

### **III. PROJECT DESCRIPTION**

This chapter describes the City of Larkspur SMART Station Area Plan (“Station Area Plan” or “Plan”), which is evaluated within this Draft EIR. This chapter provides an overview of the regional location and general setting, intended uses of this Draft EIR, project objectives for this EIR analysis, a detailed description of the proposed Station Area Plan, and a description of anticipated adoption and implementation of the Plan.

#### **A. INTRODUCTION**

The Sonoma-Marin Area Rail Transit (SMART) is a passenger train and multi-use pathway project extending 70 miles from Cloverdale in Sonoma County to the Larkspur Landing area in Larkspur, Marin County. SMART will utilize an existing rail corridor formerly used by the Northwestern Pacific Railroad (NWP), which generally parallels U.S. 101 through Sonoma and Marin Counties and will serve 14 stations when completed. The Larkspur Station will be located approximately 1/3 mile northwest of the Larkspur Ferry Terminal. The Central Marin Ferry Connection project will provide pedestrian access from the SMART Station over Sir Francis Drake Boulevard. While this connection will facilitate travel over Sir Francis Drake Boulevard, it does not provide direct access to the Larkspur Ferry Terminal.<sup>1</sup>

The first phase of the SMART project, expected to be operational by 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, are included in the second phase of the SMART project and will be completed as SMART receives additional funding. SMART has made completion of the connection to the Larkspur station a priority during the second phase of the SMART project.

The Association of Bay Area Governments (ABAG) and Metropolitan Transportation Commission (MTC) have offered funding for planning future growth in the vicinity of the SMART stations to support and encourage ridership. The City of Larkspur received a Priority Development Area (PDA) Planning Grant (formerly Station Area Planning Grant) in May 2011, enabling the preparation of the Station Area Plan. The Plan is intended to evaluate opportunities to support long term SMART ridership by examining potential land use and regulatory changes for the area surrounding the planned Larkspur SMART Station and improve connectivity and multi-modal access within the Plan area. The goals of the grant program are:

- Boost transit ridership and reduce vehicle miles traveled.
- Increase walking, bicycling, carpooling, carsharing, local transit and other transportation options for people in the area.

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<sup>1</sup> The Central Marin Ferry Connection Project is not proposed as part of implementation of the Station Area Plan.

- Increase the housing supply, particularly affordable housing near station areas.
- Locate key services and retail opportunities near station areas.

## B. REGIONAL LOCATION AND GENERAL SETTING

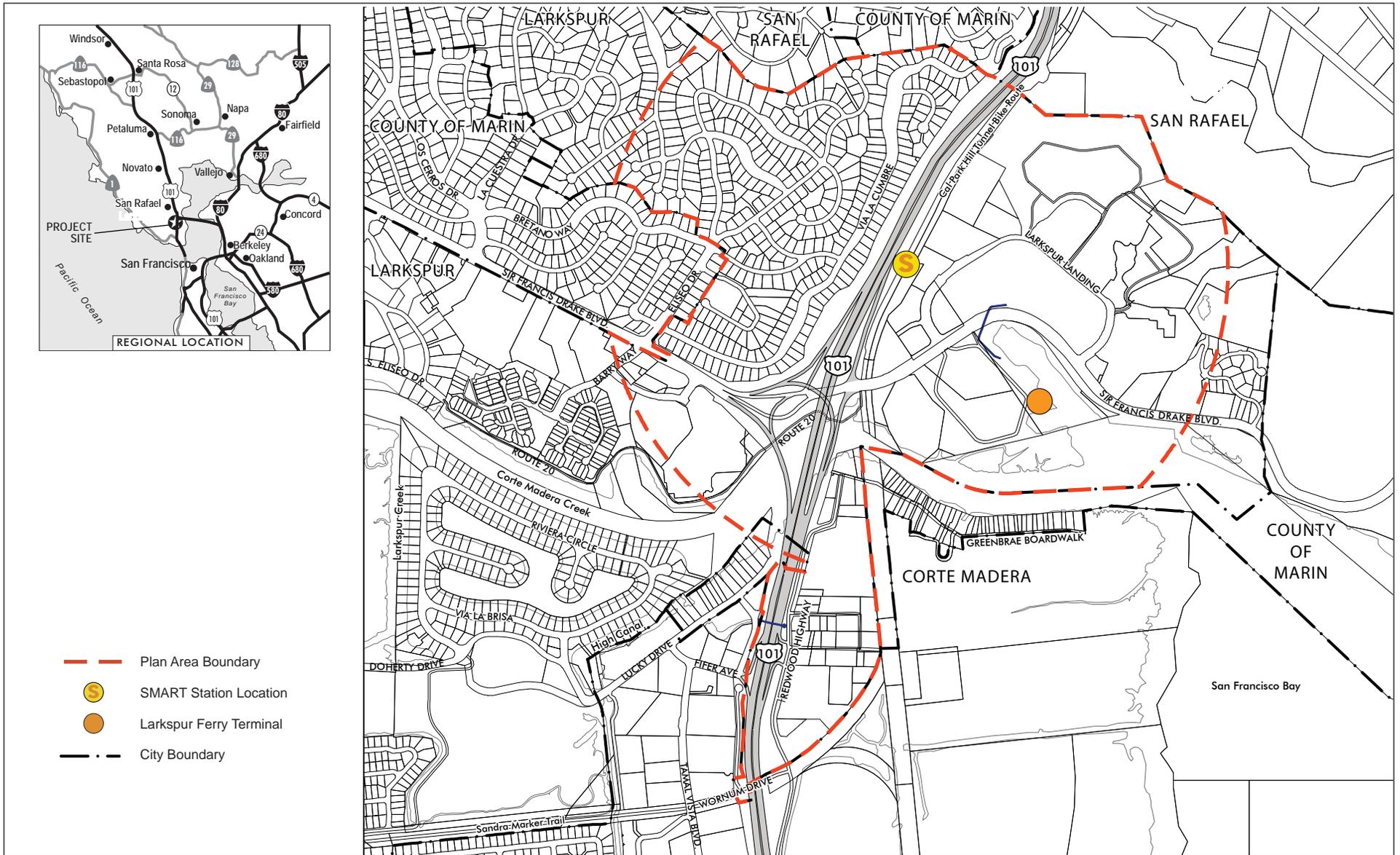
The City of Larkspur is located in Marin County, bordered to the north by San Rafael, to the south-east by Corte Madera, to the south by Mill Valley, and to the west and north by the County of Marin. It is approximately 13 miles north of the Golden Gate Bridge from San Francisco, and approximately 9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

