

Larkspur DRAFT Station Area Plan: Executive Summary

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), generally paralleling 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”. 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-Marín 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 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 Larkspur SMART Station Area Plan should be incorporated into the General Plan update process to provide guidance for the future of the station area.

Station Area Zones

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.

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 canvassing neighborhoods to talk with residents and business owners and post event fliers.

Meetings and workshops were held as follows:

- 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.

LAND USE

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.

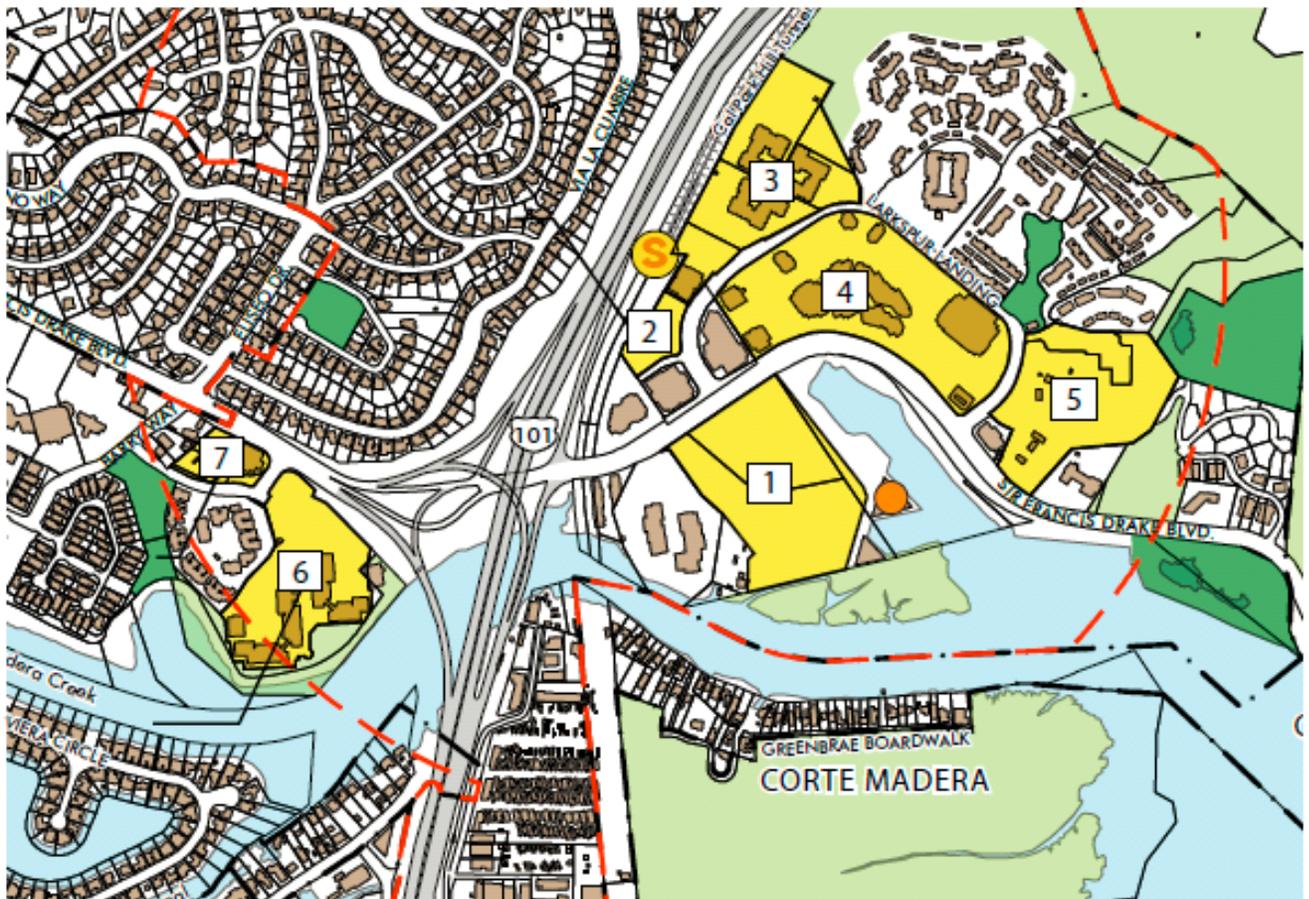
Following discussion with the community and CAC, City staff and project consultants identified ten possible opportunity sites for land use change within the station area. The sites were selected according to several criteria, also shaped by feedback from the community and CAC:

- 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 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.

