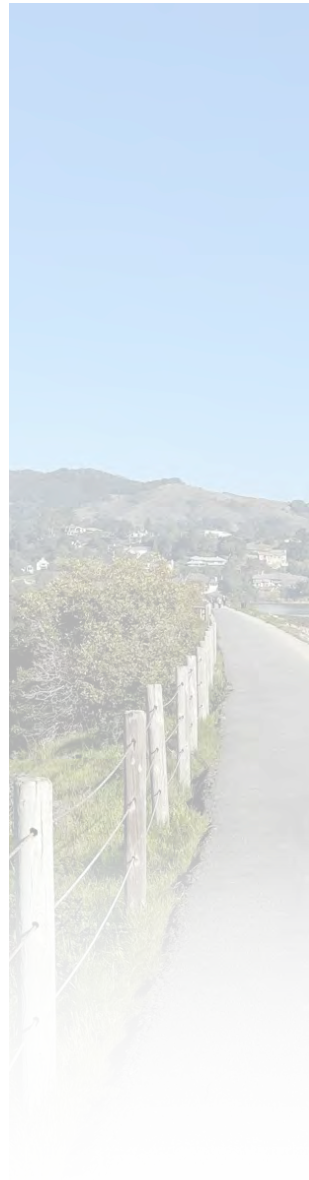
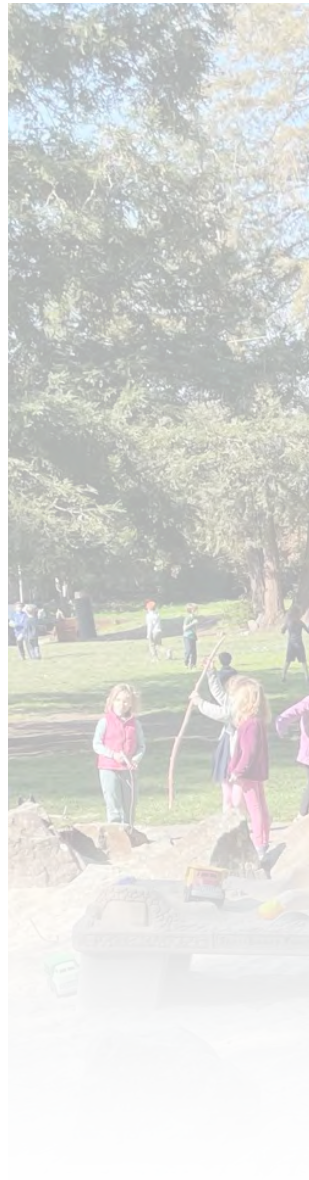
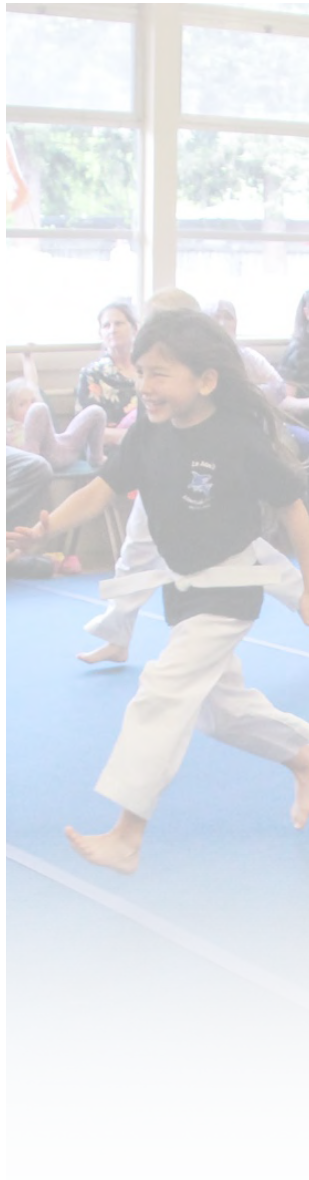
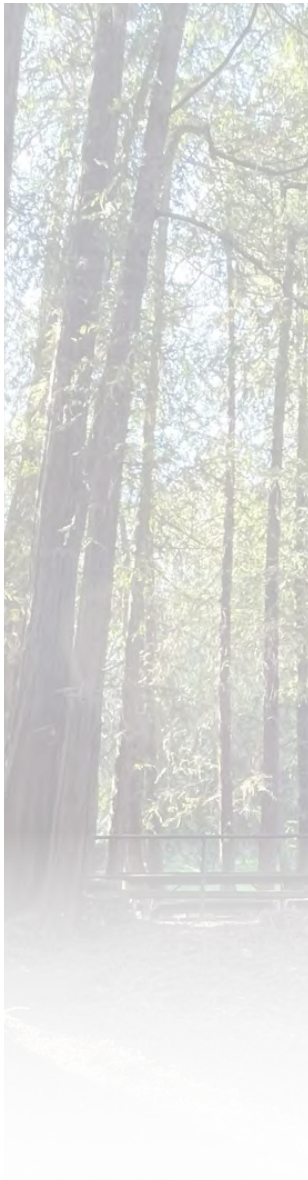


CITYWIDE PARKS AND RECREATION MASTER PLAN

CITY OF SAN RAFAEL

Adopted 2023



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CHAPTERS

EXECUTIVE SUMMARY 11
1.1 Purpose of the Master Plan
1.2 Scope

INTRODUCTION..... 21
2.1 Introduction
2.2 Planning Process
2.3 Review of Relevant Planning Efforts

EXISTING FRAMEWORK 31
3.1 Park System Overview
3.2 Recreation Facilities Overview
3.3 Recreation Department and Programs
3.4 Demographic Profile

NEEDS ASSESSMENT 51
4.1 Supply
4.2 Demand
4.3 Gap Identification

PLAN..... 67
5.1 Goals, Policies, and Actions
5.2 Recommendations
5.3 Costs for Planning Purposes

IMPLEMENTATION 109
6.1 Prioritization of Recommendations
6.2 Action Plan
6.3 Funding Plan

TABLES

Table 2. City-Operated Improved Parkland..... 12
Table 2. City-Operated Unimproved Open Space..... 13
Table 3. Recommendation Types 15
Table 4. Recommendation Priority..... 15
Table 6. City-Operated Parks by Type and Recreation Provided 32
Table 7. City-Operated Unimproved Open Space..... 33
Table 8. City-Operated Recreation Facilities..... 35
Table 9. Typical Recreation Programs Offered Nationally..... 37
Table 10. 2019 Session-Based Class Enrollment..... 39
Table 11. 2019 Drop-In Program Enrollment 39
Table 12. Classes Run vs. Classes Cancelled 40
Table 13. Recreation Program Areas by Provider..... 40
Table 14. Contract Classes vs. City Staff Led Classes..... 40
Table 15. City and County Population Growth, 2000-2010..... 43
Table 16. City Population Density, 2020 43
Table 17. Population by Age Group, 2000-2020..... 44
Table 18. Racial Composition, 2010-2020..... 44
Table 19. Hispanic/Latino Population, 2000-2010..... 45
Table 20. 2020 Race and Ethnicity Groups in San Rafael and Marin
County 45
Table 21. Household Income by Race and Ethnicity..... 46
Table 22. Housing Tenure by Race and Ethnicity..... 46
Table 23. Comparison of 2022 Parkland Standards 52
Table 24. Regional Comparison of City-Owned and Operated Recreation
Amenities..... 53
Table 25. General Plan 2040 Planning Area Recreation Amenities 54
Table 26. Regional Comparison of City-Owned and Operated Picnic
Areas 54

Table 27. Regional Comparison of Additional City-Owned and Operated Recreation Amenities.....	54
Table 28. Regional Comparison of City-Owned and Operated Recreation Facilities	55
Table 29. General Plan 2040 Planning Area Recreation Facilities.....	55
Table 30. Regional Comparison of City-Owned and Operated Park Restrooms.....	55
Table 31. Regional Comparison of Additional City-Owned/Supported Recreation Facilities	56
Table 32. Priority Park Improvements.....	60
Table 33. Priority Park Amenities and Activities.....	61
Table 34. Cost Estimate for Planning Purposes.....	105
Table 35. Cost Estimate by Recommendation Type.....	105
Table 36. Recommendation Type	112
Table 37. Recommendation Priority	112
Table 38. Near-Term Park Recommendations	113
Table 39. Medium-Term Park Recommendations	114
Table 40. Long-Term Park Recommendations.....	115
Table 41. Near-Term Policy Recommendations	117
Table 42. Medium-Term Policy Recommendations	118
Table 43. Capital Improvement Estimate for Park Improvements.....	120
Table 44. Measure A Funded Park Projects, 2013-2022	121
Table 45. Measure A Project Funding FY 2022-2023.....	122
Table 46. Park and Recreation Grants Received	123
Table 47. Summary of Potential New Tax Considerations	126

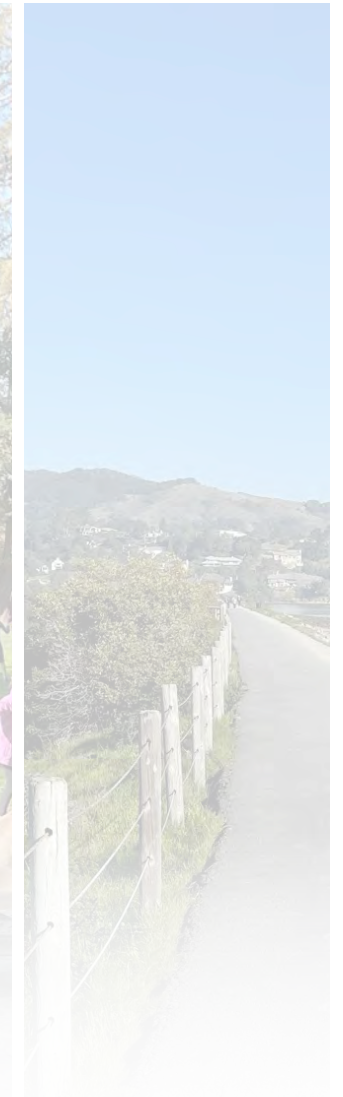
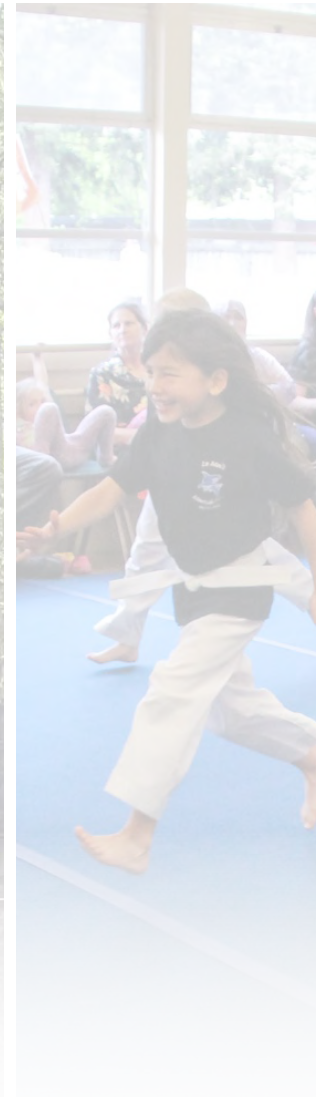
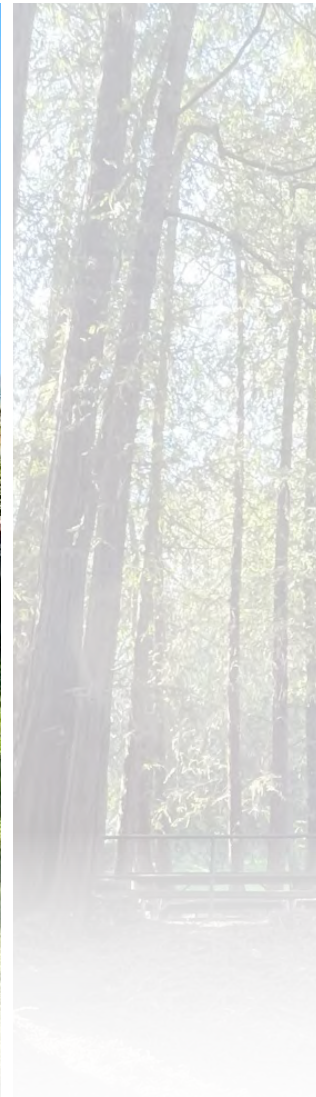
FIGURES

Figure 1. San Rafael Park and Recreation Facilities	7
Figure 2. Oleander Park Lawn	11
Figure 3. Gerstle Park Picnic Area	21
Figure 4. Community Meeting, Albert J. Boro Community Center	23
Figure 5. Youth Taekwondo at Terra Linda Community Center	31
Figure 6. Consultant Team and City Staff on Site Tour, Albert Park....	34
Figure 7. Ceramics at Terra Linda Community Center	37
Figure 8. Goldenaires Spring Celebration	38
Figure 9. Older Adults Water Color Class.....	38
Figure 10. San Rafael Community Center.....	41
Figure 11. Falkirk Cultural Center	51
Figure 12. Tennis Court at Peacock Gap Park	53
Figure 13. Albert J. Boro Community Center Classroom.....	54
Figure 14. Falkirk Cultural Center Art Gallery.....	56
Figure 15. Swim Lesson at Terra Linda Pool.....	56
Figure 16. Community Meeting, San Rafael Community Center	59
Figure 17. Community Meeting, Terra Linda Community Center.....	59
Figure 19. Terra Linda Park Playground	67
Figure 18. Recommendation Types.....	70
Figure 21. Prioritization Criteria	109
Figure 20. Jean and John Starkweather Shoreline Park	109

Figure 1. San Rafael Park and Recreation Facilities



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1. EXECUTIVE SUMMARY



1.1 PURPOSE OF THE MASTER PLAN

1.2 SCOPE

1.1 PURPOSE OF THE MASTER PLAN

San Rafael's Citywide Parks and Recreation Master Plan (CPRMP, or Master Plan) will shape the future of the City's parks, recreation facilities, and programs, creating a framework for services in San Rafael's recreation network. The Master Plan assesses the City's existing conditions, identifies the community's recreation desires and needs, prioritizes recommendations, and generates a plan for the long-term enhancement of the City's recreation network. The Master Plan serves as a tool for the City to identify community and infrastructure needs, prioritize projects and funding allocation, strategically enhance and develop parks and recreation services, and create a vision for the future.

The objectives of the Master Plan are to:

- Assess San Rafael's existing park and recreation system and previous planning efforts related to the recreation network
- Understand community needs and demand in recreation
- Identify and prioritize projects, policies, and programs to meet system and community needs
- Determine necessary funding and resources to implement identified priorities for maintenance and enhancement of San Rafael's parks and recreation facilities

1.2 SCOPE

The scope of the CPRMP includes an inventory and assessment of the City's existing recreation system, collection of community insights on recreation amenities and services, exploration of enhancement and

Figure 2. Oleander Park Lawn



EXECUTIVE SUMMARY

expansion projects, and priority setting. The Master Plan looks at the maintenance and rehabilitation needs of San Rafael's parks and recreation facilities with the intent to identify necessary upgrades and enhancements so that the recreation system will be sustainably maintained in the future. To help prioritize improvements, the Master Plan assesses the community's recreational needs.

Park and Recreation System Assessments

The park and recreation system assessment of the Master Plan surveys the City's existing park and recreation facilities, reviews previous planning efforts, and analyzes the community's demographic and recreational profile. From this, the inventory and needs assessment identifies where community demand is not met by the City's supply of recreation services.

The assessment scope of the CPRMP includes 25 City-operated parks and 5 City-operated recreation facilities. This includes the City's 3 community parks, 11 neighborhood parks, 6 pocket parks, 5 special use parks, Albert J. Boro Community Center, San Rafael Community Center, Albert Park Field House, Terra Linda Community Center and Pool House, and the Falkirk Cultural Center. The scope of this Master Plan, limited to City-operated, improved parkland sites, totals approximately 106.4 acres of City-operated improved parkland.

It is important to note that the San Rafael General Plan 2040, which assesses a greater San Rafael Planning Area (inclusive of Marin County-operated parkland, California State-operated parkland, parkland in unincorporated areas, and 50% of improved open space on public school properties), notes that approximately 314 acres of improved parkland is available to the San Rafael Community. While the CPRMP identifies this total acreage of improved parkland as critical to the adequacy of the City's park system, the recommendations, policies, and strategies identified in the CPRMP are specifically limited to San Rafael's City-operated improved parkland. See Table 1 for a list of City-operated improved parkland.

Table 1. City-Operated Improved Parkland

Park Name	Size ¹	Park Type
Albert Park	13.34	Community Park
Pickleweed Park	17.60	Community Park
Terra Linda Park	2.87	Community Park
Bernard Hoffman Field	3.80	Neighborhood Park
Bret Harte Park ²	0.46	Neighborhood Park
Freitas Park	2.69	Neighborhood Park
Gerstle Park	6.00	Neighborhood Park
Loch Lomond Park	3.00	Neighborhood Park
Los Ranchitos Park	3.00	Neighborhood Park
Oleander Park	2.28	Neighborhood Park
Peacock Gap Park	4.14	Neighborhood Park
Santa Margarita Park	5.00	Neighborhood Park
Sun Valley Park	5.00	Neighborhood Park
Victor Jones Park	5.96	Neighborhood Park
Arbor Park	0.30	Pocket Park
Beach Park	0.44	Pocket Park
Hillview Park	0.26	Pocket Park
Munson Park ³	1.46	Pocket Park
Oliver Hartzell Park	0.54	Pocket Park
Riviera Park	0.27	Pocket Park
Boyd Memorial Park	1.75	Special Use Park
Falkirk Cultural Center Grounds	3.60	Special Use Park
Jean and John Starkweather Shoreline Park	21.30	Special Use Park
Canal Community Garden	0.35	Special Use Park – Community Garden
Terra Linda Community Garden	1.00	Special Use Park – Community Garden
Total Acreage of City-Operated Improved Parkland		106.41

The City also operates approximately 935 acres of unimproved open space, which is not assessed in the scope of the CPRMP.

Table 2. City-Operated Unimproved Open Space

Open Space	Size ⁴	Park Type
Bay Way	6.4	Open Space
Boyd Park (upper)	16	Open Space
Deer Valley	43	Open Space
Falkirk (upper)	7.5	Open Space
Glenwood	56.3	Open Space
Harry Barbier Memorial Park	582	Open Space
Hartzell	18.1	Open Space
Hillside Avenue	8	Open Space
Mont Marin (Joint Operation with Marin County)	68	Open Space
Mountain (Joint Operation with Marin County)	51.4	Open Space
Jerry Russom Memorial Park ⁵	7	Open Space
Picnic Hill - Bret Harte	13.2	Open Space
Upper Gerstle Park (Joint Operation with Marin County)	22.0	Open Space
Upper Toyon/Makin Grade	36	Open Space
Total Acreage of City-Operated Unimproved Open Space	934.9	

The park and recreation system assessments for this Master Plan include the following:

- Park Inventory and Assessment
- Recreation Facility Inventory and Assessment
- Recreation Assessment
- Certified Access Specialist (CASP) Report
- Document Review of Previous Planning Reports

The City's recreation system receives active community use, however aged amenities, deferred maintenance, and limitations in resources for staffing and physical expansion orient proposed enhancement toward improving San Rafael's existing network while supporting expansion as resources allow.

Community Engagement

Extensive community outreach was utilized throughout the life of the Master Plan planning process. Community engagement included the establishment of a guiding CPRMP Steering Committee, community surveying, interviews with park and recreation stakeholders, five community meetings, and three public study sessions with the San Rafael Park and Recreation Commission.

The following are key themes heard from the community engagement process:

- There is strong support for prioritizing renovating and maintaining the City's existing park amenities over adding new amenities, with emphasis on modernizing playgrounds and features such as benches, picnic tables, etc. as well as repairing failing infrastructure.
- There is a strong desire for improved maintenance and cleanliness of the City's parks, particularly restroom maintenance and refuse pick up.
- Walking is a priority for San Rafael with the community interested in pedestrian access throughout the City's recreation network.
- The community is interested in self-directed recreation activities.
- Many community members are unaware of the City's programmatic offerings in recreation.

Project Identification

Based on the evaluation process, the Master Plan identifies 162 recommendations for the City's recreation system. These recommendations focus on the following areas:

EXECUTIVE SUMMARY

Improvements to existing park sites and amenities

The CPRMP identifies deficiencies and improvement opportunities in San Rafael's parks. Common park capital improvement recommendations include replacing aging playgrounds, resurfacing sports courts, and repairing pathways. Major opportunities across the system include ADA access, bench and picnic table improvements, and irrigation upgrades.

ADA Access - Given the age of San Rafael's park system, access barriers have emerged over time. The assessment provided by the CASp Report identifies areas for improvement and barrier removal throughout the park and recreation system.

Benches and picnic tables - Systemwide, the Park Inventory and Assessment identified a need to replace the City's existing park benches and picnic tables. Replacing benches and picnic tables is also identified as a high community priority.

Irrigation improvements - As San Rafael's park system has aged, so have the irrigation systems installed at their creation. A number of parks are identified as having significant irrigation issues to be amended for water use efficiency and sustainability.

Improvements and deferred maintenance needs for recreation facilities

The CPRMP includes a comprehensive list of recommended improvements for the Albert J. Boro Community Center, Albert Park Stadium, Falkirk Cultural Center, San Rafael Community Center, and Terra Linda Community Center and Pool House. These recommendations are categorized based on the Recreation Facility Inventory and Assessment's review of their relative priority.

Policy-level recommendations

Policy-level recommendations focus on Citywide and site-specific actions that will help the City better manage and maintain the park and recreation system and meet the recreation needs of the community. Policy recommendations are inclusive of policies oriented directly at the operation of the City's Recreation and Childcare Division and park maintenance and operation practices.

System expansion recommendations

With the City's limited resources and the community's strong prioritization of addressing existing infrastructure over adding new amenities, the CPRMP has focused on improvements to current sites. However, as resources allow, the Master Plan provides several recommendations that propose adding new or expanded amenities, particularly in areas of the City that are currently deficient in park space or have high density.

Goal and Priority Setting

The Master Plan is guided by the following goals:

Goal A: Support and enhance San Rafael parks

Goal B: Support and enhance San Rafael recreation facilities

Goal C: Support recreation programming

Goal D: Provide equitable access to San Rafael park and recreation system

Within these goals are policies and actions that will provide the structure for current and future recreation planning throughout the City. In addition to the established goals, prioritizing criteria were developed through the input of the Steering Committee, City staff, San Rafael's Park and Recreation Commission, and the community. Combined with the identified prioritizing criteria, the Master Plan's goals support the selection

of priority projects that will serve the City's existing and future recreation needs.

Implementation

With the significant number of recommendations identified through the process, a critical output of the CPRMP is a strategic approach for prioritizing recommendations. The goal of the prioritization strategy is to create an implementable action plan for the Master Plan and to provide the City with a framework for decision-making in the future.

The Master Plan identifies \$18,315,216 in park improvements and \$2,962,340 in recreation facility improvements, totaling approximately \$21.3 million (2023 dollars) in recommendations, inclusive of a 30% contingency for additional costs such as design, administration, and construction management. These improvements will address existing deficiencies in the recreation network while providing enhancement and potential expansion to the City's park and recreation facilities.

The CPRMP proposes 162 projects, of which 67 are estimated to have costs of \$21.3 million (2023 dollars). 95 projects are not assigned a cost as they are policy or program recommendations or are not yet sufficiently defined to estimate their implementation. Additionally, 22 of the un-costed projects may be addressed through the implementation of larger projects in accessibility improvements.

Recommendations are categorized by recommendation type as well as recommendation priority. See Table 3 for recommendation types and Table 4 for recommendation priority.

Table 3. Recommendation Types

Recommendation Type	Description	Total
Deficiency Improvement	Recommendation improves existing condition in a deficient area such as replacing or enhancing amenities at end of lifecycle, and ADA improvements to remove accessibility barriers	83
Expansion	Recommendation supports new recreation amenities, expanding San Rafael's recreation system	36
Policy	Recommendation is administrative and supports the City's delivery of parks and recreation services	43
Total number of recommendations		162

Table 4. Recommendation Priority

Recommendation Priority	Description	Total
Near Term <ul style="list-style-type: none"> 14 park improvements (deficiencies and expansions) 20 policies 20 recreation facility improvement recommendations to be incorporated into the upcoming Facilities Master Plan 	Potentially achievable in 0-5 years	54
Medium-Term <ul style="list-style-type: none"> 15 park improvements 14 policies 	Potentially achievable in 5-10 years	29
Long-Term <ul style="list-style-type: none"> 21 park improvements 	Potentially achievable in 10 + years	21
Other	Ongoing (10) As resources allow (26) To be addressed through larger projects (22)	58
Total number of recommendations		162

EXECUTIVE SUMMARY

Recommendations proposed for the City’s recreation facilities, totaling \$3.0 million, include only deficiency improvements that need immediate attention (near-term). The recreation facility recommendations identified through the Master Plan process are not included in the CPRMP’s financial assessment, as they will be folded into the City’s upcoming Facilities Master Plan process. Funding for recreation facility recommendations will be assessed in the Facilities Master Plan and evaluated alongside all City facilities.

To fund the implementation of the CPRMP park improvement recommendations, the Master Plan explores a variety of funding sources. Existing and potential funding resources include:

- City Budget and General Fund
- Measure A
- Park Taxes/Fees
- Grant Funding
- Public-Private Partnerships
- Additional Tax-Based Funding Options
 - Property Transfer Tax
 - Sales and Use Tax
 - Parcel Tax
 - G.O. Bond/Ad valorem Property Tax
 - Benefit Assessment Districts

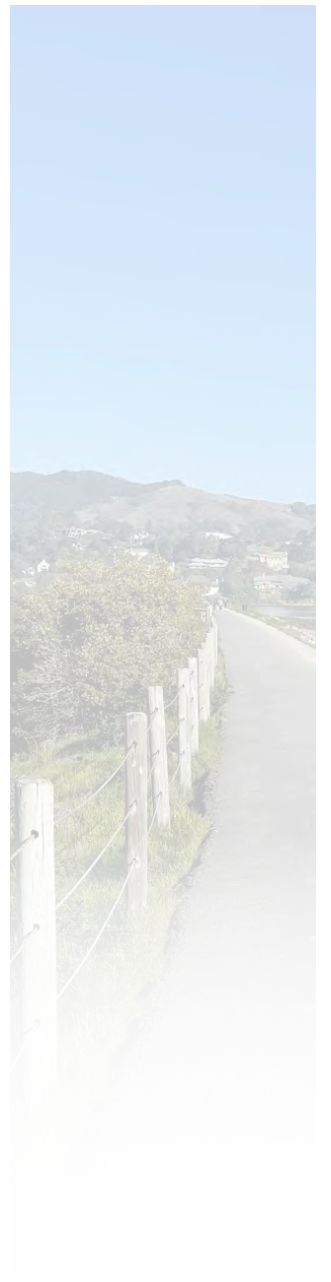
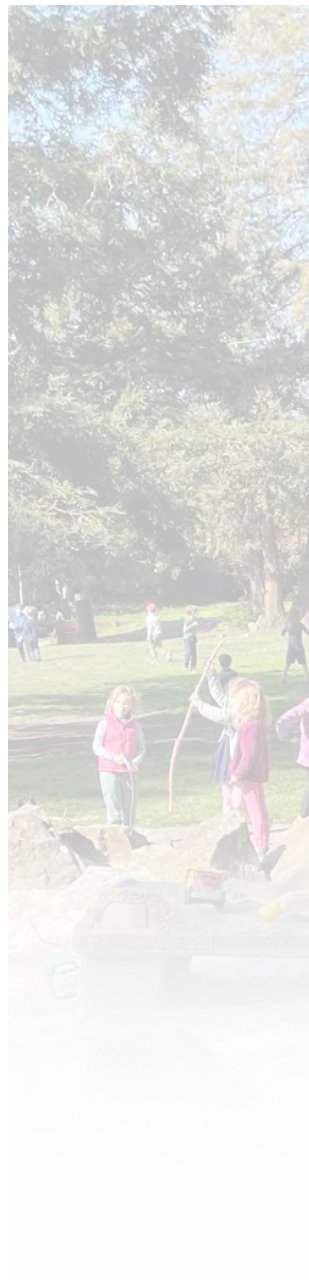
(Footnotes)

- 1 Park site acreage is provided by the San Rafael General Plan 2040 – Parks, Recreation, and Open Space Element
- 2 According to the General Plan 2040, Bret Harte Park is classified as a Pocket Park. Based on the site’s existing site amenities, features, and use the CPRMP recommends reclassifying this site as a Neighborhood Park.
- 3 According to the General Plan 2040, Munson Park is classified as a Neighborhood Park. Based on the site’s existing site amenities, features, and use the CPRMP recommends reclassifying this site as a Pocket Park.
- 4 Open Space site acreage is provided by the San Rafael General Plan 2040 – Parks, Recreation, and Open Space Element
- 5 According to the General Plan 2040, Jerry Russom Memorial Park is classified as a Neighborhood Park. Based on the site’s existing site amenities, features, and use the CPRMP recommends reclassifying this site as an Open Space.

