

**LARKSPUR SMART STATION AREA PLAN**  
**Public Review Draft**



**March 2014**



**draft**

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# 1 INTRODUCTION



## PROJECT BACKGROUND

The Sonoma-Marín Area Rail Transit (SMART) is a passenger train and multi-use pathway project that will extend 70 miles from Cloverdale in Sonoma County to Larkspur, Marin County. SMART will utilize an existing but long-dormant rail corridor formerly used by the Northwestern Pacific Railroad (NWP). The SMART corridor generally parallels U.S. Highway 101 through Sonoma and Marin Counties, and will serve 14 stations when completed. The first phase of the SMART project, expected to be operational by 2015 or 2016, will connect Railroad Square in Santa Rosa with Downtown San Rafael. Service from Santa Rosa north to Cloverdale, and from San Rafael south to Larkspur will be extended as SMART receives additional funding. The Larkspur station is planned to be located in the Larkspur Landing area, adjacent to Highway 101 and the CalPark Tunnel multi-use path.

Through the General Plan update process initiated in 2010, City officials and the General Plan Update Citizen Advisory Committee had identified the Larkspur Landing and Redwood Highway neighborhoods as having potential for future land use changes, due to its proximity to regional transit, the planned SMART station, and the CalPark Tunnel multi-use path. Future study of those neighborhoods was recommended to evaluate the potential and feasibility of land use changes, particularly in regards to circulation impacts and vulnerability to flooding and sea level rise.

That same year, the Association of Bay Area Governments (ABAG) and Metropolitan Transportation Commission (MTC) announced the availability of grant funding for jurisdictions in the Bay Area with transit stations planned or under construction to conduct land use and circulation studies of the area extending a half-mile radius from the planned or built transit station—the “station area”(see Figure 1.1). The City of Larkspur applied for a station area planning grant of \$480,000 in January 2011 to fund land use and circulation studies of the Larkspur Landing area and a

portion of Greenbrae area. The City obtained matching grant funds totaling \$120,000 from partner agencies, including the Transportation Authority of Marin, the Golden Gate Bridge Highway and Transportation District, the County of Marin, and the Sonoma-Marina Area Rail Transit District, and from the City itself. The funding partner agencies, all with direct interest in the station area, supported inclusion of the Redwood Highway area in the planning process, though it extends beyond the half-mile radius from the station, due to the interrelationship between circulation and land use between the three sub-areas.

In applying for the station area planning grant, the City Council confirmed the City's commitment to the grant program's goals, which are to:

- Boost transit ridership and reduce vehicle miles traveled.
- Increase walking, bicycling, carpooling, carsharing, local transit and other transportation options for people in the area.
- Increase the housing supply, particularly affordable housing near station areas.
- Locate key services and retail opportunities near station areas.

The City Council also identified the City's priorities and desired outcomes<sup>1</sup> for the station area planning process:

- A circulation and parking plan for the Larkspur/Greenbrae area.
- A land use and housing opportunity study for the Larkspur Landing area that would look at potential mixed-use opportunities relative to the existing commercial, office, and ferry terminal sites.
- A study of the Redwood Highway area, including circulation, parking, land use, and housing.

In May 2011, ABAG and MTC granted \$480,000 in station area planning grant funds to the City to prepare a land use and circulation plan for the station area. The grant also funded preparation of a program-level Environmental Impact Report to analyze potential environmental impacts of circulation and land use changes in the station area and potential risks to development in the station area posed by natural hazards. Policy recommendations of the

<sup>1</sup> City of Larkspur Resolution 02-11.

Larkspur SMART Station Area Plan should be incorporated into the General Plan update process to provide guidance for the future of the station area.

### PLANNING PROCESS

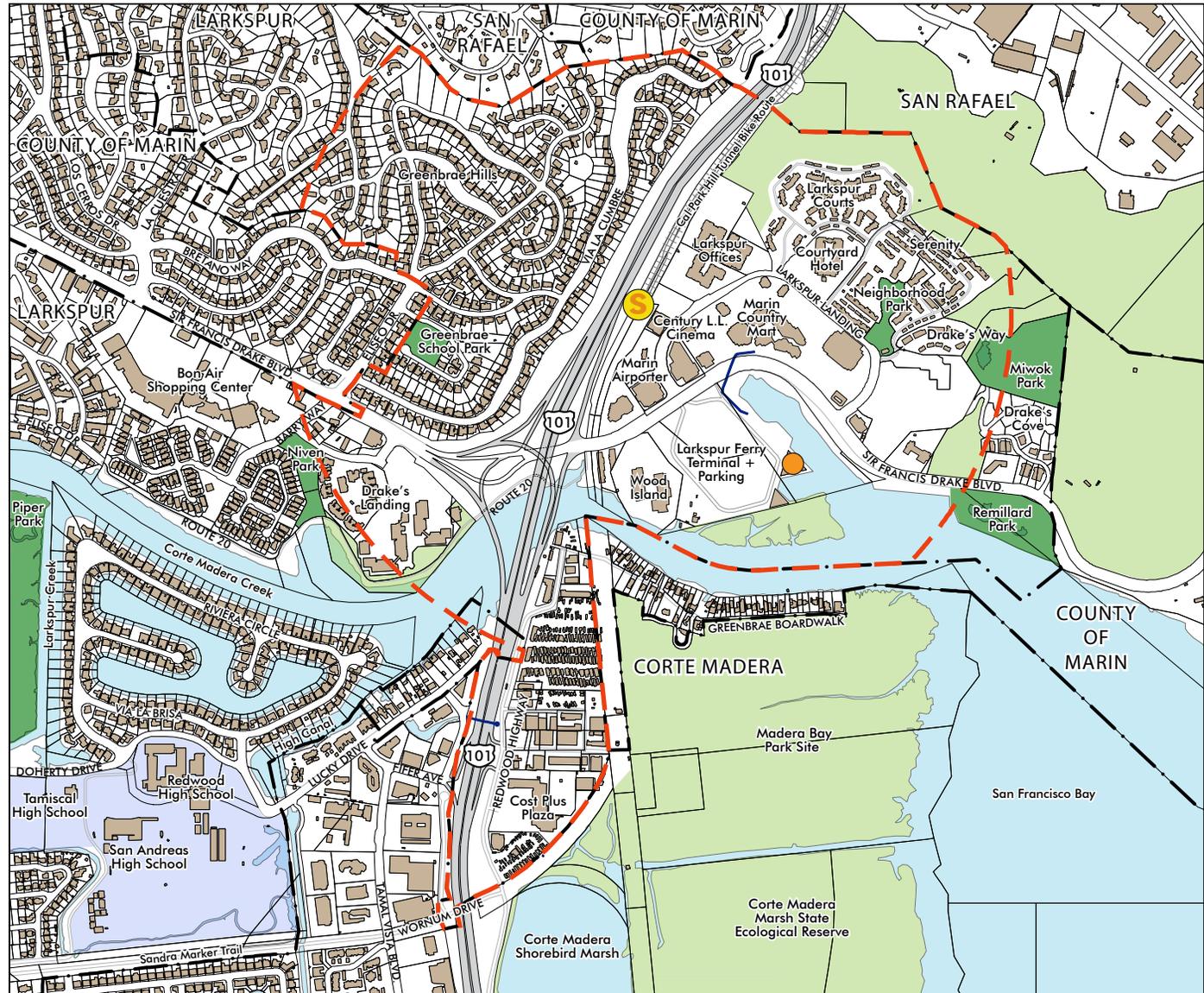
Preparation of the Larkspur SMART Station Area Plan began in May 2012, marked by kick-off meetings of the City Council-appointed Citizen Advisory Committee (CAC), and the Technical Advisory Committee (TAC).

Tasks and milestones throughout the station area planning process include:

- *Existing Conditions Report (July 2012)* – The Existing Conditions Report includes a comprehensive assessment of the existing physical conditions, regulatory context, and utilities and infrastructure found in the station area.
- *Market Analysis Memorandum (August 2012)* – This memo describes the demographic and economic trends in the station area; housing, household unit, and employment projections; and real estate market conditions and demand.
- *Affordable Housing and Anti-Displacement Strategy (November 2012)* – This Strategy develops goals and implementation measures to provide a range of housing options affordable to households at all incomes.
- *Parking Demand Analysis Memorandum (November 2012)* – This memorandum documents the existing and future parking conditions for the station area and recommends parking ratios for residential and commercial developments.
- *Land Use Alternatives Analysis Report (December 2012)* – The Land Use Alternatives Analysis Report features the land use alternatives that were developed and analyzed for the station area, as well as a circulation framework that is common to each plan.
- *Infrastructure Needs Analysis Technical Report (March 2013)* – This report provides an analysis of the anticipated infrastructure improvements associated with the preferred plan identified in the Land Use Alternatives Analysis Report. The analysis includes utility and circulation infrastructure as well as new public parks and other amenities and improvements to two existing parks.

Figure 1.1: Station Area

- LEGEND**
- — — STATION AREA BOUNDARY
  - CITY/COUNTY BOUNDARIES
  - SMART STATION LOCATION
  - LARKSPUR FERRY TERMINAL
  - WATER
  - PARKS
  - OPEN SPACE
  - SCHOOLS



- *Implementation and Financing Strategy (March 2013)* - This memo identifies potential funding sources, time frames and implementing agencies for each infrastructure item. It also describes a variety of financing models and funding sources that may be considered over the long-term to fund future public improvements not yet identified. The Strategy also considers potential policies and programs for addressing housing and economic development needs in the station area building on the Affordable Housing and Anti-Displacement Strategy.
- *Urban Design Guidelines (April 2013)* – The Urban Design Guidelines provide concepts and standards to direct the physical form of future development.

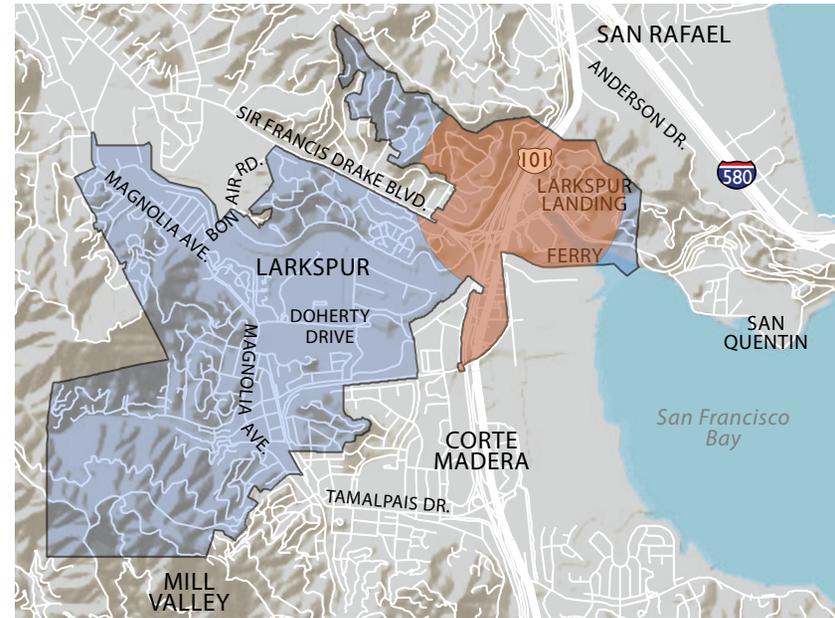
These documents, as well as the presentations made at each meeting during the planning process, are available on the Station Area Plan webpage (<http://cityoflarkspur.org/SAP>). A program Environmental Impact Report (EIR), also available on the webpage, has been prepared to analyze the environmental impacts of this Plan; the EIR provides more detail on existing and projected traffic generation than is included in this document.

### AREA CONTEXT

The City of Larkspur is located in Marin County, bordered to the north by San Rafael, to the southeast by Corte Madera, to the south by Mill Valley, and to the west and north by the County of Marin. It is approximately 13 miles north across the Golden Gate Bridge from downtown San Francisco, and approximately 9 miles west across the Richmond-San Rafael Bridge from downtown Richmond and Contra Costa County. U.S. Highway 101 runs north-south through the eastern portion of Larkspur, connecting south to San Francisco, and north through Marin to Sonoma County.

The Larkspur SMART station area consists of 405 acres located in eastern Larkspur, approximately 1.5 miles northeast of the city’s downtown core, at the edge of San Francisco Bay (see Figure 1.2). The station area is defined by a combination of the Larkspur city boundary and a ½-mile radius around the planned SMART station location. The SMART station, representing the end of the SMART rail line as it comes south from San Rafael, is located in the

**Figure 1.2:** Larkspur’s Geographic Context

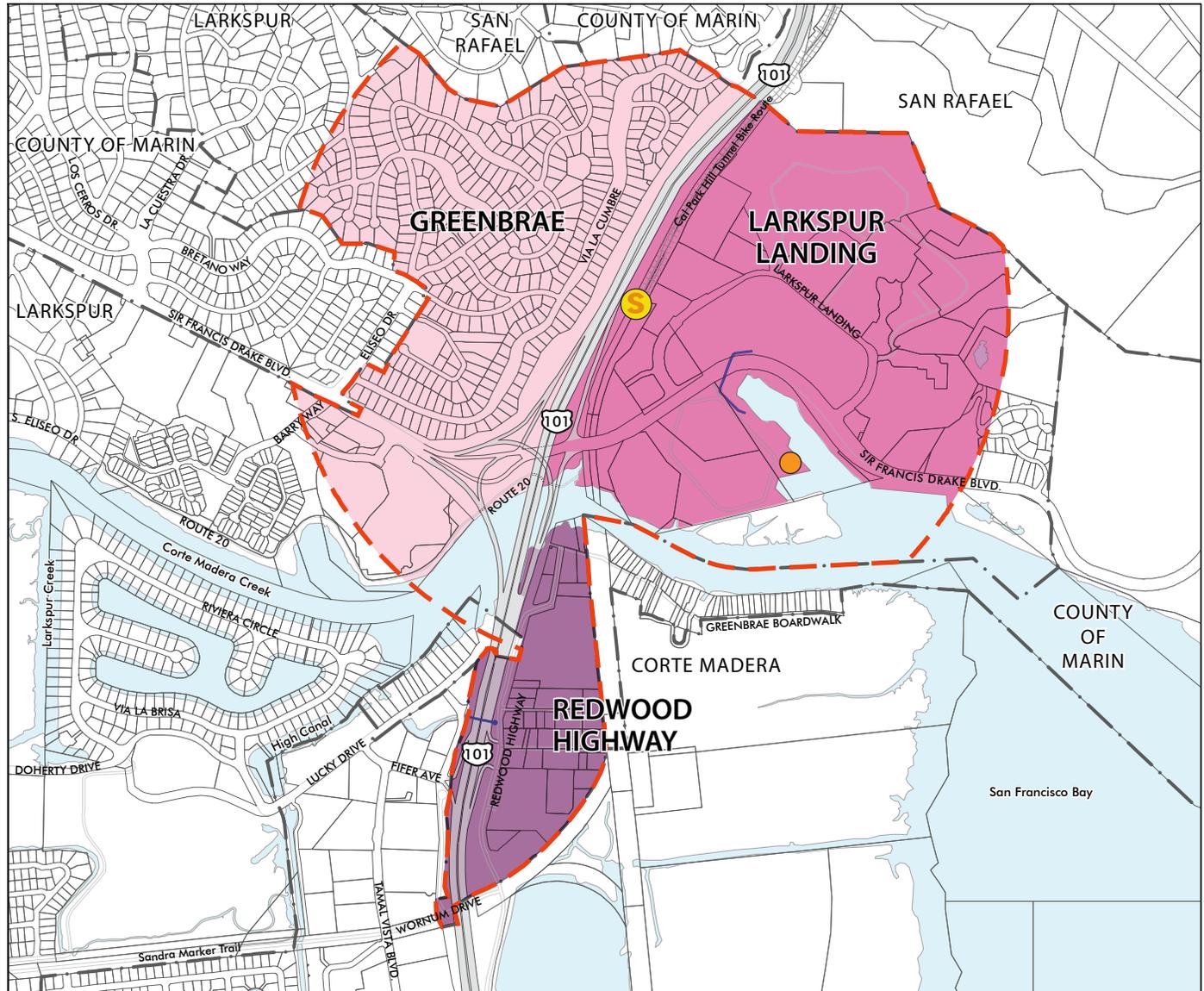


SMART right-of-way that parallels Highway 101, near the terminus of the Cal Park Hill Tunnel bike path, and behind and above the Century Larkspur Landing Cinema.

The station area is located where several jurisdictions converge, including Larkspur, San Rafael, Corte Madera and the County of Marin. It is bisected by Highway 101 running north-south, and Sir Francis Drake Boulevard running roughly east-west. Corte Madera Creek flows through the station area to the bay.

Figure 1.3: Station Area Zones

- LEGEND**
-  STATION AREA BOUNDARY
  -  CITY/COUNTY BOUNDARIES
  -  SMART STATION LOCATION
  -  LARKSPUR FERRY TERMINAL
  -  LARKSPUR LANDING AREA
  -  GREENBRAE AREA
  -  REDWOOD HIGHWAY AREA



### STATION AREA ZONES

As shown in Figure 1.3, the station area can be divided into three geographic sub-areas. The Larkspur Landing area is bounded by Highway 101 and the SMART right-of-way to the west, a wooded ridgeline and the San Rafael city border to the north, the ½-mile radius from the proposed future SMART station to the east, and Corte Madera Creek/Larkspur city boundary to the south. It comprises the proposed future SMART station site, the Larkspur Ferry Terminal, and a diverse mix of uses including retail, a hotel, offices, single- and multi-family residences, parks and open space, and a large, mostly vacant parcel owned by Sanitary District #1 of Marin County.

The Greenbrae area is bounded on the east and north by the ½-mile radius and the Larkspur city limits, to the east by Highway 101, and to the south by Corte Madera Creek and is bisected by Sir Francis Drake Boulevard. North of the boulevard is a portion of the larger Greenbrae Hills single-family neighborhood, while south of Sir Francis Drake are a mix of office, retail, gas stations and a residential townhome community.

The Redwood Highway area is located at the south end of the station area. It is bounded by Corte Madera Creek to the north, Wornum Drive to the south, and the city boundary on both the east and west. The Redwood Highway area consists of a mix of uses including retail, light industrial and higher-density residential development in the form of two mobile home parks and one RV park. Though the entirety of the Redwood Highway area is included in the station area, it extends south of the half-mile radius surrounding the SMART station.

### DEVELOPMENT HISTORY

Larkspur was originally inhabited by the Miwok Indians who hunted and fished along the salt marsh. The area was discovered in the early 1800s by the Spanish, became part of the Mexican Republic in 1824, and was then relinquished to the United States in the 1840s. The first settlers in town proper were lumbermen, farmers and ranchers. A railroad station was built in town in 1891, linking the town with the ferries that traversed the San Francisco Bay, and attracting summer visitors and the first commut-

ers. Commercial buildings and, in 1913, City Hall were built in what would become downtown, along Magnolia Avenue, a county road that connected Sausalito with San Rafael. With a population approaching 600 – double that in summer – the city celebrated its official incorporation in 1908.

Within the station area, development history begins before incorporation. The first significant settlement occurred just outside the station area in the 1850s, with California's first prison, San Quentin State Prison, and the adjacent San Quentin Village.

In the early 1890s, the Green Brae Brick Yard, owned by the Remillard Brick Company, began making bricks. Between 1891 and 1915, the company produced around 500,000 bricks per year in their Green Brae kiln, supplying bricks to the entire Pacific Coast. The brick yard supported a small community of laborers who lived nearby. The community included 16 cabins for workmen, a cookhouse, stable, blacksmith shop, vegetable gardens, and an orchard. Two buildings from the Remillard Brick Company's Green Brae operation have been preserved and both are located within the station area: the Remillard Brick Kiln and the Remillard Superintendent's House (see Figure 1.4).

Located at 125 Sir Francis Drake Boulevard, the kiln, together with its chimney stack, is one of the few remaining examples of the Hoffmann Type kiln in the United States. The Brick Kiln was renovated in 1991 with the inclusion of an additional office building. Today, the Melting Pot restaurant occupies the historic kiln building. The Brick Kiln building is listed with the National Register of Historic Places, and is also a State Historic Landmark. The Remillard Superintendent's House is a one-story hip roof Victorian style house built in the 1890s. Originally located near the Remillard Brick Kiln, in 1984 the house was donated by the City of Larkspur to the San Rafael Cooperative Nursery School (now called the Children's Cottage Cooperative Pre-school), and was relocated to 2900 Larkspur Landing Circle. Any future development proposed in the Station Area Plan should respect these two historic buildings.

Just outside the station area and under the jurisdiction of Marin County is Greenbrae Boardwalk, a small community of waterfront houses along the

Corte Madera Creek. The Boardwalk has a vibrant history. The first ark (floating house) landed at Greenbrae Boardwalk in 1903. The Greenbrae Boardwalk community developed in the 1920s and 30s. Over the years, the arks have transitioned from houses on barges to houses on foundations above the mean high tide line. Today there are 49 homes on the Boardwalk.

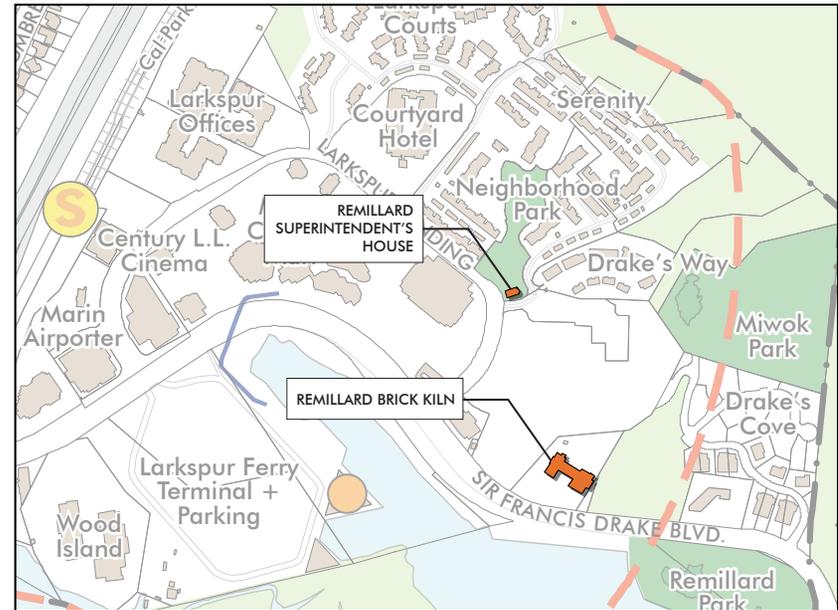
The Hutchinson Quarry began serious operations in 1924 in the area below the ridge in Larkspur Landing, using barges to supply quarried crushed rock to various locations around the Bay Area. The legacy can still be seen in the rugged 120-foot high gray stone cliffs behind the multi-family residential developments.

In the 1940s, residential development in the Greenbrae Hills neighborhood began. At that time, the Northwestern Railroad was extended south from San Rafael to provide a direct commute line to Point Tiburon. The Greenbrae Station stood near the future SMART station location. Rail freight traffic continued along this line until the 1980s.

The Larkspur Ferry Terminal began operating in 1976. Development of the Larkspur Landing area, with offices and a shopping center, began in 1978 and was designed to resemble a New England seaport town. Under new ownership and renamed, the shopping center (now Marin Country Mart) has recently been renovated. The Courtyard by Marriott Hotel opened in 1987, and the 250 apartments (built as condominiums) at Larkspur Courts were added in 1991. Since then, the completion of Serenity and Drake's Way apartments has created a large community of multi-family housing upon the hillside.

For generations community members have speculated that Sir Francis Drake landed somewhere between the San Quentin Peninsula and the Point Reyes Lighthouse in 1579. This explains the numerous references to Sir Francis Drake in the area. In 1989, a 30-foot tall statue of Sir Francis Drake by sculptor Dennis Patton was installed just off Sir Francis Drake Boulevard across from the Remillard Brick Kiln.

Figure 1.4: Historic Landmarks



(left) Remillard Brick Kiln  
(above) Remillard Superintendent's House

## COMMUNITY OUTREACH AND PARTICIPATION

Community participation is an integral part of the station area planning process. The City employed a variety of methods to advertise public workshops, including citywide mailers, press releases and announcements in local newspapers, letters to property owners and residents, a Station Area Plan webpage (<http://cityoflarkspur.org/SAP>) and e-notifications on the City's website (with 200 subscribers), advertisements in the biannual Larkspur and Corte Madera recreation brochure, staff presence at various community events such as the Marin Country Mart Farmer's Market and Larkspur-Corte Madera Women's Club discussion panels, and staff canvassing neighborhoods to talk with residents and business owners and post event fliers.

Throughout the development of the Station Area Plan, the City disseminated information to the public and solicited public comments at the following meetings and workshops:

- Citizens Advisory Committee (CAC), comprised of residents, business and property owners, and citizens of the city. Meetings with the CAC were held on:
  - May 7, 2012
  - July 30, 2012
  - October 18, 2012
  - November 15, 2012
  - February 21, 2013
  - May 20, 2013
  - June 17, 2013
- Four community workshops:
  - July 23, 2012 (50 attendees)
  - November 5, 2012 (40 attendees)
  - March 7, 2013 (30 attendees)
  - December 3, 2013 (100 attendees)

All CAC and community comments were recorded and summarized in meeting summaries. Consensus comments were incorporated into the draft Plan, while minority opinions were recorded and retained for the record.



*Community members worked together to envision and discuss future land uses for the station area at Community Workshop #1; discuss transportation and circulation issues and participate in a voting exercise related to land use and density at Community Workshop #2; and discuss proposed urban design guidelines, and identify where and what type of new public spaces and pedestrian and bicycle amenities are needed at Community Workshop #3.*



## 2 EXISTING CONDITIONS



The area studied in this Plan encompasses most of the northeastern part of Larkspur. Understanding the characteristics of this area is essential to crafting a viable and appropriate future for it.

Information regarding existing conditions proved to be highly useful in the evaluation of alternative strategies for the station area. In particular, the diversity of existing land uses, circulation and traffic issues, infrastructure constraints, and the character of the area and the larger Larkspur community greatly informed this Plan's land use and circulation vision.

This chapter describes:

- Land Use Context
- Transportation, Circulation and Parking Context
- Regulatory Context
- Demographics and Market Context

**LAND USE CONTEXT**

The land use context of the station area includes existing land uses, development and property ownership patterns, planned projects, and neighborhood character.

**LAND USES**

Based on land use data received from the City of Larkspur and on-site investigations, existing land uses in the area are discussed below. The discussion is presented in three sections corresponding to three geographic sub-areas:

- Larkspur Landing Area
- Greenbrae Area
- Redwood Highway Area

A wide range of land uses exist within the overall station area. The areas east of the freeway are dominated by the ferry terminal and parking lot, Marin Country Mart and its parking, and nearby office, entertainment, hotel and higher density residential uses. West of the freeway, the station area is dominated by single-family residential, with a small amount of office.

The primary roadways—the freeway and Sir Francis Drake Boulevard—and Corte Madera Creek act as major barriers between land uses and destinations in the station area. Important goals of this study will be to investigate ways to knit these land uses more closely together, making them more accessible to one another (e.g., connecting transit to work or home), and identifying potential infill or development opportunities to support or enhance transit ridership.

Table 2.1 illustrates the overall breakdown of land uses within the station area, as well as the total numbers of dwelling units and approximate square footage of existing non-residential development. Figure 2.1 illustrates the existing land use pattern.

**Larkspur Landing Area**

The Larkspur Landing area contains a broad mix of land uses. The future SMART station is located within the SMART rail right-of-way parallel to High-

**Table 2.1: Existing Land Use in the Station Area**

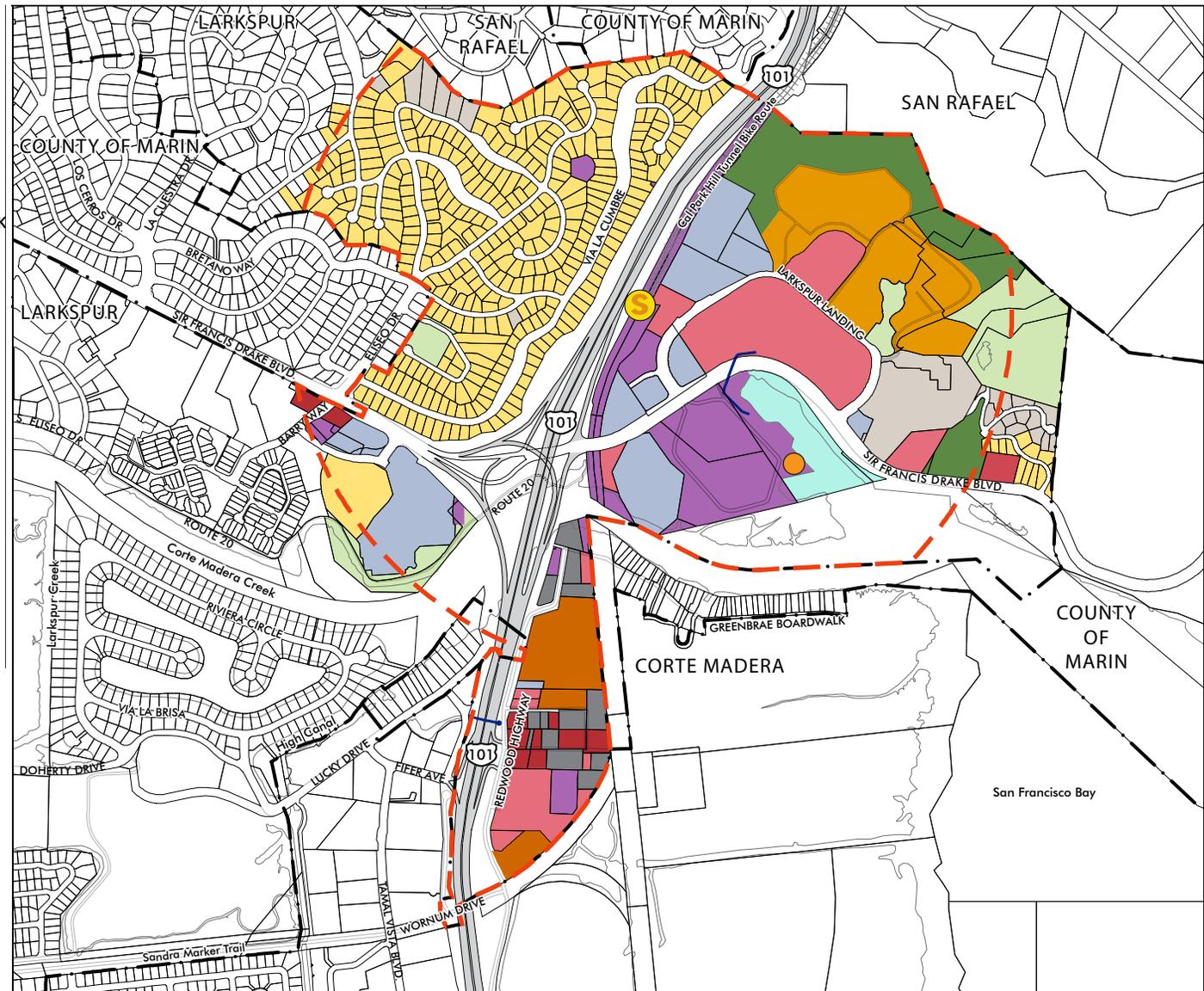
EXISTING LAND USE	ACRES	DWELLING UNITS	SQUARE FOOTAGE
Residential - Low Density	93	453	
Residential - High Density	11	614	
Residential - Mobile Home Park	11	279	
Administrative & Professional	31		645,000
General Commercial	33		509,000
Auto-serving Commercial	6		68,000
Industrial & Service	7		184,000
Vacant	17		
Public Facilities/Utilities	26		28,000
Public Park/Open Space	8		
Private Open Space	19		
Shoreline & Marsh Conservation	12		

*Note: All figures are estimates.*

Figure 2.1: Existing Land Use

- LEGEND**
- STATION AREA BOUNDARY
  - CITY/COUNTY BOUNDARIES
  - SMART STATION LOCATION
  - LARKSPUR FERRY TERMINAL
  - RESIDENTIAL-SINGLE-FAM/DUPL
  - RESIDENTIAL-MULTI-FAMILY
  - RESIDENTIAL-MOBILE HOME PARK
  - ADMIN. & PROFESSIONAL
  - GENERAL COMMERCIAL
  - AUTO-SERVING COMMERCIAL
  - INDUSTRIAL & SERVICE
  - VACANT
  - PUBLIC FACILITIES / UTILITIES
  - PUBLIC PARK / OPEN SPACE
  - PRIVATE OPEN SPACE
  - SHORELINE & MARSH CONSERV.

Note: Land use categories in legend do not necessarily coincide with General Plan land use categories, but reflect actual existing land use for purposes of station area planning.



## 2 | EXISTING CONDITIONS

way 101. To the east of the SMART station is a complex of three-story office buildings, and to the south is the Century Theater cinema and the Marin Airport. In the center of the Larkspur Landing area, the Marin Country Mart is a one- and two-story shopping center consisting of over 35 shops, restaurants, services and professional offices in 12 buildings. It attracts residents from the greater region with its shops and events, such as the popular farmers' market on Saturday, the Off the Grid food truck event on Sunday, and other special events. In the summer months from June through August, the Marin Country Mart also hosts a Wednesday evening summer movie series.

Northeast of Marin Country Mart is the three-story Marriott Courtyard Hotel, a public park called Neighborhood Park, and three multi-family housing developments ranging from two to four stories in height: Larkspur Courts Apartments (248 units), Serenity at Larkspur (342 units) and Drake's Way (24 units). All three developments are comprised of rental units. Drake's Way is an affordable housing development managed by EAH and providing housing to extremely-low and very-low income households.

Further east along Sir Francis Drake Boulevard are several office and commercial uses, ranging from two to four stories, the parcel owned by Sanitary District No. 1, and the partially built-out single-family residential development of Drake's Cove, two-story homes with elevated facades on hillside sites. Above these parcels is a large expanse of privately-owned hillside open space.

South of Sir Francis Drake Boulevard, the largest use is the Larkspur Ferry Terminal and its associated parking lot. The ferry terminal is clearly identifiable by its tall, white, triangular gridded steel frame structure on the water's edge. Just west of the ferry terminal site are four stories of office uses atop Wood Island, and two one- and two-story retail establishments adjacent to U.S. 101. East of the ferry terminal is an area of shoreline conservation. At the eastern edge of the station area along the waterfront is Remillard Park.



*The Marin Country Mart features numerous shops, restaurants, services and professional offices, and enjoys a regional draw.*



*The Larkspur Courts Apartments, with 1- to 3-bedroom apartments, are among several multi-family residential complexes in the Larkspur Landing area.*



*Several regular and special events take place at Marin Country Mart including the Off the Grid food truck event on Sundays.*



*The three buildings that make up the Larkspur Landing Office Park accommodate many professional offices.*



*The Marin Airporter provides private shuttles to and from Marin and the San Francisco International Airport. It is headquartered on Larkspur Landing Circle, and includes an office, waiting station and parking lot.*



*The Larkspur Ferry Terminal's tall, white, triangular truss structure is uniquely identifiable from a distance.*

## 2 | EXISTING CONDITIONS

### Greenbrae Area

The Greenbrae area consists predominantly of the residential Greenbrae Hills neighborhood north of Sir Francis Drake Boulevard, and a mix of commercial, office, residential and parkland uses south of the boulevard at Drake's Landing. The Greenbrae Hills neighborhood is a community of one- and two-story single-family homes built in the 1940s and 50s on small lots that wind up the hillside. Within the station area are approximately 500 single-family homes. The Greenbrae School Park serves the neighborhood. There are a few vacant residentially-zoned lots near the northern edge of the station area.

South of Sir Francis Drake Boulevard at the western edge of the station area are multi-family residential uses and the Bon Air Shopping Center, comprising a grocery store and over 50 shops and restaurants. East of Bon Air are two gas stations, Larkspur Fire Station No. 16, two one- and two-story office buildings, the Drake's Landing Office Park and the Drake's View townhomes (42 units). The Drake's Landing Office Park and Drake's View townhomes are both two stories in height, and are set back from the waterfront, which is developed with the Corte Madera Creek multi-use path and parkland. The Corte Madera Creek multi-use path connects to Niven Park at the western edge of the station area, and continues east under the highway to Sir Francis Drake Boulevard and the ferry terminal.



*The homes of Greenbrae Hills are nestled in the hillside. (View from the top of Drake's Cove)*



*Greenbrae Hills is made up of single-family homes that wind their way up the steep and curving roads.*



*The Drake's Landing Office Park includes professional offices and Jason's Restaurant.*



*One of two fire stations in the city, Larkspur Fire Station No. 16, is located just off Sir Francis Drake Boulevard on Barry Way.*



*Many of the Drake's View Townhomes have waterfront or park views.*



*The multi-use path that wraps around Drake's Landing and continues under the freeway to Sir Francis Drake Boulevard is well used by both pedestrians and bicyclists.*

## 2 | EXISTING CONDITIONS

### Redwood Highway Area

The Redwood Highway area consists of a mix of industrial, commercial and residential uses. The industrial uses, located at the northernmost point and in the center of the neighborhood, consist of storage facilities, light industrial manufacturing facilities, including a concrete manufacturing operation, and several auto-serving shops. The Cost Plus Plaza includes several large retailers, including a Cost Plus, BevMo and Trader Joe's, making it a regional draw. The residential communities in this area consist of three mobile home and RV parks. The buildings in this area are generally low in scale and height, predominantly one and two stories.

The Greenbrae Boardwalk neighborhood lies just east of the station area, along the Corte Madera Creek, within the County of Marin's jurisdiction. Though the community lies outside of the City of Larkspur's jurisdiction, its residents have an interest in any planned development around the SMART station due to their proximity to the station area.



*The three mobile home parks in the Redwood Highway area accommodate both mobile homes and RVs, providing affordable housing for city residents.*

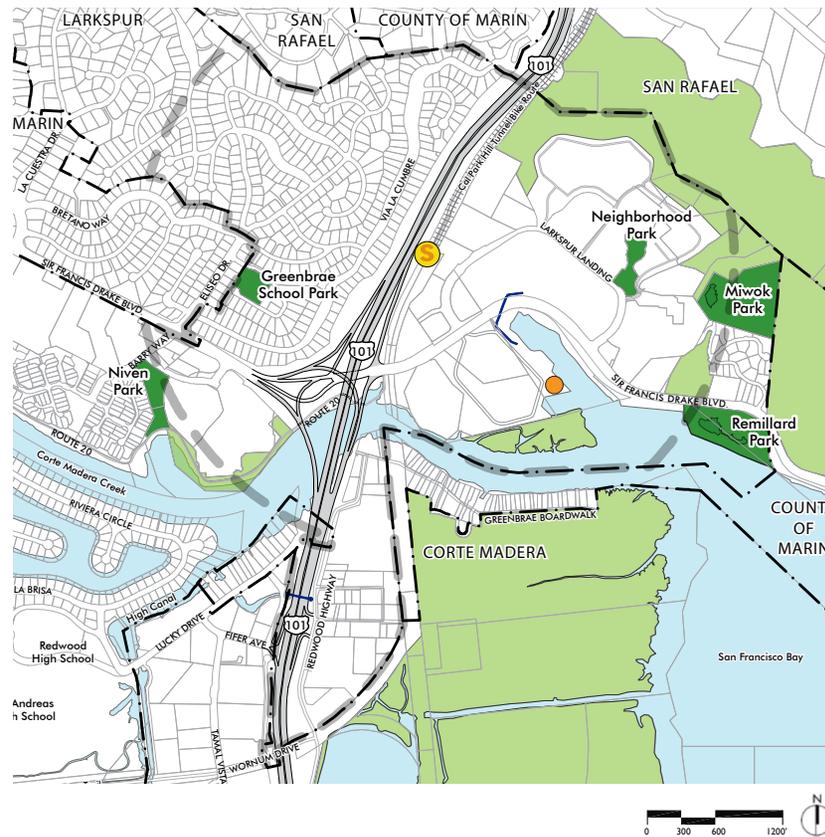


*The residences of Greenbrae Boardwalk are just outside the station area, and maintain a strong connection with the waterfront.*



*There are several storage facilities in the Redwood Highway area.*

**Figure 2.2: Station Area Parkland and Open Space**



**LEGEND**

- STATION AREA BOUNDARY
- · - CITY/COUNTY BOUNDARIES
- ☀ SMART STATION LOCATION
- LARKSPUR FERRY TERMINAL
- PARKS
- OPEN SPACE

**GREENBRAE SCHOOL PARK**

Tot lot, basketball court and greenbelt

**NEIGHBORHOOD PARK**

Greenbelt and picnic area

**NIVEN PARK**

Benches, picnic tables, playground equipment and greenbelt

**REMILLARD PARK**

Freshwater marsh, wildlife sanctuary, bay fishing from levee

**MIWOK PARK**

Informal vegetation, Tubb Lake

**PARKS & OPEN SPACE**

There are five publicly-owned parks and public open spaces in proximity to the station area and access to some of them is challenging. The parks in the vicinity of the station area are shown in Figure 2.2, and total 12.0 acres:

- Greenbrae School Park: 1.5 acres
- Neighborhood Park: 2.0 acres
- Niven Park: 1.5 acres
- Remillard Park: 7.0 acres
- Miwok Park: 7.7 acres

Greenbrae School Park, Neighborhood Park and Niven Park primarily serve the residents in their immediate vicinity. Remillard Park is a larger waterfront park with a regional draw. Though Sir Francis Drake Boulevard creates some access challenges, a multi-use path from the ferry terminal parking lot along the shoreline connects to Remillard Park. Miwok Park is an undeveloped open space area owned by the City. It currently lacks convenient access, trails and amenities; however, these improvements are planned<sup>1</sup>.

The Corte Madera Creek multi-use path—curving around Drake’s Landing and continuing east of US 101 along Sir Francis Drake Boulevard East—provides a highly used amenity for pedestrians and bicyclists.

Remaining open space in the vicinity of the station area includes the hillside land above the Larkspur Landing residential communities, which is privately owned and not permitted for public use, and the Corte Madera marshland—federally and state protected habitat that can’t be accessed for most recreational purposes.

**SCHOOLS**

Four public school districts serve students in the station area: Larkspur-Corte Madera School District, Kentfield School District, San Rafael City Schools, and Tamalpais Union High School District. No schools are located within the station area, and some students, especially those living in the Larkspur Landing area, have to travel long distances or cross significant barriers—major roads, highways or Corte Madera Creek—to get to school.

<sup>1</sup> Larkspur Mini Parks Master Plan, 2000.

## 2 | EXISTING CONDITIONS

Enrollment has increased significantly in all school districts serving station area residents in the last 20 years, in particular within the Larkspur-Corte Madera School District. To accommodate the growing enrollment, the Larkspur-Corte Madera School District obtained funding for a new elementary school. The new school will be located at the San Clemente School site, in Corte Madera, east of Highway 101.

### PROPERTY OWNERSHIP

Several property owners, including public entities, own large or multiple properties within the station area (see Figure 2.3).

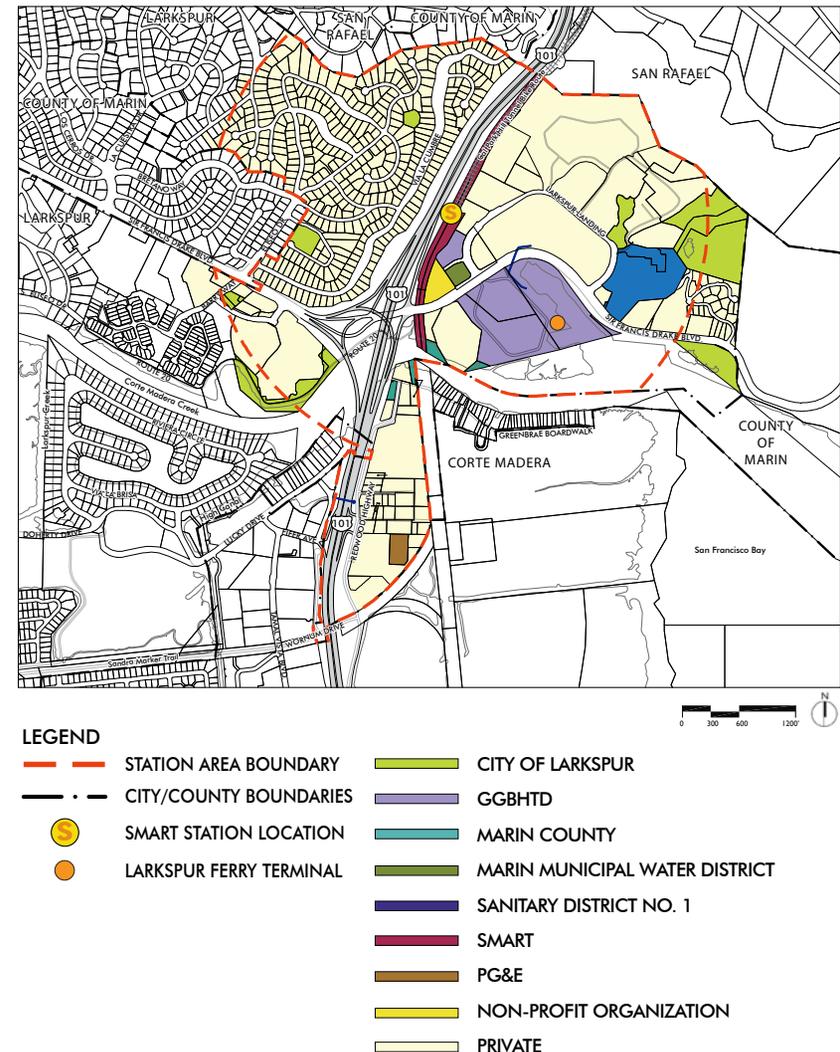
- Golden Gate Bridge Highway and Transportation District (GGBHTD) owns both the large ferry terminal site and the Marin Airporter site, a total of 27 acres. A portion of the Marin Airporter parking lot is within the SMART right-of-way; these parking spaces will be lost when the station is built.
- A 10-acre, mostly vacant site in the Larkspur Landing area is owned by Sanitary District No. 1.
- Marin Country Mart LLC owns the 16-acre Marin Country Mart site.

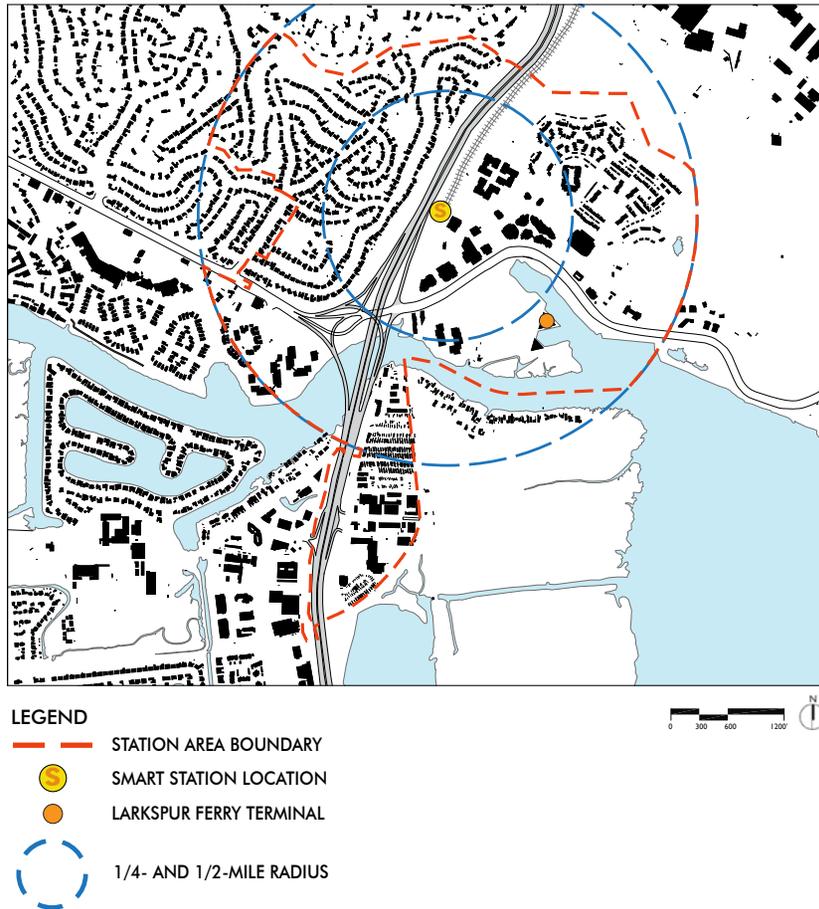
### DEVELOPMENT PATTERN

Figure 2.4 illustrates the development pattern of the station area, showing the relationship of building and non-building areas. The buildings are shown in black, while the non-building areas are shown in white, and may include roads, parking lots, unbuilt areas of parcels, and open space.

The development pattern in the Larkspur Landing area reveals a large-scale pattern of office and commercial buildings in the southern portion of the area, and a smaller-scale pattern of residential buildings to the north. The non-building areas surrounding the office and commercial uses are predominantly occupied by surface parking lots or roads, while those to the west and north of the residential developments are a combination of Neighborhood Park, the steep hillside open space and ridgeline, and the parcel owned by Sanitary District No. 1.

Figure 2.3: Property Ownership



**Figure 2.4:** Station Area Development Patterns

The Greenbrae area north of Sir Francis Drake Boulevard has a small-scale development pattern typical of suburban residential neighborhoods. South of Sir Francis Drake Boulevard, the development pattern is more spread out, with office and commercial buildings set around parking lots. There is a significant amount of park and open space in this area with Niven Park, the shoreline, and park space associated with Drake's View.

The Redwood Highway area has a diverse development pattern. In the north are some mid-sized buildings with associated parking lots. In the south are large-scale buildings again with associated parking lots. In contrast, the residential components in the area (the three mobile home communities) have a very tight and small-scale pattern.

The development pattern varies depending largely on use. The residential uses are typically small-scale with open space comprising much of the non-building use, while the commercial, office and transit uses tend to be larger scale, with the non-building use consisting predominantly of parking lots.

#### PLANNED PROJECTS

Two projects in the station area have been approved or permitted by the City:

- Drake's Cove is located at the eastern edge of the station area. Construction of this 23-unit residential project, at a gross density of 2.2 dwelling units/acre, began in 2009. To date eleven homes have been built.
- A precise development plan for the Sanitary District No. 1 site was approved in 2007. The plan proposed 126 dwelling units in nine structures, as well as a hotel, community clubhouse, and offices for the District. To date no development activity has occurred and the District uses portions of the site for storage and support activities.

### NEIGHBORHOOD CHARACTER

#### Natural Features

South of Sir Francis Drake Boulevard the station area is predominantly flat, with the exception of Wood Island. North of Sir Francis Drake Boulevard, however, the land rises up to meet the ridgeline. In the Larkspur Landing area, the Marin Country Mart shopping center sits upon a flat terrace approximately 10 feet above Sir Francis Drake Boulevard. North and east of the terrace, the hillside ascends at a steep slope creating a bowl shape. The ridgeline, referred to as the Southern Heights Ridge, is preserved as private open space and runs along the northern boundary of the station area.

Corte Madera Creek flows down to the San Francisco Bay from the foothills of Mt. Tamalpais in San Anselmo. It is at its most naturalized and widest breadth through Larkspur where it meanders through mostly residential areas until it reaches the station area, where the waterfront properties transition to a mix of residential, office, retail and finally the ferry terminal. The Corte Madera Creek reaches the bay just east of the ferry terminal.

The marshes just outside the station area at Madera Bay Park Site, Corte Madera Shorebird Marsh, and Corte Madera Marsh State Ecological Reserve provide open space and sanctuaries that serve as important habitat for plants and wildlife. Trails and observation areas run along the border of the reserve.

The creek, marshes and bay give this area a distinct water-oriented character. Residents living in the area have a strong connection with the waterfront, with the winds from, scents and views of, as well as direct access to the waterfront. This is especially true from the higher elevations in the Larkspur Landing and Greenbrae areas. Many residents living along Corte Madera Creek, for example, have built boat docks to take advantage of the waterfront resource it provides.

The water and marshlands do, however, also create barriers to movement in the area. Roads and pedestrian pathways must bridge over Corte Madera Creek, for example, making connectivity for pedestrians, bicyclists and motorists challenging.

#### Views

The elevated areas in the station area – the higher elevations in the Larkspur Landing and Greenbrae areas – command tremendous views of the San Francisco Bay, the Corte Madera Marsh and Mt. Tamalpais. From the Greenbrae Hills neighborhood, clear views over the station area are limited to those houses located along the US-101 corridor. Others may have filtered views of Mt. Tamalpais. With any future development in the station area, these views should be preserved, and any new buildings should be designed in such a way as to not block or detract from views to the bay from areas to the west. The hillside in the Larkspur Landing area has an advantageous bowl-shaped topography that generally prevents it from being visible from the east as well as from most of the Greenbrae area to the west. The knoll west of the ferry terminal screens the area from view from the west.

#### Architectural Character

Buildings in the station area exhibit a relatively consistent architectural form and design that is appropriate for the setting and for the Larkspur community. New development should take cues from the existing development context and fabric.

#### *Larkspur Landing Area*

The buildings in the Larkspur Landing area have a generally consistent architectural style, with many having gabled roofs, white trim, and board and batten siding. The buildings are appealing, in good condition, and visually interesting with articulated facades and balconies.

#### *Greenbrae Area*

In the Drake's Landing Area, the Drake's View townhome community adheres to a style reminiscent of Larkspur Landing, with the horizontal board and batten siding, white trim, and articulated facades with terraces and balconies. The Drake's Landing Office Park buildings have metal roofs, and a low, horizontal form. The single-family Greenbrae Hills neighborhood north of Sir Francis Drake Boulevard consists mostly of mid-century ranch-style homes.



*View southeast over the Bay from the top of Via La Cumbre in Greenbrae Hills. The white ferry terminal structure is just visible behind the trees on the right.*



*The buildings of Marin Country Mart have a uniform architectural character, painted in either white or gray.*



*View of Mt. Tamalpais from the Corte Madera Creek Trail multi-use pathway that runs along the shoreline around Drake's Landing.*



*The Larkspur Courts Apartments have some similar architectural features as the buildings at Marin Country Mart, such as wood siding and white trim.*

## 2 | EXISTING CONDITIONS

### *Redwood Highway Area*

The Redwood Highway area has a mix of building types. There are several one- and two-story industrial buildings and storage warehouses, some small stand-alone freeway retail businesses, and the larger Cost Plus Shopping Center. The three mobile home parks consist of a combination of RVs and more permanent trailer homes.

### **Landscape Character**

The landscape character of the station area is dominated by natural resources: water, grassland and wooded hillsides. The Corte Madera Creek and the San Francisco Bay are a major focus of the area. Many residents have an intimate connection to the waterfront, by living directly on the creek's edge, walking or bicycling along the waterfront multi-use paths, walking on the trails in the Corte Madera Marsh, kayaking on the creek, or taking the ferry. Others connect with the water by means of the spectacular views from higher elevations.

The hillsides to the north of the station area slope up to the Southern Heights Ridge that marks the border between Larkspur and San Rafael. Above the residential communities in the Larkspur Landing area, the lower portions of the hillside reveal its history as a former rock quarry. Beyond that and further west, the hillside is typical of northern California, with grasslands and oaks forming an attractive backdrop to the residential developments. Future buildings should complement the existing architectural and landscape character, retaining a small town feel.



*The landscape character of the station area is based on the water, marsh and hillsides. Native grasses have been planted along the creek edge near Drake's Landing.*



*The marsh at the Madera Bay Park Site and Corte Madera Marsh State Ecological Reserve is an amenity visible from many locations throughout the station area.*

## LAND USE SUMMARY: ISSUES & OPPORTUNITIES

The intent of this Plan is to evaluate the potential for development within the station area. Conversations with the CAC and community, and observations of the area, resulted in this summary of issues and opportunities that would influence any proposed changes in land uses in the area:

### Issues

- Overall, the station area is not developed at intensities that would be optimal given the proximity to a diverse transit environment. However, portions of the Larkspur Landing area are currently developed with moderate density multi-family housing and moderate density office uses. Locating additional residential and employment uses in the area would likely increase transit ridership.
- Larkspur is by and large a low density, suburban town, which includes a predominance of single family dwellings and low scale employment and retail uses. This “village” character must be a reference point for long-term development in the station area.
- The areas closest to the future SMART station are dominated by surface parking lots, most notably the ferry terminal lot, the lots at Marin Country Mart, and lots serving the office buildings just northwest of Marin Country Mart. Parking lots present barriers and safety considerations for pedestrians and bicyclists attempting to access transit or other destinations.
- Highway 101, Sir Francis Drake Boulevard, and the Corte Madera Creek all create barriers to pedestrian and bicycle connectivity within and between the sub-areas and to the SMART station and ferry terminal. These barriers effect transit accessibility as well as access to trails, retail amenities, and other destinations.
- Sites in the station area are largely already developed; only one site remains vacant (owned by Sanitary District No. 1). Any new development would occur at the initiation of the current land owners, who would have to find that the economic return on investment would warrant a change or intensification of use.

