City of Larkspur

Housing Element

2015-2023 (DRAFT)

Reso. ~~No. 39/10~~

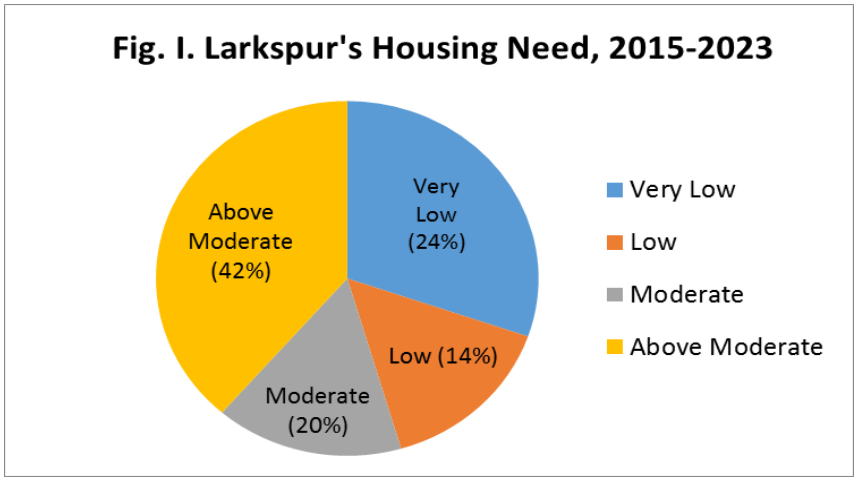
~~November 2010~~ ~~February 2015 (2nd Draft)~~ April 2015 (3rd Draft)

~~(Technical Amendments incorporated per State HCD 3/18/11)~~

Overview and Contents

This Housing Element builds upon the goals, objectives, policies and programs in Larkspur's ~~2004~~ 2010 Housing Element. ~~In accordance with programs adopted in the 2004 Housing Element, the City amended the Inclusionary Housing Ordinance to require a higher percentage of affordable housing in new market-rate developments.~~ As demonstrated in projects like Drake's Way, an apartment complex of 24 very low and extremely low income units Rose Lane, a mixed-income residential development in the heart of downtown Larkspur, and~~, and the proposed development of the 2000 Larkspur Landing Circle site,~~ the City's Housing Element policies ~~Inclusionary Housing Ordinance~~ continue to facilitate~~s~~ and support~~s~~ the construction of quality affordable housing in Larkspur. This Housing Element continues to support a multi-faceted approach to housing that fulfills the regional goals for affordable housing, maximizes the chances for broad community consensus, and builds upon these successes. ~~Other affordable housing projects constructed in the past 15 years include Cape Marin, Larkspur Courts Apartments, and Edgewater Place.~~

~~The~~ Following adoption of the 2010 Housing Element, the City ~~also~~ amended its Zoning Ordinance to allow development of a permanent emergency shelter for homeless individuals in the Administrative and Professional Zoning District and amended the Zoning Ordinance to encourage ~~housing and retail/commercial mixed-use opportunities, which facilitated the construction of 2 very-low income units above retail spaces on Magnolia Ave., close to shopping and transit in downtown Larkspur~~ the development of transitional and supportive housing as a residential use subject to the same requirements as other residential uses of the same type in the same zoning districts. The City also adopted an ordinance to allow reasonable accommodation for persons with disabilities in the application of zoning and land use policies. In response to Housing Element programs directing the City to consider revisions to residential and mixed-use parking requirements, the City initiated public workshops at the Planning Commission in 2011 and 2012. These discussions will be incorporated into the General Plan Update process beginning in 2015. The City also updated its density bonus ordinance to be consistent with State Law as to the application of density bonuses, concessions, and incentives to support the development of affordable housing. ~~Additional zoning amendments made pursuant to the 2004 Housing Element programs reduced off-street parking requirements for mixed-use housing units, and discourage conversion of residential units to office commercial space. The Central Larkspur Area Specific Plan (CLASP), adopted in 2006, also provides for housing and retail commercial mixed-use opportunities close to shopping and transit in and adjacent to downtown Larkspur.~~



In 2013, the Council adopted amendments to the Garden Downtown and Storefront Downtown commercial zoning districts to allow development of second units on "non-conforming" residential properties already developed with residential structures. In 2014, the City Council approved a mixed-use commercial and residential infill project in the City's historic downtown consistent with Housing Element and Downtown Specific Plan policies encouraging mixed-uses in this vibrant neighborhood commercial corridor. The City also adopted the 2013 CALGreen residential green building code in efforts to encourage materials and energy conservation in new construction and remodel projects.

Larkspur's 'fair share' of the regional housing need is for the 2015-2023 planning period ~~a total of 382~~ 132 units ~~between 2009 and 2014~~ (see Figure I below). State law requires the City to calculate its need for *extremely low income (ELI)* households, households that earn 30% or below the area median income. Larkspur's need for ELI housing is ~~45~~ 20 units (50% of the very low income need~~, 11.8% of the total~~). ~~Larkspur's progress to date (since July, 2007) in~~ A housing opportunity sites inventory to meet ~~meeting~~ those needs is ~~documented~~ provided in Table 20 of Section 2, Housing Opportunities Analysis. ~~This Housing Element continues to support a multi-faceted approach to housing that fulfills the regional goals for affordable housing, maximizes the chances for broad community consensus, and builds upon these successes.~~

This Housing Element has been prepared based on community discussions around housing needs and strategic programs and opportunities for addressing those needs. Larkspur's Housing Element must be sensitive to the many converging and competing interests, desires and views in the City relating to development of all types of housing while preserving the historic character of Larkspur's neighborhoods, open space and fragile natural resources.

~~Community input provided on the preliminary strategic programs and opportunities helped to shape t~~The Housing Element~~, which~~ is available on the City's website, at the City Library, and at City Hall for further community review. All persons are encouraged to sign-up on the Housing Element Mailing List through the Larkspur Planning Department by emailing lk_planning@cityoflarkspur.org. The State of California Department of Housing and Community Development (HCD) will also review the Housing Element.

Steps in the review process include at a minimum:

(1) **Community Workshop and Planning Commission/City Council-Hosted ~~Work~~ Sessions ~~and Staff-Hosted Workshops~~** to ~~review~~ identify ~~housing strategy options as presented during several City Council workshops~~ community housing values and viable housing development policies and solutions.

(2) **Preparation and Distribution of the Draft Housing Element** for ~~additional~~ review by the public and State law required review by the California Department of Housing and Community Development (HCD).

(3) **Response to Comments from HCD and the Public**, with possible modifications to the Draft Housing Element based on comments.

(4) **Planning Commission Public Hearings** and recommendations to the City Council for adoption of the updated Housing Element.

(6) **City Council Public Hearings** to adopt the Planning Commission-recommended Draft Housing Element.

~~Larkspur's Housing Element must be sensitive to the many converging and competing interests, desires and views in the City relating to development of all types of housing while preserving the historic character of Larkspur's neighborhoods, open space and fragile natural resources. All persons are encouraged to sign-up on the Housing Element Mailing List through the Larkspur Planning Department by emailing LKPlanning@larkspurcityhall.org.~~

The major actions proposed by this Housing Element are:

- To identify sites with a high potential for development or redevelopment for affordable, market-rate, or inclusionary housing while taking into account the characteristics of the community and environmental constraints.
- To identify other resources and incentives to promote the development of affordable housing including residential second units and in-lieu fees.

(2) To take actions toward the implementation of the Central Larkspur Area Specific Plan and the 2000 Larkspur Landing Precise Development Plan.

(3) To encourage mixed~~-residential/commercial development where mixes of uses is~~ –use, infill development where feasible and appropriate, and encourage the construction of senior housing as part of mixed~~-~~-use developments.

- To review and amend the Zoning Ordinance, building code, and other housing policies to remain consistent with ~~changing s~~State law.

For ease of use, Appendix A contains map of potential housing opportunity sites considered in this Housing Element.

Housing Element Contents

Introduction
Purpose of the Housing Element....1
Housing Element Requirements....2
ABAG Regional Housing Needs Determination....6
Larkspur's Housing Element Update Process....9
Relationship of the Housing Element to Other Elements of the Larkspur General Plan....11
Housing Element Definitions....13

I. Housing Needs Analysis
Demographics: Population and Employment Trends....15
Housing Characteristics: Households, Housing Stock, and Housing Costs....19
Ability to Pay for Housing....24
Special Housing Needs....30
"At Risk" Housing....41

II. Housing Opportunities Analysis
Evaluation of the Current Housing Element....43
Regional Housing Needs Housing Allocation....45
Available Land for Housing....47
Housing Units Built or Approved....51
Miscellaneous Housing Sites....52
Specific Project Sites....57
Potential Non-Governmental Constraints and Opportunities....60
Potential Governmental Constraints and Opportunities....66
Opportunities for Energy Conservation....82

III. Housing Vision, Goals and Objectives
Vision for Housing in Larkspur....85
Housing Goals....85
General Housing Objectives....85
Quantified Housing Objectives....86

IV. Housing Policies and Implementing Programs
H.1 Sense of Community and Creation of Successful Partnerships....89
H.2 Equal Housing Opportunities....90
H.3 Housing Design....91
H.4 Existing Housing and Neighborhoods Preservation....92
H.5 Housing and Jobs Linkage....93
H.6 Variety of Infill and a Balance of Housing Choices....94
H.7 Long-Term Affordable Housing....99
H.8 Second Dwelling Units....101
H.9 Special Needs Housing....102
H.10 Special Needs Support Programs....105
H.11 Funding for Affordable Housing....106
H.12 Green Building Standards....107
H.13 Effective Implementation and Monitoring....109

Appendices

A — Housing Opportunity Sites
B — Evaluation of the 2004 Housing Element
C — Countywide Homeless Resources by Jurisdiction
D — Natural Hazards Maps

Index of Figures and Tables

Table A. Important Amendments to State Housing Element Law 4
Table B. Marin County Regional Housing Needs Allocation 6

Table 1. Population and Employment Projections for City, County, and Region 15
Table 2. Larkspur's Population by Age Group, 1990 and 2008 16
Table 3. Typical Wages by Occupation 19
Table 4. Households by Type 20
Table 5. Household Size by Jurisdiction 20
Table 6. Housing Types in Marin 22
Table 7. Overcrowding in Larkspur 23
Table 8. Marin Real Estate Sales (2013) 25
Table 9. Marin County Rents (2010-2014) 25
Table 10. California State Income Limits 26
Table 11. Estimate of Ability to Pay for Rental Housing in Larkspur 27
Table 12. Estimate of Ability to Pay for Sales Housing in Larkspur 28
Table 13. Estimated Overpaying Households by Tenure 29
Table 14. ELI Households by Tenure and Households Characteristics 30
Table 15. Female-headed Households 37
Table 16. Estimated Number of Unsheltered Homeless People by Jurisdiction 38
Table 17. Special Needs of County Homeless Population 40
Table 18. Larkspur Regional Housing Needs Allocation 46
Table 19. Remaining Need Based on Units Built or Approved 47
Table 20. Housing Opportunity Sites Inventory Summary 49
Table 21. Zoning Districts and Regulations for Residential Development 68
Table 22. CLASP and Downtown Specific Plan Parking Standards 69
Table 23. Fee Schedule for Residential Development 71
Table 24. Cost Examples for Various Residential Dwelling Types 72
Table 25. Percentage of City Fees for Residential Development 73
Table 26. Inclusionary Housing In-Lieu Fees 75
Table 27. Quantified Objectives Summary 87

Figure I. Larkspur's Housing Allocation ..... *ii*
Figure A. Marin County 2009 Income Limits 8
Figure 1. Marin County Senior Population 17
Figure 2. Projected Job Growth 17
Figure 3. Occupation of Larkspur Residents 18
Figure 4. Housing by Type in Larkspur 21

Figure 5. Larkspur Household Income..... 27
Figure 6. Active Section 8 Vouchers by Juridiction..... 31
Figure 7. Senior Householders by Tenure..... 32

This Page Left Intentionally Blank

Introduction

Purpose of the Housing Element

All California cities and counties are required to have a Housing Element included in their General Plan ~~which~~ that establishes housing objectives, policies and programs in response to community housing conditions and needs. This Housing Element has been prepared to respond to housing needs in the City of Larkspur ~~through the year 2014~~ for the 2015-2023 planning period. It contains updated information and strategic directions (policies and specific actions) that the City is committed to undertaking to address its housing needs.

Housing affordability in Larkspur, and in the Bay Area as a whole, has become an increasingly important issue over the past two decades. Despite the economic downturn of 2008-2011 ~~Recently, the nation-wide economic downturn has led to rising unemployment~~ (~~as~~ in~~of~~ February 2010, unemployment rates measured at 12.5% statewide and 8.4% county-wide~~;~~ according to the California Employment Development Department, U.S. Bureau of Labor Statistics)~~ and home foreclosure rates~~, the cost of housing in the San Francisco Bay Area continued to rank among the highest in the country. ~~Foreclosure rates in Larkspur, however, continue to be relatively low compared to other cities in the County (Marin Housing Workbook, 2009).~~ Since the economic recovery began in 2011, the ~~M~~median price of a single-family home ~~prices~~ in the City of Larkspur increased from ~~annually from 2005 to 2008~~ $1.17 in 2009 to $1.34 million in 2013.[1]~~, but reacted to the falling market with a 13 percent decrease from a median price of $1.35 million in 2008 to $1.17 million in 2009 (Marin County Assessor, 2010).~~ Average monthly rents in the ~~City~~ County increased by ~~7~~24% from ~~2005~~ 2010 to ~~2008~~2013~~ (Marin Housing Workbook, 2009)~~.~~.~~[2] The widening gap between housing costs and ~~decreasing income levels~~take-home wages creates a formidable barrier to those lower-income households seeking affordable housing in Larkspur. A lack of affordable housing within the community can lead to difficulties filling vacant jobs, increased traffic congestion as workers are forced to commute from outside the City, and the displacement of young families, senior residents, and other community members who relocate to more affordable communities.

EAH's Drake's Way development, completed in November of 2009, consists of 24 very-low and extremely-low income units.

The City is close to total build-out, and the scarcity of undeveloped land limits the opportunities for new affordable housing units. With the exception of a few infill and mixed-use sites, most of which have approved development proposals, other available residential sites are limited to small or steep sites with limitations due to access, soil stability, drainage, ~~etc~~ and other constraints (see discussion in Section 2, Housing Opportunities Analysis~~; page 49~~).

[1] Marin County Assessor, 2014.
[2] RealFacts; Michael J. Burke, Decker Bullock- Sotheby's International Realty, 2014

-The primary challenge of Larkspur's Housing Element is to properly address local housing needs while ensuring that new housing will fit the community's geographic and historic context. Key questions include:

(1) **What kind of housing do we need?** What kind of housing (size, type, location and price) best fits with our workforce housing needs, household characteristics, and ability to pay for housing?

(2) **Where can we appropriately put new housing?** Where in our community can additional residential units be accommodated, especially for seniors and very-low (including extremely low), low, and moderate-income households; where they will ~~not impact but~~ maintain and enhance the character of the community?

(3) **How can we effectively work together?** What can the City do — in collaboration with community organizations, other agencies, non-profits, and others — to encourage the construction and the conversion of existing housing to meet the ~~need of workforce and special needs housing~~housing needs for households of all income levels?

(4) **How can we effectively help special needs groups?** What can be done to assist those households with special needs including, but not limited to the elderly, homeless, and people living with physical or emotional disabilities?

Housing Element Requirements

The Housing Element responds to Larkspur's housing needs by identifying policies and implementing actions for meeting those needs. State law defines the general topics that Larkspur's Housing Element must cover. Specifically, the element must: (1) document housing-related conditions and trends; (2) provide an assessment of housing needs; (3) identify resources, opportunities and constraints to meeting those needs; and (4) establish policies, programs and quantified objectives to address housing needs.

Overview of State Law Requirements

State law establishes requirements for all portions of the General Plan. However, for the Housing Element, the State requirements tend to be more specific and extensive than for other elements. The purpose of a Housing Element is described in Government Code §65583.

> *The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, mobile homes, and emergency shelters, and shall make adequate provision for the existing and projected needs of all economic segments of the community.*

~~While jurisdictions must review and revise all elements of their General Plan on a regular basis to ensure that they remain up-to-date (approximately every ten years),~~ State law requires that Housing Elements be reviewed and updated ~~at least every five years~~according to planning cycles

referred to as "planning periods". The process of updating Housing Elements is initiated by State law through the regional housing needs process, as described later in this document. The City prepared and adopted Housing Elements in 1990, ~~and~~ 2004, and 2010 in response to the Regional Housing Need Allocations determined in 1988, ~~and~~ 1999, and 2007, respectively. The current Housing Element timeframe, as established by State law, addresses the regional housing needs for the planning period of ~~January 2007 to June 2014~~ January 31, 2015 to October 31, 2023. ~~However, in September of 2005, the due date for updated Housing Elements was extended by the State Department of Housing and Community Development (HCD) to June, 2009. Therefore, the planning period for this Housing Element is June, 2009 through June, 2014.~~

State law is also quite specific in terms of what the Housing Element must contain:

(1) **Housing Needs, Resources and Constraints ––** "An assessment of housing needs and an inventory of resources and constraints relevant to meeting these needs . . ."

(2) **Housing Goals, Quantified Objectives and Policies ––** "A statement of the community's goals, quantified objectives, and policies relative to the maintenance, preservation, improvement, and development of housing . . ." and

(3) ~~**Five-Year**~~ **Action Plan ––** "A program which sets forth a ~~five-year~~ schedule of actions... that the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use and development controls, the provision of regulatory incentives, [and] the utilization of appropriate federal and state financing and subsidy programs when available . . ."

Most importantly, the Housing Element must: (1) identify adequate sites with appropriate zoning densities and infrastructure to meet the community's need for housing, including its need for housing for very~~-~~-low (including extremely low), low and moderate~~-~~-income households; and (2) address, and, where appropriate and legally possible, remove governmental constraints to housing development. The policies and programs in the Housing Element are evaluated based on the ability of the City of Larkspur to respond to housing needs and the Association of Bay Area Governments (ABAG) Regional Housing Needs Allocation based on a realistic assessment of the availability of adequate sites during the timeframe of the Housing Element.

Housing Element Amendments

Since the adoption of the City's ~~2004~~2010 Housing Element, several important amendments have been made to state housing law that introduce new requirements the City must consider in ~~its~~ this current Housing Element. Table A below summarizes the requirements presented by a few of the amendments most pertinent to Larkspur. ~~The City has created policies and action programs that address these new requirements in Section 4, Housing Policies and Implementing Programs.~~

Table A. Important Amendments to State Housing Element Law

Amendment	Requirements
SB 812	Analysis of special housing needs of the disabled including developmental disabilities.
AB 720	Expands the timeline for a local government to provide committed assistance for the rehabilitation, conversion or preservation of affordable housing units.
AB 1867	Allows multifamily "ownership" housing converted to rental housing affordable to lower income households by acquisition or the purchase of affordability covenants to qualify towards meeting the alternative adequate sites requirement. Also reduces the required number of units in a complex to qualify for this section from four to three units.
AB 1103	Allows, under specific conditions, foreclosed properties converted to housing affordable to lower income households by acquisition or the purchase of affordability covenants to qualify under the alternative adequate sites requirement.
SB 745	Modifies definitions of transitional and supportive housing and relocates those definitions from State Health and Safety Code to State Government Code.

