Appendix C

Cultural Resources Report

January 28, 2020

Brad Evanson City of Sausalito 420 Litho Street Sausalito, California 94965

> Subject: Cultural and Paleontological Resources Letter Report for the 70-74 Liberty Ship Way Project, City of Sausalito, California

Dear Mr. Evanson:

This letter report documents the cultural and paleontological resources study conducted by Dudek for the 70-74 Liberty Ship Way Project (proposed Project). The proposed Project would construct three two-story industrial buildings on the Project site. The City of Sausalito (City) is the lead agency responsible for compliance with the California Environmental Quality Act (CEQA). This cultural and paleontological resources study included a Northwest Information Center (NWIC) records search, Native American Heritage Commission (NAHC) Sacred Lands File search, tribal outreach to NAHC-listed tribes, a paleontological search at the Natural History Museum of Los Angeles County (LACM) and the University of California, Berkeley Museum of Paleontology (UCMP), and an intensive pedestrian survey for cultural and paleontological resources. The cultural and paleontological resources study was conducted by Dudek in accordance with the standards and guidelines defined by the California Office of Historic Preservation and CEQA.

PROJECT LOCATION AND DESCRIPTION

The Project site is located in Section 11 of Township 1 South, Range 6 West, of the San Francisco North, California 7.5' USGS Quadrangle map (Figure 1). The Project site is located at 70-74 Liberty Ship Way on an approximately 3.9-acre site located on the waterfront of the east side of the City, along the shore of Richardson Bay (Figure 2). The Project site consists of one parcel, Assessor's Parcel Number 063-080-06.

The 170,205-square-foot site is predominantly flat and is approximately 12 feet above mean sea level. The Project site currently contains dry boat storage for approximately 85 small vessels and

containerized storage. An adjacent restaurant uses approximately 10,000 square feet of the site for parking.

The proposed project would construct three two-story industrial buildings totaling approximately 50,000 square feet and up to 32 feet in height. The building footprint of Building A is proposed as 9,376 square feet (18,752 gross square feet). Building B is proposed as 9,057 square feet (16,970 gross square feet), and Building C is proposed as 5,963 square feet (11,518 gross square feet) The potential uses for Building A include dry boat storage, manufacturing, and storage/warehouse; Building B would include manufacturing, repair and maintenance, and medical services; and Building C would include marine industrial and marine commercial space.

Construction activities would consist of excavation and shoring, foundation and below-grade construction, and construction of the building and finishing interiors. The project would not involve demolition as there are no permanent structures on site. The project site would be excavated approximately 24 to 30 inches below grade and up to 5 feet in select places. Excavation would remove approximately 2,380 cubic yards of soil. Of the excavated soil, 430 cubic yards would be used as fill; a net 1,950 cubic yards of soil would be hauled off site. There would be a total of 2,790 tons of material exported off site, which would include concrete slab and curbs, asphalt, and the chain-link fence.

No soils are anticipated to be imported to the site. Groundwater on the site is likely to be encountered approximately 6 feet below ground surface and could fluctuate several feet depending on the season and rainfall. Dewatering will not be required. Pile driving would be required for Buildings A, B, and C. The concrete piles would be drilled to depths ranging from 62 feet to 100 feet. Approximately 42,500 square feet of the project site would be paved.

REGULATORY FRAMEWORK

State Regulations

The California Register of Historical Resources

In California, the term "historical resource" includes but is not limited to "any object, building, structure, site, area, place, record, or manuscript which is historically or archaeologically significant, or is significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California" (California Public Resources Code [PRC] Section 5020.1(j)). In 1992, the California legislature established the California Register of Historical Resources (CRHR) "to be used by state and local agencies, private groups, and citizens to identify the state's historical resources and to indicate what properties are to be protected, to the extent prudent and feasible, from substantial adverse

12333 January 2020 change" (PRC Section 5024.1(a)). The criteria for listing resources in the CRHR were expressly developed to be in accordance with previously established criteria developed for listing in the National Register of Historic Places (NRHP), enumerated below. According to PRC Section 5024.1(c)(1–4), a resource is considered historically significant if it (i) retains "substantial integrity," and (ii) meets at least one of the following criteria:

- (1) Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage.
- (2) Is associated with the lives of persons important in our past.
- (3) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values.
- (4) Has yielded, or may be likely to yield, information important in prehistory or history.

In order to understand the historic importance of a resource, sufficient time must have passed to obtain a scholarly perspective on the events or individuals associated with the resource. A resource less than 50 years old may be considered for listing in the CRHR if it can be demonstrated that sufficient time has passed to understand its historical importance (see California Code Regulations, Title 14, Section 4852(d)(2)).

The CRHR protects cultural resources by requiring evaluations of the significance of prehistoric and historic resources. The criteria for the CRHR are nearly identical to those for the NRHP, and properties listed or formally designated as eligible for listing in the NRHP are automatically listed in the CRHR, as are the state landmarks and points of interest. The CRHR also includes properties designated under local ordinances or identified through local historical resource surveys.

California Environmental Quality Act

As described further below, the following CEQA statutes and CEQA Guidelines are of relevance to the analysis of archaeological, historic, and tribal cultural resources:

- PRC Section 21083.2(g) defines "unique archaeological resource."
- PRC Section 21084.1 and CEQA Guidelines Section 15064.5(a) defines "historical resources." In addition, CEQA Guidelines Section 15064.5(b) defines the phrase "substantial adverse change in the significance of an historical resource;" it also defines the circumstances when a project would materially impair the significance of an historical resource.

- PRC Section 21074(a) defines "tribal cultural resources."
- PRC Section 5097.98 and CEQA Guidelines Section 15064.5(e): Set forth standards and steps to be employed following the accidental discovery of human remains in any location other than a dedicated ceremony.
- PRC Sections 21083.2(b)-(c) and CEQA Guidelines Section 15126.4: Provide information regarding the mitigation framework for archaeological and historic resources, including examples of preservation-in-place mitigation measures; preservation-in-place is the preferred manner of mitigating impacts to significant archaeological sites because it maintains the relationship between artifacts and the archaeological context, and may also help avoid conflict with religious or cultural values of groups associated with the archaeological site(s).

More specifically, under CEQA, a project may have a significant effect on the environment if it may cause "a substantial adverse change in the significance of an historical resource" (PRC Section 21084.1; CEQA Guidelines Section 15064.5(b)). If a site is either listed or eligible for listing in the CRHR, or if it is included in a local register of historic resources, or identified as significant in a historical resources survey (meeting the requirements of PRC Section 5024.1(q)), it is a "historical resource" and is presumed to be historically or culturally significant for purposes of CEQA (PRC Section 21084.1; CEQA Guidelines Section 15064.5(a)). The lead agency is not precluded from determining that a resource is a historical resource even if it does not fall within this presumption (PRC Section 21084.1; CEQA Guidelines Section 15064.5(a)).

A "substantial adverse change in the significance of an historical resource" reflecting a significant effect under CEQA means "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired" (CEQA Guidelines Section 15064.5(b)(1); PRC Section 5020.1(q)). In turn, the significance of a historical resource is materially impaired when a project:

- (1) Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register; or
- (2) Demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources pursuant to Section 5020.1(k) of the PRC or its identification in an historical resources survey meeting the requirements of Section 5024.1(g) of the PRC, unless the public agency reviewing the effects of the project

- establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
- (3) Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register as determined by a lead agency for purposes of CEQA (CEQA Guidelines Section 15064.5(b)(2)).

Pursuant to these sections, the CEQA inquiry begins with evaluating whether a project site contains any "historical resources," then evaluates whether that project will cause a substantial adverse change in the significance of a historical resource such that the resource's historical significance is materially impaired.

If it can be demonstrated that a project will cause damage to a unique archaeological resource, the lead agency may require reasonable efforts be made to permit any or all of these resources to be preserved in place or left in an undisturbed state. To the extent that they cannot be left undisturbed, mitigation measures are required (PRC Section 21083.2[a], [b], and [c]).

PRC Section 21083.2(g) defines a unique archaeological resource as an archaeological artifact, object, or site about which it can be clearly demonstrated that without merely adding to the current body of knowledge, there is a high probability that it meets any of the following criteria:

- (1) Contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information.
- (2) Has a special and particular quality such as being the oldest of its type or the best available example of its type.
- (3) Is directly associated with a scientifically recognized important prehistoric or historic event or person.

