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City of Larkspur
Planning Department
400 Magnolia Avenue
Larkspur, California
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Re: Sanitary District No. 1 of Marin County General Plan Amendment/Preliminary Development Plan Submittal for 2000 Larkspur Landing Circle (AP# 018-260-02 and 03)

By this letter, on behalf of Sanitary District No. 1 of Marin County, I am submitting the enclosed City of Larkspur Planning Application for a General Plan Amendment (GPA) and Preliminary Planned Development and supporting materials as specified by procedure and provisions of Larkspur Municipal Code section 18.55.060 for a Preliminary Development Plan at 2000 Larkspur Landing Circle.

The General Plan Amendment and Preliminary Development Plan has been prepared by Sanitary District No. 1 of Marin County with the assistance of:

- Forsher +Guthrie
Architecture, Planning & Development

Please see Cover Sheet 1.0 Directory for contact information.

PROJECT DESCRIPTION

PROPERTY

District 10.675 acre property at 2000 Larkspur Landing Circle is uniquely located at a major transit hub in the County - the confluence of ferry, bus, rail and highway – providing multi-modal public transit and access opportunities to North Bay, East Bay and San Francisco. The Central Marin location, level terrain, ridge backdrop, proximity to water and views from the site are distinct. Surrounding housing, jobs, retail and entertainment venues provide opportunities for this property to be part of the vibrant, walk able, mixed-use, transit-oriented Larkspur Landing neighborhood.

BACKGROUND

Sanitary District No. 1 acquired a portion of the site in 1948 to build and operate a sewage treatment plant. The treatment plant operated until 1985 when the Central Marin Sanitation Agency wastewater treatment plant on Andersen Drive became operational.

Since that time, the project site has been used by the District for their offices and corporation yard.

On August 17, 2005, the City of Larkspur adopted Resolution No. 34/05 adopting Larkspur General Plan amendments providing for Commercial, High Density Residential, Public Facilities and Open Space uses of the site.

On September 21, 2005 the City of Larkspur adopted Ordinance No. 948 approving the Preliminary Development Plan for the 2000 Larkspur Landing Circle mixed-use development project.

OBJECTIVE

In 2011, Sanitary District No. 1 of Marin County determined that the current General and Preliminary Plans need be amended in order to provide a development plan that would be:

- More responsive to District long-term facility needs,
- More flexible to respond to housing and commercial development markets
- More attuned to the potential for a mixture of housing types/densities/urban design standards compliant with City and Transit Oriented Development policies due to the close proximity of the site to the Golden Gate Larkspur Ferry Terminal, the Marin Airporter Larkspur Terminal and the currently proposed location of the Sonoma Marin Area Rail Transit Larkspur Station.

Recent state legislation and current planning efforts of the City of Larkspur in collaboration with regional agencies provide the framework for preparation of plans to promote housing and jobs in transit centers. The goal is to respond to housing needs, increase public transit ridership, reduce greenhouse gases and create community where supportive infrastructure is available. The Larkspur General and Station Area Plan provide the District with the opportunity to present a land use plan that melds District, State, regional, local and community objectives.

It is the objective of the District to provide for a mixed use development project that incorporates these measures so that:

- The highest possible value of the property can be achieved resulting in additional revenue to the District to be used for the administration and improvement of the District sewer system
- The District is assured long term that there will be a place for their continued operations
- Residential development plans can be crafted to be consistent

with City land use parameters but be sufficiently flexible to permit a variety of alternatives compatible with the market at the time of sale of the residential portion of the site.

- Hotel development can be accommodated to provide the City of Larkspur additional Transit Occupancy Tax revenues if the sale of land for hotel use is a feasible option for the District in comparison to sale of the land for residential use.
- The current site visage can become a distinctive, attractive addition to Larkspur Landing at the eastern gateway to the City
- Additional office employment, hotel occupants and residents can support commercial uses at the Marin Country Mart
- Additional affordable housing can be provided

LAND USE

The land use plan provides residential, hotel and administrative/corporation yard uses for Sanitary District No. 1 of Marin County on the 10.675 acre site owned by the District.