The California State legislature passed the Global Warming Solutions Act of 2006 (AB 32), which mandated the statewide reduction of greenhouse gases to 1990 levels (108 million metric tons) by 2020. The California Air Resources Board (CARB) found that 40 percent of the state's greenhouse gas emissions could be traced to the transportation sector, with automobiles and light trucks alone contributing 30 percent. ~~CARB must determine regional greenhouse gas reduction targets by September of 2010.~~

In order to help the state achieve its greenhouse gas reduction goal, the legislature passed Senate Bill 375 in 2008 which mandated that regional transportation planning and land use planning be ~~combined~~ coordinated. ~~Traditionally, land use planning and transportation planning have been separated.~~ In the Bay Area, transportation planning is overseen by the Metropolitan Transportation Commission, and regional land use planning by the Association of Bay Area Governments (discussed further below). ~~Under SB 375, a Sustainable Communities Strategy~~ In July 2013, the ABAG Executive Committee and Metropolitan Transportation Commission jointly approved Plan Bay Area, the Bay Area's Sustainable Communities Strategy and Regional Transportation Plan~~will be~~ ~~produced as part of the MTC's Regional Transportation Plan that will address housing and transportation policies that will help the region meet its greenhouse gas reduction targets by the 2020 deadline~~. The City of Larkspur ~~will~~ participated in the ~~Sustainable Communities Strategy~~ Plan Bay Area process through a Countywide Ad Hoc Committee, and

provided comments directly to ABAG and MTC regarding key milestones in the planning process. Plan Bay Area is projected to reduce regional greenhouse gas emissions from passenger vehicles and light duty trucks 10.3% by 2020 and 16.4% by 2035.

The ~~Five~~ Eight Year Action Plan

In establishing housing programs, the Housing Element sets forth ~~a "Five Year Action Plan"~~ an eight-year action plan that details the actions, or "programs," that will implement Larkspur's housing goals and policies for the 2015-2023 planning period. For each program, the action plan must identify the agency responsible, the timeframe for implementation, and the number of units that will be constructed, rehabilitated or conserved, or number of households that will be assisted, as a result of the program.

The primary areas of housing needs that must be addressed in the action plan should:

(1) Ensure adequate sites;
(2) Provide assistance to support affordable housing;
(3) Conserve and improve the existing affordable housing stock;
(4) Address and remove governmental constraints;
(5) Promote equal housing opportunities; and
(6) Preserve assisted housing.

Review by State HCD

State law requires that every updated Housing Element be submitted to the State of California's Department of Housing and Community Development (HCD) to ensure compliance with the State's minimum requirements. This certification process is unique among the General Plan elements.

Housing Elements are submitted twice to HCD for review and comment; once during development of the Housing Element (in draft form) and again after adoption of the Housing Element by the local jurisdiction. ~~The first review period requires 60 days and must take place ***prior to*** adoption by the Larkspur City Council.~~ During the first review, HCD ~~will~~ must submit comments back to the City regarding compliance of the *draft* Housing Element with State law requirements and HCD guidelines within 60 days of receipt. The City Council must consider HCD's comments on the draft Housing Element prior to adopting the Element. Modifications to the *draft* Housing Element in response to these comments ~~are appropriate~~may be required, as determined by the City Council. ~~The City Council must consider HCD's comments prior to adoption of the Housing Element as part of the Larkspur General Plan. The second review~~ After adoption of the Element by the City Council, HCD requires 90 days to review the adopted Element and provide written findings regarding its compliance with State law to the City~~and takes place ***after*** adoption. It is after the second review that written findings regarding compliance are submitted to the local government~~. Subsequently to receiving written confirmation of the Element's compliance with Housing Element law, jurisdictions must immediately provide a copy of the adopted Element to water and sewer service providers.

ABAG Regional Housing Needs Determination

~~One unique aspect of State Housing Element law is the idea of "regional fair share."~~ Per State Housing Element law ~~E~~every city and county in the State of California has a legal obligation to respond to its fair share of the projected future housing needs in the region in which it is located. For Larkspur and other Bay Area jurisdictions, the ~~regional~~ "fair share" housing need is determined by the Association of Bay Area Governments (ABAG), based upon an overall regional housing need number established by the State. ~~-~~ABAG's housing need allocations are based on analysis of:

(1) The existing need for housing, addressing current overcrowding and vacancy rates;
(2) The projected need for housing, including projected growth, household formation, births and deaths, and migration patterns;
(3) The local and regional distribution of income; and
(4) Existing employment and employment growth.

The housing need allocated by ABAG is divided into four affordability categories based on income (Very Low, Low, Moderate, and Above Moderate) as shown in Table B below. These income categories are defined in the Definitions section of this Chapter. ~~Table B summarizes the housing need determinations for all of the jurisdictions in Marin County.~~ Larkspur's "fair share" of the regional housing need for the 2015-2023 planning period ~~is a total of 382~~ 132 units ~~between June 2009 and June 2014~~, with the following income breakdowns: ~~90~~ 40 units affordable to *very low income* households (~~23.6~~30.3% of the total); ~~55~~ 20 units affordable to *low income* households (~~14.4~~15% of the total); ~~75~~ 21 units affordable to *moderate income* households (~~19.6~~ 16% of the total); and ~~162~~ 51 ~~-~~units affordable to *above moderate income* households (~~42.4~~38.6% of the total). Additionally, jurisdictions must quantify the number of units required for *extremely low income* (ELI) households, which ~~is defined as~~ are households earning 30 percent of the jurisdiction's median income or less~~and below~~. State law allows jurisdictions to assume that the housing need for ELI households is equal to 50 percent of the very low income household need. Based on this calculation, the ELI housing need for Larkspur is ~~45~~ 20 units (~~11.8~~15% of the total).

Table B. Marin County RHNA for 2015-2023

Jurisdiction	Percent of County Need	ELI*	Very Low Income	Low Income	Subtotal Lower Income	Moderate Income	Above Moderate Income	Total Units
Belvedere	0.5%	2	4	3	7	4	5	16
Corte Madera	3.0%	11	22	13	35	13	24	72
Fairfax	3.0%	8	16	11	27	11	23	61
Larkspur	6.0%	20	40	20	60	21	51	132
Mill Valley	6.0%	21	41	24	65	26	38	129
Novato	18.0%	56	111	65	176	72	167	415
Ross	0.5%	3	6	4	10	4	4	18
San Anselmo	5.0%	17	33	17	50	19	37	106
San Rafael	44.0%	120	240	148	388	181	438	1,007
Sausalito	3.0%	13	26	14	40	16	23	79
Tiburon	3.0%	12	24	16	40	19	19	78
Uninc.	8.0%	28	55	32	87	37	61	185
Belvedere	0.5%	2	4	3	7	4	5	16

* Extremely Low Income (ELI) estimated at 50% of the Very Low Income Need.
Source: Association of Bay Area Governments, 2013.

Because local jurisdictions are rarely ~~if ever~~ involved in the actual construction of housing units, the fair share numbers establish goals that should be used to guide planning policy and development decision making. Specifically, the numbers establish a gauge to determine whether the City is allocating adequate sites for the development of housing (particularly housing at higher densities to achieve the housing goals for very low, low and moderate-income households). Beyond this basic evaluation of sites (which must be serviced by necessary infrastructure facilities), the City must review its land use and development policies, and regulations and procedures to determine if any of them are creating unreasonable constraints on housing development to meet its fair share need. Furthermore, the City must demonstrate that it is actively supporting and facilitating the development of housing affordable to lower income households.

Every Housing Element must demonstrate that the local jurisdiction has made adequate provisions to support the development of housing at the various income levels to meet its fair share of the existing and projected regional housing needs. Income limits are updated annually by the U.S. Department of Housing and Urban Development (HUD) for each county (see Figure A below). For this Housing Element, the City has chosen to use the State's HCD income eligibility limits, which are based on HUD's income eligibility limits for the Section 8 voucher program. (Note: When discrepancies exist between State HCD and HUD's income eligibility limits, the City will work with Marin Housing Authority to establish the proper eligibility limits to apply.)

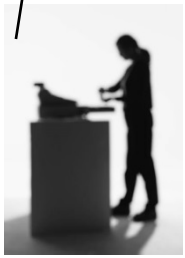
Receptionist, Full time, single, two children

Police officer, married, stay at home spouse, two children

Bookkeepers, married, no children

Figure A. Marin County Household Income Limits, 2014

Family Size	Extremely Low 30%	Very Low 50%	Low 80%	Median 100%	Moderate 120%
1	23,750	39,600	63,350	72,100	86,500
2	27,150	42,250	72,400	82,400	98,900
3	30,550	50,900	81,450	92,700	111,250
4	33,950	56,550	90,500	103,000	123,600
5	36,650	61,050	97,700	111,250	133,500
6	39,400	65,600	104,950	119,500	143,400
7	42,100	70,100	112,200	127,700	153,250
8	44,800	74,650	119,450	135,950	163,150



Retail salesperson~~r~~, single mom, one child

High school guidance counselor, single

Larkspur's Housing Element Update Process

The Housing Element must identify community involvement and decision-making processes and techniques that are affirmative steps to generate input from low-income persons and their representatives as well as other members of the community. Input should be sought, received and considered before the Housing Element is completed. Requirements for public participation are described in Section 65583(c)(8) of the Government Code. In addition to facilitating community involvement, the process is also intended to coordinate among various departments and local agencies, housing groups, community organizations and housing sponsors. Collaboration enhances the effectiveness of Housing Element programs in indicating "the agencies and officials responsible for the implementation" (described in Section 65583(c)(7)).

Larkspur's Housing Element update process for the 2015-2023 planning period was built upon the 'streamlined review option' process offered by the State Department of Housing and Community Development. This process allows eligible jurisdictions to update the prior Housing Element to address current RHNA requirements, demographic and housing market changes, and current State law requirements.

Community members attend a public workshop hosted by the Planning Department on October 21, 2014.

In order to be eligible for the streamlined review option, the following criteria must be met:

- A housing element for the previous planning was adopted and found to be in compliance with State housing element law by the Department.
- A complete updated housing element is submitted showing all changes. The changes can be shown through a variety of mechanisms as long as the changes can be identified such as by using strikeout, underline, redline, highlighting or other designation.
- Submittal of a Completeness Checklist and Streamlined Update template.
- Answer Yes (or N/A as appropriate) to all questions in the Implementation Review.
- Completion of the Streamlined Update template, making revisions to the housing element, as necessary, to analyze changes in conditions, processes and program implementation actions. If it is determined no changes are necessary to a specific section, the Streamlined Update template must indicate such.

In this Housing Element, the City has elected to show additions in <u>underline</u> and deletions in ~~strikethrough~~. Where a section, table, or figure has been significantly modified, the title of that section, table, or figure is highlighted in yellow to indicate that all of the information that follows is new (e.g., the title of this section above).

On Tuesday, October 21, 2014, the City of Larkspur held a public workshop to provide information and receive input on the City's 2015-2023 Housing Element Update. The workshop was held at Larkspur City Hall and was noticed to the public with the following methods:

- A notification sent to 359 citizens subscribed to the City's General Plan Update email notification list;
- An advertisement published in the Marin Independent Journal on October 6 and October 13;
- A mailed announcement to 23 public agencies, homeowner associations and citizen groups;
- Newsflash postings on the City of Larkspur's home page as well as the Planning Department webpage; and
- Flyers posted at the Larkspur Library and City Hall.

A mailed announcement was also sent to the following local and regional non-profit organizations:

- Non-Profit Housing of Northern California (NPHA)
- Marin Partnership to End Homelessness
- Ritter Center
- Homeward Bound
- Marin Workforce Housing Trust
- Ecumenical Association of Housing (EAH)
- Friends of Corte Madera Creek
- Marin Family Action
- League of Women Voters
- Public Advocates (Bay Area?)
- Housing Leadership Alliance
- Marin Grassroots
- Marin Center for Independent Living
- West Bay Housing
- Legal Aid of Marin
- Fair Housing of Marin
- Marin Community Housing Action Initiative
- Northbay Family Homes

In addition, the Marin Independent Journal published a front-page article on the upcoming workshop on the day before the meeting.

As presented by staff at the workshop, housing developed through already approved projects, including Rose Lane, Drake's Cove, 2000 Larkspur Landing Circle, and 285 Magnolia Avenue will address a large portion of the City's 2015-2023 RHNA for low, moderate, and above-moderate households. Continued production of second units and development of housing at other residential or commercial sites identified in the 2007-2014 Housing Element cycle will sufficiently meet the City's remaining RHNA requirements for very-low income housing. By carrying over the existing sites identified in the prior Housing Element cycle, the City can meet the current RHNA without rezoning properties.

While concerns were raised about RHNA requirements, State density bonuses, the historic statewide drought, and traffic impacts of new residential development, there was a general understanding among participants that meeting the 2015-2023 RHNA requirements would not require endorsing new housing projects or significant new housing policy beyond that which is currently in the Housing Element and General Plan. Some participants requested that the City consider removing sites that

were identified in the current housing element because the City's RHNA requirement dropped from 382 units in the previous cycle to 132 units in the current cycle. Some participants

- Supported concept of Junior Second Units as a means of providing affordable housing within the community.
- Suggested the City incentivize upgrading to existing residential development, particularly multi-family rental units, to maintain and improve existing housing stock.
- Senior households overpaying for housing are likely renters, which may not correlate to a need for smaller for-sale units for seniors.

Discussion related to housing policy and strategies focused on facilitating and directly incentivizing second units and junior second units as a way to address affordable housing needs for very-low income households and evolving housing demand. The resulting traffic from any new housing production was a concern, as was the availability of water and school facilities to serve new housing units.

Below are key process milestones:

☐ **Staff-Hosted Workshop** to review streamlined Housing Element Update process, housing opportunity sites inventory, and potential housing development strategies. (October 21, 2014)

☐ **Preparation and Distribution of the Draft Housing Element** for review by the public and the California Department of Housing and Community Development. (January 2015)

☐ **Planning Commission Public Hearing** of the Draft Housing Element. (January 2015)

☐ **City Council Public Hearing** of the Draft Housing Element and recommendation to submit to the State Department of Housing and Community Development; commencement of 60-day HCD review period. (February 2015)

☐ **Planning Commission Public Hearing** and recommendation to the City Council for adoption of the Draft Housing Element. (*anticipated* April 2015)

☐ **City Council Public Hearing** to adopt the Planning Commission-recommended Draft Housing Element. (*anticipated* May 2015)

Relationship of the Housing Element to Other Elements of the Larkspur General Plan

The General Plan is a long-range planning document that serves as the "blueprint" for development in the City of Larkspur. It was adopted in 1990 and describes goals, policies and programs to guide land use decision-making. All development-related decisions in the City must be consistent with the General Plan. If a development proposal is not consistent with the Plan, it must be revised or the Plan itself must be amended. The City Council initiated a comprehensive General Plan update in 2010, which is anticipated to be ongoing through the year 2016.

State law requires a community's General Plan to be internally consistent. This means that the Housing Element, although subject to special requirements and a different schedule of updates,

must function as an integral part of the overall General Plan, with consistency between it and the other General Plan elements. From an overall standpoint, the development projected under this Housing Element is consistent with the other elements in the City's current General Plan.

Many housing needs can only be addressed on a comprehensive basis in concert with other community concerns such as infill development or mixed use incentives, for example, which must consider land use, traffic, parking, design and other concerns as well. The Central Larkspur Specific Plan (CLASP), adopted in 2006, is an example of a more focused, comprehensive policy approach to community development in a particular area of interest. Subarea 3 of the CLASP (known as the Rose Lane development), currently under construction, features a mix of housing types affordable to a range of household income levels.

In 2011, the Governor signed SB 244 which requires local governments to make determinations regarding "disadvantaged unincorporated communities," defined as a community with an annual median income that is less than 80 percent of the statewide annual median household income. The City has determined that there are no unincorporated island, fringe or legacy communities, as defined in the legislation, inside or near its boundaries.

Housing Element Definitions

Accessible Housing: Units accessible and adaptable to the needs of the physically disabled.

Affordable Housing: The City Larkspur's zoning code defines affordable housing as a below-market-rate dwelling unit offered for sale or rent to households of low or moderate income. Generally, housing costs (including principal, interest, utilities, and insurance) are considered affordable when they account for no more than 30% of a household's annual income. "Affordable housing" thus differs for each individual household depending on their household income. For example, a schoolteacher earning $34,300 per year can afford monthly payments up to $857 for housing.

Household: The U.S. Census Bureau defines a household as all persons occupying a housing unit, including families, single people, or unrelated persons. Persons living in licensed facilities or dormitories are not considered households.

Income Limits: Income limits are updated annually by the U.S. Department of Housing and Urban Development (HUD) and the State Department of Housing and Community Development (HCD) for Marin County. HCD income eligibility limits are based on HUD's Section 8 voucher program eligibility limits (the most recent HCD income limits can be accessed online at http://www.hcd.ca.gov). Income limits for Marin County in ~~2009~~ 2014, as defined by California Housing Element law, are:

- **Extremely Low Income Households:** Households earning less than or equal to 30% of the median household income~~—i.e., in 2009 a family of four earning $33,950 or less per year~~. The acronym "ELI" is used throughout this Element to refer to extremely low income households.

- **Very Low Income Households:** Households earning less than or equal to 50% of the median household income~~—i.e., in 2009 a family of four earning $56,550 or less per year~~.

- **Low Income Households:** Households earning 50-80% of the median household income~~—i.e., in 2009 a family of four earning between $56,550 and $90,500/year~~.

- **Lower Income Households:** Households earning less than 80% of the median income~~- i.e., in 2009 a family of four earning $90,500 or less per year~~.

- **Moderate Income Households:** Households earning 80-120% of the median income~~—i.e., in 2009 a family of four earning between $90,500 and $116,150/year~~.

- **Above Moderate Income Households:** Households earning over 120% of the median household income~~—i.e., in 2009 a family of four earning above $116,150/year~~.

Median Household Income: The middle point at which half of the City's households earn more and half earn less.~~. The current median income for a family of four in Marin is $96,800/year~~.

Multiple-family Housing: A structure or portion thereof used or designed as a residence for three or more families each doing its own cooking in said structure, including apartments, apartment hotels; but not including motels and hotels.

Persons per Household: Average number of persons in each household.

Senior Housing: Defined by California Housing Element law as projects developed for, and put to use as, housing for senior citizens. Senior citizens are defined as persons at least 62 years of age.

This page left intentionally blank.

