# DRAFT
# ENVIRONMENTAL IMPACT REPORT
***SCH# 2021110398***

## Aldersly Planned Development Amendment
***326 and 308 Mission Avenue, San Rafael, CA***

Assessor's Parcel Nos.:
014-054-31 and -32

*Lead Agency:*

*City of San Rafael*
*Community Development Department*
*1400 Fifth Avenue (P.O. Box 151560)*
*San Rafael, CA 94915-1560*

*August 2022*

**Notice of Availability of the Draft Environmental Impact Report**
**and Notice of Public Meeting for**
**Aldersly Planned Development Amendment**
**State Clearinghouse #2021110398**

The City of San Rafael, acting as lead agency, has prepared a Draft Environmental Impact Report (Draft EIR) for the Aldersly Planned Development Amendment Project (Proposed Project). The Draft EIR is available for public review and comment from **August 16 to September 30, 2022**. The Draft EIR may be accessed on the City's website at https://www.cityofsanrafael.org/aldersly/. A copy of the Draft EIR is also available for review at Community Development Department, Planning Division located at 1400 5th Ave. 3rd Floor, San Rafael, CA.

PROJECT LOCATION: The Aldersly Retirement Community is located at 326 and 308 Mission Avenue, east of U.S. Highway 101 in San Rafael; Assessor Parcel Numbers 014-054-31 and -32.

PROJECT DESCRIPTION: The Draft EIR analyzes a proposed amendment to the Aldersly Planned Development that includes demolition and renovation of existing buildings, and construction of three new buildings, new landscaping, pathways, exterior lighting, and on-site parking on the 2.88-acre Aldersly Campus. The Proposed Project would result in 14 additional independent living units, an increase from 55 units to 69 units. The number of assisted living/memory care beds (35 beds) and skilled nursing beds (20 beds) would remain unchanged. The project site is not on any list of hazardous materials waste sites compiled pursuant to Section 65962.5 of the Government Code. In addition to the Proposed Project, the Draft EIR analyzes an On-Site Project Alternative and an Off-Site Project Alternative. As required by CEQA, the Draft EIR also analyzes a No-Project Alternative.

SIGNIFICANT ENVIRONMENTAL IMPACTS: The proposed project would result in a significant impact related to the proposed demolition of existing buildings and landscape features on the project site. The proposed demolition would cause a significant adverse change that would result in the loss of California Register eligibility of the Aldersly Retirement Community as a historic district, and therefore the impact on the eligible historic district would be significant and unavoidable. Significant impacts related to air quality, biological resources, geology and soils, and noise would be reduced to less-than-significant levels after implementation of mitigation measures.

COMMENT PERIOD: The City is soliciting comments regarding the analysis in the Draft EIR. All comments must be received by the City by **September 30, 2022**. Written comments on the Draft EIR may be emailed to project planner Jayni Allsep at Jayni.Allsep@cityofsanrafael.org or to PlanningPublicComment@cityofsanrafael.org; or delivered to Planning Division, CDD; 1400 5th Ave. 3rd Fl.; San Rafael, CA 94901. All comments on environmental issues received during the public comment period will be considered and addressed in the Final EIR, which is anticipated to be available for public review in October 2022.

PUBLIC MEETING: A public meeting before the San Rafael Planning Commission is planned for September 13, 2022, at 7:00 p.m. to provide an overview of the project and Draft EIR. You can attend the meeting in person, or you can participate virtually from Zoom Website**:** https://tinyurl.com/pc-2022-09-13; Meeting ID 897 4566 651; or by Telephone: US: +1 669 444 9171.

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*August 2022*

# TABLE OF CONTENTS

## Aldersly Planned Development Amendment Project

## Appendices

A. Notice of Preparation/Scoping
B. Topics Not Requiring Detailed Environmental Analysis
C. Historic Resource Evaluation and Project Impact Analysis
D. Air Quality and Greenhouse Gas Assessment
E. Biological Report
F. Geotechnical Investigation
G. Noise Study
H. Traffic and Parking Study

## List of Figures



## List of Tables

# SUMMARY

## S.1 Introduction

Aldersly Retirement Community is proposing an amendment to its approved Development Plan, (Proposed Project, or Project). The Project site is located at 326 Mission Avenue, east of U.S. Highway 101, in the City of San Rafael. The 2.9-acre property extends from the Mission Avenue north to Belle Avenue. The site is developed with residential, administrative, and healthcare buildings connected by a network of landscaped pedestrian paths, gardens, and on-site parking.

The City is the lead agency responsible for California Environmental Quality Act (CEQA) environmental review. CEQA requires the preparation of an environmental impact report (EIR) when a project could significantly affect the physical environment. The City determined that the Proposed Project would have the potential to cause a significant environmental impact, and that preparation of an EIR was therefore required for the Project to comply with CEQA.

The City has prepared this EIR to provide the Planning Commission, City Council, the public, and responsible and trustee agencies considering this Project with information about the potential physical effects on the local and regional environment of implementing the Project. This EIR was prepared in compliance with CEQA (California Public Resources Code, Sections 21000 et seq.) and the CEQA Guidelines (California Code of Regulations Title 14, Chapter 3, Sections 15000 et seq.). This EIR describes the Project under consideration by the City. The document characterizes the Project setting, discloses the range of potential environmental impacts of the Proposed Project, and identifies mitigation measures for those impacts that would be significant. The EIR also addresses cumulative impacts to which the Proposed Project could make a substantial contribution. Also, as required under CEQA, it describes and evaluates potentially feasible alternatives to the Project that could avoid or reduce significant impacts while still meeting most of the Project's objectives.

## S.2 Project Objectives

The Project Sponsor has identified the following goals and objectives of the Proposed Project:

Goals:

- To keep Aldersly a boutique residential community for older people looking for a home with ***hygge*** - Danish for the experience of coziness and comfortable conviviality that engenders feelings of contentment and well-being.
- To allow the Aldersly Retirement Community to evolve to meet the needs of current and future residents for the next 20 years.

Project objectives originating from these overarching goals include:

- Create a financially sustainable community that will last another 100 years
- Add a second dining venue and resident lounge/gathering spaces

- Create a dedicated Memory Care Center with an accessible outdoor garden area
- Update Independent Living units to attract new residents. Increase number of larger, more marketable units (average unit size in square feet)
- Improve site accessibility and access to campus amenities for staff and residents with various levels of mobility
- Improve entry experience to create a positive first impression
- Define a core active space for residents that promotes social interaction and movement between different parts of the campus
- Provide outdoor spaces with lush landscaping to maintain Aldersly's long-time connections to nature and outdoor living, in keeping with the original hygge spirit of the community.
- Provide additional parking
- Improve delivery area and back of house spaces to increase efficiency and ease access from Belle Avenue
- Maximize Aldersly's footprint, within the limits of the land use and design controls established by the City's planning documents.

## S.3 Summary of Project Description

The Project proposes the demolition of seven existing buildings, construction of three new buildings, and additions/renovations to five buildings on the Aldersly Campus. At buildout of the proposed PD Development Plan, (estimated to be 10 years from Project approval, or approximately the year 2032) the Project would result in fourteen (14) additional independent living units, an increase from 55 units to 69 units. The number of Assisted Living/Memory Care beds (35 beds) and Skilled Nursing beds (20 beds) would remain unchanged. The number of parking on-site parking spaces would increase from 48 spaces to 56 spaces at buildout of the Development Plan.

## S.4 Summary of Impacts and Mitigation Measures

**Table S-1** summarizes the significant impacts of the Project. For each impact considered significant or potentially significant, the table lists the recommended mitigation measures. Table S-1 is intended to provide a summary of the Project's significant impacts and mitigation measures, which are described in detail in Chapter 3, *Environmental Setting, Impacts, and Mitigation Measures* and **Appendix B**, *Topics Not Requiring Detailed Environmental Analysis*; please refer to those EIR sections for a complete discussion of impacts.

**TABLE S-1: SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

| Environmental Impact | Mitigation Measure | Significance after Mitigation |
|---|---|---|
| **Impact Status:** | **LTS** = Less Than Significant Impact **SU** = Significant and Unavoidable | |
| ***CULTURAL AND TRIBAL CULTURAL RESOURCES*** | | |
| **Impact CUL-1:** The Proposed Project would result in the demolition of six of the nine contributing buildings and landscape features that are contributing features of an eligible historic district. | *No feasible mitigation identified that would avoid or reduce impact [see Chapter 5 for Alternative that would reduce impact]* | **SU** |
| **Impact CUL-2:** Implementation of the proposed project has the potential to cause a significant impact to a previously unidentified archaeological resource pursuant to CEQA Guidelines Section 15064.5. | **Mitigation Measure CUL-1: Conduct Cultural Resources and Tribal Cultural Resources Sensitivity and Awareness Training Program Prior to Ground-Disturbing Activities**. Prior to issuance of a building permit, grading permit, or demolition permit involving any potential ground disturbing activity, all construction contractor(s) responsible for overseeing and operating ground-disturbing mechanical equipment (e.g., onsite construction managers and backhoe operators) shall be required to participate in a cultural resources and tribal cultural resources sensitivity and awareness training program (Worker Environmental Awareness Program [WEAP]) for all personnel involved in project construction, including field consultants and construction workers. The WEAP shall be developed by an archaeologist that meets the Secretary of the Interior's Professional Qualifications Standards in archaeology; and by culturally affiliated Native American tribes.<br><br>The WEAP training shall be conducted by an archaeologist that meets the Secretary of the Interior's Professional Qualifications Standards in archaeology. A representative from the Federated Indians of Graton Rancheria (FIGR) shall be invited to participate in the training.<br><br>The WEAP training shall be conducted before any project-related construction activities begin at the project site. The WEAP will include relevant information regarding sensitive cultural resources and tribal cultural resources, including applicable regulations, protocols for avoidance, and consequences of violating State laws and regulations. The WEAP will also describe appropriate avoidance and impact minimization measures for cultural resources and tribal cultural resources that could be located at the project site and will outline what to do and who to contact if any potential cultural resources or tribal cultural resources are encountered. The WEAP will emphasize the requirement for confidentiality and culturally appropriate treatment of any discovery of significance to Native Americans and will discuss appropriate behaviors and responsive actions, consistent with Native American tribal values.<br><br>The project sponsor shall maintain a record of all construction personnel that have | **LTS** |

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| | received this training and provide the record to the City. These records shall be submitted to the City prior to issuance of a building permit involving any ground disturbing activity and shall be maintained by the applicant throughout the duration of the construction period. A final record shall be submitted to the City prior to issuance of a certificate of occupancy.<br><br>**Mitigation Measure CUL-2**: **Protect Archaeological Resources Identified during Construction.** The project sponsor shall ensure that construction crews stop all work within 100 feet of the discovery until a qualified archaeologist and FIGR Tribal Monitor can assess the previously unrecorded discovery and provide recommendations. Resources could include subsurface historic features such as artifact-filled privies, wells, and refuse pits, and artifact deposits, along with concentrations of adobe, stone, or concrete walls or foundations, and concentrations of ceramic, glass, or metal materials. Native American archaeological materials could include obsidian and chert flaked stone tools (such as projectile and dart points), midden (culturally derived darkened soil containing heat-affected rock, artifacts, animal bones, and/or shellfish remains), and/or groundstone implements (such as mortars and pestles). | |
| **Impact CUL-3:** Ground-disturbing activities during project construction could encounter human remains, the disturbance of which could result in a significant impact under CEQA. | **Mitigation Measure CUL-3: Protect Human Remains Identified During Construction.**<br>In accordance with the California Health and Safety Code, if the find includes human remains, or remains that are potentially human, they shall ensure reasonable protection measures are taken to protect the discovery from disturbance (Assembly Bill [AB] 2641). The archaeologist shall notify the Marin County Coroner (per § 7050.5 of the Health and Safety Code) and the provisions of § 7050.5 of the California Health and Safety Code, § 5097.98 of the California PRC, and AB 2641 shall be implemented. If the coroner determines the remains are Native American and not the result of a crime scene, the coroner will notify the NAHC, which then will designate a Native American Most Likely Descendant (MLD) for the Project (§ 5097.98 of the PRC). The designated MLD will have 48 hours from the time access to the property is granted to make recommendations concerning treatment of the remains. If the landowner does not agree with the recommendations of the MLD, the NAHC can mediate (§ 5097.94 of the PRC). If no agreement is reached, the landowner shall rebury the remains where they will not be further disturbed (§ 5097.98 of the PRC). This shall also include either recording the site with the NAHC or the appropriate Information Center; using an open space or conservation zoning designation or easement; or recording a reinternment | **LTS** |

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| | document with the county in which the property is located (AB 2641). Work may not resume within the no-work radius until the lead agencies, through consultation as appropriate, determine that the treatment measures have been completed to their satisfaction. | |
| **Impact TCR-1:** Ground-disturbing activities as a result of the proposed project could encounter Tribal Cultural Resources, the disturbance of which could result in a significant impact under CEQA. | Mitigation Measure TCR-1: Survey of Site by Trained Human Remains Detection Dogs. Prior to the issuance of a grading or building permit, the project sponsor shall provide written evidence to the City's Community Development Department that a qualified consultant has been retained to conduct a survey of the site using trained human remains detection dogs. The survey shall be performed after the demolition of structures but prior to when trenching, grading, or earthwork on the site commences. If the survey results in the identification of an area potentially containing human remains, the area should be avoided. If avoidance is not feasible, then the City shall require that a professional archaeologist be retained to conduct subsurface testing, in the presence of a tribal representative from FIGR, to verify the presence or absence of remains. If human remains are confirmed, then the procedures in the PRC and Mitigation Measure CUL-3 shall be followed.<br><br>**Mitigation Measure TCR-2: Archaeological and Native American Monitoring and the Discovery of Cultural Materials and/or Human Remains.** Prior to issuance of a grading permit or building permit, the project sponsor shall retain a Secretary of the Interior-qualified archaeologist, with input from the Federated Indians of Graton Rancheria (FIGR), to prepare a Cultural Resources Monitoring Plan. Monitoring shall be required during initial ground-disturbing activities and may be extended should the area be determined to require monitoring of deeper sediments, according to a schedule outlined in the Cultural Resources Monitoring Plan. The plan shall include (but not be limited to) the following components:<br>▪ Person(s) responsible for conducting monitoring activities, including an archaeological monitor and an appropriate number of FIGR Tribal monitors (number and kind of appropriate monitors to be determined in consultation with consulting FIGR);<br>▪ Person(s) responsible for overseeing and directing the monitors;<br>▪ How the monitoring shall be conducted and the required format and content of monitoring reports, including schedule for submittal of monitoring reports and person(s) responsible for review and approval of monitoring reports; | **LTS** |

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| | ▪ Protocol for notifications in case of encountering cultural resources, as well as methods of dealing with the encountered resources (e.g., collection, identification, appropriate documentation, repatriation); and<br>▪ Methods to ensure security of cultural resources sites, including protective fencing, security, and protocol for notifying local authorities (i.e. Sheriff, Police) should site looting or other resource damaging or illegal activities occur during construction.<br>During the course of the monitoring, the archaeologist, in consultation with FIGR Tribal monitor, may adjust the frequency—from continuous to intermittent—based on the conditions and professional judgment regarding the potential to impact cultural and tribal cultural resources. If significant tribal cultural resources are identified onsite, all work shall stop immediately within 100 feet of the resource(s). | |
| ***AIR QUALITY*** | | |
| **Impact AQ-1.** The project could result in a cumulatively considerable net increase a criteria pollutant for which the project region is non – attainment under an applicable federal or state ambient air quality standard (Checklist Item **III.b.)** | **Mitigation Measure AQ-1: Best Management Practices.** During any construction period ground disturbance, the applicant shall ensure that the project contractor implement measures to control dust and exhaust. Implementation of the measures recommended by BAAQMD and listed below would reduce the air quality impacts associated with grading and new construction to a less-than-significant level. Additional measures are identified to reduce construction equipment exhaust emissions. The contractor shall implement the following BMPs:<br>1. All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) shall be watered two times per day<br>2. All haul trucks transporting soil, sand, or other loose material off-site shall be covered.<br>3. All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited.<br>4. All vehicle speeds on unpaved roads shall be limited to 15 miles per hour (mph).<br>5. All roadways, driveways, and sidewalks to be paved shall be completed as soon as possible. Building pads shall be laid as soon as possible after grading unless seeding or soil binders are used.<br>6. Idling times shall be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of California Code of Regulations [CCR]). Clear signage shall be provided for construction workers at all access points. | **LTS** |

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| | 7. All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation.<br>8. Post a publicly visible sign with the telephone number and person to contact at the Lead Agency regarding dust complaints. This person shall respond and take corrective action within 48 hours. The Air District' s phone number shall also be visible to ensure compliance with applicable regulations. | |
| **Impact AQ-2.** The project could expose sensitive receptors to substantial pollutant concentrations (Checklist Item **III.c.)** | **Mitigation Measure AQ-2: Selection of equipment during construction to minimize emissions.**<br>The project sponsor shall achieve a fleet-wide average reduction in DPM exhaust emissions from the onsite, off-road construction equipment by 65-percent or greater in order to stay below BAAQMD thresholds. One feasible way to achieve this reduction would include the following:<br>• All diesel-powered off-road equipment, larger than 25 horsepower, operating on the site for more than two days continuously shall, at a minimum, meet U.S. EPA particulate matter emissions standards for Tier 4 engines. Where Tier 4 equipment is not available, exceptions could be made for equipment that includes CARB-certified Level 3 Diesel Particulate Filters or equivalent. Equipment that is electrically powered or uses non-diesel fuels would also meet this requirement.<br>• All aerial lifts shall be compressed natural gas (CNG) powered.<br>Alternatively, the applicant can develop a different plan demonstrating that the off-road equipment used onsite to construct the project would achieve a fleet-wide average 65-percent reduction in diesel particulate matter (DPM) exhaust emissions or greater. | **LTS** |
| **Impact BIO-1.** The project has the potential to disturb active bird nests on the Project site. (Checklist Item **IV.a.)** | **Mitigation Measure BIO-1: Avoidance of Nesting Birds.** Nests of native birds in active use shall be avoided in compliance with State and federal regulations. Vegetation clearing and construction shall be initiated outside the bird nesting season (February 1 through August 31) or preconstruction surveys shall be conducted by a qualified biologist within a minimum of 300 feet from the project site where access is feasible and no more than seven days prior to any disturbance. If active nests are encountered (i.e., one containing eggs or young), a work-exclusion buffer shall be implemented around the nest commensurate with the nest location and species. In some cases, buffers may be as small as 25 feet for hidden nests (e.g., in tree or building cavities) and/or for urban adapted species; buffers may also extend up to 300 feet for raptors or more sensitive species. No construction activity shall occur within the established buffer until it is determined by a qualified biologist that the young have fledged (that is, left the nest) or the nest has become otherwise inactive (e.g. due to predation).At that time the buffer may be removed and work within the buffer resume. | **LTS** |

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| ***GEOLOGY AND SOILS*** | | |
| **Impact GEO-1.** The project site is subject to earthquakes that have the potential to induce strong to very strong ground shaking. Strong shaking during an earthquake can result in ground failure such as that associated with soil liquefaction, lateral spreading, cyclic densification, and landsliding. (Checklist Item **VII.a.ii)** | **Mitigation Measure GE0-1:** Prior to a grading or building permit submittal, the project sponsor shall prepare a final geotechnical investigation prepared by a qualified and licensed geotechnical engineer and submit the report to the City Engineer. Minimum mitigation includes design of new structures in accordance with the provisions of the current California Building Code or subsequent codes in effect when final design occurs. Recommended seismic design coefficients and spectral accelerations shall be consistent with the findings presented in Geotechnical Investigation prepared by Rockridge Geotechnical, August 31, 2020. | **LTS** |
| **Impact GEO-2.** The project has the potential to destroy a unique paleontological resource during construction and earthmoving activities (Checklist Item **VII.f.)** | **Mitigation Measure GE0-2:** Should paleontological resources be encountered during project subsurface construction activities located in previously undisturbed soil and bedrock, all ground-disturbing activities within 25 feet shall be halted and a qualified paleontologist contacted to assess the situation, consult with agencies as appropriate, and make recommendations for the treatment of the discovery. For purposes of this mitigation, a "qualified paleontologist" shall be an individual with the following qualifications: 1) a graduate degree in paleontology or geology and/or a person with a demonstrated publication record in peer- reviewed paleontological journals; 2) at least two years of professional experience related to paleontology; 3) proficiency in recognizing fossils in the field and determining their significance; 4) expertise in local geology, stratigraphy, and biostratigraphy; and 5) experience collecting vertebrate fossils in the field.<br><br>If the paleontological resources are found to be significant and project activities cannot avoid them, measures shall be implemented to ensure that the project does not cause a substantial adverse change in the significance of the paleontological resource. Measures may include monitoring, recording the fossil locality, data recovery and analysis, a final report, and accessioning the fossil material and technical report to a paleontological repository. Upon completion of the assessment, a report documenting methods, findings, and recommendations shall be prepared and submitted to the City for review. If paleontological materials are recovered, this report also shall be submitted to a paleontological repository such as the University of California Museum of Paleontology, along with significant paleontological materials. Public educational outreach may also be appropriate.<br><br>The project applicants shall inform its contractor(s) of the sensitivity of the project site | **LTS** |

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| | for paleontological resources and shall verify that the following directive has been included in the appropriate contract specification documents:<br><br>"The subsurface of the construction site may contain fossils. If fossils are encountered during project subsurface construction, all ground-disturbing activities within 25 feet shall be halted and a qualified paleontologist contacted to assess the situation, consult with agencies as appropriate, and make recommendations for the treatment of the discovery. Project personnel shall not collect or move any paleontological materials. Fossils can include plants and animals, and such trace fossil evidence of past life as tracks or plant imprints. Marine sediments may contain invertebrate fossils such as snails, clam and oyster shells, sponges, and protozoa; and vertebrate fossils such as fish, whale, and sea lion bones. Vertebrate land mammals may include bones of mammoth, camel, saber tooth cat, horse, and bison. Contractor acknowledges and understands that excavation or removal of paleontological material is prohibited by law and constitutes a misdemeanor under California Public Resources Code, Section 5097.5." | |
| ***NOISE*** | | |
| **Impact NOI-1. Construction Noise Impacts**. Noise generated by construction activities, including demolition, could exceed the 90 dBA $L_{eq}$ noise level established in SRMC Section 8.13.050 | **Mitigation Measure NOI-1: Construction Noise.** Prior to the issuance of a grading permit or building permit, the project sponsor shall submit a Construction Noise Management Plan (CNMP) prepared by a qualified acoustical consultant. The CNMP shall identify noise attenuation measures to further reduce potential impacts related to construction noise. Noise attenuation measures include, but are not limited to, the following:<br>a. Installation of a temporary noise barrier along the east and west property lines of the site. The barrier can be constructed with plywood or another appropriate material with cracks or no gaps. The purpose of the barrier is to provide a noticeable reduction of the noise and meet 90 dBA at residential receivers on neighboring properties along the common east and west property lines, where reasonably feasible. The height of the noise barrier, which may be up to 12 feet at certain locations, shall take into account the height of the construction noise sources and site grading and shall be specified in the Construction Noise Management Plan.<br>b. All construction equipment shall be equipped with mufflers and sound control devices (e.g., intake silencers and noise shrouds) that are in good condition and appropriate for the equipment.<br>c. Maintain all construction equipment to minimize noise emissions.<br>d. Stationary equipment shall be located on the site to maintain the greatest possible distance to the existing residences, where feasible. | **LTS** |

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| | e. Unnecessary idling of internal combustion engines shall be strictly prohibited.<br>f. Provide advance notification to surrounding land uses disclosing the construction schedule, including the various types of activities that would be occurring throughout the duration of the construction period.<br>g. The construction contractor shall provide the name and telephone number of an on-site construction liaison. If construction noise is found to be intrusive to the community (complaints are received), the construction liaison shall investigate the source of the noise and require that reasonable measures be implemented to correct the problem.<br>h. Schedule high noise-producing activities during times when they would be least likely to interfere with the noise sensitive activities of the neighboring land use, when possible.<br>i. Use noise control blankets on temporary fencing that are used to separate construction areas from occupied on-site areas.<br>j. Temporarily relocate residents of on-site dwelling units that are very close to the construction activities.<br>k. Consider upgrading windows to reduce construction noise at on-site dwelling units closest to the construction activities. | |

# S.5 Summary of Project Alternatives

The CEQA Guidelines, Section 15126.6(a), state that an EIR must describe and evaluate a reasonable range of alternatives to the project that would feasibly attain most of the project's basic objectives and would avoid or substantially lessen any identified significant adverse environmental effects of the project. The CEQA Guidelines (Section 15126.6(e)) require the identification of an environmentally superior alternative to the Proposed Project. If it is determined that the "no project" alternative would be the environmentally superior alternative, then the EIR shall also identify an environmentally superior alternative among the other project alternatives (Section 15126.6[e][2]). To determine the environmentally superior alternative, the impacts of all the alternatives were compared to determine which alternative would have the least adverse effects.