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EXECUTIVE SUMMARY

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2. INTRODUCTION



2.1 INTRODUCTION

2.2 PLANNING PROCESS

2.3 REVIEW OF RELEVANT PLANNING EFFORTS

2.1 INTRODUCTION

The City of San Rafael (City) is located in the east central part of Marin County, 18 miles north of Downtown San Francisco, 38 miles south of Santa Rosa, 36 miles southwest of Napa, and 22 miles northwest of Oakland. The eastern edge of the City is formed by the San Francisco and San Pablo Bays with the Pacific Ocean approximately 10 miles to the southwest. The City is in the North Bay region of the nine-county San Francisco Bay Area, which is the fourth largest metropolitan area in the United States. San Rafael has been the largest city in Marin County since its incorporation and the County seat since 1851. Most of the County's population resides within 10 miles of San Rafael, contributing to the City's role as the center of Marin's economy.

As the City of San Rafael grows and the needs of residents evolve over time, there has been a significant growth in the demand for park and recreation facilities and programs. To help the City plan for the needs of the community, the City Council Goals and Objectives and the City of San Rafael's General Plan 2040 identified the creation of a Citywide Parks and Recreation Master Plan as a key priority. Parks and Recreation Master Plans are a critical tool for local agencies in identifying community and infrastructure needs, prioritizing projects and funding allocation, strategically developing parks and recreational programs, and creating a vision for the future.

The Citywide Parks and Recreation Master Plan is the City's first comprehensive planning document directed at the City's recreation system.

Figure 3. Gerstle Park Picnic Area



2.2 PLANNING PROCESS

The San Rafael General Plan 2040 and City Council's Goal and Objectives established the creation of a Citywide Parks and Recreation Master Plan as an important priority to help the City better plan for the changing recreational needs of the community. In November 2021, the City of San Rafael contracted with RHAA Landscape Architects and Planners (Consultant) to launch a comprehensive parks and recreation planning process to analyze the use of existing parks, recreation facilities, and recreation programs and operations. The CPRMP planning process results from collaboration with City staff, the San Rafael community, and the Consultant.

In the Spring of 2022, the City launched a community engagement campaign to gather input on the recreation amenities, activities, and programs that are most important to them. The community engagement process included a statistically valid survey, a community questionnaire, interviews with stakeholder groups, and a series of community meetings held at different times and locations throughout the City, as well as online. The below details the community engagement activities undertaken in the Citywide Parks and Recreation Master Plan.

CPRMP Steering Committee

The CPRMP Steering Committee was approved by City Council on June 16, 2021, to provide ongoing feedback on the Master Plan process. The Steering Committee included individuals from diverse backgrounds to represent a broad cross-section of the San Rafael community and served as a guiding body for the development of the Master Plan. The CPRMP Steering Committee met four times throughout the project life and included representatives from the following community and stakeholder groups:

- Age Friendly San Rafael Task Force
- Artworks Downtown
- Canal Alliance
- San Rafael ADA Access Advisory Committee
- San Rafael Bicycle & Pedestrian Advisory Committee
- San Rafael Library Board of Trustees
- San Rafael Park & Recreation Commission
- San Rafael Pickleweed Advisory Committee
- The Canal Arts
- Marin Conservation League
- Marin County Parks
- Marin Society of Artists
- Marin YMCA
- Orcas Swim Team
- San Rafael Chamber of Commerce
- San Rafael City Schools
- San Rafael Girls Softball

Stakeholder Interviews

A series of stakeholder interviews were conducted by City staff and the Consultant team for the Master Plan. The stakeholder groups included Arts and Culture, City Leadership, Homeowner and Neighborhood Associations, Older Adults and Special Populations, and Sports and Leisure. These interviews offered the opportunity for key stakeholder groups to provide focused input and perspectives on issues related to San Rafael's park and recreation system. Groups interviewed included:

- **Arts and Culture Organizations** – The Canal Arts, Cedars Fine Arts Studio, DrawBridge, Marin County Cultural Services, Marin Society of Artists, Youth in Arts

- **City Leadership** – Assistant City Attorney, City Clerk, City Manager, Community Development Director, Economic Development Director, Library and Recreation Department Director and Assistant Director, Police Chief, Sanitation District Manager
- **Homeowner and Neighborhood Associations** – Dominican/Black Canyon Neighborhood Association, Gerstle Park Neighborhood Association, Loch Lomond Homeowners Association, Mont Marin/San Rafael Park Neighborhood Association, Peacock Gap Homeowners Association, Sun Valley Neighborhood Association, Terra Linda Homeowners Association, West End Neighborhood Association
- **Older Adult and Special Populations Organizations** – Age-Friendly San Rafael, Aging Action Initiative, Cedars, Marin County Commission on Aging, Marin Ventures, San Rafael Goldenaires, San Rafael Library and Recreation Department, Vivalon

See Appendix A for a summary of the stakeholder group interviews.

Figure 4. Community Meeting, Albert J. Boro Community Center



Community Surveying

To assess community needs and interests in San Rafael's recreation services, a statistically valid survey was conducted from March 7 through March 10, 2022, and an online questionnaire was initiated on March 30 and closed on May 3, 2022. The Statistically Valid Survey (SVS) was conducted by RHAA consultant Godbe Research, specialists in opinion research. The SVS collected 575 responses from City residents and registered voters reflecting the City's demographic profile. The Statistically Valid Survey was conducted in English (559 respondents) and Spanish (16 respondents). The Park and Recreation Community Questionnaire (PRC), conducted by RHAA through Survey Monkey as well as via paper copies distributed throughout City facilities and partner organizations, collected 1,131 responses between March 30th and May 31st of 2022. The questionnaire was provided in English (1,046 respondents), Spanish (84 respondents), and Vietnamese (1 respondent).

See Appendix B for a summary of the community survey results.

Community Meetings

Two community meetings were held for the CPRMP. Community Meeting #1 was held four times in Spring 2022 – March 30th at the San Rafael Community Center; April 28th at the Terra Linda Community Center; May 5th online; and May 11th at the Albert J. Boro Community Center. The May 11th meeting was conducted in Spanish with English translation available.

At Community Meeting #1, RHAA presented the CPRMP team, project goals and scope, and a review of existing park and facility conditions. A significant portion of Community Workshop #1 was also dedicated to collecting community input on desires for improvements throughout San Rafael's park and recreation system. More than 100 community members shared their thoughts at these community meetings.

INTRODUCTION

Community Meeting #2 was held online on September 8, 2022. At this meeting RHAA presented findings from the community outreach process (Statistically Valid Survey and Parks and Recreation Questionnaire survey results), a summary of the park and facility inventory, a summary of the recreation planning and operations assessment, and the criteria to be used to prioritize proposed recommendations from the CPRMP. Community Meeting #2 included breakout sessions to solicit feedback on the prioritization criteria and approximately 25 community members participated.

See Appendix C for Community Meeting summaries.

2.3 REVIEW OF RELEVANT PLANNING EFFORTS

Recent and ongoing planning efforts by the City of San Rafael guide the CPRMP. A review of the City's relevant planning efforts was completed as a component of the Master Plan to ensure that the CPRMP's goals and recommendations build upon and support previous work. The following master planning documents guide the Citywide Parks and Recreation Master Plan.

See Appendix D for the detailed Document Review completed.

San Rafael General Plan 2040, 2021

The San Rafael General Plan 2040, or General Plan 2040, was adopted by the San Rafael City Council in August 2021 and addresses the planning elements of land use, circulation, housing, open space, conservation, safety, noise, and environmental justice. The General Plan 2040 provides a shared vision for the City's future and a guiding framework to make that vision a reality as it looks 20 years into the future. This document supports

the City's existing qualities while promoting improvements to make San Rafael more resilient, equitable, healthy, and attractive as it continues to evolve and grow.

General Plan 2040 identifies guiding principles to achieve the vision of a thriving San Rafael with a commitment to conserve and strengthen San Rafael – its neighborhoods, open space, downtown, strong sense of community, historic legacy, and quality public service. With these aspects in mind, General Plan 2040 identifies the five following Guiding Principles:

- Economic vitality
- Opportunity for all
- Adapting to the future
- Housing the growing community
- Mobility

In relation to the CPRMP, General Plan 2040 provides goals, policies, and programs, per planning element, that shape and inform its development. The Guiding Principles of Opportunity for All and Adapting to the Future are folded into the CPRMP's recommendation prioritization process, and goals and policies found in the Parks, Recreation, and Open Space, and Equity, Diversity, and Inclusion Elements guide the CPRMP's goals, policies, and actions.

Downtown Precise Plan, 2021

The San Rafael Downtown Precise Plan, adopted in 2021, provides a 20-year roadmap for the City to achieve goals of increasing housing diversity and equity, improving walkability and transportation options, and advancing resiliency to climate change, within the City's downtown planning area. This Precise Plan implements the community's vision to create opportunities for reinvestment and future development that is

feasible, predictable, and consistent within downtown San Rafael. Related to the CPRMP, Albert Park and Boyd Memorial Park are included within the limits of the Downtown Precise Plan as well as topics of pedestrian mobility that are in alignment with the City's recreation interests. San Rafael's downtown area provides a central location and an established regional center with a walkable downtown and access to nature – key opportunities identified in the Precise Plan that relate to the City's recreation network.

Climate Change Action Plan 2030, 2019

The Climate Change Action Plan 2030, formally adopted in 2019, is a planning document to guide the City of San Rafael in developing programing and actions to reduce greenhouse gas emissions – pollutants that cause climate change. Recommendations to reduce greenhouse gas emissions are provided for both the community of San Rafael as well as for government operations. The City's park and recreation network supports the City's efforts in reducing greenhouse gas emissions through educational programming and the provision of energy and resource efficient operational services. The CPRMP further supports the Climate Action Plan 2030 by proposing recommendations that will implement sustainable practices in the City's capital improvement projects.

San Rafael Bicycle and Pedestrian Master Plan, 2018

The 2018 San Rafael Bicycle and Pedestrian Master Plan, an update to the 2011 Bicycle and Pedestrian Master Plan, documents conditions for bicycling and walking in San Rafael and outlines steps to improve safety, act on community needs, and improve mobility options for the San Rafael community. Pedestrian mobility is a key component of the City's recreation network, with the 2017 pedestrian and bicyclist survey finding that 71% of respondents listed parks and trails as their top bike destinations.

While the Bicycle and Pedestrian Master Plan does not propose pedestrian projects within the City's parks, it does provide recommendations for mobility improvements adjacent to some City recreation amenities. The CPRMP supports bike and pedestrian mobility throughout the City.

Canalfront Conceptual Design Plan and Design Guidelines, 2009

The Canalfront Conceptual Design Plan develops an outline for creating a promenade connecting Starkweather Shoreline Park through the Canal neighborhood and across the canal waterway east toward China Camp State Park. The Canalfront Design Guidelines is a companion document to the Design Plan, providing guidelines for building design in the plan area and desired recreation amenities. The recommendations set forth in these plans inform the Citywide Parks and Recreation Master Plan particularly in areas serving the canal community, providing recreational shoreline access, developing new mini parks at the San Rafael Yacht Harbor, and the City's Beach Park property. The Design Plan addresses 4 goals:

- Define access points to and along the Canal waterfront
- Identify the most appropriate location and type of Canal crossing improvement(s)
- Serve as a foundation for completing the Bay Trail from Pickleweed Community Center to Pt. San Pedro Road
- Provide design guidelines to maximize waterfront amenities through redevelopment opportunities along the Canalfront

The Canalfront Design Guidelines document provides design guidelines that apply to the entire area defined as the San Rafael Canalfront planning area. These guidelines promote quality of life for the Canal community as well as visitors. In applying area-wide guidelines, the planning areas benefit from establishing a common identity for projects related to the Canal.

INTRODUCTION

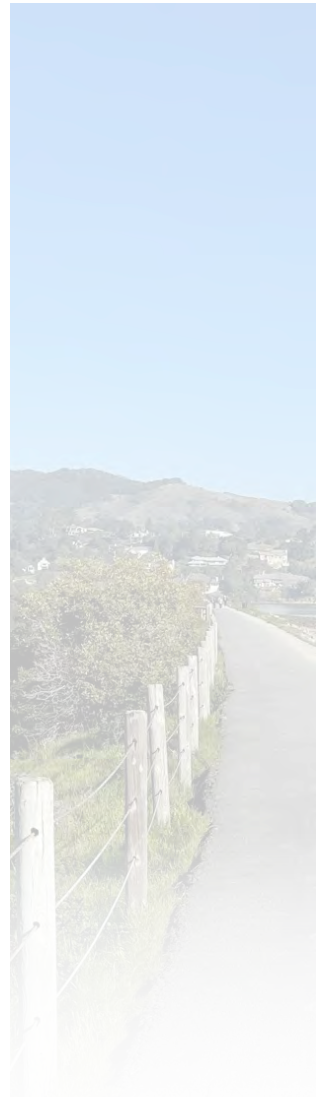
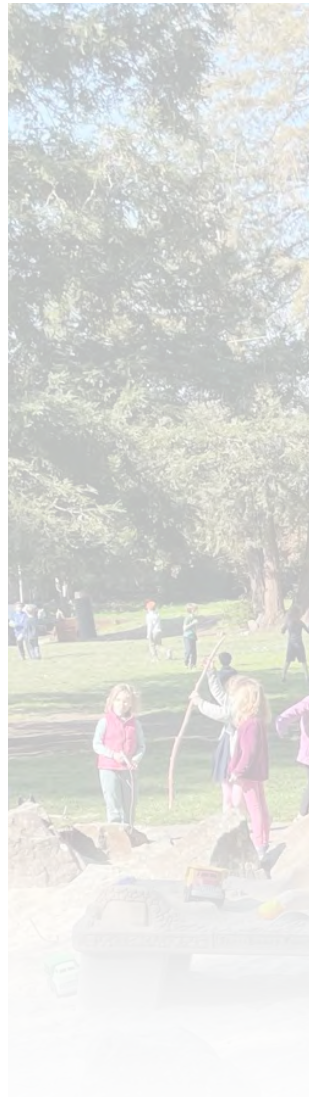
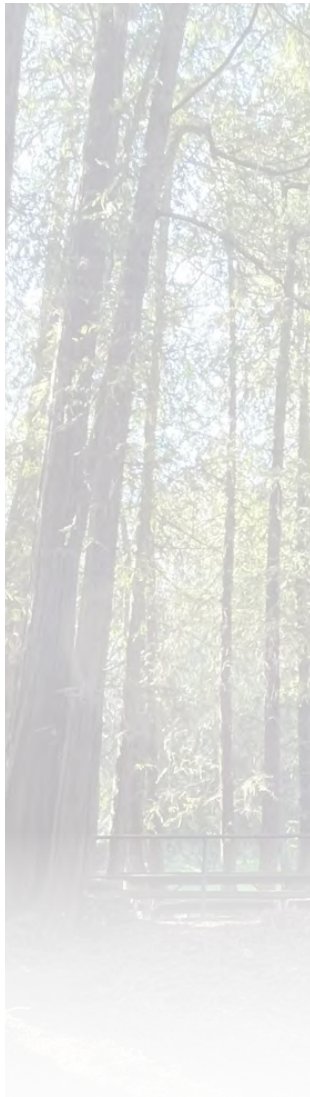
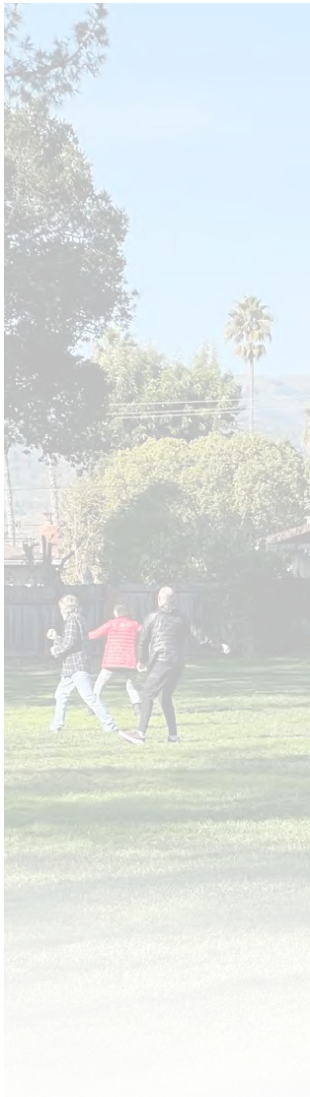
Additional Relevant Planning Efforts

The below documents were additionally referenced to develop the CPRMP:

- Terracon Facility Condition Assessment, 2019
- Shoreline Park Interpretive Signage Master Plan, 2007
- San Rafael Shoreline Master Plan, 1989

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3. EXISTING FRAMEWORK



3.1 PARK SYSTEM OVERVIEW

3.2 RECREATION FACILITIES OVERVIEW

3.3 RECREATION DEPARTMENT AND PROGRAMS

3.4 DEMOGRAPHIC PROFILE

3.1 PARK SYSTEM OVERVIEW

San Rafael's parks include space for self-guided recreation, organized and pick-up sports, community gardening, playgrounds, and social gathering. The assessment scope of the CPRMP includes 25 City-operated parks and 5 City-operated recreation facilities. This includes the City's 3 community parks, 11 neighborhood parks, 6 pocket parks, 5 special use parks. The scope of this Master Plan, limited to City-operated, improved parkland sites, totals approximately 106.4 acres of City-operated improved parkland. See Table 6 for a list of City-owned parks by type and recreation provided.

The San Rafael General Plan 2040, which assesses a greater San Rafael Planning Area (inclusive of Marin County-operated parkland, California State-operated parkland, parkland in unincorporated areas, and 50% of improved open space on public school properties), notes that approximately 314 acres of improved parkland is available to the San Rafael Community. While the CPRMP identifies this total acreage of improved parkland as critical to the adequacy of the City's park system, the recommendations, policies, and strategies identified in the CPRMP are specific to San Rafael's City-operated improved parkland.

Figure 5. Youth Taekwondo at Terra Linda Community Center



EXISTING FRAMEWORK

Table 6. City-Operated Parks by Type and Recreation Provided

Park Name	Size ¹	Ballfield	Basketball Court	Bocce Facilities	Handball Court	Multi-Use Turf Field (soccer/football)	Par Course	Playground	Pool	Reservable Picnic Area	Restroom	Tennis Court	Water Feature
Community Park													
Albert Park	13.34	x		x				x				x	
Pickleweed Park	17.60	x				x		x		x	x		
Terra Linda Park	2.87		x					x	x	x	x		
Neighborhood Park													
Bernard Hoffman Field	3.80	x											
Bret Harte Park ²	0.46		x					x			x		
Freitas Park	2.69							x		x	x	x	x
Gerstle Park	6.00		x					x		x	x	x	
Loch Lomond	3.00							x			x		
Los Ranchitos Park	3.00		x		x			x			x		
Oleander Park	2.28							x					
Peacock Gap Park	4.14						x	x			x	x	
Santa Margarita Park	5.00		x					x		x	x	x	
Sun Valley Park	5.00		x					x		x	x		
Victor Jones Park	5.96	x	x					x		x	x		
Pocket Park													
Arbor Park	0.30												
Beach Park	0.44			x									
Hillview Park	0.26												
Munson Park ³	1.46												
Oliver Hartzell Park	0.54							x					
Riviera Park	0.27							x					
Special Use Park													
Boyd Memorial Park	1.75							x				x	
Falkirk Cultural Center Grounds	3.60												
Jean and John Starkweather Shoreline Park	21.30										x		
Special Use Park - Community Garden													
Canal Community Garden	0.35												
Terra Linda Community Garden	1.00												
Total	106.41	4	7	2	1	1	1	16	1	7	12	6	1

The City also operates approximately 935 acres of unimproved open space, which is not assessed in the scope of the CPRMP. Table 7 details the City-operated unimproved open space in San Rafael.

Table 7. City-Operated Unimproved Open Space

Open Space	Size ⁴	Park Type
Bay Way	6.4	Open Space
Boyd Park (upper)	16	Open Space
Deer Valley	43	Open Space
Falkirk (upper)	7.5	Open Space
Glenwood	56.3	Open Space
Harry Barbier Memorial Park	582	Open Space
Hartzell	18.1	Open Space
Hillside Avenue	8	Open Space
Mont Marin (Joint Operation with Marin County)	68	Open Space
Mountain (Joint Operation with Marin County)	51.4	Open Space
Jerry Russom Memorial Park ⁵	7	Open Space
Picnic Hill - Bret Harte	13.2	Open Space
Upper Gerstle Park (Joint Operation with Marin County)	22.0	Open Space
Upper Toyon/Makin Grade	36	Open Space
Total Acreage of City-Operated Unimproved Open Space	934.9	

Related to open space, the City's trails are not included within the Master Plan scope. Given the high importance of walking, jogging, and pedestrian access in San Rafael, the City will be launching a separate Trail Existing Conditions and Feasibility Study to better understand the existing trail network on City property and identify opportunities and challenges to the system.

Additionally, the City's urban canopy is not assessed in the scope of the CPRMP. San Rafael's tree canopy provides vital environmental benefit of shade, air quality support, and carbon sequestration, and the City continues to pursue its efforts in protecting urban forestry per direction in General Plan 2040.

Park Service Area Standards and Gaps

A typical measure of adequacy for a City's park system is the number of acres of parkland per 1,000 residents with California cities commonly adopting a standard of 3 to 5 acres of improved open space per 1,000 residents. School sites may be included to reflect that public use is available outside of school hours of operation in this open space requirement.

As previously stated, the San Rafael General Plan 2040 assesses a greater San Rafael Planning that goes beyond the City limits, including unincorporated areas and land managed by the State of California as well as Marin County. According to General Plan 2040, the San Rafael Planning Area includes approximately 314 acres of improved parkland available to the San Rafael Community. This acreage includes Marin County-operated parkland, California State-operated parkland, parklands in unincorporated areas, and 50% of improved open space on public school properties. With this acreage and counting the 73,300 residents living in the 2020 San Rafael Planning Area, there is currently 4.28 acres per 1,000 residents.

Looking within San Rafael's City limits, the 2020 population is 61,271 residents. Applying the 314 acres of improved parkland available to the residents living within City boundaries, there is 5.12 acres available per 1,000 residents. This is a substantial supply of parkland that exceeds many California communities. The General Plan 2040 establishes a standard of 4 acres of parkland per 1,000 residents, which the City of San Rafael and the San Rafael Planning Area currently exceed in meeting. However, gaps in parkland service do exist now and may continue in the future.

General Plan 2040 predicts an addition of approximately 10,000 residents to the San Rafael Planning Area. With the standard of 4 acres of parkland per 1,000 residents, this addition of 10,000 residents may require an additional 40 acres of parkland for the Planning Area moving forward.

EXISTING FRAMEWORK

Parkland available within the City of San Rafael will contribute to this recreational need.

The CPRMP also supports the General Plan 2040's findings that 19% of San Rafael residents do not live within a 10-minute walk to a park, according to the Trust for Public Land (TPL). Neighborhoods that do not meet the 10-minute walk standard include:

- Montecito/Dominican
- West End/Fairhills
- Lincoln/San Rafael Hill
- Contempo/Deer Park
- Northbridge/Marin Lagoon

In addition to these areas of need, the General Plan 2040 acknowledges that the condition and range of San Rafael recreation amenities vary throughout the City and deferred maintenance and replacement items have contributed to an aging system. The Citywide Parks and Recreation Master Plan provides a strategy to wholistically improve and support San Rafael's park and recreation network.

Figure 6. Consultant Team and City Staff on Site Tour, Albert Park



Park Inventory and Assessment

An inventory and assessment of San Rafael's parks was conducted by members of the Consultant team with assistance from City staff. This assessment reviews how each park asset currently serves the community and where they hold potential for site improvement and recreation opportunities. Each City-owned park was inventoried for the following information:

Location – Address or intersection

Size – Site acreage

Park Type – Pocket Park, Neighborhood Park, Community Park, Special-Use Park, Community Garden

History – Construction date (if known) and development over time

Current Condition – Excellent, Good, Fair, or Poor

- Excellent – highly functional, new, or recently replaced
- Good – very functional, new, or recently replaced with minimal wear
- Fair – functional but nearing end of useful life and replacement
- Poor – not functional, at the end of useful life, and requiring replacement

Amenity, Furnishings, and Facility Inventory – Site amenities such as sport courts, picnic tables, seating, restrooms, etc.

Recreation Provided – Capacity for various recreation activities such as organized sports and play areas

Constraints – Observed features that limit the site's recreation potential

Estimated Maintenance – Observed maintenance issues and current practices

While the needs of each site were evaluated individually, common trends in these deficiencies were identified. Those identified are active

community use and aged amenities with significant deferred maintenance, which combine to create prevalent deficiencies that must be addressed to continue to utilize and operate the parks efficiently.

Active Community Use

San Rafael community members value the City's recreational assets. Parks and open space provide access to the outdoor environment and vital recreation opportunities in the urban environment. San Rafael's park network offers sites to host community events and social gathering, however active use results in consistent wear on these amenities, particularly playgrounds and sport courts. The inventory of San Rafael's parks reveals a general need to update the City's playgrounds per code and accessibility and sport court renovation through a minimum of surface repavement.

Aged and Unique Park System

In alignment with many California communities most of San Rafael's parks were constructed throughout the 1950s and 1960s. With park sites aged 60 to 70 years old, inevitable wear on these sites is evident. Systemwide infrastructure, including irrigation, paving, and support structures, are near or have reached the end of their useful life and require repair and/or replacement. Typical aging also culminates in accessibility barriers that require removal and the replacement of park signage for system legibility.

The City has addressed repair and maintenance concerns as resources allow, however deferred projects remain a challenge to San Rafael achieving full recreational capacity. In addition to standard aging, San Rafael manages 3 historic park sites built in the 19th century – the near centurion Boyd Park, Gerstle Park, and Falkirk Cultural Center Grounds. These are unique cultural assets that provide exceptional value to the city's

recreation network, however their management requires unique care and resources.

The full Park Inventory and Assessment, performed by RHAA Landscape Architects and Planners, is available in Appendix E.

3.2 RECREATION FACILITIES OVERVIEW

In addition to parks, the City of San Rafael maintains 4 community centers, 2 recreation buildings, and 12 park restrooms, seen in Table 8.

