

# City of Larkspur Rose Garden Community Facilities Parcel Master Plan

July 2013



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## INTRODUCTION

The City of Larkspur has long been dedicated to promoting vibrant community life through lifelong learning, historic and cultural events, and a broad array of recreational activities. At the core of community activity are the Larkspur Library and the Larkspur Recreation Department. Centrally located at City Hall, the Larkspur Library celebrates its centennial anniversary this year with continued high levels of service, well-attended programs for all ages, and a diverse physical and increasingly digital collection.

The Larkspur Parks and Recreation Department provides an impressive selection of more than 85 classes and programs to residents across all ages, from video game design to fencing and football. In addition, the Recreation Department coordinates special large-scale events and programs, including the popular annual Egg Hunt, Super Cool Summer School, and Larkspur walking tours.

While the Library and the Recreation Department continue to serve the community with exceptional programs and services, the City has recognized the need for improved and up-to-date facilities. The Library is overcrowded, with limited or no space to improve programming, seating, technology, or the collection. The Parks and Recreation Department, with office space and a community room in a modular unit adjacent to Hall Middle School, lacks adequate spaces for flexible programming, large events, and equipment storage.

## PROJECT BACKGROUND

In 2010, City Council approved the Rose Garden Precise Development Plan for a new housing neighborhood on a 16 acre site along Doherty Drive across from Hall Middle School and adjacent to Larkspur’s historic downtown district. With the approval of the single family homes, cottages, and senior condominiums planned for this site, a 2.43 acre parcel was dedicated for community facilities, park space, and recreational uses.

In July of 2012, City Council adopted a resolution to initiate “a master planning process to consider the potential of the site to accommodate a library, a community center, and other public gathering spaces, as well as the impacts to and uses in City Hall.” With this resolution, the City Council appointed an ad hoc committee comprising 15 community members to participate in the master planning process. Ten ex-officio ad hoc members were also appointed to represent the boards and commissions, Library Foundation, and local school districts.

In September of 2012, the City Council commissioned Group 4 Architecture, Research + Planning (Group 4) to facilitate the planning process and guide the ad hoc committee to a recommendation for the City Council to approve in spring of 2013.





## COMMUNITY PARTICIPATION

Highly participatory in approach, the ad hoc committee brought together a diverse set of community members representing a broad cross-section of the city. Together with Group 4 and City staff, the ad hoc Library And Recreation Community (LARC) Planning Committee met semi-monthly to: identify library and recreation needs; develop building program alternatives and site options; make a recommendation of preferred building and site alternatives; consider access and parking strategies; and recommend design guidelines to the City Council.

A series of three interactive community-wide meetings and corresponding kiosk events provided valuable feedback for the LARC Planning Committee during key phases of the master planning process. These events also enabled community members to learn about the project, engage in the process, and give input. In addition, Group 4 and City staff engaged Redwood High School and Hall Middle School students at lunch and after school to gain input on programs and spaces needed by teens and tweens.



Focus groups with the Larkspur Library Board, Parks and Recreation Commission, Heritage Preservation Board, and an educators group provided insight into community needs specific to each committee's area of expertise. The focus groups also generated ideas of how the library and community center components could be brought together in a dynamic and joint-use facility. The committees brainstormed opportunities for shared library and recreation programming and ways to incorporate the local history of Larkspur into rich historical and cultural displays.

Group 4 also met with a Project Management Team (PMT) composed of the City Manager, City Planning Director, and two council members at regular intervals throughout the planning process.



## NEED

Through the master planning process, the LARC Planning Committee distilled the project down to three community needs, based on input from extensive community outreach and stakeholder meetings:

- **Library.** The City of Larkspur needs a new library facility. The existing library is neither seismically safe nor universally accessible. It is cramped, is located in a historic building on a site that is not suited for expansion, and does not contain sufficient space for learning, technology, or cultural activities for all age groups.
- **Community Center.** The City of Larkspur needs a community center that provides adequate space for programs, meetings, and events.

- **City Hall.** The City of Larkspur needs to renovate its historic City Hall because it is seismically unsafe, operationally inefficient, inflexible, and not universally accessible.

## VISION

During the course of the master plan process, the LARC Planning Committee established a vision for the project that summarizes the master plan recommendations and the shared thinking of the group:

We value the City of Larkspur’s place in the heart of Marin County, our rich cultural history, our strong sense of community, our forward-thinking spirit, and the natural beauty of our surrounding landscape. The centrally located Rose Garden Parcel presents an unparalleled opportunity to create a much-needed gathering place that celebrates these shared values and engages the entire community. We envision a new library and community center here – a vibrant and beautiful beacon for lifelong learning, social interaction, civic engagement, local history and culture, and health and wellness.

In conjunction with the vision for the Community Facilities Parcel, the LARC Planning Committee also developed a vision for the renovation and reconfiguration of City Hall:

Larkspur City Hall is a beloved historic landmark in the heart of the downtown National Register Historic District. Through renovation and a full restoration, Larkspur City Hall will be able to better serve the public through consolidated and more efficient City operations and flexible meeting spaces for City staff and boards and commissions. City Hall will become a public destination, providing space for community meetings, programs, and archival records that complement uses at the joint-use library/community center. Renovation and restoration should preserve the architecture and design features of the exterior of the original building.

## RECOMMENDATIONS

This master plan recommends a joint-use community facility on the designated Rose Garden Community Facilities Parcel. The planned building program for this facility is in the range of 20,000 to 24,000 square feet of interior space, and includes core library spaces, community center spaces, and shared spaces. Dedicated core library spaces include the library collection, seating, marketplace, adult reading, and children’s area. Shared spaces will include group study rooms, technology area, teen space, a program room, lobby, and restrooms. The community center will be composed of various multi-use flexible meeting spaces, including a large community room and Recreation Department staff area. The site program will include outdoor rooms and passive and active gathering spaces that are compatible with the facility, as well as access and egress for pedestrians, bicyclists, and vehicles.



# EXECUTIVE SUMMARY



North site option

The recommended building footprint is approximately 20,000 square feet, with a preference for a single-story building. If a larger building program is chosen, a two-story option may be considered. A parking ratio of 3 spaces per 1,000 square feet of building area for “convenient parking” – on-site and nearby off-site – is recommended for the community facility. With street parking along Rose Lane and Orchid Drive, adjacent to the project site, as well as additional parking provided elsewhere in the Rose Garden Development, more than a dozen on-street spaces may also be considered convenient to the Community Facilities Parcel.

Two site options are recommended in this master plan as preferred alternatives. The north site option aims to be a civic landmark with a strong street presence and building frontage on Doherty Drive. The southwest site option places the building in a park-like setting, and has both civic and park presence along Doherty Drive. Both options successfully incorporate the vision, design criteria, and site amenities developed by the LARC Planning Committee. A final site strategy recommendation should be developed and chosen in the next phase of the project.

## NEXT STEPS

The master plan was approved by City Council in April of 2013. City staff have already initiated funding strategies for the next phase of the project, including identifying possible funding sources, conducting revenue measure research, and building community-wide project support.

The City has identified the upcoming local November 2013 election for possibly proposing a sales tax or other measure that, if passed, may partially fund the next steps in realizing the vision of the joint-use library and community center and provide the framework for renovation of City Hall.



South site option

## ABOUT LARKSPUR

Located in Marin County at the base of Mt. Tamalpais, the City of Larkspur has a rich history, beginning as a summer retreat for San Francisco residents seeking respite from fog and city life in the early 1900s. Since its incorporation in 1908, Larkspur has grown and adapted to the changing times to its current population of 12,000. However, Larkspur still retains its historic, small-town feel, with its original main street along Magnolia Avenue, and civic buildings and private residences dating back to the early 20th century.

Larkspur residents have a deep appreciation of and strong desire to preserve their city's history. They value their downtown, a nexus of community activity and gathering. Larkspur's downtown is bookended by the Tavern at Lark Creek, originally a single-family home built in 1888, and the 1936 art-deco Lark Theater, which was saved from demolition by a committed group of volunteers and restored to its original glory. Larkspur's City Hall sits prominently along Magnolia, toward the south end of the historic district. Dedicated in 1913, City Hall serves the community not only through its City departments, but also through the programs, services, and resources provided by the Larkspur Library, which occupies the first floor of the building.

The strong connection to history in Larkspur is complemented by the forward-thinking drive and passion of the community. Larkspur residents are dedicated not only to maintaining the historic integrity of their downtown, but also to creating a vibrant and sustainable community that can be enjoyed for years to come. As Helen Heitkamp and Richard Cunningham put it in *Larkspur Past and Present: A History and Walking Guide*, "Change is history in the making."



Lark Theater



Tavern at Lark Creek



City Hall



*Historic downtown Larkspur*

## PROJECT BACKGROUND

In 2006, City Council adopted the Central Larkspur Area Specific Plan (CLASP), which laid the groundwork for the future of several parcels in close proximity to the historic downtown. The CLASP proposed a combination of uses for these areas to further enhance and enliven the downtown corridor and surrounding neighborhoods, with retail, residential, recreational, cultural, and civic uses.

Included in the properties designated for redevelopment was Subarea 3, the former Niven Nursery site – a 16.8 acre parcel located adjacent to the historic downtown, along Doherty Drive and across from Hall Middle School. In 1990, the Larkspur General Plan rezoned this parcel from light industrial to low density residential to “prepare for redevelopment,” setting the stage for future uses.

The 2006 CLASP further specified the uses for the former Niven property, redefining the zoning as a Planned Development District, and exclusively identifying the site for housing and community facilities. Up to four acres of the property were designated as available for purchase by the City for “publicly owned community facilities,” which were defined as including a library, meeting rooms, and indoor and outdoor recreation facilities.

The need for public facilities as described in the CLASP also aligned with the priorities of Larkspur’s 2050 Capital Expenditure Plan (“2050 Plan”). Completed in 2001, the 2050 Plan recommended long-range large capital expenditures for the City, identifying the development of a new library as the fourth priority (of seven), in a list that also included a new police station and City Hall renovation, street and bridge improvements, and fire station upgrades. Although the top three priorities were listed as the most urgent due to public safety concerns, in the absence of a specific funding strategy, the plan did not recommend an order for the priorities to be implemented. Since the 2050 Plan’s release, the new police station has been completed, and part of the work for bridge and street repairs has commenced.

On February 10, 2010, City Council approved the Rose Garden Precise Development Plan, setting in motion the long-term planning for Subarea 3 (hereafter referred to as the Rose Garden Development), after the site’s original use as a nursery. The development plan included a residential neighborhood of 42 senior housing condominium units, eight senior cottage homes, six affordable cottage town homes, and 29 single-family homes. The Rose Garden Development is currently under construction by New Home Company.

In addition, 2.43 acres of the northwest section of the parcel were dedicated to the City for community uses. This section of land – known as the Community Facilities Parcel (CFP) – generated much public interest in the community as a valuable opportunity to provide greatly-needed community spaces and services. In late 2010, the Larkspur Library Foundation, a non-profit organization dedicated to supporting the Larkspur Library, commissioned Kathy Page

of Page + Moris, a nationally recognized library planning and programming consultant, to conduct a library needs assessment. The Larkspur Library Needs Assessment identified the constraints of the existing library facility at City Hall and recommended a relocated library of approximately 12,400 square feet.

In late spring 2012, the Larkspur Library Foundation approached the City with a prospective donor for funding part of a new library; the Foundation proposed to raise the balance of funding needed for the project. Others in the city expressed a strong interest for a community center, or a library with additional community spaces, to be located on the CFP site, with flexible meeting spaces, program rooms, and outdoor spaces.

Recognizing the potential to serve a wide variety of community needs and envisioning a public process that would bring together multiple stakeholders to create a cohesive vision for the dedicated land, on July 19, 2012, City Council adopted Resolution No. 41/12, initiating a master planning process for the CFP site. The master planning process would examine the ability of the site to accommodate a library, a community center, and other public gathering spaces, as well as assess impacts to and uses in City Hall. The master plan recommendation would be presented to City Council for adoption in spring of 2013.

As part of the resolution, City Council assembled an ad hoc committee, co-chaired by Councilmembers Brad Marsh and Ann Morrison, to lead the planning process and recommend the master plan to City Council. The ad hoc committee, which was later renamed the Library And Recreation Community (LARC) Planning Committee, was chosen by City Council through an application process, and represented a broad cross-section of the community with a diverse array of interests, opinions and views. The committee was composed of 15 voting community members and 10 ex-officio members, including Library Director, Recreation Director, Larkspur Library Foundation, and representatives from local school districts and City boards and commissions. A complete list of participants can be found in the Acknowledgements section of this master plan.

In September of 2012, the City commissioned Group 4 Architecture, Research + Planning (Group 4) to develop the master plan and lead the LARC Planning Committee and community to a recommendation through a highly participatory process.

Originally a key consideration of the master planning project, the City could not come to an agreement on the terms and conditions of the donation with the Larkspur Library Foundation, and ultimately decided not to commit to an agreement at this time. Although the City and the Foundation did not come to an agreement, the opportunity of partnerships gave the City a glimpse into the funding potential of the project and the financial support that could be raised by the Larkspur community.



*Doherty Drive*



*View of project site from  
Doherty Drive*

# INTRODUCTION

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*LARC Planning Committee*

## MASTER PLAN PURPOSE

Through extensive study from the LARC Planning Committee and valuable community participation, the purpose of the project was to explore the potential of the CFP site to create a viable and engaging community destination that would serve the needs of the community, and to develop master plan guidelines for City Council to adopt and implement in the next phases of the project.

The primary objectives of the master planning process were to:

- Identify library and community center space and program needs that are not currently adequately met by existing community facilities in and around Larkspur.
- Identify the opportunities and constraints of the CFP site and adjacent uses.
- Identify impacts to City Hall and its uses based on library relocation to the CFP site.
- Assess the feasibility of the CFP site to accommodate a library, community center, or some combination of the two, as well as outdoor spaces, park land, and parking.
- Establish a plan and framework that will guide the primary uses and development of the parcel through study of site and program alternatives.
- Develop design guidelines that promote engaging and accessible environments for the community and provide safe and comfortable connections for pedestrians, bicyclists and vehicular traffic.
- Develop preferred site and program alternatives that reflect the needs of the community and embody the framework and guidelines established by the committee.



*Community open house*

**METHODOLOGY**

Completed over a six month period from October 2012 to March 2013, the project was fueled by engaging and interactive meetings with the LARC Planning Committee. After a kick-off and introductory meeting in early October, the LARC Planning Committee met twice a month to work through the complexities of the project, from identifying community needs to recommending a clear-cut vision for the master plan.

Three rounds of community meetings were conducted at key phases in the project to collect input on community needs, program and site alternatives, and master plan components, including design values and site amenities. Each round of community meetings included an afternoon open house, where community members were welcome to drop by for an informal presentation and to offer input, followed by an evening meeting with a structured presentation and formal information gathering session. Kiosk events strategically located at active community crossroads, such as the Marin Country Mart Farmers’ Market and Emporio Rulli Cafe, generated project excitement and provided additional community feedback.

Early in the project, Group 4 conducted focus groups with the Larkspur Library Board, Parks & Recreation Commission, Heritage Preservation Board, and an educators group to identify needs specific to each group as well as overarching community needs not being met by the City’s current spaces, programs, and services. As the LARC Planning Committee was making its draft master plan recommendations toward the end of the project, a joint meeting with the Larkspur Library Board and Parks & Recreation Commission was held to provide a project update and to confirm support for the draft master plan.

All input gathered from community meetings and focus groups was summarized and brought back to the LARC Planning Committee for its consideration.

A project management team (PMT) comprising the City Manager, Planning and Building Director, and Councilmember co-chairs of the LARC Planning Committee met regularly to review project progress and provide day-to-day direction and oversight.

At the LARC Planning Committee’s suggestion, Group 4 and the City also conducted youth outreach events at Redwood High School and Hall Middle School, asking students about the types of programs and spaces they would use in a library and community center.



Community kiosk event



Youth outreach facilitation sheet

# INTRODUCTION

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## 21ST CENTURY COMMUNITY FACILITIES TRENDS

As part of the master planning process, the LARC Planning Committee closely examined trends and best practices that make modern community facilities vibrant and invaluable destinations. In addition to extensive research and engaging discussions with the City and Group 4, the LARC Planning Committee visited recently constructed libraries and community centers throughout the Bay Area. Through this process, recurring trends that led to success stories began to emerge. The LARC Planning Committee found significant overlap between libraries and community centers, and began to envision a community facility with shared spaces and programming. The best practices implemented by modern community facilities, as well as lessons learned, established the foundation for the vision and recommendations of the master plan.

Community centers and libraries have evolved significantly over the past few decades, and are not just a place to check out books or attend a public meeting. Rather, community centers and libraries of the 21st century are a nexus of interaction and engagement. A modern community facility creates an environment that fosters communication and connections between residents to encourage active learning, civic engagement, and a strong sense of place.

### ENRICH

At its core, a community facility should be the living room of the city, a place to interact, share, and connect. The facility should be hyperlocal and relevant, focused on the culture, history, and values of its residents. The facility should support events and activities that contribute to community life, and adapt to the changing needs of its constituents. At the same time, the facility should provide opportunities and resources that expand perspectives and the city's place in the broader community.