The following sections describe the CEQA alternatives considered in this EIR and provides a comparison of the alternatives.

## S.5.1 Alternative 1: No Project Alternative

The No Project Alternative assumes that the Aldersly campus would remain in its existing condition and would not be subject to redevelopment. Under this alternative, the Aldersly campus would continue to operate as it currently exists, and no new construction would occur on the Project site, except for repairs and interior renovation of existing buildings. The number of Independent Living units, assisted living/memory care beds and skilled nursing beds are assumed to remain essentially the same as existing (55 Independent Living units, 35 Assisted Living/Memory Care beds and 20 Skilled Nursing beds).

## S.5.2 Alternative 2: On-Site Preservation Alternative

Alternative 2 would concentrate all new development of the Aldersly campus at its southern edge along Mission Avenue with the construction of two new buildings. This Alternative includes the construction of a new Independent Living building along Mission Avenue, and the complete demolition and replacement of Frederiksborg building at the southwest corner of the Project site. Like the Proposed Project, this Alternative would also require the demolition of the building at 308 Mission Avenue to make room for a new driveway and parking. The property at 308 Mission Avenue is part of the approved PD Development Plan Area and is owned by Aldersly.

## S.5.3 Alternative 3: Off-Site Preservation Alternative

Alternative 3 would locate all new development at the eastern end of the Aldersly campus and would incorporate two parcels currently owned by Aldersly (121 and 123 Union Street) located just east of the northeast corner of the existing campus. Alternative 3 proposes a net increase of 46,730 square feet in residential and administrative uses. Alternative 3 would result in 45 parking spaces, which is a net decrease of three spaces from the existing campus parking spaces.

### S.5.4 Comparison of Alternatives

Alternative 1, the No Project Alternative, is the environmentally superior alternative to the Proposed Project because it would avoid all of the significant impacts associated with the Proposed Project. As noted above, if it is determined that the "no project" alternative would be the environmentally superior alternative, then the EIR shall also identify an environmentally superior alternative among the other project alternatives.

Alternative 3, which proposes to retain nearly all of the contributing buildings and landscape features, would result in a less than significant impact to the eligible Aldersly historic district, and the district would remain eligible for the California Register. However, as noted above, Alternative 3 would meet fewer of the project sponsor's objectives.

In conclusion, this report finds that Alternative 3 would not cause any material impairment to the historic resource under CEQA, and that Alternative 2, like the Proposed Project, would cause a material impairment to the Aldersly historic district.

## S.6 Areas of Controversy and Issues to be Resolved

Pursuant to Section 15123(b)(2) of the CEQA Guidelines, an EIR shall identify areas of controversy known to the lead agency, including issues raised by agencies and the public and the issues to be resolved.

During the neighborhood outreach and planning process, issues raised by neighbors of Aldersly include: impacts on Belle Avenue, construction impacts including construction noise, lack of available street parking in the neighborhood, and the impacts of the proposed Mission Avenue Independent Living building on adjacent residences.

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# CHAPTER 1

# Introduction

## 1.1 Purpose of the EIR

The City of San Rafael (City) is the lead agency responsible for preparing this environmental impact report (EIR) under the California Environmental Quality Act (CEQA). CEQA requires the preparation of an EIR when a project could significantly affect the physical environment. The City determined that the Aldersly Retirement Community Project (Proposed Project, or Project) could potentially cause significant environmental impacts, and that preparation of an EIR was therefore required for the Project to comply with CEQA.

The City has prepared this EIR to inform the City's decision-makers, the public, and responsible and trustee agencies reviewing the Proposed Project about the potential physical effects of the Proposed Project, both beneficial and adverse, on the local and regional environment. This EIR was prepared in compliance with CEQA (California Public Resources Code, Sections 21000 et seq.) and the CEQA Guidelines (California Code of Regulations Title 14, Sections 15000 et seq.).

This EIR describes the Proposed Project under consideration by the City. The document characterizes the Project setting, discloses the range of potential environmental impacts of the Proposed Project, and identifies mitigation measures for impacts identified as significant. The EIR also addresses cumulative adverse impacts to which the Proposed Project could make a substantial contribution. Also, as required under CEQA, it describes and evaluates potentially feasible alternatives to the Proposed Project that could avoid or reduce significant impacts while still meeting most of the Project's objectives.

## 1.2 EIR Process

### 1.2.1 Early Public Engagement

In order to obtain early public input in the Project planning process, Aldersly, the Project sponsor, met with the Montecito Area Residents Association (MARA) to share their preliminary plans and seek input from the surrounding community. In addition, Aldersly held in-person meetings early on to reach the Montecito/Happy Valley neighbors and solicit input on the Project. Since project applications were filed with the City, the following neighborhood outreach has occurred

- Neighborhood meeting hosted by Aldersly held via Zoom on June 9, 2021
- MARA special meeting held via Zoom on January 27, 2022
- MARA special meeting held via Zoom on May 16, 2022

### 1.2.2 Notice of Preparation and Scoping

In accordance with Section 15082 of the CEQA Guidelines, the City, as the CEQA lead agency, prepared and distributed a notice of preparation (NOP) for this EIR. The NOP contains a description of the Proposed Project, a summary of existing conditions at the Project location, maps of the Project site, and a draft Initial Study summary of the probable environmental effects of the Proposed Project, as well as instructions for attending the scoping meeting and submitting written comments. On November 25, 2021, the NOP was mailed to interested parties, including individuals, and to federal, state, and local agencies, and was posted by the California State Clearinghouse and the Marin County Clerk beginning on November 24, 2021. The 30-day scoping period for the Project remained open through December 23, 2021. On December 14, 2021, the City held a Project scoping meeting to receive comments on the scope of the EIR during a regularly scheduled meeting of the San Rafael Planning Commission.

The City received eleven (11) comment letters during the NOP comment period; two from state agencies and nine from property owners and neighbors near the project site. The NOP and comment letters are included in **Appendix A**.

### 1.2.3 Draft EIR

This Draft EIR is available for review and comment by federal, state, and local agencies and interested organizations and individuals for a 45-day period identified in the notice provided at the beginning of this document. During this comment period,the public is invited to provide written comments on the adequacy of the Draft EIR via mail or email to the City of San Rafael Planning Division. Comments should be submitted as follows:

Comments sent via US Mail, please send to:

San Rafael City Hall
Community Development Department
1400 Fifth Avenue, Top Floor
San Rafael, CA 94901
ATTN: Jayni Allsep, Contract Planner

Comments sent by email, please send to:

Jayni Allsep, Contract Planner
City of San Rafael
Jayni.Allsep@cityofsanrafael.org

During this 45-day review period, copies of the Draft EIR will be available for public review at the City of San Rafael, Aldersly Project Website:

https://www.cityofsanrafael.org/aldersly/

Should you require access to a physical copy of the Draft EIR, one will be available at:

San Rafael City Hall, Community Development Department
1400 Fifth Avenue, Top Floor
San Rafael, CA 94901

### 1.2.4 Final EIR

All written comments received on the adequacy of this Draft EIR during the public review period will be addressed in a "response-to-comments" document that, together with this Draft EIR, will constitute the Final EIR. The response-to-comments document will also present any changes to the Draft EIR resulting from public and agency input, as well as changes initiated by City staff.

Before any decision to approve, revise, or reject the Proposed Project, the City Council will review the Final EIR and consider certifying the document. Upon EIR certification, the City may proceed with Project approval actions. Approval of the Proposed Project would include written findings for each significant adverse environmental effect identified in the EIR (CEQA Guidelines Section 15091). At the time the Project approval actions are considered, the City would also adopt a mitigation monitoring and reporting program (MMRP) for adopted mitigation measures (discussed further below).

### 1.2.5 Mitigation, Monitoring, and Reporting

Although the CEQA Guidelines do not require that the specific reporting or monitoring program be included in the EIR, California law requires lead agencies to adopt a Mitigation Monitoring and Reporting Program (MMRP) for those mitigation measures that are conditions of project approval and that are necessary to reduce or avoid significant effects on the environment. All adopted measures will be included in an MMRP to ensure CEQA compliance during Project implementation (CEQA Guidelines Section 15097(a)).

## 1.3 Organization of the EIR

Before this chapter, this EIR contains a Summary of Environmental Impacts and Mitigation Measures, which lists each identified significant environmental impact, the associated mitigation measure(s), and the level of significance of each significant impact after mitigation is incorporated.

Following this chapter, this EIR has been organized as follows:

**Chapter 2, Project Description.** This chapter provides a detailed description of the Proposed Project, including the Project vicinity, existing facilities, phasing, and buildout of the Project. It also presents the Project objectives of the project sponsor.

**Chapter 3, Environmental Setting, Impacts, and Mitigation Measures.** This chapter provides an overview of the analysis conducted in this EIR and focuses on the Project's impact on Cultural (Historic) Resources. As identified in the NOP/Initial Study, this impact is significant and unavoidable. For clarity, the topic of Tribal Cultural Resources (TCRs) is also covered in this chapter because mitigation measures identified for TCRs refer to and are closely related to mitigation measures identified for Cultural Resources. Chapter 3 includes a description of the setting (existing environmental and regulatory setting) for Cultural and TCRs and the environmental impacts that could result from the Proposed Project is provided, followed by feasible mitigation measures for significant impacts.

There is also a listing of topics where *no impact* or a *less than significant impact* is expected, or where impacts would be *less than significant with mitigation incorporated*. These resource areas are not discussed in detail in Chapter 3. Please refer to **Appendix B** of this EIR for an analysis of other topics and resource areas.

**Chapter 4, Other CEQA Issues.** This chapter describes the Proposed Project's growth inducement potential and the significant and irreversible environmental changes of the Proposed Project.

**Chapter 5, Alternatives.** This chapter evaluates an On-Site and Off-Site Project Alternative. The No Project Alternative, which is required by CEQA, is also addressed.

# CHAPTER 2
# Project Description

## 2.1 Introduction

### 2.1.1 Project Location and Surrounding Uses

The Project site is located on Mission Avenue, east of U.S. Highway 101, in the City of San Rafael. The 2.9-acre property (Assessor's Parcel Numbers 014-054-31 and -32) extends from the Mission Avenue north to Belle Avenue. The site is developed with residential, administrative, and healthcare buildings connected by a network of landscaped pedestrian paths, gardens, and on-site parking.

SURROUNDING USES

The Project site is located within the Montecito/Happy Valley Neighborhood, one of San Rafael's oldest neighborhoods. The area surrounding the Aldersly campus contains a mix of residential, retail, and community services. The area north of the Project site is comprised of single- and multi-family residential homes on Belle Avenue, Ridge Avenue, and Marinita Avenue. A licensed Large Family Daycare is located on a residential property located north of the Project site, across Belle Avenue (408 Belle Avenue). The area to the east is comprised mainly of single-family homes along Union Street. The Canal Childcare Center is located at the southeast corner of Mission Avenue and Union Street (215 Mission Avenue), and San Rafael High School is further east of the site. The area west of the site is comprised of single- and multi-family residential uses; and the area south of the Project site across Mission Avenue is multi-family senior housing and service-oriented uses. The site is located directly north of the Montecito Commercial Sub-Area of the Downtown Precise Plan Area. The Project site and surrounding areas are shown in **Figure 2-1** and **Figure 2-2**.

EXISTING GENERAL PLAN DESIGNATIONS AND ZONING

*General Plan Designation*

San Rafael General Plan 2040 was adopted in 2021. The Land Use Element establishes land use categories, and all proposed projects must meet density, Floor Area Ratio (FAR), and other applicable development standards. The General Plan designates the Project site as High Density Residential. This land use designation allows a net density of 21.8 to 43.6 units per net acre.

*Zoning*

The Project site is located within a Planned Development (PD) zoning district (Ordinance 1775) that was approved in 2002 along with proposed new development on the site (Rosenborg and associated improvements). The approved PD zoning established for Aldersly is intended to allow

flexibility to meet the future needs of their older residents with facilities designed to support evolving best practices in services and environments, which was acknowledged to include a combination of facilities renovation, expansion, and new construction. The PD 1775 is also intended to maintain Aldersly' s role as a community asset by maintaining the campus as a quiet, landscaped buffer between the single-family areas and the multifamily/commercial zone.

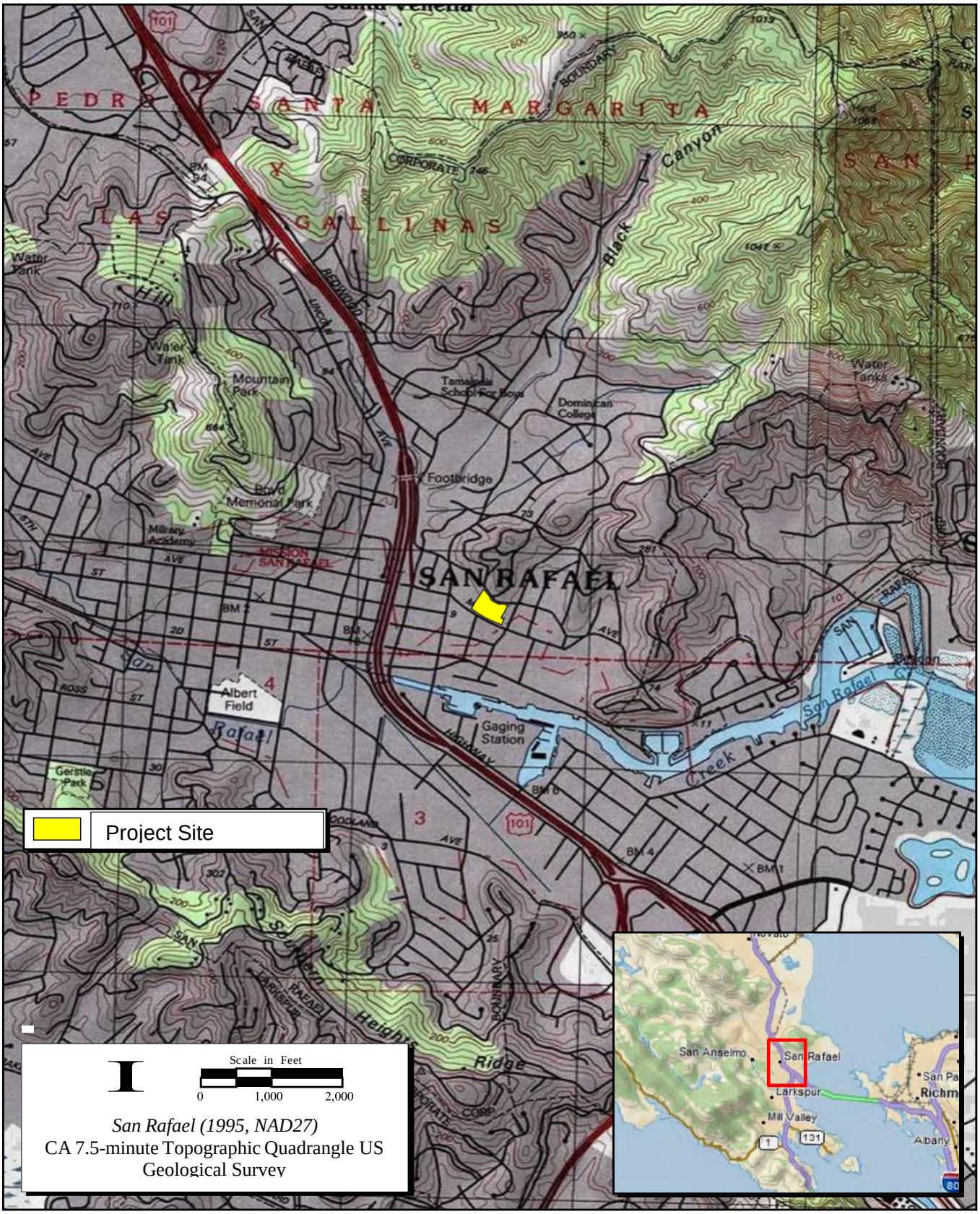



**FIGURE 2-1: PROJECT LOCATION AND REGIONAL SETTING**

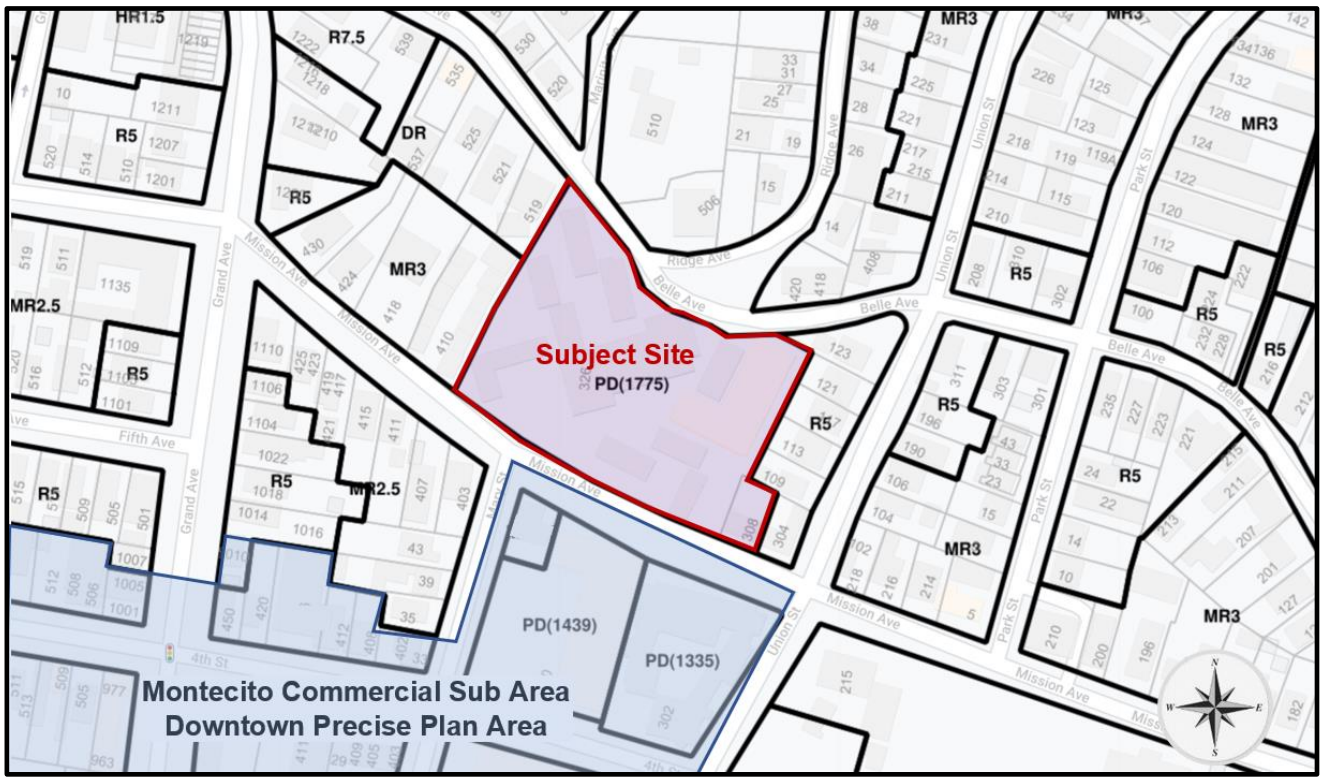
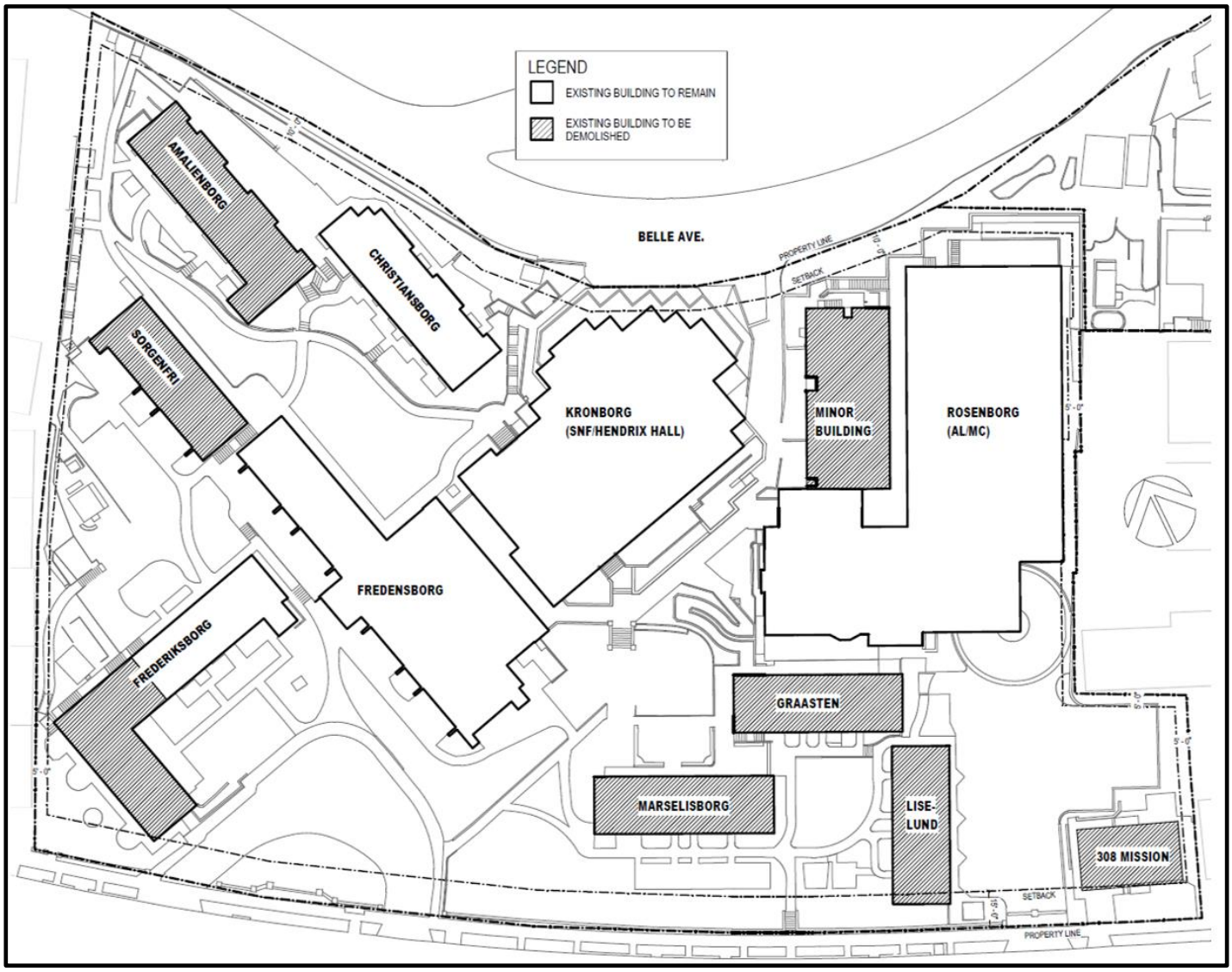



**FIGURE 2-2: PROJECT VICINITY / ZONING**




SOURCE: Perkins-Eastman Architects

**FIGURE 2-3: PROJECT SITE - EXISTING CONDITIONS**

## Project Background

The Project site was developed by Aldersly as a retirement community for Danish immigrants in 1921. Since then, the Project site has been transformed numerous times to meet the changing needs of Aldersly residents and new concepts of community care. None of the original buildings of the Aldersly campus remain, and the existing buildings on the campus represent a variety of styles reflecting the four periods of redevelopment of the Project site in the 1940s, 1960s, 1990s and early 2000s. The most recent major development on the campus is the 30-unit assisted living/memory care facility (Rosenborg) on the east side of the Project site, completed in 2004. A parking garage was constructed as part of Rosenborg, and improvements were also made to the loading facilities along Belle Avenue as part of the 2004 construction.

