

REPORT TO GENERAL PLAN 2040 STEERING COMMITTEE

Subject: Mobility Element Policies

EXECUTIVE SUMMARY

State law requires every general plan to include a “circulation” element covering the movement of people and goods in the community. The element addresses how people get around the city, and how mobility needs will change in the future. Consistent with best practices, this chapter of the general plan has been retitled the “Mobility” Element. The content of the Element is largely defined by state law, including recent actions by the California legislature which emphasize the importance of planning for all modes of travel and the needs of all residents.

REPORT

Background

According to the California Government Code, the circulation element must address “the location and extent of existing and proposed major thoroughfares, transportation routes, terminals, military airports, ports and utilities, all correlated with the Land Use Element of the General Plan.”

In 2011, the State approved legislation requiring that any future revision of the circulation element must “plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways for safe and convenient travel in a manner that is suitable to the rural, suburban, or urban context of the general plan.” (Government Code 65302(b)(2)). The legislation also established that the element must specifically address the needs of “bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, and seniors.”

The 2017 California General Plan Guidelines reflect the direction provided by the legislature. The State requires a shift in focus in local circulation elements from “road planning” to planning that balances the needs of motorists with the needs of bicycles, pedestrians, and transit users. State guidelines also emphasize the needs of seniors, children, and lower income populations who may not own cars, or may face long, expensive commutes. Additionally, recent legislation requires that cities may no longer use conventional measures of traffic congestion (generally referred to as “Level of Service” or LOS) in the environmental review of new development projects. Development must now be evaluated based on how much driving the project will induce (see Agenda Item 5B).

San Rafael already has a balanced and forward-thinking Circulation Element in its General Plan. The 2020 Plan anticipated many of the legislative changes described above and currently addresses the needs of all modes of travel. However, the Element does not reflect some of the recent City plans and studies affecting the transportation system, including the:

- 2019 Climate Change Action Plan
- 2018 Bicycle and Pedestrian Master Plan
- 2018 Downtown Parking and Wayfinding Study
- 2012 Station Area Plans for Downtown and Civic Center

Recent planning and policy direction also has been provided by the Transportation Authority of Marin (TAM), Marin County, Marin Transit, SMART, and the Golden Gate Bridge, Highway, and Transportation District.

The Steering Committee discussed an “audit” of the existing San Rafael Circulation Element at its meeting in June 2019. A number of Committee members submitted written comments on this element. The Committee has also weighed in on transportation and traffic issues at many of its other meetings. The attached draft reflects this input, as well as integration of recent plans and programs and State laws. The draft also reflects preliminary direction from the City Council regarding the continued use of Level of Service (LOS) to measure traffic impacts, and the adoption of a methodology for evaluate Vehicle Miles Traveled (VMT) impacts for new development, as required by the California Environmental Quality Act (CEQA).

Overview of Policies

The proposed Mobility Element goals, policies, and programs are included on the following pages. In addition, Attachment “A” provides a side by side comparison of the proposed 2040 policies with the 2020 policies to highlight edits and indicate which policies and programs are new.

The Steering Committee is encouraged to focus on the “clean” copy of the policies included at the end of this Staff report rather than on the side-by-side comparison. Reviewing the clean copy will provide a better understanding of how the new policies flow and support the City’s goals. The side-by-side is primarily intended as a resource document for those interested in seeing where the policies originated, and submitting written comments.

The attached policy draft is a “work in progress.” This is particularly true for policies relating to how the transportation impacts of new development will be evaluated in the future. The City Council discussed this topic several times during 2019 and provided preliminary guidance, which is captured here. Staff will keep the Steering Committee apprised of subsequent policy direction, which may be provided by the City Council in the coming months. The attached draft references several tables and exhibits that have yet to be prepared; these will incorporate data from the traffic model that is being produced now.

Policy Summary

Both the existing 2020 General Plan and the proposed 2020 General Plan include seven goals for mobility/ circulation. A comparison is presented below:

2020 Plan	2040 Plan
Regional Leadership	Regional Leadership
Mobility for All	Mobility for All
	Reduced Transportation Emissions
	High Quality Transit
Safe and Efficient Streets	A Safe and Connected City
Connections Between Neighborhoods	
Bikeways	Bicycle and Pedestrian Friendly Streets
Pedestrian paths	
Parking	Adequate Parking

In the existing General Plan 2020, the “Mobility for All” goal represents about two-thirds of the content of the chapter. The proposed organization balances the topic areas more evenly and allows for greater emphasis on particular aspects of mobility, including reduced emissions and high-quality transit. The focus on emissions allows this chapter to more effectively communicate the link between this Element and the Climate Change Action Plan and identify how the City will comply with state law regarding how the traffic impacts of new development are evaluated.

A brief summary of each of the 2040 goals is provided below:

M-1: Regional Leadership

Goal M-1 addresses regional leadership. It carries forward existing General Plan language highlighting the City’s responsibilities as the largest and most regionally-oriented city in Marin County. New policies express San Rafael’s commitment to monitoring the ways that technology will reshape how we travel in the future, and staying “ahead of the curve” by adjusting standards, programs, and policies that respond to autonomous and connected vehicles, new methods of delivery, intelligent transportation systems, and so on.

Goal M-2: Mobility for All

Goal M-2 addresses mobility for all travelers. It covers the broadest range of topics in the document, including policies on congestion management. The Element reinforces San Rafael’s hierarchy of local, collector, and arterial streets, and expresses a (state-mandated) “complete streets” perspective for planning and designing the road system. It carries forward existing policies on road safety. This section introduces new language based on Steering Committee discussion of cost-benefit considerations when planning the road system.

Goal M-2 also carries forward Level of Service (LOS) standards from General Plan 2020. Although the standards may not be used for CEQA purposes, they will still be used as a planning tool and may factor

into the decision-making process when new development is proposed. The specific standards to be applied to intersections and road segments are not yet specified; these are dependent on the traffic modeling that is now underway. As in General Plan 2020, exceptions to LOS standards are defined, including an exemption for Downtown projects that are consistent with the Downtown Precise Plan.

This goal also carried forward the City's traffic mitigation fee program, as well as a list of proposed circulation improvements, policies on emergency access, and road design. New policies are added on transportation efficiency and intelligent transportation systems, demographic change, sea level rise, and the potential for stormwater benefits as roads are improved.

