



SAN RAFAEL  
General Plan

**2040**

MEETING DATE: March 14, 2018

AGENDA ITEM: 5.A

**ATTACHMENT: 3**



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# General Plan 2040

## **Work Program**

February 2018



## INTRODUCTION

The City of San Rafael has developed this work program to guide the update of its General Plan. **General Plan 2040** will replace General Plan 2020 and provide the policies and actions that will shape San Rafael’s growth and development for the next two decades. This work program ensures that General Plan 2040 complies with recent State general plan legislation, responds to emerging issues and demographic forecasts, and reflects input from a diverse cross-section of the community.

The foundation for this work program is the “*Summary Report and Preliminary Work Program*” prepared by the San Rafael Community Development Department in February, 2017. That report included an evaluation of the existing General Plan and highlighted aspects of each chapter (or “element”) that required updating. One of the basic premises of this work program is that General Plan 2040 will be an *update* of General Plan 2020, and not an entirely new plan. This has implications for the planning process, as well as the final work product. Much of the existing plan, including maps and policies, will be carried forward. The work program focuses on updating baseline data and narrative text, revisiting existing policies and actions, and developing new policies that respond to the opportunities and challenges San Rafael will face beyond Year 2020.

The work program includes 15 tasks, which are listed in Table 1. Tasks are organized into four phases and assume a roughly three-year timetable from project initiation (July 2017) to project completion (May 2020). The organization of tasks by phase is intended to indicate a general progression rather than a formal sequence; some of the tasks run concurrently throughout the project while others will have a clear start and finish time. Each task includes one or more sub-tasks and has an associated list of deliverables or work products.

In some instances, tasks in the work program are described as being performed by the “project team.” Unless otherwise indicated, this “team” includes City staff, the contract project manager, and technical consultants to be retained by the City. References to the “in-house” project team include the contract project manager but exclude the other consultants. The specific assignment of responsibilities to each party will be determined as consultant contracts are prepared.

A project schedule and budget have been prepared for this Work Program and are available as separate attachments.

**Table 1: General Plan Phases and Major Tasks**

<b>Timeline</b>	<b>Task #</b>	<b>Description</b>
<b>Phase One (2017)</b>	1	Reconnaissance
<b>Phase Two (2018)</b>	2	Community Engagement, Phase One
	3	Determine General Plan 2040 Structure
	4	Retain and Manage Technical Consultants
	5	Data Collection and Analysis
	6	Policy Audit
	7	Develop Draft General Plan Maps
<b>Phase Three (2019)</b>	8	Test General Plan impacts on Transportation, Air Quality, Noise, Greenhouse Gases, Public Facilities, and Other Variables
	9	Prepare Draft General Plan Document
	10	Prepare Draft EIR
	11	Community Engagement, Phase Two
<b>Phase Four (2020)</b>	12	Plan Adoption
	13	Production of Final Plan and Follow-Up Tasks
<b>On-going (all phases)</b>	14	Project Management and Administration
	15	Supplemental Plans and Initiatives (*)

*(\*) Including proposed Downtown San Rafael Precise Plan and staff involvement in on-going efforts such as the Bicycle-Pedestrian Master Plan Update and the Climate Change Action Plan Update.*

## PHASE ONE (2017)

### TASK 1: RECONNAISSANCE

Task 1 has largely been completed. The purpose of this task was to launch the General Plan Update. It included the following components:

#### 1.1 Develop Project Library (completed)

This task included a review of past plans for the City, including the General Plans adopted in 1962, 1974, 1988, and 2004, and the area plans and neighborhood plans adopted since the 1980s. The task also included a review of plans adopted after 2004 (the year the existing General Plan was adopted), such as the Station Area Plans for Downtown and North San Rafael, the 2015-2023 Housing Element, and the 2009 Climate Change Action Plan.

The task also included a review of paper files and electronic files from the 1998-2004 General Plan Update, including the Task Force binders, community meeting summaries, technical reports, and consultant contracts. This review was important to help the General Plan 2040 Project Team become familiar with the processes and methods used during the last update.

The Project Library also includes documents that may influence the General Plan but were not prepared by the Community Development Department. These include General Plans from the County of Marin and nearby cities, regional land use and transportation plans (ABAG, MTC, etc.), and plans prepared by other San Rafael City departments. The latter category includes the Bicycle and Pedestrian Master Plan, the Capital Improvement Program, the Climate Change Action Plan, the Downtown Parking and Wayfinding Study, the Local Hazard Mitigation Plan, the MMWD Urban Water Management Plan, the Sewer System Management Plan, and others.

The Project Library includes a combination of paper documents located in the Planning Division and digital files that can be accessed and downloaded via the City's website. An annotated bibliography has been prepared listing these documents and noting how they may inform the current effort to update the General Plan.

## 1.2 Recruit and Appoint General Plan Steering Committee (completed)

A major component of Task One was the recruitment and appointment of a 23-member General Plan Steering Committee. The composition of the Committee was determined by the City Council in February 2017. Thirteen of the 23 positions are “non-discretionary,” meaning that the nominees come from specific boards, commissions, or organizations. Ten of the positions are “discretionary,” including seven representing particular interests or areas and three serving at-large. Twenty-two alternates also were recruited, bringing the total number (members plus alternates) to 45.

The **non-discretionary** positions were filled through a solicitation process managed by Staff. The Chair (or President, etc.) of each organization was contacted and asked to agendaize the selection of a nominee on a regularly-scheduled Board meeting in August-September, 2017. City Staff attended most of these meetings, delivered a presentation on the General Plan Update and the role of the Steering Committee, and asked the organization to nominate a representative plus an alternate at that time. Most of the organizations confirmed their nominations through a formal vote.

For the **discretionary** positions, staff contacted various organizations and advocacy groups, as well as individuals who expressed interest in serving on the Steering Committee earlier in 2017. Individuals were encouraged to solicit “endorsements” and required to submit an application form and letter of interest. Staff did focused outreach to encourage applications where necessary. Staff also solicited applications for the “at large” seat, which was later expanded to three at large seats plus two alternates.

This task included development of bylaws for the Steering Committee, and communication with the City Council and prospective Committee members regarding member selection. The formal selection of Committee members by the Council took place on December 4, 2017.

## 1.3 Preliminary Outreach and Engagement (completed)

This task had a number of components, including establishing the project website, developing a project logo, preparing collateral materials such as a General Plan 2040 brochure, and delivering presentations to a number of Commissions and civic organizations. More specific descriptions of these tasks are provided below:

- **Website.** A dedicated URL for the project was secured ([www.sanrafael2040.org](http://www.sanrafael2040.org)). The URL redirects to a series of tabbed pages on the City of San Rafael’s website that provide additional information on the General Plan, including links to downloadable files. The website includes frequently asked questions, news stories, documents, and announcements of upcoming meetings and events. It also provides links to agendas, presentations, minutes, and other materials associated with each meeting. The website also includes a “share your ideas” page for those wishing to weigh in on a General Plan-related topic, and a “contact” link for those wishing to be placed on the General Plan e-mail list.
- **Logo.** A project logo was developed, in order to more effectively brand the General Plan and distinguish it from other City initiatives.
- **Brochure.** A three-fold printed brochure was prepared to provide a quick summary of the General Plan Update. The brochure was distributed at the Downtown Farmers Market and made available at various Board and Commission meetings.
- **“General Plan 101” Presentation.** A 26-slide PowerPoint deck, with talking points, was prepared to introduce the General Plan Update to the community. The presentation covers the purpose of the General Plan, the history of plans for San Rafael, a summary of legal requirements, a high-level review of each chapter of the existing Plan, and an overview of the work program and schedule for the update.
- **Initial Outreach to Stakeholder Groups.** Presentations were delivered to a number of City Boards and Commissions (Planning, Design Review, Parks and Rec, Citizens Advisory Committee, Bicycle and Pedestrian Advisory Committee), and to civic groups (Chamber of Commerce, East San Rafael Working Group). This task also included one-on-one meetings with LAFCo, TAM, and other agencies with an interest in the General Plan Update.
- **Internal Communication.** This task includes introductory meetings on the General Plan project with Planning Division staff, as well as managers and senior staff in Economic Development, Public Works, Community Services, and the City Manager’s Office. The purpose of these meetings was to familiarize staff with the General Plan Update and establish protocol for communication and coordination.

## 1.4 Review GIS Files and Evaluate Project Base Maps (completed)

This task included a review of the City’s GIS files to identify existing data layers and potential gaps. It also included an evaluation of the base maps that will be used throughout the project.

## 1.5 Prepare Detailed Work Program (completed)

This task covers the completion of this document—the detailed work program for General Plan 2040. The work program contains complete descriptions of each task, deliverables, and schedules. Hours associated with this task include drafting the document, vetting it with staff and other appropriate parties, and making revisions as needed.

### TASK 1 DELIVERABLES

- General Plan 2040 Logo
- General Plan 2040 Website Content
- General Plan Brochure and “101” Presentation (with talking points)
- Completed Steering Committee Application and Binder (with 50+ completed applications)
- Steering Committee Bylaws
- Project Library and Annotated Bibliography of Planning Documents
- Base Maps
- Miscellaneous Staff Reports and Meeting Summaries
- Detailed Work Program

### TIMELINE

July 2017 to December 2017



## PHASE TWO (2018)

### TASK 2: COMMUNITY ENGAGEMENT, PHASE ONE

The General Plan community outreach and engagement program is one of the most important tasks in the work program. The intent is not only to inform the public about the planning process, but to engage the community in a meaningful dialogue about the future and incorporate public feedback into the Plan. The intent is also to reach groups that may not typically participate in long range planning programs, including non-English speaking households, persons with disabilities, young families with children, and youth. As noted in the subtasks below, major elements of the engagement strategy include the General Plan Steering Committee, community and stakeholder meetings, web-based questionnaires and social media, and regular meetings with City Commissions and civic organizations. The engagement strategy also includes “internal” communication with City staff, including data gathering on General Plan-related topics and keeping staff in multiple City departments apprised of the Plan’s progress.

#### 2.1 Steering Committee Meetings 1-10

It is anticipated that the Steering Committee will meet approximately 10 times during 2018 (Phase Two) and 10 times during 2019 (Phase Three). The focus during Year One will be on establishing a vision for 2040, reviewing existing long-range planning policies, and discussing broad issues related to San Rafael’s future.

The Committee meetings have been set for the second Wednesday of each month from 6 to 9 PM. At least five calendar days prior to each meeting, an agenda packet will be electronically mailed with reading materials and staff reports. The meetings will be collaboratively facilitated by staff, the consulting team, and a Chair/Vice Chair to be elected by Committee members. Each meeting will include one or more presentations and discussion items. The meetings will be publicly noticed and open to the public, with an opportunity for public comment consistent with Brown Act requirements. A meeting summary will be prepared after each meeting.

## 2.2 General Plan Community Meeting #1

One community-wide meeting is scheduled for Fall 2018; two more are scheduled for 2019. The format of each meeting will be determined at a later date, but the intent is to identify community values, evaluate policy choices, and solicit feedback on long-range planning issues and proposals. The Fall 2018 meeting would introduce General Plan 2040 and include a series of exercises (possibly small group discussions or electronic polling) to solicit input. Participants would be challenged to think about the type of place they would like San Rafael to be in 20 years. The second meeting (Jan-Feb 2019) would dive deeper, addressing topics such as climate change, affordable housing, transportation, and the future of Downtown.

Community meetings would be widely advertised through traditional media (press releases, news articles, neighborhood newsletters, etc.), social media and web-based media (Patch, Nextdoor, City website, etc.), and noticing to community, neighborhood, and advocacy groups. Staffing for the meetings would rely on City employees, professional facilitators, volunteers, and members of the General Plan Steering Committee. A summary report will be prepared following each meeting.

The project team will continue to maintain and grow an e-mail data base of persons to be notified about upcoming meetings and the release of key deliverables. City staff will also be responsible for official meeting notice preparation, posting, and advertising.

## 2.3 Commission and Council Briefings

The community engagement program will be designed to make the most of San Rafael's existing "civic infrastructure." San Rafael's boards and commissions provide a vehicle for soliciting input on specific topics such as parks and recreation, economic development, bicycle and pedestrian travel, libraries, and so on. Periodic study sessions and scheduled discussion items with all boards and commissions will take place throughout the Work Program.

Phase Two would include at least one presentation and discussion session with the Planning Commission, Design Review Board, Parks and Recreation Commission, Advisory Committee on Economic Development and Affordable Housing, Bicycle and Pedestrian Advisory Committee, Fire Commission, and Library Board of Trustees. The purpose of these meetings is to check in with each Board/Commission on long-range

planning issues, the status of the General Plan Update, and Commission ideas for future policies. At least two briefings to the City Council also will be scheduled during 2018.

## 2.4 Stakeholder Outreach and Engagement

The project team will meet directly with stakeholder groups throughout Phase Two. These groups would include neighborhood and homeowner associations, environmental groups, labor organizations, business groups (Chamber of Commerce, etc.), parks and sports groups, social service providers, realtors, the faith community, ethnic/ cultural groups, special needs organizations, senior and youth advocates, and similar organizations. The meetings will involve a member of the project team attending the organization's regularly scheduled (monthly, bi-monthly, quarterly, etc.) meeting. The intent of these meetings would be to describe the General Plan Update, solicit input on issues of concern, and advise those present of how they can participate in the General Plan Update.

As needed, this may also include smaller meetings with groups of organizational representatives, meetings with individual Steering Committee members or groups of Committee members, and one-on-one meetings with community members. It may also include "pop-up" workshops ("Coffee with a Wonk," walking tours, "porch talks," informal chats, etc.). One of the goals of this process is to make engagement fun and easy. The project team will seek innovative, creative approaches to achieve this goal, and will solicit assistance from the Steering Committee and community at large to encourage participation.

An important component of this task will be to reach groups that have traditionally been under-represented in the planning process. This includes focused engagement for non-English speaking residents, the disabled community, renters persons experiencing homelessness, and youth and young adults. The American Community Survey (2017) indicates that 19 percent of San Rafael residents speak English "less than very well." Approximately 80 percent of this population speaks Spanish. The project team will convene one or more public meetings facilitated in Spanish and will meet with advocacy groups serving the Latino community and other underserved groups to ensure representation. Spanish translation also will be available at community meetings. Additional meetings could include presentations and discussions at the high schools and middle schools, and direct outreach to disabled and homeless residents.

Other important stakeholder groups include public agencies, such as local and regional regulatory agencies. Coordination with the following organizations will occur as needed during the project:

- Army Corps of Engineers (ACOE)
- Association of Bay Area Governments/ Metropolitan Transportation Commission
- Bay Area Air Quality Management District (BAAQMD)
- Bay Conservation and Development Commission (BCDC)
- California Department of Forestry and Fire Protection (CAL FIRE)
- California Department of Fish and Wildlife
- Caltrans
- Central Marin Sanitation District
- Cities/ Towns of Corte Madera, Lakspur, Novato, Ross, and San Anselmo
- County of Marin
- Dixie School District
- Dominican University
- Golden Gate Bridge, Highway, and Transportation District
- Las Gallinas Sanitary District
- Marin County LAFCo
- Marin Municipal Water District
- Marin Transit
- Regional Water Quality Control Board
- San Rafael City Schools
- San Rafael Sanitation District
- Sonoma Marin Area Rail Transit (SMART)
- State Department of Boating and Waterways
- State Lands Commission
- Transportation Agency of Marin (TAM)

## 2.5 Website Maintenance, Monitoring and Updating

The project website will be updated on a continuous basis, with new content posted at least once a month. The updated content will primarily be on the “Meetings and Events” page. Each General Plan-related meeting (including the Steering Committee meetings) will be preceded by posting of the meeting agenda and agenda attachments (reports, etc.). Following the meeting, the event would be moved from the “Upcoming Meetings” column to the “Past Meetings” column, and additional information such as

presentations, handouts, and a meeting summary will be posted. All linked items will be in downloadable PDF format. The “General Plan Documents” page on the website will be regularly updated as new content is generated. Draft reports and notices will be posted as they are produced.

Additionally, periodic news releases will be posted on the home page (“News and Announcements”). News releases would address major milestones in the planning process (release of draft reports), as well as upcoming community meetings and on-line surveys. News releases could also address topics of broader community interest relating to planning (such as discussions of sea level rise, transit-oriented development, or regional land use planning activities that could influence the General Plan).

Although an e-blast would not be generated for each website update or news release, it is anticipated that the team would periodically send an email to all addresses on the General Plan contacts list to apprise subscribers of new content. This could occur at key points, such as several weeks prior to Community Workshops and hearings, release of the EIR Notice of Preparation, and release of the Draft General Plan.

## 2.6 On-Line Engagement Program

On-line engagement will be the feature that most distinguishes the General Plan 2040 outreach program from prior San Rafael General Plan updates. Staff has interviewed on-line engagement vendors and intends to enter into a Service Agreement with a preferred vendor. On-line engagement will be a particularly important tool to reach those who cannot (or choose not to) participate in community and stakeholder meetings.

The on-line engagement service provider will establish a platform that enables residents to weigh in on General Plan-related topics using their smart phone, tablet, laptop, or desktop computer. Once the platform is active, the project team will work to drive traffic to the site. Staff training also will be conducted.

Applications may take various forms, including interactive discussion questions on various planning topics (comments, and comments on other people’s comments). The service provider will monitor the content to ensure that it complies with basic ground rules. Mobile apps also will be used—these allow smart phone users to answer questions in “the field” — providing feedback on specific places and sites proactively, or being prompted to weigh in on specific questions when located near specific

coordinates. These kinds of applications can be tailored for individual districts (such as Downtown) or the city as a whole.

