align with either of the 1958 plan sets. This light standard has one flat, rectangular light fixture, indicating that the original rounded hood has been replaced.

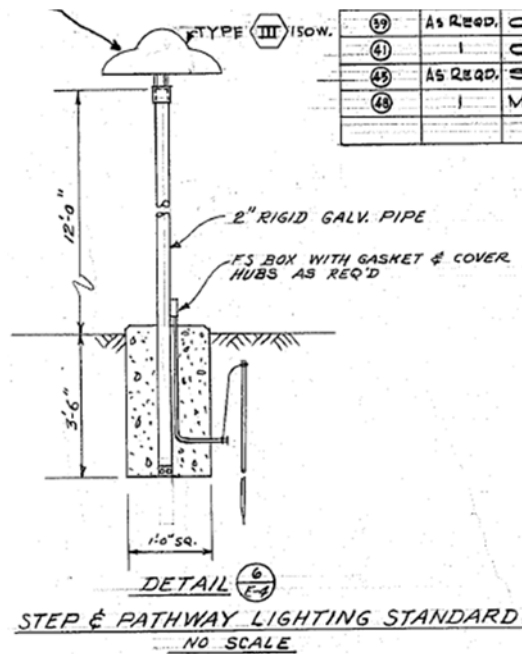


Figure 12. Detail of the 1958 exterior electrical distribution site plans, which show a 12-foot Specific Area lighting standard with a rounded hood. Source: MHA archives, 1958.

Utility Pole Street Light Standards (non-extant)

The 1958 exterior electrical distribution site plans reveal that numerous utility pole light standards existed in GGv; these are no longer extant. These light standards included a metal extension arm on a power pole that held a light with a metal hood. These were affixed to the wooden electrical poles along the service road south of the high-rise cluster (Figure 13). At an unknown date, the metal arms and lights with hoods were removed from the wooden utility poles or the utility poles were replaced. Only one utility pole with a light fixture is currently extant on the property; its location is along Cole Drive. It appears to be non-historic because the 1958 plans do not indicate that there was a utility pole light standard at this location. This light standard, a contemporary metal pole with an LED light, is maintained by Marin County.⁴

⁴ Ibid.

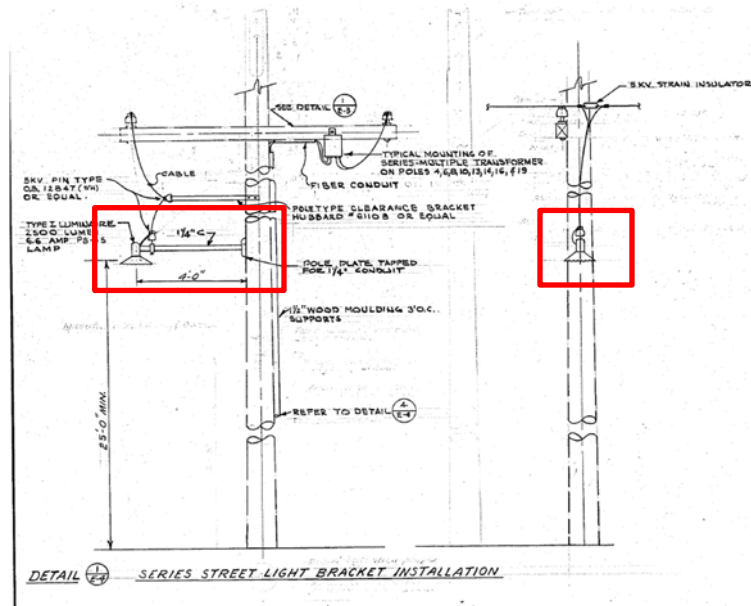


Figure 13. Detail of the 1958 exterior electrical distribution site plans, which show the street light with hood attached to the extension arm on the power pole (in red). Source: MHA archives, 1958, edited by ICF.

VI. FINDING OF EFFECT

The following findings are organized under the various components of the undertaking:

- Introduction of new lending library
- Restriping of the parking areas
- Repair or replacement of two light standards.

Conditions are applied where appropriate.

Lending Library

The lending library would insert a new feature at GGV. However, it would be easily reversible and would cause no harm to the historic characteristics that define the historic property. Furthermore, its shared community use would be compatible with historic use of the shared areas at GGV. However, because it would be a new feature and its insertion would cause ground disturbance, albeit minimal, conditions have been placed on the undertaking to ensure conformance with the Secretary of the Interior’s Standards for Rehabilitation.

Condition #1

The location of the lending library requires some consideration. It would be appropriate to place the new feature within an already-disturbed area of GGV so that it would not affect the character-defining features of the historic property. Suitable locations may include sites within the recreational cluster or at the community garden (Figures 14 and 15). Neither area is historic and neither would be affected through insertion of a new small-scale feature.

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Figure 14. Potential area where the lending library could be inserted on the property. View is looking northeast, toward the play area near GGV’s east boundary. Source: ICF, April 2019.