Land use elements of the plan are comparable to the current General and Preliminary Plan approved for the site.

<u>Proposed Land Use</u>	<u>Area</u>	<u>Intensity/Density</u>	<u>Floor Area/Units</u>
Public Facility	2.25 acres	0.16 FAR	16,000 sq.ft.
Residential	6.48 acres	20 to 40 UPA	130 – 260 units
Commercial (Hotel)	1.80 acres	0.81 FAR	100 rooms/ 64,000 sq.ft

GENERAL PLAN AMENDMENT

LAND USE DESIGNATION

To change the Land use Map designation from Commercial, High Density Residential and Public Facilities to Gateway.

TEXT AMENDMENT

Add a new land use designation of “Gateway” providing for Residential, Administrative and Professional Office, Commercial and Public Facility uses. This designation provides for a mix of uses and residential densities in areas within walking distance of rail, bus and ferry transit stations.

Residential uses will permit a range of housing types (including townhomes, apartments and senior housing) and densities responding to market conditions and compliant with

community development thresholds. The designation would allow residential densities up to 40 units per acre and provide for a mix of lease/sale, market rate, affordable and assisted housing.

Commercial use will be permitted as designated in the adopted General Plan and will allow an exception to the maximum floor area ratio requirements to permit hotels with a maximum floor area ratio (FAR) of 1.0 where master plans are required and to delete the requirement that the scale of buildings in Commercial Land Use Category be comparable to the Restricted Commercial Land Use Category designation. This application would also permit the Commercial designation to be amended to a Residential designation if the hotel use provided for in the Preliminary Plan is found to be infeasible.

Public Facilities will be permitted as designated in the adopted General Plan.

PRELIMINARY DEVELOPMENT PLAN

LAND USE

Public Facility – Sanitary District No. 1 of Marin County Administrative Building and Corporation Yard

- Site Area: 2.325 acres
- Administrative Building of approximately 12,500 square feet
- Support Services and Storage Building of approximately 4,000 square feet

Sanitary District No. 1 of Marin County proposes to develop new facilities on a portion of the 10.675 acre site currently owned and utilized by the District. The new facility has been designed to accommodate current and future operations necessary to fulfill the District mandate to provide wastewater collection services to the Ross Valley. The District's proposed use will not change materially from that which has taken place historically on the property.

The proposed Administration building facility will provide administrative offices and Board meeting facilities. Board meetings, previously held on and off site, will continue to be held on site at a minimum of once per month in the evenings.

The Support Services and Storage Building will provide small equipment maintenance, storage, employee office, training and locker space and parking for District vehicles, employees and visitors.

The site plan provides 92 parking stalls to accommodate District employee and vehicle projections. The proposed yard and Support Services and Storage building will provide safe and secure storage for District vehicles and materials necessary for required field repairs of District facilities, above ground self contained fuel vault for refueling District vehicles and maneuvering area to load vehicles on trailers bound for job sites.

Residential

- Site Area: 6.5 acres
- Density Range: 20 to 40 units per acre
- Range of Units: 130 to 260

The residential land use is intended to provide a range of housing types and densities appropriate for a neighborhood served by train, ferry and bus transit. The range also provides flexibility to respond to market conditions and allow for the potential for a mix of lease/sale, market rate, affordable and assisted housing.

The Site Plan submitted with the Preliminary Development Plan has been prepared to delineate the general acceptability of the land use and densities proposed. The plan does delineate a vehicular circulation layout that would provide for different residential development proposals within the 20 to 40 units per acre density range. The building and parking layout shown of approximately 35 units per acre represents one alternative development possibility that could be permitted within the requested density range. It is the intent of the Preliminary Plan to establish sufficient development parameters to allow a range of housing types and densities to be submitted as part of a Precise Development Plan requesting precise location of uses, configuration of improvements and establishing engineering feasibility.