Goal M-3: Reduced Emissions

This is a new goal but it carries forward existing City policy as expressed in General Plan 2020 and the 2019 Climate Action Plan. It also brings the City into compliance with SB 743, the state law that changes how the impacts of new projects are evaluated under CEQA. Policies in this chapter establish a Vehicle Miles Traveled (VMT) reduction target (still under discussion) and describe how the City will implement this requirement in the future.

A major component of VMT reduction is transportation demand management (TDM). TDM policies and programs from General Plan 2020 are carried forward, including carpooling, vanpooling, flextime, car-sharing, and bike-sharing. This goal also covers ways to shorten commute lengths and make alternative transportation modes more practical.

Several policies and programs under this goal originated in the Climate Action Plan. These include expanded provisions for zero emission vehicles, and project design features that support transit. A new program also recommends collecting and analyzing data to determine the effectiveness of local TDM measures.

Goal M-4: High Quality Transit

This is a new goal, but its foundation is an existing policy in General Plan 2020. Many of the policies and programs are carried forward from the existing General Plan. Other policy sources were the Marin Transit Master Plan, the Climate Change Action Plan, and documents related to SMART service and the Transit Center relocation. Language related to specific projects or initiatives that were planned in the early 2000s has been replaced based on current projects and proposals—or Steering Committee ideas. For example, a program suggests studying the feasibility of elevating the SMART tracks through Downtown San Rafael. New programs also emphasize electrification of buses and rail, and the need for transportation services for “first mile/ last mile” trips connecting the SMART stations to destinations elsewhere in the city.

Goal M-5: A Safe and Connected City

This goal combines the neighborhood traffic safety goal and the connectivity goal from General Plan 2020 and provides a framework for policies and programs about the relationship between transportation and neighborhoods. It carries forward policies on traffic calming, attractive roads,

landscaping, and the importance of safe connections between neighborhoods. This section also addresses school-related traffic and truck impacts on local streets.

Goal M-6: Bicycle and Pedestrian Friendly Streets

This goal combines the bicycle goal from General Plan 2020 (which only had one policy) and the pedestrian goal from General Plan 2020 (which only had two policies). The policies are intended to frame the high-level recommendations of the Bicycle and Pedestrian Master Plan (BPMP) and reflect its major policy initiatives.

Some of the language is carried forward from General Plan 2020, but most of it is new. However, the policies themselves largely reflect existing City policy, as expressed by the 2018 BPMP. For instance, the BPMP called for a Vision Zero policy of eliminating all bicycle and pedestrian severe injuries and fatalities. Other major themes include connectivity, safety, coordination with other jurisdictions, universal design, and ongoing programming to expand awareness of rules of the road. The policies also reflect direction from the Steering Committee regarding the importance of evaluating the benefits of bicycle improvements relative to their impacts and costs on other modes of travel, including motorists.

Goal M-7: Parking

The existing goal in General Plan 2020 is carried forward, but several new policies are introduced. These largely reflect the Downtown Parking and Wayfinding Study as well as input from Steering Committee members. Like the current General Plan, the 2040 Plan includes policies supporting shared parking, parking districts, preferential parking for carpools and low-emission vehicles, additional bicycle parking, electric vehicle charging stations, and parking management strategies in neighborhoods with insufficient supply. New policies have been added on dynamic pricing, curbside management, and more regular monitoring of supply and demand as technology changes parking and driving habits, as well as delivery vehicle needs.

Attachments

As noted above, Attachment 4-A provides a side-by-side comparison of the 2040 policies and the 2020 policies. This is intended for reference only, and the Committee is encouraged to focus its attention on the next 17 pages of this report, which present the 2040 policies.

GOAL M-1: REGIONAL LEADERSHIP

Take a leadership role in developing regional transportation solutions. *San Rafael is proud of the leadership role it has taken in planning and securing funding for regional transportation projects. By working closely with regional transportation agencies, funders, and service providers, the City plays a pivotal role in managing congestion, reducing greenhouse gas emissions, and expanding travel choices in the Bay Area.*

Policy M-1.1: Regional Transportation Planning

Actively coordinate with other jurisdictions, regional transportation agencies, and transit providers to improve the local and regional transportation system. Work cooperatively to improve transit and paratransit services, achieve needed highway improvements, and improve the regional bicycle and pedestrian networks.

Program M-1.1A: Participation in Countywide and Regional Transportation Planning. *Continue to participate in the activities of the Transportation Authority of Marin, the Metropolitan Transportation Commission, SMART, and other transportation agencies and support implementation of their plans and programs.*

Program M-1.1B: Public Information About Transportation. *Provide information and opportunities for public input on transportation issues and projects through workshops, neighborhood meetings, staff reports, and other means.*

Policy M-1.2: Regional Funding

Support a regional approach to the funding of transit, highway, bicycle, and pedestrian improvements by seeking a broad range of federal, State, and County funds to help pay for these improvements. Use local funds to leverage and match outside funding sources.

Program M-1.2A: Transportation Project Grants. *Work with governmental agencies, non-profits and community groups to secure grants for appropriate transportation projects.*

Policy M-1.3: Regional Transportation Improvements

Participate in regional transportation improvements which facilitate mobility in San Rafael.

Program M-1.3A: US 101/ I-580 Interchange. *Collaborate with TAM, Caltrans, the City of Larkspur, and impacted stakeholders on construction of a direct highway connection from northbound US 101 to eastbound Interstate 580. This should include improvements along Bellam Boulevard, enhancement of regional and local bus service, and landscaping and street beautification along thoroughfares in the vicinity.*

Policy M-1.4: Transportation Innovation

Take a leadership role in the innovative delivery of transportation services and improvements.

Program M-1.4A: Transportation Technology. *Use the most effective proven technologies available when managing congestion and parking.*

Program M-1.4B: Delivery Services. *Consider the potential impacts of emerging delivery service technology on local roads, infrastructure, and parking systems.*

Program M-1.4C: Autonomous Vehicles. Monitor the effects of autonomous vehicles and “internet of things” technology on transportation needs, road design, and travel behavior. Adjust local transportation programs, infrastructure, and design standards as needed.

Policy T-1.5: Travel Data and Modeling. Encourage the collection and analysis of data on travel behavior in San Rafael, particularly related to commute patterns and the effectiveness of City programs.

