

3.13 Public Services and Recreation

This section describes the applicable regulatory and environmental setting for public services and recreation for the Larkspur Ferry Service Expansion and Parking Project (Project). This section also describes potential impacts on public services and recreation that would result from implementation of the Project's Build Alternatives and mitigation for significant impacts where feasible and appropriate. Chapter 5 discusses impacts related to the No-Project Alternative.

3.13.1 Existing Conditions

3.13.1.1 Regulatory Setting

The Golden Gate Bridge, Highway and Transportation District, as the owner of the Larkspur Ferry Terminal (LFT), is the California Environmental Quality Act 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. The federal, state, and regional and local regulations applicable to the Project are provided in this section.

Federal

Occupational Safety and Health Standards

29 Code of Federal Regulations Part 1910, Occupational Safety and Health Standards, establishes a collection of federal standards for safety and health that apply to most U.S. workplaces. These include minimum standards for fire suppression, emergency medical services, exit routes, and emergency planning.

State

California Building Code

The California Building Code contains general building design and construction requirements relating to fire and life safety, structural safety, and access compliance. Part 9 of the California Building Code (24 California Code of Regulations [CCR] Part 9), also referred to as the California Fire Code, provides the building standards related to fire safety and requires all new construction, including new buildings, additions, alterations, and nonresidential repairs, to adhere to the fire safety building standards.

Local

Larkspur General Plan

The Community Facilities and Services and the Community Health and Safety chapters of the *City of Larkspur 2040 General Plan* pertain to public services and recreation and include goals and objectives related to public facilities and public services availability (City of Larkspur 2024).

The Community Facilities and Services chapter addresses the public facilities owned by the City and other entities and the services related to those facilities, including recreation, education, library, law enforcement, and City government. The intent of the Community Facilities and Services chapter is to provide information about public facilities and their related level of services available and to provide

policies to guide their development in the future. This chapter of the General Plan includes the following goals and policies applicable to the Project (City of Larkspur 2024):

- Goal FAC-1: Public facilities and programs for all community members
 - Policy FAC-1.1: Maintain, upgrade, and improve the City's parks.
 - Policy FAC-1.5: Ensure that City programs and facilities are accessible to community members with disabilities.

The Community Health and Safety chapter addresses the protection of the community from natural hazards such as floods, earthquakes, landslides, and fires, as prescribed in the California Government Code requirements for Safety Elements. This chapter also addresses protection from manmade hazards such as noise, air pollution, and hazardous materials. This chapter of the General Plan includes the following goals and policies applicable to the Project (City of Larkspur 2024):

- Goal SAF-2: Planned, coordinated response to and evacuation from all disasters
 - Policy SAF-2.1: Maintain an updated emergency response plan and evacuation plan. Maintain a level of preparedness to respond to emergency situations that will save lives, protect property, and facilitate recovery with minimal disruption.
 - Policy SAF-2.3: Collaborate with other local, regional, state, and/or federal jurisdictions and private entities to plan and promote the integration and improvement of regional response capabilities.
 - Policy SAF-2.5: Identify essential emergency facilities and infrastructure and make provisions to ensure that they will function in the event of a disaster.
- Goal SAF-6: Protection of residents and property from fire hazards
 - Policy SAF-6.1: Maintain and, as necessary, upgrade or expand equipment and staffing to provide efficient fire suppression service to Larkspur residents. There are no areas in Larkspur that lack fire suppression and other services.
- Goal SAF-7: Reduced hazard from wildfire
 - Policy SAF-7.1: Continue to require that new and existing development in the most current California Department of Forestry and Fire Protection's Fire and Resource Assessment Program's Very High Fire Hazard Severity Zone Maps and adjacent High Fire Hazard areas meet all current building, property maintenance, and fuel reduction requirements for these zones. New development, including remodeling and additions, within the Very High Fire Hazard Severity Zone will be required to meet or exceed standards in title 14, CCR, division 1.5, chapter 7, subchapter 2, articles 1-5 (commencing with section 1270) (State Responsibility Area Fire Safe Regulations) and title 14, CCR, division 1.5, chapter 7, subchapter 3, article 3 (commencing with section 1299.01) (Fire Hazard Reduction Around Buildings and Structures Regulations) and Fire Safe Regulation, Home Hardening, California Public Resources Code 4290.

