

3.10 Land Use and Planning

This section describes the applicable regulatory and environmental setting for existing and proposed land uses within and around the Larkspur Ferry Service Expansion and Parking Project (Project) area, as well as the potential for the Project's Build Alternatives to divide an existing community or conflict with a land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect. Impacts related to the No-Project Alternative are discussed in Chapter 5, Alternatives to the Project.

3.10.1 Existing Conditions

3.10.1.1 Regulatory Setting

The Golden Gate Bridge, Highway and Transportation District (District), as the owner of the Larkspur Ferry Terminal (LFT), is the California Environmental Quality Act (CEQA) Lead Agency for the Project and has prepared this Draft Environmental Impact Report to evaluate potential impacts and identify required mitigation to avoid or reduce potentially significant impacts.

There are no federal or state laws or regulations pertaining to land use and planning that are relevant to the Project. The following regional and local policies and long-term transportation improvements are relevant to the Project.

Regional

Plan Bay Area 2050+

The Metropolitan Transportation Commission (MTC) acts as a regional transportation planning agency and as the region's metropolitan planning organization. Because of its designation, MTC is responsible for the Regional Transportation Plan (RTP), a compilation of plans for mass transit, highway, freight, bicycle, and pedestrian facilities. MTC also reviews applications from local agencies for state and federal grants for transportation projects to determine their compatibility with the RTP. MTC and the Association of Bay Area Governments (ABAG) adopted *Plan Bay Area 2050+* in 2026 (MTC and ABAG 2026).

Plan Bay Area 2050+ is the integrated land use/transportation plan and demographic/economic forecast for the nine-county San Francisco Bay Area region. This plan coordinates housing plans, open space conservation efforts, economic development strategies, and transportation investments. Specifically, to reduce greenhouse gas (GHG) emissions, *Plan Bay Area 2050+* promotes extensive transportation strategies for all modes, including the new post-pandemic transit vision. The plan focuses on operating and maintaining existing transportation systems in addition to implementing and expanding new systems (MTC and ABAG 2026).

San Francisco Bay Conservation and Development Commission

The San Francisco Bay Conservation and Development Commission (BCDC) regulates a shoreline band jurisdiction over an area 100 feet wide inland and parallel to the shoreline. For projects within BCDC jurisdiction, permits may be required, depending on the activity. Those projects requiring a permit must comply with the requirements of the McAteer-Petris Act and the *San Francisco Bay Plan* (Bay Plan) (BCDC 2025).

Local

City of Larkspur 2040 General Plan

The City of Larkspur 2040 General Plan (City of Larkspur 2024) was adopted in 2024 and provides a comprehensive plan of the City's development policies. Specifically, the Land Use chapter intends to preserve and enhance the City's unique physical and natural setting, while accommodating suitable new development. The Land Use Chapter intends to preserve and enhance Larkspur's unique physical and natural setting, while accommodating suitable new development.

The Land Use chapter includes Larkspur's land use goals, policies, and program policies guiding the physical form of the City and provides direction on growth management, development, and land use compatibility. The Land Use Element is closely aligned with other elements of the General Plan and includes the following goals and policies applicable to the proposed Project (City of Larkspur 2024):

- **Goal LU-13.** Development and redevelopment that has minimal impact on the environment.
- **Policy LU-13.3.** Continue to monitor all projects found to be subject to the California Environmental Quality Act for compliance with the Act.

The Community Character chapter intends to provide goals and policies to preserve, enhance, and strengthen Larkspur's livable and attractive environment, its community identity, and its special "sense of place." The following Community Character policy is applicable to the proposed Project (City of Larkspur 2024):

- **Action Program CHAR-1.2a.** Require all major new development or redevelopment to provide connectivity to and from the site for bicyclists and pedestrians.