GOAL M-2: MOBILITY FOR ALL

Sustain a diversified, cost-effective, and resource-efficient transportation network that provides mobility and accessibility for all users. *The transportation system will remain safe and responsive to the needs of San Rafael residents, businesses, workers, and visitors. Emerging technologies and a wider range of transportation choices will help improve operational efficiency. Persons of all ages and physical capabilities will be able to get around the city. San Rafael will continue to manage local congestion while making it easier to get around without a car.*

Policy M-2.1: Road Hierarchy

Maintain a network of arterial, collector, and local streets that efficiently moves traffic through the city. Engineering and design standards should reflect road type, function, the characteristics of adjacent uses, and the need to accommodate motorized and non-motorized traffic.

Program M-2.1A: Complete Streets. *Consistent with State “Complete Streets” requirements, implement street design and engineering standards that consider the needs of all travelers and minimize conflicts between competing modes.*

Policy M-2.2: Safety

Design a transportation system that is safe and convenient for all modes of travel. Higher levels of congestion may be accepted at particular intersections if necessary to ensure the safety of all travelers, including bicycles, pedestrians, motorists, and transit users.

Program M-2.2A: Collision Data. *Collect and analyze data on traffic collisions and use such data to inform decisions about capital improvements, enforcement, and traffic safety programs.*

Program M-2.2B: Street Pattern and Traffic Flow. *Support efforts by the City Traffic Engineer to configure or re-configure street patterns to improve traffic flow and turning movements in balance with safety considerations.*

Policy M-2.3: Cost-Benefit Considerations

Consider the relative costs and benefits of transportation improvement projects, including the potential number of travelers who will benefit from the improvement, the expected impact on vehicle miles traveled, the cost and time impacts on all travelers, the social and equity impacts, and the effects on the environment. Transportation investments should achieve balance between modes and focus on the most cost-effective and beneficial projects.

Program M-2.3A: Cost-Benefit Analysis. *Conduct cost-benefit analyses as part of the design process for proposed transportation projects. Such studies should consider anticipated project costs, the projected number of users, impacts to other transportation modes, and expected environmental, mobility, economic, public safety, and social benefits.*

Policy M-2.4: Traffic Level of Service Standards

Continue to use Level of Service (LOS) as a tool for transportation planning and managing roadway operations. While San Rafael's overall transportation focus is on shortening commute lengths, reducing greenhouse gas emissions, and improving alternatives to driving, the City will continue to proactively address increases in motor vehicle volumes and travel delay on local streets. LOS standards for intersections and road segments are specified in Tables 1 and 2.

[Tables 1 and 2 to be developed after 2040 traffic model is run]

Program M-2.4A: Traffic Impact Studies. *The City Engineer may require traffic impact studies for projects with the potential to increase congestion, create safety hazards, or otherwise impact local traffic conditions. Such studies should include projections of future LOS, and an assessment of the contribution of the proposed project to increases in congestion. Measures to maintain adopted service levels may be required as a condition of approval when such development is approved.*

Policy M-2.5: Traffic Mitigation Fees

Continue to collect impact fees for new development based on the expected number of trips a project will generate. Fees should be used to implement road and intersection improvements, as well as bicycle, pedestrian, and other types of transportation improvements that address expected impacts.

Program M-2.5A: Traffic Mitigation Fee Updates. *Continue to implement and periodically update local traffic mitigation fees and other requirements to cover development-related traffic improvements. Local development projects' responsibility for funding improvements is based on: (1) the generation of additional traffic that creates the need for the improvement; (2) the improvement's role in the overall traffic network; (3) the probability of securing funding from alternative sources; (4) the timing of the improvement; and (5) the extent to which vehicle trip reduction measures have been incorporated into the project.*

Policy M-2.6: Exceptions to LOS Standards

Exceptions to LOS standards may be granted under the following circumstances:

- The improvements necessary to attain the standards would conflict with other land use, environmental, community character, or economic development priorities.
- The project is located within the Downtown Precise Plan boundary.
- Signalized intersections at Highway 101 and I-580 on-ramps and off-ramps are exempt because these locations are affected by regional traffic and are not significantly impacted by local measures.
- The City Council finds that:
 - the benefits of the project to the community, such as affordable housing, economic vitality, and desired community services, substantially outweigh the resulting traffic impacts.
 - All feasible mitigation measures have been required of the project including measures to reduce vehicle delay and measures to reduce Vehicle Miles Traveled (VMT).

Policy M-2.7: LOS Methodology

Allow the City Traffic Engineer to determine the appropriate methodology for calculating traffic Levels of Service for any proposed development project. Both arterial and intersection LOS may be considered.

Program M-2.7A: Traffic Monitoring. Monitor and evaluate traffic conditions throughout San Rafael on an ongoing basis. Based on such evaluations, the City Traffic Engineer may develop recommendations to improve operations, address safety concerns, or modify standards.

Policy M-2.8: Proposed Improvements

Use Exhibit 1 (Proposed Circulation Improvements) as the basis for transportation network improvements over the next 20 years. The improvements shown are intended to balance the City’s goals of managing congestion, reducing vehicle miles traveled, and enhancing mobility and safety. Specific improvements will be implemented as conditions require and will be refined during the design phase. Exhibit 1 may be amended as needed to reflect other design solutions that may be more effective in achieving these goals. Improvements will be implemented through the Capital Improvements Program using a variety of funding sources and may be subject to further environmental review.

Program M-2.8A: Update Proposed Circulation Improvements. Regularly update the list of proposed circulation improvements based on traffic data, available funding, and evolving issues and priorities.

Program M-2.8B: Circulation Improvement Funding. Advocate for Federal, State, and County funding for the transportation projects shown on Exhibit 1, as well as other projects that improve mobility in San Rafael.

Program M-2.8C: Third Street. Implement the recommendations of the Third Street Corridor Rehabilitation Report to address congestion, safety, and the appearance of Third Street in Downtown San Rafael.

Policy M-2.9: Emergency Access

Ensure that the circulation system is designed to anticipate potential road blockages resulting from emergencies. Transportation plans should consider alternate ingress and egress routes (and modes of travel) for areas with the potential to be cut off during a flood, earthquake, wildfire, or similar disaster.

Program M-2.9A: Highway Closures. Develop and update emergency contingency plans for highway closures as part of the City’s disaster preparedness and emergency response plans.

See the Safety Element for additional policies on evacuation and emergency response.