Section I. Housing Needs Analysis

Demographics: Population and Employment Trends

Population Growth and Trends

As of ~~2008~~2010, Marin County's population was measured at ~~248,794~~ 252,409people[3]. Over the next ~~40~~30 years, the ~~California Department of Finance~~ Association of Bay Area Governments projects that Marin County as a whole will grow ~~at an average annual rate of 0.5 percent~~by 13%, ~~which amounts to about 1,220 people and 500 households per year countywide. By the year 2035, the County's population will reach 283,100~~ reaching a population of 285,400~~, adding a total of 35,811 people and 16,150 households~~. Larkspur's population, estimated at ~~12,014~~11,926 people by the ~~2000~~2010 U.S. Census, is projected to increase by ~~1,186~~974 residents (~~138~~ 362 households) by ~~2035~~2030. ~~Table 1 below compares population and employment characteristics for the Bay Area region, Marin County, and Larkspur over the next 25 years.~~

Table 1. Population and Employment Projections for City, County, and Region

	2010	2015	2020	2025	2030	Growth 2010-2030
Marin County						
Population	252,409	256,700	261,100	266,600	272,100	8%
Households	103,210	104,650	106,170	107,610	109,100	6%
Jobs	110,730	115,220	119,990	121,870	123,820	12%
Jobs/Household	1.07	1.10	1.13	1.13	1.13	6%
Larkspur Planning Area						
Population	11,926	12,100	12,400	12,600	12,900	8%
Households	5,908	6,000	6,090	6,180	6,270	6%
Jobs	7,190	7,330	7,510	7,570	7,640	6%
Jobs/Household	1.22	1.22	1.23	1.23	1.22	0%
Percent of County Population	5%	5%	5%	5%	5%	0%
Percent of County Jobs	7%	6%	6%	6%	6%	-1%

Source: Association of Bay Area Governments, "Projections 2013"

Age is an important population characteristic to consider when planning for housing, as housing needs vary for households of different ages. Table 2 below provides snapshots of the City's population by age group in both ~~1990~~ 2000 and ~~2008~~ 2010, and illustrates an aging trend that is mirrored in the County. The median age in Marin County is ~~43.8~~ 44.5, ~~close to~~ below Larkspur's median age of ~~45.9~~ 48.5. Both the County and City median ages are well above the state median age of ~~34.5~~ 35.2 (U.S. Census Bureau, 2008).~~.~~[4] The population of children (under the age of 18) in Larkspur increased slightly since 2000, showing an increase in young families. ~~These two growth trends in elderly and young family households, which tend to have the lowest income levels, are projected to increase over the next 40 years (Baird + Driskell, 2004).~~

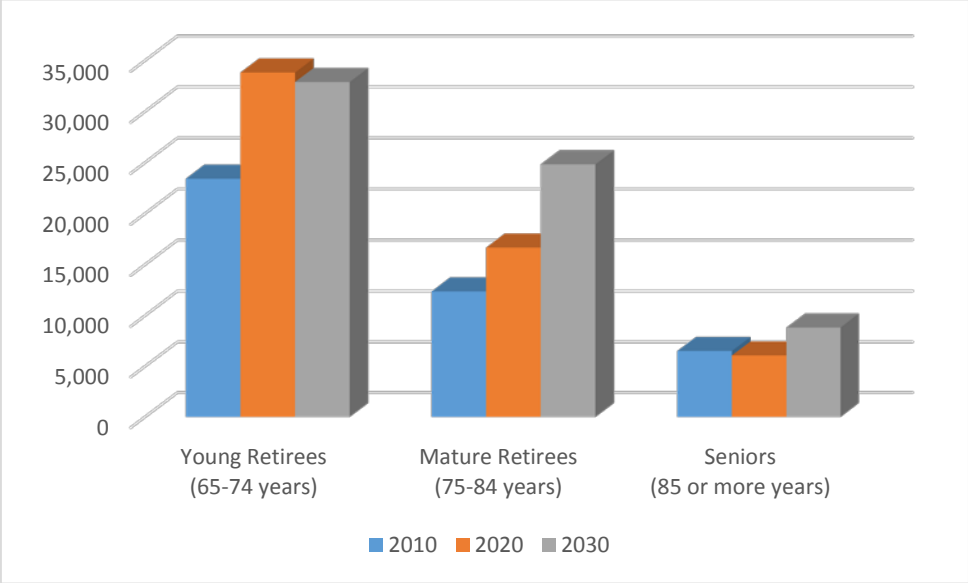
[3] 2010 U.S. Census.
[4] 2000 and 2010 U.S. Census.

Table 2. Larkspur's Population by Age Group, 2000 and 2010

Age Group	2000		2010	
	Number	Percent	Number	Percent
Under 5 years	560	4.7	554	4.6
5 to 9 years	524	4.4	634	5.3
10 to 14 years	573	4.8	602	5
15 to 19 years	412	3.4	528	4.4
20 to 24 years	297	2.5	324	2.7
25 to 34 years	1,300	10.8	991	8.3
35 to 44 years	2,155	17.9	1,629	13.7
45 to 54 years	2,251	18.7	2,100	17.6
55 to 59 years	921	7.7	1,012	8.5
60 to 64 years	651	5.4	991	8.3
65 to 74 years	1,023	8.5	1,229	10.3
75 to 84 years	946	7.9	803	6.7
85 years and over	401	3.3	529	4.4
Median age	***45.9***		***48.5***	

The ~~Association of Bay Area Governments (ABAG)~~ California Department of Finance projects a significant increase in Marin's elderly population~~. By the year 2035,~~ by the year 2030, when ~~40~~ 26 percent of Marin residents will be ~~60~~ 65 years of age or older. ~~In Larkspur, the number of residents over the age of 60 will increase steadily, from 30 percent to approximately 44 percent in 2035. In addition, three out of four individuals 85 years of age or greater are expected to be women (Baird + Driskell, 2004).~~ An aging population will require specialized housing accommodations, including access to affordable housing, group living opportunities, and smaller homes. Special housing needs for seniors are discussed in further detail later in this section.

Figure 1. Marin County Senior Population, 2010-2030[5]

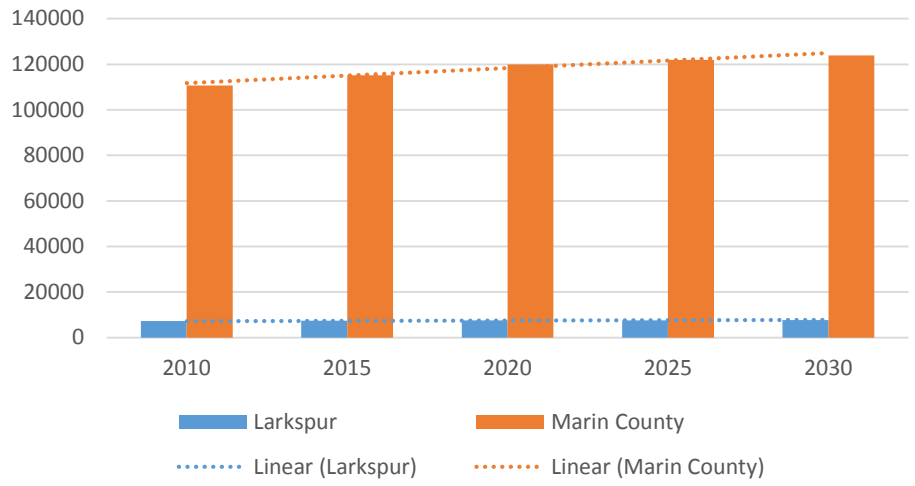


Employment Growth and Trends

Between ~~2005~~ 2010 and ~~2035~~ 2050, ~~the number of employed County residents is projected to increase by 4 percent, while~~ the number of jobs in the County will increase by ~~17~~ 12 percent or ~~22,810~~ 13,090 jobs. Larkspur will add ~~790~~450 jobs, ~~an 11~~ a 6 percent increase~~, compared to an increase in employed residents of 3 percent~~. Overall, the job growth rate in Larkspur (see Figure ~~1~~ 2) is projected to ~~decrease slightly between 2010 and 2015, but will increase steadily to almost five percent in 2030, then slow again between 2030 and 2035~~increase steadily at a rate of approximately 1 percent every five years, while~~.~~ County job growth rates will remain steady at approximately ~~3~~ 4 percent every five years.[6]

[5] California Department of Finance
[5] ABAG Projections, 2013.

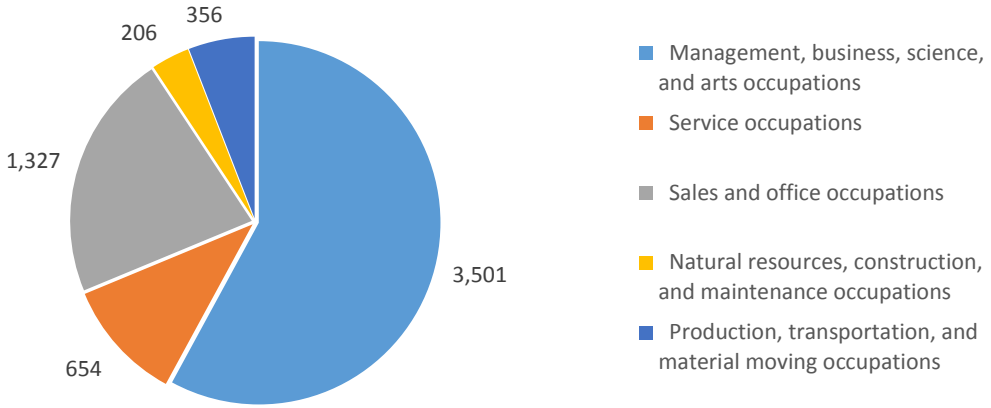
Figure 2. Job Growth for Larkspur and Marin County, 2010-2030



Source: ABAG Projections, 2013

The County economy is predominantly white collar, with over half of its residents employed in professional, management, and financial fields. ~~Many of these residents commute out of the County into urban and employment centers such as San Francisco and Oakland.~~ The largest employers within the County are the County government, healthcare facilities including Kaiser Permanente and Marin General Hospital, ~~the software company Autodesk~~, California State Corrections Department, ~~-~~BioMarin, Autodesk, and Fireman's Fund Insurance ~~(Marin County Draft Housing Element, 2009)~~.~~[7]~~ ~~As of 2008,~~ In 2012, the majority of employed Larkspur residents worked in ~~professional occupations,~~ management, business, arts and financial operations, sales and office occupations~~, and management, business, and financial operations, with the remaining minority employed in the service industry, construction, maintenance, and transportation~~ (see ~~Table~~ Figure ~~23~~ 3).[8]

Figure 3. Occupation of Larkspur Residents



Although Marin County and Larkspur will continue to expand their job base, many residents commute elsewhere to work. At the same time, many of the people who work in the County and Larkspur live in other communities due to high housing costs and limited housing availability, or

[7] County of Marin Draft Housing Element 2015-2023.
[8] American Community Survey, 2012.

other lifestyle choices. ~~As of 2007~~ In 2014, the County's median household income for a family of four was ~~$83,732~~ $103,000,[9] while the median salary for a Marin job was ~~$37,000~~ $51,834 (see Table ~~4~~ 3 for a summary of typical wages for Marin County jobs).[10] Even with a 1:1 ratio of jobs to housing, cities or counties are expected to continue to exchange workers regardless of a correlation of the number of employed residents to total jobs. Therefore, a focus of the Housing Element is to address the issue of matching housing costs and types to the needs and incomes of the community's workforce and local jobs.

Table 3. Typical Wages by Occupation (2014)

Occupation	Average Annual Wage	Occupation	Average Annual Wage
Chief Executive	$207,735	Public Relations Specialist	$83,345
Lawyer	$171,324	Graphic Designer	$72,419
Dentist	$167,318	Paralegal	$71,528
General Manager	$150,364	Middle School Teacher	$69,808
Construction Manager	$138,900	Real Estate Agent	$68,040
Financial Analyst	$124,663	Carpenter	$63,165
Biochemist	$115,416	Chef	$60,066
Civil Engineer	$108,648	Auto Mechanic	$55,124
Physical Therapist	$103,650	Postal Service Clerk	$51,277
Computer Programmer	$100,716	Bookkeeper	$50,052
Police Officer	$99,758	Landscaping Worker	$42,100
Loan Officer	$99,586	School Bus Driver	$40,131
Accountant	$86,991	Retail Salesperson	$30,457
Insurance Sales Agent	$86,434	Home Health Aide	$28,587
Electrician	$84,223	Waiter	$25,413

Source: State of California Economic Development Department, Occupational Employment Statistics, 2014– 1st Quarter Data

Housing Characteristics: Households, Housing Stock, and Housing Costs

Household Types and Size

The U.S. Census Bureau defines a household as all persons who occupy a housing unit, including families, single people, or unrelated persons. Persons living in licensed facilities or dormitories are

[9] California Department of Housing and Community Development, 2014
[10] California Department of Employment Development, 2014

not considered households. There were ~~6,002~~ 5,926 households in Larkspur in ~~2008~~ 2012 (compared to 6,142 in 2000) of which ~~47~~ 50 percent were families and ~~53~~ 50 percent were non-family households.[11] ~~There are a~~An additional ~~150~~ 123 individuals ~~living~~ live in group quarters.[12] Significantly, ~~43~~ 44 percent of all households ~~were~~ are comprised of people living alone, a fact that reflects the predominance of rental apartments and an aging population in the City.[13] ~~. In 2000, a~~Approximately ~~34~~ 44 percent of single-person households ~~were headed by~~ are comprised of individuals of age 65 or ~~over~~ older, representing ~~15~~ 19 percent of all households and a significant increase compared to the year 2000 when single senior households comprised 15 percent of all households ~~at that time~~. Households by types (i.e., family, single person, and non-family) are shown in Table ~~5~~ 4.

Table 4. Households By Type (2012)

Jurisdiction	Family Households	Single Person Households	Non-Family Household (2+)	Total Households
Larkspur	**2,940**	**2,626**	**360**	**5,926**
Marin Co. Total	63,748	31,771	7,633	103,152

Source: U.S. Census Department, American Community Survey, 2012

In ~~2005~~ 2010, the average household size in Marin County was ~~2.34~~ 2.45 persons, while the average household size in Larkspur was ~~2.03~~ 2.02 persons.[14] The City's relatively smaller household size reflects the higher incidence of single person households in the City, though household size has increased slightly from the 2000 Census average of 1.93 persons. The City's household size is projected to increase slightly to 2.1 2.06 persons per household by ~~2035~~ 2030 (see Table ~~6~~ 5). The Countywide average household size is projected to ~~remain relatively static through 2035, averaging between 2.34 and 2.35 persons per household~~ increase slightly to 2.49 persons per household in 2030. The City's average household size is significantly lower than~~. Compared to the rest of~~ the Bay Area as a whole, which ~~as a region~~ has an average of 2.69 persons per household~~, the City's average household size is significantly lower, averaging 0.35 fewer persons per household~~.[15]

Table 5. Household Size by Jurisdiction

Jurisdiction	2005	2010	2015	2020	2025	2030
Belvedere	2.19	2.23	2.26	2.21	2.29	2.29
Corte Madera	2.38	2.44	2.45	2.44	2.47	2.46
Fairfax	2.28	2.20	2.19	2.20	2.23	2.23
Larkspur	2.03	2.02	2.02	2.04	2.04	2.06
Mill Valley	2.26	2.29	2.29	2.29	2.31	2.32
Novato	2.53	2.56	2.57	2.57	2.58	2.60
Ross	2.95	3.03	3.09	3.05	3.01	3.10
San Anselmo	2.37	2.35	2.36	2.36	2.37	2.39
San Rafael	2.44	2.54	2.53	2.53	2.54	2.62

[11] U.S. Census Department, American Community Survey, 2012
[12] U.S. Census Department, 2010
[13] U.S. Census Department, American Community Survey, 2012
[14] Association of Bay Area Governments Projections, 2013
[15] See above.

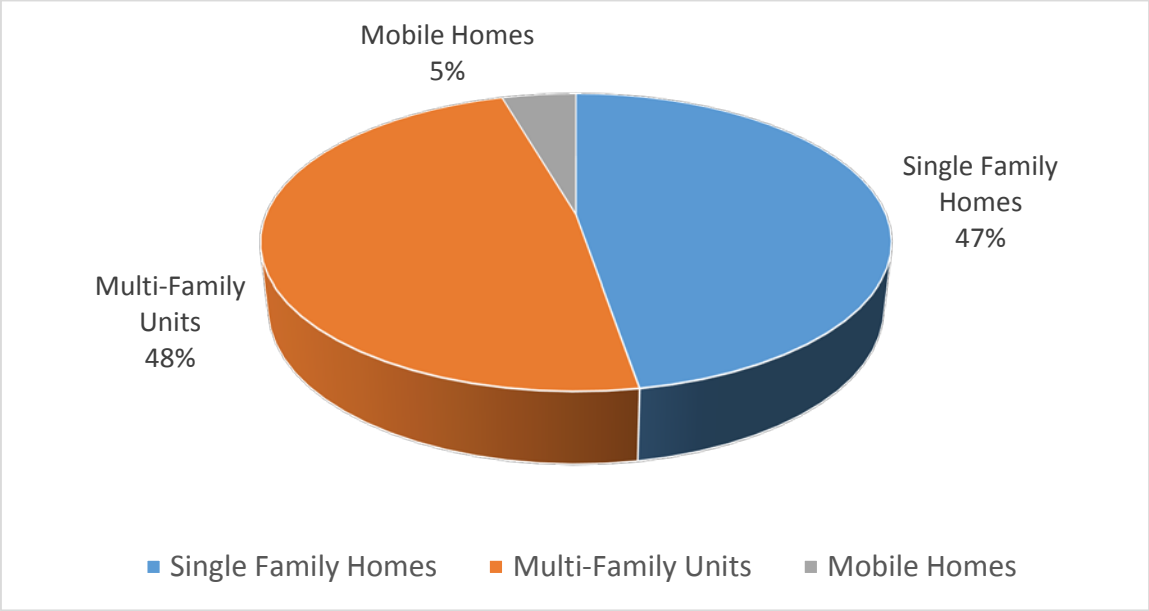
Sausalito	1.74	1.72	1.73	1.73	1.73	1.75
Tiburon	2.26	2.40	2.42	2.41	2.43	2.43
Marin Unincorporated	2.29	2.57	2.59	2.61	2.65	2.68
Marin County Total	2.34	2.45	2.45	2.46	2.48	2.49
Source: Association of Bay Area Governments, Projections 2013						

~~Marin County and Larkspur's aging population reduces the amount of household occupants as children move out and mortality increases. According to the 2000 Census, r~~Renter households in Marin County (~~2.21~~ 2.25 persons per household~~ in 2000~~) are slightly smaller than owner households (2.42 persons per household~~ in 2000~~). In Larkspur, owner households are quite a bit larger than renter households (~~2.21~~ 2.18 to ~~1.65~~ 1.81 persons per household).[16]

Housing Types and Conditions

Unlike many Marin cities, multi-family dwellings (dwellings with three or more living units; see definition on page 11) are the most common housing type in Larkspur, comprising ~~52~~ 48 percent of ~~the total~~ all housing units. Single-family dwellings are the next most common, representing ~~44~~ 47 percent of the total housing stock. Mobile homes account for the remaining ~~four~~ five percent of housing units.[17] ~~Townhomes and condominiums account for 13 percent of the single family housing stock.~~ The City has two mobile home parks ~~with travel trailers~~ that provide very low-cost housing. ~~Although many of the trailers are not designed for use as permanent housing, the parks' trailers are occupied as such.~~ Maintenance of the parks is regulated and enforced by the State of California.

Figure 4. Housing by Type in Larkspur



Source: American Community Survey, 2012

[16] U.S. Census Department, American Communities Survey, 2012
[17] California Department of Finance, Report E-5, 2014.

According to U.S. Census data, ~~T~~the number of housing units in Larkspur increased by ~~11~~ 3 percent between ~~1980~~ 2000 and ~~2000~~ 2010, from ~~5,583 to~~ 6,174 units to 6,376~~, with most of the development occurring in the 1980s. Construction of new single family and multi-family homes slowed significantly between 2000 and 2008~~, indicating the City's approach to total build-out. ~~Of the 339 units added to the housing stock in Larkspur between 1990 and 2000 (about 34 units per year), approximately 70 percent were multi-family housing in developments with five or more units (U.S. Census, 2000). This is contrary to development patterns in most jurisdictions in Marin County, where most housing units built during the same timeframe were single family homes.~~ Between 2000 and 2010, the City legalized 11 multi-family units in the Blue Rock Inn, and two units were constructed above commercial businesses on Magnolia, while 25 detached single family units and 6 second units were built. Additionally, 24 very low income multi-family units at EAH's Drake's Way development were completed in November 2009. Housing by type (i.e., single family or multi-family) in Marin County jurisdictions are shown in Table ~~7~~ 6.