3.13.1.2 Environmental Setting

This section describes the existing public services and public and recreational facilities that could be adversely affected by the Project.

Fire Protection and Emergency Medical Services

Fire protection, paramedic, and emergency services are provided to the Project area by the Central Marin Fire Department (CMFD), which serves the entirety of Larkspur and Corte Madera. The CMFD is a

consolidated fire agency formed through a Joint Powers Agreement between the Town of Corte Madera and the City of Larkspur in Marin County, California, and it operates four fire stations staffed by 36 authorized operational personnel across three separate shift platoons (CMFD n.d.). The CMFD provides a full range of emergency response services, including structural fire suppression, wildland fire suppression, response to hazardous materials incidents, urban search and rescue, water rescue, vehicle extrication, and technical rescue, along with basic life support and advanced life support medical services. All engine companies are staffed with at least one firefighter/paramedic and thus have the ability to immediately administer advanced life support pre-hospital emergency medical care upon their arrival (City of Larkspur 2024). The closest fire station to the Project, which would serve all Project alternatives, is the Larkspur Fire Department Station 16, located less than 1 mile away from the LFT at 15 Barry Way, Greenbrae.

Police Protection

The Central Marin Police Authority (CMPA) provides police services and public safety dispatching to the communities of Corte Madera, Larkspur, San Anselmo, and portions of Greenbrae, which include approximately 35,000 residents, and operates under a Joint Powers Agreement between the City of Larkspur, the Town of Corte Madera, and the Town of San Anselmo. The CMPA maintains 50 full-time employees, including 42 sworn officers, and part-time employees, such as reserve officers, cadets, and volunteers. There is a staffing ratio of 1 sworn officer per 833 residents, or 12 sworn officers per 10,000 people (City of Larkspur 2024). The closest police station to the Project site is the CMPA police station and headquarters, located approximately 1.5 miles southwest of the Project site at 250 Doherty Drive, Larkspur.

Schools

The City of Larkspur is served by the Larkspur-Corte Madera School District, the Kentfield School District, the San Rafael Elementary School and High School Districts, and the Tamalpais Union High School District (City of Larkspur 2024). Redwood High School, San Andreas High School, Tamalpais Adult School, Tamiscal High School, and Hall Middle School are within approximately 2 miles of the Project site to the southeast. The area containing Redwood High School, San Andreas High School, Tamalpais Adult School, and Tamiscal High School is approximately 1 mile from the Project site.

Parks and Recreation Facilities

The City of Larkspur owns 36 acres of developed parkland and open space in Larkspur, including the 22-acre Piper Park, 10 smaller neighborhood parks, and open space areas in Larkspur Landing known as Miwok Park and Tubb Lake (City of Larkspur 2024). Piper Park, the Piper Park Athletic Fields, the Marin Cricket Club, and the Larkspur Recreation Center are approximately 2 miles southwest of the Project site. Remillard Park is approximately 0.5 mile east, Greenbrae School Park is approximately 0.75 mile west, and the Niven Point Butterfly Garden is approximately 1 mile southwest of the Project site. The Corte Madera Marsh Ecological Reserve, managed by the State of California Department of Fish and Wildlife, is approximately 0.25 mile south of the Project site just across Corte Madera Creek. The Cal Park Hill Pathway, or Cal Park Hill Tunnel, is adjacent to the Project site and is a component of the Sonoma–Marin Area Rail Transit (SMART) Pathway, which is a 30-mile route (in progress planned 70-mile route) that roughly follows the SMART light rail between Larkspur and Healdsburg (TrailLink n.d.).

Other Public Facilities

Other public facilities in the vicinity of the Project include the Larkspur Library, located approximately 2 miles southwest of the Project site, and the Corte Madera Library, located approximately 2 miles south of the Project site. The *City of Larkspur 2040 General Plan* identifies the Larkspur Library Department as a key provider of year-round recreational activities for residents of all ages and abilities (City of Larkspur 2024).