Impacts to non-unique archaeological resources are generally not considered a significant environmental impact (PRC Section 21083.2(a); CEQA Guidelines Section 15064.5(c)(4)). However, if a non-unique archaeological resource qualifies as tribal cultural resource (PRC Sections 21074(c); 21083.2(h)), further consideration of significant impacts is required.

CEQA Guidelines Section 15064.5 assigns special importance to human remains and specifies procedures to be used when Native American remains are discovered. As described below, these procedures are detailed in PRC Section 5097.98.

Native American Historic Cultural Sites

State law addresses the disposition of Native American burials in archaeological sites and protects such remains from disturbance, vandalism, or inadvertent destruction; establishes procedures to be implemented if Native American skeletal remains are discovered during construction of a project; and establishes the Heritage Commission to resolve disputes regarding the disposition of such remains. In addition, the Native American Historic Resource Protection Act makes it a misdemeanor punishable by up to 1 year in jail to deface or destroy a Native American historic or cultural site that is listed or may be eligible for listing in the CRHR.

California Health and Safety Code Section 7050.5

California law protects Native American burials, skeletal remains, and associated grave goods, regardless of their antiquity, and provides for the sensitive treatment and disposition of those remains. Health and Safety Code Section 7050.5 requires that if human remains are discovered in any place other than a dedicated cemetery, no further disturbance or excavation of the site or nearby area reasonably suspected to contain human remains shall occur until the County coroner has examined the remains (Section 7050.5b). PRC Section 5097.98 also outlines the process to be followed in the event that remains are discovered. If the coroner determines or has reason to believe the remains are those of a Native American, the coroner must contact the NAHC within 24 hours (Section 7050.5c). The NAHC will notify the Most Likely Descendant (MLD). With the permission of the landowner, the MLD may inspect the site of discovery. The inspection must be completed within 48 hours of notification of the MLD by the NAHC. The MLD may recommend means of treating or disposing of, with appropriate dignity, the human remains and items associated with Native Americans.

Paleontological Resources

Paleontological resources are limited, nonrenewable resources of scientific, cultural, and educational value and are afforded protection under state laws and regulations (CEQA). This report satisfies project requirements in accordance with CEQA (PRC Section 21000 et seq.) and PRC Section 5097.5. This analysis also complies with guidelines and significance criteria specified by the Society of Vertebrate Paleontology (SVP 2010).

Paleontological resources are explicitly afforded protection by CEQA, specifically in Section VII(f) of CEQA Guidelines Appendix G, the Environmental Checklist Form, which addresses the potential for adverse impacts to "unique paleontological resource[s] or site[s] or … unique geological feature[s]" (14 CCR 15000 et seq.). This provision covers fossils of signal importance—remains of species or genera new to science, for example, or fossils exhibiting

features not previously recognized for a given animal group—as well as localities that yield fossils significant in their abundance, diversity, preservation, and so forth. Further, CEQA provides that, generally, a resource shall be considered "historically significant" if it has yielded or may be likely to yield information important in prehistory (14 CCR 15064.5 [a][3][D]). Paleontological resources would fall within this category. The California Public Resources Code, Chapter 1.7, Sections 5097.5 and 30244, also regulates removal of paleontological resources from state lands, defines unauthorized removal of fossil resources as a misdemeanor, and requires mitigation of disturbed sites.

BACKGROUND RESEARCH

Cultural Records Search Results

A records search was completed for the current proposed Project site and a 1/4-mile radius by Dudek staff at the NWIC at Sonoma State University on January 7, 2019 (Appendix A). This search included a review of their collection of mapped prehistoric, historical, and built-environment resources, Department of Parks and Recreation Site Records, technical reports, historical maps, and local inventories. Additional consulted sources included the NRHP, California Inventory of Historical Resources/CRHR and listed Office of Historical Preservation Archaeological Determinations of Eligibility, California Points of Historical Interest, and California Historical Landmarks.

Previously Conducted Studies

NWIC records indicate that 10 previous cultural resources technical investigations have been conducted within 1/4-mile of the proposed Project site (Table 1). Of these studies, none have included any portion the proposed Project site.

Table 1. Previous Technical Studies

Report Number	Date	Title	Author			
	Reports within the Project Site					
	No previously recorded reports.					
	Reports within the 1/4-Mile Search Site					
S-002150	1980	Cultural Resources Investigation of Operating Projects, Corps of Engineers Base Yard Facility, Sausalito.	Stephen A. Brandt			
S-011565	1990	Historical Overview and National Register of Historical Places Significance Evaluation of the Napa Street Pier, Sausalito, California	Laurence H. Shoup			
S-011565a	1990	COE891211A: Re: Napa Street Pier, Sausalito	Thompson F. Keesling and			

Table 1.
Previous Technical Studies

Report Number	Date	Title	Author
			Kathryn Gualtieri
S-013217	1990	An Archaeological Survey for the AT&T Fiber Optics Cable, San Francisco to Point Arena, California	Thomas M. Origer
S-013217a	1990	Archaeological Findings Regarding a Selection of a Route through Novato for the AT&T Fiber Optics Cable (letter report)	Thomas M. Origer
S-013217b	1991	An Archaeological Study of Revised Portions of the AT&T Route near Santa Rosa and Sausalito (letter report)	Thomas M. Origer
S-013217c	1991	Archaeological Study of AT&T Revised Fiber Cable Routes (letter report)	Thomas M. Origer
S-013217d	1992	Archaeological Survey of Alternative Fiber Optics Cable Routes, Point Arena (letter report)	Thomas M. Origer
S-024767	2001	A Cultural Resources Evaluation of the Sausalito Marine Land Exchange and Development Project, Bridgeway Boulevard, Sausalito, Marin County, California	William Roop
S-036164	2009	A Cultural Resources Evaluation of 300 Locust Street, Sausalito, Marin County, California	Cassandra Chattan and Sally Evans

Previously Identified Cultural Resources

NWIC records indicate that no archaeological or built-environment resources are on file within or adjacent to the Project site. One resource, P-21-000501, was on file within the records search area (Table 2). P-21-000501 is the remains of a historic pier located at the end of Napa Street and lies approximately 450 feet east of the Project site.

Table 2.
Previously Recorded Cultural Resources

Trinomial	Period	Name	Туре	NRHP/CRHR Status		
Resources within the Project Site						
No previously recorded resources						
Resources within the 1/4-Mile Search Site						
P-21-000501	Historic	Napa Street Pier	Wharf/Pier	Unevaluated		

Archival and Building Development Research

Dudek consulted historic maps and aerial photographs to understand development of the proposed Project site and surrounding properties. Historic aerial photographs were available from 1946 to 2016; historic maps were available from 1895 to 2018 (NETR 2020). As indicated by both historical maps and aerial images, the Project site has only been used as a storage yard.

In addition, the historical maps and aerial images indicate the Project site is completely composed of imported fill. Between 1947 and 1950, most of the Project site was created by imported fill placed in Richardson Bay. Between 1964 and 1968, more fill was added to create the current waterfront coastline.

Paleontological Records Search

Dudek requested a paleontological records search from the LACM on January 9, 2020, and a response was received on January 23, 2020. The records search request included the proposed Project site and a 1/4-mile-radius buffer. The LACM reported that there are no paleontological localities within the proposed Project site. The closest locality is LACM 4626 located in Martinez on the Suisun Bay. Older Quaternary deposits (Schlocker 1958) at this locality produced the holotype specimen (a specimen used as the name bearer for a species new to science) of the fossil horse, *Equus pacificus*. This specimen is now housed at the Harvard University Museum of Comparative Zoology. Further east, near Port Chicago the University of California at Berkeley locality UCMP V45005 yielded a specimen of tapir, *Tapirus merriami*, which has been published in the scientific literature (Jefferson 1989). (Appendix C).

Dudek also conducted a search of the University of California Museum of Paleontology (UCMP) online specimen database for the project. Over 300 fossil localities were listed from Marin County (UCMP 2020). Of these localities, a single locality was from Sausalito, and consisted of a modern invertebrate, the snail *Nassarius mendicus*, which is not significant paleontologically (Appendix C).