Care should be taken to fit the new facility into the existing context and spirit of the community, to complement and enrich, and not provide unnecessary overlap. Residents of all ages and life stages should be welcomed and embraced; the community center should be multi-generational, with something for everyone, and even opportunities for old and young to connect. Partnerships with local schools, businesses, and organizations should be explored for joint-programing and funding opportunities and to tap into existing foundation of community life.

### ENGAGE

The community facility should be a hub of active learning and creativity, both for solo work and collaboration. Visitors should be able to choose from a variety of formal and informal work areas and meeting places with the resources and technology to support every endeavor.

Shared learning experiences build strong community. As a “creative commons,” the facility should be a place of social interaction, where questions are asked, ideas and knowledge are exchanged, and new content is not just imagined, but also created.



# VISION

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At the same time, the community facility should encourage individual activities, with peaceful sanctuary space to enjoy a book in quiet, or concentrate on studies. Spaces should be programmed with acoustic separation so that both social and solitary activities can thrive simultaneously. In the same vein, outdoor spaces should complement interior functions, and provide both places of gathering and quiet contemplation.

## ADAPT

Technology and needs change rapidly, and a community facility must be designed to adapt. The facility should be future-proof – able to serve the needs of the community now and beyond the predictable future – with a flexible shell to support innovation and change. Modern community facilities are highly mobile, with movable interior partitions, raised floor systems that allow data access anywhere in the building, and book stacks and furniture on wheels. Spaces can be rearranged for specific events, exhibits, or even for more permanent changes in programs and services.



Day-to-day operations should be flexible as well, with operational modes that support both early morning and late night access to meeting spaces in the facility. For example, group study rooms may be available for study sessions before school, and program rooms may be available in the evenings for seminars and meetings. With direct outdoor access and a building layout that lends itself to multiple modes of operation, these community spaces can be open even when the rest of the building is closed, and function with minimal staff support. In this way, community facilities can adapt to changing schedules and needs without being a burden on operational costs, and even provide more opportunities for renting spaces out.

## SUSTAIN

The community facility should be both operationally and economically sustainable. Staff operations should be streamlined to provide a high level of customer service with minimal staff. Service points should have high visibility through the facility and be mobile to move to wherever activity needs supervision or assistance. In a multi-use facility, it is advantageous for staff to be cross-trained - the same person who helps you sign up for yoga class also knows the latest read for the women’s book club. Seeking out compatible partnerships can also contribute to economic vitality.

In addition, the building and landscape should be sustainable, both in terms of longevity and environmental sensitivity. The carbon footprint of the building should be minimal, with energy efficient systems, natural daylighting, and sustainable building materials. Finishes should be selected to withstand high wear and tear from daily public use. The landscape should celebrate drought-tolerant species native to California and require low maintenance and irrigation.

## AN INTEGRATED FACILITY

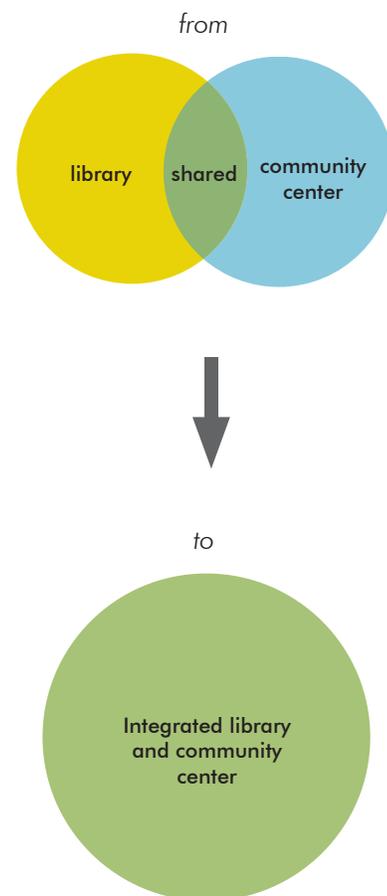
Although the LARC Planning Committee visited and researched many co-located libraries and community centers, the committee began to look beyond co-location to a combined facility, where the boundary between library and community center does not exist. The committee envisions a truly integrated facility, where the Library and Recreation Department not only share resources, cross-trained staff, and programming areas, but also collaborate for a vibrant, synergistic relationship.

Rather than operating on two parallel tracks, the Library and Recreation Department should intersect, overlap, and create experiences for the community that invigorate both the mind and body. The library and community center should not only enhance each other, but explore and bring to life opportunities for joint programming, spaces, and events that reflect a shared vision of lifelong learning and well-being in every sense.

The facility should be able to fluidly adapt and transform for this integrated relationship. Spaces should easily reconfigure for shared events and programming, and have the ability to support whatever Library and Recreation staff dream up. In addition, the facility should have the capability of expanding and contracting over time, as library or community center needs grow and shrink.

Key to a truly integrated facility is a creative and collaborative relationship between the Library and Recreation Department. The already close-working relationship between the Larkspur Library Director and Recreation Director will create the foundation for this new kind of community place. In addition, a joint meeting with the Larkspur Library Board and Parks & Recreation Commission indicated an enthusiasm and commitment to creating a place that serves the community hand-in-hand.

By continuing to build on this collaborative foundation between the Library and Recreation Department, the City of Larkspur will create an unprecedented community destination that is far greater than the sum of its parts.





## DIGITAL MEDIA AND THE FUTURE OF THE LIBRARY

In addition to trends and best practices applicable to both library and community center services, the LARC Planning Committee also explored the best ways to plan for a library in an ever-changing technological world, where information literally is at everyone’s fingertips.

In the past decade, technology has transformed modern American life more rapidly than most born in the 20th century ever could have imagined. While becoming ever smaller and more powerful, personal computing devices have at the same time spread throughout our culture in an almost viral fashion. As people from all demographic groups and socioeconomic backgrounds have adopted new methods of accessing information, the information itself has grown and changed in both format and availability. Today, it is almost impossible to imagine a question that cannot be answered in seconds using a search engine, a song that isn’t available online, or a book that can’t be downloaded to an e-reader.



Many people have wondered about the impacts these changes will have on public libraries. If everyone has access to e- books, will libraries still need to be as big? With all of the information available online, will we even need libraries at all? Will libraries become obsolete?

In fact, people have been asking such questions for nearly a century — with the advent of microfilm in the 1920s and 1930s; the rapid adoption of television in American homes in the 1950s and 1960s; the introduction of personal computers to the mass market in the 1970s and 1980s; and growing use of cell phones and the Internet in the 1990s. Each of these advances has had an impact on both the format and the physical size of public library collections. And throughout all of these technological revolutions, public libraries have consistently defied predictions of their certain obsolescence.

Today, public libraries are busier than ever. According to the American Library Association, communities across the nation have seen circulation rise by as much as 50% over the past six years. Customers continue to come to the library – smart phones and e-readers in hand – to take advantage of a wide variety of services and programs as well as of their librarians’ knowledge and expertise in helping them navigate the online world.

One-fifth of Larkspur’s population was born within the past 20 years, and have never known a world without technology. These so-called “digital natives” expect that information will be available to them in every format, at any time. Even as “digital immigrants,” those who were not born into a world of digital devices, older generations have begun to make the technological shift.

From available formats, these tech savvy residents choose based on convenience rather than inherent preference. For them, the library is the convergence of the physical and digital experience, providing the context and framework to help them understand and navigate the vast quantity (and inconsistent quality) of

information available online. As in the retail world, the online and physical worlds each support and enhance the other.

And, for many in the Larkspur community, the printed book is still very much at heart. These so-called “digital immigrants” still tend to navigate the world in a more physical way that engages the senses of touch, sound, and even smell in the process of discovering new ideas and information. The printed book has been – and will continue to be – a cornerstone of learning.

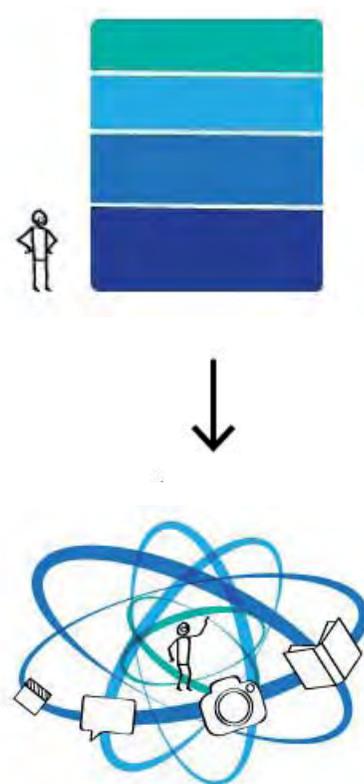
#### WHAT THIS MEANS FOR THE LARKSPUR LIBRARY

There is no doubt that American libraries will continue the transition to digital formats over the coming decades. Libraries such as the Pikes Peak Library District in Colorado and the Columbus Metropolitan Library in Ohio are planning for relatively rapid adoption, planning for 25-75% of the collection in digital format by 2030. Other libraries are adopting more conservative targets. The Larkspur Library has already begun the transition as well, offering an increasingly wide selection of e-books, as well as e-readers for customers to “test-drive”.

So what will this reduction in the physical collection mean for Larkspur’s recommended space at the Communities Facilities Parcel?

As books leave the shelves, space will open up will permit better access to the remaining materials. Mobile stacks and an increased face-out display of materials will promote better browsability. The digital collection will also need floor space to be accessed, whether by traditional computers or interactive monitors. Both the Library and the community will have more opportunity to curate materials in new ways that reflect local interests and generate new ideas. As a result, despite the smaller number of printed materials in the collection, the floor area needed to house it will not necessarily decrease in direct proportion.

It will also be crucial for the Larkspur Library to be flexible and adaptable and accommodate change over time. The period of technological transformation is far from over, and no one can yet predict when – if ever – information devices and formats will stabilize and standardize. As with the entire community facility, the Library interior must provide the flexibility to add, subtract, and rearrange walls, shelves, seating, and technology over the course of decades.



# VISION

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## COMMUNITY FACILITIES PARCEL VISION

The research and knowledge gained from trends and current best practices of 21st century facilities, as well as the desire to create a destination for a truly integrated library and community center, greatly informed the LARC Planning Committee as they developed the vision for the Community Facilities Parcel master plan. The intent of this vision is to guide the project from this master plan through completion and beyond, to serve as instrument for the Library, Recreation Department, stakeholders and community for years to come.

We value the City of Larkspur's place in the heart of Marin County, our rich cultural history, our strong sense of community, and the natural beauty of our surrounding landscape. The centrally located Rose Garden Parcel presents an unparalleled opportunity to create a much-needed gathering place that celebrates these shared values and engages the entire community. We envision a new library and community center in a beautiful park setting – a vibrant destination for lifelong learning, social interaction, civic engagement, and local history and culture. At its core, the library/community center will:

**Enrich** – As the heart and crossroads of the community, the library/community center will reflect and enhance the energy and high quality of life of our neighborhoods, schools, and historic downtown.

**Engage** – Drawing a broad spectrum of users across all age groups, the library/community center will create a focal point for collaboration, creativity, and learning – both indoors and outdoors.

**Adapt** – Innovative and forward-looking, the library/community center will embrace changing technologies and community needs while maintaining a cohesive sense of place and shared history.

**Sustain** – The library/community center will be economically, culturally, and environmentally sustainable, providing excellent service through efficient staffing, creative programming, flexible use spaces, and environmental stewardship.

## A RENOVATED CITY HALL

In conjunction with the vision for the Community Facilities Parcel, the LARC Planning Committee also developed a vision for the renovation and reconfiguration of City Hall:

Larkspur City Hall is a beloved historic landmark in the heart of the downtown National Register Historic District. Through renovation and a full restoration, Larkspur City Hall will be able to better serve the public through consolidated and more efficient City operations and flexible meeting spaces for City staff and boards and commissions. In addition, City Hall will become a public destination, providing space for community meetings, programs, and archival records that complement uses at the joint-use library/community center. Renovation and restoration should preserve the architecture and design features of the exterior of the original building.

**OVERVIEW**

As a well-established and built-out community, the population count in the City of Larkspur fluctuated by less than 1% between the 2000 and 2010 U.S. Census, holding steady at around 12,000 residents.

The City of Larkspur supports an extremely active senior population, with 21.5% of residents over the age of 65, well over the national average. The new community facility should serve this large percentage of residents with programs, spaces, and activities appropriate for a wide range of older adults, and universal accessibility for those with reduced mobility.

Middle-aged adults make up an even higher portion of Larkspur’s population at 34.4%, very close to the national average. Included in this population are single adults, couples without children, empty-nesters, and older parents with children. Care should be taken to provide services for all of these groups, from conference space for small-business owners to programs for single adults.

At the same time, Larkspur is a family-oriented community, with highly-rated school districts and 22.2% of households with children under the age of 18. The extremely close proximity of Hall Middle School and Redwood High School to the Community Facilities Parcel (CFP) indicates that a new facility would see extremely high foot traffic from teens and tweens, especially after school.

The needs assessment phase of the master planning process clearly revealed Larkspur’s identity as a truly multi-generational community, and the need for a multi-use facility that has a place for everyone.

Incorporating extensive input from the LARC Planning Committee, focus groups and the community, a needs assessment of library, recreation, and City Hall spaces and programs was conducted during the first phase of the project. The findings of the needs assessment informed the program alternatives that were developed for the CFP site, and the overall building square footage necessary to accommodate these needs.

Larkspur Population by Age (Data from 2010 Census)	
Age Range	Pop. %
0-18	18.2%
19-24	3.9%
25-44	22%
45-64	34.4%
65 +	21.5%



# NEEDS ASSESSMENT



## LARKSPUR LIBRARY LIBRARY PROFILE

The Larkspur Library is a valued community asset, dedicated to promoting lifelong learning through high quality services and resources for adults and children of all ages. The Library provides a diverse array of programs, including a baby bounce program for infants and toddlers, story times for children, and a book club. Special events ranging from guest lecturers to holiday celebrations are also offered.

The Library maintains a rich physical collection that is actively managed to be relevant and up-to-date. As a member of MARINet, a consortium of libraries in Marin County, and LINK+, a union of libraries throughout California and Nevada, the Larkspur Library provides the community with an expansive collection of both physical and online resources.

On trend with today's increasingly technology-driven era of digital media and devices, the Library also maintains a growing collection of e-books available for download. In addition, the Library recently purchased a selection of devices for patrons to test-drive and learn to navigate before purchasing their own.



Since first opening its doors in 1913, the Larkspur Library has never relocated from its home in City Hall, where it currently occupies approximately 4,500 square feet of the first floor. The Library is inviting and charming, welcoming visitors with warm wood finishes, traditional furnishings, and stained glass windows at the main entrance. However, with the City's population of approximately 12,000, the small scale of the Library is grossly inadequate to meet the needs of the community, affecting the quality of spaces, programs and services that the Library creatively provides despite the cramped and crowded conditions.

## 2010 LIBRARY NEEDS ASSESSMENT

Commissioned by the Larkspur Library Foundation, the Larkspur Public Library Needs Assessment (2010 Library Needs Assessment) by Page + Moris served as the groundwork for identifying existing library space issues and needs at the start of this master plan project.



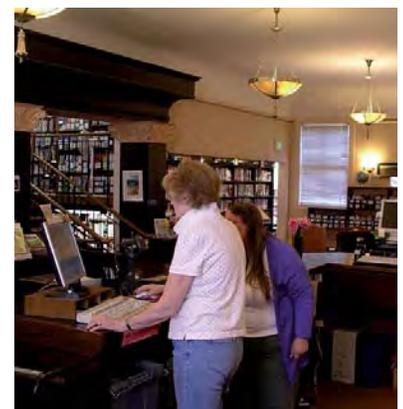
Since the 2010 Library Needs Assessment was envisioned as a standalone library, without a combined community center or community spaces, and was never formally adopted by the City, the LARC Planning Committee took a step back from the original assessment in order to create a truly joint-use facility. Still, the 2010 Library Needs Assessment proved to be a valuable resource as an accurate account of existing conditions, and as a checkpoint for the types of library spaces needed. Ultimately, the recommendations of the 2010 Library Needs Assessment closely aligned with Group 4's recommendations for the joint-use facility's spaces and core library square footages.

## EXISTING FACILITY ASSESSMENT

As well documented in the 2010 Library Needs Assessment, the existing Larkspur Library, while cozy and welcoming, is severely undersized and lacks basic amenities present at any modern library. Students sit on the floor to do homework due to a lack of seating; children's programs take place in the city council chambers due to lack of storytelling space; and technology users are limited to four public computers – two with internet and two with only catalog capabilities.

National best practices for community libraries that, like the Larkspur Library, are not part of a county-wide system recommend one square foot per capita for total library square footage. With a steady population of 12,000 and a 4,500 square foot facility, the Larkspur Library is far behind current best practices at only 0.38 square feet per capita. This deficit in square footage is evident in every corner of the existing library, including the following areas:

- **Seating.** The existing library offers very few seating options for visitors, with only 19 seats available in the entire facility, and little variety in seating type. Visitors are often forced to stand or sit on the floor to read or do work.
- **Meeting spaces.** Lacking meeting spaces of any size, the library often uses the main reading room for programs, an effort that involves rearranging furniture and closing the library until everything can be moved back into place. Large events are held in the city council chambers. While appropriate for formal hearings and board and commission meetings, the council chambers, with its fixed dais, is not an appropriate venue for library puppet shows or celebrations.
- **Technology.** The Library has a severe lack of computer stations and places for people to plug in their laptops and work. City Hall's antiquated infrastructure cannot support power needs for visitors or Library staff. In addition, although the Library offers free wifi, the popularity of the service puts even greater pressure on the extremely low seating capacity. Visitors are found sitting outside, accessing the library wifi on their laptops due to the lack of inside seating.
- **Children.** Although children have a dedicated area, the space is not adequate for children's programs or even large enough for parental oversight.
- **Teens.** Young adults are under-served, with no dedicated space to work, collaborate, or hang out.