Table 8. City-Operated Recreation Facilities

Community Centers
Albert J. Boro Community Center
Falkirk Cultural Center
San Rafael Community Center
Terra Linda Community Center
Recreation Buildings
Albert Park Field House
Terra Linda Pool House
Park Restrooms
Bret Harte Park
Freitas Park
Gerstle Park Lower
Gerstle Park Upper
Jean and John Starkweather Shoreline Park*
Los Ranchitos Park
Loch Lomond Park
Peacock Gap Park
Pickleweed Park
Santa Margarita Park
Sun Valley Park
Victor Jones Park

*Not included in the Recreation Facility Inventory and Assessment

EXISTING FRAMEWORK

Recreation Facility Inventory and Assessment

An inventory and assessment of San Rafael's recreation facilities was completed for the CPRMP. This assessment collected the following information at each site:

Architectural Deficiencies – Exterior materials and finishes, doors and windows, interior materials and finishes

Mechanical Deficiencies – Heating, ventilation and cooling, plumbing, fixtures, fire sprinklers

Electrical Deficiencies – Electrical, lighting, fire alarm

Structural Deficiencies – Primary and secondary structure, seismic resistance

Accessibility Deficiencies – Building scope only

The purpose of this assessment is to understand the physical condition of the sites, rather than their programmatic offerings. An assessment of the City's recreation program operations, and their relation to recreation facilities, follows later in this section of the Master Plan. Data provided in the 2019 Terracon Facility Condition Assessment is incorporated in this inventory.

Deficiencies

Each San Rafael recreation facility assessed is unique in age and construction type, however common trends in deficiencies were identified. These include:

- Water intrusion
- Aging mechanical equipment
- Outdated electrical distribution
- Door and window replacement needs

- Moveable partition repairs
- Degraded paint and finishes
- Deficient exterior wood decking

Accessibility issues vary from substantial access concerns with the oldest facilities to minor outstanding compliance issues with facilities that have been recently updated. If not addressed, the above deficiencies will continue to deteriorate the City's assets and limit opportunities for programmatic services and expansion.

The full Recreation Facility Inventory and Assessment, performed by architectural consultants mack5 is available in Appendix F.

3.3 RECREATION DIVISION AND PROGRAMS OVERVIEW

San Rafael's Recreation & Childcare Division of the Library and Recreation Department provides recreation services to the San Rafael community. Like the assessments of the City's existing parks and recreation facilities, a review of the City's recreation programs and services is also provided in the Master Plan for a complete analysis of San Rafael's park and recreation system. This assessment was performed by recreation planning consultants Ballard*King. The overview of the City's recreation division and programs is broken into three components – recreation programs and services provided, recreation facilities supporting these programs and services, and organization and staffing. It is important to note this assessment is based on programming offered from 2019 through 2021, recognizing that COVID has had significant impact on programming from 2020 through 2022.

Recreation Programs and Services

The following section discusses the Recreation & Childcare Division programs and services. Program enrollment is high, with residents

comprising approximately 90% of all session-based classes, 72% of all drop-in classes, and significant waiting lists for youth camps, aquatics; and after-school programming. This section details programs offered and the City's partnerships for recreation service delivery. For reference, Table 9 provides general descriptions of recreation programs that agencies often offer by type.

Table 9. Typical Recreation Programs Offered Nationally

Recreation Type	Description
Aquatics	Learn-to-swim classes, aqua exercise classes, competitive swimming/diving, SCUBA, and other programs such as artistic swimming and water polo.
Cultural Arts	Performing arts classes, visual arts classes, music/video production, and arts events.
Education	Language programs, tutoring, science (STEM) classes, computer, and financial planning.
Fitness	Group fitness classes, personal training, wellness education, and nutrition.
General Interest	Personal development classes.
Older Adults	Programs and services dedicated to serving the needs of older adults. This can include all the activity areas noted in this table plus social service functions.
Outdoor Recreation	Environmental education, hiking, camping, kayaking, fishing, and other activities.
Self-Directed	Opportunities for individuals to recreate on their own with activities such as open-gym, use of weight/cardio space and lap/recreational swimming. Although not an organized program type, time and space must be allocated for this recreation purpose.
Special Events	Citywide or community center based special events that are conducted throughout the year.
Special Needs	Programs for the physically and mentally impaired and inclusive programming.
Sports	Team and individual sports including camps, clinics and tournaments. Also includes adventure and non-traditional sports.
Teens	Programs and services that are focused on serving the needs of teens. This can include all the activity areas noted in this table.

Youth	Before and after school programs, summer/school break camps, childcare, and preschool.
-------	--

Major Areas of Program Focus

Major areas of existing recreation program delivery from the Recreation & Childcare Division include youth and older adult activities, cultural arts, aquatics, and self-directed recreation opportunities. The following services are listed in the order of emphasis currently provided to the community.

Youth - The Recreation & Childcare Division provides major focus on youth programs including toddler activities, parent-tot programs, indoor playground programming, as well as programming in arts and crafts, sports, summer camps, after school sessions, and preschool enrichment. These are offered through a mix of City and contract staff.

Cultural Arts - Cultural Arts are a significant program area provided by the Recreation & Childcare Division. This programming includes ceramics, painting, and other visual arts activities. There are additionally performing arts activities such as dance and theater as well as art(s) exhibits held at Falkirk Cultural Center throughout the year.

Figure 7. Ceramics at Terra Linda Community Center



EXISTING FRAMEWORK

Older Adults - The City partners with the Goldenaires, a non-profit organization, to provide services at the San Rafael Community Center for San Rafael's senior community. This includes arts, social, fitness, dances, cards, bingo, and travel programs. There is also a congregate meal program at the San Rafael and Albert J. Boro Community Centers that is provided in partnership with the County of Marin. City staff additionally run senior multicultural programming at the Albert J. Boro Community Center as well as provide space for older adult groups to meet at the Terra Linda Community Center.

Aquatics - Swim lessons, Junior Lifeguard programming, and aquatic summer camps are currently provided by City staff. Lap Swim, Masters Swim, and local non-profit swim team programs are offered throughout the season as well as lifeguard certification and water safety instructor certification. Aqua exercise classes are additionally offered at the Terra Linda Pool through contract providers.

Self-Directed Recreation - The Recreation & Childcare Division provides a variety of drop-in recreation opportunities including gym-based activities (basketball, volleyball, etc.), field-based sports (baseball/softball, soccer, football, etc.), swimming, and racquet sports. Additionally, the City provides rentals of both indoor sites and athletic fields for self-directed recreation – there is a strong rental program in place for all facilities.

Figure 8. Goldenaires Spring Celebration



Figure 9. Older Adults Water Color Class



Additional Areas of Program Focus

Additional areas of program delivery include fitness, teen programming, special events, outdoor recreation, programming for special needs, education, general interest, and sports. These are services provided by the Recreation & Childcare Division, however not to the extent as the previously discussed program focuses and the City may consider increasing their delivery based on community interest.

Fitness - The majority of fitness programs are currently offered by contract providers, run in the City's recreation facilities.

Teen Programming - A few teen focused programs are provided, including teen art and theater. Teens can also enroll in several youth and adult programs offered by the City.

Special Events - There are limited special events offered by the Library & Recreation Division. These include Día De Los Muertos (Day of

the Dead), Movies in the Park, Summer Kick Off, Ghost Stories at the Mansion, and Holiday Craft Fair. The majority of these offered are provided at community centers rather than throughout the City.

Outdoor Recreation - Community gardens are the primary aspect of this program area. The City also has multiple reservable outdoor picnic sites for self-directed recreation.

Special Needs - This is not an established program area for the Recreation & Childcare Division with services in this area offered by other providers in the San Rafael area.

Education - Many education-based programs are integrated into youth after school, camps, and other programs.

General Interest - A few programs are offered in this area including youth babysitting, adult computer classes, bridge, voice overs, and mindfulness courses.

Sports - Most youth sports programming is currently provided by other organizations and adult programs, such as Marin Social Sports and Central Marin Soccer, which utilize the City's fields and recreation facilities. Sport programming offered by the City includes minimal youth soccer, Junior Giants, adult pickleball, and martial arts.

Table 10 lists 2019 session-based classes by enrollment number.

Table 10. 2019 Session-Based Class Enrollment*

Program Type	Resident Participants	Non-Resident Participants	Waitlist Numbers	Program Withdrawals
After School	2,175	12	111	285
Aquatics	588	210	104	153
Arts & Crafts	660	121	43	42
Athletics	432	33	0	55
Camps	702	106	35	110
Community Garden	55	4	0	2
Dance	296	40	2	19
Fitness	464	37	6	21
Language	4	5	0	10
Martial Arts	323	26	0	13
Performing Arts	45	12	0	2
Personal Growth	28	14	0	4
Technology	21	9	0	6
Total	5,793	629	301	722

*This table includes City staff led programs as well as contract providers.

Table 11 lists 2019 drop-in base classes by enrollment number.

Table 11. 2019 Drop-In Program Enrollment*

Program Type	Participants
Aquatics	21,763
Arts & Crafts	1,290
Athletics	3,573
Fitness	4,893
Games & Sports	22,510
Personal Growth	1,278
Total	55,307

*This table includes City staff led programs as well as contract providers.

EXISTING FRAMEWORK

Table 12 lists classes run versus classes cancelled from 2018 through 2021. The number of classes cancelled from 2020 to 2021 directly relate to the COVID pandemic. However, a high percentage of classes offered in 2018 and 2019 indicate a high demand for recreation programs.

Table 12. Classes Run vs. Classes Cancelled

Statistic	2018	2019	2020	2021	2022
Number of Classes Run	241	222	127	126	216
Number of Classes Cancelled	54	61	162	67	50
Total	295	283	289	193	266

Program Partners

To support City recreation staff resources, the Recreation & Childcare Division collaborates with a variety of internal and external partners to satisfy recreation program need. Internal City providers include the San Rafael Public Library, and the Economic Development and Police Departments. External providers include Marin Social Sports, the Goldenaires, the County of Marin, and various youth sport organizations throughout the City and County. Most recreation programs are provided by contract providers.

The partnership model is particularly important at the Albert J. Boro Community Center, where the City has established a co-sponsorship program. Through this program, the City waives facility use fees for organizations that provide in-demand recreational programs free-of-charge to the community. Annually, the City waives up to \$140,000 in fees through co-sponsorships, providing the community with robust, financially accessible programming.

Table 13 lists program areas and their providers and Table 14 lists the number of classes led by City staff versus led by contract providers.

Table 13. Recreation Program Areas by Provider

Program Area	City-Provided	Contract or Other Providers
Aquatics	x	x
Cultural Arts	x	x
Education		x
Fitness/Wellness		x
General Interest		x
Older Adults	x	x
Outdoor Recreation	x	x
Self-Directed	x	
Special Events	x	x
Special Needs		
Sports	x	x
Teens		x
Youth	x	x

Table 14. Contract Classes vs. City Staff Led Classes

Statistic	2018	2019	2020	2021	2022
Number of Contract Classes	269	261	273	177	200
Number of Staff Led Classes	26	22	16	16	66
Total	295	283	289	193	266

Summary of Recreation Programs and Services

The major focus of programming for the Recreation & Childcare Division is youth and senior services, with the majority of programming offered by contract instructors or other organizations. Recreation programs and services are typically planned and delivered from the City's community centers and lean towards traditional recreation offerings. While gaps in recreation programming exist, notably in teen, special event, and special need programming, it is not typical for parks and recreation agencies today to provide direct programming for all interest areas. Should the City increase recreation programming it would require:

- Additional staff time to develop and deliver new programs and services.
- Additional funding to offset the cost of new programs and services in addition to revenues from program fees.
- Adequate facilities and time available for new programs.

Recreation Facilities

The following section discusses the recreation facilities in support of the recreation programs and services provided to the San Rafael community.

City-operated indoor facilities include the Terra Community Center, San Rafael Community Center, Albert J. Boro Community Center, and Falkirk Cultural Center. Outdoor City-operated recreation facilities include the Terra Linda Pool, Albert Field, Pickleweed Field, and the Canal and Terra Linda Community Gardens.

The Recreation Programs and Operations Assessment identifies several challenges associated with San Rafael's existing recreation facilities and their ability to deliver recreation programs and services:

Aging Facilities – The age and condition of many of the City's recreation facilities has made it difficult to keep up with maintenance and results in impacts on programs. The age also means that some of the spaces themselves are no longer appropriate or have the amenities to support today's recreation programs. Additionally, accessibility barriers impact use, particularly at the Falkirk Cultural Center.

Lack of Space – In some instances, there is a lack of space for the recreation programs offered. The most impacted programs include afterschool enrichment, childcare, and services offered at the Terra Linda Community Center.

Limited Parking – The CPRMP finds that the City's community centers lack parking to support the activities that take place there. Community centers with acute parking limitations include Albert J. Boro Community Center and Falkirk Cultural Center.

School Facilities – The City of San Rafael does not currently hold a joint use agreement with the local school district. This results in the Recreation & Childcare Division paying for school use with limited time available. A joint use agreement may support recreation program expansion should the City pursue it.

Limited Sports Fields – Based on NRPA benchmarking, the City of San Rafael is deficient in athletic fields for youth and adult sports. The City may pursue joint-use agreements, collaboration opportunities, or improvements to existing facilities to increase community field access.

Facility Rentals – The extensive rental of recreation facilities is a major service to the community. However, it puts additional strain on existing amenities and at times limits the growth of in-house programming. Despite this, rentals should continue to be an important aspect of the services offered.

Figure 10. San Rafael Community Center



EXISTING FRAMEWORK

Organization and Staffing

The final component of the recreation department and programs overview is organization and staffing. This component includes an assessment of Recreation & Childcare, Parks, and Facilities Maintenance, covering 3 divisions within the 2 departments - Parks and Facilities Maintenance are divisions of the City's Department of Public Works.

Key challenges identified in the City's recreation organization and staffing include:

Limited Staff – Full-time staffing is currently at the minimum level to adequately provide parks and recreation programs, facility operations, and park and recreation facility maintenance. This impacts the City's capacity for long range planning and performance metrics tracking, as well as to respond to the community desire for improved maintenance of City parks and facilities.

Funding – There is a minimal level of funding to adequately cover the operations and maintenance of parks and facilities or provide additional recreation programs and services. If the City desires to increase maintenance levels or programming, it will need to look at increasing funding for those activities.

Homelessness and Illicit Activities – Homelessness and illicit activities impact operations and maintenance of parks and facilities.

COVID 19 Pandemic – COVID 19 has had a big impact on operations and services and the City is still working on recovering from this situation. This is especially true for Recreation & Childcare.

3.4 DEMOGRAPHIC PROFILE

San Rafael's demographic profile highlights the characteristics and composition of the City's community to inform recommendations proposed in the CPRMP. The resources utilized in this analysis include:

- San Rafael Adopted Housing Element
- Draft Housing Element – 2023-2031
- U.S. Census
- Association of Bay Area Governments (ABAG)

This information provides data on existing and potential recreation users as well as program demand as interests in recreation vary based on age, family status, income, and other demographic qualities. The demographic analysis can support conclusions about the likelihood of demand for programs and services and the City's capacity to serve the demand. Below are key findings in this profile:

- There is economic and housing resource disparity among San Rafael residents, particularly for Latinos/Hispanics.
- A significant growth in school age children has occurred since 2010 with many soon to enter the young adult cohort.
- There is significant variation in age by neighborhood with the Canal neighborhood carrying the largest portion of residents under the age of 18. This points to a need for accessible and affordable recreation support in this community.
- Residents are aging in place, calling for continued recreation services for older adults.
- San Rafael is a moderately dense urban area with a largely built-out status requiring thoughtful planning for recreation attributes to efficiently provide service to the greatest number of residents.

Demographic Analysis

Population

San Rafael's population has grown comparably to the County of Marin and neighboring cities with similar populations between 50,000 and 99,000 – Petaluma and Novato. As of the 2020 United States Census, San Rafael had 61,271 residents. This is nearly a 6% increase from 2010, and a 9.3% increase from the year 2000, with the fastest rate of growth occurring between 2010 and 2020. Between 2010 and 2020, San Rafael grew by 6.1%, gaining more residents than any other Marin County city. Table 15 shows population growth in San Rafael from 2000 through 2020 in comparison with Petaluma, Novato, and Marin County.

In collaboration with the Association of Bay Area Governments (ABAG) population projections through 2040, General Plan 2040 predicts an addition of approximately 10,000 residents to the San Rafael Planning Area. Recent ABAG projections through 2050 indicate that there may be a 50% increase in households in the Central Marin sub-region, which includes San Rafael (along with Corte Madera, Fairfax, Larkspur, Ross, San Anselmo, and much of unincorporated Marin County). Supporting the City's recreation network now, and in the future, is critical for expected population growth in the community.

Table 15. City and County Population Growth, 2000-2010

Jurisdiction	2000	2010	2020	% Change 2000-2020	% Change 2010-2020	% Change 2000-2020
San Rafael	56,063	57,713	61,271	2.9%	6.1%	9.3%
Petaluma	54,548	57,941	59,776	6.2%	3.2%	9.6%
Novato	47,630	51,904	53,225	9.0%	2.5%	11.7%
Marin County	247,289	252,409	262,321	2.1%	3.9%	6.1%

Source: US Census, 2000, 2010, and 2020

Table 16. City Population Density, 2020

Geography	San Rafael	Petaluma	Novato
Population/square mile	3,693	4,147	4,146
Land Area/square mile	16.6	14.4	27.5

Source: US Census, 2020

With a geographic area of 16.6 square miles, San Rafael's urban density is 3,693 persons per square mile, shown in Table 16. This is a moderately dense urban area with a largely built-out status. This requires thoughtful planning for San Rafael's recreation attributes to efficiently provide service to the greatest number of residents and recreation users.

Age

Understanding age in a community is a tool to identify variations in recreation interests and behaviors. Age identifies two important characteristics about a group of individuals: (1) their place in the life cycle, and (2) their membership in a cohort of those born at a similar time, providing planning information for recreation need and interest. Typical age groupings are:

- Infants and Toddlers (0-4 years)
- School Age (5-17 years)
- Young Adults (18-24 years)
- Family Forming Adults (24-44 years)
- Mature Families (45-65 years)
- Baby Boomers (65-74 years)
- Older Adults (75 + years)

Table 17 details San Rafael's age groups from 2000 through 2020.

EXISTING FRAMEWORK

Table 17. Population by Age Group, 2000-2020

Age Group	2000		2010		2020*	
	Number	%	Number	%	Number	%
Under 5 years	3,271	5.8%	3,590	6.2%	3,382	5.8%
5-17 years	7,726	13.8%	7,664	13.3%	9,556	16.3%
18-24 years	4,462	8.0%	4,834	8.4%	4,278	7.3%
25-44 years	18,661	33.3%	16,915	29.3%	15,100	25.7%
45-65 years	13,888	24.8%	15,574	27.0%	15,144	25.8%
65-74 years	3,628	6.5%	4,327	7.5%	5,917	10.1%
75+ years	4,427	7.9%	4,809	8.3%	5,398	9.2%
Total	56,063	100.0%	57,713	100.0%	58,775	100.0%
Median Age	38.5		40.2		41.1	

Source: US Census, 2000-2010, December 2020 American Community Survey [ACS], 2015-2019

*This table uses 2020 totals based on ACS 2015-2019 data and will therefore not match the 2020 Census

San Rafael has experienced the following changes throughout the last decade:

- There has been a significant growth in the number of school age children (5-17 years) with many soon to enter the young adult age cohort
- The City has experienced a decline in family forming adults (25-44 years) partially due to high rates of housing cost and limited housing options for this age group
- San Rafael has experienced relative stability in mature family ages (45-65 years)
- Baby boomers and older adults (65+) have grown to comprise a larger portion of the City's population, pointing to aging in place
- The overall median age is younger in San Rafael than in Marin County yet continues to age

Unique to San Rafael, there is significant variation in age by neighborhood. Census data by tract reveals the Canal neighborhood carries a large portion of residents under the age of 18 (38%). Conversely, 17% of residents in Peacock Gap, Smith Ranch, and Terra Linda neighborhoods are over the age of 75. The City's updated Housing Element additionally reveals that 29% of San Rafael's households have children under the age 18 living at home and nearly one third of the City's household include at least one resident over the age of 65. The age analysis shows that recreations services should continue to support youth and older adults.

Race and Ethnicity

San Rafael is the most racially diverse city in Marin County and continues to culturally diversify. White residents have declined approximately 16% while residents of multi-racial and Native American backgrounds have significantly increased. Table 18 details change in San Rafael's racial composition from 2010 through 2020.

Table 18. Racial Composition, 2010-2020

Racial Group	2010		2020	
	Number	%	Number	%
White	40,734	70.6%	33,427	54.6%
African American/Black	1,154	2.0%	1,065	1.7%
Native American/Alaskan	709	1.2%	2,246	3.7%
Asian	3,513	6.1%	4,073	6.6%
Pacific Islander/Hawaiian	126	0.2%	156	0.3%
Other Racial Group	8,513	14.8%	12,721	20.8%
Two or More Races	2,964	5.1%	7,583	12.4%
Total	57,713	100%	61,271	100%

Source: US Census 2010, and 2020

As Census guidance has changed for the classification of the Latino demographic, the percentage of residents selecting ‘other racial group’ has increased 6% while the percentage of residents indicating they were of two or more racial groups (multi-racial) has increased 7.1%, from 2010. Additionally, the percentage of residents identifying as Native American has tripled from 1.2% in 2010 to 3.7% in 2020. New guidance from national Census provides better representation for Latino residents who were formerly identified as ‘white’. See Table 19 for details on the Hispanic/Latino population in San Rafael from 2000 to 2020.

Table 19. Hispanic/Latino Population, 2000-2010

Racial Group	2000		2010		2020	
	Number	%	Number	%	Number	%
Hispanic/Latino	13,113	23.4%	17,302	30.0%	21,038	34.3%
Non-Hispanic	43,019	76.6%	40,411	70.0%	40,233	65.7%
Total	56,132	100.0%	57,713	100.0%	61,271	100.0%

Source: US Census 2000, 2010, and 2020

As highlighted above, there is consistent growth in the City’s Hispanic/Latino demographic. The number of Hispanic/Latino residents has increased by approximately 8,000 since 2000, while non-Latino/Hispanic residents have decreased by nearly 2,800 in the same time span. Compared to Marin County, a larger percentage of San Rafael’s population is Hispanic/Latino – 34.3% of San Rafael identifies as Hispanic/Latino while 18.8% of Marin County identifies as Hispanic/Latino. 43% of all Latinos residing in Marin County live in the City of San Rafael. Table 20 provides a comparison of race and ethnicity by City and County.

Table 20. 2020 Race and Ethnicity Groups in San Rafael and Marin County

Racial Group	San Rafael		Marin County	
	Number	Percent	Number	Percent
Hispanic/Latino (any race)	21,038	34.3%	49,410	18.8%
Non-Hispanic	40,233	65.7%	212,911	81.2%
White	31,585	51.5%	173,149	66.0%
Black/African American	1,024	1.7%	6,120	2.3%
Native American	145	0.2%	555	0.2%
Asian	4,015	6.6%	16,175	6.2%
Pacific Islander/Hawaiian	145	0.2%	457	0.2%
Other Racial Group	507	0.8%	2,040	0.8%
Two or More Races	2,837	4.6%	14,415	5.5%
Total	61,271	100.0%	262,361	100.0%

Source: US Census 2020

San Rafael’s Hispanic/Latino population, and cultural diversity, call for the continued provision of recreation services in both English and Spanish languages.

Household Income and Housing Tenure

The City’s updated Housing Element finds that San Rafael’s lower income residents are disproportionately Latino and young, with lower levels of educational attainment and higher rates of household overcrowding, see Table 21. Data reveals that the City’s income distribution has become less balanced over time – in 2018, approximately 14% of San Rafael residents lived below the federal poverty line (a 10% increase from 2000) while the percentage of families with household incomes over \$200,000 increased from 15.7% in 2010 to 27.7% in 2018. Income disparity limits opportunities for home ownership and the physical, neighborhood investment opportunities in the City that come with it.

EXISTING FRAMEWORK

Table 21. Household Income by Race and Ethnicity

Race/Ethnic Group	Median Income
Non-Hispanic White	\$115,318
Hispanic/Latino (any race)	\$55,332
Black/African American*	\$48,453
Asian/Pacific Islander (API)*	\$95,893
Multi-Racial*	\$100,875
Other Race	\$52,006
American Indian/Alaska Native	\$40,343

Source: American Community Survey, 2015-2019

*Data for Black, API, American Indian, and Other/Multi-racial includes Hispanic residents as well as non-Hispanic residents.

Housing tenure, tenancy (renting), and ownership highlight this disparity in the City of San Rafael with significantly lower rates of home ownership among Black and Latino households. While statewide home ownership is 49% for Latino households and 41% for Black households, in San Rafael it is 14% for Latino households and 13% for Black households. See Table 22. The City’s updated Housing Element notes these significantly lower rates show racial economic disparity as well as a history of lending and sales practices making ownership difficult for non-White groups in the City.

Table 22. Housing Tenure by Race and Ethnicity

Tenure	Owners	Renters	Total	% Owners	% Renters
Non-Hispanic White	9,950	6,484	16,434	61%	39%
Hispanic/Latino	601	3,687	4,288	14%	86%
Black/African American*	50	321	371	13%	87%
Asian/Pacific Islander (API)*	934	765	1,699	55%	45%
Other/ Multi-Racial*	316	2,949	3,265	10%	90%

Source: US Census, 2000 and 2010, American Community Survey 2015-2019, ABAG 2021

*Data for Black, API, and Other/Multi-racial includes Hispanic residents as well as non-Hispanic residents.

The above factors of income and homeownership are major qualifiers for supportive recreation services, which can be affordably offered through the City. According to the Urban Land Institute (ULI), gaps in homeownership, not only perpetuate disparity in generational wealth but also impact access to neighborhood civic infrastructure such as parks.⁶ Lower income neighborhoods have typically received less investment in park development than their wealthier counterparts, and therefore often do not see the park space and recreation opportunities associated with areas of higher property value.⁷ Providing accessible, affordable recreational resources to low income communities of color is a powerful tool for advancing social equity.

