

Appendix H

Traffic and Parking Study



February 10, 2021

Mr. Peter Schakow
Aldersly, Inc.
326 Mission Avenue
San Rafael, CA 94901

Traffic and Parking Study for the Aldersly Senior Living Community Project

Dear Mr. Schakow;

As requested, W-Trans has prepared a focused evaluation of traffic impact issues and an analysis of the probable parking demand associated with the proposed expansion in units at the Aldersly Senior Living Community at 326 Mission Avenue in the City of San Rafael. The purpose of this letter is to presents the results of our analysis of trip generation, site access, estimated parking demand, proposed supply, and City requirements for parking and to develop recommendations to address any deficiencies in the proposed parking supply.

Project Description

Aldersly Senior Living Community provides a range of accommodations for seniors, including independent living, assisted living, skilled nursing care, and rehabilitative care. The facility is primarily surrounded by residential uses, including single-family and multifamily buildings. Other nearby uses include San Rafael High School, the Salvation Army offices, the Canal Child Care Center, and Whole Foods Market. The Aldersly site is accessed by two driveways from Mission Avenue, one at the main entrance and the other primarily for residents and staff. Access to the site is also available for service vehicles via an entrance on Belle Avenue.

Aldersly currently includes 110 units – 55 independent living, 35 assisted living, and 20 beds for residents in the skilled nursing portion of the facility. The proposed project would result in an increase of 14 independent living units, bringing the total to 69, while the number of residents in the assisted living and skilled nursing units would remain unchanged. The project would include a reconfiguration of the site, including demolition of buildings that currently include 34 units, construction of two new buildings with a total of 50 independent living units, renovation of other units, and construction of a new service building. One of the access driveways on Mission Avenue would be relocated as part of the project. The project site plan is enclosed.

Aldersly currently has 74 full-time and eight part-time employees. The project will result in the addition of an equivalent to 2.4 full-time employees.

Trip Generation

The anticipated trip generation for the proposed project was estimated using standard rates published by the Institute of Transportation Engineers (ITE) in *Trip Generation Manual*, 10th Edition, 2017. Since Aldersly consists of units that serve a range of populations, they were considered as distinct land uses for trip generation purposes, though the project would only change the number of independent living units. The land use most closely approximating the independent living units that would be added as part of Aldersly's proposed expansion was determined to be Congregate Care (ITE LU 253). The estimated trip generation for the project is shown in Table 1.

Table 1 – Trip Generation Summary

Land Use	Units	Daily		AM Peak Hour				PM Peak Hour			
		Rate	Trips	Rate	Trips	In	Out	Rate	Trips	In	Out
Existing											
Congregate Care	55 du	2.02	111	0.07	4	2	2	0.18	10	5	5
Proposed											
Congregate Care	69 du	2.02	139	0.07	5	3	2	0.18	12	7	5
Net Change			28		1	1	0		2	2	0

Note: du = dwelling unit

Estimated Peak Parking Demand

The adequacy of the on-site parking supply for the project was evaluated by assessing current usage of the parking and consideration of the additional parking to be provided as part of the project as well as City Code requirements. Of the 48 existing on-site parking spaces, 30 are reserved for residents of the independent living units, six are for staff, eight are for visitors, and four are undesignated. Residents of the independent living units are an average of 88 years old and those who own cars tend to drive infrequently, so most of the residents' parking spaces are in use throughout the day. As a result, peak parking demand was based on the maximum staffing level, which is during the afternoon before the shift change at 2:30 p.m.

Consideration was also given to parking usage in the neighborhood surrounding the site, as some employees may choose to park off-site given the limited number of on-site staff parking spaces. Due to COVID-19 restrictions, it is likely that many nearby residents are working from home, resulting in higher parking demand during the day than would be expected if these residents were traveling to their worksites during the day. An assessment of on-street parking usage during weekdays under current conditions is therefore likely to be conservative, as demand would be expected to drop as more people return to in-person work. It should be noted that the potential impact of Aldersly staff on the on-street parking supply is lower on weekday evenings and on weekends as administrative staff only work standard business hours from Monday through Friday so the parking demand outside these hours is lower.

Observed Parking Demand

On-site parking occupancy was surveyed on September 8, 16, and 22 – a Tuesday, Wednesday, and Thursday. Data was collected at 2:20 p.m., 2:30 p.m., and 2:40 p.m. on each day as the largest number of staff (35 employees) is on-site prior to the 2:30 p.m. shift change, and the multiple survey times would account for additional demand due to the overlap of arriving for their shift while staff ending their shift is still on-site. The data was collected for all on-site parking available for use by residents, staff, and visitors.

Usage of on-street parking along Mission Avenue between Union Street and Grand Avenue was also assessed to consider potential impacts of Aldersly's proposed expansion on the surrounding neighborhood. On-street parking is generally permitted along Mission Avenue, although there are sections where parking is prohibited due to the presence of bus stops, driveways, and to maintain adequate sight distance. While spaces are not marked, there are approximately 47 on-street spaces along Mission Avenue between Union Street and Grand Avenue. There would be no net change in the number of spaces as a result of the Aldersly expansion as the loss of spaces at the location of the proposed new driveway would be replaced by additional space made available for parking by the closure of the existing driveway.