## NEEDS ASSESSMENT

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- **Collection.** The library shelving is at full capacity; material that is still in high demand must be pulled from the shelves because there is no room for the collection to grow. The collection is housed in tall stacks that are challenging to navigate and access. No space is given to merchandising or browsable display of materials.
- **Customer service.** Service points are stationary and desk oriented; staff are hidden behind the desk instead of out on the floor helping customers. Library supervision and visual oversight are greatly hindered by service points that are not centrally located and lack unobstructed views into the stacks. Due to insufficient space, the Library does not offer self checkout, a standard operation at modern libraries.
- **Staff Operations.** Staff spaces are cramped, inefficient, and separated into two offices, one of which is outside the library. The library does not have a sorting room with a returns slot or automated sorting; staff must process returned items by hand at the circulation desk.
- **Parking.** One of the biggest challenges for library users is the extremely limited parking available at the existing location. The Library and City Hall currently share seven spaces for customers, including one handicapped accessible space. In addition, the site is underserved in terms of staff parking. Adjacent street parking is also in high demand with limited availability due to the bustling downtown.

In order to address the issue of inadequate space, the library must be relocated from its home at city hall. Although the historic facility is unique and inviting, the library has outgrown its present location. Even with extensive renovation, city hall cannot support basic library needs.

**RECREATION AND COMMUNITY FACILITIES**  
RECREATION PROFILE

The Larkspur Recreation Department serves the community year-round with more than 85 classes and programs for adults and children. Adult programs include CPR training, yoga, aerobics, basketball, fitness training, and art classes. The adult walking group, which meets four times weekly, boasts more than 140 walkers. Children’s programs range from sports to sewing classes and chess club. Each year, the Super Cool Summer School program attracts more than 700 children from all over Marin County.

The Larkspur Recreation Department maintains a close partnership with the Corte Madera Recreation Department; last fall the two departments published their first shared activities brochure. Larkspur and Corte Madera residents pay in-city rates for classes and programs offered by either department. This close relationship allows the Larkspur Recreation Department to provide an even broader range of activities throughout the year.

**Rose Garden Community Facilities Parcel Master Plan**

**EXISTING COMMUNITY FACILITIES**

- College of Marin**
  - Classrooms
  - Gym
  - Performance space
- Kent Middle School**
  - summer camps
- Bacich Elementary School**
  - summer camps
- Hall Middle School**
  - Gymnasium
  - After-school classroom space
- Community Room**
  - Multipurpose room
  - Recreation offices
- Police Station**
  - Meeting room
- Redwood High School**
  - Classrooms, group study (after school only)
  - Spaces for larger meetings (after school, weekends only)
- City Hall and Library**
  - Library
  - Council Chambers
  - City departments and offices
- Neil Cummins Elementary School**
  - Gymnasium
  - After-school classroom space
- Corte Madera Library**
- Corte Madera Recreation Center**
  - Multipurpose room
  - Technology lab
  - “Green room” (after-school)

# NEEDS ASSESSMENT



*The Recreation Director at a LARC meeting held in the police department meeting room*



*Modular community room at Hall Middle School*



*Corte Madera Community Center*

## EXISTING FACILITIES ASSESSMENT

As part of the planning process, Group 4 conducted a broad assessment of existing community facilities in Larkspur. Facilities that are accessible on a regular basis to the Larkspur Recreation Department or to the community include:

- **Recreation Department community room.** Located adjacent to Hall Middle School in the modular unit also shared by recreation staff, the community room has a maximum capacity of 60 people. Although the room is divisible, the sliding partition is not acoustically separated; this limits flexibility since both sides cannot be occupied simultaneously. The carpeted floor is not appropriate for all uses, especially exercise classes and arts and crafts activities. In addition, the room lacks audiovisual capabilities and a sink.
- **City Council Chambers.** The city council chambers is currently designed for City meetings and hearings, with a fixed, raised dais that occupies a considerable amount of floor space. Located on the second floor of the building and with a maximum capacity of 65, the room is in high demand for City functions and therefore has limited availability and flexibility for community use.
- **Twin Cities Police Department meeting room.** Available to the public in 2012 with the opening of the new police station, the meeting room is available on a limited basis for seminars, clubs, and meetings. The room holds 60 people and includes a small counter and sink, excellent natural lighting, and up-to-date audiovisual capabilities. The space is in high demand and only accessible for use during Police Department office hours (Monday through Friday, 8 am – 5 pm).
- **Hall Middle School and gymnasium.** The Recreation Department maintains a close relationship with Hall Middle School, with the gymnasium jointly funded by the City of Larkspur and the Larkspur-Corte Madera School District. Operations and maintenance is performed by the school district. While the gymnasium fulfills the city's sports and active recreation needs, the venue is not appropriate or designed for community meetings. The room lacks good acoustics, audiovisual capabilities, and the opportunity to create divided usable spaces. Hall Middle School wisely does not allow alcohol on the premises; however, the non-alcohol policy limits the ability to rent out the space for events such as weddings and wine tastings. The Recreation Department uses the school's classrooms for after school programs and the gymnasium for community events and meetings. The classrooms are an adequate, but not ideal, place for after school activities, especially since participants have already been in a classroom environment for the majority of the day.

# COMMUNITY NEEDS

## Programming/activities access and availability – by space

Program & Activity Needs by Space Type	Hall Middle School Community Room 60 occ.	Hall Middle School & Gym	City Hall Council Chambers 65 occ.	Twin Cities Police HQ Meeting Room 60 occ.	Corte Madera Community Center 200 occ. +	Neil Cummins Elementary School & Gym	Redwood High School	Bacich Elementary School	Corte Madera Town Center	Kent Middle School	College of Marin
Small Group 2-6 occ.	-	-	-	-	-	-	⊖	-	-	-	?
Conference 6-12 occ.	-	-	-	-	-	-	⊖	-	-	-	?
Classroom hard floor	⊕	⊕	-	-	⊕	+	⊖	?	-	⊕	⊕
Classroom carpeted	⊕	⊕	-	⊕	-	+	⊖	?	-	⊕	⊕
Community Meeting 50-100	-	⊕	⊕	⊕	+	-	⊖	-	⊕	-	⊕
Community Performances/ Meeting 100-200	-	⊕	-	-	+	⊖	⊖	-	-	-	⊕
Other											

# COMMUNITY NEEDS

## Programming/activities access and availability – by age

Age Based Program Needs	Hall Middle School Community Room	Hall Middle School Gym	City Hall Council Chambers	Twin Cities Police HQ Meeting Room	Corte Madera Community Center	Neil Cummins Elementary School	Redwood High School	Bacich Elementary School	Corte Madera Town Center	Kent Middle School
Preschool	-	-	⊕	-	+	+	-	+	-	+
K-4	-	⊕	⊕	-	+	+	-	+	-	+
Middle School tweens	+	+	-	⊕	⊕	⊖	⊖	-	-	-
High School teens	-	-	-	⊕	⊕	-	+	-	-	-
Adult	⊕	⊕	⊕	⊕	+	-	+	-	⊕	-
Seniors	-	-	-	⊕	+	-	+	-	⊕	-

## NEEDS ASSESSMENT

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*Hall Middle School gymnasium*

- **Corte Madera Community Center.** Through strong partnership, the community center in Corte Madera, which is run by the Corte Madera Recreation Department, is available for use to Larkspur, but on a limited basis. Most of the programs held at the community center are provided by Corte Madera, although some joint programming occurs at this site.

Other public facilities that are used by the Larkspur Recreation Department for after school programming include Neil Cummins Elementary School and Redwood High School. The Super Cool Summer School program is held at Kent Middle School and Bacich Elementary School.

The community also has limited access to private community facilities in and around Larkspur, including a meeting room at Town Center, classrooms and performance space at the College of Marin, and community halls at the Larkspur Masonic Lodge and Redwood Presbyterian Church. These spaces are available on a limited basis, and can be rented for private events. The historic Lark Theater can also be rented for private gatherings or shows. These private venues, while suitable for special private events, are not available or appropriate for everyday use, regular meetings, informal gatherings, or collaboration.



*Larkspur Recreation Department modular unit*

The City of Larkspur has no access to small meeting spaces such as group study rooms or conference rooms. Classrooms, while available on a limited basis at the schools as a borrowed space, are not flexible enough for the wide variety of classes that the Larkspur Recreation Department offers for all ages. As the only “soft” or carpeted classroom space, the Larkspur Community Room is severely inadequate, lacking technology and flexibility. Highly functional and up-to-date, the meeting space in the Twin Cities Police Station is an excellent option for community use; additional spaces like this are necessary to meet demand. Finally, the City lacks any suitable large meeting spaces that can accommodate large events.

An analysis of how existing community facilities in Larkspur are used by different age groups was also conducted during the Needs Assessment phase. Programs for all ages suffer due to lack of appropriate meeting spaces. In addition, the analysis revealed a lack of programming for teens and seniors in Larkspur.



*Staff offices also used for equipment storage*

## STAFF SPACES

Staff space for the Larkspur Recreation Department is located adjacent to Hall Middle School in a modular unit that also houses the community room. Office space is currently sufficient to meet the needs of the two full-time and one half-time staff and additional volunteers. However, the space is leased to the City by the school district and is not a guaranteed long-term arrangement. The City views the current home of the Recreation Department as a temporary solution. In the future, the City envisions moving staff spaces for the Recreation Department to the new joint-use facility for optimal oversight.

Current storage space for recreational equipment is lacking. Staff must borrow the middle school gym’s storage room for large equipment and use their offices as additional space to stash everything from tables and easels to chess games.

## ACTIVE RECREATION

Active recreational spaces were also reviewed in the existing facility analysis, including public parks, baseball and softball fields, multi-use grass and synthetic fields, and tennis courts. Although residents’ desire for additional playing fields and improved access to swimming pool facilities has been recognized by the Larkspur Recreation Department, the CFP site is not appropriately sized or sited for these purposes. The City is currently exploring potential partnerships with local schools and colleges for public access to their swimming facilities.

## COMMUNITY PRIORITIES

### COMMUNITY MEETINGS

The first round of community meetings focused on community needs and priorities. In an informal poll, participants were asked to rank the spaces and programs most needed by the community.

High priority needs:

- Teens
- Children
- Seniors
- Technology
- Seating
- Collection space
- Cafe
- Public art
- Local history

Types of spaces:

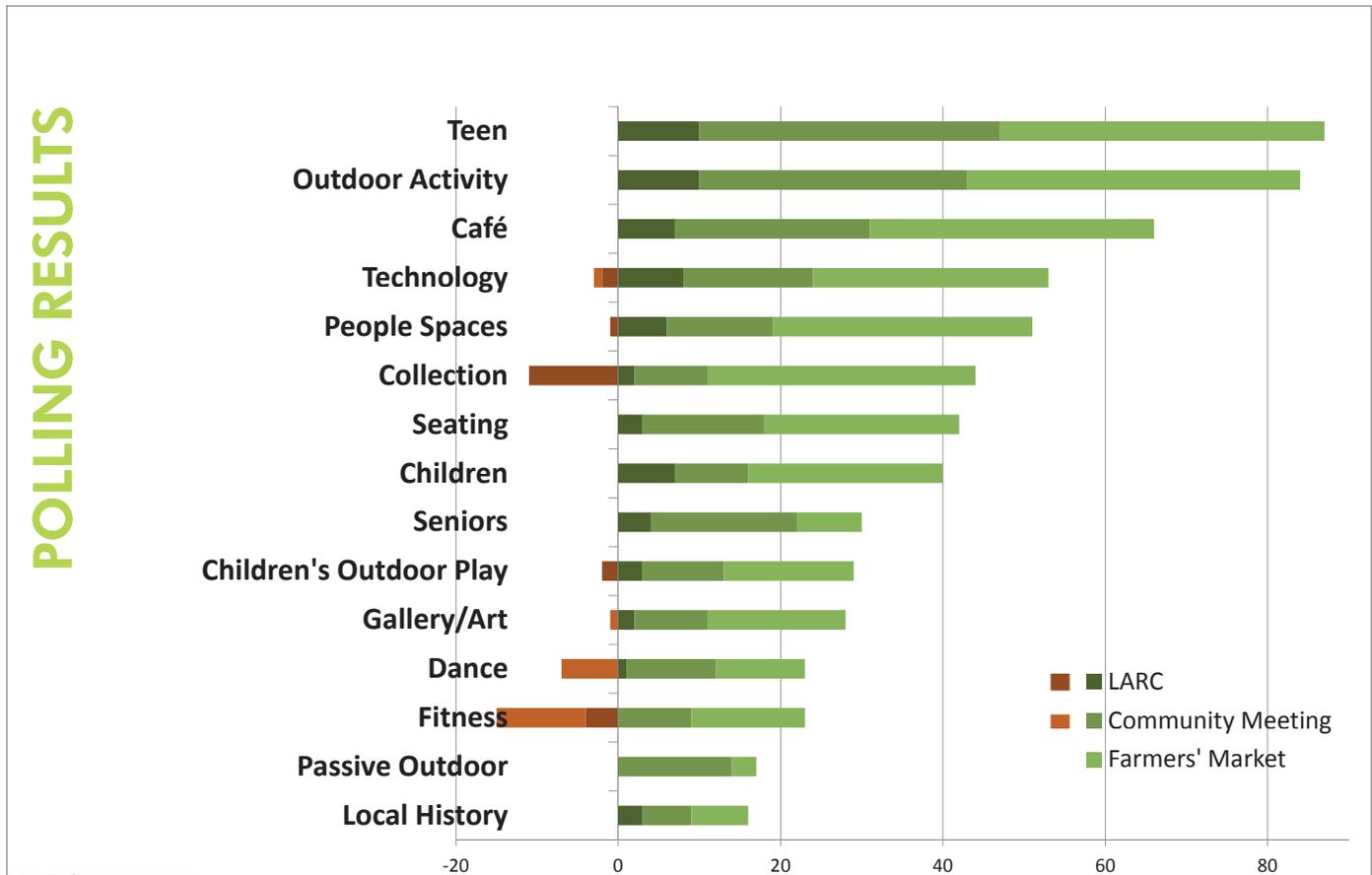
- Large community meeting and event space
- Flexible meeting rooms
- Informal performance space
- Fitness and dance space

Outdoor spaces:

- Outdoor rooms
- Children’s play features
- Passive gathering spaces



# NEEDS ASSESSMENT



## FOCUS GROUPS

Group 4 also conducted focus groups with the Larkspur Library Board, the Parks & Recreation Commission, the Heritage Preservation Board, and an educators group.

### Larkspur Library Board

The Larkspur Library Board confirmed support of the 2010 Library Needs Assessment by Page + Moris, but also acknowledged necessary updates to the assessment due to the need for community center spaces as well as a library. The Board was in strong support of relocating the existing library at city hall and providing both a library and community facility on the CFP site. In the focus group in November, the Board was excited about exploring and identifying joint-use opportunities and suggested a meeting with between Library Board and Parks & Recreation Commission, which occurred in February 2013.

### Parks & Recreation Commission

The Parks & Recreation Commission strongly supported the idea that the library is a community center. The Commission desired to make library programming even more community center oriented, with a community meeting room and flexible program rooms and classrooms that could support Recreation Department programming.

High priority needs included:

- Space for large events
- Fitness/exercise space for recreation programs
- Teen/tween space
- Outdoor rooms
- Cafe

The Commission did not see a weight room with cardio/treadmill equipment as a high priority; this would be too costly to furnish and maintain. In addition, the Commission felt that competing with the private sector would be difficult.

### Heritage Preservation Board

The Historic Preservation Board indicated strong support for a relocated library and community center at the CFP site. The Board currently displays historic photographs and artifacts in the small upstairs foyer of City Hall, in the city council chambers and in the stairwell. The current space is inadequate for their exhibits and archival work and storage. They identified the need for the following spaces:

- Display space for exhibits and artifacts in the new facility and renovated City Hall that are available to the public during facility hours
- Safe and secure space to do archival work; this can be a shared space
- Dedicated archival storage with temperature and humidity control to protect artifacts
- Meeting space for public functions

### Educators Group

Group 4 met with an educators group comprising superintendents and principals from the Larkspur-Corte Madera School District and Tamalpais Union High School District.

Focus group attendees noted that school libraries close at 4:00 pm or 4:30 pm and many students do not have a safe place to go after school.

Teens and tweens need a safe and inviting place to:

- Complete homework, with the option of working individually or in groups
- Collaborate on group projects
- Hang out and socialize with friends
- Use technology, either on library-provided computers and laptops, or through their own devices; excellent connection to wifi is essential
- Go after school before parents come home from work, or go between the end of school and after school activities
- Use library resources





Community room



Flexible classroom



Meeting room

## LIBRARY AND RECREATION NEEDS SHARED NEEDS

Although the needs for the Larkspur Library were initially assessed separately from the community's recreation needs, it soon became clear that many of the needs were shared by both parties. Rather than seeing the Library and Recreation Department as two separate entities, the LARC Planning Committee began to envision how the two could work in partnership, with the possibility of shared spaces. By sharing components, the Library and Recreation Department could create a truly integrated and flexible building, with collaborative programming and shared resources. Shared service points and staff areas, as well as cross-trained staff, were all a part of the discussion.