### Opportunities

- The station area already comprises a remarkably diverse mix of land uses, including retail, entertainment, hotel, office, residential and open space and has evolved into a robust local destination.
- With the future SMART rail service, the ferry line, several bus routes, and the Marin Airporter, the station area has a number of transit options to serve employees and residents.
- The views from the hillsides over the marsh, wetlands, creek and bay are attractive and give this area a strong sense of connection with the waterfront. The topography of the Larkspur Landing area in particular, gives it a unique identity and cohesiveness. The topography and site landscaping also shields taller buildings such as Serenity and Larkspur Courts, from general view.
- This area stands at the gateway to Larkspur from the east. Those who come by car across the Richmond-San Rafael Bridge on Interstate 580, and who exit onto Sir Francis Drake Boulevard, enter Larkspur through the station area. Capitalizing on the existing village character of the area and adding open space and landscape improvements where possible, can enhance the visitor’s experience of Larkspur.
- There are several large parcels under single ownership in key locations. These include the Sanitary District No. 1 property, the ferry terminal site owned by the Golden Gate Bridge Highway and Transportation District (GGBHTD), the Marin Country Mart, and office parcels in the Larkspur Landing area. While no future development is required, any of these property owners might decide to consider an intensification of use at some point in the future.
- The extensive parking lots and the vacant Sanitary District site are all logical candidates for long term change, at the discretion of each property owner.

**TRANSPORTATION, CIRCULATION & PARKING**

The station area includes a network of local and regional streets and highways, on- and off-street pedestrian and bicycle facilities, and transit facilities. The primary regional access to the station area is provided through along U.S. 101, Interstate 580 (I-580), Sir Francis Drake Boulevard, and the Larkspur Ferry Terminal. Local access within the station area is provided along local roadways such as Sir Francis Drake Boulevard, Larkspur Landing Circle, Redwood Highway, and through a network of sidewalks, bicycle lanes, and off-street multi-use pathways.

**TRAVEL CHARACTERISTICS**

The transportation system in this area of Larkspur includes roadways, bicycle and pedestrian facilities, regional ferry service, public bus transit systems, and the future SMART rail system.

Table 2.2 compares the commute characteristics of Larkspur residents to those of Marin County, the State of California, and the U.S. based on the 2006-2010 American Community Survey (ACS) Five-Year Estimates data. Approximately 77 percent of Larkspur residents commute by automobile (including single occupancy and carpool). This is similar to County patterns and lower than statewide averages.

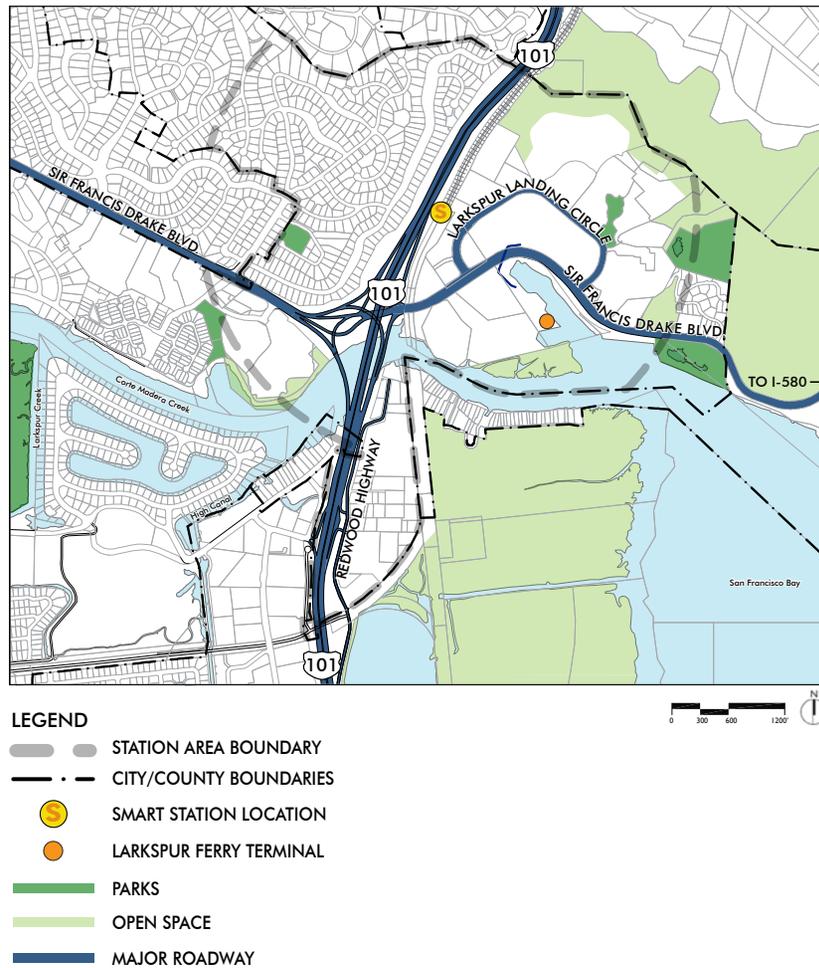
Larkspur’s 8.9 percent transit usage is slightly higher than transit usage across Marin County and significantly higher than the state and U.S. average. 2.1 percent of Larkspur residents walk to work, which is lower than the county, state and national average. The percent of Larkspur residents who commute by other means, including by bicycle, is on par with the county as a whole as well as the state. The ACS results also indicate that Larkspur is comparable to Marin County in the work-from-home category.

It should be noted that the ACS data only illustrates one aspect of travel patterns (i.e. commuters); however, it is important to understand because commute trips make up a significant proportion of traffic volumes during peak periods. The data also describes only trips that originate in Larkspur. Much of the travel that takes place in the station area originates outside of Larkspur, due to significant regional arterial roadways that pass through the station area.

**Table 2.2: Commute Mode Characteristics**

COMMUTE MODE CHOICE	LARKSPUR	MARIN COUNTY	CALIFORNIA	UNITED STATES
Single-Occupant Automobile	71.1%	66.7%	73%	76.6%
Carpool	5.9%	9.5%	11.9%	9.7%
Public Transit	8.9%	8.3%	5.1%	4.9%
Walk	2.1%	3.3%	2.8%	2.8%
Other Means (includes Bicycle)	2.5%	2.5%	2.3%	1.7%
Work at Home	9.4%	9.7%	5.0%	4.3%

Source: 2006-2010 American Community Survey Five-Year Estimates

**Figure 2.5: Major Roadways**

## ROADWAY NETWORKS

The station area includes a network of local and regional streets and highways for automobile circulation (see Figure 2.5). Local roadways include Larkspur Landing Circle, and Redwood Highway. Regional roadways in the station area include U.S. 101, Interstate 580 (I-580), and Sir Francis Drake Boulevard.

### Regional Roadways

#### *U.S. 101*

U.S. 101 is an eight-lane freeway passing through the station area. U.S. 101 is the only continuous north-south roadway in Marin County, connecting the communities of Marin and Sonoma counties to job centers and major destinations in San Francisco to the south and Contra Costa County to the east. Within the station area, U.S. 101 bisects the City of Larkspur and serves both as the primary connection to regional destinations as well as the largest north-south barrier within the communities themselves. Local access interchanges are provided in Larkspur and neighboring Corte Madera at Sir Francis Drake Boulevard, Lucky Drive/Fifer Avenue, and Industrial Way. Regional bus service travels on U.S. 101 between the counties of Marin, Sonoma, and San Francisco, with local stops at Fifer Avenue and Industrial Way and at Sir Francis Drake Boulevard and Eliseo Drive (Route 24).

U.S. 101 in Marin County currently experiences heavy traffic congestion in the southbound direction during the AM peak hour and in the northbound direction during the PM peak hour. This congestion is due to the high on-and off-ramp volumes, closely spaced ramps between Sir Francis Drake Boulevard and Tamalpais Drive, and commute traffic between Sonoma, Marin, San Francisco, and Contra Costa counties. Plans to reduce congestion through the station area have been considered as a part of the Greenbrae Corridor Improvement Project and subsequent improvements proposed for study by the Transportation Authority of Marin through the Regional Measure 2 funding provided by the MTC.

#### *Interstate 580*

I-580 is a four-lane freeway that runs approximately one mile to the northeast of the station area. I-580 links U.S. 101 in San Rafael to the East Bay via the Richmond-San Rafael Bridge. Although U.S. 101 and I-580 connect in

## 2 | EXISTING CONDITIONS

San Rafael, many vehicles traveling to or from southern Marin County or San Francisco on U.S. 101 use Sir Francis Drake Boulevard through the station area to reach the Richmond-San Rafael Bridge, a significant contributor to peak hour traffic congestion in the corridor.

### *Sir Francis Drake Boulevard*

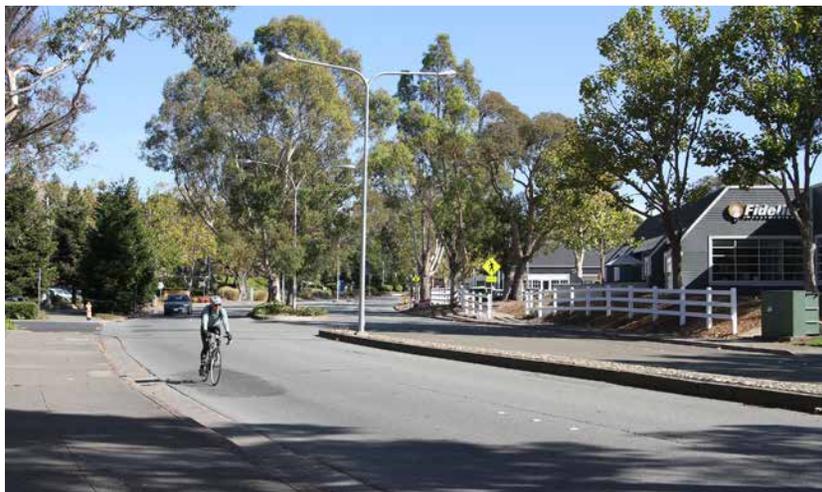
Sir Francis Drake Boulevard is a major regional arterial that cuts through the station area and serves as access to communities to the west, to the ferry terminal, and to the Richmond-San Rafael Bridge and southern San Rafael to the east. West of Larkspur Landing Circle (East), Sir Francis Drake Boulevard is two lanes wide in each direction with additional turn lanes and signalized intersections. East of Larkspur Landing Circle (East), Sir Francis Drake Boulevard transitions to one lane in each direction leading to I-580 and the Richmond-San Rafael Bridge.

Sir Francis Drake Boulevard divides the station area north to south, with limited pedestrian and bicycle at-grade crossings and with one aerial pedestrian bridge leading from the Marin Country Mart site to the ferry terminal. Golden Gate Bridge Highway and Transportation District (GGBHTD) operates bus stops with local bus service on the north and south side of Sir Francis Drake Boulevard adjacent to the existing pedestrian bridge. Sidewalks are provided along portions of the north side of Sir Francis Drake Boulevard between just west of Larkspur Landing Circle (West) to just east of Larkspur Landing Circle (East), and along the south side of Sir Francis Drake Boulevard between the US-101 interchange and Barry Way. The Corte Madera Creek Class I multi-use path runs along the south side of Sir Francis Drake Boulevard and provides pedestrian and bicycle access parallel to Sir Francis Drake Boulevard.

Sir Francis Drake Boulevard operates near to or at capacity during the morning and evening peak periods. Vehicles traveling westbound between Larkspur Landing Circle (East) and Eliseo Drive, and eastbound between Eliseo Drive and U.S. 101, currently sit through one or more signal cycles and experience reoccurring queues. At the intersection of Larkspur Landing Circle (West), traffic congestion on Sir Francis Drake Boulevard increases substantially before each ferry departure in the morning and after ferry arrivals in the evening. The primary causes of the peak congestion on East Sir Fran-



*Sir Francis Drake Boulevard, shown here at the Marin Country Mart, is a heavily used regional corridor within the station area.*



*Larkspur Landing Circle is a loop road from Sir Francis Drake Boulevard East that serves several office, retail and residential developments.*



*Redwood Highway provides access to a variety of commercial, industrial and residential uses.*

cis Drake Boulevard through the station area are the combination of pass-through volumes, traveling between U.S. 101 and the Richmond-San Rafael Bridge, and vehicles traveling to and from the Larkspur Ferry Terminal as presented in the Chapter 5.

### Local Roadways

#### *Larkspur Landing Circle*

Larkspur Landing Circle is the main public street that provides access for all properties located north of East Sir Francis Drake Boulevard. Driveways and private roads connect to it and provide access to the parking lots, building entries and open space in the area. The roadway varies from four lanes and extra turn lanes at its west end, to two lanes near its center, and three lanes at the east. At rush hours there is some East Sir Francis Drake Boulevard cut-through traffic which can result in excessive vehicle speeds. At other times traffic levels and speeds are moderate.

Larkspur Landing Circle is considerably lacking in pedestrian and bicycle amenities. Despite serving the entire northern area, it has sidewalks only intermittently and there are no bicycle lanes along its length. Crosswalks are missing at several intersections as well.

#### *Redwood Highway*

Redwood Highway is the only north-south local street on the east side of U.S. 101, south of Corte Madera Creek. This two-lane roadway provides local access to a variety of commercial, industrial, and residential land uses in the station area to the north of Wornum Drive as well as regional access to northbound U.S. 101 via the Industrial Way on- and off-ramps. Regional and local transit stops are located at the bus pad in between the Industrial Way on- and off-ramps. Pedestrian and bicycle amenities include sidewalks along the east side of Redwood Highway between Industrial Way and just north of Wornum Drive, crosswalks at the signalized Industrial Way on-ramp intersection, and on-street bike facilities north of Industrial Way. In addition, several pedestrian bridges connect to Redwood Highway including the Lucky Drive pedestrian bridge over U.S. 101 and the northbound U.S. 101 off-ramp pathway over Corte Madera Creek. Both crossings are inadequate for multi-use pathways as they are narrow or not American with Disabilities Act (ADA) accessible.

**TRANSIT NETWORK**

Public transit services at Larkspur Landing include local buses, express buses, shuttles, ferry service, and will include commuter rail with completion of the Larkspur SMART station. Local and regional bus service is provided by the GGBHTD and Marin County Transit District (Marin Transit). A majority of the public transit trips through the area are commuters who use the bus stops at Lucky Drive, students heading to and from school, and people using the corridor along Sir Francis Drake Boulevard. In addition to the bus service, ferry service is provided via the Larkspur Ferry Terminal, which provides commuter service to San Francisco. The Larkspur Ferry Terminal is heavily used by commuters, with an average of over 5,000 people passing through the terminal each day. This section summarizes all existing and proposed transit modes in Larkspur Landing. Existing transit ridership counts at stops within the station area are presented in Table 2.3.

In addition to the public transit services in the area, the Marin Airporter is a privately-operated bus service that offers service between Marin County and the San Francisco International Airport seven days a week, 365 days a year. There is scheduled bus service from six locations in Marin County, including Larkspur Landing. The Larkspur Terminal is located at 300 Larkspur Landing Circle, next to the Larkspur Landing Century Theater. Buses leave from Larkspur every 30 minutes, on the hour and half-hour, from 4:00 AM until 11:00 PM.

Extension of the SMART line from Downtown San Rafael into Larkspur, in addition to additional regional bus stops proposed for the Sir Francis Drake Boulevard / U.S. 101 interchange, will increase regional transit access to the station area. This will increase the transit accessibility to the station area through new service and by reducing the walking distance between the major land uses and transit stops. TAM has proposed accessible pedestrian pathways along Sir Francis Drake Boulevard to connect to the new bus stops and Larkspur Landing.

**Table 2.3: Existing Public Transit Daily Ridership in Station Area**

Transit Stop	Weekday <sup>1</sup>	Weekend <sup>1</sup>
Larkspur Landing Circle (Route 29)	39	0
Larkspur Ferry Terminal (Routes 24 & 29)	59	19
Eliseo Drive/Barry Way (Routes 24, 29 & 222)	107	9
Lucky Drive Bus Stops (Routes 17, 24, 36, 70, 71 & 80)	447	307
Trader Joe's (Route 222)	4	0
Larkspur Ferry Terminal <sup>2</sup>	5,065	--

Notes:

1. Transit ridership counts are from Fiscal Year 2011-12, which were the most recent counts available.
2. Estimated based on total number of passengers per year divided by number of service days. Therefore, one transit ridership estimated was provided by GGT for both weekdays and weekends.

Source: GGT, 2011 Ridecheck and November 2012 APC data.

## BICYCLE CIRCULATION

Like many communities around the United States, Marin County continues to experience a strong growth of bicycling as a means of transportation. Marin County has a network of signed bicycle routes consisting of several different types of facilities. These facilities are based on Caltrans standards, which provide for three distinct types of bikeway facilities, as generally described below, and shown in Figure 2.6.

### Off-Street

Off-street facilities are also known as Class I bikeways or multi-use paths. Class I bikeways have independent rights-of-way physically separated from vehicle travel lanes. Motorized vehicle activity is prohibited. Paths are typically 10 to 12 feet wide. Multi-use paths located adjacent and within the station area include Route 20 along the Corte Madera Creek, and Route 5, which uses the Cal Park Hill Tunnel. Immediately south of the station area is the Sandra Marker Trail (Route 16), and Route 17 along Redwood Highway.

### On-Street

On-street facilities include Class II bike lanes and Class III bike routes. Class II bike lanes are on-street lanes dedicated and demarcated for bicycle travel. A bicycle lane is a portion of a road or highway that is designated by striping, signing, and pavement markings to provide preferential or exclusive use of the lane by bicyclists. Bike lanes are typically four to six feet wide. A new bicycle lane was recently added to the west side of Redwood Highway between the Corte Madera Creek overcrossing and Industrial Way, serving southbound bicyclists.

Class III bicycle routes provide for a right-of-way designated by signs or pavement markings for shared use with pedestrians or motor vehicles. These are often located along roadways where dedicated bicycle lanes cannot fit or are not needed (for example, on a low volume street), but where providing continuity in a bicycle system is nevertheless important. Currently, the only Class III bicycle route in the station area is on northbound Redwood Highway, south of the Sir Francis Drake Boulevard interchange.

The bicycle and pedestrian networks gaps are shown on Figure 2.8 and include sidewalk gaps, missing crosswalks, and inadequate crossings across major barriers.

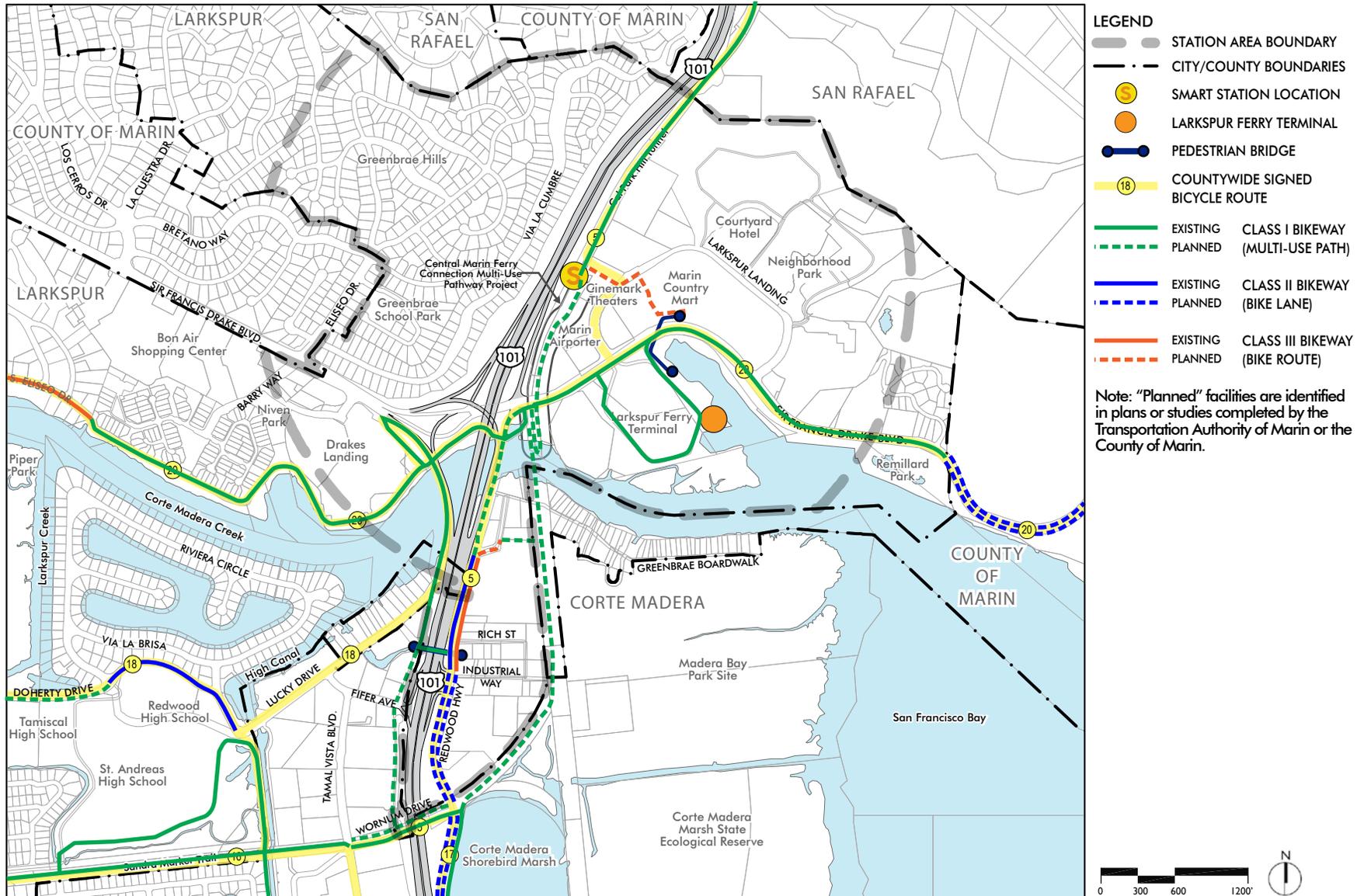


*The bicycle and pedestrian path on the northbound US-101 on-ramp connects the Redwood Highway area to Sir Francis Drake Boulevard.*



*Class II and Class III bicycle lanes have recently been installed on Redwood Highway.*

Figure 2.6: Existing and Currently Planned Bicycle Facilities





*Redwood Highway near Wornum Drive is missing sidewalks, creating a challenging pedestrian environment.*



*Larkspur Landing Circle lacks sidewalks between Drake's Way and Sir Francis Drake Boulevard.*

## PEDESTRIAN CIRCULATION

In addition to the sidewalks on local roadways described previously, there is an extensive network of off-street pathways in the station area (see Figure 2.7). The Corte Madera Creek path, a dedicated pedestrian and bicycle pathway that runs along Sir Francis Drake Boulevard East, starting near Drake's Cove and continuing west past the Larkspur Ferry Terminal, under the freeway overpass to Drake's Landing and the communities to the west. This path also connects to two Corte Madera Creek multi-use path crossings, one on the U.S. 101 northbound off-ramp and the other on the southbound on-ramp. The Cal Park Hill Multi-Use Pathway is the other major pedestrian connection in the station area, linking Larkspur to San Rafael. Two multi-use pathways - the Sandra Marker Trail and the trail along Redwood Highway (south of Wornum Drive) - connect the station area to nearby schools and residential communities to the south. Lastly, two pedestrian bridges in the station area include the bridge connecting the Marin County Mart to the ferry terminal and the Lucky Drive pedestrian overcrossing. These paths are all heavily used by commuters and recreational users alike to access such destinations as the Larkspur Ferry Terminal and the shopping centers located south of the station area.

Although the station area has a number of sidewalks and multi-use paths, several obstacles limit the connectivity for pedestrians. These network gaps are shown on Figure 2.8.

- There are limited sidewalks on Redwood Highway between Wornum Drive and Industrial Way. This is a heavily used connection between the Lucky Drive pedestrian bridge and Corte Madera Creek crossing to the multi-use trails at Redwood Highway and Wornum Drive.
- Crosswalks across Sir Francis Drake Boulevard are long and across multiple travel lanes serving high traffic demands. This is an issue for Greenbrae Hills residents accessing the Corte Madera Creek trail, as well as pedestrians and bicyclists getting off at the Cal Park Hill Tunnel and crossing at Larkspur Landing Circle West.
- The sidewalk on the north side of Larkspur Landing Circle terminates at Drake's Way, i.e., there is no sidewalk between Drake's Way and Sir Francis Drake Boulevard.
- Additional community concerns regarding pedestrians include improving access to regional bus stops and local schools.

Figure 2.7: Existing and Currently Planned Pedestrian Facilities

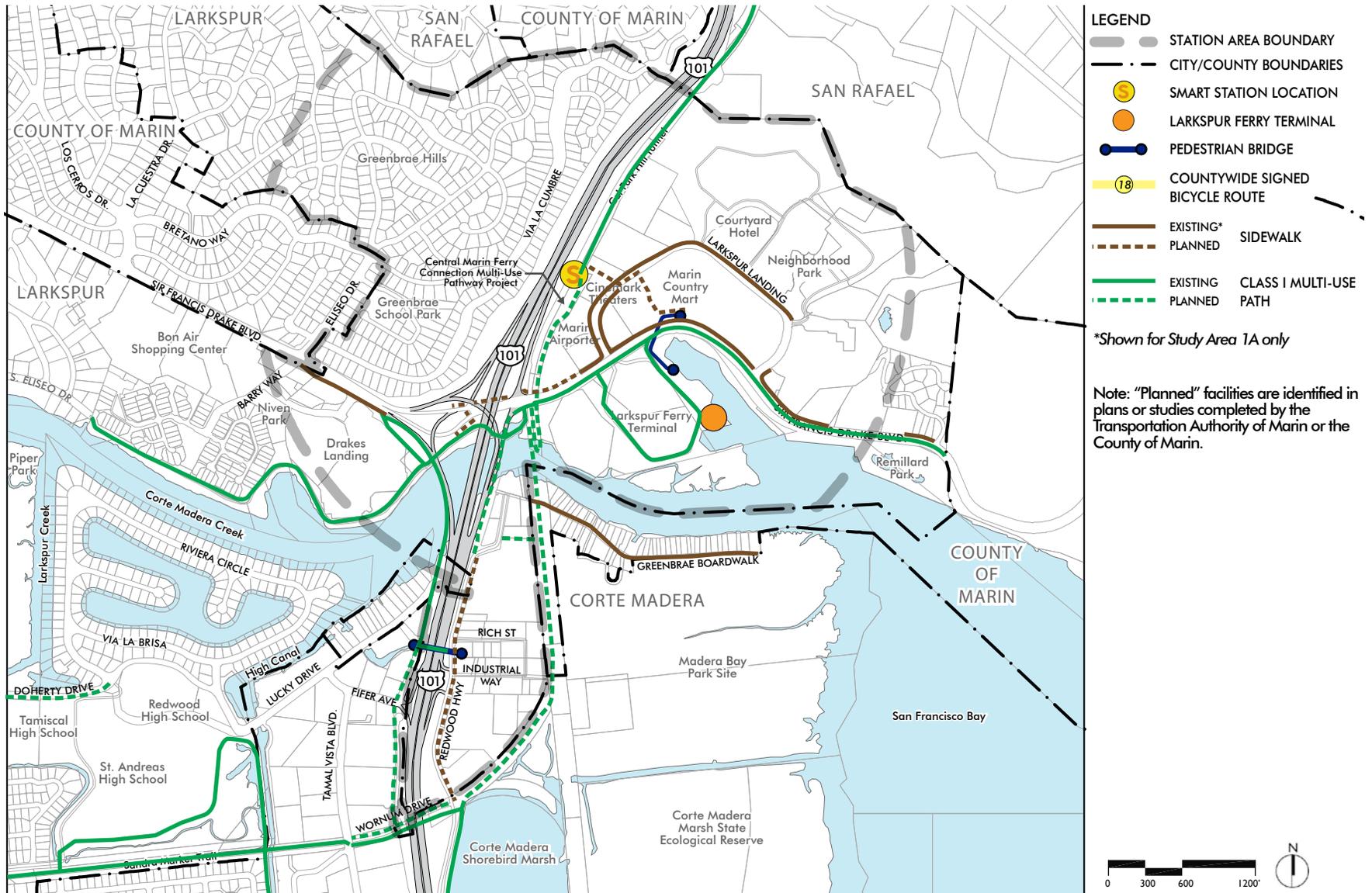
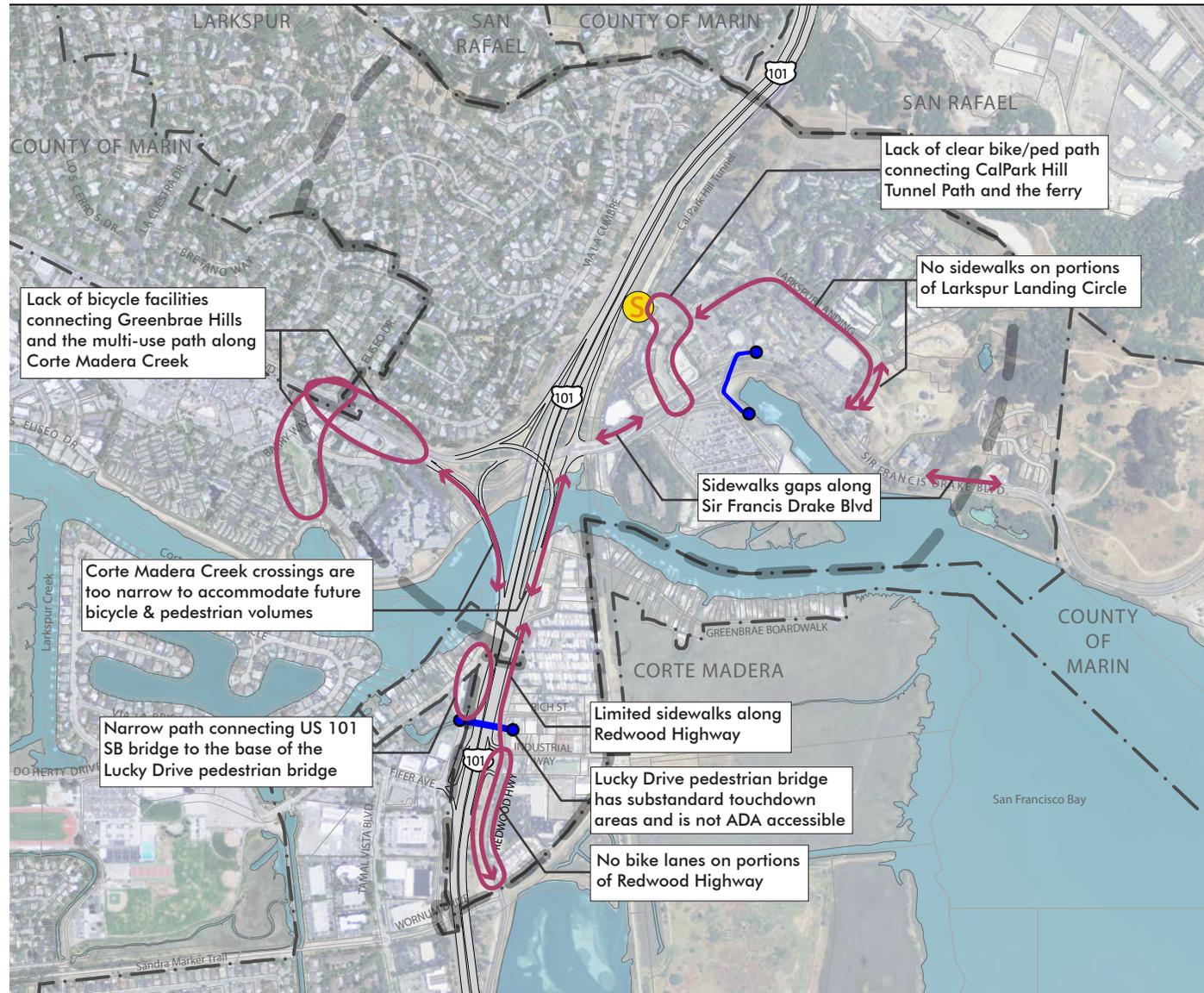


Figure 2.8: Bicycle and Pedestrian Network Gaps

- LEGEND**
-  STATION AREA BOUNDARY
  -  CITY/COUNTY BOUNDARIES
  -  SMART STATION LOCATION
  -  PEDESTRIAN BRIDGE
  -  NETWORK GAP



## 2 | EXISTING CONDITIONS

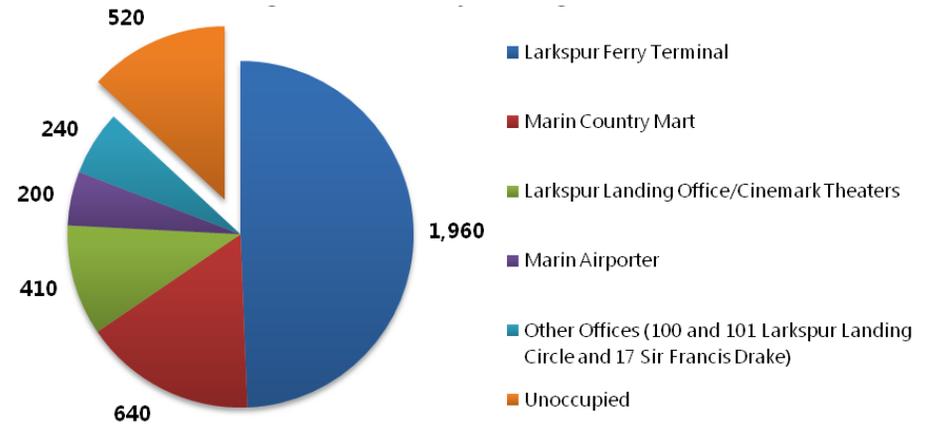
### PARKING

Parking supply was inventoried throughout Larkspur Landing in September 2012. As shown in Figure 2.9, the existing peak parking demand (adjusted to 100 percent occupancy) in the station area fills up 87 percent of the total parking capacity. This peak parking demand occurs during the mid-day, around 1:00 PM when the collective parking needs of the offices, ferry terminal, and Marin Country Mart are highest. The Larkspur Ferry Terminal accounts for over half of the peak demand in Larkspur Landing. The Marin Country Mart and Larkspur Landing offices each account for roughly 20 percent of the demand. The Larkspur Ferry Terminal demand for parking currently exceeds the capacity of the 1,800 space surface parking lot and overflow parking spills onto adjacent parking lots.

Despite the overflow parking demand from the ferry terminal, there is currently excess parking in the station area, especially around the Larkspur Landing offices. This indicates that many of the existing retail and office uses within the station area have lower parking demand levels than similar uses in a typical suburban site and that there is available parking to accommodate increased demand from intensified land uses.

Weekend parking demand is significantly less than demand during the week. On the weekends, the peak parking occupancy is 44 percent at 1:00 PM. The majority of the excess parking supply on the weekends is at the ferry terminal and the offices in the Station Area. The parking at the Marin Country Mart is nearly 100 percent full due to the popular food trucks and farmers market events on the weekends.

**Figure 2.9: Weekday Parking Demand**



*There are a number of surface parking lots in the Larkspur Landing area, including those at Marin Country Mart.*

## PLANNED PROJECTS

### Sonoma-Marín Area Rail Transit (SMART)

Sonoma-Marín Area Rail Transit (SMART) is a passenger train and multi-use pathway project that runs along 70 miles of the historic Northwestern Pacific Railroad alignment. The rail line will serve 14 stations from Cloverdale in Sonoma County to Larkspur, Marin County.

The SMART rail parallels Highway 101, providing an alternative to this already-congested corridor. The rail project is projected to take more than 1.4 million car trips off Highway 101 annually and reduce greenhouse gases by at least 124,000 pounds per day. SMART's environmental studies project 5,000 to 6,000 passenger trips per day will be made on the train and 7,000 to 10,000 daily trips will be made on the bicycle/pedestrian pathway.

Commuter-oriented passenger train service will be provided by an estimated 14 round-trip trains per day, operating at 30-minute intervals in the morning and evening peak commuting hours during the week. Bicycles will be allowed on board the trains; weekend service also is planned.

#### *Larkspur Station*

The future SMART Larkspur Station will be located within the SMART corridor right-of-way behind the Century Larkspur Landing Cinema. It will be a double-track, two-platform station. Current plans show provision of 80 parking spaces. It is approximately 1,500 feet north of the existing Larkspur Ferry Terminal. In order to access the ferry terminal, passenger rail riders will use the Cal Park Hill Tunnel Multi-use Pathway to reach Larkspur Landing Circle, cross Larkspur Landing Circle in an improved crosswalk and utilize the existing sidewalk and crosswalks at Sir Francis Drake Boulevard to reach the ferry terminal. Alternatively, SMART riders will be able to utilize the new bridge and improved connections implemented as part of the Central Marin Ferry Connection Multi-use Pathway project.

#### *Shuttle System*

A local shuttle system, using small 12-25 passenger vehicles, is proposed to distribute SMART passengers at the work-end of their trip. The shuttles would be free, and would operate during the same hours as trains, in the

morning and afternoon peak commute periods. There are nine proposed shuttle routes, each designed to complete a one-way loop in less than 30 minutes or the headway of the train. The shuttle route for Larkspur Ferry Station will serve three major activity centers—San Quentin Prison/Marin Country Mart and nearby offices, Marin General Hospital, and College of Marin.

### Transportation Authority of Marin Proposed Studies

The following are improvement projects recommended for Regional Measure 2 funding by the Transportation Authority of Marin Board in the September 26, 2013 meeting, for consideration by MTC<sup>2</sup>.

- Study feasibility of widening East Sir Francis Drake Boulevard from one to two lanes where lane drop occurs. This study would include an Andersen Drive evaluation of intersection improvements.
- Study feasibility of building a freeway to freeway connector between northbound U.S. 101 to eastbound I-580.
- Create new regional and local bus stops at the Sir Francis Drake Boulevard/U.S. 101 interchange. Install new pedestrian-friendly intersection improvements and access routes (including new sidewalks) to existing and new bus stop locations.
- Widen the existing pedestrian and bicycle path along the northbound off-ramp to provide 10-12 foot Class I multi-use pathway.
- Conduct further study on Phase 2 of the Central Marin Ferry Connector to continue the structure in Phase 1 across the Corte Madera Creek and extend the multi-use pathway along the railroad right-of-way to Wornum Drive to connect with the existing multi-use trails at Wornum Drive and Redwood Highway. These studies include potential intersection undercrossing along Wornum Drive.
- Construct a sidewalk on the east side of Redwood Highway between Wornum Drive and Industrial Way.

<sup>2</sup> Transportation Authority of Marin Board Resolution 2013-14.

## 2 | EXISTING CONDITIONS

- Construct a Class I multi-use path along Nellen Avenue on the west side of U.S. 101 between Wornum Drive and Fifer Avenue.
- Enhance pedestrian and bicycle crossings of U.S. 101 at Wornum Drive.
- Widen eastbound Sir Francis Drake Boulevard to three lanes from just west of Eliseo Drive to the southbound U.S. 101 on-ramp.
- Extend Sir Francis Drake Boulevard eastbound auxiliary lane to eastbound I-580.
- Re-direct Regional Measure 2 funds to SMART for the extension to Larkspur.

The Transportation Authority of Marin is currently studying these improvement projects which are expected to be complete in 2015-2016.

### **Central Marin Ferry Connection Multi-Use Pathway Project (CMFC)**

In 2004, a plan examined the feasibility of constructing a bicycle and pedestrian bridge over the Corte Madera Creek to improve connections to destinations south of the creek with the Larkspur Ferry Terminal and the Cal Park Hill Tunnel multi-use trail. This site is located at the crossroads of many bicycle trips between central and southern Marin County and will improve pedestrian and bicycle connectivity and safety throughout the station area.

Subsequent to the feasibility study, the Transportation Authority of Marin (TAM) initiated an effort to develop and refine recommendations for the CMFC. This process has involved an additional feasibility study and a series of workshops to solicit public input.

As shown in Figure 2.10, the CMFC includes construction of a pedestrian and bicycle bridge across Sir Francis Drake Boulevard to connect the southern terminus of the Cal Park Hill Tunnel to the south side of Sir Francis Drake Boulevard where the existing Route 20 multi-use path of the Marin County bicycle network is located. This overpass will provide connections from the Cal Park Hill Tunnel and the proposed SMART terminus to the Larkspur Ferry Terminal and locations south of Corte Madera Creek. It will also increase

bicyclist and pedestrian safety as it will allow them to avoid crossing Sir Francis Drake Boulevard. This project also includes modifications to Redwood Highway to improve bicycle connectivity south to Wornum Drive from the existing Corte Madera Creek crossing. Construction for this phase is expected to be completed in 2014.

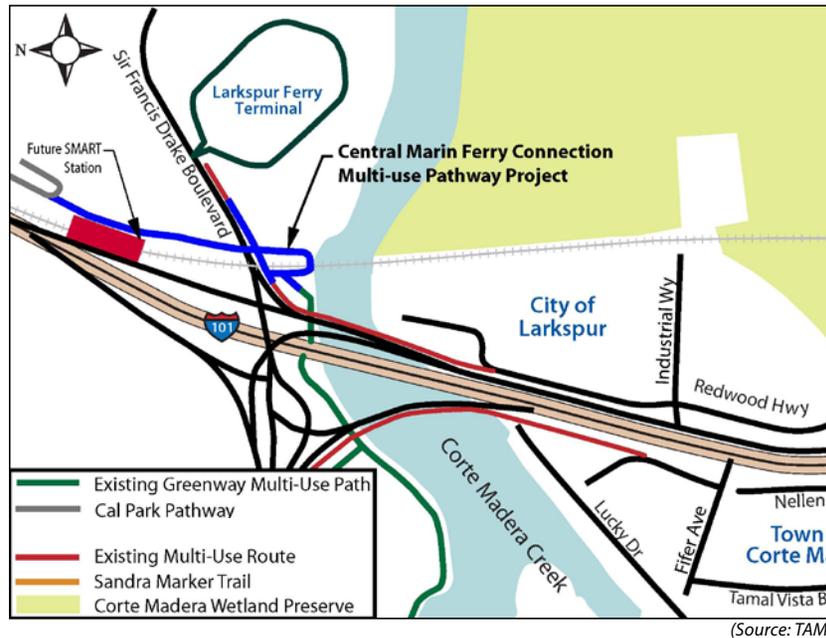
In November 2011, TAM held an open house to solicit public input on the type of structure crossing over Sir Francis Drake Boulevard. The preferred design was the Warren Truss, which was accepted by TAM and the Larkspur City Council.

### **Larkspur Landing Circle Pedestrian and Bicycle Improvements**

In 2012, Parisi Associates was engaged by the City of Larkspur, in partnership with the Transportation Authority of Marin, to identify a pedestrian and bicycle route from the current terminus of the Cal Park Hill Pathway near the Century Larkspur Landing Theaters to the Larkspur Ferry Terminal. The plan, currently under design, makes the following recommendations:

- Enhanced sharrows within the SMART easement in front of the Theater, connecting the Cal Park Hill Pathway to Larkspur Landing Circle.
- Wayfinding signage along the identified route.
- Physical improvements such as curb extensions, crossing beacons, barriers, and pedestrian countdown signals.

**Figure 2.10:** Central Marin Ferry Connection Multi-Use Pathway Project



A Warren Truss was selected as the recommended bridge type for the Central Marin Ferry Connection Multi-use Pathway project. (Source: TAM)

## TRANSPORTATION, CIRCULATION, AND PARKING SUMMARY: ISSUES & OPPORTUNITIES

Analysis conducted during preparation of this Plan and comments from the community suggest this summary of key issues and opportunities.

### Issues

- Traffic congestion along US-101 and Sir Francis Drake Boulevard is recurrent, particularly during weekday peak periods. Regional traffic continues to grow along Sir Francis Drake Boulevard East since it acts as a bypass between the Richmond Bridge and US-101; traffic levels are periodically at near-capacity conditions, resulting in delays and back-ups, particularly at the Larkspur Landing Circle/ferry terminal intersection during peak times. There are no capacity improvements currently planned for Sir Francis Drake Boulevard within the station area.
- Several obstacles limit connectivity for bicyclists and pedestrians, including the limited sidewalks on Redwood Highway, poor east-west connections across US-101, and limited north-south connections across Corte Madera Creek and Sir Francis Drake Boulevard. The lack of dedicated north-south facilities through the station area creates a gap in the proposed regional bicycle network that stretches from the Golden Gate Bridge in the south to the border of Sonoma County to the north.
- The Marin County Unincorporated Area Bicycle and Pedestrian Master Plan (2008) notes that Sir Francis Drake Boulevard has the highest occurrence of bicycle and pedestrian collisions in Marin County. Several of the bike and pedestrian master plans in the corridor observe that a majority of bicycle collisions through the corridor are not due to collisions involving vehicles, but instead due to collisions with stationary objects, other cyclists, or pedestrians. The Twin Cities Police Authority has been able to reduce the number of these collisions through enforcement of hazardous bicycle violations, but further work needs to be done.
- Access to north-south bus routes serving the US-101 corridor can be challenging due to the distance to bus stops and lack of sidewalks. Most of the bus stops themselves are basic and lack modern protective shelters, real-time travel information, crosswalks, or other amenities.

## 2 | EXISTING CONDITIONS

- The Larkspur Ferry Terminal parking demand continues to increase. Most ferry users access the terminal via private automobiles and parking demands typically exceed on-site supply. Construction of the SMART station will result in the loss of 200 ferry overflow parking spaces in the railroad ROW.
- Connecting bus service is primarily limited to Route 29, which stops on Sir Francis Drake Boulevard outside the terminal. Bicycle and pedestrian access is limited by the Corte Madera Creek and US-101.
- Bicycle parking at the ferry terminal consists of racks inside and outside the terminal, which may not be sufficiently secure for commuters who need to leave their bike at the terminal for a whole day. Limited bicycle parking is located throughout other parts of the station area.

### Opportunities

- Implementation of planned projects, such as the Greenbrae/Twin Cities Corridor Improvement Project and SMART rail, offer opportunities to improve regional and local travel conditions along US-101 between Corte Madera and San Rafael.
- The size, relatively flat topography, and mild climate of the station area make it ideal for walking and bicycling. Bicycles, in particular, are a convenient means of transportation for short trips within cities, especially those less than three miles in length. The use of bicycles for short trips within the station area and central Marin County could reduce the amount of similar trips by automobiles, which would subsequently improve air quality. Recent national and local surveys find that more people are willing to cycle more frequently if better bicycle facilities are provided.
- Many improvements to pedestrian and bicycle facilities in the station area are planned. The Greenbrae/Twin Cities Corridor Improvement Project and Central Marin Ferry Connection Multi-Use Pathway Project will seek to close the gaps, improve safety, and ensure adequate bicycle and pedestrian access throughout the station area.
- As a part of the Greenbrae/Twin Cities Corridor Improvement Project, several bus stops will be relocated to more conve-

nient access locations. Improved amenities in and around bus stop locations would help encourage use of public transportation and improve connections between local and regional buses.

- Increased indoor and outdoor bicycle parking can encourage additional bicycle use.
- SMART will provide an alternative to Highway 101 traffic and is estimated to remove more than 1.4 million car trips from Highway 101 annually. Integrating the new Larkspur SMART station with bicycle and pedestrian connections, local buses, and the Larkspur Ferry Terminal will greatly enhance transit mobility between Larkspur and the rest of Marin and Sonoma Counties.
- The Sir Francis Drake Boulevard corridor is one of the most heavily used transit and bicycle corridors in Marin County. Route 29 runs along it connecting the communities of San Anselmo, Fairfax, and Greenbrae/Twin Cities to the Larkspur Ferry Terminal. This location would be ideal to provide a connection to commuters from these communities to the regional bus service.

## REGULATORY CONTEXT

The following section is a summary of key regulations, policies and plans relevant to the Larkspur Station Area Plan. These plans, policies and regulations govern and guide development within the station area today.

## CITY POLICIES AND PROGRAMS

### City of Larkspur 2010-2030 General Plan Update

California law requires that all cities prepare and maintain a General Plan. The General Plan is the City's official policy document describing the City's vision and goals for the future, including the general location of future housing, office, commercial, industry, transportation facilities, parks and other land uses throughout the City. The Larkspur General Plan was adopted in 1990. Its elements include Land Use, Circulation, Community Character, Community Facilities and Services, Natural Environment and Resources, Health and Safety, Bicycle and Pedestrian Paths and Trails, and Housing. Within each of these elements the City has established goals, policies and action programs. All local government programs and decisions are required to be consistent with the General Plan by California state law.

The City of Larkspur is currently in the process of updating its 1990 General Plan. The recommendations of the adopted Larkspur SMART Station Area Plan will be reviewed for incorporation into the General Plan Update.

Work completed on the 2010-2030 General Plan to date includes several themes that are particularly relevant to the station area. These include:

- Preserve and enhance Larkspur's unique built and natural environment, while accommodating suitable new development and redevelopment. Maintain the City's overall residential character and the scale of its neighborhoods. Encourage a diverse demographic mix (especially age, family and income).
- Enhance the attractiveness and viability of existing commercial areas. Ensure that they provide neighborhood-serving businesses and that they are accessible by means other than automobiles.
- Provide safe and efficient transportation facilities for all circulation system users. At the same time, give quality of life and pro-

tection of the environment a higher priority than vehicular traffic mobility, and ameliorate the negative impacts of local and regional vehicular traffic on Larkspur to the maximum extent feasible.

- Assure adequate public transit service in Larkspur (commuter rail, bus, ferry, Airporter) as alternatives to the automobile.
- Improve multi-modal connections (i.e., pedestrian, bicycle, and automobile) between the various parts of Larkspur and neighboring communities. Improve access from Larkspur to Highway 101.
- Make it easier to move around Larkspur without using a car. Provide bicycle and pedestrian paths to schools, shopping areas, recreation facilities, open space preserves, and other common destination points. Improve traffic safety for bicyclists and pedestrians.
- Preserve, enhance, and strengthen Larkspur's livable and attractive environment, its community identity, and its special "sense of place."
- Provide park and recreation facilities and programs for Larkspur residents of all ages and abilities.
- Do what the City can, within reason, to protect the community from injury, loss of life, and property damage resulting from natural disasters and hazardous conditions. Increase public awareness of flooding, seismic, landslide, fire, and other natural hazards, and of methods to avoid or mitigate their effects. Deter development in areas prone to such hazards.

### Land Use

Figure 2.11 shows the current 1990 General Plan land use designations pertaining to the station area and neighboring jurisdictions. A brief description of relevant Larkspur land use designations follows.



*Residential***Low Density**

The low density residential designation, which pertains to single-family neighborhoods and which allows up to five dwelling units per acre, applies to limited existing developments in the Larkspur Landing areas as well as to the entirety of Greenbrae Hills.

**Medium Density**

Medium density residential allows up to 12 dwelling units per acre. This land use designation is currently shown on the Sanitary District site since the previously approved plan called for residential uses calculated to be of this density.

**High Density**

The high density residential designation in Larkspur allows between 18 and 21 dus/acre. In the Larkspur Landing area, the Serenity and Larkspur Courts developments, which include extensive open space, have been calculated to fall in this category. Some of the buildings within these developments, however, exceed General Plan

**Mobile Home Park**

The mobile home park designation, which applies only in the Redwood Highway area, allows only mobile homes and accessory uses, up to 14 dus/acre. Recreational vehicle parks are allowed with a conditional use permit.

*Commercial/Industrial***Administrative and Professional Offices**

The administration and professional offices designation allows administrative, executive, medical, dental and business offices, some service establishments, medical supply sales, and laboratories. Some community-serving retail and service businesses may be permitted with a conditional use permit. It is intended that these uses be low intensity and have landscaped grounds. The floor-area-ratio (FAR) maximum is 0.35, and landscaped areas should cover at least 30% of the site. Mixed-use office/residential may be allowed at a higher intensity (0.35 FAR for office/21 dus/acre for residential) with approval of a conditional use permit. Studios and one- and two-bedroom units are encouraged. This designation is applied along the eastern

edge of the U.S. 101 corridor, although this is not an optimal location for residential uses.

**Commercial**

The commercial designation is currently applied to the Marin Country Mart, Marriott Courtyard, a small part of the Sanitary District site, and a small area along west Sir Francis Drake Boulevard. Upper-story residential units over first-story commercial uses are encouraged and are exempt from FAR restrictions, although none have been implemented to date. Senior housing is also encouraged. Upper-story residential density is limited by parking and height restrictions, and may not exceed a density of 21 dus/acre. Studios and one-bedroom units are encouraged. Live/work units may be conditionally permitted. Buildings have a maximum FAR of 0.40. Hotels may be allowed to a maximum of 1.0 FAR where specific or master plans are required.

*Industrial and Service Commercial*

The industrial and service commercial designation allows a variety of commercial, wholesale, service, and processing uses that benefit the community. It allows warehousing, heavy commercial, auto and truck sales and repair, food and drink processing, construction yards, print shops, artist studios, and similar uses. Live/work may be conditionally permitted. The maximum FAR may not exceed 0.40. Industrial and service designations are found only in the Redwood Highway area.

**Circulation**

The goals and policies of the Circulation Element of the 1990 General Plan intend to provide safe and efficient transportation facilities for moving people and goods within Larkspur. At the same time, quality of life and environmental protection are given higher priority than traffic mobility. The Element's policies further aim to assure adequate transit service in Larkspur as alternatives to the automobile, and to improve the connections between the different parts of Larkspur and between Larkspur and neighboring communities. Various factors considered in the Circulation Element that are relevant to the station area include:

- Existing vehicular congestion on Sir Francis Drake Boulevard.

- Existing unsafe on- and off-ramp configurations in the Greenbrae/Highway 101 corridor and associated congestion on local streets.
- The likelihood of public transit built along the railroad of-way parallel to Highway 101, which would provide benefits for regional travel but may have potential to increase local traffic congestion.

Policy C of the Circulation Element of the 1990 General Plan was intended to address congestion; it reads: “To minimize traffic increases on Sir Francis Drake Boulevard, properties north of Corte Madera Creek shall not generate additional PM peak traffic over existing levels by a change of use or building addition. Singly-developed single-family homes and vacant properties are exempt from this policy. TSM (transportation systems management) may be used to maintain existing levels of traffic generation, where feasible.”

### City of Larkspur Housing Element

The Larkspur Housing Element, updated in 2011, reaffirms the City’s General Plan goals. It acts as a guide for municipal decisions regarding the quantity and quality of housing, encourages housing growth within limits of available services, and encourages a balance of housing, quality of life, and environmental considerations. The Housing Element recommendations include the following:

1. **Housing Design.** Assure that new housing is well-designed and of an appropriate scale to enhance our neighborhoods and community as a whole.
2. **Housing and Jobs Linkage.** Promote the creation of housing near the workplace and, if it makes sense in the future, establish non-residential use contributions to affordable workforce housing.
3. **Variety of Infill and a Balance of Housing Choices.** Maintain a diverse population by providing a variety of choices in the type, size, cost and location of new housing and more efficient use of existing housing, including the creative and efficient use of vacant land and the redevelopment of built land within established development areas to support local transit and services,

maximize sustainability, and help maintain our environment and open space.

### City of Larkspur Zoning Code

Whereas the General Plan establishes the overall land use policies for the City, zoning is the regulatory mechanism that implements the policies of the plan. Zoning codes designate specific land uses permitted and restricted within a zone or district, and the development standards, such as density, setbacks and height limits, associated with that district. Where General Plans tend to emphasize the vision for how a community will develop over time, zoning codes prescribe the details for how development projects are to be implemented.

