

This section describes the regulatory setting and environmental setting for transportation resources in the vicinity of the proposed San Rafael Transit Center Replacement Project (proposed project). It also describes the impacts on transportation resources that would result from implementation of the proposed project and other build alternatives and mitigation measures that would reduce significant impacts, where feasible and appropriate. Impacts related to the No-Project Alternative are discussed in Chapter 5, Alternatives to the Project.

3.14.1 Existing Conditions

3.14.1.1 Regulatory Setting

Federal

Americans with Disabilities Act of 1990

The Americans with Disabilities Act of 1990 (revised 2010) is a landmark civil rights law that prohibits discrimination based on disability. Titles I, II, III, and V of the act have been codified in Title 42 of the United States Code, beginning at Section 12101. Title III prohibits discrimination on the basis of disability in “places of public accommodation” (businesses and non-profit agencies that serve the public) and “commercial facilities” (other businesses). The regulation includes Appendix 3.3-A to Part 36 (Standards for Accessible Design; U.S. Department of Justice 2010), which establishes minimum standards for ensuring accessibility for the disabled when designing and constructing a new facility or altering an existing facility, including roadways, parking lots, and sidewalks. Examples of key guidelines include detectable warnings for pedestrians when entering traffic where there is no curb, a clear zone of 48 inches for the pedestrian travel way, and a vibration-free zone for pedestrians.

State

State Transportation Improvement Program

The California Transportation Commission administers transportation programming, which is the public decision-making process that sets priorities and funds projects that have been envisioned in long-range transportation plans. The California Transportation Commission commits expected revenues for transportation projects over a multi-year period. The State Transportation Improvement Program (STIP) is a multi-year capital improvement program for transportation projects both on and off the State Highway System. The STIP is funded with revenues from the State Highway Account and other funding sources. STIP programming typically occurs every 2 years and the STIP ID for the proposed project is MRN170013.

California Transportation Plan 2050

California Transportation Plan 2050 was adopted in February 2021. The plan, which is overseen by the California Department of Transportation (Caltrans), serves as a blueprint for California's transportation system as defined by goals, policies, and strategies to meet the state's future mobility needs. The eight goals defined in the plan fall into three categories: improving access and safety; fostering a prosperous economy, livable communities, and social equity; and practicing environmental stewardship. Each goal is tied to performance measures. In turn, members from regional and metropolitan planning agencies report these performance measures to Caltrans (Caltrans 2021).

CEQA Section 21099(b)(1) (Senate Bill 743)

The California Environmental Quality Act (CEQA), Section 21099(b)(1), requires that the California Governor's Office of Planning and Research develop revisions to the State CEQA Guidelines establishing criteria for determining the significance of transportation impacts of projects that "promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses." CEQA Section 21099(b)(2) states that upon certification of the revised State CEQA Guidelines for determining transportation impacts pursuant to section 21099(b)(1), automobile delay, as described solely by level of service (LOS) or similar measures of vehicular capacity or traffic congestion shall not be considered a significant impact on the environment under CEQA.

In December 2018, the Office of Planning and Research published the *Technical Advisory on Evaluating Transportation Impacts in CEQA*, which identifies technical recommendations for assessing vehicle miles traveled (VMT), thresholds of significance, and mitigation measures that agencies can use while assessing transportation impacts for CEQA projects (OPR 2018). Beginning on July 1, 2020, the provisions of Senate Bill (SB) 743, Section 15064.3(c) went into effect statewide. However, CEQA Section 1099(b)(2) states that, "upon certification of the guidelines by the Secretary of the Natural Resources Agency pursuant to this section, automobile delay, as described solely by level of service or similar measures of vehicular capacity or traffic congestion, shall not be considered a significant impact on the environment pursuant to this division, except in locations specifically identified in the Guidelines."

Although the Governor's Office of Planning and Research provides recommendations for adopting new VMT analysis guidance, lead agencies have the final say in designing their methodology. Lead agencies must select their preferred method of estimating and forecasting VMT, their preferred significance thresholds for baseline and cumulative conditions, and the mitigation strategies they consider feasible. Lead agencies must prove that their selected analysis methodology aligns with SB 743's goals to promote infill development, reduce greenhouse gases, and reduce VMT.

Regional and Local

Metropolitan Transportation Commission Plan Bay Area 2040

The Metropolitan Transportation Commission (MTC) is the transportation planning, financing, and coordinating agency for the nine-county San Francisco Bay Area, including Marin, Sonoma, Napa, Solano, Contra Costa, Alameda, Santa Clara, San Mateo, and San Francisco Counties. The MTC *Plan Bay Area 2040* is a state-mandated, integrated long-range transportation and land use plan created

in a joint effort by MTC and the Association of Bay Area Governments (ABAG). *Plan Bay Area 2040* was adopted in 2017 as a long-range Regional Transportation Plan and Sustainable Communities Strategy for the nine-county area. *Plan Bay Area 2040* also provides a roadmap for accommodating projected household and employment growth in the Bay Area by 2040 as well as a transportation investment strategy for the region. *Plan Bay Area 2040* details how the Bay Area can make progress toward the region's long-range transportation and land use goals while meeting greenhouse gas reduction targets set by the California Air Resources Board (MTC and ABAG 2017).

Plan Bay Area 2040 neither funds specific transportation projects nor changes local land use policies. Importantly, individual jurisdictions retain all local land use authority. However, *Plan Bay Area 2040* does set a roadmap for future transportation investments and identifies how to accommodate expected growth. Preparation of *Plan Bay Area 2050* was initiated in 2019 and the new plan is anticipated to be adopted by ABAG and MTC in the fall of 2021 (ABAG and MTC 2020).

Transportation Authority of Marin

The Transportation Authority of Marin (TAM) is a Joint Powers Agency established between Marin County and all cities within the county, including the City of San Rafael (City), to address Marin County's unique transportation issues and to fulfill the legislative requirements of California Propositions 111 and 116 (approved in June 1990). As the Congestion Management Agency for Marin County, TAM maintains the Congestion Management Plan (CMP) (TAM 2019).

As identified by TAM in the *2019 CMP Update* (TAM 2019), regional roadways within the project site vicinity that are part of the CMP network include both 2nd Street and 3rd Street between U.S. Highway 101 (US-101) and Marquard Avenue. Eleven of the proposed project's study area intersections are included in these segments of the CMP network. The CMP arterial LOS thresholds are consistent with those provided in the *Highway Capacity Manual* (HCM) (Transportation Research Board 2016). Even though SB 743 no longer considers traffic congestion a significant impact on the environment under CEQA, per the adopted CMP, local agencies (e.g., counties, cities, and towns) must consider the results of changing land use designations on the arterial LOS within the designated CMP network (TAM 2019).

City of San Rafael General Plan 2020

The City of San Rafael General Plan 2020 contains goals, policies, and programs that guide the City's land use and development policy. The plan addresses various state-mandated elements including, but not limited to, Circulation and Infrastructure; and Land Use, Community Design and Neighborhoods (City of San Rafael 2016).

The Circulation Element of *The City of San Rafael General Plan 2020* contains a range of policies and implementation programs designed to maintain or improve transportation circulation within the City. Additionally, the Sustainability Element includes policies and implementation programs designed to maintain or improve use of alternative modes of transportation within the City to meet designated sustainability goals. Relevant policies and programs provided by the Circulation Element and the Sustainability Element include the following:

Policy C-1. Regional Transportation Planning. Actively coordinate with other jurisdictions, regional transportation planning agencies, and transit providers to expand and improve local and regional transportation choice. Work cooperatively to improve transit and paratransit services, achieve needed highway corridor improvements, and improve the regional bicycling network. As part of this effort, support implementation of Marin County's 25- Year Transportation Vision.

Program C-1a. Participation in CMA, MTC and Other Regional Transportation Planning Efforts. Continue to participate in and monitor activities of regional transportation planning agencies, including but not limited to the Transportation Authority of Marin and the Metropolitan Transportation Commission, and actively support implementation of Marin County's 25-Year Transportation Vision.

Policy C-3. Seeking Transportation Innovation. Take a leadership role in looking for opportunities to be innovative and experiment with transportation improvements and services.

Program C-3a. Transportation Technology. Use the most effective technologies in managing the City's roadways and congestion. For example, support timed connections at transit hubs, and promote the use of transportation information systems.

Policy C-4. Safe Roadway Design. Design of roadways should be safe and convenient for motor vehicles, transit, bicycles and pedestrians. Place highest priority on safety. In order to maximize safety and multimodal mobility, the City Council may determine that an intersection is exempt from the applicable intersection level of service standard where it is determined that a circulation improvement is needed for public safety considerations, including bicycle and pedestrian safety, and/or transit use improvements.

Program C-4a. Street Pattern and Traffic Flow. Support efforts by the City Traffic Engineer to configure or re-configure street patterns so as to improve traffic flow and turning movements in balance with safety considerations and the desire not to widen roads.

Program C-4b. Street Design Criteria to Support Alternative Modes. Establish street design criteria to the extent permitted by State law to support alternative transportation modes to better meet user needs and minimize conflicts between competing modes.

Program C-4c. Appropriate LOS Standards. At the time City Council approves a roadway improvement and safety exemption from the applicable LOS standard, the appropriate LOS will be established for the intersection.

Policy C-5. Traffic Level of Service Standards.

- A. Intersection LOS. In order to ensure an effective roadway network, maintain adequate traffic levels of service (LOS) consistent with standards for signalized intersections in the A.M. and P.M. peak hours, i.e., LOS D Citywide except as noted for the Mission Avenue/Irwin Street (LOS F), and 3rd Street/Union Street (LOS E).
- B. Exemptions. Signalized intersections at Highway 101 and Interstate 580 on-ramps and off-ramps are exempt from LOS standards because delay at these locations is affected by regional traffic and not significantly impacted by local measures.
- C. Evaluation of Project Merits. In order to balance the City's objectives to provide affordable housing, maintain a vital economy and provide desired community services with the need to manage traffic congestion, projects that would exceed the level of service standards set forth above may be approved if the City Council finds that the benefits of the project to the community outweigh the resulting traffic impacts.

Program C-5a. LOS Methodology. Use appropriate methodologies for calculating traffic Levels of Service, as determined by the City Traffic Engineer.

Program C-5c. Exception Review. When the City Council finds that a project provides significant community benefits yet would result in a deviation from the LOS standards, the City Council may approve such a project through adoption of findings, based on substantial evidence, that the specific economic, social, technological and/or other benefits of the project to the community substantially outweigh the project's impacts on circulation, and that all feasible mitigation measures have been required of the project.

Policy C-8. Eliminating and Shifting Peak Hour Trips. Support efforts to limit traffic congestion through eliminating low occupancy auto trips or shifting peak hour trips to off-peak hours. Possible

means include telecommuting, walking and bicycling, flexible work schedules, car and vanpooling and other Transportation Demand Management approaches.

Policy C-9. Access for Emergency Services. Provide safe routes for emergency vehicle access so that that emergency services can be delivered when Highway 101 or 580 are closed or congested with traffic.

C-9b. Roadway Monitoring. Support local traffic monitoring and control approaches, such as closed-circuit cameras and high-tech traffic signal systems that can be used to relieve congestion around incident sites or support emergency vehicle access.

Policy C-11. Alternative Transportation Mode Users. Encourage and promote individuals to use alternative modes of transportation, such as regional and local transit, carpooling, bicycling, walking and use of low-impact alternative vehicles. Support development of programs that provide incentives for individuals to choose alternative modes.

Program C-11e. Reduction of Single Occupancy Vehicles. Encourage developers of new projects in San Rafael, including City projects, to provide improvements that reduce the use of single occupancy vehicles. These improvements could include preferential parking spaces for carpools, bicycle storage and parking facilities, and bus stop shelters.

Policy C-14. Transit Network. Encourage the continued development of a safe, efficient, and reliable regional and local transit network to provide convenient alternatives to driving.

Program C-14a. Transit Network. Support Countywide efforts to sustain and expand Marin County's transit network. Work with neighborhoods, employers, transit providers, transportation planning agencies and funding agencies to improve and expand regional transit to and from adjacent counties, increase local transit services, and provide responsive paratransit services.

Policy C-16. Transit Information. Encourage the development and dissemination of local and regional transit information to facilitate greater use of transit systems. This includes service, educational and promotional information. Support efforts to provide transit information in languages other than English as needed.

Program C-16a. Transit Information Dissemination. Encourage development and distribution of transit information through printed materials, kiosks, web sites, radio and television broadcasts, and other means. Provide transit information on the City's website, at City offices open to the public and through other dissemination means. Include transit access information on City meeting notices and in notices for City-permitted events, and encourage merchants to provide.

Policy C-17. Regional Transit Options. Encourage expansion of existing regional transit connecting Marin with adjacent counties, including basic service, express bus service, new commuter rail service, and ferry service.

Program C-17a. SMART. Support the following design features for SMART commuter service within San Rafael:

1. Establish stations in Downtown and in the Civic Center that will serve as multi-modal commuter transit hubs.
2. Design stations and rail crossings safe for pedestrians and with minimal impacts on roadway traffic.
3. Support crossings at-grade through Downtown and strongly advocate for trains that are of a length that they avoid blocking traffic at an intersection.
4. Ensure that new development adjacent to the rail line is set back a safe distance and adequately attenuates noise.
5. Encourage high-density transit-oriented development in the vicinity of the rail stations.
6. Include noise mitigation as described in policy N-9 (Sonoma Marin Area Rail Transit).

7. Provide a north/south bike/pedestrian path on or adjacent to the railroad right-of-way.

Program C-17b. SMART Right-of-Way. Maintain the SMART right-of-way for rail service.

Policy C-18. Local Transit Options. Support improvement and expansion of local transit options including local bus, shuttle and taxi services.