The following spaces were identified as a high priority for the community and could be shared spaces in the new facility.

- **Community room.** A large community room with the capacity for at least 200 people seated at tables is needed for large events and gatherings. Spacious and beautiful, the room should be appealing for rentals on weekends and when not in use by the library or Recreation Department. The room should have exterior access for after-hours use and be supported by an adjacent catering kitchen. The community room should have strong indoor-outdoor connections with an adjacent patio, so events can spill outside on nice days. Sufficient storage should be provided directly adjacent to the community room to accommodate all furniture needed for the room's various uses.
- **Flexible program rooms.** Hard and soft classrooms and acoustically divisible program rooms are required to meet the needs of the community. Classrooms should be equipped with sinks for arts and crafts programs. Hard classrooms/program rooms may be appropriate to design for the many fitness programs offered by the Recreation Department.
- **Group study rooms.** Enclosed spaces are needed for small groups to freely work and collaborate, from small business meetings to school study groups. These rooms should be acoustically separated, but highly visible for staff to monitor, and be equipped with a computer screen and data ports.
- **Access to technology.** Visitors to the joint-use facility will need the capability to "plug-in". High-speed wifi and power outlets should be available throughout the building. Computers and laptops should be available for use in the facility, with a dedicated space for technology classes.

- **Teen space.** Libraries and community centers are serving an increasingly important role in providing service to young adults by providing academic support and the resources needed to develop into strong, public-minded citizens who value community and lifelong learning. Teen space should celebrate the multiple facets of teen life with a collection of materials, technology, and seating that supports academic and recreational activities in both individual and collaborative settings.
- **Informal Performance Space.** Existing performance spaces in Larkspur, such as the Lark Theater and school auditoriums, provide a formal setting for performance with fixed seating. The joint-use facility should complement these existing venues with informal places to perform, such as the outdoor plaza areas, lobby, or possibly a raised platform in the community room. Community members, especially teens, expressed interest in performance space for poetry slams, beat-boxing, and informal music concerts organized and performed by youth.
- **Food service.** As a joint-use facility where patrons may be going from one activity to another, food service, in the form of a cart, cafe, or vending machine, is needed to sustain guests during their stay. Polled as the most popular need by adults and youth alike, food service may not be the main draw for visitors to the facility, but it has the ability to encourage longer stays. Teens noted that they would love a place where they can grab a snack or drink while they work on their homework or hang out after school. Adults mentioned that they would enjoy sharing their latest reads over coffee, and would value the convenience of being able to grab a snack between yoga class and story time with their children.
- **Display space.** Dedicated space is needed for exhibits and local artifacts that celebrate the diversity and rich history of the community. Display space should be integrated into the public spaces, such as the lobby, halls, and reading areas, so that it can be enjoyed whenever the facility is open, and will not need to be monitored by a docent or volunteer. In addition, the facility and grounds should have display space for public art.
- **Outdoor access and amenities.** Indoor-outdoor connections should be maximized, with possible outdoor rooms including an adult reading area, children’s reading garden, and patio space to support the flexible program rooms, teen space, and large community room. Entry plazas should be included off the lobby area. Community members and the LARC Planning Committee expressed an interest in trellised walkways, boardwalks, peaceful sitting areas, a large open space, and a water feature and sculptural elements for children’s play.



*Teen space*



*Food service*



*Display space*

# NEEDS ASSESSMENT



*Children's area*



*Browsable collection*



*Automated returns*

## CORE LIBRARY NEEDS

In addition to shared spaces, the LARC Planning Committee identified specific needs for the library program that incorporate best library practices and current trends. As with the rest of the facility, the library should be flexible, with movable furniture and stacks, so that spaces can be rearranged as needs change.

- **Seating.** The library should have a type of seat for everyone, from individual workstations and shared tables to lounge and reader seating. Seating should encourage productivity, collaboration, and creativity. Regardless of location, visitors should easily be able to plug in laptops and digital devices.
- **Meeting spaces.** Since many of the meeting spaces may be shared, collaboration between the Library and the Recreation Department will be key for scheduling and programming. It may be appropriate for some meeting spaces to be primarily run by the Library, but available to the Recreation Department on a scheduled basis.
- **Children.** The children's area should be creative and fun, with age appropriate furniture and stacks that are within reach for younger children. The children's area should include a storytelling space and larger seating for parental supervision.
- **Collection.** The layout of the existing library is primarily based on finding and borrowing books, with the collection housed in tall stacks. Most public libraries are shifting from a "book warehouse" to a "bookstore-like" experience, where materials are attractively and thematically merchandised. Studies have shown that library circulation increases dramatically with more opportunities for browsing and display. The collection should be easily accessible and browsable, with some stacks on casters, so the collection can be rearranged as it grows or shrinks with changing times – flexibility is paramount.
- **Customer service.** The trend in public libraries is to follow a retail customer service model in which assistance is given where most convenient and helpful to customers. Examples include new book recommendations in the marketplace section, roaming assistance around computers and stacks, and places for customers and staff members to sit together for more in-depth assistance. Staff desks should be taller for standing service, with monitors visible to both customers and staff for better communication; desk shape should be more about collaboration than transaction. Secondary service points should be mobile, easily moving anywhere in the library based on programming and need.
- **Staff Operations.** Check-in, sorting, and reshelving operations should be optimized so staff spend more time on the floor helping customers and less time on tasks that can be easily automated. Customer rough

sort at drop locations and automated materials handling machines are two options that should be explored. Staff need a dedicated sorting room with direct access from the exterior return slot.

**PRELIMINARY PROGRAM ALTERNATIVES**

Preliminary programs were created for 16,000, 20,000, and 24,000 square foot building options to illustrate the types of spaces that could fit into each building size and help identify which were most appropriate for Larkspur. All options included: core library space adult area, children’s area, staff space, the collection, reading areas, and marketplace. In addition, all options included space to be shared between the library and community center, such as a shared lobby and service points, group study rooms, teen space, food service, and technology. The differentiators between the three building program sizes were the additional community spaces, as described below:

- **Core Needs.** At 16,000 square feet, this program option included one community room that could support 150 to 200 occupants, and an additional program room. The LARC Planning Committee and many community members felt this option was too limiting and did not provide the full scope of space needs.
- **Balanced Needs.** The 20,000 square foot option included two flexible program rooms and a larger community room that could support events for 200 to 300 people.
- **Diverse Needs.** In addition to a large community room and three flexible program rooms, the 24,000 square foot option included a dedicated fitness room.

These programs are examples of the spaces that can be accommodated in a 16,000 to 24,000 square foot facility. After this master plan is adopted, the next phases of the project must develop a detailed building program with specific spaces and square footages.

## PROGRAMMING & ACTIVITIES – MEETING NEEDS

### Program Options

Program & Activity Needs by Space Type	Existing Community Spaces in Larkspur					Proposed Library + Community Center Options				
	Hall Middle School Community Room (60 occ.)	Hall Middle School & Gym	City Hall Council Chambers (65 occ.)	Twin Cities Police HQ Meeting Room (60 occ.)	Redwood High School	City Hall Renovated 1 <sup>st</sup> Floor	Library 12,000sf	16k sf Joint-Use Facility <b>CORE NEEDS</b>	20k sf Joint-Use Facility <b>BALANCED NEEDS</b>	24k sf Joint-Use Facility <b>DIVERSE NEEDS</b>
Small Group (2-6)	-	-	-	-	●	-	+	+	+	+
Conference (6-12)	-	-	-	-	●	+	+	+	+	+
Classroom (hard )	●	-	-	-	●	-	+	+	+	+
Classroom (soft)	●	-	-	●	●	+	+	+	+	+
Community Meeting 50-100	-	●	●	●	●	+	+	+	+	+
Community Meeting 100-200	-	●	-	-	●	+	-	+	+	+
Community Meeting 200-300	-	●	-	-	●	-	-	-	+	+

# NEEDS ASSESSMENT



## CITY HALL FACILITY ASSESSMENT

As the centerpiece of the historic downtown district, City Hall has been an integral and iconic part of the City of Larkspur for over a century. The community values its historic presence and the high quality of public services provided by City departments and staff. Although the building has undergone several iterations of renovations since its construction in 1913, the building is again in critical need of renovation in terms of building code and accessibility as well as functionality for the public and City staff.

## EXISTING BUILDING ANALYSIS

City hall is the primary place of convergence between the public and City staff, a point of interaction and exchange of information and ideas. With challenging building access and confusing wayfinding, the current facility does not intuitively create a means of bringing these two parties together. City departments are spread between the two floors with no obvious customer service points. Navigating the facility is extremely difficult, with a maze of entrances confusing circulation.



The city council chambers is located on the second floor of the facility, where public access is challenging. In addition, no exterior access is available for after hours use by boards and commissions and community groups. The space itself is dated, with outdated audiovisual capabilities and a projection screen that, when in use, impedes access to the City departments.

Based on its age, it is likely that the current facility does not consistently meet current building, ADA, or seismic codes. A detailed assessment of necessary architectural, accessibility, structural, electrical, and mechanical upgrades to meet current codes will need to be conducted in the next phases of the project. In addition, the existing entryways and interior circulation are difficult to navigate, narrow, and dangerous. The stairs leading to the second floor are steep and narrow, posing a tripping hazard, and the elevator is not adequately sized for public use.



The interior building finishes are also in need of upgrade. With cracking plaster, peeling paint, and worn furniture, City Hall's deteriorating interior reflects the wear and tear from years of heavy use.

Larkspur and the downtown historic district are known for being walkable from many nearby neighborhoods and amenities, the current amount of parking is severely inadequate to serve the needs of the facility and the number of daily visitors from beyond the walkable radius. In addition, the facility lacks safe public access to the rear parking area.

## CITY HALL NEEDS

To continue to provide excellent service for years to come, City Hall needs a renovation of interior spaces as well as seismic, building code, and



# NEEDS ASSESSMENT

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**SITE ANALYSIS**

The Community Facilities Parcel (CFP) is located on Doherty Drive, across from Hall Middle School and to the east of Lucky Supermarket, on the northwestern portion of the Rose Garden Development. The CFP site is composed of two parcels – Parcel A and Parcel B.

Parcel A, located to the east of Rose Lane, is 2.43 acres and will be the site of the new facility, outdoor spaces, passenger drop-off and pick-up, and the majority of the parking. The parcel is bordered by Doherty Drive to the north, and will be bordered by Rose Lane to the west and Orchid Drive to the south. The eastern edge of the parcel will be bordered by the new neighborhood’s cottages and single family homes.

Located to the west of Rose Lane, Parcel B is 0.22 acres and will support additional parking. The soil for both parcels is currently being compressed and prepared for development.

New Home Company, as part of the Rose Garden Development, is providing basic improvements to both Parcels A and B, including perimeter pedestrian sidewalks and trees. A row of existing Liquidambar trees lines the sidewalk along Doherty Drive, and is planned to remain.



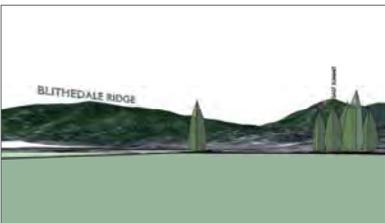
## SITE OPTIONS



Adjacent on-street parking



Views



Mt. Tamalpais and  
Blithedale Ridge

### ACCESS AND EGRESS

Doherty Drive is one of the main access roads to downtown Larkspur and serves as a connector to Redwood High School, Hall Middle School, Piper Park, the Twin Cities Police Department, and residential neighborhoods. Improvements to Doherty Drive are currently underway; the first phases were completed in 2012 with the reconstruction of Doherty Bridge. Improved drainage and a multi-use pathway are also included in the project's scope of work, in conjunction with the Rose Garden Development.

The primary point of access and egress for the CFP site will be at the intersection of Doherty Drive and Larkspur Plaza Drive. Currently, the intersection is monitored by a crossing guard at peak use hours before and after school. The new traffic signal planned at this intersection will improve safety for pedestrians, especially students from Hall Middle School. Rose Lane, the main arterial street in the new Rose Garden neighborhood, will align with Larkspur Plaza Drive and loop around to also align with the driveway that services the Twin Cities Police Station, Piper Park, and Hall Middle School. Vehicles accessing the site will be able to take either route from Doherty Drive, although the intersection in front of the Police Department will not be signalized.

A new vehicular drive will connect Lucky parking lot and Rose Lane, providing another alternate route to the site and a stronger connection to downtown. Traffic calming features should be included in this route to make it bicycle and pedestrian friendly.

As one of the popular multi-use trails in Larkspur, the Larkspur Path serves as a bike route for Marin County cyclists and as a pedestrian path for the community. A multi-use pathway behind Lucky will connect the Larkspur Path and Rose Lane. Bicyclists are also expected to access the site via the new multi-use trail and bike lane along Doherty Drive.

The central location of the CFP site and current pedestrian routes indicate that pedestrians will access the site from all directions, with Redwood High School students coming from the east, Hall Middle School students and Piper Park users from the north, and downtown visitors from the west. It is anticipated that walking to the site will also be popular from nearby residential neighborhoods. The Rose Garden neighborhood will have a pedestrian connection to Ward Street at the senior condominiums.

### STREET PARKING

Street parking is planned on both Rose Lane and Orchid Drive, with 19 spaces directly adjacent to Parcel A. While a few of the spaces along Orchid Drive must be reserved as guest parking for the single-family homes across the street, the majority of street parking can be used for the CFP site.

IEWS

The primary view corridor into the site is along Doherty Drive, from both directions. The site can also be viewed from Magnolia Avenue, through the Lucky driveway. From the site, views out to Blithedale Ridge to the south and Mt. Tamalpais to the southwest should be preserved. The view of Mt. Tamalpais is partially blocked by a grove of redwood trees bordering Parcel B. The drive between Rose Lane and Lucky parking lot provides a direct a view of downtown and the Lark Theater.

NOISE

Without appropriate buffering, noise from Doherty Drive may be a concern for the new facility, with the potential to impact adjacent outdoor uses. In addition, noise created by the new facility could impact the adjacent residential neighborhood without proper programming and siting of outdoor uses.



## SITE OPTIONS



*Preliminary North Option*



*Preliminary Southwest Option*



*Preliminary West Option*

### DESIGN CRITERIA

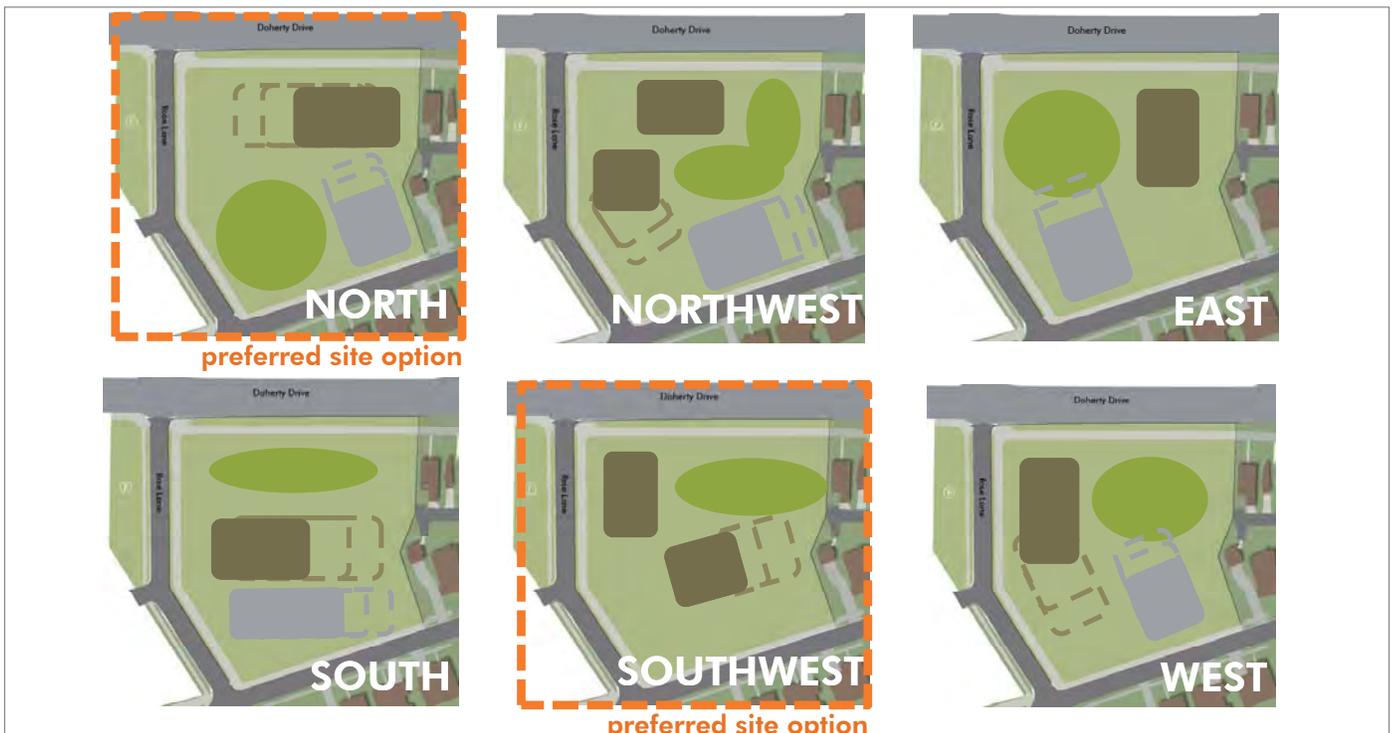
As part of the master planning process, design criteria were developed to compare the site alternatives and guide the development of preferred options. The criteria reflect a close analysis of the site, adjacencies, and opportunities.