The occupancy survey indicated that for the three days of data collection during peak staffing times a maximum of 79 percent of on-site parking was in use. Up to 87 percent of the on-street parking along Mission Avenue near the project site was in use; this equates to a minimum of six on-street spaces being available within one block of the site. Based on this data, it appears that the existing parking supply at Aldersly is adequately serving the site under current conditions. The parking occupancy survey results are enclosed and are summarized in Table 2.

Table 2 – Summary of Parking Occupancy Survey

Location	Spaces Available	Peak Usage	Utilization
<i>On-Site</i>			
Resident	30	26	87%
Staff	6	6	100%
Visitor	8	4	50%
Undesignated	4	2	50%
Total	48	38	79%
<i>Off-Site (Mission Ave)</i>			
General public	47	41	87%

Adequacy of On-Site Parking Supply

In 2002, the San Rafael City Council adopted Ordinance 1775, amending the zoning for the Aldersly site to a revised Planned Development (PD) District. The adopted Aldersly development standards acknowledged the current constraints of the site in terms of meeting the City's on-site parking requirements, as follows:

The current campus plan is not configured to allow the easy introduction of additional parking on site. As a result, the current campus has parking needs that will continue to require a combination of on-campus spaces as well as on-street parking. Future campus projects will attempt to reduce the current demand for on street parking where feasible.

Future projects, where they generate a net increased demand for parking on campus, will attempt to accommodate the increased demand in the new project site area or on campus. Where it is not possible to accommodate all increased parking at the new project site area or on campus, Aldersly will work with the City of San Rafael to identify acceptable strategies to accommodate the additional parking demand generated by the project under consideration.

Based on the approved development standards for the site, the compliance of the project's parking supply with City standards was evaluated based on the proposed increased number of units, the additional staff, and the proposed number of parking spaces included in the expansion. Jurisdiction parking supply requirements were determined based on specific land use classifications identified in the San Rafael Municipal Code, Chapter 14.18; Parking Standards. Aldersly is licensed as a Retirement Care Facility for the Elderly (RCFE). Based on that classification, the land use designation in the Code that was determined to be most appropriate is the Residential Care Facilities for the Non-handicapped. While this Code provision applies to facilities with up to ten clients, no requirements are provided for larger facilities of this type; however, since this land use is most similar to the project, these ratios were used to determine the required parking supply.

The Code requirements for this land use are one space for each five clients plus one space for each staff person, visiting doctor or employee on maximum staffed shift. The Code references the number of clients, not the number of residential units; however, residents are not permitted to have more than one car per unit. Therefore, the ratio

in the Code was applied by considering the number of new independent living units and additional employees associated with the project.

The project will result in a net increase of eight on-site parking spaces, which exceeds the required spaces based on the proposed number of new units and staff. Therefore, the proposed off-street parking supply was determined to meet City Code requirements and by providing more than the required number of spaces helps to address the parking shortfall identified in the 2002 development standards. Aldersly currently has designated staff, resident, and guest spaces; the modified project would include redesign of the parking lot for the entire facility – not just the expansion – and would will continue to include assigned spaces for independent living residents and designated staff spaces to meet Code requirements. The parking requirements for the project and the proposed increase in the number of off-street parking spaces are summarized in Table 3.

Table 3 – City of San Rafael Parking Requirements

Land Use	People	Rate	Required Spaces
Residential Care Facilities, Non-handicapped			
Residents	14	1 space per 5 clients	3
Staff	2	1 space per visiting staff doctor, or employee on maximum staffed shift	2
Total Spaces Required by City Code			5
Proposed Additional On-Site Parking Spaces			8

Finding – The project would meet City Code parking requirements.

Parking Supply for Existing and Proposed Aldersly Facility

The analysis above reflects the new parking to be provided in conjunction with the increase in the number of residential units and staff. Consideration was also given to evaluating the need and capacity to serve the entire site, including both the existing residents and staff as well as the demand associated with the expansion. With the inclusion of the proposed new units, Aldersly will have a total of 124 units and a maximum of 35 staff on site during the largest shift. Applying the requirements in the San Rafael Municipal Code, this translates to 25 required resident spaces and 35 spaces for staff, or a total of 60 once the expansion is completed. As indicated in the site plan, the proposed on-site parking supply is 56 spaces.

Currently Aldersly provides valet parking to maximize the use of its space on site when they host events and additional supply is required. The proposed site plan will enable valet parking to increase the supply of on-site parking by up to 13 spaces through the use of tandem spaces. This would increase the available supply to 69 spaces, nine more than what is required by the Code.

Finding – At project buildout, Aldersly's on-site parking supply would not be adequate to meet the City's requirements for both existing and proposed new uses.

Recommendation – Provide valet parking as a means of expanding the on-site parking supply as needed. With the capacity to accommodate 13 additional vehicles, the on-site parking supply would be adequate.

