

4 LAND USE



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:

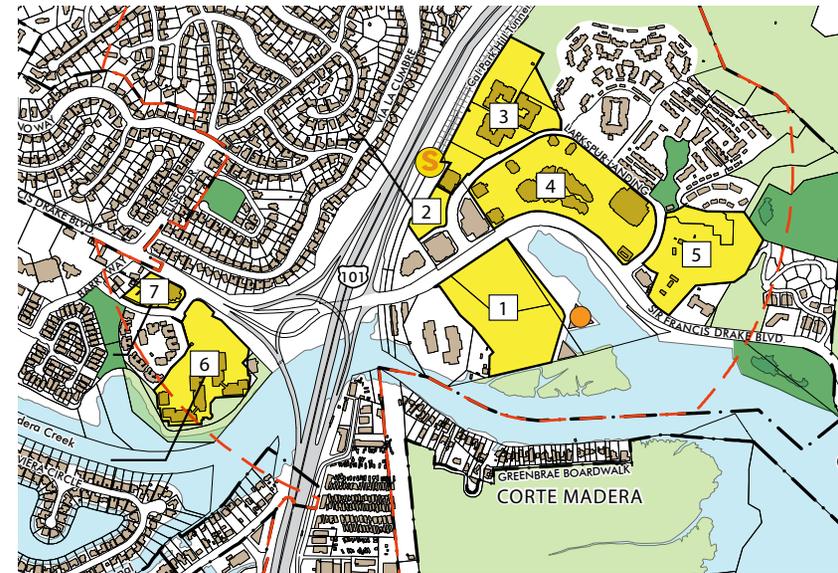
- Build on the station area's existing diverse array of land uses to create a mixed-use environment that promotes livability and walkability.
- Identify opportunities to realize appropriate use of underutilized land in the station area.
- Guide future development in the area, with a focus on supporting 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.¹ 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.

¹ 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 6: Drake's Landing

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 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