- a) **Local Bus Service.** Support efforts to improve bus routing, frequency and stop amenities to meet local needs.
- b) **Local Shuttles.** Support efforts to create shuttle services as they become feasible to serve specialized populations and areas of San Rafael. If rail service is developed, support shuttle service connections between rail stations and major employers.
- c) **Other Local Transit.** Support Dial-A-Ride and taxi services serving San Rafael.

Program C-18a. Improved Bus Stops. Continue to support efforts to improve bus stops to provide a safe and convenient experience for riders. Allow commercial advertising to fund bus stop upgrades and maintenance.

Program C-18b. Local Shuttle Program. Should there be an increase in density in a potential service area or implementation of the SMART rail line, and if funding becomes available, investigate the feasibility of a local shuttle program to serve San Rafael.

Policy C-19. Paratransit Options. Encourage expansion of paratransit services as needed to serve specialized populations including seniors and persons with disabilities.

Policy C-20. Intermodal Transit Hubs. Support efforts to develop intermodal transit hubs in Downtown and at the Civic Center to provide convenient and safe connections and support for bus, rail, shuttle, bicycle, and pedestrian users, as well as automobile drivers using transit services. Hubs should include secure bicycle parking and efficient drop-off and pick-up areas without adversely affecting surrounding traffic flow. Reference the Downtown Station Area Plan and the Civic Center Station Area Plan, which address and present recommendations for transportation and access improvements to transit within a half mile radius of the two SMART stations.

Program C-20a. Transit Hubs. Work with Marin County, the Marin County Transit District, SMART Commission, the Golden Gate Bridge Transportation District, and other regional agencies to ensure that intermodal transit hubs are designed to be convenient and safe for San Rafael users. Work with SMART on the design of the new rail stations and the transit center interaction with the rail service.

Policy C-26. Bicycle Plan Implementation. Make bicycling and walking an integral part of daily life in San Rafael by implementing the San Rafael's Bicycle and Pedestrian Master Plan.

Program C-26a Implementation. Implement provisions of the Bicycle and Pedestrian Master Plan in conjunction with planned roadway improvements or through development or redevelopment of properties fronting on the proposed routes.

Policy C-27. Pedestrian Plan Implementation. Promote walking as the transportation mode of choice for short trips by implementing the pedestrian element of the City's Bicycle and Pedestrian Master Plan. In addition to policies and programs outlined in the Bicycle and Pedestrian Plan, provide support for the following programs:

Program C-27a. Implementation. Monitor progress in implementing the pedestrian-related goals and objectives of the Bicycle and Pedestrian Master Plan on an annual basis.

Program C-27b. Prioritizing Pedestrian Improvements. Develop a program for prioritizing the maintenance of existing pedestrian facilities based on pedestrian use and connectivity as well as maintenance need, and secure funding sources for its implementation.

Program C-27e. Pedestrian Safety. Consider new projects and programs to increase pedestrian safety.

Program C-27f. Disabled Access. Continue efforts to improve access for those with disabilities by complying with Federal and State requirements of the Americans with Disabilities Act (ADA). Seek to incorporate ADA improvements into street and sidewalk projects. Develop a program identifying street barriers to pedestrian access, and prioritize curb cut and ramp improvements.

Policy C-29. Better Use of Parking Resources. Improve use of existing parking and create new parking opportunities through innovative programs, public/private partnerships and cooperation, and land use policies.

Policy C-30. Downtown Parking. Optimize the use of parking spaces Downtown.

Policy C-32. Parking for Alternative Modes of Transportation. Use preferential parking as an incentive to encourage alternative modes of transportation.

Program C-32a. Preferential Parking. Consider zoning amendments to encourage the use of preferential parking for alternative vehicles such as carpools, low-emission vehicles, and bicycles in parking-impacted business areas.

Policy SU-1. Land Use. Implement General Plan land use policies to increase residential and commercial densities within walking distance of high frequency transit centers and corridors.

Policy SU-2. Promote Alternative Transportation. Decrease miles traveled in single-occupant vehicles.

Program SU-2c. Bus Service. Support Marin Transit and the Transportation Authority of Marin in the planning, funding and implementation of additional transit services that are cost-effective and responsive to existing and future transit demand.

Program SU-2e. Sidewalk and Street Improvements. Continue to implement sidewalk and bicycle improvements in accordance with the adopted Bicycle and Pedestrian Master Plan and the Safe Routes to School program.

Draft San Rafael General Plan 2040

The City is presently working on the Draft *San Rafael General Plan 2040* and released a draft for public review in October 2020 (City of San Rafael 2020a). The Mobility Element of the Draft *San Rafael General Plan 2040* contains a range of policies and implementation programs designed to maintain or improve transportation circulation within the City, upon the document's approval. Relevant policies and programs provided by the Mobility Element include the following:

Policy M-1.1: Regional Transportation Planning. Actively coordinate with other jurisdictions, agencies, and service providers to improve the local and regional transportation system and advocate for the City's interests. Work cooperatively to improve transit and paratransit services, achieve needed highway improvements, and improve the regional bicycle and pedestrian networks.

Program M-1.1A: Participation in Countywide and Regional Transportation Planning. Actively participate in the planning activities of the Transportation Authority of Marin, the Metropolitan Transportation Commission, SMART, and other transportation agencies and support implementation of cost-effective regional plans and programs.

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

Policy M-2.2. Safety. Design a transportation system that is safe and serves people using all modes of travel. Higher levels of congestion may be accepted at particular intersections if necessary to ensure the safety of all travelers, including pedestrians, bicycles, motorists, and transit users.

Program M-2.2B. Street Pattern and Traffic Flow. Support efforts by the City Traffic Engineer to configure or re-configure street patterns to improve traffic flow and turning movements while prioritizing safety.

Policy M-2.4: Transportation Efficiency. Undertake improvements that manage lane capacity, traffic flow, and intersections more efficiently.

Program M-2.4B: Reducing Vehicle Idling. Support transportation network improvements to reduce vehicle idling, including synchronized signal timing.

Policy M-2.5. Traffic Level of Service. Maintain traffic LOS standards that ensure an efficient roadway network and provide a consistent basis for evaluating the transportation effects of proposed development projects on local roadways. These standards shall generally be based on the performance of signalized intersections during the a.m. and p.m. peak hours. Arterial LOS standards may be used in lieu of (or in addition to) intersection LOS standards in cases where intersection spacing and road design characteristics make arterial LOS a more reliable and effective tool for predicting future impacts.

- A. Intersection LOS. LOS “D” shall be the citywide standard for intersections, except for intersections noted in the General Plan.
- B. Arterial Standards. LOS “D” shall be the citywide standard for arterials, except for roadways noted in the General Plan.
- C. Downtown Standards. Intersections and arterials within the boundaries of the Downtown San Rafael Precise Plan are not subject to LOS standards, recognizing their unique context, operation, and physical constraints, as well as their multi-modal character. Proactive measures shall be taken to address and manage Downtown congestion, evaluate and reduce the impacts of new development on the transportation network, and ensure the long-term functionality of streets and intersections. Traffic shall be monitored and evaluated to identify the need for improvements to ensure that Downtown streets adequately serve both local and regional traffic.
- D. Additional Provisions for Roads Operating at LOS “E” or “F.” Where the adopted standard is LOS “E” or “F,” measures should be taken to avoid further degradation of traffic conditions. Projects impacting roads operating at LOS “F” may still be subject to requirements to offset those impacts as a condition of approval.

Program M-2.5B. Level of Service Exceptions. Exceptions to LOS planning thresholds may be granted where both of the following circumstances apply:

- A. The improvements necessary to attain the standards would conflict with other land use, environmental, community character, emission reduction, safety, housing, or economic development priorities.
- B. Based on substantial evidence, the City Council finds that:
 - (i) The specific economic, social, technological, and/or other benefits of the project to the community substantially outweigh the project’s impacts on circulation.
 - (ii) All feasible mitigation measures have been required of the project including measures to reduce vehicle delay and measures to reduce Vehicle Miles Traveled (VMT); and
 - (iii) The project is consistent with and advances the Guiding Principles of General Plan 2040, including foundational principles such as maintaining great neighborhoods and a sense of community, and aspirational principles such as improving housing affordability, preparing for climate change, and sustaining a healthy tax base.

Policy M-2.7. Proposed Mobility Improvements. Use Table 10-1 (Proposed Mobility Improvements) as the basis for transportation network improvements over the next 20 years. The improvements shown are intended to balance the City’s goals of managing congestion, reducing vehicle miles traveled, and enhancing mobility and safety. Specific improvements will be implemented as conditions require and will be refined during the design phase. Table 10-1 may be

amended as needed to reflect other design solutions and priorities, subject to City Council approval. Improvements will be implemented through the Capital Improvements Program using a variety of funding sources and may be subject to further environmental review.

Policy M-2.8: Emergency Access. Identify alternate ingress and egress routes (and modes of travel) for areas with the potential to be cut off during a flood, earthquake, wildfire, or similar disaster.

Policy M-3.1: VMT Reduction. Achieve State-mandated reductions in Vehicle Miles Traveled by requiring development and transportation projects to meet specific VMT metrics. In the event a proposed project does not meet these metrics, require measures to reduce the additional VMT associated with the project, consistent with thresholds approved by the City Council.

Policy M-3.3: Transportation Demand Management. Encourage, and where appropriate require, transportation demand measures that reduce VMT and peak period travel demand. These measures include, but are not limited to, transit passes and flextime, work schedules, pedestrian and bicycle improvements, ridesharing, and changes to project design to reduce trip lengths and encourage cleaner modes of travel.

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

Policy M-3.5: Alternative Transportation Modes. Support efforts to create convenient, cost-effective alternatives to single passenger auto travel. Ensure that public health, sanitation, and user safety is addressed in the design and operation of alternative travel modes.

Policy M-3.7: Design Features that Support Transit. For projects located in or near transit hubs such as Downtown San Rafael, incorporate design features that facilitate walking, cycling, and easy access to transit.

Policy M-4.1: Sustaining Public Transportation. Support a level of transit service frequency and routing that promotes transit usage, avoids overcrowding, and makes transit an attractive alternative to driving.

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

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

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

Program M-4.1F: Public Health. Work with transit service providers to effectively respond to service and design challenges associated with rider safety during and after public health emergencies.

Policy M-4.2: Regional Transit Options. Encourage expansion of regional transit connecting Marin with adjacent counties, including basic and express bus service, rail, and ferry service.

Program M-4.2A: Regional Bus Service. Support expansion of regional bus service to and from other Bay Area counties, including expanded express bus service along the 101 and 580 corridors, and continued bus and shuttle service to the region's airports.

Policy M-4.3: SMART Improvements. Maximize the potential benefits of Sonoma Marin Area Rail Transit (SMART) while minimizing potential conflicts between SMART trains, adjacent land uses, bicycle and pedestrian movement, and vehicle traffic circulation. City plans and programs related to

SMART should be periodically evaluated based on changes in funding, operating costs, ridership, and other factors impacting service levels.

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

Program M-4.3B: Passenger Pickup and Drop-Off. Work with SMART on plans to improve passenger pick-up and drop-off, connectivity between trains and buses, and provisions for passenger parking (see also Policy M-7.9 on parking for transit users).

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

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

Program M-4.3E: Downtown Crossings. Continue to work with SMART to reduce congestion related to grade-level train crossings in Downtown San Rafael. Encourage SMART to assess the potential cost, as well potential funding sources, to elevate the tracks through Downtown.

Policy M-4.4: Local Transit Options. Encourage local transit systems that connect San Rafael neighborhoods, employment centers, and other destinations.

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

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

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

Policy M-4.6: Paratransit Options. Encourage expansion of paratransit and flexible route services as needed to serve specialized populations including seniors, students, and persons with disabilities.

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

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

Policy M-4.7: Intermodal Transit Hubs. Support efforts to develop intermodal transit hubs in Downtown and North San Rafael to provide safe, convenient connections for all travelers. Such hubs should include secure bicycle parking, EV charging stations, and efficient drop-off and pick-up areas and create a positive experience for those arriving in San Rafael.

Program M-4.7A: Transit Center Relocation. Complete the relocation process for the San Rafael Transit Center. Design of the facility should consider the effects on local street congestion and the safety of those walking or bicycling to and from the facility. Continue to work with transit service providers to coordinate schedules, transfers, and routing in a manner that is convenient for San Rafael travelers.

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

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

Program M-5.1B: Emergency Access Considerations. Ensure that road redesign projects, including bicycle and pedestrian improvements, maintain evacuation capacity and emergency vehicle response time, particularly along designated evacuation routes.

Policy M-6.1: Encouraging Walking and Cycling. Wherever feasible, encourage walking and cycling as the travel mode of choice for short trips, such as trips to school, parks, transit stops, and neighborhood services. Safe, walkable neighborhoods with pleasant, attractive streets, bike lanes, and sidewalks should be part of San Rafael's identity.

Program M-6.1A: Bicycle and Pedestrian Master Plan Implementation. Maintain San Rafael's Bicycle and Pedestrian Master Plan (BPMP) and update the Plan as required to ensure eligibility for grant funding. The BPMP should be a guide for investment in pedestrian and bicycle infrastructure, and for programs to make walking and cycling a safer, more convenient way to travel.

Program M-6.1B: Station Area Plans. Implement the pedestrian and bicycle improvements in the 2012 Downtown Station Area Plan and the 2012 Civic Center Station Area Plan.

Policy M-6.2: Pedestrian and Bicycle Safety. Identify, prioritize, and implement pedestrian and bicycle safety improvements in order to reduce collisions and injuries, and eliminate fatalities.

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

Program M-6.2B: Vision Zero. Consistent with the BPMP, support a "Vision Zero" approach to safety among pedestrians and cyclists, with the goal of eliminating severe injuries and fatalities.

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

Policy M-6.3: Connectivity. Develop pedestrian and bicycle networks that connect residents and visitors to major activity and shopping centers, existing and planned transit, and schools. Work to close gaps between existing facilities. Funding and prioritization for projects should consider relative costs and benefits, including such factors as safety, number of potential users, and impacts on parking.