The Plan area consists of 405 acres located in eastern Larkspur, approximately 1.5 miles northeast of the City's downtown core, and is shown in Figure III-1. The Plan area is defined by a combination of the Larkspur municipal boundary and a ½-mile radius around the planned SMART Station location. The SMART Station, representing the southern terminus of the SMART rail line, is located in the SMART right-of-way that parallels U.S. 101, as shown in Figure III-1.

The Plan area is intersected by U.S. 101 (oriented in a north-south direction) and Sir Francis Drake Boulevard (oriented in a roughly east-west direction).

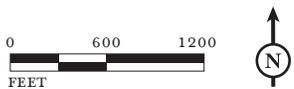
As shown in Figure III-2, the Plan area has been divided into three geographic sub-areas (sub-areas 1A, 1B, and 2). These sub-areas are briefly described below:

- **Sub-Area 1A:** Sub-area 1A is known as the Larkspur Landing Area. It is bounded by U.S. 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 to the south. This sub-area includes the proposed SMART Station site, the Larkspur Ferry Terminal, and a diverse mix of uses including retail, hotel, offices, single- and multi-family residences, parks and open space, and a large, currently undeveloped parcel owned by Sanitary District #1 of Marin County.
- **Sub-Area 1B:** Sub-area 1B, known as the Greenbrae Area, is bounded on the west and north by the ½-mile radius and the Larkspur municipal boundary, to the east by U.S. 101, and to the south by Corte Madera Creek. North of Sir Francis Drake Boulevard is a portion of the larger Greenbrae Hills single-family neighborhood, while south of Sir Francis Drake Boulevard is a mix of office, retail, gas stations and a residential townhome community.
- **Sub-Area 2:** Sub-area 2 is the Redwood Highway Area, located in the southern portion of the Plan area. It is bounded by Corte Madera Creek to the north, Wornum Drive to the south, and the municipal boundary on both the east and west. The Redwood Highway Area consists of a mix of uses including retail, light industrial and high-density residential (two mobile home parks and one RV park).



