

MEETING DATE: April 10, 2019

AGENDA ITEM: 5.C

ATTACHMENT: 3

REPORT TO GENERAL PLAN 2040 STEERING COMMITTEE

Subject: Discussion of Parks and Recreation Element Policy Audit

EXECUTIVE SUMMARY

Agenda Item 5.C addresses the 2040 General Plan Parks and Recreation Element. Staff has completed a policy audit of this Element, with recommendations for editing existing policies and programs, and a list of potential topics to be added. The Committee will be invited to weigh in on this topic at the April meeting.

REPORT

Background

Parks and Recreation is not a required element of the General Plan. However, San Rafael has had a dedicated Parks and Recreation component in its Plan since the 1980s. The Element acknowledges the contribution of parks to the City's quality of life, and the essential nature of recreational facilities and services for mental and physical health and well-being.

Whereas the Open Space Element of the General Plan focuses on large passive open spaces managed by the State of California (e.g., China Camp) and the Marin Open Space District, the Parks and Recreation Element focuses on "improved" parks that provide for active recreation, including sports facilities, playgrounds, and community centers. The proposed outline for General Plan 2040 retains a dedicated Parks and Recreation Element.

What's in the Parks and Recreation Element Now?

The General Plan 2020 Parks and Recreation Element can be reviewed here. The Element begins with an inventory of the City's parks, a brief assessment of the city's parks and recreation needs, and a description of planned facilities. The Element establishes a park standard of 3 acres of parks per 1,000 residents, which is used to determine the fees that developers must pay (or the land that must be set aside as parkland) when new residential development takes place.

Most of the Element consists of policies and implementation programs. Policies address citywide and neighborhood recreational needs, and the criteria for evaluating the adequacy of the city's parks. The Element lists ideas for improving individual neighborhood and community parks, as well as areas where new parks are desired. It specifically addresses the desire for additional pools and senior facilities. Policies also address the role of private facilities in supplementing City facilities, and the role of school

sites in supplementing City facilities. The Element also addresses park funding and financing, and recreational programming.

Policy Audit

The remainder of this report presents the Parks and Recreation Element goal, policies, and programs, along with staff recommendations. The matrix includes a column for Committee members to record their thoughts or ideas about the policies, programs, and staff recommendations. Committee members should review the matrix before the April meeting and be prepared to discuss the existing policies and programs. Staff intends to solicit additional feedback through a work session with the Parks and Recreation Commission.

Staff has consulted with the Community Services Department to review the audit and discuss possible next steps. Based on our initial conversations, we anticipate that the content of this Element will be simplified and that refocused on aspirational principles for parks and recreational service delivery, rather than lists of specific capital improvements that are desired for individual parks. The most critical recommendation in the revised Parks and Recreation Element will be to develop a separate Parks Master Plan, as is customary in most California cities. The Parks Master Plan would be prepared after the General Plan is adopted. It would complement the General Plan and reflect its broad policies and growth forecasts. The Parks Master Plan should assess existing assets and community needs, evaluate funding sources and operational practices, and identify specific capital improvements. The Steering Committee will be asked to weigh in on this idea, and how it should inform "next steps," at its meeting.

Reference	Statement	Staff Comments	Comments from Committee Members
Goal PR-1	It is the goal for San Rafael to have recreation facilities and programs, parks and playfields for all age groups throughout the community. San Rafael recognizes the essential nature of Parks and Recreational services to its residents. Numerous parks, public spaces, and playing fields are integral to the life of the City. Recreational facilities and playfields are well maintained and consistently upgraded. Attention to community need generates proposals for new facilities.	Suggested replacement "Sustain a high- quality, well-maintained park system that meets the recreational needs of diverse user groups, provides for a variety of experiences, supports the health and wellness of San Rafael residents, protects the environment and fosters climate resilience, adds beauty to San Rafael neighborhoods, and is integral to life in the city."	
Policy PR-	Standards Maintain, and where possible exceed, a recreation standard of three acres of park and recreation facilities per 1,000 residents.	This standard is low relative to Quimby Act and NRPA standards (which are generally 5 ac/1000). Clarify that it refers to active City-owned parkland and should be supplemented by additional acreage on school sites, etc. It also excludes passive open space and conservation land.	
Program PR-1a	Recreation Standard. Use the recreation standard when evaluating proposals for new parks. Consider the creation of neighborhood parks of less than three acres when it can be demonstrated that such a facility would satisfy an unmet neighborhood need, provide recreational value and be a sufficient size to support desired infrastructure.	This policy reflects a time when the City was still adding new neighborhoods where brand new parks could be included. Looking forward, it is more likely the City will collect in-lieu fees and improve its existing parks—and invest in amenities like shoreline trails, smaller urban parks, and new facilities, Consider rewriting this to shift the focus. May also want to have a policy discussion about pocket parks—they may be impractical to maintain in many settings. Program should reference impact fees.	

