



Agenda Item No: 3

Meeting Date: April 18, 2005

**SAN RAFAEL CITY COUNCIL AGENDA REPORT**

Department:  
Prepared by: Richard Landis

City Manager Approval: *[Signature]*

**SUBJECT:** Final Report of the San Rafael Critical Facilities Strategy Committee and Dissolution of Committee.

**BACKGROUND AND ANALYSIS:** Beginning in 2002, Group 4 Architecture, Research and Planning conducted an 18-month Seismic and Modernization Study to assess the ability of San Rafael's public safety infrastructure to respond to major, life-threatening emergencies such as earthquakes, floods, terrorist attacks, etc. Group 4 submitted their report in August 2003 and found significant deficits throughout the City's public safety buildings (6 fire stations, City Hall, Police facilities, Terra Linda and San Rafael community centers). The study concluded "that essential facilities might not be able to meet the ongoing needs of a growing population, let alone respond effectively to major earthquakes or other local disasters."

Library Study-The Council also commissioned a comprehensive study of the San Rafael Library in 2002, which was built in 1908 and remodeled in 1960, 1976 and 1986. Despite these efforts, Group 4 determined that "the building's physical constraints severely limit the library's ability to provide even traditional services to residents, let alone new services and materials. The facility is beyond its capacity, and does not permit the implementation of newer, more efficient operational models that allow other cities to expand library services to residents while maintaining-or even reducing-their operational costs."

Given the severity and complex nature of these issues, the City Council established the San Rafael Critical Facilities Strategy Committee in September 2004 "to partner with elected officials and City staff to formulate financially sound and politically viable strategies that will assure the ability of San Rafael's public safety facilities and library to meet current and future needs."

The Committee was asked to:

- Review the findings of the Group 4 studies.

**FOR CITY CLERK ONLY**

File No.: 9-2-57<sup>✓</sup> x 268 x 102

Council Meeting: 4/18/05

Disposition <sup>a)</sup> ADOPTED RESOLUTION NO. 11731 - RESOLUTION ACCEPTING THE FINAL REPORT OF THE SAN RAFAEL CRITICAL FACILITIES STRATEGY COMMITTEE AND DISSOLVING THE COMMITTEE (Councilmember Phillips absent from meeting)

b) ADOPTED RESOLUTION NO. 11732 - RESOLUTION OF APPRECIATION TO LIONEL ASHCROFT, CRITICAL FACILITIES STRATEGY COMMITTEE MEMBER (Councilmember Phillips absent from meeting)

ADOPTED RESOLUTION NO. 11733 - RESOLUTION OF APPRECIATION TO BILL BALLAS, CRITICAL FACILITIES STRATEGY COMMITTEE MEMBER (Councilmember Phillips absent from meeting)

ADOPTED RESOLUTION NO. 11734 - RESOLUTION OF APPRECIATION TO KATE COLIN, CRITICAL FACILITIES STRATEGY COMMITTEE MEMBER (Councilmember Phillips absent from meeting)

ADOPTED RESOLUTION NO. 11735 - RESOLUTION OF APPRECIATION TO JACK DEVLIN, CRITICAL FACILITIES STRATEGY COMMITTEE MEMBER (Councilmember Phillips absent from meeting)

ADOPTED RESOLUTION NO. 11736 - RESOLUTION OF APPRECIATION TO MARIE FISHER, CRITICAL FACILITIES STRATEGY COMMITTEE MEMBER (Councilmember Phillips absent from meeting)

ADOPTED RESOLUTION NO. 11737 - RESOLUTION OF APPRECIATION TO GLADYS GILLILAND, CRITICAL FACILITIES STRATEGY COMMITTEE MEMBER (Councilmember Phillips absent from meeting)

ADOPTED RESOLUTION NO. 11738 - RESOLUTION OF APPRECIATION TO LARRY LUCKHAM, CRITICAL FACILITIES STRATEGY COMMITTEE MEMBER (Councilmember Phillips absent from meeting)

ADOPTED RESOLUTION NO. 11739 - RESOLUTION OF APPRECIATION TO CHARLES PICK, CRITICAL FACILITIES STRATEGY COMMITTEE MEMBER (Councilmember Phillips absent from meeting)

- With the assistance of a political advisor, analyze poll and survey results to determine community knowledge of and interest in critical facilities' needs.
- Identify potential sources of funding for capital projects.
- Formulate and submit a final report to recommend next steps.

Committee members are:

Lionel Ashcroft  
Bill Ballas  
Kate Colin  
Jack Devlin  
Marie Fisher  
Gladys Gilliland

Larry Luckham  
Charles Pick  
Alexander Vollmer  
Robert Ward  
Patrick Webb  
Iraj Zolnasr

Council originally asked the Committee to recommend financially sound and politically viable strategies to address the structural and modernization needs of San Rafael's essential facilities. Since October 2004 the Committee has met with Council members, City staff, pollsters and political consultants to formulate preliminary concepts and potential funding strategies.

However, it is clear that the potential impact of San Rafael's worsening budget shortfall will impact police, fire and library operations. San Rafael, like many other jurisdictions, suffers from an ongoing structural deficit. State takeaways, a flat local economy and rising employee health care and retirement costs have all contributed to a projected \$3.1 million deficit for fiscal year 05-06, despite 3 years of cutbacks and the elimination of 30 positions. It is not difficult to envision modernized, structurally sound buildings without adequate staffing to meet the public safety and informational needs of San Rafael's citizens. The Council therefore expanded the group's original charge to include revenue-generating strategies that will address both capital (seismic, modernization, new construction, etc.) as well as operational (i.e., staffing, equipment) issues.

In the near future, Council may seek approval for a sales tax, bond measure or some other means of raising revenue to address these needs. If so, Committee members will help to convince the public that San Rafael's facilities are indeed deficient and that the Council and staff have managed the City's ongoing budget crisis prudently and effectively. Expanding the scope of the Committee's final report is therefore essential and underscores the inescapable relationship between capital needs and operational realities.

Committee members presented their final report to the City Council at an April 18, 2005 study session.

Also attached for Council consideration are Resolutions of Appreciation for the Critical Facility Strategy Committee members who spent countless hours examining the City's capital needs for essential buildings and analyzing the operating structural deficit.

**RECOMMENDATION:** Accept the final report from the Critical Facility Strategy Committee, adopted the resolution to dissolve the Committee and adopted resolutions of appreciation for Committee members.

**FISCAL IMPACT:** None

**OPTIONS**

- 1) Accept Report and Resolutions
- 2) Reject Report and Resolutions
- 3) Send back for additional study

**ACTION REQUIRED:** Accept Report and Adopt Resolutions.

**RESOLUTION NO. 11731**

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN RAFAEL  
ACCEPTING THE FINAL REPORT OF THE SAN RAFAEL CRITICAL FACILITIES  
STRATEGY COMMITTEE AND DISSOLVING THE COMMITTEE**

**WHEREAS**, the City Council established the San Rafael Critical Facilities Strategy Committee, comprised of San Rafael citizens, to recommend strategies that will assure the ability of San Rafael's public safety facilities and library to meet current and future needs; and

**WHEREAS**, the Committee began meeting in October 2004 to review facility evaluation studies written by Group 4 Architecture, Research and Planning, which identified significant capital deficiencies in each public safety facility and in the library; and

**WHEREAS**, in recognition of the impact of San Rafael's ongoing operational budget deficit, the Council decided to expand the Committee's original charge by requesting their assistance in devising strategies to address both capital and operational deficiencies; and

**WHEREAS**, in its final report, the Committee has recommended strategies to address the City's operational budget deficit and strategies to address the seismic and modernization needs of San Rafael's fire stations, City Hall and Police facilities, and the Terra Linda and San Rafael Community Centers.