The Circulation chapter intends to provide safe and efficient transportation facilities for all system users; assure adequate transit service in Larkspur (bus, ferry, airport shuttle) as alternatives to the automobile; improve all forms of connections (that is, pedestrian, bicycle, and automobile) between the several parts of Larkspur and with neighboring communities, as well as access from Larkspur to the freeway; and improve traffic safety for bicyclists and pedestrians. The Circulation goals and policies that are applicable to the proposed Project are (City of Larkspur 2024):

- **Goal CIR-1.** A multi-modal transportation system that is safe, efficient, and incorporates the needs of all circulation system users.
- **Goal CIR-3.** Reduced impact of traffic congestion on Larkspur's quality of life.
- **Goal CIR-4.** Mitigation of traffic and parking impacts of new development and major redevelopment projects.
- **Goal CIR-6.** Attractive alternatives to the use of private automobiles in order to reduce automobile traffic, especially peak hour traffic, vehicle miles traveled, and transportation-related sources of air pollution and energy consumption.
- **Goal CIR-7.** Safe and convenient connections between Larkspur, neighboring communities, and the region for all modes of transportation.
- **Policy CIR-6.4.** Encourage increased transit service and ridership, and other innovative programs and alternative transportation solutions to reduce single-occupancy vehicle use.
- **Policy CIR-6.7.** Encourage continuation of the Larkspur Ferry Terminal at its present site.

- **Action Program CIR-6.7a.** Support improvement of bicycle and pedestrian connectivity between the planned Larkspur Sonoma-Marin Area Rail Transit (SMART) station and the ferry terminal.
- **Policy CIR-12.1.** Avoid when feasible, or mitigate adverse impacts of circulation system improvements on the natural environment (such as Corte Madera Creek, the Bay and its shoreline, open space lands, and recreational facilities).

City of Larkspur Bicycle and Pedestrian Master Plan

The Bicycle and Pedestrian Master Plan (City of Larkspur 2017) was developed to identify Larkspur's existing network of bicycle and pedestrian facilities and multi-use paths, lay the framework for future facilities, and develop policies that will work towards making bicycling and walking an integral part of transportation and daily life in Larkspur. The following goals and policies are relevant to the Project:

- **Goal 1:** Develop a more pedestrian and bicycle friendly community.
- **Goal 2:** Improve safety and accessibility.
- **Goal 4:** Identify regional and multi-jurisdictional gaps in connectivity.
- **Goal 5:** Improve transit access.

City of Larkspur Climate Action Plan 2030

The *City of Larkspur Climate Action Plan 2030* (City of Larkspur 2021) was developed to compile existing and potential strategies for the City's government operations and the community to pursue to address climate change. It provides a brief background on what climate change is and its potential impacts but focuses on the efforts Larkspur can take to reduce its GHG emissions and mitigate, to the extent feasible at the local level, the potential impacts of climate change. The following policy is relevant to the Project:

- **LCT-C5. Public Transit:** Support and promote public transit by taking the following actions:
 - (a) Work with Marin Transit and Golden Gate Transit to maximize ridership by making transit more frequent, accessible, cost-beneficial, and convenient through expansion and/or improvement of transit routes, schedules, and bus shelters.
 - (b) Work with the Transportation Agency of Marin, employers, and others to provide "first and last mile" programs to maximize utilization of public transit.
 - (c) Provide safe routes to the ferry landing and other transit facilities that encourage bicycle and pedestrian connections.
 - (f) Encourage Golden Gate Transit to provide secure bicycle parking at the Larkspur ferry landing.

Environmental Setting

The LFT is in the eastern part of Larkspur and is surrounded by a mix of land uses, including commercial, office, retail, open space, and residential. The ferry terminal is on Sir Francis Drake Boulevard and is bordered on the west by United States Highway 101 (US 101), which runs north-south through the City of Larkspur. US 101 is a regional transportation corridor that serves local traffic, goods movement, commuters, and tourism within Marin County and to destinations in northern California.