eference	Statement	Staff Comments	Comments from Committee Members
Policy PR- 2	Park Development Criteria Use the following criteria as a guide to improving the park system: a. Neighborhood parks should serve populations of at least 3,000 within a radius of one-half mile, and have a minimum size of three acres. b. Community parks should serve a population of 10,000 to 30,000 within a radius of three to five miles, and have a size of 20 acres or more.	There may be additional criteria for improving the park system, such as density, accessibility, availability of transit, car ownership, etc. Needs may be higher in lower income areas, where residents do not have the means to access private recreation (or have yards for outdoor play). The 20-acre standard for a community park is pretty high.	
Program PR-2a	Park Criteria. Use the park development criteria when evaluating proposals for new parks and park improvements.	Suggest replacing this with an action to develop a Park Master Plan that does a more thorough evaluation of unmet needs and potential opportunities to close gaps in the system.	
Policy PR- 3	Neighborhood Recreational Needs Serve all neighborhoods with neighborhood and/or community parks that meet the needs of the community. Priority areas should include Canal, Dominican, and Montecito neighborhoods.	First sentence is fine. Need to revisit the second sentence. Are these still the priority areas? If they are, we should explain why (because they currently do not meet the distance standards?)	
Program PR-3a	Neighborhood Recreational Needs. Develop individual park plans as opportunities become available, determining cost estimates and priorities.	Yes. This could potentially be covered as part of a Park Master Plan.	
Program PR-3b	Parks and Recreation Commission Priorities. On a periodic basis, work with the Parks and Recreation Commission to recommend priorities for park improvements.	Carry forward.	

eference	Statement	Staff Comments	Comments from Committee Members
Policy PR- 4	City Recreational Needs Provide opportunities for recreational activities for boys and girls, teens, and adults through the creation of additional facilities such as fields for active sports, a public pool south of Puerto Suello Hill, and a community Senior Center.	Phrase this slightly differently so the distinction between policies 3 and 4 is clearer. One policy focuses on citywide needs, and neighborhood level gaps in service delivery. May want to consider a separate policy on active sports fields.	
Program PR-4a	All-Weather Fields . Provide cost-effective all-weather fields to optimize year-round use of community sports facilities. As fields are rebuilt, consider the feasibility of using year-round surfaces.	First sentence is fine. Is the second sentence still acceptable? Need to specify non-toxic?	
Policy PR- 5	Review of Needs Conduct a review of San Rafael's recreational, facility and program needs, as part of the five-year update of General Plan 2020, and amend policies as needed.	Consider de-coupling from the General Plan and simply saying that at least once every five years, the City should evaluate recreational needs.	
Program PR-5a	Needs Survey . Prepare an updated citywide recreation needs survey to help provide direction for future park and program development.	Yes—but call it a Needs Assessment (it may include surveys as one component). This should be done as part of a Parks Master Plan, and then done periodically in the future.	
Policy PR- 6	PR-6. Community Center Improvements. Upgrade or expand San Rafael's community centers to meet the passive and active recreational needs of the population. a. Pickleweed Community Center. Renovate and expand the facility according to the Pickleweed Expansion Plan (April, 2002). b. San Rafael Community Center. Complete implementation of the Albert Park Master Plan. c. Terra Linda Community Center. Prepare a site master plan addressing buildings and grounds.	The policy (modernizing the three centers) remains valid. Suggest keeping it general and following the policy with a more detailed list of priorities.	
Program PR-6a	Community Center Improvements. Prepare plans, seek funding and improve community center facilities	This is pretty vague as stated. Consider dropping this and addressing this in what is now	