Larkspur has a rich architectural heritage with many historic homes worthy of conservation. Homes built more than 50 years ago comprise 31 percent of the housing stock, compared to 38 percent in Marin County.[18] In general, the housing stock in Larkspur is in very good condition. Based on the volume of building permit applications for renovations and remodeling of residential structures processed by the City of Larkspur every year, it is expected that the strong real estate market will accomplish much rehabilitation on its own. Due to the high market value of land and existing housing, an overview of neighborhoods in Larkspur by the Planning staff indicates that few houses (about ten to twelve; including in the area of Boardwalk One) are in need of substantial repair. The City estimates that an overwhelming majority of units are in "sound" condition (i.e., providing safe, sanitary, and adequate housing), assuming continued regular maintenance of the home and landscaping.

Table 6. Housing Types in Marin

Jurisdiction	Single Family*	Percent	Multi Family	Percent	Total
Belvedere	929	89%	116	11%	1,045
Corte Madera	3,106	77%	920	23%	4,026
Fairfax	2,630	73%	955	27%	3,585
Larkspur	**3,306**	**52%**	**3,070**	**48%**	6,376
Mill Valley	4,961	76%	1,573	24%	6,534
Novato	16,392	77%	4,766	23%	21,158
Ross	839	95%	45	5%	884
San Anselmo	4,492	81%	1,046	19%	5,538
San Rafael	13,874	58%	10,137	42%	24,011
Sausalito	2,698	59%	1,838	41%	4,536
Tiburon	3,031	75%	994	25%	4,025
Marin Unincorporated	25,114	85%	4,382	15%	29,496
Marin County Total	81,372	73%	29,842	27%	111,214

*Includes mobile homes
Source: California Department of Finance, 2014

Additionally, the City continues to participate in the Housing Authority of Marin's Rehabilitation Loan Program, funded by the U.S. Department of Housing and Urban Development's Community

[18] U.S. Census Department, American Community Survey, 2013

Development Block Grants (CDBG). HUD's CDBG program is meant to improve housing conditions and economic opportunities~~ in smaller cities~~ for very-low income homeowners, with aid focused on low and moderate-income residents. Marin County received approximately ~~$1.6~~ $2 million in CDBG grant~~s~~ funds in ~~2009~~ 2012~~ (HUD, 2009)~~.~~[19]~~ The Rehabilitation Loan Program provides low-interest single-family home repair loans, emergency repair and accessibility grants, exterior enhancement rebates, weatherization and home security grants, and multi-family rehabilitation loans for qualified very-low income homeowners.~~ There have been 533 Residential Rehabilitation Loans made to homeowners throughout Marin County.~~ Since 2009, there have been six Residential Rehabilitation Loans made to Larkspur Homeowners, totaling $103,000.[20] City policies continue to support these efforts.

Housing by Tenure

Tenure refers to whether a housing unit is rented or owned. ~~As of 2007,~~ In 2010 there were a total of ~~100,489~~ 103,210 occupied housing units in Marin County, ~~65~~ 63 percent of which were owner-occupied and ~~35~~ 37 percent renter-occupied. There were ~~7,438~~ 8,004 unoccupied housing units. ~~The proportion of owner-occupied units in the County has increased slightly since 2000 from 63 percent owner-occupied to 65 percent owner-occupied, as a disproportionate number of single-family homes, as compared to multi-family units, have been built in Marin. (U.S. Census Bureau, 2007)~~

In Larkspur, the proportion of rental housing to owner-occupied housing is almost evenly split, with renter-occupied households representing 51 percent and owner-occupied households representing 49 percent of the occupied housing stock of 5,908 units.~~[21]~~ The proportion of owner-occupied housing in Larkspur has ~~increased since 1980, when 43 percent of the housing units were owner-occupied (Larkspur Housing Element, 2004)~~ remained unchanged since the 2000 Census.

Overcrowding

The U.S. Census defines overcrowded housing as units with more than one inhabitant per room, excluding kitchens and bathrooms. As shown in Table ~~8~~ 7, the incidence of overcrowding in Larkspur for ~~both owner and renter-occupied~~ all housing units was ~~2.6~~ 1.3 percent, as compared to ~~15.2~~ 8.2 percent statewide.~~[22]~~ However, it is likely that the incidence of overcrowding is greater than reported in the ~~2000 Census~~ American Community Survey data, as overcrowded households are less likely to report their status if they are violating the terms of a lease or illegally occupying a unit.

Table 7. Overcrowding in Larkspur

Households	Owners	Renters	Total	Percent
Households	2,909	3,017	5,926	100%
Overcrowded Households	35	42	77	1.3%
1-1.5 Persons per Room	35	12	47	0.8%
1.5 or More Persons per Room	0	30	30	0.5%

[19] U.S. Department of Housing and Urban Development, 2014.
[20] Marin Housing Authority, 2014
[21] U.S. Census Department, 2010.
[22] U.S. Census Department, American Community Survey, 2012

Countywide Overcrowding Rates	0.6%	7%	3%
Statewide Overcrowding Rates	4.0%	13.2%	8.2%

Source: American Community Survey, 2012

~~According to 2000 Census data, t~~The incidence of overcrowding in Marin County ~~was one~~ is 0.6 percent for owner-occupied units and ~~6.5~~ 7 percent for rental units, compared to ~~two~~ 1.2 percent for owner-occupied units and ~~three~~ 1.4 percent for rental units in Larkspur.[23] The incidence of overcrowding may have increased over the 1990 levels due to the increase in housing prices relative to local incomes, the increase in the average household and family size, and low vacancy rates.

Vacancy Trends

The vacancy rates for housing in Marin County, as indicated by the ~~1990~~ 2000 and ~~2000~~ 2010 ~~c~~Census reports, have ~~decreased~~ increased since ~~1990~~ 2000 when the ~~c~~Census recorded a vacancy rate of ~~4.7~~ 4.1 percent. The County's ~~total~~ vacancy rate, was measured at ~~4.1~~ 7.2 percent in ~~2008~~ 2010~~, has remained constant over the past decade~~. However, the County's effective vacancy rate for rental housing (which excludes ~~units that are unavailable as long-term rentals units~~ vacation or short-term rental units) ~~is 2.7~~ was 1.9 percent, ~~an increase of 0.5 percent~~ decreasing since 2000 when it was measured at ~~2.2~~ 2.7 percent. The Countywide effective vacancy rate for ownership housing was even lower, at 0.8 percent.[24]

The vacancy rate for all housing units in Larkspur was ~~4.2~~ 7.3 percent in ~~2008~~ 2010, ~~exhibiting no change~~ increasing since 2000. The City's effective rental vacancy rate was ~~2.2~~ 3.6 percent in 2010, compared to 2.2 percent in 2000~~; current effective rental vacancy rates are unavailable for Larkspur (Baird and Driskell, 2004)~~. ~~In 2008, vacancy rate for all rentals in Larkspur was 4.5 percent (first quarter data from Real Facts, Inc.).~~ This figure is indicative of a very tight rental housing market in which demand for units exceeds the available supply. In general, a higher vacancy rate is considered necessary by housing experts to assure adequate choice in the marketplace and to temper the rise in home prices. A five percent rental vacancy rate is considered necessary to permit ordinary rental mobility. In a housing market with a lower vacancy rate, tenants will have difficulty locating appropriate units and strong market pressure will inflate rents. In addition, the lower the vacancy rate the greater the tendency for landlords to discriminate against potential renters.

Fair Housing of Marin is a civil rights agency that investigates housing discrimination, including discrimination based on race, origin, disability, gender, sexual orientation, and children. Fair Housing of Marin also provides foreclosure prevention counseling to homeowners. Their caseload consists almost entirely of renters. In ~~2008~~ the 2013-2014 fiscal year, the organization received over ~~1,200~~ 975 housing-related inquiries, of which ~~about 170~~ 307 evolved into formal discrimination complaints.[25] Fair Housing of Marin also educates landowners on fair housing laws, provides seminars in English and~~,~~ Spanish~~, and Vietnamese~~ on how to prepare for a housing search and recognize discrimination, and conducts educational programs on the importance of

[23] See above.
[24] U.S. Census Department, 2010.
[25] Fair Housing of Marin Annual Report, Fiscal Year 2013-2014

community diversity in schools. The City refers housing discrimination cases to Fair Housing of Marin, and has made information about housing discrimination resources available to the public at City Hall (see Programs H2.B and H2.C in Section 4, Housing Policies and Implementing Programs).

Ability to Pay for Housing

Sales Prices and Rents

The median sales price for a detached single-family home in Larkspur in ~~2009~~ 2013 was ~~$1.17~~ $1.34 million, a ~~43~~ 64 percent increase from the 2000 median price of $820,000. The median price for a condominium or townhouse in the City in ~~2009~~ 2013 was ~~$407,000~~ $440,000, a ~~17~~ 27 percent increase from the median price of $347,500 in 2000. ~~From 1993 to 2000 the median home sales price in Marin County increased 66 percent from $314,250 to $523,000 (Baird + Driskell, 2004).~~ As shown in Table ~~9~~ 8, the median price for a detached single-family home ~~or townhome~~ in Marin County in ~~2009~~ 2013 was ~~$750,000~~ $882,369, requiring an income of over ~~$150,000~~ $175,000 per year to qualify for a loan.[26]

Table 8. Marin Real Estate Sales (2013)

Jurisdiction	Detached Single Family Homes			Attached Single Family Homes		
	# Sales	Mean Price	Median	# Sales	Mean Price	Median
Belvedere	30	$2,945,009	$2,500,00	0		
Corte Madera	121	$1,097,258	$997,500	32	$609,425	$583,500
Fairfax	92	$691,631	$662,500	9	$433,000	$435,000
Larkspur	**105**	**$1,362,991**	**$1,341,000**	**51**	**$475,505**	**$440,000**
Mill Valley	169	$1,474,579	$1,325,000	56	$626,089	$599,500
Novato	472	$702,592	$663,500	216	$331,927	$320,500
Ross	44	$2,216,708	$2,000,000	0		
San Anselmo	197	$960,736	$840,000	9	$546,667	$539,000
San Rafael	443	$917,321	$820,000	222	$402,832	$375,000
Sausalito	74	$1,698,322	$1,429,999	55	$755,923	$625,000
Tiburon	106	$2,219,290	$2,000,000	52	$1,058,506	$910,000
Unincorporated	816	$1,176,604	$966,000	81	$620,548	$485,000
County Total	**2,669**	**$1,131,772**	**$882,369**	**783**	**$505,285**	**$435,000**
Mean/Median Home Sale Price: $990,304 / $795,000						
Mean Home Living Area: 1,976 sf						

Source: Marin County Assessor-Recorder, 2014

According to rental data compiled by Real Facts, Inc., average rents for all unit types in Marin County ~~decreased~~ increased by ~~16~~ 24 percent between ~~2000~~ 2010 and 2006 2013~~, mirroring a Countywide trend in decreasing rental prices during this time period, which dropped 14 percent between 2001 and 2005 (Michael J. Burke, Frank Howard Allen Realtors)~~. ~~This trend reversed as rents began to increase steadily in both Larkspur and the County beginning in 2006.~~ The average asking rent for a one-bedroom unit in ~~Larkspur increased from $1,583 in 2000 to $1,625 in 2008 (data unavailable for 2009)~~ Marin County was $1,924. Table ~~10~~ 9 shows average rents in ~~Larkspur~~ Marin County from ~~2006~~ 2010 to ~~2008~~ 2014~~, with the year 2000 as a baseline~~.

[26] Marin County Assessor-Recorder, 2014 and 2001.

Table 9. Marin County Rents 2010-2014[27]

Type of Unit Bed/Bath	2010	2011	2012	2013	2014	% Change 2010-2014
Studio	$1,172	$1,122	$1,209	$1,258	$1,378	18%
1/1	$1,437	$1,556	$1,623	$1,743	$1,924	34%
2/1	$1,490	$1,653	$1,756	$1,808	$2,025	36%
2/2	$1,930	$2,057	$2,182	$2,309	$2,676	39%
3/2	$2,237	$2,547	$2,771	$3,067	$3,558	59%
Average	$1,654	$1,734	$1,880	$1,987	$2,232	35%

Household Income

~~Income is defined as wages, salaries, pensions, social security benefits, and other forms of cash received by a household. Non-cash items, such as Medicare and other medical insurance benefits, are not included as income.~~ Income as reported by the US Census and the American Community Survey includes: wage or salary income; self-employment income; interest, dividends, net rental income, royalty income and income from estates and trusts; social security income; supplemental security income and public assistance income; retirement, survivor and disability income; and other income including unemployment compensation, alimony and child support. Income does not include capital gains, money from an inheritance or sale of a home, or money spent from savings accounts. It is generally expected that people can afford to pay about a third of their income on housing. Housing costs include principal, interest, utilities and insurance. It is therefore critical to understand the relationship between household income and housing costs to determine how affordable—or unaffordable—housing really is.

Table 10 shows the calculations used to determine the various household income categories determined by the State each year. In ~~2008~~ 2010, the median household income in Larkspur was ~~$82,867~~ $86,675, a significant increase from the 2000 median household income of $66,710 (Clarita 2008: U.S. Census, 2000). The median household income in Marin County in ~~2008~~ 2010 was $~~95,000 (Marin County Workbook)~~ $90,962.[28] As Figure ~~3~~ 5 illustrates, the majority of Larkspur households have annual incomes ~~between $100,000 and $250,000~~ of over $100,000. ~~According to the 2000 Census, 39.3~~ In 2011, 40 percent of all Marin County households and ~~33~~ 41 percent of all Larkspur households ~~(2,016 households)~~ fall in the extremely low, very low and low household income categories (in ~~2000, a family of four earning less than $58,300; in 2009~~ 2014, a family of four making less than $90,500). The majority of ~~these~~ low-income households (~~64~~ 65 percent) rent their homes. Of these households, ~~526~~ 520 households (~~54~~ 22 percent of low-income households) were extremely low-income households (in ~~2000~~ 2014, a family of four earning $~~22,450~~ $33,950 or less~~; in 2009, less than $33,950~~). A breakdown of extremely low-income households by tenure and household characteristics is shown in Table 15.

Table 10. California State Income Limits

Income Category	% Area Median Income (AMI)
Extremely Low	0-30% AMI

[27] RealFacts, Inc., as reported by Michael J. Burke, Decker Bullock-Sotheby's International Realty, 2014.
[28] U.S. Census Department, 2000 Census and 2012 American Community Survey.

Very Low	0-50% AMI
Low	51-80% AMI
Moderate	81%-120% AMI
Above Moderate	Above 120% AMI

Source: Section 50093 of the California Health and Safety Code

Figure 5. Larkspur Household Income (2012)

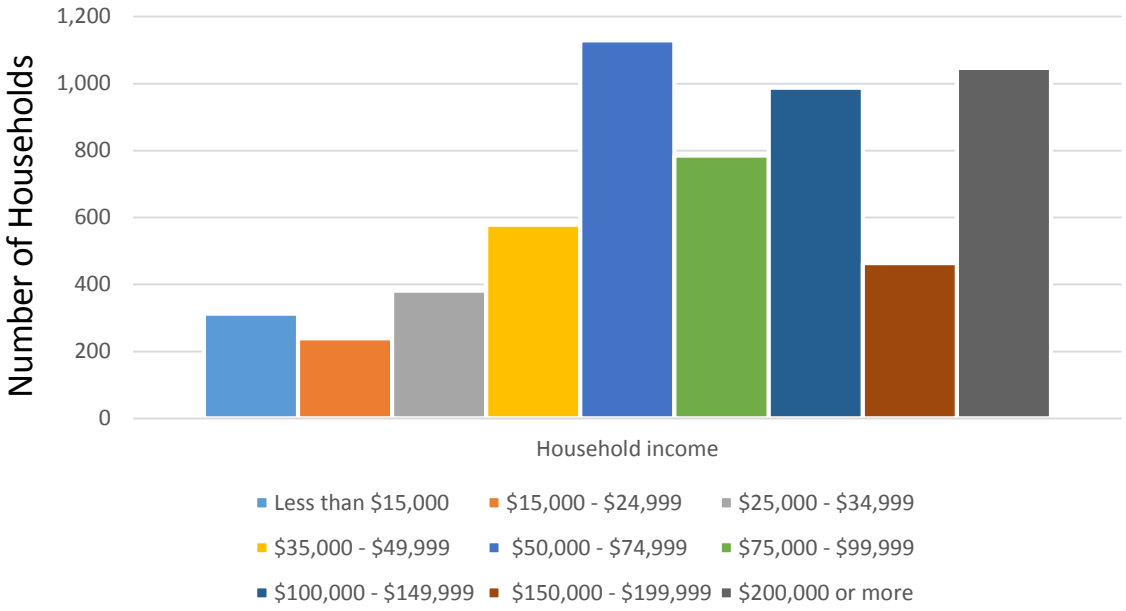


Table 11. Estimate of Ability to Pay for Rental Housing in Larkspur (2014)

Household Size and Income Category	Monthly Income	Rent @ 30% of Monthly Income	Expected Unit Size (bd/bth)	Avg. Rent for Unit	Ability to Pay "Gap"
Single Person					
Extremely Low	$1,979	$594	1/1	$1,924	($1,330)

Very Low	$3,330	$999	1/1	$1,924	($925)
Low	$5,279	$1,584	1/1	$1,924	($340)
Median	$6,008	$1,802	1/1	$1,924	($122)
Moderate	$7,208	$2,162	1/1	$1,924	$238
Two Persons					
Extremely Low	$2,263	$679	1/1	$1,924	($1,245)
Very Low	$3,771	$1,131	1/1	$1,924	($793)
Low	$6,033	$1,809	1/1	$1,924	($115)
Median	$6,867	$2,060	1/1	$1,924	$136
Moderate	$8,242	$2,473	1/1	$1,924	$549
Four Persons					
Extremely Low	$2,829	$849	2/1	$2,025	($1,176)
Very Low	$4,713	$1,414	2/1	$2,025	($611)
Low	$7,542	$2,262	2/1	$2,025	$237
Median	$8,583	$2,575	2/1	$2,025	$550
Moderate	$10,300	$3,090	2/1	$2,025	$1,065

Source: Real Facts, Inc., 2014

Housing Affordability

Housing that costs 30 percent or less of a household's annual income is referred to as "affordable housing." Because household incomes and sizes vary, the price that is considered "affordable" for each household also varies. For example, a large family with one small income can afford a different type of housing than a double-income household with no children. ~~According to the 2000 Census~~ In 2011, ~~44~~ 56 percent of renters in Larkspur were overpaying for housing (i.e., paying more than 30 percent of income on housing), while ~~33~~ 34 percent of all owners (with a mortgage) were overpaying for housing. The incidence of overpaying increased as income level decreased, with ~~75~~ 85 percent of low income renters and ~~37~~ 61 percent of low income homeowners overpaying for housing.[29]

Tables 11 and 12 present a general picture of the average rents and home prices that households at various income levels could expect to pay if they were to spend 30 percent of their income on housing. The households' exact income levels and the amount that they could pay would, of course, depend on the amount of down payment they could afford and the specific terms of their mortgage. These are rough calculations, meant to demonstrate the "gap" between market prices and affordability at various incomes. As Tables 11 and 12 illustrate, homebuyers and renters at a variety of income levels face the risk of overpaying for housing in Larkspur, and given the household income trends and housing cost trends discussed above, it is reasonable to conclude that the affordability gap will continue in the future. Overpaying households in Larkspur and throughout the County are shown in Table 13. A further breakdown of overpaying by households of extremely-low income ~~households~~ is provided in Table 14.