Policy M-2.10: Transportation Efficiency

Undertake improvements which manage lane capacity, traffic flow, and intersections more efficiently.

Program M-2.10A: Intelligent Transportation Systems. Support the use of intelligent transportation systems to improve traffic flow and provide real-time data on traffic conditions so that motorists may travel through the city as efficiently as possible.

Program M-2.10B: Reducing Vehicle Idling. Support transportation network improvements to reduce vehicle idling, including synchronized signal timing. In addition, consider the use of roundabouts as an alternative to traffic signals and stops signs. Roundabouts can improve the flow of traffic when they are properly designed and located on streets with low to moderate volumes.

Policy M-2.11: Narrow Streets

In new subdivisions, allow narrower streets that reduce travel speeds and accommodate multiple modes of travel, while still providing for emergency and service access.

Policy M-2.12: Responding to Demographic Change

Ensure that transportation plans and services respond to demographic changes in the community, particularly the growing number of older adults.

Policy M-2.13: Sea Level Rise

Address the impacts of sea level rise on the transportation system, including the need to elevate roadways, and potentially redesign or relocate roads to reduce flood hazards and meet evacuation needs.

Policy M-2.14: Environmental Benefits

Consider opportunities to create environmental benefits such as stormwater capture and treatment when reconstructing or improving roads and other transportation facilities.

GOAL M-3: REDUCED TRANSPORTATION EMISSIONS

Coordinate transportation, land use, community design, and economic development decisions in a way that reduces greenhouse gas emissions and air pollution from transportation sources. *Transportation is the source of 62% of San Rafael’s greenhouse gas emissions, as well as the primary source of local air pollution. The City will reduce emissions by supporting cleaner fuel vehicles and low-carbon technology, improving transit and non-vehicular travel modes, and reducing the vehicle miles traveled (VMT) by San Rafael residents and workers. Reducing VMT is an essential part of the City’s climate action strategy, and a fundamental part of its congestion management and mobility programs.*

Policy M-3.1: VMT Reduction Target

Reduce [per capita/ total] VMT in San Rafael by 15 percent between 2015 and 2040.¹

Policy M-3.2: Using VMT in Environmental Review

Require an analysis of projected Vehicle Miles Traveled (VMT) as part of the environmental review process for projects with the potential to significantly increase VMT. As appropriate, this shall include transportation projects and land use/ policy plans as well as proposed development projects.

***Program M-3.2A: Thresholds for VMT Analysis.** Adopt and maintain thresholds for different land uses and project types to determine when a VMT analysis is required as part of the environmental review process. Thresholds should be revisited over time to determine they are appropriate. The thresholds should include exemptions for projects with substantial VMT benefits, such as mixed use development adjacent to the Downtown SMART station.*

***Program M-3.2B: Criteria for Determining a Significant VMT Impact.** Adopt and maintain CEQA significance thresholds for VMT. In general, a project will be deemed to have a significant impact on VMT if it would impede achievement of the VMT reduction target for 2040.*

¹ To be determined following traffic modeling, with City Council direction.

Program M-3.2C: Mitigation Measures for VMT Impacts. *Develop and implement mitigation measures that can be applied to projects with potentially significant VMT impacts in order to reduce those impacts to less than significant levels. These measures include, but are not limited to, transportation demand management (TDM) programs, pedestrian and bicycle improvements, and changes to project design to reduce trip lengths and encourage the use of alternative modes of travel.*

Program M-3.2D: Overriding Considerations for Projects with Unavoidable VMT Impacts. *Require the adoption of specific overriding consideration findings before approving a project that would result in significant unavoidable impacts on VMT.*

Policy M-3.3: Transportation Demand Management

Encourage, and where appropriate require, new development projects to implement transportation demand measures that reduce VMT and peak period travel demand.

Program M-3.3A: Develop TDM Guidelines. *Develop TDM Guidelines – or work in partnership with other local governments to develop Guidelines -- that can be used in the environmental review process to mitigate potential increases in VMT.*

Program M-3.3B: Support for TDM. *Work cooperatively with governmental agencies, non-profits, businesses, institutions, schools, and neighborhoods to provide and support TDM programs.*

Program M-3.3C: City TDM Program. *Implement a TDM program for City employees, potentially in partnership with other local governments, public agencies, and transit providers.*

Program M-3.3D: Data on TDM Effectiveness. *As part of TDM programs, encourage employers to provide data on employee commutes, and encourage residential property managers to provide data on the workplace locations of their residents. Additionally, encourage the use of data from the US Census, TAM, mobile tracking services, and other sources to evaluate trip origin and destination patterns, and ensure that programs are responsive to these patterns.*

Policy M-3.4: Reducing Commute Lengths

Support reduced commute lengths by: (a) encouraging telecommuting and flexible work arrangements; (b) encouraging San Rafael employers to hire locally; (c) creating more opportunities for persons who work in San Rafael to live in San Rafael; and (d) supporting local-serving shopping, restaurants, and services that reduce the need to drive elsewhere.

Program M-3.4A: Flextime and Telecommuting. *Encourage San Rafael employers to implement flextime and telecommuting programs which reduce daily peak hour commutes. Also encourage co-working spaces, shared offices, and opportunities for residents employed elsewhere to work productively within San Rafael.*

Program M-3.4B: Workforce Development Programs. *Encourage and support efforts by San Rafael employers to hire locally, as well as workforce development and hiring programs which link San Rafael residents to local job opportunities.*

Program M-3.4C: Housing Services. *Support and facilitate roommate matching programs, connections between local property managers and major employers, employer housing programs, and other initiatives aimed at helping local workers find housing in San Rafael.*

Policy M-3.5: Alternative Transportation Modes

Support efforts to create convenient, affordable alternatives to single passenger auto travel.

***Program M-3.5A: Carpooling and Vanpooling.** Support car and vanpooling in San Rafael through local and regional programs and on-line apps that match interested drivers and passengers.*

***Program M-3.5B: Shared Mobility.** Support efforts to establish and operate car-sharing, bike-sharing, and other services that provide alternatives to driving, particularly in Downtown San Rafael and other transit-served areas.*

***Program M-3.5C: Micro-Mobility.** Coordinate with “micro-mobility” companies such as shared electric scooter and electric bicycle vendors who seek to provide services in San Rafael.*

***Program M-3.5D: Transportation Network Companies (TNCs).** Work with TNCs (Uber, Lyft, etc.) to address issues such as passenger pick-up and drop-off and maximize the potential benefits of such services.*

Policy M-3.6: Low-Carbon Transportation

Encourage electric and other low-carbon vehicles, and provide the infrastructure needed to support these vehicles.