Reference	Statement	Staff Comments	Comments from Committee Members
Policy PR-	Community Park Improvements Upgrade San Rafael's community parks to meet the recreational needs of the served population. a. Albert Park. Complete implementation of the park master plan with the addition of group picnic facilities, basketball court, water play feature and the Downtown Promenade (from Mahon Creek at Albert Park Lane to Andersen Drive with views of Mission San Rafael Archangel). b. Bernard Hoffman. Complete field improvements and restroom installation. c. Boyd Park. Implement the Boyd Park Master Plan (including History Museum). Explore uses for vacant parcel on Robert Dollar Drive adjacent to the Park. d. Gerstle Park. Prepare a master plan that addresses renovation and development needs. e. Pickleweed Park. Complete construction of the Jean and John Starkweather Shoreline Park around Pickleweed Park. f. Shoreline Park. Complete implementation of the Jean and John Starkweather Shoreline Park Master Plan, continuing to oversee the development of the park consistent with the San Rafael Shoreline Park Master Plan and the Shoreline Enhancement Plan.	his list is 15 yrs old. Should update based on input from City staff, Parks and Rec Commission, and public. Also, the park classification system is not defined in the General Plan. Are Gerstle Park and Shoreline Park really "community" parks? Should Terra Linda Park be added to this list?	
Program PR-7a	Community Park Improvements . Prepare plans, seek funding and improve community park facilities.	This is pretty genericconsider more proactive implementation measures. New funding sources?	

Staff Comments Reference Statement **Comments from Committee Members Neighborhood Park Improvements.** Same comment as above. The list of Policy PRimprovements needs to be updated Upgrade San Rafael's neighborhood parks to meet the based on feedback from staff, the recreational needs of the served population. Commission, and other park a. Beach Park. Prepare a master plan prior to stakeholders. In addition, the Plan expiration of the lease of adjacent City property to should define neighborhood parks and the San Rafael Yacht Harbor. Consider possible ensure that the list of parks shown here expansion and improvements which would support is complete. the proposed Canal Waterway Vision. b. Bret Harte Park. Complete implementation of the Also, this policy indicates that Bayside Bret Harte Park Master Plan. Evaluate ways to Mini Park, Beach Park, Hartzell Park, improve access from the park into hillside open Oleander Park, Terra Linda Park, and space land to the south to provide picnic and Victor Jones Park require no improvements. This should be updated. hiking opportunities. Terra Linda needs a modernized c. Freitas Park. Complete implementation of the recreation center. Freitas Park Master Plan. Consider the sale of the northern parcel to provide funding for Freitas Park Another option would be to eliminate the improvements. list of park-specific recommendations d. Munson Park. Improve the park consistent with from PR-7 and PR-8 and keep these the recommendations of the North San Rafael policies more general. Park needs could Vision Promenade Conceptual Plan. be expressed in a table (in this Element) e. Peacock Gap Park. Update the Peacock Gap Park that is adopted by reference through a Master Plan as needed to improve trails and access single policy (e.g., Use Table PR-1 as a guide for programming future park to open space. improvements and prioritizing future park f. Ranchitos Park. Build the park as part of approved plans.) subdivision improvements. g. Riviera Park. Improve playground equipment. h. Russom Park. Prepare a park master plan. i. Santa Margarita Park. Complete implementation of the Santa Margarita Park Master Plan. **Schoen Park.** Prepare a park master plan to finalize Shoreline Park link, and to provide appropriate recreation amenities. k. Sun Valley Park. Complete planned park improvements.