Examples of on-line engagement tools may be viewed at the following links:

- [Central Market Street, San Francisco](#)
- [Lakewood, Colorado](#)
- [Gatineau, Canada](#)
- [Mountain View, California](#)

Digital engagement also includes on-line surveys. Whereas the on-line engagement examples described above often require downloading an application or completing a “sign-up” step, the on-line surveys can be completed anonymously and without registration. Programs are designed to avoid multiple “votes” from the same device.

## 2.7 Media Management

Throughout Phases Two and Three, the project team will prepare press releases and follow discussions of local long-range planning issues to the extent possible on forums such as “Nextdoor.” The team will also leverage City social media accounts, including Facebook/ Facebook Live, Instagram, and Twitter, to generate interest in the General Plan. City staff would also maintain communication with local news media (such as the Marin Independent Journal) and with the editors of various neighborhood and community newsletters. A dedicated General Plan 2040 “newsletter” is not proposed, but periodic press releases and web-based news updates would provide the equivalent content. The team will also work with the webmasters of websites operated by local neighborhood groups and interest groups to provide content, review content (as requested), and drive traffic to the General Plan website.

## 2.8 Development of Collateral Materials

The project team will develop “collateral material” on the General Plan for public use and distribution. Typical products would include brochures, exhibit boards, wall displays, post cards (announcing meetings), posters, oversized maps, and web-based materials. These types of materials could be used at special events such as Farmers Markets, street fairs, and pop-up workshops. A mobile display could also be placed at

varying locations, such as Northgate Mall or the Albert Boro Community Center. Key work products such as brochures will be translated into Spanish as resources allow.<sup>1</sup>

A secondary aspect of this task will be to assist other organizations who wish to prepare collateral materials on the General Plan. For instance, a local interest group may want to prepare materials for their constituents explaining the importance of the General Plan. City staff could assist in such efforts. The City may wish to sponsor a variety of “contests” related to the General Plan, such as a photo contest, an essay contest, or a student video contest. These types of exercises can broaden public engagement and generate a buzz about the General Plan and other planning activities.

#### TASK 2 DELIVERABLES

- Monthly Steering Committee Agenda Packets
- General Plan 2040 Community Meeting Content, including presentations, handouts, displays, interactive exercises and meeting summaries (“what we learned”)
- Staff reports (where necessary) and meeting summaries for Commission / Council meetings and stakeholder meetings
- Website content, including news stories
- On-line engagement content, including discussion questions, geo-spatial exercises, and summary reports indicating survey findings and recommendations
- General Plan exhibits, displays, and print media
- Press releases and social media content

#### TIMELINE

January 2018 to December 2018

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<sup>1</sup> Staff will work with local advocates and paid professional translators to translate materials into Spanish and will post such items on the project website or in other locations.

### TASK 3: DETERMINE GENERAL PLAN 2040 STRUCTURE

The purpose of this task is to establish the parameters for the General Plan document, including the organization of content (the “elements”) and the graphics and maps to be included. The task will consider best practices in comprehensive planning, discuss options and choices (such as Plan “themes”) with the Steering Committee, and produce a preliminary table of contents for the new Plan.

#### 3.1 Options for General Plan Structure

The project team will summarize best practices in general plan structure and format in California and around the country. The most recent OPR General Plan Guidelines will be considered, including State requirements for new elements (such as Environmental Justice), popular optional topics (such as Health) and different ways to organize plans to improve their usefulness and relevance.

The discussion also will consider the organization and format of Plan directives (e.g., goals, policies, and programs) and verify that the existing structure should be retained. The extent of “existing conditions” text to be included in the Plan also will be determined. Other aspects of Plan content will be addressed, including the use of hyperlinked text, technical appendices, executive summaries, large format maps, and on-line vs digital content. The discussion of options also may consider Plan layout, including design and format, and the use of color and infographics.

Options will first be discussed and vetted at the staff level, and then summarized in a *Memorandum on Plan Organization and Format*. This will be brought to the Steering Committee for discussion, with the Committee weighing in on the options. Among the issues to be covered is whether overarching themes such as sustainability and equity should be highlighted in each chapter of the Plan, or presented as their own chapters.

#### 3.2 Develop Plan Table of Contents

Based on the preferred Plan organization, a preliminary Table of Contents for General Plan 2040 will be developed. The Table of Contents will include proposed chapter headings and subheadings, as well as a preliminary list of tables and figures. A “crosswalk” from the existing (2020) General Plan to the new (2040) Plan will be



developed. This will also enable proposed new content to be highlighted, as well as any content that may be removed from the Plan.

The list of figures will be accompanied by a strategy for document design and an assessment of production needs and resources. This will also include an evaluation of City GIS and mapping resources, and any gaps to be filled in order to create the maps to be included in the Plan.

### TASK 3 DELIVERABLES

- Memorandum on Plan Organization and Format
- Draft General Plan Table of Contents
- General Plan Mapping and Graphics Strategy

### TIMELINE

January to May 2018

## TASK 4: RETAIN AND MANAGE TECHNICAL CONSULTANTS

This task includes the procurement of technical sub-consultants and the subsequent management and direction of sub-consultant work. Specific aspects of this task include:

- Preparing Requests for Proposals / Requests for Qualifications, including work programs
- Advertising the bid opportunities and responding to consultant inquiries, potentially including consultant pre-bid conferences
- Reviewing consultant proposals and interviewing short-listed firms
- Selecting consultants and negotiating contracts
- Contract approval (Council hearings and staff reports)
- Consultant start-up tasks, including kickoff meetings, field tours, staff introductions, and delivery of project-related files and documents
- Management of consultant work, including responding to consultant requests for data and ensuring timely delivery of work products
- Reviewing and commenting on consultant work products; preparing mark-ups of administrative drafts and requesting edits and modifications as needed
- Incorporating consultant work products into General Plan deliverables
- Managing consultant participation in the General Plan community engagement process, including attendance at Steering Committee meetings, community meetings, and Council, Board, and Commission meetings.

As noted above, this task includes the preparation of Requests for Proposals, including scopes of work. The framework for the scopes of work are included in this document. Appropriate sections of this Work Program will be excerpted and included in the RFPs. Consultants submitting bid proposals would be invited to elaborate on these tasks and provide further insights into how they would approach the work.

### 4.1 Retain Environmental Impact Report Consultant

A consultant will be retained to fulfill obligations related to the California Environmental Quality Act (CEQA), including preparation of a Program-level EIR. The scope of work would include the preparation of legal notices (NOI, NOP, etc.) and scoping meetings, collection of baseline data on CEQA topics, evaluation of potential significant impacts, development of mitigation measures, and consideration of alternatives to the proposed project. The scope also would include production of an Administrative Draft EIR (ADEIR), a “Screencheck” Draft EIR (responding to staff’s

comments and corrections on the ADEIR), a “Public Review” Draft EIR, and a “Final” EIR (including responses to comments on the Draft, and CEQA-required findings and conclusions).

Because the EIR scope would cover a range of technical topics, it is anticipated that the selected consultant may retain sub-contractors to perform specific aspects of the work. Some bidders may have the capacity to do this work “in house” and others may not. It is presumed that any sub-contracts for technical services will be administered by the prime consultant and not directly by the City. The exception is for transportation services, which the City will procure independently.

The CEQA-related technical services are listed below:

- Air quality modeling and analysis (air quality consultant)<sup>2</sup>
- Archaeological resources, potentially including update of PastFinder data
- Biological resource assessment and analysis (wildlife biologist)
- Cultural and historic resource assessment (preservation specialist)
- Geologic hazard assessment, including soils and erosion (geologist)
- Hydrology, flooding, and water quality resource analysis (hydrologist)
- Noise monitoring and contour mapping (acoustical engineer)

**Tasks 5 and 8 provide additional information on the work to be completed.** As appropriate, CEQA-related work by the technical firms also will be used in the General Plan itself. For example, the geologic hazard work referenced above would be used to update the City’s geotechnical review matrix and prepare the hazard maps included in the General Plan Safety Element.

## 4.2 Retain Other Technical Sub-Consultants

In addition to an EIR consultant, the City will solicit bids from qualified consultants to perform the following services:

- **Transportation.** As outlined in Tasks 5 and 8, a transportation consultant will be retained to evaluate the performance of the existing transportation system,

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<sup>2</sup> Greenhouse gas modeling is being done through the Climate Change Action Plan Update, now underway. The need for additional GHG modeling will depend on the extent of changes made to land use and transportation maps, changes to demographic forecasts, and policies to be considered during the Plan Update.

determine projected conditions in 2040, and identify capital projects, policies, and strategies to ensure that the transportation network operates satisfactorily in the future. The core of this task is [transportation modeling](#), applying various assumptions about future growth in order to project future traffic volumes. The scope will cover all modes of travel, including autos, bicycles, pedestrians, transit, commercial vehicles, and air and water transportation. It also will consider transportation-related issues such as traffic calming, parking, transportation demand management (TDM), traffic safety, and the implications of new legislation such as SB 743. The consultant also will serve as a subject matter expert on issues relating to technology (autonomous vehicles, electric vehicles, drone delivery, etc.) and mobility trends (car-sharing, ride-sharing, etc.). The transportation consultant will be procured directly by the City and not as a sub-contractor to the EIR firm. However, their work will be closely coordinated with the EIR consultant, and they will serve as the authors of EIR sections relating to transportation impacts.

- **Economics.** As outlined in Task 5, an economics consultant will be retained to complete an analysis of San Rafael’s economy, real estate market, and economic development policies and strategies.<sup>3</sup> The consultant would also look at the market feasibility and fiscal implications of different land use choices as the General Plan Land Use map is revisited, including public service costs.
- **Community Design/Visual Simulation.** As outlined in Task 5, it is anticipated that a consultant specializing in architecture and community design will be retained to address residential, commercial, and mixed use design issues; and provide direction on public space improvements across the city. The scope would include the development of illustrative diagrams and visual simulations (before/after renderings, computer-generated fly-throughs, etc.). These types of deliverables could be used not only in the General Plan, but also in community conversations about height, mass, density, architecture, and streetscape improvements.
- **Engineering.** It is recommended that an engineering firm be retained to evaluate water, sewer, drainage, gas/electric, and telecom utilities. Since this evaluation would primarily inform EIR discussions of infrastructure impacts, the firm could be a sub-contractor to the EIR consultant.

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<sup>3</sup> The City may retain a separate economics consulting firm to do a more focused analysis of Downtown land use and zoning decisions as part of a parallel effort.

- **On-line Engagement Services.** As noted earlier in the work scope, the City has already interviewed prospective vendors to create an on-line platform for community engagement, including surveys and discussion forums. A preferred vendor will be selected.
- **Graphic design consultant.** The City anticipates retaining a graphic designer to do publication design (for the General Plan), and to assist in designing display boards, maps, and other exhibits used in the community engagement program. This will most likely be an “on-call” service agreement with a not-to-exceed limit.
- **Meeting facilitation services.** Over the course of the project, the City may retain one or more professional meeting facilitators to assist in the design of community workshops and the facilitation of large “town hall” style meetings. While City staff and the City’s project manager will have the primary role in Steering Committee and small group facilitation, there may be certain settings where professional facilitation is desired. Facilitation enables staff to serve as subject matter experts, while a neutral third party manages the proceedings and public input. It is recommended that a “reserve” of on-call professional facilitators be established early in the process.

To the extent possible, the project team (including technical consultants) will leverage work already done on the topics listed above by other San Rafael City Departments and other agencies. For example, recent technical studies completed by TAM, the Sanitary Districts, the MMWD, and other agencies/districts will be reviewed and referenced rather than redoing these studies for General Plan or CEQA purposes.

#### TASK 4 DELIVERABLES

- Requests for Proposals (RFPs) Soliciting Consultant Proposals for EIR, Transportation, Economics, and Community Design Services
- Service Agreements for Selected Firms, accompanied by Staff reports

#### TIMELINE

January to May 2018

## TASK 5: BASELINE DATA COLLECTION AND ANALYSIS

The most labor-intensive task during the first year of the General Plan Update is collection and analysis of baseline data. This data is essential to make informed policy decisions and create a legally defensible, technically accurate, fact-based General Plan. It is also a required part of the Environmental Impact Report (EIR), and comprises most of the volume of that document. This task will be a collaborative effort between City staff (including the contract project manager) and the consultants retained during Task 4.

Seventeen subtasks are listed below. As appropriate, subtasks will begin with kick-off meetings with City agencies and consultants. Key purposes of these meetings are to introduce consultants to City staff and their points of contact, identify existing studies and data sources, clarify expectations and schedules, and establish communication protocol for the project. Following the kick-off meetings, follow-up meetings will be held with City staff and outside agencies to discuss issues related to data, policies, programs, operations, and long-range plans.

### 5.1 Document Population, Housing, and Health Conditions

This task will update selected data in the 2015-2023 San Rafael Housing Element, which is now about three years old and reflective of conditions in 2013-2014. Using the American Community Survey and other demographic data sources, a profile of San Rafael's residents will be prepared. This will include the most current data available on race, age, tenure, household type, income, housing overpayment, education, employment, length of residency, vehicle ownership, commute patterns, and special needs (homelessness, persons with disabilities, seniors, large families, extremely low income, etc.). It will also include Census data on San Rafael's housing stock, including housing type, condition, age, number of rooms, cost (for owners and renters), and recent development and real estate trends. Housing Element data on available sites and housing opportunities also will be updated and confirmed.<sup>4</sup>

This task will also include a summary of health indicators in San Rafael. The updated Plan will acknowledge public health conditions, needs, and geographic (or demographic) disparities in the city. This can help inform new policies and programs to improve public health and health care service delivery, consistent with recent SB 1000 (Environmental Justice Element) requirements. Much of this data already exists through

<sup>4</sup> Resubmittal of the Housing Element to HCD as a result of these tasks is not anticipated. The intent is primarily to identify recent trends and ensure that the Planning Team is working with the most current available data.

HealthyMarin.org, by ZIP Code, including life expectancy, mortality rates, infant mortality, obesity rates, and rates of cancer, heart disease, strokes, asthma, diabetes, hypertension, psychological distress, smoking, and alcoholism. Data on access to fresh and healthy foods (and the location of “food deserts”) also will be reviewed. A series of tables, charts, and diagrams will be prepared summarizing health indicators in San Rafael, and comparing conditions within the city, and between the city and other Marin County and Bay Area jurisdictions.

## 5.2 Document Economic and Fiscal Conditions

This task will be completed by an economics consultant, to be retained by the City in early 2018. The intent is to update the baseline data and analysis that underpins the Economic Vitality Element of the General Plan, while also providing data that can help inform future land use, transportation, and housing policies. The analysis will look at San Rafael’s role in the Marin/ North Bay economy and the greater Bay Area economy. It will also look at the economic function of various sub-areas within the city, such as Downtown, East San Rafael, and the Northgate area.

The task will include a statistical analysis of San Rafael’s economy, including employment by sector, retail sales and spending patterns, business location patterns, unemployment, and wages. Economic and real estate market trends will be assessed, including existing and projected conditions in the residential, office, retail, and industrial markets. This task also will include an evaluation of existing economic development strategies, and a summary of fiscal conditions and local revenue sources. In addition to using industry data, conclusions about the local economy will also be informed by interviews with local business owners, developers, realtors, and economists. One of more small group discussions may be convened for this purpose.

The outcome of this task will be a comprehensive summary report on economic and fiscal conditions, including graphs, tables, and narrative. The work will also include an executive summary, and a slide deck suitable for presentation. Data will be drawn from such sources as the U.S. Census, American Community Survey, California Economic Development Department, California State Board of Equalization, and private data vendors such as Nielsen and CoStar.

Data in this report would include:

## **SWOT**

- Assessing San Rafael's Economic Strengths, Weaknesses, Opportunities and Threats

## **Jobs**

- Employment in San Rafael by NAICS code
- Historical trends in employment and unemployment
- Identification of largest employers in San Rafael and trends
- Business license trends
- Small business characteristics and trends
- Start-ups and venture capital investment during recent years

## **Jobs-Housing Balance**

- Characteristics of the San Rafael workforce (wages, labor force characteristics)
- Commute patterns (where residents work, where local employees live)

## **Retail Sales**

- Taxable retail sales trends (total and per capita) by retail sector
- Estimates of retail leakage by sector
- Tourism and hospitality trends (hotels, restaurants, entertainment)
- Consideration of the future of the retail sector given technology, on-line sales, etc. and impacts on demand for brick and mortar space

## **City Budget**

- Summary of Sources and Uses of Funds
- Discussion of any revenue initiatives
- Fiscal impacts of various land uses, housing types, and business types

## **Real Estate Market (demand for various uses)**

- Building permit trends and volumes
- For-Sale and Rental Housing (prices, rents, volumes, absorption, pipeline)
- Retail (rents, vacancy, absorption, pipeline, citywide and by district)
- Office (rents, vacancy, absorption, pipeline, citywide and by district)
- Tech and Industrial/Flex (rents, vacancy, absorption, pipeline)
- Other (hospitals, institutional, public, etc.)
- Assessing the market potential of key opportunity sites

## **Projections**

- ABAG projections
- Likely demand for future floor space by land use and housing type
- Implications for land use and development standards
- Incentives and regulatory strategies to achieve desired uses



For commercial and industrial space, the evaluation of real estate market conditions would include an evaluation of the current inventory of space, vacancy rates, asking rents, and a review of businesses recently attracted to the city (as well as businesses that may have recently left the city or chosen an alternate location). The analysis should consider the competitive strengths and weaknesses of San Rafael overall, and of various sub-districts within San Rafael. It will look at the types of tenants drawn to each area of the city, and the types of employment spaces that would best meet employer needs in the short, medium, and long-term.

With respect to retail, the analysis will consider San Rafael's competitiveness in particular retail sectors relative to other cities in the market area, and the city's potential to draw additional regional and community serving retail to Downtown and other destinations. The analysis should help support Land Use Map decisions for commercial activities, as well as economic development programs to capture desired activities. Impacts of technology (on-line shopping) and consumer shopping habits on the demand for brick and mortar space will be a particularly important consideration.