Figure 2.12 illustrates the boundaries and extents of the zoning districts in Larkspur within and adjacent to the station area. Table 2.4 summarizes the zoning standards, including the allowable and conditional uses, density, height limit, setbacks and parking requirements.

The Larkspur Landing area north of Sir Francis Drake Boulevard is a Planned Development (PD) zoning designation. The Planned Development district is designed to allow a mixture of uses, building intensities or design characteristics which would not normally be permitted in any single use district. PD development must comply with the General Plan, and standards (setbacks, FAR, building heights, etc.) within the zoning code; however, exceptions may be allowed where the project would result in a more desirable development as determined by the City Council.

The Larkspur Ferry Terminal is in a Study District (S) zone. The SMART Station Area Plan process provides an opportunity to study the parcel and recommend its future zoning designation.

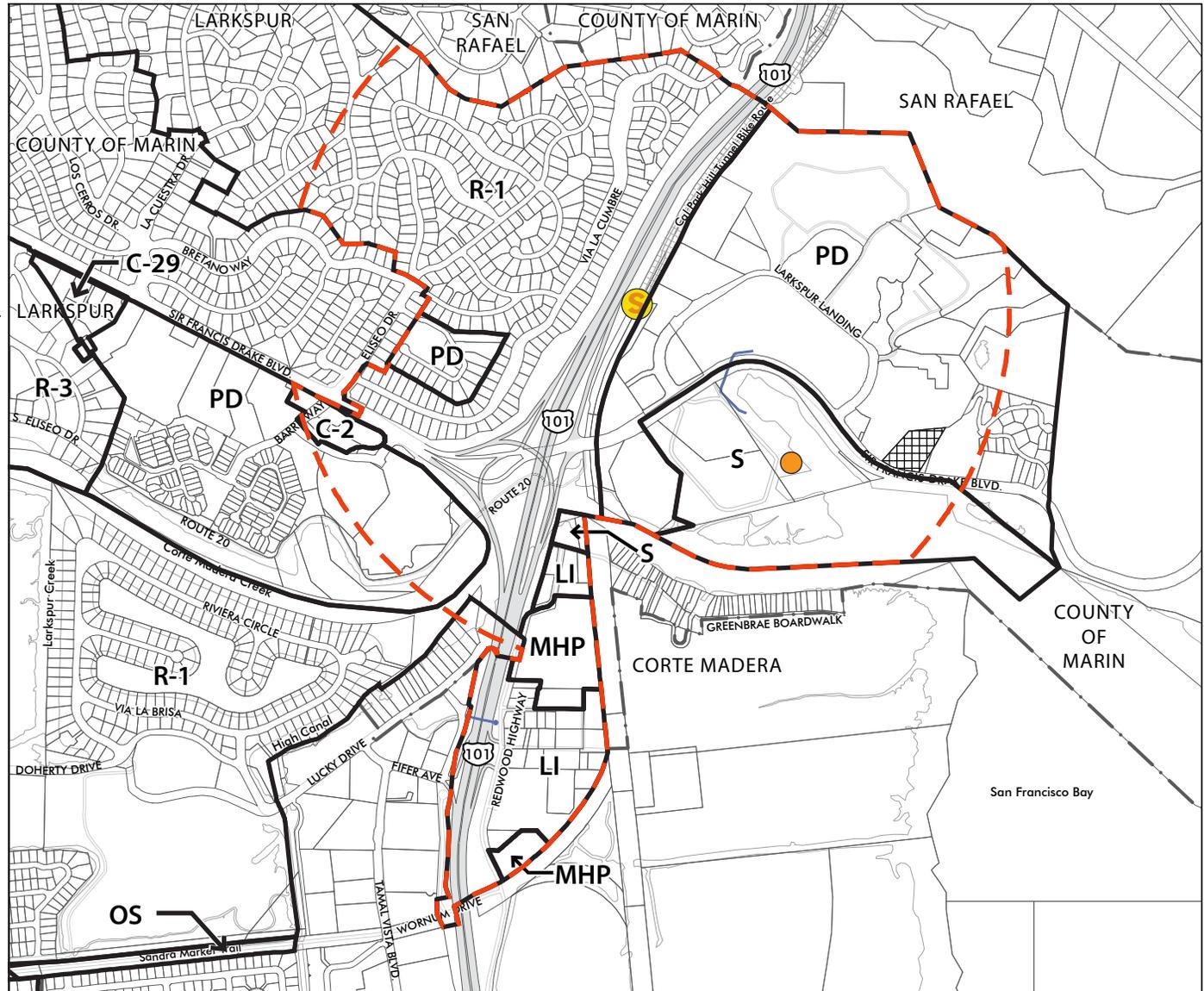
Elements of the zoning standards of particular relevance to planning for the SMART Station Area include the following.

#### *Density*

Density and intensity standards in the zoning code are consistent with that of the suburban, low intensity community environment that characterizes much of Larkspur. However, they are not particularly supportive of a

Figure 2.12: Zoning Districts

- LEGEND**
- — — STATION AREA BOUNDARY
  - CITY/COUNTY BOUNDARIES
  - SMART STATION LOCATION
  - LARKSPUR FERRY TERMINAL
  
  - ZONING BOUNDARIES
  - R-1 RESIDENTIAL FIRST
  - R-2 RESIDENTIAL SECOND
  - R-3 RESIDENTIAL THREE
  - MHP MOBILE HOME PARK
  - AP ADMINISTRATIVE PROFESSIONAL
  - C-2 COMMERCIAL
  - LI LIGHT INDUSTRIAL
  - OS OPEN SPACE
  - PD PLANNED DEVELOPMENT
  - S STUDY DISTRICT
  
  - HERITAGE PRESERVATION COMBINING DISTRICT (H)



## 2 | EXISTING CONDITIONS

**Table 2.4 :Zoning Code Standards**

ZONING DESIGNATION	PERMITTED USES	CONDITIONAL USES	ALLOWABLE DENSITY	HEIGHT	SETBACKS	PARKING REQ	
R-1 First District Residential	One-family dwellings; accessory structures; public parks/playgrounds, incl. rec. bldgs; group home (handicapped and non-hc); day care home (small); resid. 2 <sup>nd</sup> units	Churches; colleges/school; community clubhouses; day care home (large); public utility/service uses/buildings; child care center; bed-and-breakfast inns; dog boarding	0.40 FAR; 7,500sf min lot GP equivalent: 5 du/ac	30 ft	Front: 20 ft; Side (corner): 10 ft; Side (other): 6 ft Rear: 15 ft	2/unit + guest pkg <sup>3</sup> ; res 2 <sup>nd</sup> unit: 1	
R-3 Third District Residential	One-family, two-family, and multi-family dwellings; dwelling groups; accessory structures; public parks & playgrounds, incl. rec.; churches; colleges and schools; group home (handicapped); group home (non-handicapped); residential 2 <sup>nd</sup> units	Community clubhouse; day care home (small); day care home (large); day care center; public utility/public service uses/public buildings; business incidental to an apt house; bed-and-breakfast inns; dog boarding; residential care facility	0.60 FAR; 7,500sf min lot (1 unit) OR 8,000 sf min lot (2 units) OR 2,000 sf/family (mult units) GP eqvlt: 21 du/ac	35 ft	Front: 15 ft; Side (corner): 12 ft; Side (other): 8 ft Rear: 15 ft	<u>Rental</u> Stud/1-br: 1 2-br: 1.5 3-br: 2 4-br: 2 + guest pkg <sup>3</sup>	<u>Condo</u> Stud/1-br: 1 2-br: 2 3-br: 2.5 4-br: 2.5 + guest pkg <sup>3</sup>
MHP Mobile Home Park	Mobile home parks; accessory structures; one-family dwelling for owner and a one-family dwelling for park operator; rec. uses for exclusive use of occupants; incidental non-commercial uses (e.g. community clubhouse); public parks/playgrounds; group home (handicapped and non-hc)	RV parks; public utility/service uses/buildings; commercial and service uses incl. but not limited to barbershop, grocery, laundry, snackbar; small day care home, large day care home, day care center	Shall not exceed the current density (if rebuilt); GP equivalent: 14 du/ac	One story or 14 feet (whichever is less)	N/A	N/A	
RMP Residential Master Plan (not incl. in study area)	One-family dwellings; two-family dwellings; mult. family dwellings; accessory structures; public parks & playgrounds, incl. rec.; home occupation; group home (handicapped and non-handicapped); other uses considered by the Planning Commission to conform to the intended uses of the zoning district	Day care home (small); day care home (large); day care center; churches; colleges and schools; community clubhouse; reserved	The ordinance adopting any RMP may specify the maximum density or density range.				
L1 Light Industrial	Wholesale, light manufacturing and heavy commercial uses and services which are not objectionable by reason of odor, dust, smoke, gas, noise or vibration.	Commercial recreation facilities; concrete and asphalt mixing plants; trailer courts; other retail commercial uses as permitted in C-1 or C-2; caretaker quarters; commercial car/truck washes; live/work unit; retail/service business	0.40 FAR	One story or 25 ft (whichever is less)	None	<u>Wholesale warehousing:</u> 1/750 sf + 1 service vehicle + 1/1,500 sf exterior storage.  <u>Mini or self-storage warehouses:</u> 1/employee, 4 min., one of which must meet handicap stall dimensions.	
A-P Administrative & Professional	Admin & executive offices; medical & dental clinics; professional offices; business offices (no retail component); service establishments (photo/design studios); medical supplies, medical/optical/dental labs; accessory buildings; other office uses; emergency shelters	Churches; colleges & schools; hospitals & residential care facilities; mortuaries; public utility/service; retail or service business, consistent with the intent of the district, conducted out-of-doors or in non-permanent structure; retail or service business primarily community serving (ie: generally accessed by bike or foot) and compatible with admin and prof uses, excluding restaurants, retail food service, alcohol service, entertainment, groceries, liquor stores and supermarkets (and shall not abut residential uses)	0.35 FAR	Two stories or 25 ft (which-ever is less) <sup>1</sup>	Front: 15 ft; Side (corner): 10 ft Side (other): 6 ft + 4 ft for each floor above one where abuts residential; Rear: 20 ft	<u>Business/Prof. Offices:</u> 1/250 sf  <u>Medical Offices:</u> 1/200sf + 1/office  <u>Convalescent hospital, rest homes:</u> 1/4 beds + 1/employee position	

**NOTES:**

Overall Building height limit exceptions:

- Elevator and stairwell roof enclosures, chimneys, flues, and vents may exceed the height limit to the minimum extent necessary to allow for normal function.
- Towers or cupolas, occupying no more than 20% of the total building footprint, may exceed height limit by no more than 8 feet. Subject to design review.
- Church spires and flag poles and monuments located on non-residential properties may exceed the height limit by 50%.

**draft**

Table 2.4: Zoning Code Standards (cont.)

C-1 Commercial Restricted	All uses permitted in the A-P district except those subject to use permits and emergency shelters; Retail stores and shops; residential units above first-story commercial	Auto courts/motels; banks; churches; colleges and schools; gasoline service stations (not including auto repair); public utility/public service; hospitals; laundry and cleaning; liquor stores/taverns/bars; live entertainment; outdoor dining; day care centers; live/work units; out-of-door retail or service business	0.40 FAR; 2 <sup>nd</sup> story residential units (over commercial) are exempt from FAR <sup>2</sup>	Two stories or 25 ft. Exceptions: height is consistent with nhood <sup>1</sup>	Front: 10 ft; Side (corner): None except adjoining R or A-P district (10 ft) Side (other): None except adjoining R district (40 ft); adjoining A-P district (20 ft) Rear: None except adjoining R or A-P district (20 ft)	<u>2<sup>nd</sup> story residential:</u> <u>1/unit</u>  <u>Retail:</u> <5,000 sf: 1/165 sf 5,000-10,000 sf: 1/180sf >10,000 sf: 1/200sf  <u>Retail food/bevs:</u> 1/3 seats or 1/80 sf  <u>Medical, dental &amp; veterinarian offices &amp; clinics:</u> 1/200 sq. ft. +1/office
C-2 Commercial	Stores and shops; offices; public/public service; accessory uses; group home (handicapped); group home (non-handicapped)	Auto courts/motels; auto garage/ sales/ service/ repair/storage; auto sales lot; auto service station; contractor office/storage yards; boar berthing facility; churches; colleges & schools; community clubhouses; medical/dental offices; mult. dwellings and resid. units above 1 <sup>st</sup> -floor commercial; small or large day care home, day care center; recreation; restaurant; restaurant (fast food); outdoor dining for restaurants; trailer courts; theatres; retail/service business; pet shops; live entertainment; banks; small-scale manufacturing; live/work	0.40 FAR; 2 <sup>nd</sup> story residential units (over commercial) are exempt from FAR <sup>3</sup> GP states: 2 <sup>nd</sup> story residential = 21 du/ac max.	Two stories or 25 ft. Exceptions: height is consistent with nhood <sup>1</sup>	<u>Multi-family residential uses</u> <u>only:</u> Front: 15 ft; Side (corner): 10 ft; Side (other): 10 ft Rear: 15 ft  <u>Non-residential uses:</u> None	<u>2<sup>nd</sup> story residential:</u> 1/unit <u>Retail:</u> <5,000 sf: 1/165 sf 5,000-10,000 sf: 1/180sf >10,000 sf: 1/200sf  <u>Bulk Merch (furn store, auto):</u> 1/600 sf  <u>Retail food/bevs:</u> 1/3 seats or 1/80 sf  <u>Hotel/motel:</u> 1/unit+1/20 unit
OS Open Space	Public park, rec or open space; regional park or open space; ridgeline preservation area; habitat/species pres area; public access to open space; areas of historic and cultural value; water bodies	Public uses ancillary to open space; structures incl. shelters, restrooms, storage sheds, etc.; development of new trail systems; parking lots, driveways, roadways, transit lines; utility lines; grading, dredging, filling.	0.10 FAR maximum <sup>2</sup>	15 ft	N/A	N/A
PD Planned Development District <sup>4</sup>	Follows General Plan designations; preliminary development plan or specific plan must be adopted.					
H Heritage Preservation Combining District	Structures, sites, areas and natural phenomena that have historical or architectural significance. The Heritage Preservation Board reviews and makes a recommendation for all projects subject to this overlay.					
S Study District	Agriculture; Alteration, rehabilitation, or extension of existing structures, not to exceed \$1,000 in value in the case of each separate structure, the value to be determined by the City Bldg. Inspector. Uses other than permitted uses require use permit and are subject to design review requirements.					

Slope and hillside development regulations apply to all areas with a slope greater than 10%.

Affordable Housing/In Lieu Fee Requirements:

In a residential development 5-14 units, at least 15% of all dus shall be affordable (for-sale housing: affordable to low- and moderate-income households).

In a residential development 15+ units, at least 20% of all dus must be affordable (same for-sale criteria as above)

In subdivisions of 2+ parcels, where 5 or more additional housing units could be developed, developable parcels shall be set aside to allow future development of the equivalent percentages of affordable units as described above.

<sup>1</sup> Exceptions: height of building will be consistent with the pattern of development in the neighborhood; height exception will result in a building that is either functionally or aesthetically superior to what would have been allowed without the exception; the exception will not result in a building with a floor area that is significantly larger than would have been achieved without the exception; proposed exception will not be detrimental to health, safety, morals, comfort, convenience or general welfare of persons residing or working in the neighborhood (does not block significant views from adjoining properties, does not impair adjoining properties to light, air or insulation nor significantly impair privacy).

<sup>2</sup> Exceptions: architectural space is an amenity and publicly accessible, such as an atrium lobby; architectural space will not increase traffic generation; the design of the proposed building is consistent with design review

<sup>3</sup> Guest Parking: R-3 requires 4 spaces for the first 5 units and 1 additional space for each additional 5 units or portion thereof; R-2 requires 3 spaces; R-1 requires 2 spaces.

<sup>4</sup> The planned development (P-D) district is designed to allow a mixture of uses, building intensities or design characteristics which would not normally be permitted in any single use district. Requiring a precise development plan, PD development land uses must comply with the General Plan, and standards (setbacks, FAR, building heights, etc.) with the zoning code, however exceptions may be allowed where the project would result in a more desirable development.

## 2 | EXISTING CONDITIONS

walking and bicycling environment since the result of their application is a spread out development pattern with a significant roadway infrastructure. This issue is particularly apparent in the station area, where access to the Larkspur ferry and to existing commercial and office uses is necessarily almost entirely by automobile. .

Commercial and administrative/professional designations are 0.40 and 0.35 FAR, respectively, which typically results in low scale buildings surrounded by surface parking. Allowed residential densities are no higher than 21 dwelling units per acre, typical of single-family or townhouse densities. Mixed-use office/residential developments are encouraged at similar densities.

### *Building Heights*

Consistent with density standards, commercial and administrative/professional designations have a building height limit of two stories or 25 feet, while a maximum of 35 feet is allowed for residential development.

Existing residential and office uses in the Larkspur Landing area exceed these density and height standards, consistent with the development standards approved in each site's respective planned development approving ordinance.

### *Setbacks*

Setbacks of buildings from public sidewalks required in the zoning code vary depending on the relevant zoning category. For office or multi-family residential, front setbacks are 15 feet; retail setbacks range from none to 10 feet. Where high levels of pedestrian activity are desired and mixed uses may be found, including ground floor retail, no or a minimal setback is desirable.

### *Parking Requirements*

Providing significant housing and employment uses near transit can reduce vehicle miles traveled (VMT) since residents and workers are more likely to ride transit than those living or working with no transit nearby. It may be possible to modify current parking requirements somewhat to avoid an oversupply of parking and match parking supply to demand.

### **City of Larkspur Climate Action Plan (June 2010)**

The City of Larkspur developed a Climate Action Plan with the understanding that climate change may significantly impact Larkspur's residents and businesses, as well as other communities around the world, and that local governments play a role in reducing greenhouse gas emissions and mitigating the potential impacts of climate change.

The Climate Action Plan consists of strategies that the City and the community can take to address climate change, for example, increasing building energy efficiency, encouraging less dependence on the automobile, and using clean, renewable energy sources. In tandem with the City's 2005 Greenhouse Gas Emissions Inventory, the Climate Action Plan acts as the beginning of an ongoing planning process that includes assessing, planning, mitigating and adapting to climate change.

Of specific relevance for the Station Area Plan, the Climate Action Plan calls for planners to "Study the Larkspur Landing Circle area and enhance the opportunities presented by the location of the Larkspur ferry, the Marin Air-Porter, and eventually the SMART train station."

### **City of Larkspur Bicycle & Pedestrian Master Plan (August 2004)**

The Larkspur Bicycle and Pedestrian Master Plan examines existing bicycle and pedestrian facilities within the City of Larkspur and lays the framework for development of future facilities and policies that will make bicycling and walking an integral part of daily life in Larkspur. Recommendations include improving the visibility of pedestrians around Sir Francis Drake Boulevard and local schools, providing secure bicycle parking at key destinations within the City, improving east-west connections across US-101, and making bus facilities safer and more accessible to pedestrians.

The master plan identifies priority bicycle and pedestrian improvements. Those located within the station area follow:

- Larkspur – San Rafael Gap Closure. This consists of a structure over Sir Francis Drake Boulevard. This is now part of the Central Marin Ferry Connection, Phase 1 project. TAM is the lead agency. Final bridge design is underway and is expected to be completed in 2013.

- Central Marin Ferry Connection Project – Corte Madera Creek Crossing. This is now Phase 2 of the Central Marin Ferry Connection project. Environmental analysis is complete and design is on hold due to lack of funds.
- Sign/stripe the route from East Larkspur to the west side of US-101 via Wornum, over the west side of the Greenbrae interchange, linking up the lighted path under US-101 and eastward to the ferry terminal. This project is in progress.
- Establish paths/routes from the High Canal Bridge from the Corte Madera town limits to link up to a new bike route over, through or around Cal Park Hill. Not underway at this time.
- East Sir Francis Drake Pathway Upgrade Project – Greenbrae sign/stripe existing route to improve safety. From US-101 to the Larkspur City limits. This project is in progress. See additional information below under East Sir Francis Drake Pedestrian/Bicycle Multi-Use Bridge.
- Sign a Class III Route from Sir Francis Drake Boulevard at Eliseo through Greenbrae to San Rafael. Not underway at this time.
- For new or rehabilitated developments, emphasize or require sidewalk access and connections for pedestrians.
- Upgrade pedestrian access between the east and west sides of Larkspur.
- Improve pedestrian connections by striping, adding curb cuts and signage, particularly at and near schools, transit stops and shopping centers/commercial areas.

Additional bicycle and pedestrian improvement projects (not listed in 2004 Larkspur Bicycle and Pedestrian Master Plan) are listed in the adopted Capital Improvement Program FY 2012-2013 and include the following projects in progress:

- Cal Park Hill to Sir Francis Drake overcrossing (orig. FY 2011-2012).

Extension of Cal Park Hill Pathway at Larkspur Landing Circle to the entrance driveway/pedestrian route to the Marin Coun-

try Mart. This project will create a Class III bicycle route that includes installation of wayfinding signage, pavement markings, curb extensions, crossing beacons, barriers, ramps, minor retaining walls and other enhancements, as appropriate, along the identified route.

- East Sir Francis Drake Pedestrian/Bicycle Multi-Use Bridge (orig. FY 2006-2007)

This project is in progress and will provide a bridge connection between the existing CalTrans Greenbrae/101 Interchange bicycle/pedestrian pathway by the highway and the City-owned pathway to the south side of Sir Francis Drake Boulevard, leading to the ferry terminal. The project has been awarded and the work began in June 2012.

- Redwood Highway Sidewalk/Bike Lane/Roadway Improvements (orig. FY 2009-2010)

This grant-funded project will provide pedestrian access along Redwood Highway and will provide a needed connection to other local and regional pathways. The money for this project is from Regional Measure 2 and will pass through TAM. Construction will begin in 2012-2013.

### STATE POLICIES AND PROGRAMS

While not directly related to the station area planning process, two state-wide legislative efforts are shaping policy that will be influencing land use and transportation policy and actions at the regional and local level.

#### Assembly Bill 32: Global Warming Solutions Act (2006)

The 2006 Global Warming Solutions Act (AB32) requires specific actions for California to reduce greenhouse gas (GHG) emissions to 1990 levels by the year 2020, a reduction of approximately 25% statewide. A key focus of the measures is the reduction of total vehicle miles travelled (VMT) and a potential corresponding shift to alternative travel modes, including transit and bicycling.

#### Senate Bill 375: Sustainable Communities Act (2008)

SB375 further implements the goals of AB32 by directly linking land use planning with greenhouse gas emission reduction targets. The California Air Resources Board is required to set specific emissions reduction goals for metropolitan planning organizations, which in the Bay Area, is the Metropolitan Transportation Commission (MTC). The GHG reduction targets for the Bay Area are a 7% reduction in per capita emissions by 2020 and a 15% reduction by 2035. SB375 also requires regional planning agencies to create a Sustainable Communities Strategy (SCS) that includes a land use and transportation plan to meet the GHG targets.

AB32 and SB375 will have direct influence on the future of public and multi-modal transportation and land use planning in Larkspur through state and regional mandates and funding programs.

### REGIONAL AND COUNTY PLANS, PROGRAMS AND POLICIES

#### Regional Housing Needs Allocation (RHNA)

The Regional Housing Needs Allocation (RHNA) is a state mandated process for determining how many housing units, including affordable units, each community must plan to accommodate in a given planning period. The California Department of Housing and Community Development (HCD) determines the total housing need for a region, and it is ABAG's responsibility

to distribute this need to local governments. Working with local governments, ABAG developed an allocation methodology for assigning units, by income category, to each city and county in the nine-county Bay Area. This allocation of need shows local governments the total number of housing units, by affordability, for which they must plan in their Housing Elements. Allocations for each jurisdiction are published in an annual housing report. The Sustainable Communities Strategy (SCS) is required to incorporate the RHNA housing allocation statistics. In 2012, ABAG began developing a methodology for the next RHNA cycle for the period 2014-2022.

#### Sustainable Communities Strategy (SCS)/Plan Bay Area

Pursuant to SB 375, the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC), in partnership with the Bay Area Air Quality Management District (BAAQMD) and the Bay Conservation and Development Commission (BCDC), have prepared the Bay Area's Sustainable Community Strategy (SCS). Named "Plan Bay Area," this is the regional blueprint for transportation, housing and land use with a focus on reducing driving and associated GHG emissions.

Plan Bay Area has three principal objectives:

4. Identify areas to accommodate all the region's population associated with Bay Area economic growth, including all income groups, for at least the next twenty-five years (incorporates RHNA numbers)
5. Develop a Regional Transportation Plan that meets the needs of the region
6. Reduce greenhouse-gas emissions from automobiles and light trucks.

A key focus of this effort is the reduction of greenhouse gas emissions through transportation and land use policies, and funding incentives that would be implemented at the local level.

#### 2007 Marin Countywide Plan

The Marin Countywide Plan guides the conservation and development of unincorporated Marin County. [Note: the Countywide Plan does not

apply to lands within incorporated cities, including Larkspur.] The Plan has a strong focus around sustainable development and climate change, and sets a longer-term goal of reducing its ecological footprint by at least half. The Plan is organized in three sections focusing on nature, the built environment, and people.

The Countywide Plan identifies some key trends and issues.

- Investment in transportation has focused on automobile, leading to fewer public transit alternatives, congested roadways, and poorly designed pedestrian/bicycle infrastructure.
- Investment in housing has led to low density and expensive single-family houses, often inadequately connected to older neighborhoods and downtowns. This has consumed large amounts of land to house a small number of residents, is affordable only to those with high incomes, and generates a significant proportion of vehicle trips countywide.
- Investment in retail and office space has resulted in low density, single-use buildings, each surrounded by parking. Such buildings are inflexible in responding to a changing economy, do not create places compatible with Marin's heritage and character, and generate automobile trips.
- Investment in schools, libraries and other civic and cultural facilities has not always been focused in traditional town or neighborhood centers, but rather on the edges of town.

#### *Countywide Goals:*

- A preserved and restored natural environment
- A sustainable agricultural community
- A high-quality built environment
- More-affordable housing
- Less traffic congestion
- A vibrant economy
- A reduced ecological footprint
- Collaboration and partnership

- A healthy and safe lifestyle
- A creative, diverse, and just community
- A community safe from climate change.

#### **Marin County Unincorporated Bicycle & Pedestrian Master Plan**

This master plan was developed to analyze the bicycle and pedestrian facilities in unincorporated Marin County. Although the master plan focuses on unincorporated Marin County, it contains countywide recommendations for best practices and proposed facilities. Key recommended facilities include the north-south bikeway, which is covered more thoroughly in following studies, an east-west bikeway along Sir Francis Drake Boulevard, and the potential use of abandoned railroad tunnels and rights-of-way for multi-use paths. Several best practice recommendations include locating vital infrastructure improvements near key destinations to promote and encourage increased bicycle and pedestrian activity and using state of the practice infrastructure, such as colored bike lanes to increase pedestrian and bicycle safety.

As proposed in the 2001 plan, the County has developed, and is in the process of, implementing a number countywide bicycle route sign system. This system of bicycle route signs guides cyclists along the safest and most accessible routes between cities and towns throughout the county.

#### **Moving Forward: A 25-Year Vision for Marin County**

Moving Forward: A 25-Year Vision for Marin County was produced by the Marin County Congestion Management Agency, Marin County Board of Supervisors, and Marin County Transit District. In response to growing congestion in Marin County, Moving Forward creates a framework for future decisions regarding transportation investments and improvements in the county. This first transportation vision for Marin includes the following key goals:

- Increasing travel choices is the only way to manage congestion and improve mobility.
- All modes will be linked together in a seamless, comprehensive transportation network.

## 2 | EXISTING CONDITIONS

- Local trips will be served by a variety of new and expanded options, improving mobility for all Marin County residents.
- Regional and interregional trips will be served by completion of the HOV system on Highway 101, the implementation of a new commuter rail line, increased express bus service and increased ferry service.

Many of these goals build on current and planned projects and programs, such as the SMART system and Safe Routes to Schools. However, existing transportation funds only cover a fraction of the \$1.6 billion in projects described in Moving Forward. In order to fill this funding gap, the report recommends developing an implementation plan that will prioritize projects, specify funding amounts, provide a phased implementation strategy, and establish performance measures.

### San Quentin Area Bicycle and Pedestrian Access Study

Completed in February 2011, the San Quentin Area Bicycle and Pedestrian Access Study looks at potential ways to improve bike and pedestrian access in the area surrounding San Quentin State Prison. As a key gap identified in the San Francisco Bay Trail Gap Analysis Study, the area is also one of the top priority projects in the county as described in the 2008 Marin County Unincorporated Area Bicycle and Pedestrian Master Plan. The 1.5-mile long study corridor runs along East Sir Francis Drake Boulevard and I-580, connecting the Richmond-San Rafael Bridge to the east and the existing bicycle path at Remillard Park to the west.

The western edge of the corridor abuts the eastern edge of the SMART Station Area Plan area. The San Quentin Study presents three alternatives for bicycle and pedestrian facilities along East Sir Francis Drake Boulevard, ranging from a Class I or II bike route along the south side and Class II or III bike route on the north side of East Sir Francis Drake Boulevard.

### REGULATORY SUMMARY: ISSUES & OPPORTUNITIES

Current regulatory policies offer guidance for evaluating alternate futures for the station area. A brief summary of key issues and opportunities follows.

#### Issues

- The low scale pattern of development that characterizes much of the Bay Area and Marin County, including Larkspur, results in a high dependence on automobiles; roadway infrastructure is likely to remain inadequate to serve this pattern of development without increased utilization of transit that is already in place or can be provided in the future.

#### Opportunities

- City policies, such as those embodied in the General Plan and Housing Element, encourage an environment that supports transit ridership and improved pedestrian and bicycle access.
- The PD zoning in the Larkspur Landing area ensures a high degree of scrutiny and review by City staff and decision-makers prior to approval of any new development.
- Regional planning agencies, particularly MTC and ABAG, provide potential sources of significant funding for local improvements such as infrastructure related to transit, bicycle and pedestrian access.

## UTILITIES AND INFRASTRUCTURE

This section documents the existing characteristics and conditions of the storm drainage, wastewater conveyance, and wastewater treatment infrastructure that serve the SMART station area.

Where existing infrastructure is in conflict with the proposed improvements, is in disrepair, or does not meet the demands of the redevelopment, it would need to be replaced and upgraded with new infrastructure that is adequately sized and meets current specifications.

### STORM DRAINAGE

Major storm drainage infrastructure within the station area is owned, operated, and maintained by the City of Larkspur. The City is responsible for maintaining the drainage infrastructure from drain pipes to flood channels to natural creeks. Specifically, the City is responsible for protecting its citizens from flooding. Local collection systems consisting of underground pipes, concrete channels, culverts, and swales collect and convey storm drainage to the creeks and San Francisco Bay.

The City's policy with respect to storm drainage addresses both storm water conveyance and quality. Facilities are typically designed and constructed such that a storm event that would statistically have a 10-percent chance of occurring each year (often referred to as the "ten year storm") would be conveyed in pipes without flooding streets or property.

The station area consists of parcels that range from developed land with high percentages of impervious areas (Larkspur Landing area and Redwood Highway area) to parcels that contain more landscaping and open space (Greenbrae area north of Sir Francis Drake Boulevard). It is assumed that the majority of storm water runoff currently flows from these parcels directly into the public storm drain infrastructure with little to no retention or treatment. This can have negative impacts on downstream capacity as well as water quality in the creeks and Bay. As development occurs, changes in the amount of impervious surface within each parcel will also impact the runoff characteristics of the region. Both new development and redevelopment projects that increase the amount of storm water runoff may be subject to

mitigating these increases if the receiving drainage facilities are negatively impacted.

Storm water quality also needs to be taken into consideration if the station area redevelops. New developments that create or replace more than 10,000 square feet of impervious surface must comply with the County Stormwater Pollution Prevention Program and with the California State Water Board. Both individual project level as well as regional level storm water management programs should be considered to achieve overall storm water quality compliance.

### WASTEWATER FACILITIES

Sanitary District No. 1 (Ross Valley Sanitary District) is responsible for wastewater collection and maintenance of the sewer facilities in the Larkspur Landing and Greenbrae areas. Sanitary sewer facilities located within the Redwood Highway area fall under the jurisdiction of Sanitary District No. 2. Both districts ultimately convey their sewage to the CMSA sanitation treatment plant located in San Rafael through the large 54" transmission force main in Sir Francis Drake Boulevard.

Sanitary District No. 1's sewer facilities within the Larkspur Landing and Greenbrae areas consist of gravity and pressure force mains of various sizes and materials including polyvinyl chloride (PVC), vitrified clay (VCP), high density polyethylene (HDPE), and cast iron (CIP).

Sanitary District No. 1 also owns and maintains four sewer pump stations within the station area. These pump stations and associated force mains convey sewage within areas of flat topography where it is not feasible to provide gravity flow and to convey sewage to the CMSA facilities.

Much of the sewer infrastructure within the station area is relatively old with some of the facilities having been installed prior to 1950. In order to identify and address potential deficiencies in their sewer system, Sanitary District No. 1 prepared a Sewer System Replacement Master Plan in January of 2007 that analyzed the existing sewer infrastructure and provided recommendations for mitigation.

As properties within the station area are developed, project specific capacity and condition analysis of the applicable sewer facilities adjacent to the project should be performed to identify any impacts to the system. Impacted facilities may require mitigation, which could include modifications to the pump stations, slip lining of existing sewer mains, and pipe replacement. Extensions of the main lines and construction of new services may also be required for the areas that have limited existing infrastructure.

The Central Marin Sanitation Agency (CMSA) wastewater treatment plant completed improvements to their treatment facilities in 2010 that increased their treatment and hydraulic capacity. Redevelopment of properties within the station area is not anticipated to significantly impact the capacity of the CMSA treatment plant.

### WATER FACILITIES

Marin Municipal Water District (MMWD) owns and operates the existing domestic water facilities within the station area. MMWD provides water to an area of 147 square miles within south and central Marin County. The majority of water supplied to this region consists of rainfall stored in seven reservoirs. The balance of the water, approximately 25% of the total supply, comes from the Russian River in Sonoma County under a contract with the Sonoma County Water Agency (SCWA).

The district has three water treatment plants that treat and purify the water prior to distribution to the district's service area customers. Surface water that fills the reservoirs is treated at either the San Geronimo Treatment Plant in Woodacre or the Tempe Treatment Plant on Mt. Tamalpais. The balance of the water supply imported from the Russian River is treated at MMWD's Ignacio treatment facility. After purification the water is treated to control corrosion as well as fluoridated.

MMWD's water storage capacity, treatment capacity, and distribution systems have been functioning within normal operating ranges. MMWD defines its service in the station area as very good with sufficiently sized pipes, modern construction, and good service pressures. Standard water

service extensions and relocation of existing infrastructure would likely be necessary to support new development in the station area.

MMWD provides recycled water to portions of their district for non-potable uses. A portion of the treated recycled water is currently used for landscape irrigation purposes in areas north of San Rafael and will likely be extended south over time.

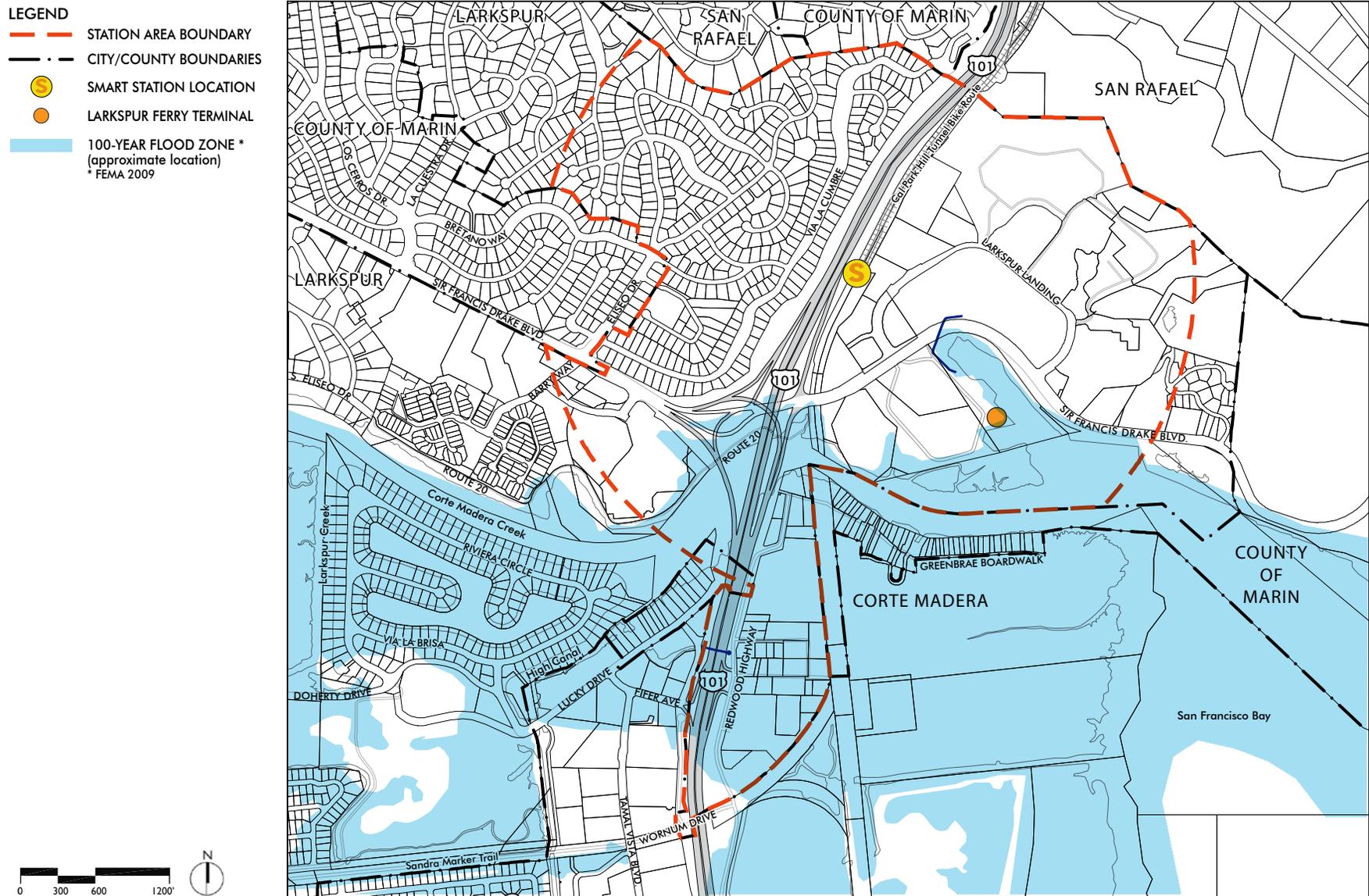
Long-term water supply for most communities within the San Francisco Bay Area region continues to be a significant concern, particularly given current drought conditions. In recent years the MMWD Board of Directors has investigated a number of options to ensure reliable long-term water supply. The Board adopted an Urban Water Management Plan in 2010 that includes water conservation methods, improvements to the existing reservoir system as well as recycled water expansion. Although MMWD is currently meeting the statewide water conservation targets, which requires a reduction in water use of 20% by 2020, further increases in conservation and reductions in water availability may be required.

### FLOODING

Flooding is of great concern in Larkspur. Four historic floods have occurred in Larkspur during the last 60 years, resulting in significant flood damage. These occurred in December 1955, April 1958, January 1973, and January 1982. During the 1955 and 1982 floods, the area was designated a disaster area and received federal aid. Many streets were flooded and residents had to be evacuated. During the 1982 flood, most of the damage was due to mudslides which were caused by extreme precipitation.

Larkspur is located in the Ross Valley watershed, which experiences much higher rainfall intensity than the Bay Area average. Flooding in Larkspur may be caused excessive rainfall, tidal action along Corte Madera Creek, and from sea level rise due to climate change. These factors, paired with deficiencies in the City's aging drainage system and the lack of effective flood control improvements to the Corte Madera Creek, all contribute to flooding events in the City.

Figure 2.13: 100-Year Flood Zone



Localized flooding has occurred in many parts of the City due to inadequate drainage systems, with the most significant flooding occurring near Corte Madera Creek, and in particular in the Redwood Highway area.

Large areas of Larkspur south of Corte Madera Creek are within the 100-year flood zone, as determined by FEMA. The boundaries of the 100-year flood zone in the station area are shown on Figure 2.13. The entire Redwood Highway area, as well as the southern portions of the Larkspur Landing and Greenbrae areas fall within the 100-year flood zone.

When heavy rains coincide with unusually high tides, tidal flooding can occur. Low-lying areas close to Corte Madera Creek are particularly susceptible. A combination of low barometric pressure, winds, and rain can raise tide levels by as much as 3 feet. If the tide level exceeds the height of the Creek banks, which is possible during severe events, traditional responses to flooding such as pumping are ineffective until the tide recedes.

As part of the Larkspur 2050 Capital Expenditure Plan, the City plans to implement a system of levees, floodwalls, pumps, and flood control gates that would prevent tidal flooding. Any new or significant redevelopment in areas prone to flooding, in particular the Redwood Highway area, is subject to building elevation requirements per FEMA regulations.

Anecdotal evidence from mobile home park and Greenbrae Boardwalk residents report seasonal flooding of the northern portion of Redwood Highway (the street itself) during inclement weather, especially when combined with the high tide. In addition, the US-101 off-ramp to Sir Francis Drake Boulevard in the west direction has a low-point that floods during significant storms.

### **Flood Control in Larkspur Waterways**

The Marin County Flood Control and Water Conservation District (the Flood Control District) was established by the State legislature in 1955. The Marin County Board of Supervisors serves as the Flood Control District Board. The Flood Control District oversees the County's eight watersheds, which are classified into "flood zones." Larkspur is part of Flood Zone 9 (the Ross Valley Watershed). Each flood zone has an advisory board of zone residents, appointed by the Board of Supervisors, responsible for reviewing the bud-

get and master plan for their respective zones and providing recommendations to the Board of Supervisors.

Several flood control improvement projects for Corte Madera Creek have been identified or initiated by the Flood Control District and the U.S. Army Corps of Engineers (USACE) and include the U.S. Army Corps Corte Madera Creek Flood Control Project, and the County of Marin Corte Madera Creek Flood Control Project; dredging of Corte Madera Creek and storm drain improvements have been identified but not implemented.

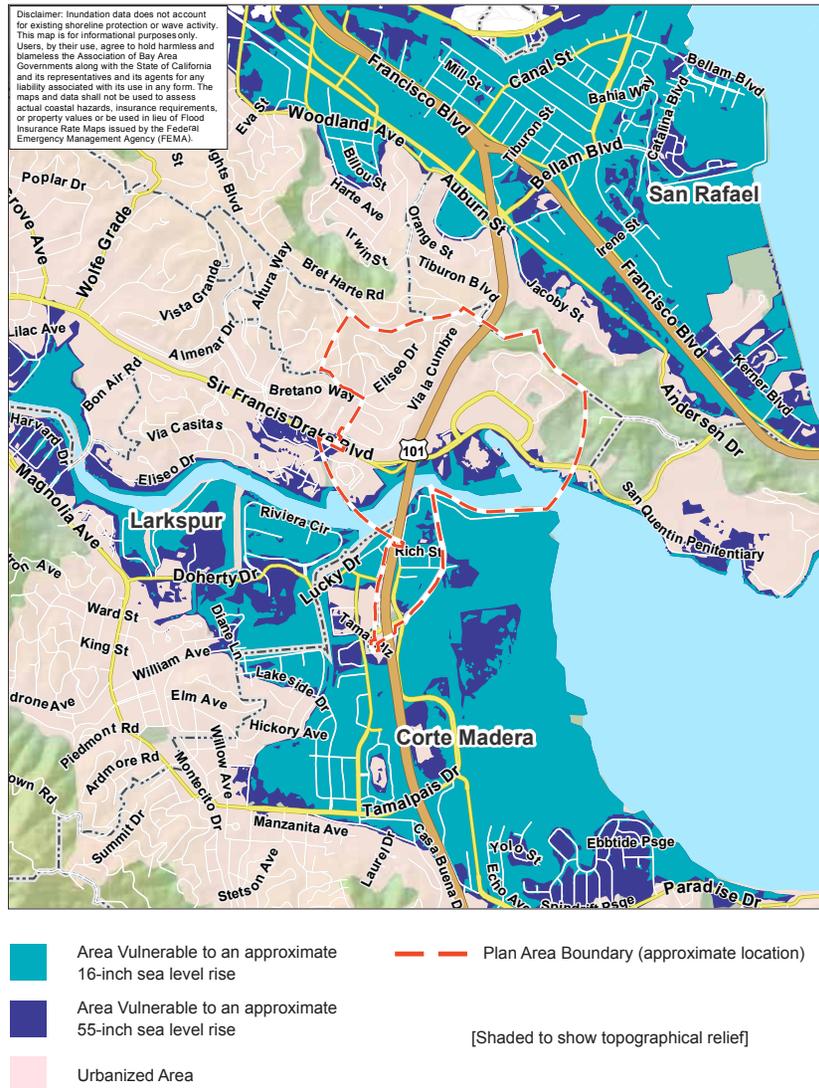
### **SEA LEVEL RISE**

A predicted rise in sea levels will exacerbate already existing coastal flooding hazards. Two of the primary causes for a sea level rise are the thermal expansion of ocean waters (water expanding as it heats up) and the addition of water to ocean basins by the melting of land-based ice.

The San Francisco Bay Plan from the San Francisco Bay Conservation and Development Commission (BCDC) anticipates a rise in Bay waters of 16 inches by 2050 and 55 inches by 2100. The BCDC in partnership with the federal National Oceanic and Atmospheric Administration (NOAA) is sponsoring the Adapting to Rising Tides (ART) pilot program which aims to aid local governments in planning for sea level rise over the next century. The ART policy model is anticipated to be completed in late 2012.

Sea level rise of this magnitude would have dramatic impacts on residences, businesses, schools, and public infrastructure located near the shoreline. Inundation maps created by BCDC integrate geographic information system software data from the U.S. Geological Survey and sea level rise projections to assess the vulnerability of Bay Area communities to different level rise scenarios. A 16-inch rise in sea level would result in the flooding of 180,000 acres of shoreline, which is roughly equivalent to today's 100-year floodplain. A 55-inch rise in sea level would flood over 213,000 acres of shoreline, putting billions of dollars of private and public development at risk. Figure 2.14 shows shoreline areas vulnerable to sea level rise.

Figure 2.14: Shoreline Areas Vulnerable to Sea Level Rise



## UTILITIES AND INFRASTRUCTURE SUMMARY: ISSUES AND OPPORTUNITIES

### Issues

- Given current drought conditions throughout the state, water supply will be an issue for all communities, and further restrictions and conservation efforts are likely.
- Seasonal flooding impacts development in the station area and nearby communities; any new development within the 100-year flood zone will need to be designed to accommodate future period flooding.
- Sea level rise may exacerbate seasonal flooding impacts in the future; regional cooperation will be required to accommodate this trend in the long term.
- Pending more detailed study, any development in low lying areas prone to flooding, such as the Redwood Highway area, must be carefully reviewed; as a consequence, this Plan does not make specific recommendations for new development in the Redwood Highway area.

### Opportunities

- Conveyance and treatment facilities for water and wastewater systems are generally adequate for additional development.

### AREA DEMOGRAPHICS AND MARKET DEMAND

A profile of the station area was prepared to inform this Plan, providing background information on demographic and employment trends in the station area, the City of Larkspur, Marin County and the Bay Area.

Larkspur and the station area have several demographic and economic characteristics that can inform planning and land use policy:

- An older than average population in Larkspur relative to Marin County and the Bay Area, with a median age of 48.5 relative to 37.8 in the Bay Area; and a higher proportion of people over 65
- A small share of people in the station area between the ages of 25 and 34 (10%) relative to the Bay Area overall
- High household incomes in the station area relative to the Bay Area, but also a large number of households earning \$25 – 35,000 annually
- Housing costs in Larkspur exceed affordability thresholds for most households

In addition, a market analysis was prepared that assesses market trends for new residential, office, industrial and retail development in the station area. Key findings included the following:

Residential Market. Larkspur has a strong housing market for both for-sale and rental properties, with prices well above the average sale price in other cities. While these conditions signify favorable conditions for the construction of new housing, the high cost of housing in Larkspur also raises concerns about affordability.

Office Market. Information available suggests that market demand for existing office properties is fairly strong, with high rental rates and low vacancy.

Retail Market. The County has a low vacancy rate and rents that are above average. Both the Bon Air shopping center and Marin Country Mart currently exhibit low vacancy rates. Additional demand for retail in the station area could be driven by growth in the resident or worker population, or due to additional persons commuting through the area such as through increased use of public transit.



*Larkspur has a strong housing market for both for sale and rental properties.*



*The high cost of housing in Larkspur, such as in Greenbrae Hills (above) presents challenges for affordability.*



*Market demand for existing office properties is fairly strong in Larkspur, with high rental rates and low vacancy.*

## DEMOGRAPHIC AND MARKET DEMAND SUMMARY: ISSUES AND OPPORTUNITIES

### Issues

- An aging population in Marin County will increase demand for various types of senior housing.
- High costs of housing in Marin County create significant challenges for affordability.

### Opportunities

- New rental and for-sale housing should experience strong demand.
- Housing types catering to an aging population could be very successful.
- There is strong demand for affordable and workforce housing.
- Office demand is limited in the short run due to recent saturation, but in the longer run could be supported.
- Growth in retail uses, building upon the already successful Marin Country Mart and Cost Plus projects, could follow and capitalize on development of residential or office uses.



### 3 VISION



This chapter describes the process that led to the culminating vision for the station area and the components of that vision. Many points of view were shared and debated at four community workshops, seven Citizen Advisory Committee (CAC) meetings, and discussions with property owners and other stakeholders. The CAC, in particular, devoted many hours to discussing options for the station area and reviewing proposals and guidelines that would shape the future of the area surrounding the SMART station. During those lengthy discussions, a number of consistent themes emerged, reflecting both concerns and opportunities for future land use changes and circulation system enhancements in the station area. Though not unanimous in their points of view, the CAC ultimately provided invaluable insights into the current issues facing the community-at-large, and direction in shaping the elements in this Plan.

## BACKGROUND

The City of Larkspur received a station area planning grant in May 2011 from ABAG and MTC, which provided partial funding for this Plan. (Please see Chapter 1, Introduction, for a thorough discussion of the station area planning grant application process and funding agreement.) The goals of the station area planning grant program are to:

- Boost transit ridership and reduce vehicle miles traveled
- Increase walking, bicycling, carpooling, carsharing, local transit and other transportation options for people within the area
- Increase the housing supply, particularly affordable housing, near station areas
- Increase jobs and improve access to jobs near station areas
- Locate key services and retail opportunities near station areas.

The City Council further identified three priorities to focus on throughout preparation of the Station Area Plan, as follows:

- A circulation and parking plan for the Larkspur/Greenbrae area.
- A land use and housing opportunity study for the Larkspur Landing area that would look at potential mixed-use opportunities relative to the existing commercial, office, and ferry terminal sites.
- A study of the Redwood Highway area, including circulation, parking, land use, and housing.

The grant program goals encourage consideration of transit-oriented development (TOD) in station areas across the Bay Area. Transit-oriented development is found in many different configurations and locations throughout the region (and nationwide) ranging from high density development along the BART corridor, to residential development adjoining Caltrain stations, to the low-density development now being considered in Marin and Sonoma Counties in proximity to future SMART stations.

Successful TOD must be context-sensitive, responsive to the unique character and constraints of every location where it is considered. The following characteristics are particularly key to a successful TOD:

Supportive Land Uses and Densities: Residential, office and retail uses can all be supportive of transit use, depending on their location and configuration. Generally speaking, locating residential or office uses in close proximity to transit (within ¼ to ½ mile) is likely to result in added trips on local and regional transit.

Accessible Urban Framework: An accessible urban framework consists of the streets, sidewalks, and paths that accommodate travel by all modes: pedestrian, bicycle, bus transit, and auto. To be accessible, the framework must be complete and provide convenient access by each of these modes to and from homes, jobs and services throughout an area.

Attractive Public Environment: In order for people living or working in proximity to transit to walk or bike to that transit or other destinations within the area, the public environment of streets, sidewalks, trails, and pathways must be safe, attractive and inviting. Adequate sidewalk widths, bike lanes, landscaping and good lighting are important elements. In addition, providing plazas and parks contributes to the quality and attractiveness of these neighborhoods.

MTC provides helpful guidance in defining the TOD “place types” that are appropriate for different types of communities. As shown in Table 3.1 on the following page, place types range from regional job centers to transit neighborhoods. Due to its location within an existing suburban neighborhood, the Larkspur SMART station area most logically corresponds to the Transit Neighborhood place type, the least intensive designation as defined under the station area planning guidelines. The station area is already characterized by low- to moderate-density residential uses with some office and retail, in addition to existing transit service.

MTC’s station area planning guidelines also provide suggested densities of development for various place types. For the Transit Neighborhood place type, suggested uses and densities include:

- Housing mix: Low-rise, townhomes, some mid-rise and small lot single family
- Total units target (station area): 1,500 – 4,000
- Net project residential density: 20-50 dwelling units/acre
- Minimum Floor Area Ratio : 1.0 FAR

**Table 3.1: MTC Place Types**

	CENTERS				DISTRICTS	
	Regional Center	City Center	Suburban Center	Transit Town Center	Urban Neighborhood	Transit Neighborhood
<b>What are/will be the characteristics of the Station Area?</b>	Primary center of economic and cultural activity	Significant center of economic and cultural activity with regional-scale destinations.	Significant center of economic and cultural activity with regional-scale destinations.	Local center of economic and community activity	Predominantly residential district with good access to Regional and Sub-regional Centers	Predominantly residential district organized around transit station
<b>What is/will be the transit mode in the Station Area?</b>	All modes	All modes	All modes	Commuter Rail, Local/Regional Bus Hub, Ferry, Potentially BART	BART, LRT/Streetcar, BRT, Commuter Rail, Local Bus	LRT/Streetcar, BRT, Commuter Rail, Potentially Ferry, Local Bus
<b>What is/will be the land use mix and density in the Station Area?</b>	High-density mix of residential, commercial, employment, and civic/cultural uses	Moderate- to high-density mix of residential, commercial, employment, and civic/cultural uses	Moderate- to high-density mix of residential, commercial, employment, and civic/cultural uses	Moderate-density mix of residential, commercial, employment, and civic/cultural uses	Moderate- to high-density, predominantly residential uses with supporting commercial and employment uses	Low- to moderate-density, predominantly residential uses with supporting commercial and employment uses
<b>What are/will be the characteristics of retail in the Station Area?</b>	Regional-serving destination retail opportunity; need for local-serving retail	Regional-serving destination retail opportunity; need for local-serving and community-serving retail	Regional-serving destination retail opportunity; need for local-serving and community-serving retail	Community-serving and destination retail opportunity; need for local-serving retail	Primarily local-serving retail opportunity; need for some community-serving retail	Primarily local-serving retail opportunity
<b>What are/will be major planning and development challenges?</b>	Integrating dense mix of housing and employment into build-out complex	Integrating high-density housing into existing mix of housing and employment to support local-serving retail.	Introducing housing into predominantly employment uses and improving connections/access to transit	Increasing densities while retaining scale and improving transit access	Expanding local-serving retail opportunities and increasing high-density housing opportunities	Integrating moderate-density housing and supporting local-serving retail
<b>Examples<sup>2</sup></b>	Downtown San Francisco, Oakland & San Jose	Downtown Hayward, Berkeley, Redwood City & Santa Rosa	Pleasant Hill BART, Dublin/Pleasanton BART	Hercules Waterfront, Suisun City, Napa, Livermore	Fruitvale in Oakland, Japantown in San Jose, Church/Market in San Francisco	Whisman Station in Mountain View, El Cerrito del Norte, Ohlone Chynoweth in San Jose, Glen Park

Notes:

1. Station Area typically refers to half-mile radius around station or roughly 500 acres.

2. Station Areas typically have a mix of characteristics of several Place Types. These examples are meant to be illustrative of the qualities only.

Source: *Station Area Planning Manual*, Metropolitan Transportation Commission, October 2007

## INITIAL PLAN CONCEPTS

### OPPORTUNITY SITES

In 2012, the City hosted two public workshops where community members were asked to envision their ideal future land use and circulation scenarios for the station area. The CAC held four public meetings to consider and discuss opportunities for additional development and improvements to circulation infrastructure, as well as concerns with existing challenges in the area and potential new challenges brought on by additional development.