3.13.2 Environmental Impacts

As described in Chapter 2, two Build Alternatives are being considered for the Project, both of which are in the City of Larkspur within the existing North Lot and Main Lot, which are parking lots owned by the Golden Gate Bridge, Highway and Transportation District. Public services and recreation impacts were analyzed for the Project area rather than specific Build Alternatives because the Build Alternatives occupy the same footprint, and each Build Alternative would experience an equivalent impact for each resource considered here. Impacts associated with the No-Project Alternative are discussed in Chapter 5, Alternative to the Project.

3.13.2.1 Methodology

The study area for public services and recreation is the City of Larkspur. Potentially significant impacts would occur if the Project would adversely affect the ability of the identified service agencies to provide adequate service to the Project area or to other existing service areas, resulting in the need for new facilities, the construction of which could cause significant environmental effects.

Identifying the Project area's public services involved reviewing the following documents and sources of information:

- City of Larkspur website
- City of Larkspur planning documents:
 - Review of *City of Larkspur 2040 General Plan* (City of Larkspur 2024)
- CMFD website
- CMPA website

3.13.2.2 Thresholds of Significance

The following California Environmental Quality Act Guidelines Appendix G thresholds identify significance criteria to be considered for determining whether a project could have significant impacts on public services and recreation.

Would the proposed Project do the following:

- Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities or a need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any of the following public services:
 - a) Fire Protection?
 - b) Police Protection?

- c) Schools?
- d) Parks?
- e) Other Public Facilities?
- Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?
- Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment?

3.13.2.3 Impacts

Project public and recreation 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.

Result in Substantial Adverse Physical Impacts Associated with the Provision of New or Physically Altered Governmental Facilities or a Need for New or Physically Altered Governmental Facilities, the Construction of Which Could Cause Significant Environmental Impacts, in Order to Maintain Acceptable Service Ratios, Response Times, or Other Performance Objectives for any of the Following Public Services

Construction and Operation

Build Alternatives

Fire Protection

Construction of the Project would require up to 70 workers per day for the anticipated construction schedule of 18 months for the North Lot and 36 months for Main Lot. Once construction is completed, it is not anticipated that operation of the Project would require an increase in the existing 109 LFT operations, maintenance and administrative employees to support the expanded ferry service, new parking garages, and identified transportation demand management described in Chapter 2, Project Description. All workers required for Project construction and operation would be sourced from the surrounding communities. Ferry ridership demand is projected to increase by 2050, as described in Chapter 2, Project Description. This increase in ridership demand associated with multiple factors, including projected anticipated population growth within the region. Construction and operation of the Project would not cause substantial unplanned local population growth and would not contribute to substantial permanent unplanned population growth that could negatively affect service ratios for fire protection services.

Project construction would introduce additional construction traffic on Larkspur Landing Circle during Phase I and Sir Francis Drake Boulevard, United States Highway 101, or Interstate 580 during Phases I and II. Construction-related traffic is associated with employee trips, deliveries, and material import/export. Temporary and intermittent traffic delays, typical with construction projects, could occur within the Project vicinity. Access would be maintained to the LFT, SMART, and adjacent businesses throughout construction. No long-term lane closures on Larkspur Landing Circle or Sir Francis Drake Boulevard are anticipated during construction of Phase I or Phase II. Vehicle trips on the surrounding roadways associated with construction worker and employee commutes, deliveries, and increased ferry ridership would not contribute to substantial congestion on the surrounding roadways when compared to existing traffic (refer to Section 3.14, Transportation). Construction and operation of the Project is not anticipated to

substantially affect performance objectives or response times for fire protection services. The Project would not include or require the provision of new or physically altered fire protection facilities. Therefore, impacts would be *less than significant*. No mitigation required.

As discussed in Chapter 2, Project Description, the Traffic Management Plan (TMP) and Traffic Control Plan (TCP) will minimize potential for delay and improve safety and efficiency within the vicinity of Larkspur Landing Circle and Sir Francis Drake Boulevard. These plans would include applicable measures that the contractor would be required to comply with and that are approved by the City. The contractor would ensure adequate emergency access throughout construction. The contractor would be required to revise these plans based on conditions during construction. The TMP and TCP are designed to safely guide vehicles, cyclists, and pedestrians around the work zone, protect construction crews, keep traffic moving smoothly, minimize and prevent accidents, and lessen the impacts of construction traffic on daily local routines. The TMP and TCP would be developed in tandem. The TMP would focus on means to reduce traveler delays in accordance with the California Manual on Uniform Traffic Control Devices.