Reference	Statement	Staff Comments	Comments from Committee Members
	The following parks require no further park improvements at this time. During the five-year General Plan review, they will be assessed to determine if the situation has changed: Bayside Mini Park, Beach Park, Hartzell Park, Oleander Park, Terra Linda Park, Victor Jones Park		
Program PR-8	Neighborhood Park Improvements. Prepare plans, seek funding and improve neighborhood park facilities. Encourage partnerships with neighborhood organizations and residents in projects to improve existing parks.	The first sentence is essentially a repeat of PR-7, but for neighborhood parks instead of community parks. The second sentence should be pulled out as a separate policy (on partnerships, stewardship, etc.)	
Policy PR-9	New Parks Provide additional park sites as identified below. Park sites should be in the service area and designed to meet the needs of the targeted population, giving priority to underserved neighborhoods. If sites are unavailable, consider alternative park sites that are within the vicinity of the service area. Encourage the development of new parks as follows: a. Bellam/Windward Way site. Prepare a park master plan that responds to the traffic and environmental constraints of the property. Explore passive and active recreational opportunities. Consider development on a portion of the site for private or public non-recreational use if it would benefit the neighborhood and provide funding for park improvements. b. Montecito/Happy Valley. Pursue opportunities to provide a neighborhood park. Encourage San Rafael High School or School District corporation yard to provide a neighborhood park with play facilities for toddlers and young children. Work with San Rafael City Schools to identify a potential park site.	Update this list as needed based on current conditions. (a) Confirm that Bellam/Windward is still viable (is this the Canal community garden? Is the site larger?) (b) Montecito/Happy Valley on school property? Is this still viable—or should the focus be on joint use agreements for existing school facilities? (c) Joint use w Dominican still viable? (d) Lincoln? (e) Suggest rewording this to remove reference to low density character and emphasize the distance residents have to travel to neighborhood parks.	

Reference	Statement	Staff Comments	Comments from Committee Members
Policy PR- 9 (cont.)	 c. Dominican. Pursue opportunities to provide a neighborhood park and/or recreation facilities in Dominican/Black Canyon. For example, encourage Dominican University to provide a neighborhood park and/or access to recreational facilities. Work with Dominican University in conjunction with the future Master Plan to identify potential park and/or recreational facilities. d. Lincoln/San Rafael Hill. Pursue opportunities to provide a neighborhood park in the Lincoln/San Rafael Hill neighborhood. e. Unincorporated Areas. Encourage the County to provide on-site recreation facilities in new subdivisions due to their low-density character (i.e., lack of population to support additional public neighborhood park facilities) and the distance to existing neighborhood park and school facilities. 		
Program PR-9a	New Parks . Prepare plans, seek funding and create new neighborhood park facilities.	Should also reference parkland dedication and in-lieu fee requirements.	
Policy PR- 10	Onsite Recreation Facilities Require onsite recreation facilities in new multifamily residential projects and encourage construction of onsite recreation facilities in existing multifamily residential projects, where appropriate.	Carry forward. Policy remains valid.	
Program PR-10a	Onsite Recreation Facilities. Continue to implement zoning regulations to require appropriate recreational facilities.	Carry forward.	
Policy PR- 11	Public Pools Address the need for more public pools south of Puerto Suello Hill in San Rafael.	Confirm need and carry forward. Perhaps reframe to be more geographically specific?	
Program PR-11a	Public Pool. Explore opportunities to construct a year-round pool in central San Rafael.	Update based on current status	

Reference	Statement	Staff Comments	Comments from Committee Members
Policy PR- 12	Senior Recreational Facilities Provide dedicated facilities for senior recreational activities.	Carry forward, and perhaps expand	
Program PR-12a	Senior Facilities . Identify a site(s) and seek funding for senior recreational facilities.	Does the proposed Whistlestop facility meet this program?	
Policy PR- 13	 Commercial Recreation Encourage private sector development of commercial recreational facilities to serve community needs by: a. Permitting compatible commercial concessions at community and regional parks to provide sources of funding for public parks. b. Encouraging major employers to provide for the recreational needs of their employees on site or in conjunction with City recreation facilities or programs. c. Encouraging commercial recreational facilities open to the general public. 	Carry forward, this policy remains relevant. Confirm that the concessions aspect is still working.	
Program PR-13a	Commercial Recreation . Consider amending the zoning ordinance to allow a floor area ratio exemption for on-site recreational facilities open to the public.	Remains relevant. Carry forward. Clarify that these would be indoor facilities if we are talking about an FAR exemption.	
Policy PR- 14	Amateur Multi-sport Athletic Fields Strive for the development of publicly or privately funded, large multi-sport athletic field clusters to address the needs of the community.	Carry forward—this remains an unmet need. Clarify that the privately funded facilities would be available to the public.	
Program PR-14a	Athletic Fields. Explore opportunities to construct multi-sport athletic fields in San Rafael.	Carry forwardpotentially refer to Park Master Plan as the vehicle for exploring potential sites, funding sources, issues, etc.	