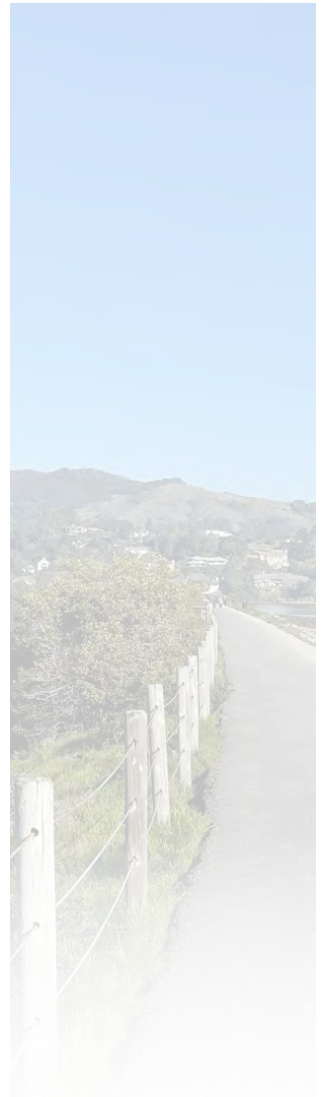
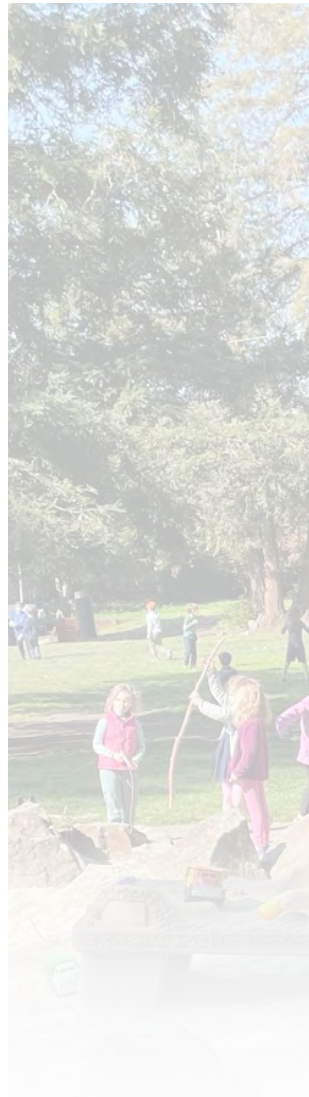
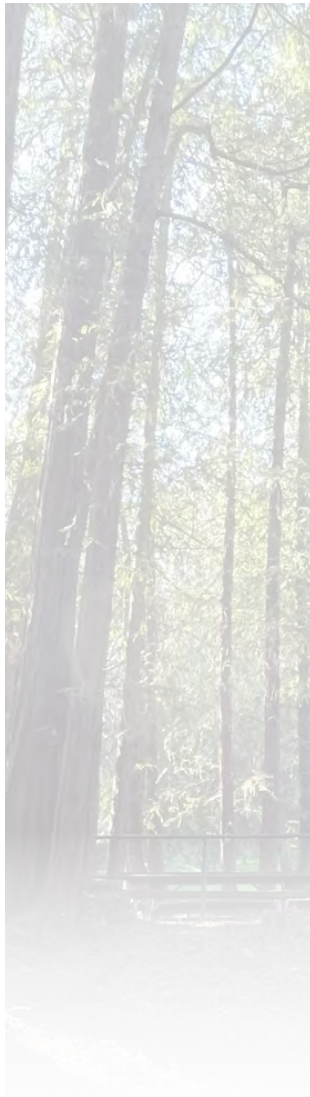
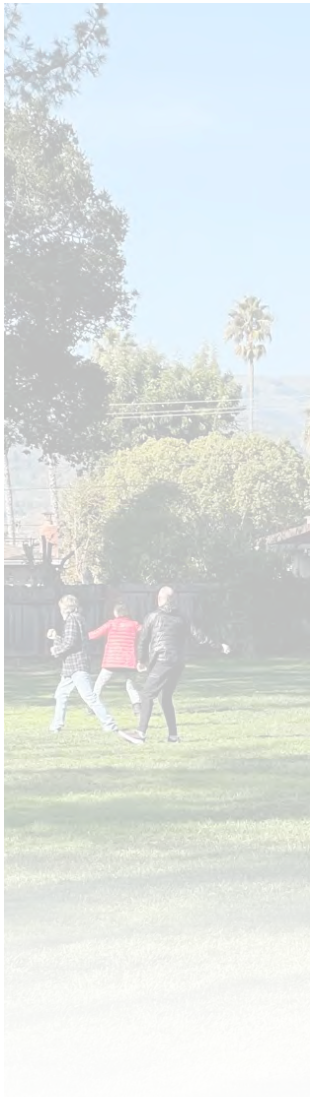
(Footnotes)

- 1
- Park site acreage is provided by the San Rafael General Plan 2040 – Parks, Recreation, and Open Space Element
- 2
- According to the General Plan 2040, Bret Harte Park is classified as a Pocket Park. Based on the site’s existing site amenities, features, and use the CPRMP recommends reclassifying this site as a Neighborhood Park.
- 3
- According to the General Plan 2040, Munson Park is classified as a Neighborhood Park. Based on the site’s existing site amenities, features, and use the CPRMP recommends reclassifying this site as a Pocket Park.
- 4
- Open Space site acreage is provided by the San Rafael General Plan 2040 – Parks, Recreation, and Open Space Element
- 5
- According to the General Plan 2040, Jerry Russom Memorial Park is classified as a Neighborhood Park. Based on the site’s existing site amenities, features, and use the CPRMP recommends reclassifying this site as an Open Space.
- 6
- 10 Principles of Enhancing Equitable Park Access – 2021, Urban Land Institute
- 7
- Advancing Park Equity in California – 2021, PolicyLink

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EXISTING FRAMEWORK

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4. NEEDS ASSESSMENT



4.1 SUPPLY

4.2 DEMAND

4.3 GAP IDENTIFICATION

The CPRMP's Needs Assessment is completed through a gap analysis – comparing the City's recreation supply to identified community demand while also considering current trends in recreation. This process identifies gaps in recreation services and opportunities to satisfy community need. This assessment is developed through an assessment of the City's supply of recreation amenities and programs and a review of the City's demographic profile, current recreation trends, and the community's input and expectations on San Rafael's park and recreation network.

4.1 SUPPLY

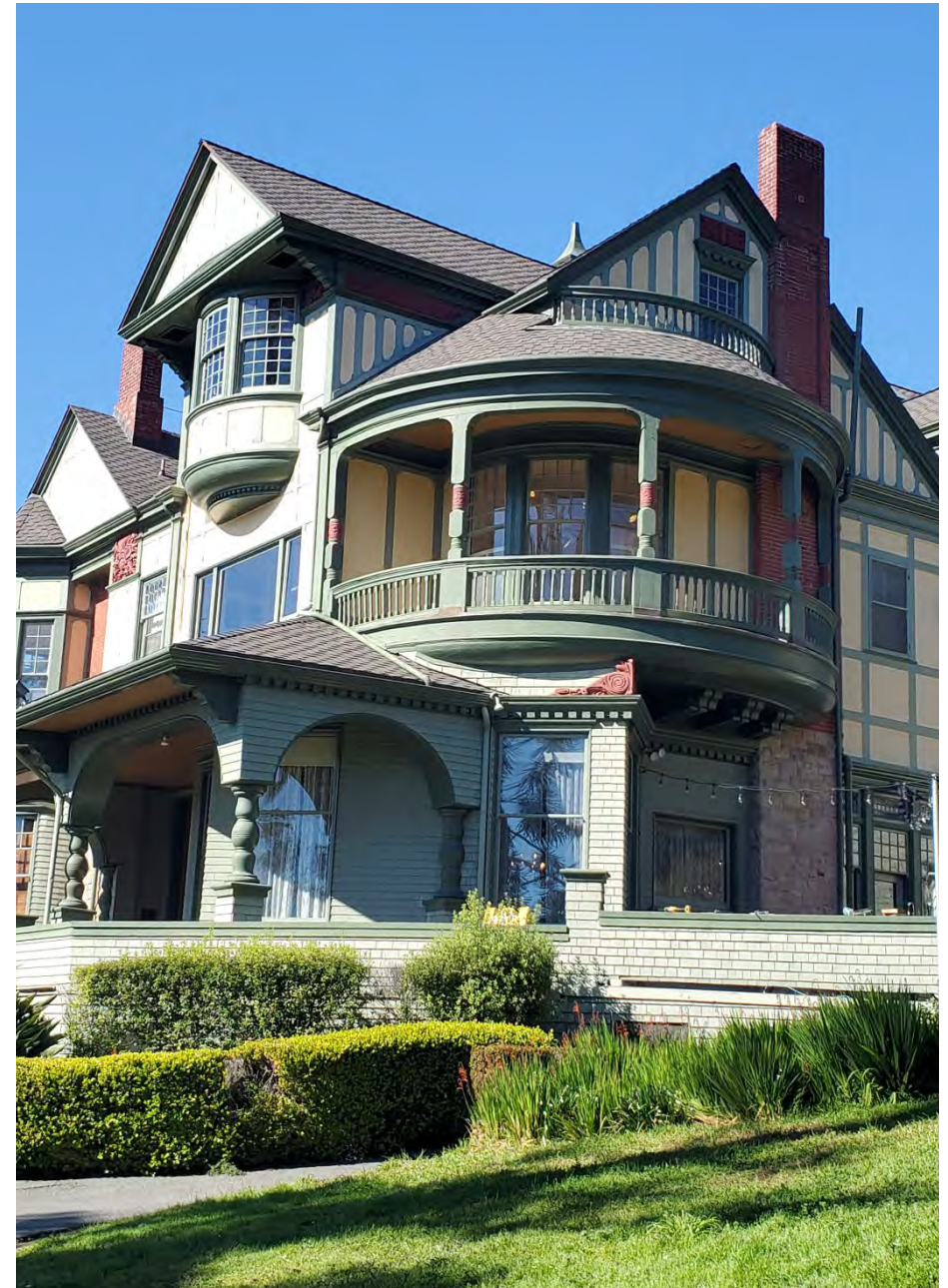
Existing Park and Recreation Facilities

The City provides an adequate supply of park and recreation facilities for its community. However, their active use, age, and deferred maintenance require attention to continue serving existing and growing recreation demand. A regional comparison of park and recreation facility provision by local public agencies follows.

Regional Comparative Analysis

To compare park and recreation facility provision, the CPRMP utilizes benchmark data collected through the National Recreation and Park Association (NRPA). The 2022 NRPA Agency Performance Review assesses nearly 10,000 park and recreation agencies to establish benchmarking resources to inform park and recreation professionals. The data provided by the 2022 NRPA Agency Review does not represent park and recreation 'standards' by which park and recreation agencies should measure against – as asserted by the NRPA, there is no single set of

Figure 11. Falkirk Cultural Center



NEEDS ASSESSMENT

standards for recreation agencies as each serve unique communities with variant needs, desires, and challenges. The purpose of utilizing NRPA benchmarking data for the CPRMP is to inform future decision making by a comparison of like communities.

In the 2022 NRPA Agency Performance Review, typical agencies are represented by median value data and compared to those in the upper and lower quartiles. With a 2020 population of 61,271, the City of San Rafael, and the regionally comparable cities of Novato, Petaluma, and San Leandro, fall within NRPA’s jurisdiction population of 50,000-99,000. Benchmarks are compared in the acreage of parkland supplied, recreation amenities provided, and recreation facilities operated.

Parkland Benchmarking

According to 2022 NRPA Agency Performance Review data, a typical park and recreation agency manages 21 parks, comprising a total of 496 acres of parkland; provides 1 park every 2,516 residents in jurisdictions with populations between 50,000 and 99,999; and manages 8.9 acres of parkland per 1,000 residents in communities of 50,000-99,999 residents.

In comparison San Rafael manages 25 city parks with a total of 106 acres in parkland within City boundaries; provides 1 park for every 2,451 residents; and operates nearly 2 acres of parkland per 1,000 residents considering the 106 acres of parkland within City boundaries. However, considering General Plan 2040’s 314 acres of improved parkland eligible for inclusion in San Rafael’s level of service, there are 5.1 acres of parkland accessible per 1,000 residents in the City.

For regional comparison:

- Neighboring communities of Novato, Petaluma, and San Leandro provide 1 park per 1,900, 1,272, and 3,250 residents, respectively, for their communities

- Neighboring communities of Novato, Petaluma, and San Leandro operate at a ratio of 6, 4.3, and 4.2 acres of parkland per 1,000 residents, respectively

See Table 23 for a regional comparison of parkland standards.

Table 23. Comparison of 2022 Parkland Standards

Agency	2020 Population	Number of City Parks	City Park Acreage	Residents per Park	Parkland per 1,000 Residents
Novato	53,225	24	316.5	2,218	5.9
Petaluma	59,776	47	257	1,272	4.3
San Leandro	91,008	24	382.8	3,792	4.2
San Rafael	61,271	25	314*	2,451	5.1
NRPA Typical Agency, 50,000 - 99,999	NA	21	NA	2,516	8.9

Source: US Census, 2020, 2022 NRPA Agency Performance Review

*Improved parkland within General Plan 2040 Planning Area

Recreation Amenity Benchmarking

Recreation amenities include features at parks utilized for specific recreational activities, such as sport courts and playgrounds. Referencing 2022 NRPA Agency Performance Review data, 95% of recreation agencies manage playgrounds, with a typical standard of 13 playgrounds per agency or 1 playground per 3,807 residents; 86% of recreation agencies manage basketball courts, or 1 basketball court for every 8,477 residents; 78% of recreation agencies host outdoor tennis courts, or 1 tennis court per 6,413 residents; and 67% of recreation agencies manage dog parks, or 1 dog park per 56,084 residents. Additionally, 79% of recreation agencies manage ballfields, or 1 ballfield per 8,095 residents; 68% of agencies operate multi-use turf fields, or 1 per 13,151 residents; and 39% operate a skate park, or 1 per 65,000 residents. The ratio

of amenity to number of residents is specific to communities with a population between 50,000 and 99,000.

In park amenities, the City of San Rafael owns and operates:

- 17 playgrounds, or 1 playground per 3,829 residents, in alignment with NRPA's 2022 data
- 7 basketball courts, or 1 court per 8,753 residents, in alignment with NRPA's 2022 data
- 11 outdoor tennis courts, or 1 court per 5,570 residents, in alignment with NRPA's typical agency data
- 4 ballfields, or 1 ballfield per 15,318 residents, below NRPA's typical agency data
- 1 multi-use turf field, or 1 for the City's total 61,271 population, below NRPA's typical agency data

For regional comparison of City-owned and operated recreation amenities see Table 24, which details park amenities provided in Novato, Petaluma, and San Leandro, compared to the NRPA's benchmark data for agencies of 50,000 to 99,000.

Figure 12. Tennis Court at Peacock Gap Park



Table 24. Regional Comparison of City-Owned and Operated Recreation Amenities

Agency	Ballfield	Basketball Court	Dog Park	Multi-Use Turf Field	Playground	Skate Park	Tennis Court	Volleyball Court
Novato	4	3	1	6	13	1	6	0
<i>Per resident</i>	<i>13,306</i>	<i>17,742</i>	<i>53,225</i>	<i>8,871</i>	<i>4,094</i>	<i>53,225</i>	<i>8,871</i>	<i>0</i>
Petaluma	6	4	10	11	25	1	11	1
<i>Per resident</i>	<i>9,963</i>	<i>14,944</i>	<i>5,978</i>	<i>5,434</i>	<i>2,391</i>	<i>59,776</i>	<i>5,434</i>	<i>59,776</i>
San Leandro	6	4	1	5	14	1	20	2
<i>Per resident</i>	<i>15,168</i>	<i>22,752</i>	<i>91,008</i>	<i>18,202</i>	<i>6,501</i>	<i>91,008</i>	<i>4,550</i>	<i>45,504</i>
San Rafael	4	7	0	1	16	0	11	0
<i>Per resident</i>	<i>15,318</i>	<i>8,753</i>	<i>0</i>	<i>61,271</i>	<i>3,829</i>	<i>0</i>	<i>5,570</i>	<i>0</i>
NRPA Typical Agency 50,000 to 99,000	8,095	8,477	56,084	13,151	3,807	65,000	6,413	23,735

Within the General Plan 2040 Planning Area, San Rafael residents have substantial ease of access to additional recreation amenities not operated directly by the City but that contribute to the City's level of service. These amenities are operated by the County of Marin, the State of California, and unincorporated communities within San Rafael. See Table 25 for the ratio of recreation amenities available in the GP 2040 Planning Area compared to the City's population of 61,271.

NEEDS ASSESSMENT

Table 25. General Plan 2040 Planning Area Recreation Amenities

Agency	Ballfield	Basketball Court	Dog Park	Multi-Use Turf Field	Play-ground	Skate Park	Tennis Court	Volleyball Court
GP 2040 Planning Area	6	8	1	3	23	1	19	2
<i>Per resident</i>	10,212	7,659	61,271	20,424	2,664	61,271	3,225	30,636
NRPA Typical Agency 50,000 to 90,000	8,095	8,477	56,084	13,151	3,807	65,000	6,413	23,735

While there is no provision benchmarking for reservable picnic areas it should be noted that San Rafael offers excellent supply of these gathering sites for the community. See Table 26 for a regional comparison.

Table 26. Regional Comparison of City-Owned and Operated Picnic Areas

Agency	Reservable Picnic Area
Novato	4
<i>Per resident</i>	13,306
Petaluma	3
<i>Per resident</i>	19,925
San Leandro	14
<i>Per resident</i>	6,501
San Rafael	7
<i>Per resident</i>	8,753

San Rafael owns and operates additional recreation amenities that are not typical to national recreation agencies and provide unique recreation opportunities for community members. These amenities include bocce courts, a handball court, par course, and water features. See Table 27 for these additional amenities and a comparison of their provision to Novato, Petaluma, and San Leandro.

Table 27. Regional Comparison of Additional City-Owned and Operated Recreation Amenities

Agency	Bocce Facilities	Handball Court	Par Course	Water Feature
Novato	1	0	0	1
<i>Per resident</i>	53,225	0	0	53,225
Petaluma	1	0	0	0
<i>Per resident</i>	59,776	0	0	0
San Leandro	1	0	1	0
<i>Per resident</i>	91,008	0	91,008	0
San Rafael	2	1	1	1
<i>Per resident</i>	30,636	61,271	61,271	61,271

Recreation Facility Benchmarking

Recreation facilities include physical sites and buildings that house, or support, recreation activities and programs. According to NRPA data, San Rafael exceeds typical provision of recreation facilities by a public agency in the number of community gardens and community/recreation centers that the City operates. For regional comparison see Table 28, which details recreation facilities provided in Novato, Petaluma, and San Leandro, compared to the NRPA's data for agencies of 50,000 to 99,000.

Figure 13. Albert J. Boro Community Center Classroom



Table 28. Regional Comparison of City-Owned and Operated Recreation Facilities

Agency	Community Garden	Community Pool	Community/ Recreation Center	Municipal Golf Course	Senior Center
Novato	0	1	3	0	1
<i>Per resident</i>	<i>0</i>	<i>53,225</i>	<i>17,742</i>	<i>0</i>	<i>53,225</i>
Petaluma	0	2	3	0	1
<i>Per resident</i>	<i>0</i>	<i>29,888</i>	<i>19,925</i>	<i>0</i>	<i>59,776</i>
San Leandro	0	3	1	1	1
<i>Per resident</i>	<i>0</i>	<i>30,336</i>	<i>91,008</i>	<i>91008</i>	<i>91008</i>
San Rafael	2	1	3	0	0
<i>Per resident</i>	<i>30,636</i>	<i>61,271</i>	<i>20,424</i>	<i>0</i>	<i>0</i>
NRPA Typical Agency, 50,000 - 99,999	<i>49,351</i>	<i>40,264</i>	<i>40,817</i>	<i>71,870</i>	<i>71,972</i>

Within the General Plan 2040 Planning Area, San Rafael residents have substantial access to additional recreation facilities not operated directly by the City but that contribute to the community's level of service. These recreation facilities are operated by the County of Marin, the State of California, and unincorporated communities within San Rafael. See Table 29 for the ratio of recreation facilities available in the GP 2040 Planning Area compared to the City's population of 61,271.

Table 29. General Plan 2040 Planning Area Recreation Facilities

Agency	Community Garden	Community Pool	Community/ Recreation Center	Municipal Golf Course	Senior Center
GP 2040 Planning Area	2	3	4	1	0
<i>Per resident</i>	<i>30,636</i>	<i>20,424</i>	<i>15,318</i>	<i>61,271</i>	<i>0</i>
NRPA Typical Agency 50,000 to 90,000	<i>49,351</i>	<i>40,264</i>	<i>40,817</i>	<i>71,870</i>	<i>71,972</i>

There is no provision benchmarking for park restrooms operated by recreation agencies however park restrooms require resources in staffing for maintenance and safe operation and should be considered in the City's supply of recreation facilities. See Table 30 for a regional comparison.

Table 30. Regional Comparison of City-Owned and Operated Park Restrooms

Agency	Park Restrooms
Novato	5
<i>Per resident</i>	<i>10,645</i>
Petaluma	12
<i>Per resident</i>	<i>4,981</i>
San Leandro	14
<i>Per resident</i>	<i>7,584</i>
San Rafael	12
<i>Per resident</i>	<i>5,106</i>

San Rafael additionally supports recreation facilities which are not included among NRPA's benchmarking data. These include the arts/ cultural center at Falkirk Cultural Center, childcare centers, a history museum, and a public marina. While the City does not operate the Marin History Museum, it does own and manage Boyd Gatehouse from which

NEEDS ASSESSMENT

the museum operates. Additionally, the City facilitates maintenance of the areas surrounding the Loch Lomond Marina as an assessment district that the City helps to administer.

These offer recreation opportunities unique to San Rafael's recreation users. See Table 31 for these additional facilities and a comparison of their provision to Novato, Petaluma, and San Leandro.

Table 31. Regional Comparison of Additional City-Owned/ Supported Recreation Facilities

Agency	Arts/Cultural Center	After School Childcare Center	History Museum	Public Marina
Novato	0	1	1	0
<i>Per resident</i>	<i>0</i>	<i>53,225</i>	<i>53,225</i>	<i>0</i>
Petaluma	1	0	1	1
<i>Per resident</i>	<i>59,776</i>	<i>0</i>	<i>59,776</i>	<i>59,776</i>
San Leandro	0	0	0	1
<i>Per resident</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>61,271</i>
San Rafael	1	6	1	1
<i>Per resident</i>	<i>61,271</i>	<i>10,212</i>	<i>61,271</i>	<i>61,271</i>

Recreation Programs Assessment

Strong areas in the City's existing recreation program delivery include youth and older adult activities, cultural arts, aquatics, and self-directed recreation. These programs are well attended and responsive to community interest with residents comprising approximately 90% of all session-based classes and 72% of all drop-in classes. These programs meet many recreation needs, yet gaps in recreation programming exist, particularly in teen, special events, and special needs programming. There is additionally little opportunity, physically or programmatically, to expand due to existing staffing resources and recreation facility conditions. There

are significant waiting lists for youth camps, aquatics, and after-school programming. It is not typical for parks and recreation agencies today to provide direct programming for all interest areas, however, should the City increase recreation programming it would require:

- Additional staff time to develop and deliver new programs and services.
- Additional funding to offset the cost of new programs and services in addition to revenues from program fees.
- Adequate facilities and time available for new programs.

Figure 14. Falkirk Cultural Center Art Gallery



Figure 15. Swim Lesson at Terra Linda Pool



4.2 DEMAND

Demand for recreation services is informed by San Rafael's demographic profile, existing regional and national trends in recreation, and the community's input and expectations on San Rafael's park and recreation network. The following section discusses these attributes shaping the direction of the City parks, recreation facilities, and recreation services and programs.

Demographic Profile

As previously discussed, and in tandem with ongoing planning efforts by the City of San Rafael, the CPRMP provides an analysis of existing demographics in the community. This analysis supports recommendations proposed in the Master Plan by providing data on existing and potential recreation users of the City's recreation network. Key findings in this profile include:

- Economic and housing resource disparity among San Rafael residents, particularly for Latinos/Hispanics
- Significant growth in school age children since 2010 with many soon to enter the young adult cohort
- Significant variation in age by neighborhood with the Canal neighborhood carrying the largest portion of residents under the age of 18
- Residents are aging in place
- San Rafael is moderately dense urban area with a largely built-out status

This profile points to a need for accessible and affordable recreation, continued recreation services for youth and older adults, and thoughtful planning of the recreation system to efficiently provide service to the greatest number of residents

Recreation Trends

State and national recreation trends impact the demand and delivery of recreation services and inform opportunities for new city recreation services as resources allow. This analysis may project interest in and the potential use of amenities and services for recreation, leisure, and outdoor activities. Understanding recreational trends also provides planning information to anticipate recreation desires and needs for San Rafael. Recreation trends identified include unstructured outdoor recreation, health and wellness, opportunities for education enrichment, community gathering and social connection, and operational efficiency. Following COVID 19, the CPRMP also looks at trends in recreation response to the pandemic.

Unstructured Outdoor Recreation

Increased interest in unstructured, self-directed outdoor recreation is a significant trend informing park and recreation planning. The 2021 Sports & Fitness Industry Association's (SFIA) Top-Line Participation Report has seen increased participation in outdoor sports through 2020 while the 2020 National Sporting Goods Association's (NSGA) annual survey finds top unstructured, outdoor recreation to be hiking, walking, and bike riding. The NSGA also finds that interest in the outdoor recreation activities of kayaking and running/jogging have significantly increased in participation since 2010. The 2020 Outdoor Participation Report, provided by the Outdoor Foundation, strengthens these findings with running, jogging, trail running, and hiking to be the most popular activities by rate of participation.

NEEDS ASSESSMENT

Health and Wellness

Disease prevention, improved health, and active aging are primary motivators for recreation and exercise, and recreation agencies are leaders in providing these services. Programming that promotes fitness and a healthy lifestyle benefits the health and wellness of a community, and should be available for all ages, fitness levels, and abilities. Like interest in outdoor recreation, the 2021 SFIA Top-Line Participation Report sees increased participation in fitness and individual sports throughout recreation agencies. In alignment with this, the 2020 NSGA annual survey finds that top recreation activities include exercise walking, exercising with equipment, swimming, and aerobic exercise. Additionally, yoga, gymnastics, and weightlifting have increased participation since 2010.

Education Enrichment

Opportunities for education enrichment remain a trend in recreations services. According to the National Endowment for the Arts (NEA) and the NRPA, top programming includes performing, visual, and cultural arts, health and wellness education, and safety training. There are also strong trends in environmental education and teen programming. Recreation agencies serve as affordable resources for educational enrichment.

Community Gathering and Inclusive Design

Addressing issues of social isolation and physical inactivity, community gathering is a strong trend in regional and national recreation planning. Recreation providers are increasingly supporting parks as vibrant social meeting places where public space promotes familiarity and social bonds, making communities and neighborhoods safer and healthier. Recreation providers are also supporting citywide events, such as farmers markets and cultural festivals, to promote community connectivity.

In promoting social recreation, an important factor is inclusive design – the design of sites and programs for a range of age groups, physical abilities, economic status, and cultural interests. Beyond making facilities and parks social gathering places, promoting inclusiveness in design and programming is a growing priority of recreation providers. Inclusive design may be included in outdoor fitness equipment, designed for adults and seniors of all ability levels; accessible walking paths and corridors for pedestrian mobility; park programming that combines active and passive uses to provide a variety of leisure activities within proximity of each other for a mix of recreation uses and users; and affordable recreation services.

Operational Efficiency

In operations, public recreation agencies are seeing increased interest in achieving cost effectiveness and defining measurable outcomes. As public agencies, city recreation departments operate with fiscal responsibility to a community's constituents. Achieving cost effectiveness ensures that operations, services, and facilities are run with cost efficiency, and measurable outcomes quantify the benefits of programs and facilities provided.

Response to COVID 19

The COVID 19 pandemic has had significant impact on park and recreation agencies nationally and regionally. With the temporary closure of many private recreation providers, public agencies became critical resources for accessible, affordable, and safe recreation. Many public agencies took on activities that extended beyond traditional recreation into social service oriented programs including:

- Online fitness and wellness programs
- Programs to address food insecurity
- Educational support of out-of-school children

- Childcare for essential workers

Common trends in recreation participation also included a decrease in indoor group fitness activities, particularly those that are equipment or machine based (i.e. shared weight and cardio machinery) as well as a decreased participation in indoor and aquatic team sports, yet an increase in outdoor team sports such as soccer. There has been a major increase in independent outdoor recreation activities such as walking, jogging, and road biking in response to COVID 19.

Figure 16. Community Meeting, San Rafael Community Center



Figure 17. Community Meeting, Terra Linda Community Center



Community Engagement

The Citywide Parks and Recreation Master Plan conducted a thorough community engagement process to collect the community's input and expectations on San Rafael's park and recreation network. This process included a Statistically Valid Survey (SVS), a Park and Recreation Community Questionnaire (PRC), interviews with stakeholder groups, and a series of community meetings. The process found the following key insights:

- Community members are generally satisfied with the City's supply of parks, recreation facilities, and programs.
- There is strong support for prioritizing renovating and maintaining the City's existing park amenities over adding new amenities, with emphasis on modernizing playgrounds and features such as benches, picnic tables, etc. as well as repairing failing infrastructure.
- There is a strong desire for improved maintenance and cleanliness of the City's parks, particularly restroom maintenance and refuse pick up.
- Walking is a priority for San Rafael with the community interested in pedestrian access throughout the City's recreation network.
- The community is interested in self-directed recreation activities.

General Satisfaction with Existing Recreation Network

The combined results of the Statistically Valid Survey (SVS) and the Park and Recreation Questionnaire (PRC) find that the community is generally satisfied with the City's parks, recreation facilities, and programs. Survey respondents also share general satisfaction with the quality of the City's parks and recreation facilities, reporting them to be in good quality.

NEEDS ASSESSMENT

Frequently Visited Parks and Recreation Facilities

To understand community need at a place-based level, the CPRMP surveying tools asked respondents which park and recreation facilities they most frequently visited. In order of popularity, the most frequently visited parks are:

- Gerstle Park
- Sun Valley Park
- Terra Linda Park
- Peacock Gap Park
- Albert Park
- Loch Lomond Park
- Pickleweed Park

In order of popularity, the most frequently visited recreation facilities are:

- Terra Linda Community Center and Pool House
- San Rafael Community Center
- Albert J. Boro Community Center
- Falkirk Cultural Center

Determining level of park and facility use informs where recommendations are proposed, to support the greatest number of recreation users.