**NOW, THEREFORE, IT IS HEREBY RESOLVED** that the City Council accepts the final report of the Critical Facilities Strategy Committee and dissolves the Committee, in keeping with the Council's original intent. The Council further extends its gratitude to Committee members for their dedication and commitment.

**I, JEANNE M. LEONCINI**, Clerk of the City of San Rafael, hereby certify that the foregoing Resolution was duly and regularly introduced and adopted at a regular meeting of the City Council of said City held on Monday, the 18th day of April, 2005 by the following vote, to wit:

AYES: COUNCILMEMBERS: Cohen, Heller, Miller and Mayor Boro

NOES: COUNCILMEMBERS: None

ABSENT: COUNCILMEMBERS: Phillips

  
JEANNE M. LEONCINI, City Clerk

**COPY**

11731

**CITY OF SAN RAFAEL**

PRESENTS THIS

**RESOLUTION OF APPRECIATION**

TO

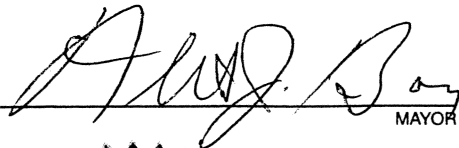
**LIONEL ASHCROFT**

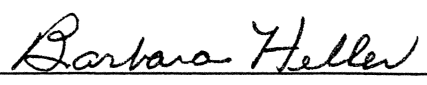
*WHEREAS, Lionel Ashcroft served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and*

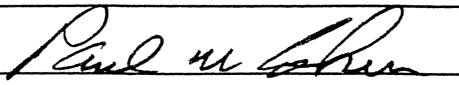
*WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and*

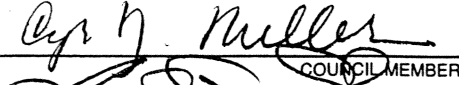
*WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.*

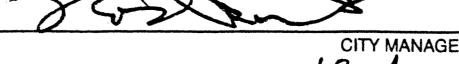
**NOW, THEREFORE, IT IS HEREBY RESOLVED** that the Mayor and City Council of the City of San Rafael hereby thank Lionel Ashcroft for dedicated service and hard work on behalf of the San Rafael community.

  
MAYOR

  
\_\_\_\_\_

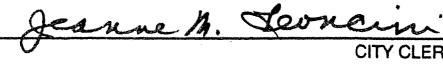
  
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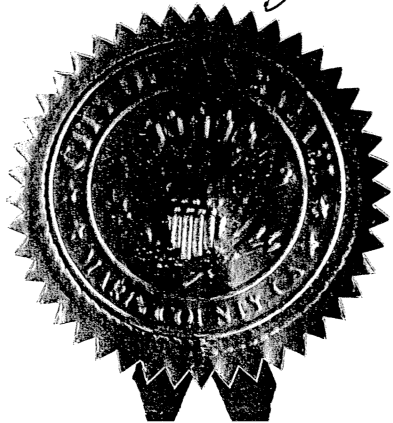
  
COUNCIL MEMBERS

  
CITY MANAGER

ATTESTED BY MY HAND THIS 18th

DAY OF April, 2005

  
CITY CLERK



**COPY**

RESOLUTION NO. 11733

**CITY OF SAN RAFAEL**

PRESENTS THIS

**RESOLUTION OF APPRECIATION**

TO

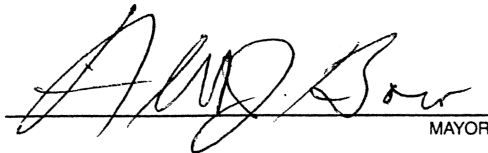
**BILL BALLAS**

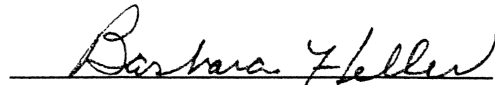
*WHEREAS, Bill Ballas served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and*

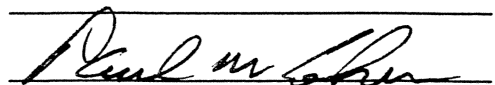
*WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and*

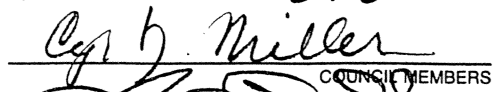
*WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.*

**NOW, THEREFORE, IT IS HEREBY RESOLVED** that the Mayor and City Council of the City of San Rafael hereby thank Bill Ballas for dedicated service and hard work on behalf of the San Rafael community.

  
MAYOR





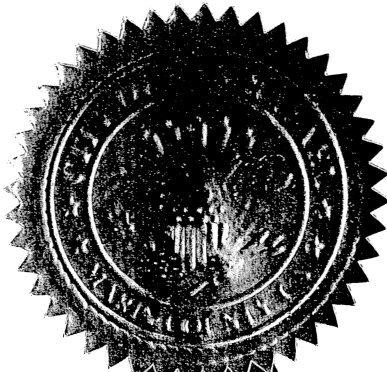
  
COUNCIL MEMBERS

  
CITY MANAGER

ATTESTED BY MY HAND THIS 18<sup>th</sup>

DAY OF April, 2005

  
Jeanne M. Leoncini



**COPY**

CITY OF SAN RAFAEL

PRESENTS THIS

**RESOLUTION OF APPRECIATION**

TO

*KATE COLIN*

*WHEREAS, Kate Colin served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and*

*WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and*

*WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.*

**NOW, THEREFORE, IT IS HEREBY RESOLVED** that the Mayor and City Council of the City of San Rafael hereby thank Kate Colin for dedicated service and hard work on behalf of the San Rafael community.

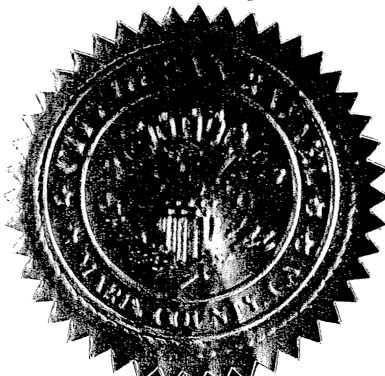
*Alvin Bow*  
MAYOR

*Barbara Heller*

*Paul Walker*

*Cyril Miller*  
COUNCIL MEMBERS

*[Signature]*  
CITY MANAGER



ATTESTED BY MY HAND THIS 18th

DAY OF April, 2005

*Reserve M. Lora*

**COPY**

CITY OF SAN RAFAEL

PRESENTS THIS

**RESOLUTION OF APPRECIATION**

TO

*JACK DEVLIN*

*WHEREAS, Jack Devlin served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and*

*WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and*

*WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.*

**NOW, THEREFORE, IT IS HEREBY RESOLVED** that the Mayor and City Council of the City of San Rafael hereby thank Jack Devlin for dedicated service and hard work on behalf of the San Rafael community.