teference	Statement	Staff Comments	Comments from Committee Members
Policy PR- 15	Downtown Recreation Encourage the creation of recreational facilities and gathering places open to the public, such as plazas, green spaces, and unexpected places such as the alley improvements behind Art Works Downtown.	Good! Carry forward and add implementing actions from the Downtown Precise Plan. Potentially amend policy to note the importance of Downtown public space for civic life, public events, gatherings, public art, etc.	
Policy PR- 16	Community Gardens. Continue to support and maintain community gardens and look for ways to sustain the gardens.	Carry forward. Potentially add implementing program in collaboration with Marin Food Policy Council and/or other stakeholder groups.	
Policy PR- 17	Park Design. Design recreation facilities to be safe, attractive and easy-to-maintain in order to minimize conflicts with surrounding neighborhoods and to protect sensitive natural resource areas.	Carry forward. Also note the importance of designing facilities to be compatible with their setting and surroundings, considering impacts such as parking and noise.	
Program PR-17a	Park Plan Review. Work with qualified landscape architects, the Design Review Board, the Parks and Recreation Commission, and the Planning Commission when preparing and reviewing park master plans and designing park improvements. Review park plans and projects similar to the level of design review required of privately developed recreational facilities.	Add City Council? Who approves Park Master Plans?	
Policy PR- 18	Community Involvement in Park Planning Encourage and facilitate the participation of residents, sports groups and civic organizations in park planning and design.	Carry forward.	
Program PR-18a	Community Involvement . Work with park neighbors, user groups, civic organizations and neighborhood associations when preparing park master plans and designing park improvements.	This pretty much repeats the policy. Is there a more proactive program that can be considered?	

Reference	Statement	Staff Comments	Comments from Committee Members
Policy PR- 19	Park Maintenance Maintain public recreation facilities and parks.	Good, but should raise the bar a little "Provide a high level of maintenance that allows San Rafael's parks to fully meet recreational needs, be a source of civic pride, and serve as valued community assets." Are there implementing programs to be added?	
Policy PR- 20	School Site Recreation Facilities Attempt to secure the continued public use of recreational facilities at schools that are closed, or that could be closed during the time of the plan. Refer to Appendix D for recreation facilities on school sites and acreage to retain.	Carry forward. A similar policy is in the Land Use Element.	
Program PR-20a	Preservation of School Recreation Facilities. Allow clustering of development in order to preserve recreation facilities at surplused school sites.	Repeats a Land Use program. Cross- reference instead.	
Program PR-20b	School Site Recreational Facilities. When a school site is proposed to be sold, designate a School Liaison Committee composed of two City Council and two School Board members to identify ways to acquire recreation facilities on the school site, after consultations with affected community and neighborhood residents, appropriate staff and advisory committees.	Retain—but, update as needed following feedback from School Districts on potential sites where this would apply.	
Policy PR- 21	City-School Cooperation Memorialize cooperation efforts between the City and school districts for the joint development, maintenance, and use of school facilities for educational programs, park development, and recreational use.	Carry forward, but more explicitly refer to Memoranda of Understanding or other Joint Use Agreements with San Rafael City Schools and Dixie	

Reference	Statement	Staff Comments	Comments from Committee Members
Policy PR- 22	Relationship to Other Public Agencies Cooperate with Marin County and the State to coordinate the use and management of facilities and programs on City, County and State park lands.	Carry forward.	
Program PR-22a	Cooperative Ventures. Maximize opportunities to expand recreational facilities and increase recreational programming through cooperative ventures with the State and County.	Potentially merge this in with the policy, and add a new program that calls for an annual meeting (or something roughly equivalent) with the State, the County Open Space District, the Schools, etc.	
Policy PR- 23	Funding Establish and maintain a public and private funding program for park and recreation facilities development and maintenance.	Would the private funding program be a "Friends" organization or an equivalent nonprofit dedicated to raising private donations to supplement City funds?	
Program PR-23a	Funding. Seek new and ongoing sources of funds for park development and maintenance. Pursue private donation and dedications, Federal, State and other grant sources, use of assessment districts, public/private joint ventures and all other available means to implement park and recreation policies. Sources of funding include user fees, the Capital Improvements program, Friends of San Rafael for specific parks, private foundations, and the Parkland Dedication Ordinance. Encourage the dedication of land for parks, as well as monetary contributions and gifts-in-kind for facilities and programs. Consider naming park facilities in exchange for significant donations to an ongoing maintenance fund.	Carry forward—but verify penultimate sentence. Does the City still want to receive dedication of private land for parks—or should this land meet certain criteria first? What about naming rights and sponsorship programs?	
Policy PR- 24	Contributions by Rental Residential Development Explore the feasibility of requiring contributions from rental residential development towards park improvements.	Delete policy, as it is effectively repeated in the program below.	