The LFT is at the mouth of the Corte Madera Channel and the Bay. The terminal is bordered to the west by Wood Island, a hillside professional office complex, and to the north, across from Sir Francis Drake Boulevard, the Larkspur Landing shopping center, which includes retail, restaurants, offices, administrative and public services, a theatre, and hotel. The Larkspur SMART train station is also on the northern edge

(off Victoria Way) of this shopping complex. Immediately behind the shopping complex is the Larkspur Landing Circle neighborhood of multi-family residential units, open space, and parkland, and further to the east is Drake's Cove, a single-family low-density residential neighborhood. Further east, Sir Francis Drake Boulevard leads to the entrance of the Richmond/San Rafael Bridge (Interstate 580) and to the San Quentin State Prison on the peninsula. To the north and on the west side of US 101 is the Greenbrae neighborhood. Immediately south of the terminal is a marsh/wetland conservation area, and across the Corte Madera Channel is the Greenbrae Boardwalk neighborhood and the Corte Madera Ecological Reserve.

The proposed North Lot is just northwest of the existing LFT and southeast of US 101. It is bordered between Larkspur Landing Circle and Victoria Way. It is also next to a cinema (called the CinemaWest Larkspur Landing) and the Larkspur SMART station. There are commercial buildings to the south of the proposed lot.

The three neighborhoods in the vicinity of the LFT are built out, and future land uses in these areas are expected to remain stable.

Larkspur Landing Circle Neighborhood

Larkspur Landing Circle is an area of multiple-family developments (Lincoln Village I and II, Larkspur Court, and Serenity Court) that lie between other (commercial) land uses, including office buildings, a hotel, and a regional-specialty shopping center, north and east of Larkspur Landing Circle. The area was a former quarry, and the steep hillside behind the complex is bare of vegetation. US 101 isolates the neighborhood from the rest of the community. To the east is the hillside residential neighborhood of Drake's Cove. The residential area consists of large, multi-story single-family homes, very secluded and remote from the rest of the city.

Greenbrae Boardwalk Neighborhood

The Greenbrae Boardwalk Neighborhood, directly south of the ferry terminal, is bordered on the north by Corte Madera Creek, on the west by the Northern Pacific Railroad Network right-of-way, and on the south by the Corte Madera Marsh Ecological Reserve. Its only access point from land is from Larkspur, and the homes along it can only be reached by foot from a common parking area. South of the Greenbrae Boardwalk are two mobile home parks. These homes are surrounded by industrial uses, are not on the Corte Madera Creek shoreline, and are remote (physically and visually) from the ferry terminal.

Greenbrae Neighborhood

The Greenbrae Neighborhood is off Sir Francis Drake Boulevard west of US 101 and stretches north to the San Rafael city limits (the top of the Southern Heights Ridge). The southwestern half of this area is unincorporated, and the northeastern half lies within Larkspur. This neighborhood consists of single-family houses.

Project Area

Land uses surrounding the proposed Project include areas designated as public facilities, administrative and professional commercial, shoreline/wetland conservation area, parkland, and commercial. The proposed North Lot and Main Lot construction areas are both within public facilities land use designation. The pedestrian improvements would be within commercial land use designation.

3.10.2 Environmental Impacts

Two Build Alternatives are being considered for the Project, both of which are in the City of Larkspur within the two existing parking lots owned by the District and occupy the same.

3.10.2.1 Methodology

The CEQA requires that an Environmental Impact Report consider whether a proposed project may conflict with any applicable land use plan, policy, or regulation that was adopted for the purpose of avoiding or mitigating an environmental impact. This environmental determination differs from the larger policy determination of whether a proposed project is consistent with a jurisdiction's general plan or other land use plan, policy, or regulation. The former determination, which is intended for consideration in a CEQA document, is based on, and limited to, a review and analysis of environmental effects. The latter determination, by comparison, is made by the decision-making body of the jurisdiction and is based on the jurisdiction's broad discretion to assess whether a proposed project would conform to the policies and objectives of its general plan/land use plan. In addition, the broader consistency determination considers all evidence in the record concerning the project characteristics; its desirability; and its economic, social, and other non-environmental effects.