***Program M-3.6A: ZEV Plan.** Consistent with the San Rafael CCAP, develop a Zero Emission Vehicle (ZEV) Plan that will result in 25% of the passenger vehicles in San Rafael being ZEVs by 2030. The Plan should provide for additional charging stations, preferential parking for ZEVs, and other programs that incentivize ZEV use by San Rafael residents.*

***Program M-3.6B: Zero Emission Municipal Vehicles.** Continue to shift the municipal vehicle fleet to ZEVs and use low-carbon fuels as an interim measure until gasoline-powered City vehicles are replaced.*

See also Program M-7.9B on electric charging station requirements

Policy M-3.7: Design Features that Support Transit

For projects located in or near transit hubs such as Downtown San Rafael, incorporate design features that facilitate walking, cycling, and easy access to transit.

Policy M-3.8: Land Use and VMT

Encourage higher-density employment and residential uses near transit, recognizing the potential for VMT reduction in areas where there are alternatives to driving, concentrations of complementary activities, and opportunities for shorter trips between different uses.

GOAL M-4: HIGH-QUALITY TRANSIT

Support accessible, reliable, fiscally sound transit services that provide a convenient, affordable alternative to driving. *The City of San Rafael is served by several transit agencies, operating buses, trains, ferries, and shuttles. Service improvements will be supported so that transit becomes a more viable alternative to driving, both for trips within San Rafael and for trips to and from other destinations. A safe, convenient, affordable mass transit system is important to San Rafael's quality of life. Transit can reduce greenhouse gases and alleviate traffic congestion and provides mobility to those who are unable to drive or do not own a car.*

Policy M-4.1: Sustaining Mass Transit

Support a level of transit service frequency and routing that promotes transit usage, avoids overcrowding, and makes transit as a viable alternative to driving.

Program M-4.1A: Transit Advocacy. *Support State, County, and regional efforts to sustain and expand Marin County's transit network. Work with neighborhoods, employers, transit providers, transportation planning agencies and funding agencies to improve and expand transit and paratransit services.*

Program M-4.1B: Evaluating Transit Needs. *Support efforts to track, forecast, survey, and respond to changing transit and paratransit needs in order to meet the requirements of specific population groups such as seniors, disabled, and lower income residents, employees, and visitors. Advocate for meaningful public participation in meetings and discussions with transit providers and ensure that the needs of those in the community who are transit-dependent are well represented.*

Program M-4.1C: Partnerships. *Encourage partnerships between local transit service providers to avoid redundancy, maximize coverage and efficiency, and improve transfers between transit systems.*

Program M-4.1D: Transit for Tourism. *Support efforts to provide effective transit options for visitors to West Marin and other County tourist destinations, in order to reduce regional traffic flow through San Rafael.*

Program M-4.1E: Transit Information. *Encourage the development and dissemination of information to facilitate transit use. This includes real-time, multi-lingual information on bus arrivals, departures, transfers, and routes. In addition, the City should include information on transit access on notices of City meetings and provide links to transit websites from its own website.*

Policy M-4.2: Regional Transit Options

Encourage expansion of regional transit connecting Marin with adjacent counties, including basic and express bus service, commuter rail, and ferry service.

Program M-4.2A: Regional Bus Service. *Support expansion of regional bus service to and from other Bay Area counties, including expanded express bus service along the 101 corridor, and continued bus and shuttle service to the region's airports.*

Program M-4.2B: Rail Service. *Encourage continued investment in the Sonoma Marin Area Rail Transit (SMART) system, including northerly extension of service to Cloverdale, and improved transfers to bus and ferry systems.*

Program M-4.2C: Ferry Service. Work with the Golden Gate Bridge Highway and Transportation District and other regional agencies to support improved ferry service, additional ferry terminals, efficient connections between ferries and other transportation modes, new ferry routes (to Vallejo, the East Bay, San Francisco, and points south), autonomous buses, and other improvements that would increase ferry use and regional transit ridership.

Policy M-4.3: SMART Improvements

Maximize the potential benefits of SMART while minimizing potential conflicts between SMART trains, adjacent land uses, bicycle and pedestrian movement, and vehicle traffic circulation.

Program M-4.3A: Rail Safety. Work with SMART to continue safety measures along the SMART tracks, reduce train noise, and avoid the blockage of intersections by trains.

Program M-4.3B: Passenger Pickup and Dropoff. Work with SMART on plans to improve passenger pick-up and drop-off, connectivity between trains and buses, and provisions for passenger parking.

Program M-4.3C: Arrival Experience. Create a welcoming experience for passengers arriving at the Downtown San Rafael and Civic Center stations, including wayfinding signage, easy transfers, and clearly marked, well lit pathways to nearby destinations.

Program M-4.3D: Service Reliability. Work with SMART to avoid disruptions of service during power outages and provide backup power to sustain operations during and after emergencies.

Program M-4.3E: Elevating Downtown Trackage. Consider the long-term feasibility of elevating the SMART tracks through Downtown San Rafael and constructing an elevated boarding platform.

See the Land Use Element for policies on encouraging transit-oriented development in the station areas.

Policy M-4.4: Local Transit Options

Encourage local transit systems that connect San Rafael neighborhoods, employment centers, and other destinations. Transit should be a viable choice not only for those with special needs, but also those who regularly drive.

Program M-4.4A: Local Bus Service. Support Marin Transit and Golden Gate Transit efforts to improve bus routing, frequency, and equipment.

Program M-4.4B: Improved Bus Stops. Support efforts to improve bus stops to provide a safe and pleasant experience for riders. Allow commercial advertising to fund bus stop upgrades and maintenance.

Program M-4.4C: Local Shuttle Programs. Support efforts to create financially feasible shuttle and circulator bus services to connect passengers arriving at the San Rafael Transit Center and SMART stations to their destinations.

Policy M-4.5: Transit and the Environment

Encourage a less carbon-intensive transit system with reduced environmental impacts. This could include electrification of buses and SMART trains, and the use of smaller vehicles in areas of lower demand.

Environmental costs and benefits should be a critical factor when evaluating transit service improvements.

Policy M-4.6: Paratransit Options

Encourage expansion of paratransit and flexible route services as needed to serve specialized populations including seniors, students, and persons with disabilities.