Maximizing Use of On-Site Parking Supply

While the parking required under the City's Code for the additional units that make up the proposed project would be met by the increase in the parking supply created as part of the project, Aldersly has the potential to reduce its use of the off-site parking supply. Given the usage pattern of the on-site parking at Aldersly, parking capacity for staff could be increased by implementing operational changes to more efficiently use the available space on-site. In addition, measures to support the use of alternatives to vehicle travel for staff and residents would reduce the demand for parking.

There are additional strategies that could potentially be considered to further reduce the demand for parking:

- *Support transit use by employees and visitors:* Aldersly employees currently have the option of purchasing transit passes before taxes are taken out of their wages, which provides a savings for users. The site is served by a number of transit options as it is less than one-half mile from the San Rafael SMART station and Transit Center. While for most people this is a walkable distance, Aldersly could further encourage transit use by providing van service as needed to transport people to and from these connections. To make transit use a viable option for employees, this may require providing some flexibility in shift times to allow them to make convenient connections.
- *Provide public transportation information:* As some staff and residents may be unaware of the available public transportation options, providing information about train and bus schedules, accommodations for bicycles on transit vehicles, and the availability of the Marin Emergency Ride Home (ERH) program would support increased transit use. The ERH program, operated by the Transportation Authority of Marin, reimburses rides home in case of an emergency for workers in Marin County who use an alternative transportation option, such as carpooling, vanpooling, public transit, bicycling, or walking. For many people, the availability of this program can make non-vehicle transportation a viable option as it addresses unforeseen circumstances when vehicle transportation may be necessary.
- *Install lift system:* A parking lift system would enable vehicles to be stacked vertically and expand the on-site parking supply. Given the minimal use of vehicles by most residents, the Aldersly could maneuver vehicles as needed.
- *Modify staff shift times:* Currently there is a maximum of 35 staff on-site, which is in part due to overlapping shifts. If the maximum number of staff were adjusted to 30 by modifying shift times this would minimize this overlap and reduce peak parking demand.

Access and Circulation

The project site would be accessible from two driveways on Mission Avenue. The driveway across from Mary Street would continue to provide access to the main entrance while the driveway to the main parking areas would be relocated to approximately 100 feet west of Union Street. All interior drive aisles and pedestrian walkways would provide connections to buildings and parking lots within the project site. By designing the project site plan in compliance with the City of San Rafael design guidelines, it is reasonable to anticipate that on-site circulation would function acceptably for vehicles and pedestrians.

Emergency Vehicle and Waste-Hauling Vehicle Access

Since the proposed buildings have three stories, provision of adequate access for a ladder truck is required. To evaluate the adequacy of emergency vehicle access at the proposed project driveways for compliance with the City's Municipal Code, the AutoTURN application of AutoCAD was used to simulate the travel path of a fire truck, based on the specifications for the ladder truck used by the City of San Rafael Fire Department. The proposed access to the site was determined to meet the requirements for fire truck access. The enclosure illustrates the inbound and outbound access to the project site via the western and eastern driveways on Mission Avenue.

The adequacy of access for vehicles hauling waste was also evaluated using the AutoTURN application, and both driveways were found to provide adequate access. Diagrams indicating the assessment of site access and circulation for these vehicles is enclosed.

Sight Distance

At driveways a substantially clear line of sight should be maintained between the driver of a vehicle waiting on the driveway and the driver of an approaching vehicle. The existing driveway at the main entrance on Mission Avenue will remain at its current location and was therefore not evaluated. The eastern driveway would be relocated approximately 25 feet to the east, adjacent to the existing driveway. Since left turns are not permitted for vehicles exiting the existing driveway, sight distance was only evaluated for vehicles approaching from the left.

Sight distance was evaluated based on stopping sight distance criteria in the *Highway Design Manual* published by Caltrans. The speed limit on Mission Avenue is 25 mph. For a design speed of 25 mph, the minimum stopping sight distance is 150 feet. Westbound vehicles on Mission Street approaching the project driveway are required to stop at the all-way stop-controlled intersection Mission Avenue and Union Street, approximately 160 feet east of the proposed project driveway. For vehicles turning from Union Street to travel westbound on Mission Avenue, the sight distance would be approximately 120 feet. Since Union Street is stop-controlled, vehicle speeds would be expected to be slower than the posted speed, approximately 15 mph. According to the *Highway Design Manual*, stopping sight distance for vehicles traveling at 15 mph is 100 feet. As a result, sight distance was determined to be adequate.