*Anthony Bono*  
MAYOR

*Barbara Heller*



*Paul M. Shen*

*Cory H. Miller*

*[Signature]*

CITY MANAGER

ATTESTED BY MY HAND THIS 18th

DAY OF April, 2005

*Jeanne M. Leoncini*

CITY CLERK

**COPY**  
11735



CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

MARIE FISHER

WHEREAS, Marie Fisher served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Marie Fisher for dedicated service and hard work on behalf of the San Rafael community.

Alvin Barr
MAYOR

Barbara Heller

Paul ...

Cyril Miller
COUNCIL MEMBERS

...
CITY MANAGER

ATTESTED BY MY HAND THIS 18th

DAY OF April, 2005

Jessica M. Leoncini
CITY CLERK



CITY OF SAN RAFAEL

PRESENTS THIS

**RESOLUTION OF APPRECIATION**

TO

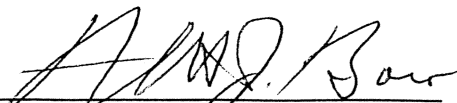
**GLADYS GILLILAND**

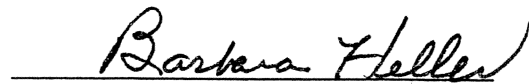
*WHEREAS, Gladys Gilliland served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and*

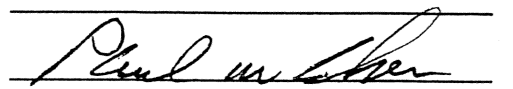
*WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and*

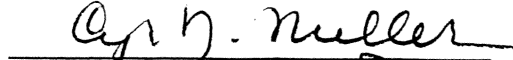
*WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.*

**NOW, THEREFORE, IT IS HEREBY RESOLVED** that the Mayor and City Council of the City of San Rafael hereby thank Gladys Gilliland for dedicated service and hard work on behalf of the San Rafael community.

  
MAYOR



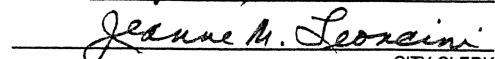




  
CITY MANAGER

ATTESTED BY MY HAND THIS 18th

DAY OF April, 2005

  
CITY CLERK



**COPY**

CITY OF SAN RAFAEL

PRESENTS THIS

**RESOLUTION OF APPRECIATION**

TO

**LARRY LUCKHAM**

*WHEREAS, Larry Luckham served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and*

*WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and*

*WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.*

*NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Larry Luckham for dedicated service and hard work on behalf of the San Rafael community.*

*A. W. J. Baro*  
MAYOR

*Barbara Heller*



*Paul ...*  
*Cyr. J. Miller*  
COUNCIL MEMBERS  
*[Signature]*  
CITY MANAGER

ATTESTED BY MY HAND THIS 18th

DAY OF April, 2005

*Jeanne M. Leoncini*  
CITY CLERK

**COPY**

11738

CITY OF SAN RAFAEL

PRESENTS THIS

**RESOLUTION OF APPRECIATION**

TO

*CHARLES PICK*

*WHEREAS, Charles Pick served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and*

*WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and*

*WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.*

**NOW, THEREFORE, IT IS HEREBY RESOLVED** that the Mayor and City Council of the City of San Rafael hereby thank Charles Pick for dedicated service and hard work on behalf of the San Rafael community.

*[Signature]*  
MAYOR

*[Signature]*

*[Signature]*  
*[Signature]*

COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS 18<sup>th</sup>

DAY OF April, 2005

*[Signature]*  
CITY CLERK



**COPY**  
11739

CITY OF SAN RAFAEL

PRESENTS THIS

**RESOLUTION OF APPRECIATION**

TO

ALEXANDER VOLLMER

*WHEREAS, Alexander Vollmer served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and*

*WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and*

*WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.*

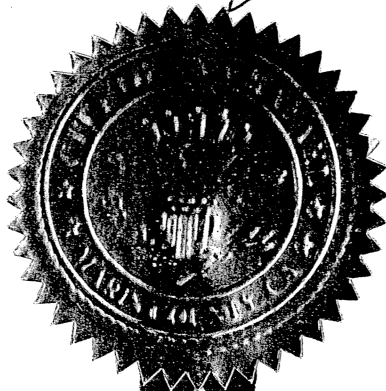
*NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Alexander Vollmer for dedicated service and hard work on behalf of the San Rafael community.*

*Allyson Bora*  
MAYOR

*Barbara Heller*

*Paul ...*  
*Cyril J. Miller*

*[Signature]*  
CITY MANAGER



ATTESTED BY MY HAND THIS 18<sup>th</sup>

DAY OF April, 2005

*Jenna N. ...*

**COPY**

CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

ROBERT WARD

WHEREAS, Robert Ward served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Robert Ward for dedicated service and hard work on behalf of the San Rafael community.

[Signature of Mayor]
MAYOR

[Signature of Barbara Helles]



[Signature of Council Member]

[Signature of City Manager]

ATTESTED BY MY HAND THIS 18th DAY OF April, 2005

[Signature of Jeanne M. Leoncini]
CITY CLERK

COPY

CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

PATRICK WEBB

WHEREAS, Patrick Webb served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Patrick Webb for dedicated service and hard work on behalf of the San Rafael community.

[Signature of Mayor]
MAYOR

[Signature of Barbara Heller]

[Signature of Paul Miller]

[Signature of City Council Member]

[Signature of City Manager]

ATTESTED BY MY HAND THIS 18th

DAY OF April, 2005

[Signature of Jeannette M. Leoncini]



COPY

11742

CITY OF SAN RAFAEL

PRESENTS THIS

**RESOLUTION OF APPRECIATION**

TO

**IRAJ ZOLNASR**

*WHEREAS, Iraj Zolnasr served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and*

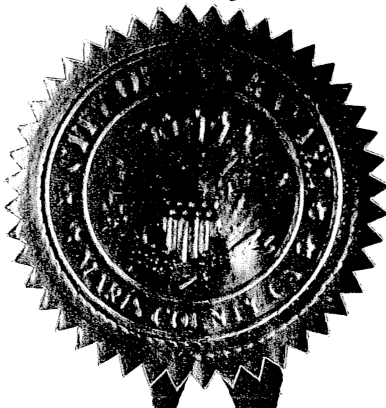
*WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and*

*WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.*

**NOW, THEREFORE, IT IS HEREBY RESOLVED** that the Mayor and City Council of the City of San Rafael hereby thank Iraj Zolnasr for dedicated service and hard work on behalf of the San Rafael community.

*Andrew Baro*  
MAYOR

*Barbara Heller*



*Paul Miller*

*Cyril J. Miller*

*[Signature]*

COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS 18<sup>th</sup>

DAY OF April, 2005

*Jeanne M. Leoncini*

CITY CLERK

**COPY**

11743





CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

LIONEL ASHCROFT

WHEREAS, Lionel Ashcroft served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Lionel Ashcroft for dedicated service and hard work on behalf of the San Rafael community.

MAYOR



COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS

DAY OF

CITY CLERK



CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

BILL BALLAS

WHEREAS, Bill Ballas served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Bill Ballas for dedicated service and hard work on behalf of the San Rafael community.

MAYOR



COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS

DAY OF

CITY CLERK



CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

KATE COLIN

WHEREAS, Kate Colin served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Kate Colin for dedicated service and hard work on behalf of the San Rafael community.

MAYOR



COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS

DAY OF

CITY CLERK



CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

JACK DEVLIN

WHEREAS, Jack Devlin served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Jack Devlin for dedicated service and hard work on behalf of the San Rafael community.