Commercial (Hotel)

- Site Area: 1.85 acres
- Number of Rooms: 100

The hotel comprises 100 rooms in a 4-story building with 80 parking spaces in an adjacent parking lot. The hotel will most likely be an extended stay hotel such as a Marriott Residence Inn or Hilton Homewood Suites. In either case the hotel would primarily comprise rooms or suites designed to accommodate stays of more than one night. Most rooms or suites would have a living room area and a small kitchen. Limited on site food service will be provided and then only for guest use. A small meeting room for guest use only is proposed. No public restaurant or meeting facility is proposed.

SITE PLAN

Site Layout

The land uses have been arranged to locate adjacent compatible uses both on and off site. The District administrative office building has been placed in alignment with existing office uses on the East Sir Francis Drake property frontage. The corporation yard has been placed adjacent to the parking lot of the Brick Kiln office building. The hotel location retains a visible location from Sir Francis Drake, while still providing views of Mount Tamalpais, Larkspur Ferry Terminal and Corte Madera creek. The residential portion of the site is adjacent to Drake's Way and Drakes Cove residential developments. Residences are also separated onsite from the hotel, office and corporation yard allowing for residential use to exist as a single cohesive neighborhood.

Circulation

Primary vehicle, bicycle and pedestrian access to the site is from Larkspur Landing Circle at an entry that is aligned with the access point to the Country Mart. This alignment will provide for a direct, visible walking and biking connection to the Country Mart, existing Sir Francis Drake pedestrian over crossing and future SMART station and Central Marin Pathway Project. No vehicular access is proposed from Sir Francis Drake Boulevard.

The primary entry road traverses the site and provides vehicular, pedestrian and emergency access to the Drakes Cove residential development and Miwok Park. Access to residential and hotel/office uses is separately provided so that traffic to each does not flow through the other. This provides for the residential uses to exist as a single cohesive neighborhood.

A secondary access point from Lincoln Village Circle provides access to residential units and a parking area.

All roadways on the project site will be private. A network of onsite paths and trails will provide for pedestrian access to adjacent open space and to public walkways providing access leading to the San Francisco Bay Trail, Country Mart, Larkspur Ferry Terminal, SMART Station and Central Marin Pathway.

Residential Neighborhood

The residential area provides a setting for a variety and mix of housing types and designs. The intent of the Preliminary Plan is to establish a level of planning and development policy which will be consistent with the proposed General Plan land use designation and sufficiently flexible to permit detailed planning at the time of development.

To that end, a circulation network, density, development and design standards are proposed to provide for a range of residential options of 20 to 40 units per acre.

This range would provide for the development of :

- Larger attached townhomes with under unit parking
- Apartments with sufficient clustered parking
- Senior housing with reduced parking requirements and assisted living services

The neighborhood of 6.5 acres is arranged around a central accessible common area with community facilities located at the main neighborhood entry. A combination of plazas, landscaped areas, tree lined sidewalks and pavement enhanced crosswalks connect residents to the common area. A loop road would provide vehicular access to on street parking, attached unit and/or parking structures located beneath residential buildings. Lincoln Village Circle would provide access to parking and units on the upper plateau of the site. These common areas, walkways and vehicle circulation would provide the framework for various residential alternatives compliant with the Preliminary Plan density range and design standards.

The site plan submitted with the Preliminary Plan delineates a 225 attached unit site development option which includes a mix of 111 apartments (Buildings A & F) and 114 senior housing units (Buildings B, C, D & E). Clustered parking is provided on the upper plateau with access from Lincoln Village Circle and in structures on the first level of Buildings B, C D & E.

Hotel

The hotel is located at the entry to the property to minimize commercial traffic further into the site and to provide a visual presence to Sir Francis Drake Boulevard. This location provides attractive views of Mount Tamalpais and the Larkspur Ferry.

The hotel comprises 100 rooms in a 4 level building with 80 parking stalls in a continuous parking lot to the District office building.