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

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

Policy M-6.7: Universal Design. Design and construct bicycle and pedestrian facilities to serve people of all ages and abilities, including children, seniors, families, and people with limited mobility.

Program M-6.7A: ADA Compliance. Continue efforts to improve access for those with disabilities, including compliance with Federal and State accessibility requirements.

Program M-6.7B: Best Practices. Continue to construct bicycle and pedestrian facilities according to the most up-to-date local, state, and national best practices and design guidelines.

Policy M-7.1: Optimizing Existing Supply. Optimize the use of the existing parking supply. Expand the supply where needed through innovative programs, public/private partnerships, and land use policies.

Policy M-7.4: Downtown Parking. Maintain a sufficient number of Downtown parking spaces to meet demand and support local businesses.

Policy M-7.9: Parking for Transit Users. Support regional efforts to fund and construct commuter parking along transit routes, near commuter bus pads, and near inter-modal commuter hubs in order

to support use of transit. Parking areas should include secure parking for carpools, bicycles and other alternative modes and should minimize neighborhood impacts.

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

City of San Rafael Bicycle and Pedestrian Master Plan Update

The *San Rafael Bicycle & Pedestrian Master Plan* (City of San Rafael 2018) update documents the conditions for bicycling and walking as of 2018 and outlines steps to improve safety, act on community needs, and improve the mobility options for San Rafael residents, workers, and visitors.

Proposed projects identified in the *San Rafael Bicycle & Pedestrian Master Plan* that are in the vicinity of the project area include those shown in Table 3.14-1.

Table 3.14-1. Proposed Bicycle and Pedestrian Projects in Central San Rafael

ID	Corridor/ Primary	Begin/At	End	Class/Type	Notes
D-1	Downtown east-west connection [commercial connector]	4th Street/ 2nd Street	Union Street	(to be determined)	Study the feasibility of an east-west bikeway through Downtown San Rafael that can comfortably accommodate people of all ages and bicycling ability.
D-2	West Tamalpais Ave. [north/south greenway]	2nd Street	Mission Avenue	Class IV	Convert West Tamalpais Avenue into a one-way street in the southbound direction; create a Class IV protected bikeway between West Tamalpais and SMART right-of-way.
D-8	2nd Street	US-101 under-crossing	Not applicable	Under-crossing	Study potential pedestrian improvements for US-101 undercrossing on 2nd Street, including walkway, lighting, and public art.
D-9	2nd Street	US-101 on-ramp	Not applicable	Intersection	Study pedestrian crossing improvements for 2nd Street at the US-101 on-ramp.
D-10	2nd Street	US-101 off-Ramp	Not applicable	Intersection	Study pedestrian crossing improvements for 2nd Street at the US-101 off-ramp.
D-13	Anderson Drive	Lindaro Street	Not applicable	Intersection	Create diagonal path through intersection to connect the Mahon Creek Connector to the Albert Park Path.
D-18	Francisco Boulevard West	2nd Street	Andersen Drive	Class I	Extend SMART pathway from Downtown SMART station to existing Cal Park Hill Pathway.
D-19	Andersen Drive [north/south greenway]	Francisco Boulevard West	Not applicable	Intersection	Realign Andersen Drive for at-grade rail crossing.

ID	Corridor/ Primary	Begin/At	End	Class/Type	Notes
D-20	US-101 under- crossing	Not applicable	Not applicable	Intersection	Study potential lighting and public art at US-101 undercrossing, including at 3rd Street.
D-29	3rd Street	Heatherton Street	Not applicable	Intersection	Eliminate the left-turn pocket from 3rd Street onto Hetherton Street and add a leading pedestrian interval.

Source: City of San Rafael 2018

Downtown Parking/Wayfinding Study

Building from the 2012 *San Rafael Downtown Station Area Plan* vision for the 0.5-mile radius around the Downtown Sonoma-Marin Area Rail Transit (SMART) station, the goal of the *Downtown Parking/Wayfinding Study* is to develop policy goals to support a vibrant gateway area through parking and wayfinding in anticipation of future needs related to the SMART station. The study considers existing parking demands, future parking demand projections, future parking opportunities, and best management practices to provide specific parking and wayfinding recommendations. The recommendations are not enforceable, but rather provide guidance for the City as it plans for and manages parking in the Downtown area. Based on the projections, the study finds that the Downtown area will continue to operate with excess parking in both the near-term and the long-term conditions. Related to the proposed project, the study includes recommendations for new pedestrian bicycle parking in proximity of the SMART station (City of San Rafael 2017).

San Rafael Municipal Code

The San Rafael Municipal Code, which includes the Zoning Ordinance, contains sections related to transportation and parking. The City's parking standards, set forth in Chapter 14.18 of the Zoning Ordinance, outline requirements for off-street vehicle parking for new construction, additions, and change in occupancy. Chapter 5.8.1 of the Municipal Code sets forth trip reduction and travel demand requirements for large employers (100 or more employees) at the site (City of San Rafael 2020b).

3.14.1.2 Environmental Setting

This section describes the existing condition of the roadway, bicycle and pedestrian facilities, and transit service within the study area (Figure 3.14-1). It also presents information regarding existing traffic volumes and operations at study intersections.

Street System

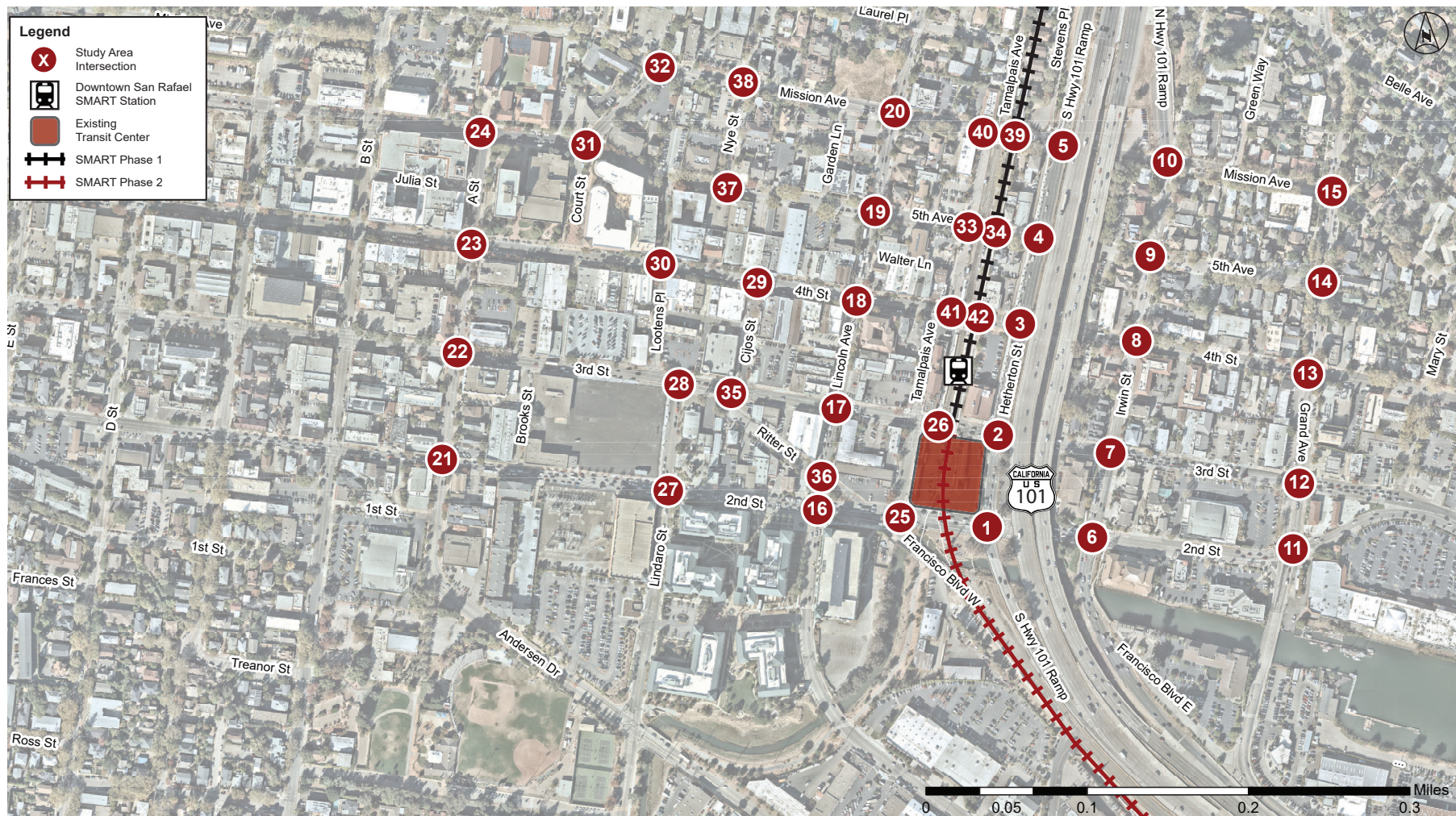
Traffic volumes in the study area were obtained from traffic counts conducted in 2020 prior to the COVID-19 pandemic impacts on both the morning and afternoon peak hours. A detailed summary of the traffic volumes and LOS at intersections in the study area under existing (Year 2020) conditions can be found in the Transportation Summary Report prepared for the proposed project (Appendix C).

The results of the existing traffic conditions in the study area are presented in Table 3.14-2, below.

Table 3.14-2. Existing Traffic Conditions – Corridor Travel Times

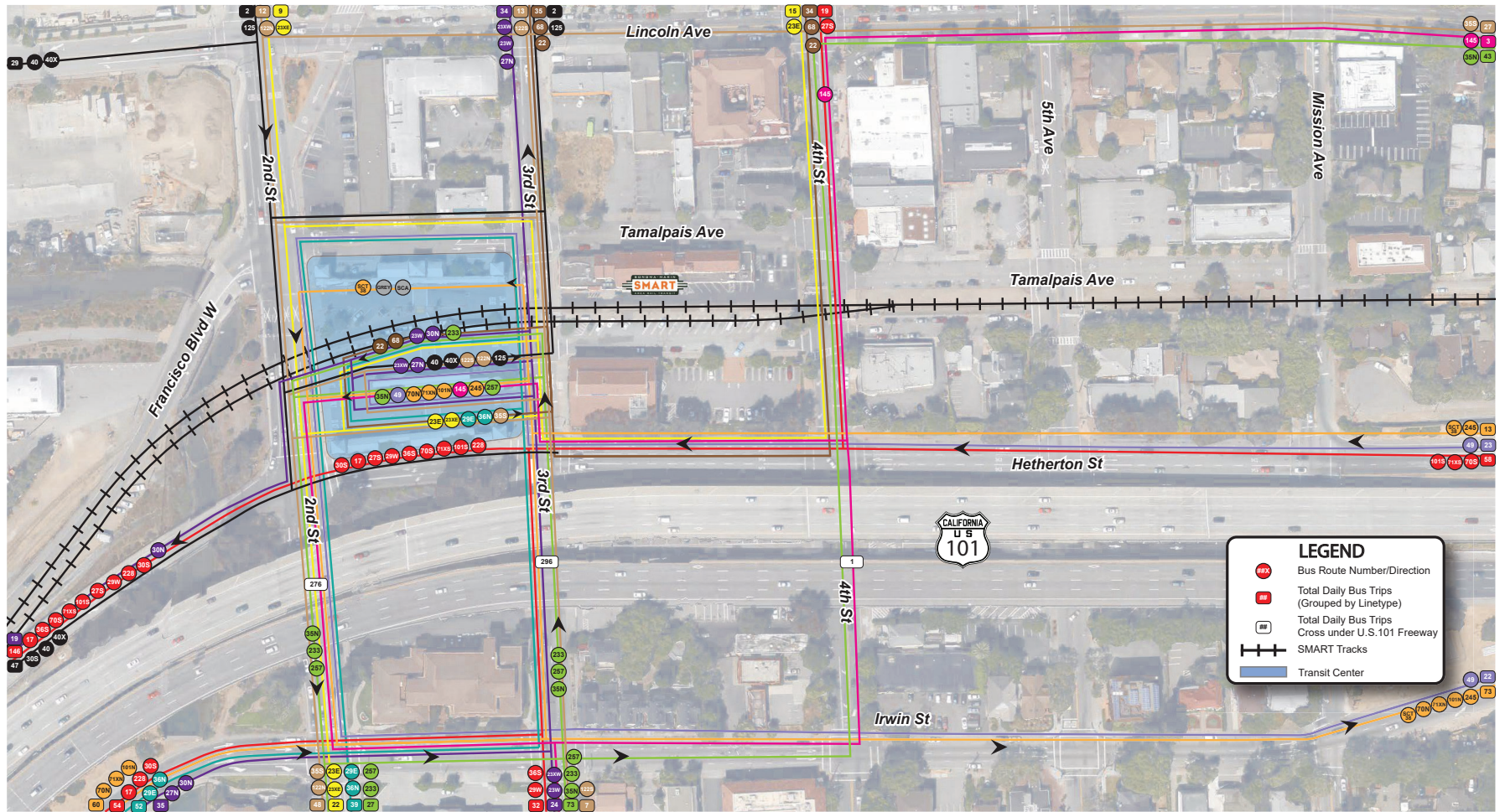
Route	a.m. Peak Hours	p.m. Peak Hours
3rd Street - Grand to A	03:38	04:03
2nd Street - A to Grand	03:56	05:11
4th Street westbound - Grand to A	03:46	05:26
4th Street eastbound - A to Grand	03:55	05:42
Irwin Street - US-101 to Mission	02:18	03:40
Hetheron Street - US-101 to 2nd Street	02:14	03:14

Source: Transportation Study Report (Appendix C)
Travel times provided in minutes:seconds format.



Source: Kimley-Horn, 2021.





Graphics ... 0748.17 (4-9-2021) JC

Source: Kimley-Horn, 2021.