## 2.1.2 Project Goals and Objectives

The Project Sponsor has identified the following goals and objectives of the Proposed Project:

Goals:

- To keep Aldersly a boutique residential community for older people looking for a home with ***hygge*** - Danish for the experience of coziness and comfortable conviviality that engenders feelings of contentment and well-being.
- To allow the Aldersly Retirement Community to evolve to meet the needs of current and future residents for the next 20 years.

Project objectives originating from these overarching goals include:

- Create a financially sustainable community that will last another 100 years
- Add a second dining venue and resident lounge/gathering spaces
- Create a dedicated Memory Care Center with an accessible outdoor garden area
- Update Independent Living units to attract new residents. Increase number of larger, more marketable units (average unit size in square feet)
- Improve site accessibility and access to campus amenities for staff and residents with various levels of mobility
- Improve entry experience to create a positive first impression
- Define a core active space for residents that promotes social interaction and movement between different parts of the campus
- Provide outdoor spaces with lush landscaping to maintain Aldersly's long-time connections to nature and outdoor living, in keeping with the original hygge spirit of the community.
- Provide additional parking
- Improve delivery area and back of house spaces to increase efficiency and ease access from Belle Avenue
- Maximize Aldersly's footprint, within the limits of the land use and design controls

established by the City's planning documents.

### 2.1.3 Anticipated Approvals and Permits

The anticipated entitlements and permits that would be needed for the Project are the following:

- A zoning amendment to amend the previously approved Ordinance No. 1775, including revised Aldersly PD Development Standards. (ZC20-001);
- An amendment to a master use permit (UP20-022); and
- An environmental and design review permit for Phases 1-3 (ED20-051)

## 2.2 Project Description

The Project, which includes demolition of seven buildings, construction of three new buildings, and additions/renovations to five buildings, would occur in three phases as described below:

**PHASE 1:** Build new Independent Living (IL) Building, Relocate the Campus Reception/Entry to street level, Expand Community Space, and Improve Central Courtyard.

**Phase 1A:**

- Demolish three small buildings (Liselund, Marselisborg and Graasten) containing a total of 12 independent living, studio units.
- Demolish building at 308 Mission (currently used as office space)

**Phase 1B:** Add new independent living building.

- Construct new independent living 35-unit building. Includes the redesign of site entry and parking for better accessibility for residents and visitors. (An elevator and an interior connection to Fredensborg will enable sheltered ADA access to upper levels on the hillside site).
- Provide nine (9) parking spaces in the new Mission Avenue IL building, five guest parking spaces at the new main entrance, and eight surface parking spaces along the East driveway to Rosenborg.
- Expand community space with a café, rooftop lounge, arts & crafts/activity room, and a conference room/pre-function room.
- Improve central courtyard. Improve outdoor spaces with new gathering spaces and landscaping, including historic elements.

**PHASE 2: Service Building Addition**

- Demolish the Minor Building (8 independent living units)
- Construct a new service connector building with service elevator connections to Rosenborg and Kronborg to improve service access for delivery, refuse and maintenance back-of-house spaces for increased efficiency.
- Expand outdoor garden for Memory Care (Rosenborg)

**PHASE 3: West Campus Independent Living**

- Demolish Amalienborg and Sorgenfri (14 independent living units)
- Construct new 15 independent living units in new West Campus IL building (net +1).
- Partial rebuild of Frederiksborg to increase floor area (no net change in number of IL units). Add four new parking spaces. Interior renovation of Frendensborg (-2 net change in number of IL units)

At buildout of the proposed PD Development Plan, (estimated to be 10 years from Project approval, or approximately the year 2032) the Project would result in fourteen (14) additional independent living units, an increase from 55 units to 69 units. The number of Assisted Living/Memory Care beds (35 beds) and Skilled Nursing beds (20 beds) would remain unchanged. The number of parking on-site parking spaces would increase from 48 spaces to 56 spaces at buildout of the Development Plan.

**Figures 2-4 through 2-7** provide site plans for each of the three phases and an illustrative site plan depicting buildout of all three phases.

SITE ACCESS AND CIRCULATION

Many of the Project objectives are directly related to improving internal site pedestrian access and circulation, on-site parking, food delivery, and making outdoor spaces more functional and accessible, all of which are key to maintaining and improving on-site circulation and connectivity between existing and proposed buildings.

The Proposed Project would introduce a new fully accessible entrance to the campus as part of the new Independent Living building on Mission Avenue, new parking, elevator service and direct connections to the existing food service building. A new service building along Belle Avenue (Phase 2) would also provide internal connections between buildings on the north side of the campus and improved trash and recycling storage.

*Site Vehicular Access*

Vehicle access to the site would remain substantially the same as existing, except that the existing driveway to Rosenborg (east driveway) would shift approximately 30 feet to the east toward Union Street, and new parking spaces, landscaping and solid fencing would be created along the east property line. The new driveway would be located approximately where the structure at 308 Mission Avenue (owned by Aldersly and proposed to be demolished) currently stands.

*Parking and Delivery/Loading Areas*

Parking

Existing parking areas at the main entrance and along the east driveway to the Rosenborg building would be reconfigured as part of the Proposed Project. The existing Rosenborg parking garage (30 spaces) would remain unchanged. After buildout of the Project, there would be a total of 56 on-site parking spaces, a net increase of 8 spaces (from 48 to 56). Five guest spaces would be provided at the main entrance and eight spaces would be located along the east driveway, which would be shifted approximately 30 feet to the east. Nine spaces would be provided at the first level of the new Mission Avenue IL Building and four spaces would be provided as part of the new Frederiksborg wing.

Delivery and Loading Areas

Truck Delivery access would continue to be provided on Belle Avenue. The existing loading and delivery area on Belle Avenue would remain and would continue to accommodate all deliveries through Phase 1. After completion of Phase 2, a new delivery area for medium-size trucks would be provided as part of the new service building. The number and type of trucks used for deliveries to the Aldersly campus are not expected to change as a result of the Proposed Project. The typical (existing) weekly deliveries to the Aldersly campus are listed below in Table 2-1.

**TABLE 2-1 ALDERSLY TRUCK DELIVERIES**

| Delivery type | Size of truck | Frequency | Days of the week |
|---|---|---|---|
| **Facilities** | | | |
| Housekeeping | Mid-size (26') | Weekly | Mondays and Thursdays |
| Home Depot | Mid-size | Twice a month | Wednesday |
| **Dietary** | | | |
| Sysco | Large (43') | Weekly | Mondays and Thursdays |
| Green leaf and fresh point | Mid-size | Weekly | Random except Sundays |
| Pacific Seafood | Mid-size | Weekly | Monday, Tuesday, Wednesday, Friday |

Source: Email communication from Peter Lin, Greenbriar Development, 03/03/2022

DRAINAGE AND GRADING

Currently, runoff from the Project site is conveyed to the existing storm drain system in Mission Avenue. The County of Marin and the City of San Rafael require any increased runoff from the Proposed Project be discharged and filtered onsite. Because the site is presently covered with impervious surfaces, the Proposed Project would not increase storm drain peak flow and volume discharged from the site. To reduce the impact of sto1m runoff upon water quality, the Project proposes to convey roof gutter drainage to two infiltration planters for onsite treatment before being directed and discharged into the City's storm drainage system at street curbs.

UTILITIES

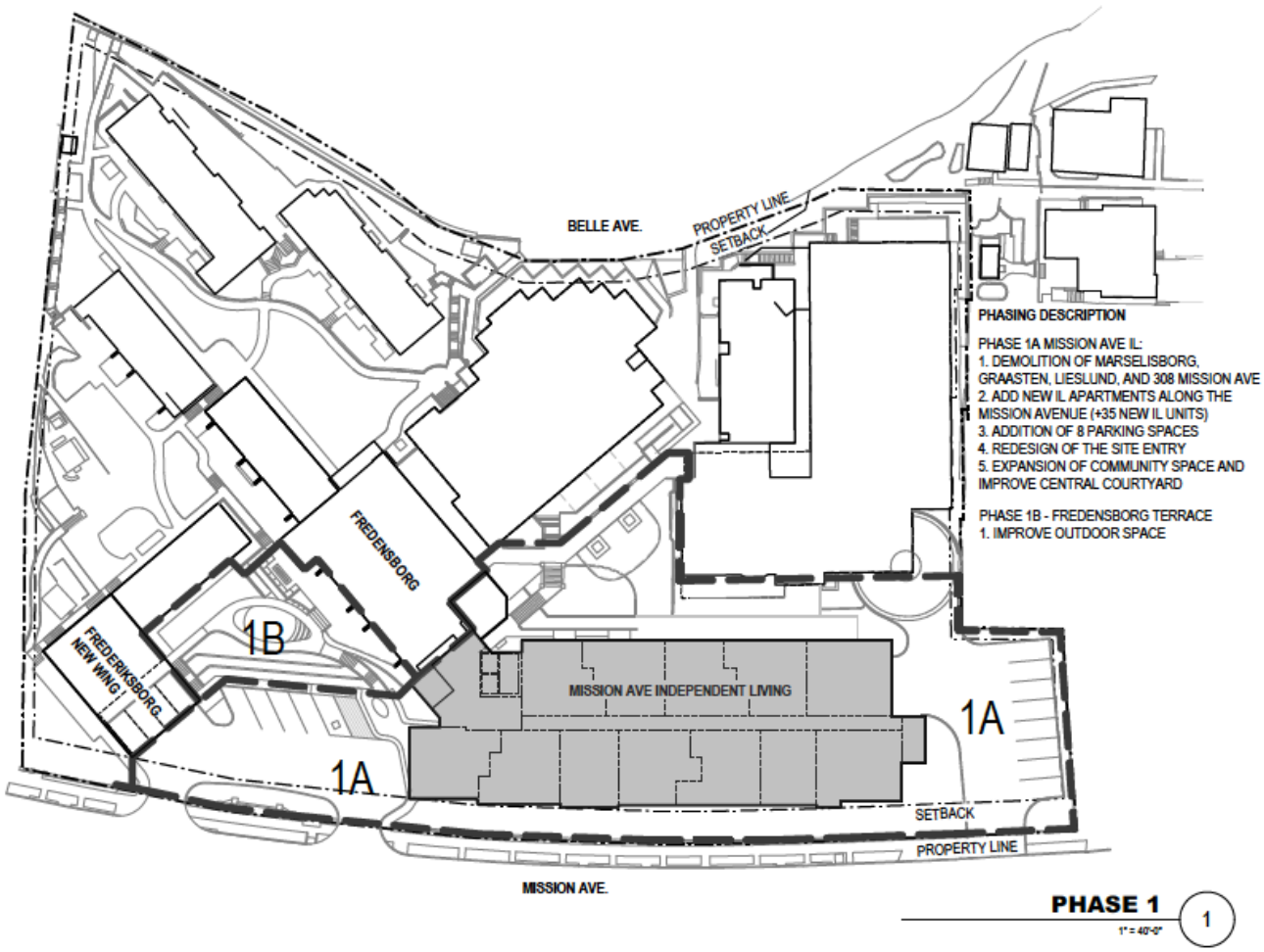
The Project proposes to connect to existing utilities located within the Mission Avenue public right-of-way. In addition, the Project design includes stormwater management, including on-site bioretention areas so that there would be no net increase in stormwater flow or volume from the site.

**Water Service.** The Marin Municipal Water District (MMWD) currently supplies water to the Project site. MMWD has provided a letter that indicates the parcel is currently being served and that the proposed demolition and reconstruction Project to create 14 net new Independent Living units would exceed the existing water entitlement. Upon submittal of the approved improvement plan, the MMWD will determine the necessary facilities and water entitlement to serve the additional residential units.

**Wastewater.** Wastewater services are provided by San Rafael Sanitary District. The District has provided a letter indicating that they will continue to provide services to the proposed development subject to payment of appropriate sewer connection fees.

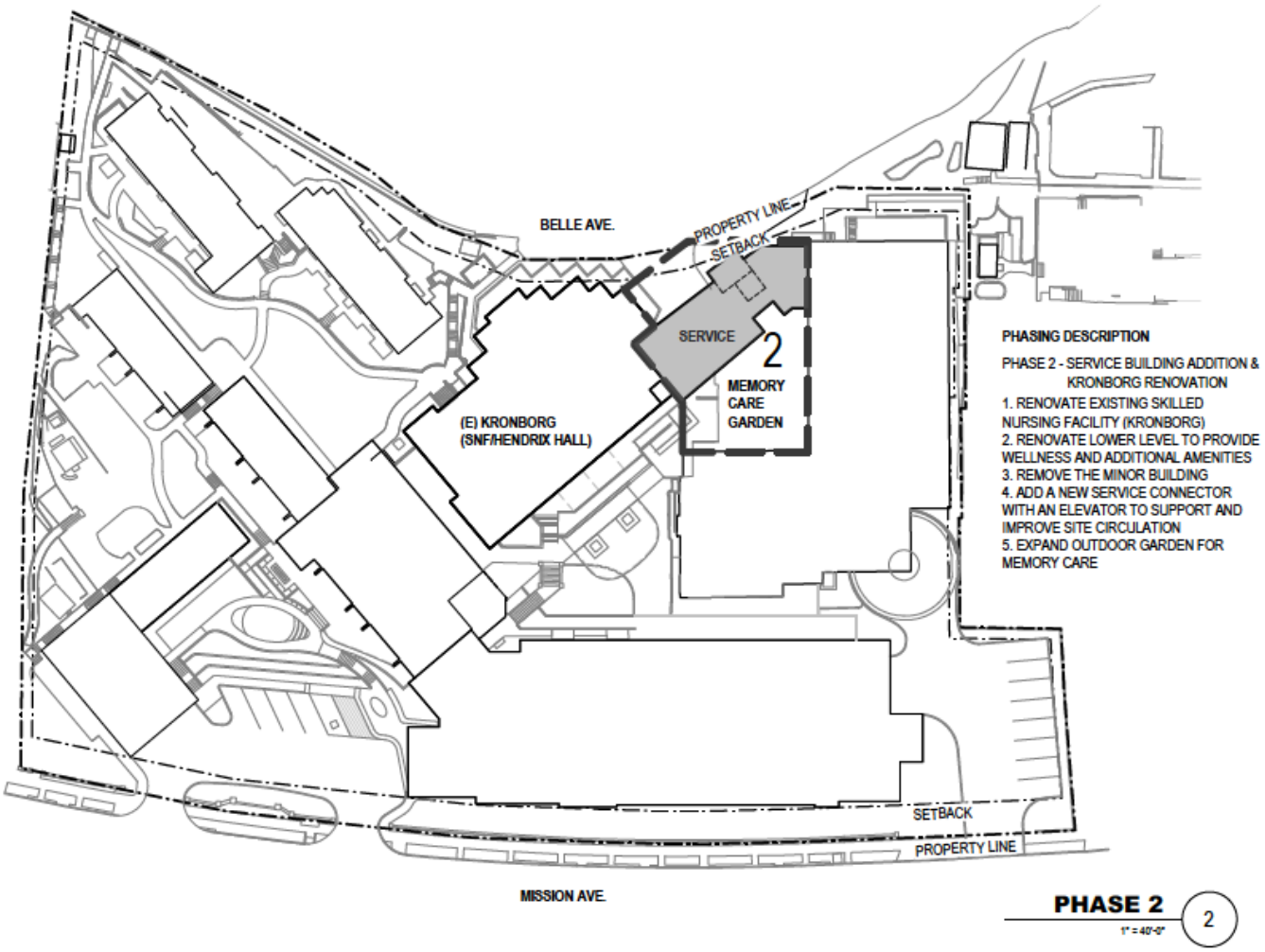
**Stormwater.** The City of San Rafael Public Works Department manages stormwater via a storm drainage network consisting of conveyance pipes and outfalls to local creeks and the Bay. New on-site drainage facilities would be developed as part of the Project. These facilities would be subject to the requirements of the San Francisco Bay Regional Water Quality Control Board (RWQCB) and approval by the San Rafael Public Works Department.

**Other Utilities.** Other utilities that would continue to be provided to the Project site include telephone and cable service, gas and electric service.



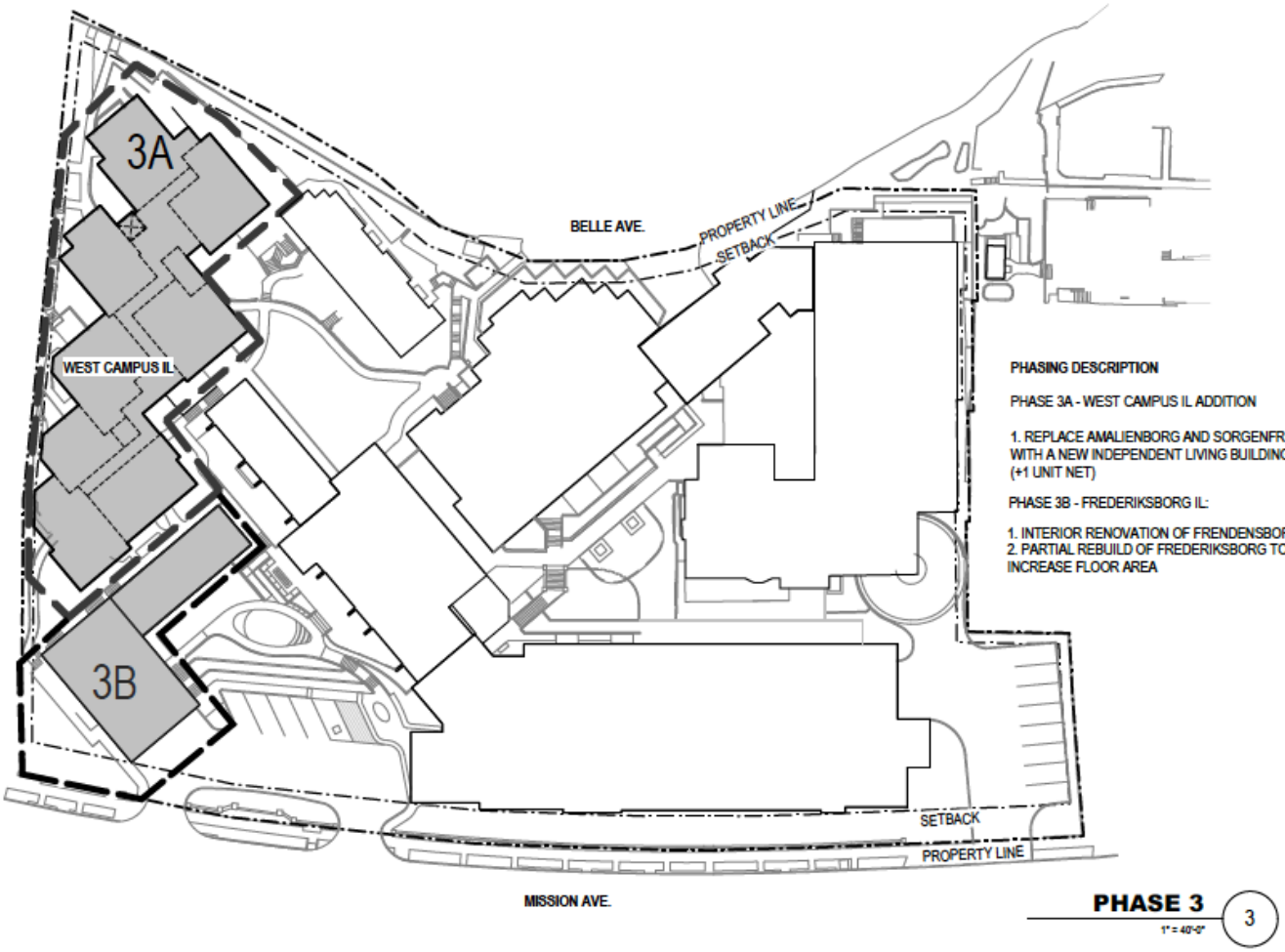

SOURCE: Perkins-Eastman Architects

**FIGURE 2-4: PROPOSED PHASE 1**
**ALDERSLY CAMPUS – 326 MISSION AVENUE**




SOURCE: Perkins-Eastman Architects

**FIGURE 2-5: PROPOSED PHASE 2**
**ALDERSLY CAMPUS – 326 MISSION AVENUE**




SOURCE: Perkins-Eastman Architects

**FIGURE 2-6: PROPOSED PHASE 3**
**ALDERSLY CAMPUS – 326 MISSION AVENUE**


SOURCE: Perkins-Eastman Architects / SWA Group

**FIGURE 2-7: PROPOSED SITE PLAN- PHASES 1-3**
**ALDERSLY CAMPUS – 326 MISSION AVENUE**

# CHAPTER 3

# Environmental Setting, Impacts, and Mitigation Measures

## 3.1 Introduction to the Analysis

### 3.1.1 Scope of the EIR

This chapter of the environmental impact report (EIR) presents an analysis of significant impacts related to the Aldersly Development Plan Amendment Project (Proposed Project, or Project), and includes the environmental and regulatory setting, impacts, and mitigation measures; and an overview of topics where no impact or a less than significant impact is expected, or where impacts would be less than significant with mitigation incorporated.