NAHC and Tribal Correspondence

Dudek requested a NAHC search of their Sacred Lands File on January 7, 2020 for the Project site. The NAHC results, received January 15, 2020, indicated the Sacred Lands File search identified possible cultural resources within the records search area. The NAHC then provided a list of Native American tribes culturally affiliated with the location of the Project site and recommended contacted them for further information. Letters were sent to each of the contacts to request information on resources in the area on January 16, 2020. No responses to Dudek's requests for information were received. NAHC and Tribal correspondence documents are included in Appendix B. If any responses are received in the future, they will be forwarded to the City of Sausalito.

The proposed Project is subject to compliance with Assembly Bill 52 (PRC Section 21074), which requires consideration of impacts to "tribal cultural resources" as part of the CEQA process and requires the CEQA lead agency to notify any groups (who have requested notification) of the Project

who are traditionally or culturally affiliated with the geographic area of the Project. Because AB 52 is a government-to government process, all records of correspondence related to AB 52 notification and any subsequent consultation are on file with the City of Sausalito.

Intensive Pedestrian Survey

Dudek archaeologist/paleontologist William Burns inspected all portions of the 3.9-acre Project site on January 7, 2020, using standard archaeological and paleontological procedures and techniques that meet the Secretary of Interior's Standards and Guidelines for cultural and paleontological resources inventory. The entirety of the Project site is a dirt, gravel, and asphalt lot used for storage of boats and container units. Exposed ground surfaces were observed for surface artifacts, undisturbed areas, archaeological deposits, historic structures, and geological exposures. Ground visibility was excellent except in asphalted sections, nearly 75%. The entirety of the Project site appears to be artificial and imported fill. No geologic outcrops were observed. No historic structures were observed. No archaeological or paleontological resources were identified within the Project site during the field survey.

SUMMARY AND MANAGEMENT RECOMMENDATIONS

Paleontological Resources

As the project is presently designed, no paleontological monitoring or additional management requirements would be required. The project area is located within the Coast Ranges Geomorphic Province within California (Norris and Webb 1990; California Geological Survey [CGS] 2002). Artificial fill underlays the project site; the project would not impact native soils with potential to support the presence of fossilized material. Recent (map units Qaf and Qm respectively; less than ~11,700 years old) bay mud and clay are mapped in areas adjacent to the project site. Modern shell fragments may be encountered within these geological units, but due to their young age, these shells would not be considered to be paleontologically significant. Older, Pleistocene age deposits (2.58 million to 11,700 years old) are anticipated to underlie these Holocene age deposits at an unknown depth (Schlocker 1958).

The graywacke and mélange (map unit KJss; Cretaceous and Jurassic; ~80 million to 200 years old) mapped to the south has low potential also, due to any potentially preserved fossilized remains being destroyed during the tectonic processes in this area, as they are part of the greater Franciscan complex geology exposed within the project area (Schlocker 1958). Although there are other bedrock units in this area that contain fossils, such as the Cretaceous- Jurassic radiolarian cherts (map unit KJc; Cretaceous and Jurassic; ~80 million to 200 years old), these

fossils would be considered redundant (Schlocker 1958). These bedrock units are not anticipated to be impacted during construction.

The archival search of recorded paleontological localities stated no localities have been recorded within the proposed Project site; however, localities nearby have produced fossils specimens of extinct horse and tapir (Appendix C). Although no paleontological resources were observed during the pedestrian survey, the surrounding area is considered to have the potential to yield significant paleontological resources should the Project site extend outside the current limits, Pleistocene age sedimentary deposits may be encountered during grading activities. Therefore, if the Project footprint changes to extending into the south and west outside of the current footprint, the following measure is recommended to reduce impacts to paleontological resources.

Prior to the commencement of any grading activity, the applicant shall retain a qualified paleontologist, subject to the review and approval of the lead agency to ensure the implementation of a paleontological monitoring program. The Society of Vertebrate Paleontology (SVP 2010) defines a qualified paleontologist as having:

- (1) A graduate degree in paleontology or geology, and/or a publication record in peer reviewed journals; and demonstrated competence in field techniques, preparation, identification, curation, and reporting in the state or geologic province in which the project occurs. An advanced degree is less important than demonstrated competence and regional experience.
- (2) At least two full years professional experience as assistant to a Project Paleontologist with administration and project management experience; supported by a list of projects and referral contacts.
- (3) Proficiency in recognizing fossils in the field and determining significance.
- (4) Expertise in local geology, stratigraphy, and biostratigraphy.
- (5) Experience collecting vertebrate fossils in the field.

The qualified paleontologist shall attend, or call in to, any pre-construction meetings and manage the paleontological monitor(s) if he or she is not doing the monitoring. A paleontological monitor should be on site during all excavations below the depth of previously disturbed sediments. The SVP (2010) defines a qualified paleontological monitor as having:

(1) BS or BA degree in geology or paleontology and one year experience monitoring in the state or geologic province of the specific project. An associate degree and/or demonstrated experience showing ability to recognize fossils in a biostratigraphic context and recover vertebrate fossils in the field

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- may be substituted for a degree. An undergraduate degree in geology or paleontology is preferable, but is less important than documented experience performing paleontological monitoring, or
- (2) AS or AA in geology, paleontology, or biology and demonstrated two years experience collecting and salvaging fossil materials in the state or geologic province of the specific project, or
- (3) Enrollment in upper division classes pursuing a degree in the fields of geology or paleontology and two years of monitoring experience in the state or geologic province of the specific project.
- (4) Monitors must demonstrate proficiency in recognizing various types of fossils, in collection methods, and in other paleontological field techniques.

The paleontological monitor shall monitor construction excavations below a depth of 5 feet in areas underlain by Quaternary alluvium and all excavations in areas underlain by elevated Quaternary alluvium as determined by the Qualified Paleontologist based on the construction plans. The paleontological monitor shall be equipped with necessary tools for the collection of fossils and associated geological and paleontological data. The monitor shall complete daily logs detailing the day's excavation activities and pertinent geological and paleontological data. In the event that paleontological resources (e.g., fossils) are unearthed during grading, the paleontological monitor will temporarily halt and/or divert grading activity to allow recovery of paleontological resources. The area of discovery will be roped off with a 50-foot radius buffer. Once documentation and collection of the find is completed, the monitor will remove the rope and allow grading to recommence in the area of the find.

Following the paleontological monitoring program, a final monitoring report shall be submitted to the City, for approval. The report should summarize the monitoring program and include geological observations and any paleontological resources recovered during paleontological monitoring for the project.

Archaeological Resources

Observation of the present conditions within the proposed Project indicate that all areas of the Project site are composed of fill imported in several stages between 1947 and 1968. No newly identified archaeological resources were recorded during the pedestrian survey of the proposed Project site. Further, a NWIC records search did not identify the presence of cultural resources within the proposed Project site. An NAHC Sacred Lands File search did identify Native American resources within the search area, which included the proposed Project site and the surrounding 1/4-mile buffer. Subsequent tribal outreach with the NAHC-listed tribe has been initiated by Dudek on

behalf of the City; information pertaining to any potential Native American resources in the vicinity of the proposed Project has not been received. The proposed Project, as currently designed, appears to have a very low potential for encountering intact cultural deposits during ground-disturbing activities and would have no impact to known cultural resources. Based on these negative findings and the observed conditions of the present proposed Project site, no additional cultural resources efforts, including archaeological monitoring, are recommended to be necessary beyond standard protection measures for unanticipated discoveries of cultural resources and human remains.

Unanticipated Discovery of Archaeological Resources

In the event that archaeological resources (sites, features, or artifacts) are exposed during construction activities for the proposed Project, all construction work occurring within 100 feet of the find shall immediately stop until a qualified archaeologist, meeting the Secretary of the Interior's Professional Qualification Standards, can evaluate the significance of the find and determine whether or not additional study is warranted. Depending upon the significance of the find under CEQA (14 CCR 15064.5(f); PRC Section 21082), the archaeologist may simply record the find and allow work to continue. If the discovery proves significant under CEQA, additional work such as preparation of an archaeological treatment plan, testing, or data recovery may be warranted.

Unanticipated Discovery of Human Remains

In accordance with Section 7050.5 of the California Health and Safety Code, if human remains are found, the County Coroner shall be immediately notified of the discovery. No further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains shall occur until the County Coroner has determined, within 2 working days of notification of the discovery, the appropriate treatment and disposition of the human remains. If the County Coroner determines that the remains are, or are believed to be, Native American, he or she shall notify the NAHC in Sacramento within 24 hours. In accordance with California Public Resources Code, Section 5097.98, the NAHC must immediately notify those persons it believes to be the MLD from the deceased Native American. The MLD shall complete their inspection within 48 hours of being granted access to the site. The designated Native American representative would then determine, in consultation with the property owner, the disposition of the human remains.