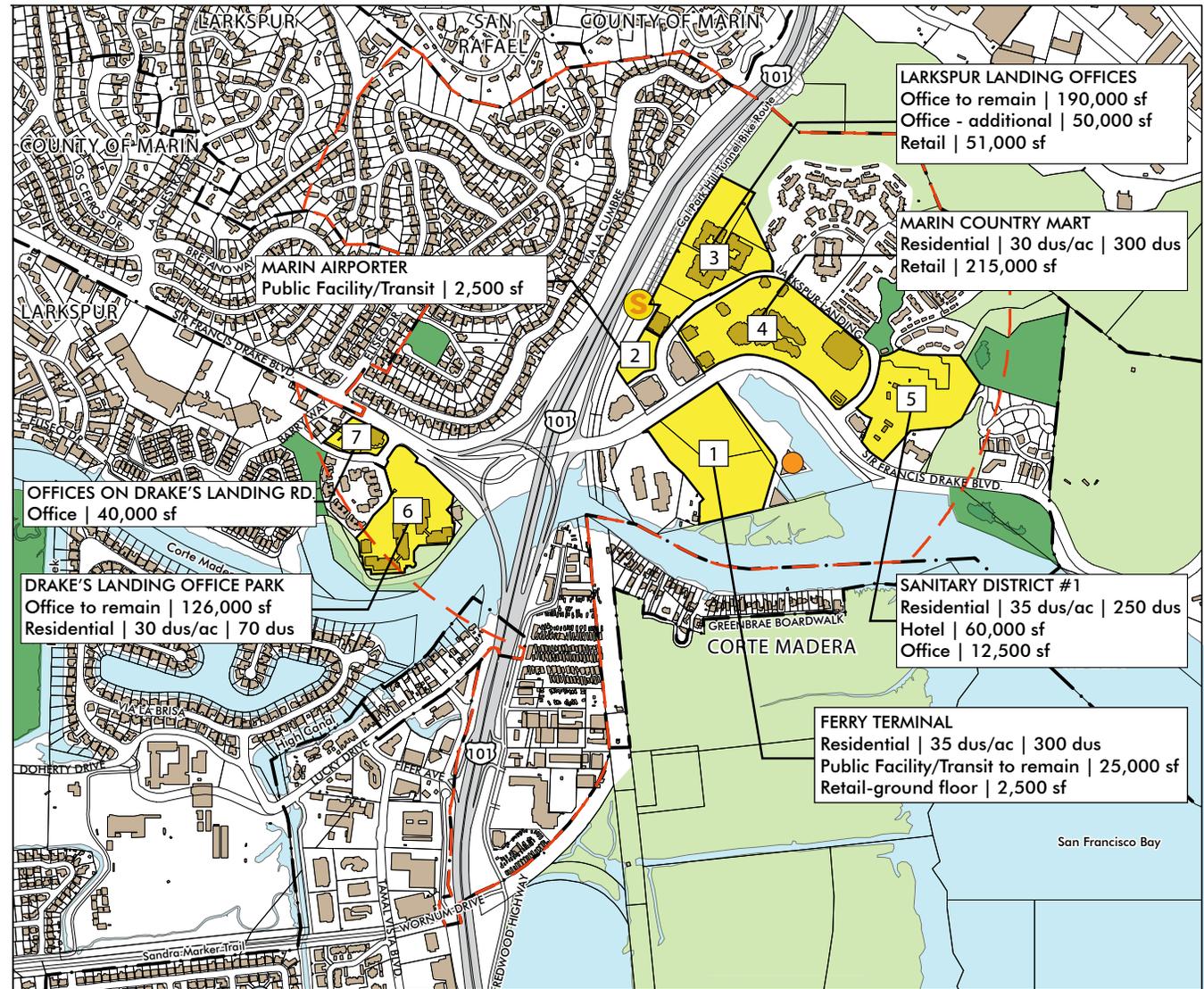


Table 4.1: Illustrative Maximum Development Potential

SITE	EXISTING LAND USE		NEW DEVELOPMENT ¹		TOTAL OPPORTUNITY SITE DEVELOPMENT	
1 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
2 MARIN AIRPORTER	Public Facility/Transit	2,500 sf	Public Facility/Transit	--	Public Facility/Transit	2,500 sf
3 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
4 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
5 SANITARY DISTRICT	Vacant ²		Residential Office Hotel	250 du 12,500 sf 60,000 sf	Residential Office Hotel	250 du 12,500 sf 60,000 sf
6 DRAKE'S LANDING OFFICE PARK	Office (Admin. & Prof.)	126,000 sf	Office Residential	-- 70 du	Office Residential	126,000 sf 70 du
7 OFFICES ON DRAKE'S LANDING ROAD	Office (Admin. & Prof.)	18,000 sf	Office	22,000 sf	Office	40,000 sf
TOTAL	Office & Public Hotel Retail Residential	406,500 sf 0 sf 191,000 sf 0 du	Office & Public ³ 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.

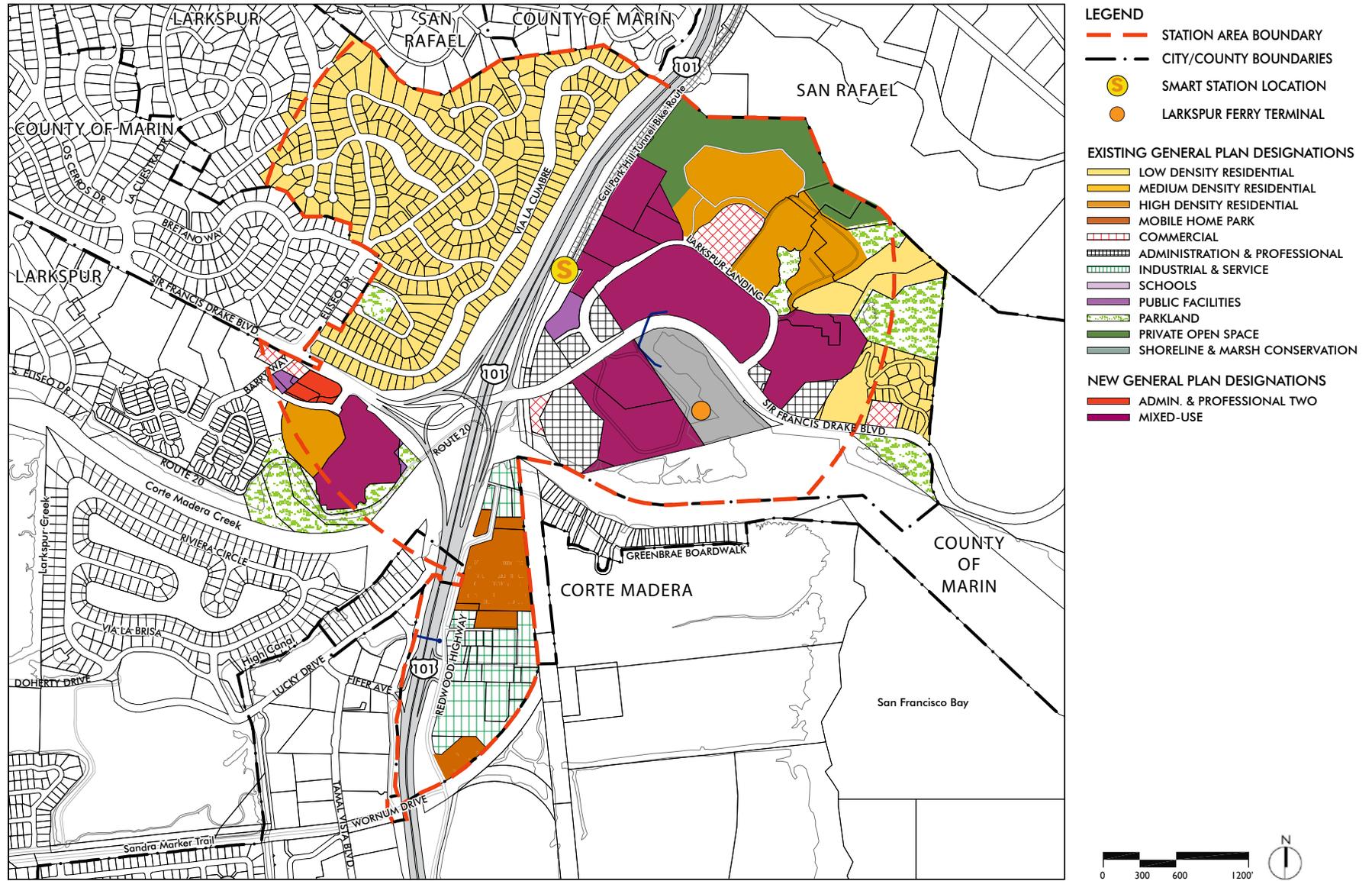
These sites are also in close proximity to either the planned SMART station or the ferry so that a high proportion of residents or workers walking to and from transit are likely to patronize nearby retail and services.

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.