Prioritize Maintenance, Cleanliness, and Renovation of Existing Amenities

Community members prioritize renovating and maintaining the City’s existing park amenities over adding new amenities. Addressing outdated

recreation equipment and making infrastructure improvements, such as replacing irrigation systems and repaving pathways, are strong interests for recreation users. There is special emphasis on modernizing playgrounds and features such as picnic tables and benches throughout the City’s park network. Additionally, a strong desire for improved cleanliness, particularly in restrooms and playgrounds, is evident. See Table 32 for a detailed list of the San Rafael’s priority park improvements.

Table 32. Priority Park Improvements

Priority Park Improvements	Combined %*
Improved cleanliness including litter maintenance, restroom maintenance, refuse pick-up, playground maintenance, etc.	92% (PRC)
Address and/or replace outdated equipment such as benches, playgrounds, barbecues, picnic tables, etc.	89%(PRC)
Address infrastructure maintenance i.e., surface improvements (sport courts, picnic areas, pathways, parking lots, etc.)	87%(PRC)
More park amenities such as drinking fountains, shade structures, bike racks, and benches	80%(PRC)
Improved landscape maintenance	80%(PRC)
Updated irrigation system(s) for efficient water use	77%(PRC)
Improved lighting for safety and pathways	72%(PRC)
More restrooms in City parks	69%(PRC)
Enhanced sports fields to meet demand i.e., lighting, artificial turf, improved maintenance	65%(PRC)

*Combined Fairly and Very Important = 65% or greater, Park and Recreation Community Questionnaire (PRC)

Recreation Priorities in Pedestrian Access and Self-Directed Recreation

The community engagement process shows that community members prioritize recreation that supports pedestrian mobility and is self-directed in nature. The survey tools find that the most important recreation

activities are walking, hiking, and jogging followed by swimming, fitness, and cycling. Unique to San Rafael, water sports such as canoeing and kayaking are also prioritized. Community members are also very interested in community events, youth sports, nature and environmental programming, and childcare services. See Table 33 for a detailed list of priority park amenities and activities.

Table 33. Priority Park Amenities and Activities

Priority Park Amenities and Activities	Combined %*
Trails and pathways / walking, hiking jogging	(PRC 91%; SVS 82%)
Restrooms	(PRC 83%)
Going to a local park / enjoying nature	(PRC 83%)
Community events	(PRC 76%)
Playgrounds	(PRC 75%)
Picnic areas / picnics	(PRC 74%; SVS 58%)
Nature and environmental programming i.e., camping, hiking	(PRC 71%)
Swimming pools / Swimming	(PRC 70%; SVS 55%)
Self-directed activities i.e. outdoor fitness courses, active play areas, pathways with distance markers	(PRC 70%)
Cultural activities i.e. museums, theater programs, art exhibits	(PRC 69%; SVS 70%)
Reading	(SVS 69%)
Sport courts	(PRC 66%)
Fitness i.e., yoga, weightlifting, cardio, dance, etc.	(PRC 65%; SVS 57%)
Self-help / wellness	(SVS 56%)
Walking or exercising a dog at a dog park area	(SVS 53%)

*Park and Recreation Community Questionnaire (PRC) – Priority park amenities and activities (combined fairly and very important = 65% or greater); and Statistically Valid Survey (SVS) – Most important activities (combined extremely and very important = 50% or greater)

4.3 GAP IDENTIFICATION

Looking at the City’s existing recreation network and comparing it to identified community demand and current trends in recreation services provides the CPRMP with gaps for the City to address. The Master Plan identifies service deficiencies in San Rafael’s parks, recreation facilities, and recreation programs and operations. Recommendations proposed to alleviate these deficiencies are addressed in the next chapter.

Park Gaps

The major deficiency identified in the City’s park network is aged amenities with significant deferred maintenance. These deficiencies call for:

- Playground replacement
- Sport court renovation
- Infrastructure repair and replacement – replacing irrigation systems, repaving pathways, and repairing failing structures
- Accessibility barrier removal
- Park amenity improvement – replacing picnic tables, benches, and signage

To support the network’s active community use, these deficiencies must be addressed for continued park operation that is efficient and supportive of community interests. Addressing these deficiencies aligns with community priorities for San Rafael.

Recreation Facility Gaps

Recreation facility gaps include deferred maintenance, limited space for expansion, and need for increased sport field capacity. Like the City’s

NEEDS ASSESSMENT

parks, San Rafael's recreation facilities are aging and require improvements to better support recreational programming that is accessible and relevant to community interest. Recreation facilities with high priority needs are Terra Linda Community Center and Falkirk Cultural Center. Addressing deficiencies at these facilities will remove accessibility barriers, support program expansion, and allow for more efficient facility operation.

Additionally, there is not enough field space to meet youth and adult sport demand. Pickleweed Park is the only location in San Rafael with a multi-use turf field for active use. The City must prioritize enhancement at Pickleweed Park for field improvements for the City as a whole and for recreation support to the Canal neighborhood.

Recreation Program and Operations Gaps

Full-time staffing is currently at the minimum level to adequately provide parks and recreation programs, facility operations, and park and recreation facility maintenance, impacting the City's capacity for long range planning and performance metrics tracking. Additionally, the Division currently lacks a recreation program plan for long-range programming planning as well as an asset management system to manage lifecycle costs of recreation assets.

To support community priorities of improving the City's recreation network, the City will need to identify additional resources to improve operation of parks, recreation programs, facilities, systemwide maintenance, and development of long-range planning strategies.

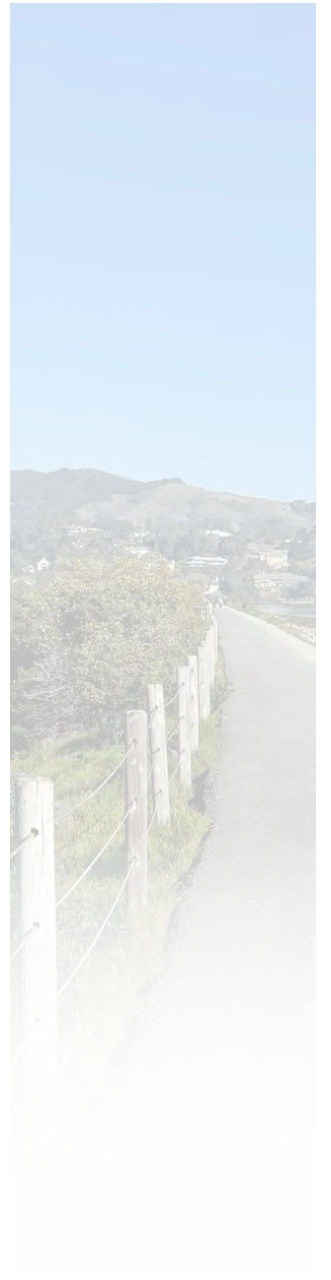
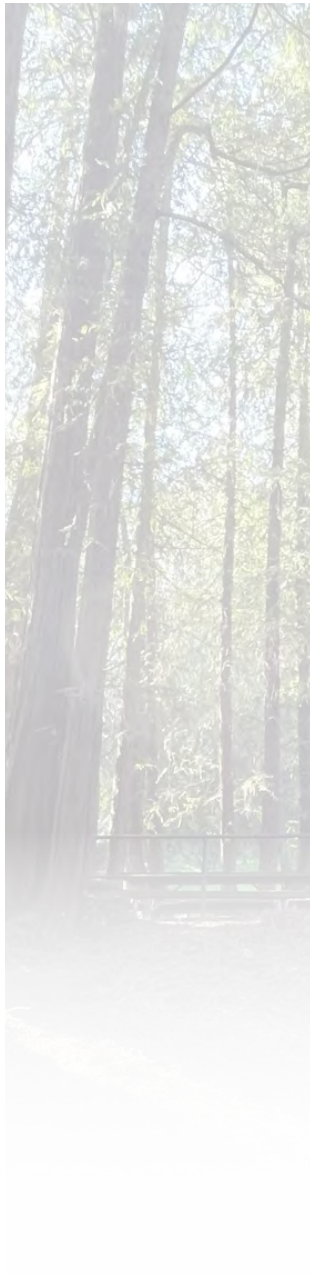
Additional Expansion Opportunities

Given the City's limited resources and the community's strong prioritization of addressing existing infrastructure over adding new amenities, the CPRMP focuses on improvements to San Rafael's existing

recreation network. However, the Master Plan acknowledges that there are expansion opportunities that the City may pursue once it has achieved a balanced system. A prioritized expansion opportunity is providing recreation amenities in previously identified park deficient neighborhoods. The CPRMP planning process also heard community desire regarding the potential for a City dog park, additional City pool, or a City skate park. These gaps should only be addressed once immediate deficiencies have been resolved in San Rafael.

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5. PLAN



5.1 GOALS, POLICIES, AND ACTIONS

5.2 RECOMMENDATIONS

5.3 COSTS FOR PLANNING PURPOSES

5.1 GOALS, POLICIES, AND ACTIONS

Goals, policies, and actions were developed to guide recommendations provided in the CPRMP. These goals, policies, and actions provide an overarching framework to guide future decision-making processes in San Rafael's park and recreation system. These reflect the priorities articulated in San Rafael's General Plan 2040. Below, the specific policies and actions reference which section of the General Plan that they support. These goals, policies, and actions are meant to be used in conjunction with the detailed recommendations provided in the Citywide Parks and Recreation Master Plan, and to provide higher level principles for future project implementation and prioritization.

General Plan 2040 key:

- PROS = Parks, Recreation, and Open Space Element
- EDI = Equity, Diversity, and Inclusion Element

Goal A: Support And Enhance San Rafael Parks

POLICY A.1 – Upgrade and modernize existing parks to meet the recreational needs of the community and to meet operational, accessibility, and safety standards (PROS-1.6B)

- ❖ Action A1.1 – Improve existing park amenities to enhance community use and create safe, attractive spaces that meet community demand (PROS-1.6B)

Figure 19. Terra Linda Park Playground



- ❖ Action A1.2 – Ensure park amenities are accessible to all users on a system-wide and park level (EDI-6.3B)
- ❖ Action A1.3 – Develop and implement consistent and inclusive branding, wayfinding, and interpretive signage for San Rafael Parks (PROS-1.5A)
- ❖ Action A1.4 – Incorporate sustainability principles in the design and construction of San Rafael park projects and enhancements (PROS-1.18A)

POLICY A.2 – Continue regular assessment and provide a high level of maintenance that allows San Rafael Parks to prolong equipment life, ensure amenity safety, and serve as a valued community asset (PROS-1.15)

- ❖ Action A.2.1 – Improve maintenance of existing parks to meet community demand and park usage, including the development of maintenance plans and amenity replacement schedules
- ❖ Action A.2.2 – Provide maintenance practices that are environmentally and fiscally sustainable, including improved irrigation and natural pest management (PROS-1.18)

POLICY A.3 – Support park development, where feasible, to address recreational deficiencies

- ❖ Action A.3.1 – Identify funding and partnership opportunities for Parks development (PROS-1.16A, PROS-1.17)
- ❖ Action A.3.2 – Support park expansion in areas of need, including high density neighborhoods and identified neighborhoods that do not have a park within the Trust for Public Land (TPL) 10-minute standard (PROS-1.3A)

- ❖ Action A.3.3 – Explore options to address recreational amenity deficiencies that have been identified as a high priority to the community

Goal B: Support And Enhance San Rafael Recreation Facilities

POLICY B.1 – Rehabilitate existing recreation facilities to meet operational, accessibility, and safety standards, and to meet community demand (PROS-1.6)

- ❖ Action B.1.1 – Support safety of existing recreational facilities, including fire safety, seismic retrofitting, and required code upgrades (PROS-1.6A)
- ❖ Action B.1.2 – Renovate and/or retrofit recreation facilities to maximize community use (PROS-1.6A)
- ❖ Action B.1.3 – Ensure recreation facilities are accessible to all users (EDI-6.3B)
- ❖ Action B.1.4 – Incorporate sustainability principles in the design and construction of San Rafael recreation facility projects and enhancements (PROS-1.18A)

POLICY B.2 – Continue regular assessment and maintenance of San Rafael recreation facilities to prolong structural life, prevent deferred maintenance, ensure safety, and support user enjoyment (PROS-1.15)

- ❖ Action B.2.1 – Improve maintenance of existing recreation facilities to meet community demand and facility usage (PROS-1.15)

POLICY B.3 – Support recreational facility planning processes to address unique facility conditions and respond to changing community needs (PROS-1.6A)

POLICY B.4 – Explore opportunities for additional recreation facility access through viable partnerships (PROS-1.12, PROS-1.17)

- ❖ Action B.4.2 – Seek opportunities for joint use of recreational facilities with local service providers, including the San Rafael and Miller Creek School Districts, to provide additional recreation facilities to the San Rafael community (PROS-1.12, PROS-1.17)

Goal C: Support Recreation Programming

POLICY C.1 – Maintain and enhance existing recreation programming to meet needs of San Rafael residents and support community identity (PROS-2)

- ❖ Action C.1.1 – Develop a Recreation Program Plan to guide long range program development and define focus areas based on user needs (PROS-2.1, PROS-2.2)
- ❖ Action C.1.2 – Continue to support recreation programming in high demand by the San Rafael community
- ❖ Action C.1.3 – Expand recreational programming to address deficiencies in program provision to meet community demand (PROS-2.2)
- ❖ Action C.1.4 – Support partnership opportunities for coordination and provision of recreational programming, including partnership opportunities with organizations in the arts, sports and leisure, aging populations, and disability care (PROS-2.3, PROS-2.6)

Goal D: Provide Equitable Access To The San Rafael Park And Recreation System

POLICY D. 1 – Incorporate environmental justice and social equity as key elements in the operation and planning of San Rafael’s park and recreation network (EDI-2.5)

- ❖ Action D.1.1 – Ensure that San Rafael’s park and recreation programs and facilities are safe, inclusive, culturally relevant, and welcoming to everyone, with particular emphasis paid to communities that have been excluded from recreational programming (PROS-2.1)
- ❖ Action D.1.2 – Develop strategies and policies to ensure access to San Rafael’s recreation programs is proportionally affordable based on income
- ❖ Action D.1.3 – Consider how resource allocation decisions can reduce historic and current inequities and address the most critical community needs in future planning processes for the San Rafael park and recreation system (EDI-4.1, EDI-4.2)
- ❖ Action D.1.4 – Support equitable distribution of parks and recreation amenities, prioritizing high density neighborhoods and areas where homes lack outdoor living space (EDI-2.2A, PROS-1.3A)
- ❖ Action D.1.5 – Pursue authentic community engagement in planning processes that share power, recognize and celebrate differences, and ensure inclusion (EDI-1, PROS-1.4B)

5.2 RECOMMENDATIONS

The following section discusses the recommendations proposed in the CPRMP. These improvements will address existing deficiencies in the recreation network while providing enhancement and potential expansion to the City’s park and recreation facilities. The prioritization of these recommendations is discussed in the next section of the Master Plan. Proposed recommendations are categorized in Figure 18.

Figure 18. Recommendation Types

Deficiency Improvement	Recommendations improving existing condition in a deficient area such as replacing or enhancing amenities at end of lifecycle, and ADA improvements to remove accessibility barriers
Expansion	Recommendation supporting new recreation amenities, expanding San Rafael’s recreation system
Policy	Recommendations that are administrative and support the City’s delivery of parks and recreation services

The Master Plan proposes 83 recommendations addressing Deficiency Improvements, 36 Expansion Opportunities, and 43 Policy recommendations for the City’s parks and recreation facilities.

Recommendations Overview

Recommendations are provided for parks, recreation facilities, and recreation operations in the CPRMP. These recommendations focus on the following areas:

Improvements to Existing Park Sites and Amenities

The CPRMP identifies deficiencies and improvement opportunities in San Rafael’s parks. Common park capital improvement recommendations include replacing aging playgrounds, resurfacing sports courts, and repairing pathways. Major opportunities across the system include ADA access, bench and picnic table improvements, and irrigation upgrades.

ADA Access - Given the age of San Rafael’s park system, access barriers have emerged over time. The assessment provided by the CASp Report identifies areas for improvement and barrier removal throughout the park and recreation system.

Benches and picnic tables - Systemwide, the Park Inventory and Assessment identified a need to replace the City’s existing park benches and picnic tables. Replacing benches and picnic tables is also identified as a high community priority.

Irrigation improvements - As San Rafael’s park system has aged, so have the irrigation systems installed at their creation. A number of parks are identified as having significant irrigation issues to be amended for water use efficiency and sustainability.

Improvements and Deferred Maintenance Needs for Recreation Facilities

The CPRMP includes a comprehensive list of recommended improvements for the Albert J. Boro Community Center, Albert Park Stadium, Falkirk Cultural Center, San Rafael Community Center, and Terra Linda Community Center and Pool House. These recommendations are categorized based on the Recreation Facility Inventory and Assessment's review of their relative priority.

Policy-Level Recommendations

Policy-level recommendations focus on Citywide and site-specific actions that will help the City better manage and maintain the park and recreation system and meet the recreation needs of the community. Policy recommendations include policies oriented at the operation of the City's Recreation and Childcare Division and park maintenance and operation practices.

System Expansion Recommendations

With the City's limited resources and the community's strong prioritization of addressing existing infrastructure over adding new amenities, the CPRMP is focused on improvements to current sites. However, as resources allow, the Master Plan provides several recommendations that propose adding new or expanded amenities, particularly in areas of the City that are currently deficient in park space or have high density.

Park and Citywide Recommendations

This section is organized alphabetically per City park followed by citywide recommendations. They include the park's specific project recommendations, recommendation type, and the estimated cost of recommendation implementation at a planning level inclusive of the 30% contingency. Some items are not costed out due to scope or need for further design refinement. Park recommendations include a brief description of each park site along with its assessed condition – Poor, Fair, Good, or Excellent – from the Park Inventory and Assessment. The full Park Inventory and Assessment is available in Appendix E.

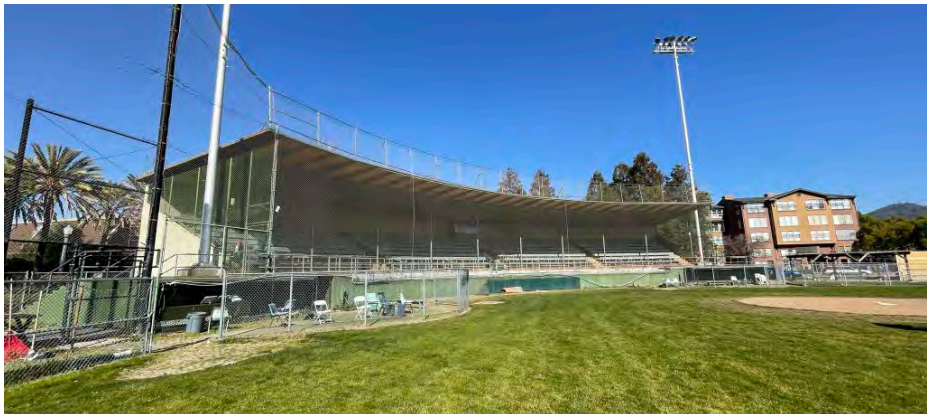
1 Albert Park

Albert Park is a well-used 13.3 acre Community Park with passive and active recreation amenities including a recently renovated playground (2019), tennis courts, lawn, and pathways. The site also holds Albert Stadium ballfield, bocce courts operated via a partnership with the Marin Bocce Federation, Parkside Children’s Center, and the San Rafael Community Center.

Condition: Poor Fair **Good** Excellent

ID	Recommendation	Type	Cost
1.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
1.2	Explore opportunities such as public-private partnerships to refurbish athletic fields and develop new recreational facilities*	Policy	NA
1.3	Pursue improvements at tennis courts – evaluate restroom access, padding around tennis lights (4), court lighting improvement	Expansion	\$282,880
1.4	Repair and/or replace irrigation – pre-existing irrigation lines at end of life	Deficiency Improvement	\$967,200
1.5	Address parking lot paving for safety and tripping hazards	Deficiency Improvement	\$811,200
1.6	Address fencing deficiencies around Albert Stadium and Field	Deficiency Improvement	\$285,000
1.7	Consider additional maintenance resources for Albert Field	Policy	TBD
Total (includes 30% contingency)			\$2,346,280

*Previously proposed in San Rafael’s General Plan 2040



2 Arbor Park

Arbor Park is a Pocket Park, less than 1 acre in size, along Manuel T. Freitas Parkway. The site is used for passive recreation of seating and walking, provides lawn, an arbor shade structure, and recent art installation (2022).

Condition: Poor Fair Good **Excellent**

ID	Recommendation	Type	Cost
2.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
2.2	Repair and/or replace irrigation - pre-existing irrigation lines damaged during redevelopment of intersection	Deficiency Improvement	\$46,800
2.3	Maintain Arbor Park in alignment with Policy NH-4.7 Terra Linda Community Improvements - linked to broader effort to restore Gallinas Creek*	Policy	NA
Total (includes 30% contingency)			\$46,800

*Previously proposed in San Rafael's General Plan 2040



3 Beach Park

Beach Park is a City property, currently closed to the public for health and safety reasons, that is designated as a Pocket Park. Nearly 0.5 acres, this site has artificial turf, bocce courts, and a wooden gazebo. The park was previously operated as a civic/private partnership between the City and the neighboring Terrapin Crossroads restaurant (closed in 2021) and will require additional partnership for public use.

Condition: **Poor** Fair Good Excellent

ID	Recommendation	Type	Cost
3.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
3.2	Support providing public access to canal waterway*	Policy	NA
3.3	Seek proposals for public-private partnerships that will activate the park space and address needed oversight and management for site safety	Policy	NA
Total (includes 30% contingency)			NA

*Previously proposed in San Rafael’s General Plan 2040



4 Bernard Hoffman Field

Bernard Hoffman Field is a Neighborhood Park primarily used for San Rafael Girl's Softball. In addition to softball fields, the site offers passive play and recreation with grass lawn and picnic tables.

Condition: Poor **Fair** Good Excellent

ID	Recommendation	Type	Cost
4.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
4.2	Repair and/or replace irrigation system – field irrigation is inadequate and at end of life due to poor head spacing and insufficient number of valves, large dry areas on the field during the summer	Deficiency Improvement	\$572,000
4.3	Support drainage improvements on site	Deficiency Improvement	TBD
4.4	Evaluate potential recreation uses for former playground	Expansion	TBD
Total (includes 30% contingency)			\$572,000



5 Boyd Memorial Park

Boyd Memorial Park is a Special Use site dedicated to the City of San Rafael in 1905 by the Boyd Family. It is a documented Historic Landmark with a unique, historic water cistern, a rock-lined water channel, lawn, a playground, and the Marin History Museum (located in the Boyd Gatehouse). The 1.75 acre site provides passive recreation and is designated Special Use due to its historic designation. The site’s tennis court is not currently usable for racquet sports due to dilapidated court surfacing.

Condition: Poor **Fair** Good Excellent

ID	Recommendation	Type	Cost
5.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
5.2	Evaluate recreation options for tennis court – resurface or repurpose	Expansion	TBD
5.3	Replace play structure - footings are near end of life due to wood rot	Deficiency Improvement	\$130,000
5.4	Pursue pathway and trail improvements on site and continuing up San Rafael Hill, in accordance with San Rafael General Plan 2040*	Expansion	TBD
5.5	Consider long term solution for restroom	Expansion	\$455,000
5.6	Resurface asphalt paving	Deficiency Improvement	\$78,000
5.7	Repair and/or replace irrigation – end of life	Deficiency Improvement	\$39,000
5.8	Evaluate historic water cistern system for structural integrity	Deficiency Improvement	\$130,000
Total (includes 30% contingency)			\$832,000

*Previously proposed in San Rafael’s General Plan 2040



6 Bret Harte Park

Bret Harte Park is designated a Pocket Park in General Plan 2040, but with a restroom, basketball court, and picnic area amenities, the CPRMP recommends it be classified as a Neighborhood Park. The 0.5 acre park provides passive play and recreation through a playground, basketball courts, and picnic tables.

Condition: Poor **Fair** Good Excellent

ID	Recommendation	Type	Cost
6.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
6.2	Resurface asphalt paving, including basketball court	Deficiency Improvement	\$117,000
6.3	Replace benches (3) and picnic tables (7) - nearing end of lifecycle	Deficiency Improvement	\$35,100
6.4	Improve access from adjacent open space for hiking*	Expansion	TBD
6.5	Support Bret Harte Park improvements in alignment with Policy NH-2.22 Bret Harte Neighborhood - Hillside landscaping to prevent erosion*	Policy	NA
6.6	Support Bret Harte Park improvements in alignment with Policy NH-2.22 Bret Harte Neighborhood - Community art projects*	Policy	NA
6.7	Support Bret Harte Park improvements in alignment with Policy NH-2.22 Bret Harte Neighborhood - Shade tree maintenance*	Policy	NA
Total (includes 30% contingency)			\$152,100

*Previously proposed in San Rafael's General Plan 2040



7 Canal Community Garden

The Canal Community Garden is one of two community gardens in San Rafael. Designated Special Use, this community garden provides 92 raised garden beds, of which 32 are full plots, 48 are half plots, and 12 are ADA-raised plots. Additional features here include an arbor shade element, benches for seating, a greenhouse, and a storage/tool shed for gardeners.

Condition: Poor Fair Good **Excellent**

ID	Recommendation	Type	Cost
7.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
7.2	Potential location for bio-preventative pest management practices - raptor resting post and/or owl boxes	Expansion	\$1,300
7.3	Correct irrigation issues	Deficiency Improvement	TBD
7.4	Consider options for improved maintenance (trees, pathways, vacant plots, site perimeter, etc.)	Expansion	TBD
Total (includes 30% contingency)			\$1,300



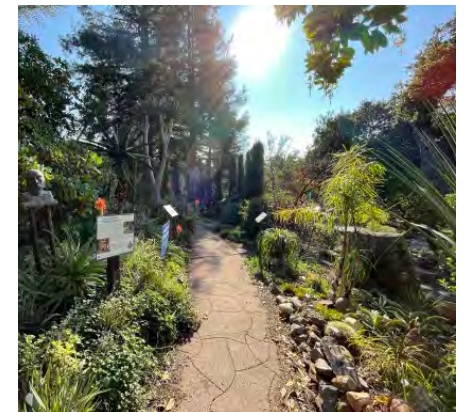
8 Falkirk Cultural Center Grounds

Falkirk Cultural Center Grounds comprise the 3.6 acres of landscaped property surrounding Falkirk Cultural Center. A uniquely historic site, the Special Use grounds include demonstration gardens, sculptures, and wedding and event venues. The demonstration gardens are managed through a partnership with Marin Master Gardeners and the site provides passive and active recreation through rentable sites, City programming, and lawn.

Condition: Poor Fair **Good** Excellent

ID	Recommendation	Type	Cost
8.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
8.2	Maintain Falkirk Demonstration Gardens in alignment with the San Rafael General Plan 2040 - Policy C-3.9 Water-Efficient Landscaping - xeriscaping principles and drought-tolerant planting*	Policy	NA
8.3	Maintain Falkirk Demonstration Gardens in alignment with the San Rafael General Plan 2040 – Policy AC-1.1 Cultural Center of Marin – promote Falkirk Cultural Center as a venue for arts and local culture*	Policy	NA
8.4	Repair and/or replace irrigation system – end of life	Deficiency Improvement	\$223,600
8.5	Evaluate alternative uses for reflection pond	Expansion	TBD
8.6	Develop a comprehensive assessment of the Falkirk Cultural Center's unique historic and architectural qualities, to guide future planning and programming that will be in alignment with the facility's unique needs	Expansion	\$260,000
Total (includes 30% contingency)			\$483,600

*Previously proposed in San Rafael's General Plan 2040



9 Freitas Park

Freitas Park is a Neighborhood Park providing passive and active recreation. The site supports a playground, chess tables, a splash pad, picnic areas, and tennis courts. The 2.7 acre park is divided by Montecillo Road and has unique entry and accent features designed with an east-Asian aesthetic.