MAYOR



\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS \_\_\_\_\_

DAY OF \_\_\_\_\_

CITY CLERK



CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

MARIE FISHER

WHEREAS, Marie Fisher served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Marie Fisher for dedicated service and hard work on behalf of the San Rafael community.

MAYOR

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS \_\_\_\_\_

DAY OF \_\_\_\_\_

CITY CLERK





CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

GLADYS GILLILAND

WHEREAS, Gladys Gilliland served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Gladys Gilliland for dedicated service and hard work on behalf of the San Rafael community.

MAYOR

Four horizontal lines for signature.

COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS \_\_\_\_\_

DAY OF \_\_\_\_\_

CITY CLERK





CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

LARRY LUCKHAM

WHEREAS, Larry Luckham served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Larry Luckham for dedicated service and hard work on behalf of the San Rafael community.



MAYOR

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\_\_\_\_\_  
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COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS \_\_\_\_\_

DAY OF \_\_\_\_\_

CITY CLERK



CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

CHARLES PICK

WHEREAS, Charles Pick served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Charles Pick for dedicated service and hard work on behalf of the San Rafael community.

MAYOR

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS \_\_\_\_\_

DAY OF \_\_\_\_\_

CITY CLERK







CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

ALEXANDER VOLLMER

WHEREAS, Alexander Vollmer served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Alexander Vollmer for dedicated service and hard work on behalf of the San Rafael community.

MAYOR



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COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS \_\_\_\_\_

DAY OF \_\_\_\_\_

CITY CLERK



CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

ROBERT WARD

WHEREAS, Robert Ward served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Robert Ward for dedicated service and hard work on behalf of the San Rafael community.

MAYOR



COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS

DAY OF

CITY CLERK



CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

PATRICK WEBB

WHEREAS, Patrick Webb served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Patrick Webb for dedicated service and hard work on behalf of the San Rafael community.

MAYOR



COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS

DAY OF

CITY CLERK



CITY OF SAN RAFAEL

PRESENTS THIS

RESOLUTION OF APPRECIATION

TO

IRAJ ZOLNASR

WHEREAS, Iraj Zolnasr served on the Critical Facilities Strategy Committee from October, 2004 to April, 2005; and

WHEREAS, the Critical Facilities Strategy Committee met twenty-six times, devoting countless hours to assessing San Rafael's critical facilities and examining the operational budget deficit of the City; and

WHEREAS, Committee members displayed extraordinary understanding of community needs in recommending strategies that will help the Council to address issues that are so important to the safety and quality of life of San Rafael's citizens.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Mayor and City Council of the City of San Rafael hereby thank Iraj Zolnasr for dedicated service and hard work on behalf of the San Rafael community.

MAYOR



\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

COUNCIL MEMBERS

CITY MANAGER

ATTESTED BY MY HAND THIS \_\_\_\_\_

DAY OF \_\_\_\_\_

CITY CLERK

CITY OF SAN RAFAEL

ROUTING SLIP / APPROVAL FORM

INSTRUCTIONS: USE THIS FORM WITH EACH SUBMITTAL OF A CONTRACT, AGREEMENT, ORDINANCE OR RESOLUTION BEFORE APPROVAL BY COUNCIL / AGENCY.

SRRA / SRCC AGENDA ITEM NO. 3

DATE OF MEETING: 4/18/05

FROM: Richard Landis

DEPARTMENT: Public Works

DATE: 4/13/05

TITLE OF DOCUMENT: Resolution Accepting the Final Report of the San Rafael Critical Facilities Strategy Committee and Dissolving the Committee

RECEIVED

APR 13 2005

CITY ATTORNEY

\_\_\_\_\_  
Department Head (signature)

\*\*\* \*\*

(LOWER HALF OF FORM FOR APPROVALS ONLY)

APPROVED AS COUNCIL / AGENCY AGENDA ITEM:

[Signature]  
City Manager (signature)

APPROVED AS TO FORM:

[Signature]  
City Attorney (signature)

\_\_\_\_\_  
NOT APPROVED

REMARKS:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

RESOLUTION NO. \_\_\_\_\_

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN RAFAEL  
ACCEPTING THE FINAL REPORT OF THE SAN RAFAEL CRITICAL FACILITIES  
STRATEGY COMMITTEE AND DISSOLVING THE COMMITTEE**

**WHEREAS**, the City Council established the San Rafael Critical Facilities Strategy Committee, comprised of San Rafael citizens, to recommend strategies that will assure the ability of San Rafael's public safety facilities and library to meet current and future needs; and

**WHEREAS**, the Committee began meeting in October 2004 to review facility evaluation studies written by Group 4 Architecture, Research and Planning, which identified significant capital deficiencies in each public safety facility and in the library; and

**WHEREAS**, in recognition of the impact of San Rafael's ongoing operational budget deficit, the Council decided to expand the Committee's original charge by requesting their assistance in devising strategies to address both capital and operational deficiencies; and

**WHEREAS**, in its final report, the Committee has recommended strategies to address the City's operational budget deficit and strategies to address the seismic and modernization needs of San Rafael's fire stations, City Hall and Police facilities, and the Terra Linda and San Rafael Community Centers.

**NOW, THEREFORE, IT IS HEREBY RESOLVED** that the City Council accepts the final report of the Critical Facilities Strategy Committee and dissolves the Committee, in keeping with the Council's original intent. The Council further extends its gratitude to Committee members for their dedication and commitment.

**I, JEANNE M. LEONCINI**, Clerk of the City of San Rafael, hereby certify that the foregoing Resolution was duly and regularly introduced and adopted at a regular meeting of the City Council of said City held on Monday, the 18<sup>th</sup> day of April, 2005 by the following vote, to wit:

AYES: COUNCILMEMBERS:

NOES: COUNCILMEMBERS:

ABSENT: COUNCILMEMBERS:

\_\_\_\_\_  
JEANNE M. LEONCINI, City Clerk

**RESOLUTION NO. 11731**

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN RAFAEL  
ACCEPTING THE FINAL REPORT OF THE SAN RAFAEL CRITICAL FACILITIES  
STRATEGY COMMITTEE AND DISSOLVING THE COMMITTEE**

**WHEREAS**, the City Council established the San Rafael Critical Facilities Strategy Committee, comprised of San Rafael citizens, to recommend strategies that will assure the ability of San Rafael's public safety facilities and library to meet current and future needs; and

**WHEREAS**, the Committee began meeting in October 2004 to review facility evaluation studies written by Group 4 Architecture, Research and Planning, which identified significant capital deficiencies in each public safety facility and in the library; and

**WHEREAS**, in recognition of the impact of San Rafael's ongoing operational budget deficit, the Council decided to expand the Committee's original charge by requesting their assistance in devising strategies to address both capital and operational deficiencies; and

**WHEREAS**, in its final report, the Committee has recommended strategies to address the City's operational budget deficit and strategies to address the seismic and modernization needs of San Rafael's fire stations, City Hall and Police facilities, and the Terra Linda and San Rafael Community Centers.

**NOW, THEREFORE, IT IS HEREBY RESOLVED** that the City Council accepts the final report of the Critical Facilities Strategy Committee and dissolves the Committee, in keeping with the Council's original intent. The Council further extends its gratitude to Committee members for their dedication and commitment.