If you have any questions about this report, please contact me at wburns@dudek.com.

Respectfully submitted,

William Burns, MSc, RPA

Archaeologist

Sarah Siren, MSc. Senior Paleontologist

cc: Adam Giacinto, Dudek Michael Williams, Dudek Hannah Young, Dudek

Kara Laurenson-Wright, Dudek

Att: NADB Information

Figure 1. Project Location Figure 2. Project Site

Appendix A: NWIC Records Search Results - Confidential

Appendix B: NAHC and Tribal Correspondence Appendix C: Museum Records Search Results

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NATIONAL ARCHAEOLOGICAL DATABASE (NADB) INFORMATION

Authors: William Burns, MSc, RPA, Sarah Siren, MS, Michael Williams, PhD, and

Adam Giacinto, MA, RPA

Firm: Dudek

Project Proponent: City of Sausalito

Report Date: January 2020

Report Title: Cultural and Paleontological Resources Letter Report for the 70-74

Liberty Ship Way Project, City of Sausalito, California

Type of Study: Archaeological Inventory, Paleontological Inventory, Intensive

Pedestrian Survey

Acreage: 3.9 acres

Resources: None

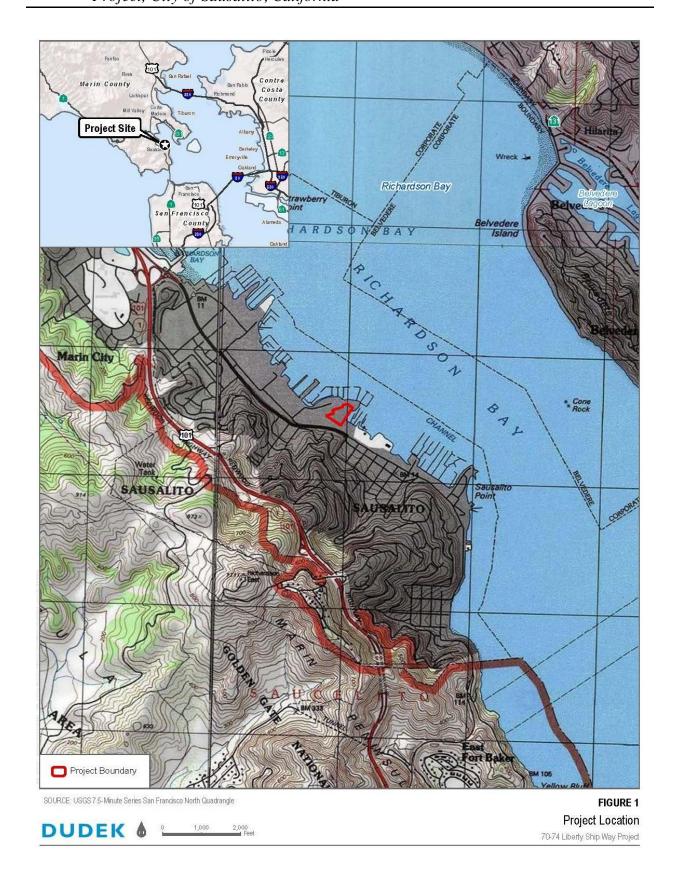
USGS Quads: Section 11, Township 1 South, Range 6 West, San Francisco Quadrangle

USGS map

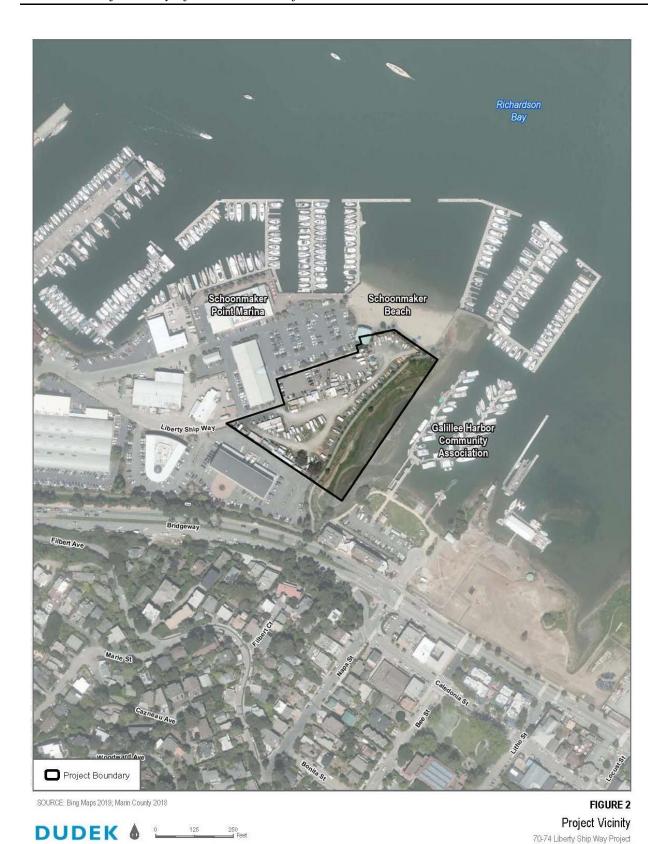
Keywords: Sausalito, Archaeological Inventory, Paleontological Inventory, Intensive

Pedestrian Survey

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To: Ms. Lilly Whalen, Director

Sausalito Community Development Department

420 Litho Street Sausalito, CA 94965

From: Christopher VerPlanck, Principal

VerPlanck Historic Preservation Consulting

57 Post Street, Suite 810 San Francisco, CA 94104

CC:

Date: August 23, 2021

Re: Street-level tracks on Liberty Ship Way

Dear Ms. Whalen,

I prepared this memorandum in response to your request for my professional opinion on the potential significance of the 94' segment of street-level railroad tracks on Liberty Ship Way in Sausalito's Marinship neighborhood. The track segment is mostly located on the public street right-of-way, although a small portion encroaches on the adjoining property at 70 Liberty Ship Way, which is part of a larger development project commonly known as 70-74 Liberty Ship Way. This memorandum contains a description of the track segment, a summary of its origin as part of the World War II-era Marinship shipyard, and an analysis of its potential eligibility for the California Register of Historical Resources (California Register).

Qualifications

I am an independent architectural historian and historic preservation consultant based in San Francisco. I hold an M.Arch.H. and a Certificate in Historic Preservation from University of Virginia's Graduate School of Architecture. While attending UVA, I interned as an architectural conservator at Monticello. After graduating from UVA in 1997, I won the prestigious Sally Kress Tompkins Fellowship and I went to work for the Historic American Engineering Record (HAER) in Washington, D.C. In the fall of 1997, I came home to the Bay Area, getting a job at The Foundation for San Francisco's Architectural Heritage. From 1999 until 2007, I ran the Cultural Resources Studio at Page & Turnbull, a San Francisco preservation architecture firm. Since 2007, I have been an independent preservation consultant. In this capacity I have completed hundreds of historic resource evaluations, historic structure reports, National Register nominations, cultural resource surveys, and federal rehabilitation tax credit applications. I have won several awards for my work over the years, including from the California Preservation Foundation, the Northern California Chapter of the American Institute of Architects, and San Francisco Beautiful.

I have a good deal of experience in Sausalito going back more than a decade. My local accomplishments include preparing the *Marinship Historic Context Statement* and Survey in 2011. In 2013, I prepared the *Sausalito Citywide Historic Context Statement*. In 2017, I prepared a successful National Register nomination for the Marinship Machine Shop. The following year I evaluated the remnants of the

Marinship Shipways. Since 2010, I have also prepared historic resource evaluations for a half-dozen residential properties in Sausalito.