Vehicle Miles Traveled (VMT)

Consideration was given to the project's potential generation of Vehicle Miles Traveled (VMT). Because the City of San Rafael has not yet adopted a standard of significance for evaluating VMT, guidance provided by the California Governor's Office of Planning and Research (OPR) in the publication *Transportation Impacts (SB 743) CEQA Guidelines Update and Technical Advisory*, 2018, was used. This publication indicates that projects that generate fewer than 110 trips per day can be presumed to have a less than significant impact with respect to VMT; since the project would only generate an estimated 28 trips per day, it meets this threshold. In addition, the OPR guidance and CEQA Guidelines Section 15064.3(b)(1) indicate that "generally, projects within one-half mile of either an existing major transit stop or a stop along an existing high-quality transit corridor should be presumed to cause a less than significant transportation impact." Aldersly is located approximately 0.4 miles from the San Rafael SMART commuter rail station and the San Rafael Transit Center and would be accessible to the station by both walking and bicycling. SMART offers rail service between Larkspur and the Sonoma County Airport station seven days a week, with additional trains operating during morning and evening commute hours. The Transit Center includes bus service provided by Golden Gate Transit and Marin Transit, which provide service throughout Marin County as well as to Sonoma County, San Francisco, and the East Bay. Applying the OPR guidance, the project could reasonably be presumed to have a less-than-significant VMT impact.

Conclusions and Recommendations

- The proposed project would meet City requirements for provision of on-site parking. Aldersly has the capability to increase use of on-site parking by implementing operational modifications and to reduce parking demand by supporting use of public transportation by employees.
- To provide adequate parking for the entire site – including the existing residents and staff plus the proposed expansion – Aldersly would implement valet parking as needed. With this added capacity, Aldersly's on-site parking would meet City requirements.

- Parking for the entire Aldersly site could potentially be expanded through one or more strategies, including supporting employee transit usage, or providing a parking lift system to more efficiently store parked vehicles on site.
- Site access and on-site circulation would be adequate for vehicles and pedestrians.
- Emergency vehicle access would be adequate to accommodate a ladder fire truck.
- Due to the small size of the project and its proximity to the San Rafael SMART station and Transit Center, the project is presumed to have a less-than-significant impact in terms of VMT.

Thank you for giving W-Trans the opportunity to provide these services. Please call if you have any questions.