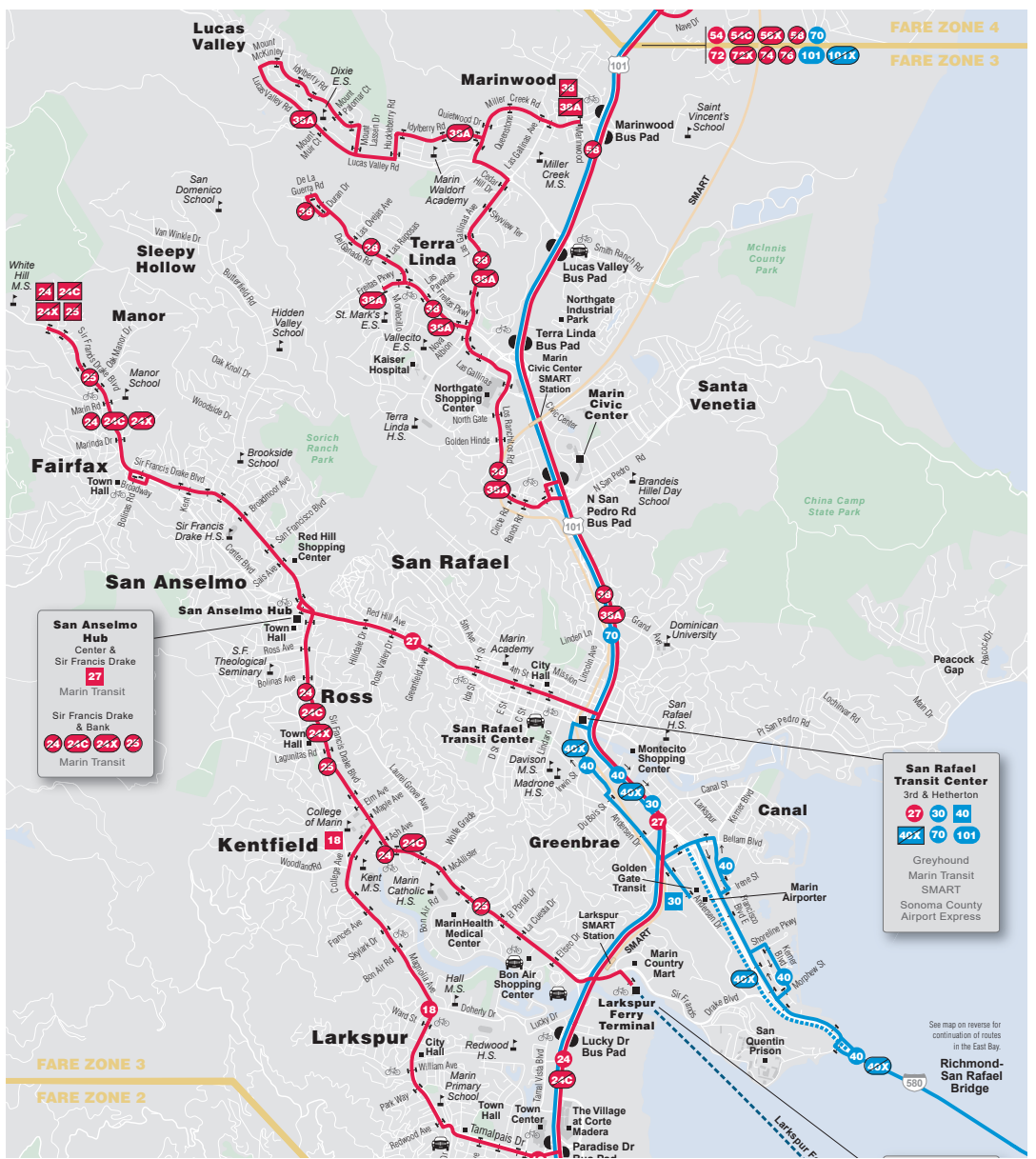


- 54C Route Temporarily Suspended
Updated schedules at goldengate.org
- 54 Commute Routes
- 70 Regional Routes
- Limited Service
- 70 54 Bus Route Number
- 70 54 Bus Route Terminus
- Ferry Routes
- Other Ferry Routes
- Bus Stop
- Bus Pad
- Park & Ride
- Bike Rack
- Fare Zone Boundary

Novato
Redwood & Grant Transfer Point

Call 511 toll free for trip-planning assistance

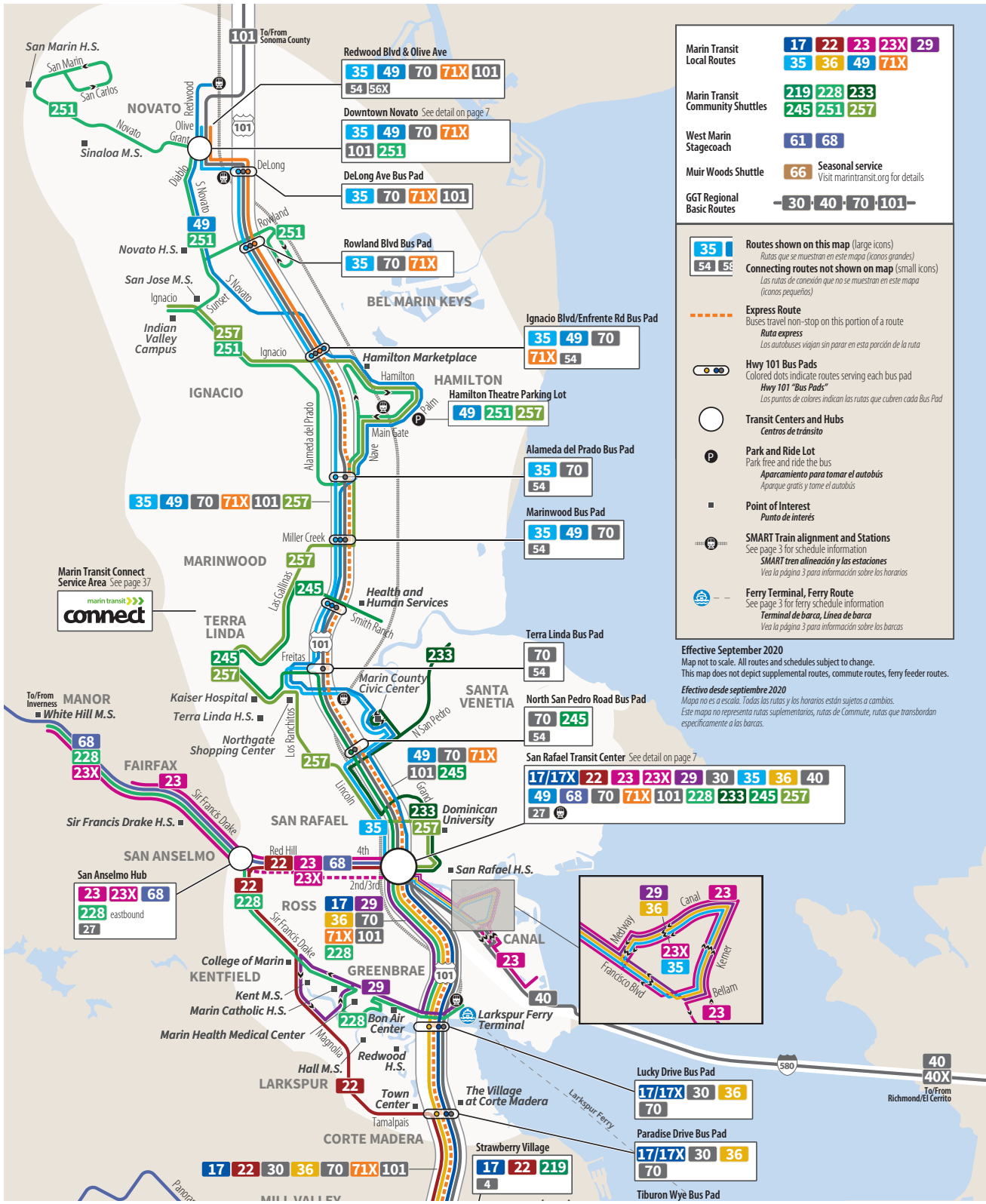
rev 2/20/21/3



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Source: Kimley-Horn, 2021.





- Marin Transit Local Routes: 17, 22, 23, 23X, 29, 35, 36, 49, 71X
- Marin Transit Community Shuttles: 219, 228, 233, 245, 251, 257
- West Marin Stagecoach: 61, 68
- Muir Woods Shuttle: 66 (Seasonal service. Visit marintransit.org for details)
- GGT Regional Basic Routes: 30, 40, 70, 101

- 35** Routes shown on this map (large icons)
Rutas que se muestran en este mapa (iconos grandes)
- 54** **55** Connecting routes not shown on map (small icons)
Las rutas de conexión que no se muestran en este mapa (iconos pequeños)
- Express Route**
 Buses travel non-stop on this portion of a route
Ruta express
Los autobuses viajan sin parar en esta porción de la ruta
- Hwy 101 Bus Pads**
 Colored dots indicate routes serving each bus pad
Hwy 101 "Bus Pads"
Los puntos de colores indican las rutas que cubren cada Bus Pad
- Transit Centers and Hubs**
Centros de tránsito
- Park and Ride Lot**
 Park free and ride the bus
Aparcamiento para tomar el autobús
Aparque gratis y tome el autobús
- Point of Interest**
Punto de interés
- SMART Train alignment and Stations**
 See page 3 for schedule information
SMART tren alineación y las estaciones
Vea la página 3 para información sobre los horarios
- Ferry Terminal, Ferry Route**
 See page 3 for ferry schedule information
Terminal de barca, Línea de barca
Vea la página 3 para información sobre los barcos

Effective September 2020
 Map not to scale. All routes and schedules subject to change. This map does not depict supplemental routes, commute routes, ferry feeder routes.

Efectivo desde septiembre 2020
 Mapa no es a escala. Todos los rutas y los horarios están sujetos a cambios. Este mapa no representa rutas suplementarios, rutas de Commute, rutas que transbordan específicamente a las barcas.

Graphics: ... 0748.17 (4-9-2021).JC

Source: Kimley-Horn, 2021.



Existing Transit Services

The existing transit center facility is serviced by Golden Gate Transit, Marin County Transit District (Marin Transit), SMART, Sonoma County Transit, Sonoma County Airport Express, and Greyhound. The existing transit center has 17 bus bays on site with amenities including bus shelters with benches and trash receptacles, wayfinding, driver facilities, customer service kiosks, retail space, and real-time arrival and departure displays. Although most bus bays are located off-street, there are on-street bus bays on Hetherton Street. Existing pick-up/drop-off space is on West Tamalpais Avenue. Prior to the extension of SMART to Larkspur, the transit center included space for taxis off-street. Taxis were relocated to West Tamalpais Avenue with the SMART extension project.

The analysis in Section 3.14.2.3, Impacts, is based on existing transit conditions before the COVID-19 pandemic. Existing bus routing at the transit center is shown on Figure 3.14-2 and reflects conditions prior to March 2020. Since the pandemic, some services, such as Sonoma County Transit, no longer serve the transit center.

Golden Gate Transit

Golden Gate Transit primarily serves Marin and Sonoma Counties, and also provides commute service to San Francisco and Contra Costa County. Golden Gate Transit provides service to San Rafael Transit Center through the following routes: Route 27, Route 30, Route 40/40X, Route 70, and Route 101. Figure 3.14-3 shows the Golden Gate Transit service map for Marin County.

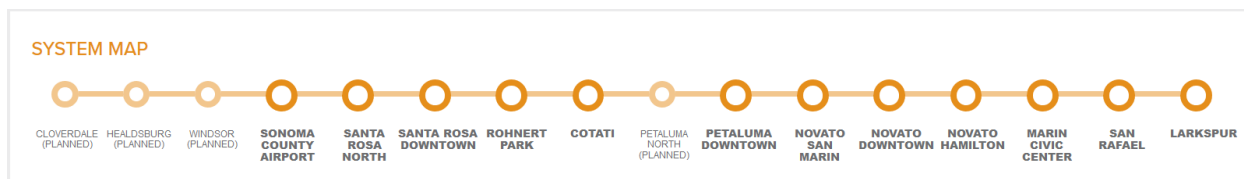
Marin Transit

Marin Transit primarily serves Marin County and provides service to San Rafael Transit Center through the following routes: Route 17, Route 22, Route 23/23X, Route 29, Route 35, Route 36, Route 49, Route 68, Route 71/71X, Route 122, Route 125, Route 145, Route 228, Route 233, Route 245, and Route 257. Figure 3.14-4 shows the Marin Transit service map.

SMART

SMART is a passenger-rail service linking Marin and Sonoma Counties. The San Rafael SMART station is at 3rd Street between West and East Tamalpais Avenue. This stop serves as a transfer point for bus riders at San Rafael Transit Center. SMART service terminates to the south at Larkspur Ferry Terminal and to the north at Sonoma County Airport. Figure 3.14-5 shows the existing and planned SMART system stations.

Figure 3.14-5. SMART System Map



Sonoma County Transit

Sonoma County Transit provides transit locally within Sonoma County, and also provides select routes connecting to regional destinations. The agency provided one route (Route 38) that

terminated at San Rafael Transit Center; this route has been suspended during the COVID-19 pandemic and Sonoma County Transit has yet to establish a reopening date.

Sonoma County Airport Express

Sonoma County Airport Express provides scheduled transportation from Sonoma County to San Francisco International Airport (SFO) and Oakland International Airport (OAK). The airport express has scheduled stops at San Rafael Transit Center. This service was temporarily suspended during the COVID-19 pandemic but was reinstated on May 3, 2021.

Greyhound

Greyhound is an intercity bus carrier serving destinations nationwide. Currently, Greyhound stops at San Rafael Transit Center once a day.