Office/Corporation Yard

The District administrative building is aligned with existing office buildings on both sides of the property. The 12,500 square foot building provides office and boardroom functions in two levels over parking. Vehicle and pedestrian access to the building is provided by a separate lane from the main road. That same lane provides the visitor parking and the connection between the administration building and corporation yard.

The corporation yard support services and storage building provides 4,400 square feet in one level. District vehicle parking will abut adjacent office parking and be screened from the main road and residences by the building. A landscaped area is also provided between the main road and the yard.

Open Space

An area comprising approximately .75 acres along the eastern property line is proposed for park dedication to expand Miwok Park (See sheet 1.0 Preliminary Development Plan “Open Space” area). This will provide an accessible entry from Lincoln Village Circle and the upper plateau parking area to Miwok Park. The area includes the existing oaks in the northwest portion of the site.

Parking

- Hotel – 80 stalls adjacent to the hotel have been provided.
- District Facility – A total of 57 stalls have been provided for District employees and visitors with 21 located on the lower level of the administrative building and 36 on the lane between the main road and the building. The corporation yard provides 36 stalls of various sizes to accommodate District vehicles.
- Residential - The amount of parking provided will depend on the housing type and density proposed within the 20 to 40 units per acre range. The following parking ratios are proposed to respond to the ½ mile proximity to rail, ferry and bus transit and project financial.
 1. Townhome development – 20 UPA: 2 stalls per unit
 2. Apartment development – 30 UPA:
 - a. Studio - 1 stall per unit
 - b. 2 bedroom - 1.5 stalls per unit
 - c. 3 bedroom – 2 stalls per unit
 - d. Guest – 1 stall per 10 units
 3. Senior housing development – 40 UPA: .5 stalls per unit
(See Project Information on sheet 1.0 for site plan parking provided.)

TRAFFIC GENERATION

The Institute of Transportation Engineers Trip Generation Manual (8th Edition) establishes the following PM Peak trip generation rates for residential land uses:

Multi-family (Apartment): 0.62

Senior Adult – Attached: 0.27

The 2000 Larkspur Landing Circle Expanded Initial Study (Oct. 20, 2004) established the following PM Peak trip generation rate for the proposed 100 room hotel: 0.41

The Negative Declaration approved by the City of Larkspur in adopting the Preliminary Plan (Ordinance #948) for 2000 Larkspur Landing Circle projected PM peak hour trips of 112 (71 for the 126 townhouse units, 41 for the 100 room hotel and no new trips related to the District facility because it is a historic use of the site). The Negative Declaration impact assessment of the project trip generation was that none of the 10 intersections studied along Sir Francis Drake Boulevard from Andersen drive to Bon Air currently operating at or above LOS D would experience a change in level of service below D with project generated trips added. Of the three intersections operating at the time at LOS F, the assessment indicates that project generated traffic does not substantially contribute to impacts at those intersections but would provide mitigation through the payment of fees to improve those intersections in accordance with Larkspur plans to improve them to a LOS D. The Negative Declaration also states “Placement near mass transit would encourage the use of alternatives to the single-occupant automobile and encourage the use of transit”.

The Highway 101 Greenbrae/Twin Cities Corridor Improvements EIR and Project Study Report “White Paper” states that improvements include a new 101 northbound access at Wornum to eliminate the Industrial Drive on ramp and need for vehicles to exit at Sir Francis Drake and reenter Highway 101 at that point and realignment/separation of highway and local traffic on Sir Francis Drake and southbound ramps. The results of those improvements will be an increase in LOS at all Sir Francis Drake Boulevard intersections. Construction of the northbound improvements has been scheduled for completion by Fall 2016.