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FIGURE III-1

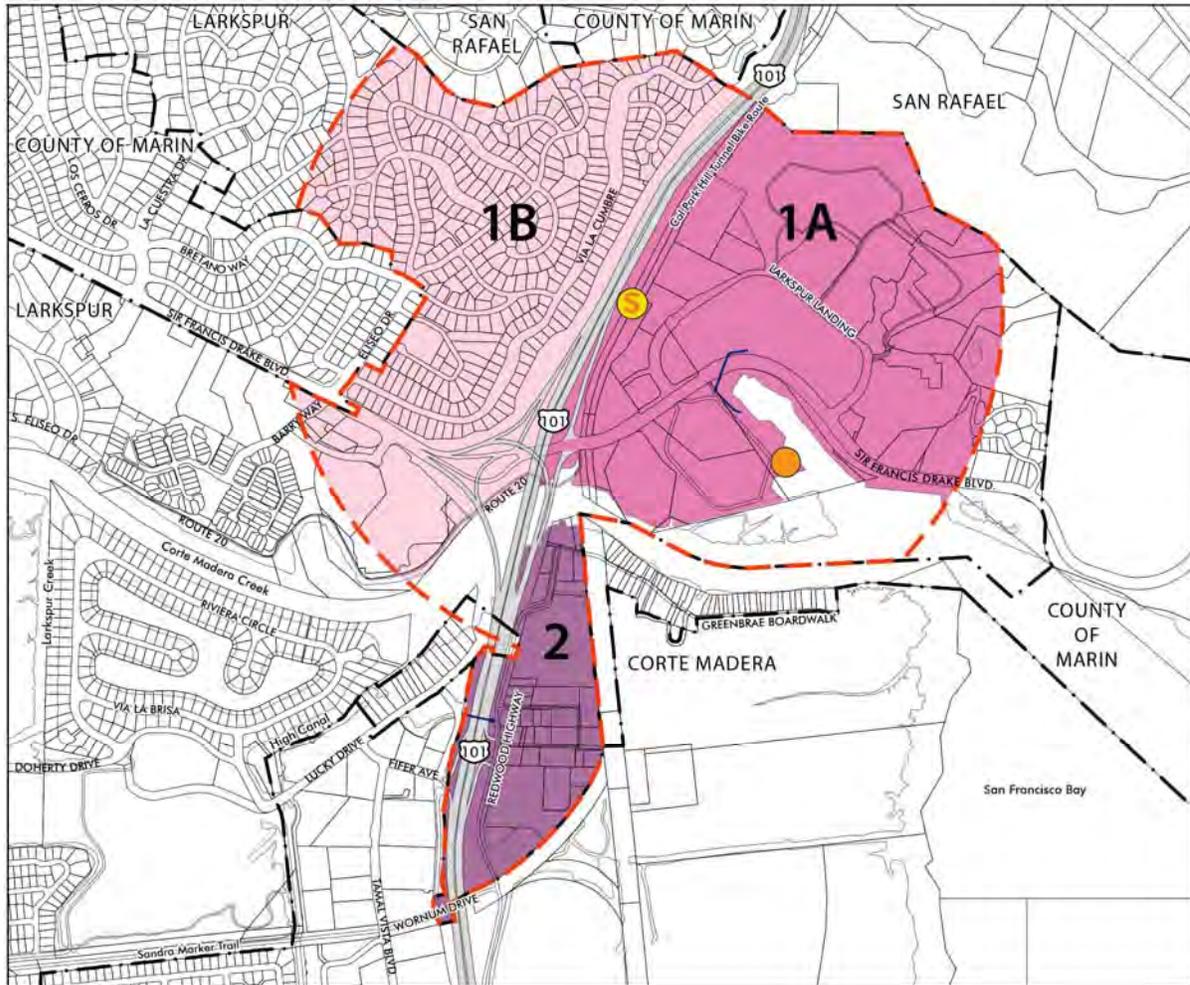


SOURCES: CALIF. GOVERNOR'S OES; CITY OF LARKSPUR, 2011;  
BMS DESIGN GROUP; LSA ASSOCIATES, INC., 2013.

City of Larkspur SMART Station Area Plan EIR  
Project Location and Regional Vicinity Map

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**Figure III-2: Station Area Plan Sub-Areas**



### **C. INTENDED USES OF THE DRAFT EIR**

This Draft EIR is designed to fully inform City decision-makers, in addition to other responsible agencies, and the general public of the potential environmental effects associated with implementation of City of Larkspur SMART Station Area Plan.

This Draft EIR has been prepared in accordance with CEQA (PRC Section 21000 et seq.) and the State CEQA Guidelines (California Code of Regulations, Title 14, Section 15000 et seq.). As provided in the State CEQA Guidelines, for projects subject to CEQA, public agencies are charged with the duty to substantially lessen or avoid significant environmental effects where feasible. The Draft EIR is an informational document that informs public agency decision-makers and the public of the significant environmental effects and the ways in which those impacts could be reduced to less-than-significant levels, either through the imposition of mitigation measures or through the implementation of specific alternatives to the project.

This Draft EIR can be characterized either as a Program EIR prepared pursuant to State *CEQA Guidelines* Section 15168, or as a first-tier EIR prepared pursuant to State *CEQA Guidelines* Section 15152. These labels are complementary and not mutually exclusive. This document is intended to act as an analytical superstructure for subsequent, more detailed analyses associated with individual project applications consistent with the Station Area Plan. One of the City's goals in preparing the current document is to minimize the amount of new information that would be required in the future at the "project level" of planning and environmental review by dealing as comprehensively as possible in this document with cumulative impacts, regional considerations, and similar big-picture issues. Later environmental documents (EIRs, Mitigated Negative Declarations, Negative Declarations, or Categorical Exemptions) can incorporate by reference materials from the Program EIR regarding regional influences, secondary impacts, cumulative impacts, broad alternatives, and other factors (State *CEQA Guidelines* Section 15168[d][2]). These later documents need only focus on new impacts that have not been considered before (State *CEQA Guidelines* Section 15168[d][3]).

The City anticipates preparing Initial Studies whenever landowners within the Plan area submit applications for site-specific approvals, in order to determine the degree to which the environmental review for such applications may rely on this EIR. The City's intent is that new analyses for future site-specific actions will focus on issues and impacts regarding detailed site-specific information, which this Program EIR by definition has not evaluated. The new analyses for these site-specific actions will focus on impacts that cannot be "avoided or mitigated" by mitigation measures that either: (1) were adopted in connection with the Plan; or, (2) were formulated based on information in this Draft EIR.

### **1. Notice of Preparation**

The City of Larkspur is the Lead Agency of environmental review for this Draft EIR. A Notice of Preparation (NOP) was submitted to appropriate agencies and publically noticed to identify any issues of concern prior to preparation of this Draft EIR. The NOP was circulated on January 8, 2013. A public notice was published in the Marin Independent Journal on January 8, 2013. The NOP and comments received during the scoping period are included in Appendix A of this Draft EIR.

### **2. Review by Other Agencies**

The City of Larkspur is also responsible for submitting the Draft EIR to appropriate public agencies and for submitting the document to the State Clearinghouse.