Methodology

On July 13, 2021, I visited the exposed street-level tracks on Liberty Ship Way. I measured and photographed them, and tried to determine how much further they may extend beneath the asphalt to either end. I then walked every public street in Marinship, as well as all publicly accessible parking lots, in search of other railroad track segments. Guiding my fieldwork was a site plan made by Richard Grambow in 1946, which shows the extensive network of railroad tracks that once accessed the shipyard. Upon completion of the fieldwork, I reviewed research that I completed in 2010-11 in the course of preparing the *Marinship Historic Context Statement*. In addition to reviewing engineering and architectural drawings, I examined historic photographs, aerial photographs, and Sanborn maps; and searched historical newspapers and journals, including the *San Francisco Chronicle, Sausalito News, Marin-scope*, and the *Marin-er*. Upon completion of the research, I evaluated the track segment on Liberty Ship Way according to methodology I developed for the evaluation of similar street-level railroad tracks in San Francisco's waterfront industrial areas in 2018.



Figure 1. Aerial photograph showing the project site and vicinity. Location of track segment indicated by red arrow.

Source: Bing.com; annotated by Christopher VerPlanck

Description

The subject of this memorandum is a 94-foot-long pair of street-level railroad tracks located along the north side of the southern loop of Liberty Ship Way (Figure 1). The tracks' geographical coordinates are 37.862753 -122.491306 and they are located in the southeasterly section of Sausalito's Marinship neighborhood near Schoonmaker Point. The site survey is attached as Appendix Item A. The track segment adjoins two World War II-era buildings, including Building 13 at 60-70 Liberty Ship Way (Figure 2), and the Annex next-door at 60D Liberty Ship Way (Figure 3). Other nearby buildings include a Marinship-era building at 30 Liberty Ship Way (Building 12) and a contemporary office building at 80 Liberty Ship Way.



Figure 2. Building 13 at 60-70 Liberty Ship Way.



Figure 3. Building 13 Annex at 60D Liberty Ship Way.

Nearly all of the track segment is located within the Liberty Ship Way right-of-way, although about 29 feet of the northerly (outer) rail extends into a parking/staging area next to the Annex at 60D Liberty Ship Way. It appears that the entire track segment may have once been concealed beneath asphalt, and that vehicles turning in and out of the adjoining parking lot may have caused the asphalt to disintegrate, exposing the tracks to view. The track segment consists of grooved girder rails embedded in asphalt. The tracks have some surface corrosion but otherwise appear to be in good condition. As opposed to conventional ballasted tee track, this type of track is typically used in urban settings. They are set flush with the street so that vehicles can safely drive over them **(Figures 4 and 5)**. The track segment appears to continue beneath the asphalt for some distance at either end, although how far is not known. A portion of the outer rail appears to retain elements of some type of switching apparatus **(Figure 6)**.





Figure 4. Track segment, looking northeast.

Figure 5. Track segment, looking southwest.



Figure 6. Detail of track segment showing twin rails on north side.

Concise History of Marinship



Figure 7. Marinship, 1944, looking northwest.

Source: Anne T. Kent California Room, Marin County Free Library

The history of Marinship is welldocumented in the Marinship Historic Context Statement that I completed in 2010-11. To summarize: the shipyard was established by the U.S. Maritime Commission in March 1942 as part of its "emergency shipyard" program, which commissioned six shipyards across the country to build Liberty Ship freighters, tankers, and other non-military vessels needed for the war effort (Figure 7). Formulated as a public-private partnership, the U.S. government paid for the property and subsidized construction costs, while the W.A. Bechtel Corporation designed and built the yard and operated it on behalf of the U.S. Maritime Commission. Bechtel, which also owned and operated

Calship in Long Beach, earned considerable profits from both shipyards during the war. Between 1942 and 1945, Marinship built 93 large vessels, including 15 Liberty Ships and 78 T-2 tankers and oilers, as well as hundreds of "Dagwood" landing barges built for the anticipated invasion of the Japanese home islands. With little demand for tankers or freighters following the war, the W.A. Bechtel Corporation closed Marinship in March 1946.

The U.S. War Assets Department conveyed a large part of the 210-acre shipyard to the U.S. Army Corps of Engineers in May 1946. The Army Corps retained a little over 11 acres at the heart of Marinship, as well as three former Marinship shops (Buildings 11, 15, and 29) and the outfitting docks, and sold the rest to various industries, including to several small boat builders, a steel manufacturer, a building contractor, and several other private enterprises. Over time, approximately half of the "temporary" plywood Marinship shops and warehouses were demolished, but the rest were retained and repurposed, including Building 3 (Administration Building), which was converted into a general-purpose office building; Building 10 (General Shops), which was converted into offices and wholesale uses; and Building 30 (Mold Loft and Yard Office), which was converted into a light industrial building for artists and artisans. Meanwhile, along the waterfront, the former shipways were converted into small boat repair facilities and a marina, while another marina opened at Schoonmaker Point.

Since it closed 75 years ago, Marinship has evolved into an informal industrial park, albeit with substantial retail, office, and recreational components. Since the 1980s, citizens of Sausalito and their elected officials have done their best to prevent the Marinship area from being taken over by office parks, although the costs of maintaining the filled ground in an era of sea level rise has been a challenge. High technology businesses, venture capitalists, and other businesses of the "new economy" are able to pay substantially more rent than traditional maritime industries, making it increasingly likely that these types of businesses will eventually dominate the area.

Marinship Transportation Division

Rationally designed and built all at once according to an ingenious plan developed by Bechtel Corp. engineers, Marinship was designed to function similar to an auto assembly line, with raw materials entering the site at one end and completed ships launched and outfitted at the other end (Figure 8). Nearly everything produced off-site, including steel hull plate, engines, pipes, etcetera, arrived by freight train, entering the yard at Gate 5 Road. Local switch engines would move the cars to a rail siding in the railyard adjoining Building 3, where freight was checked in. The switching engine would then haul the goods to their final destination within the shipyard – mainly warehouses or shops. For example, steel plate used for hulls, bulkheads, etc., was transported to Building 20 (Plate and Structural Shop), and pipes would be hauled to the pipe yard at Schoonmaker Point. Right before they were needed, these materials were then moved from storage – typically by truck – and hauled to where they were needed.

Marinship was served by the Northwestern Pacific Railroad (NWP), a subsidiary of the mighty Southern Pacific Railroad (SP). The NWP main line began at the ferry terminal in downtown Sausalito. From there it headed north along Richardson's Bay before branching off toward Tiburon, Sonoma, Petaluma, etcetera. Before Marinship was built, NWP's main line traversed the largely submerged shipyard site on a trestle. The railroad also operated coal and water facilities on the future Marinship site. After the U.S. Maritime Commission identified Sausalito as a shipyard site, the W.A. Bechtel Corporation worked with the NWP to arrange the land transfer and relocate the railroad's tracks from the trestle to a new alignment running further inland and parallel to the Redwood Highway (now Bridgeway).

Apart from Gate 5, trains could access also Marinship from Gates 1, 2, 3, and 4. From these gates, spur tracks allowed freight trains access to nearly every part of the shipyard. Several buildings had their own external loading platforms, including Buildings 12 (Machinery Storage), 15 (Outfitting Shop), 20 (Plate and Structural Shop), 24 (Shipwrights' Mill), 29 (General Warehouse), and 30 (Mold Loft and Yard Office). Even if they didn't have their own loading platform most buildings at Marinship were within 50 feet of railroad tracks. A plat plan made of Marinship in 1945 shows the maximum extent of the rail network (Figure 9)

Transportation within Marinship fell under the purview of the Transportation Division. Headed by Richard Sargent, the Transportation Division employed 125 men, including 115 truck drivers. This division handled all transportation logistics within the yard. As mentioned, Marinship switching engines would haul materials and machinery from the railyard to their appropriate destination within the yard. Then, when they were needed, goods would be moved from the warehouse or shop where they were stored to where they were needed – usually either the shipways or the outfitting docks – by various vehicles, including flatbed trucks, semi-trucks with trailers, pickup trucks, winch trucks, cranes, scooters, or bicycles.

Marinship's rail network gradually disintegrated following the transfer of the shipyard to the U.S. Army Corps of Engineers and private industry after 1946. Passenger rail service had already been discontinued in much of Marin County following the opening of the Golden Gate Bridge in 1937. World War II kept freight service busy, and during the 1950s and 1960s, residential builders in Marin County used the railroad to deliver lumber and other building supplies. However, by the early 1970s, improvements to U.S. Highway 101 made trucking more competitive than freight rail, and the SP ultimately abandoned all service to southern Marin County. Once this happened, most of the NWP's main line tracks were removed along Bridgeway and converted to landscaping and sidewalks. Concurrently, most of the remaining street-level spurs and siding tracks in Marinship were either removed as part of development projects or simply covered in asphalt.