Following discussion with the community and CAC, City staff and project consultants identified ten possible opportunity sites for land use change within the station area (See Figure 3.1). The sites were selected according to several criteria, also shaped by feedback from the community and CAC:

- Proximity to the SMART station or ferry terminal and thus greater likelihood of use of transit by residents or employees
- Physical development feasibility (vacant parcels, low intensity of existing development, or ability to structure parking and free up space currently dedicated to surface parking)
- Likelihood that new development would fit with existing neighboring uses (adjacencies to existing moderate intensity residential, office or retail development)
- Minimum potential for impacts on views from surrounding residential neighborhoods and public open spaces

Each opportunity site was studied to determine its feasible capacity for additional or new development. Studies took into account the scale and character of development indicated as desirable by the community, and included improved pedestrian and bicycle circulation, public open space, and other site amenities.

No opportunity sites were identified within existing residential neighborhoods. To the west, Greenbrae Hills is an established single-family community with no significant development potential and great integrity as a mature community. Drake's View, Larkspur Courts and Serenity are built at moderate densities, suitable in proximity to transit, and do not offer significant opportunities for further on-site development. The Redwood Highway area mobile home parks provide much needed affordable housing in the

Figure 3.1: Opportunity Sites

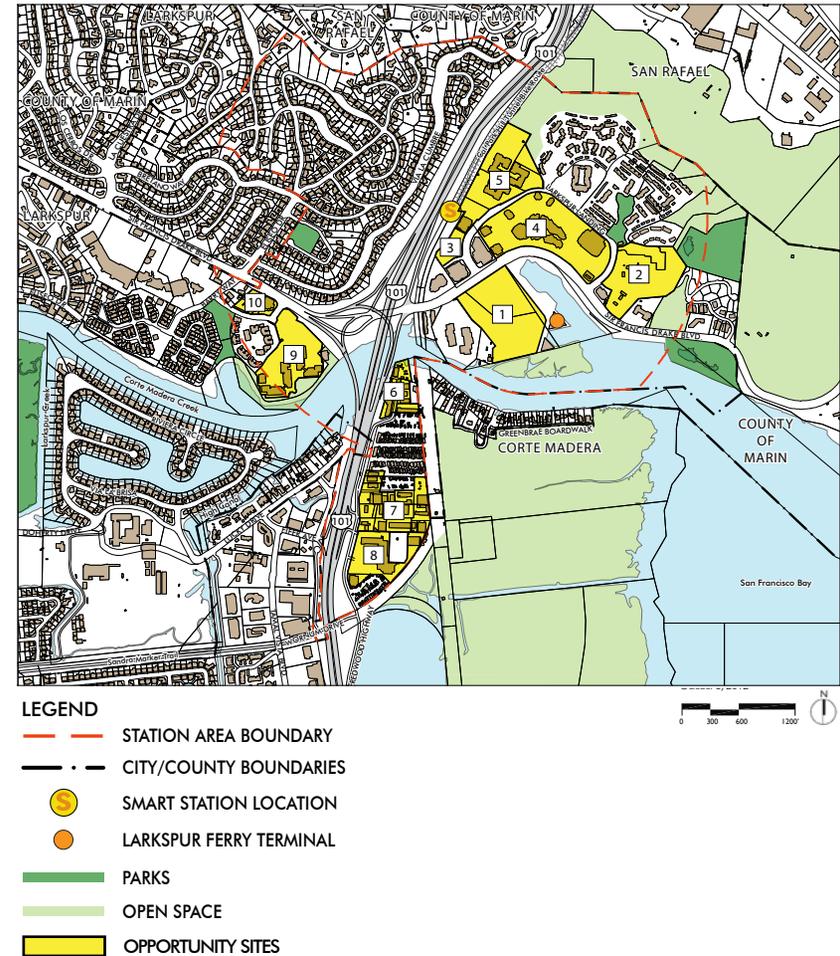


Figure 3.2: Land Use Alternative 1

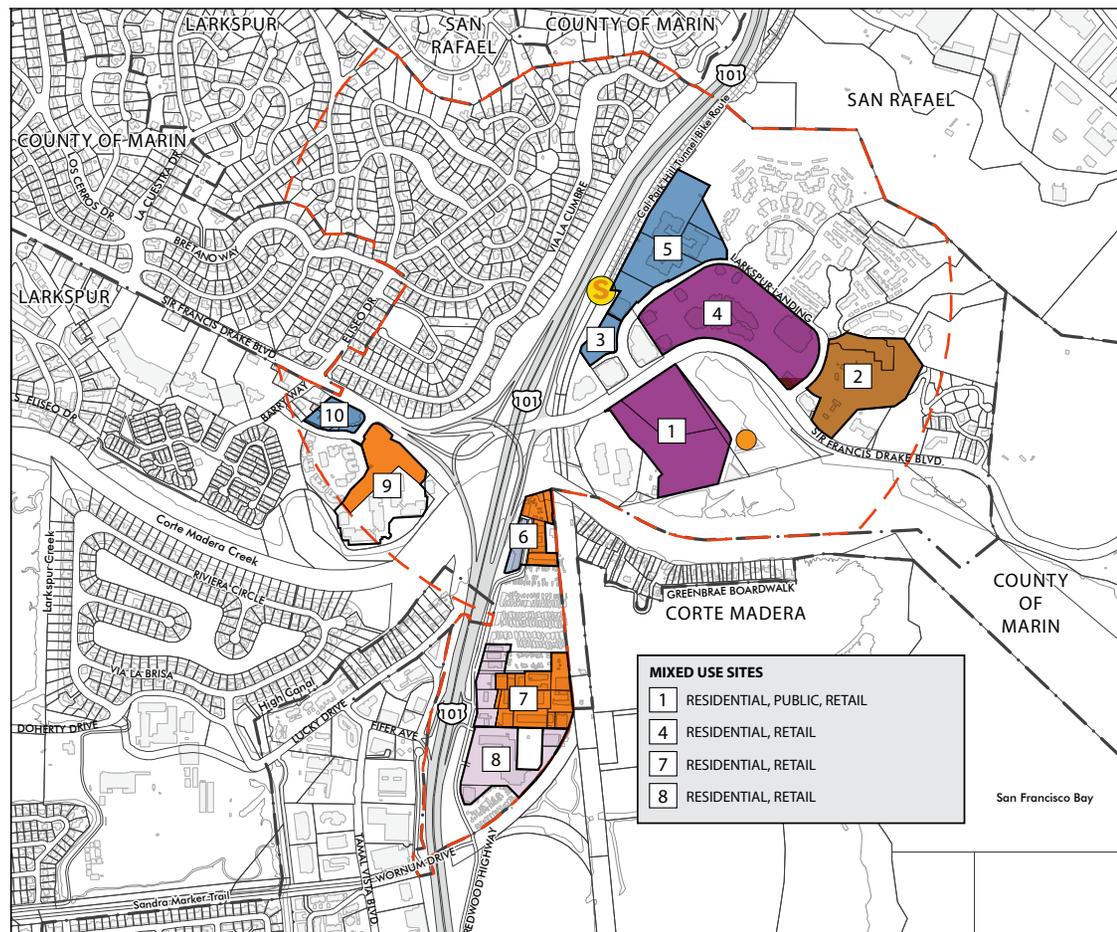
city that should be retained. Lastly, Drake's Cove and Drake's Way are both recently constructed developments unlikely to change in the foreseeable future.

### INITIAL LAND USE ALTERNATIVES

Guided by the Transit Neighborhood development guidelines and the feedback received from the community, City staff and project consultants formulated three alternative land use concepts to illustrate a range of possible futures for the station area (Figures 3.2, 3.3 and 3.4) for discussion with the TAC, CAC and community to gauge community preferences regarding mix of land uses, development intensities, and densities of residential development. However, the alternatives represented feasibility and capacity studies, not requirements for the development of specific properties within the station area.

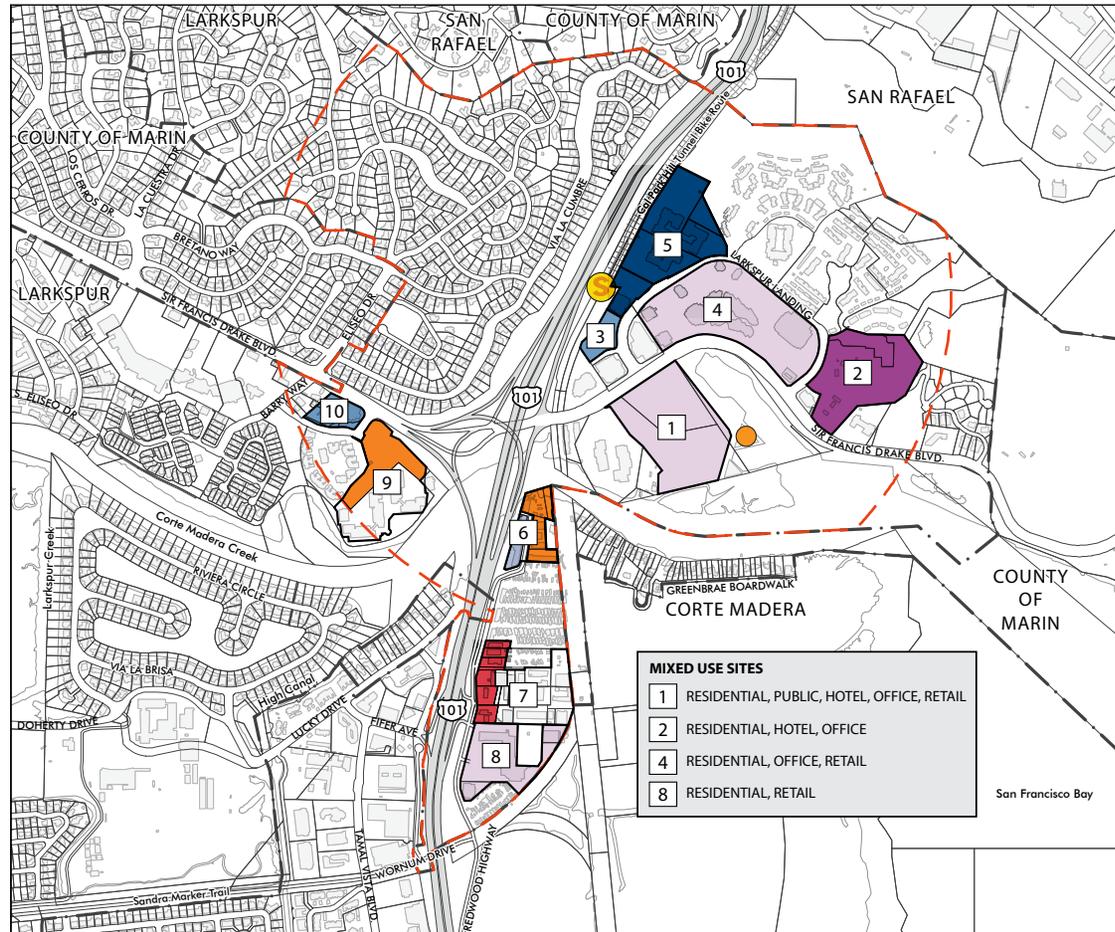
Several assumptions were common to all three initial alternatives:

- With new, intensified development, parking would generally be structured in order to achieve desirable densities and land use adjacencies. Parking may be included within the building, such as with residential, or may be found in a free-standing structure.
- Replacement parking for the ferry would be provided on the ferry site in a structure. Further study by the district, in coordination with the City, would be required to determine the recommended number of spaces and structure location. Additional ferry parking, could be accommodated off-site through shared parking agreements with adjacent properties such as the Marin Country Mart, Sanitary District



<span style="display:inline-block; width:15px; height:15px; background-color:orange; border:1px solid black;"></span> RESIDENTIAL 22-30 DUS/ACRE	<span style="display:inline-block; width:15px; height:15px; background-color:darkblue; border:1px solid black;"></span> OFFICE 1.5 FAR	MIXED USE SITES INCLUDE SOME COMBINATION OF THE FOLLOWING USES: RESIDENTIAL, PUBLIC, OFFICE, HOTEL, RETAIL.
<span style="display:inline-block; width:15px; height:15px; background-color:brown; border:1px solid black;"></span> RESIDENTIAL 30-40 DUS/ACRE	<span style="display:inline-block; width:15px; height:15px; background-color:red; border:1px solid black;"></span> RETAIL	
<span style="display:inline-block; width:15px; height:15px; background-color:lightblue; border:1px solid black;"></span> OFFICE 0.5 FAR	<span style="display:inline-block; width:15px; height:15px; background-color:purple; border:1px solid black;"></span> MIXED USE - (30-40 DU RES)	
<span style="display:inline-block; width:15px; height:15px; background-color:blue; border:1px solid black;"></span> OFFICE 1.0 FAR	<span style="display:inline-block; width:15px; height:15px; background-color:lightpurple; border:1px solid black;"></span> MIXED USE - (22-30 DU RES)	

Figure 3.3: Land Use Alternative 2



<span style="display:inline-block; width:15px; height:15px; background-color:orange; border:1px solid black;"></span> RESIDENTIAL 22-30 DUS/ACRE	<span style="display:inline-block; width:15px; height:15px; background-color:darkblue; border:1px solid black;"></span> OFFICE 1.5 FAR	MIXED USE SITES INCLUDE SOME COMBINATION OF THE FOLLOWING USES: RESIDENTIAL, PUBLIC, OFFICE, HOTEL, RETAIL.
<span style="display:inline-block; width:15px; height:15px; background-color:lightblue; border:1px solid black;"></span> OFFICE 0.5 FAR	<span style="display:inline-block; width:15px; height:15px; background-color:red; border:1px solid black;"></span> RETAIL	
<span style="display:inline-block; width:15px; height:15px; background-color:lightpurple; border:1px solid black;"></span> OFFICE 1.0 FAR	<span style="display:inline-block; width:15px; height:15px; background-color:purple; border:1px solid black;"></span> MIXED USE - (30-40 DU RES)	
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site, or existing office buildings, or with a parking structure at the Marin Air-porter site.

Each initial land use alternative is described below.

**Alternative 1: Higher Densities / Residential Emphasis**

This alternative proposed the most substantial amount of new or intensified uses. All opportunity sites were assigned higher densities and intensities than the other two alternatives as a means of testing the upper end of potential development in the station area, consistent with guidelines for development in Transit Neighborhoods. The alternative presented an intensified residential neighborhood in the Larkspur Landing area close to both the ferry terminal and SMART station. This plan proposed new residential uses on the ferry terminal site, Marin Country Mart site, several sites in the Redwood Highway area and the area west of 101, and a mix of uses on other sites near the SMART station.

**Alternative 2: Moderate Densities / Land Use Balance – Housing and Jobs**

Alternative 2 proposed lower residential densities than Alternative 1 and presented a greater mix of land uses throughout the station area, thus increasing the potential for additional jobs as well as residential units. The densities assumed for the ferry terminal and Marin Country Mart site were somewhat lower than in Alternative 1, while the Larkspur Landing Offices site showed somewhat higher office intensities.

The Sanitary District No. 1 site included a mix of residential and office uses. In the Redwood Highway area the

Figure 3.4: Land Use Alternative 3

existing mix and intensities of auto-serving and industrial uses were retained, with some exceptions. Mixed-use development (including residential) was proposed at the Cost Plus Plaza site and office and residential development was proposed for the area's northern-most parcels, consisting primarily of storage uses.

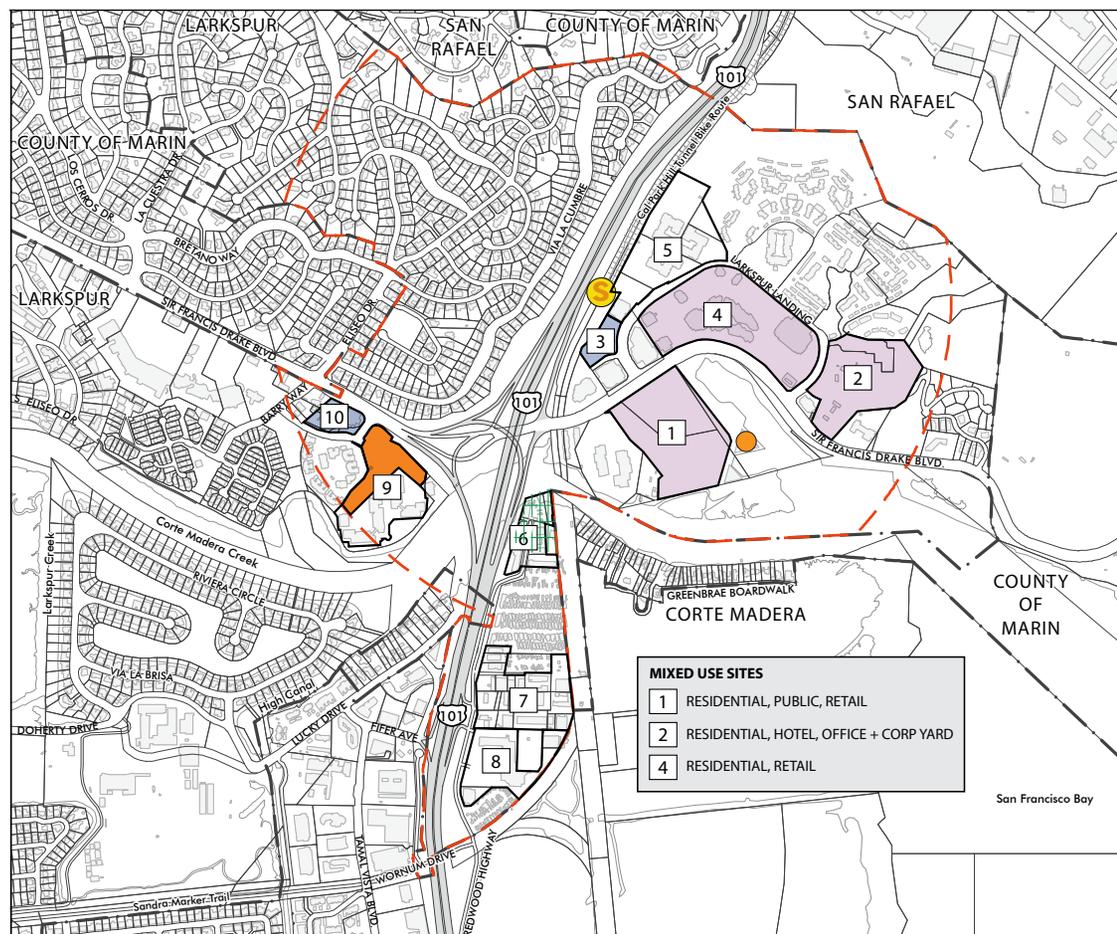
**Alternative 3: Moderate Densities / Priority Sites Only**

The third alternative proposed significant changes in land use only on the ferry terminal, Marin Country Mart, Marin Airpoter, and Sanitary District No. 1 sites, as well as the two small sites south of Sir Francis Drake Boulevard in the Greenbrae area. Assumed densities were similar to those in Alternative 2.

No changes were proposed in the Redwood Highway area. This was primarily due to the area's low elevation, which results in flooding and future threats of inundation and presents a limiting factor to increased development intensity until such time that the City implements a comprehensive strategy for adapting to sea level rise. Additionally, the existing mix of industrial and auto-serving uses is unique to the City and southern Marin in general, providing valued service to the community.

**Potential Development Yield of Alternatives**

The initial exercise of preparing land use alternatives resulted in some important conclusions. It is feasible in terms of site capacity, although not necessarily desirable for other reasons, to development as many as 900 to 1,900 new dwelling units, and as much as 425,000 to 1,200,000 square feet of office and 274,000 to 365,000 square feet of retail space on the opportunity sites.



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<span style="display:inline-block; width:15px; height:15px; background-color:lightblue; border:1px solid black;"></span> RESIDENTIAL 30-40 DUS/ACRE	<span style="display:inline-block; width:15px; height:15px; background-color:red; border:1px solid black;"></span> RETAIL	
<span style="display:inline-block; width:15px; height:15px; background-color:lightgrey; border:1px solid black;"></span> OFFICE 0.5 FAR	<span style="display:inline-block; width:15px; height:15px; background-color:purple; border:1px solid black;"></span> MIXED USE - (30-40 DU RES)	
<span style="display:inline-block; width:15px; height:15px; background-color:blue; border:1px solid black;"></span> OFFICE 1.0 FAR	<span style="display:inline-block; width:15px; height:15px; background-color:lightpurple; border:1px solid black;"></span> MIXED USE - (22-30 DU RES)	

#### INITIAL CIRCULATION FRAMEWORK

While land use alternatives were being investigated, the circulation framework to serve existing and new land uses was simultaneously being tested.

A largely complete roadway framework already serves the station area. Regionally, the area is accessed via US 101 and Sir Francis Drake Boulevard, with Larkspur Landing Circle and Redwood Highway providing additional access within neighborhoods. Private streets, limited local roads, and driveways serve housing, office and retail sites and parking lots. Only minor streets or lanes would need to be added to serve new development.

Transit facilities and operations are at the core of this Plan. For planning purposes, the initial circulation framework assumed that the SMART station would be located as currently planned along the SMART right-of-way above the cinema and Larkspur Landing offices. This assumption was based on two primary points of fact: the station's location is currently adopted policy of SMART; and the station's location is a defined component of the SMART project that was studied in the SMART Environmental Impact Report for which SMART has received a variety of federal, state, and regional grant funding to study and build. Ferry service was assumed to continue, with patron parking continuing to be provided on the ferry terminal site<sup>1</sup>.

A number of local and regional projects are already planned by various agencies that will enhance pedestrian and bicycle circulation. This Plan provides additional recommendations to improve sidewalks, intersections, and multi-use trails, and to provide generous pedestrian access within any new development.

During the circulation framework visioning process, it was clear that added residential or employment uses in the station area would impact traffic circulation, especially at critical intersections along Sir Francis Drake Boulevard during peak travel hours. Although the vast majority of existing traffic congestion is not locally generated, added traffic from new development

in the station area could exacerbate the already difficult peak hour traffic conditions. In order to evaluate the land use alternatives, initial analyses of traffic impacts were conducted and are described in detail in the Access, Circulation and Parking section of this report.

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<sup>1</sup> The District has historically explored and continues to consider the feasibility of providing a parking structure on the ferry terminal and Airporter sites, and also continues to explore development of off-site parking options on either a permanent or temporary basis.

## COMMUNITY FEEDBACK ON LAND USE ALTERNATIVES AND CIRCULATION FRAMEWORK

### LAND USE

While not unanimous, a majority of the CAC expressed support for additional development in the station area at a moderate scale, assuming mitigation of traffic impacts. The CAC generally supported a mix of uses, in particular additional local-serving retail and services, such as a small grocery store. Individual comments included support for diversity in population and housing, in particular noting the suitability of the area for young commuters as well as older residents who could benefit from proximity to transit and amenities within walking distance.

Although there were strong supporters of higher residential densities and commercial intensities, many CAC and community members expressed concerns that the intensities of development proposed, especially in Alternative 1, were out of scale with Larkspur's community character.

The CAC and community members expressed a desire to retain existing land uses in the Redwood Highway area, including the affordable housing and light industrial development. There was consistent agreement that any land use change in the Redwood Highway area would require further study to account for potential infrastructure challenges that are beyond the scope of the Station Area Plan.

Initial feedback from the community and CAC indicated that the least intensive level of development presented in the alternatives was most desired. Furthermore, many community members and CAC members stated preferences for development levels below those contemplated in the initial land use alternatives. While the CAC expressed general support for a mix of uses and moderate intensities of new development in the area, the majority of the CAC had great concerns as to new development's impacts on already congested intersections along Sir Francis Drake Boulevard.

### CIRCULATION

Community feedback on the circulation framework was ultimately crucial to shaping the preferred land use plan. Most significantly, the community and the CAC clearly voiced their opposition to exacerbating existing traffic congestion on Sir Francis Drake Boulevard. The CAC supported the development of strategies to monitor traffic resulting from development throughout the station area, and to analyze the effect parking management and TDM policies could have on shifting modes to walking, bicycling and transit use.

There was generally unanimous support from the community and CAC for a variety of pedestrian and bicycle improvements in the station area. Of particular interest was adding additional access routes to the ferry terminal considering routes already being used informally by pedestrians and bicyclists.

It should be emphasized that the community—particularly the CAC—clearly stated that the SMART station should be moved to adjoin the ferry terminal in order to optimize use of each transit mode. In doing so, the CAC recognized that the currently planned station location was the result of previous City policy, and that the cost to design and construct a station closer to the ferry terminal would be high and is currently unfunded. Additionally, such a decision is within the purview of numerous agencies and funding mechanisms outside of the City's control. The CAC nonetheless felt that the benefits of this integrated transit linkage would be significant.

## CONCLUSIONS

### PRINCIPLES

After receiving community feedback at the July and November 2012 public workshops, the CAC agreed upon the following shared principles concerning the future of the SMART station area:

- **Larkspur supports efforts to enhance non-auto transportation options for the city and region as a means of minimizing GHG emissions and associated environmental impacts.**
- **Future development would be encouraged within the SMART station area to appropriately capitalize on the wealth of transit services that exist, are planned to be added, or could be envisioned in the future.**
- **New development in the SMART station area would be a mix of uses that are compatible in scale with the character of Larkspur as a low and moderate density community, a collection of “villages”, that values its natural resources, scenic views and small town quality of life.**
- **The station area is envisioned as a Larkspur neighborhood that would support a diversity of population, employment and retail services and that would encourage walking, bicycling and transit use as preferred modes of daily travel.**
- **Future development would continue to improve pedestrian and bicycle connectivity and ensure access for all ages and abilities, maintain views from public places, and provide new and improved public open space amenities.**

### CONSIDERATIONS

A majority of the CAC supported moderate levels of transit-oriented development in the station area, similar to those proposed by initial land use Alternative 3, with a particular emphasis on the following three concerns regarding the future of the station area:

- **The SMART station should be located closer to the ferry terminal.**
- **Implementation of area improvements would require coordination with regional entities and outside funding sources.**
- **Growth controls should be put in place to monitor development and traffic over time.**



*The Larkspur Station Area Plan is envisioned as a Larkspur neighborhood designed to encourage walking, bicycling and transit use.*

## VISION FOR THE SMART STATION AREA

The vision for the SMART station area comprises five key elements that address the issues and opportunities associated with the area that emerged from the visioning process:

1. An Integrated Land Use/Transportation Strategy
2. A Unique Larkspur Village
3. Multi-modal Transportation Options
4. Community Open Space and Waterfront Access
5. Sustainable Development

## AN INTEGRATED LAND USE / TRANSPORTATION STRATEGY

The Plan described in the following chapters is an integrated land use and transportation strategy, wherein the success of one is dependent on the success of the other.

Throughout the discussions of land use, transportation and implementation strategies there are threads linking these elements together. Ongoing measurement of the success of programs intended to limit traffic, such as shared parking or transit service improvements, to manage conditions in the area over time, would be required.

This Plan would require local management but, importantly, would also require interagency coordination and cooperation. In particular, traffic and transit issues in the station area are regional in nature and must be addressed regionally. Recommended approaches to these issues are discussed in the implementation section of this Plan.



*The Larkspur Station Area will embody an integrated land use and transportation strategy.*

**A UNIQUE LARKSPUR VILLAGE ENVIRONMENT**

In the context of long-term development in the station area, the community expressed enthusiasm for a mix of uses that would allow daily amenities and services to be provided within walking distance of homes and offices. Many noted, and demographics confirm, that the growing senior population in Marin County would likely be transitioning from single family homes to more compact dwellings where proximity to retail uses and amenities would minimize the need for driving long distances or driving at all. The community supports provision of senior housing in the area along with expansion of retail services, for convenient access by residents, employees of businesses in the area, and transit riders.

A number of accessibility improvements would be needed to ensure ease of access within, into, and out of the station area. Improvements to sidewalks and crosswalks and the addition of new connections from SMART to the ferry would further enhance pedestrian and bicycle access throughout the area.

With a complete mix of uses - housing, jobs, shopping and entertainment - the station area would become a special neighborhood in the city, like the downtown in its diversity and activity, but with a unique waterfront location. Design guidelines are needed to ensure that future development capitalizes on the design quality and scale already existing in the station area, and also respects the village character of the city as a whole.



*The Station Area Plan envisions a mix of housing, jobs, and entertainment within a walkable environment, as exemplified on this block of downtown Healdsburg.*



*The Larkspur SMART station area will become a special neighborhood within the city with a unique waterfront location.*



*The Larkspur Station Area Plan capitalizes on the area's multiple transportation options, such as the Cal Park Hill Tunnel (above) and the Larkspur Ferry (below).*

### MULTI-MODAL TRANSPORTATION OPTIONS

The station area has a very rich transit environment. Today over 6,000 daily weekday passengers ride the Larkspur Ferry to San Francisco, and a robust regional bus operation on U.S. 101 operates as well. The Marin Airporter provides private coach service to SFO. The planned inclusion of the SMART station is a worthwhile expansion of transportation options that can connect with and be mutually supportive with the others.

Planning for the SMART project included a lengthy feasibility and alternatives analysis process during the early 2000's. Ultimately, the location of the Larkspur station was identified as shown in the plans in this document: adjoining the U.S. 101 corridor at the south end of the Cal Park Hill tunnel and within the SMART-owned right-of-way.

Throughout the process of preparing this Plan, the community observed that the current and planned transit facilities (ferry, SMART, Airporter, buses) are not located close to one another and may thus not optimize inter-service connections. The CAC and community strongly endorsed the idea of relocating the SMART station to be in closer proximity to the ferry, at a location to be determined but possibly adjoining the ferry terminal within the ferry parking area. SMART is currently proceeding with construction design for the extension as planned. There is currently no funding or planning to extend the SMART rail line to the ferry terminal. Neither this Plan nor installation of the SMART station in its planned location would preclude eventual extension of the rail line to the ferry. This Plan includes recommendations to improve access to and from the SMART station as planned.

In addition to transit system improvements, bicycle and pedestrian circulation improvements would facilitate easy access within the station area to and from transit as well as local services and amenities.

**COMMUNITY OPEN SPACE AND WATERFRONT ACCESS**

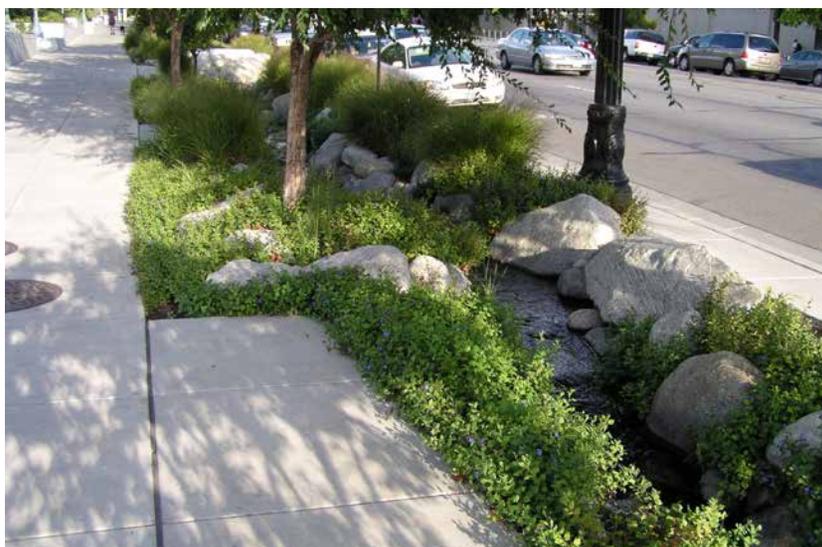
The station area offers unique opportunities to provide new community open space for this area of Larkspur. Within the various opportunity sites, additional publicly-accessible parks, playgrounds, and recreation areas can be accommodated in the station area, depending on the type and configuration of new uses provided on each site. Public open spaces that relate to the bay waterfront are also desirable.

On the ferry terminal site, a multi-use trail currently circles the perimeter of the commuter parking lot, providing access to the water's edge and views of the bay and surrounding hillsides. With the introduction of residential uses on the ferry site, it would be feasible to include an enlarged public park/plaza at the water's edge. This space would provide expanded opportunities to watch the ferries and shore wildlife, with seating and interpretive signage.

The southern edge of the Country Mart site, bordering Sir Francis Drake Boulevard, has recently been improved by landscaping, removing old trees and adding new plantings that restore a view to the water and surrounding landscape. This area is still, however, essentially a parking lot that is closed at times to accommodate the Saturday Farmers Market and the Sunday food truck event. By removing a small amount of parking and improving this area further with special paving and seating, a public plaza could be created that provides an expanded view of the bay. It would also serve as a potential venue for additional events and outdoor dining and could become an event space for the city or other public and private entities.



*Public open spaces that relate to Larkspur's waterfront (top and above) are desirable with the station area.*



*In addition to sustainable strategies such as compact development and multi-modal transportation, the Larkspur Station Area Plan encourages green design through the use of green roofs (top), integrated stormwater management (above), and energy efficient buildings.*

## SUSTAINABLE DEVELOPMENT

The City of Larkspur adopted a Climate Action Plan with the understanding that climate change may significantly impact Larkspur's residents and businesses, as well as other communities around the world, and that local governments play a role in reducing greenhouse gas emissions and mitigating the potential impacts of climate change. The Climate Action Plan consists of strategies that the City and the community can take to address climate change, including increasing building energy efficiency, encouraging less dependence on the automobile, and using clean, renewable energy sources.

Of specific relevance for the Station Area Plan, the Climate Action Plan calls for the City to "study the Larkspur Landing Circle area and enhance the opportunities presented by the location of the Larkspur Ferry, the Marin Airporter, and eventually the SMART train station."

This SMART Station Area Plan embodies many strategies that are inherent in sustainable planning and design and directly respond to the CAP's policies:

- A compact development pattern that promotes walking and bicycling
- Sufficient employment and residents to support neighborhood amenities in proximity so as to not require driving trips
- Good access to a range of public transportation options for travel locally and regionally
- A circulation framework with an attractive pedestrian environment and connections to local and regional multi-use trails

Over time, the City would encourage property owners and developers to incorporate sustainable design practices in new development so as to address issues such as energy use, GHG emissions, and water conservation and reuse.



## 4 LAND USE

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This land use chapter describes the land use framework for the Larkspur SMART Station Area Plan. The framework forms the basis for future development decisions and approvals and outlines the intended pattern of desirable uses in the area. Following the intent of the “Integrated Land Use/Transportation” vision for the station area, land use decisions and project approvals will be monitored in conjunction with transportation conditions and improvements.

Elements of this land use framework include:

- Integrated Land Use / Transportation Strategy
- Priority Development Sites and Preferred Uses
- Illustrative Development Plan
- Land Use Plan
- Land Use Policy Recommendations

### INTEGRATED LAND USE / TRANSPORTATION STRATEGY

The vision of an integrated land use and transportation strategy will require ongoing coordination and management. At the same time it can achieve many of the goals articulated by the community and CAC for the area:

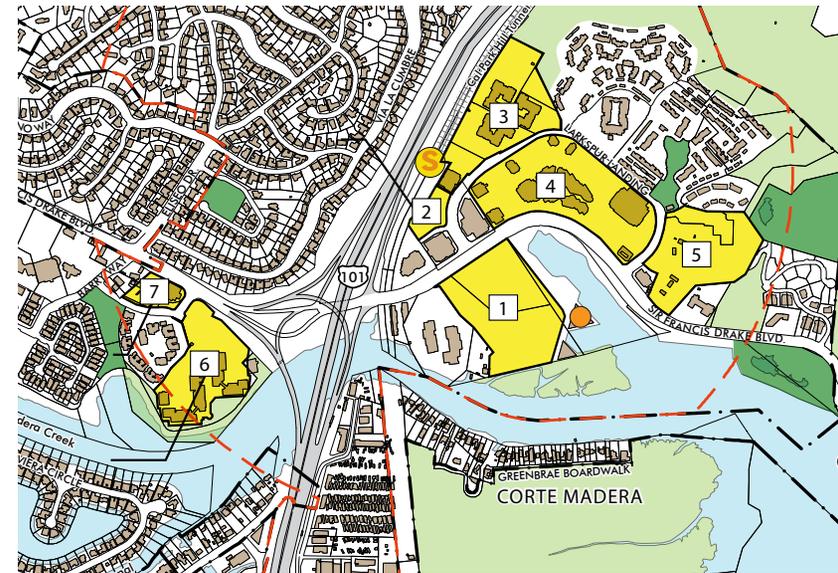
- Build on the station area's existing diverse array of land uses to create a mixed-use environment that promotes livability and walkability.
- Identify opportunities to realize appropriate use of underutilized land in the station area.
- Guide future development in the area, with a focus on supporting transit ridership.
- Increase the housing supply and provide housing options for the area's older demographic.
- Encourage the provision of neighborhood services such as supermarkets and other convenience retail to maximize convenience for transit riders and neighborhood residents and minimize the need for auto trips.
- Ensure that land use plans support the continued viability of existing development in the station area.
- Ensure that future development does not preclude relocation of the SMART station to the ferry terminal.

### PRIORITY DEVELOPMENT SITES AND PREFERRED USES

Consistent with Alternative Three, which was evaluated during the review of initial concepts (discussed in the Vision chapter) seven priority sites are identified as suitable for potential land use or density changes within the station area (See Figure 4.1). The sites were selected according to several criteria:

- Proximity to the SMART station or ferry terminal and thus greater likelihood of use of transit by residents or employees
- Physical development feasibility (vacant parcels, low intensity of existing development, or ability to structure parking and free up space currently dedicated to surface parking)

**Figure 4.1: Priority Development Sites**



- Likelihood that new development would fit with existing neighboring uses (adjacencies to existing moderate intensity residential, office or retail development)
- Minimum potential for impacts on views from surrounding residential neighborhoods and public open spaces

As described in the Vision chapter, no changes to existing residential neighborhoods are proposed in this Plan and there are no proposed changes to the industrial and retail land uses in the Redwood Highway area.

Each priority site was studied for its suitability for a variety of uses including residential of varying densities, office, and retail. **This Plan does not require a particular land use mix or quantities on any of the priority sites.** However, each site has certain characteristics that suggest appropriate uses, as described below.

### PRIORITY SITE 1: LARKSPUR FERRY TERMINAL

The existing large, flat parking lot serving the ferry terminal, as the largest remaining parcel in the station area, could present an opportunity for new development. The ferry terminal site - large, flat, and with excellent proximity to transit - is particularly suited to residential or office uses if the ferry parking were provided in a structure. A minor amount of retail could serve ferry patrons or residents, but the Country Mart would still be the appropriate location within the station area to concentrate retail. A boutique hotel might succeed on this site capitalizing on the waterfront location.

Convenient parking for ferry patrons is essential to the success of the ferry, but the quantity and location of a ferry parking structure requires further study.<sup>1</sup> The success of expanded shuttle service to the terminal (see Access, Circulation and Parking chapter), if implemented by the District, could reduce the demand for parking at the site. There are also opportunities for parking to be shared with other properties in the area, especially at night and on weekends. Parking for any new residential or office development would need to be integrated into the building envelope.

### PRIORITY SITE 2: MARIN AIRPORTER

This site is located directly adjacent to the future SMART Station and currently functions successfully as the parking and small office facility for the Marin Airporter, a privately operated express bus service from Marin to San Francisco International Airport. This property belongs to the GGBHTD and provides an important opportunity site for additional parking to serve ferry patrons. This parking could be provided in a multi-level structure, with the Airporter facilities at ground level, with possible room for other related office or service uses.

<sup>1</sup> The District has prepared preliminary feasibility studies of accommodating ferry parking on-site in a structured parking garage.



Priority Site 1: Larkspur Ferry Terminal parking lot

(Source: Google maps)



Priority Site 2: Marin Airporter

**PRIORITY SITE 3: LARKSPUR OFFICES & CINEMA**

This site is most suitable for a combination of office and retail uses. With its location abutting the SMART rail line and Highway 101, it is less suitable for residential development due to the impacts of those transitways, whereas office uses could help to buffer nearby development from noise and emissions. The existing Larkspur Offices and Larkspur Landing Cinema could remain or be replaced within a larger development footprint. Multi-level parking could be tucked against the freeway or within a building envelope and opportunities for shared parking with adjoining properties could be explored.

**PRIORITY SITE 4: MARIN COUNTRY MART**

The Marin Country Mart complex, consisting primarily of a retail shopping center, is at the geographic heart of the station area, with good proximity to all transit, and with an already diverse and successful mix of office and retail uses.

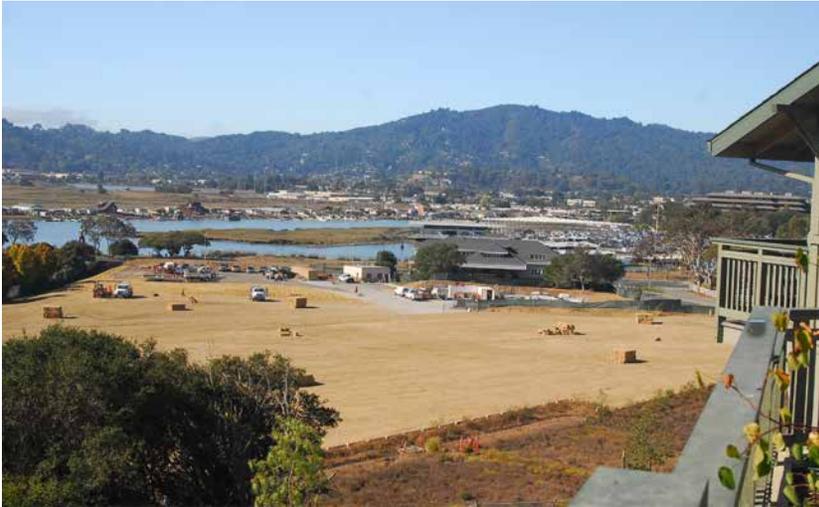
Supplementing this successful complex with residential uses on surrounding parking lots would provide additional patrons for local businesses and bring a level of activity that might support additional services and amenities, such as a grocery store. Existing office could remain as could the existing retail center. The extensive parking lots surrounding the retail center offer opportunities for future development. Replacement parking for the center would be needed and could be structured on site; parking for residential uses would be accommodated within building footprints. The Country Mart itself could be added to vertically or horizontally. Parking may be multi-level, podium style in the areas where there is a significant grade differential between Larkspur Landing Circle and the Country Mart site.



*Priority Site 3: Larkspur Offices & Cinema (not shown)*



*Priority Site 4: Marin Country Mart*



*Priority Site 5: Sanitary District No. 1 site at 2000 Larkspur Landing Circle*

#### **PRIORITY SITE 5: SANITARY DISTRICT #1**

As discussed in the Existing Conditions chapter, this site has been the subject of previous plans and entitlements, although no new development has occurred since their approval. This large site could be suitable for a variety of uses, consistent with past proposals, with residential uses being particularly appropriate due to the site's proximity to existing housing. A hotel use and office uses would also be possible.

#### **PRIORITY SITE 6: DRAKE'S LANDING OFFICE PARK**

Given the existing office uses on this site as well as the residential development nearby, this site would be suitable for office and residential development. The waterfront location is a significant amenity, and connections to the multi-use trail and nearby Niven Park provide additional attractions for residential development. The existing office development could remain with existing parking consolidated and structured, and with new uses provided at somewhat higher densities than currently exist.



*Priority Site 6: Drake's Landing*

#### PRIORITY SITE 7: DRAKE'S LANDING ROAD OFFICES

The older, low scale office uses along Drake's Landing Road do not represent the optimum use of this easily accessed site and there is potential for long term development of more intensive office uses. Proximity to Sir Francis Drake Boulevard makes office more attractive than residential. The intensity of retail uses at the Bon Air Center suggests that retail in this area would not be likely.



*Priority Site 7: Drake's Landing Road Offices*

#### ILLUSTRATIVE DEVELOPMENT PLAN

Figure 4.2, Illustrative Development Plan: Maximum Site Buildout, demonstrates a possible configuration of development on the seven priority sites within the range of development standards and scenarios offered by the Plan.

**Ultimately, any change or intensification of use will be at the discretion of the land owner and the City of Larkspur, through the Planned Development (PD) process. The development shown on each site is illustrative only: no development is required and the specific mix of uses for any site would be determined by the property owner or developer through their own feasibility analyses. The overall development shown represents the maximum development that would be allowed throughout the station area given the guidelines included in this Plan.**

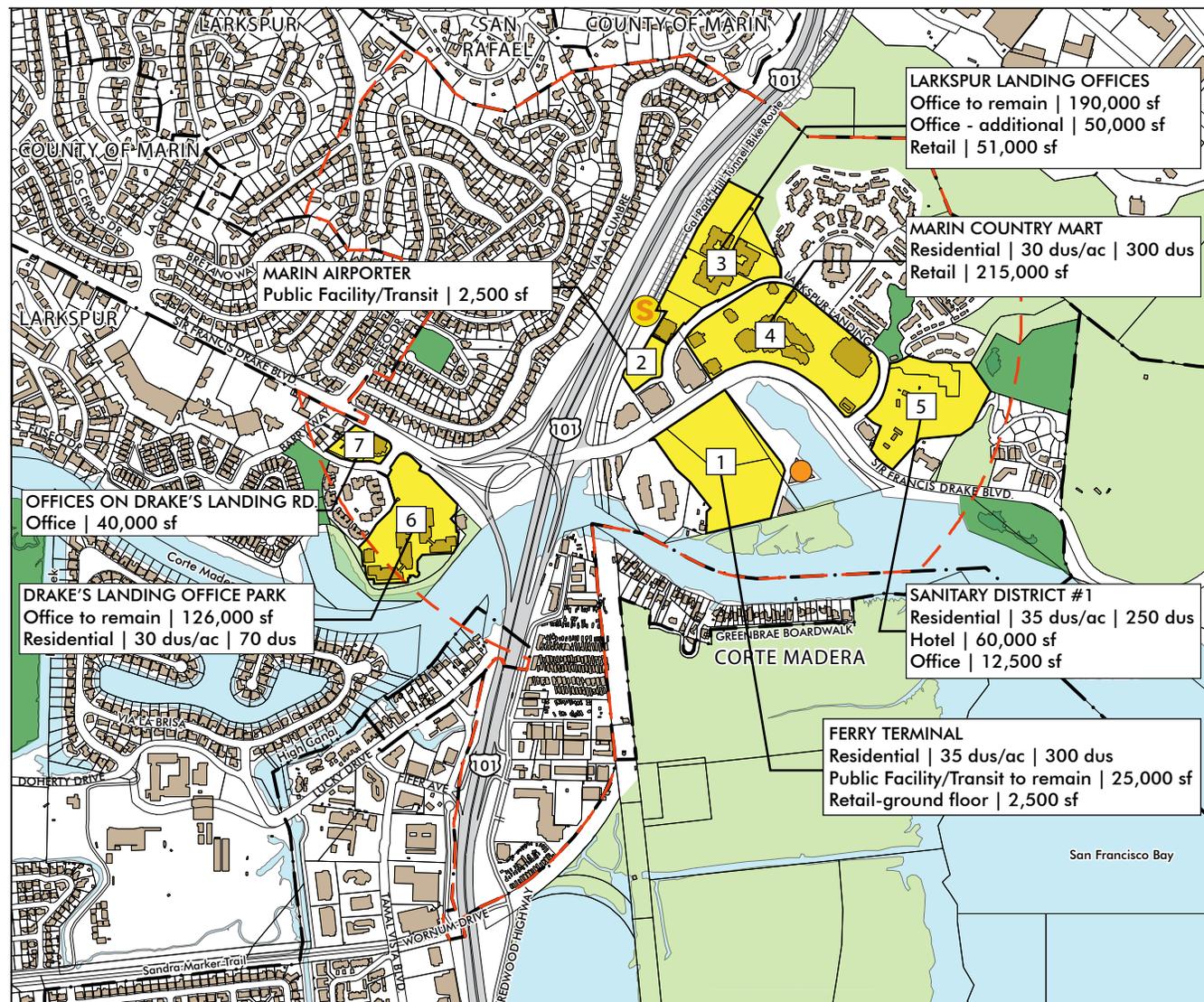
The development yield of the Illustrative Development Plan was estimated based on the following assumptions:

- Residential densities are assumed to be 30-35 dwelling units per acre on the ferry terminal, Marin Country Mart, Sanitary District, and Drake's Landing sites.
- Office densities are assumed to range from .5 to 1.0 FAR and are estimated based on existing surface parking lot area.
- The ferry terminal site would include a parking structure to accommodate the existing 1,800-car surface parking lot.
- The Sanitary District site development is approximately the same as the approved Precise Development Plans for the property (Ord. 951 and 957) including hotel, residential, and district office facilities.

In the Illustrative Development Plan, the greatest amount of new development is clustered in the Larkspur Landing area, in close proximity to the SMART station and the ferry terminal, and where the greatest mix of uses already occurs. Surrounding this mixed-use core is a combination of residential and office uses.

Building upon the success of the Marin Country Mart retail center, additional retail is located on the Marin Country Mart site and nearby at the Cin-

Figure 4.2: Illustrative Development Plan - Maximum Site Buildout



**Table 4.1: Illustrative Maximum Development Potential**

SITE	EXISTING LAND USE		NEW DEVELOPMENT <sup>1</sup>		TOTAL OPPORTUNITY SITE DEVELOPMENT	
<b>1</b> FERRY TERMINAL	Public Facility/Transit	25,000 sf	Public Facility/Transit Residential Retail	-- 300 du 2,500 sf	Public Facility/Transit Residential Retail	25,000 sf 300 du 2,500 sf
<b>2</b> MARIN AIRPORTER	Public Facility/Transit	2,500 sf	Public Facility/Transit	--	Public Facility/Transit	2,500 sf
<b>3</b> LARKSPUR OFFICES & CINEMA	Office (Admin. & Prof.) Retail (Cinema)	190,000 sf 16,000 sf	Office Retail	50,000 sf 35,000 sf	Office Retail (incl. Cinema)	240,000 sf 51,000 sf
<b>4</b> MARIN COUNTRY MART	Office Retail (Gen. Commercial)	45,000 sf 175,000 sf	Residential Retail	300 du 40,000 sf	Residential Retail	300 du 215,000 sf
<b>5</b> SANITARY DISTRICT	Vacant <sup>2</sup>		Residential Office Hotel	250 du 12,500 sf 60,000 sf	Residential Office Hotel	250 du 12,500 sf 60,000 sf
<b>6</b> DRAKE'S LANDING OFFICE PARK	Office (Admin. & Prof.)	126,000 sf	Office Residential	-- 70 du	Office Residential	126,000 sf 70 du
<b>7</b> OFFICES ON DRAKE'S LANDING ROAD	Office (Admin. & Prof.)	18,000 sf	Office	22,000 sf	Office	40,000 sf
<b>TOTAL</b>	Office & Public Hotel Retail Residential	406,500 sf 0 sf 191,000 sf 0 du	Office & Public <sup>3</sup> Hotel Retail Residential	39,500 sf 60,000 sf 77,500 sf 920 du	Office & Public Hotel Retail Residential	446,000 sf 60,000 sf 268,500 sf 920 du

1 Shared parking strategies and parking counts on all sites will be subject to the parking ratios and parking demand management strategies described in Chapter 5.

2 Ordinances 951 and 954 approved the precise development plans for residential (126 dus) and hotel (64,000 sf) development (respectively). Reso. 34/05 amended the land use category for a portion of the parcel to Public Facilities; however, there was never a precise plan approval for exact square footage allowances and other development standards for the public facilities portion of the property.

3 Under this Illustrative Development Plan, 45,000 square feet of office space are removed from Opportunity Site 4, the Marin Country Mart site.

**Table 4.2: Potential Maximum Residential Station Area Development by Sub-Area**

SUB-AREA	EXISTING	NEW	TOTAL
GREENBRAE	430 du	70 du	500 du
LARKSPUR LANDING	640 du	850 du	1,490 du
REDWOOD HIGHWAY	280 du	0 du	280 du
TOTAL	1,350 du	920 du	2,270 du

ema/Larkspur offices site. A small amount of retail has also been provided at the ferry terminal site to serve residents and ferry riders.

The Illustrative Development Plan envisions residential growth would occur in four of the seven opportunity sites. These sites are all suitable for increased development and have neighboring residential uses. Residential uses are not recommended for the sites adjacent to Highway 101 and the SMART rail tracks due to noise and air quality impacts.

Table 4.1 shows the maximum development potential for the station area based on the density assumptions noted above. In total, the Plan could result in as many as 920 new residential units for a total of 2,270 in the station area, a 60,000 square foot hotel (boutique), and nearly 120,000 square feet of additional office and/or retail uses. Table 4.2 identifies the potential maximum residential development for each of the station area sub-areas.

## LAND USE DESIGNATIONS

As noted in the discussions above, many of the priority sites could successfully accommodate several uses; the specific uses, configuration and design would be determined through the PD development review process. In order to allow for land use flexibility on most of the priority development sites, this Plan proposes adding two new land use designations, described below, to the Larkspur General Plan.

### MIXED-USE

A new Mixed-Use land use designation would be applied to the following sites where ground level retail under residential or office would be desirable, or where office, residential and/or retail could be co-located in separate buildings or portions of a complex.

- Ferry Terminal
- Marin County Mart
- Larkspur Cinema and Offices
- Sanitary District #1
- Drake's Landing.

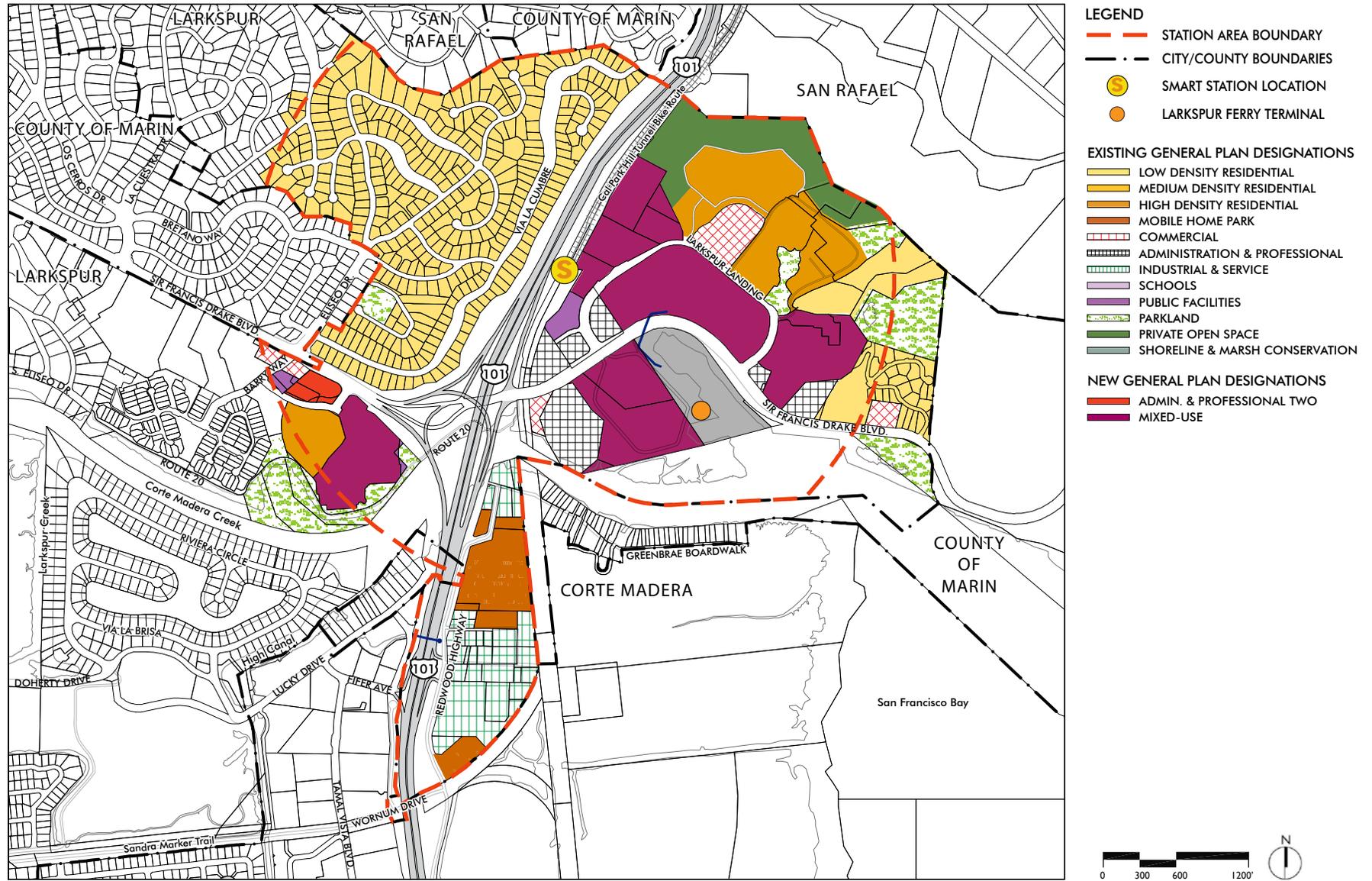
These sites are also in close proximity to either the planned SMART station or the ferry so that a high proportion of residents or workers walking to and from transit are likely to patronize nearby retail and services.