## **D. PROJECT OBJECTIVES FOR EIR ANALYSIS**

The following are the primary objectives for the Station Area Plan project. These objectives include both goals associated with the Station Area Planning Grant Program, as well as objectives identified by the City of Larkspur:

- Increase and support 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 the SMART Station, meeting the City's share of regional housing needs;

- Locate key services and promote retail opportunities within and near the Plan area;
- Promote a walkable, livable and accessible environment and provide safe and comfortable connections for pedestrians and bicyclists within the area and between the major transit nodes; and
- Identify mitigation measures to protect existing and new development from flooding and sea level rise, especially in the Redwood Highway Area.

## E. DRAFT CITY OF LARKSPUR SMART STATION AREA PLAN

This section provides a brief description of the planning process, a summary of the components of the Plan, and the Station Area Plan projections (2035) analyzed within this Draft EIR. The Station Area Plan is hereby incorporated by reference into this Project Description, and should be referred to for a more detailed description. It can be viewed online through the City's website ([www.cityoflarkspur.org](http://www.cityoflarkspur.org)).

### 1. The City of Larkspur SMART Station Area Plan Process

The Draft Station Area Plan was prepared by the City and a consultant team under the direction of the City Council and Planning Commission. Development of the Station Area Plan was initiated in May 2012. An Existing Conditions Report<sup>2</sup> was released for public review in July 2012 and includes a description of existing physical conditions with the Plan area, the regulatory context, and the utilities and infrastructure serving the Plan area.

In August 2012, a Market Analysis memo<sup>3</sup> was prepared describing the demographic and economic trends in the Plan area; housing, household unit, and employment projections; and real estate market conditions and demand.

To inform the discussion of potential land use alternatives, a Land Use Alternatives Analysis Report<sup>4</sup> was prepared in December 2012. Through preparation of this report, the preferred land use alternative, which is described in the Station Area Plan and evaluated in this Draft EIR, was identified. The identification of the preferred land use alternative included extensive discussions and public meetings, as summarized below.

- **Technical Advisory Committee.** The Technical Advisory Committee (TAC) included representatives from the following agencies: various City of Larkspur departments; the County of Marin; SMART; the Association of Bay Area Governments (ABAG); the Metropolitan Transportation Commission (MTC); the Golden Gate Bridge Highway and Transportation District (GGBHTD); the Transportation Authority of Marin (TAM); the San Francisco Bay Conservation and Development Commission (BCDC); and the Bay Area Air Quality Management District (BAAQMD). Meetings with the TAC were held on: May 9, July 18, and October 10, 2012, and June 5, 2013.

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<sup>2</sup> BMS Design Group, 2012. *Larkspur SMART Station Area Plan, Existing Conditions Report*. July 31.

<sup>3</sup> bae Urban Economics, 2012. *Larkspur SMART Station Area Plan – Market Analysis*. August 16.

<sup>4</sup> BMS Design Group, 2012. *Larkspur SMART Station Area Plan, Land Use Alternatives Analysis Report*. December 3.

- **Citizen Advisory Committee.** The Citizen Advisory Committee (CAC) included residents, and business and property owners of the City. Meetings with the CAC were held on: May 7, July 30, October 18, and November 15, 2012; February 21, March 11, May 20, and June 17, 2013.
- **Community Workshops.** Community workshops were held on July 23 and November 5, 2012, and March 7 and December 3, 2013.