- **Civic presence.** The building should be visible from Doherty Drive to create a strong civic presence and convey a sense of arrival to downtown Larkspur.
- **Park presence.** The site should feature a strong park presence, with spaces and activities that complement those at Piper Park.
- **Adjacencies.** The new facility and surrounding landscape should fit into the context of Rose Garden Development and surrounding neighbors, including Hall Middle School, Piper Park, the Twin Cities Police Department, Redwood High School, and the historic downtown district. The orientation of the building, parking, and open space on the site should be sensitive to adjacent residential properties.
- **Outdoor open space.** Outdoor rooms should be directly adjacent to the building to maximize indoor-outdoor connections. Outdoor open space should be maximized and landscaped for a cohesive flow from one space to another. Parking should not be placed between the building and the open space, as this creates safety and access concerns for pedestrians.
- **Access and egress.** The site should provide safe and convenient access and egress for vehicular traffic, bicycles, and pedestrians. Primary vehicular access and egress should be on Rose Lane at the intersection of Doherty Drive and Larkspur Plaza Drive to minimize traffic through the neighborhood. A passenger drop-off and pick-up area with access from Rose Lane should be included. Pedestrians from Hall Middle School should be encouraged to use the crosswalks at either end of the school to cross Doherty Drive, eliminating the danger of crossing in the middle of the street.
- **Parking.** The primary parking lot for the site should be minimally visual from Doherty Drive, and should be accessible from Rose Lane. Multiple means of access and egress from the parking lot are preferred to reduce congestion. Parcel B should be utilized for additional parking.
- **Views.** The orientation of the building and open space should maximize views of Blithedale Ridge and Mt. Tamalpais.

**SITE OPTIONS**  
PRELIMINARY SITE OPTIONS

The key factor in the development of site alternatives was balancing building, parking, and open space. As an initial exercise, the LARC Planning Committee considered almost every possible location for these three elements before honing in on preferred site options.

- **Northwest.** This option sited the building (or buildings) on the northwest corner of the parcel, with parking along the south. Although the building in this scheme is highly visible from Doherty Drive, the large open space is jeopardized by the building configuration.
- **East.** The location of the building on the east side of the site limits access to parking and back-of-house deliveries and operations. The direct adjacency of the building to residential neighbors is not ideal, especially with regard to noisier community center spaces. However, this site option provides both civic and park presence along Doherty Drive.
- **South.** Placing the building on the south side of the site, with the parking lot along Orchid Drive, allows the opportunity for park presence along Doherty Drive. However, the building’s civic presence is not as strong in this option, since it is so far removed from Doherty Drive. This scheme was the precursor to the preferred southwest site option.
- **West Option.** This option sited the building on the west side of the parcel, with parking in the southeast. Due to the configuration of the parking, this scheme did not provide a large connected open space, one of the important design criteria of the committee. In addition, the primary parking area is only accessible from Orchid Drive, creating more traffic through the neighborhood than if the driveway could also be accessed from Rose Lane. Although visible from Doherty Drive, the building orientation is not as well-suited for natural daylighting of interior spaces.



# SITE OPTIONS

## PREFERRED SITE OPTIONS

Using the design criteria, the LARC Planning Committee developed two preferred site options, one with the building located on the north side of the site and one with the building located in the southwest corner of the site. These two site options were further refined during the recommendations phase of the master planning process.

The placement of parking for both the north and southwest site options is on the south side of the site, adjacent to Orchid Lane with access from both Rose Lane and Orchid Drive. In this location, the parking is visually hidden from Doherty Drive and maximizes the use of open space on the site. Both the north and southwest site options also include a one-way northbound drop-off lane with access and egress on Rose Lane. Additional parking for both site options will be provided on Parcel B.

- **North.** The north site option has a strong street presence with building frontage on Doherty Drive. The open space in this option is a “pocket park” tucked behind the building. Pedestrian pathways from the parking lot and Rose Lane lead to the main building entry plaza. Views of Mt. Tamalpais and Blithedale Ridge are most prominent from the open space and adjacent outdoor rooms on the south side of the facility.
- **Southwest.** The southwest option has both civic and park presence along Doherty Drive. The building is tucked back from the thoroughfare in this option, with the open space on the north side of the site, serving as a strong connection to Piper Park. Pedestrian walkways from Doherty Drive bring visitors to the entry plaza on the north side of the building. Additional walkways from Rose Lane and the parking lot lead to an entry plaza along the southwest building frontage. The most prominent views of Mt. Tamalpais and Blithedale Ridge in this option are from the southwest entry plaza and south-facing outdoor rooms. In this scheme, the drop-off is connected to the parking lot.



North Option



Southwest Option

ONE OR TWO BUILDINGS

All of the site options explored have the potential to accommodate one or two buildings. Consideration and discussion were given to the possibility of creating a campus setting on the site with two adjacent buildings – one for the library and one for the community center. In addition to creating a campus environment with shared plaza space, two buildings would be easier to build in phases and operate independently.

However, the concept of two buildings does not align as closely with the values of a shared joint-use facility. One building is recommended in this master plan due to the flexibility, efficiency of spaces, and integration of programming inherent in a one building option. One building also occupies less space on the site than two, providing the opportunity for a larger open area. A single building can be designed to be implemented in two phases.

ONE OR TWO STORIES

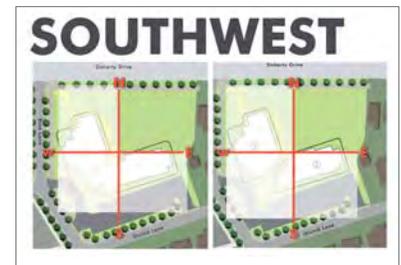
The LARC Planning Committee considered both one-story and two-story building options. A one-story building is operationally more efficient; staff points are contained on one floor rather than split between two. In addition, a one-story building has more opportunities for direct indoor/outdoor connections to the landscape. On the CFP site, a one-story building is more appropriate for a building program of approximately 20,000 square feet or less.

A building footprint of over 20,000 square feet would begin to encroach on the valuable open space identified in the design criteria. For building programs exceeding 20,000 square feet, a two-story option should be considered. In addition to creating more open space, a second story option could provide excellent, unobstructed views of Blithedale Ridge and Mt. Tamalpais.

PARKING STRATEGIES

The LARC Planning Committee discussed several parking options, including surface parking, podium parking, and underground parking. Since the site is flat and podium parking makes indoor/outdoor connections challenging, podium parking was not considered a viable option. Surface parking was chosen due to its low cost, accessibility, and ease of maintenance. With available funding, the LARC Planning Committee recommends underground parking be considered to maximize open space on the site. With underground parking, the City will need to weigh the increased cost of construction, security and surveillance, and safe access and egress.

Additional parking will be located on Parcel B. See the Recommendations chapter for illustrative site plans that provide parking on Parcel B.



# SITE OPTIONS

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**OVERVIEW**

The master plan recommendations presented in this chapter are guidelines for City Council to adopt and implement in the next phases of the project. These recommendations are the culmination of extensive study by the LARC Planning Committee, with input from City staff, stakeholders, and the community. The recommendations are designed to work together to achieve a unified vision for a joint-use library and community center.

**FACILITY RECOMMENDATIONS**

- Provide between 20,000 square feet and 24,000 square feet of interior space for a joint use library/community center.
- One building is recommended for maximum flexibility, shared use, operational efficiency, and construction efficiencies and costs.
- For a program of up to approximately 20,000 square feet, the building should be a single story.
- If financially feasible, a single construction phase is preferable for economies of scale, cost, and schedule implications.

**PLANNING STANDARDS**

Group 4 and City staff developed planning standards for the Rose Garden CFP project based on CLASP standards for the Rose Garden Development.

- Maximum building height: 35 feet
- Minimum setback at east property line (adjacent to residences): 20 feet
- Maximum F.A.R. (Floor Area Ratio): 0.40
- Maximum building area coverage: 40%

The recommended building footprint of approximately 20,000 square feet would be well below the maximum F.A.R. and building area coverage.



<p><b>20k sf</b> Joint-Use Facility</p> <p><b>BALANCED NEEDS</b></p>	<p><b>24k sf</b> Joint-Use Facility</p> <p><b>DIVERSE NEEDS</b></p>
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## **CORE PROGRAM ELEMENTS**

The building program will include a library, community center, and shared spaces. The dedicated core library spaces will be composed of the library collection, adult reading, and children's area. A wide variety of seating will be provided for individuals as well as groups, from chairs and tables with laptop hook up to lounge and reader seating. Shared spaces will include a lobby, group study rooms, technology, teen space, and programming space.

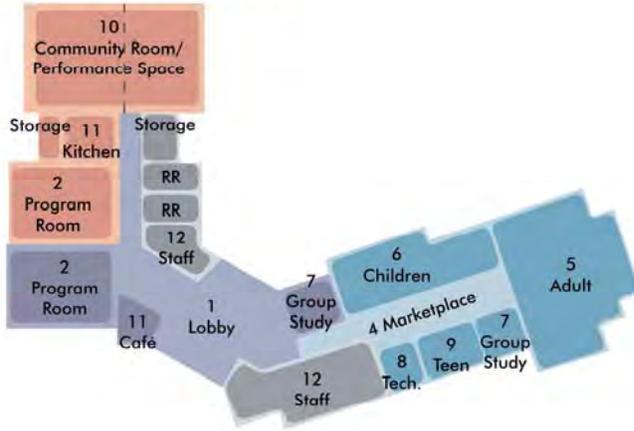
The community center will comprise multi-use and flexible meeting spaces, including hard and soft classrooms and a large community room with extended outdoor space and adjacent catering kitchen. All meeting spaces will have ample storage for maximum programming flexibility. The building program will also include historical and public art display spaces, informal performance space, food & beverage service, support space for both Library and Recreation staff, public and staff restrooms, and building support, including mechanical, electrical, and telecommunication rooms.

The facility will be designed for multiple modes of operation for maximum accessibility and flexibility of community programs and services, such as morning access to the group study rooms for small business users, or evening access to the program rooms for clubs. Consideration should also be given to exploring an integrated service model between Library and Recreation staff where practical, such as a shared information/service desk in the lobby.

# PROGRAM – OPTIONS

## BALANCED NEEDS PROGRAM

20,000sf (example)



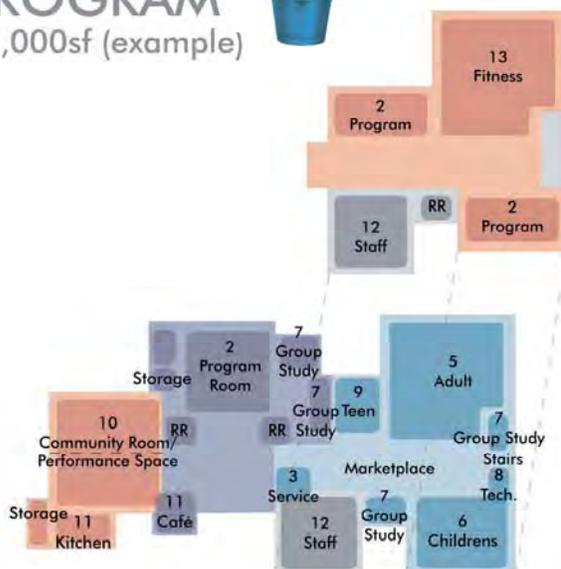
Spaces	Total SF
1 Entry/Lobby Cafe, Displays, Cafe'	800
2 Program Room* Two Rooms @ Occupancy 80-120	2,400
3 Service/Info	200
4 Marketplace	500
5 Adult	2,880
6 Childrens	1,650
7 Group Study	500
8 Technology	300
9 Teen	500
10 Community Room/Performance Space* Occupancy 150-225	2,250
11 Kitchen/Café	500
12 Staff	1,970
Support Spaces & Non assignable Restrooms, Storage, Mech./Elect./IT/ Circulation	5,000
	<b>20,000</b>

\* Community Room/Performance Space could be located with Program Room to increase occupancy

# PROGRAM – OPTIONS

## DIVERSE NEEDS PROGRAM

24,000sf (example)



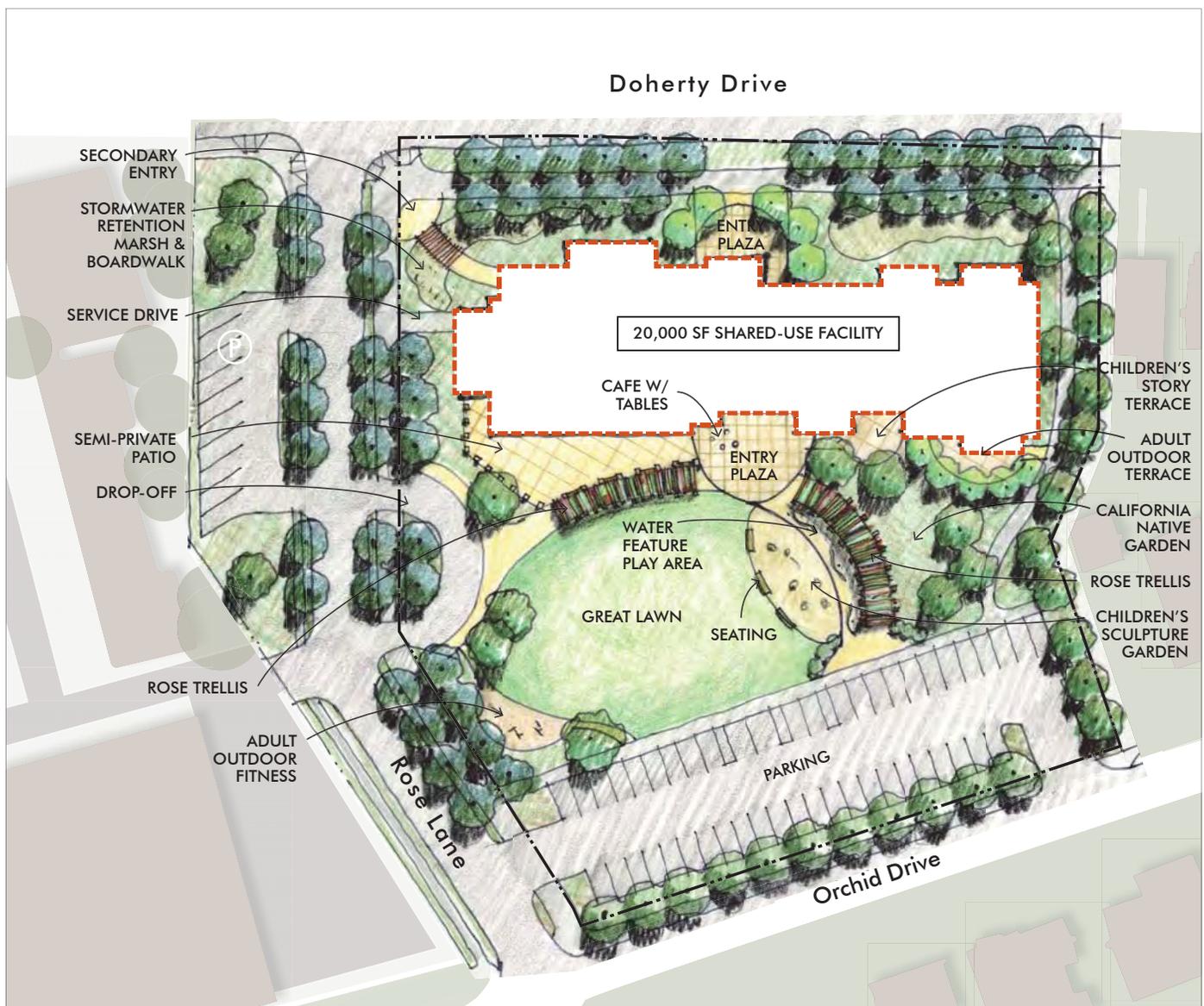
Spaces	Total SF
1 Entry/Lobby Cafe, Displays, Cafe'	1,100
2 Program Room* Three Rooms @ Occupancy 80-120	3,600
3 Service/Info	200
4 Marketplace	500
5 Adult	2,880
6 Childrens	1,650
7 Group Study	500
8 Technology	300
9 Teen	500
10 Community Room/Performance Space* Occupancy 200-300	3,000
11 Kitchen/Café	500
12 Staff	1,970
13 Fitness Occupancy 30-40	1,650
Support Spaces & Non assignable Restrooms, Storage, Mech./Elect./IT/ Circulation	5,650
	<b>24,000</b>

\* Community Room/Performance Space could be located with Program Room to increase occupancy

# RECOMMENDATIONS

## PREFERRED SITE OPTIONS

- The siting of the facility and surrounding landscape should maximize civic presence, provide excellent indoor/outdoor connections, maximize outdoor gathering space, and take advantage of natural lighting and scenic views, especially of Mt. Tamalpais and Blithedale Ridge.
- The location preferences for the joint-use library/community center are on the north or southwest quadrant of the site for compatibility with the neighborhood, site access, functionality, and safety.
- The preferred location for the surface parking lot is on the south quadrant of the site; if economically feasible, underground parking is preferable.