Assuming that the total trip generation of 112 approved in Ordinance #948 would not have a negative impact on Sir Francis Drake LOS given the previous Negative Declaration assessment and the completion of corridor improvements, the following number of units could be accommodated on the District property applying the ITE trip generation rates:

<u>Land Use</u>	<u>PM Peak Rate</u>	<u>Number of Units</u>
• Multi-family - Apartments	0.62	180
• Senior Adult – Attached	0.16	700

A further reduction in apartment peak hour trip generation rate is presented in the San Francisco Bay Area Residents Home-Based Work Modal Choice Based on Proximity to Rail and Ferries Bay Area Travel Survey (BATS) 2000. That survey indicates that apartments located within ½ mile of a train or ferry terminal would generate 0.4 PM peak

hour trips. Use of this PM peak hour trip generation rate instead of that presented in the ITE Manual could provide for an increase in apartment densities of 55% over the trips associated with the 2000 Larkspur Landing Preliminary Plan which did not result in unacceptable LOS on Sir Francis Drake.

Based on ITE trip generation rates, the Preliminary Plan site plan would generate the following PM peak hour trips:

Land Use	<u>PM Peak Rate</u>	<u>Number of Units</u>	<u>Trips</u>
Residential			
• Multi-family – Apartments	0.62	111	69
• Senior Adult – Attached	0.16	114	18
Hotel	0.41	100	41
Total:			128

Based on reduced BATS trip generation rates, the Preliminary Plan site plan would generate the following PM peak hour trips:

Land Use	<u>PM Peak Rate</u>	<u>Number of Units</u>	<u>Trips</u>
Residential			
• Multi-family – Apartments	0.40	111	44
• Senior Adult – Attached	0.16	114	18
Hotel	0.41	100	41
Total:			103

OWNERSHIP/MAINTENANCE

The Sanitary District currently owns the entire project site and will retain a lot comprising 2.325 acres shown on sheet 1.0 Land Use Diagram as Public Facility. The Commercial and Residential lots of 1.85 and 6.5 acres respectively will be sold. Each property owner will be responsible for maintenance of improvements on their parcel that serve only their use. Roadway, infrastructure and common area improvements serving more than one parcel will be subject to reciprocal easements and recorded deed restrictions specifying maintenance responsibilities of each parcel owner.

PUBLIC UTILITY PROVISIONS

Wastewater Treatment

The proposed project is in an area where sewer collection facilities are managed by Marin County Sanitary District No. 1 and wastewater treatment service is provided by Central Marin Sanitation Agency (CMSA). The Sanitary District has and C.M.S.A. should have sufficient capacity to serve the project.

Water Supply

The Marin Municipal Water District (M.M.W.D.) has indicated that the site has a historical water entitlement of 1.14 acre feet and has previously indicated that an extension of the existing Larkspur Landing Circle East water main will be necessary to serve development of the site. Upon completion and acceptance of necessary facilities, water service should be granted by M.M.W.D.

Storm Water Drainage

Storm water drainage will be discharged to the existing 36" culvert under East Sir Francis Drake Boulevard. Subsequent analysis of the capacity and inlet design will be provided if increased discharge exceeds the capacity of the existing culvert.

Garbage Service

Service is provided by Marin Sanitary Service, Marin Recycling and Marin Resource Recovery. The project will comply with federal, state and local statutes and regulations related to solid waste or recycling.

DEVELOPMENT PHASES

The site is proposed to be developed in three phases as shown on sheet 1.0 Land Use Diagram. The three phases provide separately for Public Facility, Commercial and Residential uses. Each phase of the project could exist as a separate unit capable of creating an environment of sustained desirability and stability.

Sanitary District No. 1 of Marin County looks forward to working with the City of Larkspur in the review of this proposal. Please contact me to arrange a time when District representatives can discuss the details of this submittal.

Matthew C. Guthrie

Enclosures:

- City of Larkspur Planning Application signed by Brett Richards dated 5/15/12
- City of Larkspur Acknowledgment of Permit Processing Costs signed by Brett Richards dated 5/15/12
- Homeowners' Association Notification signed by Brett Richards dated 5/15/12
- Completed CEQA Appendix H: Environmental Information Form
- General Plan Amendment & Preliminary Development Plan Drawing 1.0 prepared by Forsher + Guthrie dated 5/11/2012