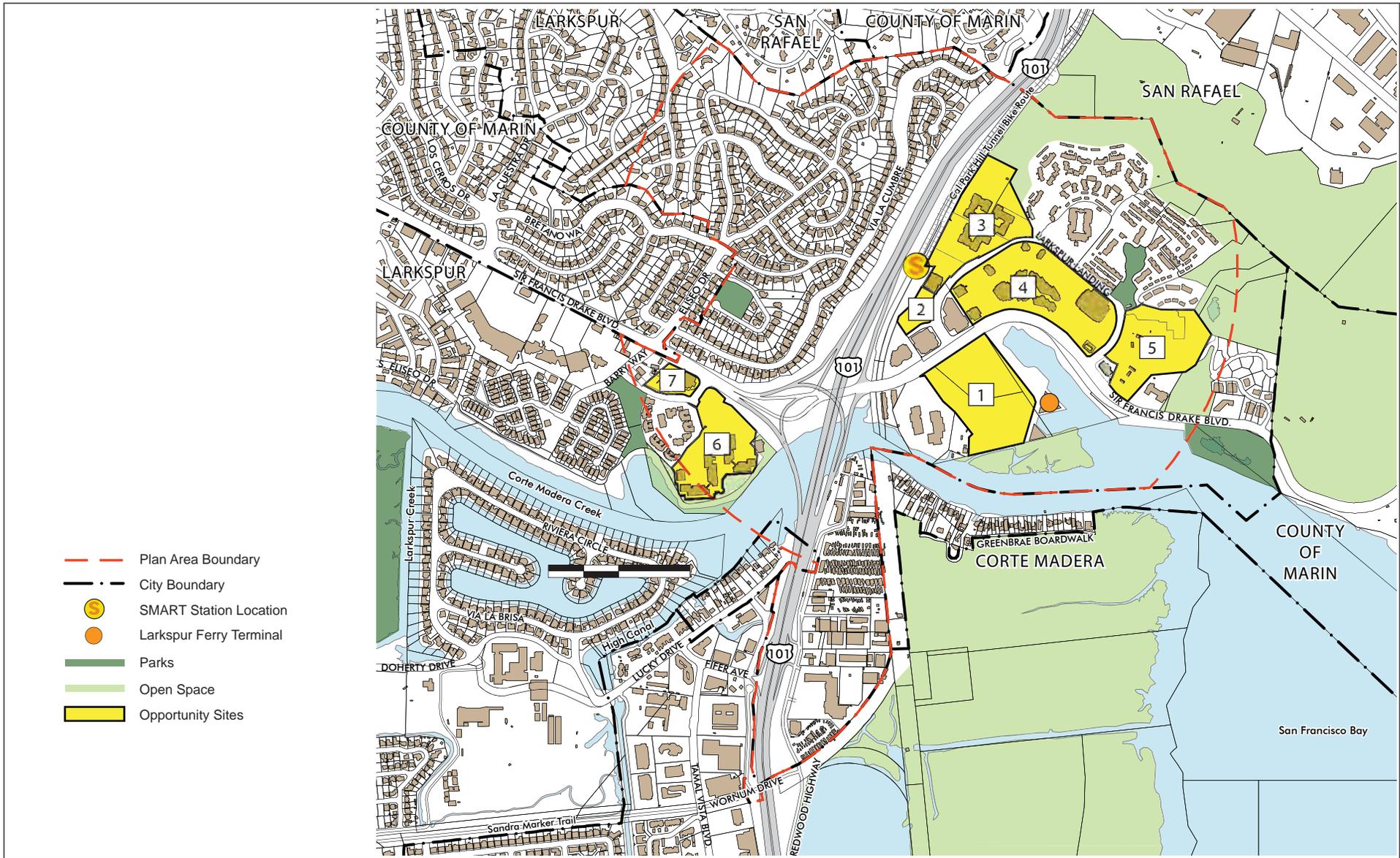
## 2. Station Area Plan Chapters

The Station Area Plan includes the following chapters:

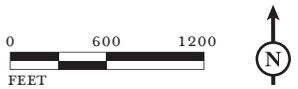
- *Introduction.* Describes the project background, planning process, key participants, and community participation to develop the Station Area Plan.
- *Existing Conditions.* Describes the physical, regulatory, demographic, and market context of the Plan area.
- *Vision.* Describes the process that led to the vision for the Plan area.
- *Land Use.* Identifies the anticipated type, intensity and distribution of land uses within the Station Area as established in the preferred land use scenario.
- *Access, Circulation, and Parking.* Identifies pedestrian, transit, vehicular, and bicycle access to the future station and circulation throughout the Plan area. Accessible design to meet the needs of persons with disabilities and the elderly is a specific component of this element. Identifies parking demand and parking management strategies.
- *Urban Design Guidelines.* Incorporates public and private design policies and standards that will encourage pedestrian friendly design that promotes walkability and livability of the Plan area.
- *Infrastructure.* Identifies infrastructure improvements that will be needed to support implementation of the Plan including flooding/sea level rise mitigation and adaptation strategies.
- *Implementation.* Identifies regulatory/policy changes needed to implement the Plan (including General Plan, Zoning Ordinance, and Design Guidelines), responsible City departments, improvement phasing, and funding solutions or possibilities for the paths of travel, anticipated traffic and parking improvements, street improvements, and utilities. This chapter shall also include a list of measurable actions and estimated timeline for implementing new policies, land use changes, and creation of new programs.

## 3. Development Projections

Through development of the preferred Station Area Plan land use alternative, several opportunity sites were identified for potential land use or density changes within the Plan area. The opportunity sites that were selected are shown in Figure III-3. These sites were selected based on the following criteria:



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- Proximity to the SMART Station or Ferry Terminal;
- Physical development feasibility (e.g., low intensity of existing development or ability to structure parking and free up space currently dedicated to surface parking);
- Likelihood that new development will fit with neighboring uses; and
- Minimum effect on views from surrounding residential neighborhoods.

The Station Area Plan projections are the basis for measuring the environmental effects of the Plan, and may also be used in future years by the City to measure progress in implementation of the Station Area Plan. The potential development proposed at each opportunity site is identified in Table III-1, and Table III-2 shows a development summary for the Plan area. A description of each opportunity site, grouped by sub-area, is provided below.