### 5.3 Document Land Use Conditions

This task will be performed by the "in-house" project team and led by the project manager. A current (2018) inventory of existing land uses will be prepared, using Marin County Assessor Use Codes, a four-digit numbering system indicating the current use on every parcel in the city. For commercial, institutional, public, and other activities where the Use Code may not be reflective of the actual land use, the data will be confirmed (by the planning intern) through field visits and/or aerial photos. Other attributes of the built environment (heights, densities, building condition, etc.) may also be noted through this process.

A color coded, large-format "Existing Land Use Map" (and GIS layer) will be prepared displaying current land use information. Variations on this map (such as separate maps of vacant land, commercial parcels, industrial parcels, Downtown "close-ups," multi-family residential properties by density, etc.) also may be produced. Maps of "underutilized properties" (developed properties with high assessed land values and low assessed improvement values, etc.) will be prepared to identify properties with a high likelihood of future redevelopment. Existing land uses will be summarized in

tabular form to provide a profile of San Rafael today, and to compare existing uses with General Plan and zoning designations.

This task will also look qualitatively at land use issues, including instances of land use conflicts between adjacent uses, development trends and patterns, and projects in the development “pipeline” (including projects in nearby cities). It will also include a discussion of opportunity sites and locations where the existing use may be vulnerable to change. The task also will include a summary of development regulations, such as subdivision and zoning regulations. Existing General Plan land use categories will be summarized and potential changes (e.g., new categories, merged categories, changes to density ranges, etc.) will be identified for further discussion. Other City plans and plans of other agencies (adjacent cities, Marin County, etc.) would also be reviewed. Key development issues and concerns would be noted.

One of the purposes of this task is to make realistic estimates of “buildout” under current zoning and General Plan designations. Quantified estimates would generally be presented by traffic analysis zone (TAZ), and summarized for different neighborhoods or districts of the city. This information provides an important foundation for evaluating changes to the General Plan Map that may be considered.

## 5.4 Document Transportation Conditions

The work described below would be completed by a transportation consultant, with supporting assistance provided by the in-house project team. A Request for Proposals will be issued in early 2018 for the services described herein. The RFP will also cover work described later in this work program, including the EIR analysis of General Plan transportation impacts, mitigation measures, and capital project needs.

This task would include a combination of quantitative and qualitative work. The *quantitative* work would focus on measuring existing and projected traffic volumes, speeds, delays, and congestion on the San Rafael street system. It would also include numeric data on the state of San Rafael’s roads, including the number of lanes, presence of sidewalks and medians, locations of traffic signals, presence of bicycle facilities, and public transit stops. Much of this data already exists and is in the City’s Geographic Information System (GIS) shape file inventory through Public Works.

The *qualitative* work would include evaluations of transit service and performance (including Golden Gate Transit, Marin Transit, SMART, and other service providers), paratransit and shuttles, and aviation and water transportation facilities. It would also address the status of transportation policies relating to Complete Streets (AB 1358), traffic calming, signal coordination, truck routes, and Transportation Demand Management (TDM). The task also would look at San Rafael’s parking policies, standards, and parking management programs.

Specific subtasks include:

**5.4.1 Traffic Counts.** The data collection effort will include traffic counts and turning movements for up to 60 intersections.<sup>5</sup> Separate counts of pedestrians, bicycles, and trucks will be conducted in locations with high pedestrian and bicycle volumes. In addition, daily road segment counts will be collected over a three-day period at up to 40 road segment locations. The locations will be determined collaboratively with City staff and the transportation planning consultant but would logically include many of the same intersections that were used in General Plan 2020. Using consistent locations can enable direct comparison of 1999-2003 data with 2018 data. Traffic counts should be taken during September-October 2018, when school is in session and summer holidays are over.

**5.4.2 Inventory and Assessment of Conditions by Mode.** The transportation consultant will review existing City, County, and Marin Transit GIS data on right-of-way width, number of road lanes, presence of medians and sidewalks, and location of bicycle lanes and transit stops. Planned and proposed transportation improvements and capital projects will be described and summarized. The location of trails (including recreational trails) also will be noted. Data will be summarized in a series of maps and described in narrative. Gaps or inconsistencies in data will be noted. Data on transit ridership, headways, and service issues will be collected from transit providers, and service issues will be discussed. Planned changes to services (such as the SMART extension) will be summarized.

**5.4.3 Baseline Modeling and Analysis.** The transportation consultant will evaluate the City’s traffic model and the most recent version of the TAM model for their

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<sup>5</sup> Traffic counts may be sub-contracted to a third party vendor and itemized as a line item in the transportation consultant’s budget.

suitability as General Plan traffic forecasting tools. Necessary changes or adjustments to the models will be noted (see Task 8.2). A memo will be prepared outlining model validation results, including the job and household inputs for traffic analysis zones (TAZs) in San Rafael. The model(s) also will be reviewed to ensure that programmed transportation improvements in San Rafael are correctly coded.

**5.4.4 Transportation Issues Profile.** As noted earlier, one of the purposes of this subtask is to document transportation issues, including safety (collision data, Safe Routes to School, traffic calming, etc.), Transportation Demand Management (TDM), parking policy, commercial goods movement, and aviation and water transport. The profile will also consider the impacts of emerging technologies on transportation, including autonomous vehicles, electric and alternative fuel vehicles, and “smart city” infrastructure designed to improve traffic flow. It will also look at the impacts of Transportation Network Companies (TNCs) such as ride-sharing and car-sharing services, and other changes that may reshape mobility and transportation patterns in the next two decades.

**5.4.5 Summary Report.** The findings of Tasks 5.4.1 through 5.4.4 will be summarized in a background report on transportation, to be prepared collaboratively by the transportation consultant and the in-house project team. The report will provide the “setting” section of the EIR’s transportation section, and also help the General Plan Steering Committee in their discussion of transportation policies.

## 5.5 Document Infrastructure and Utility Conditions

The project team will describe utility infrastructure in San Rafael. This would primarily be done as a collaborative effort led by the Planning Division and the engineering consultant, with support from Public Works. It would also rely on data and information from service providers, including the sanitary districts, Marin Municipal Water District, and PG&E.

The utility systems to be addressed include water, wastewater, storm drainage, and privately-provided services such as electric, gas, and telecommunication. Water-related information would include a description of water supply sources, water pumping and distribution systems, existing and projected water demand, planned improvements, and water conservation programs. However, the Plan would not include a formal Water

Supply Assessment (WSA) as defined by SB 610 unless development capacity in the city is substantially increased above current levels.

Wastewater-related information would include a description of sanitary sewer collection and lift station systems, existing wastewater flows, treatment plant capacity and methods, and planned improvements. This would include existing and potential reclaimed water projects, as well as sewer line replacement efforts. Stormwater-related information would describe the storm sewer system, including water quality controls and related improvements. Energy and telecommunication information will address existing facilities, deficiencies, and potential future needs, including those relating to wireless communication towers, cabinets, dishes, and related infrastructure. Visual impacts and other impacts associated with these facilities will be addressed.

For each topic above, the intent is to focus on any constraints or deficiencies that may impact land use and environmental policies, and the status (and funding) of any plans to expand, adapt or rebuild facilities. Impacts associated with global climate change and sea level rise are particularly important in this regard. In addition, the regulatory framework for infrastructure will be described (for the “Setting” section of the EIR). Fiscal issues related to capital improvements, and operations and maintenance costs, also will be addressed.

Information will be collected at a sufficient level of detail to underpin General Plan policies relating to infrastructure. This task assumes no field work, facility evaluations, or modeling relating to the adequacy of individual systems and will rely primarily on information provided by the service providers through interviews, correspondence, systems master plans, and technical reports.

## 5.6 Document Community Services and Facilities Conditions

This task will provide a narrative description of police, fire/EMS, solid waste and recycling, school, and library services, as well as human services such as programs for seniors and youth. A variety of metrics will be used to evaluate service levels and determine future service and facility needs. Service delivery issues, especially those associated with growth, will be discussed for each topic area. Recent strategic plans or facility master plans will be reviewed.

For police, the task will include meetings with the San Rafael Police Department to discuss public safety and crime issues, particularly issues relating to planning and building decisions. This will include an overview of data on space and facility needs, staffing levels, 911 calls, response times, and crime activity reports and trends. Meetings with the County Sheriff's Department and CHP will take place to cover issues relating to the unincorporated Planning Area and traffic safety on the state highway system.

For fire/EMS, the task will include meetings with the San Rafael Fire Department to discuss fire prevention and response issues, and EMS services, particularly as related to planning and building decisions (including such topics as water pressure, emergency access, road design standards, etc.). This will also include an overview of data on space and facility needs, staffing levels, response times, and types of calls. Department initiatives to reduce and mitigate fire hazards also will be summarized. Consultation with other service providers such as CalFire and Marin County Fire also will take place.

For solid waste/recycling, the task will include meetings with Marin Sanitary Service, Zero Waste Marin, and related organizations. Data will be collected on solid waste volumes and diversion rates, landfill volumes and capacity, and programs to further divert waste from landfills. This will also include a narrative discussion of recycling and composting programs and other waste reduction measures.

For schools, the task will include meetings with San Rafael Schools and the Dixie School District. Data to be collected includes Districtwide and campus school enrollment (current and historic trends), school capacity, student generation rates, and enrollment forecasts. Issues relating to long-term capacity and modernization will be summarized, and development impact fees will be discussed. Planning issues around school campuses such as safe routes to school, joint use agreements for public access, and school-related congestion and parking issues, will be considered.

For libraries, the task will include meetings with City Library staff and collection of data on library facilities, collection items, circulation, and daily use. Issues relating to modernization and the changing role of libraries (and related space issues) will be considered. The broader role of libraries as community centers, and places for information exchange, self-improvement, and culture also will be addressed.

For human services, the task will include meetings with Community Services staff, as well as non-profit providers delivering services to populations with special needs,

including youth, seniors, and persons experiencing homelessness. The intent is to highlight trends, issues, and implications for long-range planning.

## 5.7 Document Parks, Recreation, and Open Space Conditions

This task will provide the baseline data necessary to update General Plan elements addressing Parks, Recreation, and Open Space. It will include meetings with Community Services staff and local stakeholders, along with staff in other agencies managing local open space (Marin County, State of California, etc.). The task will update existing General Plan inventories and maps of parks and recreational facilities. It also will include updated inventories of “natural” open space (hillsides, wetlands, creek corridors, etc.), and “functional” open spaces in the city (quarries, cemeteries, agriculture, etc.). Information on trails, private recreation, school facilities available for public use, shoreline access, and other recreational assets also will be gathered.

An important part of this task is to document recreational issues in the city, including acreage and facility deficiencies, areas lacking sufficient access to parks, funding for operations and maintenance, joint use agreements, competing demand for open space, and the responsiveness of recreation programs to changing demographics and trends in leisure services. New types of parks and open spaces, such as civic plazas, pocket parks, and privately developed open spaces, also will be discussed. Specific park activities and issues such as community gardens, skate parks, and dog play areas will be addressed. Recreational needs will be assessed based on growth forecasts, emerging trends, and changing consumer preferences.

## 5.8 Document Arts and Cultural Conditions

This task will produce a current inventory of arts and cultural resources in San Rafael and describe the contribution of arts and culture to civic life and the local economy. It will include descriptions of arts venues in the city, covering both the visual and performing arts. It will address public art, arts festivals and artist activities, resources such as historic homes and museums, entertainment venues, theater and music, City-sponsored arts classes and programs, and other cultural and ethnic arts programs in the city. It will also address the factors needed to sustain a thriving arts community in San Rafael, including affordable housing and work space for artists.

## 5.9 Document Historic Resource Conditions

Native American tribal consultation will be initiated as required by SB 18.<sup>6</sup> The project team also will meet with San Rafael Heritage, local historians, and other stakeholder groups to gather existing inventories and resources, identify policy priorities, and discuss issues of importance. Data on known and potential resources will be reviewed, mapped, and summarized in narrative and tabular form. This task also will include a review of archaeological/ paleontological and ethnographic resources based on existing data sources, including “PastFinder”--a citywide database of parcel-specific archaeological sensitivity reports for development proposals that involve excavation or grading. Existing laws, regulations, and rules regarding cultural resource protection also will be documented.

Given the broad nature of the General Plan, completion of a detailed field-based historic resource survey by staff and/or consultants is beyond the scope of the project.<sup>7</sup> The focus of this task will be on reviewing and updating existing inventories, summarizing existing policies and preservation programs, and determining measures to strengthen preservation activities in the city. This could include identifying data gaps, future surveys to be conducted, and new programs (including funding sources) to protect historic resources. The Plan also would evaluate the economic benefits of preservation, the potential for cultural tourism, and a range of urban design issues associated with adaptive reuse, context-sensitive infill development, and modifications to existing older structures.

The discussion of eligible historic resources will include structures from the “recent past,” including buildings and features that may not have met the Secretary of the Interior’s standards for historic properties the last time the General Plan was updated (due to their age). Many structures from the 1950s and 60s may now be potentially eligible; those that embody the architectural styles of that time period and are

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<sup>6</sup> Senate Bill 18 requires that General Plan Updates include a consultation process with Native American tribal representatives. The process involves contacting the Native American Heritage Commission for a list of contacts, notifying the contacts of the opportunity to participate, meeting with representatives as requested, and including Plan language addressing the treatment of Native American cultural resources. Tribal representatives are also invited to comment on Draft plans and environmental documents.

<sup>7</sup> In the event the City receives an OBAG grant to prepare a Downtown Precise Plan, a more detailed inventory of historic resources would be conducted for the Downtown area with the grant funds. Such surveys could also potentially be performed by volunteers as part of a parallel effort outside the General Plan scope, with the findings referenced in the General Plan or future ordinances. More detailed historic surveys also could be identified as a General Plan action program.



considered to have potential historic merit would be identified. In addition, records on structures and sites from earlier periods in the City's history also will be reviewed, and potential new initiatives and programs to conserve these resources will be identified.

## 5.10 Document Community Design Conditions

San Rafael has a high-quality visual environment, with a strong sense of identity at the citywide and neighborhood levels. The city's identity is largely shaped by its natural landforms and vistas, architecture, vegetation, and public realm features such as street trees, utilities, signage, and landscaping. The General Plan plays an important role in providing policy guidance on these features, both individually and collectively. Although Community Design is considered an "optional" element of the General Plan, it is arguably one of the most important parts of the document, particularly with respect to issues of growth and development.

This task will include an inventory of aesthetic resources in the city, including both natural and human-made features. The intent is to describe the "look and feel" of San Rafael and identify important visual characteristics. Photos, maps, and narrative will be prepared identifying scenic resources, views and vistas, landmarks, and the overall form and structure of the city. Important edges, activity centers, and place types will be identified. The various architectural styles found in the city will be summarized, and issues associated with infill development, home alterations and additions, and new construction will be summarized.

This assessment will consider particular building types (single family homes, multi-family development, commercial development, industrial, etc.) as well as characteristic architectural styles (Craftsman, Eichlers, etc.) and areas of concentrated architectural resources such as Downtown. Existing urban design guidelines, policies, and design review processes will be summarized. Current efforts to articulate "expectations for good design" in Downtown San Rafael and elsewhere will be summarized. The effects of existing zoning regulations on design will be summarized, and best practices from other cities will be summarized.

This task also will include a discussion of public realm policies and various civic improvement and beautification initiatives, such as street tree planting, gateway improvements, undergrounding of utilities, street lighting, and landscaping. A discussion of the treatment of Downtown public space, including civic plazas,

wayfinding signage, the use of sidewalks, and pedestrian amenities, will be included. Efforts to address aesthetic issues such as graffiti, litter, light and glare, signage, code enforcement, view preservation, tree planting, buffering and screening requirements, and the use of drought-tolerant landscaping will be addressed.

It is expected that several meetings of the Steering Committee will focus on this topic, along with one or more work sessions with the Design Review Board, the CAC, and the Planning Commission. Stakeholder meetings with local architects, landscape architects, and urban design professionals may also be convened. A variety of tools such as visual preference surveys and on-line surveys may be used to solicit broader public input, and at least one community workshop would include an exercise focused on public sentiments toward density and urban design issues.

## 5.11 Document Sustainability and Greenhouse Gas Conditions

This task serves as a “crosswalk” between the current effort to update the 2009 Climate Change Action Plan (CCAP) and the corresponding update of the General Plan Sustainability Element. Local initiatives to address climate change through land use decisions, transportation measures, greener buildings, water conservation, solid waste reduction, alternative energy sources, energy conservation, education, and similar initiatives, will be summarized. Potential changes to the Sustainability Element to incorporate emerging CCAP recommendations will be noted.

This task would also include data collection and analysis of issues related to energy, including electricity and natural gas. Data relating to energy consumption, energy conservation and efficiency, renewable fuel sources, and clean power acquisition initiatives will be updated. Data on current energy use, recent trends, and goals for the future (as defined by the updated CCAP) will be summarized. Information will be presented at a sufficient level of detail to underpin revised General Plan actions and programs, and provide the basis for the “setting” section of the EIR on energy-related impacts. Work completed through the recent CCAP Update will be used wherever possible to avoid redundant data collection efforts.

The latest community inventory of greenhouse gas (GHG) emissions will be summarized, with data reported by sector. Since this inventory is updated annually by the Marin Climate and Energy Partnership, it is anticipated that the 2016 inventory (anticipated to be available in 2018) will be used. The data will be compared to the 2005

baseline to note reductions in emissions since reporting was initiated. The CCAP Update will generate “business as usual” projections to 2020 and 2030. Projections for 2040 also will be developed through the CCAP process, in anticipation of the General Plan Update. The CCAP will identify and quantify reduction strategies through 2030.