***Program M-4.6A: Other Local Transit.** Support Dial-A-Ride, taxi, and transportation network company (TNC) services serving San Rafael.*

***Program M-4.6B: Paratransit Service.** Support continued Whistlestop Wheels service and expanded regional paratransit services where needed.*

Policy M-4.7: Intermodal Transit Hubs

Support efforts to develop intermodal transit hubs in Downtown and at the Civic Center SMART stations to provide safe, convenient connections for all travelers. Such hubs should include secure bicycle parking and efficient drop-off and pick-up areas and create a positive experience for those arriving in San Rafael.

***Program M-4.7A: Transit Center Relocation.** Complete the relocation process for the San Rafael Transit Center. Continue to work with transit service providers to coordinate schedules, transfers, and routing in a manner that is safe and convenient for San Rafael travelers.*

***Program M-4.7B: First Mile/ Last Mile Trips.** Work with TAM, transit agencies, neighborhood groups, and the local business community to improve options for “first mile/ last mile” trips connecting regional transit hubs (Downtown SMART, Civic Center SMART, and the San Rafael Transit Center) to nearby destinations.*

***Program M-4.7C: Implementation of Other Plans.** Implement the recommendations of the Downtown Precise Plan, the Downtown Station Area Plan, and the Civic Center Station Area Plan for coordination of transit services and improvement of connections between travel modes.*

GOAL M-5: A SAFE AND CONNECTED CITY

Provide a transportation system that minimizes negative impacts on neighborhoods while maximizing accessibility and connectivity in the community. *Local streets should be safe, attractive, and provide easy access to homes and businesses. Neighborhoods should be protected from the impacts of cut-through traffic, regional congestion, and overflow parking. Business districts should be conveniently connected to the neighborhoods around them. More residents should be able to travel to schools, parks, shopping, and workplaces without driving.*

Policy M-5.1: Traffic Calming

Protect residential areas from the effects of speeding traffic or traffic from outside the neighborhood through appropriate traffic “calming” solutions such as speed humps, bulb-outs, speed limits, stop signs, and chicanes. Traffic calming measures shall not conflict with emergency response capabilities.

***Program M-5.1A: Traffic Calming Program.** Maintain a neighborhood traffic calming program under the direction of the City Traffic Engineer and seek funding for its implementation. Ensure*

neighborhood participation in the development and evaluation of potential traffic calming solutions.

Program M-5.1B: Emergency Access Considerations. *Ensure that any road redesign project, including bicycle and pedestrian improvements, considers potential impacts on emergency vehicle access and evacuation capacity. Projects shall be designed to avoid reductions in evacuation capacity or emergency vehicle response time.*

Policy M-5.2: Attractive Roadway Design

Design roadway projects to be attractive and, where possible, to include trees, landscape buffer areas, public art, public space, and other visual enhancements. Emphasize tree planting and landscaping along all streets.

Program M-5.2A: Landscape Maintenance. *Continue to regularly maintain landscaping along roadways, and to encourage attractive drought-tolerant plantings.*

Policy M-5.3: Connections Between Neighborhoods and with Adjoining Communities

Identify opportunities to better connect San Rafael neighborhoods to one another and to improve connections from San Rafael to adjacent communities. Consider such connections as part of emergency response and evacuation planning.

Program M-5.3A: Signage. *Provide better signage, consistent with the Bicycle and Pedestrian Master Plan, to identify non-vehicular pathways. Pathways should be well designed and maintained and should contribute to neighborhood character.*

Policy M-5.4: Connections Between Neighborhoods and Activity Centers

Seek opportunities to increase connectivity between San Rafael neighborhoods and activity centers, particularly via pathways that reduce travel distances to schools, shopping, and workplaces.

Program M-5.4A: North San Rafael Promenade. *Continue to support the creation of a promenade that connects the Terra Linda Shopping Center and Community Center to the Marin Civic Center and Civic Center SMART station. The design vision for the promenade should be updated as part of a broader planning effort for the North San Rafael Town Center area.*

Program M-5.4B: Canal Crossing. *Continue to seek opportunities to develop a pedestrian and bicycle crossing over the Canal to better link the Canal neighborhood with schools, shopping, and other services.*

Program M-5.4C: East-West Connectivity. *Improve access for bicycles and pedestrians between the east and west sides of Highway 101, particularly between the Downtown area and Montecito neighborhood.*

Program M-5.4D: East San Rafael Improvements. *Consider the potential for new or relocated roads in East San Rafael that would relieve local street congestion, increase efficiency, and improve access between the north and south sides of Interstate 580.*

Policy M-5.5: Meeting Local Circulation Needs Around Highway Interchanges

Ensure that regional transportation projects located in San Rafael provide local benefits, address the safety of all travelers, and improve circulation between neighborhoods.

Program M-5.5A: Interchange Improvements. Work with Caltrans and TAM to ensure that the design of freeway interchange improvements include measures to relieve local congestion, provide commuter parking, improve transit, and enhance pedestrian and bicycle safety.

Policy M-5.6: School-Related Traffic Actively encourage public and private schools to reduce congestion caused by commuting students and staff through improved provisions for pick-up and drop-off, parking management, and trip reduction.

Program M-5.6A: School Transportation. Implement measures to improve the safety of students walking, bicycling, or taking the bus to school. Examples include pedestrian crossing enhancements, transit passes or reduced rates for students, locating transit stops near school campuses, supporting increased funding for school buses and crossing guards, and staggering school hours.

Policy M-5.7: Truck Impacts

Reduce the impacts of truck traffic and deliveries on local roads, especially in residential areas.

Program M-5.7A: Trucking Routes and Transportation Permits. Continue to designate specific streets as trucking routes and maintain permit requirements for vehicles that exceed weight limits on non-designated routes.

Program M-5.7B: Quarry Traffic. Continue, and periodically update, measures to mitigate the impacts of quarry-related truck traffic on Point San Pedro Road.

GOAL M-6: BICYCLE- AND PEDESTRIAN-FRIENDLY STREETS

Encourage walking and bicycling as safe, pleasurable, healthful ways to travel. Walking is an integral part of daily life, while cycling is popular both as a recreational activity and a practical way to get around San Rafael. San Rafael's bikeway system connects neighborhoods, business districts, open spaces, transit centers, and surrounding communities. This system should be expanded in the future. Looking to 2040, walking and cycling will be supported by an expanded network of paths, lanes, sidewalks, trails, safe crossings, and bike parking.