**I, JEANNE M. LEONCINI**, Clerk of the City of San Rafael, hereby certify that the foregoing Resolution was duly and regularly introduced and adopted at a regular meeting of the City Council of said City held on Monday, the 18th day of April, 2005 by the following vote, to wit:

AYES: COUNCILMEMBERS: Cohen, Heller, Miller and Mayor Boro

NOES: COUNCILMEMBERS: None

ABSENT: COUNCILMEMBERS: Phillips

  
JEANNE M. LEONCINI, City Clerk

**COPY**

11731

**City of San Rafael**

**Critical Facilities Committee**

**Final Report**

**April 18, 2005**



**City of San Rafael  
Critical Facilities Committee**

**Report to the City Council  
April 18, 2005**

**Executive Summary**

**The Critical Facilities Committee –**

The twelve volunteer members appointed by the City Council of the City of San Rafael spent roughly seven months studying the City's need for a capital development program to replace or renovate facilities deemed critical to public safety, staff safety and operational effectiveness, and the maintenance of the quality of life in San Rafael, as currently perceived by its citizenry. Those facilities included:

- Police Station and City Hall
- Six Fire Stations
- Two Community Centers
- The Downtown Library

**The Group 4 Architects Study –**

A three-volume study of these same facilities by Group 4 Architects defined a core for the Committee's undertaking. After making its own investigations of Group 4's findings and conclusions, the Committee confirmed and expanded upon those findings and conclusions.

**San Rafael Staff Participation –**

In our effort to incorporate the observations and thinking of the best and most experienced minds, the Committee received extensive and repeated input from City staff with expertise in finance, public safety and other operations as we pursued an effective strategy to renovate and/or replace the City's critical facilities.

**Consultants –**

The Committee met with experts on polling and public motivational strategies.

## **Findings –**

- The City faces a serious structural operating deficit.
- The City has historically not provided the capital necessary to regularly maintain, upgrade and replace critical facilities.
- The City needs, in the relatively short term, to replace the Police Station, Fire Station # 1, and Fire Department Headquarters with a new combined public safety facility, and that project should include renovation of City Hall and construction of additional parking.
- Five of the remaining six fire stations are in need of either complete replacement or significant renovation. Station # 6 requires some upgrades, but is otherwise in very good condition.
- The Terra Linda community center is a strong candidate for replacement while the San Rafael Community Center needs relatively less renovation.
- Increasing local revenue is the only possible solution to covering either the budget shortage, or the capital facilities needs, but no single tax measure is likely to do both.
- A Transaction and Use Tax (TUT) has a reasonable likelihood of approval by San Rafael voters. It's estimated that a ½ cent TUT would generate \$4.6 million annually.
- Covering the operating deficit is regarded as the highest priority.
- The major capital replacement projects require long term debt financing backed most likely by a parcel tax.
- The Downtown Library, although a great community asset, was not deemed critical in the same sense as the other facilities, which all play a role in public safety. The Committee would like to see the library be the subject of a separate study.

## **Recommendations –**

- We recommend the City Council take steps to educate San Rafael citizens of the City's dire financial condition and needs.
- We recommend the City Council take steps to place a ½ cent TUT on the November, 2005 ballot.
- Assuming passage, the funds generated should be first allocated to covering the estimated \$3.1 million operating deficit.
- Remaining funds should be allocated either to a limited capital renovation program immediately, or to an accelerated broad program as detailed.
- The Council should begin, at the earliest practical time, to prepare for and propose a capital replacement bond program. That program should encompass all of the facilities replacement and renovation discussed in this report, in the priority order recommended.
- Initiate a program to develop a new Downtown Library.

## **City of San Rafael Critical Facilities Committee**

### **History –**

The Critical Facilities Committee was established by the City Council on September 7, 2004 to:

- Review a study undertaken for the city of its essential public safety facilities, and
- Recommend to the Council “financially sound and politically viable strategies that will assure the ability of San Rafael’s public safety facilities and library to meet current and future needs.”

The committee consists of 12 San Rafael citizen volunteers, from differing background, and differing neighborhoods.

With few exceptions, the committee has met weekly for two or more hours to hear from experts in various areas, to deliberate and discuss potential strategies. In addition, committee members made site visits to all six fire stations, the police station, two community centers and the library.

The City Manager, Rod Gould, and Public Works Administrator, Richard Landis, attended most of our meetings and working sessions. They have been exceptionally helpful to the committee, providing regular briefings on relevant issues, providing requested information and materials, and making city staff available to the committee where specific expertise was required. It was also very helpful that Council members sat in periodically and were able to provide the committee with the Council’s perspective when we had specific concerns or questions.

The committee reviewed:

- Reports of Group 4 Architects on the state of San Rafael’s critical facilities,
- Their discussion of the city’s options,
- Documents provided by staff relating to the City’s fiscal situation,
- Results of public opinion polling, and
- Success of various tax and bond measures put before voters in California.

Our work falls into three broad categories, each of which will be discussed in greater detail below. Those categories are:

Research and Education  
Findings and Analysis  
Summary and Recommendations

## **Research and Education –**

The first task we assigned to ourselves was one of education and research.

### **Group 4 Architects Study –**

The City of San Rafael commissioned Group 4 Architects to conduct a study of essential city facilities. As a result of that study Group 4 presented a three-volume report in August, 2003.

The Library Feasibility Study evaluates the San Rafael Downtown Library.

The Facility Evaluation Report evaluates six city fire stations, two community centers and City Hall, the facility that also houses the Police Station. Areas covered include:

- Seismic safety,
- Code compliance including such things as building code, ADA, and back-up electrical generators,
- Life safety including such things as hazardous materials decontamination facilities and fire sprinklers, and
- Modernization needs including such things as mixed gender living accommodations and electrically operated equipment bay doors.

The Strategic Analysis analyzes and summarizes the Facility Evaluation Report findings and presents a smorgasbord of options for the city to consider, either mitigating, or fully resolving, the problems found. This section also includes cost estimates and funding options.

Based on the Council's charter, the committee made the Group 4 study its core document. We confirmed Group 4's findings with field visits to each of the sites, adding our own impressions to Group 4's work.

During our site visits, and in meetings that followed, we were able to augment our own observations with those of Fire Chief Martin and Police Chief Rohrbacher, and a number of their line firefighters, police officers, and their command staffs.

### **Briefings by San Rafael City Staff –**

Another very important part of our research and education effort was hearing from city staff with expertise in the city's finances, budgets, and operational needs. During the course of our review and deliberations we received briefings and perspective from Assistant City Manager Ken Nordoff, Fire Chief Bruce Martin, Police Chief John Rohrbacher, and Economic Development Director Nancy Mackle, Library Director David Dodd, Carlene McCart, Director of Community Services, Kay Naguchi, interim Library Director and other staff.

## **Briefings by Consultants -**

We also heard from representatives of Group 4 Architects, and consultants with expertise on opinion polling, tax measures and political campaigns.

The committee was able to hear from, and to a degree participate in, the interviewing process conducted by staff and the Council to select consultants with expertise in public opinion polling and tax initiative measures. In the process, and upon the selection of these experts, the committee was also able to take into consideration their initial opinion survey results, and to benefit from their experience in guiding initiative measures from inception through election.

The committee received a very helpful briefing from the Tramutola organization on the process whereby the City might proceed with a ballot measure of some sort to address revenue needs.