Table 12. Estimate of the Ability to Pay for Sales Housing in Larkspur (2013)

Household Size and Income Category	Annual Income	"Rule of Thumb" Home Price (4 Times Annual Income)	Median Priced S-F Detached Unit	Affordability Gap	Median Priced S-F Attached Unit	Affordability Gap
Single Person						
Extremely Low	$23,750	$95,000	$1,341,000	($1,246,000)	$440,000	($345,000)
Very Low	$39,600	$158,000	$1,341,000	($1,183,000)	$440,000	($282,000)
Lower	$63,350	$253,400	$1,341,000	($1,087,600)	$440,000	($186,600)
Median	$72,100	$288,400	$1,341,000	($1,052,600)	$440,000	($151,600)

[29] U.S. Department of Housing and Urban Development, CHAS, 2007-2011.

Moderate	$86,500	$346,000	$1,341,000	($995,000)	$440,000	($94,000)
Two Persons						
Extremely Low	$27,150	$108,600	$1,341,000	($1,232,400)	$440,000	($331,400)
Very Low	$42,250	$169,000	$1,341,000	($1,172,000)	$440,000	($271,000)
Lower	$72,400	$289,600	$1,341,000	($1,051,400)	$440,000	($150,400)
Median	$82,400	$329,600	$1,341,000	($1,011,400)	$440,000	($110,400)
Moderate	$98,900	$395,600	$1,341,000	($945,400)	$440,000	($44,400)
Four Persons						
Extremely Low	$33,950	$135,800	$1,341,000	($1,205,200)	$440,000	($304,200)
Very Low	$56,550	$226,200	$1,341,000	($1,114,800)	$440,000	($213,800)
Lower	$90,500	$362,000	$1,341,000	($1,250,500)	$440,000	($78,000)
Median	$103,000	$412,000	$1,341,000	($929,000)	$440,000	($28,000)
Moderate	$123,600	$494,400	$1,341,000	($846,600)	$440,000	$54,400

Source: Marin County Assessor-Recorder, 2014

Extremely Low Income Households

According to the U.S. Department of Housing and Urban Development, there are 520 extremely low income (ELI) households in Larkspur, comprising nine percent of all households. Seventy-one percent of ELI households rent their home.[30] Just like any household, the housing needs of ELI households vary. An ELI household could be a disabled adult receiving federal supplemental security income (SSI), or a single parent with two children working a minimum wage job. Some ELI households may need care provided by supportive or transitional housing (see discussion of supportive and transitional housing in "Special Housing Needs" below).

Comprehensive Housing Affordability Strategy (CHAS) data for Larkspur ~~from the 2000 Census~~ indicates that ~~85~~ 57 percent of rental and ~~63~~ 27 percent of owner ELI households spent more than 30 percent of their income on housing (see Table 15), and ~~91~~ 83 percent have housing problems (including overpaying, overcrowding, or without complete plumbing or kitchen facilities). The prevalence of overpayment within ELI households illustrates the City's existing need for housing affordable to this income group. Additionally, ~~almost~~ about half of the City's ELI rental households (~~42~~ 51 percent) are elderly single-person or two-person households. Similarly, ~~44~~ 53 percent of ELI homeowners are elderly single-person or two-person households. As the median

Table 13: Estimated Overpaying Households by Tenure by Jurisdiction (2007-2011)

	Renters	Owners	Total Overpaying	Total HH
Larkspur	**1,535**	**1,180**	**2,715**	**5,920**
Percent of HH	**26%**	**20%**	**46%**	
Total County	19,490	25,475	44,976	102,830
Percent of HH	19%	25%	44%	

Source: U.S. Department of Housing and Urban Development, CHAS 2007-2011

[30] U.S. Department of Housing and Urban Development, CHAS 2007-2011

age in Larkspur is projected to increase significantly over the next twenty years, the incidence of ELI senior households may similarly increase. To anticipate this growing need, the City should plan for housing types affordable to ELI senior households, including second dwelling units, affordable units dedicated to senior housing, and below-market rate rental housing. The City currently provides priority processing and considers waiving fees and other requirements for developments providing affordable and/or senior housing.

Appropriate housing types for ELI households include second dwelling units (for one to two-person households), and below-market rate rental units of a variety of sizes. The City has built relationships with non-profit organizations specializing in the construction and management of below-market rate rental and owner units to strengthen the City's supply of housing affordable to low, very low, and extremely low income households. In particular, the City has worked with EAH on two rental housing developments providing housing to very low and extremely low income households (Drake's Way, 24 extremely and very low income units- two units reserved for disabled households-, and Edgewater Place, 28 very-low income housing units- two handicap accessible units). To address the housing needs of ELI households, the City will continue to build upon its existing relationships with affordable housing providers, encourage the construction of second dwelling units, and provide permit fast-tracking and waive or defer fees for affordable housing developments. (See policies and programs in Section 4 under objectives H6, H7, and H11 for detailed descriptions of affordable housing programs.)

Table 14. ELI Households by Tenure and Household Characteristics (2007-2011)

HH by Type	Renters	% of ELI HH	Owners	% of ELI HH	Total HH
Extremely Low (<=30% AMI)	370	71%	150	29%	520
% with any housing problems	295	57%	135	26%	430
% Cost Burden >30%	295	57%	140	27%	435
% Cost Burden >50%	280	54%	125	24%	405
Source: U.S. Department of Housing and Urban Development, Comprehensive Affordability Strategy (CHAS), 2007-2011.					

Special Housing Needs

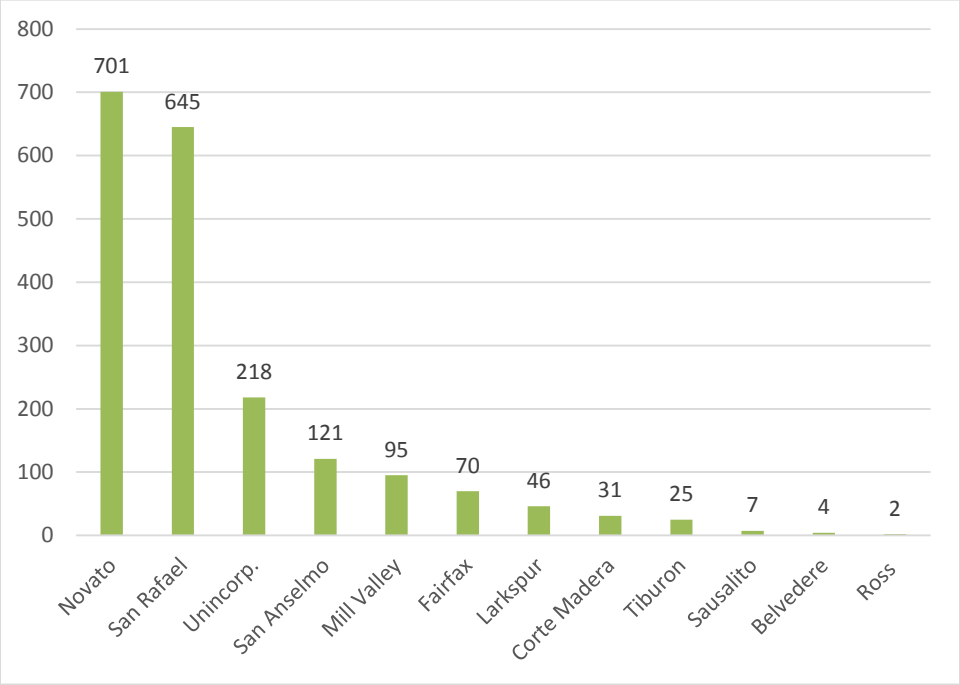
In addition to overall housing needs, the City must plan for housing for special needs groups. To meet the community's special housing needs (including the needs of the local workforce, seniors, people living with disabilities, the homeless, people with HIV/AIDS and other illnesses, people in need of mental health care, single parent families, single persons with no children, and large households), Larkspur must be creative and look to new ways of increasing the supply, diversity and affordability of this specialized housing stock. Additionally, ~~recent~~ state housing law ~~amendments~~ requires the City to specifically identify and analyze potential constraints to housing for ELI households and disabled residents. Twenty percent of the total 6,500 affordable housing units in Marin County are reserved for seniors and the disabled. Households with children occupy fifty percent of affordable housing units.[31] The ~~Continuum of Housing and Services~~Marin Partnership to End Homelessness, a collaboration of over thirty Marin organizations providing housing and related services to the low-income and homeless populations, recommends that one out of five (20 percent)

[31] Marin County Affordable Housing Inventory, 2008

housing units built for very-low income households should be for the special needs population. In Larkspur, the City should plan to provide ~~18~~ 8 units of special needs housing out of the total very low-income need of ~~90~~ 40 units.

The Marin Housing Authority provides affordable public housing to special needs populations throughout the county, including low-income families, seniors, the disabled, and those living with HIV/AIDS. The Marin Housing Authority provides ~~80~~ 75 rental subsidies and assisted living for homeless and mentally ill residents through the Shelter Plus Care program, and ~~35~~ 26 rental subsidies for citizens with HIV/AIDS and their families through the federally funded Housing Opportunities for People with AIDS (HOPWA) program.[32]

Figure 6. Active Section 8 Vouchers by Jurisdiction (2014)



The Marin Housing Authority also manages the "Housing Choice" (Formerly Section 8) voucher program ~~for low-income families~~, which uses federal funds to subsidize rents for very-low income households. The household pays 30 percent of its monthly income towards rent, and the remaining balance is paid by the Marin Housing Authority. As of ~~2008~~2014, the Marin Housing Authority provided vouchers under the ~~Section 8~~ Housing Choice Program for ~~2,104~~ 2,145 households, with voucher recipients living in all Marin jurisdictions (see Figure 4). However, the data set is incomplete as there is no city information listed for ~~26~~ 8 percent of households receiving the vouchers.

~~When the Marin Housing Authority opened the waiting list for a week in September 2008, approximately 11,200 households applied. Of those, 25 percent (2,831 applicants) were from Marin County cities, showing a strong demand for affordable housing from all Marin jurisdictions (see Figure 5). In terms of ethnic composition, 32 percent of Marin County applicants were White, 61 percent~~

[32] Marin Housing Authority 2015 Agency Plan, 2014.

~~were African American, and 7 percent were Hispanic. A little over half of the applications came from families, and just under a quarter of applicants (22 percent) were disabled and another quarter (24 percent) were homeless. Nine percent of applicants were elderly. The remaining 75 percent of applicants to the waiting list were from outside Marin, primarily from Oakland, San Francisco, Santa Rosa or Richmond. Although the Marin Housing Authority does not collect employment data for applicants, it is possible that many of these applicants work in Marin County and cannot afford to live there.~~

In February 2014, MHA reported that approximately 3,189 households applied for Housing Choice Vouchers. Of those, 36 percent (1,148 applicants) were from within Marin County, showing a strong demand for affordable housing from all Marin jurisdictions. In terms of ethnic composition, 38 percent of applicants were Caucasian families, 43 percent were African American families, and 4 percent were Asian families. The majority of the applications (66 percent) were from families, and 34 percent were from senior or disabled households. Although the Marin Housing Authority does not collect employment data for applicants, it is possible that many of these applicants work in Marin County and cannot afford to live there. As of 2014, there were 7,932 applicants on the waiting list for Housing Choice vouchers. [33]

There is a range of housing types for special needs groups, including independent living (owning or renting), assisted living (licensed facilities), supportive housing, transitional housing, and emergency shelter. Further, the vast majority of special needs housing is service enriched. In other words, services are offered to residents to help them maintain independent living as long as possible. Additional programs offered by the Marin Housing Authority assist special needs tenants in maintaining their housing. These programs target services to ~~frail~~ seniors, families striving toward self-sufficiency, and at-risk populations with substance abuse and/or mental health disability.

Seniors

Senior households can be defined, in part, by the age distribution and demographic projections of a community's population. This identifies the maximum need for senior housing. Particular needs, such as the need for smaller and more efficient housing, for barrier-free and accessible housing, and for a wide variety of housing with health care and/or personal services should be addressed, as should providing a continuum of care as elderly households become less self-reliant. There is a dramatic increase in debilitating mental disorders such as dementia and Alzheimer's as people reach 75 years of age, resulting in a significant need in Marin for facilities providing extensive medical care. Cities should plan for and facilitate opportunities for seniors to remain with their families in "granny" or "in-law" second units, as well as housing where an "in-home" caregiver can reside.

Figure 7. Senior Householders by Tenure

[33] Marin Housing Authority, 2014.

Source: American Community Survey, 2012

As of ~~2000~~ 2012, there were ~~1,640~~ 1,640 ~~-~~ households in Larkspur headed by a senior, or a person aged 65 or older. Of those, ~~59~~ 56 percent owned their home and ~~41~~ 44 percent were renters (see Figure ~~6~~ 7). Senior populations are more likely to have difficulty obtaining affordable housing as they are often living on fixed incomes and are unemployed. In Larkspur, ~~57~~ 58 percent of senior renters were cost-burdened (paying more than 30 percent of their income for housing needs) in the year ~~2000~~ 2011, while ~~27~~ 33 percent of senior homeowners were cost-burdened.[34] There were ~~66~~ 89 seniors in Larkspur living below the poverty level in ~~2000~~ 2012.[35]

The population of adults over the age of 60 is projected to comprise ~~48~~ 35 percent of the County's population by 2035, compared to 24 percent in 2010, an aging trend that will most likely be mirrored in the City as well.[36] Consequently, Larkspur must plan to meet an increasing need for affordable and specialized housing for older residents over the next 25 years. Typical housing to meet the needs of seniors include smaller attached or detached housing for independent living (both market rate and below market rate), second units, shared housing, age-restricted subsidized rental developments, congregate care facilities, licensed facilities, and skilled nursing homes. The Marin County Division of Aging and Adult Services provides information and assistance to senior residents regarding the availability and affordability of different housing and assistance programs within the County.

Many of the licensed facilities in Marin will not accept low and very low-income seniors with Supplemental Security Income or Section 8 vouchers. ~~Average basic rent is~~ Most room and board facilities in the County cost approximately ~~$3,500~~ $3,200-$5,000 per month for a single bed (room, bathroom, and three meals/day), with additional costs for couples or skilled personal care. ~~Aggregate monthly costs for Marin rental units range between $2,175 and $6,600, and some facilities require purchase of the unit on top of monthly fees (Marin Division of Aging, 2008).~~[37] A recent point-in-time survey conducted by the County found that of the 13 licensed skilled nursing facilities in Marin, with 1,024 beds, 88 percent of beds were occupied. Of the 50 licensed residential care facilities for the elderly, 94 percent of the 1,836 beds available were occupied. The Marin Housing Authority manages nine public housing complexes for low-income families, seniors, and disabled persons with federally subsidized rents, in addition to numerous below market-rate or subsidized assisted living and independent living facilities in Marin County managed by non-profits throughout the County.

---

[34] CHAS, 2011
[35] American Community Survey, 2012
[36] ABAG Projections, 2013
~~[37] County of Marin Housing Element, 2014~~

The Division of Aging and Adult Services regularly publishes "Choices for Living," a guide to Marin County senior housing which provides summaries of each public or private facility in the County and the costs associated with them. Though there is an abundance of market-rate senior housing facilities, affordable housing facilities often have waiting lists or are closed to new applications, causing a shortage of availability. The Marin County Department of Health and Human Services may place individuals with no other options outside of the county, a practice that can be both costly to the County and disruptive for the individual.

Many supportive housing developments for the elderly have been built using the U.S. Housing and Urban Development's (HUD) Section 202 grants and 202/8 conversion programs, which provide direct grants to build new facilities for very low income seniors and facilitate conversion of public housing to Section 8 housing for seniors if certain economic thresholds are met. Grants are distributed either to non-profit organizations or for-profit and non-profit partnerships for the construction costs of building new facilities or converting existing buildings into senior facilities and for rental assistance. HUD administers several other grant programs to help maintain affordable housing for seniors, including Section 236 grants which subsidize mortgage rates for ~~property owners (U.S. Department of Housing and Urban Development)~~ developers of low-cost rental housing.[38] Non-profit organizations have been instrumental in obtaining the resources to construct and operate the developments, but housing authorities and for-profit developers are also potential development project sponsors.

Large Families

Large households, defined as households with five or more persons, tend to have difficulties purchasing housing because large housing units are rarely affordable and rental units with three or more bedrooms are not common. ~~The 2000 Census data show that~~ Large households comprised 7 percent of Marin's households in 2010 ~~were large families~~. ~~Slightly over half (57.4 percent)~~ Sixty percent of large households in the County lived in owner-occupied units. In Larkspur, there are ~~159~~ 219 large households~~, which~~ that comprise ~~3.4~~ 4 percent of all households, compared to 186 households in 2000. ~~In 2000, 77 percent~~ The majority of large ~~families~~ households (68 percent) live~~d~~ in owner-occupied housing~~,~~ and ~~23~~ 32 percent ~~were~~ are renters.[39]

Larkspur's housing stock offers a choice of housing to large families with above-moderate income. In ~~2000~~ 2012, ~~66.3~~ 29 percent of owner-occupied housing units had ~~3~~ 4 or more bedrooms.~~, and 8.2 percent of renter-occupied housing units had 3 or more bedrooms~~.[40] Comparing the population of large households (~~186~~ 210 households) with the availability of large rental housing units (~~252~~ 91 rental units and ~~2,068~~ 844 homeowner units), Larkspur's supply of housing for large households appears to be adequate. Whether the available housing is affordable, however, is not guaranteed.

With rents for a ~~3~~ three-bedroom apartment averaging ~~$2,729~~ $3,558 in ~~2008~~ 2014, many low-income families may not be able to afford housing even if large units are available, and with a current vacancy rate under 5 percent, the availability of large units is uncertain. A shortage of

[38] U.S. Department of Housing and Urban Development, 2014
[39] U.S. Census, 2010
[40] U.S. Census, 2010

affordable rental units available for large families can contribute to overcrowding conditions. Indicators related to overcrowded housing support this assumption, since large families typically represent a significant portion of the population living in overcrowded housing conditions. In ~~2000~~ 2012, ~~2.6~~ 1.3 percent of households in Larkspur were overcrowded; ~~1.2~~ 0.8 percent were overcrowded with 1.5 people per room, and ~~1.4~~ 0.5 percent very overcrowded with more than 1.5 people per room.[41] There is a concrete need for the construction of new affordable rental units with three or more bedrooms for large families in the City. ~~Countywide subsidized housing complexes for families, such as those managed by the Marin Housing Authority, mostly consist of 2-bedroom units, with a reduced availability of 3-bedroom units, and most have waiting lists which may make housing unavailable even for qualified applicants (Marin Housing Authority, 2009).~~

People Living with Physical and Mental Disabilities

People living with disabilities represent a wide range of different housing needs, depending on the type and severity of their disability as well as personal preference and lifestyle. The design of housing, accessibility modifications, proximity to services and transit, and group living opportunities represent some of the types of considerations and accommodations that are important in serving this need group. Incorporating barrier-free design in all new multi-family housing is especially important to provide the widest range of choice, and is required by California and Federal Fair Housing laws. Special consideration also should be given to the issue of income and affordability, as many people with disabilities may be in fixed income situations. As the population ages, handicapped-accessible housing will become even more necessary.

Chapter 671, Statutes of 2001 (Senate Bill 520) requires localities to analyze potential and actual constraints upon the development, maintenance and improvement of housing for persons with disabilities and to demonstrate local efforts to remove governmental constraints that hinder the locality from meeting the housing needs of persons with disabilities. In addition, as part of the required constraints program, the Housing ~~e~~Element must include programs that remove constraints or provide reasonable accommodations for housing designed for persons with disabilities.