Policy M-6.1: Encouraging Walking and Cycling

Wherever feasible, encourage walking and cycling as the travel mode of choice for short trips, such as trips to school, parks, transit stops, and neighborhood services. Safe, walkable neighborhoods with pleasant, attractive streets, bike lanes, and sidewalks should be part of San Rafael's identity.

Program M-6.1A: Bicycle and Pedestrian Master Plan Implementation. Maintain and periodically update a Bicycle and Pedestrian Master Plan (BPMP). The BPMP should be a guide for investment in pedestrian and bicycle infrastructure, and for programs to make walking and cycling a safer, more convenient way to travel.

Program M-6.1B: Station Area Plans. Implement the pedestrian and bicycle improvements in the 2012 Downtown Station Area Plan and the 2012 Civic Center Station Area Plan, including crosswalk striping improvements and warning signs on 2nd and 3rd Streets, improved connections across Highway 101, extension of the Mahon Creek Trail, and sidewalk/ crossing improvements from the Civic Center Station to nearby North San Rafael neighborhoods and commercial areas.

Program M-6.1C: Canal Community Based Transportation Plan (CBTP). Update the CBTP for the Canal neighborhood, including provisions to improve walking and cycling within the Canal and East San Rafael communities, and better connect the Canal area to Downtown, the waterfront, and the rest of the community.

Program M-6.1D: Funding. Seek grant funding for implementation of the BPMP and other plans proposing bicycle and pedestrian improvements.

Policy M-6.2: Safety

Identify, prioritize, and implement bicycle and pedestrian related safety improvements in order to reduce collisions and injuries, and eliminate fatalities. Safety should be the highest priority for pedestrian and bicycle related capital projects.

Program M-6.2A: Implementation of Safety Measures: Implement bicycle and pedestrian safety measures as described in the 2018 BPMP, including ADA compliant curb ramps, curb extensions in business districts, median refuge islands, active warning beacons, painted bike “boxes” at intersections, and signal phasing adjustments in areas with high bicycle volumes.

Program M-6.2B: Vision Zero. Consistent with the BPMP, adopt a “Vision Zero” policy of eliminating all bicycle and pedestrian involved severe injuries and fatalities.

Program M-6.2C: Enforcement. Conduct enforcement activities to improve compliance with traffic safety laws, especially around intersections with frequent bicycle and pedestrian collisions.

Program M-6.2D: Safe Routes Programs. Work collaboratively with local schools to implement Safe Routes to School programs. Explore similar programs to promote safe routes to parks, work, services, and transit.

Policy M-6.3: Connectivity. Develop bicycle and pedestrian networks that connect residents and visitors to major activity and shopping centers, existing and planned transit, and schools. Work to close gaps between existing facilities.

Program M-6.3A: Implementation of Pathway Improvements.: Implement the major bicycle and pedestrian pathway, intersection, and lane improvements included in adopted City plans, including:

- An east-west bikeway across Downtown San Rafael
- A north-south greenway and multi-use path along West Tamalpais Avenue
- Improved crossings of the San Rafael Canal
- Additional Class I and II lanes, as identified in the BPMP
- Improved signage, pavement markings and sidewalk widening
- Closing gaps in the Bay Trail
- Additional bicycle parking
- Bike lane improvements to Point San Pedro Road (Cross-Marin Bikeway)
- Pedestrian/ bicycle “promenades” along the San Rafael Canal and in North San Rafael (Civic Center Station to Terra Linda Community Center)
- Potential pedestrian crossing over 101 (in association with the I-580/101 reconstruction)

Program M-6.3B: Improvements in the Unincorporated Area. Integrate the recommendations of the Unincorporated Marin County Bicycle and Pedestrian Master Plan to create a seamlessly

connected system that allows for easy bicycle travel between City and County neighborhoods. This includes improvements along Miller Creek Road and Las Gallinas Avenue in Marinwood.

Program M-6.3C: Bicycle Parking. *Create additional bicycle parking and storage capacity at the SMART stations and in Downtown San Rafael.*

Program M-6.3D: Electric Bicycles: *Monitor the use of electric bicycles and periodically evaluate the need for standards, programs, and facilities that support their use.*

See also Program M-5.3A on pedestrian and bikeway signage improvements

Policy M-6.4: Pilot Projects

Support pilot projects which install removable bicycle and pedestrian improvements on a short-term basis to test their effectiveness and public reception before investing in permanent improvements.

Policy M-6.5: Coordination

Work with other jurisdictions, transit agencies, and stakeholders to implement projects that reflect bicycle and pedestrian needs at the local and regional levels.

Program M-6.5A: Bikeshare Program. *Support the Transportation Authority of Marin (TAM) in implementation of a bikeshare program in Downtown San Rafael and at the Civic Center station. Consider possible locations for bike sharing “pods” at destinations throughout San Rafael, especially Downtown.*

Program M-6.5B: Monitoring. *To the extent feasible, maintain data on pedestrian and bicycle volumes. Use this data to track the effectiveness of the City’s bicycle and pedestrian programs and to adjust programs as needed.*

Policy M-6.6: Universal Design

Design and construct bicycle and pedestrian facilities to serve people of all ages and abilities, including children, seniors, families, and people with limited mobility.

Program M-6.6A: ADA Compliance. *Continue efforts to improve access for those with disabilities, including compliance with Federal and State accessibility requirements.*

Program M-6.6B: Best Practices. *Continue to construct bicycle and pedestrian facilities according to the most up-to-date local, state, and national best practices and design guidelines.*

Policy M-6.7: Bicycle Programming

Continue programs and activities to encourage bicycle use and bicycle safety.

Program M-6.7A: Public Information. *Maintain public information on bicycle and pedestrian projects, routes, data, and information on the City’s website.*

Program M-6.7B: Bike to Work Day. *Encourage City employees, other San Rafael workers and residents to participate in Bike to Work Days and similar programs that encourage cycling as a viable commute alternative.*

Program M-6.7C: Maintenance of Pedestrian Facilities. *Develop a program for prioritizing and funding the maintenance of existing pedestrian and bicycle facilities based on use, connectivity, and facility conditions.*

Policy M-6.8: Urban Trails Network

Identify, renovate, and maintain an urban trails network to encourage walking and appreciation of local pathways.