6

¹ "The Marin-er's Journey: Transportation," *The Marin-er* (August 7, 1943).

² "History of the Redwood Empire Route," Northwestern Pacific Railroad website: https://www.nwprailroad.com/history, accessed July 14, 2021.

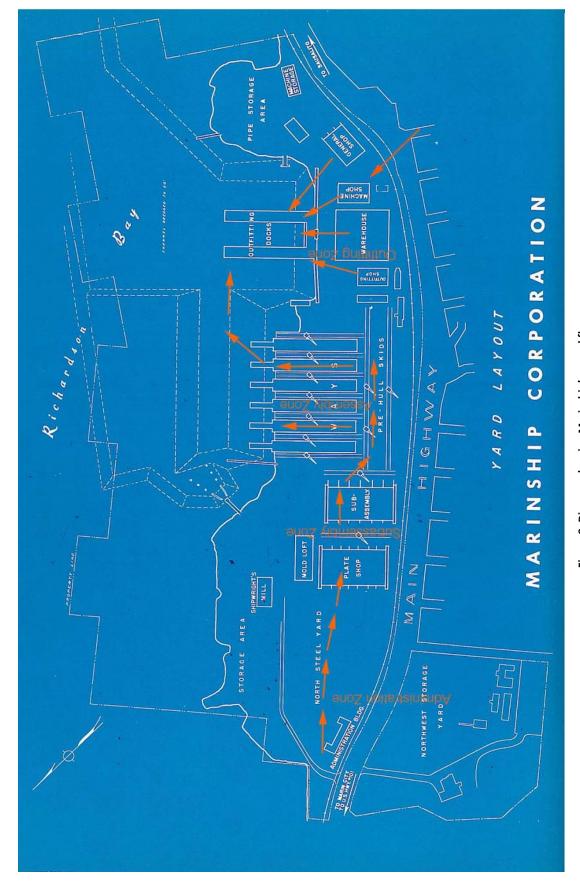


Figure 8. Diagram showing Marinship's workflow. Source: Richard Finnie, *The History of a Wartime Shipyard* (1947).

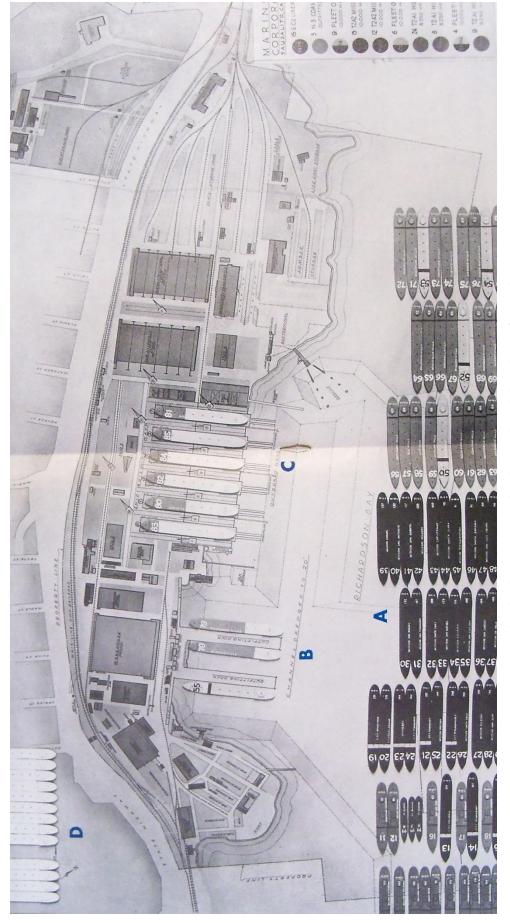


Figure 9. Plot plan showing entire railroad network inside boundaries of Marinship, 1944. Source: *Marin-er*

Track Segment on Liberty Ship Way

The 94-foot-long exposed street-level track segment on Liberty Ship Way is part of a siding that originally extended from a spur that split off from the NWP's main line. This siding was built to access a large pipe storage yard between Building 12 (Machinery Storage) and Building 13 (Maintenance Garage). This part of Marinship, an area now called Schoonmaker Point, is located on filled land. It was located outside the main part of the shipyard and it contained no permanent numbered buildings, making it ideal for large-scale storage and equipment martialing. Historic photographs and maps from the Marinship era show the siding extending into the yard just beyond the Building 13 Annex, which is where the exposed track segment is located (Figure 10). The pipe yard was located just east of the Outfitting Docks, which is where pipes from the pipe yard were taken so that pipefitters could install them in ships moored at the docks. If need be, pipes could be taken to the Outfitting Docks via train because tracks linked the two locations (Figure 11).

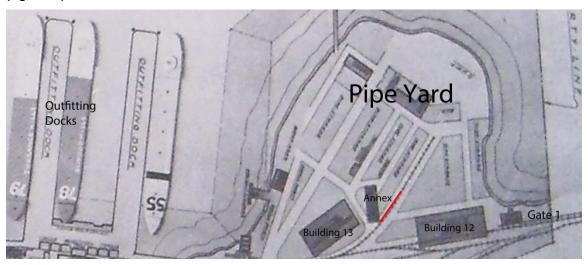


Figure 10. Detail view of Marinship pipe storage yard. Existing aboveground track segment marked in red. Source: Marin-er (1945)

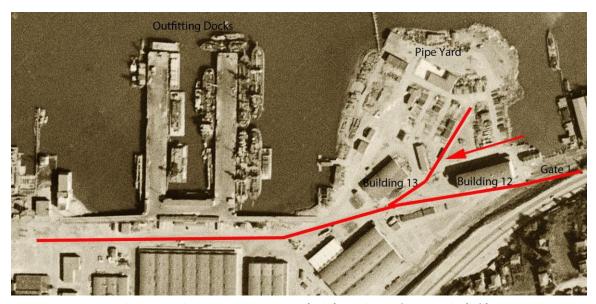


Figure 11. 1946 aerial photograph showing the Pipe Yard (right) and the Outfitting Docks (left). Arrow indicates location of the existing aboveground track segment.

Source: Sausalito Historical Society

Evaluation

Although the *Marinship Historic Context Statement* discusses the role that trains played in the operation of Marinship, it does not specifically address any remaining street-level railroad tracks in the neighborhood. In part, this was due to the fact that the historic context statement was mainly concerned with remaining World War II-era buildings, and also because there are so few exposed track segments in Marinship. Furthermore, preservation of everyday infrastructure like railroad tracks was barely part of the preservation lexicon a decade ago. Since then, studies of urban infrastructure have come a long way in historic preservation. In 2018, the San Francisco Department of Public Works hired my firm to prepare a historic context statement to document and evaluate San Francisco's still considerable inventory of street-level railroad tracks. Since there was little else to go on, I developed an evaluative system for San Francisco's remaining street-level tracks as part of this project. I have adopted this methodology for use in evaluating the track segment on Liberty Ship Way.

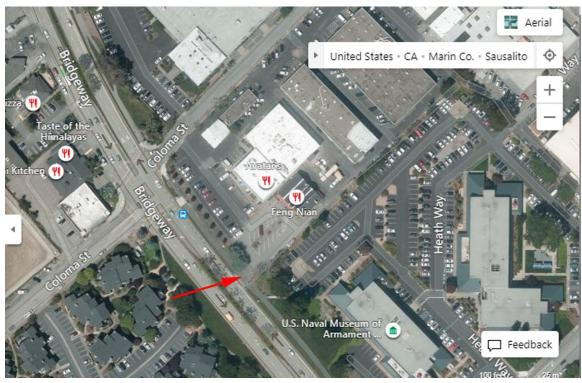


Figure 12. Aerial photograph indicating the location of the other exposed track segment at 2650 Bridgeway.

Source: Bing Maps; annotated by Christopher VerPlanck

As mentioned, exposed street-level tracks are a rarity in the Marinship area. In addition to the segment on Liberty Ship Way, I found only one other aboveground segment: a 78-foot-long section of the NWP's main line on Bridgeway. This section is located at 2650 Bridgeway between the parking lot of Feng Nian Restaurant and Bridgeway itself (Figure 12). This segment is composed of two rails, with the area inside the rails filled with asphalt to match the grade of the adjoining parking lot (Figure 14). The ends of the rails are cut off, indicating that they do not continue below the surface in either direction.