Additional reduction strategies (particularly related to land use and transportation) could be considered through the General Plan Update, and used to develop modified projections for 2040 during the General Plan EIR analysis. The GHG analysis would be consistent with the May 2017 Bay Area Air Quality Management District guidelines, including current thresholds of significance. It is presumed that the City’s CCAP will continue to be certified as a “Qualified GHG Reduction Strategy” by the Bay Area Air Quality Management District.

As part of this task, the utility of having a separate Sustainability Element in the General Plan may be revisited. Given that the Climate Action Plan is now a well-established planning tool, it may not be necessary to repeat its policies in the General Plan. Another option could be to recognize sustainability as a cross-cutting theme that underpins all Plan elements, and to weave appropriate policies and actions through each element.

## 5.12 Document Air and Water Quality Conditions

This task will be completed by the CEQA consultant, or by a sub-consultant reporting to the CEQA consultant. Data would be sufficient to update the Air and Water Quality Element of the General Plan, and inform the corresponding air quality and hydrology sections of the EIR.

Existing air quality information will be compiled using available public sources, including data from the California Air Resources Board (CARB) and Bay Area Air Quality Management District (BAAQMD). Permitted source data issued by the BAAQMD will be used to determine existing sources of toxic air contaminants and other major pollutants. A discussion of sensitive receptors and meteorological conditions will be provided. The various regulations governing air quality at the federal, state, regional, and local levels will be summarized. Programs to improve air quality also will be summarized, and the parameters set by the latest BAAQMD guidelines would be reviewed in narrative. This will include a discussion of air quality mitigation measures and land use limitations along freeways, railroads, and other major arterials, following CARB, BAAQMD, and CAPCOA (California Air Pollution Control Officers Association)

guidance. Potential air quality-related health hazards and risks to residential uses and other sensitive receptors along US 101 and I-580 will be discussed.

Existing water quality information will be summarized using data from the Regional Water Quality Control Board, local sanitary districts, and other sources. Regulations governing water quality at the federal, state, county, and local levels will be summarized. This will include a summary of the countywide Stormwater Pollution Prevention Program and associated permits and clean water initiatives. Issues related to erosion and sedimentation control, canal and nearshore sanitation, illegal dumping, and water quality education and outreach will be summarized based on current data and conditions.

## 5.13 Document Natural Resource Conditions

This task is intended to provide the baseline data and analysis necessary to underpin the Conservation Element of the General Plan and those sections of the EIR dealing with agricultural resources, biological resources, mineral resources, and hydrology. Again, data collection and analysis would be part of the CEQA consultant scope, with the in-house project team coordinating work tasks and reviewing/ editing work products as needed. It is anticipated that this task will primarily rely on existing documents, inventories, and analyses, rather than on field work and new resource surveys. Windshield surveys may be performed where needed to verify information, gather photographs, and allow for first-hand documentation of existing conditions.

This task would include a summary of existing federal, state, and local regulations addressing biological, agricultural, hydrological, and mineral resources. Data collected in this task would include maps, tables, and narrative summaries of vegetation types, natural communities/ wildlife habitat types, and potential occurrences of special status species based on the California Natural Diversity Data Base. Topics such as hillside preservation, tree protection, tree planting, invasive plant control, and predatory animal control also would be covered.

The task would also address local soil types, with a focus on agricultural potential and farmland of statewide significance. It would include a discussion of water resources in the San Rafael Planning Area, including groundwater, creeks, lakes, wetlands, and San Francisco Bay. Topics such as creek and shoreline access, creek daylighting, and bank protection would be covered. Information sources would include the U.S. Fish and

Wildlife Service National Wetland Inventory, Corps of Engineers maps, and data available from the California Department of Fish and Wildlife, environmental advocacy groups and research institutions, and other sources.

Issues associated with wetlands management would be covered, with consideration given to the impacts of rising sea level and need for adaptation strategies. Issues associated with wetlands preservation, restoration, mitigation, and setbacks covered by the existing 2020 General Plan will be revisited as needed. Again, no detailed surveys or original inventories are proposed. In the event such information is provided by third parties, it may be considered in making long-range planning policy and land use decisions.

## 5.14 Document Environmental Hazard Conditions

This task will provide the baseline data needed to update the General Plan Safety Element and will also cover sections of the EIR dealing with seismic hazards and landslide potential, flooding, dam failure, wildfire hazards, aviation hazards, hazardous materials, and emergency preparedness. This task would also address the potential impacts of global climate change on San Rafael, and evaluate potential responses and best practices related to climate resilience and adaptation. Like the other natural resource-oriented tasks, the technical work would primarily be performed by the CEQA consulting team. The City staff team would oversee the work, edit documents as needed, and frame discussions of issues and policy questions.

This task is primarily a “recap” of existing data sources, drawing from the existing (2020) General Plan EIR and Technical Reports, the recently completed Local Hazard Mitigation Plan (LHMP, 2017), and recent studies relating to sea level rise (BayWAVE, the pending “Resilient by Design” exercise, etc.). It would include a summary of existing federal, state, and local regulations governing hazard reduction, mitigation, and response, including regulations covering both natural and man-made hazards.

With respect to geologic hazards, this task will document earthquake hazards such as ground shaking, liquefaction, fault rupture, differential settlement, and earthquake-induced landslides. Regional faults will be mapped and a recap of earthquake probabilities based on available data will be provided. The text also will address hazards associated with steep and/or potentially unstable slopes. Maps of geologic hazard and landslide risk areas will be included, using existing data sources—including

maps from General Plan 2000. Programs to reduce the potential for earthquake damage and casualties also will be documented. Much of this information is already available through the LHMP. As noted in Task 9.2.10, updating of the City's geotechnical review matrix and slope stability maps will be included in General Plan 2040.

With respect to flood hazards, this task will document FEMA-designated 100-year and 500-year flood zones, and other sources indicating flood prone areas in San Rafael. Issues associated with sea level rise, coastal (bay) flooding, and potential adaptation strategies will be reviewed. Dam failure and tsunami inundation maps (and/or data) will be included, and associated issues will be discussed. Watershed maps will be included. This task will also summarize flood control efforts and issues related to flood hazard mitigation, as documented by the LHMP. The location and function of pump stations and other facilities designed to mitigate flooding will be identified.

With respect to wildfire hazards, this task will include mapping of fire hazard severity zones as required by SB 1241, laying the groundwork for policies to reduce fire risks in the San Rafael Planning Area. Staff will coordinate with the California Department of Forestry and Fire Prevention, as well as the City and Marin County Fire Departments, to ensure that fire hazards are an integral consideration in land use and transportation planning. This will include a discussion of hazard mitigation measures such as defensible space, vegetation management, emergency vehicle access, visibility of street signs, and the availability of water for fire suppression.

With respect to hazardous materials, the discussion would identify locations in the San Rafael Planning Area where hazardous materials are stored or handled (using various state and federal data bases). Issues associated with leaking underground storage tanks, groundwater contamination, spill prevention and accidental releases, hazardous waste clean-up, and hazardous waste transportation would be addressed. Hazards associated with demolition or renovation of buildings containing materials such as asbestos, lead-based paint, and universal wastes also will be addressed. Information on hazardous sites and clean-up needs from the Canalfront Conceptual Design Plan and other local planning documents will be referenced as appropriate.

Aviation hazards would include a discussion of operations at San Rafael Airport and any other airports or aviation facilities with the potential to impact San Rafael.

The text would also summarize San Rafael's emergency preparedness programs, including community-focused programs (such as Community Emergency Response Team training), City-focused programs (Incident Command System, Standard Emergency Management System, EOC activation, etc.), and automated notification systems. Evacuation routes would be identified, per State General Plan guidelines. Post-disaster recovery planning also will be addressed.

## 5.15 Document Noise Conditions

The intent of this task is to document current noise conditions in San Rafael, as well as best practices in mitigating noise impacts. The CEQA consultant team would have the primary responsibility for completing this task, with the City staff team providing oversight. The task would provide the technical foundation for the 2040 General Plan Noise Element, and the noise section of the EIR. As with the other CEQA-driven tasks, this task would begin with an overview of existing noise regulations, including federal, state, and local laws and programs.

An important part of this task is to document the existing noise environment in San Rafael. This will establish a "baseline" for developing forecasts of future noise levels, and a benchmark for comparing changes since citywide noise measurements were last taken (February 2001, as part of the 2020 General Plan Update). General Plan 2020 included short-term (15 minute) measurements at 14 locations and long-term (24-hour) measurements at eight locations. Noise data from other studies was also reported in that analysis, including studies of traffic noise along Highway 101, the Miracle Mile, and Point San Pedro Road. Traffic volumes on major thoroughfares also were used to estimate noise levels at various distances from the centerline of each road.

This analysis would essentially be repeated for General Plan 2040, with a combination of short-term measurements, long-term measurements, and estimates based on traffic volumes used to obtain current (2018) noise levels around the city. Short-term noise measurements should be taken at up to 20 locations, and long-term measurements should be taken at up to 10 locations. Staff will work collaboratively with the consultant to identify the locations. A special focus will be placed on identifying noise levels associated with the SMART train (with and without Quiet Zones), including both short-term and long-term impacts. Other noise sources (such as noise associated with quarry operations and related truck traffic) also would be addressed.

In addition to reporting noise data, the consultant will be tasked with developing a contour diagram showing approximate noise levels throughout the City. An existing and projected noise contour map is a required component of the General Plan. While the focus of this map is on traffic noise, it should also include noise associated with SMART trains.

In addition, the narrative profile in the Existing Conditions Report will include:

- A description of the general characteristics of sound and the ways that noise is measured.
- Results of the short-term and long-term noise monitoring performed for the General Plan.
- Data from other studies involving noise monitoring, including studies done as part of project EIRs, improvement plans for Highway 101 and I-580, and studies done through the planning process for SMART service.
- A description of the existing noise environment, based on noise data and anecdotal information about noise sources and noise problems in the city. In addition to transportation-related noise, this would include information related to other common noise sources in the city, including noise from industrial and business operations, quarry operations, and domestic noise associated with leaf blowers, sirens, alarms, mechanical equipment, and similar sources.
- A discussion of the common ways in which noise is mitigated, as well as noise control efforts (such as sound walls and sections of the Municipal Code addressing noise).

## 5.16 Document Equity and Environmental Justice Conditions

California Senate Bill 1000 (SB 1000) became effective in 2017. The bill requires that cities and counties adopt an Environmental Justice (EJ) Element in their general plans, or integrate EJ goals, objectives, and policies into other elements of their plans. The State recently published a toolkit to assist cities with this task. Some of the components include:

- Identifying and mapping disadvantaged communities within San Rafael using Cal EnviroScreen, income data and other sources<sup>8</sup>

<sup>8</sup> Cal EnviroScreen is a science based tool developed by the State to identify communities that are disproportionately burdened by pollution.



- Providing a snapshot of the major social equity and environmental justice issues in the city, accompanied by metrics and maps. Issues may include:
  - Pollution exposure and air quality, especially proximity to toxic air contaminants, diesel fumes, particulate matter, etc.
  - Indicators which point to higher incidences of public health problems in certain areas, or in the community relative to other communities
  - Access to public facilities (parks, libraries, health care, etc.)
  - Access to healthy food (supermarkets, fresh produce, etc.) and nutrition
  - Restrictions on urban agriculture and local food production
  - Overcrowding and other adverse housing conditions
  - Housing cost burdens
  - Housing displacement
  - Healthy homes (hazardous building materials, mold, sanitation)
  - Access to physical activity (walkable streets, etc.)
  - Vulnerability to floods, earthquake hazards, etc.
  - Opportunities for community engagement
- Community meetings and roundtable discussions specifically aimed at engaging disadvantaged communities, including meetings in Spanish
- Working with Community Based Organizations to identify issues and ensuring inclusive, transparent discussions about these issues

Task 5.16 lends itself to a “professional report” or thesis topic for a graduate level planning student interested in equity issues. If feasible, the project team will provide an opportunity for a graduate student studying city planning to conduct the research behind this task, and to formulate and present policy recommendations.

## 5.17 Produce Existing Conditions Report

This final work product of Task 5 is an Existing Conditions Report that assembles the deliverables from Tasks 5.1 through 5.16 into a single volume. The report will provide the “Setting” section of the General Plan 2040 EIR, and will become a technical appendix to the General Plan itself. The report will be organized into chapters that roughly correspond to the headings of Tasks 5.1 through 5.16. As appropriate, each chapter will include narrative text, tables, graphics, and maps.

The report will be suitable for publication as a web-based PDF file, and will be available to members of the Steering Committee and the public at large.

### TASK 5 DELIVERABLES

- Population, Housing, and Health Indicators Working Paper
- Summary Report on Economic and Fiscal Conditions
- Summary Report on Transportation Conditions
- Infrastructure and Utilities Working Paper
- Community Services and Facilities Working Paper
- Parks, Recreation, and Open Space Working Paper
- Arts and Culture Working Paper
- Historic and Archaeological Resources Working Paper
- Community Design Working Paper
- Sustainability and Greenhouse Gas Working Paper
- Air and Water Quality and Risk Analysis Working Paper
- Natural Resources Working Paper
- Environmental Hazards Working Paper
- Noise Working Paper
- Equity and Environmental Justice Working Paper
- Existing Conditions Report (compendium of working papers and summary reports)

### TIMELINE

March to December 2018

## TASK 6: POLICY AUDIT

This task provides an “audit” of existing planning documents and policies. Three major components are included:

- First, a review of all policies and programs in the 2020 General Plan (as amended through 2017)
- Second, a review of other planning documents adopted since 2004 (when the Plan was last comprehensively updated)
- Third, a review of State laws passed since 2004, including topics requiring new and/or amended policies and implementing actions

### 6.1 Audit General Plan 2020

This task was initiated in May 2015 when the City published its [General Plan 10-Year Status Report](#). Although the Status Report is more than two years old, many of its conclusions remain valid. Task 6.1 includes updating the Status Report to reflect current conditions and actions taken over the last two years. In addition, Task 6.1 expands the Scope of the 10-Year Status Report to also cover General Plan policies and longer-term actions (as well as short-term actions).

The 2015 General Plan Status Report includes:

- A summary of major General Plan-related accomplishments between 2004 and 2015, including actions that were implemented, plans that were prepared, and General Plan Map and text amendments
- A summary of General Plan action programs, including recommendations on future edits and adjustments to the timing of actions (e.g., from short-term to long-term)
- An appendix, formatted as a matrix, listing each short-term General Plan action, its current status, and a recommendation (carry forward, delete, etc.).

Task 6.1 would expand the 10-Year Status Report to include the goals, policies and the long-term and mid-term actions in the 2020 General Plan. The continued relevance of each policy would be noted in the matrix—where appropriate, policies would be discussed by the Steering Committee to determine if editing is needed. Policy gaps also would be identified.

## 6.2 Audit Other Planning Documents

This task includes a systematic review of the major plans and programs adopted since the General Plan was last comprehensively updated. Goals, policies, and actions in each planning document will be entered into a matrix indicating the source, the topic area, and the potential implications for the General Plan.

The following documents will be included:

- 2015-2023 Housing Element
- Local Hazard Mitigation Plan (2017)
- Climate Change Action Plan (including any updates since 2009)
- Downtown San Rafael Station Area Plan (2012)
- Civic Center Station Area Plan (2012-2013)
- Downtown Parking and Wayfinding Study (2017)
- Bicycle and Pedestrian Master Plan (including recent updates)
- Canal Neighborhood-Based Transportation Plan (2006)
- Canalfront Conceptual Design Plan and Design Guidelines (2009)
- Sea level rise “White Paper” (2014)
- Marin BayWAVE Vulnerability Assessment (2017)
- June 2017 (2017-2019) Capital Improvements Program
- Albert Park Master Plan (2017)
- San Rafael Essential Facilities Strategic Plan (2015)
- Adopted Complete Streets Policy

This task also will consider:

- Countywide transportation plans, including the Countywide Congestion Management Program Updates, the Fairfax-San Rafael Transit Corridor Study, the Short-Range Transit Plan, and the Draft TAM Vision Plan
- The General Plans of adjacent cities, including the recently updated Novato General Plan, the 2009 Corte Madera General Plan, the Larkspur General Plan Update (paused), and the 2007 Ross General Plan
- The 2007 Marin Countywide General Plan, as amended through 2017
- Municipal Service Reviews by LAFCo that may be underway or planned
- Plans or environmental documents related to the Bettini Transit Center relocation
- Plans or environmental documents related to the SMART extension to Larkspur
- Plans or environmental documents related to the San Rafael Rock Quarry

- Other environmental review documents in which the City served as Lead Agency completed in the last 10 years
- Regional planning documents such as Plan Bay Area 2040 and the Bay Area Clean Air Plan
- Age-friendly initiatives and best practice policies for age-friendly planning, design, housing, transportation, and services
- City initiatives that are now underway such as the “guidelines for good design” being studied by members of the Planning Commission and Design Review Board, and the “Resilient By Design” Challenge sponsored by the Rockefeller Foundation.