**Table III-1: Opportunity Site Development Projections Summary**

Opportunity Site	Existing Development (square footage)		Proposed Station Area Plan <b>New Development</b> (square footage, dwelling units, acres)		Total Development on Opportunity Sites (Existing + Proposed) (square footage, dwelling units, acres)	
	Type	Amount	Type	Amount	Type	Amount
1. Ferry Terminal <sup>a</sup>	Public Facility/ Transit	25,000 sf	Public Facility/ Transit	– sf	Public Facility/ Transit (to remain)	25,000 sf
			Residential	300 DU	Residential	300 DU
			Retail	2,500 sf	Retail	2,500 sf
2. Marin Airporter	Public Facility/ Transit	2,500 sf	Public Facility/ Transit	– sf	Public Facility/ Transit (to remain)	2,500 sf
3. Larkspur Offices and Cinema	Office (Admin & Prof)	190,000 sf	Office	50,000 sf	Office	240,000 sf
	Retail (Cinema)	16,000 sf	Retail	35,000 sf	Retail (incl. Cinema)	51,000 sf
4. Marin Country Mart <sup>c</sup>	Office (Admin & Prof)	45,000 sf	Residential	300 DU	Residential	300 DU
	Retail (Cinema)	175,000 sf	Retail	40,000 sf	Retail	215,000 sf
5. Sanitary District	Vacant <sup>b</sup>	–	Residential	250 DU	Residential	250 DU
			Hotel	60,000 sf	Hotel	60,000 sf
			Office	12,500 sf	Office	12,500 sf
6. Drake’s Landing Office Park	Office (Admin & Prof)	126,000 sf	Office	– sf	Office (to remain)	126,000 sf
			Residential	70 DU	Residential	70 DU
7. Offices on Drake’s Landing Road	Office (Admin & Prof)	18,000 sf	Office	22,000 sf	Office	40,000 sf

<sup>a</sup> 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 of the Station Area Plan.

<sup>b</sup> 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.

<sup>c</sup> Under the Opportunity Site Development Projections, 45,000 sf of office space would be removed from Opportunity Site 4, the Marin Country Mart.

ac = acres

du = dwelling units

FAR = floor area ratio

sf = square feet

Source: Larkspur, City of, 2014. *Larkspur SMART Station Area Plan, Public Review Draft*. February.

**Table III-2: Summary of Development in Plan Area**

Land Use	Existing Development in Plan Area	New Development on Opportunity Sites	Total Development In Plan Area (Existing + Proposed)
Office/Public	750,800 sf	39,500 sf	790,300 sf
Hotel	119,000 sf	60,000 sf	179,000 sf
Retail/Cinema	317,000 sf	77,500 sf	394,500 sf
Residential	1,350 du	920 du	2,270 du
Industrial/Auto-Serving	245,000 sf	0 sf	245,000 sf

du = dwelling units

sf = square feet

Note: Please note that 45,000 sf of office space would be removed from Opportunity Site 4, the Marin Country Mart site..

Source: Larkspur, City of, 2014. *Larkspur SMART Station Area Plan, Public Review Draft*. February.

**a. Larkspur Landing Area (Sub-Area 1A).** The majority of development in the Plan area is proposed for the Larkspur Landing Area due to its proximity to the SMART Station and the Ferry Terminal. The Plan anticipates transit-oriented development in this area with a full complement of residential, office, retail and entertainment uses.

Full build-out of the potential development on each property in the Larkspur Landing Area would require construction of structured parking. In addition, replacement parking for ferry patrons would also be required. This Draft EIR does not analyze the potential environmental effects of the structured or replacement Ferry Terminal parking projects which would be addressed under a separate CEQA analysis on a project-by-project basis. Recommended land uses for each opportunity site in the Larkspur Landing Area are described below.

**(1) Ferry Terminal (Opportunity Site 1).** Per the planning process, it was determined that the Ferry Terminal site could accommodate new residential development, replacement parking for commuters, and an improved waterfront promenade and public park. Similar to other waterfront parks in southern Marin (Dunphy Park in Sausalito and Shoreline Park in Tiburon), this space could be the location for civic events or simply for daily enjoyment by residents and commuters. A small amount of ground-floor retail development, such as a café or convenience store, could be included for use by residents, park users, and ferry commuters.

**(2) Marin Airporter (Opportunity Site 2).** The Marin Airporter site is small but located in close proximity to the planned SMART Station. It serves an important regional transportation role, provides long-term parking for local airport users, and also accommodates overflow parking demand generated by ferry terminal users. The Larkspur General Plan includes a goal to retain the Marin Airporter in the Larkspur Landing area, and there was strong sentiment among community members to ensure the viability of this use. As such, the site is proposed to remain in use for the Marin Airporter, with the option to construct a parking structure to accommodate a variety of parking needs and ground-level office space or waiting areas for the Airporter.

**(3) Larkspur Landing Offices and Cinema (Opportunity Site 3).** The Larkspur Landing Offices and Cinema site is located directly adjacent to the SMART Station site. These conditions make the site suitable for additional office development in line with the Plan goals to foster transit

supportive development. There is also potential for expansion of the cinema and some additional retail amenities.

**(4) Marin Country Mart (Opportunity Site 4).** The Marin Country Mart site has the potential to accommodate new residential uses and additional retail. New residential development could be added around the periphery of the existing retail center, or the entire site could be redeveloped with vertical mixed-use (residential over a retail center). It is anticipated that parking to replace existing spaces and support additional development would be located either below structures (podium) or in a new parking structure.

**(5) Sanitary District #1, 2000 Larkspur Landing, (Opportunity Site 5).** Development on the Sanitary District #1 site would represent a significant change from the current condition, as the site is undeveloped at this time aside from occasional staging and other temporary uses by the Sanitary District #1. The Station Area Plan identifies residential, office, and hotel uses on the site. These uses are consistent with the currently approved preliminary and precise development plans for the site,<sup>5</sup> with the exception that the Station Area Plan would allow for higher residential densities than currently adopted.