There may be other track segments in the Marinship area, although they are no longer exposed to view. Although railroad tracks appear to have been removed from nearly all major postwar development sites where extensive grading was necessary, it is possible that some segments remain in parking lots and driveways adjoining surviving Marinship-era buildings, including along Marinship Way between Liberty Ship Way and Testa Street, in the area adjoining the Marinship Industrial Center Building at 295 Harbor Drive, and in the Schoonmaker Point area.

Because the *Marinship Historic Context Statement* did not discuss railroad tracks, none are identified as potential historical resources. In addition, due to lack of overall integrity, the *Marinship Historic Context Statement* did not identify a neighborhood-wide historic district encompassing the former shipyard. On the other hand, the document did identify a smaller potential historic district encompassing the outfitting

zone at the southern end of Marinship encompassing Buildings 10, 11, 12, 13, 15, 17, 26, and 29.³ Although the document acknowledges that most of these buildings have been re-clad, it is the only part of the former shipyard where most of the Marinship buildings survive and are recognizable by virtue of their massing. The *Marinship Historic Context Statement* concludes that while the outfitting zone would not likely qualify for the National Register due to integrity concerns, it may qualify for the California Register because of its lower integrity standards.

While I do not think that the surviving aboveground segment of street-level railroad tracks on Liberty Ship Way appears individually eligible for the National Register or the California Register, the former Marinship outfitting zone appears to qualify as a California Register historic district, as outlined in the *Marinship Historic Context Statement*. Therefore, as rare remnants of Marinship's internal transportation infrastructure, any surviving track segments within this area would be *de facto* contributing elements.

There is plenty of precedent for railroad tracks being contributing elements or character-defining features of historic districts. In San Francisco, several historic districts designated at the local, state, and national level have street-level railroad tracks identified as contributing elements and/or character-defining features, including the National Register-listed Central Embarcadero Piers Historic District, the locally listed Northeast Waterfront Historic District, the National Register-listed San Francisco Port of Embarkation Historic District, the California Register-listed Showplace Square Heavy Timber-frame Warehouse Historic District, the National Register-listed Union Iron Works Historic District.⁴

Although visually unimpressive as isolated objects, the track segment on Liberty Ship Way does convey a sense of the area's industrial heritage and the role trains played in the operation of the Marinship ship-yard during World War II. In addition, it is located in close proximity to three World War II-era buildings. Furthermore, because aboveground track segments appear to be quite rare in Marinship, this segment can be understood to have a higher level of significance than if it was one of several surviving segments. In summary, the track segment on Liberty Ship Way appears to be a contributing feature to a potential historic district encompassing Marinship's outfitting zone, which appears eligible for the California Register under Criterion 1 (Events), with a period of significance of 1942 to 1946.

Proposed Project

The project site is a 3.9-acre parcel at Schoonmaker Point (APN 063-080-06). Now used for storing boats, RVs, and shipping containers, the site contains no buildings apart from the non-historic Harbormaster's Office. The proposed project entails the construction of three new two-story industrial buildings containing 50,000 square feet of space, as well as a 48,979-square-foot surface parking lot containing 108 parking spaces (See **Appendix Item B**). The street-level track segment is located at the extreme northwest corner of the irregularly shaped project site, with only a small portion encroaching on the project site. There are no proposed improvements to the area where the tracks are located apart from repaving the street and building a guardrail to protect the Building 13 Annex at 60D Liberty Ship Way from auto traffic.

Recommendations

Street-level railroad tracks can present several problems, including safety issues (particularly for bicyclists and pedestrians), street maintenance issues, and interference with building and/or landscaping projects. In the case of the tracks on Liberty Ship Way, they are located at the northern edge of the street and not in the existing single-lane traffic way. They are, however, located within the street right-of-way which could potentially be expanded to two lanes. Understanding that this part of Liberty Ship Way cannot be widened to two lanes unless the Building 13 Annex is demolished, it makes sense to keep Liberty Ship Way as it is today: a one-way loop, preserving the tracks *in-situ*, and then leaving them exposed to view.

If the Annex is demolished in the future and Liberty Ship Way is to be widened, one solution could include reducing the grade of the street to the level of the adjoining ground so the tracks can be left exposed to view. To reduce tripping hazards, they could potentially be encased in a transparent material, such as

³ Christopher VerPlanck, *Marinship Historic Context Statement* (Sausalito: Sausalito Community Development Department, 2011), 57-8.

⁴ Christopher VerPlanck, *San Francisco Street-level Tracks Historic Context Statement* (San Francisco: San Francisco Planning Department, 2018), 51-3.

resin, similar to what was accomplished at Pier 1 in San Francisco Ca. 2001.⁵ If this is not feasible, I recommend that the tracks be treated as an archaeological resource and left *in situ* and recovered in asphalt. However, before they are concealed, I recommend that they be documented according to Historic American Engineering Record (HAER) standards, including black and white archival photography, a concise HAER report, and measured drawings.⁶ This report would then be submitted to local archives, including the Sausalito Historical Association and the Northwest Information Center at Sonoma State University. I also recommend a completing a survey using specialized equipment to determine how far the tracks extend beneath the asphalt at either end, and possibly erecting a historical plaque describing the role of trains in the operation of Marinship.

Conclusion

The track segment on Liberty Ship Way has historical significance as a rare above-ground remnant of Marinship's network of internal street-level train tracks. It is also a character-defining feature of a potential historic district encompassing Marinship's former outfitting zone. According to the 2011 *Marinship Historic Context Statement*, this potential district encompasses Buildings 10, 11, 12, 13, 15, 17, 26, and 29 and their immediate surroundings, including the area containing the exposed track segment. According to the Section 15064.5 of the California Environmental Quality Act (CEQA), buildings, structures, or objects that are eligible for the California Register, including contributing elements to historic distracts, are "historical resources."

Please do not hesitate to contact me if you have any questions.

Sincerely,

Christopher VerPlanck

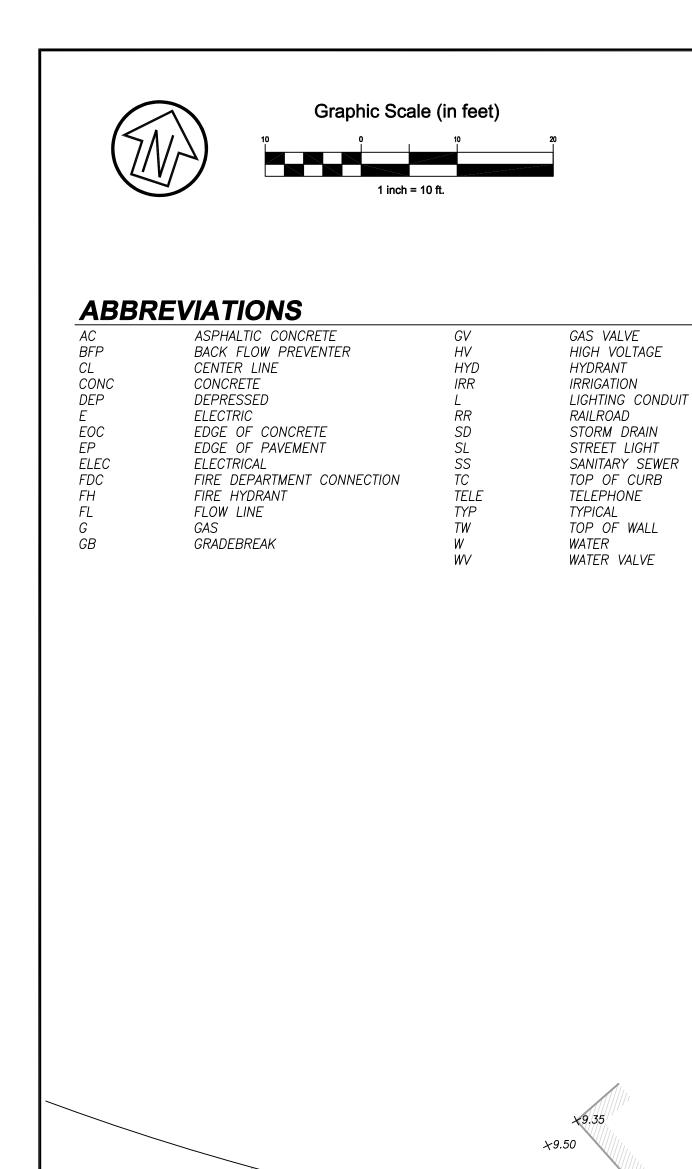
⁵ Within the transit shed of Pier 1 is a lengthy segment of railroad track installed for the State Belt Line Railway which passes out onto the adjoining apron. To reduce tripping hazards, the Port of San Francisco encased the tracks in a translucent resin so they are fully visible but flush with the adjoining concrete surface.