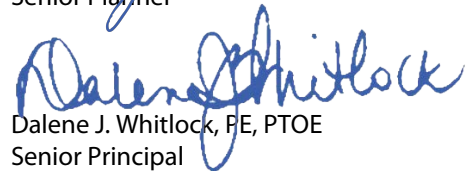
Sincerely,



Kim Tellez
Assistant Engineer



Barry Bergman, AICP
Senior Planner

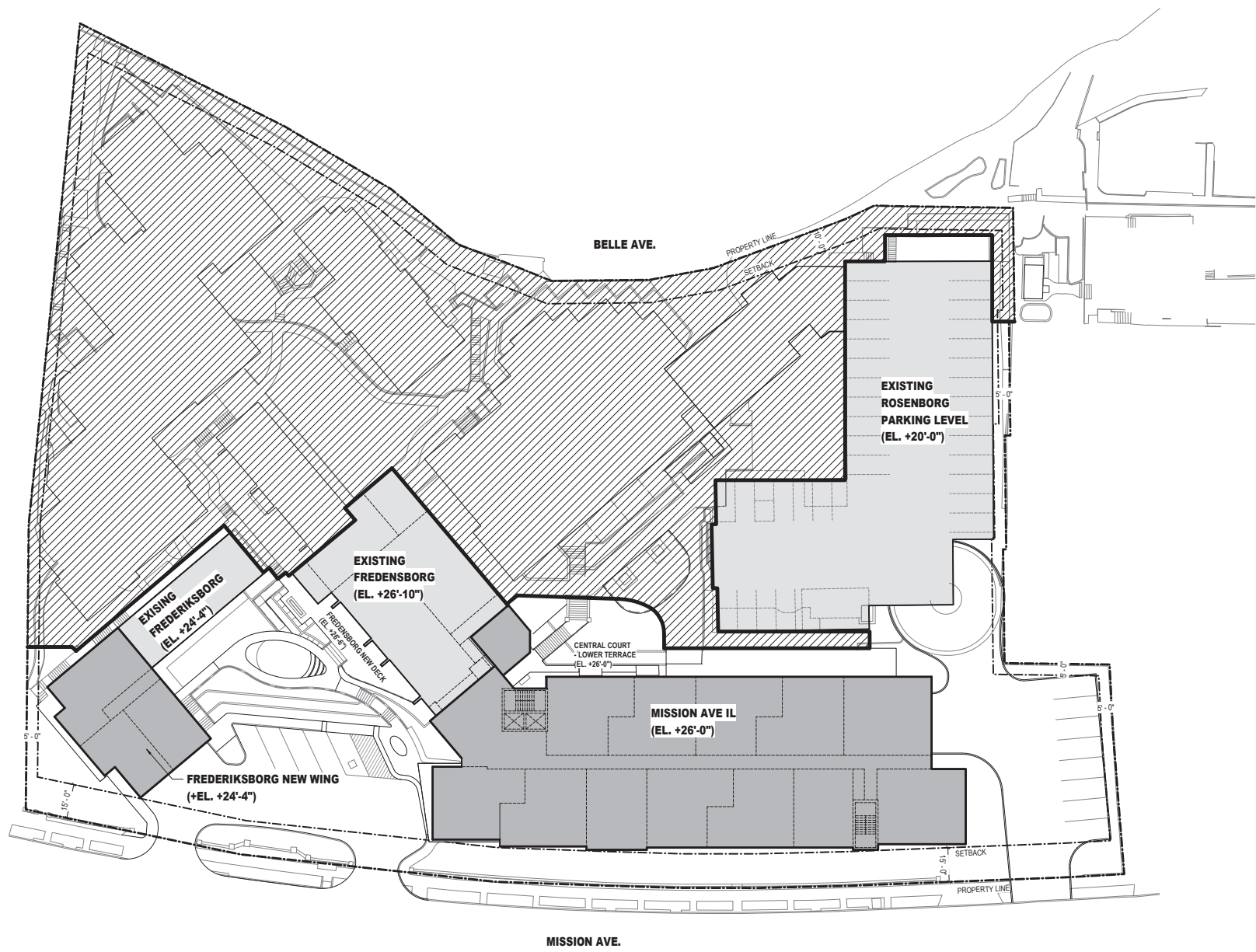


Dalene J. Whitlock, PE, PTOE
Senior Principal



DJW/bdb/SRA146.L1

Enclosures: Site Plan; Parking Occupancy Survey Data; Emergency Vehicle Access Diagrams; Waste-Hauling Vehicle Access Diagrams



NO.	DATE	ISSUE

SEAL



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 San Francisco, CA 94104
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Owner:
ALDERSLY RETIREMENT COMMUNITY
 326 MISSION AVE., SAN RAFAEL, CA 94901

Development Consultant:
GREENBRIER DEVELOPMENT
 3232 MCKINNEY AVE #1160, DALLAS, TX 75204

Landscape:
SWA GROUP
 2200 BRIDGEWAY, SAUSALITO, CA 94965

Civil / Site:
CSWISTUBER-STROEH ENGINEERING GROUP
 45 LEVERONI CT, NOVATO, CA 94949

PROJECT TITLE:
ALDERSLY RETIREMENT COMMUNITY

326 MISSION AVE.,
 SAN RAFAEL, CA
 94901

PROJECT No: 70762

DRAWING TITLE:
SITE PLAN @ EL. +26'-0"

SCALE: 1" = 20'-0"

A3.2

CONCEPTUAL DESIGN REVIEW
 SUBMITTAL
 05/29/2020



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Aldersly Retirement Community Parking Occupancy Survey

	Spaces Available	Vehicles Present								
		Tuesday 9/22			Wednesday 9/16			Thursday 9/8		
		2:20 PM	2:30 PM	2:40 PM	2:20 PM	2:30 PM	2:40 PM	2:20 PM	2:30 PM	2:40 PM
On-Site										
Visitor	8	3	4	4	4	4	4	4	4	3
Employee	6	6	6	4	6	6	4	6	4	4
Undesignated	4	0	1	1	2	2	2	1	1	1
Garage	30	24	24	24	26	26	27	27	27	24
Total	48	33	35	33	38	38	37	38	36	32

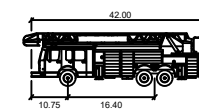
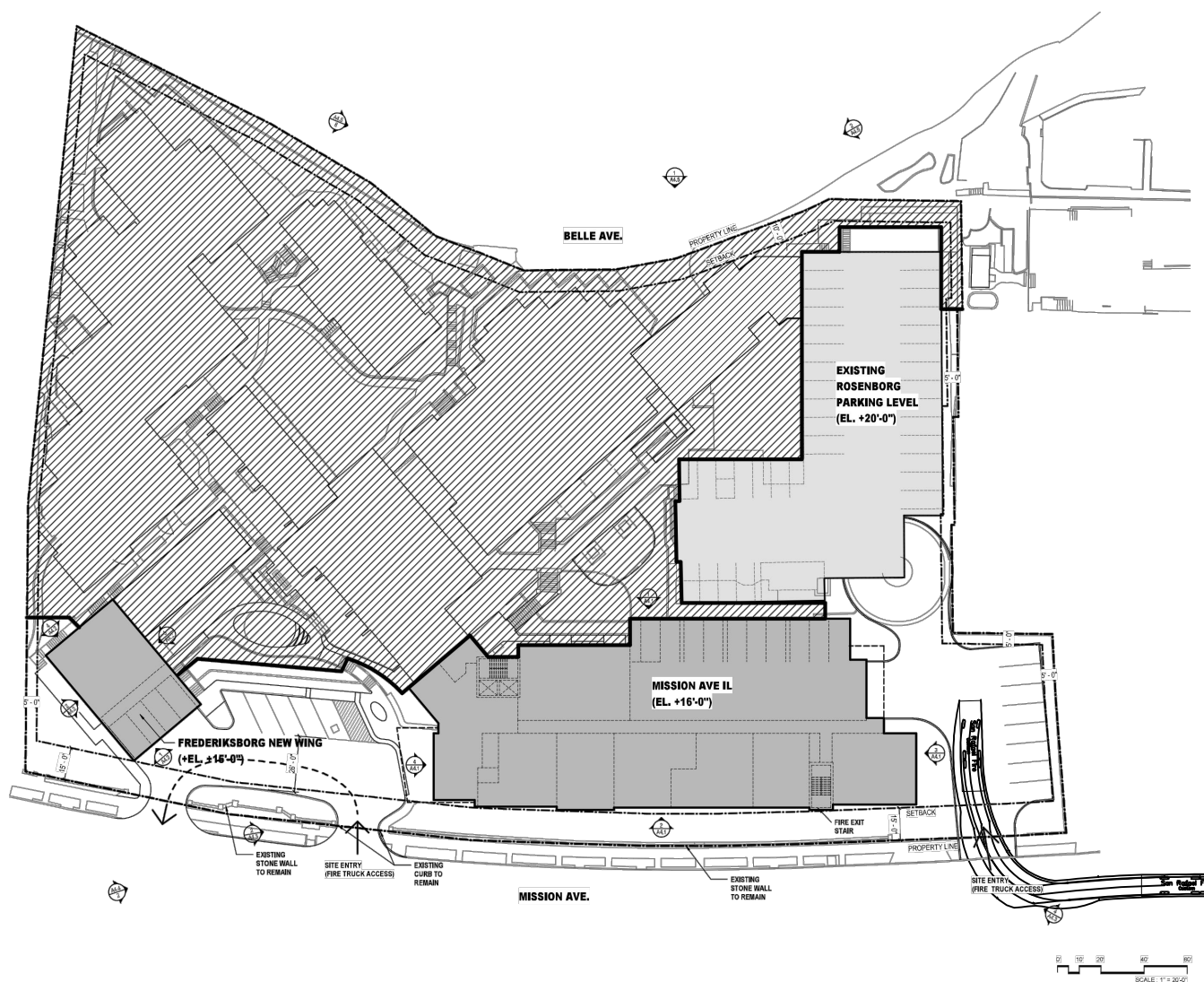
Average Occupancy 74%