Section 3.2 of this EIR presents the analysis of the Project's impact on Cultural and Tribal Cultural Resources[1]. Based on the Initial Study and NOP released in November 2021, it was determined all other resource areas identified in the CEQA Guidelines would result in no impact or a less-than-significant impact, requiring no (or minimal) mitigation measures. Therefore, these resource areas are not discussed in detail in the EIR. Please refer to the Environmental checklist contained in **Appendix B** of this EIR for an analysis of the following resource areas:

| | |
|---|---|
| Aesthetics | Land Use and Planning |
| Agriculture and Forestry Resources | Mineral Resources |
| Air Quality | Noise |
| Biological Resources | Population and Housing |
| Energy | Public Services |
| Geology and Soils | Recreation |
| Greenhouse Gas Emissions | Transportation |
| Hazards and Hazardous Materials | Utilities and Service Systems |
| Hydrology and Water Quality | Wildfire |

[1] Although no significant impacts to Tribal Cultural Resources were identified that could not be mitigated to less-than-significant, for clarity, this topic is covered in this chapter of the EIR because mitigation measures identified for Tribal Cultural Resources refer to and are closely related to mitigation measures identified for Cultural Resources.

## 3.1.2 Section Format

The following sections contain:

- Environmental and regulatory setting[2]
- Significance criteria
- Assessment of Project impacts
- Mitigation measures that would reduce or avoid significant impacts

The environmental and regulatory setting discussion summarizes the conditions existing before implementation of the Project and provides a point ofreference (or baseline) for assessing the environmental impacts of the Proposed Project. The discussion of impacts and mitigation measures include an impact statement (presented in **bold text**), an explanation of the impact (as it relates to the Project), an analysis of the impact's significance, identification of relevant mitigation measures if applicable, and an evaluation of whether the identified mitigation measures would reduce the magnitude of identified impacts.

## 3.1.3 Significance Determinations

The significance criteria used in this EIR are based on CEQA Guidelines including Appendix G of the Guidelines. Categories used to designate impact significance are described below.

- **No Impact.** A project is considered to have no impact if there is no potential for impacts, orif the environmental resource does not exist within the project area or the area of potential effect. For example, there would be no impact related to wastewater disposal if the project would not involve the production of wastewater.
- **Less than Significant (LTS).** This determination applies if there is a potential for some limited impact, but not a substantial adverse effect that qualifies under the significance criterion as a significant impact. No mitigation is required for impacts determined to be less than significant.
- **Less than Significant with Mitigation (LTSM).** This determination applies to impacts that either could be or would be significant and likely to occur, but for which feasible mitigation is available to reduce the impacts to a less-than-significant level. Some of the impact significance determinations in this EIR are conservative, in that although there is no knowninformation to suggest a definite significant impact, those impacts are treated as significantand mitigation measures are proposed to reduce those impacts to less than significant.

  **Significant and Unavoidable (SU).** This determination applies to impacts that either could be orwould be significant, but for which no feasible mitigation has been identified to reduce the impacts to a less-than-significant level. Some mitigation might be available to lessen the impact, but the residual effect remains significant, and therefore the impact is considered unavoidable.

In determining the significance of a project impact, the analysis first describes the nature, magnitude, and/or severity of a potential effect and then determines that it eitherwould be significant or less than

[2] Per CEQA Guidelines Section 15125, an EIR must include a description of the physical environmental conditions in the vicinity of the project, as they exist at the time the notice of preparation is published, or if no notice of preparation is published, at the time environmental analysis is commenced.

significant, or that no impact would occur, based on the appropriate significance criteria.

### 3.1.4 Approach to the Cumulative Projects Scenario and Cumulative Impact Analysis

#### CEQA Analysis Requirements

As defined in CEQA Guidelines Section 15355, a cumulative impact is an environmental impact that is created by the combination of the Proposed Project being evaluated and other projects causing related impacts. CEQA Guidelines Section 15130 requires that an EIR discuss a project's contribution to cumulative impacts. The cumulative impact analysis may be less detailed than the analysis of a given project's individual effects (CEQA Guidelines Section 15130(b)). The cumulative impact from several projects is defined as "….the change in the environment which results from the incremental impact of the project added to other closely related past, present, and reasonably foreseeable probable future projects. Cumulative impacts can result from individual minor but collectively significant projects taking place over a period of time" (CEQA Guidelines Section 15355(b)).

CEQA Guidelines Section 15130 permits two different methodologies for the cumulative impact analysis:

- The "list" approach permits the use of a list of past, present, and probable future projects producing related or cumulative impacts, including projects both within and outside the city.
- The "projections" approach allows the use of a summary of projections in an adopted plan or related planning document, such as a regional transportation plan, or in an EIR prepared for such a plan. The projections may be supplemented with additional information such as regional modeling.

The cumulative impact analysis in this Draft EIR, including the impact analysis in **Appendix B**, relies on a projections approach and takes into account the Proposed Project in combination with impacts from projected growth in the City and surrounding area as forecast by the City of San Rafael General Plan 2040 (adopted August 2, 2021) and EIR (certified July 19, 2021). The following is a summary of the cumulative impact study area for each topic/resource area:

Aesthetics: For this project-level environmental analysis, the cumulative setting for visual impacts includes is limited impacts related to the Proposed Project combined with effects of development in the immediate vicinity.

Agricultural and Forestry Resources: The geographic scope of the cumulative analysis for agricultural and forestry resources considers those agriculture and forestry resources deemed to be resources of Statewide importance in the surrounding incorporated and unincorporated lands, the region, and the state.

Air Quality: Cumulative air quality impacts could occur from a combination of the Proposed Project with regional growth within the San Francisco Bay Area Air Basin.

Biological Resources: The geographic scope of the cumulative analysis for biological resources considers the surrounding incorporated and unincorporated lands.

Cultural and Tribal Cultural Resources: Cumulative impacts to cultural resources and tribal cultural

resources could occur from projected growth in the surrounding region.

Energy: Cumulative impacts to energy resources could occur from the estimated growth in the energy provider's service area.

Geology and Soils: Potential cumulative geological impacts could arise from future growth in the immediate vicinity of the adjoining jurisdictions.

Greenhouse Gas Emissions: The cumulative impact analyses for greenhouse gas (GHG) emissions are related to the entire region. Because GHG emissions are not confined to a particular air basin but are dispersed worldwide, the cumulative impact analysis focuses on the global impacts and thus, is by its nature cumulative.

Hazards and Hazardous Materials: The cumulative analysis considers the effects growth in the City of San Rafael Planning Area and surrounding region.

Hydrology and Water Quality: The geographic context used for the cumulative assessment of hydrology and water quality impacts, including the potential to exacerbate the potential for flooding, considers the watersheds that encompass San Rafael.

Land Use and Planning: The geographic context for the cumulative land use and planning effects considers impacts from projected growth in the rest of Marin County and the surrounding region, as forecast in Plan Bay Area 2040.

Mineral Resources: The geographic scope of the cumulative analysis for mineral resources considers the potential loss of a known regionally or locally significant mineral resource in the surrounding incorporated and unincorporated lands, the region, and the State.

Noise: The traffic noise levels are based on cumulative traffic conditions that take into account cumulative development in the region. Operational noise impacts take into account noise levels in the immediate vicinity of the Project.

Population and Housing: Impacts from cumulative growth are considered in the context of their consistency with regional planning efforts.

Public Services and Recreation: Cumulative impacts are considered in the context of projected growth in the City of San Rafael and the rest of Marin County and the surrounding region, as forecasted by Plan Bay Area 2040.

Transportation: Cumulative impacts are considered in the context of the Proposed Project to the transportation network in the surrounding area.

Utilities and Service Systems: Cumulative impacts are considered in the context of the estimated growth in each utility's service area.

Wildfire: Cumulative impacts are considered in the context of the Proposed Project to the cumulative development that may exacerbate wildfire risk in San Rafael and the surrounding area.

# 3.2 Cultural and Tribal Cultural Resources

This section describes the environmental and regulatory setting of the Project site and surrounding area with respect to cultural and tribal cultural resources and presents an analysis of impacts of the Proposed Project on those resources.

## 3.2.1 Environmental Setting

### 3.2.1.1 REGULATORY FRAMEWORK

*Federal Regulations National Historic Preservation Act*

The National Historic Preservation Act (NHPA) of 1966 established the National Register of Historic Places (National Register) as the official designation of historical resources, including districts, sites, buildings, structures, and objects. Sites less than 50 years in age, unless of exceptional importance, are not eligible for the National Register. Listing in the National Register does not entail specific protection for a property, but project effects on properties listed or eligible for listing in the National Register must be evaluated under the California Environmental Quality Act (CEQA). For a property to be eligible. for listing in the National Register, it must be significant and possess integrity. According to the National Register criteria for evaluation,[3] a property is significant in American history, architecture, archaeology, engineering, or culture if it is:

A. associated with events that made a significant contribution to the broad patterns of our history; or

B. associated with the lives of significant persons in our past; or

C. embodies the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

D. has yielded or may be likely to yield, information important in history or prehistory

*Secretary of the Interior's Standards for the Treatment of Historic Properties*

The Secretary of the Interior's Standards for the Treatment of Historic Properties (Secretary's Standards) promote responsible practices that help protect the nation's irreplaceable cultural resources. The Secretary of the Interior's Standards are neither technical nor prescriptive, and cannot, in and of themselves, be used to make essential decisions about which features of the historic building should be saved and which can be changed. But once a treatment is selected, the Secretary of the Interior's Standards provide for philosophical consistency in the work. An individual set of Secretary of the Interior's Standards has been formulated for each of four identified treatment approaches: Preservation, Rehabilitation, Restoration, and Reconstruction. The four approaches are defined below:

- Preservation requires retention of the greatest amount of historic fabric, along with the building's historic form, features, and detailing as they have evolved over time.
- Rehabilitation acknowledges the need to alter or add to a historic building to meet continuing or

[3] Code of Federal Regulations, 36 CFR Part 60.4.

new uses while retaining the building's historic character.

- Restoration allows for the depiction of a building at a particular time in its history by preserving materials from the period of significance and removing materials from other periods.
- Reconstruction establishes a limited framework for re-creating a vanished or non-surviving building with new materials, primarily for interpretive purposes.

**State Regulations**

*CEQA Guidelines*

The state CEQA Guidelines pertaining to archaeological resources and historic resources are described below.

Archaeological Resources

Public Resources Code (PRC) Section 21083.2 (CEQA Statute) and California Code of Regulations (CCR) Section 15126.4 (CEQA Guidelines) specify lead agency responsibilities to determine whether a project may have a significant effect on archaeological resources. CEQA Section 21083.2 sets out detailed requirements for projects for which it can be demonstrated will damage a unique archaeological resource. For such projects, the lead agency may require reasonable efforts for the resources to be preserved in place or left in an undisturbed state. Preservation in place is the preferred approach to mitigation. CEQA Section 21083.2 also details required mitigation if unique archaeological resources are not preserved in place. CEQA Guidelines Section 15064.5 also specifies procedures to be used in the event of an unexpected discovery of Native American human remains on non-federal land. These procedures include the following provisions: (1) protect such remains from disturbance, vandalism, and inadvertent destruction; (2) establish procedures to be implemented if Native American skeletal remains are discovered during construction of a project; and (3) establish the Native American Heritage Commission (NAHC) as the authority to resolve disputes regarding disposition of such remains.

Historic Resources

CEQA Guidelines Section 15064.5 states that a project that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant impact on the environment.

CEQA Guidelines Section 15064.5(a) states that, for purposes of CEQA, the term "historical resources" shall include the following:

- A resource listed in or determined to be eligible by the State Historical Resources Commission, for listing in the California Register (PRC Section 5024.1; Title 14 CCR, Section 4850 et seq.).
- A resource included in a local register of historical resources, as defined in PRC Section 5020.1(k) or identified as significant in an historical resource survey meeting the requirements PRC Section 5024.1(g), shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
- Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may

be considered to be an historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant0 if the resource meets the criteria for listing on the California Register (PRC Section 5024.1, Title 14 CCR, Section 4852) including the following:

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

The fact that a resource is not listed in, or determined to be eligible for listing in the California Register, not included in a local register of historical resources (pursuant to PRC Section 5020.1(k)), or identified in an historical resources survey (meeting the criteria in PRC Section 5024.1(g)) does not preclude a lead agency from determining that the resource may be an historical resource as defined in PRC Sections 5020.1(j) or 5024.1. For historic resources, CEQA Guidelines Section 15064.5(b)(3) indicates that a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings, or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995), shall be considered as mitigated to a less-than-significant level on the historic resource.

*California Register of Historic Resources*

The California Register of Historic Resources (California Register) establishes a list of properties to be protected from substantial adverse change (PRC Section 5024.1). A historical resource may be listed in the California Register if it is historically or archaeologically significant, or is significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, or cultural annals of California, and meets any of the following criteria:

- Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage.
- is associated with the lives of persons important in California's past
- 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 value.
- has yielded or is likely to yield information important in prehistory or history.

The California Register includes properties that are listed or have been formally determined eligible for listing in the National Register, State Historical Landmarks and eligible Points of Historical Interest. Other potential resources require nomination for inclusion in the California Register.

For a property to be eligible for listing in the California Register, it must possess integrity as well as be significant. Integrity is the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic or prehistoric period. Loss of integrity, if sufficiently great, will render a resource ineligible for the California Register. Integrity is determined

through application of seven factors:

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

*Health and Safety Code Section 7052 and 7050.5*

Health and Safety Code Section 7052 states that the disturbance of Native American cemeteries is a felony. Health and Safety Code Section 7050.5 requires that construction or excavation be stopped in the vicinity of discovered human remains until the county coroner can determine whether the remains are those of a Native American. If determined to be Native American, the coroner must contact the NAHC.

*California Native American Historical, Cultural and Sacred Sites Act*

The California Native American Historical, Cultural and Sacred Sites Act applies to both State and private lands. This Act requires that upon discovery of human remains, construction or excavation activity cease and the county coroner notified. If the remains are of a Native American, the coroner must notify the NAHC. The NAHC then notifies the persons most likely to be descended from the Native American remains. This Act stipulates the procedures the descendants may follow for treating or disposing of the remains and associated grave goods.

*Public Resources Code Section 5097*

PRC Section 5097.5(a) specifies that a person shall not knowingly and willfully excavate upon, or remove, destroy, injure, or deface, any historic or prehistoric ruins, burial grounds, or archaeological sites, which can include fossilized footprints, inscriptions made by human agency, rock art, or any other archaeological or historical feature, situated on public lands, except with the express permission of the public agency having jurisdiction over the lands. California Code of Regulations Archaeological resources, on lands administered by the California Department of Parks and Recreation, are addressed in Title 14, Division 3, Chapter 1 of the CCR. Section 4308 of this chapter addresses archaeological features and states that no person shall remove, injure, disfigure, deface, or destroy any object of archaeological or historical interest or value.

*California Historical Building Code*

The California Historical Building Code (CCR Title 24, Part 8) provides regulations for permitting repairs, alterations, and additions for the preservation, rehabilitation, relocation, reconstruction, change of use, or continued use of historical buildings, structures, and properties determined by any level of government as qualifying as an historical resource. An historical resource is defined in Sections 18950 to 18961 of Division 13, Part 2.7 of the Health and Safety Code and subject to rules and regulations set forth in CCR Title 24, Part 8.

*California Health and Safety Code*

Section 7050.5 of the California Health and Safety Code requires that construction or excavation be stopped in the vicinity of discovered human remains until the County Coroner can determine whether the remains are those of a Native American. If the remains are determined to be Native American, the Coroner must contact the California NAHC.

*Assembly Bill 52*

Assembly Bill 52 (AB 52), known as the Native American Historic Resource Protection Act, requires lead agencies to provide notice to tribes that are traditionally and culturally affiliated with a Proposed Project's geographic area, if they have requested to be notified, in order to include California Tribes in determining if a project may result in significant impacts to Tribal Cultural Resources (TCRs). TCRs may be undocumented or known only to the Tribe. AB 52 defines a TCR as a site, feature, place, or a cultural landscape that is geographically defined in terms of size and scope, sacred place, or object with cultural value to a California Native American tribe that is either included or eligible for inclusion in the California Register or included in a local register of historical resources, or that the lead agency chooses at its discretion to treat as a TCR. When a lead agency chooses to treat a resource as a TCR, that determination shall be supported with substantial evidence, applying the criteria in the historical register and considering the significance of the resource to a California Tribe. A project that may cause substantial adverse change in the significance of a TCR is a one that may have a significant effect on the environment.

Consultation with California tribes may include, but is not limited to, discussion of the type of environmental review necessary, the significance of TCRs, the significance of the Proposed Project impacts on the TCRs, and alternatives and mitigation measures recommended by the tribe. Mitigation measures agreed upon must be included in the environmental document. Consultation is considered concluded when the parties agree to measures to avoid or reduce a significant impact on a TCR, or when a party concludes that mutual agreement cannot be reached. If no formal agreement on the appropriate mitigation has been established, mitigation measures that avoid or substantially lessen potential significant impacts should be implemented.

**Local Regulations**

*San Rafael General Plan 2040*

The City of San Rafael General Plan 2040 goals, policies, and programs that are relevant to cultural resources are primarily in the Community Design and Preservation (CDP) Element of the General Plan (Chapter 5). The following policies and programs are relevant to assessing impacts on Cultural and Tribal Cultural Resources:

> **Policy CDP-5.13: Protection of Archaeological Resources**. Protect significant archaeological resources by:

a. Consulting the City's archaeological resource data base prior to issuing demolition or construction permits in known sensitive areas.

b. Providing information and direction to property owners to make them aware of these resources and the procedures to be followed if they are discovered on-site.

c. Identifying, when possible, archaeological resources and potential impacts on such resources. d) Implementing measures to preserve and protect archaeological resources, including fines and penalties for violations.

**Program CDP-5.13A: Archeological Resources Ordinance.** Modify the City's Archeological Resources Ordinance to include construction best management practices to follow if a potentially significant archaeological resources is encountered during ground disturbing activities.

**Program CDP-5.13B: Human Remains.** When permitting ground-disturbing activities, require that any human remains encountered are treated in accordance with California Health and Safety Code Section 7050.5, Public Resources Code 5097.98, and the California Code of Regulations Section 15064(e), which prescribe the mandated procedures of conduct in such cases.

**Policy CDP-5.14: Tribal Cultural Resources** Coordinate with representatives of the Native American community to protect historic Native American resources and raise awareness of San Rafael's Native American heritage.

**Program CDP-5.14A:** AB 52 Compliance. Implement the requirements of Assembly Bill 52 by providing opportunities for meaningful input from Native American representatives in the development review process.

**Program CDP-5.14B: Protection of Tribal Resources.** Incorporate standard approval conditions in future development projects that ensure that Native American resources are protected during construction. In the event tribal resources are discovered, earth-disturbing work must be temporarily suspended pending evaluation by a qualified archaeologist and an appropriate Native American representative. Where appropriate, a mitigation plan shall be developed in accordance with state guidelines and tribal input.

## EXISTING CONDITIONS

The following section is based on information contained in the Historic Resource Evaluation (HRE) and Project Impact Analysis prepared by Page & Turnbull; and an Archaeological Inventory prepared by ECORP. A contextual overview of the early history of San Rafael, Danish American History, the history of the Aldersly Campus Development, and its eligibility as an historic resource. Additional detail can be found in **Appendix C**, Cultural Resources Data, of this Draft EIR.

## HISTORIC OVERVIEW

### San Rafael History

*Early Settlements*

The earliest inhabitants of the San Rafael area were members of the Coast Miwok Indian tribes, whose

villages extended from Sausalito north to Bodega Bay. Prior to European contact, native population in the area was relatively low, estimated between 2,000 and 5,000 people across Marin and Sonoma counties. Miwok people organized themselves in small tribelets of about one hundred persons, and sheltered in redwood or tule structures. The Coast Miwok were hunters, gatherers, fishermen, and basket makers, and did not make fabric, pottery, conduct agriculture, or keep domestic animals. Middens or shellmounds, which contain shell, bones, currency, jewelry, tools, and skins have been found in Marin County. The City of San Rafael, known as Nanaguini in the Miwok language, includes 63 known archeological sites associated with historic Native settlements.

First known contact between the Coast Miwok and European explorers happened in 1597 when Sir Francis Drake paused briefly during his north Pacific voyages in what became known as Drakes Bay. Lasting European settlement of the area did not occur until 1817 with the establishment of Mission San Rafael Arcangel, which was located at the present-day intersection of Mission Avenue and A Street. The location was chosen in part because of its consistent mild climate, integral to the mission's intended use as a healing center for natives that had fallen ill at Mission Dolores in San Francisco. Mission San Rafael Arcangel shifted from an "assistencia" to a general-purpose mission in 1822, though full grounds were never built. The mission remained housed in a single building, which contained a hospital, chapel, padre's quarters, and storage.

The population at Mission San Rafael Arcangel reached a peak of 1,051 in 1826, four years after Mexican independence from Spain. The population dropped sharply in the years following the Secularization Act of 1833, and by 1840, there were only 150 natives residing at Mission San Rafael Arcangel. In 1844, the Mexican government granted 22,000 acres of land that had formerly been part of Mission San Rafael Arcangel to Timothy Murphy, a native of Ireland who developed a successful meatpacking and trapping business, and had served as administrator at the Mission since 1837.

California became the 31st state in 1850, and San Rafael became the seat of justice of the newly- formed Marin County in 1851. The four townships included Sausalito, Bolinas, San Rafael, and Novato.

*Nineteenth Century Development*

By the mid-1850s, San Rafael had become a bustling community with a stage road that connected it to San Quentin Point and from there, ferry service to the city of San Francisco. Although 48 blocks had been platted in 1850 in the city's nascent "downtown," the main road remained a dusty route used primarily by cattle drivers moving herds out of the hilly pastureland on their way to San Francisco and Sacramento markets. Lumber milling and shipping became an important industry in San Rafael, starting with the effort of Isaac Shaver in the mid-1860s. A paper mill helmed by Samuel P. Taylor provided the paper for the area's first newspaper, the *Marin County Journal*, beginning in 1861.

In 1870, the arrival of the San Rafael and San Quentin Point Railroad, followed four years later by the more extensive North Pacific Coast Railroad, had the effect of transforming San Rafael into the transportation, and later, commercial center of Marin County. Extensive investments in the residential future of the city were made by some of San Francisco's leading businessmen, primary amongst which was William T. Coleman. Coleman was a wealthy commission merchant who had made a name for himself at the head of San Francisco's Vigilance Committee in the 1850s. In 1871, Coleman purchased 1100 acres in San Rafael, and hired San Francisco civil engineer Hammond Hall to lay out a subdivision with lots ranging from 1 to 20 acres. To provide these lots with water, he established the Marin County Water Company, and laid out plumbing that came to service most of San Rafael. Coleman also made civic

contributions to San Rafael, including funding the construction of a new county courthouse, which when it was completed in 1873, became the first public building to be equipped with gaslights. By 1875, the national magazine *Harper's Weekly* described San Rafael as "The Suburbs of San Francisco." Between 1874 and 1900, the combination of improved transportation and increasingly available residential development saw the population of San Rafael rise from 600 to 2,276.

Due to its consistently temperate climate and relative proximity, Marin County became a popular destination with San Franciscans for weekend and summer getaways. Visitors would take a ferry to Sausalito then catch a train that brought them north to San Rafael and beyond. Resort hotels including the Albion, the Marin Hotel, and the Tamalpais Hotel, were built to serve these visitors. The familiarity and ease of transport led San Rafael by the end of the nineteenth century to become a popular residential choice for both summer and year-round estates for San Francisco's wealthy.

Along the city's northern perimeter, several such estates were constructed, including those owned by president of the North Pacific Coast Railroad James Walker (1408 Mission Avenue) and wholesale merchant Michael J. O'Connor (now Foster Hall at Marin Academy.) The city had the full complement of services by the end of the nineteenth century, including public and private schools, retirement homes, recreation clubs, public parks, banks, and hospitals. San Rafael became a quiet retreat from urban life, with large homes at the outskirts, a modest business center within the downtown, and a leisurely bucolic pace. One of the early colleges of the City, Dominican University, was founded in 1890 by Catholic nuns who arrived in California during the Gold Rush to educate "new Californians." The college campus remains an active area of San Rafael today.