There were ~~1,605~~ 965 disabled persons in Larkspur in ~~2000~~ 2012, accounting for ~~14~~ 8 percent of the City's population. ~~Approximately one-third (36 percent) of~~ 55 Percent of disabled adults age 18 to 64 were not in the labor force. However, 95 percent of all disabled adults ~~age 21 to 64~~ in the labor force were ~~not~~ employed. Of the total disabled population in Larkspur, ~~612~~ 605 were seniors over the age of 65, comprising ~~26.9~~ 24 percent of ~~people over age 65~~ the senior population in Larkspur.[42]~~.~~

In 1993, and subsequently in 2011 and 2015, the City updated all of its zoning laws, policies and practices for compliance with fair housing laws. ~~Consistent with the law, the City permits group homes (handicapped or non-handicapped) with up to six clients without a permit in any residential zoning district.Residential care facilities with seven or more clients are allowed with a conditional use permit in the Administrative-Professional district. The A-P district is primarily an office district; a proposal should undergo further review for the ease of the operation of the facility and to insure the safe interaction of all uses in the district.~~ In 2011, the City adopted an ordinances recognizing transitional and supportive housing as uses permitted in conjunction with group homes and

[41] American Community Survey, 2012.
[42] American Community Survey, 2012.

residential care facilities. Further, in 2015, the City adopted Ordinance 999, recognizing transitional and supportive housing as a residential use subject to the same requirements as other residential uses of the same type in the same zoning districts. It has been the City's practice to consider waiving parking and other standards for senior developments, projects for persons with disabilities, and other special needs groups, depending on project specific analysis including location and unit sizes. The City will continue to evaluate its zoning ordinance and other policies to identify and eliminate potential barriers to the construction of housing for people with disabilities, handicapped dwelling conversions (or adaptability), and appropriate site design. Further, the City has drafted and will be considering the adoption of a formal process for providing reasonable accommodations to zoning, building codes, and permit procedures for all persons with disabilities. In 2012, the City Council adopted a reasonable accommodation ordinance which codifies an administrative process for consideration of requests for relief from zoning and other development standards in order to accommodate housing for disabled persons.

Buckelew Programs, Lifehouse, and the Marin Center for Independent Living serve people living with disabilities in Marin County. Buckelew Programs provides affordable housing, employment training and opportunities, and mental health services for those 8,300 individuals struggling with mental illnesses (Buckelew Programs, 2009) in Marin, Sonoma, and Napa counties.[43] Lifehouse provides residential and direct support services to over 200 individuals with developmental disabilities in Marin and Sonoma counties.[44] The Marin Center for Independent Living provides services to approximately 4,000 disabled adults each year, with the goal of helping their clients achieve independence and become active participants in society. Many of their clients have low or very-low income levels.[45]

In June of 2003, the City approved a 40-bed residential chemical dependency and trauma recovery facility to be operated by Marin Services for Women. The facility includes space for up to 10 infants and children as well as administrative offices and outpatient counseling and classroom activities. The mission of Marin Services for Women is "to advance community recovery by supporting individual women in achieving an integrated recovery which links recovery from addiction with personal, relational, social, and economic empowerment." While Marin Services for Women shuttered in 2012, the City supports re-use of the facility as a residential care facility for special needs individuals.

Persons with Living with Developmental Disabilities

A person with a developmental disability has a substantial disability that originates during childhood and can be expected to continue through adulthood. Developmental disabilities include mental retardation, cerebral palsy, epilepsy, and autism. Many developmentally disabled persons can live and work independently within a conventional housing environment. More severely disabled individuals require a group living environment where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because developmental disabilities exist before adulthood, the first issue in supportive housing for the developmentally disabled is the transition from the person's living situation as a child to an appropriate level of independence as an adult.

[43] Buckelew Programs website, http://www.buckelew.org. Accessed October 29, 2014.
[44] Lifehouse website, http://www.lifehouseagency.org. Accessed October 29, 2014.
[45] Marin Center for Independent Living, 2009.

The State Department of Developmental Services (DDS) currently provides community-based services to approximately 243,000 persons with developmental disabilities through a statewide system of facilities. The Golden Gate Regional Center provides point of entry to services for people with developmental disabilities in Marin, San Francisco and San Mateo counties. The center is a private, non-profit community agency that contracts with local businesses to offer a wide range of services to individuals with developmental disabilities and their families. The DDS reports that there are 12 children under the age of 18 and fewer than 10 adults with developmental disabilities in the 94939 zip code, which includes most of the land area within the City of Larkspur's boundary.

There are a number of housing types appropriate for people living with a development disability: rent subsidized homes, licensed and unlicensed single-family homes, inclusionary housing, Section 8 vouchers, special programs for home purchase, HUD housing, and SB 962 homes. The design of housing-accessibility modifications, the proximity to services and transit, and the availability of group living opportunities represent some of the types of considerations that are important in serving this need group. Incorporating 'barrier-free' design in all, new multifamily housing (as required by California and Federal Fair Housing laws) is especially important to provide the widest range of choices for disabled residents. Special consideration should also be given to the affordability of housing, as people with disabilities may be living on a fixed income.

Single Parent and Female-Headed Households

Single-parent and Female-headed households may need affordable housing with day care and recreation programs on-site or nearby, in proximity to schools and access to services. These households, like ~~many~~ large households, may have difficulty in finding appropriately sized housing. Despite fair housing laws, discrimination against children may make it more difficult for this group to find adequate housing. Women in the housing market, including but not limited to, the elderly, low and moderate-income earners and single-parents, face significant difficulties finding housing. Both ownership and rental units are extremely expensive relative to the incomes of many people in this population category.

Table 15. Female-Headed Households

Householder Type	Number
Total HH	5,926
Total Family HH	2,940
Female-Headed Family HH	384
Female-Headed Family HH with children under 18	259
Total Family HH under the Poverty Level	12
Female-Headed Family HH under the Poverty Level	12

Source: American Community Survey, 2012

According to the ~~2000~~ U.S. Census, ~~households headed by a female accounted for 40 percent of all households in Larkspur, while~~ female-headed family households (no husband present) accounted for 13 percent of all family households ~~(see Table 16).~~ Family households headed by males accounted for six percent of family households– In 2000, ~~F~~female households (family and non-family) comprised 65 percent of the single person households.[46]

~~Of the 1,180 households with children in Larkspur in 2000, 211 (11 percent) were headed by a female with no husband present. The Census identified 24 of these households as below the poverty level.~~

[46] U.S. Census, 2000.

Farmworkers

State law requires that housing elements evaluate the needs of farmworker housing in the local jurisdiction. ABAG does not assess the regional need for additional farmworker housing in the Bay Area. For the City of Larkspur, the ~~2000 Census~~ 2012 American Community Survey identified ~~nine~~ 34 individuals as ~~farmers or farm managers.~~employed in the fields of agriculture, forestry, mining, hunting, or fishing. However, all of these individuals were employed in managerial or sales and office occupations. There are no working farms, mines, lumberyards, or hunting areas within the Larkspur city limits. Therefore, there is no quantified need for farmworker housing within the City. ~~Most, if not all, Larkspur residents employed in farming occupations are employed in wholesale and horticulture businesses and there are no localized needs for seasonal or other types of farmworker housing (Larkspur Housing Element, 2004).~~

Individuals and Families Who Are Homeless

~~In order to comply with Senate Bill 2,~~ State Housing Element law requires the City ~~must~~ to analyze the housing needs of its homeless population, including the need for emergency shelter, transitional and supportive housing. According to the State Department of Housing and Community Development, emergency shelter is defined as housing that offers minimal supportive services, limits occupancy to six months or less, and is provided at no cost to the family or individual. Transitional housing units are rental units that are available to program recipients for at least six months, which specify a specific time when assistance is terminated and recipients must move on- hopefully to permanent housing. Supportive housing has no such limit on occupancy, and provides on and off site services to assist its residents in retaining housing, and maintaining health and employment.[47]

Table 16. Estimated Number of Unsheltered Homeless People by Jurisdiction

City	Total Population*	% of County Population	Unsheltered Homeless Estimate
Belvedere	2,068	0.8%	1
Corte Madera	9,253	3.7%	6
Fairfax	7,441	2.9%	5
Larkspur	**11,926**	**4.7%**	**8**
Mill Valley	13,903	5.5%	10
Novato	51,904	20.6%	36
Ross	2,415	1%	2
San Anselmo	12,336	4.9%	9
San Rafael	57,713	22.9%	40
Sausalito	7,061	2.8%	5
Tiburon	8,962	3.6%	6
Unincorporated	67,427	26.7%	46
Total	252,409	100%	174

* 2010 U.S. Census. Sources: Marin County Health and Human Services, 2013

After the need is identified, the City must designate at least one zoning district that would allow emergency shelters as a permitted use in order to meet this need. The City must also evaluate and eliminate any governmental constraints to the development of supportive and transitional housing by designating this type of housing as subject to the same zoning conditions as residential housing, not subject to discretionary conditional use permits. Emergency shelters are a protected use under the Housing Accountability Act (expanded under SB2), which means it is illegal for

[47] California Health and Safety Code Sec. 50801(e), 50675.2(h), 50675.14(b)

jurisdictions to prohibit development of such a shelter without state-specified findings based on substantial evidence.

Individuals and families who are homeless have perhaps the most immediate housing need of any population group. They also have one of the most difficult housing needs to meet, due to the diversity and complexity of the factors that lead to homelessness, and to community opposition to the siting of housing that serves homeless clients. According to a ~~2007~~ 2012 estimate by the National Alliance to End Homelessness, there are ~~159,732~~ 130.898 homeless individuals in California, accounting for approximately ~~0.4~~ 0.3 percent of the state's total population. About ~~a quarter~~ 19 percent of this population consists of homeless people in families. The definition of "homelessness" varies between federal, state, and local agency programs. For federal agencies that provide funding for homelessness aid programs, the definition varies according to the specific program in question. For instance, under the U.S. Department of Housing and Urban Development's Supportive Housing McKinney Vento Programs, homelessness is defined as anyone who is literally homeless, living either unsheltered or in emergency shelters or transitional housing.

Homelessness and near-homelessness is an important countywide concern. Marin County Health and Human Services, in conjunction with Project Homeless Connect, ~~conducted the 2009~~ conducts the biennial Point in Time Count of Homeless Persons which collect~~ed~~s data to satisfy both HUD's Supportive Housing Program definition of homelessness as well as a broader county-wide definition which include~~d~~s those individuals and families who were at immediate risk of losing housing (precariously housed). The Point in Time Count~~, conducted every two years,~~ provides a one-day snapshot of the homeless population in the ~~c~~County, so data cannot be extrapolated over long periods of time. However, it provides the ~~c~~County with a representative profile of the homeless population which can be used to more effectively and efficiently meet the population's needs. Some key findings of the study are as follows:

(1) Approximately 2 percent of Marin's population (~~4,798~~ 5,323 individuals) were either homeless or were precariously housed at some point in ~~2009~~ 2013.

(2) As in the two prior Point in Time counts, ~~I~~individuals surveyed listed "lack of affordable housing" and "loss of job" as the top two reasons for their homelessness, showing the far-reaching impacts of the economic downturn and the County's prohibitively high housing costs (particularly rental housing) which keeps housing out of reach for many low income families (see Figure 7 for summary of factors).

~~(3) Families are the fastest growing portion of the County's homeless population.~~

(~~4~~ 3) ~~Over two hundred~~ Almost 100 families with children were homeless (sheltered or unsheltered), and ~~1,002~~ 1,591 families with children were precariously housed.

(~~5~~ 4) Children and youth (under ~~18~~ 17) ~~make~~ made up ~~26~~ 18 percent of Marin's total homeless population.

The ~~2009~~ 2013 Point in Time Count found ~~623~~ 414 unsheltered homeless individuals in the County and ~~1,147~~ 519 sheltered homeless individuals, adding up to a total homeless population of ~~1,770~~ 933 individuals (based on the County's criteria for homelessness). ~~A total of 351 unsheltered individuals and 726 sheltered (1,077 individuals) were found to be homeless according to HUD's criteria.~~ Of this total, 174 individuals were "literally homeless" according to HUD's criteria, which

is the segment of the homeless population the cities and County of Marin must plan to accommodate in their Housing Element policies. An additional ~~total of 3,028~~ 4,388 individuals ~~(1,187 households)~~ were precariously housed. Sheltered individuals are those residing in transitional housing or emergency housing. Unsheltered individuals include people residing outdoors, in a vehicle, at a campsite, or other similar areas not intended for human habitation.

Local law enforcement officials have reported, ~~O~~on a few occasions, ~~homeless individuals have been spotted~~ camping of homeless individuals adjacent to the City limits in the Redwood Highway area within the Town of Corte Madera's sphere of influence.~~along the old railroad right-of-way in the south end of town and in Miwok Park.~~ However, the ~~Police Department~~ Central Marin Police Authority verifies that there have not been regular incidents ~~situations~~ of homeless individuals occupying neighborhood parks, streets, or other public facilities within the City's sphere of influence for shelter. Because Larkspur is not on major public transportation routes and currently provides no shelters or services for the homeless, persons who become homeless in Larkspur tend to go elsewhere.

As the Point in Time Count did not separate homeless populations by jurisdiction, the estimates provided above (see Table 17) are a rough calculation based on the percent of the total county population by jurisdiction. Appendix C summarizes the capacity of emergency, supportive, and transitional housing within the county, though because most programs tend to operate at nearly full or full capacity actual availability of beds may be significantly lower.

Table 17. Special Needs of County Homeless Population

Subpopulation/Special Needs	Percentage*
Chronically Homeless	24%
Mentally Ill	24%
Substance Abuse	7%
Veterans	9%
HIV/AIDS	3%
Domestic Violence	26%
Unaccompanied Youth (under age 17)	18%
Senior (62 or older)	8%
Physical Disability	24%
Developmental Disability	5%

*Data collected for adults only (18 and over)
Source: 2013 Point in Time Count Comprehensive Report Findings, County of Marin Health and Human Services

~~In Larkspur, there are an estimated 17 unsheltered homeless individuals,~~ Of the 174 literally homeless individuals responding to the Point in Time Count, it is estimated that nine of those individuals reside in Larkspur, creating an unmet need of ~~17~~ 9 emergency shelter beds. There are a myriad of financial, emotional, and social circumstances that can influence an individual or family's transition to homelessness. Of ~~436~~ the 750 homeless ~~individuals with disabilities~~ adults (18 and over) surveyed ~~in the 2009 Marin County Point in Time count~~, ~~24~~ 7 percent reported suffering from substance abuse problems, and ~~32~~ 24 percent were struggling with a mental ~~or emotional~~ illness. ~~Forty-one~~Twenty-four percent of homeless ~~individuals with a disability~~ adults suffered from a physical disability, and ~~4~~ 16 percent ~~suffer from~~ experienced a combination of mental ~~and physical disabilities~~ illness and substance abuse ~~(Marin County Health and Human Services, 2007)~~. All of these conditions

may require extensive in-patient medical and psychiatric treatment in addition to outpatient assistance services, underlining the importance of residential care and treatment provided by Marin organizations such as ~~Marin Services for Women~~ Buckelew Programs and Homeward Bound. ~~Data specific to Larkspur's homeless population is not available.~~

~~Formerly~~, emergency shelters were not specifically defined in the City's Zoning Ordinance or listed as a permitted or conditionally permitted use in any district, though use permits were granted on an ad hoc basis to community services organizations such as churches. However, ~~as detailed further in Program H9.H, the City will~~ in 2011 the City adopted Ordinance 981 amending the Administrative Professional (A-P) ~~and General Commercial (C-2) zones~~zoning district to allow emergency shelters accommodating up to 20 beds as a permitted use~~s~~, subject to ~~ministerial review, after meeting~~ certain objective operational and management standards as allowed by State law:~~.~~

- The maximum number of beds
- The provision of on-site management
- The proximity to other emergency shelters (state law limits to 300 feet)
- Length of stay
- Security

Other standards such as floor area ratio and off-street parking requirements would be subject to the zoning regulations for that particular district, no differently than any other use in the district. The City will work with ~~the~~ applicants to make sure the operating and management standards do not unduly impede on the shelter's operation. Ordinance 981 also permits the same shelters in Planned Development (PD) zoned parcels that permit uses listed in the Administrative Professional (A-P) districts. Parcels in the A-P district and PD parcels that allow A-P uses, are close to or directly on established transit lines on Bon Air Road and Sir Francis Drake Boulevard, and are generally less than a mile away from grocery and other retail services (see the Zoning District Map in Appendix A). There are 44 properties, comprised of approximately 43.5 acres of land, which could permit emergency shelters.

~~The~~ Ordinance 981 further modified the Zoning Ordinance ~~will be further modified~~ to define residential housing uses as including transitional and supportive housing. ~~These zoning ordinance amendments will be completed by August of 2011, one year after the Housing Element's adoption (see program H9.H).~~ In addition, the City will continue to facilitate the development of affordable housing and provide whatever financial support possible to homeless service providers. The City will also continue to support countywide programs such as New Beginnings to provide for a continuum of care for the County's homeless residents, including emergency shelters, transitional housing, supportive housing and permanent housing.

"At Risk" Housing

Government Code Section 65583 requires each city and county to conduct an analysis and identify programs for preserving assisted housing developments. The analysis is required to identify any ~~low-income units~~ multi-family rental housing developments that receive governmental assistance that are at risk of losing subsidies over the next ten years. ~~According to the Marin County Affordable Housing Inventory, there are 4,221 deed restricted affordable housing units as of 2008 in Marin County.~~

~~Countywide, there were 825 units eligible to convert to market rate units in 2006, based on funding restrictions, with some exceptions (Baird + Driskell, 2004). Of the 825 units, 58 units were designated in the Below Market Rate (BMR) program managed by Marin Housing Authority, and are generally restricted permanently with a slight cost increase to cover resale or legal expenses. Beginning in the year 2007 through 2012 there are 266 units at risk of converting to market rate in Marin County. Of these, 91 are BMR units subject to resale controls.~~

In Larkspur, there are ~~139~~ 159 ~~deed~~ income-restricted housing units located in ~~five~~ seven housing developments. Developments with affordable units include:

(1) Cape Marin — 20 ~~BMR~~ for-sale units which are deed restricted ~~until 2019~~ in perpetuity or for a defined period of time, depending on the purchase agreements signed at the time of their purchase.
(2) Edgewater Place — 28 deed restricted ~~BMR~~ rental units built and managed by EAH.
(3) Larkspur Courts Apartments — 37 ~~deed restricted BMR units under income restrictions funded through RDA and CDBG~~ low and moderate-income rental units, governed in perpetuity by a legal agreement between the City, the Marin Housing Authority, and the owner of the property. Larkspur Ordinance 759 requires provision of these units as a condition of project approval.
(4) Larkspur Isle — 28 ~~BMR~~ for-sale units ~~under income restrictions and were recently approved by the City to convert from rentals to ownership.~~ deed restricted until 2043.
(5) Magnolia Avenue- 2 very low income rental units, ~~income~~-deed-restricted in perpetuity.
(6) Drake's Way- 24 very low income rental units, deed restricted until 2065.
(7) Rose Lane – 3 very-low income units, 9 low-income units, and 8 moderate-income units; all deed restricted in perpetuity.

Of the four developments providing multi-family rental housing in Larkspur, none are at risk of losing subsidies in the next ten years. This Housing Element contains program actions to preserve at risk units, including working with Marin Housing Authority, the property owners and/or other parties to ensure that they are conserved as part of the City's affordable housing stock. A key component of the actions will be to identify funding sources and timelines for action, as described in Section 4, Housing Policies and Implementing Programs.