Evaluation of the proposed Project's potential to conflict with land use plans, policies, and regulations is based on the regional and local plans, policies, and regulations identified in Section 3.10.1.1, Regulatory Setting, and impacts and mitigation are presented on a per-plan, -policy, and -regulation basis.

Conflicts of a project with land use policies do not, in and of themselves, constitute significant environmental impacts. Policy conflicts are considered environmental impacts only when the policies themselves were adopted for the purpose of avoiding or mitigating an environmental effect. Such conflicts constitute significant environmental impacts only when the resulting direct environmental effects are significant.

3.10.2.2 Thresholds of Significance

The following CEQA Guidelines Appendix G thresholds identify significance criteria to be considered for determining whether a project could have significant impacts related to land use and land use planning.

Would the proposed Project:

- Physically divide an established community?
- Cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect?

3.10.2.3 Impacts

Project land use impacts are substantively the same for both Alternative 1 and Alternative 2. Within this section, impacts for Alternative 1 and Alternative 2 are discussed together as the Build Alternatives.

Would the Project Physically Divide an Established Community?

Construction and Operation

Build Alternatives

The Build Alternatives would not physically divide an established community. The Build Alternatives would consist of building parking garages on the Main Lot and North Lot, reconfiguration of internal circulation and pickup/drop-off areas, addition of a new pedestrian crossing, expanded bicycle parking, and incrementally increasing daily ferry revenue trips from 42 up to 76 by 2050. The Build Alternatives would increase parking capacity at both the existing LFT (Main Lot) and overflow parking (North Lot) and would not require any property acquisition or land use changes. Access to all business and residential areas accessed off Larkspur Landing Circle and Sir Francis Drake Boulevard would be maintained at all times during construction. Upon completion of construction, access to all business and residential areas would be the same as existing. No substantial changes are anticipated outside of the existing parking lots, and there is no potential for the proposed Project to divide an established community. Therefore, the Build Alternatives would result in would *no impact*.

Mitigation Measures

No mitigation required.

Would the Project Cause a Significant Environmental Impact Due to a Conflict with any Land Use Plan, Policy, or Regulation Adopted for the Purpose of Avoiding or Mitigating an Environmental Effect?

Construction and Operation

Build Alternatives

Construction and operation of the Build Alternatives would not require any acquisition of property or require any changes in land use. As described as follows, the Project is consistent with applicable land use plans, policies and regulations and would not cause a significant environmental impact because of any conflicts with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

Regional

San Francisco Bay Conservation and Development Commission

The BCDC regulates development within its shoreline jurisdiction pursuant to the McAteer-Petris Act and the Bay Plan (BCDC 2025), which establishes policies to protect Bay resources, maintain public access, and ensure resilience to sea level rise. Portions of the Build Alternatives would occur within BCDC's shoreline band; however, all major construction would occur outside of this jurisdiction. Work within the shoreline band would be limited to restriping of the existing surface lot to accommodate the new circulation pattern and surface parking, and modifications to landscape areas and drainage tie-ins would be required. Project components within the shoreline band would be coordinated with the BCDC, and as applicable, an amendment to the District's BCDC permit would be obtained. The Build Alternatives have been designed to remain above projected 2100 sea-level rise conditions through elevation of the parking garages, consistent with Bay Plan policies related to climate adaptation and shoreline resiliency (refer to Appendix E, Larkspur Ferry Terminal Sea Level Rise Impact Assessment). In addition, the Project would not

require dredge or fill within the Bay and would maintain existing pedestrian and bicycle access during construction. Upon completion of construction access to the North and Main Lots would be the same as the existing condition. Consistent with Bay Plan policies supporting public access. Coordination with BCDC is anticipated as Project design advances and as any work within the shoreline band is further defined. Because the Build Alternatives would comply with applicable permitting requirements and are consistent with Bay Plan policies related to shoreline use, public access, and sea-level rise adaptation, the proposed Project is consistent with BCDC regulations, and impacts would be ***less than significant***. No mitigation required.