*Twentieth and Early Twenty-First Century Growth*

The 1906 earthquake impacted San Rafael, jolting many homes off their foundations and knocking chimneys from rooftops, but most of the city's services and residences remained intact. In 1911, San Rafael's population had reached 5,934, more than twice as large as the surrounding three Marin towns. The town continued to develop steadily in the early decades of the twentieth century. In 1927, the first daily Marin County newspaper, the *San Rafael Independent,* was started in San Rafael.

Following World War II in 1946, the county's population hit 8,000, and San Rafael remained the largest of the towns. In 1951, $62 million in state bonds were approved for construction of the Richmond-San Rafael Bridge, which opened in 1956, bringing a substantial surge in population and jobs to the city from the East Bay and elsewhere.

During the mid-1960s, filmmaker George Lucas turned to Fourth Street in downtown San Rafael, looking to capture typical teenage "cruisers" for his film *THX1138.*15 Following Lucas's arrival and the founding of Lucasfilm in San Rafael in 1971, the city became somewhat of a center for the entertainment industry, particularly high-tech and special effects sectors of the business in the 1980s through 2000s. Several other major special effects and video game companies established headquarters in San Rafael throughout the 1990s and early 2000s. In 2005, many of Lucasfilm's operations moved to San Francisco and in recent years, several companies have moved out of the city.

**Danish American History**

*Early Pioneers*

The earliest documented Dane in North America was explorer Vitus Jonassen Bering (1681-1741), who arrived in Alaska in 1741 and discovered the Bering Sea. In the early eighteenth century, Danish immigrants arrived in greater numbers to North America, and Scandinavians, Danes, and Norwegians comprised a significant demographic of the early colonies in New York and New England. Until 1850, most Danes who emigrated to North America were unmarried men. Several were trusted officers in the U.S. Army, such as Hans Christian Febiger, or explorers, including Peter Lassen, who led a group of pioneers from Missouri to California in 1839. The trail established by Lassen was used heavily by the "forty-niners" during the Gold Rush. Considered one of the most important early settlers of California, a National Park in Northern California was later named after him. Between 1820 and 1850, approximately 60 Danes had settled in the United States each year. The first significant early wave consisted primarily of Mormons, who settled in Utah in 1850. A second large wave came in 1864 as a result of the Prussian War, which ceded parts of Denmark to Prussia and Austria. The most substantial Danish emigration occurred in 1882 when 11,618 Danes settled in the United States in several states, including New York, Illinois, and Pennsylvania. Many of these Danes became farmers and settled along with their families.

*Late Nineteenth and Early Twentieth Century Assimilation*

According to the Library of Congress, Danish Americans, more so than other Scandinavian Americans, "spread nationwide and comparatively quickly disappeared into the melting pot…the Danes were the least cohesive group and the first to lose consciousness of their origins."18 Danish Americans have historically been known to have a higher rate of speaking English, marrying non- Danes, and an eagerness to become naturalized citizens. As a result, the concept of "Danish" national culture was not as widespread in the emigrated Danish communities of the nineteenth century, as compared with other nationalities. Following a wave of European nationalism and class struggles in the late nineteenth century, a more distinctive national cultural personality emerged amongst Danish Americans, and especially a newfound appreciation of Danish literature, including Hans Christian Andersen, and a rich heritage of folklore, art, regional traditions, and food.

Traditional Danish cuisine became more widely known in the United States in the late nineteenth and early twentieth centuries, including kringle (almond pastry), sausages, Danish pastry ("Danish"), and aebleskivers (puffed pancakes), among others.

As Danish communities grew in the early twentieth century, Danish Americans founded civic institutions, retirement homes, churches, and schools, including "folk schools," which focused more on learning outcomes than grades or diplomas, and were operated during the 1870s and 1930s throughout the U.S. (Solvang was the only location of a folk school in California). A large number of Danish immigrants belonged to the Mormon Church, though the majority of Danish Americans were Lutherans. A handful of Danish-affiliated old age homes were established in the U.S. by the mid-nineteenth century, such as in New York and Chicago. The first Danish American retirement home in California was founded in 1870 in San Francisco. It was common for Danish societies, clubs, and lodges to provide health and social welfare benefits to members of the Danish American community, especially to those who did not receive them from their employers and during retirement. Fully funded by local Danish societies and wealthy Danish Americans of the Bay Area, Aldersly Retirement Community was founded in 1921 in San Rafael based on this principle.

According to a former Aldersly resident, "Danes are known to be independent and proud and traditionally take care of their elderly." The concept of senior cohousing, a living arrangement in which multiple individually owned housing units are oriented around a common open area or a common house, originated in Denmark as early as the turn of the nineteenth century. This model of living was potentially an influence for the re-design of the Aldersly campus during the 1960s.

At the time of Aldersly's founding, the Danish-American communities of northern California were centered primarily in San Francisco and Petaluma, based on research about early staff, residents, and commissioned architects and contractors. Likely, San Rafael was chosen as it provided a quiet and spacious site for the development of the home, proximal but removed from the city, and conveniently located between San Francisco, Petaluma, and the surrounding towns in Marin and Sonoma counties, where the majority of northern California Danes resided. Today, Chicago and Racine claim to be the home to the largest number of Danish Americans in individual cities.

However, according to the 2010 United States Census, California has the highest population of Danish Americans (207,030), followed by Utah (144,713), with the highest population center in California being Solvang, near Santa Barbara. Today, several Danish clubs and societies host cultural and social events in Northern California, including the Danish Club of San Francisco, the Danish Soldiers Club of northern California in Petaluma, the Danish Society, and the Danish American Chamber of Commerce. In Southern California, Solvang remains the hub of Danish cultural activity. The town was founded in 1911 on almost 9,000 acres by a group of Danes who had traveled from the Midwest seeking a milder climate to establish a new Danish colony. Today, the city has become one of the most popular tourist destinations in Southern California, as it remains home to several Danish bakeries, museums, restaurants, shops, and architecture, which exhibit a traditional Danish style and atmosphere.

**PROJECT SITE - ALDERSLY CAMPUS DEVELOPMENT**

*Founding and Early Growth*

The founders of Aldersly, a nonprofit retirement community, purchased the subject property from George D. Shearer, a wealthy local landowner, in 1921. The community was established on December 11, 1921 as a "Danish Home for Old People," specifically for the Danish American elderly of northern California and Nevada. Originally the residents of the community were housed in a two-story, wood-framed Victorian mansion referred to as the "White House" on the one-acre property, known formerly as the Schlosser Estate. Other buildings that existed at the time of purchase included barns, garages, and outbuildings, all recorded as being in good condition. The sale to the Aldersly Corporation included all of the existing furniture, fittings, and tools of the estate. By the end of 1921, nearly $32,000 in funds were procured for a new building, largely due to gifts from the local Societies Dania and Danner, wealthy local residents, as well as remaining revenue from the Danish exhibition at the San Francisco Panama Pacific International Exposition (PPIE) in 1915. Initial plans for the property involved eventually expanding to two acres.

Esteemed Petaluma residential architect Brainerd Jones and Petaluma contractor H. P. Vogensen Construction Co. were hired to design and build a larger "modern" institution for single men.35 36 Brainerd Jones (1869-1945) was a leading northern California architect during the late-nineteenth and early-twentieth centuries. As one of very few architects working in Petaluma at the turn of the century, Jones received plenty of commissions for local work, and later regional work, such as Aldersly. An early description of Jones's building for Aldersly noted construction of brick, 84'x 38', and was located to the

rear of the White House. Two additional buildings were constructed on the campus and completed in 1923, which were also possibly designed by Jones. None of these buildings are still in existence today.

In 1923 and 1924, Aldersly continued to grow, and two extant residences on the subject property (the Gunn and Foster properties) were also converted for residential use. By 1936, the campus comprised of six total buildings, which included Jones's residential building and the original Infirmary/Nursing Facility (1929, no longer extant), also potentially designed by Jones, adjacent to the White House. The campus was accessed, as today, by a circular driveway lined with palms, shrubs, and flowers. Within a few years, Aldersly had attracted the attention of Danish Americans throughout California and Nevada, and became the "centerpiece of Danish American activities in the San Francisco Bay Area…a time when local farmers regularly sent boxes of fruits and vegetables, and when everyone contributed to Aldersly's success – chipping in to polish silver, set tables, garden, or wash pots and pans." Annual Danish festivals, including the Tivoli Danish-American Food and Music Festival in September, drew families to Aldersly from all over California beginning in 1946, and has contributed to the rich cultural heritage of Marin County and the greater Bay Area.

*Mid-Century Re-Envisioning and Expansion*

Women were admitted to Aldersly beginning in the 1930s. In 1939, Aldersly gained international attention from Denmark with the visit of King Frederick IX and Queen Ingrid. Following the Great Depression and Second World War, Aldersly raised funds to construct a two-story brick building in 1944-45 on the former site of a chicken coup. This building housed a social hall on the ground floor and 18 residential apartments on the second floor, and was described as featuring "many modern conveniences." The architect of this building was not noted in building permits or newspaper articles. The building was opened with a dedication ceremony in 1945, and was named for Robert Minor, a Danish-born sea captain and successful merchant, who had donated funds. Today, the Minor Building is the oldest extant building on the campus and was renovated in 2009-10 to include several modern features, including a resident computer room.

The early 1950s saw several additions constructed on the eastern side of the campus by local contractor Chris Pederson, which included an eight-room 3,000 square-foot residential building and garage, a 700 square-foot residence (1951), and an existing garage converted to residential apartments (1952). These buildings are no longer extant, since they were replaced by the Assisted Living Facility in 2004. It appears that the original main entry to the campus was through an engraved stone gate (donated by James Madison), leading to a circular driveway, which connected to a second and larger circular drive and the entry stair to the White House. This main entrance off Mission Avenue has since been infilled with a stone wall, though the gate pillars remain, with plantings and driveway entries on each side.

Alterations to existing buildings continued into the late 1950s to modernize the facilities, including installing sprinkler systems, new exits, ramps, stairs, replacement windows, and more spacious bathrooms and closets. In 1960, to celebrate Aldersly's 40th anniversary, the King and Queen of Denmark visited the campus for a second time. In 1961, a complete re-envisioning effort for the campus began. San Francisco-based firm Rex Whitaker Allen & Associates, well known for their work in the healthcare institutional sector, was hired to design a new campus master plan for a "complete rebuilding of the home." A concept sketch of Allen's master plan, with Peter Rounds as associate architect, also included designs for alterations to the existing campus landscape. The first executed building of Allen's master plan was Building E (Frederiksborg), which was dedicated in 1962. The proposed redevelopment was generally met with praise at the local Planning Commission hearing; however, one comment suggested

that more than the proposed 25 parking spaces should be provided on site. Allen countered that the landscaping and garden aesthetic of the property were original and the "home wanted to keep as much in lawn and shrubbery as possible." Instead, he suggested that it would be possible, if the need arose, to convert some lawn for parking spaces at a later point.

Two years later, Building A (Amalienborg) and Building B (Christianborg) were added, replacing former picnic grounds. By 1966, three additional buildings, Building G (Liselund), Building H (Graasten), and Building F (Marselisborg) were completed. In 1968, Building C (Sorgenfri) and Building D (Fredensborg) were dedicated. Fredensborg originally housed the administrative offices, kitchen, dining hall, lounge, library, hair salon, laundry room, and maintenance offices. Over this nine-year period, Allen's designs were realized, and the campus was filled with new residents and staff.

Few substantial exterior alterations appear to have been made to Allen's buildings in the intervening years, except for replacement of balcony railings with wood and metal balusters, replacement of metal sash windows and sliding doors with vinyl sash, and the addition of metal outer screen doors throughout.

*Redevelopment and Modernization in the 1980s through 2000s*

By the late-1970s, Aldersly had begun admitting residents of all ethnic backgrounds, though many cultural activities continued to revolve around Danish traditions. In 1987, Aldersly announced plans for campus expansion, including a new 20-bed nursing facility and launched a campaign to raise funds for a $2 million dollar building to replace the 70-year-old 13-bed infirmary. As plans developed, Building D (Kronberg Health Facility) was planned to replace the two oldest buildings on the campus, including the White House and rear residence. The new building would house a state-of-the-art Nursing Facility, as well as a new Hendrix Hall Multipurpose Room, Accounting Offices and Housekeeping Services, and was approved for construction in April 1989. The Community Center/Skilled Nursing Facility, Hendrix Hall, was completed in 1992. In addition to the new facility, major interior modifications to residential apartments were undertaken in the early 1990s, likely also including a small ground story extension at the southeast corner of Building A (Amalienborg). Other modifications included new kitchens, enlarged bathrooms, new carpets, and draperies. In 1997, the administrative offices and lobby of Building D (Fredensborg) were renovated and expanded, altering the exterior façade of the main entry, but preserving the extensive glazing and original style of awnings. In 2010, both the Health Facility and Hendrix Hall were completely refurbished.

Although the practice of assisted living and continuing care had been established at Aldersly since its founding, the Board of Directors determined that the campus required its own modern Assisted Living Facility to remain competitive as a destination and model for senior living. In 2002, the White House (last of the extant 1920s-era buildings) and older residential buildings at the east side of the property were demolished to make way for the new 23,000 square-foot Building I (Rosenborg Assisted Living Facility), designed by DFD Architects, which integrates a parking garage, 30 residential apartments, and connects to the Minor Building via an interior bridge. Rosenborg is three stories tall and abuts the residential parcels to the east along Union Street.

**ARCHITECT**

*Rex Whitaker Allen*

Rex Whitaker Allen was born in 1914 in San Francisco, California to physician Lewis Whitaker and his wife, Maude Rex Allen. Allen grew up in New England and attended Harvard University for

undergraduate studies. He also pursued his Master's degree in Architecture (1936-39) at Harvard's Graduate School of Design, where he studied with world-renowned architect, Walter Gropius. Allen's interest in hospital design began early in his career, potentially influenced by his father's career as a surgeon. Following school, Allen worked at several large New York design firms, several of which specialized in healthcare design, including Research and Planning Associates (1939-42), Camloc Fastener Corporation (1942-45), and the office of notable hospital architect and planner, Isadore Rosenfield (1945-48). In 1949, Allen returned to his hometown of San Francisco and married Ruth Allen, nee Batchelor. He began working with Blanchard and Maher Architects (1949-52) and established his own private practice, Rex Whitaker Allen & Associates, in 1953 in San Francisco.

In the Bay Area, Allen is most known for his designs of the French Hospital (now Kaiser French Campus), St. Francis Hospital in San Francisco, Alta Bates Hospital in Berkeley, Highland Hospital in Oakland, Sequoia Health Center in Portola Valley, the Lawton House in San Francisco, and Dominican Hospital in Santa Cruz. His designs of nursing homes and retirement communities were known for their residential design aesthetic and focus on comfort and the occupants' flexible use of interior space. Allen's signature projects featured open and bright social gathering spaces as central design features, and his firm pioneered the technique of utilizing interstitial space to conceal noisy machinery and utilities from patients. Allen also contributed to the development of the patient semi-private 'duo room' (patient rooms separated by movable partitions), as well as the 'nurse server', a centralized nurse's station on individual floors. Both were still relatively new space planning practices in hospitals and nursing homes during the postwar period. Allen's patient and resident-focused approach during the 1950s-1960s had notable impacts on the evolution of healthcare and nursing home design. Following a brief illness, Rex Whitaker Allen died at the age of 93 in Portland, Oregon, in 2008.

**ARCHITECTURAL STYLE**

*Second Bay Tradition*

The following is a summary of the information provided in the 2017 HRE prepared by Page & Turnbull and is based on the City of San Francisco's *San Francisco Modern Architecture and Landscape Design, 1935-1970, Historic Context Statement* (2011). The information below is not San Francisco-specific, but rather, describes general characteristics of the Second Bay Tradition style (1937-ca. 1964), which can be applied to buildings in San Rafael.

The Second Bay Tradition is a unique Modern vernacular architectural style that originated in San Francisco and the greater Bay Area, one of the only dominant regional styles to emerge from the Bay region. The style is characterized by a rustic and woodsy aesthetic (inspired by the First Bay Tradition architects, such as Bernard Maybeck and Julia Morgan), merged with a clearly modern sensibility, featuring sleek lines, functional designs, and rectilinear forms, which is associated with European Modernism. The style is particularly associated with the architects Gardner Dailey, William Merchant, Henry Hill, and William Wurster. As it developed, the style fused the design philosophies of the Arts and Crafts and International Style movements to create a new style, which was pervasive in the Bay Area by the 1950s-60s. Overall, the Second Bay Tradition places an emphasis on natural and traditional building materials, which in addition to wood include brick, stone, stucco, and plaster.

Often simple in appearance and form, Second Bay buildings are often "highly complex," playing off "sophisticated spatial arrangements, surfaces, and details," and associated with custom architects, rather than builder tracts (Joseph Eichler was a notable exception, since he employed well-known modern

architects).65 While many Second Bay Tradition architects were based in San Francisco, most of their defining buildings were located in the surrounding suburban towns. Institutional buildings were also designed in the style, but were less common, and most are no longer extant. The defined period of significance of the Second Bay Tradition style is 1937 through c. 1964, overlapping on the latter end with the emergence of the more whimsical and cubist Third Bay Tradition Style. Other interchangeable names of the style include Bay Region Style, Second Bay Region Tradition, and Bay Region Modern.

Although Second Bay Tradition buildings do not have a standardized look, character-defining features of the style include:

- Simple vernacular appearance
- Brick or wood cladding (often stained or painted)
- Large expanses of glass
- Overhanging eaves with exposed rafter tails
- Flat, low-pitched, or canted roofs
- Small-scale and rectilinear emphasis on volume
- Flexible interior floor plans
- Integration with the landscape and natural environment
- Emphasis on indoor-outdoor living spaces (often including rear and side yards)
- Redwood construction
- Private Modern style gardens designed by landscape architects
- Common landscape features include pergolas, atria, and trellises

**Eligibility as an Historic Resource**

In order for a property to be eligible for listing in the California Register and San Rafael Historic Properties List, it must be found significant under one or more of the following criteria:

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

The following section examines the eligibility of the subject property for individual listing in the California Register and San Rafael Historic Properties List:

**Criterion 1 (Events)**

Aldersly Retirement Community appears to be individually significant under Criterion 1 (Events) as a property that is associated with events that have made a significant contribution to the broad patterns of local and regional history, and the cultural heritage of California. Beginning in 1921, Aldersly has served as a destination and "shelter", as its name indicates, for retired Danish-Americans from California and Nevada, as well as a cultural center for Danish-Americans of all ages in Northern California. A benevolent group of Danes originally established Aldersly as a non-profit retirement community to serve the rapidly growing Danish-American community at that time, but also with the aim to revive fading Danish cultural traditions amongst the younger generations. Danish antiques and memorabilia integrated in the design of the campus celebrate Denmark's history, and annual Danish celebrations are held annually on the grounds. While the largest Danish population in California originally settled in Southern California, particularly in the town of Solvang in 1911, Aldersly has served as an important cultural anchor for the Danish-American communities of Northern California and Nevada.

Known to be socially minded and to respect and care for their elderly, Danes of California clubs and lodges have historically provided benefits to Danish-Americans, who did not receive them from their employers. Since its founding, Aldersly has similarly offered these services and 24-hour medical care, in addition to room and board, to their residents. This was a relatively unknown and forward-looking practice for American nursing homes at the time it was established. Unlike many nursing homes of the early to mid-twentieth century, Aldersly was also known to offer a comfortable, socially inclusive, and residential-style atmosphere, focused on improving the lives of its elderly residents. While the institution historically catered to Danish-Americans, people of all ethnic backgrounds have been welcomed and have been part of the community since the late-1970s. While Aldersly remains an important cultural institution, other Danish clubs and societies exist today in northern California, which appear to serve a similar social and cultural role as Aldersly. Thus, the period of significance for Aldersly under Criterion 1 (Event) spans from 1921 when the institution was founded to 1980, encompassing all major periods of the institution's influence as a unique cultural institution for northern California's Danish-American communities.

**Criterion 2 (Persons)**

Aldersly Retirement Community originally opened as a "Danish Old Age Home" and since 2004, has evolved into a full-service retirement and continuing care community, inclusive of on-site nursing care and an assisted living facility. Despite the somewhat short-term nature of residency or nursing care at the community, several residents have lived on the property for several decades, including one of the longest living men at that time, Christian Mortensen. Mortensen lived at Aldersly from age 96 to 115, or 19 years. Nevertheless, while it is possible that past residents at Aldersly were important to local, California, or national history during their lives and careers, the institution's program as a retirement community limits the potential for direct associative relationships with past residents' careers or life achievements before Aldersly that would be required for the property to be considered significant under Criterion 2 (Persons). Several past directors of Aldersly were longstanding members of the Danish American community, the Aldersly Board of Directors, and were influential in the institution's early organization and evolution, such as C.J. Klitgaard. Captain Robert Minor was also involved in the Danish-American community and contributed financially to the institution; however, the dedicated Minor Building was otherwise not directly associated with Captain Minor, since it was constructed more than a decade after his death. While Aldersly as an organization is significant for its cultural contributions, the age-eligible buildings do not appear to have significance for their association with any one specifically significant person. Although several people

were important to the campus's development and active, engaged figures in the local Danish-American community, their associated achievements at Aldersly do not appear to rise to a level that would be considered significant under Criterion 2.

**Criterion 3 (Architecture)**

The subject property appears significant under Criterion 3 (Architecture) for three primary reasons. First, the campus's age-eligible buildings from the 1961-68 period of development appear to be early exemplary works in Rex Whitaker Allen's extensive and varied design portfolio, as one of the region's most prolific mid-twentieth century healthcare institutional architects. Allen established a healthcare design practice in San Francisco in 1953 and is widely acclaimed for his work in the Bay Area's hospital and nursing home sector for nearly four decades. He is recognized as one of the first to promote a less institutional and more residential approach to the design of hospitals, nursing homes, and assisted living institutions. His architectural philosophy placed an emphasis on designing to improve elderly patient comfort, independent mobility, and wellbeing, including the incorporation of large community rooms; spacious and quiet apartments, lounges and dining facilities; interstitial spaces to hide mechanical equipment; covered exterior 'corridors', and accessible integrated design features. Allen authored "The Hospital Planning Handbook" in 1976, which remains one of the most comprehensive early manuals for healthcare design and spatial planning for nursing homes. Many resident accounts of life at Aldersly beginning in the 1960s remark about the comfort of the campus's facilities, its spacious and well-lit apartments and social halls, as well as an appreciation of the beauty of the integrated landscape. Although several of Allen's hospitals still exist in the Bay Area and nationally, only a few nursing homes or extended care facilities appear to remain extant, including the Sequoia Health Center in Portola Valley (1965-67) and the Lawton Healthcare Center in San Francisco (1966-67). Besides the Sequoia Health Center, it does not appear that other similar-scale and hybrid institutional/residential campuses like Aldersly exist, especially as earlier examples of this typology. Therefore, the Aldersly campus, inclusive of the surrounding landscape, appears eligible under Criterion 3 for its association with this regionally significant architect, and as a particularly notable contribution to Allen's canon of work in the healthcare institutional design sector.