Condition: Poor Fair Good Excellent

ID	Recommendation	Type	Cost
9.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
9.2	Resurface asphalt paving	Deficiency Improvement	\$148,200
9.3	Resurface tennis court	Deficiency Improvement	\$195,000
9.4	Consider recreation options for northern portion of park	Expansion	TBD
9.5	Develop a policy for splash pad operations (consider closures for drought conditions, etc.)	Policy	NA
Total (includes 30% contingency)			\$343,200



10 Gerstle Park

Gerstle Park is a popular, historic, Neighborhood Park of 6 acres donated to the City of San Rafael in 1930. Gerstle Park supports active and passive recreation with playgrounds, reservable picnic areas, lawn, and a basketball court. Park landscape features include rare and unique heritage trees and shrubs planted with the construction of the original Gerstle property. The site's tennis court is not currently usable for racquet sports due to dilapidated court surfacing.

Condition: Poor **Fair** Good Excellent

ID	Recommendation	Type	Cost
10.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
10.2	Resurface asphalt paving at basketball court and play areas	Deficiency Improvement	\$90,480
10.3	Evaluate and improve pathways	Expansion	TBD
10.4	Update play areas - replace play structures near end of lifecycle, replace sand with fibar at school-age play area	Deficiency Improvement	\$291,980
10.5	Evaluate feasibility and pursue tennis court renovation	Expansion	TBD
10.6	Replace benches (20) and picnic tables (32) - end of lifecycle	Deficiency Improvement	\$176,800
10.7	Explore partnership opportunities for maintaining the historic nature of the landscaping	Policy	NA
10.8	Improve access from adjacent open space for hiking*	Expansion	TBD
Total (includes 30% contingency)			\$559,260

*Previously proposed in San Rafael's General Plan 2040



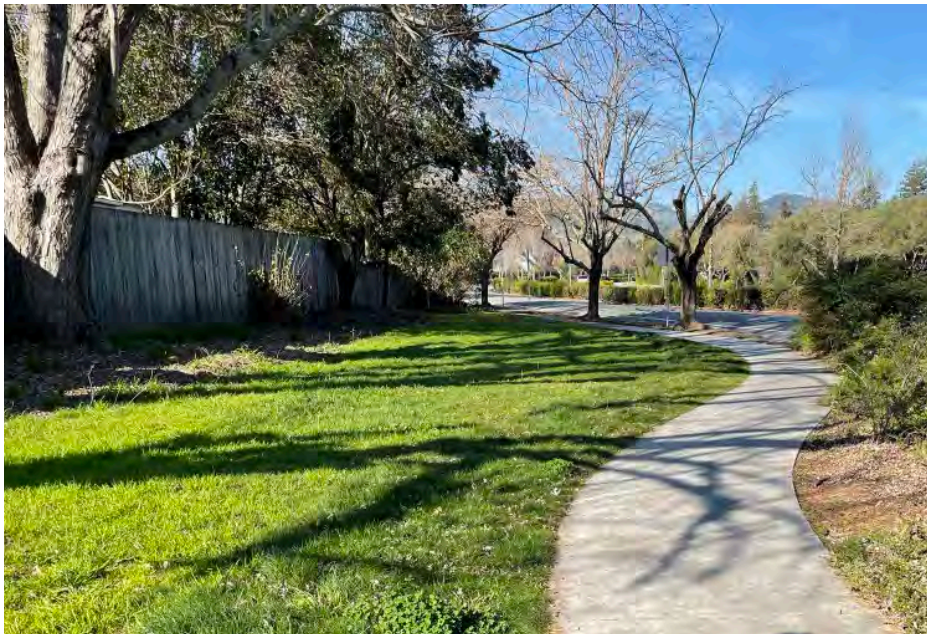
11 Hillview Park

This Pocket Park, along Manuel T. Freitas Parkway, provides 0.3 acres of passive recreation. Hillview Park supports seating, a shade arbor, and lawn.

Condition: Poor Fair Good **Excellent**

ID	Recommendation	Type	Cost
11.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
11.2	Maintain park in alignment with Policy NH-4.7 Terra Linda Community Improvements – linked to broader effort to restore Gallinas Creek*	Policy	NA
Total (includes 30% contingency)			NA

*Previously proposed in San Rafael’s General Plan 2040



12 Jean and John Starkweather Park

Jean and John Starkweather Shoreline Park is a 23.3 acre Special Use site providing San Rafael with access to the San Francisco Bay. This site supports passive recreation through biking, walking, and several seating areas. Interpretive signage areas detail coastal habitat information for users.

Condition: Poor Fair **Good** Excellent

ID	Recommendation	Type	Cost
12.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
12.2	Expand and improve shoreline path network	Expansion	TBD
12.3	Implement interpretive signage plans*	Expansion	\$390,000
12.4	Explore opportunities for additional boating and water sport access ramps	Expansion	TBD
12.5	Replace benches (39) and picnic tables (1) - end of life	Deficiency Improvement	\$105,300
Total (includes 30% contingency)			\$495,300

*Previously proposed in the Shoreline Park Interpretive Signage Master Plan, 2007



13 Loch Lomond

Loch Lomond is the City's newest Neighborhood Park, which is part of a private development that is available for public use and maintained through the City as an assessment district. It provides playgrounds, picnic areas, and a public marina. Due to its new construction – completed in 2020 - there are no recommendations at this time for this park.

Condition: Poor Fair Good **Excellent**



14 Los Ranchitos Park

Los Ranchitos Park is San Rafael's second-newest Neighborhood Park – completed in 2004. The site provides passive recreation through sport courts, lawn, and playgrounds. There are no recommendations at this time for Los Ranchitos Park as the site is in excellent condition.

Condition: Poor Fair Good **Excellent**



15 Munson Park

Munson Park is designated a Neighborhood Park in General Plan 2040, however based on its existing amenities the CPRMP recommends reclassifying it as a Pocket Park. The 1.5 acre site provides passive recreation with picnic tables and lawn.

Condition: Poor Fair **Good** Excellent

ID	Recommendation	Type	Cost
15.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
15.2	Maintain park in alignment with Policy NH-4.7 Terra Linda Community Improvements - linked to broader effort to restore Gallinas Creek*	Policy	NA
15.3	Potential location for bio-preventative pest management practices to address rodents—owl box or raptor resting post	Expansion	\$1,300
Total (includes 30% contingency)			\$1,300

*Previously proposed in San Rafael’s General Plan 2040



16 Oleander Park

Oleander Park is a 2.3 acre Neighborhood Park supporting passive play and recreation. The park contains a playground, picnic tables, and lawn.

Condition: Poor **Fair** Good Excellent

ID	Recommendation	Type	Cost
16.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
16.2	Resurface asphalt and concrete paving	Deficiency Improvement	\$113,750
16.3	Update play area - replace play structures near end of lifecycle, replace sand with fibar	Deficiency Improvement	\$159,640
16.4	Replace picnic tables (2) and benches (2) – end of life span	Deficiency Improvement	\$13,000
Total (includes 30% contingency)			\$286,390



17 Oliver Hartzell Park

Oliver Hartzell Park is a 0.5 acre Pocket Park supporting passive play and recreation with a playground, picnic area, and seating. The steep incline to enter the park provides very limited accessibility.

Condition: **Poor** Fair Good Excellent

ID	Recommendation	Type	Cost
17.1	Evaluate best recreational purpose for this site – playground structure is near end of life span and should be addressed	Expansion	TBD
17.2	Depending on recreational purpose, correct high-impact ADA barriers	Deficiency Improvement	TBD
17.3	Replace picnic tables (2) and benches (2) - end of life span	Deficiency Improvement	\$13,000
Total (includes 30% contingency)			\$13,000



18 Peacock Gap Park

Peacock Gap Park is a popular 4.1 acre Neighborhood Park providing passive play and recreation. The site supports playgrounds, picnic tables, tennis courts, a lawn, and an aging parcourse network.

Condition: Poor Fair **Good** Excellent

ID	Recommendation	Type	Cost
18.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
18.2	Repair and/or replace irrigation system - poor spray coverage, drainage issues	Deficiency Improvement	\$504,400
18.3	Update play areas - replace failing playground structures, replace sand with fibar	Deficiency Improvement	\$320,450
18.4	Resurface asphalt paving	Deficiency Improvement	\$273,000
18.5	Resurface tennis courts	Deficiency Improvement	\$195,000
18.6	Replace picnic tables (3) and benches (14) – end of life span	Deficiency Improvement	\$48,100
18.7	Repair and/or replace parcourse equipment (3)	Deficiency Improvement	\$19,500
18.8	Replace restroom - toilet and urinal replacement, domestic waterline replacement, ADA accessibility	Deficiency Improvement	\$455,000
Total (includes 30% contingency)			\$1,815,450



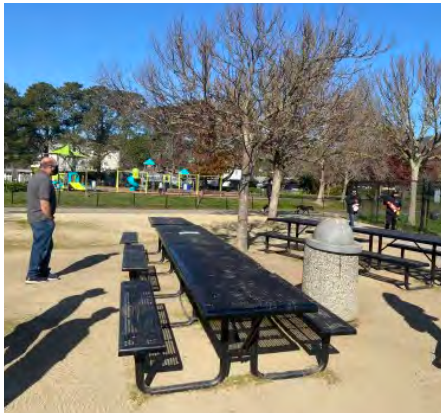
19 Pickleweed Park

Pickleweed Park is a heavily used Community Park located in the Canal neighborhood. The 17.6 acre site provides a recently updated playground (2019), picnic areas, and the City’s only multi-use sport field available for rental. The popular sport field supports soccer, lacrosse, ultimate frisbee, and San Rafael Jr. Giants Baseball. It is also the site of the Albert J. Boro Community Center, Pickleweed Branch Library, and Pickleweed Preschool.

Condition: Poor Fair **Good** Excellent

ID	Recommendation	Type	Cost
19.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
19.2	Continue development of the Pickleweed Park Enhancement Project with support of public grant funds – new basketball court, play area, fitness area, shaded seating and picnic area, gazebo structure, conversion of existing turf fields to synthetic turf, renovation of bathroom facilities, additional lighting, parking, security cameras, and landscaping	Expansion	\$9,000,000
19.3	Support development of the Tiscornia Marsh Project: Implement shoreline path improvements; Implement sea level rise adaptation strategies*	Expansion	TBD
19.4	Consider additional maintenance resources for Pickleweed Park field	Policy	TBD
Total (includes 30% contingency)			\$9,000,000

*Previously proposed in San Rafael’s General Plan 2040



20 Riviera Park

Riviera Park is a 0.3 acre Pocket Park completed around the mid-1980s. The site provides passive play and recreation through a playground, picnic tables, and benches. The site is relatively isolated compared to other parks in the City of San Rafael.

Condition: Poor **Fair** Good Excellent

ID	Recommendation	Type	Cost
20.1	Evaluate best recreational purpose for this site – playground structure is near end of life span and should be addressed	Expansion	TBD
20.2	Depending on recreational purpose correct high-impact ADA barriers	Deficiency Improvement	TBD
20.3	Replace picnic tables (2) and benches (4) - end of life span	Deficiency Improvement	\$18,200
20.4	Repair and/or replacement of leaking irrigation system – water fountain and irrigation system not functional	Deficiency Improvement	\$41,600
20.5	Wood columns at retaining walls require replacement	Deficiency Improvement	TBD
Total (includes 30% contingency)			\$59,800



21 Santa Margarita Park

5 acre Santa Margarita Park is a Neighborhood Park providing passive and active recreation. The site holds playgrounds, picnic areas, a basketball court, and a tennis court not currently usable for racquet sports due to dilapidated court surfacing.

Condition: Poor **Fair** Good Excellent

ID	Recommendation	Type	Cost
21.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
21.2	Resurface tennis court and pathways to ensure ADA accessibility	Deficiency Improvement	\$148,980
21.3	Resurface asphalt paving at basketball court	Deficiency Improvement	\$82,680
21.4	Replace picnic tables (4) - end of life span	Deficiency Improvement	\$15,600
Total (includes 30% contingency)			\$247,260



22 Sun Valley Park

Sun Valley Park is a popular, 5 acre Neighborhood Park providing a playground, basketball court, picnic areas, and a lawn.

Condition: Poor Fair **Good** Excellent

ID	Recommendation	Type	Cost
22.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
22.2	Evaluate best purpose for upper terrace area, including wooden gazebo	Expansion	TBD
Total (includes 30% contingency)			TBD



23 Terra Linda Community Garden

Terra Linda Community Garden is one of two community gardens operated by the City. The 1 acre site provides 70 raised garden beds, 61 are full plots, of which 2 are ADA accessible plots, and 9 are half plots.

Condition: Poor Fair **Good** Excellent

ID	Recommendation	Type	Cost
23.1	Enhance bio-preventative pest management practices	Expansion	\$1,300
23.2	Explore options to increase plot capacity and improve infrastructure of garden plots to meet the needs of San Rafael residents	Expansion	TBD
23.3	Consider addition of shared garden amenities – storage shed/lockers, seating areas, shade structure	Expansion	\$65,000
23.4	Consider options for improved maintenance (trees, pathways, vacant plots, site perimeter, etc.)	Expansion	TBD
Total (includes 30% contingency)			\$66,300



24 Terra Linda Park

Terra Linda Park is a well-used Community Park in northern San Rafael. The 2.9 acre site provides a playground, picnic areas, lawn, and a basketball court. Terra Linda Park is also the location of the Terra Linda Community Center and Pool.

Condition: Poor **Fair** Good Excellent

ID	Recommendation	Type	Cost
24.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
24.2	Prepare a master plan for Terra Linda Park and Community Center: determine future improvements based on planning efforts; likely to include replace playground for safety and accessibility in the near term – near end of life span; Replace picnic tables and benches - end of life span; Resurface basketball court	Expansion	\$195,000
Total (includes 30% contingency)			\$195,000



25 Victor Jones Park

Victor Jones Park is a 5.9 acre Neighborhood Park providing passive and active recreation. The location supports a recently renovated playground (2018), picnic areas, lawn, and sport courts. The site has limited ADA accessibility due to existing elevations and is occasionally programmed by the City for outdoor recreation programs such as T-Ball Rentals.

Condition: Poor **Fair** Good Excellent

ID	Recommendation	Type	Cost
25.1	Correct high-impact ADA barriers	Deficiency Improvement	TBD
25.2	Assess sport court functionality and pursue improvements	Expansion	TBD
25.3	Replace restroom – non accessible, installation of a new water source and new sewer line from the building to the street	Deficiency Improvement	\$455,000
25.4	Repair and/or replace irrigation system at lower park - inefficient sprinkler heads, restroom water	Deficiency Improvement	\$130,000
25.5	Replace benches (8) and picnic tables (15) – end of life span	Deficiency Improvement	\$79,300
25.6	Consider design elements of 2008 Victor Jones Conceptual Master Plan as park improvement projects occur	Expansion	TBD
Total (includes 30% contingency)			\$664,300



26 Citywide

Citywide recommendations apply to park and recreation improvements throughout the City of San Rafael and are not confined to any one park or recreation site. These recommendations are predominately policy in nature but include several expansion opportunities and one deficiency recommendation oriented toward identified restroom deficiencies.

ID	Recommendation	Type	Cost
26.1	Pursue options for Montecito/Dominican Park Amenity	Expansion	TBD
26.2	Pursue options for West End/Fairhills Park Amenity	Expansion	TBD
26.3	Pursue options for Lincoln/San Rafael Hill Park Amenity	Expansion	TBD
26.4	Pursue options for Contempo/Deer Park Park Amenity	Expansion	TBD
26.5	Pursue options for Northbridge/Marin Lagoon Park Amenity	Expansion	TBD
26.6	Assess options to address deficiency in spaces for off-leash dogs	Policy	TBD
26.7	Evaluate restroom maintenance citywide - improve restroom maintenance levels where needed	Policy	TBD
26.8	Develop systemwide tennis court resurfacing schedule	Policy	TBD
26.9	Assess pickleball striping or pickleball conversion projects systemwide	Policy	TBD
26.10	Develop systemwide irrigation replacement schedule	Policy	TBD
26.11	Reclassify City parks based on existing amenities - Jerry Russom Memorial Park (to open space), Bret Harte Park (to neighborhood park), Munson Park (to pocket park)	Policy	NA
26.12	Evaluate historic water system resources	Policy	TBD

26.13	Develop program for citywide fibar replacement at playgrounds	Policy	NA
26.14	Evaluate tennis court access program and explore alternative approaches	Policy	NA
26.15	Develop systemwide playground amenity replacement schedule	Policy	NA
26.16	Explore locations for self-directed fitness equipment	Expansion	TBD
26.17	Develop unifying systemwide park and recreation signage	Policy	TBD
26.18	Develop a comprehensive maintenance plan for City parks	Policy	TBD
26.19	Develop comprehensive maintenance plan for City recreation facilities	Policy	TBD
26.20	Consider entering into Joint-Use Agreements with San Rafael City Schools to provide additional recreation facilities to the San Rafael community	Policy	NA
26.21	Offer training opportunities for staff to support growth and understanding around diversity, equity, inclusion, and belonging	Policy	TBD
26.22	Repair identified priority physical deficiencies at park restrooms	Deficiency Improvement	\$134,575
Total (includes 30% contingency)			\$134,575

Recreation Facility Recommendations

Recommendations provided for the City’s recreation facilities are included in the Recreation Facility Inventory and Assessment (Appendix F). In the Recreation Facility Inventory and Assessment a comprehensive list of recommended improvements for the Albert J. Boro Community Center, Albert Park Stadium, Falkirk Cultural Center, San Rafael Community Center, and Terra Linda Community Center and Pool House. These detailed recommendations will be incorporated into Public Work’s upcoming Facilities Master Plan to support a comprehensive plan for City facility improvements.

Facility recommendations outlined below are oriented towards addressing the architectural, structural, mechanical, electrical, and accessibility deficiencies identified in the Recreation Facility Inventory and Assessment and include only deficiency improvements that need immediate (near-term) attention.

27 Albert Park Field House

Albert Park Field House is the covered grandstand with seating, dugouts, and locker rooms at the Albert Park ballfield. The Field House accommodates spectator seating for baseball at the site.

ID	Recommendation	Type	Cost
27.1	Correct high priority architectural deficiencies	Deficiency Improvement	\$55,900
27.2	Correct high priority ADA deficiencies	Deficiency Improvement	\$17,940
Total (includes 30% contingency)			\$73,840



28 Albert J. Boro Community Center

Albert J. Boro Community Center is the City's most recently remodeled community center (2006) located in the Canal neighborhood. The popular and well-used facility provides classes, activities, and events including fitness, open-gym sports, and art courses for youth, adults, and older adults. The facility features multi-use classrooms, an art room, a gymnasium for basketball and volleyball, a 200-capacity multipurpose room, and a kitchen.

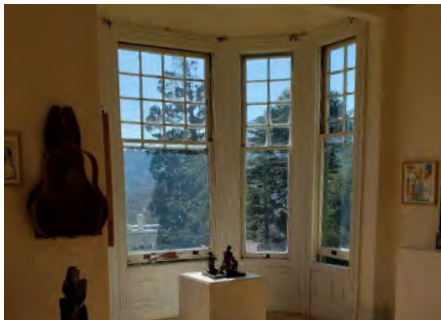
ID	Recommendation	Type	Cost
28.1	Correct high priority architectural deficiencies	Deficiency Improvement	\$112,190
28.2	Correct high priority mechanical deficiencies	Deficiency Improvement	\$1,305,345
Total (includes 30% contingency)			\$1,417,535



29 Falkirk Cultural Center

Falkirk Cultural Center is a historic 3-story home, constructed in 1888. It was donated to the City of San Rafael in 1974 and now provides year round programming with a contemporary art gallery and an educational center for cultural arts. The Center is also available for receptions, weddings, meetings, and history tours upon request.

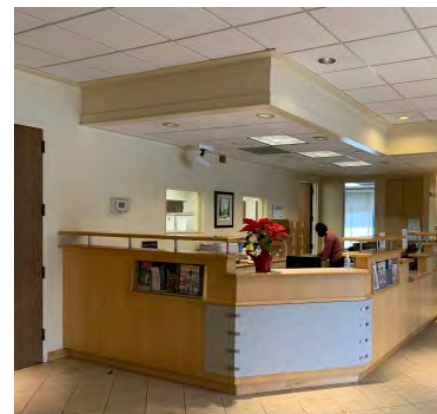
ID	Recommendation	Type	Cost
29.1	Correct high priority architectural deficiencies	Deficiency Improvement	\$516,620
29.2	Correct high priority mechanical deficiencies	Deficiency Improvement	\$20,020
29.3	Correct high priority electrical deficiencies	Deficiency Improvement	\$611,000
29.4	Correct high priority structural deficiencies	Deficiency Improvement	NA
29.5	Correct high priority ADA deficiencies	Deficiency Improvement	\$13,455
Total (includes 30% contingency)			\$1,161,095



30 San Rafael Community Center

The San Rafael Community Center provides programs, classes and activities for pre-school aged children, youth, adults, and older adults. The Center features an auditorium with a theatrical stage, kitchen, and four meeting rooms - three of which can be opened to one large room. San Rafael Community Center additionally offers rentals for facility use and supports office space for the department's administrative staff.

ID	Recommendation	Type	Cost
30.1	Correct high priority architectural deficiencies	Deficiency Improvement	\$9,360
30.2	Correct high priority electrical deficiencies	Deficiency Improvement	\$260
30.3	Correct high priority ADA deficiencies	Deficiency Improvement	\$6,500
Total (includes 30% contingency)			\$16,120



31 Terra Linda Community Center

The Terra Linda Community Center provide classes for youth, adults, and older adults with rooms available to rent for parties, classes, or receptions. This facility provides three classrooms, a ceramics studio, preparation kitchen, community rental hall, and outdoor patio and stage area. This Community Center is also the site of San Rafael’s City-operated pool.

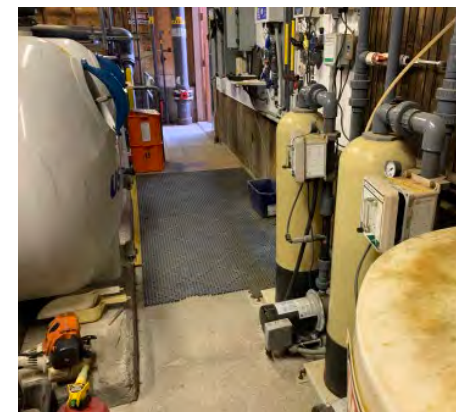
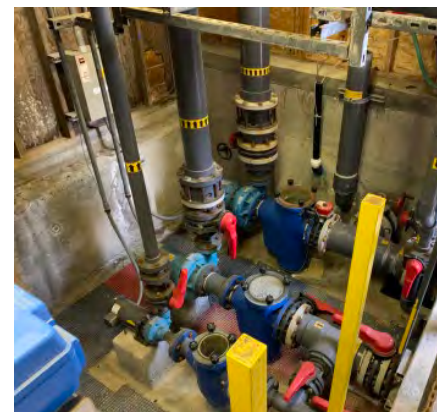
ID	Recommendation	Type	Cost
31.1	Correct high priority architectural deficiencies	Deficiency Improvement	\$101,400
31.2	Correct high priority mechanical deficiencies	Deficiency Improvement	\$3,250
31.3	Correct high priority electrical deficiencies	Deficiency Improvement	\$8,905
31.4	Correct high priority ADA deficiencies	Deficiency Improvement	\$49,400
Total (includes 30% contingency)			\$162,955



32 Terra Linda Pool House

Terra Linda Pool House houses locker rooms, an entry kiosk, and pool equipment storage for the Terra Linda Pool. Equipment here includes the pool's water heater, chemical storage, and a mechanical room, in addition to restroom and storage amenities for pool visitors.

ID	Recommendation	Type	Cost
32.1	Correct high priority architectural deficiencies	Deficiency Improvement	\$27,535
32.2	Correct high priority mechanical deficiencies	Deficiency Improvement	\$65,325
32.3	Correct high priority electrical deficiencies	Deficiency Improvement	\$1,560
32.4	Correct high priority ADA deficiencies	Deficiency Improvement	\$36,375
Total (includes 30% contingency)			\$130,795



Recreation Operation Recommendations

Policy recommendations are provided to guide current and future operation in the Recreation & Childcare Division's programming, in recreation facility operation, and in maintenance operations for the City's recreation network.

33 Recreation and Childcare Division Programming

ID	Recommendation	Type	Cost
33.1	Establish a formal programming philosophy to guide future program delivery	Policy	NA
33.2	Develop a programing plan that builds on the philosophy and identifies program priorities for the future	Policy	NA
33.3	Pursue additional contracts with other providers for program areas that are not currently adequately available	Policy	NA
33.4	For program areas where there are not contracts, utilize other providers on a referral and clearinghouse basis	Policy	NA
33.5	Develop a city staffing plan and operating budget that will support the program plan	Policy	NA
33.6	Establish basic performance measures to track recreation programming effectiveness	Policy	NA
33.7	Develop a comprehensive fee policy	Policy	NA
33.8	Recreation programs, services and facilities need to be supported by established marketing efforts	Policy	NA

34 Recreation Facility Operation

ID	Recommendation	Type	Cost
34.1	Utilize the Facility Deficiencies Report to establish a detailed deferred maintenance list for all city owned facilities	Policy	NA
34.2	Complete an athletic field capacity analysis to determine the accepted level of use for existing fields	Policy	TBD

35 Operations and Maintenance

ID	Recommendation	Type	Cost
35.1	Consider additional staffing and/or resources to support any increase in maintenance and operations service levels	Policy	NA
35.2	Develop an asset inventory and management plan	Policy	TBD
35.3	Develop a succession plan for key staff	Policy	NA

5.3 COST FOR PLANNING PURPOSES

The CPRMP identifies \$18,315,216 in park improvements and \$2,962,340 in recreation facility improvements, totaling approximately \$21.3 million (2023 dollars) in recommendations, inclusive of the previously discussed 30% contingency. See Table 34.

Table 34. Cost Estimate for Planning Purposes

	Park Recommendations	Recreation Facility Recommendations	Grand Total
Total	\$14,088,628	\$2,278,723	\$16,367,351
Total with 30% contingency	\$18,315,216	\$2,962,340	\$21,277,556

These recommendation total approximately \$8.0 million in Deficiency Improvements and nearly \$8.0 million in Expansion opportunities, exclusive of the 30% contingency. Policy recommendations are not assigned a cost, as they cannot be sufficiently defined for implementation, but will likely have operational resource impact on the City. See Table 35.