Ridership and Transfer Activity

A summary of daily boardings for Golden Gate Transit and Marin Transit services at San Rafael Transit Center is provided in Table 3.14-3. The transit center experiences 4,440 daily boardings on weekdays, not including ridership on airport coach service, Greyhound buses, and Sonoma County Transit Route 38. The busiest routes at the transit center are Marin Transit Routes 35 and 36. Golden Gate Transit Routes 40, 70, and 101 and Marin Transit Route 17 also have strong ridership at the transit center.

Table 3.14-3. Daily San Rafael Transit Center Bus Ridership

Route	Average Daily Boardings
Marin Transit Route	
17	384
22	192
23	234
23X	43
29	140
35	835
36	515
49	204
68	39
71X	167
122	47
125	3
145	45
228	79
233	34
245	79
257	65

Route	Average Daily Boardings
Golden Gate Transit Route	
27	86
30	181
31	18
40	366
44	7
70	336
101	341
Total	4,440

Source: Marin Transit 2017; District 2019

The Transportation Summary Report prepared for the proposed project found that on a daily basis, 35 percent of daily bus boardings at the transit center are transfers. This percentage is based only on transfers that can be tracked through fares; this includes either recorded uses of paper transfer tickets or transfers recorded in the Clipper system. Riders not utilizing transfer tickets or Clipper to make transfer movements are not captured in this analysis.

The largest driver of transfer activity is transfers between east-west bus routes and north-south bus routes providing service along US-101. Route 35 is the greatest generator of transfer activity, accounting for 569 transfers to or from that route. Transfer activity at the transit center peaks between 4 p.m. and 5 p.m., with 167 transfers occurring during that hour alone. Morning peak activity occurs between 7 a.m. and 9 a.m., with an average of 136 transfers occurring per hour during that period. The high level of transfers suggests the need to ensure that the transit center facilitates this activity. Strong transfer pairs should be located near each other to minimize transfer times. The transit center operates on a pulse system,¹ with multiple routes having coordinated arrival and departure times within a 5-minute pulse period.

To complete the Transportation Summary Report for the proposed project, on-board survey data were used to assess modes of access for passengers not making a transfer. With the limited number of surveys received, this information should be considered approximate. Half of all passengers boarding a bus at the transit center arrive by walking, making pedestrian connections to the transit center a critical element of a new transit center. Six percent of passengers access the transit center by bicycle; providing adequate bicycle parking and providing connectivity to the San Rafael bicycle network would support improved access for these riders.

At the time of the transit ridership data collection for this proposed project (2017), SMART had recently opened its initial operating segment and had yet to extend to Larkspur. At the time, the SMART system observed an average of 2,100 weekday boardings; detailed station level ridership information was not made available. Anecdotally, the Downtown San Rafael Station is known to be one of the busiest in the system. It is anticipated that SMART transfer activity has changed since the period of data collection in 2017. With the extension of SMART to Larkspur, Route 31 was eliminated, which, at the time of the data collection, was the route with the highest level of transfer

¹ A pulse transit system establishes timed transfers between multiple routes in one location (or, in some cases, multiple locations) where buses wait for each other in order to allow passengers to transfer between them. In a pulse transit system, a transfer will often only mean a few minutes' wait.

activity with SMART at the San Rafael Transit Center. It is expected that SMART transfer activity to other routes will increase as SMART ridership increases.

Existing Pedestrian Facilities

The transit center is within Downtown San Rafael, which has high levels of pedestrian activity. The 4th Street corridor represents the primary commercial corridor in the Downtown area, with a number of businesses and shopping destinations, particularly west of Lincoln Avenue. Other important generators of pedestrian activity in the area include San Rafael High School (on the north side of 3rd Street east of US-101) and the BioMarin campus at the southwest corner of Lincoln Avenue and 2nd Street.

Most roadways in the study area, with the exception of portions of the south side of 2nd Street and the east side of Hetherton Street, include sidewalks. Crosswalks are provided at nearly all legs of each intersection, except for at certain locations along 2nd Street and 3rd Street. The crosswalk across the south leg of the Hetherton Street and 3rd Street intersection was recently removed by the City and replaced by a new crosswalk across the east leg of the same intersection. Signalized crosswalks are currently provided across both 4th Street and 5th Avenue at West and East Tamalpais Avenue.

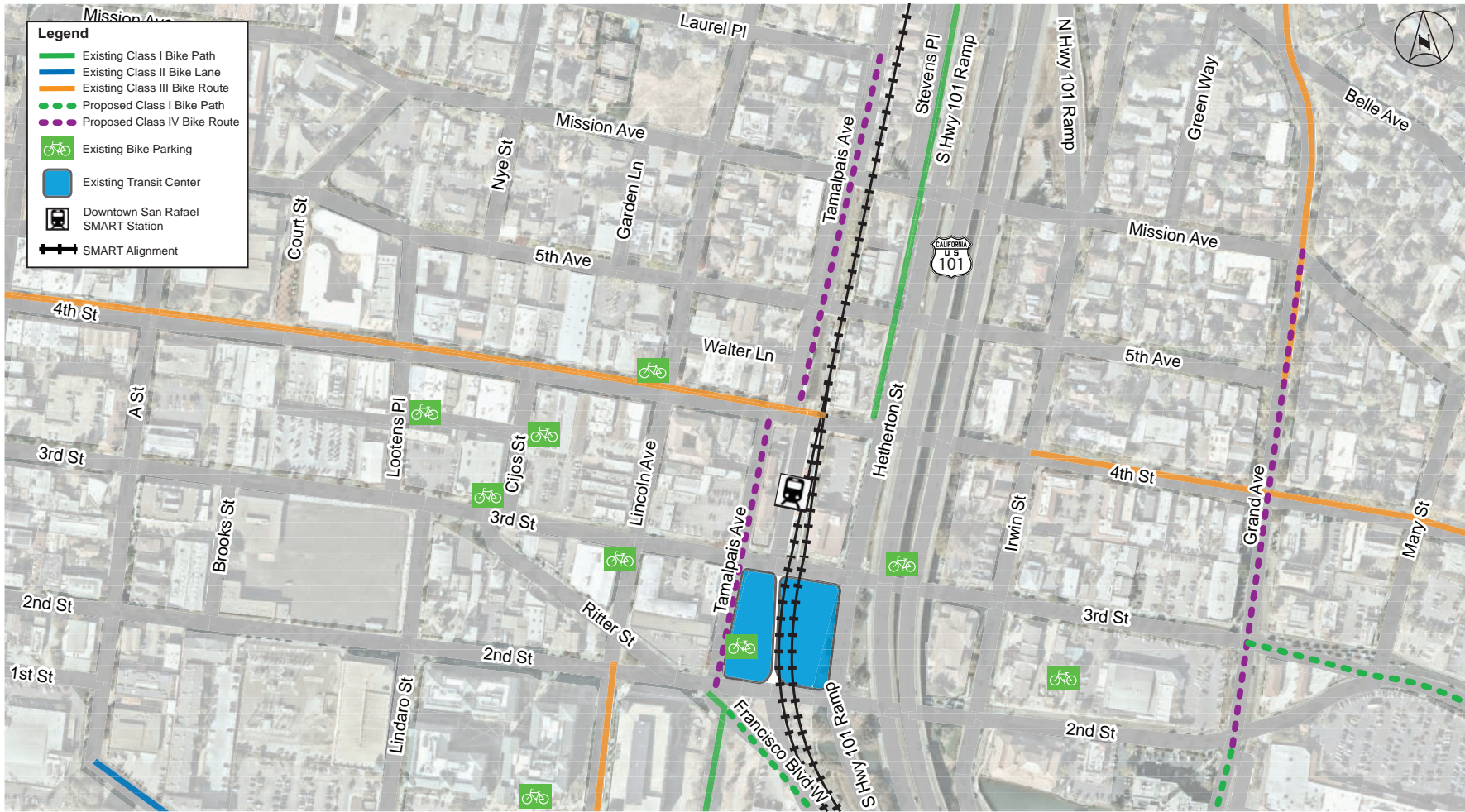
Intersection pedestrian counts were collected for the preparation of the proposed project Transportation Summary Report in January 2020 during the morning peak hours (7 a.m. to 9 a.m.) and the evening peak hours (4 p.m. to 6 p.m.) concurrent with the vehicle data collection. The busiest intersections for pedestrian travel in the study area were recorded as 3rd Street and Tamalpais Avenue (229 pedestrians in the morning peak hours and 276 pedestrians in the evening peak hours) and 4th Street and Lincoln Avenue (151 pedestrians in the morning peak hours and 312 pedestrians in the evening peak hours) A detailed description of pedestrian volumes for all study intersections during peak hours is summarized in the Transportation Summary Report.

Existing Bicycle Facilities

The following bicycle facilities are close to the project area and are shown on Figure 3.14-6:

- Puerto Suello Bike Path: A class I north-south off-street trail that runs along the east side of Hetherton Street and has a southern terminus at 4th Street
- Mahon Creek Path: A class I east-west off-street trail that runs along San Rafael Creek and through the BioMarin campus
- Class III east-west bicycle route on 4th Street throughout the study area, with a gap between Hetherton Street and Irwin Street
- Class III north-south bicycle route on Lincoln Avenue with a northern terminus at 2nd Street
- Class III north-south bicycle route on Grand Avenue with a southern terminus at 5th Avenue

Existing bicycle parking at the existing transit center consists of two racks with a capacity for eight bicycles each. Additionally, there are 10 U-shaped bicycle racks and four bicycle lockers along the east side of West Tamalpais Avenue, immediately north of 4th Street.



Source: Kimley-Horn, 2021.

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3.14.2 Environmental Impacts

Impacts for the build alternatives are presented together unless they differ substantially among alternatives.

3.14.2.1 Methodology

With the implementation of SB 743 in July 2020, automobile delay, as described solely by LOS or similar measures of vehicular capacity or traffic congestion, is no longer considered a significant impact on the environment. Instead, lead agencies must prove that their selected analysis methodology aligns with SB 743's goals to promote infill development, reduce greenhouse gases, and reduce VMT.

The Transportation Study Report prepared for the proposed project included a review of existing local regulations related to transportation, VMT, and how proposed changes in roadway conditions would potentially affect hazards and emergency access in the study area. Forecasting software was used to model future conditions of the no-build and build alternatives under Existing (Year 2020) and Year 2040 conditions. The modeling completed in the Transportation Summary Report was used to determine when changes associated with the proposed project may conflict with applicable transportation plans, policies, or regulations and to determine if the implementation of the proposed project would affect VMT in the study area. A detailed description of modeling completed for the transportation analysis can be found in the Transportation Summary Report completed for the proposed project (Appendix C).

Existing Conditions Data Collection

The transportation analysis of existing conditions is based on data collected by the project team and information provided by Golden Gate Transit, Marin Transit, the City of San Rafael, TAM, and SMART.

The project team collected turning movement volumes during a.m. and p.m. peak hours, including bicycle and pedestrian volumes, at 42 study intersections in January 2020. These represent conditions prior to the impact of the coronavirus pandemic.

All transit information documented and analyzed in this report reflects pre-COVID-19 conditions. Golden Gate Transit, Marin Transit, and SMART provided information on existing transit routes and schedules for pre-COVID-19 conditions.

MTC provided Clipper transfer data, which were supplemented by farebox data provided by Golden Gate Transit and Marin Transit to determine transfer activity at the existing transit center.

Golden Gate Transit and Marin Transit provided on-board survey data, which were used to determine activity patterns at the existing transit center and modes of access and egress.

3.14.2.2 Thresholds of Significance

The following State CEQA Guidelines Appendix G thresholds identify significance criteria to be considered for determining whether a project could have significant impacts related to transportation and traffic.

Would the proposed project:

- Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities?
- Conflict or be inconsistent with CEQA Guidelines § 15064.3, subdivision (b)?
- Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?
- Result in inadequate emergency access?

State CEQA Guidelines Section 15064.3, Subdivision (b), refers to guidelines relating to analyzing potential impacts using VMT as a threshold of significance. These guidelines went into effect in the City of San Rafael on July 1, 2020. Therefore, a detailed discussion of LOS and traffic congestion is not included in this analysis but is provided in the Transportation Summary Report prepared for the proposed project (Appendix C). LOS and traffic congestion are only discussed in this analysis when changes associated with the proposed project may conflict with any applicable transportation plan, policy, or regulation that was adopted for the purpose of avoiding or mitigating congestion impacts.

3.14.2.3 Impacts

Conflict with a Program, Plan, Ordinance, or Policy Addressing the Circulation System, Including Transit, Roadway, Bicycle, and Pedestrian Facilities

Construction

All Build Alternatives

For all build alternatives, construction would occur within dense urban settings surrounded by a mix of land uses including commercial, retail, civic/institutional, and residential uses. Construction can be expected to occur at any of the four build alternative locations. Section 3.14.1.1, Regulatory Setting, provides a summary of the applicable plans, ordinances, and policies establishing performance of the circulation system for the regional, county, and City jurisdictions where the build alternatives would be located.

To reduce construction-related impacts, such as access disruption and traffic congestion, on adjacent land uses and roadways, a Traffic Control Plan, as described in Chapter 2, Project Description, would be implemented. The Traffic Control Plan would minimize obstructions at all major thoroughfares, which would help to ensure continued traffic access to the project area and nearby properties. The Traffic Control Plan would be developed in coordination with the City of San Rafael, emergency providers, and transit in the region and include provisions for construction truck marshaling to prevent congestion from construction traffic on roads leading to and from the project area. As necessary, this plan would include detours and provisions for clear signage. Therefore, with regard to potentially conflicting with a program, plan, ordinance, or policy addressing the circulation system during construction, including transit, roadway, bicycle, and pedestrian facilities, a *less-than-significant* impact would occur.