The mixed-use designation would allow the following ranges of development density:

Residential	20 – 35 dwelling units per acre
Office	.5 – 1.0 FAR (floor area ratio)

The intensity ranges are slightly higher than those currently provided in Larkspur, but can be implemented in a height and scale that is suitable for this area. The suggested intensities fall at the low end of typical standards for transit-oriented development, as discussed further in the Vision chapter. Retail uses would be encouraged in mixed use buildings on the ground

Figure 4.3: Proposed Land Use Plan



floor along primary pedestrian walkways, near transit facilities, or in proximity to existing retail uses.

#### **ADMINISTRATIVE & PROFESSIONAL TWO (HIGHER-INTENSITY)**

A new Administrative & Professional designation – Administration and Professional Office Two - would allow office densities somewhat higher than currently allowed in Larkspur. This designation would allow office development at a density of .5 – 1.0 FAR, an intensity of development that is suitable within ½ mile of transit.

#### **LAND USE PLAN**

Figure 4.3, Land Use Plan, shows the full range of land use designations within the station area. Apart from the mixed-use and office designation changes, all other land uses in the area remain the same.

Today, the zoning designation for all possible development sites in the station area, with the exception of the ferry terminal, is Planned Development (PD). Development projects for sites zoned PD are required to go through a rigorous, two-tiered planning process subject to final approval adopted by ordinance of the City Council.

This Plan recommends retaining the existing PD zoning and associated project approval process.

### LAND USE POLICY RECOMMENDATIONS

This Plan presents opportunities for new development in the area near the SMART station and the Larkspur ferry. In order to ensure that any new development is suitable and thoroughly reviewed prior to approval, the following policies should be considered for adoption.

LU-1: Amend the Land Use Element of the General Plan to identify seven (7) sites within the station area as appropriate or priority sites for possible future transit-supportive development with primary preferred/recommended land uses as follows:

1. GGBHTD ferry terminal (parking lots) - residential
2. Marin Airporter – parking structure and office support
3. Larkspur Cinema and Offices – office and retail/cinema
4. Marin Country Mart – residential, retail
5. Ross Sanitary District No. 1 – residential, office, hotel
6. Drake’s Landing Office Park – residential, office
7. Offices on Drake’s Landing Road – office

LU-2: Amend the General Plan to add a new Mixed Use land use designation which will allow residential, office, retail and hotel in configurations and uses consistent with this Plan, for the following sites:

- GGBHTD ferry terminal
- Marin Country Mart
- Larkspur Cinema and Offices
- Ross Sanitary District No. 1
- Drake’s Landing Office Park

The Mixed Use land use designation should allow the following ranges of development density: Residential —20-35 dwelling units per acre (net); Office—.5 – 1.0 FAR (floor area ratio).

LU-3: Amend the General Plan to add a new land use designation – Administrative & Professional 2 (A-P2) to apply to the Drake’s Land-

ing Road site. The Administrative and Professional 2 (A-P2) land use designation should allow office development at a density of .5 – 1.0 FAR.

LU-4: The total maximum new development that would be allowed within the Station Area is illustrated in Table 4.1. Specific development on any individual parcel is not required to match the illustrative development assigned in this table.

LU-5: No new development would be approved in the Station Area until transportation and traffic management programs are in place (see Access, Circulation and Parking chapter for more information).

LU-6: Amend the General Plan Land Use Map to incorporate the Larkspur SMART Station Area Plan land use designations (Figure 4.3).

LU-7: The PD zoning designation for properties in the SMART Station Area should be retained to ensure thorough review of all future development proposals.

LU-8: Amend the zoning ordinance to provide density bonuses and other incentives for projects including senior and affordable housing, consistent with State law. Encourage an increase in the supply of well-designed housing for extremely low, very low, low and moderate income households.

LU-9: Enact bonuses for development projects that generate fewer vehicle trips. Weight bonuses to incentivize development that generates fewer peak period trips, such as senior housing.

LU-10: Amend the Off-street Parking and Loading chapter (18.56) to reflect required parking ratios for new land use designations identified in this Plan.

LU-11: Amend the Off-street Parking and Loading chapter to:

- Reduce off-street parking requirements and take advantage of shared parking opportunities in the station area
- Establish parking maximums
- Establish a parking management district utilizing innovative payment, information and monitoring technologies
- Allow developers to pay in-lieu fees to reduce parking provisions where appropriate
- Allow for unbundled parking.

LU-12: Amend the zoning designation of the Larkspur ferry terminal parcel to a PD designation, consistent with the areas north of Sir Francis Drake Boulevard in the Larkspur Landing area.



## 5 ACCESS, CIRCULATION AND PARKING

As discussed in the Vision Chapter, this Plan takes an integrated land use and transportation approach which provides flexibility and monitors development so as to avoid or minimize traffic impacts.

This Access, Circulation and Parking Chapter includes enhancements to pedestrian and bicycle access and transit that will help to limit auto use in the station area. It also describes automobile circulation and parking management strategies. Circulation system recommendations are based on a “complete street” design strategy, which enhances safety, convenience, and mobility for all modes of travel. The Chapter includes the following sections:

- Integrated Land Use and Transportation Strategy
- Complete Streets
- Pedestrian and Bicycle Circulation
- Transit Service
- Parking Management
- Transportation Demand Management Program
- Access, Circulation and Parking Policy Recommendations



### INTEGRATED LAND USE / TRANSPORTATION STRATEGY

As discussed in the Vision Chapter of this report, discussions about the future of the station area addressed opportunities for new development that could provide additional transit ridership and a variety of community amenities such as enhanced parks and open space to provide a greater sense of community to the area. At the same time, concerns regarding existing traffic congestion on Sir Francis Drake Boulevard, and the likelihood of future development exacerbating these conditions, were a topic of considerable discussion.

Consequently, this Plan proposes a joint land use and transportation strategy. This approach allows new development while simultaneously:

- Implementing TDM measures and other strategies to limit vehicle trips,
- Working with regional and local agencies to make immediate improvements to streets and intersections to alleviate existing congestion, and
- Monitoring growth in vehicle trips and impacts on critical intersections and managing growth to limit or avoid entirely these potential impacts.

New land uses proposed in this Plan would generate additional traffic onto the congested roadway network during the peak travel periods. Although some roadway modifications in the station area are proposed for study by the Transportation Authority of Marin (TAM)<sup>1</sup>, it is unclear how much benefit they will provide to roadway congestion on Sir Francis Drake Boulevard. To reduce the impact of new vehicle traffic on the roadway network, this Plan proposes a TDM program and vehicle trip cap, as well as spot capacity enhancements along Sir Francis Drake Boulevard.

### SIR FRANCIS DRAKE BOULEVARD CAPACITY ENHANCEMENTS

The improvements recommended below would allow maintenance of existing traffic operations while improving pedestrian, bicycle, and transit amenities in the station area. These capacity enhancements have been previously proposed in adopted plans or projects and include the following measures:

- Work with Caltrans and the County of Marin to study adding a third eastbound through lane on Sir Francis Drake Boulevard approaching Eliseo Drive through to the U.S. 101 southbound on-ramp. These improvements are proposed to be studied as a part of the Transportation Authority of Marin proposed studies (TAM Reso. 2013-14).
- Stripe a third westbound through lane on Sir Francis Drake Boulevard approaching Larkspur Landing Circle (West) through to northbound U.S. 101 on-ramp. This improvement was proposed as a mitigation measure for the 2000 Larkspur Landing Circle traffic study, which was approved by the Larkspur City Council in 2003.
- Work with Caltrans and the County of Marin to retime the traffic signals between Eliseo Drive and Larkspur Landing Circle (East) to accommodate future traffic volumes. The traffic signals on Sir Francis Drake Boulevard were recently retimed as a part of a study completed by the MTC and County of Marin. The signal timings would need to be updated to accommodate the shift in traffic patterns due to the proposed land uses in this Plan.
- Coordinate with the City of San Rafael and Caltrans to study the feasibility of signalizing the intersection of Sir Francis Drake Boulevard and Anderson Drive. The San Rafael General Plan and 2000 Larkspur Landing Circle traffic study proposed a traffic signal at this location to improve traffic operations and mitigate future impacts.

<sup>1</sup> TAM Board of Commissioners Resolution 2013-14, approved September 26, 2013.

### TMA, VEHICLE TRIP CAP, AND TDM PROGRAM

Mixed-use, transit-oriented development such as that proposed in this Plan generates less traffic than traditional, suburban-type development. This Plan proposes the development of a transportation management association (TMA) to enable employers, developers, building owners, and government entities to work collectively to establish policies, programs, and services to assure that traffic generation complies with the vehicle trip cap, to promote travel by non-automobile modes, to address local transportation issues, and to foster economic development. It is anticipated that the TMA would be staffed initially by a public entity, such as the Transportation Authority of Marin, and that the City's share of the costs would be provided through grant funding. TMA participants would be required to fund annual TMA administration and management and share the costs of programs and services provided to participants.

The TMA would be quasi-public with the City having representation from both the Planning and Public Works Departments. It would conduct and coordinate annual trip generation monitoring, which would be paid for through the annual membership fees. The authority of the TMA would extend from the Conditions of Approval placed upon the project by the Planning Commission or City Council, and projects would be subject to subsequent review and action by the Planning Commission or City Council for failure to meet those Conditions of Approval. The TMA would market services and programs within the station area to encourage participation by existing uses such as the Marin Country Mart, the Larkspur ferry terminal, and other uses with high trip generation rates.

To further manage traffic generation, a Transportation Demand Management (TDM) program would be implemented in the station area. Consisting of strategies such as parking pricing, transit discounts, and shared parking, the TDM program would further limit the generation of vehicle trips by new development in the station area (see Transportation Demand Management section). The TMA would oversee TDM program implementation, arrange for shared parking, and coordinate with other agencies and stakeholders.

The vehicle trip cap would apply to weekday morning and afternoon peak traffic periods, as well as overall daily trips to limit the future increase in vehicle trips from the station area to no more than 10 percent above the current traffic generated by the station area<sup>2</sup>. In establishing the vehicle trip cap, the City should identify a proportional share of the 10 percent increase in traffic generation to each opportunity site so that traffic increases occur incrementally with each development. Traffic counts would periodically be taken by the TMA at the area's key vehicle entrances and exits to monitor traffic levels. The City would have the ability to independently review the traffic data. The TMA would be responsible for achieving compliance with the vehicle trip cap. If the trip cap levels are exceeded, additional development would not be permitted until traffic volumes decrease below cap levels. Potential monetary penalties could be applied.

The combination of TDM measures and the mixed use, transit-oriented development land uses called for in this Plan, would result in a shift of five to 10 percent of total trips generated by the station area from auto to non-auto modes between existing and future development. This would result in fewer vehicle trips generated per dwelling unit or 1,000 square feet of commercial space in the future compared to the existing land uses, ensuring that future development would be feasible while resulting vehicle trips would remain under the trip cap.

<sup>2</sup> The accompanying Draft EIR presents an analysis of existing and projected traffic generation.

## COMPLETE STREETS

Complete streets practices improve circulation for all modes by encouraging the design of streets with well-connected and comfortable sidewalks and bike paths, traffic calming measures to manage vehicle speeds, enhanced street crossings, and increased access to transit. Incomplete streets—those designed primarily for automobile access—can be a barrier in any community, particularly for people with disabilities, older adults, and children.

## ADOPTED COMPLETE STREET PLANS

Several adopted plans provide guidance on complete street design within the station area. The City of Larkspur has adopted a Complete Streets Policy and the updated General Plan will comply with Complete Streets requirements in all Elements, including Circulation. The Complete Streets Policy includes the following goals:

- Create and maintain a comprehensive and integrated complete street network that provides safe, comfortable, and convenient travel across the city.
- Maintain sensitivity to local conditions and needs in both residential and commercial neighborhoods to ensure a strong sense of place remains.
- Ensure complete streets practices are practiced as a routine part of everyday operations and are incorporated into all projects within the City.

Regional guidance on complete street design is provided by the Complete Streets policy adopted by the Metropolitan Transportation Commission (MTC). The Complete Streets policy adopted by the MTC requires projects applying for MTC grant funding to include accommodations for non-motorized users.

## COMPLETE STREET NETWORK

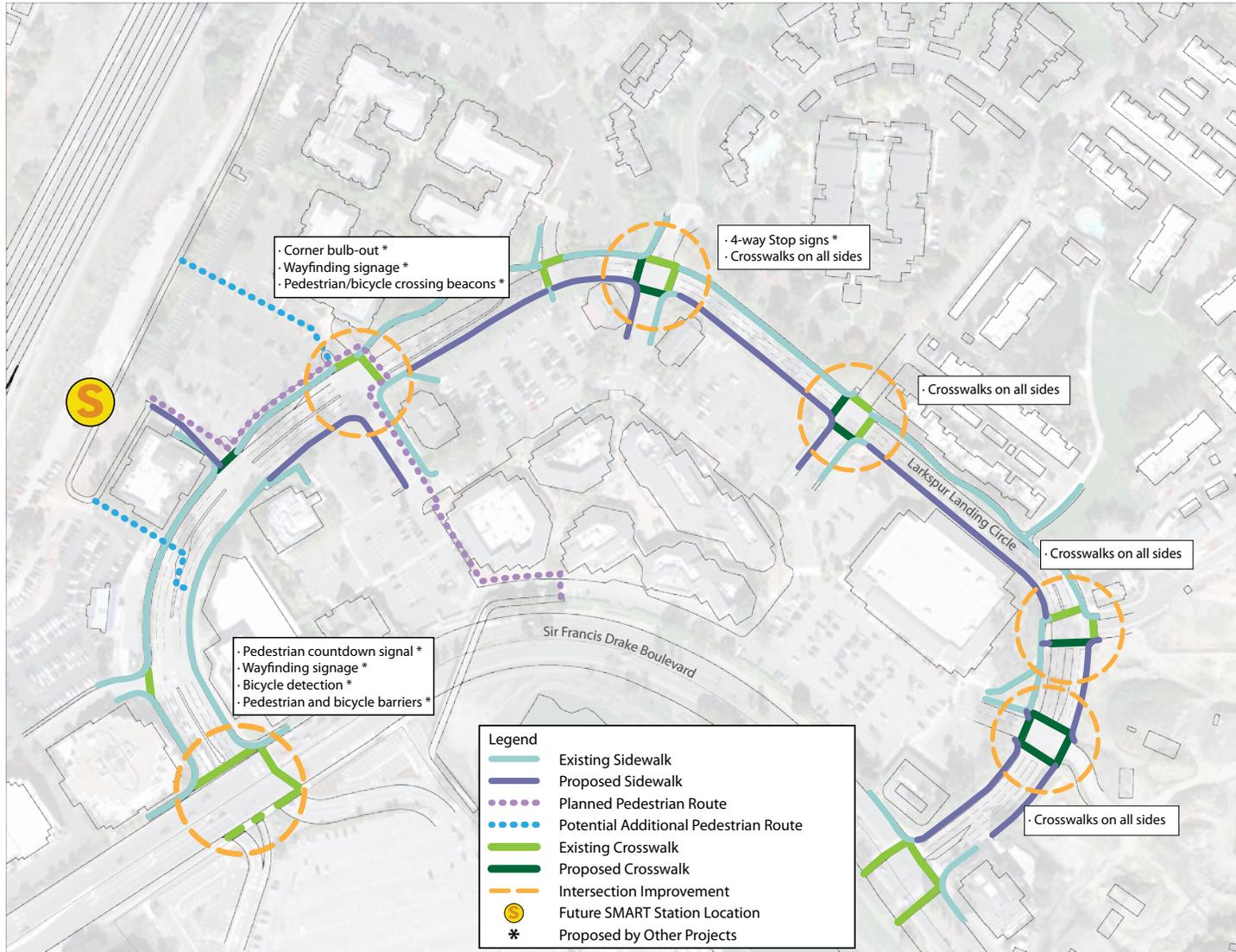
In the station area, primary public and private circulation routes occur on the following streets and pathways:

- Sir Francis Drake Boulevard
- Larkspur Landing Circle
- Redwood Highway
- Internal neighborhood lanes
- Pedestrian paths

This Plan includes complete street design treatments for all circulation routes in the station area. Figures 5.1 and 5.2 illustrate the existing and proposed linkages provided by trails, streets, and pedestrian walkways. This Plan recommends creating a complete street network for each roadway and pathway as described below.



**Figure 5.2:** Larkspur Landing Circle Intersection Improvements





*Sir Francis Drake Boulevard East (top) carries a large amount of traffic and creates a major barrier to pedestrian movement (top). Larkspur Landing Circle (bottom) provides access to many uses north of Sir Francis Drake Boulevard, including Marin Country Mart, Century Larkspur Landing Theater, various commercial and residential uses, the Marin Airporter, and the future SMART Station.*

### Sir Francis Drake Boulevard

Many improvements to Sir Francis Drake Boulevard included in this Plan are proposed by other plans or projects to enhance multi-modal connectivity on Sir Francis Drake Boulevard. These include new regional transit stops at the U.S. 101 and Sir Francis Drake Boulevard interchange, completing sidewalks and closing gaps in pedestrian pathways along Sir Francis Drake Boulevard, enhanced crossings of Sir Francis Drake Boulevard, new bicycle facilities along East Sir Francis Drake boulevard to Andersen Drive, and potential vehicle capacity improvements on East Sir Francis Drake Boulevard. These improvements are described in further depth in later sections. Other improvements such as installing on-street parking that meets appropriate criteria is not a safety hazard on the south side of the street that is not a safety hazard also needs to be studied.

In addition to the improvements proposed as a part of other projects, this Plan will enhance multi-modal connectivity on Sir Francis Drake Boulevard through the following improvements:

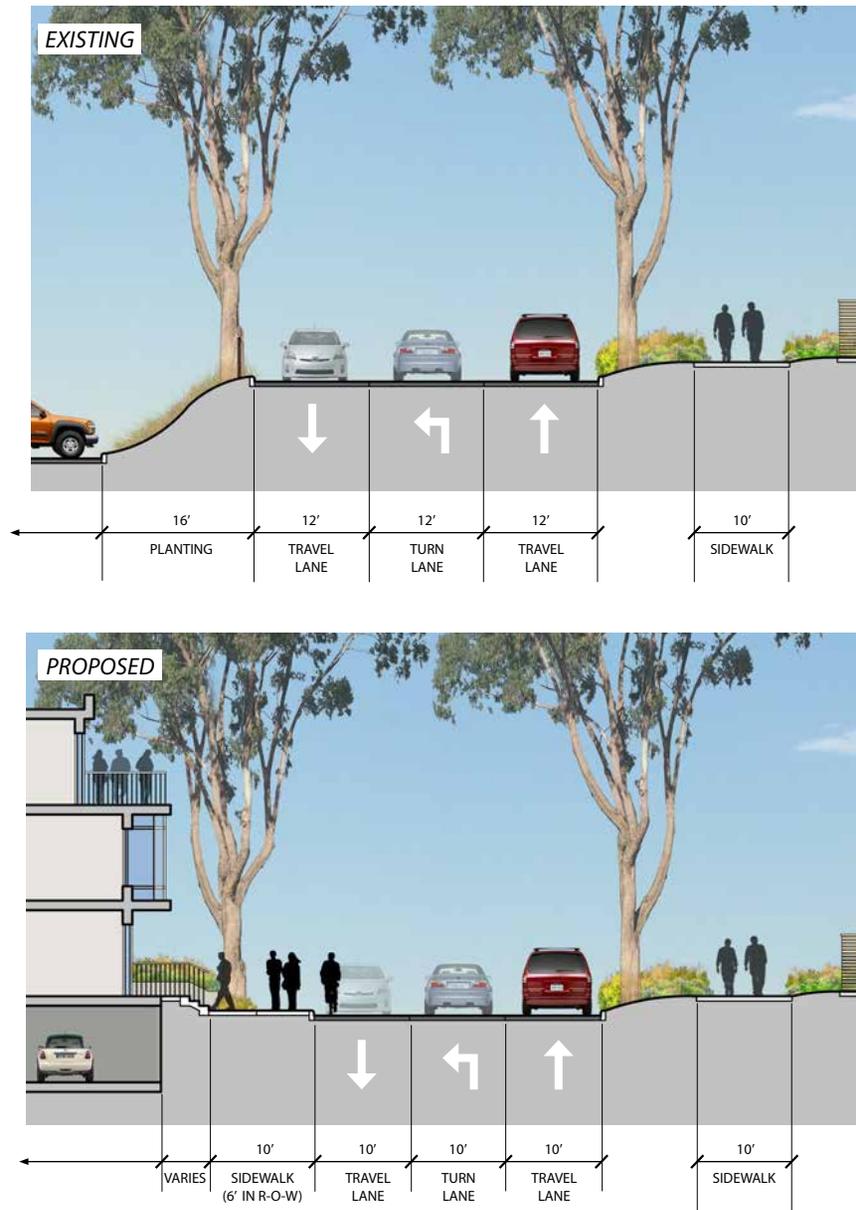
- Fill in missing sidewalk sections on the north side of the road near the eastern edge of the station area and just east of U.S. 101.
- Where feasible, add pedestrian amenities (seating, interpretive signage, lighting) to the multi-use trail along the south side of the road between the ferry terminal and Remillard Park.
- Ensure automobile circulation is not worsened under this Plan through spot roadway capacity improvements on Sir Francis Drake Boulevard as described in the Integrated Land Use / Transportation Strategy section.
- Study creation of safe on-street parking along the south side of Sir Francis Drake Boulevard.

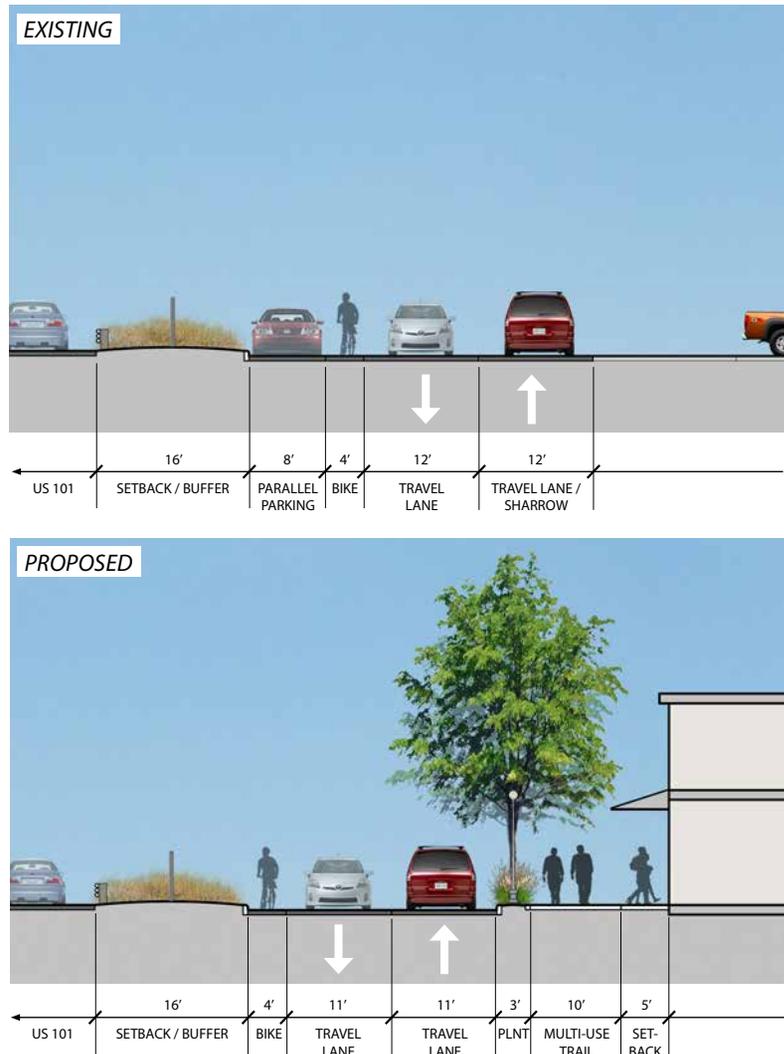
### Larkspur Landing Circle

This Plan proposes to enhance multi-modal connectivity on Larkspur Landing Circle through the following projects, shown on Figure 5.2:

- Complete missing sidewalks on Larkspur Landing Circle, providing a minimum of six feet in width within the public right-of-way and separating the pedestrian walkway from the roadway with a planting strip wherever possible.
  - On the north side of the street, improvements are needed at the east end to connect from Lincoln Village Circle to Sir Francis Drake Boulevard and to provide access to the Sanitary District parcel.
  - Sidewalks are missing on the entire south side of the circle with the exception of the far west extent. There is insufficient available width to accommodate sidewalks at present; however, as shown in Figure 5.3, a slight narrowing of travel lanes will allow for a 6-foot sidewalk within the right-of-way. With a reconfiguration of the parking lots for the Marin Country Mart or construction of residential units an additional four feet of sidewalk is recommended to achieve a total sidewalk width of 10 feet.
- Further study is needed to determine whether bicycle lanes could be added. This will require cooperation with the Marin Country Mart owner and possibly dedication of frontage. At a minimum use sharrows markings along the circle to indicate shared use of the roadway.
- Conduct further study to determine the feasibility of accommodating additional pedestrian routes between the Larkspur SMART station and the Larkspur Ferry Terminal.
- Provide additional crosswalks so that each intersection along the circle has four-way crossing indicators.
- Consider providing additional pedestrian and bicycle access routes to surrounding destinations as new development occurs.

**Figure 5.3:** Existing and Proposed Section of Larkspur Landing Circle at Serenity



**Figure 5.4:** Existing and Proposed Redwood Highway Section**Redwood Highway**

The Transportation Authority of Marin is studying several pedestrian and bicycle improvements along Redwood Highway including filling in sidewalk gaps, adding bicycle lanes, and widening the multi-use path along the northbound U.S. off-ramp over Corte Madera Creek. Though this Plan does not propose any changes in land use or encourage major new development in the Redwood Highway area, property owners may choose to improve their properties. This Plan includes the following goals for future transportation changes in the Redwood Highway area:

- Ensure an attractive and safe pedestrian environment in future development along Redwood Highway.
- Ensure that residents, employees and patrons have convenient access to both the east and west sides of U.S. 101 as well as connectivity between them.

Specific recommendations to enhance multi-modal connectivity on Redwood Highway are shown in Figure 5.4 and include:

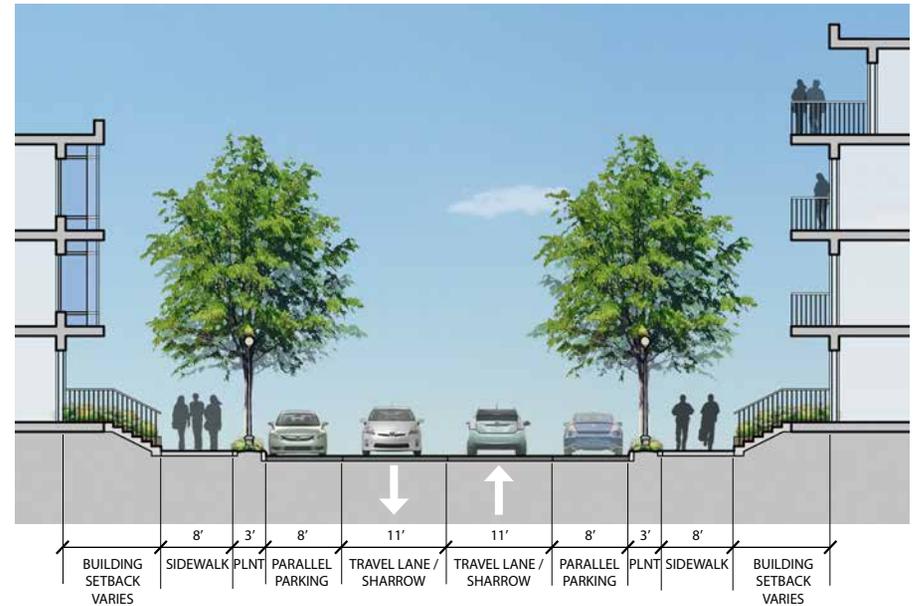
- Add sidewalks on the east side of Redwood Highway
- Complete bike lanes to Redwood Highway south of the U.S. 101 northbound off-ramp multi-use path to Wornum Drive.

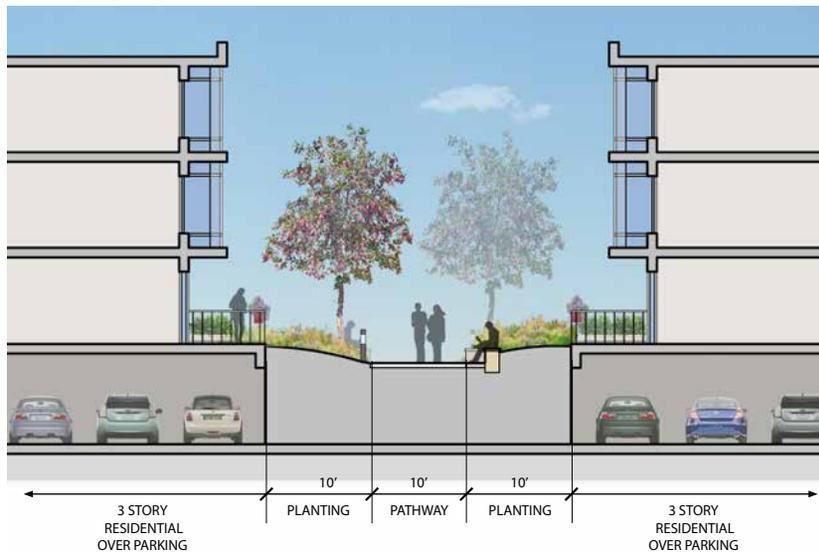
### Internal Neighborhood Lanes

Construction of new streets internal to private parcels will be required to provide access to new development for autos, service and emergency vehicles, bicyclists and pedestrians. In addition to new internal neighborhood streets that will accommodate pedestrians and bicyclists as well as vehicles, pedestrian lanes should be provided throughout new development areas. This Plan proposes to enhance multi-modal connectivity on new internal neighborhood lanes through the following measures:

- Design new streets with the minimum necessary roadway width in order to calm traffic but allow safe access by bicycles, pedestrians and autos.
- Design new streets with or without parking; dimensions for on-street parking are illustrated in Figure 5.5.
- Restrict new intersections along Larkspur Landing Circle
- Explore the provision of additional at-grade pedestrian and bicycle routes from the Larkspur SMART station to Sir Francis Drake Boulevard and the ferry terminal.
- Sidewalks at least six feet in width must be provided on all lanes separated from vehicular flow. Where sufficient width is available street trees and a park strip should be provided.
- Provide pedestrian-scaled lighting at 12-14 feet in height and at maximum 30 foot spacing.
- Provide safe and convenient bicycle parking

**Figure 5.5:** Section of Typical Internal Neighborhood Lane with On-Street Parking



**Figure 5.6:** Section of Typical Pedestrian Pathway**Pedestrian Pathways**

In addition to new internal neighborhood streets, dedicated pedestrian paths should be provided throughout new development areas. At present, pedestrians must often traverse parking lots and drive aisles to reach their destinations. Pedestrian lanes may be public, semi-public or private, and will allow convenient pedestrian movement within and through the station area, making access to transit, services and amenities more safe and convenient. Recommendations to enhance multi-modal connectivity through the new development include:

- Incorporate additional pedestrian paths throughout new development. These paths should establish a finer grain of safe pedestrian access to shopping, office and residential uses. Typical dimensions are illustrated in Figure 5.6.
- Separate adjoining residential uses from the pedestrian lane by slightly elevating the ground floor use or providing a private front courtyard for these residences.
- Provide periodic amenities such as seating.
- Lighting of the pathways should be low and unobtrusive. Lighting may be provided with bollards, incorporated into site walls, or on pedestrian-scaled (12-14 feet) light standards.
- Explore the provision of additional at-grade pedestrian and bicycle routes from the SMART station to Sir Francis Drake Boulevard and the ferry terminal.

### PEDESTRIAN AND BICYCLE CIRCULATION

Well-connected pedestrian and bicycle networks are vital components to livable communities, which thrive on multi-modal travel for all roadway users, regardless of age or ability. Existing pedestrian and bicycle circulation is accommodated through a network of on- and off-street pedestrian and bicycle facilities in the station area. These facilities include sidewalks, bicycle lanes, off-street multi-modal pathways, at grade crossings, and grade-separated crossings. Recommended practices that enhance the livability of all streets within and connecting to the station area include the following:

- Closing gaps in the pedestrian and bicycle networks.
- Creating accessibility guidelines.
- Improving signage and wayfinding.
- Providing convenient and secure bicycle parking.

These recommended practices are described in further depth in the following sub-sections. A discussion on bicycle parking is included in the subsequent Parking Management section.

### NETWORK GAP CLOSURE

The proposed improvements to close the gaps in the pedestrian and bicycle network are shown in Figures 5.7 and 5.8. Improvements proposed through other local and regional plans, are described below.

#### Larkspur Bicycle and Pedestrian Master Plan (City of Larkspur)

- Recommendations include improving the visibility of pedestrians around Sir Francis Drake Boulevard and local schools, providing secure bicycle parking at key destinations within the city, improving east-west connections across U.S. 101, and making bus facilities safer and more accessible to pedestrians.

#### Marin County Unincorporated Area Bicycle and Pedestrian Master Plan (County of Marin)

- Key recommended facilities include the north-south greenway, which would extend from the Golden Gate Bridge in the south to Sonoma County in the north, an east-west bikeway along Sir Francis Drake Boulevard, and the potential use of abandoned railroad tunnels and rights-of-way for multi-use paths.

#### Central Marin Ferry Connection (Transportation Authority of Marin, SMART, and City of Larkspur)

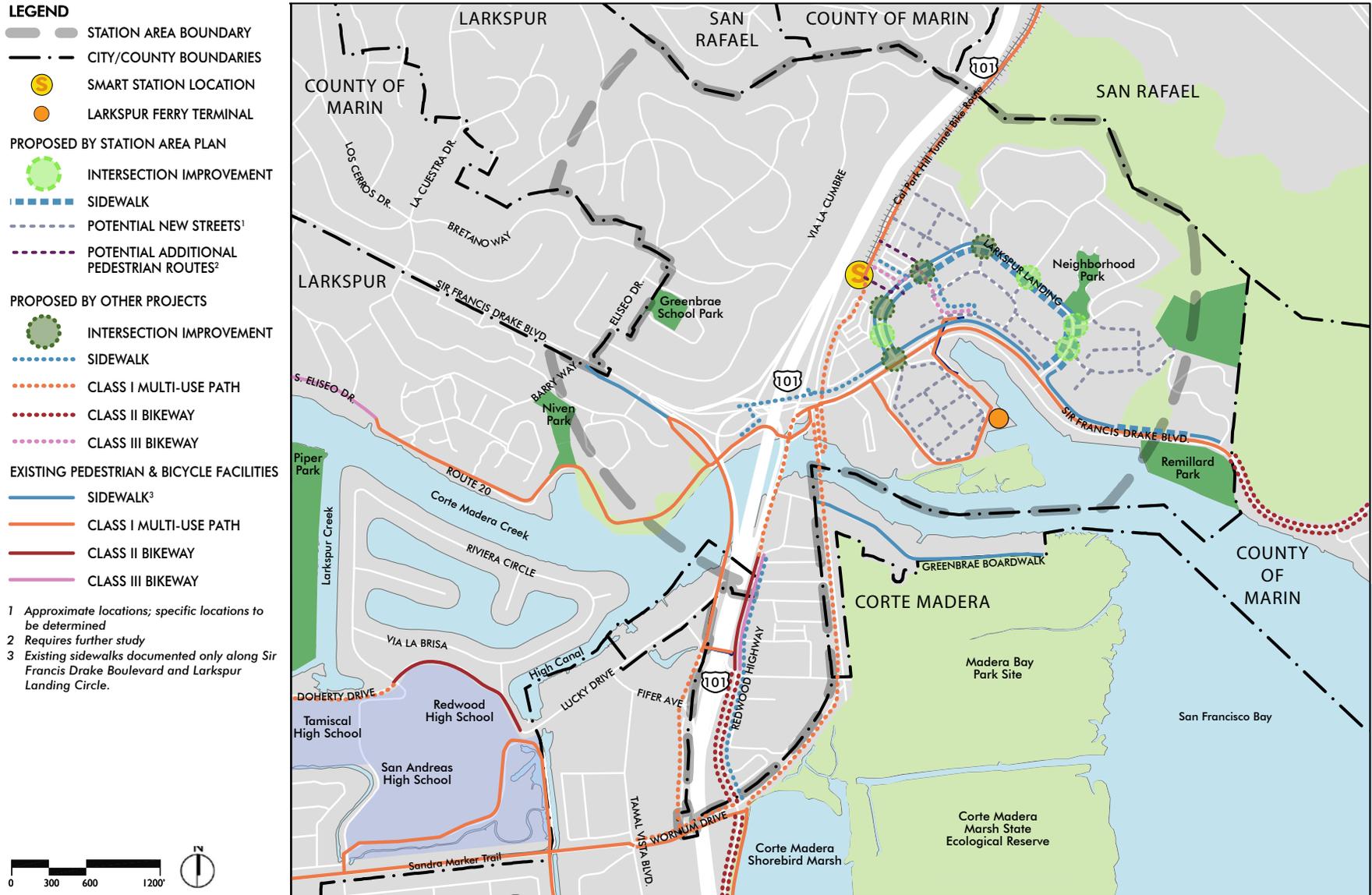
- Construct a pedestrian and bicycle bridge across Sir Francis Drake Boulevard to connect the southern terminus of the Cal Park Hill Tunnel to the south side of Sir Francis Drake Boulevard and the existing multi-use path. In November 2011, the Transportation Authority of Marin held an open house to solicit public input on the type of structure crossing over Sir Francis Drake Boulevard. The preferred design was the Warren Truss, which was accepted by TAM and the Larkspur City Council. This project is expected to begin construction in 2014.

#### San Quentin Bicycle and Pedestrian Access Study (County of Marin)

- Stripe new bicycle lanes or build a Class I multi-use path along Sir Francis Drake Boulevard between Larkspur Landing and Andersen Drive.
- Install a new signal or undercrossing at Sir Francis Drake Boulevard/Andersen Drive.



Figure 5.8: Existing and Proposed Bicycle Facilities



### **Cal Park Hill to Ferry Terminal Access Study (Transportation Authority of Marin)**

- Improve crossings across Sir Francis Drake Boulevard at Larkspur Landing Circle (West) through a pedestrian countdown signal, median refuge, wayfinding signage, and bicycle detection.

In addition to these approved plans, the following projects are currently under consideration for funding by the MTC.

### **Transportation Authority of Marin Proposed Studies (Transportation Authority of Marin)**

Per TAM Board of Commissioners Resolution 2013-14, TAM has recommended the following improvements to be funded by Regional Measure 2 funds:

- Create new regional and local bus stops at the Sir Francis Drake Boulevard/U.S. 101 interchange. Install new pedestrian friendly intersection improvements and access routes (including new sidewalks) to existing and new bus stop locations at Sir Francis Drake Boulevard.
- Widen the existing pedestrian and bicycle path along the northbound off-ramp to provide 10-12 foot Class I multi-use pathway.
- Conduct further study on Phase 2 of the Central Marin Ferry Connector to continue the structure in Phase 1 across the Corte Madera Creek and extend the multi-use pathway along the railroad right-of-way to Wornum Drive to connect with the existing multi-use trails at Wornum Drive and Redwood Highway.
- Construct a sidewalk on the east side of Redwood Highway between Wornum Drive and Industrial Way.
- Enhance pedestrian and bicycle crossings of U.S. 101 at Wornum Drive.

This Plan proposes additional improvements to pedestrian and bicycle circulation including new sidewalks, pedestrian amenities, and enhanced pedestrian crossings. In addition, several pedestrian routes are recommended for further study to connect the Larkspur SMART station with the Larkspur Ferry Terminal. These pedestrian routes face many issues to imple-

mentation including sight-distances between pedestrians and vehicles on Larkspur Landing Circle, ADA compliance, and private property concerns. The completion of these network gap closure projects will provide a network of pedestrian and bicycle routes throughout the station area.



## PEDESTRIAN ACCESSIBILITY RECOMMENDATIONS

A network of accessible routes is a critical component of any transit-supportive environment. This is particularly true for disabled and older residents and patrons who may desire to walk to destinations but need better accommodations on trails, sidewalks and pathways than the young or able-bodied need.

Figure 5.9 illustrates corridors within the station area that should be considered priority accessible paths of travel. These routes provide access to the major transit facilities in the station area and consist of slopes of less than 5%. They should be improved with controlled crosswalks, curb ramps, corner bulb-outs and medians, and clear signage. Accessibility improvements to Sir Francis Drake Boulevard, Larkspur Landing Circle, and other public streets will be the responsibility of the City or other public agencies. Accessible routes will also be needed on private properties. Recommendations with respect to accessibility include the following:

- Implement improvements along priority accessible paths of travel to ensure access to existing and planned transit facilities from surrounding areas.
- Provide accessible curb ramps, pedestrian scale lighting, and crossing technology at street crossings to enhance visibility of pedestrians.
- Shorten crossing distances with corner bulb outs and medians.
- Accommodate a diverse demographic by providing seating, lighting, and accessible paving materials.
- Provide pedestrian walkways through parking areas.
- Integrate traffic calming elements along accessible routes to ensure pedestrian safety.
- Ensure that any senior housing or housing specifically for the disabled is located in close proximity to convenient pedestrian walkways and connections to services and amenities, particularly the Marin Country Mart and transit (ferry, SMART and bus).



*Crosswalk signals (top left) and lighting (top right) can make crossings safer for all users. Accessible curb cuts (bottom) should be installed at street crossings, and dedicated pedestrian lanes should be provided through parking areas.*

### SIGNAGE AND WAYFINDING

Throughout the area, there is intermittent signage directing pedestrians and bicyclists to destinations. Incorporating both wayfinding and interpretive signage would enhance pedestrian and bicycle connectivity within Larkspur Landing and the Larkspur SMART station. Guidelines and strategies for signage and wayfinding are described in Chapter 5 –Design Guidelines.

### TRANSIT SERVICE

This Plan will increase future transit ridership due to a combination of increased land uses and the addition of the SMART train. New residential development in the station area has the highest potential to increase transit ridership due to the accessibility of jobs within walking distance of these transit routes. The SMART EIR found that approximately 400 daily transit trips are forecasted to use the new Larkspur SMART station. The Draft Larkspur SMART Station Area Plan EIR found that the land uses proposed in this Plan will generate 600 to 700 new daily transit riders. These transit riders will use a mix of the new SMART train, GGBHTD bus service, and the Larkspur Ferry Terminal.

### PARKING MANAGEMENT

Existing parking conditions were reviewed throughout the station area to determine existing parking supply and demand. This Plan will increase parking demand in the station area due to the increased land uses. The existing parking conditions were reviewed to assist with developing estimates of future parking demand and require parking supply. This section summarizes the assessment of existing parking conditions, estimates future demand based on the characteristics of the Larkspur SMART station and Larkspur Landing, and recommended parking management measures to minimize the amount of required parking in the station area.

### PARKING MANAGEMENT PLAN

As recommended in this Plan, amending parking requirements in the Larkspur municipal code will reduce parking demand by providing alternative

options to car ownership and driving for residents, employees and visitors. Reduced parking requirements support Station Area Plan goals by reducing infrastructure costs to build parking, minimizing the amount of land used by parking, and reducing the burden on the local roadway network.

### Parking Demand Reduction Measures

The retail and office uses within the existing station area currently generate less parking demand than similar uses in a typical suburban site. This parking demand rates presented in Table 5.1 represent the existing levels of multi-modal accessibility and mix of uses. This Plan will increase multi-modal accessibility and transit supportive land uses in the station area, reducing the overall parking demand below the existing rates shown in Table 5.1.

Successful implementation of this Plan will include minimizing the amount of desired parking by residents, employees, and visitors to the station area. This will require the support of parking strategies that focus on incentivizing transit and non-motorized modes through transportation demand management measures. This Plan includes the following parking management measures to reduce parking demand in the station area:

1. Encourage Alternative Modes (as described in the Transportation Demand Management Section).
2. Require unbundled parking (separating the cost of parking in lease agreements with tenants, as described in further depth in the Transportation Demand Management section) for offices and housing units to create more affordable live and work spaces, encourage developers to build less parking, and make the price of parking more transparent.
3. Implement parking pricing for all on- and off-street short-term parking:
  - Charge for all on-street parking within Larkspur Landing.
  - Coordinate off- and on-street parking prices.
  - If feasible, set a variable market price for parking to ensure 15% vacancy at all times, thereby reducing cruising for park-

ing and air pollution, and encouraging visitors to local businesses. This includes varying parking by time of day and proximity to destination.

- Include a premium for parking closest to the ferry terminal.
  - Implement companion parking technologies (pay by cell phone, etc.) and parking informational brochure, website, and wayfinding signs.
4. Coordinate with the Golden Gate Bridge Highway and Transportation District to implement parking management policies and programs at the Larkspur ferry terminal to reduce parking demand at the terminal.
  5. Employ these complementary measures to parking pricing programs:
    - Create residential parking permit zones on residential-only streets to prevent parking spillover into residential neighborhoods.
    - Return the parking revenue to the district by establishing Parking Benefit Districts.
    - Enforce parking cash-out programs if employers offer subsidized parking to employees.

### Parking Supply Requirements

Parking supply requirements are based on the parking demand for the proposed land uses. At development sites where opportunities for shared parking between land uses are available, the required parking supply for the station area can be reduced.

To determine the recommended parking requirements for this Plan, the parking demand ratios were adjusted to a desired 85 percent occupancy level for commercial uses, reflecting the public's perception that a parking facility is "full" when 85 percent of the spaces are utilized. This results in requirements of 2.6 per 1,000 square feet (KSF) for office uses and 4.4 per KSF for retail uses to satisfy the existing demand levels. Table 5.2 shows the required amount of parking for each type of land use per the Larkspur Municipal Code and for the Plan. These supply rates are 12 to 35 percent lower than the required parking ratios provided in the Larkspur Municipal Code.

**Table 5.1: Existing Parking Demand Rates**

Land Use	Existing Parking Demand Rates	Typical Suburban Site <sup>2</sup>
Residential	1.6 per unit	1.6 per unit
Marin Country Mart	3.7 per KSF	3.8 per KSF
Offices	2.2 per KSF	2.8 per KSF

Notes:

1. Based on Institute of Transportation Engineers (ITE) Parking Generation, 4th Edition.
2. Based on parking surveys completed in September 2012. Rates are shown per "occupied KSF" at the time of the parking surveys.

Source: Fehr & Peers, November 2012.

Opportunities for shared parking arrangements arise as different land uses have peak parking demand at different times of the day. For example, commercial land uses (retail and office) have the peak parking demand during the middle of the day on weekdays, while residential land uses have their peak parking demand overnight. The Urban Land Institute's (ULI) Shared Parking Model determines the maximum shared parking demand on a weekday or weekend for a mix of land uses.

The peak parking demand will occur during the weekday mid-day period at all of the development sites period with the following exceptions:

- Marin Country Mart – Similar to the existing counts, the maximum retail parking demand will occur during the weekend mid-day. However, as excess supply will be available on the weekends at the adjacent development sites (Larkspur Landing Offices and Ferry Terminal), shared parking arrangements between development sites will allow overflow weekend retail parking demand to be accommodated at these sites. As a result, the parking supply at the Marin Country Mart should be designed to accommodate the weekday (and not weekend) peak parking demand.
- Sanitary District – The maximum parking demand will occur overnight when residential and hotel parking demand is the highest. Therefore, the parking supply should be designed to accommodate the overnight parking demand.

Based on the peak shared parking demand, recommended parking rates were determined for each of the development sites and are shown in Table 5.3. The Sanitary District will require a higher residential parking ratio as it includes primarily residential uses with limited opportunities for shared parking.

This Plan includes the following measures to manage and reduce the overall parking supply in the station area:

1. Reduce off-street parking requirements:
  - Take advantage of shared-parking opportunities generated by mixed use development and the ferry terminal.
  - Amend the City of Larkspur Municipal code to match the off-street parking maximums shown in Table 5.3.
  - Allow developers to pay in-lieu fees to reduce parking provisions where appropriate.
2. Develop a parking management strategy:
  - Designate areas for short- and long-term parking
  - Employ innovative payment, information and monitoring technologies including:
    - Offer “parking debit cards” or cell phone payment options at metered parking.
    - Coordinate off- and on-street parking availability via real-time message boards and mobile applications.
3. Where feasible, construct parking garages instead of parking lots. Avoid surrounding the transit station with surface parking:
  - Give developers flexibility to create space-efficient parking through the use of tandem, valet, and stacked mechanical parking.
  - Include ground floor retail to integrate parking structures into the neighborhood design and pedestrian realm.
4. Market the parking supply strategy by providing a brochure with parking locations and information on alternative transportation options.

**Table 5.2:** City of Larkspur and Station Area Plan Off-Street Parking Requirements

Land Use	Larkspur Municipal Code (Chapter 18.56)					Station Area Plan
	Unit Type	Rental	Condo	Guest Pkg <sup>1</sup>	Range of Parking Ratios	Parking Ratios <sup>2</sup>
(A) Multi-family Residential (for large complexes in Station Area)	Studio & 1-Bedroom	1 per unit	1 per unit	0.25 to 0.5 per unit	1.25 to 3 per unit	1.1 to 1.6 per unit
	2-Bedroom	1.5 per unit	2 per unit			
	3-Bedroom	2 per unit	2.5 per unit			
	4-Bedroom	2 per unit	2.5 per unit			
(C) General Retail					5 per KSF	4.4 per 1,000 sf
(F) Office					4 per 1,000 sf	2.6 per 1,000 sf

Notes:

1. Guest parking is allowed to include on-street parking if it is available adjacent to the building which it serves. However, there is limited on-street parking in the Station Area.
2. Assumes 85 percent occupancy level for commercial uses. Residential parking requirements can be lowered when there are opportunities for shared parking.

**Table 5.3:** Proposed Parking Rates

Development Site	Residential (per unit)	Retail (per 1,000 SF)	Office (per 1,000 SF)	Hotel (per room)
Sanitary District Site	1.6	—	— <sup>1</sup>	1.1
All Other Development Sites	1.1	4.4	2.6	—

- Provide on-street parking where possible (Note: this is often a product of reduced block sizes and enhanced pedestrian connections). Consider back-in or regular angled parking where feasible to maximize on-street parking opportunities.

## BICYCLE PARKING

To enhance the viability of bicycle travel to and from the station area, this Plan includes minimum requirements for bicycle parking for all new developments. Desirable bicycle parking ranges from short-term parking amenities, such as bicycle racks in highly visible and secure locations near building entrances, to long-term parking facilities where bicycles are either locked individually (lockers) or with limited access (cages). The only existing secure bicycle parking within the station area is currently provided within the Larkspur Ferry Terminal. As land uses develop and bicycle routes expand, it will be essential to provide safe and convenient places to store bicycles throughout the station area. Because bicycling is much faster than walking, bicycle trips expand the area accessible without a car. Three main strategies support this:

- Provide bicycle parking and supporting facility requirements such as showers and lockers for new developments;
- Consider in-street bicycle corrals to reduce sidewalk clutter, especially at high demand locations; and
- Consider expanding MTC's bike share program to Larkspur

Chapter 18.56.140 of the City of Larkspur Municipal Code currently requires short-term and long-term bicycle parking at a rate of five percent of automobile parking spaces. This Plan will increase those requirements to 10 percent for short-term parking, as shown in Table 5.4. Long-term requirements vary according to land uses. In some locations where less vehicle parking is provided, more than 10 percent of automobile parking spaces may be beneficial, and short- and long-term bicycle parking could reduce the amount of automobile parking required. The City of Larkspur Municipal Code also provides design and location guidelines for short- and long-term bicycle parking which will be applicable for this Plan.

**Table 5.4: Station Area Plan Bicycle Parking Requirements**

Type of Activity	Long-term Requirement <sup>1</sup>	Short-term Requirement <sup>1</sup>
<b>Residential - Multi-family Dwelling</b>		
With private garage for each unit (a private locked storage unit may be considered a private garage if a bicycle can fit into it)	No spaces required	0.10 spaces for each bedroom. Minimum is 2 spaces.
Without private garage for each unit	0.5 spaces for each bedroom. Minimum is 2 spaces.	0.10 spaces for each bedroom. Minimum is 2 spaces.
Senior Housing	0.5 spaces for each bedroom. Minimum is 2 spaces.	0.10 spaces for each bedroom. Minimum is 2 spaces.
<b>Public Transportation</b>		
Rail/bus terminals and stations./airports	Spaces for 7% of projected a.m. peak period daily ridership.	Spaces for 2% of projected a.m. peak period daily ridership.
<b>Commercial</b>		
General Retail	1 space for each 10,000 sf of floor area. Minimum requirement is 2 spaces.	1 space for each 20,000 sf of floor area. Minimum requirement is 2 spaces.
Office	1 space for each 10,000 sf of floor area. Minimum requirement is 2 spaces.	1 space for each 20,000 sf of floor area. Minimum requirement is 2 spaces.
Off-street parking lots and garages available to the general public either without charge or on a fee basis	1 space for each 20 automobile spaces. Minimum requirement is 2 spaces. Unattended surface parking lots excepted.	Minimum of 6 spaces or 1 to 10 auto spaces. Unattended surface parking lots excepted.

Note:

1. Long-term parking is for parking duration of greater than two hours, i.e. for parking at home, work, or a transit station. Long-term parking requires supervised or unsupervised cages, lockers or racks in secure areas. Short-term parking is for a parking duration of less than two hours, i.e. for commercial or retail, healthcare, parks and recreation areas, and community centers. Short-term parking can be simple bicycle racks, and should be in a convenient location and easy to use.

Source: Based on the *Bicycle Parking Guidelines, 2nd Edition*, Association of Pedestrian and Bicycle Professionals (APBP) 2010; Fehr & Peers, September 2013.

### **TRANSPORTATION DEMAND MANAGEMENT PROGRAM**

This Plan includes a suite of Transportation Demand Management (TDM) strategies to reduce peak single-occupancy vehicle trips and encourage use of transit, walking, and biking as transportation modes. These strategies can significantly enhance mobility for people accessing the station area and will require close coordination among multiple agencies, including the GGBHTD, Transportation Authority of Marin, County of Marin, and Caltrans. These TDM strategies will be most effective when they are provided for all user groups in the station area, including residents, employees, shoppers, and transit riders. A vehicle trip cap will monitor effectiveness of the TDM program and the traffic generated from the station area. The TDM program and vehicle trip cap will be managed through the proposed transportation management association (TMA).

### **TDM COORDINATOR**

Hire an on-site TDM Coordinator to manage and promote TDM programs and oversee monitoring to determine program effectiveness. A TDM Coordinator provides information via flyers, posters, e-mail, and educational programs regarding non-auto access and circulation options. The TDM Coordinator's role may also include actively marketing alternative mode use, or administering a neighborhood ridematching program. A TDM Coordinator could also help implement or support the following parking and vehicle management strategies described in this section.

### **NEIGHBORHOOD ECOPASS**

Provide a transit subsidy ("commuter check" or "EcoPass") to all residents and employees. This program will reduce the cost of using transit service to access the station area.