## **Committee Research -**

Committee members also conducted their own research on relevant topics, including:

- Possible sites for the development of needed city facilities,
- Public and editorial comment on San Rafael governance and the state of the city,
- The success or failure of revenue measures in surrounding communities, and
- Strategies for winning public finance initiatives.

## **Member Expertise -**

The committee began its analysis of the state of San Rafael's essential facilities with a review of Group 4's in depth study of the facilities themselves, followed by our own site visits to verify what Group 4 had found. A significant number of the committee members are employed in either structural or geotechnical engineering, architecture, or the building construction industry. Thus the committee was able to bring the considerable expertise of its own members to evaluating the facilities and Group 4's findings.

## **Findings and Analysis -**

### **Methodology –**

Site visits were a part of both our education and our analysis since members of the committee have the expertise and experience to form conclusions independent of those presented in the Group 4 study. Group 4's findings and

analysis were compared with the members' own observations and conclusions. Both were discussed in some detail by the committee.

The committee, in general, concurs with Group 4 as to the deficiencies noted and the options presented to either resolve the deficiency completely, or to significantly mitigate it. As is often the case, some members were especially concerned about a particular deficiency and gave that greater emphasis than perhaps did Group 4. Examples include the lack of automatic back up generators at some critical locations, lack of fire sprinklers at most locations, and the lack of any facilities for the proper decontamination of personnel or equipment exposed to hazardous materials.

The committee, in general, concurs with Group 4's prioritization of needs. Where we extended Group 4's work was in developing a series of recommended choices from among the alternative strategies presented by Group 4. To arrive at our own path among the forest of trees, we held several sessions in which the merits of various combinations were discussed. We conducted a number of exercises through which a consensus finally emerged.

In one such exercise, members were asked to assume that only half of the funds projected by Group 4 as necessary to fully resolve all the deficiencies noted in the best possible way were available. (i.e. \$25 million available of \$50 million needed.) Members were asked to come up with their recommended plan under the limited budget, and to provide the pros and cons of their choice. A sample response is included in the attachments. (Attachment 1)

We also conducted what is known as a "Delphi" exercise. In a Delphi exercise a series of questions or issues are posed to a group. The members each respond to the question or issue anonymously. The group then reviews and discusses the results and arrives at conclusions. In this case we responded to a series of issues synthesized from the Group 4 study, our own observations, and concerns that arose in discussion. Each issue was ranked as either a top priority and key issue, or a low priority. The results allowed the committee to develop a consensus on priorities. A copy of Delphi exercise results is included in the attachments. (Attachment 2)

After debate, we conducted a form of internal poll in which members were asked to choose from among a range of solutions presented for each critical facility. The choices ranged from minimal seismic and life safety renovation, to full replacement with new construction. This exercise was useful in determining both a prioritization as well as a range of costs. A copy of the results (Conceptual Recommendations) is included in the attachments. (Attachment 3)

#### **Fire and Emergency Medical -**

The committee agrees with Group 4's findings, both generally and specifically, that San Rafael's essential public safety buildings are in serious need of either replacement, or significant upgrades, in order to ensure that those facilities will remain safe and operational, in the event of a major disaster such as a large earthquake. Those considerations are particularly vital with respect to fire stations because they provide not only fire suppression, but also the first line medical response our community has come to depend on. Seventy percent of the calls for service to the San Rafael Fire Department are for medical assistance. The consequences to our city and citizens if our fire service and emergency medical responders were unable to fully respond in the wake of a major disaster would be catastrophic.

*A first responder's first responsibility is to ensure their own safety so that they will not become victims themselves and will remain able to help others.*

The City of San Rafael and its citizens must accept their responsibility to ensure that our first responders are safe in their quarters, and that their quarters remain intact and operational, so that those dedicated first responders remain able to help others. We owe them no less.

#### **City Hall and Police Station -**

The committee also concurs with Group 4's findings with respect to City Hall and the Police Station. The current Police Station is overcrowded and insecure. It fails to provide an adequate degree of separation between detainees and the public, risking public safety, and has totally inadequate facilities for evidence storage, armory, and other essential law enforcement needs. There are no facilities for decontamination and disposal of the hazardous materials routinely found in police work. The department has simply outgrown its allotted space resulting in the use of rented office space apart from the headquarters staff, and the use of various storage containers kept in the police parking lot.

The committee is very aware that the Council Chambers in City Hall must function as the city's Emergency Operations Center (EOC) in the event of a major disaster. While Group 4 concluded that City Hall rated fair in terms of seismic safety, fair is not acceptable considering the role it will be expected to play in a time of great need. The entire building is in need of seismic upgrading, as well as significant upgrades to electrical, HVAC and communications systems, and the addition of fire sprinklers and building security.

#### **Community Centers -**

The committee reviewed the Group 4 analysis of the two community centers and concurred that those facilities, while not perfect, are in reasonable structural condition and would likely serve acceptably if pressed into service as shelters in

an emergency. We note that the San Rafael Community Center serves as a backup emergency operations center in the event that the City Hall is too damaged to serve that role in a disaster.

In evaluating the two community centers, the committee's focus is on their function as essential facilities in the event of a disaster, and not as community amenities. While not discounting the importance of the community centers as important to San Rafael civic life, the committee determined that they should be accorded a lower priority than fire, police and emergency operations facilities in the allocation of what are sure to be limited resources.

### **Downtown Library -**

The Downtown Library presented the committee with a particularly difficult choice. Members of the committee are fond of libraries, and it was difficult to decide upon a strategy.

However, in the end, the committee concluded that the downtown library represents a different enough problem that it should not be encompassed in the recommendations of our final report. We believe that the library issue should be the subject of a separate review, and that the solution to whatever is done about the needs of the library be apart from the solution found for public safety facilities. The library should not compete with public safety facilities for available resources in the same measure or action taken by the Council.

We will not include a specific funding proposal for the library as part of our final report. But we are able to say that we wrestled with the difficult problem of whether to preserve the original 1908 Carnegie building or to start over with a new building. As the Group 4 report details, the existing library complex has been added to, upgraded, and renovated several times in its nearly 100 year life. Every addition or renovation resulted in significant compromises. Any new renovation or addition would result in many more.

Modern libraries function very differently than their antecedents of only a few decades ago. Their design and construction should attend to the needs of the future, even while respecting the past.

The consensus of this committee is that the City will be best served by building a new library, either on the site of the present one or on an alternate site located in the core of the city.

### **Operational Needs -**

The committee requested a briefing on San Rafael's financial condition to better understand the resources available for the significant capital needs outlined in the Group 4 report. Assistant City Manager Ken Nordoff provided that in depth



briefing. Members were very disappointed to learn the extent of San Rafael's structural operating deficit and its impact on services.

We concluded that in addressing the city's capital needs we would also have to address the operating deficit. We asked the Council for authority to do so, and you granted us that authority.

We asked many questions of staff focused on whether there is any possibility of saving on costs. We are as confident as we can be that staff has made responsive and responsible cuts in every area possible, while striving to maintain service levels. We are also confident that staff is prepared to make responsible choices for additional cuts, sacrificing service levels if necessary, in order to continue to operate within the available funding levels.

We also note, and acknowledge with great respect, that the Council, senior management, and non public safety line personnel have all accepted reductions in pay in an effort to help resolve the City's financial crisis.