*Preferred north site option*

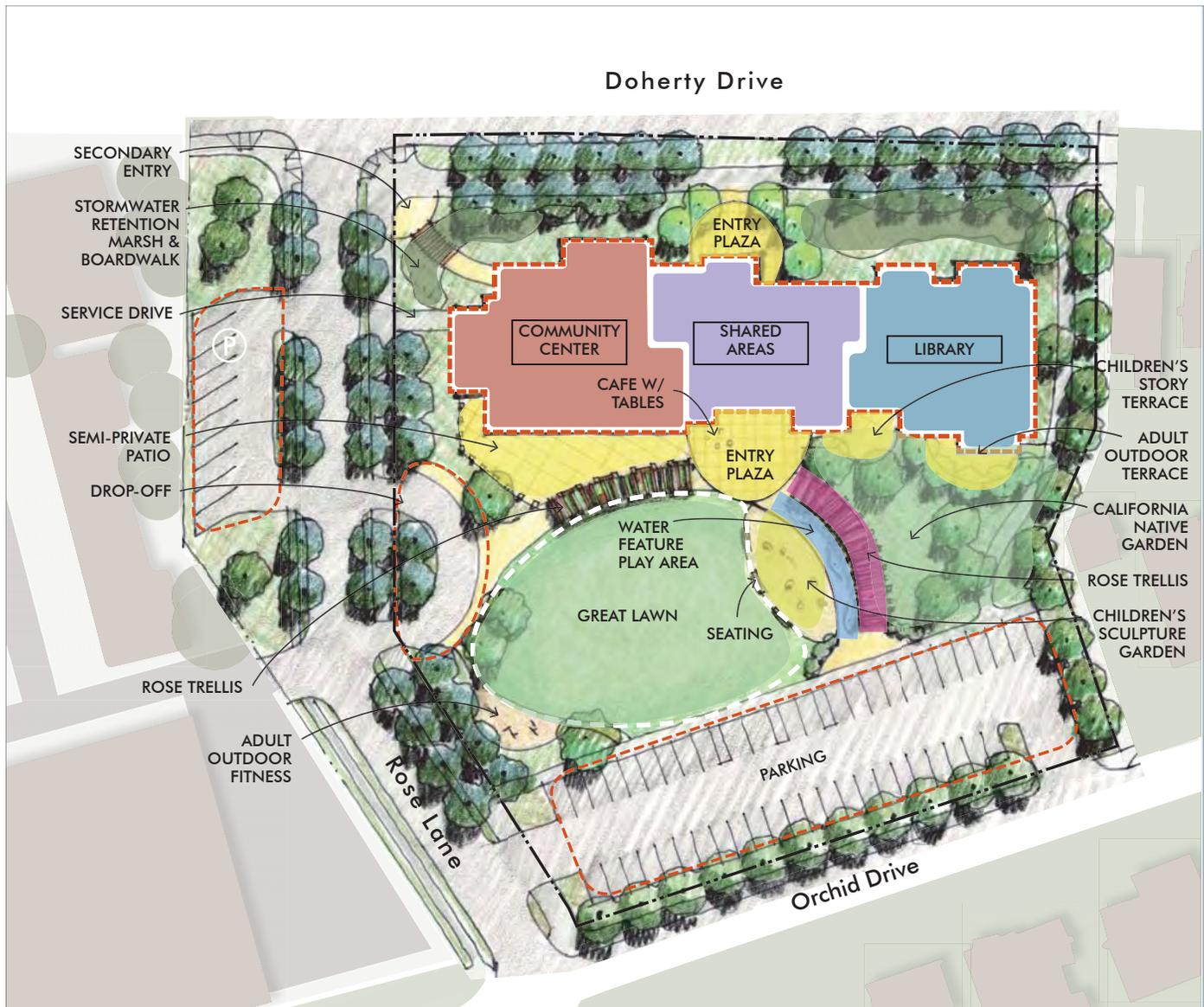


Preferred southwest site option

# RECOMMENDATIONS

## SITE AMENITIES

The landscape should integrate the site to the downtown and adjacent neighborhoods and reinforce the joint-use library/community center facility as a signature landmark, welcoming the community through pedestrian pathways, inviting entry plazas, and entry features. The site programming should create a vibrant sense of place through outdoor program rooms and passive and active gathering spaces that are compatible with the facility, complement adjacent active recreation areas, and provide activities for all ages. The site should be designed to promote safe access and egress to all pedestrians, bicyclists, and vehicles.





# RECOMMENDATIONS

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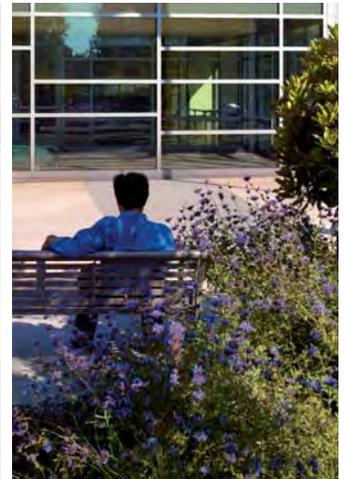
The following site amenities are recommended for this master plan:

- **Entry plazas.** Located adjacent to main building entrances, entry plazas should welcome the community with attractive hardscape and planting, as well as inviting seating. Plazas should provide intuitive direction to the front doors and become spill-out space for programming.
- **Entry features.** Entry features, such as public art, trellises, or water features, should create a sense of arrival to the community facility and embody the spirit and culture of Larkspur.
- **Outdoor rooms.** The facility should have strong interior-exterior connections, with outdoor rooms such as an adult reading garden; children’s storytelling area or sculpture garden; patio space off the teen area and program rooms; and informal performance space. Outdoor program rooms should have direct exterior access from correlating interior functions, as well as a strong visual connection from the indoor to the outdoor space.
- **Open space.** The community facility should have a large open green space for events and informal activities. The space should be buffered from the street for safety and noise control.
- **Passive gathering spaces.** A variety seating places to enjoy the company of others, hold an informal meeting, or read should be provided.
- **Paths.** Paths should be appropriately placed to catch high foot traffic to and from the building and site, and be enjoyable to traverse, with interesting planting and landscape features.



The following site amenities were all part of the master planning discussion, and reflect additional opportunities that were seen as a priority by the community and the LARC Planning Committee.

- **Garden.** A low-maintenance garden with species native to California was discussed as a potential site amenity. The idea of a rose garden, recognizing the site's former use as a nursery was also discussed. The garden may provide a viable partnership opportunity with a local gardening or horticulture club.
- **Boardwalk.** A boardwalk over the bioswale or marshy native planting was considered as part of the pathway system to the community facility and library. The boardwalk would harken to the other low-lying natural areas in Larkspur and include places to sit and enjoy the scenery.
- **Water feature.** A water feature, in the form of a fountain, a children's play amenity, or both, was a top consideration. A water feature could increase enjoyment of outdoor areas, mask noise from the street, and provide an engaging place for children to explore.
- **Trellises.** A walkway with an overhanging trellis and planting would provide shade and a beautiful place to enjoy the outdoors, or access the facility.



# RECOMMENDATIONS

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## PARKING AND ACCESS

### SUMMARY

- To preserve maximum usable outdoor space, provide 2.5 spaces/1,000 building square feet for on-site parking, with a combined total of 3 spaces/1,000 building square feet for “convenient” on-site and on-street parking.
- Utilize off-site parking strategies for large events and peak use.
- If funding is available, consider under-building parking.
- Encourage pedestrian and bicycle access by providing paths and convenient on-site bicycle parking.
- Encourage good automobile traffic flow by providing drop-off access and a variety of short term and longer term parking.

### METHODOLOGY

The parking and access strategy developed in this master plan takes into account the desire to create a destination that provides convenient and safe vehicular parking while also promoting alternative forms of transportation. The close proximity of the site to the historic downtown as well as schools and neighborhoods lends itself well to creating a place that is pedestrian and bicycle friendly. In addition, input from the community and LARC Planning Committee placed high value on maximizing open space on the site.

However, in order for the joint-use facility to be easily accessible to the entire community and beyond, a sufficient number of parking spaces must be provided to support day-to-day activities. The strong desire to maximize open space and the availability of nearby street parking in the Rose Garden Development guided the recommendation for “convenient” parking.

Convenient parking is defined in this master plan as on-site and nearby on-street parking that, when combined, fulfill the recommended parking ratio of 3 spaces/1,000 building square feet. This rate is based on current best planning practices and equates to a range of 60 spaces for a 20,000 square foot facility to 72 spaces for a 24,000 square foot facility. Directly adjacent to the site, nine on-street parking spaces on Rose Lane and 10 spaces on Orchid Drive are planned as part of the Rose Garden Development. More than ten additional on-street parking spaces are planned elsewhere in the development that will be within walking distance to the joint-use facility. In total, more than a dozen on-street spaces may be considered convenient to the CFP site.

After factoring in the availability of on-street parking, the master plan recommends an on-site parking standard of 2.5 spaces/1,000 building square feet; this equates to a range of 50 spaces for a 20,000 square foot facility to 60 spaces for a 24,000 square foot facility. It is recommended that both Parcel A and Parcel B support on-site parking.

### PEAK-USE PARKING STRATEGIES

For peak-use and large events such as weddings and community-wide meetings, off-site parking strategies at nearby parking lots are recommended. In addition to using City-owned lots for peak use, it is also recommended that partnerships and comprehensive parking strategies with nearby public facilities, such as Hall Middle School, the Twin Cities Police Department, and Tamiscal High School be explored. During peak-use, opportunities to temporarily increase ADA spaces on-site should be considered. Expanded on-street drop-off for valet services may also be an option.

Due to the joint-use facility's proximity to downtown, Piper Park, schools, and residential uses, it is likely that many vehicle trips to and from the site will be linked with other vehicle trips – some patrons may park at another location and walk to the site. In addition, the site is conveniently serviced by public transit, and soon by continuous wide pathways and bicycle lanes. It is likely that a high level of trips will be made by public transit, bicycle, and foot, resulting in lower parking demands.



# RECOMMENDATIONS

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## DESIGN VALUES

As part of the master plan recommendations, the LARC Planning Committee developed design values as broad guidelines for how the vision of the project can be implemented.

## SITE PRESENCE

The library/community facility and surrounding landscape should:

- Be warm and inviting
- Be designed with a human scale
- Have a strong identity and celebrate its civic role in the community

## BUILDING CHARACTER

The design of the interior and exterior of the library/community facility should:

- Be warm and engaging, welcoming the community and drawing people inside
- Be constructed and furnished with quality long-lasting materials
- Complement the small-town character of the City of Larkspur
- Reflect our time but have an enduring, timeless quality
- Maximize flexibility and be adaptable to change



## BUILDING & LANDSCAPE SUSTAINABILITY

The library/community facility and the site landscape should:

- Be environmentally, economically, and culturally sustainable
- Reveal sustainable values in its design to educate the community and promote environmental stewardship
- Aspire to achieve the highest LEED certification that is economically feasible; the project must achieve a minimum of LEED Silver, per the City of Larkspur's Green Ordinance.



## SITE CONNECTIVITY

The landscape of the library/community facility should:

- Have strong indoor/outdoor connections for program flexibility
- Take advantage of views of Mt. Tamalpais and Blithedale Ridge to the greatest extent possible
- Create convenient and safe connections with the downtown, nearby schools, and adjacent neighborhoods

## GREENHOUSE GAS EMISSIONS MITIGATION MEASURES

Completed in December 2012 by PMC, the Greenhouse Gas Emissions Report identified potential environmental impacts associated with greenhouse gases for the Rose Garden CFP project as required by the California Environmental Quality Act (CEQA). The impact analysis was prepared with the consideration of greenhouse gas reduction programs provided by Larkspur’s Climate Action Plan (CAP). Per the report, prior to building permit approval, the City of Larkspur Planning Department will require the Rose Garden CFP project to implement the following mitigation measures to reduce the short and long-term impacts of greenhouse gases:

- Reduce and recycle construction and demolition waste to the greatest extent practical, including, but not limited to soil, vegetation, concrete, lumber, metal, and cardboard.
- Include permeable paving or other permeable material for parking lots and walkways to the greatest extent feasible.
- Provide bicycle parking facilities and preferential parking for carpooling and alternative-fueled vehicles to encourage alternate means of transportation
- Provide interior and exterior storage areas for recyclables, including recycling containers for public use.
- Provide low-water use landscaping, such as drought-tolerant plants and drip irrigation. At least 75 percent of all landscaping plants must be drought-tolerant.



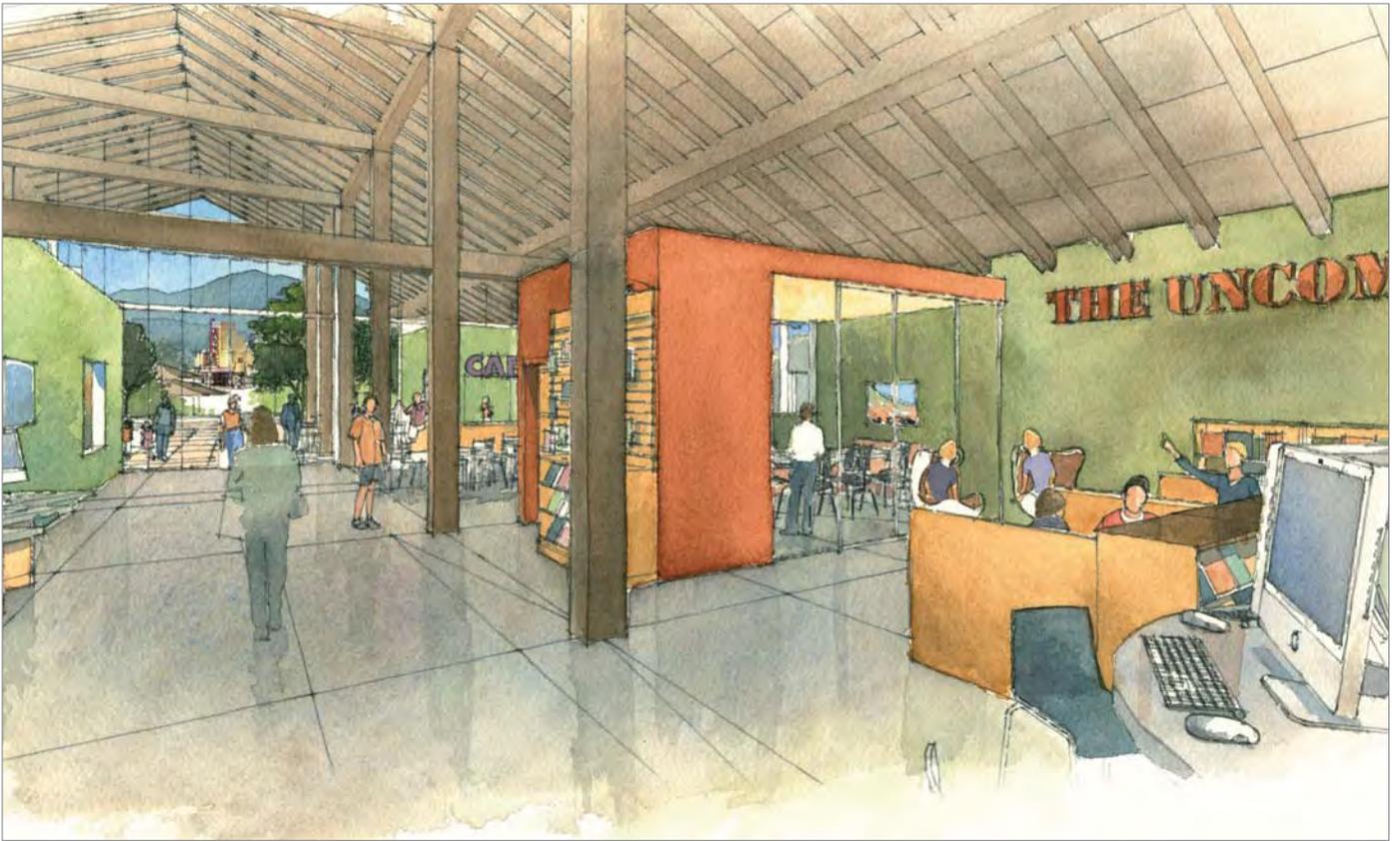
## RECOMMENDATIONS



*Entrance*

### TYPES OF SPACES – RENDERINGS

The following renderings begin to express some of the concepts and ideas that came out of the master planning recommendations. These illustrations are not meant to show design intent – design will come in the next phases of the project. Rather, these images are meant to graphically depict the types and quality of spaces envisioned in the master plan.



Lobby

RECOMMENDATIONS



Community Room



Children's Area

# RECOMMENDATIONS

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## CITY HALL RECOMMENDATIONS

It is recommended that City Hall be renovated to meet current building code and be seismically safe, universally accessible, operationally efficient for staff, and welcoming to the public. The renovation of City Hall should be planned in conjunction with the Library’s relocation to the CFP site. All interior renovations should preserve the historic exterior of the building.