### **NEIGHBORHOOD RIDEMATCHING AND RIDESHARING**

Carpools consist of two or more people riding in one vehicle for commute purposes. A vanpool consists of seven to 15 passengers, including the driver, and the vehicle is either owned by one of the vanpoolers or their employer or leased by a vanpool rental company. Carpools and vanpool formations

often require ridematching assistance. Neighborhood carpooling could be incentivized through priority parking at the Larkspur SMART station and ferry terminal, and through transit fare reductions. Additionally, the Guaranteed Ride Home program (see below) will provide an insurance plan to those hesitant to join carpools for concerns of being unable to respond to an emergency, sick child, or other issue. To facilitate the formation of carpools, a TDM coordinator will administer an on-site carpool and vanpool matching service for commuters and maintain a list of available vanpools that provide service between the station area and various residential neighborhoods. The coordinator could also direct patrons to the 511.org Ride-share website to access additional ridematching services.

### **ATTENDED PARKING**

Attended parking employs the service of a parking attendant who organizes efficient parking based on arrival and departure times. This strategy is well-suited for the ferry terminal, SMART station, and Larkspur Landing offices, where arrivals and departures come in "waves" with ample time during the day to re-arrange vehicles for efficient storage and exiting. Unlike valet parking, where a valet parks a vehicle on arrival and retrieves the vehicle on departure, attended parking relies on organized parking queues and is not intended as a luxury service. Drivers typically park and retrieve their own vehicles. A significant benefit of attended parking is the ability to utilize more capacity in a parking area.

### **PREFERENTIAL PARKING FOR VANPOOL OR CARPOOL**

Reserve convenient parking spaces for high-occupancy vehicles (HOVs) to encourage ridesharing. Preferential spaces could be striped and signed at a low cost. By implementing this strategy with attended parking, there will be minimal enforcement costs. Complementary strategies such as a Guaranteed Ride Home program and a ridematching program will further encourage ridesharing.

### TRANSIT DISCOUNTS FOR CARPOOLS OR VANPOOLS

In addition to preferential parking for carpools and vanpools, SMART or ferry terminal patrons commuting via carpool or vanpool may receive subsidized transit travel as an additional incentive. HOV discounts for ferry or SMART fares will require significant monitoring and enforcement to prevent abuse of the system. This could be a responsibility of a TDM Coordinator who could issue the discounted fares.

### UNBUNDLED, SHARED PARKING

The cost of parking is often “hidden” within the rent or purchase price of a residential or commercial unit. When parking is unbundled, parking spaces may be rented or sold separately rather than automatically included with the building space. Unbundling parking can also make housing more affordable for lower income households by providing the option of paying for housing without also paying for parking (if the household chooses not to or does not have a vehicle). Companion strategies of prohibiting street parking overnight, charging market rates for on street parking, and selling limited residential parking permits are often necessary to prevent spillover effects. Unbundled parking can also complement car-sharing programs. Unbundling parking is more equitable and efficient and it has been shown to reduce the total amount of parking required for a building when alternatives to driving are available in the area. Where parking provisions are not reduced, excess parking may be used as shared parking in mixed-use developments. Shared parking maximizes the use of parking facilities by making parking available for several land uses, especially those that have different time-of-day parking requirements. A potential shared parking scheme could include the following:

- Parking spaces are sold separately from units, with the total parking supply equal to the amount described in the Parking Management section;
- Surplus residential or employee parking is leased to SMART or ferry terminal patrons at market rates (on a monthly basis to control the population of users with access to the residential parking area); this program could be managed by a TDM Coordinator or by SMART and GGT; and

- Available spaces are provided to residents first upon turnover should their parking needs change.

### BICYCLE PARKING

Integrate bicycle parking and support facilities, including signage and wayfinding, primarily to reduce vehicle trips within Larkspur and neighboring communities. Bicycle parking strategies for convenient and secure on-street and off-street parking can make bicycling to the station area more appealing. Bicycle parking strategies are discussed in the Parking Management section.

### CARSHARING

Recruit and make provisions for carshare programs and neighborhood electric vehicle programs to reduce the need to have a car on site for occasional use. Membership fees typically include insurance, fuel, and maintenance costs and may be paid on a per-hour or mile basis. Carsharing can be an alternative to car ownership or may encourage households within the station area to “shed” an extra car, or employees to take transit to the site knowing that they will have vehicles available if needed. Carsharing could complement other strategies such as unbundled parking or parking permits for residents and discounted transit passes and parking cash-out for employees.

### ADDITIONAL STRATEGIES

- Improved wayfinding and signage
- Station branding and visibility
- Station area maps
- Variable real-time message signs (e.g., for parking)
- Information kiosks and booths
- Provide a transit subsidy (“commuter check” or “EcoPass”) to all residents and employees.

## ACCESS, CIRCULATION AND PARKING POLICY RECOMMENDATIONS

The Integrated Land Use and Transportation Strategy at the heart of this Plan requires that land use decisions and transportation management go hand-in-hand through the life of the Plan. The Land Use Policy Recommendations and these policy recommendations should be considered together and approached in a coordinated manner.

ACP-1: The Circulation Element of the General Plan should be amended to address the City's intent to implement a Transportation Management Association and Trip Cap program that would apply to the station area. Participation in the TMA shall be required for all new development within the station area, and shall be strongly encouraged for all existing development within the station area. The vehicle trip cap program should include assessment of baseline data and annual monitoring of conditions as a means of managing development within the station area. The City should identify a proportional share of the 10 percent increase in traffic generation to each opportunity site so that traffic increase occur incrementally with each development.

ACP-2: Limit the future increase in vehicle trips from the station area to no more than 10 percent above the current traffic generated by the station area. Development that generates trips exceeding this trip cap should not be permitted until traffic improvements and TDM measures can reduce trip generation to this level.

ACP-3: Amend the existing Trip Reduction Ordinance (LMC 18.13) to update program policies and ensure it adequately incorporates the Transportation Demand Management strategies proposed by this Plan.

ACP-4: All development projects within the station area should be required to submit a trip reduction and parking management plan as part of the development application. The zoning code should be modified to establish a threshold defining projects such as remodeling

or additions to existing development within the station area that trigger comprehensive TDM requirements.

ACP-5: Work with SMART and GGBHTD to study an alternative location for the Larkspur SMART station in the vicinity of the ferry terminal.

ACP-6: In order to address existing traffic constraints, amend the Circulation Element of the General Plan to emphasize the City's intent to work with appropriate agencies to implement the following traffic improvements to Sir Francis Drake Boulevard.:

- Add a third eastbound through lane approaching Eliseo Drive through to the US 101 southbound on-ramp.
- Stripe a third westbound through lane approaching Larkspur Landing Circle (West) through to northbound US 101 on-ramp.
- Work with Caltrans and the County of Marin to improve and re-time traffic signals between Eliseo Drive and Larkspur Landing Circle (East) to more effectively accommodate future traffic volumes.
- Work with the City of San Rafael to study the feasibility of signalizing the intersection at Anderson Drive or consider alternate design solutions to improve traffic flow at that intersection.

ACP-7: Amend the Circulation Element of the General Plan to require Complete Streets improvements, as described in this Plan, to streets within the station area, to support pedestrian, bicycle and transit use in the station area, including:

- Improvements to Sir Francis Drake Boulevard such as extending sidewalks and improving the Remillard Park trail.
- Improvements to Larkspur Landing Circle including adding missing sidewalks, adding bicycle lanes if feasible, and adding complete crosswalks at all intersections.

- Along Redwood Highway, implement pedestrian improvements such as sidewalks, crosswalks and bicycle lanes to ensure safe multi-modal access.
- Require new lanes within development areas to be designed to calm traffic while providing adequately scaled sidewalks and pedestrian and bicycle amenities.
- Ensure that a fine grain of pedestrian walkways are provided throughout existing and new development to encourage walking to destinations within the station area and to transit facilities.

ACP-8: Ensure accessibility to pedestrians of all abilities, including seniors and the disabled, by implementing improvements described in this Plan on priority accessible paths of travel.

ACP-9: Incorporate standards and guidelines for street designs and improvements included in this Plan (e.g., to Larkspur Landing Circle) into capital planning and the General Plan.

ACP-10: Retain language in the General Plan that supports local and regional efforts to improvement pedestrian and bicycle circulation and facilities.

ACP-11: Retain language in the General Plan that supports working with Marin Airporter to ensure retention of this important service in the Larkspur Landing area.

ACP-12: Amend Chapter 18.56 of the Larkspur Municipal Code to reflect required parking ratios for new land use designations identified in the Station Area Plan.

ACP-13: Coordinate with GGBHTD to identify and manage ferry-related parking on site or in off-site locations, including opportunities for shared parking.



## 6 URBAN DESIGN GUIDELINES



This chapter establishes Urban Design Guidelines intended to enhance the character, livability, and nature of the public and private realms of the station area and discusses the area's existing character and the direction for the design of future improvements and development. The Urban Design Guidelines respond to the vision for this neighborhood, that the area be transit-supportive but at the same time capture and maintain the unique scale and quality of life that distinguishes Larkspur.

The guidelines provided in this chapter add context to the Land Use and Transportation sections of this report and will aid property owners, residents, tenants, the broader community, and decision-makers in considering proposals for change in the station area. The guidelines address five topics:

- Guiding Principles
- Urban Design Zones
- Building and Site Design
- Public Environment

## GUIDING PRINCIPLES

The Station Area Plan envisions reinforcing and enhancing the nature of the station area as a vibrant mixed-use neighborhood. Downtown Larkspur has historically been and is still characterized by a mix of retail, office, and residential uses in a comfortable pedestrian environment. The station area is the only other significant mixed use area in Larkspur. Like the downtown, the station area supports restaurants, stores, coffee and hosts special events and has the added benefit of easy connections to a variety of transit modes..

Discussions with the CAC, community and stakeholders have resulted in the following key principles to guide future development in the station area to reinforce this special character:

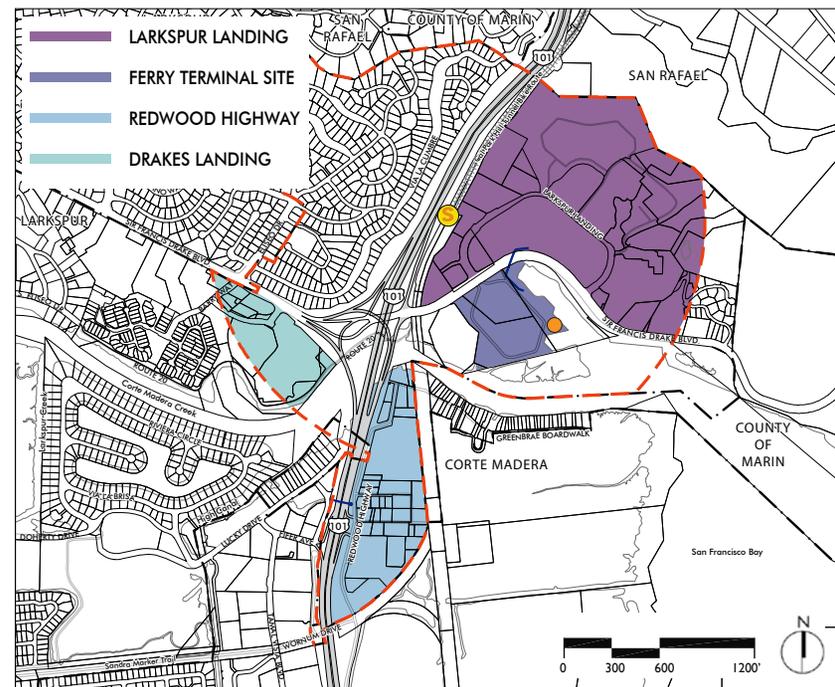
- Reinforce and enhance the station area's character as a vibrant mixed-use neighborhood, complementing Larkspur's unique built and natural environment.
- Create a safe, convenient, and enjoyable pedestrian environment.
- Ensure that building scale is appropriate to context and building massing, alignment, and heights are varied.
- Preserve or enhance views to the surrounding water and hillside features and take advantage of the station area's topography to site development so as to not block or degrade views.
- Leverage the opportunity for the station area to serve as a gateway to Larkspur along the Sir Francis Drake Boulevard corridor and a gateway to Marin and Sonoma as the initial station on the SMART route.

## URBAN DESIGN ZONES

There are four geographic zones within the station area which have a particular character that should result in somewhat different approaches to site planning, and building and site design. These design zones, illustrated in Figure 6.1, are:

- Larkspur Landing
- The Larkspur Ferry Terminal Site
- Redwood Highway
- Drake's Landing.

**Figure 6.1:** Design Zones



## LARKSPUR LANDING

Larkspur Landing consists of the mix of properties and uses north of Sir Francis Drake Boulevard, east of U.S. 101, within the station area. Today, the area includes residential, office, retail, transit (Marin Airporter), and entertainment (cinema) uses, as well as a limited amount of publicly accessible park space. At the same time, there is a preponderance of surface parking lots in the area, and many buildings are surrounding by these lots, which detracts from and discourages pedestrian access and walkability. Buildings in the area range from one to five floors in height, with most in the two to three floor range.

This area immediately adjoins the planned SMART station, which lies at the edge of U.S. 101 and which will adjoin the rail tracks, about 15 feet above the nearest use or parking.

As discussed in the Land Use section of this Plan, there are a number of potential development sites within this area, generally corresponding to existing surface lots. In some cases it may someday be financially feasible to replace existing structures with entirely new development.

From a design point of view, an important characteristic of the area is its geographic/topographic form: on the north the site backs up to a large embankment and hillside which protects it from view from most directions. The site slopes down to the edge along Sir Francis Drake Boulevard, which is approximately 15 feet above the street at its highest point near the pedestrian bridge that links the area to the ferry terminal site. This site topography provides opportunities to sensitively site taller buildings adjacent to the taller landforms.



*The Marin Country Mart (top), a collection of 1- and 2-story buildings, is a lively regional retail destination with boutique shops, a Bed, Bath & Beyond, and offices. The Courtyard Marriott (bottom) is a successful hotel located just north of Larkspur Landing Circle.*



*The Larkspur Landing design zone has a mix of uses, including (clockwise from upper left): the Larkspur Landing Offices, Serenity at Larkspur Landing rental apartments, and the Marin AirPorter transit service. A large amount of space is dedicated to surface parking.*

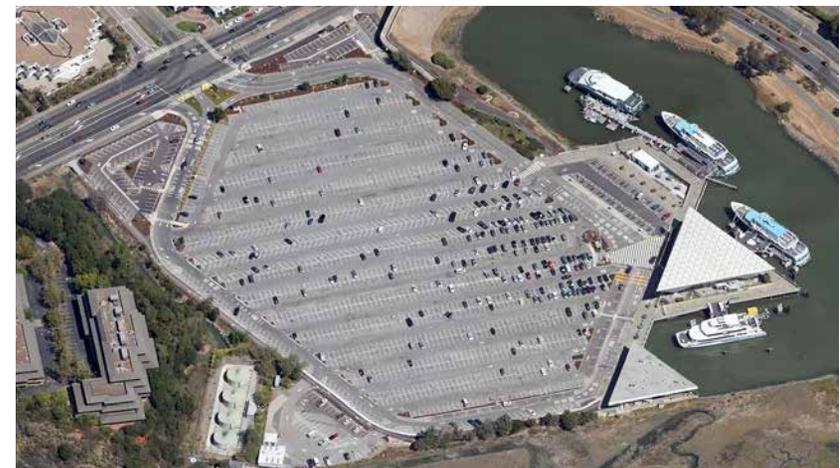
## LARKSPUR FERRY TERMINAL

Owned and operated by the Golden Gate Bridge and Highway District, the ferry terminal site is a flat, approximately 17-acre site which accommodates an 1,800 car surface parking lot, the ferry terminal itself (ticketing, waiting, office and support spaces), and general maintenance and support areas. The parking lot is filled to capacity by 10:00 am and throughout the day, although on weekend days the lot is lightly used. The site lies just south of and is accessed via Sir Francis Drake Boulevard, as well as by a pedestrian bridge across the arterial.

Immediately adjoining the site to the west is Wood Island, an original landform, on which is located a four-story office building. The hillside of the “island” is heavily covered with trees and shrubs. In total the height of the island and office building is approximately 35 feet above the ferry terminal.

While the ferry terminal site is visible from many nearby locations, the dominance of the cars in the parking lots currently detracts from views over the area. Development in this subarea would require addressing replacement of the ferry parking while simultaneously protecting and enhancing views.

A multi-use path encircles the ferry terminal site, and continues east along the shoreline to Remillard Park. This stretch of path forms a section of the larger San Francisco Bay Trail. The portion along the shoreline is in need of an upgrade, lacking adequate lighting and amenities such as landscaping, furniture and wayfinding.



*The Larkspur Ferry Terminal site with Mount Tamalpais in the distance, as viewed from the Drake's Way residential community (top). The vast parking lot (bottom) presents an opportunity for future development. (Photo source: Google maps)*

### REDWOOD HIGHWAY

The Redwood Highway area has not been identified as a viable opportunity area for land use changes in this Plan. The significant infrastructure improvements that would be required present an impediment to an intensification of uses in this area. In addition, the area currently provides a range of supporting light industrial uses to residents and businesses in the City. The area is also not currently well-connected to the planned SMART station or to the ferry terminal; however, improved connections may occur through the planned Central Marin Ferry Connector project and Greenbrae Corridor Improvement Project. Such improvements are encouraged.

Although the area is not proposed for major change and development, there are access improvements that are needed today to enhance the area as an employment, retail and residential area. These are shown in the Public Environment section of this chapter.



*The Redwood Highway design zone consists of a combination of mobile home parks (top), 1- and 2-story light industrial uses (bottom), and the Cost Plus Plaza (left).*

**DRAKE'S LANDING**

The Drake's Landing area lies west of U.S. 101 and south of Sir Francis Drake Boulevard. While there are limited development opportunities in this area it has good connectivity to the two stations via a multi-use trail which follows the shoreline and passes under the freeway overpasses. Any new development in this area must be mindful of the waterfront location, of protecting views, and ensuring good pedestrian access to the trail and waterfront.



*The Drake's Landing design zone consists of a number of 1- and 2-story office uses (top and bottom right), and the Drake's View residential development (bottom left). (Photo source top right: Google Street View)*

## BUILDING AND SITE DESIGN

Building and site design establish the pattern of the environments in which we live, work and play. These patterns are important in defining the character of a place and are critical to creating a livable, enjoyable setting. In the Larkspur SMART station area, the existing development provides a context which should be respected but also presents opportunities to improve the area's livability.

The components of building and site design are:

- Development Pattern
- Building Heights, Massing and Articulation
- Parking Location and Design
- Sustainable Building and Site Design

### DEVELOPMENT PATTERN

Development sites within the station area will continue to be accessed from the existing roadway infrastructure, consisting primarily of Sir Francis Drake Boulevard, Larkspur Landing Circle and Redwood Highway. New local-serving streets will be constructed with new development on private parcels. These are envisioned to be narrow lanes that accommodate pedestrians and bicyclists as well as locally-destined vehicular traffic.

The proximity of parcels in the station area to transit and to a wide range of uses and activities makes this area particularly suitable to walking and bicycling. Within each parcel in the station area attention will need to be paid to establishing a small-scale pattern of development that supports pedestrian movement and bicycle access. Today this is made difficult by the prevalence of surface parking lots that lack pedestrian walkways. In the future, interior, small-scaled streets and walkways should be incorporated into development. These can serve as the locations for storefronts, building lobbies, and for access to residential units.

The diagrams in Figure 6.2 illustrate how this more pedestrian-oriented pattern might be provided on site in the station area as improvements to existing conditions or new development occur.

### Guidelines

- Maintain and open, walkable environment throughout the station area.
- No major new streets are envisioned in the station area. Additional rights-of-way will be needed to provide access to residential units and parking, but these new "streets" should be narrow, multi-use lanes that prioritize pedestrians and bicycles and ensure slow vehicular speeds.
- New development should build upon the existing pattern of vehicular circulation while focusing on improving pedestrian and bicycle circulation throughout the station area.
- New development should maximize public access via pedestrian-scaled streets and pathways; this finer scale of development pattern will provide multiple routes for walking to services or to train or ferry sites.
- Where possible, surface parking should be consolidated in structures at the edges of the site, readily accessible from adjacent streets, or incorporated into the ground floor of buildings (with pedestrian podiums above).
- Retail uses should be focused on the ground floor of mixed use buildings along primary pedestrian streets and pathways and in proximity to other retail.
- Ground-floor parking in structures should be set off the street façade so that retail or other active uses will line the pedestrian way.
- Site buildings to reinforce the street or lane edge by maximizing frontage along the street.
- Entry courts, plazas, and building articulation at the ground floor are encouraged; up to 15 percent of the building facade may be stepped back in this manner.

**Figure 6.2:** Existing and Proposed Development Pattern

*Existing Development Pattern.*  
This diagram shows the pattern of streets (solid lines) and pedestrian pathways (dashed lines) that exist in the station area. Streets are widely spaced and prioritize autos. Sidewalks are often missing and parking lots, which dominate much of the area, do not include sidewalks or pedestrian pathways.



*Proposed Development Pattern.*  
In the future as new development occurs on parking lots or underutilized sites, there is an important opportunity to add a more fine-grained pattern of walkways, paths, sidewalks and parcel configurations to facilitate pedestrian and bicycle access to and from destinations. While notional in nature, the dotted lines indicate the appropriate scale of pedestrian access throughout the area.

## **BUILDING HEIGHTS, MASSING AND ARTICULATION**

Building heights, massing and articulation are the key determinants of building form and are important elements contributing to the image and character of a place. The relationship between building form and the scale of the adjoining public spaces (streets, sidewalks, walkways, plazas) affects the pedestrian experience of place.

The following guidelines for building height, massing and articulation are key elements that establish a comfortable, walkable, enjoyable environment.

### **Building Heights**

Appropriate building heights depend on the building and geographical context in which new development may occur. As shown in Figure 6.3, topography has particular relevance in the area east of U.S. 101. Hillsides on the northern edge of the station area reach heights of 260 feet.

#### *Larkspur Landing Circle*

The Larkspur Landing area has a wide diversity of existing building heights, including one story (the Marin Airporter facility), two floors (some of the Marin Country Mart), and up to four floors over a parking level (Larkspur Courts). The topography of the area – bowl-shaped with the higher sides formed by the hillsides to the north and the U.S. 101 corridor berm to the north and west – has influenced the siting of existing buildings, with taller structures nestled into the northern sites adjacent to the hillsides. Near the south end of the site, buildings are typically two-to-three floors in height, but many of the Marin Country Mart buildings are one story (although with peaked roofs they appear somewhat taller). Future development in this area should continue to follow this pattern with taller buildings adjacent to the higher sites and lower buildings encouraged closer to Sir Francis Drake Boulevard.

#### *Ferry Terminal Site*

Although on the waterfront, the ferry terminal is adjoined by Wood Island, which is approximately 35 feet above the terminal site and has a four-story

building on it, resulting in an overall height of about 85 feet (see Figure 6.5). Although building heights in this area should be particularly sensitive to maintaining views to the water, taller buildings may be massed adjoining the Wood Island hillside. Buildings located along the waterfront edges (see Figure 6.6) should not exceed two floors in height at their waterfront edge. Additional stepped back floors may be incorporated.

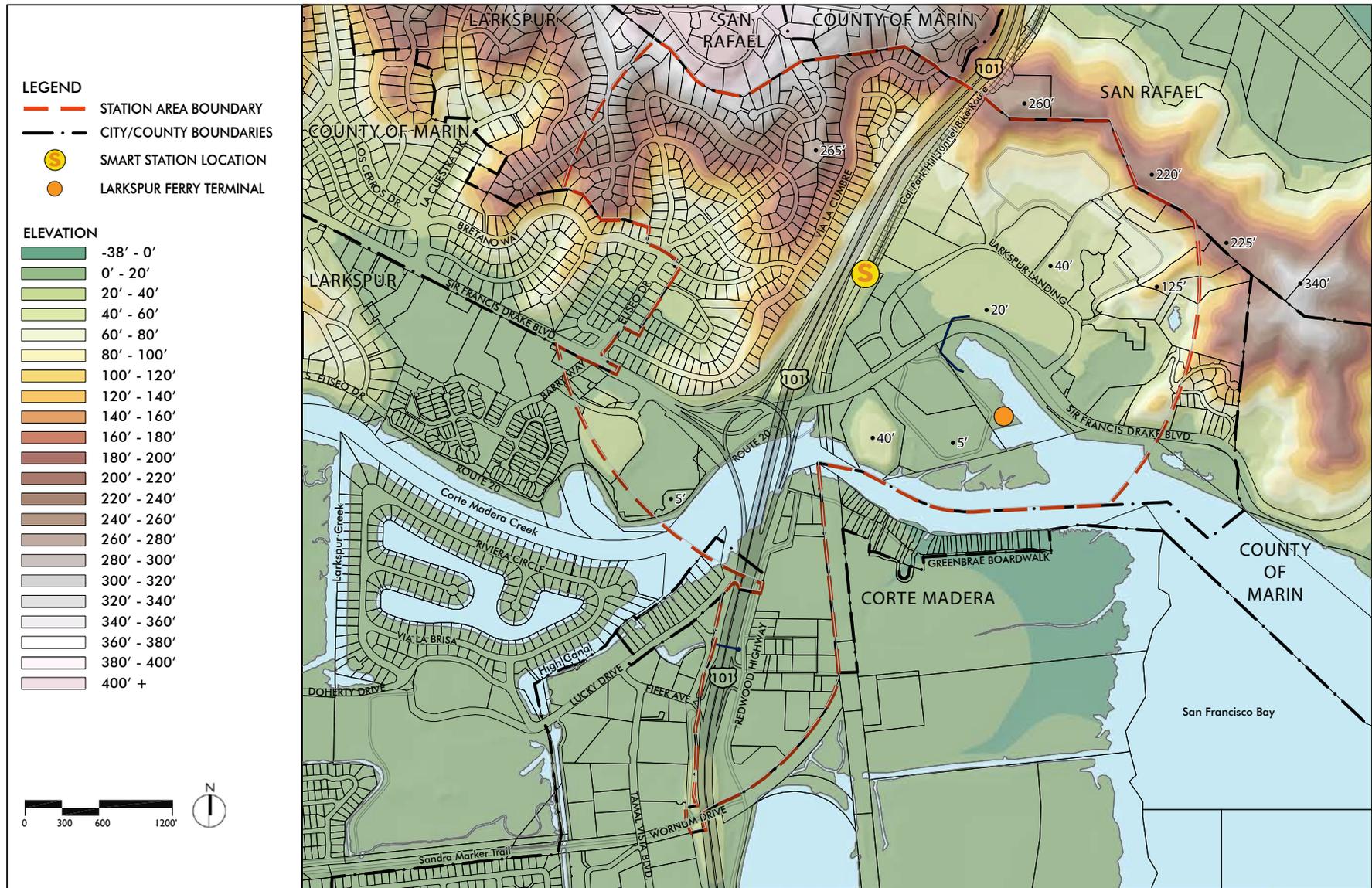
#### *Redwood Highway*

Buildings in this area are predominantly one story in height, with limited numbers of two-story buildings. Current zoning allows buildings up to one story in height or 14 feet in the case of residential uses and 25 feet for industrial uses. No changes to existing building height standards are proposed in this Plan.

#### *Drake's Landing*

This area includes one- and two-story buildings but could accommodate somewhat taller buildings, provided that visual and physical connections to the water remain possible. The residences in the Greenbrae Hills neighborhood to the north and on Drake's View Circle sit at significantly higher elevations so that their views would not be impacted. Taller buildings may also be appropriate against the backdrop of the large-scaled interchange structure to the east.

Figure 6.3: Area Elevations Above Sea Level



Building heights east of U.S. 101 will be allowed to range from two to five stories. Buildings should step down in height from the higher elevations toward the bay, with portions of buildings immediately adjoining the bay-front not exceeding two floors in height. On sites with significant topography, taller buildings should be sited against hillsides to minimize impacts to views through the site.

### Guidelines

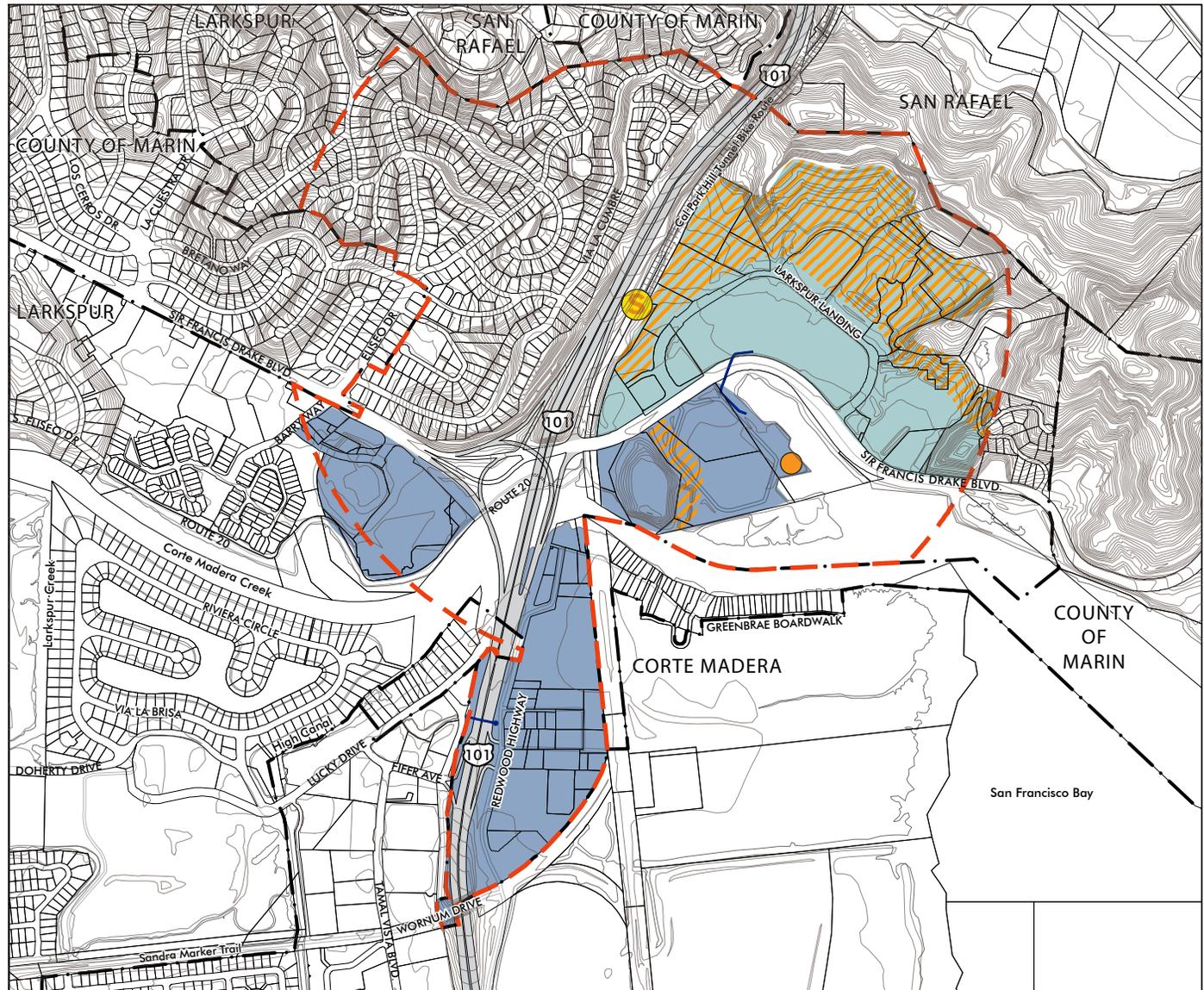
- Design buildings to conform to the height zones shown in Figure 6.4.
- Vary building heights within blocks and parcels in order to provide visual interest and variety and to avoid a blocky, uniform appearance.
- Modulate building heights along public walkways and sidewalks to provide a comfortable pedestrian scale.
- Scale buildings to assure maximum daylight into public open space areas.
- Incorporate taller building elements at gateways to properties or sub-areas to help establish identity.
- Consider the possible impacts of wind and shade on important open space and pedestrian space in the massing of buildings
- Reinforce street corners with changes in architectural massing and height.
- Screen mechanical and other equipment from sight.
- Design buildings to avoid blocking views to the bay, Mount Tamalpais, or other surrounding hillsides from public gathering places, parks, or event spaces.



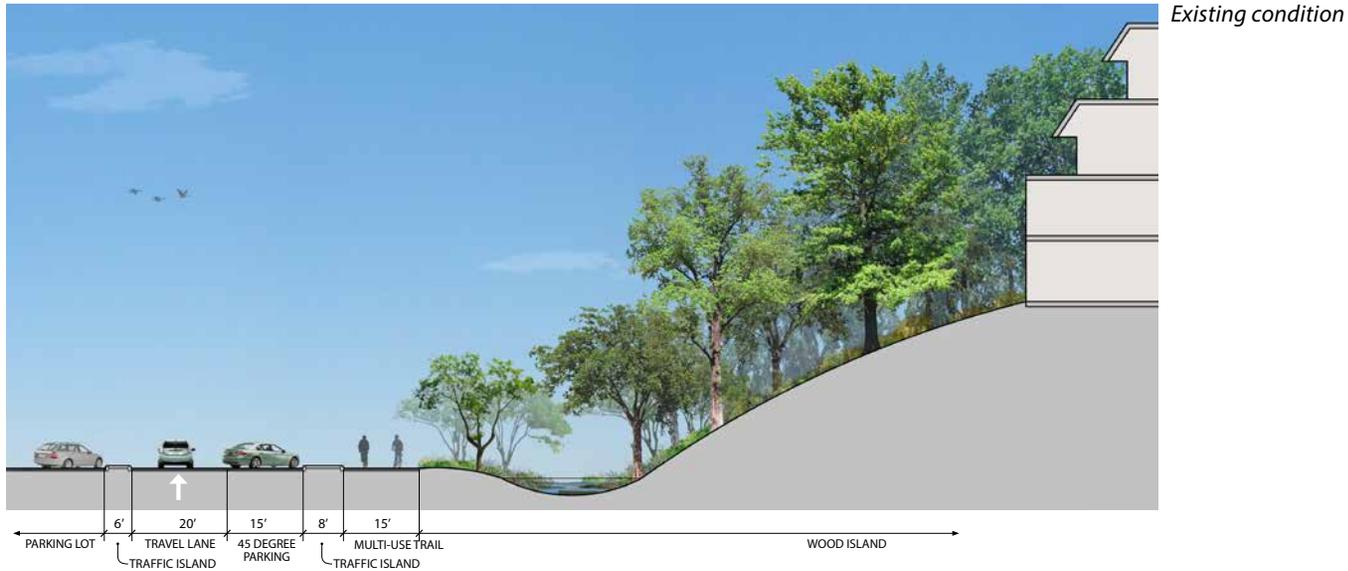
*The existing Serenity units are lower in height along Larkspur Landing Circle than further up the hill (top). The existing Larkspur Courts residential buildings are tallest at the higher elevations where the hillside steepens.*

Figure 6.4: Allowable Building Heights

- LEGEND**
- · — STATION AREA BOUNDARY
  - CITY/COUNTY BOUNDARIES
  - SMART STATION LOCATION
  - LARKSPUR FERRY TERMINAL
- 
- 2-5 STORY  
55' MAX
  - 2-4 STORY  
45' MAX
  - TALLER BUILDINGS MORE  
APPROPRIATE ADJACENT TO  
HILLS



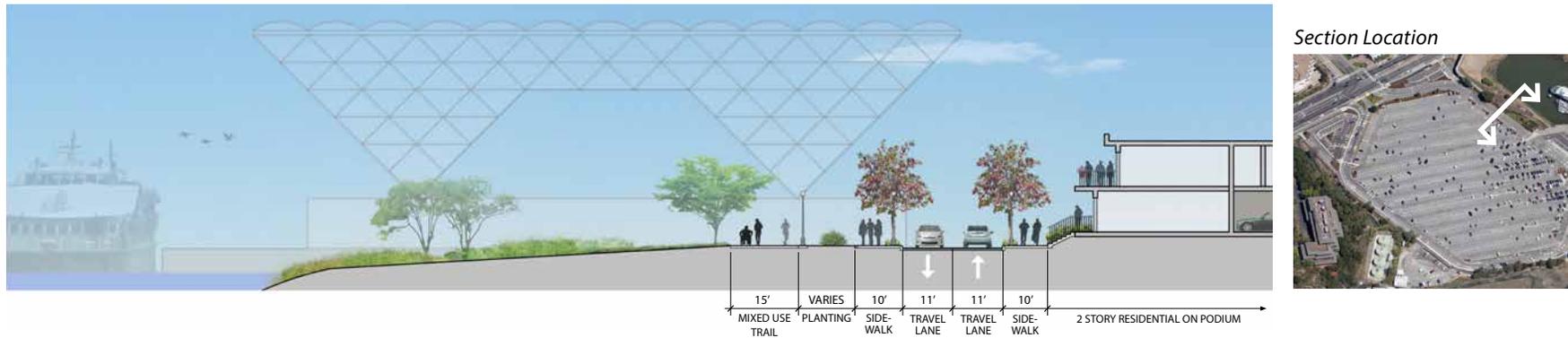
**Figure 6.5:** Illustrative Cross-sections through the Larkspur Ferry Terminal Site and Wood Island



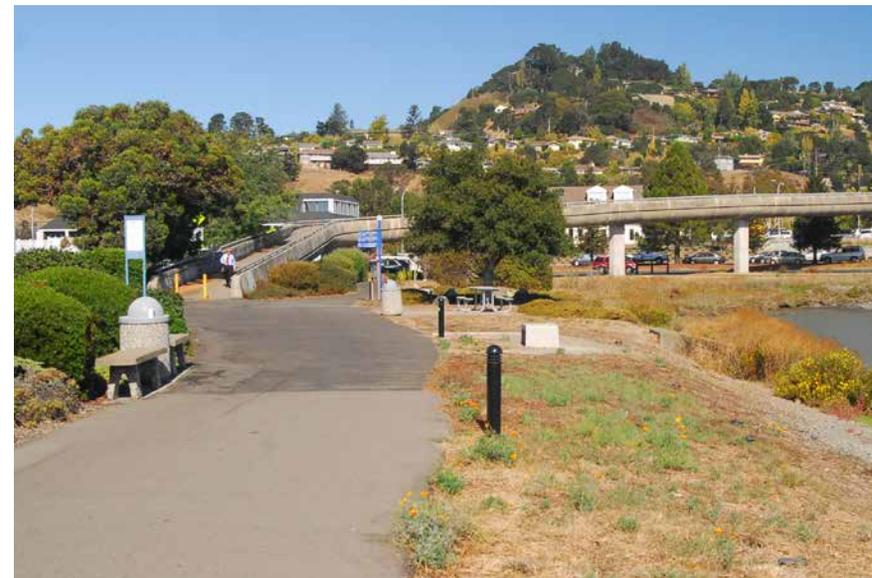
*Section Location*



**Figure 6.6:** Illustrative Cross Section through the Larkspur Ferry Terminal Site with a Two-story Residential Structure



The four-story Wood Island office buildings rise considerably above the ferry terminal parking lot



At the east edge of the ferry terminal, any development would step down to no higher than two or three stories with a generous setback from the water edge

### Building Massing and Articulation

Throughout Larkspur and in the station area there are a wide variety of building styles and forms. No one architectural style dominates; many relate to historic periods, as in the downtown, and newer office and residential developments have taken their cues from a variety of periods and styles. Downtown Larkspur's buildings are typically sited close to the street with parking to the rear or side. Buildings throughout Larkspur are generally set within a rich landscape environment of trees and large shrubs that moderate the apparent scale of structures. They also share a wide variety of roof and façade forms and articulation. Given the differences in topography in the station area, and the already diverse existing building stock, buildings in any new station area development should continue to be varied in form and style.

#### Guidelines

- Locate buildings along street edges and pedestrian walkways with minimal setback, especially in the Country Mart and ferry terminal area. These areas are intended to be intensely used by pedestrians. North of Larkspur Landing Circle, additional planted setbacks may be provided, consistent with the more park-like setting.
- Where possible locate residential uses across the street from one another to establish a connected neighborhood character.
- Reduce the apparent scale of buildings through articulation of building massing, height and roof form.
- Include features that add depth and architectural interest to façades. These may include step-backs, balconies, recesses, shade elements, and bay windows.
- Orient building entries to pedestrian walkways and streets.
- Locate retail uses along pedestrian walkways and streets, in proximity to other retail at the ground floor of mixed use buildings. Where retail uses are provided they should occupy a significant portion of a building facade to be easily identifiable.



*The architecture in Larkspur varies in design and style. This variety is part of what gives Larkspur its interesting and village-like character.*

- Ground floors, especially where retail may be included, should be taller than higher floors to allow for generous visibility.
- At the ground level, use building materials, colors and textures that will provide visual interest for pedestrians. In retail buildings and residential lobbies, provide transparency at the ground floor and limit blank walls.
- Where retail, café or restaurant uses occur, provide additional setbacks to accommodate outdoor dining or displays.
- Emphasize building entries through architectural elements such as porticos or awnings; distinguish between primary and secondary entries.
- Use durable architectural materials and finishes to convey a sense of quality and permanence.
- Materials should express true qualities; faux reproductions of stone, for example, are discouraged.
- Preference should be given to sustainable materials, building systems, and technologies.
- Glazing should be clear and non-reflective; avoid highly reflective surfaces that can produce uncomfortable glare.
- Break up building massing to ensure views from public spaces to the bay and to Mount Tamalpais.
- Design ground level residential units to have a direct relationship to the street and pedestrian walkways. Provide a raised ground-floor height (3-5 feet) or setback (10 feet) to ensure privacy for ground-floor residential units.
- Where there is new development in the Redwood Highway area, buildings should be brought up to the street edge with minimal setback; parking should be provided at the side or behind buildings in order to create more visual interest along pedestrian walkways.
- Consider views of rooftops from nearby locations; screen mechanical equipment; photovoltaics are encouraged and should be oriented to avoid glare or unnecessary visibility to adjoining uses.



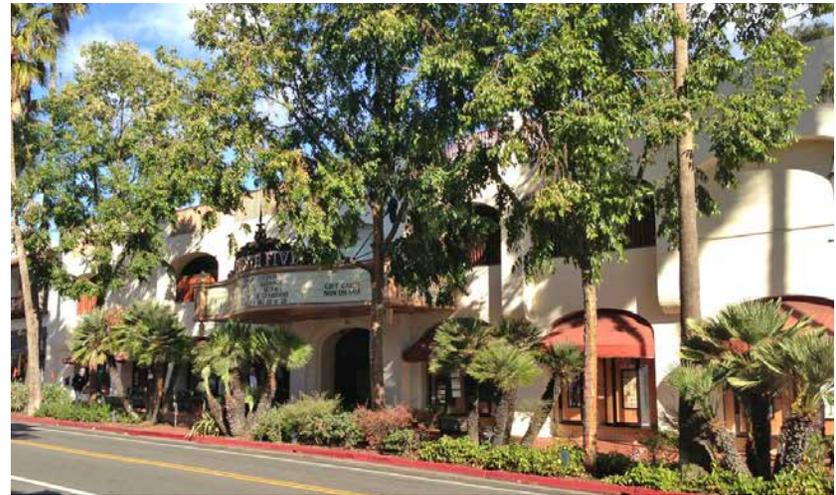
*Variations in building massing, roof heights, balconies, and color help to break down the scale and add visual interest.*

### PARKING LOCATION AND DESIGN

Surface parking currently predominates in all parts of the station area whereas in many parts of Larkspur this is not the case. With intensification of development, parking is likely to be structured, either within the building envelope or in separate structures. In all cases, parking should be unobtrusive and, to the extent possible, oriented away from public streets and pedestrian walkways.

#### Guidelines

- Minimize curb cuts for access to parking and service areas. Share access drives or easements to consolidate curb cuts wherever possible.
- Locate parking under adjoining development, in parking structures, or away from the sidewalk and pedestrian walkways.
- Where surface parking is necessary, provide clearly marked and separated pedestrian routes through these parking areas with direct and clear linkages to retail, transit and services.
- Incorporate an abundance of trees and other plantings into surface parking lots and screen edges from walkways with plantings and other screening devices.
- Provide abundant and secure bicycle parking in all developments, located conveniently for access to amenities and services.
- Design free-standing parking structures to be unobtrusive; incorporate ground level retail and/or provide landscape screening.
- Design parking structures to provide architectural interest, blend in with their surroundings and adjoining development, and screen parked cars.
- Create visual interest and reduce the mass of parking structures by use of decorative screens, railings or trellis elements.
- Relate architectural design of parking structures to nearby commercial or residential development so that they fit comfortably into the surrounding context.



*Safe pedestrian walkways should be provided in surface parking lots (top). Parking structures should screen parked cars and be architecturally compatible with adjacent development (bottom); shown here with retail on the ground floor.*



*Green roofs can both insulate the roof for energy conservation and also collect and treat stormwater (top). Daylighting can conserve energy by minimizing the need for artificial lighting (bottom left). Buildings can supply their own power by installing photovoltaic panels upon the roof (bottom right).*

## SUSTAINABLE BUILDING AND SITE DESIGN

This Larkspur SMART Station Area Plan encourages sustainable design by identifying opportunities for development of additional residential, office, and retail uses that will contribute to an environment that is supportive of transit ridership and other alternate modes. Site development, building design, and operations and maintenance of on-site uses are all also important contributors to a sustainable community.

Future development of the station area should consider the recommendations of the Larkspur Climate Action Plan. The Climate Action Plan consists of strategies to address climate change such as increasing building energy efficiency, encouraging less dependence on the automobile, and using clean, renewable energy sources. Below are key guidelines on these topics.

### Building Design

- Incorporate water conserving features in all building systems, appliances and fixtures.
- Assure energy conservation and thermal efficiency throughout buildings. Where applicable, utilize Energy-Star qualified appliances and building systems. Where provided, air conditioning should use non-HCFC refrigerants.
- Incorporate green roofs or photovoltaic panels on roofs.
- Utilize east-west building orientation and daylighting techniques to reduce energy needs.

### Site Design

- Minimize impervious and heat conserving materials in site design; use pervious paving wherever feasible to allow rainwater infiltration and to minimize runoff.
- Utilize climate appropriate plants that require limited resource input and integrate stormwater management into site landscape design.
- Include convenient bicycle parking and comfortable pedestrian and bicycle paths throughout new development to encourage walking and bicycling.
- Utilize pervious paving materials, where feasible, to allow rainwater infiltration and minimize runoff

## PUBLIC ENVIRONMENT

Streets and open space are the key elements of the public environment. This public environment, along with building design and placement, defines the character and functionality of a community or neighborhood.

These guidelines for streets and open space are intended to capitalize on the station area's unique setting, to guide future private development, and to identify opportunities for the City of Larkspur and other public and private entities to improve other elements of the public realm and visual landscape.

### STREETS IN THE PUBLIC REALM

Streets provide the venue to most pedestrian, bicycle, transit and vehicular traffic and are the largest part of the civic realm. In the station area, primary public and private circulation routes occur on the following streets:

- Sir Francis Drake Boulevard
- Larkspur Landing Circle
- Private Streets and Pedestrian Lanes

Larkspur has an attractive and functional public environment in its downtown and neighborhoods that can be a model for the station area. In most locations, streets in Larkspur are moderate in width, fostering reasonable traffic speeds. Most but not all streets include sidewalks; some have on-street parking, some do not. Sidewalks are generally not particularly wide, including in the downtown, but they are adequate to allow pedestrians comfortable access. Bicycles often share travel lanes with cars; the provision of additional multi-use, separated trails (Class 1 bicycle facilities) or bike lanes (Class 2) is desirable whenever possible (see Circulation chapter of this report).

The station area consists of moderately sized parcels located within an existing arterial and connector road system. The current pattern of major streets is adequate to serve the sites within the area. However, nearly all sites would require additional local access, vehicular, emergency, and service streets or lanes when new development occurs. (See Access, Circulation and Parking chapter for guidance on street configurations.)

The elements that support the street environment – plantings, furnishings, lighting and signage – also contribute to the character and attractiveness of neighborhoods and districts.

Larkspur occupies a dramatic site in Marin County, spreading from the base of Mount Tamalpais to the lowlands and shore of San Francisco Bay. This part of Marin County is characterized by a range of landscape imagery: redwoods, oak woodlands, and bayfront grasslands and marshes. Larkspur, like other Marin communities, feels like a village set into this landscape-dominated setting. Today, the station area has large areas of surface parking lots, major roadways, and cars, while at the same time, the residential areas above Larkspur Landing Circle have lushly planted grounds. Streetscape improvements along public and semi-public rights-of-way should take their cue from the City's and the station area's distinct landscape character while also ensuring a more safe and convenient multi-modal public environment.

### Sir Francis Drake Boulevard

As a gateway to Marin County and Larkspur from the East Bay, Sir Francis Drake Boulevard would benefit from some streetscape improvements, particularly in terms of its landscape treatment. Currently, there are some scattered trees and shrubs in the median, but there is not a consistent streetscape treatment and the roadway does not contribute to creating a distinct identity for the station area.

#### Guidelines

- Provide a gateway element at the eastern end of the road, near Larkspur Landing Circle, to announce arrival to Larkspur.
- Work with the County and Caltrans to identify opportunities to improve median landscaping along the roadway within the station area. Use drought-tolerant species that will withstand the salt air of the bayfront. Consider inclusion of some seasonal color to provide year-round visual interest.
- Limit the expanse and size of trees along the waterfront to maintain views and waterfront connection.



*Medians along Sir Francis Drake Boulevard should consist of low plantings (above top) to protect views to the waterfront. Public seating in Larkspur varies by location (above left and right), with wood a common material. Lighting fixtures should be consistent within the station area, though they need not necessarily match existing fixtures (right). Bicycle racks should be provided at all major destinations. U-shaped bicycle racks are preferred (far right).*

- Coordinate with the Marin Country Mart ownership to ensure maintenance of the new plantings along that frontage.
- Improve the multi-use trail located along the southern edge of the boulevard which connects to Remillard Park with lighting, attractive landscaping, wayfinding and furniture.

### Larkspur Landing Circle

Larkspur Landing Circle has an informal character and a relatively narrow cross-section. Mature trees planted on either side include eucalyptus and sycamore; edges vary between grass and shrubs. The roadway does not have a consistent planted median nor is one particularly feasible. Recently, the south side bordering the Marin Country Mart has been improved with mulch and a white rail fence.

#### Guidelines

- Prepare a street tree analysis for the circle and adjoining property edges. The existing eucalyptus are not native and have significant litter and limb drop.
- Consider a long term tree replacement program for the circle. Any new trees should be native, and of a scale and height to not block views.
- Provide seating periodically along the circle, especially near intersections. Benches and other furniture should reflect the street's character, incorporating natural materials and respecting the style of adjacent buildings.
- Maintain the relatively informal nature of planting along the circle; prioritize the use of native and drought-tolerant species over turf and other ornamental species.
- With any modifications to the configuration of the circle, such as adding sidewalks along the south edge, utilize the same planting palette and avoid impacts to any existing trees.
- Consider implementing special lighting around the circle to identify this central corridor and give a unique character to the surrounding parcels as a coherent neighborhood. A fixture that is classic, not historic but not too modern, would be appropriate.

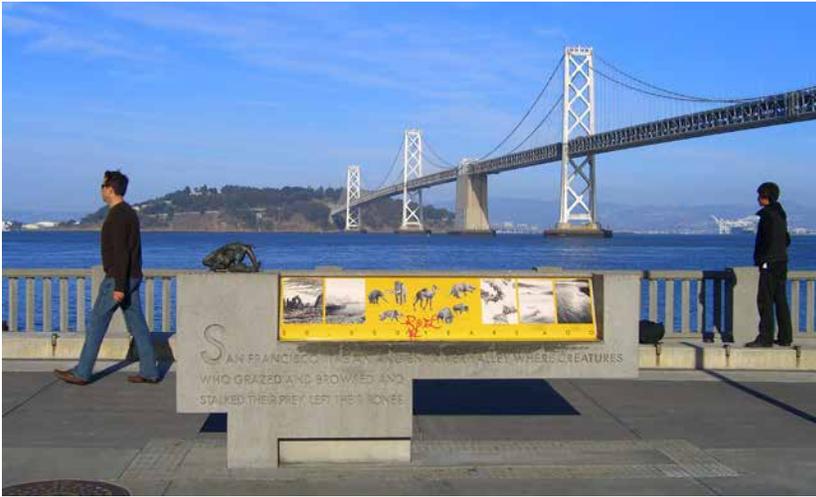
### Private Streets and Pedestrian Lanes

As new development or redevelopment occurs on private parcels, new private streets and lanes will be needed.

#### Guidelines

- Provide ample sidewalks for pedestrians along all new streets and incorporate accommodations for bicyclists.
- Provide adequate lighting to ensure a safe pedestrian environment.
- Utilize a range of plantings to ensure visual interest to pedestrians and to provide a landscaped buffer between the streets and lanes and residences.
- Provide safe and convenient bike parking at destinations along each route.





*Interpretive signage (top) can be attractive, informative and educational. Public art, such as the Sir Francis Drake sculpture (bottom), can add visual interest and highlight the history of an area.*

### Signage and Public Art

Throughout the station area, there is intermittent signage directing vehicles and pedestrians to destinations. Incorporating both wayfinding and interpretive signage would enhance station area connectivity and contribute significantly to its identity within the City of Larkspur.

#### Guidelines

- Implement a family of signage designed for both vehicles and pedestrians.
- Coordinate signage design with existing signs in the larger Larkspur public realm.
- Consider a diverse demographic (residents, visitors, tourists, seniors) when designing the signs.
- Use signage to brand the station area and build on the unique qualities of Larkspur Landing and the waterfront.
- Incorporate public art to enhance visual interest and educational opportunities.

### SUSTAINABLE PUBLIC ENVIRONMENT

The City of Larkspur is committed to incorporating sustainability into its operations and practices. Streetscape treatments throughout the station area should include a variety of sustainable elements.

#### Guidelines

- Provide trees and landscaped areas along pedestrian walkways, in parking lots, and in public spaces.
- Specify low maintenance, non-invasive plantings.
- Integrate stormwater management into landscape design and install pervious paving where appropriate.
- Utilize recycled and recyclable materials.
- Utilize lighting fixtures that conform to dark sky and energy efficient standards.
- Prioritize pedestrians and cyclists in streetscape treatment.



*Encouraged sustainable practices include drought-tolerant planting (bottom left), stormwater management strategies (top right), and parking lot plantings (bottom right).*

**Figure 6.7:** Marin Country Mart Promenade Location



## OPEN SPACE

Open space is critical to quality of life within a transit-supportive environment. With future development at the Marin Country Mart and at the ferry terminal parking lot, there are two opportunities to provide new publicly-accessible plazas and parks. In addition, there is a need to improve some of the existing parks in the station area to provide better access and public accommodation.

Currently, although there are public trails that provide access along the waterfront, there are no significant public spaces on the bay that offer venues for quiet contemplation or public events. In addition, in the station area there are no public plazas or parks north of Sir Francis Drake Boulevard that provide views to the bay, Mount Tamalpais, and to the surrounding hillsides.

### Marin Country Mart Promenade

The southern edge of the Marin Country Mart property has recently been improved, with removal of aging trees and new plantings that have opened up views both to the Country Mart buildings but also from the Country Mart to parts of surrounding Larkspur and Marin County. The edge includes service docks and some retail storefronts, and is also the location for the Saturday Farmers Market and for the Sunday food truck event. The success of public use of this space suggests that a more formalized public plaza and event space at this location, as shown in Figure 6.7, would be highly desirable.

#### Guidelines

- Explore partnerships with property owner to create an enhanced public plaza along the southern edge of the Marin Country Mart.
- Provide a continuous wide public sidewalk/promenade along the site edge.
- Design the promenade and adjoining access lanes so that the area would be accessible at all times and would continue to host special events such as the farmers market and food truck event.

## 6 | URBAN DESIGN GUIDELINES

- Provide enhanced paving, lighting and seating in this new plaza area.
- Reconfigure loading and service access as needed to minimize pedestrian-vehicular conflicts.
- Design the plaza to provide views across Sir Francis Drake Boulevard to the waterfront as well as long views to the surrounding hillsides and larger bay.



*Pedestrian amenities such as planting, trash receptacles, and seating could make the Marin Country Mart Promenade inviting and allow visitors to enjoy the views (above).*



*View from Marin Country Mart Promenade location (top). View from the pedestrian bridge back to the Marin Country Mart Promenade (bottom).*

**Figure 6.8:** Ferry Terminal Plaza Location



Features such as public art or fountains (bottom) can enhance and enliven the site.