We concur with staff and the Council that balancing the city's budget by making further cuts in services would be counter productive, and would have serious undesirable effects on the quality of life for San Rafael residents. We believe that further cuts in service levels would undermine property values and business activity, both of which would further reduce city revenues. We also believe that further cuts in funding for building, street and other maintenance would have an accumulating multiplication effect making for far greater problems in the future. Therefore, rather than further cuts in spending, we find that the solution must lie in increasing city revenue.

Our concerns over the operational deficit are as complex as the problem itself. We are very concerned that building new facilities while cutting staff and reducing service levels would undermine public confidence in city leadership.

#### **Cause and Effect -**

We inquired into the question of how the City of San Rafael, which is by almost every possible measure very well managed and very well regarded by a substantial majority of our citizens, could have gotten into such financial difficulties. We are satisfied that the causes are circumstantial and historical in nature and not in any way due to poor husbandry on the part of present city officials or staff.

In an effort to provide the citizens of San Rafael with the lowest possible tax burden, the City of San Rafael has historically under funded capital replacement and facilities maintenance needs. The problem was exacerbated by the passage of Proposition 13. The result is an accumulation of unfunded capital replacement needs with no capital reserve to meet them. These needs should have been

addressed over a period of time, rather than allowed to accumulate to the degree we face today.

### **Funding Options –**

The committee considered a variety of funding options, including those presented in the Group 4 report and those suggested by staff or consultants during the course of our studies and deliberation.

We looked at a variety of revenue sources including:

- A parcel tax,
- Increases in the business license, property transfer and hotel taxes,
- Utility taxes,
- Sales taxes, and
- A transaction and use tax (TUT).

We considered not only the amount of revenue that would be generated by each, but also the effect on the taxed community and the likelihood of receiving voter approval.

### **Summary and Recommendations -**

#### **San Rafael's Financial Condition -**

The City of San Rafael is suffering from the financial impact of a general recession, significant taking of local tax revenue by the state, and historically low tax rates. The Council should take strong measures to restore San Rafael's financial health by increasing locally generated revenue that will stay within the city. We envision that this should involve a number of steps put forward over a period of time.

Faced with the prospect of further cuts in service as the City's reserves are depleted in 9-12 months, we find that the City's most urgent need is to address the operating deficit.

#### **Critical Facilities -**

Our original charter from the Council was to study capital replacement needs for the City's critical facilities. We have done so, and determine that those needs are significant.

#### **Facility Rehabilitation or Replacement Priorities-**

We recommend that the following facilities (listed in order of priority) be replaced or completely rehabilitated and modernized:

## **New Public Safety Building**

We recommend that a new Public Safety Building be constructed on the "Blue House Block" across 5<sup>th</sup> Avenue from City Hall. (Group 4 report Strategy IIIb) to house the following functions:

- Police Department
- Fire Station 1
- Fire Department Administration
- EOC
- Joint Fire and Police Dispatch

The City will need to acquire and demolish one private property and demolish Fire Station 1 and the Blue House for this project.

## **City Hall / Additional Parking**

Construction of a new Public Safety Building as recommended above involves complicating factors, such as:

- Losing the building currently housing the Redevelopment Agency,
- Moving the Police Department from City Hall and other leased space,
- Losing a surface parking lot, etc.

Taken together the sum of those factors advance the need to seismically upgrade and renovate the City Hall building and construct additional parking as suggested in the Group 4 report.

These two measures are accorded the highest priority in part because they do the greatest good for the greatest number of people. Together, a new Public Safety Building, City Hall upgrades and additional parking also represent the largest single cost undertaking.

## **New Fire Station # 2**

Due to its age, condition, and lack of space, we recommend that Fire Station 2 be demolished and rebuilt on the existing site.

We acknowledge that incorporating the department's training center on the existing site poses additional challenges. We encourage the Council to explore the possibility of acquiring additional adjacent land such as what is now the San Rafael School District's corporation yard, or to consider alternate sites for the training facility.

A separate facility might be located near the Public Works Department, for instance, and should include many of the department's maintenance operations. The costs for structural and other improvements to the training facilities at Station # 2 are included in the Group 4 study, but costs for a separate training and maintenance facility are not.

### **Fire Stations # 4, 5, and 7**

All three of these stations require expansion, seismic reinforcement and modernization. All three should stay in their current locations. The Department has a goal of being able to house any two out the three possible service units (truck, engine, or ambulance) at any station. The size of the apparatus bays, therefore, (all are smaller than the benchmark of Station 6 that was used in Group 4's analysis) may determine whether these stations need to be partially or completely rebuilt.

### **Fire Station # 6**

Station 6 is of recent construction but needs to have decontamination facilities, improved storage and minor seismic upgrades.

### **Community Centers**

We recommend that the San Rafael Community Center on "B" Street be given seismic and life safety upgrades, but that the Terra Linda facility receive either major renovation or replacement. We note that the proximity of the Terra Linda Community Center to Fire Station # 6 should afford the Fire Department convenient use of that facility for some training or other functions and will afford the Community Center the advantage of immediate access to the firefighters and paramedics should that center be needed for either mass casualty or shelter missions in a disaster.

### **Library -**

After considerable discussion and debate, the committee finds that the issue of what to do about the San Rafael Downtown Library is significantly different in character from the other facilities encompassed in our work. All the other facilities have public safety as either their sole purpose or in the case of the community centers, play a role in the event of a major disaster. The library does not, and we find it impossible to weigh its needs against those of public safety.

Having said that, we wish to acknowledge the importance of the library to the City of San Rafael, indeed to many members of this committee. We believe that the library has its own constituency and community of experts. We recommend that the question of what to do about the library be addressed by a body selected for that purpose.

## **Comprehensive Plan -**

We recommend that the Council direct that a comprehensive plan be prepared to achieve these objectives over a specified timeframe, and that the resulting plan be adopted as a stated goal.

## **Facilities Funding –**

As previously discussed, we find no solution that would address both the City's operational needs and the capital needs for critical facilities replacement in a single ballot measure. We are therefore recommending that the Council address operational needs first.

Our first recommendation is that the Council place on the November, 2005 a measure aimed at creating a one half cent transaction and use tax (projected revenue of \$4.6 million annually), and that those funds first be applied to covering the projected deficit to prevent further service degradation.

If successful, this measure would cover the projected \$3.1 million annual operating deficit leaving a "surplus" of approximately \$1.5 million annually. That "surplus" would be insufficient to fund the substantial cost of critical facilities infrastructure needs.

The amount of detailed study and planning needed for the critical facilities replacements outlined above is significant and time consuming, even before the first shovel of dirt is turned. We recommend that the Council begin the study and planning process for the first steps in a comprehensive critical facilities plan as soon as practical, following shoring up service levels, so that the first phase of that plan can be put into motion as expeditiously as possible once funding is secured.

At the earliest practical time, and based on more specific plans and cost estimates, the Council should undertake a long term funding program through a parcel tax backed bond issue. Bonds should be issued and projects funded in the priority order presented above.

The remaining question then is how to best apply the potential "surplus" from a successful half cent transaction and use tax. On that question we offer the council two alternatives, along with their potential benefits, and our thoughts.

The first choice is to apply any and all new revenue, above and beyond what is strictly needed to cover current deficits, to attacking on a one-by-one basis those critical facilities needs that can be accomplished with the available funds on an ongoing basis. Under this scenario, it should be possible to perform seismic retrofits for fire stations # 4, 5, and 7, and to provide emergency generators in many cases. The objective would be to accomplish as much facilities operational

security as possible with the available funds every year on an ongoing basis until the entire remaining critical facilities replacement program can be funded and completed. This option has the advantage of addressing some critical facilities problems reasonably quickly. The downside is that they would be problems considered lower in priority.