Operations

Move Whistlestop Alternative

As shown in Table 3.14-4, the Move Whistlestop Alternative would be generally consistent with existing transportation regulations and policies included in *The City of San Rafael General Plan 2020* and Draft *San Rafael General Plan 2040*. This is because the Move Whistlestop Alternative is a transit-supportive project that would construct new transit facilities adjacent to the existing transit center. The proposed transit facilities would not directly result in increased transit service compared to service at the existing transit center. However, the proposed facilities would improve the efficiency of bus operations and create operational flexibility for movements into and out of the transit center. Therefore, the improvements may simplify future expansion of transit service; however, no expansion of transit services is currently planned. While not a part of this proposed project, future improvements in transit service would be anticipated to result in trips shifting from automobile to public transit, thereby reducing vehicle traffic on the regional roadway network.

Once operational, the Move Whistlestop Alternative would generally result in a reduction in the average delay at the congested intersections under Year 2020 conditions. This reduction in average intersection delay would be consistent with policies and programs of *The City of San Rafael General Plan 2020* and Draft *San Rafael General Plan 2040* identified in Table 3.14-4. Additionally, despite some localized traffic delay under Year 2020 conditions, operations of all build alternatives would generally improve travel time along corridors in the study area and would be consistent with traffic standards identified in *The City of San Rafael General Plan 2020* and Draft *San Rafael General Plan 2040*.

As shown in Table 3.14-4, the Move Whistlestop Alternative would be consistent with the regional plans of the MTC, TAM, and the City, and would support transit services in Marin County. While the findings of the Transportation Summary Report (Appendix C) did identify some minor inconsistencies with Policy C-5 of *The City of San Rafael General Plan 2020* for this alternative under Year 2040 conditions, including increased delays at 5th Street and Court Street during p.m. hours, congestion in the project vicinity under the Move Whistlestop Alternative would be similar or improved under 2040 conditions. Additionally, Policy M.2-5 of the Draft *San Rafael General Plan 2040* would supersede Policy C-5 upon approval and would exempt intersections and arterials within the boundaries of Downtown San Rafael from LOS or congestion consistency analysis.

The Transportation Summary Report (Appendix C) also found minor inconsistencies with Policy C-29 (Better Use of Existing Parking) of *The City of San Rafael General Plan 2020* and Policy M-7.1 (Optimize Existing [Parking] Supply) of the Draft *San Rafael General Plan 2040*; however, parking availability in the project vicinity would be optimized according to existing use patterns following the completion of project construction and would benefit from improved transit access associated with project implementation. Therefore, the Move Whistlestop Alternative would not substantially conflict with any applicable transportation plan, policy, or regulation, and the impact would be ***less than significant***. No mitigation is required.

Adapt Whistlestop Alternative

Impacts from the Adapt Whistlestop Alternative related to transportation regulations and policies shown in Table 3.14-4 would generally be consistent with impacts associated with the Move Whistlestop Alternative, described above.

As described in detail in the Transportation Summary Report (Appendix C) prepared for the proposed project, the Adapt Whistlestop Alternative would not include any geometric changes or forecasted roadway conditions that would significantly conflict with transportation regulations and policies identified in *The City of San Rafael General Plan 2020* and Draft *San Rafael General Plan 2040*. While the findings of the Transportation Summary Report did identify some minor inconsistencies with Policy C-5 of *The City of San Rafael General Plan 2020* for this alternative under Year 2040 conditions, including increased delays at 5th Street and Court Street during p.m. hours, congestion in the project vicinity under the Adapt Whistlestop Alternative would be similar or improved under 2040 conditions. Additionally, Policy M.2-5 of the Draft *San Rafael General Plan 2040* would supersede Policy C-5 upon approval and would exempt intersections and arterials within the boundaries of Downtown San Rafael from LOS or congestion consistency analysis..

The Transportation Summary Report also found minor inconsistencies with Policy C-29 (Better Use of Existing Parking) of *The City of San Rafael General Plan 2020* and Policy M-7.1 (Optimize Existing [Parking] Supply) of the Draft *San Rafael General Plan 2040*, similar to the Move Whistlestop Alternative; however, parking availability in the project vicinity would be optimized according to existing use patterns following the completion of project construction and would benefit from increases in transit access associated with project implementation. Therefore, the Adapt Whistlestop Alternative would not substantially conflict with any applicable transportation plan, policy, or regulation, and the impact would be **less than significant**. No mitigation is required.

4th Street Gateway Alternative

According to the findings of the Transportation Summary Report (Appendix C), the 4th Street Gateway Alternative would result in multiple inconsistencies with *The City of San Rafael General Plan 2020* and Draft *San Rafael General Plan 2040*. These inconsistencies would result from increased intersection delays, longer corridor travel times, and gridlock conditions under Year 2040 conditions that would conflict with Policy C-5 of *The City of San Rafael General Plan 2020* and therefore result in a **significant** impact related to the implementation of this plan. Additionally, the forecasted Year 2040 conditions associated with the 4th Street Gateway Alternative would be inconsistent with Program M-2.4B of the Draft *San Rafael General Plan 2040*. The 4th Street Gateway Alternative would be inconsistent with Program M-2.4B, as it would substantially increase vehicle idling time in the project vicinity under Year 2040 conditions. The 4th Street Gateway Alternative would also be partially inconsistent with Program M-2.2B and Policy M-2.5 of the Draft *San Rafael General Plan 2040*, due to the substantial increases in vehicle idling time in the project vicinity under Year 2040 conditions and the removal of the southbound right-turn from Hetherton Street to 4th Street. However, the 4th Street Gateway Alternative remains partially consistent with Program M-2.2B, as it supports efforts of the City Traffic Engineer to prioritize safety in the project vicinity while configuring and reconfiguring street patterns. Additionally, while the 4th Street Gateway Alternative would result in substantial increases in vehicle idling time in the project vicinity under Year 2040 conditions, this alternative would not be subject to LOS standards due to the Policy M-2.5(c) Downtown Standards, resulting in partial consistency with the policy. The alternative's inconsistencies with *The City of San Rafael General Plan 2020* and Draft *San Rafael General Plan 2040* would interfere with the implementation of future land use development and long-term roadway improvements identified by these plans. Mitigation for these inconsistency impacts is considered infeasible due to the existing level of development in the City and the planned future development identified in *The City of San Rafael General Plan 2020* and Draft *San Rafael General Plan 2040*.

Therefore, impacts associated with the 4th Street Gateway Alternative would remain **significant and unavoidable** under Year 2040 conditions.

Under the Freeway Alternative

Impacts from the Under the Freeway Alternative on transportation regulations and policies shown in Table 3.14-4 would generally be consistent with impacts associated with the Move Whistlestop Alternative, described above.

As described in detail in the Transportation Summary Report (Appendix C) prepared for the proposed project, the Under the Freeway Alternative would not include any geometric changes or forecasted roadway conditions that would significantly conflict with transportation regulations and policies identified in *The City of San Rafael General Plan 2020* and *Draft San Rafael General Plan 2040*. While the findings of the Transportation Summary Report did identify some minor inconsistencies with Policy C-5 of *The City of San Rafael General Plan 2020* for this alternative under Year 2040 conditions, including allowing intersections to continue to operate with high levels of delay, the Under the Freeway Alternative would not result in additional delays at intersections under Year 2040 conditions and would generally improve congestion in the project vicinity. Additionally, Policy M.2-5 of the *Draft San Rafael General Plan 2040* would supersede Policy C-5 upon approval and would exempt intersections and arterials within the boundaries of Downtown San Rafael from LOS or congestion consistency analysis.

The Transportation Summary Report also found minor inconsistencies with Policy C-29 (Better Use of Existing Parking) of *The City of San Rafael General Plan 2020* and Policy M-7.1 (Optimize Existing [Parking] Supply) of the *Draft San Rafael General Plan 2040*, similar to the Move Whistlestop Alternative; however, the Under the Freeway Alternative contains additional minor inconsistencies in relation to Program-4.3 (Arrival Experience) and Policy M-4.7 (Intermodal Transit Hub), and substantial inconsistencies with Policy M-7.9 (Parking for Transit Users) and Program M-7.9A (Commuter Parking) of the *Draft San Rafael General Plan 2040*.

As described in Section 3.1, Aesthetics, the Under the Freeway Alternative would create a transit center that does not have the same pedestrian-scale feeling as the other three build alternatives. While implementation of the planned aesthetic treatments for the Under the Freeway Alternative would improve the aesthetics associated with the area under the freeway, this alternative would result in a lower positive experience for transit users arriving in the City, resulting in only partial consistency with Program M-4.3 (Arrival Experience) and Policy M-4.7 (Intermodal Transit Hub) of the *Draft San Rafael General Plan 2040*. Additionally, the Under the Freeway Alternative would be located in an area under the freeway that is currently being utilized as a Caltrans park-and-ride lot and as additional parking for the existing SMART stations and San Rafael Transit Center. Replacement parking has yet to be located for the lots that would be lost due to this alternative, and any replacement parking identified may not be in Downtown San Rafael, resulting in **significant** impacts related to the implementation of Policy M-7.9 (Parking for Transit Users) and Program M-7.9A (Commuter Parking) of the *Draft San Rafael General Plan 2040*. Mitigation for these parking policy inconsistencies and/or replacement parking within Downtown San Rafael may be infeasible due to the existing level of development in the City and the planned future development identified in *The City of San Rafael General Plan 2020* and *Draft San Rafael General Plan 2040*. Therefore, impacts associated with inconsistency with parking policies for the Under the Freeway Alternative would remain **significant and unavoidable** under Year 2040 conditions.

Mitigation Measures

No feasible mitigation measures have been identified.

Level of consistency key: ○ = Not consistent; ● = Partially consistent; ● = Consistent

Table 3.14-4. Consistency with Applicable Transportation Goals and Policies

Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
MTC's Plan Bay Area 2040	Plan Bay Area 2040 provides a roadmap for accommodating projected household and employment growth in the Bay Area by 2040 as well as a transportation investment strategy for the region. Plan Bay Area 2040 details how the Bay Area can make progress toward the region's long-range transportation and land use goals while meeting greenhouse gas reduction targets set by the California Air Resources Board. Plan Bay Area 2040 does not fund specific transportation projects or changes local land use policies.	●	●	●
City of San Rafael General Plan 2020 (Transportation Policies)	Policy C-1. Regional Transportation Planning. Actively coordinate with other jurisdictions, regional transportation planning agencies, and transit providers to expand and improve local and regional transportation choice. Work cooperatively to improve transit and paratransit services, achieve needed highway corridor improvements, and improve the regional bicycling network. As part of this effort, support implementation of Marin County's 25-Year Transportation Vision.	●	●	●
	Program C-1a. Participation in CMA, MTC and Other Regional Transportation Planning Efforts. Continue to participate in and monitor activities of regional transportation planning agencies, including but not limited to the Transportation Authority of Marin and the Metropolitan Transportation Commission, and actively support implementation of Marin County's 25-Year Transportation Vision.	●	●	●
	Program C-3a. Transportation Technology. Use the most effective technologies in managing the City's roadways and congestion. For example, support timed connections at transit hubs, and promote the use of transportation information systems.	●	●	●
	Policy C-4. Safe Roadway Design. Design of roadways should be safe and convenient for motor vehicles, transit, bicycles and pedestrians. Place highest priority on safety. In order to maximize safety and multimodal mobility, the City Council may determine that an intersection is exempt from the applicable intersection level of service standard where it is determined that a circulation improvement is needed for public safety considerations, including bicycle and pedestrian safety, and/or transit use improvements.	●	●	●

Level of consistency key: ○ = Not consistent; ◐ = Partially consistent; ● = Consistent

Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	Program C-4a. Street Pattern and Traffic Flow. Support efforts by the City Traffic Engineer to configure or re-configure street patterns so as to improve traffic flow and turning movements in balance with safety considerations and the desire not to widen roads.	●	◐	●
	Program C-4b. Street Design Criteria to Support Alternative Modes. Establish street design criteria to the extent permitted by State law to support alternative transportation modes to better meet user needs and minimize conflicts between competing modes.	●	◐	●
	Policy C-5. Traffic Level of Service Standards.			
	A. Intersection LOS. In order to ensure an effective roadway network, maintain adequate traffic levels of service (LOS) consistent with standards for signalized intersections in the a.m. and p.m. peak hours, i.e., LOS D Citywide except as noted for the Mission Avenue/Irwin Street (LOS F), and 3rd Street/Union Street (LOS E).			
	B. Exemptions. Signalized intersections at Highway 101 and Interstate 580 on-ramps and off-ramps are exempt from LOS standards because delay at these locations is affected by regional traffic and not significantly impacted by local measures.	◐	○	◐
	C. Evaluation of Project Merits. In order to balance the City’s objectives to provide affordable housing, maintain a vital economy and provide desired community services with the need to manage traffic congestion, projects that would exceed the level of service standards set forth above may be approved if the City Council finds that the benefits of the project to the community outweigh the resulting traffic impacts.			
	Policy C-8. Eliminating and Shifting Peak Hour Trips. Support efforts to limit traffic congestion through eliminating low occupancy auto trips or shifting peak hour trips to off-peak hours. Possible means include telecommuting, walking and bicycling, flexible work schedules, car and vanpooling and other Transportation Demand Management approaches	●	●	●

Level of consistency key: ○ = Not consistent; ● = Partially consistent; ● = Consistent

Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	Policy C-9. Access for Emergency Services. Provide safe routes for emergency vehicle access so that that emergency services can be delivered when Highway 101 or 580 are closed or congested with traffic.	●	○	●
	Policy C-11. Alternative Transportation Mode Users. Encourage and promote individuals to use alternative modes of transportation, such as regional and local transit, carpooling, bicycling, walking and use of low-impact alternative vehicles. Support development of programs that provide incentives for individuals to choose alternative modes.	●	●	●
	Program C-11e. Reduction of Single Occupancy Vehicles. Encourage developers of new projects in San Rafael, including City projects, to provide improvements that reduce the use of single occupancy vehicles. These improvements could include preferential parking spaces for carpools, bicycle storage and parking facilities, and bus stop shelters.	●	●	●
	Policy C-14. Transit Network. Encourage the continued development of a safe, efficient, and reliable regional and local transit network to provide convenient alternatives to driving.	●	●	●
	Program C-14a. Transit Network. Support Countywide efforts to sustain and expand Marin County’s transit network. Work with neighborhoods, employers, transit providers, transportation planning agencies and funding agencies to improve and expand regional transit to and from adjacent counties, increase local transit services, and provide responsive paratransit services.	●	●	●
	Policy C-16. Transit Information. Encourage the development and dissemination of local and regional transit information to facilitate greater use of transit systems. This includes service, educational and promotional information. Support efforts to provide transit information in languages other than English as needed.	●	●	●
	Program C-16a. Transit Information Dissemination. Encourage development and distribution of transit information through printed materials, kiosks, web sites, radio and television broadcasts, and other means. Provide transit information on the City’s website, at City offices open to the public and through other dissemination means. Include transit access information on City meeting notices and in notices for City-permitted events, and encourage merchants to provide.	●	●	●