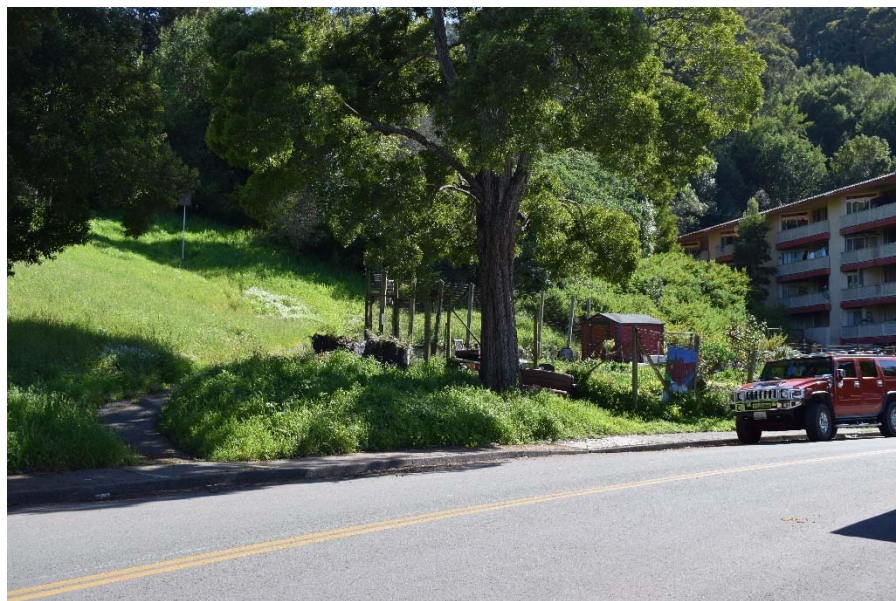


Figure 15. Potential area where the lending library could be inserted on the property. View is looking south, toward the community garden. Source: ICF, April 2019.

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Although the location of the recreational cluster is character defining, the design and spatial organization of the recreational cluster and the play area have seen substantial alterations since the historic period and are not character defining. The lending library could be inserted on the periphery of the existing lawn, near the paved sidewalk, or adjacent to the periphery of the existing play area. It should not be placed in the center of the lawn.

The location where the community garden is currently sited (between buildings 59 and 69) was historically designated as a play area. The change in both use and design means that the community garden is not a character-defining feature of GGV.

Condition #2

The lending library's installation would require minimal ground disturbance. In the event of an unanticipated discovery, work would be halted within 100 feet of the discovery. The area would be protected and avoided until a qualified professional archaeologist has evaluated the situation and provided appropriate recommendations. If the finding is determined to be potentially significant, the archaeologist, in consultation with Native American representatives, would develop a treatment plan, which could include site avoidance, capping, or data recovery.

In sum, as long as conditions #1 and #2 are met, ICF finds that the addition of the lending library would not adversely effect historic properties.

Parking Lot Restriping

The parking areas have been restriped, and the parking configuration has been altered to comply with the Americans with Disabilities Act. Although the high-rise terraced driveways and the five triangular parking lots are character-defining features, as noted in the character-defining feature study (2019), the size and footprint of the locations and the use would not change. The restriping effort would reinforce the existing faded stripes; it would not change the existing configuration of the parking lots. Therefore, ICF finds that restriping the parking lots would not adversely effect historic properties.

Light Standard Replacement

Given that the two original light standards (i.e., Specific Area lighting [20-foot type 1.i and 12-foot type 1.ii light standards]), as indicated in the 1958 exterior electrical distribution site plan, were altered at an unknown date (i.e., converted from hooded fixtures to flat, rectangular lights), GGV's light standards no longer convey their original design. The character-defining feature study (2019) lists light standards as a non-character-defining features. Furthermore, the light standards are not specified as elements of the historic district in the NRHP nomination form (2017). Finally, the utility pole light standards have been removed from the property. Only one non-original and non-character-defining utility pole light standard remains on the property. That pole is maintained by the County of Marin.

The installation of new light standards has the potential to affect spatial organization as well as views and vistas of the historic property. Therefore, repair of the existing type 1.i historic light standards in their original locations is the preferred treatment where possible. If this is unfeasible and new light standards must be installed at GGV, the condition that follows would be applied.

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Condition #3

The replacement light standards should be installed at the same locations as the original or existing light standards. In addition, the replacement standards should be compatible with the style of the original (yet altered) light standards, as determined by a qualified historic preservation consultant.

In sum, as long as condition #3 is met, ICF finds that repair or replacement of two of the existing light standards would not adversely effect historic properties.

VI. CONCLUSION

The proposed undertaking would not adversely affect GGV as long as conditions #1, #2, and #3 are applied to the project. Therefore, ICF recommends a *conditional* finding of no adverse effect under Section 106.

VII. REFERENCES

County of Marin. 2020. *MarinMap: Street Lights*. Available: https://www.marinmap.org/Html5Viewer/index.html?viewer=Streetlights.BenchMark_H5. Accessed: August 12, 2020.

Marin Housing Archives

- 1958 Exterior Electrical Distribution Site Plans, John Carl Warnecke, AIA, and Aaron G. Green, AIA.
- 1958 Landscape Layout Plans, John Carl Warnecke, AIA, and Aaron G. Green, AIA.
- 1965 Lawn Sprinkler System Plans, Wilsey, Ham & Blair.
- 1983 Site Improvement Plans, Inouye Associates.
- 2004 Golden Gate Village Parking Area Improvements Plans, KodamaDiseno.

Ruark, Daniel

- 2017 *National Register Nomination Form [Draft] for Marin City Public Housing*.