***Program M-6.8A: Urban Trails Network Project.** Prepare an Urban Trails Master Plan, including maps and descriptions of existing and potential urban trails in San Rafael. Urban trails to be identified include, but are not limited to, historic neighborhood stairways and walkways, Downtown alleyways, park pathways, and creekside paths.*

Policy M-6.9: Evaluating Trade-Offs

Ensure that bicycle and pedestrian improvements consider the number of potential beneficiaries relative to the cost and impacts of each project. To the extent possible, bicycle and pedestrian projects should avoid the loss of on-street parking or contribute to traffic congestion.

GOAL M-7: ADEQUATE PARKING

Provide parking that is adequate, accessible, well-designed, and supportive of the City's goal of a more sustainable transportation system. *San Rafael will provide a mix of on- and off-street parking that is responsive to the needs of commercial and mixed use areas. In neighborhoods with high parking demand, the City will work with residents and businesses to resolve conflicts. Innovative approaches such as parking lifts and shared parking will reduce the land and building area dedicated to parking and avoid an oversupply of spaces.*

Policy M-7.1: Optimizing Supply

Optimize the use of the existing parking supply. Expand the supply where needed through innovative programs, public/private partnerships, and land use policies.

***Program M-7.1A: Shared Parking.** Work with the owners and operators of privately held parking lots and facilities to explore shared parking opportunities.*

Policy M-7.2: Parking Districts

Encourage parking assessment districts in areas of high demand. Such districts reduce the burden of providing off-street parking facilities on individual business owners and encourage shared facilities that meet the parking needs of multiple users.

Policy M-7.3: Parking Technology

Use technology to improve parking efficiency and reduce the land area required to meet parking needs.

***Program M-7.3A: Downtown Parking and Wayfinding Study Recommendations.** Implement the technology recommendations of the 2017 Downtown Parking and Wayfinding Study and consider the application of these recommendations to other parts of San Rafael. Key recommendations include: (a) End-user technologies, such as a mobile responsive website or text message maps to enhance wayfinding; (b) Mobile parking apps to allow on-street meters to be located and used more easily; (c) Mobile lifts, stackers, and other methods to accommodate parking with less space; and (d) Automated space counters, digital displays, and real-time information on space availability at garages.*

Policy M-7.4: Downtown Parking

Maintain a sufficient number of Downtown parking spaces to meet demand and support local businesses.

Program M-7.4A: Monitoring Demand. Monitor demand for parking around the Downtown SMART station and San Rafael Transit Center to determine the need to adjust parking time limits and costs, and the need to construct new facilities.

Program M-7.4B: Assessment District Expansion. Modify the Downtown Parking Assessment District boundaries to include the areas east to Hetherton and west to E Street.

Program M-7.4C: Private Garages. Encourage new private parking structures in Downtown San Rafael with spaces that are available for public use (at rates to be set by the owner).

Program M-7.4D: Wayfinding Signage. Improve wayfinding signage for Downtown parking. Undertake marketing programs to make drivers more aware of the location of parking and convenience of Downtown parking lots and garages.

Program M-7.4E: Design Standards for Parking Garages. Develop design standards for parking garages to ensure that they maintain architectural integrity, are easy to use, align pedestrians toward their destinations, and can support ancillary activities where they front pedestrian-oriented streets.

Policy M-7.5: Dynamic Pricing

Consider dynamic pricing options (e.g., varying prices at different times of the day) to manage parking in high-demand locations such as Downtown. Parking rates should distribute demand more evenly and achieve the most efficient use of space. Rates should be periodically adjusted to reflect demand, operating costs, and changes in technology.

Program M-7.5A: Adjustments to Parking Rates. Establish a formal system for setting and periodically re-evaluating parking rates based on performance, costs, best practices, and similar factors. Rates should be based on occupancy data and designed to support fiscal health, as well as the needs of residents, businesses, workers, and visitors. As needed, the City Code should be modified to establish principles for parking management as well as a process for rates to be reviewed based on specified metrics.

Policy M-7.6: Off-Street Parking Standards

Maintain off-street parking standards that adequately respond to demand, minimize adverse effects on neighborhoods, and sustain local businesses.

Program M-7.6A: Adjustments to Parking Standards. Periodically adjust off-street parking requirements to respond to data on parking needs, and trends in vehicle design, car ownership, and travel behavior.

Program M-7.6B: Parking Reductions. Allow reduced parking subject to findings that a project will have lower vehicle ownership rates (for example, for senior housing or housing adjacent to a SMART station).

Policy M-7.7: Parking Management

Proactively manage street parking in areas of heavy demand and areas where parking affects neighborhood character, convenience, and safety.

Program M-7.7A: Residential Permit Parking. *Re-evaluate provisions for residential permit parking to make it easier to implement such programs in neighborhoods with parking supply constraints.*

Program M-7.7B: Parking Studies. *Periodically conduct neighborhood and business district parking studies. Use these studies as the basis for parking management strategies.*

Policy M-7.8: Parking for Alternative Modes of Transportation

Use preferential parking as an incentive to encourage carpooling, electric vehicles, and other more sustainable modes of travel.

Program M-7.8A: Preferential Spaces. *Allow, and where appropriate require, that preferential parking spaces be provided to carpool vehicles, clean fuel and electric vehicles, bicycles, and other alternative modes of transportation.*

Program M-7.8B: Charging Stations. *Install additional electric vehicle chargers in public parking lots and garages. Consider expanding electric charging requirements for private parking lots and structures.*

Program M-7.8C: Parking Standards. *Periodically revisit off-street parking standards to include incentives or additional standards for clean air vehicles, bicycles, shared vehicles, and other low-emission travel modes.*

Policy M-7.9: Parking for Transit Users

Support regional efforts to fund and construct commuter parking along transit routes, near commuter bus pads, and near inter-modal commuter hubs in order to support use of transit. Parking areas should include secure parking for carpools, bicycles and other alternative modes and should minimize neighborhood impacts.

Program M-7.9A: Commuter Parking. *Regularly evaluate the need for parking around the SMART stations and San Rafael Transit Center, as well as ways to meet that need.*

See also Program M-7.5D on wayfinding signage

Policy M-7.10: Curbside Management

Plan for on-street parking in a way that considers broader curbside needs associated with loading, deliveries, passenger pick-up and drop-off, cycling, and other activities.