The TCPs would include detours and signage requirements to provide advance warnings and provide alternative routes for traffic, including emergency vehicles, around construction areas. The TMP requires continuous coordination with the public, emergency services, transit, and businesses. This is accomplished through planning meetings, and the information is disseminated as widely as possible to provide advance notice of construction-related impacts. The TMP also focuses on notification and access for emergency service providers to ensure adequate emergency access is maintained within the Project vicinity and on Larkspur Landing Circle and Sir Francis Drake Boulevard.

Police Protection

Similarly to the fire protection services discussed previously, the Project would not cause unplanned population growth or vehicle trips on the surrounding roadways associated with construction worker and employee commutes, and deliveries. In addition, increased ferry ridership during operation would not contribute to substantial congestion on the surrounding roadways when compared to existing traffic (refer to Section 3.14, Transportation). Construction and operation of the Project is not anticipated to substantially affect performance objectives or response times for police protection services. The Project would not include or require the provision of new or physically altered police protection facilities. Therefore, impacts would be *less than significant*. No mitigation required.

Schools

Construction and operation of the Project would not directly induce population growth within the Project area. All workers required for Project construction would be sourced from the surrounding communities and would commute to the Project site from their existing places of residence. No increase in maintenance, operations, or administrative staff is anticipated with the opening of the parking garages or the increase in ferry operations. The existing workforce capacity in the City of Larkspur and Marin County would be sufficient to serve the operational needs. Construction and operation of the Project is not expected to result in any substantial increased school enrollment, and existing school facilities would not be anticipated to deteriorate because of the Project. The Project would not require the provision of new or physically altered school facilities. Therefore, *no impact* would occur.

Parks

The closest parks and recreational areas to the Project site include Remillard Park approximately 0.5 mile east, Greenbrae School Park approximately 0.75 mile west, and the Corte Madera Marsh Ecological

Reserve approximately 0.25 mile south. Construction of the Project would not restrict access to any existing park facilities or physically affect any parks, and the Project footprint would not result in a loss of park space or other recreational facilities. As discussed under Fire Protection, the Project would not induce temporary or permanent population growth. Therefore, the Project would not be anticipated to accelerate the deterioration of existing park and recreation facilities and would not require new or physically altered park facilities to maintain appropriate performance indicators for park space. Therefore, ***no impact*** would occur.

Other Public Facilities

Other public facilities in the vicinity of the Project include the Larkspur Library, located approximately 2 miles southwest of the Project site, and the Corte Madera Library, located approximately 2 miles south of the Project site. The existing workforce capacity in the City of Larkspur and Marin County would be sufficient to serve the Project and limited if any new residents would be added because of the Project. Neither construction nor operation of the Project would induce population growth in the region. Consequently, the Project would not increase demand for public facilities, and no new or physically altered public facilities would be required. Therefore, ***no impact*** would occur.

Mitigation Measures

No mitigation required.

Increase the Use of Existing Neighborhood and Regional Parks or Other Recreational Facilities Such that Substantial Physical Deterioration of the Facility Would Occur or Be Accelerated

Construction and Operation

Build Alternatives

As previously discussed, the Project would not be anticipated to accelerate the deterioration of existing park and recreation facilities because it would not induce population growth in the region. Demand for nearby parks and recreational facilities would not change because of the Project; therefore, ***no impact*** would occur.

Mitigation Measures

No mitigation required.

Include Recreational Facilities or Require the Construction or Expansion of Recreational Facilities that Might Have an Adverse Physical Effect on the Environment

Construction and Operation

Build Alternatives

The Project does not include construction of recreational facilities. Other than a recreational path along the outside of the LFT, no recreational facilities are within the construction footprint for the Build Alternatives. Neither of the Build Alternatives would result in the loss of park space or other recreational facilities that would require construction of new recreational facilities or expansion of any existing recreational facilities. Existing pedestrian and bicycle paths within the LFT property would be maintained during construction and operation. Therefore, ***no impact*** would occur.

Mitigation Measures

No mitigation required.