Table 35. Cost Estimate by Recommendation Type

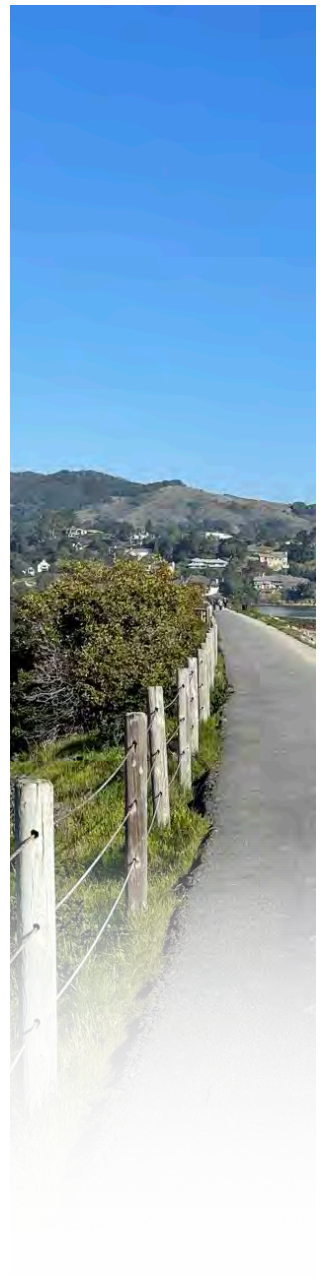
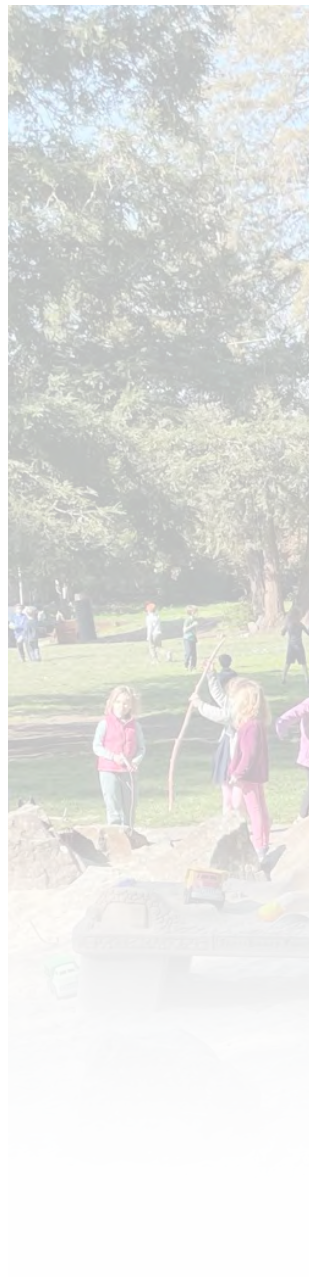
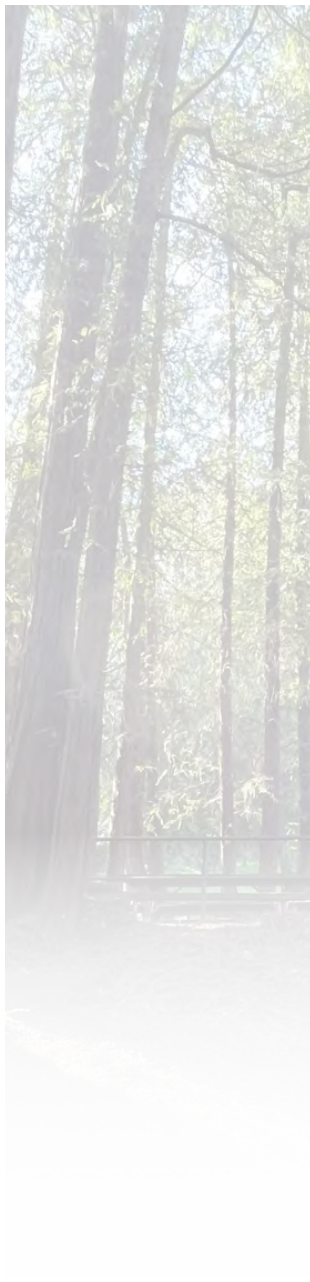
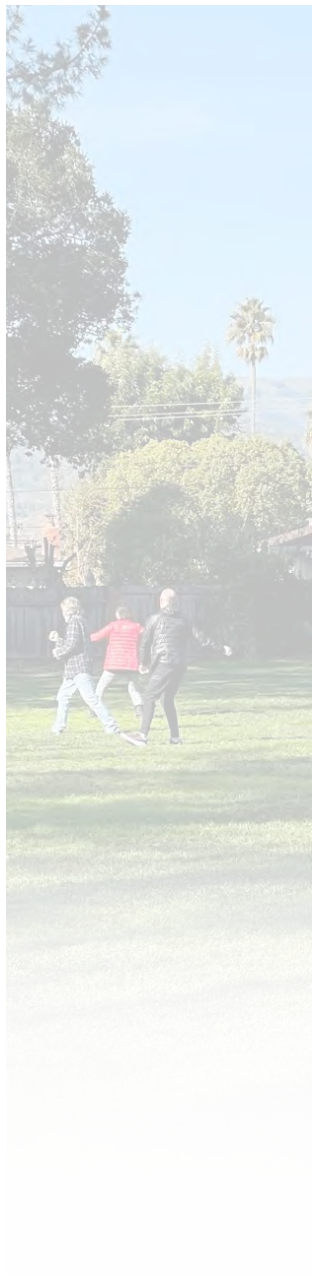
Type	Park Recommendations	Recreation Facility Recommendations	Total
Deficiency Improvements	\$5,894,951	\$2,278,723	\$8,173,674
Expansion	\$8,193,677	\$0	\$8,193,677
Policy	\$0	\$0	\$0
Total			\$16,367,351
Total with 30% contingency			\$21,277,556

The Master Plan costs will exceed the shown \$21.3 million estimate - the timing of project implementation will depend on funding availability with escalation expected and some of the proposed projects will require

additional funding and/or staffing for operations and maintenance. Additionally many recommendations are not costed due to undefinable scope.

The next section of the CPRMP explores a variety of funding sources for the proposed park recommendation projects estimated to be \$18.3 million. The remaining \$3.0 million in recreation facility recommendations is not included in this financial assessment, as they will be folded into the City's upcoming Facilities Master Plan process.

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6. IMPLEMENTATION

IMPLEMENTATION



6.1 PRIORITIZATION OF RECOMMENDATIONS

6.2 ACTION PLAN

6.3 FUNDING PLAN

6.1 PRIORITIZATION OF RECOMMENDATIONS

Prioritization Criteria

From the Master Plan process, the CPRMP developed evaluation criteria to prioritize the proposed recommendations. These criteria comparatively weight the recommendations based on their ability to:

- Address **Health and Safety**
- Support **Community Priorities**
- Reach the greatest **Service Area**
- Adhere to **General Plan 2040 Guiding Principles**
- Enhance **Accessibility**
- Strengthen **Operational Efficiency**
- Support **Previous Planning**

The above criteria are listed by weight, starting with the greatest weight through the lowest, per Figure 1.

Figure 21. Prioritization Criteria

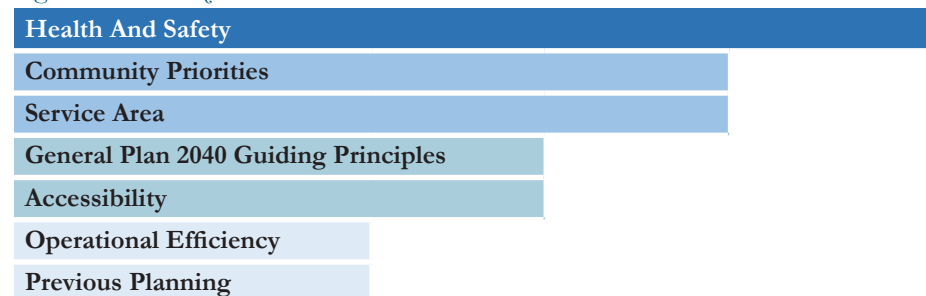
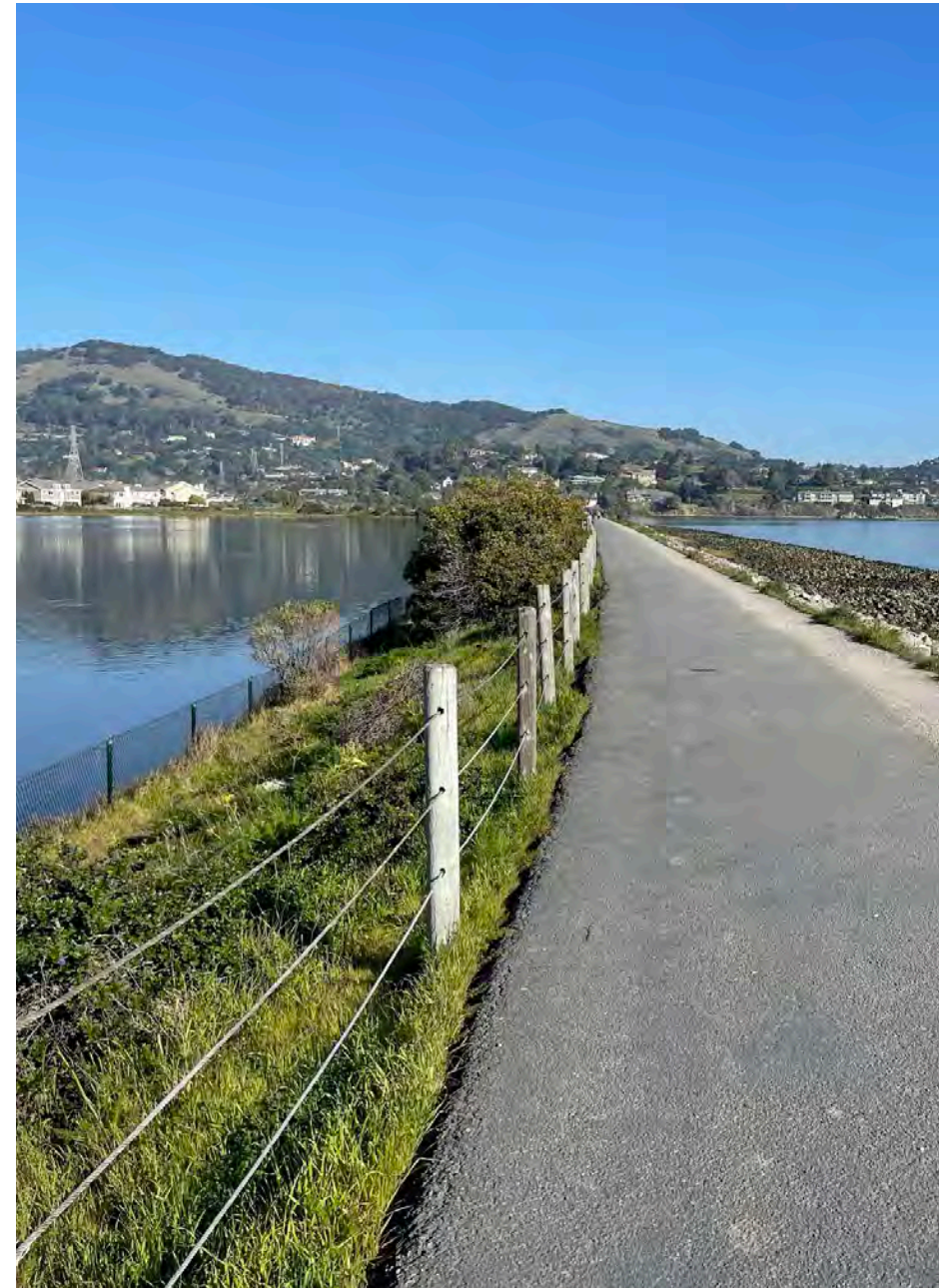


Figure 20. Jean and John Starkweather Shoreline Park



IMPLEMENTATION

The top tier criteria is health and safety. This is weighted first to ensure the City of San Rafael protects the community's health and safety in the delivery of services. Community priorities and service area follow as they address interests identified in the CPRMP planning process and will serve the greatest number of users. Adherence to the 2040 General Plan Guiding Principles ensures the CPRMP is in alignment with the City's guiding planning document, while enhancing accessibility supports inclusive use of the recreation network. Finally, addressing operational efficiency will support the City in effective recreation resource allocation, while recommendations from previous planning efforts reiterate the City's work guiding the future of San Rafael. Recommendation prioritization is based on cumulative weight considering all criteria.

The City will continue to operate its facilities (recreation and otherwise) in a manner that prioritizes the health and safety of the San Rafael community. As such any projects that address immediate significant risks to public safety will be prioritized above all else.

Health and Safety

Recommendations that support health and safety are those that address public health, physical safety, or are in urgent need of implementation. Public health considers cleanliness and sanitation in the City's recreation system. Physical safety considers recreation amenities at the end of their service life as well as addressing potential physical hazards to users. Urgent implementation prevents an amenity closure due to existing or continued repair deferral.

The CPRMP recommendations prioritize amenities closest to end of life. Other amenities (playgrounds, etc.) will be identified and incorporated into future capital improvement planning via replacement and maintenance schedules recommended in the Master Plan.

Community Priorities

The Master Plan's community engagement process has revealed recreation priorities of the system's users. In park improvements, these priorities include:

- **Desire to update and improve the City's existing park amenities**, particularly to modernize playgrounds and recreation amenities such as benches, picnic tables, etc. as well as repairing failing infrastructure
- **Improved cleanliness** including litter maintenance, restroom maintenance, refuse pick-up, playground maintenance, etc.
- **Addressing and/or replacing outdated equipment** such as benches, playgrounds, barbecues, picnic tables, etc.
- **Addressing infrastructure maintenance** i.e., surface improvements (sport courts, picnic areas, pathways, parking lots, etc.)
- **More park amenities** such as drinking fountains, shade structures, bike racks, and benches
- **Improved landscape maintenance**
- **Updated irrigation system(s)** for efficient water use
- **Improved lighting** for safety and pathways
- **More restrooms** in City parks
- **Enhanced sports fields to meet demand** i.e., lighting, artificial turf, improved maintenance

In recreation activities, these priorities include:

- **Walking, hiking, and/or jogging**
- **Restroom** access
- **Visiting local parks and/or enjoying nature**

- **Attending community events**
- **Playground** access
- **Picnicking**
- **Nature and environmental programming**
- **Swimming**
- **Self-directed activities** such as outdoor fitness courses, active play areas, and pathways with distance markers
- **Cultural activities** such as museums, theater programs, and art exhibits
- **Reading**
- **Sport court** access
- **Fitness activities** such as yoga, weightlifting, and cardio sports
- **Self-help and wellness**
- **Walking or exercising a dog** at a dog park area

In recreation services, the CPRMP has also revealed the community is strongly interested in pedestrian access and community gathering opportunities through events and picnic areas.

Service Area

The service area criteria includes recommendations that would occur at a frequently visited park or within 0.5 miles of a high density neighborhood.

The most frequently visited parks are based on results of the Statistically Valid Survey and the Parks and Recreation Questionnaire. From the survey tools, the following are the most frequently utilized parks in San Rafael:

- Gerstle Park
- Sun Valley Park

- Terra Linda Park
- Peacock Gap Park
- Albert Park
- Loch Lomond Park
- Pickleweed Park

Neighborhood density is determined by the Land Use Element of the General Plan 2040. The residential density categories of General Plan 2040 include allowable density which considers expected population growth in the City and is not limited to current population numbers.

General Plan 2040 Guiding Principles

General Plan 2040 provides 5 guiding principles at the core the General Plan's vision for San Rafael. Ensuring alignment with this planning resource, the CPRMP gives priority to recommendations that support the guiding principles of Opportunity for All and Adapting to the Future, the two principles most relevant to the park and recreation system.

Adherence to the principle of Opportunity for All is applied for recommendations that serve severely disadvantaged communities per California State Parks census designation. In San Rafael, this designation includes the Canal neighborhood. Adherence to the Adapting to the Future principle is applied for recommendations that support conservation, climate change adaptation, and/or disaster mitigation.

Accessibility

The CASp report prepared for the CPRMP identifies accessibility barriers in the categories of high impact, medium impact, and low impact. Recommendations that address or remove accessibility barriers from the City's recreation network are prioritized.

IMPLEMENTATION

Operational Efficiency

The City expends resources in staffing for the maintenance of the San Rafael's parks and recreation facilities. Recommendations that provide significant savings in staff time and City resources support efficient operations and service delivery are prioritized.

Included in Previous Planning

Supporting recommendations from previous planning efforts reiterate the City's work guiding the future of San Rafael. The CPRMP integrates previously proposed park and recreation recommendations that are included in the following planning documents:

- San Rafael General Plan 2040, 2021
- Downtown Precise Plan, 2021
- Climate Change Action Plan, 2019
- San Rafael Bicycle and Pedestrian Master Plan, 2018
- Canalfront Conceptual Design Plan and Guidelines, 2009

6.2 ACTION PLAN

The CPRMP's Action Plan identifies the near-term, medium-term, and long term recommendations proposed in the Master Plan. The priority level of these recommendations is based on their comparative weight in satisfying the prioritization criteria previously discussed. The City will utilize the identified priority framework to determine allocation of existing and future available funding. Additional considerations can be made as changes or needs arise, but this action plan provides a roadmap for completing future recreation system improvements as resources allow.

Table 36. Recommendation Type

Recommendation Type	Description	Total
Deficiency Improvement	Recommendation improves existing condition in a deficient area such as replacing or enhancing amenities at end of lifecycle, and ADA improvements to remove accessibility barriers	83
Expansion	Recommendation supports new recreation amenities, expanding San Rafael's recreation system	36
Policy	Recommendation is administrative and supports the City's delivery of parks and recreation services	43
Total number of recommendations		162

Table 37. Recommendation Priority

Recommendation Priority	Description	Total
Near Term <ul style="list-style-type: none"> • 14 park improvements (deficiencies and expansions) • 20 policies • 20 recreation facility improvement recommendations to be incorporated into the upcoming Facilities Master Plan 	Potentially achievable in 0-5 years	54
Medium-Term <ul style="list-style-type: none"> • 15 park improvements • 14 policies 	Potentially achievable in 5-10 years	29
Long-Term <ul style="list-style-type: none"> • 21 park improvements 	Potentially achievable in 10 + years	21
Other	Ongoing (10) As resources allow (26) To be addressed through larger projects (22)	58
Total number of recommendations		162

Priority Park Recommendations

Near-term park recommendations are first priority projects to be implemented by the City of San Rafael. These projects are potentially achievable within the next five years and immediately address the prioritization criteria developed in the Citywide Parks and Recreation Master Plan. Table 38 lists the 14 near-term priority park projects proposed in the CPRMP. The below table cost estimates include a 30% contingency for planning purposes.

Table 38. Near-Term Park Recommendations

Near-Term Park Recommendations				
ID	Site	Recommendation	Type	Cost
19.2	Pickleweed Park	Continue development of the Pickleweed Park Enhancement Project with support of public grant funds – new basketball court, play area, fitness area, shaded seating and picnic area, gazebo structure, conversion of existing turf fields to synthetic turf, renovation of bathroom facilities, additional lighting, parking, security cameras, and landscaping	Expansion	\$9,000,000
1.6	Albert Park	Address fencing deficiencies around Albert Stadium and Field	Deficiency Improvement	\$285,000
18.3	Peacock Gap Park	Update play areas - replace failing playground structures, replace sand with fibar	Deficiency Improvement	\$320,450

24.2	Terra Linda Park	Prepare a master plan for Terra Linda Park and Community Center: determine future improvements based on planning efforts; likely to include replace playground for safety and accessibility in the near term – near end of life span; Replace picnic tables and benches - end of life span; Resurface basketball court	Expansion	\$195,000
5.8	Boyd Memorial Park	Evaluate historic water cistern system for structural integrity	Deficiency Improvement	\$130,000
10.4	Gerstle Park	Update play areas - replace play structures near end of lifecycle, replace sand with fibar at school-age play area	Deficiency Improvement	\$291,980
18.5	Peacock Gap Park	Resurface tennis courts	Deficiency Improvement	\$195,000
9.3	Freitas Park	Resurface tennis court	Deficiency Improvement	\$195,000
16.3	Oleander Park	Update play area - replace play structures near end of lifecycle, replace sand with fibar	Deficiency Improvement	\$159,640
10.3	Gerstle Park	Evaluate and improve pathways	Expansion	TBD
1.3	Albert Park	Pursue improvements at tennis courts – evaluate restroom access, padding around tennis lights (4), court lighting improvement	Expansion	\$282,880
23.2	Terra Linda Community Garden	Explore options to increase plot capacity and improve infrastructure of garden plots to meet the needs of San Rafael residents	Expansion	TBD

IMPLEMENTATION

26.23	Citywide	Repair identified priority physical deficiencies at park restrooms	Deficiency Improvement	\$134,576
29.1	Falkirk Cultural Center	Develop a comprehensive assessment of the Falkirk Cultural Center's unique historic and architectural qualities, to guide future planning and programming that will be in alignment with the facility's unique needs	Expansion	\$260,000

Medium-term park recommendations are second priority projects to be implemented by the City of San Rafael. These projects are potentially achievable within the next five to ten years and support the prioritization criteria developed in the Citywide Parks and Recreation Master Plan. These projects will greatly benefit the community, however their ability to wholistically support the existing park and recreation system is slightly less than near-term park recommendations. Should resources allow, there is flexibility in the timing of these projects' completion. Table 39 lists the 15 medium-term priority projects proposed in the CPRMP. The below table cost estimates include a 30% contingency for planning purposes.

Table 39. Medium-Term Park Recommendations

Medium-Term Park Recommendations				
ID	Site	Recommendation	Type	Cost
21.2	Santa Margarita Park	Resurface tennis court and pathways to ensure ADA accessibility	Deficiency Improvement	\$148,980
5.3	Boyd Memorial Park	Replace play structure - footings are near end of life due to wood rot	Deficiency Improvement	\$130,000
16.2	Oleander Park	Resurface asphalt and concrete paving	Deficiency Improvement	\$113,750
18.4	Peacock Gap Park	Resurface asphalt paving	Deficiency Improvement	\$273,000

20.1	Riviera Park	Evaluate best recreational purpose for this site – playground structure is near end of life span and should be addressed	Expansion	TBD
17.1	Oliver Hartzell Park	Evaluate best recreational purpose for this site – playground structure is near end of life span and should be addressed	Expansion	TBD
1.5	Albert Park	Address parking lot paving for safety and tripping hazards	Deficiency Improvement	\$811,200
10.5	Gerstle Park	Evaluate feasibility and pursue tennis court renovation	Expansion	TBD
5.2	Boyd Memorial Park	Evaluate recreation options for tennis court – resurface or repurpose	Expansion	TBD
5.6	Boyd Memorial Park	Resurface asphalt paving	Deficiency Improvement	\$78,000
9.2	Freitas Park	Resurface asphalt paving	Deficiency Improvement	\$148,200
8.5	Falkirk Cultural Center	Evaluate alternative uses for reflection pond	Expansion	TBD
7.4	Canal Community Garden	Consider options for improved maintenance (trees, pathways, vacant plots, site perimeter, etc.)	Expansion	TBD
23.4	Terra Linda Community Garden	Consider options for improved maintenance (trees, pathways, vacant plots, site perimeter, etc.)	Expansion	TBD
26.16	Citywide	Explore locations for self-directed fitness equipment	Expansion	TBD

Long-term park recommendations are third priority projects in the Master Plan and potentially achievable in ten or more years. These projects address identified deficiencies in the existing recreation system but do not

reflect as much urgency in their completion as prior recommendations. Should resources allow, there is flexibility in the timing of these projects' completion. Table 40 lists the 21 long-term priority park projects proposed in the CPRMP. The below table cost estimates include a 30% contingency for planning purposes.

Table 40. Long-Term Park Recommendations

Long-Term Park Recommendations				
ID	Site	Recommendation	Type	Cost
10.2	Gerstle Park	Resurface asphalt paving at basketball court and play areas	Deficiency Improvement	\$90,480
5.5	Boyd Memorial Park	Consider long term solution for restroom	Expansion	\$455,000
12.3	Jean and John Starkweather Park	Implement interpretive signage plans	Expansion	\$390,000
18.7	Peacock Gap Park	Repair and/or replace parcourse equipment (3)	Deficiency Improvement	\$19,500
5.4	Boyd Memorial Park	Pursue pathway and trail improvements on site and continuing up San Rafael Hill, in accordance with San Rafael General Plan 2040*	Expansion	TBD
4.4	Bernard Hoffman Field	Evaluate potential recreation uses for former playground	Expansion	TBD
6.2	Bret Harte Park	Resurface asphalt paving, including basketball court	Deficiency Improvement	\$117,000
7.2	Canal Community Garden	Potential location for bio-preventative pest management practices - raptor resting post and/or owl boxes	Expansion	\$1,300
15.3	Munson Park	Potential location for bio-preventative pest management practices to address rodents – owl box or raptor resting post	Expansion	\$1,300

10.8	Gerstle Park	Improve access from adjacent open space for hiking	Expansion	TBD
12.4	Jean and John Starkweather Park	Explore opportunities for additional boating and water sport access ramps	Expansion	TBD
21.3	Santa Margarita Park	Resurface asphalt paving at basketball court	Deficiency Improvement	\$82,680
25.2	Victor Jones Park	Assess sport court functionality and pursue improvements	Expansion	TBD
25.3	Victor Jones Park	Replace restroom – non accessible, installation of a new water source and new sewer line from the building to the street	Deficiency Improvement	\$455,000
18..8	Peacock Gap Park	Replace restroom - toilet and urinal replacement, domestic waterline replacement, ADA accessibility	Deficiency Improvement	\$455,000
4.3	Bernard Hoffman Field	Support drainage improvements on site	Deficiency Improvement	TBD
22.2	Sun Valley Park	Evaluate best purpose for upper terrace area, including wooden gazebo	Expansion	TBD
23.3	Terra Linda Community Garden	Consider addition of shared garden amenities – storage shed/ lockers, seating areas, shade structure	Expansion	\$65,000
23.1	Terra Linda Community Garden	Enhance bio-preventative pest management practices	Expansion	\$1,300
20.5	Riviera Park	Wood columns at retaining walls require replacement	Deficiency Improvement	TBD
6.4	Bret Harte Park	Improve access from adjacent open space for hiking*	Expansion	TBD

*Previously proposed in San Rafael's General Plan 2040

IMPLEMENTATION

Additional Park Recommendations

Additional park recommendations are also identified systemwide that require tailored approaches given the type of improvement they address.

ADA Access

As part of the Master Plan process, as Certified Access Specialist (CASP) Report was prepared to identify ADA access barriers. The access barriers are categorized on high, medium, or low impact. The list of barriers is substantial with virtually all parks having areas for improvement. Given the scope of this assessment, the recommendation is that the City strategically address the identified barriers as other improvements are made to the parks and recreation facilities, specifically prioritizing those barriers that are classified as high impact. This will allow the City to make progress systemwide and see efficiencies in combining projects. ADA access projects are primarily those that fall in the ‘other’ recommendation priority category, to be addressed through larger projects.

Benches and Picnic Tables

The following parks were identified as having benches and picnic tables that are nearing or at the end of their life: Bret Harte Park, Gerstle Park, Jean and John Starkweather Park, Oleander Park, Oliver Hartzell Park, Peacock Gap Park, Riviera Park, Santa Margarita Park, and Victor Jones Park. Through the City’s newly adopted Park Amenity Sponsorship program, staff will design the program to initially focus on bench and picnic table donations in the identified locations. As the program develops, staff will evaluate how effectively it is addressing the deficiencies and adjust as needed. The bench and picnic table projects fall in the ‘other’ recommendation priority category, to be addressed as resources allow.

Irrigation

The following parks were identified as having significant irrigation issues that should be addressed: Albert Park, Arbor Park, Bernard Hoffman Field, Boyd Memorial Park, Canal Community Garden, Falkirk Cultural Center, Peacock Gap Park, Riviera Park, and Victor Jones Park. Keeping the current systems operational takes significant staff time, impacts the community’s ability to utilize the amenity, and results in inefficient water usage. Given this, as well as the recent historic droughts, addressing the irrigation deficiencies should be a priority. However, the scope of the issue would require significant resources. This may be an area for the City to pursue outside funding opportunities related to sustainability and/or energy efficiency grants and other public funds. The irrigation repair projects fall in the ‘other’ recommendation priority category, to be addressed as resources allow.

Ongoing Recommendations

Existing planning documents and efforts, such as General Plan 2040, identify a number of recommendations that focus on ongoing maintenance and management of specific park sites. In the CPRMP, these projects fall in the ‘other’ recommendation priority category, as ongoing recommendations which are in alignment with the City’s current efforts and are noted in the CPRMP as efforts that the City should continue to support.

System Expansion Recommendations

With the City’s limited resources and the community’s strong prioritization of addressing existing infrastructure over adding new amenities, the CPRMP is focused on improvements to current sites. However, as resources allow, the Master Plan provides several recommendations that

propose adding new or expanded amenities, particularly in areas of the City that are currently deficient in park space or have high density. These include:

- Expand and improve the shoreline path network along the Jean and John Starkweather Park
- Address park deficiencies in the following neighborhoods through the development of dedicated park land:
 - Montecito/Dominican
 - West End/Fairhills
 - Lincoln/San Rafael Hill
 - Contempo/Deer Park
 - Northbridge/Marin Lagoon
- Explore recreation options for the northern portion of Freitas Park

The above expansion recommendations fall in the ‘other’ recommendation priority category, to be addressed as resources allow.