Opportunity Sites



Integrated Land Use / Transportation Strategy

The Draft SAP presents an integrated land use and transportation strategy that will require ongoing coordination and management to achieve 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

Seven priority sites are identified in the Draft SAP as suitable for potential land use or density changes within the station area. 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)
- 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

No changes to existing residential neighborhoods are proposed in the Draft 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. The Draft 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 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 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. The success of expanded shuttle service to the terminal, 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.

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 transit ways, whereas office uses could help to buffer nearby development from noise and emissions. The existing office buildings 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 5: Sanitary District #1

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 buildings 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 offices more attractive than residential. The intensity of retail uses at the Bon Air Center suggests that retail in this area would not be likely.

Maximum Build Out Contemplated by the Plan

Ultimately, any change or intensification of use at any site in the station area will be at the discretion of the land owner and the City of Larkspur, and determined through the Planned Development (PD) review process. No development is required by the Draft Plan, 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 in the table below (and in Table 4.1 of the Draft Plan) represents the maximum development that would be allowed throughout the station area given the guidelines included in the Draft Plan.

The development yield of the Draft 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 maintain 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.

Type of Land Use	Maximum Potential Development Yield
Office & Public	39,500 sf
Hotel	60,000 sf
Retail	77,500 sf
Residential	920 du

Land Use Designations

As noted in the discussions above, many of the priority sites could successfully accommodate several uses; the specific uses and their 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, the Draft 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. Retail uses would be encouraged in mixed use buildings on the ground floor along primary pedestrian walkways, near transit facilities, or in proximity to existing retail uses.

Administrative & Professional Two (Higher-Intensity)

This new Administrative & Professional designation 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.

Zoning

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

CIRCULATION AND PARKING

Community 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. Concerns regarding existing traffic congestion on Sir Francis Drake Boulevard, and the likelihood of future development exacerbating these conditions, played an important role in shaping these discussions.

The Draft 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 the Draft 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), 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, the Draft Plan proposes a TDM program and vehicle trip cap, as well as spot capacity enhancements along Sir Francis Drake Boulevard.

TMA, VEHICLE TRIP CAP, AND TDM PROGRAM

Mixed-use, transit-oriented development such as that proposed in the Draft Plan generates less traffic than traditional suburban development. The Draft 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.

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. In establishing the vehicle trip cap, the City would identify a proportional share of the allowable increase in traffic generation to each opportunity site. To monitor traffic levels, traffic counts would periodically be taken by the TMA at the area's key vehicle entrances and exits. The City would independently review the traffic data and 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 or other restrictions on uses could be applied.

The combination of TDM measures and the mixed use, transit-oriented development land uses called for in the Draft Plan 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 vehicle trips resulting from future development would remain under the trip cap.

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.

The Draft 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 implementation 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.

Transit Service

Build-out of the Draft Plan's land use vision would 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 the Draft Plan would generate 600 to 700 new daily transit riders. These transit riders would use a mix of the new SMART train, GGBHTD bus service, and the Larkspur Ferry Terminal.

Parking Management

The Draft Plan reviews existing parking conditions throughout the station area to determine existing parking supply and demand and to assist with developing estimates of future parking demand and required parking supply. Successful implementation of the Draft Plan would include minimizing the amount of desired parking by residents, employees, and visitors to the station area. Adoption of the following parking strategies that focus on incentivizing transit and non-motorized modes through transportation demand management measures would help to achieve a reduced parking demand:

- Encourage Alternative Modes (as described in the Transportation Demand Management Section).
- 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.
- 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 parking 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.
- 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.

- 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.

URBAN DESIGN GUIDELINES

The Draft Station Area Plan envisions reinforcing and enhancing the nature of the station area as a vibrant mixed-use neighborhood. Downtown Larkspur, the City's most historic mixed-use neighborhood, is 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 resulted in the following key principles to guide future development in the station area to maintain 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.