The first floor should include:

- Lobby
- City council chambers with adjacent storage
- Conference rooms
- Public restrooms
- Catering kitchen (to service council chambers and conference rooms)
- Shared workspace for City’s supported boards and commissions and non-profit groups (eg. Historic Preservation Board and Friends of the Library).
- Storage space

The City council chambers should be accessible for after hours use. A library presence, such as a reading room or Friends of the Library bookstore is suggested as a possible program element for the first floor.

The second floor of City Hall should include:

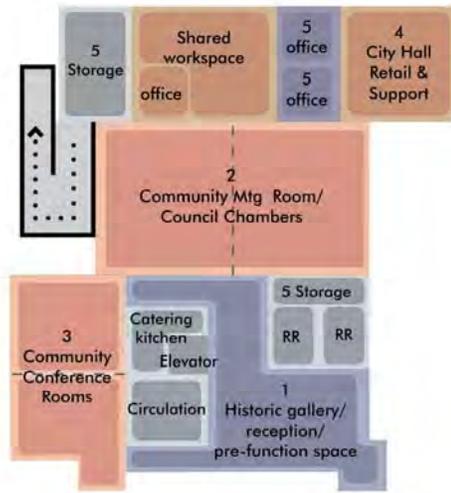
- All City departments and staff
- Shared service counter
- Lobby

City Hall should also include space for historic displays – this could be accommodated in the lobby areas. Display space in City Hall will supplement the display space provided in the join-use facility at the CFP site. The new reconfiguration of spaces should be accessible, easy to navigate, promote efficiency and collaborative work environments, and improve service to the public.

An existing facility analysis and needs assessment for City Hall can be found in the Needs Assessment chapter of this master plan. Examples of possible interior layouts for City Hall are provided on the opposite page. A formal building program will be part of the next phase of the project.

# PROGRAM – CITY HALL COMMUNITY SPACES PROGRAM

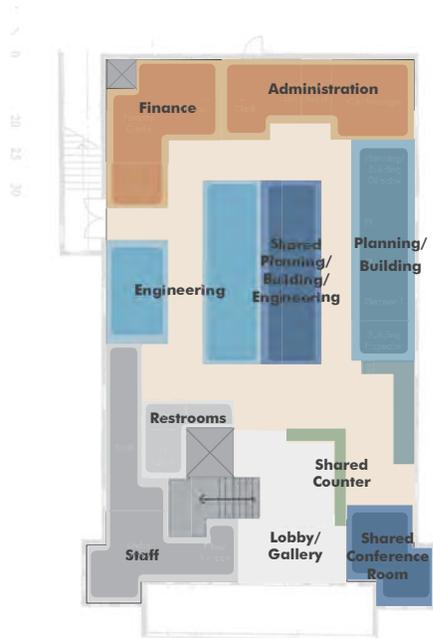
1st Floor City Hall



Spaces	Total SF
1 Entry/Lobby Reception, Lobby, Historical Gallery	1,600
2 Council Chambers/Community Room Multi-Purpose Community Room, divisible w/dais & storage, occupancy 130-200	1,200
3 Community Conference Rooms Two meeting rooms @ 700sf ea., occupancy 20-24 each	1,400
4 City Hall Retail	1,050
5 Storage & Workspace Shared work spaces & offices	1,550

Support Spaces & Non assignable  
Restrooms, Storage, Mech./Elect./IT/  
Circulation

# PROGRAM – 2nd FLOOR CITY HALL



Department	Total SF
1 Administration City Manager, CM Administrative Assistant, City Clerk, CC Administrative Assistant, Finance Clerks, Surge Office Space, Print Station, Files, Storage, Copy/Work Area, Conference Room	1,800
2 Planning/Building Planning/Building Director, Planner 1, Contract Planner, Building Inspector, Building Technician, Surge Office Space, Print Station, Conference Room	1,000
3 Engineering Engineering Director, Engineering Technician, GIS Specialist	600
4 Shared Planning/Building/Engineering Surge Office Space, Print/Fax Station, Small Conference Room	900
5 Staff Shared Space Break Room, Kitchenette, Restrooms	800
6 Lobby/Gallery	1,000
<b>Subtotal</b>	<b>6,300</b>
25% Circulation Factor	1,500

**Proposed Program 7,800 sf**  
**Actual 8000 sf**

Examples of possible interior layouts for City Hall

# RECOMMENDATIONS

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## OVERVIEW

This chapter discusses the costs, phasing, and potential funding strategies associated with the CFP Master Plan recommendations. It should be noted that the implementation section is intended to establish the parameters for the joint-use library/community center project in the next phases of development. The phasing, potential funding strategies, and other elements of this implementation plan should not deter or preclude the City from taking advantage of implementation opportunities that may arise “out of sequence” or be fundable through alternate avenues than those described here.

## PROJECT BUDGETS

Budgets were developed for both the 20,000 square foot and the 24,000 square foot master plan program options. These budgets were developed to be comprehensive, including both hard costs (i.e., building materials, labor, and contractor overhead and profit) and soft costs (e.g., design and engineering consultant fees, permits, etc.).

The following budgets have been developed to be a tool for the development of an implementation plan which should include a funding strategy, a refined project scope and schedule. Once an implementation plan is in place, the project can move forward through the planning and design process.

## COST MODEL

The hard costs and FF&E (fixtures, furnishings, and equipment) costs for the project budgets have been developed on a cost-per-square-foot basis. These costs are considered to be sufficient for medium to high quality finishes and furnishings. Contingencies were applied for both design (to accommodate potential changes in project scope as the project is designed to a higher detail) and construction (to address the inevitable changes and issues that arise while the project is being built). The design contingencies are included in the construction costs figures and the construction contingencies are shown as a separate line item.

The cost model is anticipated to support sustainable design, including certification at the Silver level, and possibly Gold level, through the U.S. Green Building Council’s LEED program (or equivalent). Depending on specific circumstances, the project may be able to achieve higher certification within these budgets.

In addition to building costs, the budgets included anticipated costs for site development, parking, building technology, and FF&E. An allowance for public art was also included for the project.

Site area allowances were developed based on the site plans that were created for conceptual designs during the master plan. Site area take-offs were completed for the site plan and were budgeted in the site work costs, allowances for site elements, such as an entry feature, were also included in the site work costs.



# IMPLEMENTATION

## EXCLUSIONS

**Land and utility costs.** The CFP land will be deeded to the City as part of the development agreement with New Home Company; therefore, site costs for the CFP are excluded from the project budgets. The project budgets only include on-site utilities costs – new utilities and connection points (at adjacent streets) are being constructed as part of the Rose Garden Development by New Home Company.

**Escalation.** A specific schedule for implementation and construction has not been established for the project; therefore, escalation has been excluded from the project budgets.

**Collection.** While the cost of shelving to accommodate the library collection is included in the project budgets, the costs to replace or expand the collection materials are not included in the budgets.

**Moving costs.** A modest allowance to move the existing collection and miscellaneous other furniture/equipment has been included in the budget.

**Management costs.** Costs associated with City staff management of the project are not included.

**Temporary library facilities.** Costs associated with renting and developing temporary facilities for the library during construction are not included in the project budgets.

## PROJECT BUDGETS

The following table includes the project budgets for both the 20,000 square foot and the 24,000 square foot facilities. The project budgets are broken into three components: construction hard costs, total hard costs, and total soft costs.

<b>COSTS – PRELIMINARY MODEL</b>			
	<b>Cost Model Data</b>	<b>20,000 sf Option</b>	<b>24,000 sf Option</b>
	Construction Costs	\$7.9m	\$9.4m
	Site Work Costs	\$1.9m	\$1.9m
	<b>Subtotal Construction Hard Costs</b>	<b>\$9.8M</b>	<b>\$11.2M</b>
	15% Construction Contingency	\$1.5m	\$1.7m
	FFE & Technology	\$1.3m	\$1.6m
	15% FFE & Technology Contingency	\$0.2m	\$0.2m
	<b>Total Hard Costs</b>	<b>\$12.7M</b>	<b>\$14.7M</b>
	Design, Engineering & Const. Management 27%	\$3.4m	\$4m
	5% Soft Costs Contingency	\$0.7m	\$0.8m
	<b>Total Construction Soft Costs</b>	<b>\$4.1M</b>	<b>\$4.8M</b>
	Miscellaneous, CEQA, Collection, Moving	\$0.2m	\$0.2m
	<b>Project Budget</b>	<b>\$17.1M</b>	<b>\$19.7M</b>
	<i>(February 2013 dollars; does not include escalation)</i>		

**DRAFT**  
**2-25-13**

## FUNDING STRATEGIES

### FUNDING OPTIONS

There are options for funding the Rose Garden CFP project. Funding for the recommended project can come from multiple sources.

#### City Funds

General funds and reserve funds are a potential source of funding. Available general revenue funds are often used for small projects. Larger projects usually require funds to be set aside annually into a reserve account to build sufficient reserves.

#### General Obligation Bonds

Since the passage of Proposition 46 in 1986, cities have been able to issue general obligation bonds to acquire, construct or improve real property. General obligation bonds are the most efficient form of long-term debt financing because they require neither a reserve fund nor funded interest (i.e. capitalized interest) during construction or acquisition of the project. Therefore, general obligation bonds are smaller in size and annual total debt is correspondingly lower than for any other form of long-term debt financing. The major challenge of a general obligation bond is that they require passage by a super-majority (two-thirds) of voters. General obligation bonds cannot be used to pay for furniture, computers or other non-fixed building components.

#### Development Impact Fees

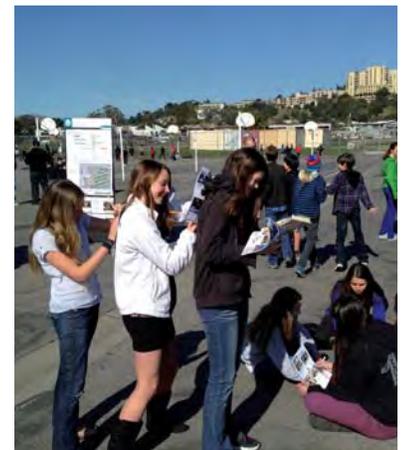
Development impact fees are levied by cities and/or counties on new residential and commercial construction in order to pay for the additional infrastructure that will be required to support the new population and uses. Fees are determined by each jurisdiction, typically based on the number of units to be developed, the timing of the build-out of those units, and the anticipated amount of money needed to pay for the required infrastructure improvements.

Since Larkspur is a relatively built out community, the opportunity to use developer impact fees to fund the new facility is not available.

#### Grants

Federal and state grants are available from time to time. In 2000, California voters approved Proposition 14 which committed \$350 million to match local funds for library construction. A similar state library construction bond had previously passed in 1988. However, a third proposed bond measure, Proposition 81, failed to pass on the state ballot in June 2006. California library leaders hope to place a similar ballot measure in the near future, but nothing is scheduled at this time.

In 2009, the American Recovery and Reinvestment Act was passed, potentially making funding available for community facility improvements. A subsequent





similar program may provide a source of funding for the recommended master plan.

### **Partnerships**

Partnerships with other public or private entities are another way to leverage funds to meet multiple needs efficiently. Many communities in California have shared resources to meet common goals. Partnerships may be established with a school district, a college, another regional agency, another city or county department, and non-profit agencies.

### **Mello-Roos Special Tax Bonds**

The Mello-Roos Community Facilities Act was enacted by the California Legislature in 1982 to provide all cities, counties, and districts with an alternative method of financing essential public facilities and services. The Act allows cities to create separate public agencies, known as community facilities districts, within their boundaries for the purpose of financing certain public facilities and services. The Mello-Roos financing mechanism uses a special tax to repay the annual debt service and operating costs. The special tax may be based upon benefit to the parcels of land in the district, or on the cost of making the facilities or services available, or on any other reasonable basis. The tax must not be ad valorem or related to the value of the property.



### **Benefit Assessment Districts**

A benefit assessment district taxes property owners in a special district created to provide benefits for those in that area. California Proposition 218, passed in 1996, prohibits the creation of Benefit Assessment Districts based on property values. Rather, parcels in the district are assessed based on the benefit they receive, and potentially based on parcel use (commercial, residential, etc.). Such a measure requires simple majority support (50% + 1) to pass, and votes are weighted based on each property owner's proposed assessment.

### **Sales Taxes**

A special purpose sales tax could be levied on top of existing local sales taxes. Sales tax revenue can be used for both operations and capital projects, whereas only capital projects can be funded through General Obligation (GO) bonds. Available revenue through a special sales tax can be harder to predict than with GO bonds, as it is dependent on actual sales.

### **Certificates of Participation**

Certificates of participation are a subset of the general financing technique known as lease/purchase or installment sale obligation financing. Within the tax-exempt realm a lease/purchase allows a municipality in consideration for the use of equipment and/or real property, to make lease payments over a specified period of time. At the conclusion of this contract, the lessee (municipality) has the right to purchase the leased capital items at a nominal amount (usually \$1),

or ownership may have already transferred by way of an installment sale contract. If the financing is structured to meet the requirements established by the federal government, the lease payments to the lessor are exempt from federal and state income taxation. The lessor, therefore, requires a lower rate of return from the financial contract (lease), thus lowering the interest costs to the lessee. Through this financial instrument, the city or district has accessed the tax exempt debt market. Certificate of participation financing does not require voter approval. In California, the local legislative body (e.g., city council or board of supervisors) is empowered to enter into lease/purchase financing.

### Private Donations

Because libraries and community centers are high-profile and have such a large impact on the residents and communities they serve, they offer an attractive focus for fund-raising campaigns. Library and recreation foundations and Friends of the Library groups are good leaders and partners in fundraising. One advantage of private donations is that (with the donor's permission) they can be used for any portion of the project, including furniture, art, and collection materials as well as construction.

In addition to individuals and private foundations, the business community can be a source of donations for new community centers and libraries. Recent examples include a national drugstore chain donating funds to a library for development of business and conference facilities, and a national health care organization donating funds and materials to a different library for a special health and wellness collection. Strategies such as naming rights can provide additional incentives for donations.

## FUNDING STRATEGIES AND NEXT STEPS – BAY AREA LIBRARY FUNDING SOURCES

Library	Funding	Notes
Orinda Library	<ul style="list-style-type: none"> <li>▪ \$5m F.O.L.</li> <li>▪ \$2m F.O.L. – book sale</li> <li>▪ \$3m City Developer impact fees</li> </ul>	F.O.L. owns library
Lafayette Library	<ul style="list-style-type: none"> <li>▪ \$9m Foundation (private fundraising)</li> <li>▪ \$11.9m State Grant</li> <li>▪ \$10m Redevelopment Agency</li> </ul>	In order to acquire the site from the local Veterans chapter, the City agreed to construct a new building for them
Walnut Creek Library	<ul style="list-style-type: none"> <li>▪ \$28.8m– Library Reserve</li> <li>▪ \$5m – Private contributions (Library Foundation Fund)</li> <li>▪ \$5.6m– Parking funds</li> <li>▪ \$500,000 – County Operation Savings</li> </ul>	
Portola Library (and Town Center)	<ul style="list-style-type: none"> <li>▪ \$20m – Portola Community Fund (private donations led by citizen's group)</li> </ul>	Green strategies spurred private donations
Santa Clara	<ul style="list-style-type: none"> <li>▪ \$41m – City's General Fund</li> </ul>	



## STRATEGIES FOR IMPLEMENTATION

### Phasing

There are several reasons to phase a project, including availability of funding, both construction and operational; insufficient site area for allowing a single phase construction on-site; and balancing current needs with future needs.

The needs assessment completed as part of the master planning process has established the need for a joint-use library and community center facility. In addition, the CFP site has sufficient space to allow construction staging and efficient construction sequencing in a single phase.

The LARC Planning Committee expressed a strong desire for a single construction phase for the entire project due to the:

- Significant need in the community for a joint-use library and community center facility;
- Sufficient area on the site to construct the facility in a single phase;
- Cost efficiencies of constructing the entire building in one phase; and
- Concern that the momentum to build the entire project would wane with the completion of a first phase, therefore leaving the next phase of the project uncompleted.

Although a single phase is preferred, at this time, project funding has not been established. If multiple phases are necessary, the nature of the proposed project (a library and community center with joint-use space as the connecting element) lends itself favorably to a phased construction approach. In a multiple-phase approach, design work for all phases should be completed in the first phase.