### Ferry Terminal Plaza

The Larkspur Ferry Terminal occupies a rare waterfront location, adjoining Corte Madera Creek and looking out over nearby wetlands and protected open space areas. From this site it is possible to have 360 degree views of Larkspur, the Bay and Mount Tamalpais.

Although there are currently some publicly accessible areas on the ferry terminal site and a multi-use trail along the site's perimeter, there are few amenities and little to attract the public to visit this area. A public plaza or park at this waterfront edge (see Figure 6.8) would provide Larkspur with shoreline access. Over time, with development of the parking lot into structured parking and residential uses, the waterfront edge could become a more active park space.

### Guidelines

- Coordinate with the Golden Gate Transportation District as improvement plans for the parking lot and any redevelopment of the site are discussed, to set aside a waterfront site for public use.
- Provide lighting, seating and other amenities with creation of an improved and expanded plaza space.
- Utilize special paving and plantings, suitable to the waterfront edge, to establish a unique image for this public amenity.
- Include public art and interpretive elements to add visual interest, highlight Larkspur's waterfront identity, and provide educational opportunities.
- Highlight views to the water and be careful not to block views with tall trees or other site elements.

### Miwok Park

Miwok Park is an existing public park situated east of Larkspur Landing Circle (see Figure 6.). It includes natural areas of informal vegetation, including grasses, shrubs, and trees, as well as Tubb Lake and a dam. There is currently limited public access to the park and minimal accommodations for visitors.

#### <sup>1</sup>Guidelines

- Provide vehicular and pedestrian access to the park from adjoining parcels and proximate streets.
- Provide pathways throughout the park and to Tubb Lake, including emergency access routes.
- Install picnic areas, seating, and restrooms to better accommodate visitor activities.
- Incorporate wayfinding and interpretive signage.
- Enhance the landscape with native plant material and manage invasive plants.
- Complete needed improvements to the dam.

<sup>1</sup> Proposed improvements for Miwok Park are excerpted from the Larkspur Mini Parks Master Plan (2000).



*Miwok Park is an undeveloped open space, and features Tubb Lake.*

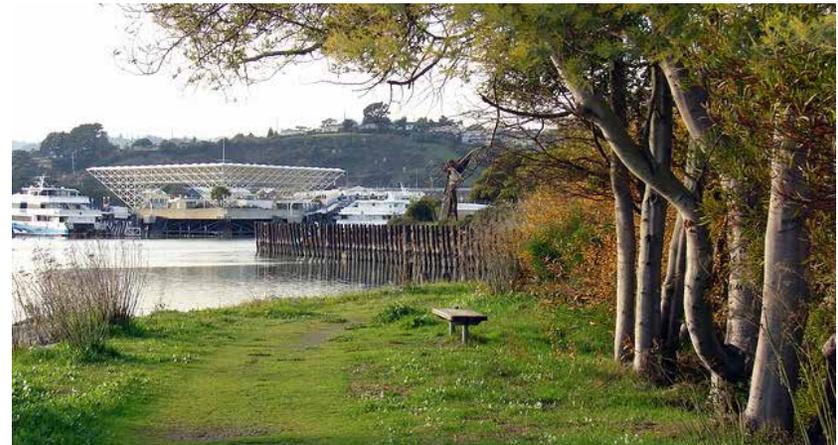
### Remillard Park

Remillard Park is located on the water's edge, south of Sir Francis Drake Boulevard on the eastern edge of the station area boundary (see Figure 6.9). The community has expressed interest in improving this park to make it a more attractive destination.

#### Guidelines

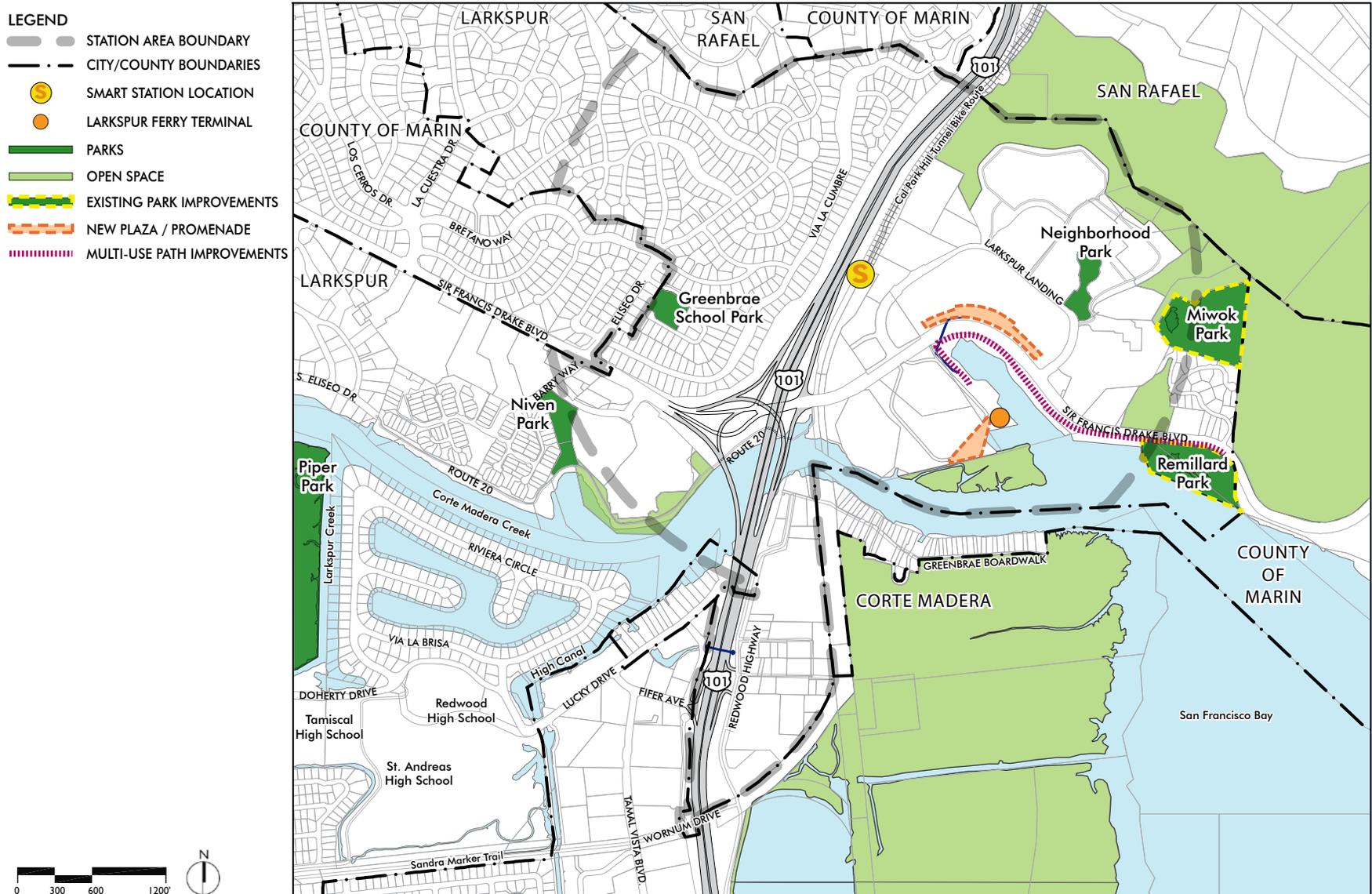
- Restore the tree canopy and enhance landscape throughout the park to manage invasive plants, promote native species, and provide seasonal color.
- Provide additional pathways and replace existing path materials to improve stability and accessibility.
- Provide additional seating and a restroom.
- Address drainage issues.
- Repair or rebuild the viewing platform.
- Enhance turtle habitat.

The community has also expressed a need for better access to the park via an improved trail between the ferry terminal and the park along the south side of Sir Francis Drake Boulevard. New landscaping, lighting, and seating would enhance the existing trail.



*Remillard Park provides direct waterfront access, and visitors enjoy spectacular views.*

Figure 6.9: Public Park and Open Space Improvements



### URBAN DESIGN POLICY RECOMMENDATIONS

This Plan recommends the following actions be considered:

- UDG-1: Amend the General Plan to reference the Urban Design Guidelines of the Station Area Plan and incorporate the guidelines into appropriate City documents.
- UDG-2: Promote a development pattern in the SMART station area that accommodates convenient pedestrian and bicycle circulation.
- UDG-3: Ensure that the design of any new buildings in the station area is consistent with the intent and guidelines of the Plan and, in so doing, respects the unique character of the Larkspur community.
- UDG-4: Require incorporation of sustainable design strategies in new construction and renovations consistent with the Plan guidelines and with other City of Larkspur policies and plans.
- UDG-5: Implement design improvements in the station area, in cooperation with local property owners, that will continue to reinforce the special identity of the Larkspur Landing area, including elements such as signage and public art.
- UDG-6: Pursue implementation of enhanced public open space in two locations – at the southern edge of the Country Mart and at the southeastern edge of the ferry terminal parking lot – to provide special Larkspur open space with views to the Bay and surrounding hillsides and Mount Tamalpais.
- UDG-7: Pursue improvements to Miwok and Remillard Parks to ensure their utility and enjoyment by a wide cross-section of the Larkspur community.





## 7 PUBLIC FACILITIES AND SERVICES

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Development within the SMART station area will result in the need for improvements to public services and utilities. This chapter discussed the anticipated needs of these services including those for utility infrastructure, recreation and parks, public safety and schools. The following sections are included:

- Utility Infrastructure
- Schools
- Public Services
- Public Facilities and Services Policy Recommendations



## UTILITY INFRASTRUCTURE

The utility needs assessment prepared as part of this Plan preparation, assessed existing conditions and projected development in order to estimate needed upgrades for utilities within the station area.

The focus for utilities in this report is on sewer and water with respect to capacity and future impact. Joint trench utilities (power, phone, cable and natural gas) are already in place in the station area roads, and these utility providers are required to supply service to new customers upon request. For storm, state law mandates that developments over 10,000 sf shall not allow more water off-site than the current site condition does. This means that future development will not have a significant impact on the existing storm system.

The station area benefits from well-developed regional and local water, sewer and storm infrastructure networks that in general have sufficient capacity to accommodate the proposed land uses and densities without modification to existing mains. New utility infrastructure improvements are therefore primarily limited to installation of utility services for new development parcels. No existing streets have been identified for re-alignment, modification or re-construction and no improvements to utility mains within the public streets are anticipated as a result of new construction in the station area..

## WATER

Marin Municipal Water District (MMWD) owns and operates the existing domestic water facilities within the SMART Station Area Plan. The district has three water treatment plants that treat and purify the water prior to distribution to the districts service area customers.

The Marin Municipal Water District (MMWD) water storage capacity, treatment capacity, and distribution systems are currently functioning within normal operating ranges. MMWD defines its service in the Larkspur SAP as very good with sufficiently sized pipes, modern construction, and good service pressures. Standard water service extensions and relocation of existing

infrastructure may be necessary to support redevelopment. The redevelopment of the station area is not anticipated, however, to trigger improvements to regional storage capacity or treatment facilities.

The MMWD Urban Water Management Plan (UWMP) accounts for some regional growth in their future estimates for water demand and system design. At this time, it is estimated that current MMWD storage facilities and distribution network are adequate to accommodate the growth envisioned in the station area.

Water supply must be confirmed on a project by project basis. Pursuant to SB 610, the preparation of a “water supply assessment” (WSA) is required for projects subject to CEQA that meet specified criteria regarding project size (e.g., for projects of 500 or more residential units, 500,000 square feet or more of retail commercial space, 250,000 square feet or more of office commercial space, 500 or more hotel rooms, specified industrial uses, or a project that would result in a water demand equal to or greater than the amount needed to serve a 500-unit residential project). These assessments, prepared by “public water systems” responsible for service, address whether there are adequate existing or projected water supplies available to serve proposed projects over a 20-year period, in addition to existing demand and other anticipated development in the service area.

Where a WSA concludes that insufficient supplies are available, the WSA must lay out steps that would be required to obtain the necessary supply. New projects may be required to install infrastructure for recycled water or other water conservation best practices, which are continually evolving at the state, regional, and local levels.

## SEWER

Sewer facilities within the station area are owned and maintained by several different utility agencies within the region including Sanitary District No. 1 (Ross Valley Sanitary District), Sanitary District No. 2 (Corte Madera), and Central Marin Sanitation Agency. Sanitary District No. 1 is responsible for wastewater collection and maintenance of the sewer facilities in the Lark-

spur Landing and Greenbrae areas. Sanitary sewer facilities located within the Redwood Highway area fall under the jurisdiction of Sanitary District No. 2. Both districts ultimately convey their sewage to the CMSA sanitation treatment plant located in San Rafael through the large 54" transmission force main in Sir Francis Drake Boulevard.

Much of the sewer infrastructure within the Larkspur SAP is old. The District having been established in 1899, many of the facilities currently in service were installed prior to 1950. As private properties within the Larkspur SAP are developed, project-specific capacity and condition analysis of the applicable sewer facilities adjacent to the project should be performed to identify any impacts to the system. Impacted facilities may require mitigation, which could include modifications to the pump stations. Extensions of the main lines and construction of new services may also be required for the areas of the study that have limited existing infrastructure. Modifications such as these would be the responsibility of the private development.

The Central Marin Sanitation Agency (CMSA) wastewater treatment plant treats an average of about 11 million gallons of wastewater per day and serves the communities of Larkspur, San Rafael, Ross Valley, and Corte Madera. As part of their NPDES permit requirements, CMSA completed improvements to their treatment facilities in 2010 that increased their treatment capacity from 90 MGD to 125 MGD and their hydraulic capacity from 90 MGD to over 155 MGD. Redevelopment of the Larkspur SAP is not anticipated to significantly impact the capacity of the CMSA treatment plant.

## **STORM**

Major storm drainage infrastructure within the station area is owned and operated by the City of Larkspur and maintained by the City's maintenance division. The City is responsible for maintaining the drainage infrastructure from drain pipes to flood channels to natural creeks.

As development occurs, changes in the amount of impervious surface within each parcel can impact the runoff characteristics of the region. Both new development and redevelopment projects that would increase the

amount of storm water runoff will be subject to mitigating these increases so that post-construction storm water runoff is not greater than the pre-construction condition. By managing storm water runoff through development, also referred to as hydromodification, the water capacity and quality of the streams and receiving waters can be preserved.

New developments that create or replace more than 10,000 square feet of impervious surface must comply with Provision C.3 of the Marin County municipal storm water permit and with the California State Water Board. Commonly accepted measures for water quality treatment include such treatment methods as bioswales, flow-through planters and detention basins, as well as green roofs (see Design Guidelines section of this report).

## SCHOOLS

Four public school districts serve students in the study area: Larkspur-Corte Madera School District, Kentfield School District, San Rafael City School District, and Tamalpais Union High School District (see Figure 7.1). Students in the study area attend one of three elementary and middle schools, and one of two high schools, based upon location of their residence.

No schools are located within the study area, and some students, especially those living in the Larkspur Landing area, have to travel long distances or cross significant barriers - major roads, highways or Corte Madera Creek – to get to school. For instance, students in the Larkspur Landing area attend high school in San Rafael. This situation has prompted suggestions from the community that the City engage in discussions with the various school districts to address considerations regarding school access and community separation.

Development and associated population growth within the station area as well as throughout southern Marin communities are expected to place increased demand on the school districts' services and facilities. The Larkspur-Corte Madera School and San Rafael City Schools Districts are currently studying the potential for expanding existing school sites and planned facilities to accommodate a growing student population.

The Larkspur-Corte Madera School District, Kentfield School District, and San Rafael City Schools District schools are nearing or exceeding capacity to accommodate K-8 enrollment. Redwood High School in the Tamalpais Union High School District, however, has additional capacity available to accommodate a significant increase in student enrollment. Any development carried out within the school districts, including in the SMART station area, that may affect service levels within the four school districts would be required to contribute school facility fees in conformance with State law and Districts' requirements.

## PUBLIC SERVICES

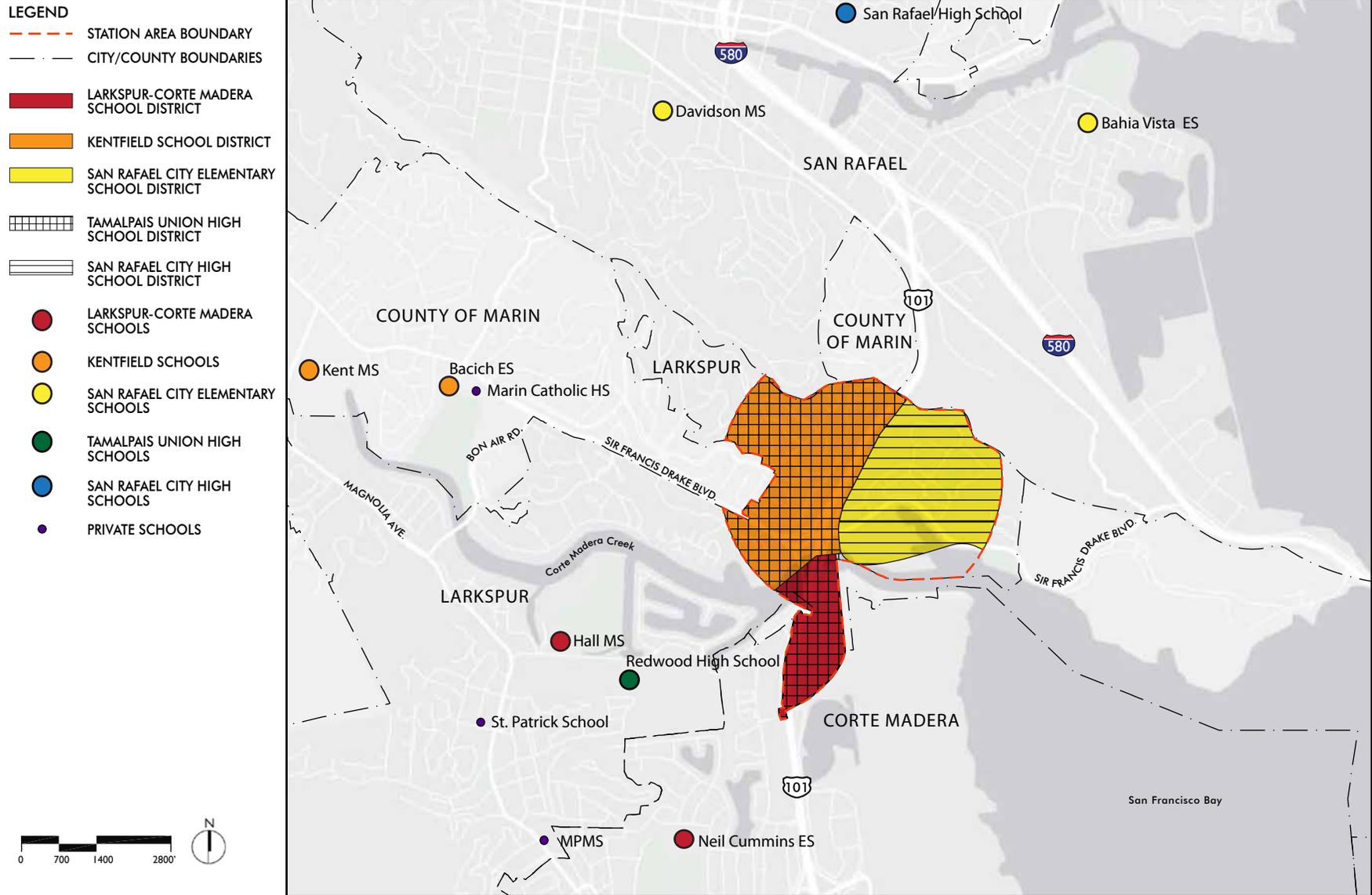
### FIRE AND EMERGENCY MEDICAL SERVICES

The Larkspur Fire Department (LFD) operates out of two fire stations. The main fire station – Fire Station 15 – is located at 420 Magnolia Avenue. Fire Station 15 has been identified as needing extensive rehabilitation, including structural repairs and redesign to bring the station up to seismic safety requirements and to better accommodate its use as a fire station; however, no schedule or funding has been identified for this rehabilitation.

Fire Station 16 is located at 15 Barry Way. Fire Station 16 was demolished and replaced on the same site with a new station in 1990. This new station is designed in two modular sections, one for an engine room, and the other for an office/living unit. Fire Station 16, located at the western edge of the station area, is the closest station, and would be the first responder in an emergency.

New development associated with the Station Area Plan would be required to meet all LFD, local and State Fire Code requirements for sprinkler systems, alarms, fireflow, access, and fire hydrant spacing. Site specific design plans are required to be submitted for review by the Fire Code. The City of Larkspur Building Department would review all construction plans and perform inspection of proposed developments associated with the Station Area Plan to ensure compliance with the Fire Code prior to the issuance of building permits

Figure 7.1: School Districts and Locations



### POLICE SERVICES

The Central Marin Police Authority (CMPA) provides police services for the Town of Corte Madera, the City of Larkspur, the Town of San Anselmo, and portions of Greenbrae. The CMPA was formed in January 2013 under a joint powers agreement between Corte Madera, Larkspur, and San Anselmo. Prior to January 2013, Larkspur was served by the Twin Cities Police Authority (TCPA), a joint powers agreement between Corte Madera and Larkspur. Along with automatic response agreements between the surrounding jurisdictions of Tiburon, Belvedere, Larkspur, Mill Valley, and Marin County, the CMPA has a State Mutual Aid Agreement with the County Sheriff to provide services in emergency situations.

The CMPA operates two police stations: one is located in Larkspur at 250 Doherty Drive, (approximately 1 mile from the station area) and the second is in San Anselmo at 525 San Anselmo Avenue. A sub-station is located at the Corte Madera Fire Station (Station 13) on Paradise Drive in Corte Madera.

It is not anticipated that additional police facilities would be required to support any future development in the station area, although additional police personnel and equipment could be needed.

### PARKS AND RECREATION

Many Larkspur residential neighborhoods are located in hillside areas which makes it very difficult, both economically and environmentally, to provide parkland near residents. As a result, the City's Park, Recreation and Open Space Master Plan calls for school sites to serve as neighborhood parks and provide the large flat spaces needed for group and team sports such as baseball, softball, basketball, and soccer. The Park, Recreation and Open Space Master Plan also calls for the acquisition of additional sites, wherever possible, in hillside and other areas, to provide mini-parks within walking distance of residents.

Most new development in the station area will occur east of U.S. 101 in the Larkspur Landing area. The only existing parks in the area today are Neighborhood Park and Miwok Park. Neighborhood Park, located just north of Larkspur Landing Circle on the Serenity site, provides open grassy areas and a tot lot available to local residents. A major underutilized resource, Miwok Park, currently undeveloped, is located slightly north of the Sanitary District site. Miwok Park is planned to be improved for casual access and as a view point for residents and visitors to the Bay and surrounding southern Marin hillsides.

As discussed in the Urban Design chapter, in addition to usable open space that will be required as part of new residential development, there is an opportunity for two significant plaza or promenade spaces that could be attractive to the entire Larkspur community. These could be located at the southern edges of both the Marin Country Mart site and the ferry terminal parking lot.

## PUBLIC FACILITIES AND SERVICES POLICY RECOMMENDATIONS

This Plan recommends the following actions be considered:

- PFS-1: As projects are proposed in the station area, work with local utilities to ensure availability of service and to require improvements as needed.
- PFS-2: Continue to coordinate with and support relevant school districts' efforts to provide adequate capacity for any increased demand associated with future development. Also work with the districts to consider reconfiguration of district boundaries to minimize community separation, especially in the Larkspur Landing area.
- PFS-3: As new development is proposed in the station area, coordinate review with the Larkspur Fire Department and Central Marin Police Authority to identify and mitigate any additional service needs and ensure continuation of adequate public services.
- PFS-4: Through the Planned Development (PD) review process, encourage land owners and/or developers to include publicly-accessible open space in new development.



## 8 IMPLEMENTATION

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This Station Area Plan includes a broad array of goals and recommendations to realize the vision of a walkable, livable, and accessible transit-supportive neighborhood. These recommendations provide general guidance to the City’s decision-makers and input to other City policy documents such as the General Plan. They also identify studies and actions that should be undertaken following completion of this Plan. This chapter outlines the implementing actions for the priority recommendations of the Station Area Plan, discussed in the following sections:

- Next Steps
- Regulatory Actions
- Implementation Action Plan
- Funding Strategy

### NEXT STEPS

Following is a discussion of actions that should be undertaken to implement the recommendations of this Plan. These next steps include recommended planning and design studies and necessary regional agency or municipality coordination. A variety of physical improvements to implement over the lifetime of the Plan are identified. In several cases additional studies are needed to clarify the specific improvements needed or to supplement studies already completed.

Multiple agencies have an interest in the success and functionality of the area around the SMART station. Virtually every issue that affects the area will require the cooperation among the City and other agencies to identify and implement solutions. In all cases, ongoing community involvement and input is a necessary requisite of future planning and design work.

### ADDITIONAL PLANNING STUDIES AND AGENCY COORDINATION

#### **Transportation Management Association, Transportation Demand Management Program and Trip Cap**

In order to monitor and manage development and associated vehicular trips within the station area, the City will work with TAM and other agencies as appropriate to design and implement a Transportation Management Association (TMA). As described in the Access, Circulation and Parking chapter, the TMA can be funded through voluntary fees, tax revenues, and/or grant funding, and would provide information, tools and management services to property owners, residents, and businesses within the station area. By enhancing and implementing the City's Transportation Demand Management program, the TMA would arrange for tools such as transit discounts, shared parking, and bicycle parking.

The Vehicle Trip Cap program would require the TMA to measure and monitor trips from the area and ensure consistency with trip limitations established for the station area and their impact on Sir Francis Drake Boulevard.

No new development and/or expansion of existing uses or structures would be permitted in the station area until the TMA and Trip Cap are in place.

### SMART Station Location

From the inception of the Station Area Plan process, questions were raised by the community about the planned location of the Larkspur SMART station in the SMART right-of-way adjacent to Highway 101, north of Sir Francis Drake Boulevard. Many CAC members as well as members of the public expressed a desire to collocate the SMART station with the Larkspur Ferry Terminal, to allow for more direct and convenient mode transfer. Community members expressed concern that the distance between the planned SMART station and the ferry terminal as well as the busy roads between them, would present disincentives to transit use, diminishing the potential benefits to these systems.

The Plan recommends that the transit agencies give serious consideration of an extension of the SMART rail line from its currently planned terminus to a new terminus near the Larkspur Ferry Terminal. Recognizing that this will require significant additional study and community input, the City would cooperate with SMART and other relevant agencies in this endeavor. The study would need to consider such factors as the change in grade between the two locations, the possibilities for extending the tracks above Sir Francis Drake Boulevard, and patterns of property ownership along any future alignment.

### Alternative Pedestrian Connections from the SMART station to the Ferry Terminal

Improved pedestrian and bicycle connectivity within the station area is a primary goal of this Plan. In particular, safe and convenient connections between the SMART station and ferry terminal will be critical to achieving the goals of this Plan and key to the overall success of the SMART corridor. As described in previous chapters, the Transportation Authority of Marin (TAM) and the City of Larkspur studied a route through the Marin Country Mart property that would connect pedestrians and cyclists coming from the Cal Park Hill Tunnel pathway and SMART station to the ferry terminal via the pedestrian bridge over Sir Francis Drake Boulevard. This Plan recommends implementation of this route.

In addition to this route, alternative, more direct routes connecting the tunnel pathway and station to the ferry terminal via the intersection of Lark-

spur Landing Circle and Sir Francis Drake Boulevard should be explored. The proposed routes (discussed in Chapter 5) would require additional study to determine their safety and feasibility.

#### **Mini Parks Master Plan Update**

During the planning process, members of the community and the CAC identified a number of potential public open space and park improvements that could enhance quality of life in the station area and provide additional open space for the Larkspur community at large. New public plaza spaces were envisioned at the water's edge on the ferry terminal property and along the north side of Sir Francis Drake Boulevard at the Marin Country Mart. Needed improvements were identified at Remillard and Miwok Parks as well.

To ensure these improvements are realized, the City of Larkspur should conduct outreach and public involvement in order to update the Mini Parks Master Plan to include these parks projects. Construction of the new parks would require the involvement and cooperation of the Marin Country Mart and the GGBHTD and could be completed as part of larger development projects or independent of long-term development. Consideration of funding options, including a public open space provision fee, will be included in the master plan update.

#### **Impact Fee Updates**

The City of Larkspur implements a variety of impact fees, such as traffic impact fees, road impact fees, and park in-lieu and improvement fees. These are used to offset the potential impacts of new and existing development on City amenities and resources. The City should conduct studies and update relevant fee programs as needed to coordinate with and capitalize on any future development in the station area.

#### **Parking Management Plan**

There are significant opportunities to optimize parking utilization through shared parking among complementary land uses. In conjunction with local property owners, SMART, and the GGBHTD, the City should undertake a study to develop a parking management plan for the station area east of US 101.

#### **Regional Traffic Monitoring**

This Plan recognizes that Sir Francis Drake Boulevard experiences very high volumes of traffic and congestion at AM and PM peak periods. The majority of traffic that affects the circulation network within and near the station area at peak travel times is primarily regional in nature and not generated by land uses in the immediate area. The City should encourage GGBHTD, Caltrans, the County, the City of San Rafael, and others to consider network and transit improvements in and around the station area to manage and, if possible, improve overall regional circulation outside of the City's jurisdiction.

#### **Larkspur Ferry Terminal Improvements**

Continuing coordination and cooperation between the City of Larkspur and the GGBHTD is an essential Plan action. This coordination is needed in two areas: the potential development of the ferry terminal site with transit-supportive land uses, and the management and location of parking for ferry patrons to reduce congestion in the station area.

The ferry terminal parking lot is an important long-term development opportunity site. This Plan recommends consideration of development of residential uses as well as structured ferry patron parking on the site. The Plan encourages the District to study the feasibility of mixed use development on the site, recognizing that ferry operations must continue to be optimized.

Parking at the ferry terminal is a major source of traffic congestion in the station area at peak morning and evening commute hours. Potential measures to reduce ferry terminal parking demand include the additional of SMART service to the ferry terminal and feeder shuttle services. These measures could also be coordinated with parking pricing and demand management strategies to provide incentives and funding to support these measures. The ferry terminal is currently testing a pilot shuttle and parking pricing program. These strategies should be coordinated with those proposed in this Plan.

### **Marin Airporter**

The community strongly supports maintaining the Marin Airporter at the existing site to ensure continuity of this important transit service to San Francisco Int'l. Airport. The City should work with the GGBHTD and Marin Airporter to support the service's retention. The City should also support Marin Airporter's possible expansion of service to Oakland Int'l. Airport.

### **Bicycle and Pedestrian Master Plan and Bicycle Share Programs**

The City should work with TAM and its consultants to update the City's Bicycle and Pedestrian Master Plan to accommodate the proposed circulation improvements in this Plan. The City should also work with TAM, MTC and local employers to determine if a bicycle share program could be implemented at the ferry terminal, SMART station, and Larkspur Landing, to create a local bicycle share system. The MTC opened the Bay Area Bike Share program in August 2013 in San Francisco and at select Caltrain stations in San Mateo and Santa Clara Counties. This program could serve as an example for an expanded countywide bike share program.

### **Sea Level Rise**

Future sea level rise has the potential to have significant detrimental effect on portions of the station area including the Redwood Highway area, Drake's Landing along Corte Madera Creek, and the ferry terminal site. The City of Larkspur should continue to work with the Bay Area Joint Policy Committee of ABAG and other regional agencies to address regional adaptation and mitigation strategies for sea level rise. The City of Larkspur should also coordinate with the Town of Corte Madera and the County of Marin to study the potential for adaptive measures along the railroad right-of-way in Larkspur and Corte Madera.

### **Greenbrae Corridor**

The outcome of the Greenbrae Corridor Improvement Project will have direct implications for vehicular circulation as well as pedestrian and bicycle connectivity in the station area. As the project develops, the City of Larkspur should conduct ongoing coordination with TAM, Caltrans, and the Town of Corte Madera to ensure safe, multi-modal access in the Greenbrae Corridor.

## **REGULATORY ACTIONS**

### **GENERAL PLAN AMENDMENTS**

The Larkspur SMART Station Area Plan should be incorporated into the Larkspur General Plan in the form of a Local Area Plan in order for the Plan's recommendations to be realized. Policy recommendations identified in this Plan and pertaining to the station area should be considered for reference or incorporation into all relevant General Plan elements. These policy recommendations are included at the end of the Land Use; Access, Circulation and Parking; Urban Design Guidelines; and Public Facilities and Services chapters of this Plan.

### **HOUSING ELEMENT**

Investment in station areas often leads to increases in local property values, which in turn indicates the need for strategies to preserve and enhance existing affordable housing and businesses serving lower-income residents as well as to produce new affordable housing as part of new development projects. An Affordable Housing and Anti-Displacement Strategy was prepared for this Plan and highlights the need for a concerted program to ensure that as station area investments are made and property values rise, these actions will create further affordable housing needs.

Most of the recommended actions in the Anti-Displacement Strategy and this Plan should be incorporated into the City's upcoming Housing Element Update. In accordance with State requirements, the City will be updating its Housing Element in 2014 to accommodate the 2014-2022 planning cycle. A summary of recommended actions to implement the Affordable Housing and Anti-Displacement Strategy through the upcoming Housing Element is included later in this chapter.

### **ZONING AMENDMENTS**

Following the update of the General Plan, the City Zoning Ordinance should be amended as appropriate to recognize the recommendations of this Plan. These zoning-related recommendations are included in the policy recommendations at the end of the Land Use chapter of this Plan.

### Planned Development Districts

The key development opportunity sites identified in this Plan are located within the Planned Development (PD) zoning district. The PD district allows a mixture of uses, building intensities, and design characteristics that would not normally be permitted in any single-use zoning district of the City. Generally, PD districts are applied to tracts of land “subject to potential development and where coordination of such development is essential to achieve unique and innovative community design.” (LMC 18.55.010)

Continuation of the PD zoning will allow appropriate scrutiny and control of any development proposals in the station area. The PD development review process requires the following steps:

- Developer submits preliminary development plan showing the proposed land uses and densities
- Planning Commission reviews and recommends approval to City Council
- Preliminary development plan approved by ordinance by City Council
- Developer submits precise development plan showing the design and location of all buildings, parking, recreation or open space, landscaping, and multi-modal circulation
- Planning Commission reviews for conformance with preliminary development plan and recommends approval to City Council
- Precise development plan approved by ordinance by City Council

Project approvals in the PD district would be guided by the new General Plan land use designations—Mixed-use and Administrative and Professional Two—that apply to the station area opportunity sites.

### IMPLEMENTATION ACTION PLAN

Implementation of this Plan will require a variety of public infrastructure projects, planning efforts and programs. The following Implementation Action Plan (Table 8.1) lists the specific actions that need to be taken by the City of Larkspur, in coordination with developers or local property owners and partner agencies, to fully implement the vision outlined in this Plan. The Action Plan summarizes each action by type of project or program and provides a priority time frame (tier), primary responsibilities and partners, approximate costs, and potential funding sources. It should be noted that phasing and cost estimates are based on current costs, funding sources and logistics. The Implementation Action Plan will be used by the City throughout the life of this Plan, and as such should be periodically reviewed and updated by the City to reflect conditions as they change over time. Priority tiers in Table 8.1 defined as follows:

#### TIER ONE: SHORT-TERM (0-5 YEARS)

This tier encompasses capital improvement projects that address critical threats to pedestrian safety in the station area or that need to be initiated early in order to achieve the fundamental goals of the Station Area Plan.

#### TIER TWO: MEDIUM (5-10 YEARS)

Improvement projects that are important as part of an interconnected pedestrian or bicycle network and generally enhance safety and accessibility are included in this tier as are improvements to existing parks in the station area.

#### TIER THREE: LONG-TERM (10-20 YEARS)

This tier includes significant capital improvement projects that are primarily designed to enhance open space in the study area and contribute to a more attractive and diverse public realm (these have been assigned to this tier with the assumption that development on the relevant sites is unlikely to occur sooner; if development does move forward prior to this time frame, the priority of these improvements should be advanced). All recommended planning studies and programs are either required as part of the General Plan update, should be implemented prior to new development, or are otherwise dependent on action by the City and thus are not assigned priority tiers.

**Table 8.1: Implementation Action Plan**

Infrastructure Items	Est. Cost Tier One/1-5 Yrs	Est. Cost Tier Two/5-10 Yrs or with Site Development	Est. Cost Tier Three/10+ Yrs or with Site Development	Total All Actions	Responsible Agency	Funding Source
<b>CROSSWALK IMPROVEMENTS</b>						
Larkspur Landing Circle & Old Quarry Road S.	\$53,000			\$53,000	Public Works	Grants, CIP (a)
Larkspur Landing Circle & Lincoln Village Circle N.	\$53,000			\$53,000	Public Works	Grants, CIP (a)
Larkspur Landing Circle & Lincoln Village Circle S.	\$30,000			\$30,000	Public Works	Grants, CIP (a)
Larkspur Landing Circle & Sanitary District No. 1 Site	\$110,000			\$110,000	Property Owner	Property Owner (b)
Larkspur Landing Circle & Cinema Site	\$30,000			\$30,000	Public Works	Grants, CIP (a)
<b>Crosswalk Improvements Subtotal</b>	<b>\$276,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$276,000</b>		
<b>NEW SIDEWALK IMPROVEMENTS</b>						
Cinema Frontage off Larkspur Landing Circle (LLC)	\$49,500			\$49,500	Public Works	Grants, CIP, Assessment District (a)
LLC (south frontage): Fidelity Building to Marin Country Mart (MCM) Entry		\$100,500		\$100,500	Public Works	Grants, CIP, Assessment District (a)
LLC (south frontage): Weight Watchers Building to Larkspur Offices East Entry		\$84,000		\$84,000	Public Works	Grants, CIP, Assessment District (a)
LLC (south frontage): Larkspur Offices East Entry to Old Quarry Road S. and into MCM		\$87,000		\$87,000	Public Works	Grants, CIP, Assessment District (a)
LLC (south frontage) Old Quarry Road S. to Lincoln Village Circle N. and into MCM		\$150,000		\$150,000	Public Works	Grants, CIP, Assessment District (a)
LLC (south frontage) Lincoln Village Circle N. to Lincoln Village Circle S.		\$130,500		\$130,500	Public Works	Grants, CIP, Assessment District (a)
LLC (east frontage) Lincoln Village Circle S. to Sanitary District No. 1 Site		\$58,500		\$58,500	Public Works	Grants, CIP, Assessment District (a)
LLC (southeast frontage) Sanitary District No. 1 to Larkspur Offices		\$51,000		\$51,000	Public Works	Grants, CIP, Assessment District (a)
LLC (northwest frontage) MCM South Entry to Sir Francis Drake Blvd.	\$81,000			\$81,000	Public Works	Grants, CIP, Assessment District (a)
Sir Francis Drake Blvd. (north frontage) east of the Melting Pot to Existing Sidewalk		\$100,000		\$100,000	Public Works	Grants, CIP, Assessment District (a)
<b>New Sidewalk Improvements Subtotal</b>	<b>\$130,500</b>	<b>\$761,500</b>	<b>\$0</b>	<b>\$892,000</b>		
<b>PUBLIC PARK AND TRAIL IMPROVEMENTS</b>						
Miwok Park		\$478,700		\$478,700	Public Works/ Recreation	General Fund & Park Fees (c)
Remillard Park		\$165,400		\$165,400	Public Works/ Recreation	General Fund & Park Fees (c)
Marin County Mart Promenade			\$11,100,000	\$11,100,000	Public Wks/Prop. Owner	Grants,CIP/Park Fees, Property Owner (c)
Ferry Terminal Plaza			\$10,200,000	\$10,200,000	Public Wks/Prop. Owner	Grants,CIP/Park Fees, Property Owner (c)
Upgrades to Existing Path: Ferry Terminal to Remillard Park		\$387,100		\$387,100	Public Works	Grants,CIP/Park Fees, Property Owner (c)
<b>Public Park and Trail Improvements Subtotal</b>	<b>\$0</b>	<b>\$1,031,200</b>	<b>\$21,300,000</b>	<b>\$22,331,200</b>		
<b>TOTAL ALL INFRASTRUCTURE</b>	<b>\$406,500</b>	<b>\$1,792,700</b>	<b>\$21,300,000</b>	<b>\$23,499,200</b>		

**Notes:**

- a) Requires further analysis to determine portion that can be funded from existing traffic impact fee, and portion that is attributable to new residents/businesses that will require revision to traffic impact fee.
- b) Requires further refinement to prepare financing strategy and phasing with property owner
- c) Requires further analysis to determine portion of upgrades attributable to prior nexus study for in-lieu fee and portion attributable to new residents/businesses, which may require revision to in-lieu fee or other mechanisms

Programs and Plans	Estimated Cost <sup>1</sup>	Responsible Agency	Funding Source
Create TMA and Vehicle Trip Cap Regulations	TBD	Public Works/ Planning Dept.	General Fund
Amend City TDM Program	TBD	Planning Dept.	General Fund
Prepare Parking Management Plan	TBD	Planning Dept.	General Fund
Update Inclusionary Policy and Conduct In-Lieu Fee Nexus Study	\$50,000	Planning Dept.	General Fund
Conduct Commercial Linkage Fee Study	\$25,000	Planning Dept.	General Fund
Conduct Impact Fee Study	TBD	Public Works/ Planning Dept.	General Fund
Support Bicycle and Pedestrian Master Plan Update	TBD	Public Works/ Planning Dept.	General Fund
Study Alternative Pedestrian Connections - SMART station to Ferry	TBD	Public Works	General Fund
Update General Plan, including Housing Element	TBD	Planning Dept. - 2014	General Fund
Update Larkspur Zoning Ordinance	TBD	Planning Dept.	General Fund
Update Larkspur Mini-Parks Master Plan	TBD	Recreation Department- 2014	General Fund
<b>TOTAL ALL PROGRAMS AND PLANS</b>	<b>TBD<sup>2</sup></b>		

- 1) All recommended planning studies and programs are either required as part of the General Plan update, should be implemented prior to new development, or are otherwise dependent on action by the City and thus are not assigned priority tiers.
- 2) Programs/plans with "TBD" cost will need to be assigned an estimate at a future date. Providing accurate cost estimates at this time is difficult due to uncertain timelines.

## FUNDING STRATEGY

### OVERVIEW

The City of Larkspur's recently adopted its FY 2013-2014 budget shows roughly \$24 million of expenditures for this current year for both operations and capital improvement projects. While the City receives some revenue from federal, state, and regional sources, its primary revenues are derived from local property taxes, sales and use taxes, hotel taxes, and business license fees. It is important to note that for new development projects, the City also collects planning fees, plan check fees, and other fees for services; these generally cover the costs of processing plan submittals, building permits, and other services related to new development projects.

The FY 2013-2014 adopted budget also includes a detailed four-year Capital Improvement Program (CIP), with a total planned expenditure of \$8.8 million in this fiscal year (included in above total budget expenditure), and additional funding already in place for the next three fiscal years to fund approximately \$19 million of additional, much-needed capital improvements. The CIP also shows numerous unfunded capital improvement projects across the four-year period. It is important to note that in addition to substantial funding from federal, state, and regional sources, the CIP also is funded by smaller amounts contributed by the General Fund, as well as from collection of impact fees from new development. These impact fees from new development are collected by the City in the form of both a park fee and a traffic fee program. Both of these are considered restricted funds, due to state law, and must be used to fund improvements needed to support the new development. Thus, as shown in the Implementation Action Plan table (Table 8.1), many of the improvements will fall into these two categories, and could be partially supported by impact fees charged to the new projects envisioned in the Plan.

However, in small cities such as Larkspur, major new capital improvements typically need additional outside sources of funding, beyond feasible local impact fees and other contributions from local revenues. These typically come from two major sources: local assessment districts which directly assess the properties that will benefit from the improvements, and a myriad

of regional, state, and federal grants. Both types of funding mechanisms are profiled below in more detail.

It is important to note that a key regional grant applicable to the Station Area Plan is the recently initiated One Bay Area Grant (OBAG). These funds, allocated by the Metropolitan Transportation Commission (MTC), have been created to support streetscape improvements, affordable housing, and infill infrastructure, with some of the funds targeted to only Priority Development Areas (PDAs). While the Larkspur station area is not designated as a PDA, applying for and receiving this designation would enhance Larkspur's eligibility to compete for these grants. Many of the recommended Tier 1 and Tier 2 projects would be particularly well-suited for this grant program.

### PHASED APPROACH TO FUNDING STRATEGY

As shown on the Implementation Action Plan, the capital improvements envisioned in this Plan are grouped according to criteria that include cost, feasibility, and importance to ensuring safety and improved circulation and needed facilities. The most expensive capital improvements, for public facilities related primarily to anticipated construction of the SMART station and development of the ferry terminal site, are generally envisioned as Tier 3 actions in years 10+ after Plan adoption. These longer-term major improvements would include participation by the two respective property owners, and would be coordinated with their plans for site development.

It should be noted that this overall strategy has been calibrated to the timing of creating or enhancing funding mechanisms, allowing for early basic circulation improvements, then enhancements to parks and open space, and finally implementing the infrastructure necessary to support Plan buildout.

#### Funding for Tier 1 Actions (Year 1 to 5)

The total cost of improvements in this Tier is estimated at \$406,500, including \$110,000 anticipated to be funded by property owners directly benefiting from these improvements. Deducting the private funding, there will be a remaining balance of \$296,500, or \$59,300 per year. These improvements, for critical early crosswalk and sidewalk improvements, are relatively modest

expenditures that could be funded primarily by Larkspur's Capital Improvement Program, and should be integrated into the next CIP, if adopted.

In addition, as shown in the Appendix, there are numerous regional, state, and federal grants available for this type of modest improvement. In particular, the One Bay Area Grant (OBAG) may help augment Larkspur expenditures for Tier 1 actions.

#### **Funding for Tier 2 Actions (Year 6 to 10)**

Tier 2 actions include the majority of the sidewalk improvements totaling \$761,500, existing park improvements totaling just over \$644,000, and a trail improvement costing about \$387,000. Depending on available CIP funds and the applicability of Larkspur's two impact fees (parks and traffic), some portion of these improvements could also be funded locally. It is recommended that the City re-evaluate its two fee programs to identify if the new development envisioned by this Plan can be leveraged to fund these improvements, in part, through these mechanisms. Again, there are also a host of regional, state, and federal funds available for these types of projects.

In addition, this Tier 2 stage may require creating an assessment district (a general term for mechanisms which assess property owners in a defined area to pay for improvements which directly benefit their properties) for the station area. There are many different types of assessment districts, each with its own legal framework, voting procedures, and restricted purposes (see Appendix for examples). Consideration of this approach will depend in part on evaluating the ownership structure of key parcels, the timing of anticipated new development, and the costs to create the district, which will also likely apply to funding portions of Tier 3 improvements.

#### **Funding for Tier 3 Actions (Years 11+)**

This Tier includes approximately \$22 million in recommended capital improvements, including \$21.3 million for two key open space projects: the Marin Country Mart Promenade and the Ferry Terminal Plaza. Each of these signature projects will require consideration of a combination of funding

mechanisms, including grants, assessment districts, and/or direct property owner contributions.

### **FUNDING FOR AFFORDABLE HOUSING AND ANTI-DISPLACEMENT STRATEGIES**

The Station Area Plan process included the preparation of an Affordable Housing and Anti-Displacement Strategy to address affordable housing needs resulting from implementation of this Plan. In summary, the Affordable Housing and Anti-Displacement Strategy identified that gap financing needs resulting from implementing the Plan could range from \$42 million to over \$50 million during the buildout of the Station Area Plan (\$1.5 million or more on average per year). While most of these actions should also be included in the 2014 Housing Element update, they are included here to underscore the relationship between the Plan's buildout vision and the need to strengthen programs serving lower-income households.

#### **Housing Element Update**

Actions that should be included in the next Housing Element update include monitoring the status of the three mobile home parks, which may require eventual replacement to preserve this vital affordable housing resource, both due to need as well as rising sea levels. The Housing Element Update process will provide an opportunity to engage with property owners and residents to explore options for replacing the housing with new affordable development at comparable AMI levels, either at existing sites or elsewhere in Larkspur.

#### **Update Inclusionary Housing Ordinance and Conduct Nexus Study for In-Lieu Fee**

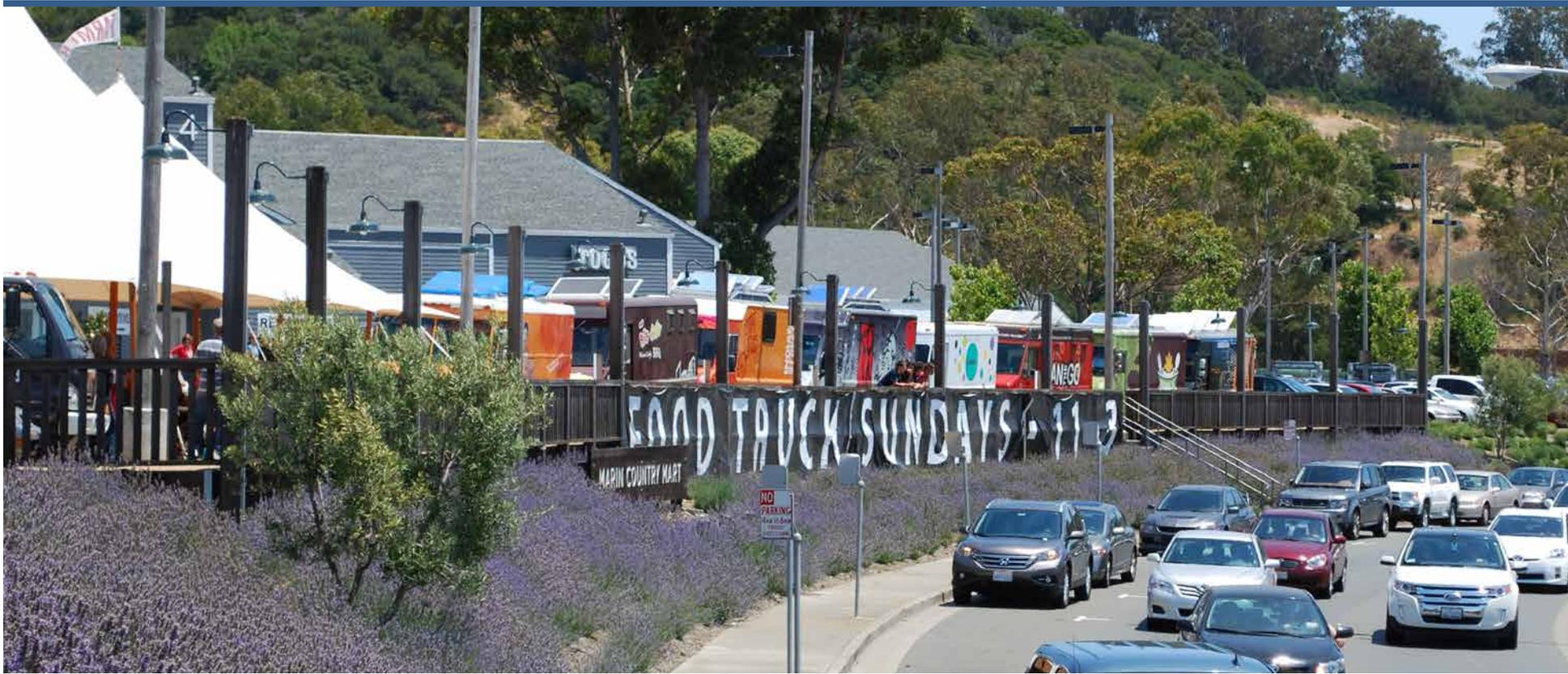
Recent court cases have resulted in the need for cities in California with inclusionary ordinances to prepare a nexus study that clearly shows the relationship between the fee and the increased need for affordable housing resulting from market rate housing to which the fee is applied. This Implementation Action would bring the City's Inclusionary Housing program into compliance and may result in a different in-lieu fee, depending on the find-

ings of the nexus study process. In-lieu fees generate revenue for the City to invest in affordable housing by providing gap funds on these difficult-to-finance projects. It will be important to set this revised in-lieu fee to ensure sufficient funding to produce needed new affordable units.

### **Conduct Study for Commercial Linkage Fee**

Some cities in California with strong demand for commercial development have created a commercial linkage fee ordinance and program. This concept offsets the impacts of new commercial development and its resulting impact on affordable housing need, which often rises due to increased workforce in the new development that cannot afford to live in the same community. This implementation action recommends conducting a study to analyze the feasibility of creating this linkage fee, including the preparation of the required nexus study if this fee program were adopted. The exact formula for determining a commercial linkage fee for new commercial development in Larkspur must be based on a rigorous nexus study that clearly shows the relationship between the new commercial development and increased demand for workforce housing and community facilities.





## APPENDICES

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Appendix 1: Financing Models and Funding Sources

Appendix 2: Affordable Housing and Anti-Displacement Strategy



## APPENDIX 1: FINANCING MODELS AND FUNDING SOURCES

There are a number grant, loan, and value capture funding mechanisms that can be utilized to finance the infrastructure and policy development items listed in the Implementation Action Plan. These sources are detailed in the sections below.

### LOCAL TAX INCREMENT AND ASSESSMENT DISTRICTS

#### Infrastructure Financing District (IFD)

Infrastructure financing districts (IFDs) provide a viable mechanism for California communities to collect tax increment to fund necessary infrastructure and other improvements. Jurisdictions must specify the portion of tax increment to collect over the designated period, as well as the list of projects that the IFD would fund. Once approved, the local government can collect an increment of taxes arising typically from increased value due to the improvements, and dedicate these revenues to repay a bond used to create the improvements. The key positive aspect of IFDs is that they do not add to the property tax bill of the property owner. Instead, much like former redevelopment funding, IFD's are a diversion of property tax from other entities to this special fund for specific purposes.

There are two challenges to creating an IFD. First, the jurisdiction must get approval from all other taxing entities that would forfeit a portion of their tax revenues. Each entity must pass a resolution accepting the creation of the IFD and the portion of increment they would commit. Second, the creation of an IFD requires approval from a two-thirds majority of registered district voters. Thus, property owners in the district to be created, generally need to be in favor of this concept, and understand how it will benefit their property.

#### Assessment Districts (Including Community Benefits Districts)

Assessment districts provide a mechanism for property owners to choose to levy an additional tax upon themselves for identified purposes. California law allows the creation of assessment districts for a wide variety of purposes; these can either fund capital improvements, or be established for operating costs (such as lighting and landscaping districts).

There are two primary challenges in establishing assessment districts, particularly for already developed areas. The first challenge is that total property taxes can only rise a certain amount before new development is disadvantaged relative to properties not subject to an assessment. The second challenge is that assessment districts require a majority vote of property owners weighted by property value to pass. In an area with numerous small properties and extensive residential development the prospect of a tax increase may be difficult to pass

#### Business Improvement District (BID)

A Business Improvement District (BID) is a type of assessment district that can assess either business owners or property owners (or both) to fund promotional, marketing, and other activities including additional maintenance or other public services or improvements. Related to the traditional BID model, Community Benefits Districts have recently been established in various California cities to provide a steady stream of funding for services and programs in primarily infill areas.

### OTHER LOCAL SOURCES OF FUNDS

#### Development Impact Fees

As noted in the Station Area Plan, Larkspur current has established two impact fees: for parks and traffic improvements. These fees, paid by new development projects, must only be used to pay for improvements that can be demonstrated to serve new residents and businesses (from new development), but these fees can be combined with other funding sources to fund a project that serves both new and existing residents or businesses. A nexus study, which calculates the new increment of development, estimates the portion of an improvement project attributable to that increment of growth, and allocates the fee among the new development projects by land use, is required by state law for implementation.

#### Revenue Bonds

Public activities that are revenue generating, and create sufficient cash flow to cover operating costs and debt service can potentially issue tax-free municipal debt to cover the cost of capital improvements. A common

example of this is revenue bonds for parking garage construction where there is pay parking.

### **General Obligation Bonds and Other Public Debt**

New commercial and lodging projects could generate significant new sales tax and transit occupancy (lodging) tax revenues that will flow into the City's General Fund. This new money could be used to finance debt service on tax-exempt debt obligations so that existing activities provided through the General Fund are not impacted. Such a General Obligation bond, however, requires a two-thirds vote of local residents (except for educational facilities) to approve. Alternatively, for facilities that can serve as collateral for debt, certificates of participation are a public finance technique that does not require voter approval.