Secondly, while no one age-eligible building appears to be individually significant, the Allen-designed buildings collectively exhibit a full expression of the Second Bay Tradition style. As a whole, these buildings employ a standardized vocabulary of Second Bay design features, and each conveys a unique formal expression of those combined elements. Specifically, the buildings all appear to retain original cladding materials (primarily Roman brick with deliberate vertical linear interruptions of painted redwood siding); consistent unit entryway and balcony configurations; extensive fenestration and custom glazing; dialogue with the surrounding landscape and topographical conditions; and simple rectilinear volumes and canted roof forms. Few substantial alterations to these defining features were noted in building permits or site observations, except for window replacements with vinyl sash throughout and reroofing. The oldest building on the campus, the Minor Building, was constructed in 1945 and exhibits elements of the Classical Revival style. The Minor Building also appears relatively unaltered, retaining several original features (brick cladding, overhanging eaves with rafter tails, monumental entry arch, scroll detailing, and multi-lite windows). Though brick is a less common cladding material of the Second Bay Tradition style, the brick of the Minor Building likely inspired Allen's use of brick for the residential buildings in the 1960s.

Since the Second Bay Tradition style was typically applied to architect-designed individual buildings located in developed residential neighborhoods, it is particularly rare to find a grouping of Second Bay Tradition buildings that appear eligible as contributors to a potential historic district, as opposed to eligible

as individual properties. Other similar groupings of Second Bay Tradition buildings exist in San Francisco (residences on Raycliff Terrace, Normandie Terrace, Forest Hills, Twin Peaks, and the 3000 block of Pacific Heights); however, these clusters are comprised of privately owned residences, instead of associated buildings on a campus such as Aldersly. Non-residential Second Bay Tradition buildings are rare, and the best examples of the style's non-residential buildings have been demolished or substantially altered. Thus, it appears that the Allen-designed buildings form a uniquely cohesive and contiguous grouping, which also retains the majority of their character-defining features. Notable character-defining features include: the simple vernacular appearance, brick and wood cladding, large expanses of glass, overhanging eaves and rafter tails, canted roofs, rectilinear massing, and emphasis on indoor-outdoor experience. Furthermore, these buildings represent a rare expression of the Second Bay Tradition style in the form of a hybrid residential and institutional building typology. Within this context, these buildings appear to be contributors to a potentially eligible historic district. While the Second Bay Tradition buildings are considered the primary components of the eligible property, the Minor Building (1945) would also be considered a contributor, as it likely influenced the materiality of Allen's buildings. The two later additions to the campus (1992 and 2004) would not be considered contributors to this eligible district. Thirdly, although the campus landscape is not particularly modern in its aesthetic or composition, the interconnected nature of all campus buildings to the surrounding site is clearly evident and a character-defining feature of the Second Bay Tradition style. Designed features of the landscape that convey this sense of integration include the network of covered walkways, curving and sloping pedestrian pathways, ramps, continuous metal railings, single-run stairs, respect to the existing site topography, densely planted vegetation around all buildings, side yards and lawns with seating, and second story balconies throughout. Allen's attention to the comfort of residents inside his buildings clearly extends outside the buildings as well, by allowing the landscape to provide more opportunities for circulation, interaction, and respite. While the age-eligible buildings are primary contributors to this eligible historic district, it is the historic relationship of the campus's buildings with the landscape, its evolution over time, and the resulting cohesive nature of the entire property, which forms the basis of the property's eligibility for significance as a historic district. Thus, Aldersly appears to qualify for significance under Criterion 3 (Architecture) as a historic district. The period of significance for the property under this Criterion spans from 1945 to 1968, marking the construction of the Minor Building through the period of Rex Whitaker Allen's master planning of the Aldersly campus.

**Criterion 4 (Information Potential)**

The subject property was not evaluated for significance under Criterion 4 (Information Potential). This criterion primarily applies to properties that may contain archeological resources.

INTEGRITY

In addition to qualifying for listing under at least one of the California Register criteria, a property must be shown to have sufficient historic integrity to be considered a historical resource. The concept of integrity is essential to identifying the important physical characteristics of historical resources and hence, in evaluating adverse changes to them. Integrity is defined as "the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance."[4] The process of determining integrity is similar for both the California Register and the National Register. The same seven variables or aspects that define integrity—location, design, setting, materials, workmanship,

[4] California Office of Historic Preservation, *Technical Assistant Series No. 7, How to Nominate a Resource to the California Register of Historic Resources* (Sacramento, CA: California Office of State Publishing, September 2001)

feeling and association—are used to evaluate a resource's eligibility for listing in the California Register and the National Register.

According to the *National Register Bulletin: How to Apply the National Register Criteria for Evaluation,* these seven characteristics are defined as follows:

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

Location: The subject property retains integrity of location, as it has not been moved from its original site since it was initially constructed.

Setting: The property's surrounding environment has not changed substantially to an extent that would compromise integrity of setting. The adjacent blocks on the west, south, and east sides have historically been zoned as residential and consist of one and two-story residential buildings, several of which appear to predate the mid-century development of the subject property. A golf course originally existed to the north of the site, but the area has since been converted to residential use as well. While the setting of Aldersly has been altered with each new wave of campus development, there has been a consistent concerted effort to preserve the predominance of the site's natural topography, pedestrian-centric circulation, landscape features and their integration with the built environment. As a result, the subject property has been found to retain integrity of setting.

Design: There have been several phases of design development of the Aldersly campus. If evaluating integrity of the original design of the campus, the property would be found to have compromised integrity of design. However, since the holistic redevelopment of the campus in the mid-1960s, the property has maintained its overall character and appearance for over 50 years, and thus could be said to have acquired historic significance in its own right. When evaluating the integrity of this campus, it can be said that the subject property's buildings and landscape retain their design features and visual effects that characterized them when they were planned and constructed. The overall massing, materiality, fenestration patterns, and integration with the site and environment are character-defining features of the Second Bay Tradition and have not been substantially altered.

The surrounding campus landscape has experienced two major additions of buildings on the east side of the property. On the whole, these alterations have maintained the natural aesthetic of the campus, original circulation features (circular driveway and main entry stair), and integration of landscape and topographic features with the buildings. This includes planted perimeter pathways, ramps and stairs; landscaped side

and rear yards; lush gardens and mature trees; open lawns, and outdoor seating.

Nonetheless, the two more recent and large architectural additions have affected the design integrity of the eastern portion of the site and campus landscape by removing extant buildings and portions of the original landscape. Therefore, Aldersly has been found to partially retain integrity of design.

Materials: The materials that have characterized the campus's buildings since the 1940s (beginning with the construction of the Minor Building through Allen's brick-clad buildings of the 1960s), have remained unaltered since their construction. These buildings continue to be defined by their original exterior materials: brick siding; wood roof eaves, rafter tails, doors, balconies, and portions of wood siding; extensive linear glazing; and concrete patios. Thus, the property was determined to retain overall integrity of materials.

Workmanship: The workmanship of buildings designed by Brainerd Jones and others, which originally characterized the property, is no longer extant. Yet, the workmanship which has defined the buildings and landscape features since the 1960s appears to remain largely intact. All components retain evidence of their original construction techniques: simplistic yet refined architectural volumes and detailing; carefully constructed and grouted brick, smooth-finished wood paneling, and angled glazing of the Allen-designed buildings; and various carefully paved or planted spaces throughout the landscape. The property therefore retains integrity of workmanship.

Feeling: The historic feeling of the subject property as a garden retirement community, with both residential and institutional components, is maintained through the interrelationships between the campus buildings and surrounding integrated landscape. The more prominent administration building and community center at the center of the site convey the original spatial and programmatic intent of the campus, with satellite residential and healthcare facilities surrounding these central buildings and supporting the use of one another. The extensive network of pedestrian circulation routes, gardens, and Danish memorabilia and artifacts are also essential components of the landscape that maintain its original intent as a pleasant and welcoming retirement community, celebrating its Danish heritage. The property therefore retains integrity of feeling.

Association: Given that the property is still used as it was originally, despite alterations to certain component elements, it retains a direct link to the original retirement community design scheme and programmatic goals of Aldersly. The residential buildings, administrative offices, Nursing and Assisted Living facilities, social gathering spaces, and integrated landscape were designed for the specific goals of enriching the senior residents' daily experience, provided services, and connection with nature, which are still present at the site. The subject property continues to convey the ideals of resident- and patient-centric design pioneered by Allen's practice in the 1960s. The property therefore retains integrity of association.

In summary, the Aldersly campus retains sufficient overall integrity such that the property continues to convey its historic appearance and eligibility for significance as a historic district.

**Contributing Historic Resources to the Eligible Historic District**

Buildings on the Aldersly Retirement Community property range from one to three stories in height and were constructed from 1945 (Building J – Minor Building) to 2004 (Building I – Rosenborg). The Minor building is the oldest extant building on the Aldersly grounds and was constructed by an unknown architect as a social hall and residence with 18 apartments. The existing campus largely dates to the 1961 master plan for the campus that was designed by Rex Whitaker Allen & Associates.

From 1961 to 1968, eight of the existing buildings were constructed (Buildings A through H), creating the cohesive Second Bay Tradition style of the campus that makes the property significant under Criterion 3 (architecture). The remaining three buildings on the current Aldersly campus include the 1992 Building K (Kronborg), the 2004 Building I (Rosenborg), and the building at 308 Mission Avenue, which was constructed as a 1952 residential building. 308 Mission Avenue is located outside the boundary of the eligible Aldersly historic district as it was not a part of the Aldersly campus during the campus' periods of significance.

In addition to the buildings on the Aldersly campus, the eligible historic district contains landscape features, including paths and gardens, and decorative elements such as the mile marker, stone gate pillars, fountain, etc. that illustrate the original and continued approach of creating a garden aesthetic that is a retreat for Aldersly residents. The word Aldersly translates to "a shade for old age" in Danish and demonstrates the community's longstanding identity as a garden retreat. While some landscape features were called out as character-defining features and are therefore of primary significance to the historic district, several other features date to the historic district's period of significance (1921–1980), and are considered contributing features that, while of secondary importance, support the historic significance of the district (Figure 3-1).

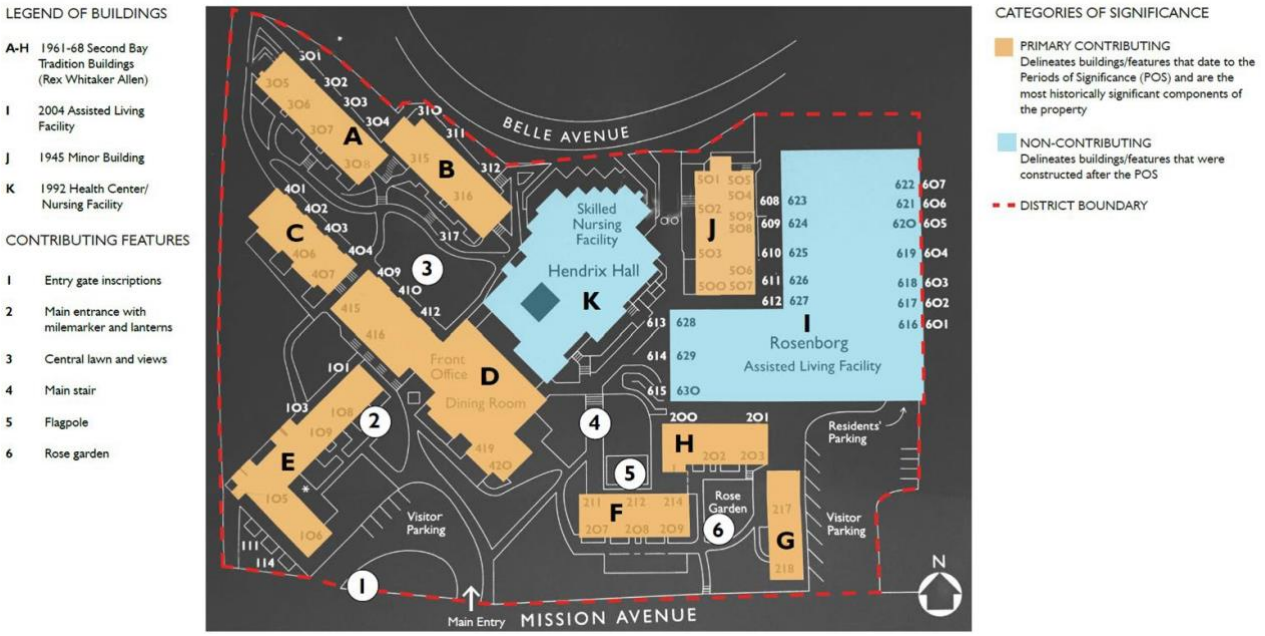



**Figure 3-1: Historic Significance Diagram.** Source: Page & Turnbull, Aldersly Retirement Community

Table 3-1, which follows, lists the buildings and landscape features of the Aldersly property and defines whether they are contributing or non-contributing elements of the eligible historic district.

| TABLE 3-1. CONTRIBUTING AND NON-CONTRIBUTING FEATURES OF THE ELIGIBLE ALDERSLY HISTORIC DISTRICT | | | |
|---|---|---|---|
| **Building or Feature** | **Type** | **Date Built** | **Contributing?** |
| Building A – Amalienborg | Building | 1963 | Yes |
| Building B – Christiansborg | Building | 1963 | Yes |
| Building C – Sorgenfri | Building | Ca. 1968 | Yes |
| Building D – Fredensborg | Building | Ca. 1968 | Yes |
| Building E – Frederiksborg | Building | 1961 | Yes |
| Building F – Marselisborg | Building | 1966 | Yes |
| Building G – Liselund | Building | 1966 | Yes |
| Building H – Graasten | Building | 1966 | Yes |
| Building I – Rosenborg | Building | 2004 | No |
| Building J – Minor Building | Building | 1945 | Yes |
| Building K – Kronborg | Building | 1992 | No |
| Entry gate and inscriptions | Landscape Feature | | Yes |
| Main entrance with milemarker and lanterns | Landscape Feature | | Yes |
| Central lawn and views | Landscape Feature | | Yes |
| Main stair | Landscape Feature | | Yes |
| Flagpole | Landscape Feature | | Yes |
| Rose Garden | Landscape Feature | | Yes |
| Source: Page & Turnbull December 2020 | | | |

## Significance Criteria

Pursuant to Appendix G, Environmental Checklist Form, of the CEQA Guidelines, implementation of the Proposed Project would result in significant cultural and tribal cultural resources impacts if it would:

1. Cause a substantial adverse change in the significance of a historical resource pursuant to Section 15064.5.

2. Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5.

3. Disturb any human remains, including those interred outside of dedicated cemeteries.

4. Cause a substantial adverse change in the significance of a Tribal Cultural Resource, defined in PRC Section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American Tribe, and that is: i) Listed or eligible for listing in the California Register, or in a local register of historical resources as defined in PRC Section 5020.1(k), or ii) A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of PRC Section 5024.1. In applying the criteria set forth in subdivision (c) of the PRC Section 5024.1 for the purposes of this paragraph,

the lead agency shall consider the significance to a California Native American tribe.

5. Result in a cumulative impact related to cultural or tribal cultural resources.

## 3.2.2 Impacts and Mitigation Measures

### IMPACT CUL-1: The Proposed Project would result in the demolition of six of the nine contributing buildings and landscape features that are contributing features of an eligible historic district. *(Significant and Unavoidable)*

According to CEQA, a "project with an effect that may cause a substantial adverse change in the significance of an historic resource is a project that may have a significant effect on the environment." Substantial adverse change is defined as: "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historic resource would be materially impaired. The significance of a historical resource is materially impaired when a project "demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance" and that justify or account for its inclusion in, or eligibility for inclusion in a local register of historical resources pursuant to local ordinance or resolution. Thus, a project may cause a change in a historic resource but still not have a significant adverse effect on the environment as defined by CEQA as long as the impact of the change on the historic resource is determined to be less-than-significant, negligible, neutral or even beneficial.

The Proposed Project would demolish six contributing buildings, partially demolish one contributing building, and alter an additional contributing building, leaving only one contributing building intact. The construction of the three new buildings would require the removal and relocation of some landscape features – including the Rose Garden and fountain – and would infill some of the green space of the existing campus, including a corner of the central lawn. All landscape features of the Aldersly campus that are contributing features of the eligible historic district would be altered in some way, either through relocation, removal, or alteration. Table 3-2 below provides a listing of proposed alterations to contributing historical resources of the eligible historic district.

**TABLE 3-2: PROPOSED ALTERATIONS TO CONTRIBUTING HISTORICAL RESOURCES OF THE ELIGIBLE HISTORIC DISTRICT UNDER THE PROPOSED PROJECT**

| Building or Feature | Type | Proposed Alteration |
|---|---|---|
| Building A – Amalienborg | Building | Demolish |
| Building B – Christiansborg | Building | Alter (erect addition) |
| Building C – Sorgenfri | Building | Demolish |
| Building D – Fredensborg | Building | Retain |
| Building E – Frederiksborg | Building | Alter (partially demolish) |
| Building F – Marselisborg | Building | Demolish |
| Building G – Liselund | Building | Demolish |
| Building H – Graasten | Building | Demolish |
| Building J – Minor Building | Building | Demolish |
| Entry gate and inscriptions | Landscape Feature | Alter8 |

| TABLE 3-2: PROPOSED ALTERATIONS TO CONTRIBUTING HISTORICAL RESOURCES OF THE ELIGIBLE HISTORIC DISTRICT UNDER THE PROPOSED PROJECT | | |
|---|---|---|
| **Building or Feature** | **Type** | **Proposed Alteration** |
| Main entrance (at front lawn of Frederiksborg) with milemarker and lanterns | Landscape Feature | Demolish (salvage and relocate milemarker and lanterns) |
| Circular driveway | Landscape Feature | Alter (rearrange) |
| Central lawn and views | Landscape Feature | Alter9 |
| Main stair | Landscape Feature | Alter (new stairs added) |
| Flagpole | Landscape Feature | Alter (relocate) |
| Rose Garden with fountain | Landscape Feature | Demolish (relocate rose bushes) |
| Paved circulation paths with metal handrail | Landscape Feature | Remove |
| Mature Trees at Campus Perimeter | Landscape Feature | Alter (many trees to be removed along interior of Mission Avenue wall) |
| *Note: Buildings and features to be entirely demolished or removed are shaded gray.* | | |

Due to the proposed demolition of most contributing buildings and the alteration and relocation of most landscape features as part of the Project, the eligible historic district would lose its historic integrity and ability to convey its significance. These alterations would cause a significant adverse change that would result in the loss of California Register eligibility of the Aldersly Retirement Community as a historic district. Because the demolition of contributing buildings and changes to landscape features would lead to a loss of California Register eligibility of the Aldersly campus as a historic district, the compatibility or incompatibility of proposed new construction and alterations proposed for the remaining buildings would be irrelevant. Additionally, while the Project proposes to relocate some character-defining features and contributing elements of the landscape, preserving some aspects of the existing landscape features and design would not substantially lessen the Project's impact on the historic district. Therefore, the impact on the eligible historic district would be significant and unavoidable because there is no feasible mitigation that would reduce impacts to the eligible historic district to less than significant. Alternatives to the Proposed Project that could reduce Project impacts are addressed in Chapter 5.

**Significance with Mitigation:** Significant and Unavoidable. While the Project proposes to relocate some of the character-defining features and contributing elements of the landscape, the eligible historic district would lose its historic integrity and ability to convey its significance. Therefore, the impact on the eligible historic district would be significant and unavoidable because there is no feasible mitigation that would reduce impacts to the eligible historic district to less than significant.

## IMPACT CUL-2: Implementation of the Proposed Project has the potential to cause a significant impact to a previously unidentified archaeological resource pursuant to CEQA Guidelines Section 15064.5. *(Less than Significant with Mitigation)*

A cultural resources inventory of the Project site was conducted, which included a records search, literature review, a search of the Sacred Lands File from the NAHC, and a field survey. No previously recorded cultural resources were revealed as a result of the records search and the property had not been previously

surveyed. The results from the NAHC failed to reveal any sacred lands. Additionally, the field survey did not identify any cultural resources on the property. A review of soils data, historical maps, and other archival information further indicates that there is a low potential for the presence of archaeological sites within the Project area. Although construction of the Proposed Project would have no impact on known archaeological resources, there is a possibility that previously unidentified archaeological resources and subsurface deposits are present within the Project area. If present, excavation, grading, and movement of heavy construction vehicles and equipment could expose, disturb or damage any such previously unrecorded archaeological resources. Because the possibility of encountering archaeological resources during construction cannot be completely discounted, the impact related to the potential disturbance or damage of previously undiscovered archaeological resources, if present, could be significant.

**Mitigation Measure CUL-1: Conduct Cultural Resources and Tribal Cultural Resources Sensitivity and Awareness Training Program Prior to Ground-Disturbing Activities**. Prior to issuance of a building permit, grading permit, or demolition permit involving any potential ground disturbing activity, all construction contractor(s) responsible for overseeing and operating ground-disturbing mechanical equipment (e.g., onsite construction managers and backhoe operators) shall be required to participate in a cultural resources and tribal cultural resources sensitivity and awareness training program (Worker Environmental Awareness Program [WEAP]) for all personnel involved in Project construction, including field consultants and construction workers. The WEAP shall be developed by an archaeologist that meets the Secretary of the Interior's Professional Qualifications Standards in archaeology, and by culturally affiliated Native American tribes.

The WEAP training shall be conducted by an archaeologist that meets the Secretary of the Interior's Professional Qualifications Standards in archaeology. A representative from the Federated Indians of Graton Rancheria (FIGR) shall be invited to participate in the training.

The WEAP training shall be conducted before any Project-related construction activities begin at the Project site. The WEAP will include relevant information regarding sensitive cultural resources and tribal cultural resources, including applicable regulations, protocols for avoidance, and consequences of violating State laws and regulations. The WEAP will also describe appropriate avoidance and impact minimization measures for cultural resources and tribal cultural resources that could be located at the Project site and will outline what to do and who to contact if any potential cultural resources or tribal cultural resources are encountered. The WEAP will emphasize the requirement for confidentiality and culturally appropriate treatment of any discovery of significance to Native Americans and will discuss appropriate behaviors and responsive actions, consistent with Native American tribal values.

The project sponsor shall maintain a record of all construction personnel that have received this training and provide the record to the City. These records shall be submitted to the City prior to issuance of a building permit involving any ground disturbing activity and shall be maintained by the applicant throughout the duration of the construction period. A final record shall be submitted to the City prior to issuance of a certificate of occupancy.

**Mitigation Measure CUL-2**: **Protect Archaeological Resources Identified during Construction.** The project sponsor shall ensure that construction crews stop all work within 100 feet of the discovery until a qualified archaeologist and FIGR Tribal Monitor can assess the previously unrecorded discovery and provide recommendations. Resources could include

subsurface historic features such as artifact-filled privies, wells, and refuse pits, and artifact deposits, along with concentrations of adobe, stone, or concrete walls or foundations, and concentrations of ceramic, glass, or metal materials. Native American archaeological materials could include obsidian and chert flaked stone tools (such as projectile and dart points), midden (culturally derived darkened soil containing heat-affected rock, artifacts, animal bones, and/or shellfish remains), and/or groundstone implements (such as mortars and pestles).

**Significance with Mitigation:** Less than Significant.

### IMPACT CUL-3: Ground-disturbing activities during Project construction could encounter human remains, the disturbance of which could result in a significant impact under CEQA. *(Less than Significant with Mitigation)*

There are no formal cemeteries or known interred human remains within the Project area or on the Project site. No evidence of human remains was identified within the Project area. However, the potential for their presence cannot be entirely ruled out. Construction-related excavation could expose and disturb, or damage previously undiscovered human remains.