### 6.3 Consider New State Planning Requirements and Guidelines

The California Office of Planning and Research (OPR) published new General Plan Guidelines in 2017. The Guidelines supersede the 2003 General Plan Guidelines and provide direction for cities undertaking General Plan Updates from 2017 forward. The Guidelines respond to new requirements based on recent legislation, as well as recommended analysis, policies and actions using best practices in the field of city planning. Part of the “audit” of the 2020 General Plan will address any gaps between the existing General Plan and recently approved state requirements. Among the key topics to be considered are:

- **SB 743.** This State legislation changes the generally accepted method for measuring the impacts of new development on transportation facilities for CEQA purposes, with the intent of reducing greenhouse gas emissions. It shifts from a standard based on traffic congestion and delay (Level of Service, or LOS) to a new standard based on the number of additional vehicle miles projected to be generated by new development (Vehicle Miles Traveled, or VMT). The new standard is intended to encourage development near transit, as well as land use patterns that are less car-dependent. VMT models must be developed and adopted by January 2020.
- **SB 18 and AB 52.** These bills require consultation with Native American tribes as part of a General Plan Update, and requirements for projects which have the potential to impact Native American resources, such as archaeological sites and human remains.
- **SB 244 and SB 1000.** These two bills are aimed at integrating equity into the General Plan process. SB 244 requires special consideration of any lower income

unincorporated “islands” within the Planning Area. SB 1000 requires an environmental justice element in the General Plan (or environmental justice policies in Plan elements).

- **AB 1358.** This bill requires that “Complete Streets” are addressed in the General Plan, and further, that the Transportation Element considers the needs of all modes of travel and not just automobiles. The City of San Rafael currently complies with this requirement.
- **AB 32 and SB 375.** These bills address greenhouse gas reduction and are largely implemented at the state and regional levels. However, many of the regional initiatives have implications for cities and counties and affect the way local land use and transportation plans are developed. The City of San Rafael’s Climate Change Action Plan addresses many of the AB 32/ SB 375 requirements at the local level.
- **SB 379.** This bill requires that General Plans address climate resiliency (typically in the Safety Element)
- **AB 2140.** This bill requires a link between the Local Hazard Mitigation Plan and the General Plan Safety Element.
- **SB 1241.** This bill requires that certain maps (high/very high fire hazard severity zones) be included in the General Plan, and that the Safety Element is reviewed by CalFire to ensure that policies provide adequate protection from wildfire.
- **AB 1739.** This bill requires that General Plans consider impacts on groundwater and consider plans for groundwater basins.
- **SB 1462 and SB 1468** require cities to address military readiness in their General Plans.

In addition, there are numerous recent legislative requirements aimed at streamlining approvals for housing and accessory dwelling units. Some of these requirements have implications for General Plan policies. For example, SB 35 potentially impedes the City’s ability to require a design review permit or other planning entitlement for housing if the project meets certain objective criteria. The General Plan is one of several tools that can be used to establish those criteria. There are also a number of pending bills before the

California legislature that should be monitored throughout the Plan Update for their potential impacts on long-range planning policies.

The product of this sub-task will be a comprehensive inventory of potential goals, policies and programs to be integrated into the General Plan based on the new requirements. Input from the Steering Committee, stakeholder groups, City commissions, and the general public will be considered when evaluating existing policies and considering new policies.

#### TASK 6 DELIVERABLES

- Policy Audit of General Plan 2020
- Policy Audit of Other Planning Documents
- Matrix listing Policy and Program Implications of State General Plan legislation

#### TIMELINE

July to September 2018

## TASK 7: DEVELOP DRAFT GENERAL PLAN MAPS

This task will begin during Phase Two and likely continue into Phase Three. Development of the Plan Map will be collaborative and iterative, with input from City staff, City officials, the General Plan 2040 Steering Committee, property owners, and the public at large.

### 7.1 Develop Land Use Categories and Definitions

General Plan Land Use categories will be defined, using categories in the existing San Rafael General Plan as the starting point. The existing San Rafael General Plan 2020 has an unusually large number of land use categories—28 are defined in the Land Use Element.<sup>9</sup> The Map is particularly fine-grained in Downtown San Rafael, where it carries over parcel-level designations from the 1990 Downtown Vision. An alternative approach in central business districts is to apply a single category (i.e., “Downtown”) and then rely on a Specific Plan or zoning map to show parcel-level distinctions. This could be considered during the mapping discussion.

There are other categories that could potentially be merged or modified. For example, “mineral resources” could potentially be a subset of the conservation category and some of the mixed use categories could be merged, with zoning (rather than the General Plan) used to express appropriate mixes. In mixed use areas, greater consideration also could be given to form-based categories that focus on building mass (typically dictated by floor area ratio [FAR] and height) rather than specific uses. This is particularly true Downtown, where FAR could be considered in lieu of density as the metric for regulating multi-family and mixed use residential construction. Flexibility should continue to be an important objective in commercial, industrial, and mixed use categories.

In residential areas (and in commercial areas where housing is allowed), this task would examine whether the City should shift from the current “gross density” standard to a “net density” standard. **Gross** density is typically used in cities that are relying on undeveloped or un-subdivided land for most of their growth. It recognizes that land that must be set aside for interior streets, easements, public uses, and open space. **Net** density is the more common standard in cities that are “built out” and relying on infill

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<sup>9</sup> General Plans in California cities typically use 12 to 18 categories, and it is very rare to find more than 25 separate categories on a Land Use Map.



sites to accommodate their future growth. The net density standard excludes streets and easements, and typically aligns with the densities allowed by zoning (which are based on minimum lot sizes or land area per dwelling unit.) The merits of making this switch in San Rafael should be considered. Typically a net density standard is 20 to 30 percent higher than a gross density standard, although the number of units that can be produced on a given site is the same.

Changes in density and intensity ranges also could be considered to reflect market conditions, development and housing trends, and existing land uses and zoning. A particularly helpful analysis will be to map existing densities and compare them with the densities shown on the General Plan Land Use Map. In some cases there may be significant discrepancies. In areas where little change is expected, it is helpful to have the Map reflect existing conditions, both to reduce the number of non-conforming structures and to demonstrate what buildings of different densities actually look like.

At the conclusion of this task, the conforming zoning districts for each General Plan designation should be identified. For General Plan categories with more than one applicable zoning district, the conditions for applying less intense or more intense zoning on parcels should be specified. This could be particularly important in locations such as Downtown, in the event that any of the categories are consolidated. The task of identifying conforming zoning districts should also help determine where zoning districts may need to be amended, where new districts may need to be created, and where existing districts may no longer be needed.

## 7.2 Apply Map Designations to Areas Where No Change is Anticipated

Once the land use categories have been finalized, they should be assigned to the General Plan Land Use Map. It is expected that a majority of parcels will have the same designation in the 2040 Plan as they do in the 2020 Plan. Map changes in single family neighborhoods would generally be limited to correcting mismatches between current designations and existing uses (or densities) and areas with obsolete designations (not reflecting recent development or open space acquisition).

## 7.3 Consider Options for Potential Change Areas

The purpose of this task is to identify land use and transportation options for areas with future development potential (“change areas”). These areas are likely to represent a relatively small percentage of properties in the city. The General Plan Steering Committee, staff in various City departments, property owners, neighborhood groups, and community-based organizations will be heavily involved in this process.

The options for potential change areas may vary both in use and intensity. Some of these areas may be developed sites such as Northgate Mall while others may be undeveloped sites addressed in the prior General Plan (such as Canalways). Others may be comprised of multiple small sites or districts such as Downtown San Rafael. The 2015-2023 Housing Element provides some direction on potential change areas—but its horizon is just eight years, and it focuses only on residential uses. This task presents an opportunity to think more broadly, looking further into the future and considering other land uses. It is also an opportunity to think about how the values expressed during earlier tasks in the planning process should be expressed on the Land Use Map.

The evaluation of change areas covers more than just land use—it also covers building mass, density, and height. Part of this task will be to revisit existing the height maps and floor area ratio (FAR) maps in the General Plan and determine where changes could be considered. Recommendations from previously completed station area plans would be considered as part of this process. Likewise, the use of height bonuses for projects with community benefits (such as affordable housing) will be evaluated.

The discussion of mapping options will ultimately provide the basis for General Plan alternatives, as required by the California Environmental Quality Act. It is anticipated that EIR alternatives will be based on different land use assumptions for change areas and opportunity sites, and on different assumptions regarding building mass and height. To the extent possible, the development of alternatives is intended to be a “bottom up” process, driven by community input and local values. Alternatives should be organic, and not artificially constructed based on prescribed themes (e.g., “high growth/ low growth,” etc.)

This task will require the preparation of large-scale maps and graphics to display opportunity sites and change areas, and the different land use (and density/ intensity/

height) options that might be considered in each case. It will also require the preparation of narrative text, maps, and diagrams to explain what is being shown.

## 7.4 Complete Draft Land Use Map

The purpose of this task is to complete the Draft Land Use Map, building on the work done in Tasks 7.2 and 7.3. Community feedback from Task 7.3 will be considered and “preferred” land use designations for change areas and opportunity sites will be mapped. A summary report will be prepared documenting proposed changes to the General Plan Map. Each proposed map change will be numbered, mapped, and keyed to a legend, indicating the acres impacted, the current General Plan designation, the proposed designation, the net impact on development capacity, and the reason for the change. This Work Program presumes that map work will primarily be completed “in house,” with assistance from the City’s GIS Specialist and the planning intern.

Other maps communicating development standards also would be prepared at this time, including FAR maps, height maps, and maps illustrating bonuses for projects with community benefits. These would essentially be updated versions of existing General Plan exhibits.

## 7.5 Develop Other General Plan Maps

Task 7.5 covers the development of other policy-related maps in the General Plan. While most of the maps in the General Plan show “existing conditions,” the Task 7.5 maps are “future oriented” and will be used to shape decisions about capital improvements, development, and conservation.

Circulation maps will display transportation facilities envisioned for the Year 2040. Typically, these maps indicate road classifications, the proposed bicycle and pedestrian network, and transit services such as the SMART train and bus routes. The Open Space Diagram will indicate existing open space and any planned improvements or extensions of the park and open space system envisioned for the next 20 years, such as new trails or greenways. As needed diagrams also may be prepared to illustrate climate resilience strategies, responses to sea level rise, and hazard mitigation. Urban form and community design diagrams also may be prepared through this process.

## TASK 7 DELIVERABLES

- Recommended Land Use Category Definitions
- Map(s) of Potential Change Areas
- Map(s) of Potential Options for Change Areas, including land use, height, intensity, and community benefit “bonuses”
- Summary Reports on Options and Preferred Designations
- Draft Land Use Map(s), including Height, FAR, and “bonus” maps
- Other General Plan Diagrams, including Circulation and Open Space
- Collateral materials and displays for community workshops

## TIMELINE

October 2018 to April 2019

## PHASE THREE (2019)

### TASK 8: MEASURE GENERAL PLAN IMPACTS

The purpose of this task is to test the impacts of the proposed land use and transportation plan on transportation, air quality, noise, greenhouse gases, and public facilities. This provides much of the foundational content for the General Plan EIR, including the basis for mitigation measures (some of which may be incorporated into the General Plan itself as policies or actions). The analysis will also provide a clearer picture of the implications of the General Plan and allow for refinement of maps and policies as the Public Review Draft is created.

#### 8.1 Calculate 2015-2040 Growth by Zone

The purpose of this task is to quantify the amount, type, and location of growth that may occur under the proposed General Plan. This will provide the basis for Year 2040 analyses of transportation, air quality, greenhouse gas emissions, noise levels, infrastructure, and community service needs (parks, schools, etc.). The analyses in turn help shape General Plan policies and actions to mitigate development impacts, identify capital improvements, plan for public services, and sustain the quality of life.

Task 8.1 will primarily be conducted by the in-house project team, in collaboration with a transportation consultant. The same traffic analysis zones (TAZs) discussed in Tasks [5.3](#) and [5.4](#) will be used as the basis for reporting out the projected number of new jobs, households, and residents in San Rafael by 2040.<sup>10</sup>

As noted in Task 5.3, Excel spreadsheets will be used to indicate population, households, and employment (by sector) in the base year (2015) and horizon year (2040) for each traffic zone. The increment of growth between 2015 and 2040 will be based on several factors, including regional forecasts, proposed General Plan densities and intensities, the location of vacant and underutilized properties, and projects that are proposed, approved or under construction. For non-residential development, assumptions will be made about potential employment densities and the types of uses that may occur on key opportunity sites. Data will be prepared for each TAZ and summarized at the citywide

<sup>10</sup> For discussion purposes, 2040 is assumed to be the “buildout” year of the General Plan. In some cases, additional development capacity may exist beyond 2040. These areas will be noted as appropriate. ABAG population and employment forecasts for 2040 will be used as a benchmark for determining how much of the city’s potential growth will occur by 2040.

and sub-area levels. Existing traffic model forecasts for San Rafael will be used as a benchmark for comparison.

## 8.2 Traffic Modeling and Analysis

Most of the work performed under Task 8.2 will be assigned to a transportation consultant, working under the direction of the General Plan team and key Public Works staff. The specific methodology to be followed for traffic modeling will be determined through Task [5.4.3](#), as outlined earlier in this work program. Staff's role will primarily be to coordinate the process and review model results. The transportation consultant will provide a recommended methodology for traffic modeling, based on their assessment of the available options.

While the City of San Rafael has its own traffic model, it is primarily used to test the impacts of proposed development projects on streets and intersections (and to manage operations and signal phasing) rather than to test citywide and regional growth scenarios over a 25-year period. Modifications may be needed to align the local model with Countywide and regional models, including the new Transportation Authority of Marin Demand Model (TAMDM) and the Metropolitan Transportation Commission (MTC) model, or to adapt the TAM/ MTC models for local use.<sup>11</sup> The TAM and MTC models are based on certain assumptions about regional housing and employment growth, commute patterns, and changes in mode split (e.g., the percentage of travelers driving, using transit, walking and bicycling) in the future. The regional models also consider the impacts of planned transportation improvements, including changes to the regional street and highway network, improvements to "alternative" travel modes, and changes associated with technology.

Another consideration in traffic modeling is how growth-related impacts will be measured. The current model uses Level of Service (LOS), which is based on average speed and delays at signalized intersections during the AM and PM peak hours. SB 743 has eliminated LOS as a basis for determining significant impacts under CEQA. Regional models are shifting toward vehicle miles traveled (VMT)-based metrics, which are intended to promote reductions in greenhouse gas emissions. SB 743 will take effect during 2018, and agencies will have an "opt in period" of approximately two years for implementation. A major part of this task will be finding the right balance between a

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<sup>11</sup> This work program assumes that TAM will be using its new TAMDM model by the time General Plan modeling is conducted (late 2018 or early 2019).

sustainability-based approach and a more traditional congestion-based approach. Given the suburban nature of San Rafael and the built-out character of much of the community, a hybrid approach that uses both VMT and LOS should be considered. It is likely that the General Plan Steering Committee, and possibly the City Council and City Attorney's Office, will be engaged in this discussion.

The initial step in Task 8.2 will be to calibrate the model to account for the factors described above. Additional changes may be needed to reflect General Plan policies, shifts in travel modes related to the General Plan, and proposed changes to the transportation network. The results of the model review, and any proposals for changing it, should be summarized in a memorandum from the transportation consultant for review and approval. Model adjustments would be made after they are discussed and confirmed.

For budgeting purposes, it is assumed that the model would project Year 2040 conditions at the same intersections that are evaluated in [Task 5.4.1](#). One of the major purposes of the traffic model run is to identify the need for future capital projects and other mitigation measures that maintain or improve mobility over the coming decades. Depending on the methodology, a list of capital improvements (turning lanes, signal adjustments, etc.) needed to offset projected impacts would be developed.

The assessment of potential improvements will consider all modes of travel, including transit, pedestrians, and bicyclists, as well as motor vehicles. Model outputs also should be provided in a format that can be used for the air quality and greenhouse gas analysis (see Task 8.3) and the noise analysis (see Task 8.5). The transportation consultant may consider more focused analyses as part of this task, such as LOS for bicycles and pedestrians, bus travel time estimates, collision analysis, person-delay analysis (instead of vehicle delays), and multi-modal levels of service in key areas.

### 8.3 Greenhouse Gas and Air Quality Modeling and Analysis

Modeling of Year 2040 greenhouse gas (GHG) emissions and air quality impacts would be performed by the CEQA consultant as needed. The scope of this task could be reduced as a result of GHG modeling now being done through the Climate Change Action Plan Update.

As noted in Task [5.11](#), the GHG emissions model considers a “business as usual” scenario for 2040 and a second scenario which considers the reductions that would result from Climate Action Plan measures, plus the preferred Land Use and Transportation Plans and preliminary General Plan policies and actions. It is possible that changes to the Land Use and Transportation Plan could cause Year 2040 GHG emissions to increase or decrease due to such factors as changes in density, the jobs-housing balance, accommodation of new travel modes and technology, and proposals above and beyond those in the revised Climate Change Action Plan.

Air quality modeling would occur in a manner consistent with the latest guidelines from the Bay Area Air Quality Management District. The analysis will consider short-term emissions associated with construction (related to development that may be accommodated by the General Plan), including dust and exhaust emissions. It will also consider long-term emissions, which are primarily a function of traffic volumes and congestion levels in San Rafael and the Bay Area air basin. An air quality model will be used to analyze regional criteria air pollutant and precursor emissions from area and mobile sources. The General Plan air quality forecasts will be compared with regional projections and plans prepared by BAAQMD and CARB.

Stationary source emissions also will be addressed, but qualitatively. The analysis also will consider issues such as carbon monoxide concentration (hot spots) and odors. It will also assess health risks and other hazards associated with emissions along high volume roadways, including Highways 101 and 580 and major arterial streets. Projected pollutant levels within buffer zones along these roadways will be considered to determine the need for mitigation measures (or changes to the Land Use Map) that reduce exposure of future residents and workers to high concentrations of air pollution and associated health risks.

## 8.4 Community Services and Utilities Forecasting

Year 2040 population and employment forecasts will be used to develop estimates of future public facility needs. For schools, estimates of future school enrollment will be developed in consultation with the School Districts, using data on student yields from different dwelling unit types and existing enrollment projections. Demographic and housing trends would be considered as part of this process, since most School District projections only extend out a few years. Information from recent Master Facilities Plans and Capital Facilities Programs also will be considered. A similar step will be taken for



libraries, police, and fire facilities, based on accepted service standards and consultation with City departments. For parks, estimates will include acreages per capita forecasts, as well as other metrics used to evaluate the need for particular types of facilities and services.