Section 2. Housing Opportunities Analysis

Evaluation of the Current Housing Element

Overview

State Housing Element law requires an evaluation of the achievements of the City's housing goals, policies and programs adopted in the ~~2004~~ 2010 Housing Element. There are many factors that affect the success or apparent failure of a policy or program, including what the City has done and what other agencies or groups have done to implement the program. Other factors affecting program success include the effects of the economy in general, decreasing availability of state and federal funding for new below market rate housing, or lack of opportunity to implement the program.

Summary of Overall Accomplishments and Key Findings

The themes of the Larkspur General Plan are to:

1) Retain Larkspur's character including the historic downtown and the scale of residential neighborhoods;
2) Protect the quality of life, even giving it greater importance than the mobility of traffic;
3) Preserve and enhance open space.

Within this context, there are a number of guiding policies in the ~~2004~~ 2010 Housing Element to address housing issues and needs. A number of policies are related to affordable housing, including the creation of new affordable units and the preservation of existing affordable units. Policies and programs contained in the ~~2004~~ 2010 Housing Element are reviewed and analyzed in Appendix B.

Larkspur's affordable units since 1988 have come from new development as a result of the Housing Element's inclusionary policies. The units are in ~~four~~ five projects: Cape Marin, Larkspur Courts Apartments, Edgewater Place, ~~and~~ Drake's Way, and Rose Lane. Some current City housing policies include:

- The City's Inclusionary/In-Lieu Fee requirements (adopted in 2005), which require residential developments of five to 14 units to be comprised of at least 15% affordable units, and developments of 15 or more units to be comprised of at least 20% affordable units.
- Control the conversion of apartments to condominiums and prohibit the conversion when the vacancy rate is less than 5%.
- Support development and retention of housing meeting the needs of all segments of society (families, elderly, disabled, low and moderate income, city employees, homeless, etc.)
- Support the development of second units.
- Retain existing residential units in commercial areas and support new mixed-use developments.

- Maintain neighborhood scale through the enforcement of the floor area ratio standards on remodels and new construction.
- Retain existing mobile home parks.
- Support actions that balance employment generation and housing development. Allow second units on non-conforming residential properties located in certain commercial zones.

An important aspect of successful Housing Elements is the willingness on the part of local government to take on a more proactive role in implementing housing programs. Actions that the City of Larkspur can take to provide sufficient sites with potential for meeting the City's housing needs, especially for very low and low-income households, include General Plan amendments, rezoning, and zoning text amendments. In addition, the City can help to coordinate with non-profit housing sponsors and other agencies to build affordable housing.

The City's Residential Second Unit standards are in Chapter 18.21 of the Zoning Ordinance. The City allows second units in the R-1 (single family), R-2 (duplex), ~~and~~ R-3 (multi-family), SD (Storefront Downtown) and GD (Garden Downtown) districts and as specified in the ordinances governing Planned Development zoning districts. The second unit can be attached or detached and up to a maximum of 700 square feet provided it meets current zoning standards and, in addition to the parking requirements for the main dwelling, one additional parking space is provided for the second unit. The second dwelling unit ordinance allows the legalization of existing illegal units on the same basis as new units. Legalization could result in these second units being added to the known housing stock.

In general, the goals, policies, and programs in this Housing Element have provided a comprehensive set of actions to meet the City's affordable housing needs and provide a diversity of housing types. The entire General Plan, including this Housing Element, reaffirms the following City's goals by: (1) acting as a guide for municipal decisions which affect the quality and quantity of housing; (2) maintaining housing growth within limits of available services; and (3) maintaining Larkspur's present quality of life by balancing the availability of housing with other environmental considerations.

The following specific changes are *recommended for consideration* based on a review of the current Housing Element:

1) Strengthen the City's Residential Second Unit program as a viable way to provide smaller, affordable units by considering changing the requirement that to have a second unit, the parking must be brought up to current standards for the main unit and to allow for a higher building height limit for second units built over parking garages. Another action to be considered is lowering the parking requirement for the main unit. The City will also adopt regulations for junior second units, whereby an existing bedroom is converted to an independent living space (see discussion in Section 2, page 82).

~~2) Continue to support the creation of a Housing Assistance Team (HAT), coordinated by the Marin County Affordable Housing Strategist, that would be available to assist~~

~~the staff in implementing Housing Element programs, maintaining Housing Element certification and providing technical assistance on housing matters.~~

2) Continue to seek opportunities for mixed use and transit-oriented housing by investigating the feasibility of amending Planned District zoning districts, creating affordable housing overlay districts, and creating incentives to add residential uses to existing shopping centers, such as the Larkspur Landing and Bon Air Shopping Centers. Also, to increase the number of units likely to be added within the C-1 and C-2 Districts, consider allowing a height limit bonus and flexibility in applying development standards (FAR, lot coverage) for the construction of affordable housing units above commercial.

3) Continue to participate in countywide housing activities and coordination with other jurisdictions and special districts.

In the previous Housing Element, the City proposed investigating the feasibility of using funds from the Affordable Housing Fund to convert existing market-rate housing to affordable housing as a means to meet the City's need for low-income housing. However, after thorough consideration of such a proposal, the City found that a number of current residents would be displaced if such a conversion occurred, as they would not meet the minimum income eligibility requirements for low income housing in order to remain in their units. Additionally, they did not have the higher income required to relocate within the same area. As a result of this study, the City found that some market-rate housing does provide affordable housing to a specific economic segment of the community.

~~Ability to Meet the ABAG Needs~~ Regional Housing Needs Allocation (RHNA)

The Association of Bay Area Governments (ABAG) develops a Regional Housing Need Allocation (RHNA) to distribute the region's share of the statewide need to the cities and counties within the region. The RNHA is for the 2014-2022 period, and is broken into housing needs for various income categories in the City. The RHNA is a state-mandated process which determines the quantity and affordability of housing for which a community must plan. The California Department of Housing and Community Development assigned the Bay Area a housing needs allocation of 187,900 for the 2015-2023 planning period. Of this figure, 2,298 units were allocated to Marin County for the planning period (roughly 290 a year) through a distribution formula developed by the Association of Bay Area Governments. Approximately 43 percent of these units must be affordable to lower income households.

In developing the method for distributing the latest regional housing needs, ABAG concentrated new development in Priority Development Areas, sites that were identified voluntarily by cities or counties as areas for future growth. The new method helps reduce development pressure on open space, rural areas and small towns. Benefits of this approach include reduced vehicle miles traveled and reduced greenhouse gas emissions. This new approach has resulted in a lower "fair share" housing need for Larkspur than the previous planning period, as shown below.

Table18: Larkspur Regional Housing Needs Allocation

Income Level	2007-2014 Units	2007-2014 Percent	2014-2022 Units	2014-2022 Percent
Very Low	90	24%	40	30%
Low	55	14%	20	15%
Moderate	75	20%	21	16%
Above Moderate	162	42%	51	39%
TOTAL	382	100%	132	100%
Source: Association of Bay Area Governments (ABAG)				

The RHNA is a minimum needs number — jurisdictions are free to plan for, and accommodate, a larger number of dwelling units than the allocation. The jurisdiction must, however, identify adequate sites at appropriate zoning densities and development standards to accommodate its RHNA. While the jurisdiction must also show how it will facilitate and encourage the development of these units, it is not obligated to build any of the units itself or finance their construction.

It is estimated that 50 percent of the City's very low income housing need for the 2014-2022 RHNA period will be for households earning less than 30 percent of median income (considered "extremely low income"). Thus, the number of extremely low income households needing housing for the 2014-2022 period is estimated at 20 units. Housing types available and suitable for extremely low income households include Single Room Occupancy units (SRO's), smaller apartments, emergency shelters, housing with Section 8 vouchers, supportive housing and transitional housing. The Housing Element includes several programs to address extremely low income housing needs — from rental assistance programs, permanent supportive/transitional housing, and appropriate zoning for emergency shelters.

Housing Element law allows jurisdictions to take credit for units constructed or under construction between the base year of the RHNA period (January 2014) and the beginning of the new planning period (January 31, 2015). The following projects are under construction or have been approved:

- The Rose Lane development is currently under construction and expected to be completed in 2015. The project will provide 91 housing units, including 29 single-family homes, 42 condominiums for seniors aged 55 and over, 14 "cottage style" homes, and 6 second units. The development includes 20 units for affordable housing; 3 very low, ~~20~~ 9 low, and ~~21~~ 8 moderate.
- Twelve additional single family homes at Drake's Cove affordable to above-moderate income households. While the project was stalled after the 2008 economic downturn, now property owners have re-engaged the construction of the remaining units. Three are under construction and the remainder are anticipated to be completed well within the RHNA period.
- A development project at 2000 Larkspur Landing will include 126 units, with 101 units affordable to above-moderate-income households at market rates and 25 deed-restricted affordable units (12 for low-income households and 13 units for moderate-income households. A precise development plan has been approved for the project.

The project requires a final map to be approved before building permits may be issued. Remediation of contaminated soils and grading permits for preparation of the site is required for development of housing. According to recent communications, the Sanitary District remains interested in furthering development of the site.

- 285 Magnolia (4 units in a mixed-use commercial site; not deed-restricted).
- One single family home has been approved. All new single family homes are assumed to be affordable to above-moderate income households.

Table 19 shows the adjusted regional housing need after crediting the units described above. Detailed information on sites listed above begins on page 50.

Table 19 Remaining Need Based on Units Built, Under Construction, or Approved

Income Category	New Construction Need	Units Built, Under Construction or Approved	Remaining Need
Very Low	40	3	37
Low	20	21	0
Moderate	21	21	0
Above Moderate	51	189	0

Available Land for Housing

In response to State Housing Element law, the City is required to provide an inventory of known sites available for housing development as well as vacant and/or underdeveloped sites that can accommodate Larkspur's housing development needs determined by ABAG between ~~June, 2007~~ January 2014 and ~~June, 2014~~ October 2022. To provide local governments with greater certainty and clarity in evaluating and determining what densities facilitate the development of housing that is affordable to lower-income households (Very Low and Low Income together), State housing element law provides two options. The City may either: (1) conduct an analysis of market demand and trends, financial feasibility, and residential project experience to demonstrate the densities facilitate lower income housing development; or, (2) apply Government Code Section 65583.2(c)(3)(B), which allows local governments to utilize "default" density standards deemed adequate to meet the "appropriate zoning" test, which in Larkspur's case are sites designated at 20 units per acre or more. Using the second approach and applying the default density standard of 20 units/acre, the Housing Element must identify sites for at least 37 units at this density. The City may also rely on projected second units to satisfy part of this requirement.

Multi-family housing at higher densities, especially in coordination with a non-profit housing sponsor, can provide opportunities for workforce and special needs affordable housing to be built. One incentive that can be offered to encourage affordable housing is to allow those developments that meet affordability criteria to develop their projects at higher densities. This allows cost items such as land, site design and long-term management and maintenance costs to be shared across a larger number of units, thereby bringing down the per-unit cost, and making it easier to achieve affordability goals. Projects that receive such density "bonuses" must guarantee units (above the City's inclusionary requirements) at below market rate prices for a specified period of time. ~~Though the City drafted a density bonus ordinance, it was ultimately not adopted due to changes~~

~~in State law at the time of the drafting. The City currently refers to State law, but plans to adopt its own density bonus ordinance in 2011 (as described in Section 4, Program H7.A)~~ Consistent with State law requirements, the City adopted Ordinance 999 in 2015 describing how requests for density bonuses, incentives, and concessions as allowed in Government Code Sections 65915-65918 will be processed in concert with development permits.

~~There are few remaining vacant or underutilized properties where the topography is suitable for high-density development. Table 18 includes the ABAG's Regional Housing Need Allocation for the City and the number of housing developments built or approved in Larkspur from July of 2007 through the present (as of July 2010). It also shows the total projected number of units that can realistically occur within the 2007-2014 planning period.~~

Table 20 shows sites that are zoned at least 20 units per acre that are available to meet the City's remaining RHNA need of 37 units for very low income households. Table 20 also shows land that is available at less than 20 units per acre. Based on the review of sites, the City has sufficient sites currently available and zoned at adequate densities to meet its RHNA for the 2015-2023 planning period.

The City's policy approach for achieving adequate sites, as expressed in this Housing Element, has several components:

1) Look to new second units (including junior second units) and mixed-use housing developments as potential sources of housing;
2) Identify "potential housing sites" which offer opportunities for higher density housing to be built in the near-term;
3) Where possible, modify development standards, such as those for second units and for mixed-use housing, to create incentives for this type of development to happen;
4) Provide flexibility in how development standards, funding incentives and other incentives are applied for the desired development to occur;
5) Continue to facilitate the processing of current residential project applications and projects ~~(e.g., the Rose Garden/CLASP)~~.

It is important that potential high-density housing sites be located near transit, shopping, services and the freeway where people can have easy access to nearby amenities. Increased activity in appropriate locations creates a vibrancy and vitality in these areas. Generally, there is higher intensity of activities around the business centers of the City and lower intensity of land use farther away. For example, the Larkspur Downtown Specific Plan and the Central Larkspur Area Specific Plan (CLASP) focus in more detail on potential mixed-use developments and redevelopment opportunities close to shopping and transit in downtown.

Multi-family and Mixed Use Housing Sites

Several sites have been identified in the Housing Element as having the potential to attain planning approvals for a significant number of affordable housing units in the near term (see Table 18). This potential is ~~based on existing~~ an assessment of realistic capacity based on land use and zoning designations, historic development patterns, recent development trends, recent project approvals, the properties' site characteristics and pending applications or discussions with applicants or property owners. The City has and will take actions to promote the development of affordable housing on

these potential sites by the year ~~2014~~ 2022. A description of "actions required" and "facilitating actions taken/status" is provided for each opportunity site to identify the underlying general plan and specific plan policies and zoning regulations applicable to the development of housing on the site as well as the general permit procedures to achieve the realistic development capacity identified for each site.

Table 20. Housing Opportunity Sites Inventory Summary

Location	Zoning	General Plan Designation	Lot Size (Acres)	Max. Density	Realistic Capacity	Existing Uses	Infra-structure Capacity	On-Site Constraints
Sites zoned at 20 units/acre or more								
CLASP Subarea 1 (APN's: 020-254-08, 10; 020-254-01, 11; 020-254-02; 020-254-07, 09; 020-254-12)	SD/H	Downtown	2.46	21 du/ac	19	Retail commercial, public parking lot, American Legion, pocket park	Yes	Traffic, soil contamination, and cultural resources.
CLASP Subarea 2 (APN's: 022-110-33; 022-110-41, 42, 46)	TD	Downtown	2.71	21 du/ac	28	Retail shopping center; gas station;	Yes	Traffic, soil contamination, and cultural resources.
North End Magnolia Avenue (APN's: Various)	C-1 & C-2	Restricted commercial, commercial	4.79	21 du/ac	7*	Retail and general commercial businesses	Yes	None identified
Downtown Area above existing commercial (APN's: Various)	SD/H, GD/H	Downtown	0.79	21 du/ac	4*	Downtown retail commercial businesses	Yes	Historic buildings, on-site parking
Downtown Area vacant properties (APN's: 021-104-33, 020-252-08)	GD/H, SD/H	Downtown	0.21	21 du/ac	4	Utility, Residence	Yes	Traffic on Magnolia Avenue
Bon Air Center (APN's: 022-040-30,36,37,45)	PD	Commercial	16.6	21 du/ac	40*	Retail commercial center	Yes	None identified
TOTAL SITES ZONED AT 20 UNITS/ACRE OR MORE					**102 UNITS**			
Additional Sites								
Tiscornia Winery (APN: 020-160-15)	RMP	Low density residential	23.1	5 du/ac	23	Vacant (historic property on separate parcel)	Yes	Steep slopes, historic buildings, ingress/egress from Magnolia Ave.

Location	Zoning	General Plan Designation	Lot Size (Acres)	Max. Density	Realistic Capacity	Existing Uses	Infra-structure Capacity	On-Site Constraints
McLaren Property (APN's: 020-031-12,13,14)	R-1	Low density residential	1.46	5 du/ac	6	Two historic homes; remainder vacant	Yes	Historic buildings, ingress/egress from Magnolia Ave.
New second units (APN's: Various)	R-1	Low density residential	Various	1 sdu/lot	16	Single-family dwellings	Yes	Varies based on site characteristics
TOTAL ADDITIONAL SITES					**45 UNITS**			

*Realistic development capacity on these sites is based on the amount of development anticipated within the 2015-2023 planning period and is lower than the maximum capacity of the site or sites. Please see site-specific narratives (immediately following on page 50) for City's methodology for assigning realistic development capacity. This does not preclude further development of units that may be achieved in compliance with the goals, policies, programs, and standards of the general plan, applicable specific plans, and zoning regulations.

HOUSING UNITS BUILT OR APPROVED

~~Drakes Way (EAH) and~~ Drakes Cove ~~(Monahan) -~~ on E. Sir Francis Drake ~~and Larkspur Landing Circle~~

(APNs ~~18-191-19 and 18-191-45~~: Various)

Ownership: ~~EAH/Monahan Pacific~~ Drakes Cove Ventures, LLC

Area Size: ~~EAH- 2 acres buildable (8.1 acres); Monahan -~~ 4 acres buildable (10.2 acres gross)

General Plan: Low Density Residential (up to 5 du/ac)

Zoning: PD, Planned Development, District

Existing Uses: ~~Drakes Way-apartment units completed, building permit issued July 2007;~~ Drakes Cove – single family attached and detached, partially completed

Topography and Environmental Constraints: Steep slopes, traffic, & heritage trees

Proposed Units: ~~24 affordable units (24 very-low income),~~ 23 market rate units (density consistent with zoning, the surrounding area, and site topography)

Actions Required: ~~Drakes Way - none;~~ Drakes Cove – building permits for remaining 12 units.

Facilitating Actions Taken/Status: Design Review, Preliminary and Precise Plans, Tentative Map, Final Map ~~and building permits finaled~~. ~~Drakes Way project completed in November 2009.~~ Drakes Cove homes partially completed; construction stalled due to unfavorable economic conditions.

Unit Affordability: ~~The Drakes Way project was built by a nonprofit housing developer, EAH, and the 24 units are deed-restricted for affordability to very low income households (earning 50% or less of the area median income) for 55 years, taking effect upon occupancy. All units are now fully occupied and rent from $269 for a one bedroom unit to $1393 for a three bedroom unit. EAH has successfully developed and managed affordable housing developments for over 40 years (including Edgewater Place, also located in Larkspur) and their developments are not considered "at risk" of conversion to market-rate units.~~ Above-moderate.

~~The Rose Garden~~ Rose Lane (CLASP Sub Area 3) ~~– 2 Ward Street~~

(APN ~~022-110-45~~ s: Various)

Ownership: ~~Larkspur Housing Partners~~The New Home Company

Area Size: 16.8 acres

General Plan: Low Density Residential

Zoning: PD, Planned Development

Existing Uses: ~~Nursery, vacant~~ Rose Lane residential development, under construction

Topography and Environmental Constraints: ~~Hazardous levels of lead in soil require remediation; existence of Native American cultural resources (including possible human remains) impacts treatment of soil~~. None currently; soil remediation and cultural resource protection completed 2012.

Proposed Units: A total of 91 units including six second-units, with 20 affordable units (3 very low income, 9 low income, 8 moderate income), and 71 market rate units. 50 units will be senior housing units. Affordability of ~~second units~~ all units will be deed restricted.

Actions Required: ~~Final Map and demolition and building permits following soil remediation and further archaeological site investigation~~ Final building permits.