Priority Recreation Facility Projects

Applying the mack5 priority categorization along with the Master Plan’s weighted evaluation criteria, the highest priority recommendations include addressing architectural and mechanical deficiencies at the Albert J. Boro Community Center. Those recommendations are supported through the City’s existing CIP, with funding allocated to those projects in the near term.

Remaining recreation facility recommendations will be incorporated into Public Work’s upcoming Facilities Master Planning process. This data will support that process in developing a comprehensive plan for City facility improvements and for allocating Building Funds moving forward.

Priority Policy Projects

Near-term policy recommendations are first priority policies to be implemented by the City of San Rafael. These policies are potentially achievable within the next five years and readily address the prioritization criteria developed in the CPRMP. Table 41 lists the 20 near-term policies proposed in the Master Plan. Policy recommendations are not assigned cost as their implementation scope cannot be defined; however they will have resource impacts on the City.

Table 41. Near-Term Policy Recommendations

Near-Term Policy Recommendations				
ID	Site	Recommendation	Type	Cost
3.3	Beach Park	Seek proposals for public-private partnerships that will activate the park space and address needed oversight and management for site safety	Policy	NA
26.6	Citywide	Assess options to address deficiency in spaces for off-leash dogs	Policy	TBD
1.7	Albert Park	Consider additional maintenance resources for Albert Field	Policy	TBD
33.1	Recreation Programs	Establish a formal programming philosophy to guide future program delivery	Policy	NA
33.2	Recreation Programs	Develop a programming plan that builds on the philosophy and identifies program priorities for the future	Policy	NA
19.4	Pickleweed Park	Consider additional maintenance resources for Pickleweed Park field	Policy	TBD
26.7	Citywide	Evaluate restroom maintenance citywide - improve restroom maintenance levels where needed	Policy	TBD

IMPLEMENTATION

26.8	Citywide	Develop systemwide tennis court resurfacing schedule	Policy	TBD
26.10	Citywide	Develop systemwide irrigation replacement schedule	Policy	TBD
26.11	Citywide	Reclassify City parks based on existing amenities - Jerry Russom Memorial Park (to open space), Bret Harte Park (to neighborhood park), Munson Park (to pocket park)	Policy	NA
26.13	Citywide	Develop program for citywide fiber replacement at playgrounds	Policy	NA
26.14	Citywide	Evaluate tennis court access program and explore alternative approaches	Policy	NA
26.15	Citywide	Develop systemwide playground amenity replacement schedule	Policy	NA
26.21	Citywide	Offer training opportunities for staff to support growth and understanding around diversity, equity, inclusion, and belonging	Policy	TBD
33.3	Recreation Programs	Pursue additional contracts with other providers for program areas that are not currently adequately available.	Policy	NA
33.4	Recreation Programs	For program areas where there are not contracts, utilize other providers on a referral and clearinghouse basis.	Policy	NA
33.5	Recreation Programs	Develop a city staffing plan and operating budget that will support the program plan	Policy	NA
35.1	Operations And Maintenance	Consider additional staffing and/or resources to support any increase in maintenance and operations service levels	Policy	NA
33.7	Recreation Programs	Develop a comprehensive fee policy	Policy	NA

33.8	Recreation Programs	Recreation programs, services and facilities need to be supported by established marketing efforts	Policy	NA
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Medium-term policy recommendations are second priority policies to be implemented by the City. These policies are potentially achievable within the next five to ten years and support the prioritization criteria developed in the Master Plan. Based on available resources, there is flexibility in their implementation. Table 42 lists the 14 medium-term policy recommendations proposed in the CPRMP.

Table 42. Medium-Term Policy Recommendations

Medium-Term Policy Recommendations				
ID	Site	Recommendation	Type	Cost
1.2	Albert Park	Explore opportunities such as public-private partnerships to refurbish athletic fields and develop new recreational facilities	Policy	NA
9.5	Freitas Park	Develop a policy for splash pad operations. (consider closures for drought conditions, etc.)	Policy	NA
10.8	Gerstle Park	Explore partnership opportunities for maintaining the historic nature of the landscaping	Policy	NA
26.9	Citywide	Assess pickleball striping or pickleball conversion projects systemwide	Policy	TBD
26.12	Citywide	Evaluate historic water system resources	Policy	TBD
26.17	Citywide	Develop unifying systemwide park and recreation signage	Policy	TBD
26.18	Citywide	Develop a comprehensive maintenance plan for City parks	Policy	TBD
26.19	Citywide	Develop comprehensive maintenance plan for City recreation facilities	Policy	TBD

26.20	Citywide	Consider entering into Joint-Use Agreements with San Rafael City Schools to provide additional recreation facilities to the San Rafael community	Policy	TBD
33.6	Recreation Programs	Establish basic performance measures to track recreation programming effectiveness.	Policy	NA
34.1	Recreation Facilities	Utilize the Facility Deficiencies Report to establish a detailed deferred maintenance list for all city owned facilities	Policy	NA
35.2	Operations And Maintenance	Develop an asset inventory and management plan	Policy	TBD
34.2	Recreation Facilities	Complete an athletic field capacity analysis to determine the accepted level of use for existing fields	Policy	TBD
35.3	Operations And Maintenance	Develop a succession plan for key staff	Policy	NA

6.3 FUNDING PLAN

Estimated Plan Implementation Costs

City staff and the Consultant team have identified a broad range of planned future park and recreation improvements and planning efforts during Master Plan planning process. RHAA has also estimated capital costs for many of the park improvements identified in the CPRMP. A number of additional improvements and planning efforts were also identified whose costs will need to be estimated as part of future park planning efforts, so additional funding beyond the estimated level will need to be sought.

Table 43 summarizes the available capital improvement cost estimates by their priority and improvement type for park recommendations. This information provides insights into the minimum level of funding required as well as the timing. As shown, these capital cost estimates sum to about \$18.3 million (2023 dollars). This includes deficiency improvements to repair or upgrade existing parks and expansions for new additions to the park system. In aggregate, about 42% of the identified costs are associated with addressing park deficiencies and 58% are associated with park expansions, though several other potential park expansions will be addressed and costed during future park planning efforts. Additionally, about 63% of identified park project costs are identified as near-term (due in part to the greater clarity around shorter term needs). The main project included in the expansion category is a substantial set of improvements to Pickleweed Park, for which the City is pursuing additional grant funding.

It should be emphasized that not all improvements have been costed and the total Master Plan implementation costs for park improvements will exceed the \$18.3 million shown. The actual timing of these improvements will depend on funding availability as discussed in more detail below. When considering overall Master Plan implementation funding requirements, it is also critical to note that park expansions, and potentially some of the deficiency improvements, will often also require additional expenditures on operations and maintenance that will require additional annual funding.

Table 43. Capital Improvement Estimate for Park Improvements

Type	Park Recommendations				Total
	Near-Term	Medium-Term	Long-Term	As Resources Allow	
Deficiency Improvements	\$1,316,651	\$1,310,100	\$938,200	\$2,330,000	\$5,894,951
Expansion	\$7,490,677	\$0	\$703,000	\$0	\$8,193,677
Total	\$8,807,328	\$1,310,100	\$1,641,200	\$2,330,000	\$14,088,628
Total with 30% Contingency	\$11,449,526	\$1,703,130	\$2,133,560	\$3,029,000	\$18,315,216

Source: RHAA
Note: Costs are provided in 2023 dollars and do not include adjustments for inflation. Similarly, revenue estimates are not adjusted for inflation.

Table 43 includes recommendations for park and high-priority facility planning projects only, such as the Terra Linda Park and Community Center Master Plan and the Falkirk Cultural Center Assessment. The recreation facility recommendations identified through the Master Plan process are not included in this financial assessment, as they will be folded into the City’s upcoming Facilities Master Plan process. The estimate for the recreation facility recommendations totals \$2.28 million (\$2.96 million with 30% contingency) and includes only deficiency improvements that need immediate attention (near-term) identified in the Recreation Facility Inventory and Assessment. The primary funding source for facility capital projects is the City’s Building Fund, which is supported by the General Fund. Funding for recreation facility recommendations will be assessed in the Facilities Master Plan and evaluated alongside all City facilities.

Existing Funding Sources

This section provides an overview of the funding sources that currently support the City’s park system and the potential for these funding sources to help support the additional investments envisioned under the new Master Plan. As described below, the funding for San Rafael’s parks

currently comes from a variety of sources, including the City’s General Fund, sales tax revenue associated with the Countywide voter-tax Measure A, taxes, fees, and grants. Some of these sources are primarily used for ongoing maintenance and operations in the parks, while others fund capital projects or upgrade outdated infrastructure.

City Budget and General Fund

Management of parks primarily occurs within two City departments – the Department of Public Works and the Library & Recreation Department. The Department of Public Works has most of the responsibilities for maintenance and care of the parks, while the Library & Recreation Department manages some of the programmatic elements in parks, such as picnic area reservations or events.

The City’s FY 2022-23 adopted budget shows that out of the \$166.1 million total budget in the City, \$95.2 million is contained in the General Fund. The General Fund is a major source of funds to both Public Works (about \$14.4 million) and Library & Recreation (\$5.5 million). Based on input from City staff, within the FY 2022/23 Public Works General Fund budget allocation, about \$860,000 is for parks operation and maintenance costs. The annual allocation from the General Fund is primarily for ongoing parks maintenance rather than capital projects. Other city accounts which are designated for public facility maintenance may occasionally fund parks and recreation building maintenance, although they are not consistently used for parks-related projects.

There are always a broader range of funding demands for General Fund revenue and available revenues can fluctuate significantly with business cycles. In addition to covering its current parks maintenance and recreation building maintenance, the General Fund may also need to be the primary source of funding of additional parks operations and maintenance investments as the proposed CPRMP expansions or other improvements are made.

Measure A

Measure A is a significant source of funds for park and recreation projects in San Rafael, including parks capital projects. It generates funds for parks, open space, and agricultural preservation through a 0.25% countywide sales tax. In June 2022, 75% of Marin County voters voted to renew the tax for another nine years.

Marin County Parks manages Measure A funds and distributes 15% of the annual tax revenue to cities. The City of San Rafael receives 24% of this allocation based on its population. In FY 2020-21, a total of \$2.3 million was disbursed to cities and towns.

Measure A revenues can fund many types of projects in cities including routine maintenance; renovation of existing recreational facilities, including infrastructure; and construction of new parks or recreation facilities. Other wildlife and vegetation management efforts can also use Measure A funds. Each city submits an annual work plan to Marin County Parks to describe their funding plans for the year. San Rafael has historically used Measure A funding to support four project types - park maintenance, vegetation management, open space protection, and park improvements.

City funding priorities are determined by City Council, with input from Park and Recreation Commission, and management of funds and projects is typically performed by Public Works and/or the Library and Recreation departments. Table 44 below details the Measure A funding that the City has used for park capital improvement projects since FY 2014. Additional funds were also used for vegetation management, park maintenance, and open space management. In total, \$1.3 million in Measure A funding has helped pay for improvements at seven parks, miscellaneous repairs or equipment upgrades, and the Citywide Parks and Recreation Master Plan over the last ten years.

Table 44. Measure A Funded Park Projects, 2013-2022

Park Capital Improvement Projects	FY13-14 to FY15-16	FY 16-17	FY 17-18	FY 18-19	FY 19-20	FY 20-21	FY 21-22	Total
Misc. Park Repairs	\$137,375							\$137,375
Misc. Equipment	\$74,465							\$74,465
Sun Valley Park Basketball Court	\$46,873							\$46,873
Albert Park Playground		\$37,761	\$50,618	\$221,957				\$310,336
Victor Jones Playground		\$80,275	\$19,725					\$100,000
Bret Harte Park Restroom			\$2,183	\$170,798				\$172,981
Pickleweed Park Field Conversion Planning					\$6,523	\$9,359		\$15,882
Albert Park Stadium Field Fencing					\$41,593			\$41,593
Sun Valley Playground Upgrades						\$4,429	\$128,587	\$133,016
Citywide Park and Recreation Master Plan							\$277,009	\$277,009
Total	\$252,493	\$118,036	\$72,526	\$392,755	\$48,116	\$13,788	\$405,596	\$1,309,530

The City has significant flexibility to spend their allocated funds as they deem appropriate. According to the Measure A work plan for FY 2022-23, the City anticipates \$780,000 of available funds, which will fund five projects, as described in Table 45. These projects are also identified in the City's FY 2022-23 Capital Improvement Plan, which details the upcoming capital improvements that the City intends to pursue in the next two fiscal

IMPLEMENTATION

years, with identified funding sources for each project. Implementation efforts for this work plan will be managed by the Department of Public Works in partnership with the Library & Recreation Division. Some projects will be supplemented with additional grants (Sun Valley Park) or other funds (Albert Park, with Building Maintenance funds).

Table 45. Measure A Project Funding FY 2022-2023

Project/Location	Description	Measure A
Citywide Park and Recreation Master Plan	In progress, previously funded	\$35,000
Sun Valley Park Playground Improvements	Also received additional Prop 68 grant	\$335,000
Albert Park Field Fencing	Fencing improvements	\$240,000
Citywide Trail Master Plan	Part of Open Space and Trails Master Plan update	\$100,000
Terra Linda & Albert J. Boro Community Center	Replacement room divider partitions	\$70,000
Total		\$780,000

While economic cycles will affect revenue availability, the City anticipates about \$550,000 per year of Measure A funding may be available for parks and recreation in the coming years. With eight of the nine years of Measure A renewal remaining, this sums to about \$4.4 million (2022 dollars) through 2031, with potentially more revenue beyond if voters extend the measure again. Due to the relative stability of this funding source and its flexibility (can pay for ongoing maintenance, deficiency improvements, and park expansion), this is a critical part of the City's funding approach.

The amount of this Measure A funding available and needed to support the near-term deficiency and park expansion improvements will depend, in part on other funding available, including General Fund revenues to support operations and maintenance costs as well as level of grants received. Finally, it is worth noting that because Measure A has a duration

of nine years in total, it is not possible to bond against these revenues - they must be used on an incremental basis as received.

Park Taxes/Fees

Impact fees are paid by developers towards City agencies and other infrastructure providers (e.g., sewer districts, County) to provide and maintain necessary services (e.g. police, sanitation, etc.). Impact fees to provide parks are common across many cities. In San Rafael, the following impact fees are charged on new development to support parks:

- **Parkland Dedication In-Lieu Fee:** Residential subdivision projects must meet a parkland dedication requirement of 4 acres per 1,000 residents. If land applicants are unable to meet this standard, they may pay a parkland dedication in-lieu fee instead. The purpose of this fee is to acquire or make improvements to parkland in connection with the additional service population generated by new development. The amount to be paid is calculated by formula based on the expected resident population and fair market value of a park acre.
- **Property Development Excise Tax:** This tax covers new development's impacts on public facilities and services, which may include some park space but is generally intended for building maintenance in public facilities. The current tax levels vary with the development type: \$127.50 per bedroom (residential) or \$0.12 per square foot (commercial) or \$0.06 per square foot (industrial).
- **Parks and Recreation Facilities Fee:** This fee collects payments from multi-family developments to pay for developing and maintaining local parks. The fund currently has a balance of \$130,000. This fee is also referred to as the Bedroom Tax fund.

- Parks Capital Project Fund:** This fund is specifically for the maintenance and repair of the City's tennis courts, as it generates revenues from the sale of tennis court keys. However, the current balance is low (around \$15,000) and insufficient to initiate any court repairs. Historically, the tennis key system has not generated sufficient revenues beyond offsetting the cost of implementing the program and the CPRMP recommends exploring alternative tennis court access approaches.

At present, the City does not expect impact fees to be a significant income source for parks due to typical levels of development activity in the City. The Planning Division's list of current projects show that, while several multi-family projects have been approved, only two projects are single-family residences, neither of them subdivisions. Furthermore, several of the funds have not been spent since 2018. While some of these fees currently maintain a fund balance, the City does not expect any transfers in and out of any of these funds for FY 2022-23, according to budget documents.

While not expected to be a significant source of funding, with the ongoing implementation and potential consolidations of these fee programs, the City expects that up to \$15,000 annually might be generated by all of these fees. Increases in fee levels are not expected due to City policy priorities to moderate costs on new residential development.

Grants

The City has had previous success with receiving grants for park improvement projects from a variety of federal, state, and local sources. These grants have funded renovations to aging park equipment or construction of new park infrastructure. As shown in Table 46, in 2022 the City received \$178,000 in grants for parks and the City is currently

going through the federal eligibility process for a \$4.2 million Land Water Conservation Fund grant which would fund renovations at Pickleweed Park.

Table 46. Park and Recreation Grants Received

Grant / Source	Year	Project	Amount
Current Funding or Projects			
California Proposition 68 Per Capita	2022	Sun Valley Park Playground Improvements	\$178,000
Land Water Conservation Fund	2022	Pickleweed Park field renovation	<i>pending</i>
Total			\$178,000

Grant funding is always competitive and is often tied to the specifics of the proposed improvements and the locations of the proposed parks. Improvements in many San Rafael parks will likely not be competitive for grant funding under current grant programs, though some parks, such as Pickleweed Park, have been and will hopefully bring in substantial funding for future improvements (including the current application for \$4.2 million from the federal Land Water Conservation Fund).

Public-Private Partnerships

The City has also had public-private partnerships for specific parks when the opportunities arose. For example, Beach Park is a waterfront park site in San Rafael that formerly benefitted from a public-private partnership between the City and Terrapin Crossroads, an adjacent restaurant and music venue. Terrapin Crossroads provided infrastructure improvements, management, and oversight of the park in exchange for use of the park for outdoor concerts and events. In 2021, Terrapin Crossroads closed permanently and the property is currently for sale. The City has expressed interest in seeking a new partner to manage Beach Park, given that there is interest from the public in seeing the park reopen. In addition to Beach Park, a few other parks in the City have specialized facilities or spaces,

IMPLEMENTATION

e.g., softball fields or bocce ball courts, that are the result of a partnership between the City and local sports leagues.

While the City has not currently identified future potential partnerships, they are open to such opportunities, including for Beach Park. Although public-private partnerships may help fund some improvements or operations, such opportunities tend to happen on an individual park basis.

Summary of Funding from Existing Sources and Master Plan Improvements

As described in the above, the City's current approach to funding Parks and Recreation capital improvements and operations and maintenance costs is as follows:

- **Operations and Maintenance:** The City's General Fund is the primary source of funding for parks maintenance and recreation building maintenance and is sometimes supplemented with Measure A funding.
- **Capital Improvements:** Measure A and competitive grant funding are the primary sources of available funding for fixing existing deficiencies at existing parks. For park expansions and additions, Measure A, competitive grant funding, and impact fees are the primary current sources of funding.

Existing funding sources (Measure A and park taxes/fees) are expected to generate about \$565,000 annually in funding, which includes \$550,000 in Measure A funding with flexible spending options and \$15,000 in taxes or fees.

Availability of the Measure A funds to help cover the capital improvements identified in the Master Plan and the identified future park master plans for individual parks will depend on the ability of the General Fund to fund any additional operations and maintenance cost and/or planning studies. For example, estimated funding for capital improvements from Measure A and impact fees over the next five years could vary as follows:

- **Scenario 1: No Measure A Funding required for Operations and Maintenance:** Under this scenario, the full \$565,000 annually would be available for investments in capital improvements (new park expansion and existing deficiencies) summing to about \$2.8 million over the next five years.
- **Scenario 2: \$275,000 Annually in Measure A Funding required for Operations and Maintenance:** Under this scenario, half of the Measure A funding is used to support additional operations and maintenance costs associated with existing and expanded parks as well as to support individual park master planning efforts. Under this illustrative scenario, \$290,000 of the additional annual funding would be available for investments in capital improvements (new park expansion and existing deficiencies) summing to about \$1.45 million over the next five years.

As indicated in the prior Table 43, the costs of a partial set of the capital improvement items identified as near-term in the CPRMP sum to about \$11.5 million in costs. This cost estimate will increase once additional improvements (e.g., ADA improvements) have been added. About 79% of these costs (about \$9 million) is hoped to be covered by the current Land and Water Conservation grant application and the City's matching General Fund set-aside, leaving a funding need of about \$2.5 million. Depending on the funding scenario (and level of Measure A funding required for

operations and maintenance), the funding gap for costed near-term improvements would be fully covered in Scenario 1, or about \$200,000 annually (over a 5-year period) in Scenario 2. It is critical to note that these estimates do not take into account the additional uncoded near-term capital improvements (such as ADA improvements), which will need to be addressed.

Potential Additional Funding Options

The City may also consider pursuing additional funding options beyond the sources previously discussed. As illustrated above, the City's current funding sources and potential grant funding could cover a portion of the envisioned investments. One approach is for the City to rely on these funding sources, pursue additional grants where available, and incrementally make improvements as funding accrues over time. Another possibility is for the City to pursue additional funding options to help cover park capital improvement investments and/or operations and maintenance costs.

For most potential additional funding sources, a measure must be placed on the ballot and more than two-third of voters must agree to the additional tax. This is a high proportion and would require substantial support from City voters. This section identifies potential options for raising additional dedicated funding for park and recreation resources in San Rafael and provides illustrative estimates of potential funding generation under different tax approaches and rates. In some cases, voter interest could be increased by combining multiple investment types into one measure; for example, the City could consider a tax measure to fund both libraries and parks.

Table 12 provides illustrative tax revenues calculations for four potential types of special taxes:

- Additional City Property Transfer Tax
- Additional Sales and Use Tax¹
- New Parcel Tax
- G.O. Bond supported by Property Tax

Annual tax revenue estimates are illustrative and based on an example tax increase for each source considered. For property transfer taxes, sales and use taxes, and parcel taxes, revenues can be used on an annual basis for capital or operations and maintenance costs. Bonding against these revenue streams (i.e. raising substantial upfront dollars for capital improvements and using revenue stream to re-pay) is also possible, though would require tax authorization for longer periods of time (20 to 40 years). For these cases, annual revenues are converted into a bonding capacity estimate (net bond proceeds) using a bond capacity to annual revenue multiplier. The actual multiplier will depend on a number of factors at the time of bond issuance, including interest rates and bond duration, among others.

For G.O. Bonds to be funded with an additional ad valorem property tax, the revenue stream must be used to support the G.O. Bond issuance and cannot be used on an annual basis.

Table 47. Summary of Potential New Tax Considerations

Tax Type	Description	Additional Rate or Tax Level	Unit Basis	Annual Revenue	Bonding Capacity - 12.5x annual revenue
Property Transfer Tax	All property transfers	\$1.00	per \$1,000 property value	\$1,236,339	\$15,454,238
City Sales Tax	Total Taxable Transactions All Outlet	0.125%	percent of taxable sales	\$2,365,671	\$29,570,892
Parcel Tax	All residential parcels pay tax	\$120.00	per parcel	\$1,850,520	\$23,131,500
G.O. Bond / Ad valorem Property Tax	All residential assessed value	0.010%	percent of AV	\$1,670,000	\$20,875,000

Property Transfer Tax

A property transfer tax is a tax that is typically paid by the seller of a property when it sells, or transfers, to a new owner. General law cities impose a \$1.10 tax per \$1,000 of property valuation, with tax revenue divided equally between city and county. As a charter city, San Rafael can set its own tax rate. The City's property transfer tax rate is currently \$2 per \$1,000 in property valuation and the City expects to receive about \$2.5 million in FY 2023.

As shown in Table 47, an additional \$1.00 per \$1,000 in property valuation would be expected to generate about \$1.2 million annually in additional revenue. This funding source could be used annually to support capital improvements or operations and maintenance costs. If adopted for a long-period of time (e.g. 30 years), the City could bond against this

revenue stream, potentially generating as much as \$15.5 million in one-time net bond proceeds (if all the new revenue were dedicated to the bond issuance).

Sales and Use Tax

A sales and use tax applies to taxable sales in a jurisdiction. The total sales and use tax in the City of San Rafael is 9.25%. This includes the standard 1% sales and use tax that goes to the City's General Fund as well as the City's Measure R sales and use tax. City voters approved Measure R which added 0.25 cent tax to fund community services beginning in 2021. It also includes the Marin County Measure A sales tax measure, which, as previously discussed, is a 0.25% Countywide sales tax where a portion of revenues are directly allocated to cities for park investments.

As shown in Table 47, based on San Rafael's taxable sales in 2021 of \$1.9 billion (California Department of Tax and Fee Administration), an additional 0.125% sales and use tax would be expected to generate about \$2.4 million annually in additional revenue. This funding source could be used annually to support capital improvements or operations and maintenance costs. If adopted for a long period of time (e.g. 30 years), the City could bond against this revenue stream, potentially generating as much as \$29.6 million in one-time net bond proceeds (if all the new revenue were dedicated to the bond issuance). However, the City of San Rafael has currently reached the sales tax cap for Marin County, meaning that sales taxes cannot increase any further than 9.25%. Therefore, this funding mechanism would not be viable unless the policy changes to extend the cap.

Parcel Tax

Parcel taxes are a type of property tax that typically place a flat charge on each parcel of property. An example of this a tax is the City's library

parcel tax, which assesses \$58 per parcel to fund operations and services at the San Rafael Public Library.

There are currently about 15,421 residential parcels in San Rafael, including single-family, multi-family, and manufactured housing vacant and improved parcels. As shown in Table 47, if a \$120 per year parcel tax was placed on these parcels, annual revenues of about \$1.85 million would be generated. This funding source could be used annually to support capital improvements or operations and maintenance costs. If adopted for a long period of time (e.g. 30 years), the City could bond against this revenue stream, potentially generating as much as \$23.1 million in one-time net bond proceeds (if all the new revenue were dedicated to the bond issuance).

G.O. Bond / Ad valorem Property Tax

The only type of additional ad valorem property tax that can be added beyond the base 1% property tax is a voter-approved incremental property tax to support the issuance of a General Obligation bond. An ad valorem tax is based on property value and expressed as a percentage of assessed value.

The total assessed value in San Rafael is approximately \$16.7 billion. As shown in Table 47, an additional ad valorem property tax of 0.01% on the existing City assessed value of \$16.7 billion would result in an annual revenue stream of \$1.7 million. This funding stream would be used to support the issuance of a General Obligation (G.O.) Bond, with potential net G.O. Bond proceeds of \$20.9 million.

Benefit Assessment Districts

Distinct from the four special tax options described in the prior sections, another potential funding option is the use of Benefit Assessment

Districts. The establishment of a Benefit Assessment District and associated payments of assessments to fund landscaping, lighting, parks, and other capital improvements and, in some cases operations and maintenance costs, became increasingly popular after the passage of Proposition 13 in 1978. Since the passage of Proposition 218 in 1996 and after a number of important court cases, the establishment and use of new Benefit Assessment Districts has become less common and narrower.

Benefit Assessment Districts and their associated assessments are not considered special taxes and hence require a majority vote of property owners rather than the two-thirds vote required by special taxes. Benefit Assessment Districts do, however, need to tie the imposition of their assessment to a specific benefit received by the property owner. As a result, it can be difficult to use Benefit Assessment Districts to fund facilities/services that benefit all City residents. Instead, Assessment Districts are more likely to pass the special benefit test when they provide special benefits to a select group of property owners. As a result, Benefit Assessment Districts are likely best used as a tool for funding improvements in a specific subarea, where residents receive a special benefit and hence can be asked to pay directly.

The process of forming an Assessment District typically requires initiation by a legislative body based on a petition from property owners and/or local officials. It also requires an Engineer's Report outlining the special benefit received and tying the charge to different property owners to the level of benefit received. A public hearing and vote of the property owners in the Benefit Assessment District is required where votes are weighted by the level of assessment that would be charged to the property owner.

(Footnotes)

- 1 While included in the illustrative calculations, it is important to note that the City's sales and use tax rate is currently at its cap and so cannot currently be increased.

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CITYWIDE PARKS AND RECREATION MASTER PLAN

CITY OF SAN RAFAEL

2023