### **Public Benefit Assessment District (SB 142)**

This mechanism is applicable to SMART for its use to fund its station improvements. SB 142 (DeSaulnier) was signed into law in October 2013 and establishes new authority for transit operators to form Benefit Assessment Districts for public transit improvements. The new law authorizes the governing board of any transit operator, or any government entity contracting for transit operation services, to establish a Benefit Assessment District by a two-thirds vote of the governing board. However, the board is prohibited from establishing a district if a majority of property owners file a petition for exemption through the process set forth in the law.

The district may only levy an assessment on properties falling within a one-half mile radius of an existing or proposed transit station or rail facility, though multiple non-contiguous stations may be included under the same district. The assessment levied on each property must be directly proportional to the benefit to be received by that property from the proposed improvement and the governing board may issue public bonds backed by this assessment. Revenue from the assessment or bonds backed by the assessment may only be used for rail stations, ferry terminals, bus transfer stations and related investments. Funds may not be used for system development outside of the designated station areas, but may be used for transit service capital or operations costs. This new authority will expire on January 1, 2021 unless extended by the legislature.

## **REGIONAL AND STATE SOURCES OF FUNDS**

### **OneBayArea Grant (OBAG)**

The OneBayArea Grant Program (OBAG) establishes program commitments and policies for investing roughly \$800 million over the four-year Cycle 2 period (FYs 2012-13 through 2015-16), funded by federal funds authorized by Congress in Moving Ahead for Progress in the 21st Century (MAP 21).

The OneBayArea Grant Program is a new funding approach that better integrates the region's federal transportation program with California's climate law (Senate Bill 375, Steinberg, 2008) and the Sustainable Communities Strategy. Funding distribution to the counties will consider progress toward achieving local land-use and housing policies by rewarding jurisdictions that accept housing allocations through the Regional Housing Need Allocation (RHNA) process and produce housing using transportation dollars as incentives. The program also supports the Sustainable Communities Strategy for the Bay Area by promoting transportation investments in Priority Development Areas (PDAs) and by initiating a pilot program that will support open space preservation in Priority Conservation Areas (PCA).

### **Bay Area Transit-Oriented Affordable Housing (TOAH) Fund**

The Bay Area Transit-Oriented Affordable Housing (TOAH) Fund provides financing for development of affordable housing and community services such as child care centers, fresh food outlets, and health clinics in PDAs. The TOAH Fund is available for non-profit and for profit developers, municipal agencies, and joint ventures between these entities, provided that the entities have established track records of developing affordable housing. Because the TOAH fund targets PDAs, the station area would need a PDA designation to be eligible for funding under this program.

### **State Transportation Improvement Program (STIP)**

The STIP is a multi-year capital improvement program of transportation projects on and off the State Highway System, funded with revenues from the State's Transportation Investment Fund and other funding sources, including the State Highway Account. A wide variety of transportation capital projects are eligible for funding, including improvements to State high-

ways and local roads, public transit (including buses), intercity rail, pedestrian and bicycle facilities, and inter-modal facilities.

STIP programming generally occurs every two years, with the California Transportation Commission (CTC) adopting a fund estimate in August of odd years. Transportation improvement plans prepared by Caltrans and local agencies are then submitted to CTC for approval by December of odd years. Caltrans prepares the Interregional Transportation Improvement Plan (ITIP), which governs roughly 25 percent of allocated funds for intercity projects. Regional Transportation Improvement Plans (RTIPs) are prepared by regional agencies including Regional Transportation Planning Agencies (RTPAs), County Transportation Commissions, and Metropolitan Planning Organizations (MPOs). In the Bay Area, MTC prepares the RTIP.

### **CalTrans Planning Grants**

CalTrans provides planning grants for studies for sustainable transportation and transit planning studies, which can include studies that lead to SB 375 SCS implementation, corridor studies, evaluations of transportation issues involving intermodal facilities, and complete streets studies, among other planning activities.

Caltrans also provides grants for infrastructure projects that benefit bicycle commuters through its Bicycle Transportation Account. The project must increase the safety and convenience of bicycle commuters. Cities and counties interested in this funding source must create a Bicycle Transportation Plan (BTP) and submit it to their Regional Transportation Planning Agencies for approval.

### **Greenhouse Gas Reduction Fund (AB 32)**

The 2006 Global Warming Solutions Acts (AB 32) established a cap and trade system in California. The system establishes quarterly auctions of carbon allowances, the first of which was held in November 2012. The most recent auction was held in August 2013 and proceeds are on track to exceed \$500 million annually in state revenue. These proceeds are deposited into a Greenhouse Gas Reduction Fund for the purpose of allocating funds to local greenhouse gas reduction activities. The Final Cap and Trade Investment Plan issued by the California Air Resources Board (CARB) in May 2013

specifies that the majority of these funds should go to local projects in the Sustainable Communities and Clean Transportation category. While the policies and allocations are still being formulated, this funding category is envisioned to include planning and infrastructure development projects that further implementation of regional Sustainable Communities Strategies (SCS). Example eligible projects currently envisioned include:

- rail modernization and system integration
- public transit connectivity to rail
- expanded transit ridership programs
- transit infrastructure
- transit-oriented development support

The FY 2013-14 California budget permitted a one-time transfer of Greenhouse Gas Reduction Fund revenues to the State's General Fund. These funds, comprised of auction revenue from FY 2013-14 are intended to be replaced subsequently and the Fund is expected to begin issuing funding in FY 2014-15. Funds will be distributed to State agencies, such as CARB and the California Environmental Protection Agency (CalEPA), which will then award funds for eligible local activities. The exact process for allocating funds will remain under development through the end of 2013.

### **Infrastructure State Revolving Loan Fund (ISRF)**

The California Infrastructure and Economic Development Bank (I-Bank) loans money for infrastructure projects around the state. The I-Bank is the state's general purpose financing authority that finances public infrastructure and private development projects that promote economic development and revitalize communities.

### **Affordable Housing Innovation Fund**

The California Housing and Community Development Department (HCD) provides loans to developers for projects that create or preserve affordable housing. The Affordable Housing Innovation Program – Loan Fund (AHIP-L) provides site acquisition loans to developers through a nonprofit fund manager. The Affordable Housing Innovation Program – Program Fund (AHIP-P) provides site acquisition financing to pre-qualified developers.

## FEDERAL SOURCES

### Moving Ahead for Progress in the 21st Century (MAP-21)

Signed into law in 2012, the Moving Ahead for Progress in the 21st Century Act (MAP-21) is the nation's current long-term transportation authorization. Map-21 replaces SAFETEA-LU, the authorizing legislation in effect from 2005 to 2012, though it continues or restructures many of the funding programs under the former legislation. MAP-21 authorizes \$105 billion for fiscal years (FY) 2013-14 and 2014-15 to be distributed by the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) through a series of competitive grant and financial assistance programs for highway and road, transit, freight, bike, pedestrian, and multimodal projects. In the Bay Area, MTC is responsible for allocating MAP-21 funds to local jurisdictions through the OBAG process. Programs administered under MAP-21 include:

- National Highway Performance Program (NHPP). \$21.8 billion per year to enhance the National Highway System (NHS), including border crossings and major intermodal transportation facilities on those routes.
- Surface Transportation Program (STP). \$10 billion per year to preserve and improve highways and roads, transit capital projects, and public bus terminals and facilities.
- Highway Safety Improvement Program (HSIP). \$2.4 billion per year to improve safety on highways and public roads, including \$220 million per year for the Rail-Highway Crossings Program.
- Congestion Mitigation and Air Quality Improvement Program (CMAQ). \$2.2 billion per year for transportation projects that improve air quality in areas designated as nonattainment or maintenance areas under the Clean Air Act.
- Transportation Alternatives Program (TAP). \$809 million in FY 2013-14 and \$820 million in FY 2014-15 to provide for a variety of alternative transportation programs, including bike and pedestrian trails and infrastructure-related projects for non-drivers. TAP consolidates funding from the former Transportation Enhancements, Recreational Trails, and Safe Routes to Schools programs.
- Urban Area Formula Grants. \$4.9 billion in FY 2013-14 and \$5 billion in FY 2014-15 to support public transportation in urbanized areas.
- State of Good Repair Grants. \$2.1 billion per year to maintain public transportation systems for fixed-guideway systems, including rail systems, bus rapid transit systems, and passenger ferry service.
- Fixed Guideway Capital Investments Program ("New/Small Starts"). \$1.9 billion per year for major investments in new and expanded rail, bus rapid transit, and ferry systems.
- Bus and Bus Facilities Program (Section 5309). \$422 million in FY 2013-14 and \$428 million in FY 2014-15 to replace, rehabilitate, or purchase buses and related equipment, and to construct bus-related facilities.
- Construction of Ferry Boats and Ferry Terminal Facilities. \$67 million per year to construct ferry boats and ferry terminal facilities.
- Transportation Infrastructure Finance and Innovation Act (TIFIA). \$750 million in FY 2013-14 and \$1 billion in FY 2014-15 to provide credit assistance to surface transportation projects, including highway, transit, passenger and freight rail, and intermodal freight transfer facilities.

### CDBG Infrastructure Financing

For cities and counties such as Larkspur that are not eligible for the CDBG entitlement program, HUD offers grants that can fund infrastructure improvements, provided that low-income residents represent 51 percent of project benefactors. There are two kinds of grants: General Allocation Grants, which must address a health and safety need (such as relocating housing units due to sea level rise), and Over the Counter (OTC) Grants, which support off-site infrastructure to support economic development.

## APPENDIX 2: AFFORDABLE HOUSING AND ANTI-DISPLACEMENT STRATEGY<sup>1</sup>

### INTRODUCTION

The City of Larkspur is undertaking the preparation of a Station Area Plan for the planned Larkspur station on the Sonoma-Marín Area Rail Transit (SMART) line. SMART is a planned 70-mile commuter rail line beginning in Cloverdale and ending in Larkspur, serving a total of 14 stations in Marin and Sonoma Counties. The project also includes a bicycle and pedestrian pathway following the rail line, and is intended to provide an alternative mode of transportation for people commuting on Highway 101. The planned Larkspur SMART Station will be located in Larkspur Landing, directly east of Highway 101.

The planning process for the Larkspur SMART station area is intended to establish a land use plan and policy framework that will guide development in the station area toward uses that will support transit ridership and meet the City's regional housing goals, particularly in relation to affordable housing. In addition, the Station Area planning effort is intended to identify bicycle and pedestrian improvements that will facilitate connectivity within the station area and to the regional transit connections provided by the SMART station, the Marin Airporter, the Larkspur Ferry terminal, and local commuter buses.

The Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) are supporting the Larkspur SMART station area planning effort as well as station area planning efforts in jurisdictions throughout the Bay Area. These station area plans are meant to facilitate implementation of the Jobs-Housing Connection Strategy that ABAG and MTC approved in May 2012, which plans for the anticipated household and employment growth in the region over the next 30 years with an emphasis on focusing most new nonagricultural development within the existing urban footprint, mostly in areas with high levels of transit accessibility. The Jobs-Housing Connection Strategy includes an estimate of the quantity of housing that will be needed in the region by 2040 as well the

<sup>1</sup> Prepared by BAE Urban Economics, November 2012

estimated need for affordability, projecting that most households (61 percent) in the Bay Area in 2040 will have very low, low, or moderate incomes.

Station area planning efforts are often associated with an increase in property values as a result of enhanced transit accessibility and public and private investment in the station area, making it particularly important to incorporate affordable housing considerations into station area planning. While an increase in property values can benefit a community in a number of ways, potential outcomes also include the displacement of existing low-income residents and a shortage of new housing affordable to low- and moderate-income households. This can result in an overall lack of housing opportunities in the station area for households with low or moderate incomes, despite the large benefit that many lower-income households can reap from transit accessibility.

The Affordable Housing and Anti-Displacement Strategy presented in this memo is intended to develop goals and implementation measures to provide existing and future station area residents with a range of housing options affordable to households at all income levels. To this end, the following sections provide a demographic and housing profile of the station area, identify goals for the station area related to the development and preservation of affordable housing, analyze financial feasibility, and develop a range of implementation strategies.

Additionally, the Strategy is intended to identify small businesses, services, and community centers in the station area that are at risk of displacement, particularly those that serve lower-income residents, and determine whether additional services might be needed to serve current and future station area residents. Accordingly, the following analysis will include a scan of small businesses and community services in the area and recommendations for additional services that are likely to be needed as development takes place in the station area.

BAE completed a Market Analysis in August 2012 to inform the Station Area planning effort, which provided background information on demographic, real estate, and economic trends in the station area and assessed market

**Table A2.1: Housing Units by Type of Structure (a)**

Type of Residence	Plan Area (b)		Marin County	Bay Area (c)
	Area (b)	Larkspur		
Single Family Detached	51.2%	40.7%	61.1%	53.7%
Single Family Attached	2.5%	6.6%	10.1%	9.2%
Multifamily 2-4 Units	6.0%	7.6%	7.4%	10.0%
Multifamily 5-19 Units	15.8%	27.8%	11.3%	11.5%
Multifamily 20-49 Units	4.4%	4.5%	4.6%	5.6%
Multifamily 50+	4.6%	8.3%	3.7%	7.8%
Mobile Home	12.0%	3.5%	1.4%	2.0%
Boat, RV, Van, or Other	3.5%	1.0%	0.3%	0.1%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>
<b>Multifamily Housing Units</b>	<b>30.9%</b>	<b>48.1%</b>	<b>27.0%</b>	<b>35.0%</b>

**Notes:**

- (a) The American Community Survey (ACS) publishes demographic estimates based on statistical sampling conducted between 2006-2010.
- (b) Demographic data for the Plan Area are drawn from Block Group 1 of Census Tract 1192.02 and Block Group 2 of Census Tract 1212.
- (c) The nine-county Bay Area includes Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma counties.
- Sources: ACS, 2006-2010; BAE, 2012.

demand for new residential, office, industrial, and retail development. The Affordable Housing and Anti-Displacement Strategy uses information presented in the Market Analysis, along with additional information specific to housing conditions and commercial properties in the City and station area, to inform conclusions and recommendations.

**EXISTING HOUSING STOCK**

The existing housing stock in the station area demonstrates substantial diversity in unit types and affordability levels. In the Greenbrae portion of the station area, the vast majority of homes are owner-occupied and single-family. The Larkspur Landing area has two large market-rate multifamily properties, with a combined total of approximately 600 units, and Drake's Way, a 24-unit affordable housing development for families earning 50 per-

cent of the Area Median Income (AMI) or less. Larkspur Courts, one of the two market-rate properties, has 37 units that are deed-restricted to remain affordable to lower-income households for the life of the property. In the Redwood Highway area, the existing housing stock consists of two mobile home parks. The diversity of the station area housing stock is shown in Table 1. Apart from Drake's Way, the 24-unit affordable development within Larkspur Courts, and the two mobile home parks in the Redwood Highway Area, homes throughout the station area tend to have high rents and sale prices.

Housing quality within the station area is generally high, with the possible exception of the mobile homes in the Redwood Highway area. As reported in the Market Analysis, the estimated median year of construction for homes in the station area is 1969, comparable to the rest of the Bay Area. Overall, the single-family homes in the Greenbrae area and the rental properties in the Larkspur Landing area have been well maintained. Though neither of the market rate rental properties in the Larkspur Landing area are new (constructed in 1978 and 1990), both have been renovated since opening and offer high-quality amenities. Drake's Way is newly constructed, completed in 2009. Due to the high quality of housing in the station area, the Affordable Housing and Anti-Displacement strategy focuses mainly on strategies to preserve existing housing and provide new quality housing, rather than on upgrading or replacing existing units.

**Residential Building Permit Trends**

The US Census Bureau provides data on the number of residential building permits issued in cities and counties on an annual basis. According to this data, residential building permit trends show a modest amount of activity in Larkspur in recent years, with an emphasis on single-family homes. The City issued permits for 101 residential units between 2001 and 2011, at an average rate of 9 units per year, 84 percent of which were for single-family homes. There were no multifamily building permits issued in any year other than 2008, which was the most active year during this period for building permit activity.

**Table A2.2:** Residential Building Permit Trends, 2001-2011

<b>Larkspur</b>													<b>Total</b>	
<b>Building Type</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>Number</b>	<b>Percent</b>	
Single Family	8	5	11	9	2	14	8	13	6	6	3	85	84.2%	
2 Family	0	0	0	0	0	0	0	0	0	0	0	0	0.0%	
3 & 4 Family	0	0	0	0	0	0	0	11	0	0	0	11	10.9%	
5 or More Family	<u>0</u>	<u>5</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>5</u>	<u>5.0%</u>							
<b>Total</b>	<b>8</b>	<b>5</b>	<b>11</b>	<b>9</b>	<b>2</b>	<b>14</b>	<b>8</b>	<b>29</b>	<b>6</b>	<b>6</b>	<b>3</b>	<b>101</b>	<b>100.0%</b>	

<b>Marin County</b>													<b>Total</b>	
<b>Building Type</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>Number</b>	<b>Percent</b>	
Single Family	189	281	641	585	236	113	104	108	53	60	45	2,415	67.9%	
2 Family	0	18	10	46	0	2	2	0	0	0	0	78	2.2%	
3 & 4 Family	0	19	3	9	4	0	0	11	0	0	0	46	1.3%	
5 or More Family	<u>182</u>	<u>115</u>	<u>47</u>	<u>385</u>	<u>135</u>	<u>49</u>	<u>8</u>	<u>14</u>	<u>82</u>	<u>0</u>	<u>0</u>	<u>1,017</u>	<u>28.6%</u>	
<b>Total</b>	<b>371</b>	<b>433</b>	<b>701</b>	<b>1,025</b>	<b>375</b>	<b>164</b>	<b>114</b>	<b>133</b>	<b>135</b>	<b>60</b>	<b>45</b>	<b>3,556</b>	<b>100.0%</b>	

Sources: U.S. Census Bureau, Building Permit Trends; BAE, 2012.

**DEMOGRAPHIC AND HOUSING TRENDS**

The Market Analysis for the Larkspur SMART Station Area Plan provided detailed information on demographic and housing characteristics in the station area, the City of Larkspur, Marin County, and the Bay Area,<sup>2</sup> based primarily on data from the US Decennial Census and the American Community Survey (ACS). As discussed in the Market Analysis, station area households tend to be comparatively wealthy, with a median income over \$90,000 per year, and small, with an average size of 2.2 persons per household. Within the station area and throughout Larkspur, households are split approximately evenly between renters and owners. Larkspur residents tend to be older than average for the Bay Area, with a median age of 45 in the station area and 49 citywide. Almost all employed residents (90 percent) work

outside of the city, two thirds of which commute to jobs outside of Marin County. These characteristics have implications for current and future housing needs, which will be discussed further in the following section detailing priority housing needs in the station area.

In addition to the demographic and real estate trends discussed in the Market Analysis, this analysis uses data on overcrowding, length of residency, and the cost of housing relative to resident incomes to assess housing affordability and displacement risk in the station area. Almost all ACS data used for this analysis were collected between 2006 and 2010 and represent the station area using 2010 Block Group 1 of Census Tract 1192.02 and 2010 Block Group 2 of Census Tract 1212, similar to the data used in the Market Analysis. The exception is Table 7 (overpayment), which uses Comprehensive Housing Affordability Strategy (CHAS) data, custom tabulations of

<sup>2</sup> The nine-county Bay Area consists of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma Counties.

**Table A2.3: Overcrowding (a)**

Area	Overcrowded (1.01-1.5 persons/HH)		Severely Overcrowded (1.51+ persons/HH)		Total Overcrowded	
	Number	Percent	Number	Percent	Number	Percent
Plan Area (b)	0	0.0%	0	0.0%	0	0.0%
Larkspur	55	0.9%	33	0.6%	88	1.5%
Marin County	1,655	1.6%	956	0.9%	2,611	2.5%
Bay Area (c)	93,975	3.7%	45,279	1.8%	139,254	5.4%

**Notes:**

(a) The American Community Survey (ACS) publishes demographic estimates based on statistical sampling conducted between 2006-2010.

(b) Demographic data for the Plan Area are drawn from Block Group 1 of Census Tract 1192.02 and Block Group 2 of Census Tract 1212.

(c) The nine-county Bay Area includes Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma counties.

Sources: ACS, 2006-2010; BAE, 2012.

**Table A2.4: Year Moved Into Unit**

	Plan Area (b)	Larkspur	Marin County	Bay Area (c)
Renter Occupied (d)	2005+	2005+	2005+	2005+
Owner Occupied	1996	1996	1994	1997
<b>Total</b>	<b>2002</b>	<b>2002</b>	<b>2000</b>	<b>2002</b>
% of Renters that Moved After 2005	71.4%	53.3%	57.3%	59.1%

**Notes:**

(a) The American Community Survey (ACS) publishes demographic estimates based on statistical sampling conducted between 2006-2010.

(b) Demographic data for the Plan Area are drawn from Block Group 1 of Census Tract 1192.02 and Block Group 2 of Census Tract 1212.

(c) The nine-county Bay Area includes Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma counties.

(d) An '+' following a median estimate means the median falls in the upper interval of an open-ended distribution.

Sources: ACS, Table B25038 & B25039, 2006-2010; BAE, 2012.

demographic and housing data from the US Census Bureau that are often used by local governments to determine housing needs and prioritize housing funds. CHAS tabulations currently lag the release of ACS data by one year and as a result the CHAS tabulations presented in Table 7 are based on ACS data collected between 2006 and 2009. CHAS data are not available at the Block Group level but data can be accessed for partial Census Tracts to include only the portion of a Census Tract that lies within a Census-designated place. Therefore, the data presented in Table 7 represents the station area using the portions of year 2000 Census Tracts 1192 and 1212 that lie within Larkspur.

**Overcrowding**

ACS data on overcrowding in the station area, Larkspur, Marin County, and the Bay Area are shown in Table 3. According to the ACS, a housing unit is defined as overcrowded if it houses more than one person per room, excluding bathrooms, kitchens, and hallways, and is severely overcrowded if it houses more than 1.5 persons per room. As shown, rates of overcrowding are low throughout Marin County compared to the Bay Area as a whole. The rate of overcrowding is lower still in Larkspur, and there are no reported cases of overcrowding in the station area.

**Length of Residency**

ACS data indicate that station area residents are generally similar to residents throughout Larkspur, Marin County, and the Bay Area with respect to the average length of residency. In the station area, Larkspur, and the Bay Area, the median year that a household began occupancy in their current unit was 2002; in Marin County it was 2000. Among owner-occupied units, the median year that households moved into current units ranged between 1994 and 1997 in the station area, Larkspur, Marin County, and the Bay Area. The typical length of residency among renter households was much shorter; more than half of all renter households moved into their current units in 2005 or later in all four geographies. The typical length of residency among renters was particularly short in the station area, where 71 percent of all renters had moved in after 2005.

**Affordability**

The affordability of housing is typically measured by the percent of household income that is spent on housing costs, and housing is typically considered to be affordable to a given household when total housing costs are equal to 30 percent of gross household income or less. As the following analysis demonstrates, the vast majority of market-rate housing in Larkspur exceeds this affordability threshold for most Marin County households. Moreover, Marin County has one of the highest median household incomes in the State, which means that housing in Marin County is substantially less affordable on a regional or statewide basis than on a countywide basis. This has a number of implications at the local level, including a large number of people that work in the area but cannot afford to live nearby, and therefore commute from homes outside of the County.

*Affordability of For-Sale Homes*

Table 5 shows the percentage of single-family homes and condominiums in Larkspur that were sold between December 2011 and May 2012 and are affordable to households earning up to 120 percent of the median income for a three-person household in Marin County. With a median sale price of \$1.3 million, only seven percent of single-family homes sold during this period were affordable to households earning 120 percent of AMI. An even smaller portion was affordable to households earning the County median income or less and none of the homes sold during this period were affordable to households earning 30 percent of the County median income. In order to afford a home sold at the median sale price, a household needed an annual income equal to approximately \$300,000, more than three times the median income for a three-person household.

Condominiums are a slightly more affordable form of homeownership; 50 percent of all condominiums sold between December 2011 and May 2012 were affordable to households earning at least 120 percent of AMI. However, a three-person household earning 100 percent of AMI is nonetheless unable to afford a median-priced condominium in Larkspur, and the relatively low volume of condo sales during this period suggests that there are few available on the market, even if households can afford the sale price.

**Table A2.5: Affordability of Market Rate For Sale Housing, Larkspur, 2012**

<b>Single-Family Residences</b>			
<b>Income Level</b>	<b>Income Limit (a)</b>	<b>Max. Affordable Sale Price (b)</b>	<b>Percent of 3+ BR SFRs Recently Sold Within Price Range (c)</b>
Extremely Low-Income (Up to 30% AMI)	\$30,000	\$129,154	0.0%
Very Low-Income (Up to 50% AMI)	\$49,950	\$215,042	4.0%
Low-Income (Up to 80% AMI)	\$79,950	\$344,196	4.0%
Median-Income (Up to 100% AMI)	\$92,700	\$399,087	5.3%
Moderate-Income (Up to 120% AMI)	\$111,250	\$478,947	6.7%
Median Sale Price			\$1,275,000
Number of Units Sold			75
<b>Condominiums</b>			
<b>Income Level</b>	<b>Income Limit (b)</b>	<b>Max. Affordable Sale Price (b)</b>	<b>Percent of Condos on Market Within Price Range (d)</b>
Extremely Low-Income (Up to 30% AMI)	\$30,000	\$59,072	0.0%
Very Low-Income (Up to 50% AMI)	\$49,950	\$143,250	2.8%
Low-Income (Up to 80% AMI)	\$79,950	\$269,834	25.0%
Median-Income (Up to 100% AMI)	\$92,700	\$323,632	38.9%
Moderate-Income (Up to 120% AMI)	\$111,250	\$401,903	50.0%
Median Sale Price			\$411,500
Number of Units Sold			36

**Notes:**

(a) Income limits published by CA Department of Housing and Community Development for three-person household in Marin County, 2012.

(b) Assumptions used to calculate affordable sales price:

Annual Interest Rate (Fixed)	5.70%	Freddie Mac historical monthly Primary Mortgage Market Survey data tables. Ten-year average.
Term of mortgage (Years)	30	
Percent of sale price as down payment	20%	
Initial property tax (annual)	1.1%	
Mortgage Insurance as percent of loan amount	0.00%	
Annual homeowner's insurance rate as percent of sale price		
Condominium units:	0.42%	CA Dept. of Insurance website, based on average of all quotes, assuming \$100,000 of coverage.
Single-Family Homes:	0.29%	CA Dept. of Insurance website, based on average of all quotes Assuming \$150,000 of coverage and a new home. (Condominium units only)
Homeowners Association Fee (monthly)	\$400	
PITI = Principal, Interest, Taxes, and Insurance		
Percent of household income available for PITI	30%	

(c) Consists of all full and verified sales of single-family residences with 3+ bedrooms in the 94904 and 94939 ZIP codes between 12/1/2011 and 5/31/2012.

(d) Consists of all full and verified sales of Condominiums in the 94904 and 94939 ZIP codes between 12/1/2011 and 5/31/2012.

Sources: U.S. HUD, 2009; DataQuick, 2009; BAE, 2010.

**Table A2.6:** Affordability of Market Rate Rental Housing, Larkspur, 2012

Income Level	Income Limit (a)	Max. Affordable Rent (b)
Extremely Low-Income (Up to 30% AMI)	\$30,000	\$612
Very Low-Income (Up to 50% AMI)	\$49,950	\$1,111
Low-Income (Up to 80% AMI)	\$79,950	\$1,861
Median-Income (Up to 100% AMI)	\$92,700	\$2,180
Moderate-Income (Up to 120% AMI)	\$111,250	\$2,643
	<b>Low</b>	<b>High</b>
Rent Range, 2 bedroom in Plan Area (c)	\$2,500	\$2,700

Notes:

(a) Income limits published by CA Department of Housing and Community Development for three-person household in Marin County, 2012.

(b) Assumes 30 percent of household income spent on rent and utilities, based on Marin County Housing Authority utility allowance.

(c) Rent range from Larkspur Courts and Serenity at Larkspur, July 2012.

(d) Average rent for a 3 bedroom single-family home, December 2009.

Sources: CA HCD, 2009; San Mateo County Housing Authority, 2008; BAE, 2010.

**Table A2.7:** Overpayment among Households Earning 80 Percent of MFI or Less (a)

	Plan Area (b)		Larkspur	
	Renters	Owners	Renters	Owners
Elderly households	76.8%	55.0%	79.6%	65.8%
Small family (2-4 members)	88.9%	100.0%	91.4%	85.2%
Large family (5+ members)	0.0%	(c)	0.0%	(c)
All other households	94.7%	13.3%	92.6%	45.5%
<b>All households</b>	<b>81.9%</b>	<b>53.7%</b>	<b>85.2%</b>	<b>66.4%</b>

Notes:

(a) Housing overpayment defined as households that spend more than 30 percent of gross income on housing costs. Data are drawn from ACS demographic estimates based on statistical sampling conducted between 2005-2009. Data are shown for households for which cost burden was computed, not all households.

(b) Demographic data for the Plan Area are drawn from the portions of year 2000 Census Tracts 1192 and 1212 that lie within the Larkspur City boundary.

(c) There are no data on large family owner households earning 80% of MFI or less in the Plan Area or Larkspur.

Sources: HUD, State of the Cities Data System: Comprehensive Housing Affordability Strategy (CHAS) special tabulations from ACS 2006-2009; BAE, 2012.

### Rental Affordability

Similar to condos, rental housing in the station area tends to be unaffordable for households earning less than 120 percent of AMI. Rent for a two-bedroom apartment in either of the two market-rate rental developments in the station area (Larkspur Courts and Serenity at Larkspur) ranges from \$2,500 to \$2,700 per month, exceeding the affordability threshold for median-income households by \$300 to \$500. Moreover, both of the apartment complexes report minimal amounts of vacancy (2 percent), indicating that there is a shortage of rental housing opportunities in the station area.

### Housing Overpayment

Housing overpayment is defined as paying more than 30 percent of household income on housing costs. Given the gap between housing costs and household incomes that is demonstrated in Tables 5 and 6, it is not surprising CHAS data suggest that housing costs for many Larkspur and station area residents exceed the affordability threshold.

CHAS housing affordability data is based on Median Family Income (MFI), rather than the median income for all households (family and non-family), which is used to compute AMI. Table 7 shows the prevalence of overpayment among households earning 80 percent of MFI or less, according to CHAS data. As shown, among station area households in this income range, 82 percent of renter households and 54 percent of owner households paid more than 30 percent of household income on housing costs. The prevalence of overpayment was slightly higher throughout Larkspur, where 85 percent of renter households and 66 percent of owner households paid more than 30 percent of household income on housing costs.

The occurrence of overpayment varied substantially between household types. While almost all non-elderly, non-family renter households earning up to 80 percent of MFI overpaid for housing (95 in the station area, 93 percent citywide), among owner households, those that were neither elderly nor family households were the least likely to overpay for housing (13 percent in the station area, 46 percent citywide). Among owner households earning 80 percent of MFI or less, the households that most com-

monly overpaid for housing were small families (100 percent in the station area and 85 percent throughout Larkspur). Overpayment was also common among small renter families earning 80 percent of MFI or less. The data do not document any large family households in the station area or City earning 80 percent of MFI or less that overpaid for housing.

Elderly households, particularly elderly renter households, also had a high likelihood of overpaying for housing in the station area and City. CHAS data indicate that more than three quarters of all elderly renter households in the station area and City with incomes at or below 80 percent of MFI paid more than 30 percent of household income on housing costs. Elderly owner households were less likely to be overpaying for housing, but the rate of overpayment among these household was still relatively high at 55 percent in the station area and 66 percent throughout the City.

Due in large part to the high cost of housing, the station area and City as a whole do not have a large number of existing low-income households that are at risk of displacement due to Station Area planning efforts. As a result, while the preservation of the existing affordable housing in the station area is an important element of the Affordable Housing and Anti-Displacement Strategy, it is also important to consider strategies to expand the number of affordable housing options in the station area in order to accommodate the affordability needs of future households.

**Who lives in affordable housing?**

***Housing is considered affordable if a household pays no more than 30 of its gross income towards total housing costs. The rent or home mortgage affordable to different households varies significantly by household size and income. The convention in California is to classify households as extremely low-income, very low-income, low-income, moderate-income, or above moderate-income based on percentages of the Area Median Income (AMI) established by the California State Department of Housing and Community Development (HCD) and adjusted by household size. The median household income in Marin County in 2012 was approximately \$103,000 for a four-person household, \$92,700 for a three-person household, \$82,400 for a two-person household, and \$72,100 for a one-person household. The graphic below provides examples of households of different sizes with extremely low, very low, low, and median incomes, adjusted by household size.***

	<p><b>Median-Income Family Profile</b>                  One parent works as a paramedic and the other works as a customer service representative. They have two children.                  Estimated Annual Income: \$99,000</p>
	<p><b>Low-Income Family Profile</b>                  One parent works as a retail sales person and the other works as an accounting clerk. They have one child.                  Estimated Annual Income: \$77,000</p>
	<p><b>Very Low-Income Family Profile</b>                  Parent works as medical secretary and is the only source of income for the household. Parent has one child.                  Estimated Annual Income: \$43,000</p>
	<p><b>Extremely Low-Income Family Profile</b>                  Retiree living alone on Social Security                  Estimated Annual Income: \$15,000</p>

Sources: HCD, BLS Occupational Employment Statistics Survey, Social Security Administration, BAE, 2012.

**MARKET CONDITIONS**

A number of factors have an impact on the feasibility of affordable housing production, including land availability and cost, financing, community opposition, and local policies and regulations. The extent to which each of these factors have an impact on the station area is discussed in the following sections.

**Land Cost and Availability**

The high cost of land presents a challenge for the development of affordable housing throughout Marin County, including in Larkspur. The 2007-2014 Larkspur Housing Element included information from an informal staff survey conducted in 2010, which estimated that single family lots in Larkspur had an average price equal to \$600,000 and an average size equal to 0.2 acres. Records of recent home sales provided by DataQuick, a private vendor that collects data from the County Assessor, provide a similar estimate. According to these data, among single family homes recently sold in the Larkspur area<sup>3</sup> the average lot size was 0.32 acres and the land value averaged \$566,000. This means that the average single family lot exceeded the maximum affordable home sale price for a household earning 100 percent of AMI by approximately \$167,000, even before adding the cost of the home itself. Given the high cost of land, it is not surprising that the price of home ownership exceeds the affordability threshold for most households in the area.

In addition to the high cost, the feasibility of land acquisition for affordable housing in the station area is limited by a shortage of available land. The station area is subject to a number of environmental constraints, including steep hillsides along the northern edge and Corte Madera Creek, which runs through the station area. Most of the land that is not significantly environmentally constrained is developed with existing uses, with the exception of a few single family lots on the eastern edge of the station area that are already entitled for construction and a 10-acre site in the Larkspur Landing area that is owned by the Ross Valley Sanitary District (RVSD).

<sup>3</sup> Data include homes sold in the 94904 and 94939 zip codes between December 1, 2011 and May 31, 2012.

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The RVSD site is the only site in the station area that was included in the City's 2007-2014 Housing Element. The City has approved a precise plan for the RVSD site that incorporates a mix of uses, including 126 residential units, 25 of which would provide housing for low and moderate income households. RVSD has since made revisions to the plan which include an increase in the number of residential units and the revised proposal is in the early phases of the City's review process. When completed, residential development on the RVSD site will likely provide a portion of the affordable housing needed in the station area, though most residential units are expected to be sold or rented at market rates.

Although there are few vacant developable parcels in the station area, there are several developed sites that could accommodate additional development in the future, either through infill on the existing parking lots or through redevelopment of existing structures, which provide additional opportunity sites in the station area. These sites are identified in the Preferred Plan along with the total residential unit development capacity on each site.

### **Financing**

The challenges associated with securing funding to finance affordable housing development are often significant, particularly in high-cost areas like Larkspur. Given the gap between land costs and the rents and sale prices that are affordable to households earning 100 percent of AMI or less, it will be necessary to secure substantial amounts of financing to develop housing in the station area that is affordable to low- and moderate-income households. Cuts in funding for programs that finance affordable housing development have made this more difficult, making it necessary to explore alternative and innovative funding mechanisms. This challenge will be discussed in further detail in subsequent sections.

### **Community Opposition**

Community opposition is frequently a barrier to affordable housing development and tends to be especially strong in jurisdictions in Marin County. Opposition to affordable housing can be based on a number of perceived

potential outcomes ranging from traffic impacts to negative effects on property values. Due to an increasing recognition of the need for affordable housing, philanthropic organizations and advocacy groups have formed to focus on generating acceptance for affordable housing in Marin County and dispelling many of the myths that have led to opposition. The Marin Community Housing Action Initiative (MCHAI), a partnership between the Marin Community Foundation, Non-Profit Housing Association of Northern California, and Greenbelt Alliance, has provided numerous publications to assist Marin County jurisdictions in overcoming public opposition to affordable housing.

### **Local Policies**

The City of Larkspur has enacted a number of policies intended to preserve existing affordable units and facilitate development of new units. These policies include mobile home park preservation, inclusionary housing requirements, permitting of secondary dwelling units, and participation in Marin County's home rehabilitation loan program.

The City's policy to preserve mobile home parks has a direct impact on the station area, since this is the only location in the City where this type of housing exists, and reflects the importance of the mobile homes as an affordable homeownership opportunity. However, these units have a limited life span and many may become uninhabitable before 2040. Additionally, the larger of the two mobile home parks is currently subject to flooding and both are within a 100-year flood zone and vulnerable to sea level rise. Due to these factors, consideration should be given to strategies that will provide replacement housing for these units during the next 30 years. This will be discussed in further detail in following sections.

The City of Larkspur has demonstrated a commitment to affordable housing through the implementation of an inclusionary housing ordinance, which requires that inclusionary units remain affordable into perpetuity. The City's inclusionary ordinance was responsible for the construction of Drake's Way and the affordable units in Larkspur Courts, as well as all other affordable units built in the City after 1988. However, many cities that have

used inclusionary housing ordinances to produce affordable units are now amending or eliminating inclusionary requirements due to the California State Appellate Court rulings in *Palmer v. City of Los Angeles* and *Building Industry Association v. City of Patterson*, which effectively invalidated most inclusionary housing requirements for rental units. The City of Larkspur has not yet reviewed or amended its inclusionary housing ordinance following these court decisions, in part because there no developments that would trigger the inclusionary housing requirements have been proposed in the City since the court decisions were made.

The City has also shown interest in creating and preserving affordable housing by permitting the construction of accessory dwelling units on single-family lots and by participating in the Marin County Housing Authority's Rehabilitation Loan Program, which provides home repair and rehabilitation loans to low-income homeowners. While these programs may improve housing affordability and quality citywide, the effect on the station area is likely to be small due to the limited number of accessory units that are likely to be constructed on single family lots in the station area and the prevailing high quality of most housing in the station area.

Other zoning regulations such as parking requirements often add to the difficulty and expense associated with the development of affordable housing. In the station area, parking requirements for multifamily properties vary based on the number of bedrooms in each unit and whether the property consists of rental or for-sale units. Required parking for rental units ranges from one space per unit for studios and one-bedroom units to two spaces per unit for units with three or more bedrooms, plus guest parking. Required parking for condominium units ranges from one space per unit for studios and one-bedroom units to 2.5 spaces per unit for units with three or more bedrooms, plus guest parking. Guest parking requirements for all multi-family developments call for four spaces for the first five units and one additional space for each additional five units. These requirements are likely to add substantial costs to residential projects, potentially limiting the feasibility of affordable housing development in the station area.

## PRIORITY HOUSING NEEDS

The Preferred Plan Alternative which has been selected for further study includes five important residential opportunity sites with capacity to accommodate up to 948 total new housing units at transit-supportive densities. These new housing opportunities will provide current and future Larkspur residents with a broader range of housing choices than are currently available in the marketplace. Most importantly, new multifamily housing serving smaller households, seniors and young workers will build on the area's existing strengths as a desirable residential community and provide more urban living options oriented to transit.

Within this target of 948 new units by 2040, there are a variety of priority housing needs which should be addressed proactively by the City of Larkspur and its partner agencies. These are described below.

### Affordability

As discussed in the previous section on housing affordability, recent market rate residential development in Larkspur has not provided housing that is affordable to households with incomes at or below 100 percent of AMI and for sale home prices are often three to four times higher than the prices affordable to moderate-income households.

The Bay Area Jobs-Housing Connection Strategy estimates that in 2040, 26 percent of Bay Area households will earn very low incomes, 17 percent will earn low incomes, 17 percent will earn moderate incomes, and 39 percent will earn above moderate incomes. Table 8 applies these percentages to the 2040 station area residential demand estimates to determine the estimated need for units in the station area by affordability level. These affordability levels based on the projected regional income distribution in 2040 will likely tend to somewhat overstate affordable housing needs in Larkspur and the station area, so for comparison purposes Table 8 also provides an estimate of affordable housing need based on the housing by affordability allocations provided in the Draft Regional Housing Needs Allocations (RHNA) for Larkspur for the 2014-2022 planning period. As shown below, approximately 56 to 61 percent of all new housing in the station area would

need to be affordable to households earning below 120 percent of AMI in order to provide a full range of housing choices and options for individuals and families across the income spectrum.

**Pent Up Demand for Housing**

In addition to new housing affordability that will be needed as part of future TOD in the station area, the affordability and overpayment data presented above suggest that many existing station area households have housing costs that exceed the affordability threshold, indicating that there is existing unmet demand for units affordable to very low-, low-, and moderate-income households. Moreover, lower-income households often gain significant benefits from access to public transit, making the station area an ideal location within Larkspur for affordable housing and arguably the location where most of the City’s affordable housing should be located. These factors also suggest the need for robust affordable housing production policies in the station area.

**Tenure**

At present, the mixture of rental and ownership housing in the station area mirrors the regional tenure mix, consisting of approximately half ownership and half rental units. Consequently, it is reasonable to expect that future housing development in the station area would maintain an approximately even split between rental and ownership units. However, the need for affordability among a sizable portion of new units suggests that it will be difficult to develop a large number of ownership units and simultaneously meet affordability goals, because ownership units are typically targeted to moderate-income households when developed to be affordable and are affordable mostly to households with above-moderate incomes when developed to be market-rate.

**Target Populations**

The demographic and real estate analysis presented above and in the SMART Station Area Plan Market Analysis suggest that, in addition to meeting affordability targets, housing units should be targeted to accommodate the households most likely to be in need of housing in the station area now

**Table A2.8: New Housing Unit Demand by Affordability Level, Plan Area, 2012-2040**

<b>Total Housing (Preferred Alternative)</b>	<b>948</b>			
<b>Distribution by Household Income Group</b>	<b>Scenario 1 (a)</b>		<b>Scenario 2 (b)</b>	
	<b>%</b>	<b>#</b>	<b>%</b>	<b>#</b>
<b>Very Low (Less than 50% AMI)</b>	26%	246	27%	261
<b>Low (51-80% AMI)</b>	17%	165	13%	123
<b>Moderate (81-120% AMI)</b>	17%	163	15%	145
<b>Above Moderate (More than 120% AMI)</b>	39%	374	44%	420
	100%	948	100%	948

(a) Based on distribution of households by income group at the regional level in 2040 according to Plan Bay Area Jobs Housing Connection Strategy, May, 16, 2012.

(b) Reflects distribution of housing need by income level from the most recent draft RHNA allocation for Larkspur for the 2014-2022 planning period.

and in the future. In particular, the demographic analysis indicates a need for senior housing, including independent living facilities, assisted living, and skilled nursing facilities, for existing cost-burdened senior households as well as for the large number of station area and Larkspur residents that will become eligible for senior housing over the next 30 years.

Additionally, commuter households needing access to jobs that are accessible via the ferry terminal, SMART station, or local busses constitute an important potential source of station area housing demand. These households are likely to vary in size and require a range of unit types.

As discussed above, station area and Larkspur households tend to be small and have a relatively low rate of overcrowding, and the prevalence of over-

payment among large families is minimal. These factors indicate that large households do not present an immediate need for housing in the station area. However, rental property managers report that demand for large units (those with three or more bedrooms) exceeds supply, suggesting that the small average household size in the station area may be due in part to a shortage of large family units and that an increase in the number of larger units would enhance the range of housing options in the station area for future residents.

Finally, as suggested in the previous section, housing development in the station area over the long term might include a plan to provide replacement housing for mobile home park residents in the station area. Housing units constructed for this purpose should be ownership units that are affordable to existing mobile home park residents.

#### **Preservation of Affordable Housing**

The preservation of existing affordable housing is essential to avoid displacing existing lower-income residents in the station area. At present, existing affordable housing opportunities in the station area consist largely of Drake's Way, the inclusionary units in Larkspur Courts, and the mobile homes in the Redwood Highway area.

None of the affordable rental units in the station area are at risk of conversion to market-rate over the short or medium term. Drake's Way is deed-restricted to provide units affordable to very low-income households until 2065. Moreover, this property is owned and operated by a nonprofit organization that is committed to affordable housing and likely to maintain the affordability of these units past the current expiration date. The affordable units in Larkspur Courts were required by the City's inclusionary ordinance to remain affordable for the life of the development. Given the current high rents and low vacancy in this property, it is likely to continue to be well maintained as rental housing for the foreseeable future, preserving the units that are affordable as well as those that are market rate.

The mobile homes in the Redwood Highway Area currently provide a needed source of affordable homeownership that is not available elsewhere in the station area, and are therefore a necessary component of the local housing stock. Although the City's current General Plan includes strong policies regarding the preservation of these mobile home parks, there will be increasing pressure to convert these sites to different uses if land values rise, which could put these units at risk. Moreover, the limited life span of the mobile homes and potential future flooding issues on the sites suggest that preservation of these units through 2040 might be problematic. A long-term housing strategy for the station area could include replacement housing for mobile home residents as the existing mobile homes reach the end of their usable life and flooding problems become increasingly acute.

#### **SMALL BUSINESSES AND COMMUNITY SERVICES**

In addition to identifying and addressing housing needs, the Affordable Housing and Anti-Displacement Strategy is intended to identify small businesses and community services within the station area that are at risk of displacement, particularly those that serve lower-income residents.

A scan of the station area reveals an overall lack of community services, with no senior centers, adult education services, youth or teen centers, childcare services, libraries, or social services. This suggests a need for additional services in the station area, which will become more essential as the population ages and income diversity increases. Senior centers and other senior services are likely to be especially important given the high median age among station area residents. While services for many other groups are available elsewhere in Larkspur either through schools or City-sponsored programs, there are fewer services that are convenient for station area seniors, particularly those with transportation limitations. Moreover, the station area is accessible via multiple modes of public transit, making it accessible to seniors that live other areas as well as those that live within the station area.

With respect to businesses in the station area, there are two major distinct commercial nodes with somewhat different characteristics and needs:

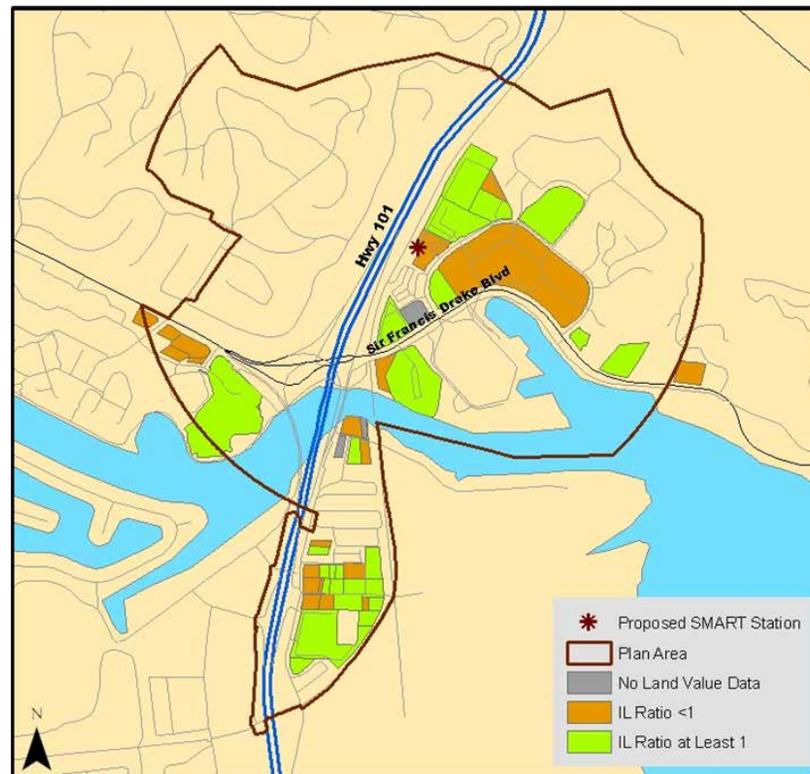
## APPENDICES

Larkspur Landing and Redwood Highway. The majority of businesses in the Larkspur Landing area are retailers that serve a regional or subregional market. None appear to specifically serve lower-income households or specific ethnic communities. In Larkspur Landing, there are relatively few small, locally-owned businesses that are at risk of displacement.

The businesses located in the industrial portion of the Redwood Highway area, which include a mix of artist studios, automobile repair shops, taxi services, and self-storage, however, could be at potential risk of displacement if land values change and redevelopment pressures increase over time. This portion of the station area is relatively unique within Southern Marin County, which has few other locations, if any, where this mix of uses could be accommodated. In order to preserve this area largely intact, the Preferred Plan Alternative recommends no land use changes for the Redwood Highway Area but improved infrastructure to serve existing uses.

By 2040, some of the commercial structures in the station area will reach obsolescence, and are likely to be redeveloped to accommodate new uses. Figure 1 shows the commercial parcels in the station area and identifies the ratio of the value of improvements to the value of the land (the I/L ratio). In general, properties for which the value of the improvements is less than the value of the land (i.e. the I/L ratio is less than one) are considered to be potential sites for future development. While some of sites in the station area with an I/L ratio less than one could retain the existing uses and add additional structures and uses to the site, other properties are more likely to be redeveloped entirely. In either case, redeveloped properties can be used to provide spaces for a senior center or additional community services, enabling the station area to meet the needs of a diverse range of households.

**Figure A2.1:** Improvement to Land Value Ratio of Commercial Properties in the Plan Area



**Table A2.9:** Local Housing Resources Needed in Plan Area, 2012-2040

Local Housing Subsidy per Unit (a)	\$100,000	
	Local Housing Subsidy (b)	
	Scenario 1	Scenario 2
Very Low (Less than 50% AMI)	\$24,648,000	\$26,051,908
Low (51-80% AMI)	\$16,495,200	\$12,302,290
Moderate (81-120% AMI)	\$16,305,600	\$14,473,282
<b>Total</b>	<b>\$57,448,800</b>	<b>\$41,972,519</b>

(a) Based on low end of gap financing required to leverage State, Federal and private resources to develop affordable housing in the Bay Area.

(b) Scenario 1 reflects the high end of housing need in the Plan Area under the Preferred Alternative as reflective of the projected household income distribution in the Bay Area in 2040. Scenario 2 is reflective of the housing need distribution as contained in the Draft 2014-2022 RHNA for Larkspur.

**FEASIBILITY**

Given the high price of land and existing housing in Larkspur, new market rate housing in the station area is likely to be affordable only to households earning at least 120 percent of AMI. Federal, state, and local financing sources will be needed to develop housing that is affordable to households with lower incomes. Affordable housing is typically financed through the assembly of a variety of sources, including low-income housing tax credits or bond financing. The gap between these sources and construction costs, typically in excess of \$100,000 per unit in Marin County, is filled by local financing sources, including HOME and CDBG funds, housing trust funds and in-lieu fees.

Ongoing cuts to federal, state, and local funding sources have made affordable housing finance more difficult in recent years. In the face of these challenges, jurisdictions throughout the State have begun to explore new funding mechanisms to support affordable housing production. Potential sources of financing are discussed in more detail in the implementation section below.

Based on the area’s high land and development costs, it is unlikely that the market will provide any new housing in Larkspur during the Plan period that is affordable to households earning less than 120% of AMI. This market reality is reflected in the high cost of housing overall in the station area as well as in the lack of new market-rate housing production in well over two decades that serves households earning below 120% of AMI. Assuming the need for additional local resources to provide gap financing to support affordable housing production in the station area in order to implement the Preferred Alternative Plan, Table 9 estimates the total additional funding that will be needed over the Plan period. As shown, this would likely range from \$42 to \$57 million depending on the specific range of new affordable housing produced.

## IMPLEMENTATION STRATEGIES

The SMART Station station area consists primarily of a mix of attractive residential neighborhoods and distinct local- and regional-serving commercial nodes. With the exception of Drake's Way and the two Redwood Highway mobile home parks which collectively make up less than 13 percent of the Area's housing stock, most of the station area's for-sale and rental housing is only affordable to households earning above 120 percent of the Area Median Income (AMI). With the development of a new light rail station and associated increases in land values within ½ mile of the station area, there will be an opportunity to encourage new housing development which serves a broader range of incomes and communities in the station area. In particular, long-term demographic trends in Larkspur suggest the need for more senior housing opportunities of all types, including housing for lower-income seniors and those on fixed incomes. Smaller families and single-person households will also benefit from a location near transit, and affordable housing serving these populations will be crucial to creating a vibrant, diverse and economically sustainable community in the station area. Finally, the creation of the SMART station will also present the opportunity to improve and revitalize the Area's existing commercial nodes and community gathering places for the benefit of both existing and future businesses and residents.

The following implementation strategies provide a mix of policies and programs that can be adopted by the City to address affordable housing, business revitalization and community development needs in the station area. These suggested strategies are also summarized in an attached matrix which presents the major topic areas as goals with supporting policies for potential inclusion in the draft and final plan documents for the SMART Area Plan.

## Affordable Housing Preservation and Production

The City of Larkspur can take the following actions to support an adequate supply of high-quality, affordable housing in the station area:

### *Preservation Strategies*

- Monitor the status of the two Redwood Highway mobile home parks and engage property owners and residents in discussions as necessary to explore options for replacing this vital housing resource with new affordable development at comparable AMI levels on the existing sites or at other location in the station area.
- As necessary and appropriate, work with a nonprofit organization to plan for the provision of housing to replace the mobile home units in the Redwood Highway area as the existing units begin to become inhabitable and flooding issues become more acute.

### *Funding Strategies*

- Update the City's existing Inclusionary Housing ordinance and conduct a new nexus study to implement an affordable housing in-lieu fee in the station area. The fee will generate revenue for an affordable housing trust fund that provides gap financing for affordable housing projects.
- Conduct a study to assess the feasibility of creating new commercial and residential linkage fee that would generate revenues for an affordable housing trust fund. Linkage fees have been successfully adopted by communities across California to provide a steady source of funding for housing and community services linked to the increased demand for workforce housing generated by new commercial and high-end residential development. The exact formula for determining a commercial linkage fee will vary from community to community and must be based on a rigorous nexus study that shows clearly the connection between new development and increased demand for workforce housing and new community infrastructure. Linkage fees are one of the most common and successful types of "value capture" strategies used by growing communities.

#### *Land Use, Zoning and Regulatory Strategies*

- Lower-income households and senior households typically have low rates of car ownership, making reduced parking ratios feasible, particularly in areas accessible to transit. Based on this, allow for reduced parking ratios in the station area to decrease development costs.
- The demographic analysis indicates a need for senior housing, including independent living facilities, assisted living, and skilled nursing facilities, for existing cost-burdened senior households as well as for the large number of station area and Larkspur residents that will become eligible for senior housing over the next 30 years. Based on this, provide land use and zoning designations that permit a broad range of senior housing types in the station area and provide density bonuses and other incentives for projects including a senior housing
- The City of Larkspur and neighboring communities have a small population of homeless individuals and families. The station area would be an appropriate location for a new transitional permanent supportive housing development to serve those transitioning from homelessness.

#### *Community Acceptance Strategies*

- Work with the Marin Community Housing Action Coalition and other local and regional partners to conduct outreach to station area residents to engage the community in an open and constructive dialogue about affordable housing in its many forms.

#### **Business Preservation and Community Services**

- Conduct a study to explore the feasibility of implementing one or more Business Improvement Districts (BIDs) in the station area.
- Work with businesses in the Redwood Highway area to assess their long-term locational needs and explore strategies for improving the area through new infrastructure investments.
- Work with developers of new commercial and mixed-use projects to provide space for community services such as senior centers, day care facilities, youth services centers and other types of services and amenities not currently available in the station area.

APPENDICES

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