Plan Bay Area 2050+

The MTC, in coordination with ABAG, adopted *Plan Bay Area 2050+* (MTC and ABAG 2026) to guide regional land use and transportation planning, including strategies to reduce GHG emissions through expansion of multimodal transportation systems. The Build Alternatives would increase ferry service; improve the pickup/drop-off area to provide designated areas for fixed-route transit loading and unloading, TNCs, and drop off; upgrade bicycle storage facilities; improve pedestrian connections; and use a phased approach to construct new parking garages on the Main and North Lots. These improvements would provide increased ferry service and access to regional ferry transit and provide an alternative to single-occupancy vehicle travel along the US 101 corridor. By maintaining and expanding an existing transit facility within a developed area and including multimodal access features and circulation improvements, the Build Alternatives are consistent with *Plan Bay Area 2050+* objectives to operate, maintain, and expand regional transportation systems while reducing GHG emissions (MTC and ABAG 2026). Therefore, the Project would be consistent with *Plan Bay Area 2050+* objectives, and impacts would be ***less than significant***. No mitigation required.

Local

City of Larkspur 2040 General Plan

The *City of Larkspur 2040 General Plan* (City of Larkspur 2024) provides a comprehensive framework to guide development while preserving environmental quality, community character, and an efficient multimodal transportation system. The Build Alternatives would involve redevelopment and improvements of an existing ferry terminal within a developed area and would be subject to CEQA, consistent with Goal LU-13 and Policy LU-13.3. The Build Alternatives would include a new pedestrian crossing, expanded bicycle parking, and associated bicycle and pedestrian access features, consistent with Action Program CHAR-1.2a.

The Build Alternatives would include features consistent with a multimodal transportation system (Goal CIR-1) by increasing ferry service, reconfiguration of access and circulation within the terminal, and incorporation of transportation demand management strategies. These features would provide connections between the ferry terminal, nearby transit services such as SMART, and surrounding communities, consistent with Goal CIR-7 and Action Program CIR-6.7a. By expanding ferry service and improved access to transit, the Build Alternatives would provide an alternative to private automobile travel and provide additional parking capacity associated with increased ridership, consistent with Goals CIR-3 and CIR-4. The Project would provide alternatives to single-occupancy vehicle travel along the US 101 corridor, consistent with Goal CIR-6 and Policy CIR-6.4, while supporting continued operation of the LFT consistent with Policy CIR-6.7.

The Build Alternatives would also include features that avoid or minimize impacts to the surrounding natural environment, including nearby shoreline areas, consistent with Policy CIR-12.1. All major construction would occur outside of the BCDC shoreline band. Work within the shoreline band would be

limited to restriping of the existing surface lot to accommodate the new circulation pattern and surface parking, and modifications to landscape areas and drainage tie-ins would be required. Project components within the shoreline band would be coordinated with the BCDC, and as applicable, amendment to the Districts BDCD permit would be obtained. The Project would not require dredge or fill within the Bay, has been designed to account for projected 2100 sea-level rise conditions, and would maintain pedestrian and bicycle access during construction. These features would avoid or minimize potential impacts to the Bay and its shoreline.

As discussed in Chapter 2, the contractor would be required to implement the Traffic Management Plan and Traffic Control Plans approved by the City and District that will ensure safe and efficient access for transit, bicycles, pedestrians, and vehicles throughout construction. The Build Alternatives would be consistent with the applicable goals and policies of the *City of Larkspur 2040 General Plan* (City of Larkspur 2024). Therefore, the Project would be consistent with the *City of Larkspur 2040 General Plan*, and impacts would be ***less than significant***. No mitigation required.