The second possible alternative for the use of a potential "surplus" is to apply some of those funds to an highly accelerated critical facilities replacement planning process, apply anything remaining to restoring services already cut, with the objective of arriving at a completed planning process and bond issue date earlier than might otherwise be possible. This approach might well get the City to a fully developed plan for all critical facilities needs and to a bond issue, faster than might otherwise be possible, but there would be no short term resolution of any significant critical facilities problems.

The weight of the committee support falls behind the first choice, but both are presented because both have merit.

#### **Other Measures -**

We note that studies place San Rafael's tax rates below those of comparable cities in several areas. We recommend that the Council adopt a strategy to increase the City's tax structure to be on par with comparable cities.

We note that over a significant period of time the City has not funded capital replacement reserves, and has not regularly and systematically invested in keeping facilities up to date. As noted previously, this is a long established situation and does not originate with this Council.

We recommend that this Council adopt a policy directly aimed at preventing that oversight in the future and ensuring that facilities are systematically upgraded to meet operational needs. To further that objective, we suggest the Council consider establishing a permanent citizen's advisory committee to help evaluate and prioritize departmental needs and requests for funds.

#### **Note: Regarding the Dollar Amounts Presented in This Report –**

The Critical Facilities Committee did not perform independent analysis of the City's budget, nor of the projected potential revenue from revenue measures, nor of the projected costs of the capital replacement projects presented. The figures cited herein were taken from projections provided to us by staff, consultants, and the Group 4 Architects reports.

We caution that these figures are only estimates based on the information available at the time this report was prepared. In the case of the costs taken from the Group 4 report, those were preliminary conceptual budget estimates at the

time the Group 4 report was prepared. At the date of this report, those estimates are nearly two years old.

Our message is this: the actual figures may vary considerably from those we have used. The Council is urged to make its own analysis of each element before taking action.

### **Acknowledgements –**

The committee wished to acknowledge the support of Mayor Boro, the entire City Council, Rod Gould, Richard Landis, Ken Nordoff, Bruce Martin, John Rohrbacher, Nancy Mackle, David Dodd, Carlene McCart, Kay Naguchi, Larry Tramutola, Group 4 Architects, and the San Rafael firefighters and police officers who helped us understand the complexities of the City and its needs.

### **San Rafael Critical Facilities Committee Members**

Lionel Ashcroft  
Bill Ballas  
Kate Colin  
Jack Devlin  
Marie Fisher  
Gladys Gilliland  
Larry Luckham  
Charles Pick  
Rob Ward  
Pat Webb  
Alex Vollmer  
Iraj Zolnasr

## Attachments



San Rafael Critical Facilities Committee  
Tuesday, January 25, 2005

Given a \$25 million budget for critical facilities I would recommend allocating the entire sum to building a new public safety facility on the Blue House site.

PROS

- Doing so provides the “greatest good for the greatest number of people” in that it addresses both police and fire department critical needs while also freeing up space for city administrative uses.
- Such a project would be more easily “package able” for presentation to the voting public than an assortment of remedies spread over a number of facilities.
- A new public safety facility would clearly be visible and tangible to the public where seismic upgrades to an assortment of facilities provides a lesser degree of satisfaction of “getting something for the money.”
- Although not directed at the operating costs question, a new public safety facility would, at a minimum, relieve the city of the burden of rent for overflowing police and fire personnel.
- A new public safety building would also provide a more secure and fully functional Emergency Operations Center for the city.

CONS

- This approach puts all the apples in one basket and does nothing for the many other fire stations and their personnel.
- This approach may also be resented by the personnel at the remaining stations.

## Attachment 2

### Delphi Exercise Results

Below is the summary from the 11 members who participated in the Delphi exercise on January 11th. Note: This was not a statistical study.

- The "top" column indicates the number of people who indicated that the issue was a "top 3" issue.

- "Key" issues are the 10 issues that are key for the critical facilities.

- The "low" column indicates the issues that were the lowest 3.

<u>Top</u>	<u>Key</u>	<u>Low</u>	
7	9	0	Conditions for firefighters are unacceptable and depressing.
4	11	0	Police department doesn't fit in the current police station.
3	8	0	Conditions for police officers at the City Hall facility are obsolete, unacceptable, unsafe and unsanitary.
4	8	0	Lack of generators at almost all critical facilities including the community centers.
2	9	0	San Rafael needs to be able to attract, hire and retain top quality, dedicated public safety officers.
2	7	0	Library too small and crowded for a city our size.
1	8	0	Deferred maintenance cannot be deferred any longer.
3	8	0	Fire and police stations would be crippled by a large, local earthquake.
1	7	2	Emergency evacuation shelter plan is not to code and possibly not adequate in an emergency.
1	4	4	San Rafael deserves excellent libraries with excellent hours.
0	3	3	Police may no longer be pro-active due to budget cuts (drug abatement, traffic issues, etc.).
1	2	3	Community deserves better.
1	4	4	Library needs to be updated.
0	8	0	Police and fire officers will not be able to respond in time of disaster.
0	4	6	Inadequate space for training firefighters.
0	0	8	Library does not serve the residents of San Rafael equally.

Critical Facilities Committee-Conceptual Recommendations

Facility	Action	Projected Cost	Ashcroft	Ballas	Colin	Devlin	Fisher	Gilliland	Luckham	Pick	Vollmer	Webb	Ward	Zolnaer	Totals	Min. \$	Max. \$
PD/DF/FS#1 (Blue House site)	seismic & life safety	N/A															
	full modernization new construction	\$24,100,000	x	x	x	x	x	x	x	x	x	x	x	x	12	\$24,100,000	\$24,100,000
FS#2	seismic & life safety	\$563,000															
	full modernization new construction	\$5,375,000 \$5,817,000	x	x	x	x	x	x	x	x	x	x	x	x	12	\$5,817,000	\$5,817,000
FS#4	seismic & life safety	\$611,800															
	full modernization new construction	\$2,321,000 \$3,169,000	x	x	x	x	x	x	x	x	x	x	x	x	5 7	\$2,321,000	\$3,169,000
FS#5	seismic & life safety	\$473,000															
	full modernization new construction	\$3,000,000 \$3,842,000	x	x	x	x	x	x	x	x	x	x	x	x	11	\$473,000	\$3,000,000
FS#6	seismic & life safety	\$398,000															
	full modernization new construction	\$1,344,000 N/A	x	x	x	x	x	x	x	x	x	x	x	x	8 4	\$398,000	\$1,344,000
FS#7	seismic & life safety	\$482,000															
	full modernization new construction	\$2,635,000 \$3,489,000	x	x	x	x	x	x	x	x	x	x	x	x	5 6	\$482,000	\$3,489,000
B. St. CC	seismic & life safety	\$757,000															
	full modernization new construction	\$1,133,000 N/A	x	x	x	x	x	x	x	x	x	x	x	x	9 2	\$757,000	\$1,133,000
TLCC	seismic & life safety	\$538,000															
	full modernization new construction	\$2,633,000 \$3,781,000	x	x	x	x	x	x	x	x	x	x	x	x	3 4 5	\$538,000	\$3,781,000
<b>Totals</b>																	