**b. Greenbrae Area (Sub-Area 1B) – (Opportunity Sites 6 and 7).** There is potential for some additional office and residential infill development on the two identified opportunity sites west of U.S. 101 and south of Sir Francis Drake Boulevard. This development could occur on the existing surface parking lots or as part of site redevelopment over time. A planned multi-use path over Sir Francis Drake Boulevard will provide a connection for bicyclists and pedestrians from the Greenbrae area to and from the SMART Station.

**c. Redwood Highway Area (Sub-Area 2).** The Station Area Plan proposes no change in land use in the Redwood Highway Area. This area currently supports a viable range of industrial, commercial, and affordable housing uses which are unique within Larkspur, and there are significant infrastructure challenges to resolve before any additional development can be considered.

#### **4. Access, Circulation and Parking**

The Station Area Plan takes an integrated land use and transportation approach to provide flexibility but monitors development so as to minimize traffic impacts. To reduce the impact of new vehicle traffic on the roadway network, the Station Area Plan proposes a vehicle trip cap and a Transportation Demand Management (TDM) program.

The vehicle trip cap will limit the increase in vehicle trips from the Plan area to approximately 10 percent above the existing traffic generated by the uses in the area. A monitoring program will be implemented by the City to periodically measure this traffic to ensure that traffic conditions are not significantly worsened by development in the Plan area.

The mixed use, transit-oriented development proposed in the Station Area Plan has been proven to have lower trip generation rates than traditional, suburban-type development when located in

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<sup>5</sup> City of Larkspur Ordinances 948, 951 and 954.

proximity to transit. To further manage traffic generation, a TDM program will be implemented in the area. Consisting of strategies such as parking pricing, transit discounts, and shared parking, the TDM program will further limit the generation of trips by new development in the Plan area. It is estimated that the combination of TDM measures and the mixed-use, transit-oriented development land uses called for in this Plan, will result in a mode shift of 5 to 10 percent from auto to non-auto modes.

To promote and encourage all modes of transport, the Station Area Plan encourages the concept of “Complete Streets.” Complete street practices improve circulation for all modes because they encourage 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.

## **5. Urban Design Guidelines**

Urban Design Guidelines are included in the Station Area Plan and are meant to assist property owners, residents, tenants, the community, and decision-makers when considering proposals for change within the Plan area. The Urban Design Guidelines address: guiding principles; the physical character of four geographic zones within the Plan area; building and site design components; sustainable building and site design; the public environment; and accessibility.

## **6. Amendments to the Zoning Ordinance**

In order for the potential development identified in the Station Area Plan to occur, several amendments to the Zoning ordinance would be necessary. These proposed amendments are described below:

### *Zoning Map*

The zoning designation of the Larkspur Ferry Terminal site would be changed from Study District (S) to Planned Development (PD). (Policy Recommendation LU-12)

### *Density Bonuses*

- Adopt a density bonus 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. Bonuses shall also be available for development projects that generate fewer vehicle trips. Bonuses shall be weighted to incentivize development that generates non-peak period trips. (Policy Recommendations LU-8 and LU-9)

### *Off-Street Parking and Loading*

- Amend the Off-Street Parking and Loading chapter of the Larkspur zoning ordinance to:
  - Include required parking ratios for new land use designations recommended by the Plan;
  - 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; and
- Allow for unbundled parking.
- Amend the bicycle parking requirement to increase required spaces and facilities. (Policy Recommendation LU-11)

#### *Affordable Housing Fund and Inclusionary/In-Lieu Fee Requirements*

- Update the City’s existing Inclusionary Housing ordinance and conduct a new nexus study to implement an updated affordable housing in-lieu fee citywide. The fee will generate revenue for an affordable housing trust fund that provides gap financing for affordable housing projects, including any proposed in the Plan area.

#### *Planned Development Districts*

The key development opportunity sites identified in the Station Area Plan are located within the Planned Development (PD) zoning district. In Larkspur the PD District has been used to allow 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.”

Continuation of the PD zoning will allow appropriate scrutiny and control of any development proposals in the Plan area and will require 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 will be guided by the new General Plan land use designations – Mixed-use and Administrative and Professional Two – that apply to the Plan area opportunity sites.

## 7. Amendments to the General Plan

Several specific modifications are proposed to the General Plan to adopt and implement the Station Area Plan and are necessary in order for the potential development identified in the Station Area Plan to actually occur. These modifications are described below.

The draft Station Area Plan recommends that the City amend the land use designations within the Plan area to allow a mix of land uses at higher densities and intensities than are currently permitted. Thus, adoption of the Station Area Plan by the City Council would trigger a new, separate planning process to amend the General Plan; it would not automatically amend the General Plan. The General Plan amendment process would require public outreach and review, environmental analysis of the proposed amendments, and public hearings before both the Planning Commission and City Council for adoption.