City of Larkspur Bicycle and Pedestrian Master Plan

The Bicycle and Pedestrian Master Plan (City of Larkspur 2017) establishes a framework to enhance walking and bicycling as integral components of the City's transportation system, with goals to improve safety, accessibility, connectivity, and transit access. The Build Alternatives would enhance bicycle and pedestrian conditions at and around the LFT through improvements such as a new pedestrian crossing on Larkspur Landing Circle, improved pedestrian connections, and expanded bicycle parking (including up to 350 secure bicycle spaces). These improvements would support development of a more pedestrian- and bicycle-friendly environment and improve overall safety and accessibility for non-motorized users, consistent with Plan Goals 1 and 2 (City of Larkspur 2017).

In addition, by strengthening connections between the ferry terminal, the SMART station, and surrounding areas, the Build Alternatives would help address regional and multi-jurisdictional gaps in connectivity, consistent with Goal 4 (City of Larkspur 2017). By improving bicycle and pedestrian access to a major regional transit hub, the Project would also enhance transit accessibility and encourage multimodal travel, consistent with Goal 5 (City of Larkspur 2017). Temporary construction-related disruptions to pedestrian and bicycle access are anticipated to be minimal. As discussed in Chapter 2, throughout construction, the contractor would be required to implement the Traffic Management Plan in accordance with the Traffic Control Plan approved by the City and District, which will ensure safe and efficient access within the LFT, SMART Station, and general Project vicinity for bicycles and pedestrians at all times during construction. Pedestrian and bicycle access to and within the LFT site, as well as along Sir Francis Drake Boulevard and Larkspur Landing Circle, would be maintained at all times during construction. After construction, pedestrian and bicycle access to and within the LFT and along Sir Francis Drake Boulevard and Larkspur Landing would be the same as existing. Accordingly, the Build Alternatives would be consistent with the Bicycle and Pedestrian Master Plan goals and policies. Therefore, the Project is consistent with the Bicycle and Pedestrian Master Plan and impacts would be ***less than significant*** (City of Larkspur 2017). No mitigation required.

City of Larkspur Climate Action Plan 2030

The *City of Larkspur Climate Action Plan 2030* (City of Larkspur 2021) establishes a framework for reducing GHG emissions and addressing climate change through strategies that promote public transit and multimodal transportation. The Build Alternatives would increase ferry service capacity and improve landside access to the LFT through enhanced circulation, expanded parking facilities, and transportation demand management strategies, thereby supporting increased transit ridership consistent with Policy

LCT-C5. By improving access to ferry service and enhancing connectivity with existing transit providers, including Golden Gate Transit, Marin Transit, and SMART, the Build Alternatives would help make transit more convenient and accessible. The Project would also improve first- and last-mile connections through improved pedestrian connections and expanded secure bicycle parking, consistent with actions to provide safe routes to the ferry landing and encourage bicycle access. Collectively, these improvements would support greater use of public transit and reduce reliance on single-occupancy vehicle travel along the US 101 corridor, consistent with the Climate Action Plan's objectives to reduce GHG emissions. Temporary increases in GHG emission would occur during construction associated with combustion of fossil fuels and use of large quantities of concrete. Construction-related emissions would be temporary. Operationally the project will reduce vehicle miles traveled and GHG emissions associated with the ferry partons accessing the LFT to ride the ferry. Additionally, the entire ferry fleet is anticipated to be Liwa-class vessels by 2033. Ferry emissions would decrease because of improved efficiency resulting in less fuel use and operation of Tier 4 engines (refer to Section 3.02, Air Quality, and Section 3.07, Greenhouse Gass Emissions) when considering the incremental increase from 42 revenue trips up to a maximum of 76 revenue trips in 2050. Accordingly, the Build Alternatives are consistent with the Climate Action Plan 2030 goals and policies. Therefore, the Project is consistent with the *City of Larkspur Climate Action Plan 2030* (City of Larkspur 2021), and impacts would be ***less than significant***. No mitigation required.

Mitigation Measures

No mitigation required.