Open Space

Open space is critical to quality of life within a transit-supportive environment. The Draft Plan describes two opportunities to provide new publicly accessible plazas and parks through future development at the Marin Country Mart and at the ferry terminal parking lot. In addition, the Draft Plan identifies needed improvements to the existing parks in the station area to provide improved access and public accommodation.

PUBLIC UTILITIES AND SERVICES

Utility Infrastructure

Water

Water is provided in the station area by the Marin Municipal Water District (MMWD). 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 station area 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.

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 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. Redevelopment of the station area is not anticipated to significantly impact the capacity of the CMSA treatment plant.

Storm Water

Major storm drainage infrastructure within the station area (including drain pipes, flood channels, and natural creeks) are owned and operated by the City of Larkspur and maintained by the City’s Public Works Department.

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 preconstruction condition. By managing storm water runoff through development, also referred to as hydromodification, both the capacity and quality of streams and other receiving waters can be preserved.

Schools

Development and associated population growth throughout southern Marin communities is expected to place increased demand on the school districts’ services and facilities. Growth associated with build-out of the Draft Plan would also increase demand for school services.

Student Generation Yield by School District

District	Additional Students Generated at Maximum Build-out of Draft Plan
San Rafael City Schools	Elementary/Middle School: 311
	High School: 78
Tamalpais Union High School	6
Larkspur-Corte Madera School	0
Kentfield School	25
Plan Area Total	420

Source: Larkspur SMART Station Area Plan Draft Environmental Impact Report (2014)

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. 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.

Public Services

Fire and Emergency Medical Services

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 would be reviewed for conformance to 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.

Additional fire services facilities would not be required to support anticipated future development in the station area. However, additional staff and fire/paramedical equipment may be needed to maintain adequate service levels for the anticipated population and employment growth over time.

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. Additional police facilities would not be required to support any future development in the station area, although additional police personnel and equipment could be needed as development occurs over time.

Parks and Recreation

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. Miwok Park, located slightly north of the Sanitary District site, is currently a underutilized resource 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.

IMPLEMENTATION

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.

A variety of physical improvements to implement over the lifetime of the Plan are identified in the excerpted table on the following page (Table 8.1 of the Draft Plan). In several cases additional studies are needed to clarify the specific improvements needed or to supplement studies already completed.

Funding Strategy

In small cities like Larkspur, major new capital improvements typically need additional outside sources of funding beyond 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.

Funding Sources

The City of Larkspur's FY 2013-2014 budget shows roughly \$24 million of expenditures 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 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. In addition to substantial funding from federal, state, and regional sources, the CIP is also funded by the General Fund and park and traffic impact fees collected from new development. Impact fees are restricted funds by state law, and must be used to fund improvements needed to support the new development.

Other financing sources include:

- Local Tax Increment and Assessment Districts
 - Infrastructure Financing District (IFD)
 - Assessment Districts (Including Community Benefits Districts)
 - Business Improvement District (BID)

- Other Local Sources of Funds
 - Development Impact Fees
 - Revenue Bonds
 - General Obligation Bonds and Other Public Debt

- Public Benefit Assessment District (SB 142)
- Regional and State Sources Of Funds
 - OneBayArea Grant (OBAG)
 - Bay Area Transit-Oriented Affordable Housing (TOAH) Fund
 - State Transportation Improvement Program (STIP)
 - CalTrans Planning Grants
 - Greenhouse Gas Reduction Fund (AB 32)
 - Infrastructure State Revolving Loan Fund (ISRF)
 - Affordable Housing Innovation Fund
- Federal Sources
 - Moving Ahead for Progress in the 21st Century (MAP-21)
 - CDBG Infrastructure Financing

Phased Approach to Funding Strategy

As shown on the Implementation Action Plan (see above), the capital improvements envisioned in the Draft 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.

Funding for Tier 1 Actions (Year 1 to 5)

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.

Funding for Tier 2 Actions (Year 6 to 10)

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 the Draft Plan can be leveraged to fund these improvements. 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.

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.