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Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	<p>Policy C-17. Regional Transit Options. Encourage expansion of existing regional transit connecting Marin with adjacent counties, including basic service, express bus service, new commuter rail service, and ferry service.</p>	●	●	●
	<p>Program C-17a. SMART. Support the following design features for SMART commuter service within San Rafael:</p>			
	<p>1. Establish stations in Downtown and in the Civic Center that will serve as multi-modal commuter transit hubs.</p>			
	<p>2. Design stations and rail crossings safe for pedestrians and with minimal impacts on roadway traffic.</p>			
	<p>3. Support crossings at-grade through Downtown and strongly advocate for trains that are of a length that they avoid blocking traffic at an intersection.</p>	●	●	●
	<p>4. Ensure that new development adjacent to the rail line is set back a safe distance and adequately attenuates noise.</p>			
	<p>5. Encourage high-density transit-oriented development in the vicinity of the rail stations.</p>			
	<p>6. Include noise mitigation as described in policy N-9 (Sonoma Marin Area Rail Transit).</p>			
	<p>7. Provide a north/south bike/pedestrian path on or adjacent to the railroad right-of-way.</p>			
	<p>Policy C-18. Local Transit Options. Support improvement and expansion of local transit options including local bus, shuttle and taxi services.</p>			
	<p>a) Local Bus Service. Support efforts to improve bus routing, frequency and stop amenities to meet local needs.</p>			
	<p>b) Local Shuttles. Support efforts to create shuttle services as they become feasible to serve specialized populations and areas of San Rafael. If rail service is developed, support shuttle service connections between rail stations and major employers.</p>	●	●	●
	<p>c) Other Local Transit. Support Dial-A-Ride and taxi services serving San Rafael.</p>			
	<p>Program C-18a. Improved Bus Stops. Continue to support efforts to improve bus stops to provide a safe and convenient experience for riders. Allow commercial advertising to fund bus stop upgrades and maintenance.</p>	●	●	●

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Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	Policy C-19. Paratransit Options. Encourage expansion of paratransit services as needed to serve specialized populations including seniors and persons with disabilities.	●	●	●
	Policy C-20. Intermodal Transit Hubs. Support efforts to develop intermodal transit hubs in Downtown and at the Civic Center to provide convenient and safe connections and support for bus, rail, shuttle, bicycle, and pedestrian users, as well as automobile drivers using transit services. Hubs should include secure bicycle parking and efficient drop-off and pick-up areas without adversely affecting surrounding traffic flow. Reference the Downtown Station Area Plan and the Civic Center Station Area Plan, which address and present recommendations for transportation and access improvements to transit within a half mile radius of the two SMART stations.	●	●	●
	Program C-20a. Transit Hubs. Work with Marin County, the Marin County Transit District, SMART Commission, the Golden Gate Bridge Transportation District, and other regional agencies to ensure that intermodal transit hubs are designed to be convenient and safe for San Rafael users. Work with SMART on the design of the new rail stations and the transit center interaction with the rail service.	●	●	●
	Policy C-26. Bicycle Plan Implementation. Make bicycling and walking an integral part of daily life in San Rafael by implementing the San Rafael’s Bicycle and Pedestrian Master Plan.	●	●	●
	Program C-26a Implementation. Implement provisions of the Bicycle and Pedestrian Master Plan in conjunction with planned roadway improvements or through development or redevelopment of properties fronting on the proposed routes.	●	●	●
	Policy C-27. Pedestrian Plan Implementation. Promote walking as the transportation mode of choice for short trips by implementing the pedestrian element of the City’s Bicycle and Pedestrian Master Plan. In addition to policies and programs outlined in the Bicycle and Pedestrian Plan, provide support for the following programs.	●	●	●
	Program C-27f. Disabled Access. Continue efforts to improve access for those with disabilities by complying with Federal and State requirements of the Americans with Disabilities Act (ADA). Seek to incorporate ADA improvements into street and sidewalk projects. Develop a program identifying street barriers to pedestrian access, and prioritize curb cut and ramp improvements.	●	●	●

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Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	Policy C-29. Better Use of Parking Resources. Improve use of existing parking and create new parking opportunities through innovative programs, public/private partnerships and cooperation, and land use policies.	●	●	●
	Policy C-30. Downtown Parking. Optimize the use of parking spaces Downtown.	●	●	●
	Policy C-32. Parking for Alternative Modes of Transportation. Use preferential parking as an incentive to encourage alternative modes of transportation.	●	●	●
	Policy SU-1. Land Use. Implement General Plan land use policies to increase residential and commercial densities within walking distance of high frequency transit centers and corridors.	●	●	●
	Policy SU-2. Promote Alternative Transportation. Decrease miles traveled in single-occupant vehicles.	●	●	●
	Program SU-2c. Bus Service. Support Marin Transit and the Transportation Authority of Marin in the planning, funding and implementation of additional transit services that are cost-effective and responsive to existing and future transit demand.	●	●	●
	Program SU-2e. Sidewalk and Street Improvements. Continue to implement sidewalk and bicycle improvements in accordance with the adopted Bicycle and Pedestrian Master Plan and the Safe Routes to School program.	●	●	●
Draft San Rafael General Plan 2040	Policy M-1.1: Regional Transportation Planning. Actively coordinate with other jurisdictions, agencies, and service providers to improve the local and regional transportation system and advocate for the City’s interests. Work cooperatively to improve transit and paratransit services, achieve needed highway improvements, and improve the regional bicycle and pedestrian networks.	●	●	●
	Program M-1.1A: Participation in Countywide and Regional Transportation Planning. Actively participate in the planning activities of the Transportation Authority of Marin, the Metropolitan Transportation Commission, SMART, and other transportation agencies and support implementation of cost-effective regional plans and programs.	●	●	●
	Program M-1.1B: Public Information About Transportation. Provide timely information and opportunities for public input on transportation issues and projects through workshops, neighborhood meetings, social media, staff reports, and other means.	●	●	●

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Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	Policy M-2.2. Safety. Design a transportation system that is safe and serves people using all modes of travel. Higher levels of congestion may be accepted at particular intersections if necessary to ensure the safety of all travelers, including pedestrians, bicycles, motorists, and transit users.	●	●	●
	Program M-2.2B. Street Pattern and Traffic Flow. Support efforts by the City Traffic Engineer to configure or re-configure street patterns to improve traffic flow and turning movements while prioritizing safety.	●	◐	●
	Policy M-2.4: Transportation Efficiency. Undertake improvements that manage lane capacity, traffic flow, and intersections more efficiently.	●	◐	●
	Program M-2.4B: Reducing Vehicle Idling. Support transportation network improvements to reduce vehicle idling, including synchronized signal timing.	●	○	●

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Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	<p>Policy M-2.5. Traffic Level of Service. Maintain traffic LOS standards that ensure an efficient roadway network and provide a consistent basis for evaluating the transportation effects of proposed development projects on local roadways. These standards shall generally be based on the performance of signalized intersections during the a.m. and p.m. peak hours. Arterial LOS standards may be used in lieu of (or in addition to) intersection LOS standards in cases where intersection spacing and road design characteristics make arterial LOS a more reliable and effective tool for predicting future impacts.</p> <p>A. Intersection LOS. LOS “D” shall be the citywide standard for intersections, except for intersections noted in the General Plan.</p> <p>B. Arterial Standards. LOS “D” shall be the citywide standard for arterials, except for roadways noted in the General Plan.</p> <p>C. Downtown Standards. Intersections and arterials within the boundaries of the Downtown San Rafael Precise Plan are not subject to LOS standards, recognizing their unique context, operation, and physical constraints, as well as their multi-modal character. Proactive measures shall be taken to address and manage Downtown congestion, evaluate and reduce the impacts of new development on the transportation network, and ensure the long-term functionality of streets and intersections. Traffic shall be monitored and evaluated to identify the need for improvements to ensure that Downtown streets adequate serve both local and regional traffic.</p> <p>D. Additional Provisions for Roads Operating at LOS “E” or “F.” Where the adopted standard is LOS “E” or “F,” measures should be taken to avoid further degradation of traffic conditions. Projects impacting roads operating at LOS “F” may still be subject to requirements to offset those impacts as a condition of approval.</p>	●	○	●

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Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	<p>Policy M-2.7: Proposed Mobility Improvements. Use Table 10-1 (Proposed Mobility Improvements) as the basis for transportation network improvements over the next 20 years. The improvements shown are intended to balance the City’s goals of managing congestion, reducing vehicle miles traveled, and enhancing mobility and safety. Specific improvements will be implemented as conditions require and will be refined during the design phase. Table 10-1 may be amended as needed to reflect other design solutions and priorities, subject to City Council approval. Improvements will be implemented through the Capital Improvements Program using a variety of funding sources and may be subject to further environmental review.</p>	●	●	●
	<p>Policy M-3.1: VMT Reduction. Achieve State-mandated reductions in Vehicle Miles Traveled by requiring development and transportation projects to meet specific VMT metrics. In the event a proposed project does not meet these metrics, require measures to reduce the additional VMT associated with the project, consistent with thresholds approved by the City Council.</p>	●	●	●
	<p>Policy M-3.3: Transportation Demand Management. Encourage, and where appropriate require, transportation demand measures that reduce VMT and peak period travel demand. These measures include, but are not limited to, transit passes and flextime, work schedules, pedestrian and bicycle improvements, ridesharing, and changes to project design to reduce trip lengths and encourage cleaner modes of travel.</p>	●	●	●
	<p>Policy M-3.5: Alternative Transportation Modes. Support efforts to create convenient, cost-effective alternatives to single passenger auto travel. Ensure that public health, sanitation, and user safety is addressed in the design and operation of alternative travel modes.</p>	●	●	●
	<p>Policy M-3.7: Design Features that Support Transit. For projects located in or near transit hubs such as Downtown San Rafael, incorporate design features that facilitate walking, cycling, and easy access to transit.</p>	●	●	●
	<p>Policy M-4.1: Sustaining Public Transportation. Support a level of transit service frequency and routing that promotes transit usage, avoids overcrowding, and makes transit an attractive alternative to driving.</p>	●	●	●

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Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	Program M-4.1C: Partnerships. Encourage partnerships between local transit service providers to avoid redundancy, maximize coverage and efficiency, and improve transfers between transit systems.	●	●	●
	Program M-4.1D: Transit for Tourism. Support efforts to provide effective transit options for visitors to West Marin and other County tourist destinations, in order to reduce regional traffic flow through San Rafael.	●	●	●
	Program M-4.1E: Transit Information. Encourage the development and dissemination of information to facilitate transit use. This includes real-time, multi-lingual information on bus arrivals, departures, transfers, and routes. In addition, the City should include information on transit access on notices of City meetings and provide links to transit websites from its own website.	●	●	●
	Program M-4.1F: Public Health. Work with transit service providers to effectively respond to service and design challenges associated with rider safety during and after public health emergencies.	●	●	●
	Policy M-4.2: Regional Transit Options. Encourage expansion of regional transit connecting Marin with adjacent counties, including basic and express bus service, rail, and ferry service.	●	●	●
	Program M-4.2A: Regional Bus Service. Support expansion of regional bus service to and from other Bay Area counties, including expanded express bus service along the 101 and 580 corridors, and continued bus and shuttle service to the region’s airports.	●	●	●
	Policy M-4.3: SMART Improvements. Maximize the potential benefits of Sonoma Marin Area Rail Transit (SMART) while minimizing potential conflicts between SMART trains, adjacent land uses, bicycle and pedestrian movement, and vehicle traffic circulation. City plans and programs related to SMART should be periodically evaluated based on changes in funding, operating costs, ridership, and other factors impacting service levels.	●	●	●
	Program M-4.3A: Rail Safety. Work with SMART to improve safety measures along the SMART tracks, reduce train noise, and avoid the blockage of intersections by trains.	●	●	●
	Program M-4.3B: Passenger Pickup and Drop-Off. Work with SMART on plans to improve passenger pick-up and drop-off, connectivity between trains and buses, and provisions for passenger parking (see also Policy M-7.9 on parking for transit users).	●	●	●

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Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	Program M-4.3C: Arrival Experience. Create a welcoming experience for passengers arriving at the Downtown San Rafael and Civic Center stations, including wayfinding signage, easy transfers, and clearly marked, well lit pathways to nearby destinations.	●	●	○
	Program M-4.3E: Downtown Crossings. Continue to work with SMART to reduce congestion related to grade-level train crossings in Downtown San Rafael. Encourage SMART to assess the potential cost, as well potential funding sources, to elevate the tracks through Downtown.	●	●	●
	Policy M-4.4: Local Transit Options. Encourage local transit systems that connect San Rafael neighborhoods, employment centers, and other destinations.	●	●	●
	Program M-4.4A: Local Bus Service. Support Marin Transit and Golden Gate Transit efforts to improve bus routing, frequency, and equipment, and to keep bus fares affordable.	●	●	●
	Program M-4.4B: Improved Bus Stops. Support efforts to improve bus stops and shelters to provide a safe and pleasant experience for riders. Allow commercial advertising to fund bus shelter upgrades and maintenance.	●	●	●
	Program M-4.4C: Local Shuttle Programs. Support efforts to create financially feasible shuttle, jitney, and circulator bus services to connect passengers arriving at the San Rafael Transit Center and SMART stations to their destinations.	●	●	●
	Policy M-4.6: Paratransit Options. Encourage expansion of paratransit and flexible route services as needed to serve specialized populations including seniors, students, and persons with disabilities.	●	●	●
	Program M-4.6A: Other Local Transit. Support Dial-A-Ride, taxi, and transportation network company (TNC) services serving San Rafael.	●	●	●
	Program M-4.6B: Paratransit Service. Support continued Whistlestop Wheels service and expanded regional paratransit services where needed.	●	●	●
	Policy M-4.7: Intermodal Transit Hubs. Support efforts to develop intermodal transit hubs in Downtown and North San Rafael to provide safe, convenient connections for all travelers. Such hubs should include secure bicycle parking, EV charging stations, and efficient drop-off and pick-up areas and create a positive experience for those arriving in San Rafael.	●	●	○