The analysis also will consider future needs for infrastructure, including water, sewer, and storm drainage facilities. The project team will provide an evaluation of expected future demand for these facilities based on growth forecasts. The emphasis will be on the need for capacity upgrades, major capital projects, and extensions or improvements to unserved or under-served areas. For water facilities, special consideration would be given to the adequacy of existing supplies and the need for additional water sources, treatment facilities, storage facilities, and conveyance facilities.<sup>12</sup>

In general, the infrastructure analyses are presumed to be high-level qualitative forecasts and not detailed analyses based on field work or modeling. Similarly, the General Plan (and EIR) would not include detailed cost estimates for new facilities.

## 8.5 Noise Modeling and Analysis

As noted in [Task 5.15](#), a noise contour diagram will be prepared to document existing (2018) noise conditions in San Rafael. The Government Code also requires general plans to include a contour diagram for the horizon year, which in this case is 2040. The CEQA consultant will develop this diagram, using anticipated Year 2040 vehicular traffic volumes (from the transportation consultant) and the Federal Highway Traffic Noise Prediction Model. Future noise associated with the SMART train and other sources also will be depicted. The projections will also be depicted in tabular form for easy comparison between existing and projected noise levels. Variables such as changes in vehicle technology (e.g., quieter cars), new noise barriers or sound mitigation techniques, and potential new noise sources will be considered.

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<sup>12</sup> The need for a formal Water Supply Assessment from the Marin Municipal Water District (consistent with SB 610) would be determined earlier in the work program, based in the part on the consistency of the Plan's forecasts with those in the June 2016 MMWD Urban Water Management Plan..

## TASK 8 DELIVERABLES

- Spreadsheets indicating projected households, residents, and jobs (by sector) by Traffic Analysis Zone
- Year 2040 Traffic Model Run Outputs (multiple model runs are envisioned)
- Year 2040 Air Quality and GHG Model Run Outputs
- Year 2040 estimates of impacts on schools, parks, services, and utilities
- Year 2040 noise forecasts and noise contour diagram

## TIMELINE

February 2019 to May 2019

## TASK 9: PREPARE DRAFT GENERAL PLAN

Task 9 covers drafting and production of the General Plan document. A high-quality publication will be created, combining narrative text, tables, graphics, maps, photos, and goal/policy/program statements.

### 9.1 Finalize Goals, Policies and Programs

As noted throughout this work program, General Plan 2040's goals, policies, and programs will be developed through an iterative process that builds on the existing Plan (General Plan 2020), recently adopted plans, and community input. New and/or amended goals, policies, and implementation programs will be drafted by the in-house project team for vetting by the Steering Committee, City Boards and Commissions, and stakeholder groups. New implementation programs will be needed for some of the existing General Plan policies, as some of the programs listed in General Plan 2020 have been completed or are no longer relevant. New policies and programs also may be proposed to reflect best practices in long-range planning, public input, and new legal requirements for general plans.

Policies will be organized by General Plan Element and indexed or titled for easy reference. Policies and programs that require discussion will be considered at Steering Committee meetings, and potentially incorporated as discussion questions using on-line engagement, small group forums, or community meetings.

### 9.2 Prepare Administrative Draft General Plan

This task covers drafting of the General Plan itself. Like the existing Plan, the document will include an introduction and vision, topical elements, and technical appendices. The subjects to be covered by each element will be determined during Phase Two (see [Task 3.2](#)). Each element will include narrative text to frame the issues, along with goals, policies, and programs to provide future direction. Features such as text boxes, pull quotes, and infographics will be used to make the document more user-friendly. The text will be written in clear, easy-to-read language, with minimal jargon.

Like the 2020 Plan, the focus of the 2040 Plan will be on policies and programs rather than long summaries of background data. Technical appendices will be used to provide further detail about existing conditions, forecasts, and model results. It is anticipated

that most users of General Plan 2040 will be accessing the document on-line. Accordingly, hyperlinked text will be used to direct the user to appendices, as well as cross-referenced policies and programs.

While the Element titles are still unknown, the Plan will include all of the components listed in 9.2.1-9.2.15 below in some form. Full formatting of the Plan will take place in Task 9.3, after administrative drafts have been reviewed and edited.

**9.2.1 Executive Summary.** An Executive Summary of the General Plan will be prepared, highlighting the Plan’s major themes and the vision for San Rafael in 2040. The Summary will be professionally designed and formatted and suitable for wide distribution. Examples of executive summaries are available at the hyperlinks below:

- [Sacramento County](#)
- [Seattle](#)
- [San Antonio](#)

**9.2.2 Introduction.** The Plan Introduction will indicate the purpose of the General Plan, the state requirements and legal foundation for the Plan, and the Plan’s major themes. It will include an overview of the General Plan update process. This chapter also will explain how the Plan is organized, and how it may be implemented, amended, and used in the future.

**9.2.3 Vision.** Like General Plan 2020, it is expected that General Plan 2040 will include an aspirational statement that describes San Rafael’s vision for the future. The vision is intended as an expression of community values and priorities,

**9.2.4 Land Use.** General Plan 2040 will meet all California Government Code requirements for a Land Use Element. The Element may be a free-standing chapter (as it is in General Plan 2020) or it may be combined with other topics or themes. At minimum, the General Plan will include:

- The Future Land Use Map (see Task 7) showing the extent and distribution of each land use
- Definitions of each land use category, including standards for density and intensity
- Maps and narrative addressing allowable heights
- A discussion of development capacity

- Citywide policies for housing, business, industrial, civic, and open space uses
- Policies (or cross-references to other policies) regarding flood hazards, as required by GC 65302(a)
- Policies coordinating land use and transportation decisions
- Policies on annexation, urban services, and growth management
- Policies on land use compatibility
- Policies on unique land uses requiring specific planning guidance

Currently, General Plan 2020 includes a separate element addressing **Neighborhoods**, which provides land use policies and programs for subareas of the city. Some of the content is derived from prior neighborhood plans (several of which are now more than 30 years old). Policies for Downtown (derived from the 1990 Downtown Vision) also are in the Neighborhoods Element. Regardless of whether this element is retained as an independent chapter, the concept of having place-based policies for subareas of the City is still valid and will be carried forward. The neighborhood-level planning discussions will be updated as needed.

**9.2.5 Circulation.** The General Plan will meet Government Code 65302 (b) requirements for a Circulation Element. The Element will address:

- Travel patterns, trends, and accomplishments since 2004
- The location and extent of major thoroughfares, transit facilities and services, bus terminals, bicycle and pedestrian facilities, and water transportation features
- Complete streets principles, which ensure that the transportation system is designed to balance the needs of all modes of travel and meet the needs of all travelers
- The impacts of changes in transportation technology and travel preferences on mobility and transportation system design (and land use)
- Connectivity, livability, environmental, and health goals relating to transportation
- Transportation funding and revenue
- Alternate approaches to congestion management, including Transportation Demand Management (TDM)
- Traffic safety and traffic calming issues
- Parking management
- Goods movement
- Relationship of San Rafael to countywide and regional transportation plans
- Existing and projected traffic conditions, including planned improvements
- Plans to improve the transit system and improve transit access and reliability

- Plans to improve bicycle and pedestrian facilities
- New metrics for evaluating transportation impacts and conducting transportation planning, including the use of Vehicle Miles Traveled (VMT) in addition to (or instead of) Level of Service (LOS).

**9.2.6 Housing.** The Housing Element addresses housing needs, opportunities, production, and the elimination of constraints in the city. **An update of the 2015-2023 Housing Element is not envisioned as part of General Plan 2040.** However, to the extent needed, amendments to the existing Housing Element may be prepared to ensure internal consistency among General Plan Amendments. A full update of the Housing Element is anticipated for 2022, roughly two years after General Plan 2040 is adopted.

**9.2.7 Conservation.** The General Plan will meet state requirements for a Conservation Element, as defined by Government Code 65302(d). Presently, General Plan 2020 includes a Conservation Element, plus a separate element addressing Air and Water Quality, and a relatively new element addressing Sustainability.

Conservation policies will address:

- Wildlife habitat management and conservation
- Special status species
- Wetlands management
- Creeks, watersheds, and riparian areas
- Groundwater management
- Water supply and availability
- Management of oak woodlands, urban forests, and other plant communities
- Rock, sand, and gravel quarries (mineral resources)
- Soil conservation, erosion control, and urban agriculture
- The San Rafael Canal and near-shore waters, including dredging and dredge spoils

The possibility of merging air and water quality into this Element will be considered. Similarly, some of the Sustainability Element topics (energy conservation, water conservation, green building, green infrastructure, tree planting and urban forestry, etc.) could be merged into this chapter rather than being placed in a separate element.

**9.2.8 Open Space.** The General Plan will meet state requirements for an Open Space Element, as defined by Government Code 65302(e). These requirements recognize four basic types of open space, including natural resource areas (sensitive habitat), recreation areas

(parks), resource production areas (agriculture and rangeland), and hazardous areas (flood plains, fault zones, landslide areas, airport clear zones, etc.).

Presently, General Plan 2020 includes an Open Space Element, plus a separate element addressing Parks and Recreation. The organization of these topics in the new Plan has yet to be determined, but these two topics could potentially be treated in the same chapter.

Open space policies will address:

- Preservation and management of open space areas
- Open space access
- Utilities and telecommunication facilities in open space areas
- Regional and multi-jurisdictional open space networks
- Native American and archaeological resources
- Habitat conservation plans and priority conservation areas
- Open space networks and corridors

If parks are treated in this element, the text also would address:

- An inventory and analysis of existing parks (Task [5.7](#))
- A parks needs assessment, focused on demographics, leisure trends, and user data
- Park service standards (acres per 1,000; proximity to residents)
- An overview of facility conditions, deficiencies, and needs
- Proposed park improvements and new park opportunities
- Park operations and maintenance
- Park programming and funding
- Joint use agreements and ways to augment City recreational services

**9.2.9 Noise Element.** General Plan 2040 will meet state requirements for a Noise Element (Government Code 65302(f)). While General Plan 2020 treats noise as a separate chapter, many cities combine this topic with the Safety Element (see Task 9.2.10) and treat noise as an environmental hazard.

The updated General Plan will assess noise problems in San Rafael, including maps of existing (2018) and projected (2040) noise contours (referenced in earlier tasks). The General Plan will identify the noise levels that are compatible (and incompatible) with different land uses, and include policies to mitigate noise impacts and address existing noise problems.

As in General Plan 2020, noise policies would address noise issues associated with freeways, major surface streets, the SMART train, air traffic, construction, domestic sources, local industrial sources, and other stationary ground sources. The relationship between noise sources and sensitive receptors (homes, hospitals, schools, churches, wildlife corridors, etc.) also will be addressed. The policies will continue to focus on the mitigation of noise impacts through measures such as soundproofing, insulation, landscaping and berms, building design and setbacks, buffer areas and distance standards, operating hours and conditions for major sources, road maintenance, quieter pavement, and other techniques. Issues related to health and equity (including the proximity of lower income communities to high noise areas) will specifically be considered. Exposure to groundborne vibration also will be considered.

**9.2.10 Safety Element.** General Plan 2040 will meet requirements for a Safety Element, as defined by Government Code 65302(g). The scope of this chapter is likely to go beyond the Safety Element in General Plan 2020, both to comply with recent state laws and to incorporate public input. In addition, new State guidelines for general plans indicate that the Safety Element must address global climate change and resilience. These topics are currently covered in San Rafael’s Sustainability Element, although the focus is on greenhouse gas reduction rather than adaptation. In addition, air quality (now addressed in the Air and Water Quality Element) could potentially be addressed in the Safety Element.

At minimum, the Safety Element will include a discussion of existing hazards, including:

- Earthquakes, landslides, erosion, subsidence, and other earth-related hazards
- Flooding, levee failure, tsunamis, seiches, and dam failure
- Wildfire, including fire hazard severity zones as required by SB 1241, and issues relating to peak water supply requirements, minimum road widths and clearances around structures, and evacuation routes
- Hazardous materials, including storage, transport, handling, and remediation of contaminated sites and groundwater plumes
- Resilience and global climate change, including adaptation to sea level rise, extreme heat, and other extreme weather events
- Disaster preparedness, emergency operations, hazard abatement, and post-disaster recovery



Much of the content of this element may be drawn from the recently completed Local Hazard Mitigation Plan, with additional topics covered as required by the Government Code. AB 2140 encourages cities to adopt their LHMPs by reference as part of the General Plan—in effect, the Safety Element serves as a “roll up” of the key policy and program recommendations in that document, augmented with policies on additional topics not covered in the LHMP. At minimum, the LHMP will be cross-referenced as a General Plan appendix.

SB 379 (enacted in 2015) requires the Safety Element to include a climate change vulnerability assessment, measures to address vulnerabilities, and a comprehensive hazard mitigation and emergency response strategy. This requirement was addressed through the recently completed LHMP; findings and recommendations from that document will be carried into the General Plan. New implementation programs will be added to mitigate future hazards and risks, including impacts on infrastructure, transportation, and critical public facilities.

With respect to geologic hazards, the existing General Plan includes geotechnical report requirements in an Appendix. The possibility of incorporating some of this language into the Safety Element itself should be considered. The effectiveness of the existing Plan on mitigating geotechnical hazards will be evaluated and improvements will be made as needed. This includes an update of the existing Plan’s geotechnical review matrix and slope stability maps.

As required by State law, the City will also consult with the State Department of Conservation and Office of Emergency Services to address issues of statewide concern and obtain any state data relevant to hazard assessment in the city.

**9.2.11 Environmental Justice Element.** As noted earlier in this work program, the California Government Code was recently amended to require Environmental Justice Elements in local general plans. This requirement can be met by incorporating environmental justice as a cross-cutting topic addressed in multiple elements rather than creating a stand-alone chapter. Environmental justice has implications for land use, transportation, housing, safety, noise, and natural resources, among other element topics. Policies in the General Plan should address the disproportionate adverse impacts of past land use and transportation decisions on lower income and vulnerable communities.

As noted in Task 5.16, the General Plan will address the following topics with respect to disadvantaged communities in San Rafael:

- reducing exposure to air pollution, water pollution, and toxic materials
- improving access to public facilities
- promoting food access
- encouraging safe and sanitary housing conditions
- promoting physical activity and public health
- promoting engagement in the public decision making process
- prioritizing improvements that address the needs of disadvantaged communities

**9.2.12 Other Plan Elements.** Tasks 9.2.4 through 9.2.11 cover the mandatory elements of the General Plan. The Plan also will carry forward (and update) content that is covered in General Plan 2020's "optional" elements, including Community Design, Economic Vitality, Culture and Arts, Governance, Infrastructure, and Sustainability. The decision to retain these topics as separate chapters (elements) or merge and reorganize them will be made once the process is underway; the topics themselves will be covered in either case.

**Community Design** policies will continue to address city form and image, neighborhood identity, historic preservation, views, and architecture and design quality. The General Plan also will address the public realm, including streetscape improvements, gateways, landscaping, signage, public art, and other issues relating to the design of public space. It is expected that this chapter will be retained as a Plan Element.

**Economic Vitality** policies will continue to promote the economic health of the city, including business attraction, expansion, and retention. The policies will address issues such as tourism, promotion of local retail, public-private partnerships, communication between the City and local businesses, business assistance, and the future of local retail centers and business districts. It will also address marketing and branding, San Rafael's economic development strategies, workforce development initiatives, and other issues relating to economic growth and prosperity. It is expected that this chapter will be retained as a Plan Element.

**Culture and Arts** policies will address San Rafael's role as a regional center for the arts, the role of the arts in creating civic cohesion and identity, and the conditions needed to sustain a thriving arts community. This would include policies on arts facilities and

venues, arts programming, inclusion and diversity, and the production of housing and other facilities that support artists in the city. Policies on historic preservation and the protection of Native American resources will either be included with these policies, or addressed in the Community Design Element. Policies on libraries (currently in this Element) will be carried forward and expanded, but potentially moved to another part of the Plan.

**Governance** policies in the existing General Plan address multiple topics, including civic engagement, educational facilities, child care, senior care, and partnerships. The 2040 Plan will include policies covering these topics. The future of this element will depend on how environmental justice requirements are handled in the revised Plan, as many of the Governance policies focus on equity issues. Policies on “age-friendly” planning also should be added, either here or in other elements of the Plan.

**Infrastructure** policies in the existing General Plan cover public buildings, capital improvements, street maintenance and street trees, water, sewer, drainage, and telecommunication facilities. These policies will be updated and expanded as needed to address issues such as funding constraints, technology, and sea level rise.

**Sustainability** policies provide a crosswalk between the Climate Change Action Plan and the General Plan. Many of the topics covered by this Element are also covered in other elements. The City will need to decide whether to retain Sustainability as a separate chapter or integrate these policies elsewhere. Portions of the Plan (energy and water conservation policies) were reorganized in 2016 to eliminate redundancy between the Conservation and Sustainability Elements. Additional reorganization could be considered for sustainability policies addressing land use, transportation, urban forestry, food production, waste reduction, green building, climate adaptation, and similar topics.

**9.2.13 Implementation.** Although the current General Plan is implementation-oriented, listing responsible parties, timeframes, and resources for each program, it does not have an “Implementation Element” per se. The intent of such a chapter, if included, would be to identify the primary tools for carrying out the Plan (zoning, capital improvement program, etc.). General Plan 2040 could also include an appendix that “rolls up” the action programs in each element and presents them in a matrix indicating priority level, timing, funding requirements, and other variables. This provides a tool for monitoring General Plan implementation in future years, and facilitates preparation of the annual

progress report. The appendix could potentially be adopted by a separate resolution, so it can be updated without a formal General Plan Amendment.