Maximum Occupancy 79%

	Spaces Available	Vehicles Present								
		Tuesday 9/22			Wednesday 9/16			Thursday 9/8		
		2:20 PM	2:30 PM	2:40 PM	2:20 PM	2:30 PM	2:40 PM	2:20 PM	2:30 PM	2:40 PM
Off-site: Mission Ave. between Union St. and Grand Ave.										
North side	23	19	18	16	20	20	19	17	16	16
South side	24	20	19	19	21	21	19	21	19	17
Total	47	39	37	35	41	41	38	38	35	33

Average Occupancy 80%

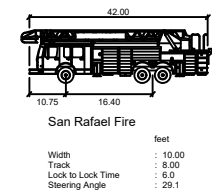
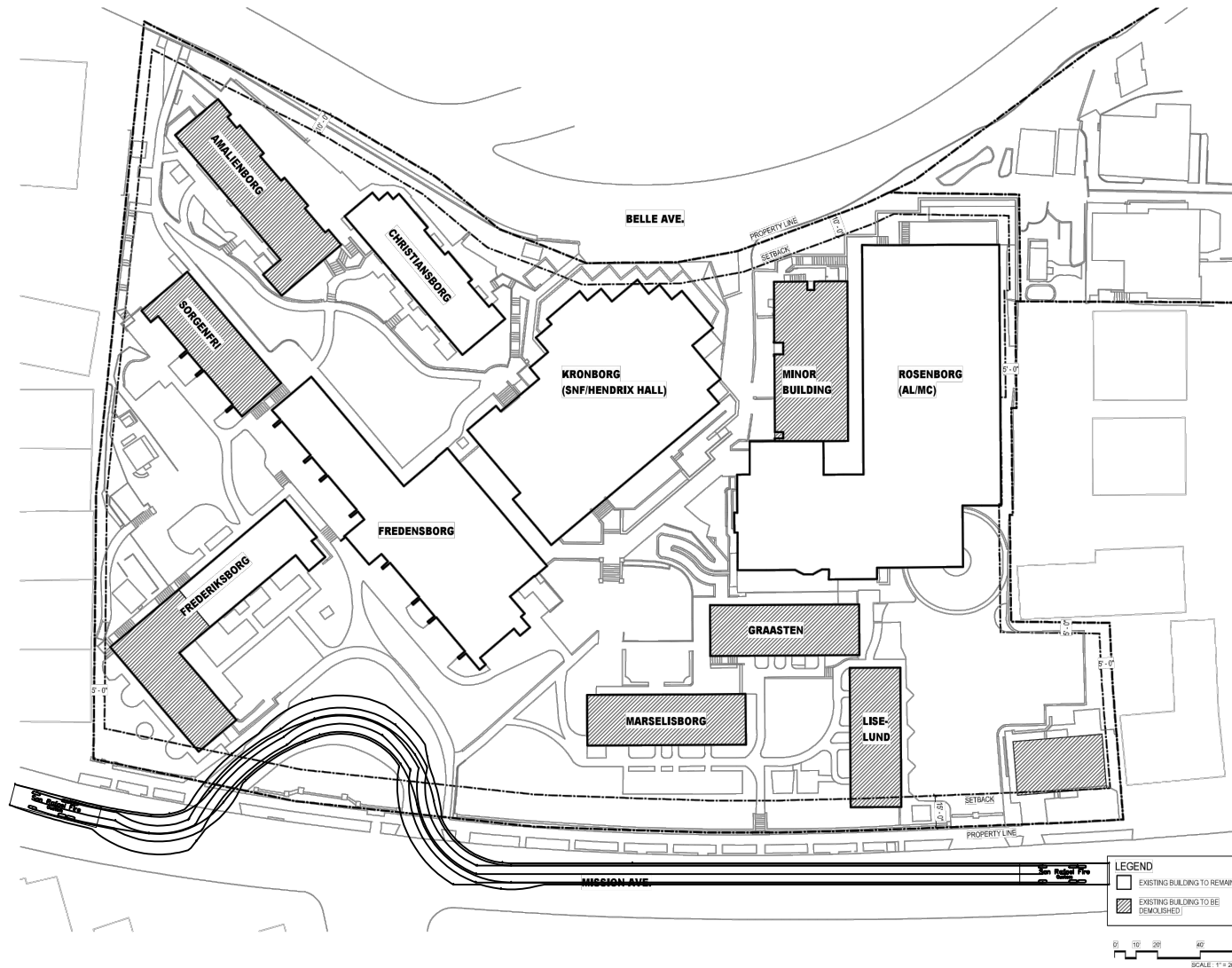
Maximum Occupancy 87%