### *Land Use Element*

In order to allow for land use flexibility on most of the opportunity sites, the Station Area Plan proposes to add two new land use designations (Mixed-Use, and Administrative and Professional Two) requiring amendments to the General Plan Land Use element and Land Use Map. These land use designations are shown in Figure III-4 and are described below. These and other recommended General Plan amendments are described below:

Policy Recommendation LU-1: Amend the Land Use Element of the General Plan to identify seven (7) sites within the Larkspur SMART Station Area as priority sites for possible future transit-supportive development with primary preferred/recommended land uses as follows:

1. Ferry Terminal (Opportunity Site #1) – residential
2. Marin Airporter (Opportunity Site #2) – parking structure and office support
3. Larkspur Cinema and Offices (Opportunity Site #3) – office and retail/cinema
4. Marin Country Mart (Opportunity Site #4) – residential, retail
5. Ross Sanitary District No. 1 (Opportunity Site #5) – residential, hotel, office
6. Drakes Landing Office Park (Opportunity Site #6) – residential, office
7. Drakes Landing Road (Opportunity Site #7) – office

**Mixed-Use Land Designation.** A new Mixed-Use land use designation is proposed by the Station Area Plan:

Policy Recommendation 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:

1. GGBHTD Ferry Terminal (Opportunity Site #1)
2. Larkspur Cinema and Offices (Opportunity Site #3)
3. Marin Country Mart (Opportunity Site #4)



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4. Ross Sanitary District No. 1 Site (Opportunity Site #5)
5. Drakes Landing Office Park (Opportunity Site #6)

The Mixed Use land use designation should allow the following ranges of development density:

- Residential: 20-35 dwelling units per acre (net)
- Office: 0.5-1.0 FAR (floor area ratio)

The intensity ranges are indicative of the need to ensure that any new development in the area is implemented at densities that are transit-supportive. The lower end represents an intensity of residential or office development that is low by overall transit-oriented development standards, but still suitable to a “transit neighborhood” area, and consistent with the existing scale of development in Larkspur. The upper end of the range provides a benchmark for development that can be accommodated within a height and configuration that would not exceed the existing urban design character of the Plan area.

**Administrative and Professional Two (Higher-Density).** A new Administrative and Professional land use designation – Administrative and Professional Office Two – has been proposed to support increased office densities suitable in a transit-oriented village environment. This would be applied only to the Drakes Landing Road Offices opportunity site.

Policy Recommendation LU-3: Amend the General Plan to add a new land use designation – Administrative & Professional 2 (A-P2) to apply to the Drakes Landing Road site. The Administrative and Professional 2 (A-P2) land use designation should allow office development at a density of 0.5 – 1.0 FAR.

**Other Land Use Element Policy Recommendations.** The following recommendations are also proposed for the Land Use Element:

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

Policy Recommendation LU-5: No new development would be approved in the Station Area until transportation and traffic management programs are in place.

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

Policy Recommendation 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.

### *Circulation Element*

The following draft policy recommendations are proposed to be made to the Circulation Element:

Policy Recommendation 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 increases occur incrementally with each development.

Policy Recommendation 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.

Policy Recommendation 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.

Policy Recommendation 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.

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

Policy Recommendation 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 improvements to Sir Francis Drake Boulevard:

1. Add a third eastbound through lane approaching Eliseo Drive through to the U.S. 101 southbound on-ramp.
2. Stripe a third westbound through lane approaching Larkspur Landing Circle (West) through to northbound U.S. 101 on-ramp.
3. 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.
4. Work with the City of San Rafael to study the feasibility of signaling the intersection at Anderson Drive or considering alternate design solutions to improve traffic flow at that intersection.

Policy Recommendation 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.

Policy Recommendation 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.

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

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

Policy Recommendation 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.

Policy Recommendation 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.

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

### ***Housing Element***

The following policy recommendations are proposed to be made to the Housing Element:

- The City shall ensure that existing affordable housing preservation and production policies are retained in subsequent updates of the Housing Element.
- Add policy language addressing the City's intent to 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.
- Add policy language addressing the City's intent to 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 area median income (AMI) levels on the existing sites or at other location in the Plan area.
- Add policy language addressing the City's intent to, as necessary and appropriate, 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.

### ***Urban Design Guidelines***

The following policy recommendations are proposed to be made regarding Urban Design Guidelines:

Policy Recommendation 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.

Policy Recommendation UDG-2: Promote a development pattern in the SMART Station Area that accommodates convenient pedestrian and bicycle circulation.

Policy Recommendation UDG-3: Ensure that the design of any new buildings in the Station Area is consistent with the intent and guidelines of the Station Area Plan and, in so doing, respects the unique character of the Larkspur community.

Policy Recommendation UDG-4: Require incorporation of sustainable design strategies in new construction and renovations consistent with the Station Area Plan guidelines and with other City of Larkspur policies and plans.

Policy Recommendation 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.

Policy Recommendation 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.

Policy Recommendation UDG-7: Pursue improvements to Miwok and Remillard Parks to ensure their utility and enjoyment by a wide cross-section of the Larkspur community.

### ***Public Facilities and Services***

The following policy recommendations are proposed to be made regarding public facilities and services:

Policy Recommendation 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.

Policy Recommendation 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.

Policy Recommendation 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.

Policy Recommendation PFS-4: Through the Planned Development (PD) review process, encourage land owners and/or developers to include publicly-accessible open space in new development.

## **F. ANTICIPATED ADOPTION AND IMPLEMENTATION**

The Larkspur Planning Commission will review this Draft EIR, along with the accompanying draft version of the Station Area Plan. The Planning Commission will first review the Final EIR and consider whether to recommend certification to the City Council. The Planning Commission will then provide a recommendation on the Final EIR and the Station Area Plan to the City Council, who will then consider certification of the Final EIR and adoption of the Draft Station Area Plan. The City will be responsible for implementing the Station Area Plan through the development review process and the monitoring and issuance of permits.