**9.2.14 Technical Appendices.** The General Plan will include one or more appendices providing technical data, background reports, and other information that does not need to be in the body of the Plan itself. The technical appendices will be documents already completed in earlier tasks, so this task primarily is associated with reformatting existing reports for reference in the General Plan.

**9.2.15 Glossary and Index (optional).** As resources allow, a Plan Glossary and Index could be prepared. The index would be prepared after the document has been formatted, as page numbers would change during the formatting process.

## 9.3 Revise Administrative Draft General Plan and Produce Public Review Draft

The Administrative Draft General Plan will be circulated to City staff for review, comment, and edits. Comments on the document will be collected over a period of several weeks, and edits will be made accordingly.

Once revisions to text, maps, and tables are complete, the Administrative Draft will be formatted. Once the document has been formatted, it will be saved as a PDF document, printed in color, and also made available on line as a downloadable Public Review Draft. Most reviewers will access the document on line, but printed copies should be provided for the Library, City Council, Planning Commission, City department heads, Steering Committee members, other public officials, and various members of the public who may need a printed copy. An estimated 100 copies will be printed.

A limited number of oversized copies of the 2040 General Plan Land Use Map will be prepared. These would be foldable poster-size maps depicting General Plan land use designations throughout the planning area. Again, most users are expected to access this map on-line, in portable document file (pdf) format.

## TASK 9 DELIVERABLES

- General Plan style sheet and formatting template(s)
- Administrative Draft General Plan (unformatted)
- Public Review Draft General Plan (formatted)
- General Plan Executive Summary (formatted)
- Oversized Future Land Use Map

## TIMELINE

May to December 2019

## **TASK 10: PREPARE GENERAL PLAN 2040 DRAFT ENVIRONMENTAL IMPACT REPORT (DEIR)**

A Draft Environmental Impact Report (DEIR) will be prepared for the General Plan. The DEIR will be prepared by a CEQA consultant, with guidance and oversight provided by the in-house General Plan project team. As noted in earlier Task descriptions, the CEQA consultant is expected to retain sub-consultants to address topics such as cultural resource impacts, biotic resource impacts, and geologic hazards. A separate consultant (referenced earlier in this work program) will be responsible for the transportation section of the EIR, and for providing the inputs necessary to model air quality, noise, and (potentially) greenhouse gas impacts. Periodic meetings between the CEQA consultant, the transportation consultant, sub-consultants, and the in-house team should be scheduled to maximize efficiency and information exchange.

The DEIR will be consistent with the latest (2017) CEQA guidelines, and will evaluate the potential impacts of General Plan policies and proposed map changes on the natural and built environments in the horizon year of 2040. This is anticipated to be a Program EIR, which evaluates impacts on a broader and more conceptual level than a Project-level EIR. The intent of the Program EIR is not only to evaluate the impacts of the General Plan, but also to streamline the approval of future private and public projects that are consistent with the General Plan. The General Plan EIR should provide CEQA clearance for future projects on topics such as greenhouse gas emissions, leaving future EIRs to focus on more localized impacts such as traffic and noise.

As appropriate, proposed General Plan 2040 policies and programs will be cited as measures to mitigate potential impacts. Where potential significant impacts remain, new policies and programs may be proposed to further mitigate potential impacts or reduce impacts to less than significant levels. These policies may subsequently be incorporated into the General Plan, reducing the number of significant impacts and eliminating the need to call them out as mitigation measures.

The following sub-tasks are included:<sup>13</sup>

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<sup>13</sup> Compliance with SB 18 and AB 52 (Native American Consultation) is covered in Tasks [5.9](#) and [12.1](#).

## 10.1 Notice of Preparation (NOP) and Scoping Session

A Notice of Preparation (NOP) will be prepared in accordance with the *CEQA Guidelines*. Copies of the NOP will be distributed to responsible and trustee agencies and the State Clearinghouse. The City will be responsible for public notification of the NOP and for circulating the NOP to the public and responsible agencies.

The CEQA consultant will organize a project Scoping Session. This is an opportunity to describe the environmental review process and hear from the public on any issues of concern. The consultant will prepare a PowerPoint presentation that reviews the General Plan's objectives, summarizes the CEQA process, identifies key environmental issues, and outlines the expected schedule for the EIR's preparation and the public's involvement. After the meeting, all public comments will be reviewed and a summary of issues and topics raised during the scoping session will be compiled. The scoping session will likely be conducted as a Planning Commission agenda item, with members of the Steering Committee invited to attend.

## 10.2 Confirm Thresholds of Significance

A draft set of significance criteria will be prepared for each topical issue covered by the DEIR. Early agreement on these criteria will help focus the analyses provided in the EIR. A number of sources will be used, including the CEQA Guidelines, federal and state regulatory agency standards, and input from City staff and the community at large. Transportation thresholds will depend on the outcome of earlier tasks regarding the use of Vehicle Miles Traveled (VMT) versus Level of Service (LOS) (see Tasks [5.4](#) and [8.2](#)). For GHG emissions, new thresholds were defined by BAAQMD in May 2017.

## 10.3 Prepare EIR Introduction and Project Description

The introduction to the EIR will describe its purpose and intended use, tiering and streamlining opportunities, the environmental review process, the organization of the EIR, its relationship to other plans and regulations, subsequent actions required to implement the General Plan, an explanation of mitigation measures, and a description of agencies that may use the EIR and how they may use it.

The Project Description will describe San Rafael's location and regional context, the purpose of the General Plan, the project objectives, and the General Plan Update

process. It would provide a summary of General Plan 2040's major components and recommendations, and highlight the major changes between General Plan 2040 and its predecessor, General Plan 2020. These changes will likely include General Plan Map revisions, policy revisions, new content (new elements, etc.) and deleted content. Changes to General Plan land use category definitions also would be noted.

Wherever possible, changes will be quantified. For example, the project description would note the decrease or increase in acres in each land use category and the net change in development potential under the new Plan vs the existing Plan. Year 2040 forecasts of population, households, and employment will be included. Maps showing areas changing from one land use category to another will be included. The Project Description also will include the General Plan Map, maps indicating the location of the Planning Area (and city limits), and other maps which provide context for the EIR.

The Project Description also will discuss the intended uses of the EIR, and the permits and approvals required to adopt and implement the General Plan.

## 10.4 Draft Setting, Impacts, and Mitigation Measures for Each CEQA Topic

The "Setting" section of the EIR will be completed during Task 5. This information will be brought forward and formatted for each CEQA-related topic, followed by a discussion of impacts and mitigation measures for each subject. As appropriate, the results of quantitative analyses conducted in Task 8 and other earlier tasks will be incorporated.

Most of the analyses will be qualitative, with a narrative discussion of potential impacts, followed by lists of General Plan policies and programs that address those impacts. This would be followed by a discussion of potential impacts that require further mitigation (beyond the policies and programs), including those with impacts that are significant and unavoidable. The analysis will clearly describe the affected environment and the impacts of projected growth by Year 2040. Construction-related impacts also will be noted where applicable, to address future projects that may be facilitated by the General Plan.

The discussion would address the topics listed below. The text would not necessarily follow the exact headings shown below, and could combine or reorganize these subjects to improve readability and avoid redundancy.



**10.4.1 Aesthetic and Visual Resources.** The DEIR will evaluate whether the General Plan would have a substantial adverse effect on scenic vistas; substantially damage scenic resources such as trees, rock outcroppings, and historic resources within a state scenic highway; be consistent with regulations governing visual character area; or create a new source of substantial light/glare that would adversely affect day or nighttime views. As noted above, the analysis will be at a program level of detail, and will not include evaluation of specific properties, visual simulations, or quantitative light level analysis.

**10.4.2 Agriculture.** Potential impacts to local agricultural resources, including urban agriculture, will be analyzed and related mitigation measures will be identified. As appropriate, the EIR will include information on direct conversion of Important Farmland, conflicts with agricultural zoning and Williamson Act contracts, and potential indirect impacts on ongoing agricultural operations.

**10.4.3 Air Quality.** As noted in Task 8.3, an air quality analysis consistent with BAAQMD requirements will be prepared as part of the evaluation of the preferred land use and transportation plan. The results of the analysis, which will be an appendix to the EIR, will be shaped by forecasts of future traffic conditions, as well as assumptions regarding changes in motor vehicle technology. Consistency with regional forecasts will be considered in determining the significance of air quality impacts. Short-term (construction) emissions, including dust and exhaust, will also be considered. Operational impacts related to toxic air contaminants, carbon monoxide, and health risks to sensitive uses will be considered and appropriate mitigation measures will be listed as needed. Odor impacts also will be considered.

**10.4.4 Biological Resources.** The potential impacts of General Plan 2040 on biological resources will be evaluated. Mitigation measures will be identified to avoid impacts or reduce impacts to less than significant levels. Impacts to state or federally protected wetlands and other sensitive natural communities will be identified. Impacts to special status species will be assessed. Mitigating policies and programs from the General Plan will be identified and any additional measures to reduce potentially significant impacts will be cited.

**10.4.5 Cultural Resources.** A program-level assessment of impacts on cultural resources will be conducted, building on the existing conditions data in Task 5 and the proposed policies and map changes proposed by General Plan 2040. This assessment will focus

on potential historic sites and structures. As noted earlier, it does not include an exhaustive inventory of all potential historic resources in the city (although a more comprehensive inventory could occur if the City receives a Downton Precise Plan grant). The City's PastFinder software will be used to assess archaeological resources. Paleontological resources will be considered with geology and soils, and tribal resources will be assessed through a separate task ([10.4.18](#)) listed below consistent with AB 52 and the CEQA Guidelines. Mitigation measures will be recommended for potentially significant impacts.

**10.4.6 Energy.** The potential effects of the General Plan on energy resources and energy demand will be discussed. Impacts may relate to total energy requirements to serve the population in 2040, including energy associated with transportation, buildings (electricity and natural gas), and other activities that affect demand. Impacts to energy supplies, including renewable and non-renewable sources, will be addressed. Measures to mitigate wasteful, inefficient, and unnecessary consumption of energy will be noted. Opportunities for energy conservation, reduction of peak energy demand, and the use of alternative fuels will be discussed.

**10.4.7 Geology and Soils.** Impacts relating to geology and soils include slope stability, ground shaking, erosion, expansive soils, fault rupture, and differential settlement. The CEQA consultant should evaluate General Plan 2040 for compliance with local ordinances and requirements and standard geotechnical principles. Proposed changes to the General Plan related to geotechnical report requirements and standards will be specifically evaluated. The evaluation also will consider impacts on paleontological resources. As appropriate, mitigation measures will be identified to reduce potential significant impacts.

**10.4.8 Greenhouse Gas (GHG) Emissions.** The impact of General Plan 2040 on greenhouse gas emissions will be addressed in a manner that complies with the most recent guidelines from the BAAQMD and CAPCOA. As noted under [Task 8.3](#), GHG modeling will be conducted to the extent necessary to test the impacts of the proposed General Plan on global climate change.<sup>14</sup> This would include impacts related to development, transportation, utilities, solid waste disposal, energy consumption, and other activities. Construction impacts, including exhaust emissions, also will be analyzed.

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<sup>14</sup> GHG modeling may not be required if the changes proposed through General Plan 2040 do not change the findings of the modeling done through the CCAP Update process.

BAAQMD thresholds of significance for General Plans will be used to determine whether impacts are significant and if additional mitigation is required. Consistency with the State Scoping Plan and various regional plans addressing GHG reduction will be documented. If needed, mitigation measures could address energy conservation, water conservation, renewable energy, and transportation changes aimed at reducing future year emissions. If it is demonstrated that the Plan includes goals, policies, standards, and implementation measures that meet or exceed state GHG reduction mandates, subsequent projects consistent with the General Plan could be relieved of performing GHG analysis as part of their CEQA compliance.

**10.4.9 Hazards and Hazardous Materials.** Potential impacts of General Plan 2040 on hazards and hazardous materials will be evaluated. This will include “Setting” information collected earlier in the process, followed by a discussion of potential impacts relating to the proposed land use and transportation pattern. Impacts could relate to the development or redevelopment of sites where hazardous materials or contaminated groundwater may be present, the introduction of new uses where hazardous materials may be handled, stored, transported, or disposed, and potential impacts on nearby sensitive receptors such as schools. Impacts associated with demolition or rehabilitation of structures (asbestos, lead-based paint, etc.) also will be addressed.

Other hazards also will be evaluated in this section. This would include hazards associated with airports and aviation. It would also include wildfire hazards and impacts of growth on fire hazard levels, particularly in very high fire hazard severity areas.

Mitigation measures will be identified as needed. Typical requirements could include site specific hazardous materials investigations at future development sites, safety and risk management plans for employers, implementation of best management practices for hazardous materials storage and handling, fire prevention measures, etc. Many of these measures will already appear as policies or programs in the General Plan, reducing the need for additional mitigation.

**10.4.10 Hydrology and Water Quality.** Potential impacts related to flooding, hydrology, groundwater, and water quality will be evaluated. This includes risks associated with development in flood-prone areas, and the degree to which development facilitated by the General Plan may exacerbate downstream flood hazards and drainage issues. It also includes increased risks due to coastal flood hazards, including risks from sea level rise.

Impacts associated with waste discharge to surface waters, including local creeks, the San Rafael Canal, and San Francisco Bay, will be addressed—including impacts associated with future construction and grading activities. The potential for future land uses to decrease groundwater supplies or contaminate groundwater also will be considered.

In the event the General Plan proposes alteration of existing drainage patterns or changes to the courses of streams or creeks, potential impacts will be addressed. Other water quality issues, including the potential for increases in impervious surfaces and polluted runoff, will be addressed. Discharge of pollutants such as hydrocarbons and heavy metals (from highway runoff) will be considered.

It is assumed that the hydrologic analysis can be completed qualitatively, without conducting field work or developing hydrologic models. Water quality impacts would be evaluated based on existing data, resource agency reports, and other readily available data. It is also expected that the potential for impacts will largely be mitigated through policies and programs in the General Plan itself. This includes compliance with stormwater control regulations, participation in regional water quality control programs, and enforcement of federal and state water quality and flood control regulations. As needed, additional mitigation measures may be identified to incorporate best practices in future development proposals and address issues relating to sea level rise.

**10.4.11 Land Use and Planning.** The potential for the General Plan to physically divide San Rafael, conflict with other plans and regulations, and create land use compatibility issues will be discussed. The analysis will focus on any significant policy and Map changes proposed by the new Plan, and secondary land use impacts associated with increased traffic, noise, and emissions. Policies that mitigate these impacts will be cited as appropriate.

**10.4.12 Mineral Resources.** Potential impacts of the General Plan on known mineral resources will be evaluated. This would include any proposed land use changes (or proposed changes to the transportation network) at or around the San Rafael Rock Quarry and any other identified mineral resources or extraction operations in the city. Impacts associated with loss of availability of locally important mineral recovery sites may be considered a significant impact under CEQA. Mitigation measures will be identified as appropriate.

**10.4.13 Noise and Vibration.** The impacts of the General Plan on noise and vibration will be considered. The noise contour diagram developed in Task 8.5 will be used as the basis for a discussion of noise impacts, and the potential for increased exposure to noise for sensitive receptors. Potential noise impacts are also associated with construction, and with operational impacts from future stationary sources (such as ground floor commercial establishments beneath residential uses). An evaluation of traffic noise impacts will be conducted. The sensitivity of existing and proposed uses with the predicted noise environment will be described. The ability of General Plan policies and actions to mitigate potential impacts will be discussed, and additional mitigation measures will be identified if needed.

For stationary impacts, the analysis will include an evaluation of noise-generating uses (e.g., mechanical equipment, HVAC systems, etc.) and a discussion of how residential areas, schools, and other sensitive receptors may be affected. Mitigating policies and actions in the General Plan will be cited, and any additional measures needed to further reduce impacts will be identified. Impacts associated with aircraft noise are not anticipated, but would be evaluated if appropriate. Impacts associated with vibration (primarily from construction and transportation) will be described as appropriate.

**10.4.14 Population and Housing.** By definition, the General Plan will facilitate planned population, housing, and employment growth. Forecasts of this growth will be included in the Project Description. Thus, this section of the EIR will focus on the consistency of General Plan forecasts with regional projections (e.g., the extent to which General Plan-related growth is “unplanned” at the regional level). It also will address issues associated with potential future imbalances between job growth and housing growth, the effect of commercial growth on the demand for housing, and the potential for housing or business displacement resulting from General Plan land uses and/or policies. The potential for the General Plan to induce growth through utility improvements, transportation improvements, and new public facilities also will be evaluated. Impacts are expected to be mitigated by General Plan policies and action programs.

**10.4.15 Public Services.** Much of the analysis of impacts on public facilities, including schools, fire protection, law enforcement, parks, and other civic facilities, will be completed during [Task 8.4](#). This information will be reiterated, along with any concerns expressed by service providers about project impacts and the need for new capital projects and other mitigation measures. The secondary impacts associated with the construction of

new public facilities, if such facilities are deemed necessary and are accommodated by the General Plan, would also be addressed. Mitigating policies and programs in the General Plan will be cited, and additional mitigation measures will be identified as needed.

**10.4.16 Recreation.** The impacts of the Plan on recreation, including the demand for neighborhood and regional parks and other recreational facilities, will be addressed. The extent to which the Plan generates the need for new recreational facilities—and the potential impacts of these facilities—will be addressed.

**10.4.17 Transportation and Traffic.** The impacts of General Plan 2040 on transportation will be evaluated. Much of the evaluation will be conducted through Task 8, including forecasts of travel conditions in 2040 based on General Plan land uses, expected local and regional growth, and transportation improvements. It is expected that thresholds of significance will be based on Vehicle Miles Traveled (VMT) as required by SB 743. However, the General Plan transportation consultant will be tasked with presenting several options for evaluating transportation impacts that comply with SB 743, recognizing that a “one size fits all” methodology would not be appropriate for San Rafael.