**Mitigation Measure CUL-3: Protect Human Remains Identified During Construction.**
In accordance with the California Health and Safety Code, if the find includes human remains, or remains that are potentially human, they shall ensure reasonable protection measures are taken to protect the discovery from disturbance (Assembly Bill [AB] 2641). The archaeologist shall notify the Marin County Coroner (per § 7050.5 of the Health and Safety Code) and the provisions of § 7050.5 of the California Health and Safety Code, § 5097.98 of the California PRC, and AB 2641 shall be implemented. If the coroner determines the remains are Native American and not the result of a crime scene, the coroner will notify the NAHC, which then will designate a Native American Most Likely Descendant (MLD) for the Project (§ 5097.98 of the PRC). The designated MLD will have 48 hours from the time access to the property is granted to make recommendations concerning treatment of the remains. If the landowner does not agree with the recommendations of the MLD, the NAHC can mediate (§ 5097.94 of the PRC). If no agreement is reached, the landowner shall rebury the remains where they will not be further disturbed (§ 5097.98 of the PRC). This shall also include either recording the site with the NAHC or the appropriate Information Center; using an open space or conservation zoning designation or easement; or recording a reinternment document with the county in which the property is located (AB 2641). Work may not resume within the no-work radius until the lead agencies, through consultation as appropriate, determine that the treatment measures have been completed to their satisfaction.

**Significance with Mitigation:** Less than Significant.

## Tribal Cultural Resources

For clarity, impacts on tribal cultural resources (TCRs) are covered in this chapter of the EIR along with Cultural Resources because mitigation measures identified for Tribal Cultural Resources refer to and are closely related to mitigation measures identified for Cultural Resources.

Pursuant to AB 52, the scope of the evaluation at the project level should include consultation with Native American representatives identified by the California Native American Heritage Commission (NAHC) for areas outside of reservations, and with Tribal representatives of federally recognized Tribes where projects are located near or within lands associated with federally recognized Tribes.

The NAHC was contacted by formal letter and the City of San Rafael sent letters offering consultation under AB52 to the two Native American representatives on the Tribal Consultation List provided by the NAHC: Federated Indians of Graton Rancheria (FIGR) and the Guidiville Indian Rancheria.

In their response dated May 14, 2021, FIGR acknowledged receipt of the City's letter and requested formal consultation on the Proposed Project. No response or request for consultation was received by the Guidiville Indian Rancheria.

On June 15, 2021, City of San Rafael staff met with FIGR representatives to establish early dialog and convey that the City intends to work cooperatively with FIGR to address any issues related to Tribal Cultural Resources. During the videoconference meeting, City staff provided FIGR with additional information regarding the Project site and the CEQA process envisioned for the Project. The City and FIGR agreed to continue to share information as it becomes available, including an archaeological study of the Project site, and schedule additional meetings as needed to carry out the AB52 consultation to a successful completion. The City and FIGR held three additional consultation meetings, and the focus of these meetings was on appropriate mitigation measures.

### Impact TCR-1: Ground-disturbing activities as a result of the Proposed Project could encounter Tribal Cultural Resources, the disturbance of which could result in a significant impact under CEQA. *(Less than Significant with Mitigation)*

Although construction of the Proposed Project would have no impact on known tribal cultural resources, there is a possibility that previously unidentified resources and subsurface deposits are present within the Project area. If present, excavation, grading, and movement of heavy construction vehicles and equipment could expose, disturb or damage any such previously unrecorded tribal cultural resources. Because the possibility of encountering archaeological resources and tribal cultural resources during construction cannot be completely discounted, the impact related to the potential disturbance or damage of previously undiscovered tribal cultural resources, if present, could be significant. During AB52 Tribal Consultation with FIGR, it was noted by FIGR that native American burial sites have been found in hillside areas in Marin County and recommended the use of trained human remains detection dogs to survey the site after demolition of buildings but prior to any trenching or grading. The City agreed to incorporate this recommendation into the mitigation measures identified for the Project, as reflected in TCR-1, below.

> **Mitigation Measure TCR-1**: **Survey of Site by Trained Human Remains Detection Dogs.** Prior to the issuance of a grading or building permit, the project sponsor shall provide written evidence to the City's Community Development Department that a qualified consultant has been retained to conduct a survey of the site using trained human remains detection dogs. The survey shall be performed after the demolition of structures but prior to when trenching, grading, or earthwork on the site commences. If the survey results in the identification of an area potentially containing human remains, the area should be avoided. If avoidance is not feasible, then the City shall require that a professional archaeologist be retained to conduct subsurface testing, in the presence of a tribal representative from FIGR, to verify the presence or absence of remains. If human remains are confirmed, then the procedures in the PRC and Mitigation Measure CUL-3 shall be followed.
>
> **Mitigation Measure TCR-2: Archaeological and Native American Monitoring and the Discovery of Cultural Materials and/or Human Remains.**
> Prior to issuance of a grading permit or building permit, the project sponsor shall retain a Secretary of the Interior-qualified archaeologist, with input from the Federated Indians of Graton Rancheria

(FIGR), to prepare a Cultural Resources Monitoring Plan. Monitoring shall be required during initial ground-disturbing activities and may be extended should the area be determined to require monitoring of deeper sediments, according to a schedule outlined in the Cultural Resources Monitoring Plan. The plan shall include (but not be limited to) the following components:

- Person(s) responsible for conducting monitoring activities, including an archaeological monitor and an appropriate number of FIGR Tribal monitors (number and kind of appropriate monitors to be determined in consultation with FIGR);
- Person(s) responsible for overseeing and directing the monitors;
- How the monitoring shall be conducted and the required format and content of monitoring reports, including schedule for submittal of monitoring reports and person(s) responsible for review and approval of monitoring reports;
- Protocol for notifications in case of encountering cultural resources, as well as methods of dealing with the encountered resources (e.g., collection, identification, appropriate documentation, repatriation); and
- Methods to ensure security of cultural resources sites, including protective fencing, security, and protocol for notifying local authorities (i.e. Sheriff, Police) should site looting or other resource damaging or illegal activities occur during construction.

During the course of the monitoring, the archaeologist, in consultation with FIGR Tribal monitor, may adjust the frequency—from continuous to intermittent—based on the conditions and professional judgment regarding the potential to impact cultural and tribal cultural resources. If significant tribal cultural resources are identified onsite, all work shall stop immediately within 100 feet of the resource(s).

**Significance with Mitigation:** Less than Significant.

# CHAPTER 4

# Other CEQA Issues

## 4.1 Growth-Inducing Impacts

Section 15126.2(e) of the California Environmental Quality Act (CEQA) Guidelines requires that an environmental impact report (EIR) discuss the ways in which a Proposed Project could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment. Typical growth-inducing factors might be the extension of urban services or transportation infrastructure to a previously unserved or under-served area, or the removal of major barriers to development.

Growth-inducing impacts fall into two general categories: direct or indirect. Direct growth-inducing impacts are generally associated with providing urban services to an undeveloped area. Indirect, or secondary growth-inducing impacts consist of growth induced in the region by additional demands for housing, goods, and services associated with the population increase caused by, or attracted to, a new project.

The Project would not directly induce growth because it would not involve the development of new housing or job centers that would attract an additional population. As described in Chapter 2, *Project Description*, one of the primary goals of the Project is "to keep Aldersly a boutique residential community for older people looking for a home with ***hygge*** - Danish for the experience of coziness and comfortable conviviality that engenders feelings of contentment and well-being" and "create a financially sustainable community".

The primary Project objectives are to update the existing Independent Living units on the campus and increase number of larger, more marketable units; improve campus amenities (additional dining venue and indoor/outdoor gathering spaces); and improve accessibility for residents with various levels of mobility. While the Project would result in 14 additional independent living units on the Aldersly campus, the resulting increase in population would be minimal.

Long-term operation and maintenance activities associated with the Project would be similar to existing activities and would not significantly increase the number of workers employed on the site. A staffing increase of 2.4 FTE (Full-Time Equivalent) is anticipated.

The Project site would continue to be served by existing roads and utilities and would not require any expansion of infrastructure that could indirectly induce growth. Given the relatively small size of the construction workforce (approximately 90 construction workers), construction of the Project would not be expected to induce demand for housing by attracting workers from outside the area, as workers are expected to be drawn from the local laborpool.

Based on this analysis, the Project would not have a substantial growth-inducing impact, either directly or indirectly, and no mitigation is required. For further analysis, see Section XIV of the Environmental Checklist (Population and Housing) contained in **Appendix B**.

## 4.2 Significant and Unavoidable Impacts

In accordance with CEQA Section 21100(b)(2)(A) and Sections 15126(b) and 15126.2(c) of the CEQA Guidelines, the purpose of this section is to identify environmental impacts of the Proposed Project that could not be eliminated or reduced to a less-than-significant level with implementation of the mitigation measures identified in this EIR.

While actions from the Proposed Project and identified mitigation measures would reduce the level of most impacts to less than significant, as detailed in Chapter 3 of this EIR, impacts related to Cultural (Historic) Resources would remain significant and unavoidable after mitigation measures are applied.

As discussed in Chapter 3, due to the proposed demolition of most of the contributing buildings, and the alteration and relocation of most landscape features, the eligible historic district would lose its historic integrity and the ability to convey its significance. These alterations would cause a significant adverse change that would result in the loss of California Register eligibility of the Aldersly Retirement Community as a historic district. Additionally, while the Project proposes to relocate some character-defining features and contributing elements of the landscape, preserving some aspects of the existing landscape features and design would not substantially lessen the Project's impact on the historic district. Therefore, the impact on the eligible historic district would be significant and unavoidable because there is no feasible mitigation that would reduce impacts to the eligible historic district to less than significant.

## 4.3 Significant Irreversible Environmental Changes

CEQA Section 21100(b)(2)(B) and CEQA Guidelines Section 15126.2(d) require that an EIR discuss the extent to which the Proposed Project would result in significant irreversible environmental changes that would be caused by the Proposed Project. For example, the Proposed Project would irretrievably commit nonrenewable resources for the construction and renovation of new and existing buildings, retaining walls, and other improvements. These nonrenewable resources include mined minerals such as wood, sand, gravel, steel, lead, copper, and other metals. Irreversible changes to the physical environment could also occur from accidental release of hazardous materials; however, compliance with the applicable regulations and General Plan goals, policies, and programs would reduce this potential impact to a less-than-significant level.

As discussed in this EIR, several regulatory measures and General Plan policies and strategies encourage energy and water conservation, alternative energy use, waste reduction, alternatives to automotive transportation, and green building. The Proposed Project would be required to comply with all applicable building and design requirements, including those set forth in Title 24 relating to energy conservation. In compliance with CALGreen, the State's Green Building Standards Code, the Proposed Project would be required to reduce water consumption by 20 percent, divert 50 percent of construction waste from landfills, and install low pollutant-emitting materials. Therefore, while the construction and operation of the Proposed Project would involve the use of nonrenewable resources, compliance with applicable standards and regulations and implementation of General Plan policies would reduce the use of

nonrenewable resources to the maximum extent practicable. Therefore, the Proposed Project would not represent a large commitment of nonrenewable resources, and irreversible damage is not expected to result from the Proposed Project, especially given the availability of these products and the Project's relatively small and limited need for these products compared to their overall regional use.

## 4.4 Mitigation Measures Proposed to MinimizeSignificant Effects

CEQA Guidelines Section 15126.4 requires that an EIR describe feasible measures that could minimize significant adverse impacts. To this end, mitigation measures related to Cultural Resources and Tribal Cultural Resources have been incorporated into the analysis provided in Chapter 3, *Environmental Setting, Impacts, and Mitigation Measures*. Mitigation Measures for all other topics are identified in the Environmental Checklist provided in **Appendix B**, and all mitigation measures are identified in the Summary at the beginning of this EIR.

# CHAPTER 5
# Alternatives

## 5.1 Introduction

This chapter presents the CEQA alternatives analysis for the Aldersly Development Plan Amendment Project (Proposed Project). The CEQA Guidelines, Section 15126.6(a), state that an EIR must describe and evaluate a reasonable range of alternatives to the project that would feasibly attain most of the project's basic objectives and would avoid or substantially lessen any identified significant adverse environmental effects of the project. Specifically, the CEQA Guidelines (Section 15126.6) set forth the following criteria for selecting and evaluating alternatives:

- ***Identifying Alternatives*.** The selection of alternatives is limited to those that would avoid or substantially lessen any of the significant effects of the project, are feasible, and would attain most of the basic objectives of the project. Factors that may be considered when addressing the feasibility of an alternative include site suitability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries, economic viability, and whether the proponent can reasonably acquire, control, or otherwise have access to an alternative site. An EIR need not consider an alternative whose impacts cannot be reasonably ascertained and whose implementation is remote and speculative. The specific alternative of "no project" must also be evaluated.

- ***Range of Alternatives.*** An EIR need not consider every conceivable alternative but must consider and discuss a reasonable range of feasible alternatives in a manner that will foster informed decision-making and public participation. The "rule of reason" governs the selection and consideration of EIR alternatives, requiring that an EIR set forth only those alternatives necessary to permit a reasoned choice. The lead agency (the City of San Rafael for this Proposed Project) is responsible for selecting a range of project alternatives to be examined and for disclosing its rationale for choosing the alternatives.

- ***Evaluation of Alternatives.*** EIRs are required to include sufficient information about each alternative to allow a meaningful evaluation, analysis, and comparison with the Proposed Project. Matrices may be used to display the major characteristics and the environmental effects of each alternative. If an alternative would cause one or more significant effects that would not result from the project as proposed, the significant effects of the alternative must be discussed, but in less detail than the significant effects of the project.

Section 5.2 describes the alternatives selection process and the objectives of the Proposed Project; summarizes the significant impacts of the Proposed Project; describes the alternatives selected for detailed analysis; and compares the environmental impacts of each alternative to those of the Proposed Project. Section 5.3 provides a comparison of the alternatives and identifies the environmentally superior alternative. Section 5.4 discusses the alternatives that were considered but rejected from further consideration.

# 5.2 Proposed Project Alternatives Analysis

This section describes the process of developing a reasonable range of Proposed Project alternatives for analysis in this EIR. Consistent with CEQA, the approach to alternatives selection for this EIR focused on identifying alternatives that: (1) could meet most of the basic objectives of the Project while reducing one or more of its significant impacts, (2) could foster informed decision-making and public participation, and (3) could be feasibly implemented.

As the lead agency, the City considered a number of possible project alternatives for analysis in the EIR. Certain alternatives were eliminated from consideration based on their inability to meet most of the basic objectives of the Proposed Project, their infeasibility, or their inability to reduce the Project's environmental impacts. CEQA Guidelines (Section 15364) define "feasible" as "*capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, and technological factors*." Section 15126.6(f)(1) states that "*the factors that may be taken into account when addressing the potential feasibility of alternatives include site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries (projects with a regionally significant impact should consider the regional context), and whether the proponent can reasonably acquire, control, or otherwise have access to the alternative site (or the site is already owned by the proponent).*"

## 5.2.1 Project Objectives

As discussed in Chapter 2, *Project Description*, Section 2.1.3, *Goals and Objectives*, the primary goals of the Proposed Project are:

- To keep Aldersly a boutique residential community for older people looking for a home with ***hygge*** - Danish for the experience of coziness and comfortable conviviality that engenders feelings of contentment and well-being.

Project objectives originating from this overarching goal include:

- Create a financially sustainable community that will last another 100 years
- Add a second dining venue and resident lounge/gathering spaces
- Create a dedicated Memory Care Center with an accessible outdoor garden area
- Update Independent Living units to attract new residents. Increase number of larger, more marketable units (average unit size in square feet)
- Improve site accessibility and access to campus amenities for staff and residents with various levels of mobility
- Improve entry experience to create a positive first impression
- Define a core active space for residents that promotes social interaction and movement between different parts of the campus
- Provide outdoor spaces with lush landscaping to maintain Aldersly's long-time connections to nature and outdoor living, in keeping with the original hygge spirit of the community.

- Provide additional parking
- Improve delivery area and back of house spaces to increase efficiency and ease access from Belle Avenue
- Maximize Aldersly's footprint, within the limits of the land use and design controls established by the City's planning documents.

## 5.2.2 Summary of Project Impacts

As identified in Summary Table, construction and/or operation of the Proposed Project would have the potential to cause the following significant but mitigable environmental impacts:

- **Impact AQ-1.** The Project could result in a cumulatively considerable net increase a criteria pollutant for which the Project region is non – attainment under an applicable federal or state ambient air quality standard. (Less than Significant with Mitigation)
- **Impact AQ-2.** The Project could expose sensitive receptors to substantial pollutant concentrations. (Less than Significant with Mitigation)
- **Impact BIO-1.** The Project has the potential to disturb active bird nests on the Project site. (Less than Significant with Mitigation)
- **Impact CUL-2:** Implementation of the Proposed Project has the potential to cause a significant impact to a previously unidentified archaeological resource pursuant to CEQA Guidelines Section 15064.5. (Less than Significant with Mitigation)
- **Impact CUL-3:** Ground-disturbing activities during Project construction could encounter human remains, the disturbance of which could result in a significant impact under CEQA. (Less than Significant with Mitigation)
- **Impact TCR-1:** Ground-disturbing activities as a result of the Proposed Project could encounter Tribal Cultural Resources, the disturbance of which could result in a significant impact under CEQA. (Less than Significant with Mitigation)
- **Impact GEO-1.** The Project site is subject to earthquakes that have the potential to induce strong to very strong ground shaking. Strong shaking during an earthquake can result in ground failure such as that associated with soil liquefaction, lateral spreading, cyclic densification, and landsliding. (Less than Significant with Mitigation)
- **Impact GEO-2.** The Project has the potential to destroy a unique paleontological resource during construction and earthmoving activities. (Less than Significant with Mitigation)
- **Impact NOI-1. Construction Noise Impacts**. Noise generated by construction activities, including demolition, could exceed the 90 dBA $L_{eq}$ noise level established in SRMC Section 8.13.050. (Less than Significant with Mitigation)
- **Impact NOI-2. Operational Noise Impacts.** Noise associated with new HVAC equipment could increase ambient noise levels. (Less than Significant with Mitigation)

As noted in the Summary Table, all of the impacts listed above would be reduced to a less than significant level with implementation of mitigation measures identified in this EIR. As discussed in Chapter 3, there is one impact associated with the Proposed Project that would remain significant and unavoidable.

- **IMPACT CUL-1:** The Proposed Project would result in the demolition of six of the nine contributing buildings and landscape features that are contributing features of an eligible historic district. (Significant and Unavoidable)

While the Project proposes to relocate some of the character-defining features and contributing elements of the landscape, the eligible historic district would lose its historic integrity and ability to convey its significance. Therefore, the impact on the eligible historic district would be significant and unavoidable because there is no feasible mitigation that would reduce impacts to the eligible historic district to less

than significant.

## 5.2.3 Approach to Alternatives Selection

The alternatives selection process for the Proposed Project was guided in part by the magnitude and severity of the impacts identified above. The only impact that could not be mitigated to a less than significant level is the Project's impact on cultural (historic) resources; all other impacts were found to be impacts that can be mitigated to less than significant by following BMPs, adherence to City general plan policies, code requirements and standard conditions of approval. Therefore, this analysis focuses on alternatives that could be implemented (i.e., are feasible), meet most of the Proposed Project objectives, and lessen or avoid the impact to cultural (historic) resources.

## 5.2.4 Selected CEQA Alternatives

This section describes the project alternatives that were selected and analyzed in accordance with CEQA Guidelines Section 15126.6(a). The three alternatives to the Proposed Project selected for detailed analysis in this EIR are:

- **Alternative 1:** No Project Alternative
- **Alternative 2:** On-Site Preservation Alternative
- **Alternative 3:** Off-Site Preservation Alternative

This section also evaluates the impacts of the alternatives relative to those of the Proposed Project. The evaluation is based on the available information and reasonable assumptions about how each alternative would be implemented. For each alternative, this section presents the following:

- A description of the alternative, including the rationale for its selection for analysis, and associated improvements.
- An evaluation of the alternative's ability to meet Project goals and objectives.
- Analysis of the environmental impacts of each alternative compared to those of the Proposed Project.

## Alternative 1: No Project Alternative

CEQA Guidelines (Section 15126.6(e)) require that EIRs include an evaluation of the No Project Alternative to provide decision-makers the information necessary to compare the relative impacts of approving the Proposed Project and not approving the Proposed Project. The No Project Alternative is defined as a continuation of existing conditions, as well as conditions that are reasonably expected to occur in the event that the Proposed Project is not implemented.

### *Description of the No Project Alternative*

The No Project Alternative assumes that the Aldersly campus would remain in its existing condition and would not be subject to redevelopment. Under this alternative, the Aldersly campus would continue to operate as it currently exists, and no new construction would occur on the Project site, except for repairs and interior renovation of existing buildings. The number of Independent Living units, assisted living/memory care beds and skilled nursing beds are assumed to remain essentially the same as existing (55 Independent Living units, 35 Assisted Living/Memory Care beds and 20 Skilled Nursing beds).

### *Environmental Impacts of the No Project Alternative Compared to those of the Project*

Under the No Project Alternative, impacts that would result from demolition and construction activities associated with the Proposed Project would not occur. The character-defining features of the eligible historic district would remain intact, and no significant impacts would occur. No other environmental impacts would result from the No Project Alternative.

### *Comparison to Proposed Project*

Alternative 1, the No Project Alternative, would not meet most of the project objectives, including:

- Updating Independent Living units to attract new residents.
- Increasing the number of larger, more marketable units; and
- Improve site accessibility and access to campus amenities for staff and residents with various levels of mobility.

In addition, it is noted that all of the above objectives contribute to the overall project goal of creating a financially sustainable community that will last another 100 years.

## Alternative 2: On-Site Preservation Alternative

### *Description of Alternative 2*

The purpose of Alternative 2 is to consider a plan that would lessen the significant and unavoidable impacts of the Proposed Project on the eligible Aldersly historic district.

Alternative 2 would concentrate all new development of the Aldersly campus at its southern edge along Mission Avenue with the construction of two new buildings **(Figure 5-1).** This Alternative includes the construction of a new Independent Living building along Mission Avenue, and the complete demolition and replacement of Frederiksborg building at the southwest corner of the Project site. Like the Proposed Project, this Alternative would also require the demolition of the building at 308 Mission Avenue to make room for a new driveway and parking. The property at 308 Mission Avenue is part of the approved PD Development Plan Area and is owned by Aldersly.