⁶ The existing site survey would suffice for measured drawings and the content for the HAER report could be extracted from this memorandum.

Appendix

Appendix Item A: Site Survey

Appendix Item B: Proposed Project Site Plan



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DRAIN INLET GRATE 9.53

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×9.25

×9.71

BUILDING

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NOTES

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CONTOUR MINOR (1' INTERVAL)

BOUNDARY PER 23 PM 54

- 1. DISTANCES SHOWN ARE IN FEET AND DECIMALS THEREOF.
- 2. HORIZONTAL DATUM AND BOUNDARY SHOWN HEREON IS BASED ON THAT CERTAIN PARCEL MAP RECORDED IN BOOK 23 OF MAPS, PAGE 54 AND A CORNER RECORD DATED 7/17/06 OF ASSESSOR PARCEL NUMBER 063-080-06, MARIN COUNTY RECORDS.
- 3. VERTICAL DATUM IS NORTH AMERICAN VERTICAL DATUM OF 1988 (NAVD88) PER OPUS SOLUTION ON FILE IN THE OFFICE OF CSW/STUBER—STROEH.
- 4. ORIGINAL TOPOGRAPHY SHOWN WAS PERFORMED BY FIELD SURVEY ON JULY 11, 2017.
- SUPPLEMENTAL TOPOGRAPHY SHOWN HEREON WAS PERFORMED ON 12/15/20 AND TIED INTO PREVIOUS SURVEY DATA FROM 2017. SOME AREAS SURVEYED IN 2017 MAY DIFFER FROM CURRENT EXISTING CONDITIONS IF IMPROVEMENTS OF TOPOGRAPHIC FEATURES WERE ADDED OR CHANGED SINCE 2017.

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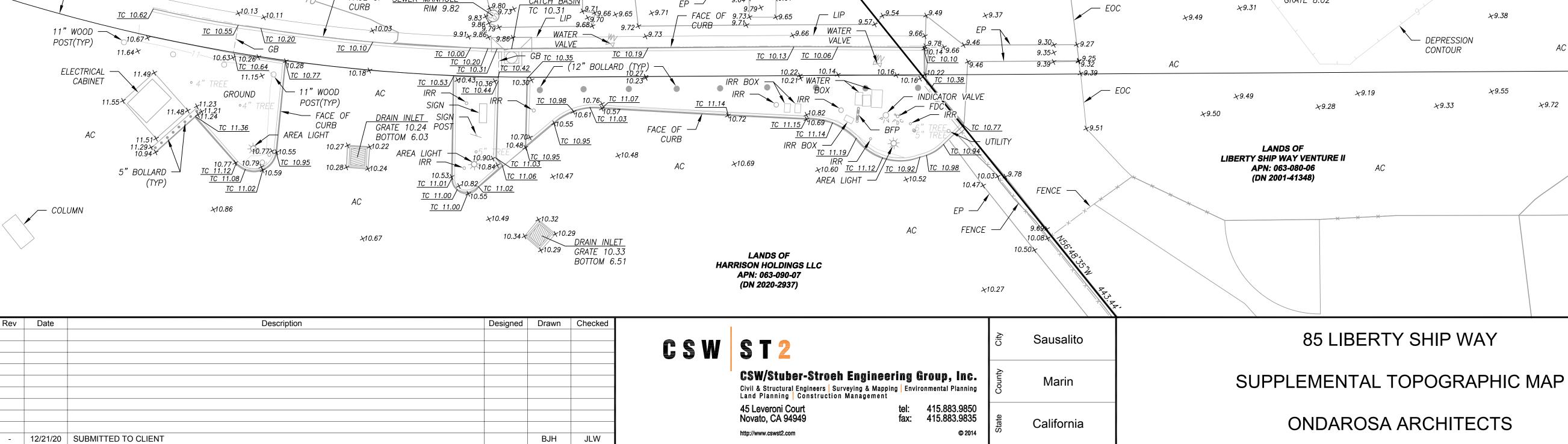
ELECTRICAL

BOX

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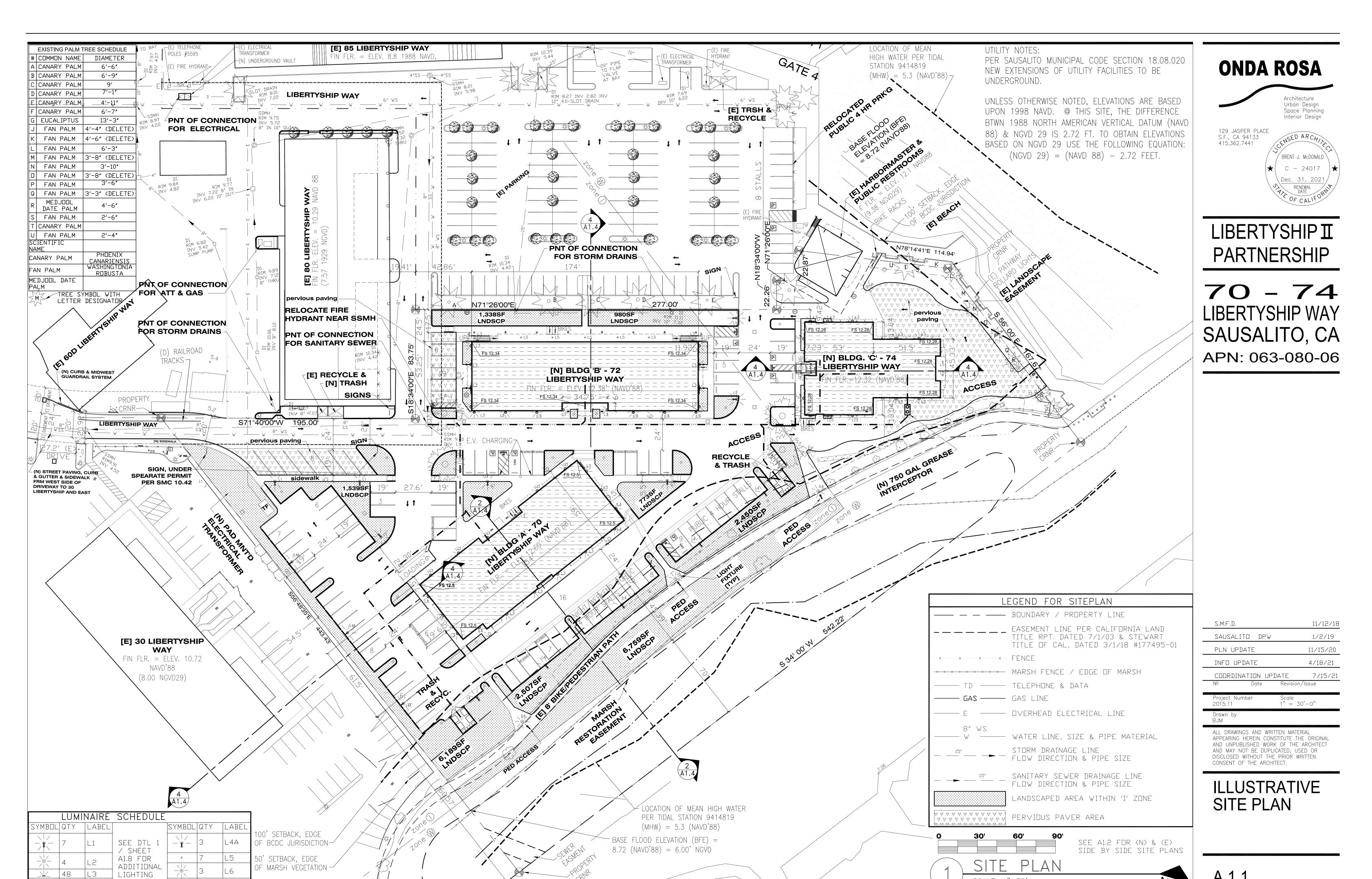
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