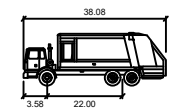
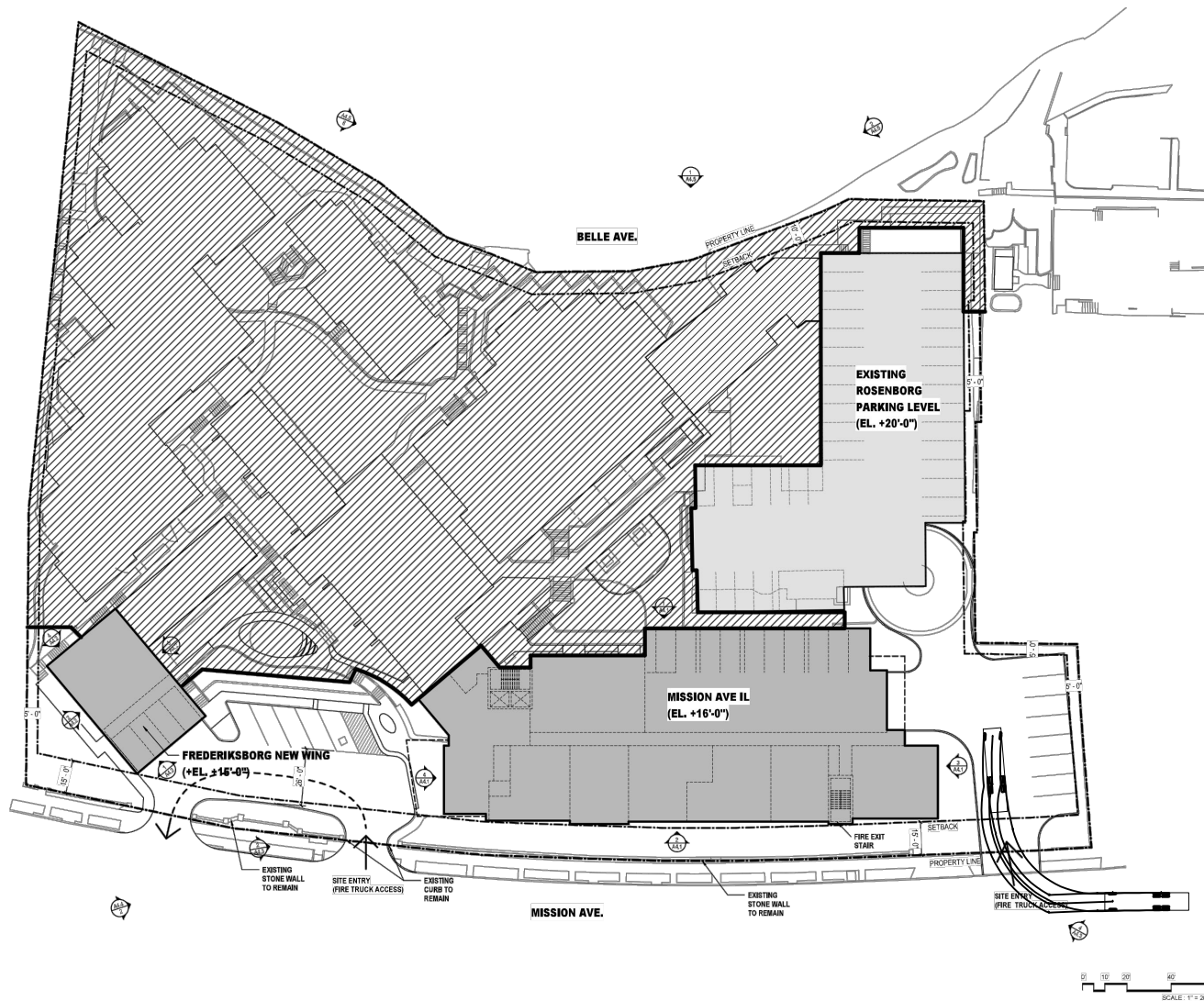
San Rafael Fire