The transportation impact evaluation also will look at compatibility of the General Plan with countywide and regional transportation plans, including long-range Congestion Management Plans prepared by the Transportation Authority of Marin. Consistency with other local transportation-related plans, policies and programs also would be considered. Potential impacts on bicycle and pedestrian circulation, and public transit use and transit facilities such as the SMART train and the Bettini Transit Center, would be considered. The need for road improvements, bicycle and pedestrian improvements, and transit improvements associated with General Plan implementation would be discussed, and the secondary impacts resulting from the development of these facilities would be addressed at a broad level. Potential impacts resulting from new transportation technologies and changes in travel demand patterns would be noted.

Mitigation measures would be identified for impacts that remain potentially significant even after General Plan policies and programs are implemented, keeping in mind the limits imposed by SB 743. Where impacts cannot be fully mitigated, significant unavoidable impacts may be documented.

**10.4.18 Tribal Cultural Resources.** Potential impacts to tribal cultural resources will be documented, including sites, features, sacred places, landscapes, and objects with cultural value to a California Native American tribe. The results of earlier consultation with Native American representatives will be documented, and additional mitigation measures will be identified as needed.

**10.4.19 Utilities and Service Systems.** Potential impacts of the General Plan on water, wastewater, stormwater drainage, electric power, natural gas, and telecommunication facilities will be documented. Impacts would consider both the demand for these facilities, and the secondary impacts (from construction and operation) in the event that new or relocated/ reconstructed facilities are called for or necessitated by the General Plan. The evaluation also would consider the adequacy of projected water supplies to serve the level and type of growth anticipated by the General Plan. The ability of wastewater treatment facilities to handle projected sanitary sewer flows also would be evaluated.

Impacts on solid waste services and facilities would be specifically addressed. This would include the adequacy of landfills and transfer stations to accept or recycle waste, and the Plan's impact on solid waste reduction and diversion targets. The Plan's consistency with state and regional solid waste goals would be documented. As appropriate, mitigation measures will be identified for any potentially significant impacts.

## 10.5 Document Project Alternatives and CEQA-Required Conclusions and Findings

The alternatives to be evaluated in the EIR will be finalized by the project team. In addition to the project, a "No Project" alternative would be developed. Task 7 provides information on the other alternatives. According to the CEQA Guidelines, alternatives can be evaluated in less detail than the project. Consistent with this standard, the analysis in the EIR will be at a qualitative level. The discussion will be sufficiently detailed to evaluate the benefits and drawbacks of each alternative, and to provide defensible conclusions. The consistency of each alternative with the objectives in the Project Description will be a key criterion.

For the cumulative analysis, the EIR will qualitatively evaluate the potential effects of cumulative regional growth for all CEQA topics. Each topic will be evaluated in the broader context of Marin County and the Bay Area. Where no contributions to

cumulative impacts are identified, an explanation will be provided supporting the conclusion. Where potential cumulative effects are identified, feasible options to mitigate the proposed Plan's contribution will be identified. The potential growth-inducing impacts of the Plan, including impacts associated with transportation and infrastructure improvements, also will be evaluated. Appropriate conclusions will be prepared to fulfill CEQA requirements related to unavoidable significant impacts, significant irreversible changes, the relationship between short-term uses and long-term productivity, and effects not found to be significant.

## 10.6 Prepare Summary of Impacts

This task will produce a summary matrix that lists and briefly describes potentially significant environmental impacts for each CEQA topic. Although the table will be prepared after the impact analysis is completed, it will appear at the beginning of the EIR document to inform the reader of likely impacts. The table will be useful in preparing the EIR Mitigation Monitoring and Reporting Program. Specific mitigation measures will be noted in the table as appropriate.

## 10.7 Produce Administrative Draft EIR

An Administrative Draft EIR will be prepared by the CEQA consultant, under the oversight of the in-house project team. Other sections not referenced above, including the List of Persons Contacted, Bibliography, Technical Appendices, and Table of Contents, will be prepared. The complete document will be provided to City staff for review and comment. Staff will circulate the document to appropriate reviewers in City departments and will assemble all comments into a single redlined copy. The document will be returned to the CEQA consultant for revisions.

## 10.8 Revise Admin Draft and Produce Screencheck Draft EIR

The CEQA consultant will revise the Administrative Draft EIR to respond to staff comments and incorporate staff revisions. City staff and the transportation consultant will revise appropriate sections and work with the CEQA consultant to ensure that all comments are satisfactorily addressed. A revised version of the document ("Screencheck Draft") will be provided by the CEQA consultant for City staff review in "redlined" and "clean" formats. Review time for the Screencheck Draft should be no more than two weeks.



## 10.9 Publish Draft EIR (DEIR) and Prepare Notices

The Screencheck Draft will be revised by the CEQA consultant to incorporate final comments from staff. The revised document will be known as the Public Review Draft EIR (or “DEIR”). A limited number of printed copies should be published; most users of this document are expected to access it on-line in .pdf format.

The DEIR will be released for public comment and review. Appropriate notices will be provided, including a Notice of Completion and the submittal of 15 copies (DVDs) to the State Clearinghouse to begin the 45-day public review period. Other responsible agencies will be notified of the availability of the Draft, and an “e-blast” will be sent to the project mailing list to announce the availability of the document for review.

### TASK 10 DELIVERABLES

- Notice of Preparation
- Project “Fact Sheet” and Notes from Scoping Session
- Memorandum on Thresholds of Significance (Draft and Final)
- Draft Project Description
- Administrative Draft Environmental Impact Report
- Screencheck Draft Environmental Impact Report
- Public Review Draft Environmental Impact Report
- Notice of Completion

### TIMELINE

August to December 2019

## TASK 11: COMMUNITY ENGAGEMENT, PHASE THREE (2019)

This task covers community engagement activities during Phase III of the General Plan Update. The strategy laid out in Task 2 will continue to be implemented, with ongoing opportunities for public input, education, and engagement. This task includes the following components:

- **Steering Committee Meetings 11-20.** It is anticipated that the Steering Committee will meet approximately 10 times during 2019. While it is premature to outline the topics to be covered at each meeting, the focus will be on reviewing proposed policies and programs, and resolving Land Use and Transportation Map issues.
- **General Plan Community Meeting #2.** This workshop will take place in January-February 2019. One possibility to be explored is to conduct this meeting as an “extended open house” rather than a traditional “town hall” style meeting or workshop with breakout groups. The extended open house involves creating a staffed General Plan exhibit in which participants can drop in and provide feedback on various topics (either digitally or on paper). If pursued, the open house would feature a series of topical “stations” such as transportation, community design, and sustainability. The exhibit can be mobile (e.g., it would be set up in multiple locations over a two week period) or stationary. The intent is to capture feedback from a broader cross-section of the community than might otherwise attend public meetings, and to make it more accessible and easier for residents to participate.
- **General Plan Community Meeting #3.** A third communitywide meeting will take place in Summer 2019. The purpose of this meeting will be to discuss the proposed land use plan, as well as proposed General Plan policies or policy options. If necessary, this meeting could be conducted as a series of smaller meetings using the same agenda and held in different locations around the city (such as elementary schools or recreation centers).
- **Commission and Council Briefings.** The Planning Commission and City Council will continue to be briefed on the General Plan during 2019. In addition, staff will make periodic presentations to the Design Review Board, Bicycle Pedestrian Advisory Committee, Parks and Recreation Commission, and Citizens Advisory Committee on topics relating to the Plan.
- **Stakeholder Engagement.** The project team will continue to meet with homeowner associations, neighborhood organizations, interest groups, community organizations, business groups, faith-based groups, social service organizations, and other local

stakeholders to solicit input on General Plan related issues. This may include staff attendance at the regularly scheduled meetings of such organizations, and special meetings convened by the City to engage members of specific groups. Continued efforts also will be made to reach under-represented populations and non-English speaking residents. Meetings with other public agencies will likewise continue throughout 2019.

- **Website Content Management.** The project website will be maintained and enhanced throughout 2019, with content regularly updated. Content will include Steering Committee meeting agendas and attachments, news releases, meeting announcements, links to articles of interest or work products (such as the Draft Plan and EIR), and informational items on the General Plan or planning issues.
- **On-Line Engagement.** A robust on-line engagement program will continue through 2019, including polling of residents and businesses on key policy questions, land use issues, interactive mapping (expression of ideas using maps), and ideas for the future of the city. Opportunities for on-line participation in other languages also will be provided.
- **Media Management.** The project team will continue to generate press releases and will use social media to generate interest in the General Plan Update. The possibility of a Plan video (as a student project or volunteer-initiated project) could be considered.
- **Collateral Materials.** On-line and print media will continue to be created during 2019 to communicate Plan policies, spatial data (maps), and information.

## TASK 11 DELIVERABLES

- Monthly Steering Committee Agenda Packets
- Content for General Plan 2040 Community Meetings #2 and # 3, including presentations, handouts, displays, interactive exercises and meeting summaries (“what we learned”)
- Staff reports (where necessary) and meeting summaries for Commission / Council meetings and stakeholder meetings
- Website content, including news stories
- On-line engagement content, including discussion questions, geo-spatial exercises, and summary reports indicating survey findings and recommendations
- General Plan exhibits, displays, and print media
- Press releases and social media content

## TIMELINE

January 2019 to April 2020 (Plan Adoption)

## PHASE FOUR (2020)

The tentative schedule envisions completion of a Public Review Draft by December 2019. The final four to six months of the project would cover Plan adoption, including public hearings and outreach on the Draft Plan and EIR, response to comments on the EIR, and revision of the Draft to create a Final Plan. Depending on time and resources, follow-up tasks (such as zoning changes) or related planning efforts (specific plans, etc.) may also occur during Phase Four, extending beyond the General Plan adoption period.

### TASK 12: PLAN ADOPTION

This task covers all work conducted between the date the Plan and EIR are released and the date when they are adopted. Sub-tasks include public hearings, other public and stakeholder group meetings, responses to comments on the Draft Plan and Draft EIR, and preparation of addenda to the General Plan and EIR. This will be a collaborative effort between City staff, the consulting project manager, the CEQA consultant, and other technical sub-consultants.

#### 12.1 Tribal Consultation (SB 18 compliance)

The project team will notify interested Native American representatives ([Task 5.9](#)) of the availability of the DEIR and Draft General Plan as required by SB 18. A 45-day comment opportunity will be provided, running concurrently with the general public comment period (Task 12.3).

#### 12.2 Communication and Meetings on the Draft Plan and EIR

The project team will manage communication regarding the Draft Plan and EIR, and respond to public inquiries on both documents. Members of the team will be available to make presentations to various groups and organizations regarding the Plan and the timeline/ process for adoption. Briefings to City Commissions also may occur at this time. Essentially, this task is a continuation of the Community Engagement Program (Tasks 2 and 11), but its focus is on informing the public of how they can comment on Plan proposals and “what happens next” after the Plan is adopted. Comments on the Plan will be recorded and tracked. Interested parties will be strongly encouraged to submit comments in writing.

## 12.3 DEIR Response to Comments

A 45-day review period for public comment on the DEIR is assumed.<sup>15</sup> Comments will be annotated and entered into a spreadsheet as they are received. Comment letters will be scanned and segmented by issue where there are multiple comments (or different points requiring a response) in the same letter. At least one Planning Commission hearing should take place before the conclusion of the 45-day review period so that the public has a chance to comment verbally as well as in writing.

At the end of the comment period, a draft “Response to Comments” document will be prepared. This is envisioned as a collaborative effort, although the CEQA firm would take the lead in responding to comments or delegating responses to appropriate staff or members of the project team. A contingency budget should be included for the CEQA consultant in the event that the number of comments (or the complexity of the comments) substantially exceeds what is anticipated.

The Final EIR (FEIR) should incorporate the Response to Comments document, as well as any addenda or corrections/clarifications to the Draft EIR. In addition, this task includes preparation of a Mitigation Monitoring and Reporting Program, Statement of Overriding Considerations, and the Findings on the EIR as required by CEQA. A “Screencheck Draft” of the FEIR should be provided to the City prior to publication, in the event that edits are required. This task also includes editing of the Screencheck Draft (if needed) to produce the final documents. All FEIR-related documents would be prepared by the CEQA consultant. The CEQA consultant also should prepare the Notice of Determination (NOD) for signature by the City and filing with the County Clerk’s office and State Clearinghouse.

## 12.4 General Plan Addendum #1

Following the end of the 45-day public comment period on the DEIR, City staff will prepare an Addendum to the Draft General Plan. This is a separate document from the Final EIR, and is not statutorily required. However, the Addendum is a useful way to annotate public comments on the Draft Plan and lay out specific edits to the Plan’s text, policies, maps, and graphics that reflect those comments. It is also more efficient than reprinting the entire Plan *before* it is adopted. The Addendum would list line-by-line

<sup>15</sup> The City may choose to extend this to 60 days if the volume of comments is unusually large, or if there are controversial issues that require additional public discussion.

edits to each chapter of the General Plan, noting text to be added, deleted, or modified on each page. The Addendum would be listed as an “Exhibit” in the adopting resolution.

## 12.5 Planning Commission Public Hearings

At least two noticed public hearings of the Planning Commission will be convened to make a recommendation on the General Plan and Final EIR. As noted above, the first hearing should occur before the end of the EIR comment period. The second hearing would consider both the Final EIR and the General Plan and Addendum. A resolution and other appropriate attachments will be included with the staff report. More than two hearings will be held if necessary.

## 12.6 City Council Public Hearings

The General Plan Addendum will be revised as needed to incorporate direction from the Planning Commission. The revised Addendum (“Addendum 2”) will become an attachment to a resolution to be considered by the City Council adopting the General Plan and FEIR. At least two hearings before the City Council will be held. As needed, the Addendum will be revised again after the first hearing (and subsequent hearings) to respond to direction provided by the City Council. More than two hearings will be held if necessary.

## 12.7 Administration of the Adoption Process

This task covers a wide variety of administrative tasks relating to the Plan adoption process, including preparation of staff reports, resolutions, presentations, press releases, and website updates. It also covers management of Plan production and publication.

## TASK 12 DELIVERABLES

- Miscellaneous presentations and meeting summaries
- Staff reports and resolutions (Planning Commission and City Council)
- Draft Response to Comments document
- Screencheck Draft Final EIR, including Responses to Comments, Findings, Mitigation Monitoring Program, Statement of Overriding Considerations
- Final EIR
- Notice of Determination
- General Plan Addendum #1 (precedes Planning Commission recommendation)
- General Plan Addendum #2 (precedes City Council adoption, if required)

## TIMELINE

January 2020 to April 2020



## TASK 13: PRODUCTION OF FINAL PLAN

### 13.1 Produce Final Plan

Task 13.1 is associated with design and publication of the final General Plan. It will occur after the Plan has been formally adopted. Any edits or changes to the Plan made through the adoption process—including those annotated in the General Plan Addenda, and other changes authorized through the public hearings—will be “flowed” into the Public Review Draft document. Graphics, maps, tables, and photos throughout the document will be repositioned and finalized. Document formatting and layout will be adjusted as needed, and subsequently published as the “adopted” General Plan. For budgeting purposes, 50 color copies of a 300-page document are presumed. Digital files corresponding to the Plan, the Land Use Map, the FEIR, and other plan publications will be created in .pdf format, and posted to the City’s website.

#### TASK 13 DELIVERABLES

- Final General Plan (50 copies, plus digital files)
- GIS shape files

#### TIMELINE

May 2020

## ALL PHASES (YEARS ONE, TWO, AND THREE)

### TASK 14: PROJECT MANAGEMENT

Good project management is essential to ensure the effective and efficient use of project resources, coordinate consultant team and staff efforts, and ensure quality assurance and control. Project management tasks include:

- Weekly meetings of the in-house team to discuss work tasks, deadlines, deliverables, staffing issues, policy questions, and upcoming meetings
- Hiring of temporary project staff (advertising, recruiting, interviewing, personnel management)
- Processing of consultant invoices
- General attendance at Staff meetings, Division meetings, etc.
- Tracking of the overall project budget and consultant budgets
- Applying for grants and other funding sources
- Management of mailing lists
- Meeting noticing and advertising
- Arranging for meeting space and refreshments
- Quality Assurance and Quality Control for all work products
- Miscellaneous email communication
- Communication and coordination among project team members

#### TASK 14 DELIVERABLES

- Project Budget Tracking Spreadsheets and Accounting
- Monthly Consultant Invoices

#### TIMELINE

July 2017 – May 2020

## TASK 15: SUPPLEMENTAL PLANS AND INITIATIVES

This task covers additional studies and plans that may be conducted as the General Plan Update takes place and after it is completed. The City will apply for grants throughout the General Plan Update process to provide funding for specific plans, design guidelines, zoning code amendments, community engagement programs, and other initiatives that may be identified through the General Plan process. Supplemental work may provide more detailed direction for specific neighborhoods or sites, focused studies on particular topics, development of supplemental policies and actions for areas of change, changes to zoning regulations and maps, and Municipal Code Amendments on particular subjects.

Future planning studies for Downtown San Rafael may be included in this task. If the City receives a grant to prepare a Precise Plan or Specific Plan for Downtown, including associated CEQA clearance, a separate work scope will be prepared. Tasks in the General Plan 2040 work scope will be adjusted accordingly to achieve economies of scale and avoid redundancies. The Downtown Precise Plan, if prepared, would be internally consistent with the General Plan and interpret its policies at a finer level of detail. Its focus would be regulatory, rather than policy, effectively implementing General Plan 2040 for a specific district of the city.

### TASK 15 DELIVERABLES

- Grant applications, as opportunities arise

### TIMELINE

January 2018 – May 2020