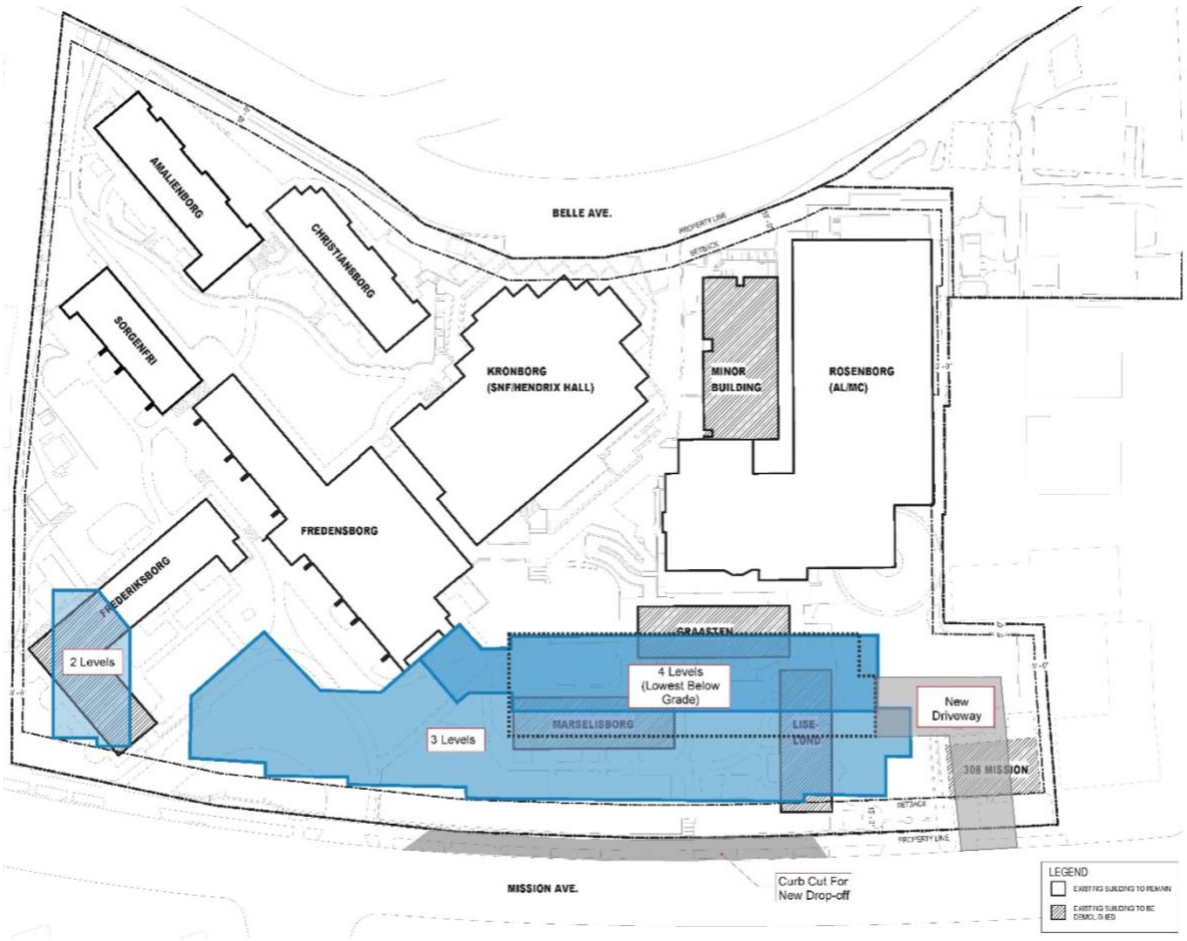



**Figure 5-1: Alternative 2 On-Site Preservation Alternative Conceptual Site Plan**

The new Frederiksborg building would be two stories and contain six two-bedroom independent living units and a small indoor parking area at the ground floor with four spaces. The Mission Avenue IL building would be three stories at its south half and four stories at the north half of the building. It would contain a small parking garage with nine spaces at its northeast corner, approximately 2,039 square feet of administrative space on the first floor, and 35 independent living units (both one- and two-bedroom units). An entrance lobby would be located at the west end of the first floor of the building, and a lounge, with access to the adjacent Fredensborg (Building D), would be located at the west end of each floor.

Other changes to the campus under Alternative 2 include alterations to the southeast façade of Fredensborg (Building D) where it connects to the adjacent Mission Avenue IL building, and the demolition of the Minor Building, which would become a landscaped outdoor area.

Overall, Alternative 2 would include a net increase of 38,390 square feet of residential and administrative space between the new Mission Avenue IL building and the new Frederiksborg building, and a net increase of eight parking spaces (with a total of 56 parking spaces overall).

### *Environmental Impacts of Alternative 2*

Because the scale of the overall construction activities would be reduced, all significant impacts of the Project would be reduced to less than significant with mitigation incorporated, except for impacts on historic resources. With regard to historic resources, although Alternative 2 would retain more contributing buildings and landscape features than the Project, and it would retain the spatial characteristics of the historic entrance to Aldersly with its entry gate and circular drive, Alternative 2 would require the demolition of five of the nine contributing buildings and the demolition of and alteration to most landscape features as part of the Project. Under Alternative 2, the eligible historic district would lose its historic integrity and ability to convey its significance. These alterations would cause a significant adverse change that would result in the loss of California Register eligibility of the Aldersly Retirement Community as a historic district, and therefore the impact on the historic district would be significant and unavoidable under Alternative 2. Table 5-1 below identifies the type of alterations to contributing buildings and landscape features associated with Alternative 2.

**TABLE 5-1: ALTERNATIVE 2 PROPOSED ALTERATIONS TO CONTRIBUTING HISTORICAL RESOURCES OF THE ELIGIBLE HISTORIC DISTRICT**

| Building or Feature Name | Type | Proposed Alteration |
|---|---|---|
| Building A – Amalienborg | Building | Retain |
| Building B – Christiansborg | Building | Retain |
| Building C – Sorgenfri | Building | Retain |
| Building D – Fredensborg | Building | Alter (southeast façade altered to connect to the MAIL building) |
| Building E – Frederiksborg | Building | Demolish |
| Building F – Marselisborg | Building | Demolish |
| Building G – Liselund | Building | Demolish |
| Building H – Graasten | Building | Demolish |
| Building J – Minor Building | Building | Demolish |
| Entry gate and inscriptions | Landscape Feature | Retain |
| Main entrance (at front lawn of Frederiksborg) with milemarker and lanterns | Landscape Feature | Demolish (salvage and relocate milemarker and lanterns) |
| Circular driveway | Landscape Feature | Alter (rearrange) |
| Central lawn and views | Landscape Feature | Retain |
| Main stair | Landscape Feature | Alter (new stairs added) |
| Flagpole | Landscape Feature | Alter (relocate) |
| Rose Garden with fountain | Landscape Feature | Demolish (relocate rose bushes) |
| Paved circulation paths with metal handrail | Landscape Feature | Demolish |
| Mature Trees at Campus Perimeter | Landscape Feature | Alter (many trees to be removed along interior of Mission Avenue wall) |

*Note: Buildings and features to be demolished or removed are shaded gray.*
*Source: Page & Turnbull Project Alternatives Study, 2021*

### *Comparison to Proposed Project*

Alternative 2 would meet some but not all of the project sponsor's objectives. Alternative 2 would add a second dining venue and gathering spaces, and it would provide additional parking and an accessible outdoor garden area for the Memory Care Center as desired; however, it would not provide as many updated or larger Independent Living units or improve site accessibility and access to campus amenities to the extent that the Proposed Project would achieve.

## Alternative 3: Off-Site Alternative

### *Description of Alternative 3*

Alternative 3 would locate all new development at the eastern end of the Aldersly campus and would incorporate two parcels located just east of the northeast corner of the existing campus, which are currently owned by Aldersly. These parcels are addressed as 121 and 123 Union Street **(**Figure 5-2**)**. Buildings that would be demolished in Alternative 3 include the Minor Building (Building J) and Liselund (Building G), which are both contributors to the eligible historic district; as well as Rosenborg (Building I), and the residential buildings at 308 Mission Avenue, 121 Union Street, and 123 Union Street, none of which are contributing resources to the historic district, nor are they individual historic resources. Proposed alterations to contributing landscape features would be limited to the demolition of the campus's circulation paths and the alteration of the main stair with additional stairs added. The seven other contributing historic buildings and seven additional contributing landscape features would remain intact.

One large new building, the Mission Avenue IL Building, would span the east edge of the property from the required setback on Mission Avenue to the setback from Belle Avenue. The Mission Avenue IL building would be two stories in height over a partial below-grade garage at its south end, three stories over a basement garage over the approximate current footprint of Rosenborg (Building I), and two stories at the current location of 121 and 123 Union Street. The area between the IL building and Belle Avenue would be filled to meet the grade at the Belle Avenue right-of-way. The existing location of the outdoor public parking lot and the parcel at 308 Mission Avenue would be converted to a driveway that would provide access to the garage. This building would accommodate 41 parking spaces, 15 assisted living units (both studios and one-bedroom units), 15 memory care units (including studios, one-bedroom, and semi-private options), and 42 independent living units (both one-bedroom and two-bedroom units). The location of the Minor Building (Building J) would become a landscaped outdoor area.

Overall, Alternative 3 proposes a net increase of 46,730 square feet in residential and administrative uses. Alternative 3 would result in 45 parking spaces, which is a net decrease of three spaces from the existing campus parking spaces.

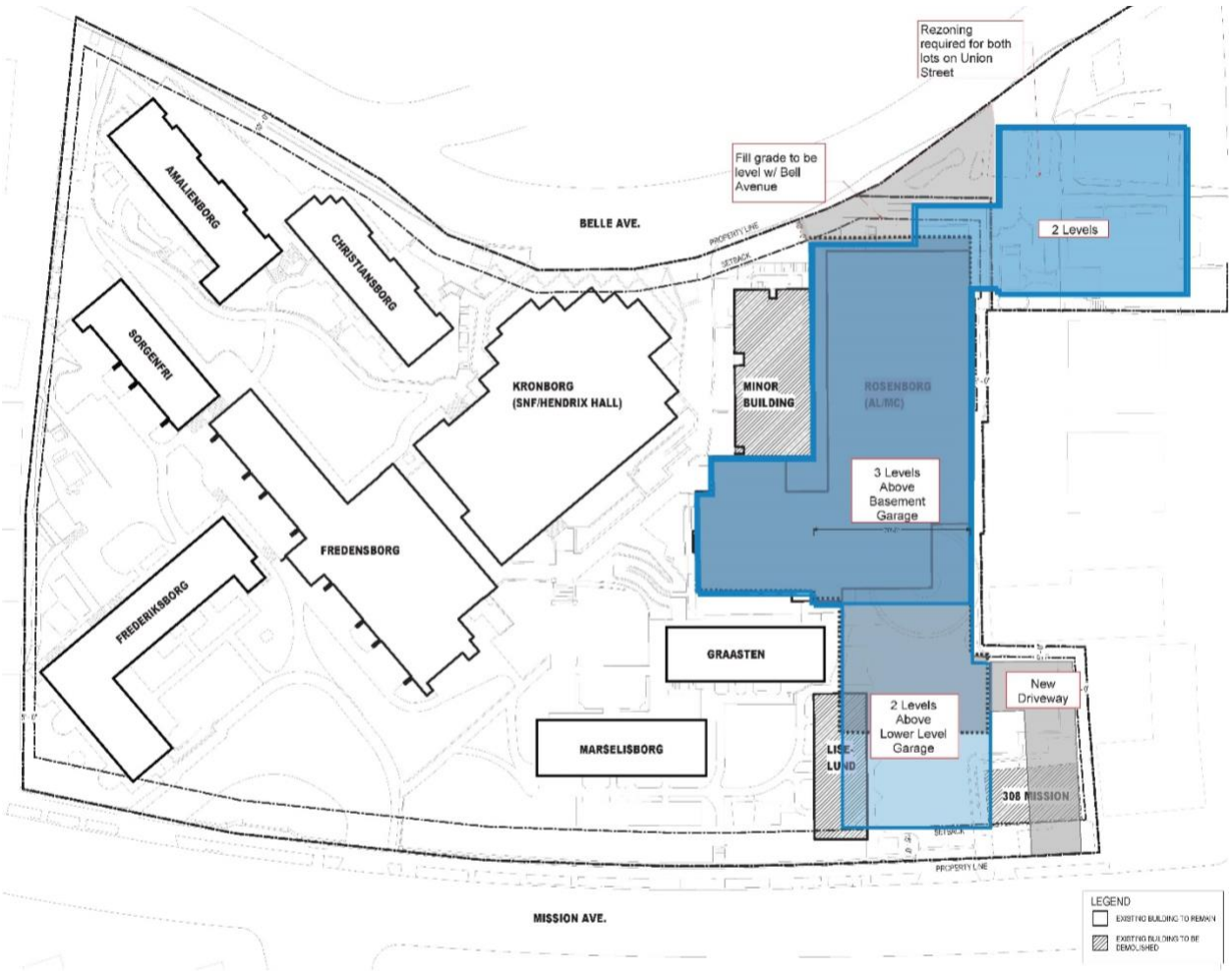



**Figure 5-2: Alternative 3 On-Site Preservation Alternative Conceptual Site Plan**

### *Environmental Impacts of Alternative 3*

Alternative 3 would retain nearly all of the historic buildings and landscape elements that contribute to the eligible Aldersly historic district and define its historic significance. Since the contributing buildings and structures would be nearly entirely retained, and the historic district would remain eligible for the California Register under Criterion 1 (Events) and Criterion 3 (Architecture), Alternative 3 would have a less than significant impact to the historic resource under CEQA.

Construction-phase impacts would be similar to that of Alternative 2 and the Proposed Project. While this Alternative may require more earthwork, these impacts could be mitigated to less than significant with implementation of BMPs, a construction management plan approved by the City, and compliance with noise ordinance limitations on construction.

| TABLE 5-2: ALTERNATIVE 3 PROPOSED ALTERATIONS TO CONTRIBUTING HISTORICAL RESOURCES OF THE ELIGIBLE HISTORIC DISTRICT | | |
|---|---|---|
| **Building or Feature** | **Type** | **Proposed Alteration** |
| Building A – Amalienborg | Building | Retain |
| Building B – Christiansborg | Building | Retain |
| Building C – Sorgenfri | Building | Retain |
| Building D – Fredensborg | Building | Retain |
| Building E – Frederiksborg | Building | Retain |
| Building F – Marselisborg | Building | Retain |
| Building G – Liselund | Building | Demolish |
| Building H – Graasten | Building | Retain |
| Building J – Minor Building | Building | Demolish |
| Entry gate and inscriptions | Landscape Feature | Retain |
| Main entrance (at front lawn of Frederiksborg) with milemarker and lanterns | Landscape Feature | Retain |
| Circular driveway | Landscape Feature | Retain |
| Central lawn and views | Landscape Feature | Retain |
| Main stair | Landscape Feature | Alter (new stairs added) |
| Flagpole | Landscape Feature | Retain |
| Rose Garden with fountain | Landscape Feature | Retain |
| Paved circulation paths with metal handrail | Landscape Feature | Demolish |
| Mature Trees at Campus Perimeter | Landscape Feature | Retain; remove those necessary at southeast edge of property |
| *Note: Buildings and features to be entirely demolished or removed are shaded gray.* *Source: Page & Turnbull Project Alternatives Study, 2021* | | |

### *Comparison to Proposed Project*

Alternative 3 would meet some but not all of the project sponsor's objectives, and it would meet fewer of the project objectives compared to the Proposed Project and Alternative 2. Alternative 3 would add a second dining venue and gathering spaces, and it would provide an accessible outdoor garden area for the Memory Care Center as desired; however, it would not provide as many updated or larger Independent Living units nor would it provide additional parking or improve site accessibility and access to campus amenities to the extent that the Proposed Project would achieve.

## 5.3 Comparison of Alternatives

### PROJECT SPONSOR'S OBJECTIVES

The Project Sponsor seeks to achieve several objectives by undertaking the Proposed Project. Table 5-3 following, provides a visual matrix to understand how well the Proposed Project and each preservation

alternative meet the project sponsor's objectives. The comparative evaluation within this table relies on the analysis of each of the alternatives discussed in the prior sections.

**TABLE 5-3: ABILITY OF ALTERNATIVES TO MEET PROJECT SPONSOR'S OBJECTIVES**

| Project Sponsor's Objectives | Proposed Project | Alternative 1 (No Project) | Alternative 2 (On-Site) | Alternative 3 (Off-Site) |
|---|---|---|---|---|
| ●●● *Most likely to meet the Objectives;* ● *Least likely to meet the Objectives* | | | | |
| 1. Create a financially sustainable community that will last another 100 years | ●●● | ● | ●● | ● |
| 2. Add a second dining venue and resident lounge/gathering spaces | ●●● | ● | ●●● | ● |
| 3. Create a dedicated Memory Care Center with an accessible outdoor garden area | ●●● | ● | ●●● | ● |
| 4. Update Independent Living units to attract new residents. Increase number of larger, more marketable units (average unit size in square feet) | ●●● (968) | ● (no change) | ● (830) | ● (764) |
| 5. Improve site accessibility and access to campus amenities for staff and residents with various levels of mobility | ●●● | ● | ●● | ● |
| 6. Improve entry experience to create a positive first impression | ●●● | ● | ●● | ● |
| 7. Define a core active space for residents that promotes social interaction and movement between different parts of the campus | ●●● | ● | ●●● | ● |
| 8. Provide outdoor spaces with lush landscaping to maintain Aldersly's long-time connections to nature and outdoor living, in keeping with the original hygge spirit of the community. | ●● | ● | ●● | ●● |
| 9. Provide additional parking (net number of parking spaces) | ●●● (+8) | ● (no change) | ●●● (+8) | ● (-3) |
| 10. Improve delivery area and back of house spaces to increase efficiency and ease access from Belle Avenue | ●●● | ● | ●● | ●● |
| 11. Maximize Aldersly's footprint, within the limits of the land use and design controls established by the City's planning documents (total square footage of residential and administrative use) | ●●● (138,940) | ● (no change) | ● (124,880) | ●● (133,220) |

## ENVIRONMENTALLY SUPERIOR ALTERNATIVE

The CEQA Guidelines (Section 15126.6(e)) require the identification of an environmentally superior alternative to the Proposed Project. If it is determined that the "no project" alternative would be the environmentally superior alternative, then the EIR shall also identify an environmentally superior alternative among the other project alternatives (Section 15126.6[e][2]).

To determine the environmentally superior alternative, the impacts of all the alternatives were compared to determine which alternative would have the least adverse effects.

Alternative 1, the "no project" alternative, is the environmentally superior alternative to the Proposed Project because it would avoid all of the significant impacts associated with the Proposed Project. As noted above, if it is determined that the "no project" alternative would be the environmentally superior alternative, then the EIR shall also identify an environmentally superior alternative among the other project alternatives

Alternative 3, which proposes to retain nearly all of the contributing buildings and landscape features, would result in a less than significant impact to the eligible Aldersly historic district, and the district would remain eligible for the California Register. However, as noted above, Alternative 3 would meet fewer of the project sponsor's objectives, as summarized in Table 5-3.

In conclusion, this report finds that Alternative 3 would not cause any material impairment to the historic resource under CEQA, and that Alternative 2, like the Proposed Project, would cause a material impairment to the Aldersly historic district.

## 5.4 Alternatives Considered but Rejected from Further Analysis

Alternatives that were considered but ultimately not carried forward for further study included the creation of off-site facilities and the expansion of the campus into the surrounding parcels by the acquisition of adjacent lots to either the east or west.

The alternatives that included off-site facilities, while they may have allowed more contributing buildings on the site to be retained, were rejected due to the desire to provide a continuum of care at the existing location and the fact that the cost of acquiring off-site locations was high and/or unavailable at this time. The preference for acquiring adjacent sites over more distant off-site locations is also due to the desire to retain the community feeling of Aldersly, and residents at off-site locations would not have the same access to the amenities or community of the main Aldersly campus.

While the Proposed Project will incorporate the parcel at 308 Mission Avenue – which currently is used as office space by Aldersly – the option to acquire many of the adjacent parcels along Union Street received strong opposition from neighbors within this residential area, would require rezoning the acquired parcels, is not consistent with the current guidance of the City of San Rafael's General Plan, and many of the desirable parcels are not available for acquisition at this time. One alternative included in this report, Alternative 3, does include two adjacent parcels to the east that are currently owned by Aldersly, but options that increased Aldersly's presence beyond these two parcels were ultimately rejected as infeasible. Other alternatives that examined a possible expansion to the west of the current campus were similarly rejected. The two parcels to the west of the current campus are generally small in size and their topography is more varied, making a connection to the existing campus more difficult. Therefore, due to the unrealistic nature of these alternatives, they were rejected.

## REFERENCES

The following is a list of references used in the preparation of this document. Unless attached herein, copies of all reference reports, memorandums and letters are on file with the City of San Rafael Department of Community Development. References to Publications prepared by Federal or State agencies may be found with the agency responsible for providing such information.


1. City of San Rafael General Plan 2040 and Appendices, adopted August 2, 2021.

2. Final EIR for San Rafael General Plan 2040 & Downtown Precise Plan, State Clearinghouse Number: 2019039167, certified by the San Rafael City Council on July 19, 2021.

3. City of San Rafael Zoning Ordinance, adopted September 1992; as amended May 1996.

4. Marin County GIS; Marin Map; www.marinmap.org, accessed March 2021.

5. Application Packet prepared by Perkins Eastman, including site plan, civil plans landscape plans, architectural plans and additional materials and exhibits submitted February 17, 202, and revised plans and additional information submitted May 17, 2022.

6. Geotechnical Investigation for Aldersly, Rockridge Geotechnical, August 31, 2020.

7. Preliminary Hydrology Study Aldersly Continuing Care Retirement Community, Phase 2, CSW/Stuber-Stroeh Engineering Group, Inc., September 30, 2020.

8. Environmental Noise Study for Aldersly Retirement Community, RGD Acoustics, November 6, 2020.

9. Air Quality & Greenhouse Gas Assessment for Aldersly Retirement Community, Illingworth & Rodkin, October 22, 2020.

10. California Native American Heritage Commission (NAHC)Tribal Consultation List, June 14, 2021

11. Site Inspections conducted March 10, 2021, September 16, 2021 and November 5, 2021

12. Inter-departmental and Agency Memoranda: 1) Public Works Department, March 16, 2021; 2) Fire Prevention, May 3, 2019; 3) San Rafael Sanitation District, May 17, 2021; 4) Marin Municipal Water District; comment letter, Joseph Eischens, December 10, 2020.

13. Formal Notices Inviting Tribal Consultation on Aldersly Retirement Community, San Rafael, CA, City of San Rafael Planning Division, dated May 5, 2021 (FIGR) and July 12, 2021 (Guidiville Rancheria).

14. Record of Meeting with Federated Indians of Graton Rancheria, via Zoom, June 15, 2021.

15. City of San Rafael Greenhouse Gas Reduction Strategy Compliance Checklist.

16. CEQA Air Quality Guidelines, Bay Area Air Quality Management District, 2017.

17. Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM). Community Panel No. 06041CO457E, effective March 16, 2016.

18. Association of Bay Area Governments, Alquist-Priolo Earthquake Fault Zoning and Hazard Maps.

19. BAAQMD website: http://www.baaqmd.gov/

20. MCSTOPP: https://www.marincounty.org/depts/pw/divisions/creeks-bay-and-flood/mcstoppp

21. City of San Rafael Historical/Architectural Survey, 1986

22. Archaeology Sensitivity Map, adopted October 2001 and PastFinder Archaeological Database, Archaeological Sensitivity Report, generated May 1, 2019.

23. Historic Resource Evaluation and Project Impact Analysis, Page & Turnbull, December 21, 2020

24. City of San Rafael Local Hazard Mitigation Plan, 2018.

25. Traffic and Parking Study for the Aldersly Senior Living Community Project, W-Trans, February 10, 2021.

26. Biological Report for the Aldersly Retirement Community Redevelopment Project, WRA Environmental Consultants, April 14, 2022.

27. Air Quality Supplemental Letter, Illingworth & Rodkin, May 3, 2022

28. Truck Turning Exhibit, CSW/ST2, February 28, 2022

29. Truck Delivery Data, Peter Lin, Greenbrier Development, March 3, 2022.