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Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	<p>Program M-4.7A: Transit Center Relocation. Complete the relocation process for the San Rafael Transit Center. Design of the facility should consider the effects on local street congestion and the safety of those walking or bicycling to and from the facility. Continue to work with transit service providers to coordinate schedules, transfers, and routing in a manner that is convenient for San Rafael travelers.</p>	●	●	●
	<p>Program M-4.7B: First Mile/ Last Mile Trips. Work with TAM, transit agencies, neighborhood groups, and the local business community to improve options for “first mile/ last mile” trips connecting regional transit hubs to nearby destinations.</p>	●	●	●
	<p>Program M-4.7C: Implementation of Other Plans. Implement the recommendations of the Downtown Precise Plan, the Downtown Station Area Plan, and the Civic Center Station Area Plan for coordination of transit services and improvement of connections between travel modes.</p>	●	●	●
	<p>Program M-5.1B: Emergency Access Considerations. Ensure that road redesign projects, including bicycle and pedestrian improvements, maintain evacuation capacity and emergency vehicle response time, particularly along designated evacuation routes.</p>	●	●	●
	<p>Policy M-6.1: Encouraging Walking and Cycling. Wherever feasible, encourage walking and cycling as the travel mode of choice for short trips, such as trips to school, parks, transit stops, and neighborhood services. Safe, walkable neighborhoods with pleasant, attractive streets, bike lanes, and sidewalks should be part of San Rafael’s identity.</p>	●	●	●
	<p>Program M-6.1A: Bicycle and Pedestrian Master Plan Implementation. Maintain San Rafael’s Bicycle and Pedestrian Master Plan (BPMP) and update the Plan as required to ensure eligibility for grant funding. The BPMP should be a guide for investment in pedestrian and bicycle infrastructure, and for programs to make walking and cycling a safer, more convenient way to travel.</p>	●	●	●
	<p>Program M-6.1B: Station Area Plans. Implement the pedestrian and bicycle improvements in the 2012 Downtown Station Area Plan and the 2012 Civic Center Station Area Plan.</p>	●	●	●

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Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	Policy M-6.2: Pedestrian and Bicycle Safety. Identify, prioritize, and implement pedestrian and bicycle safety improvements in order to reduce collisions and injuries, and eliminate fatalities.	●	●	●
	Program M-6.2A: Implementation of Safety Measures. Implement pedestrian and bicycle safety measures as described in the 2018 BPMP, including ADA compliant curb ramps, curb extensions in business districts, median refuge islands, active warning beacons, painted bike “boxes” at intersections, and signal phasing adjustments in areas with high bicycle volumes.	●	●	●
	Program M-6.2B: Vision Zero. Consistent with the BPMP, support a “Vision Zero” approach to safety among pedestrians and cyclists, with the goal of eliminating severe injuries and fatalities.	●	●	●
	Policy M-6.3: Connectivity. Develop pedestrian and bicycle networks that connect residents and visitors to major activity and shopping centers, existing and planned transit, and schools. Work to close gaps between existing facilities. Funding and prioritization for projects should consider relative costs and benefits, including such factors as safety, number of potential users, and impacts on parking.	●	●	●
	Program M-6.3A: Implementation of Pathway Improvements. Implement the major pedestrian and bicycle pathway, intersection, and lane improvements included in adopted City plans.	●	●	●
	Program M-6.3C: Bicycle Parking. Create additional bicycle parking and storage capacity at the SMART stations and in Downtown San Rafael.	●	●	●
	Policy M-6.7: Universal Design. Design and construct bicycle and pedestrian facilities to serve people of all ages and abilities, including children, seniors, families, and people with limited mobility.	●	●	●
	Program M-6.7A: ADA Compliance. Continue efforts to improve access for those with disabilities, including compliance with Federal and State accessibility requirements.	●	●	●
	Program M-6.7B: Best Practices. Continue to construct bicycle and pedestrian facilities according to the most up-to-date local, state, and national best practices and design guidelines.	●	●	●

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Plan	Policy/Program	Move Whistlestop and Adapt Whistlestop Alternatives	4th Street Gateway Alternative	Under the Freeway Alternative
	Policy M-7.1: Optimizing Existing Supply. Optimize the use of the existing parking supply. Expand the supply where needed through innovative programs, public/private partnerships, and land use policies.	◐	◐	◐
	Policy M-7.4: Downtown Parking. Maintain a sufficient number of Downtown parking spaces to meet demand and support local businesses.	●	●	●
	Policy M-7.9: Parking for Transit Users. Support regional efforts to fund and construct commuter parking along transit routes, near commuter bus pads, and near inter-modal commuter hubs in order to support use of transit. Parking areas should include secure parking for carpools, bicycles and other alternative modes and should minimize neighborhood impacts.	●	●	○
	Program M-7.9A: Commuter Parking. Regularly evaluate the need for parking around the SMART stations and San Rafael Transit Center, as well as ways to meet that need.	●	●	○

Conflict or Be Inconsistent with CEQA Guidelines §15064.3, Subdivision (b)

State CEQA Guidelines Section 15064.3, Subdivision (b), specifies applicable criteria for analyzing transportation impacts. Specifically, it states the following:

Transportation projects that reduce, or have no impact on, vehicle miles traveled should be presumed to cause a less than significant transportation impact. For roadway capacity projects, agencies have discretion to determine the appropriate measure of transportation impact consistent with CEQA and other applicable requirements.

Construction

All Build Alternatives

Construction of the build alternatives would result in construction-related lane closures that could temporarily interfere with traffic circulation in the project area and cause roadway users to use alternate routes or circumvent the project area. The potential for construction to interfere with circulation and preferred routes in the project area would temporarily and intermittently result in minor increases in VMT in the project vicinity. As described in Chapter 2, Project Description, a Traffic Control Plan would be implemented to minimize obstructions at all major thoroughfares, which would help to ensure continued traffic access to the project area and reduce potential for traffic detours to result in increased VMT. As necessary, this plan would include detours and provisions for clear signage in areas identified in the Traffic Control Plan where temporary obstructions warrant changes to traffic circulation. A ***less-than-significant*** impact would occur.

Operations

All Build Alternatives

As discussed previously in regard to potential impacts related to programs, plans, ordinances, or policies addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities, the proposed transit facilities would not directly result in increased transit service compared to service at the existing transit center. While not a part of this proposed project, future improvements in transit service would be anticipated to result in trips shifting from automobile to public transit, thereby reducing vehicle traffic on the regional roadway network and reducing overall VMT. This reduction in VMT associated with a shift from automobile to transit would inherently be greater than any VMT increase that may result from additional bus service or pick-up/drop-off activity at the transit center. While there would be localized vehicle traffic (and associated VMT) traveling to/from the proposed transit center, the existing transit center is close to the proposed new transit center alternative sites and would result in a negligible change in VMT to the new facilities. Consistent with the provisions of State CEQA Guidelines Section 15064.3, Subdivision (b), the proposed project would not increase VMT; therefore, the impact would be ***less than significant***.

Mitigation Measures

No mitigation is required.

Substantially Increase Hazards Due to a Geometric Design Feature (e.g., Sharp Curves or Dangerous Intersections) or Incompatible Uses (e.g., Farm Equipment)

Construction

Move Whistlestop and Adapt Whistlestop Alternatives

During construction, the introduction of construction equipment, materials, and personnel has the potential to temporarily increase hazards in the project area, as these uses tend to be incompatible with typical Downtown travel and activities. All construction activities associated with these build alternatives would comply with all construction standard provisions, including federal, state, and local railroad and roadway safety standards established by the Federal Transit Administration, Caltrans, and all applicable City and county agencies responsible for maintenance of train and vehicle traffic. As a result, during construction these build alternatives would not substantially increase hazards due to design features or incompatible uses, and impacts would be *less than significant*.

4th Street Gateway Alternative

The 4th Street Gateway Alternative would redistribute traffic making southbound right turns from Hetherton Street to 4th Street. This would result from the removal of the right-turn movement at that location and the removal of transit traffic along East Tamalpais Avenue between 3rd Street and 4th Street. The 4th Street Gateway Alternative construction impacts would be the same as those of the Move Whistlestop and Adapt Whistlestop Alternatives outlined above. Therefore, the impact would be *less than significant*.

Under the Freeway Alternative

The Under the Freeway Alternative would not include any geometric changes to the network other than the location of transit center driveways. The Under the Freeway Alternative construction impacts would be the same as those of the Move Whistlestop and Adapt Whistlestop Alternatives outlined above. Therefore, the impact would be *less than significant*.

Operations

Move Whistlestop and Adapt Whistlestop Alternatives

Operations of the Move Whistlestop and Adapt Whistlestop Alternatives' transit center and associated transit movements would also comply with all geometric standard provisions, including federal, state, and local railroad and roadway safety standards, and all applicable City and county agency regulations responsible for maintenance of train and vehicle traffic. Operation conditions of the Move Whistlestop and Adapt Whistlestop Alternatives would redistribute existing traffic on Tamalpais Avenue between 3rd Street and 4th Street to other roadways in the project area and would convert this section of Tamalpais Avenue to transit-only. Therefore, the Move Whistlestop and Adapt Whistlestop Alternatives would be consistent with the operation of the existing transit center and would not substantially increase hazards due to design features or incompatible uses, resulting in *less-than-significant* impacts.

4th Street Gateway Alternative

The 4th Street Gateway Alternative would redistribute traffic making southbound right-turns from Hetherton Street to 4th Street. This would result from the removal of the right-turn movement at that location and the removal of transit traffic along East Tamalpais Avenue between 3rd Street and 4th Street. The 4th Street Gateway Alternative operation impacts would be the same as those of the Move Whistlestop and Adapt Whistlestop Alternatives outlined above. Therefore, the impact would be *less than significant*.

Under the Freeway Alternative

The Under the Freeway Alternative would not include any geometric changes to the network other than the location of transit center driveways. The Under the Freeway Alternative operation impacts would be the same as those of the Move Whistlestop and Adapt Whistlestop Alternatives outlined above. Therefore, the impact would be *less than significant*.

Mitigation Measures

No mitigation is required.

Result in Inadequate Emergency Access

Construction

All Build Alternatives

Construction of all build alternatives would result in construction-related lane closures that could temporarily interfere with the emergency response access in the vicinity of the project area. The potential for construction to interfere with the emergency response actions outlined in these plans would be temporary and intermittent. As described in Chapter 2, Project Description, a Traffic Control Plan would be implemented to minimize obstructions at all major thoroughfares, which would help to ensure continued emergency access to the project area and nearby properties. The Traffic Control Plan would be developed in coordination with emergency providers that provide services to the project area and include provisions for construction truck marshaling to prevent congestion from construction traffic on roads leading to and from the project area. As necessary, this plan would include detours and provisions for clear signage, including for emergency vehicles to use during emergency response. A *less-than-significant* impact would occur.

Operations

Move Whistlestop, Adapt Whistlestop, and Under the Freeway Alternatives

Operation impacts of the Move Whistlestop, Adapt Whistlestop, and Under the Freeway Alternatives are not anticipated to increase delays at existing SMART at-grade crossings in the project vicinity and therefore would have no impact on emergency access in this regard. The Move Whistlestop, Adapt Whistlestop, and Under the Freeway Alternatives operations would not increase SMART train frequency, gate-downtime, or the number of at-grade crossings in the project area. Additionally, emergency vehicles traveling on streets that cross the SMART at-grade crossings would experience similar access and delays under proposed project conditions compared to existing conditions.

Despite some localized traffic delay impacts under Year 2020 and Year 2040 conditions, emergency vehicle response times are a function of travel along the entire path from their base to the incident location. The proposed project is a transit-supportive project that would not increase VMT as a result of new trips and would generally reduce congestion in the Downtown San Rafael area. This broad-based congestion improvement is expected to more than offset the localized traffic delays identified under Year 2020 and Year 2040 conditions, resulting in a net improvement in emergency response times. As a result of these changes associated with Move Whistlestop, Adapt Whistlestop, and Under the Freeway Alternatives operations, impacts related to emergency vehicle access and emergency response times would be *less than significant*.

4th Street Gateway Alternative

In regard to operations of the 4th Street Gateway Alternative, the existing roadway network surrounding the existing and proposed transit center enables emergency vehicle access to all areas. Emergency vehicles often identify and use multiple routes dependent on the time of day and traffic conditions. Peak-hour traffic congestion generally does not result in delays for emergency vehicles, which have the right-of-way and often utilize multilane major arterials, such as 2nd Street, 3rd Street, 4th Street, Hetherington Street, and Irwin Street for access in Downtown San Rafael. Additionally, operations of the 4th Street Gateway Alternative are not anticipated to increase delays at existing SMART at-grade crossings in the project area and therefore would have no impact on emergency access in this regard. Therefore, despite some localized traffic delay impacts under Year 2020 and Year 2040 conditions, emergency vehicle access in the vicinity of the 4th Street Gateway Alternative site would experience *less-than-significant* impacts.

Mitigation Measures

No mitigation is required.