Phasing approaches for construction could include:

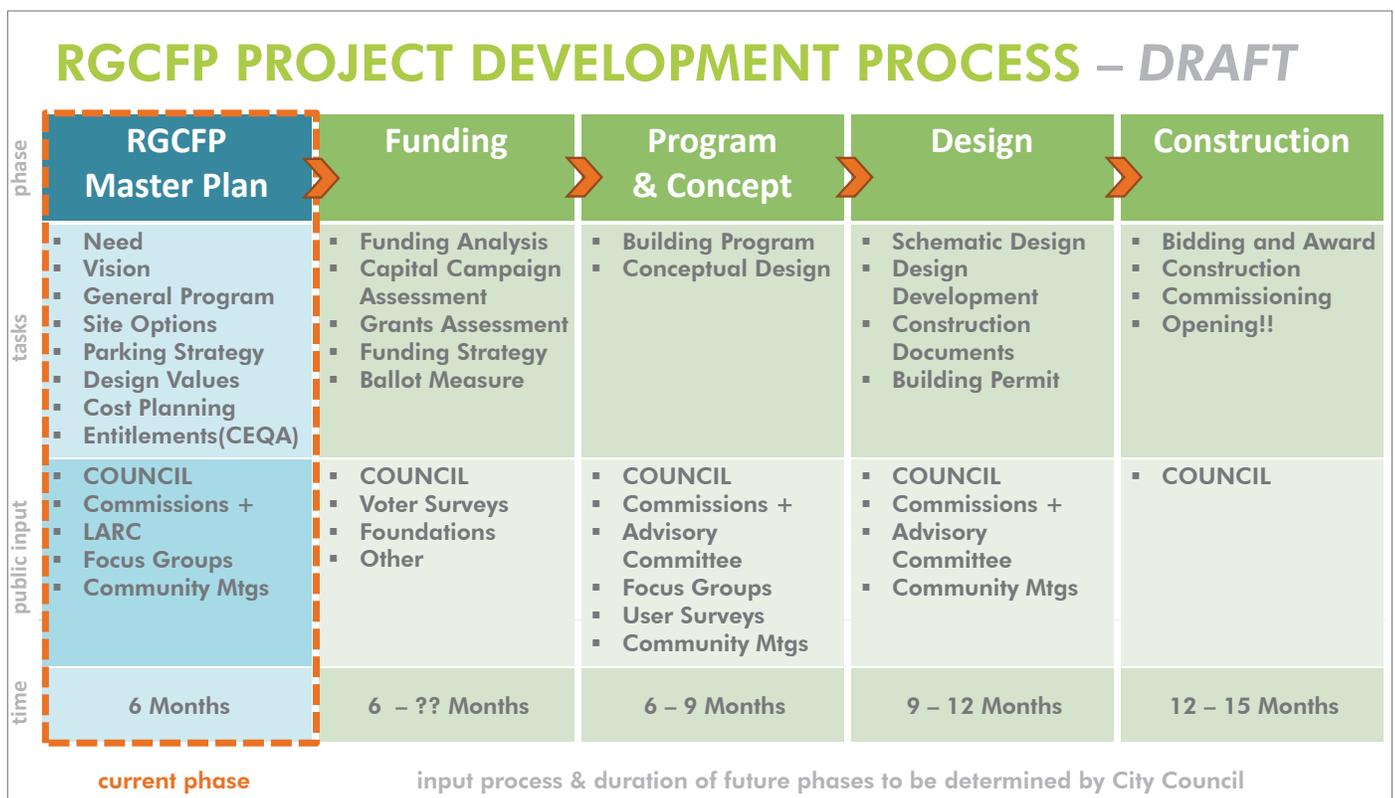
- Build the core library and the joint-use spaces in the first phase and the community center in the second phase.
- Build the community center and the joint-use spaces in the first phase and the library in the second phase.
- Complete site preparation for the facility in the first phase; construct the building (library, community center, and joint-use spaces) in the second phase.

If multiple phases are chosen for the project, there are challenges and opportunities that should be addressed and planned for in the interim phase, including providing utility stub-outs and appropriately sizing building systems to accommodate the future expansion.

**NEXT STEPS**

Through this master planning process, City staff and LARC Planning Committee members have created a tremendous foundation for the next phases of the project. The LARC Planning Committee comprised a broad cross-section of community members and leaders who embraced the project and invested a significant amount of personal time into the process and the development of the master plan. The master planning process reached out to the Larkspur community through community meetings, kiosks, focus groups, and the involvement and support of City boards and commissions.

The Master Plan was approved by the Planning Commission and adopted by City Council in April of 2013; the next phase of the project is to develop an implementation plan. This plan would include identifying a funding strategy and potentially moving ahead with the next phase of design phase – the programming and conceptual design phase. It is anticipated that the next phases will continue to build on the community-based process initiated in the master plan and that the funding strategy would include a participatory process built on existing and new community partnerships. As appropriate, a design committee may be established by City Council to help shepherd the development of the building program and conceptual design.



# IMPLEMENTATION

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## CITY AND COMMUNITY PARTICIPANTS

The Larkspur Rose Garden Community Facilities Parcel Master Plan is built on the input and generous contributions of many City and community participants.

### PROJECT MANAGEMENT TEAM

Brad Marsh, *Councilmember, Larkspur City Council*

Ann Morrison, *Councilmember, Larkspur City Council*

Dan Schwarz, *City Manager, City of Larkspur*

Neal Toft, *Director of Planning & Building, City of Larkspur*



### LARC PLANNING COMMITTEE

#### Members

Adrienne Brown

Mary Clyde

Melissa Dawson

Patti Doherty

Dan Dunn

Michael Folk

Frank Gold

Katherine Green

Christen Hutton

Doug Mowbray

Joan Lundstrom

Ronald Peluso

Elise Semonian

Matt Smyth

Todd Ziesing

#### Ex-Officio Members

Susan Christman, *Trustee, Larkspur-Corte Madera School District*

Jeanne Friedel, *Member, Parks and Recreation Commission*

Frances Gordon, *Larkspur Library Director*

Don Graff, *Vice Chair, Larkspur Library Board*

Marilyn River, *Member, Heritage Preservation Board*

Susan Schmidt, *Trustee, Tamalpais Union High School District*

Kris Wade, *Board of Directors, Larkspur Library Foundation*

Dick Whitley, *Larkspur Recreation Director*

Sallyanne Wilson, *Member, Heritage Preservation Board*

Richard Young, *Chair, Larkspur Planning Commission*

# ACKNOWLEDGEMENTS

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**CITY OF LARKSPUR**

**RESOLUTION No. 34/13**

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LARKSPUR  
APPROVING THE COMMUNITY FACILITIES PARCEL MASTER PLAN AND ADOPTING  
THE RELATED INITIAL STUDY AND MITIGATED NEGATIVE DECLARATION PREPARED  
PURSUANT TO CEQA.**

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**WHEREAS**, the City Council adopted Resolution 41/12 to initiate a master plan process to consider the potential of the site to accommodate a library, community center, and other public gathering spaces, as well as options for the reuse of City Hall;

**WHEREAS**, the City Council recruited and appointed an ad-hoc committee comprised of citizens to guide the master plan process and committee was eventually renamed Library and Recreation Community (LARC) Planning Committee;

**WHEREAS**, the City Council hired Group 4 Architecture in September 2012 to prepare a work plan and public outreach plan in order to develop a Master Plan for the Community Facilities Parcel;

**WHEREAS**, Group 4 Architecture conducted community outreach and engaged participants to help create the Master Plan including four (4) Focus Group meetings with the Heritage Preservation Board, Parks and Recreation Commission, Library Advisory Board, and Educators Meeting, three (3) community meetings and separate outdoor kiosks held in November 2012, December 2012, and January 2013, and two (2) teen outreach events at Redwood High School and Hall Middle School;

**WHEREAS**, an Initial Study and Mitigated Negative Declaration, dated February 2013, including the Mitigation Monitoring and Reporting Program, and Master Plan have been prepared pursuant to the California Environmental Quality Act (CEQA) that determined that the potential environmental impacts associated with the project were less than significant with mitigation measures proposed and that the project would not degrade the environmental conditions of people, plants, or fish, birds, or other animals;

**WHEREAS**, the Rose Garden Community Facilities Parcel Draft Master Plan was published in its final form and released to the public on March 18, 2013;

**WHEREAS**, the Planning Commission held a properly noticed public hearing on the Initial Study and Mitigated Negative Declaration and Draft Master Plan on March 26, 2013;

**WHEREAS**, after hearing testimony at the public hearing and using the independent judgment of its members and based upon the analysis set forth in the Initial Study and Mitigated Negative Declaration, the Planning Commission recommended that, with additional clarification on the analysis of Traffic / Transportation Section, that the project with mitigation will have a less than significant impact on the environment;

**WHEREAS**, the Planning Commission recommended to the City Council that the mitigation monitoring and reporting requirements found in the Draft Initial Study, dated February 2013, shall be incorporated into the conditions of the future Planning Commission Design Review approval for the design of the site, library/community facilities building, park, and landscape program;

**WHEREAS**, the City Council held a properly noticed public hearing on the Initial Study and Mitigated Negative Declaration and the Community Facilities Parcel Master Plan on April 17, 2013 and has considered all testimony considered all testimony at the public hearing and the comments and recommendations of the Planning Commission;

**WHEREAS**, the City Council finds that the Master Plan is consistent with the General Plan designation of Residential Parkland/Public Facilities;

**WHEREAS**, the City Council finds that the proposed Rose Garden Community Facilities Parcel Master Plan is in conformance with the CLASP Policy LU-26 identifying community facilities uses as permitted uses within Subarea 3 as well as the Policies and Standards for development within Subarea 3;

**WHEREAS**, the City Council finds that the Master Plan includes a mixed use facility, which includes a library and community center and a park which is consistent with the intent of Resolution 41/12;

**WHEREAS**, the City Council after hearing testimony at the public hearing, reviewing the April 10, 2013 addendum to the traffic analysis by Parisi Transportation Consulting, and using the independent judgment of its members and based upon the analysis set forth in the Initial Study and Mitigated Negative Declaration, finds that the project with mitigation will have a less than significant impact on the environment;

**WHEREAS**, the City Council finds that the mitigation monitoring and reporting requirements provided in the Initial Study, dated February 2013, shall be incorporated into the conditions of the future Planning Commission Design Review approval for the design of the site, library/community facilities building, park, and landscape program and is hereby incorporated as Exhibit A of this Resolution;

**WHEREAS**, the City Council finds that the Community Facility Parcel has been reviewed through a master planning process with community input as intended to determine the development of the site for the highest and best use to accommodate the interests of as many residents as possible, now and for generations to come;

**WHEREAS**, the City Council finds that the master planning process has adequately outlined the potential of the site to accommodate a library, a community center, and other public gathering spaces, but excluding active, organized recreational uses, as well as considering the impacts to, and futures uses of, City Hall;

**WHEREAS**, the City Council finds that the Master Plan promotes uses of the Community Facility Parcel that are flexible and able to meet the ever-changing demands of 21<sup>st</sup> Century Larkspur while also considering the impacts to and uses in City Hall; and

**WHEREAS**, the City Council finds that the Master Plan sets forth broad parameters and a vision for the development of the Community Facility Parcel.

**NOW, THEREFORE, BE IT RESOLVED** by the City Council of the City of Larkspur, as follows:

1. That the City of Larkspur adopts the amended Rose Garden Community Facilities Parcel Master Plan Initial Study and Mitigated Negative Declaration (February 2013) which is hereby approved and adopted by reference pursuant to this Resolution.

2. That the City of Larkspur adopts the mitigation measures of the Initial Study and Mitigated Negative Declaration and will be included as Design Review conditions of project approval once the Design Review application is submitted for Planning Commission review of the design of the site and library and community facilities, park, and landscape, which are herein incorporated as Exhibit A of this resolution.

3. That the City of Larkspur hereby approves the Rose Garden Community Facilities Parcel Master Plan, dated March 18, 2013, by reference pursuant to this Resolution.

\* \* \* \* \*

**IT IS HEREBY CERTIFIED** that the foregoing resolution was duly introduced and adopted at a regular meeting of the Larkspur City Council held on the 17th day of April, 2013 by the following vote, to wit:

AYES: COUNCILMEMBER: Chu, Hillmer, Marsh, Morrison, Rifkind

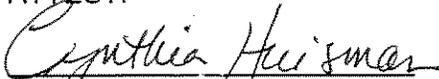
NOES: COUNCILMEMBER: None

ABSENT: COUNCILMEMBER: None

ABSTAIN: COUNCILMEMBER: None

  
MAYOR

ATTEST:

  
CITY CLERK

## EXHIBIT A

### Rose Garden Community Facilities Parcel Master Plan (File: 12-47)

#### Mitigation Measures and Monitoring Program

##### **Mitigation Measure AQ-1:**

Prior to the issuance of a Building or Grading Permit, whichever comes first, the applicant shall submit a dust and debris control plan for the review and approval of the City Engineer. The dust and debris control plan shall include the following measures for all phases of construction:

- a. Water all active construction areas at least twice daily and more often during windy periods. Active areas adjacent to residences should be kept damp at all times.
- b. Cover all trucks hauling soil, sand, and other loose materials or require all trucks to maintain at least two feet of freeboard.
- c. Pave, apply water three times daily, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas and staging areas at construction sites.
- d. Sweep daily (with water sweepers) all paved access roads, parking areas and staging areas at construction sites.
- e. Sweep streets daily (with water sweepers) if visible soil material is carried onto adjacent road surface.
- f. Hydroseed or apply (nontoxic) soil stabilizers to inactive construction areas (previously graded areas that are inactive for 10 days or more).
- g. Enclose, cover, water twice daily, or apply (nontoxic) soil binders to exposed stockpiles.
- h. Limit traffic speeds on any unpaved roads to 15 mph.
- i. Install sandbags or other erosion control measures to prevent silt runoff to public roadways.
- j. Replant vegetation in disturbed areas as quickly as possible.
- k. Install wheel washers for all existing trucks, or wash off the tires or tracks of all trucks and equipment leaving the construction site.
- l. Suspend excavation and grading activity when winds (instantaneous gusts) exceed 25 mph.
- m. Designate an air quality coordinator for the project. Prominently post a phone number for this person on the job site, and distribute same to all nearby residents and businesses. The coordinator will respond to and remedy any complaints about dust, exhaust, or other air quality concerns. A log shall be kept of all complaints and how and when the problem was remedied.

Monitoring: The City Planning staff and City Engineer shall be responsible for ensuring that Mitigation Measure AQ-1 is implemented by requiring that the measures are included on the Building Plan set. The Public Works/Building Inspectors shall ensure the measures are carried out through inspection.

##### **Mitigation Measure GHG-1**

Prior to building permit approval, the City of Larkspur Planning Department shall require that the project applicant implement the following measures to reduce short-term and long-term emissions of GHGs associated with construction and operation of the proposed project:

##### Construction

- a. Reuse and recycle construction and demolition waste (including, but not limited to, soil, vegetation, concrete, lumber, metal, and cardboard) to the extent practical.

### Operation

- a. The proposed project shall be designed to include impervious surfaces for outdoor parking lot surfaces and sidewalks to the greatest extent feasible.
- b. Bicycle parking facilities and preferential parking for carpooling and alternative-fueled vehicles shall be provided in close proximity to the entrance of the Community Facility. This measure encourages use of alternative transportation by employees and helps to reduce the amount vehicle miles traveled by the project.
- c. The proposed Community Facility shall provide interior and exterior storage areas for recyclables and adequate recycling containers located in public areas.
- d. The proposed Community Facility shall ensure that low-water use landscaping (i.e., drought-tolerant plants and drip irrigation) are installed. At least 75 percent of all landscaping plants shall be drought-tolerant as determined by a licensed landscape architect or contractor and in conformance with MMWD Ordinance No. 414.

Monitoring: The City Planning staff and City Engineer shall be responsible for ensuring that Mitigation Measure GHG-1 is implemented by requiring that the measures are included on the Building Plan set. The Public Works/Building Inspectors shall ensure the measures are carried out through inspection.

### **Mitigation Measure HAZMAT-1.**

Prior to issuance of a building permit, the applicant shall submit documentation from the Regional Water Quality Control Board (RWQCB) indicating that a closure summary report has been submitted and accepted for this site.

Monitoring: The City Planning and Public Works staff shall be responsible for ensuring that Mitigation Measure HAZMAT-1 is implemented by requiring that the necessary documentation is submitted prior to issuance of a grading or building permit.

### **Mitigation Measure NOISE-1**

Minimize amount and duration of noise intrusion during construction and take measures to correct problems. The City shall take the following measures to minimize noise intrusion during construction in the Specific Plan area:

- a. Limit construction to the hours of 7:00 a.m.; and 6:00 p.m. on weekdays, and 9 a.m. to 5 p.m. on Saturdays, Sundays or legal holidays in accordance with Chapter 9.54 of the Larkspur Municipal Code.
- b. Ensure that all equipment driven by internal combustion engines are equipped with mufflers that are in good condition and appropriate for the equipment.
- c. Use "quiet" models of air compressors and other stationary noise sources where technology exists.
- d. Locate stationary noise-generating equipment as far as possible from sensitive receptors when sensitive receptors adjoin or are near a remediation or construction project area.
- e. Prohibit unnecessary idling of internal combustion engines.

**Mitigation Measure NOISE 2**

Minimize amount and duration of noise to nearby residences. Limit daytime and nighttime outdoor events and activities associated with the Community Facility Parcel to the regulations of the Noise Ordinance of the City of Larkspur Municipal Code, Chapter 9.54. The City shall manage all of the outdoor events and activities to assure compliance with the noise regulations.

Monitoring: The City Planning staff shall be responsible for ensuring that NOISE-1 and NOISE-2 are implemented by including the mitigation measures as conditions of project approval and requiring inclusion of the measures on the Building Permit plans. Additionally, Planning and Building Department staff and Twin Cities Police would be responsible for code enforcement action it was determined that construction activities were being conducted outside of the permitted hours outlined in the mitigation measure, and outdoor events and activities do not comply with the City's Noise Ordinance.



**GROUP 4**

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