	feet
Width	: 10.00
Track	: 8.50
Lock to Lock Time	: 6.0
Steering Angle	: 29.1

Inbound/Outbound Access at Eastern Driveway



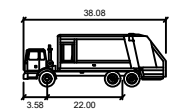
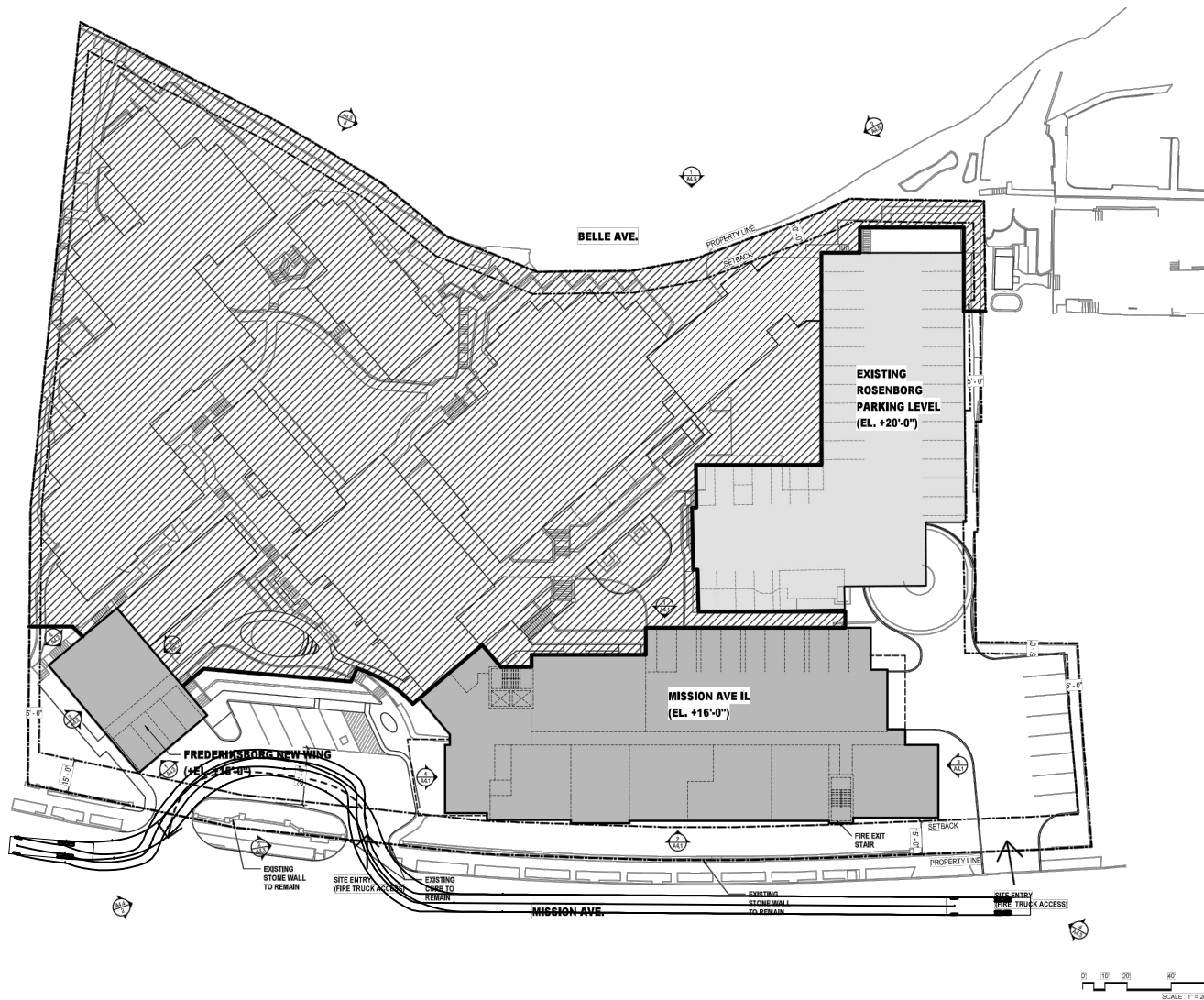
Inbound/Outbound Access at Western Driveway



Rear-Load Garbage Truck

	feet
Width	: 8.00
Track	: 8.00
Lock to Lock Time	: 6.0
Steering Angle	: 27.4

Inbound/Outbound Access at Eastern Driveway



Rear-Load Garbage Truck

	feet
Width	: 8.00
Track	: 8.00
Lock to Lock Time	: 6.0
Steering Angle	: 27.4

Inbound/Outbound Access at Western Driveway