Reference	Statement	Staff Comments	Comments from Committee Members
Program PR-24a	Rental Residential Contributions . Evaluate the feasibility of adopting an ordinance to require developers of apartments to contribute to park improvements.	Carry forward but change "apartments" to "rental housing." Potentially exempt affordable housing units or require a reduced fee for affordable units. Move beneath Policy PR-25.	
Policy PR- 25	Contributions by Ownership Residential Development Require developers of new residential housing to provide for the recreational needs of future residents of that development in accordance with Recreation Element standards and Quimby Act Subdivision Parkland Dedication Requirements. Needs would be satisfied by the dedication of land and development of recreation facilities to serve the new residents. Inlieu fees will be required if a finding is made that dedication and development of parkland is not a feasible or appropriate option.	Carry forward.	
Program PR-25a	Parkland Dedication Ordinance. Maintain and update as necessary the Parkland Dedication Ordinance	Carry forward, and explicitly reference periodically updating the fees to reflect increases in land and capital costs.	
Policy PR- 26	Sale, Lease or Contractual Agreements Provide that funds from the sale of City parks or open space shall be used for park or open space acquisition or improvements. Provide that funds from the lease of, or through contractual agreements involving, City parks or open space shall be used for capital improvements, or operation and maintenance costs.	Suggest rewording this, as it implies that the City may sell off its parks and open spaces. Simplify second sentence to state that revenue generated from park leases, facility rentals, and concessions should be used to support park operations.	

Reference	Statement	Staff Comments	Comments from Committee Members
Program PR-26a	Use of Funds from Sale of City Parks or Open Space. With the sale of parks or open space, ensure that the funds are used appropriately for park or open space acquisition or improvements, or that lease revenue is used for improvements, operations or maintenance.	Suggest revising to de-emphasize the "sale" of City parks. Perhaps the City could adopt a "no net loss" policy that if it gives up any parkland, that parkland must be replaced in kind with parkland of equal or greater value serving the same community.	
Policy PR- 27	Recreational Programs for Changing Community Needs Continually adapt recreational programs to meet changing community needs and interests.	Still valid. Carry forward. Also add a program below to use technology to encourage more efficient delivery of services, track program participation, use patterns at City parks, etc.	
Program PR-27a	Recreational Programs . As part of seasonal program planning, monitor, evaluate and develop appropriate recreational programs for the community.	Carry forward.	
Policy PR- 28	PR-28. Summer Recreation Programs Provide summer recreation programs at locations convenient to each neighborhood.	Restate—the policy is to increase programming during the summer months when kids are not in school.	
Program PR-28a	Summer Programs . Offer summer youth recreational programs at the Community Centers and other appropriate venues.	Could potentially merge 28 and 28a into a program that goes under PR-27	

Potential topics to add:

Role of parks as green infrastructure (stormwater), and part of the City's climate resilience strategy (and the need to address flooding in low-lying parks)

Role of parks in public health and wellness

Action program to develop a naming rights policy?

Action program to do a Park Needs Assessment (as part of a Master Plan)

Policies on trails and pathways (and an action to do a Trails Master Plan)—Bay Trail, spur trails from Bay Trail to Ridge Trail, water trails, etc.

Additional policies on shoreline parks and access—waterfront recreation, creeks

Role of County facilities—McInnis Park, etc. and the way they supplement City facilities

Note potential for rooftop gardens and rooftop open space in new development, especially Downtown

Reference Statement Staff Comments Comments from Committee Members

Role of Non-traditional parks, such as linear parks, pedestrian paths, pocket parks, adopt a spot, etc.

Wayfinding signage, standardization of park signage and graphics

New facilities? Bathrooms? Dog parks?

Designing and planning parks to preserve/restore their environmental value

Public participation in park planning

Modernization/ replacement of aging facilities