Facilitating Actions Taken/Status: ~~Amended General Plan and Downtown Specific Plan, rezoned site from Light Industrial to Planned Development, completed environmental review, and~~

~~in February 2010 approved Preliminary and Precise Development Plans, design review, tentative map, and other project related approvals~~Final Map and Development Agreement approved.
Unit Affordability: The affordability of the units is established by the conditions of approval, adopted in Ordinance 972, and the project's development agreement (approved May of 2010). Actual rent/sale prices will be determined by the applicable household income level determinations made at time of project completion, but their affordability levels will be fixed.

2000 Larkspur Landing Circle
(APN 18-260-03~~; formerly APN 18-171-32~~)
Ownership: Sanitary District No. 1
Area Size: 9.18 acres (previous Element reference to 10.67 acres included property reserved for the Sanitary District Facilities site)
General Plan: Residential High Density (up to 21 units/acre), Commercial, and Open Space
Zoning: PD, Planned Development District
Existing Uses: Vacant
Topography and Environmental Constraints: Soil contamination (PCBs)
Proposed Units: 126 units (20% affordable- 12 low-income, 13 moderate income, and 101 above moderate income)
Actions Required: Soil remediation, Final Map, and grading and building ~~related~~ permits.
Facilitating Actions Taken/Status: Environmental review, General Plan Amendment, Preliminary and Precise Development Plans, design review, subdivision map and other project applications approved.
Unit Affordability: The affordability of the units is established in the Precise Development Plan's conditions of approval, adopted by the City Council in Ordinance 951. Actual rent/sale prices will be determined by the applicable household income level determinations made at time of project completion, but affordability levels will be fixed.

MISCELLANEOUS HOUSING SITES

New Second Dwelling Units
Ownership: Various
Area Size: Various
General Plan: Low Density Residential (up to 5 du/ac)
Zoning: R-1, First Residential District
Existing Uses: Single Family Dwellings
Topography and Environmental Constraints: Various
Proposed Units: ~~8~~ 16 affordable units (~~1~~5 very low, ~~6~~ 6 low and ~~1~~ 5 moderate income units)
Actions Required: Ministerial approvals
Facilitating Actions Taken/Status: ~~Inquiries regarding second units have increased in recent years and we expect at least another eight over the next planning period (i.e., an increase of two over the previous planning period) as information regarding the ability to create second units has spread.~~ Since adopting second unit regulations in 2003, the City has historically issued one building second unit permit per year. This Housing Element commits the City to adopting additional regulations to permit 'junior second units,' whereby an existing bedroom is converted into a second unit by addition of a bathroom, kitchenette facilities (no stove), and exterior access. The junior second unit development regulations will aim to mitigate constraints to development of traditional second units.

Unit Affordability: Larkspur's Residential Second Unit regulations (LMC Chapter 18.21) restricts second unit ~~dwelling~~ floor area to a maximum of 700 square feet and a minimum of 320 square feet. The breakdown of affordability is based on ~~a countywide~~ surveys ~~conducted by the Marin County Community Development Department (available in the Marin Housing Workbook)~~ compiled for the 2009 Marin Countywide Housing Element Workbook, which found 40-80% of second units were affordable to low income households~~; of those units~~, ~~10 –~~ 20-40% were affordable to very low income households, and 10-20% were affordable to ELI households. The study also found that 60-100% of second units were affordable to moderate income households. While rental prices vary by locale, the countywide ~~study~~ studies provide~~s~~ a picture of broader market trends which remain applicable to specific jurisdictions including Larkspur. Based upon the surveys' findings, the City is assuming affordability levels are evenly distributed among the very low, low, and moderate income categories.

Small (Infill) Lots and Mixed Use Housing

Downtown Area ~~Vacant~~ Underutilized Properties

Ownership: Various

Area Size: ~~1) APN 021-101-41 (southerly portion of 105 King Street) = approx. 15,000 sq. ft. (shown as two 7,500 sq. ft. parcels in 2004 Housing Element)~~
1) APN 021-104-33 =5,000 sq. ft.; and
2) APN 020-252-08 =4,300 sq. ft.

General Plan: Downtown/Downtown Specific Plan.

Zoning: Parcel~~s~~ 1 ~~and 2~~: Garden Downtown/ ~~Historic Preservation Overlay~~Combining Heritage Preservation District
Parcel ~~3~~ 2: Storefront Downtown/~~Historic Preservation Overlay~~Combining Heritage Preservation District
~~All three parcels are located in the Larkspur Downtown Specific Plan Area.~~

Existing Uses: ~~Vacant lots~~ Residence, telephone utility building.

Topography and Environmental Constraints: Intensity constrained by traffic on Magnolia.

Potential Units: ~~Parcel 1: 8 units (1 low and 1 moderate), based on proposals presented by potential property purchasers (site is currently up for sale); units would be primarily above commercial.~~
~~Parcels 2 and 3:~~ 4 Total: 2 units above commercial on each lot based on recent development in the Downtown area and the existing development pattern.

Actions Required: Design Review to ensure consistency with Historic Preservation Overlay District. No use permit is required for development consistent with general plan, downtown specific plan and zoning standards.

Facilitating Actions Taken/Status: The zoning ordinance allows for multi-family residential uses and residential units above downtown retail as a permitted use, subject to a 25 foot height restriction. The Planning Commission may approve a height exception contingent on the required findings stipulated in LMC 18.44.040. Second-story residential units over first-story commercial units are exempt from floor area ratio restrictions and require only one parking space per unit. General Plan policies encourage residential above ground floor commercial. The Downtown District is on the National Register of Historic Places and design review is necessary to protect the historic character of the district; past development approvals have shown that it is not a

detriment to development or the development of affordable units (e.g., Blue Rock Inn project, 484 Magnolia Ave.).

Unit Affordability: ~~Affordability of units is based on similar development of second-story residential units in the downtown area or (in the case of Parcel 1) on the City's Inclusionary Housing Ordinance.~~ The zoning permits up to 21 units per acre, which meets the State default density of 20 units per acre. As a result units are projected to be affordable to lower lower-income households. Affordability is required for second level units of 700 square feet or less. ~~guarantees will be stipulated in any conditions of approval or other final documents associated with future projects~~.

Lot Consolidation Potential: Lot consolidation for these parcels is highly unlikely, as they are not adjacent to each other and have separate ownership.

Downtown Area- Above Existing Commercial

No.	APN	Ownership	Existing Use	Existing Floor Area (Retail only; ft²)	Potential New Units*
1	020-253-03, 04	Private	Ground floor: ~~realtor, vacant retail,~~ retail, restaurant. 2nd story: 5,400 ft² office, residential.	7,200	5 units (office space conversion)
2	020-261-04	Private	Ground floor: retail~~; flower shop, 2 m-f units.~~ . No second story.	2,520	2 units (new construction)
3	020-261-37	Private	Ground floor: ~~Food~~ retail~~; retail; salon; laundry~~. 2nd story: 4,950 ft² office	3,150	3 units (office space conversion)
4	020-261-35, 34	~~Catholic Church~~Religious Institution	Ground floor: ~~thrift store;~~ retail, restaurant. 2nd story: 4,000 ft² office	2,700	2 units (office space conversion)
5	020-262-25	Private	Ground floor: retail. 2nd story: office, residential	1,200	2 units (office space conversion, new construction)
6	020-263-08	Private	Ground floor: salon. 2nd story: office	4,300	2 units (office space conversion)
7	021-104-30	Private	Ground floor: restaurant. No 2nd story.	3,300	2 units (new construction)
8	021-104-34	Private	Ground floor: retail shops; restaurants; 2,100 ft² office. No 2nd story	10,200	6 units (new construction)
				Total unit capacity:	**24 units**

General Plan: Downtown; Larkspur Downtown Specific Plan

Zoning: Sites 1-7: Storefront Downtown/~~Historic Preservation Overlay; Larkspur Downtown Specific Plan Area~~Combining Heritage Preservation District

Site 8: Garden downtown/~~Historic Preservation Overlay; Larkspur Downtown Specific Plan Area~~Combining Heritage Preservation District

Topography and Environmental Constraints: Existing historic structures; lack of on-site parking ~~constraints~~

Realistic Development Potential: 4 units ~~(4 very-low;~~ above existing storefront commercial~~)~~. The proposed number of units is consistent with recent development trends and the existing development pattern in the downtown. The center of downtown is largely built-out in terms of commercial footprints, so likely residential development would occur through the addition of residential above commercial uses. Storefront and Garden Downtown zoning regulations require a minimum floor area of 450 square feet for an affordable housing unit above first story retail, and 700 square feet for a market-rate unit. The table above calculates the maximum number of market-rate units that could be accommodated on the second story (total unit capacity), either by converting existing office space or through new construction, based on the square footage available and the floor area of existing 2nd story units. The unit capacity calculations are meant *only* to show the downtown area's capacity for second-story housing units, not to propose that all potential units will be built or to analyze the likelihood of their construction. Site capacity may increase depending on the size and affordability of proposed units.

Actions Required: Design Review. No use permit is required for development consistent with general plan, downtown specific plan and zoning standards.

Facilitating Actions Taken/Status: The zoning ordinance allows for multi-family residential and ~~second-story~~ residential housing above downtown retail as a permitted use, subject to a 25 foot height restriction. The Planning Commission may approve a height exception contingent on the required findings stipulated in LMC 18.44.040. Second-story residential units over first-story commercial units are exempt from floor area ratio restrictions and require only one parking space per unit.

Since 2004, two very-low income units have been approved and constructed above 484 Magnolia Ave. Following the construction of these units, the owner of an adjacent building announced their interest in doing a similar project. There are an existing 35 residential units (both single and multi-family) above the downtown retail. In addition, affordable housing units have existed in the historic Blue Rock Inn building (above a popular restaurant) for several decades, evidencing the viability of affordable units in the historic downtown area.

For future units, design review will be required to ensure development is consistent with the ~~Historic Preservation Overlay District~~Combining Heritage Preservation District. However, the streamlined approval processes of second-story residential units in the area indicate that design review does not pose a barrier to affordable second-story housing development in the downtown. General Plan policies encourage residential above ground floor commercial. Many downtown buildings have second-story offices which may be converted to living space at relatively lower cost than building up from a single-story structure. There is the potential for more than four units; however, four is the most realistic estimate at this time.

Unit Affordability: Unit affordability is based on market prices of existing second-story units above downtown commercial. A below-market rate agreement between the City and the property owner was recorded upon completion of two second-story residential units; the City will actively encourage owners to record below-market rate agreements. Affordability is required for second level units of 700 square feet or less. Past development approvals have shown that it is not a detriment to development or the development of affordable units (e.g., Blue Rock Inn project, 484 Magnolia Ave.). The zoning permits up to 21 units per acre, which meets the State default density of 20 units per acre. As a result units are projected to be affordable to lower-income households.

Lot Consolidation Potential: Lot consolidation for these parcels is unlikely, as many parcels are not adjacent to each other and have separate ownership. The existence of established retail or commercial businesses on the ground floor makes transfers of ownership unlikely.

North End Magnolia Avenue

No.	APN	Ownership	Existing Use	Parcel Size (ft²)*	Potential New Units*
1	020-064-01	Private	Ground floor: retail. 2nd story partially developed.	7,296	2 units (new construction; 1 unit existing)
2	020-064-02	Private	Ground floor: restaurant.	5,400	2 units (new construction)
3	020-065-05	Private	Ground floor: retail.	4,000	2 units (new construction)
~~4~~	~~020-065-09~~	~~Private~~	~~Ground floor: vacant.~~	~~6,120~~	~~3 units (new construction)~~
5	020-034-08	Private	Ground floor: bicycle shop.	12,000	7 units (new construction)
6	020-034-12	Private	Ground floor: office. 2nd story: 3,510 ft² office.	7,020	4 units (office space conversion)
7	020-034-06	Private	Ground floor: retail, personal services.	15,000	6 units (new construction)
8	020-034-14	Shops at Magnolia	Ground floor: retail, café, ~~framing~~personal services.	67,600	36 units (new construction)
9	020-066-04	Sunrise Investors	Ground floor: office. 2nd story: 5,880 ft ² office space.	29,400	7 units (office space conversion)
10	020-066-05	Private	Ground floor: restaurant, office, retail.	17,600	9 units (new construction)
11	020-035-12	Private	Ground floor: retail, ~~furniture store, spa, liquor store, retail~~personal services.	18,900	16 units (new construction)
12	020-035-02	Fairfax Masonic Temple Assoc.	Ground floor: Masonic temple. 2nd story: ~~partially developed office (area unknown)~~Office	18,500	9 units (new construction and office space conversion)
				Total Unit Capacity:	**~~103~~ 100 units**

* Existing floor area data not available. Calculations are estimates based on gross parcel size and allowable FAR. 2nd story residential units exempt from FAR.

General Plan: Restricted Commercial and Commercial (allows for residential up to 21 units per acre)

Zoning: Sites 1-8: C-2, Commercial (FAR: 0.40. 2nd story residential exempt.)
Sites 9-12: C-1, Restricted Commercial (FAR: 0.40. 2nd story residential exempt.)

Realistic Development Potential: 7 units ~~(7 very-low;~~ above storefront commercial~~)~~. The proposed number of units is consistent with recent development trends and with current interest expressed by property owners. Many buildings in this area are older, and some owners of vacant

properties have approached the City to discuss options for revitalization, which may include housing units.

Actions Required: Design Review. No use permit is required for development consistent with general plan, downtown specific plan and zoning standards.

Facilitating Actions Taken/Status: ~~Zoning Text Change: revised the~~ C-1 and C-2 Districts allow for residential housing above downtown retail as a permitted use, subject to a 25 foot height restriction. The Planning Commission may approve a height exception contingent on the required findings stipulated in LMC 18.44.040. Second-story residential units over first-story commercial units are exempt from floor area ratio restrictions and require only one parking space per unit.~~to allow for second floor residential as a permitted use, and a reduced the required parking requirement for residential to of one space/unit as provided for in the Downtown District.~~ Design review is required, though as demonstrated by the Blue Rock Inn apartments and the affordable second story units on Magnolia Ave., design review has not been a detriment to the development of affordable housing above first floor retail or commercial. There is the potential for more than seven units; however, seven is the most realistic estimate, and given the potential size of the units, low and very-low is a reasonable expectation in terms of income levels.

Unit Affordability: The affordability of units is based on market prices of existing second-story units in the downtown area. The Affordable Housing Regulatory Agreement and Declaration of Restrictive Covenants for the affordable second-story units at 484 Magnolia stipulates that the units be rented to households of very low income, in perpetuity. The zoning also conditionally permits live work units, which can accommodate on-site caretakers, property managers, or clerk which have demonstrated income levels in the Very Low to Low income range for Marin County. A live-work unit was developed on the site at 1011 Magnolia Avenue in 2012. The zoning permits up to 21 units per acre, which meets the State default density of 20 units per acre. As a result units are projected to be affordable to lower-income households.

Lot Consolidation Potential: Lot consolidation for these parcels is unlikely, as many are not adjacent to each other and have separate ownership. Lot consolidation of the parcels that share ownership would not likely influence housing development. The existence of established retail or commercial businesses on the ground floor makes transfers of ownership unlikely.

~~**North of Corte Madera Creek** (see Bon Air Center below)~~

SPECIFIC PROJECT SITES

CLASP Subareas 1 & 2 (Central Larkspur Specific Plan)

Magnolia Ave., Doherty Dr. & Ward St.

APN	Ownership	Existing Use	Size (acres)	Zoning
Subarea 1:				
020-254~~-08, 10~~13	Private	Commercial, retail, restaurant, office	1.45	SD/H-Storefront Downtown/ Historic Preservation
020-254-01, 11	City	Parking lot	0.45	SD/H-Storefront Downtown/ Historic Preservation

020-254-02	Private	American Legion (used for public assembly/ events), office	0.23	SD/H-Storefront Downtown/ Historic Preservation
020-254-07, 09	City	Driveway	0.11	SD/H-Storefront Downtown/ Historic Preservation
020-254-12	City	Park	0.22	SD/H-Storefront Downtown/ Historic Preservation
Subarea 2:				
022-110-33	Private	Gas station	0.56	TD-Transitional Downtown
022-110-41, 42, 46	Private	Retail, commercial, personal service and food sales	2.21	TD-Transitional Downtown

General Plan: Downtown ~~Commercial~~; Central Larkspur Specific Plan area (allows for residential above commercial up to 21 units per acre).
Topography and Environmental Constraints: Traffic, soil contamination, and archaeological site.
Potential Units: 47 units ~~(3 very-low; 4 low; 20 moderate; and 20 above moderate).~~ Per the CLASP~~,~~; 19 units are shown for Subarea 1 and 28 for Subarea 2.
***Actions Required*:** Site remediation, more extensive archaeological survey, ~~Precise Development Plans~~ and design review. While no use permit is typically required for development consistent with general plan, downtown specific plan, and zoning standards, developments of 0.31 to 0.40 floor area ratio (FAR) within Subarea 2 (TD Zoning) are subject to a conditional use permit. As residential units above commercial are exempt from FAR requirements, development of mixed commercial/residential uses up to 0.30 FAR can be readily achieved without a conditional use permit review.
Facilitating Actions Taken/Status: EIR completed, General Plan Amendment, CLASP adopted September 2006 and a Downtown Specific Plan Amendment completed. The zoning ordinance allows for multi-family residential and second-story residential housing above retail as a permitted use, subject to a 25 foot height restriction. The Planning Commission may approve a height exception contingent on the required findings stipulated in LMC 18.44.040. Second-story residential units over first-story commercial units are exempt from floor area ratio restrictions and require only one parking space per unit. No use permit is required for development consistent with general plan, downtown specific plan and zoning standards (Except in TD zone, as noted above).

Unit Affordability: ~~Unit affordability for projects in the CLASP Subareas 1 and 2 are established by the City's Inclusionary Housing Ordinance (applicable to housing developments of five units or more). Affordability guarantees will also be stipulated in any conditions of approval or other final documents associated with future projects.~~Unit affordability is based on market prices of existing second-story units above downtown commercial. A below-market rate agreement between the City and the property owner was recorded upon completion of two second-story residential units; the City will actively encourage owners to record below-market rate agreements. Affordability is required for second level units of 700 square feet or less. Past development approvals have shown that it is not a detriment to development or the development of affordable units (e.g., Blue Rock Inn project, 484 Magnolia Ave.). The zoning permits up to 21 units per acre, which meets the

State default density of 20 units per acre. As a result units are projected to be affordable to lower lower-income households.

Lot Consolidation Potential: Land trade of the City owned parcel in Subarea 1 is allowed in the CLASP and could occur. However, the units could be developed without consolidation.

Tiscornia Winery-Magnolia Ave.

(APN 20-160-5)

Ownership: M. Tiscornia

Area Size: 23.1 acres

General Plan: Low Density Residential (up to 5 du/ac)

Zoning: RMP, Residential Master Plan, District

Existing Uses: Historic buildings, vacant

Topography and Environmental Constraints: constrained site, steep slopes (30-60%), historic buildings, difficult access on/off Magnolia Ave.

Proposed Units: 23 units (20% affordable-2 low-income, 3 moderate income and 18 above-moderate income); number subject to change following completion of environmental review and public hearings on Specific Plan; density consistent with topography.

Actions Required: Environmental Review, Residential Master Plan, design review, and slope use permit, and possibly subdivision map.

Facilitating Actions Taken/Status: Environmental review, Residential Master Plan, design review, and subdivision map could be processed concurrently. Property owner has met with City staff to discuss potential uses of the property including a mix of residential and commercial uses.

Unit Affordability: The affordability breakdown is based on the City's Inclusionary Housing Ordinance. Affordability guarantees will also be stipulated in any conditions of approval or other final approvals associated with future projects.

McLaren Property- Estelle Avenue

(APNs 20-031-12, 13 and 14)

Ownership: McLaren

Area Size: 1.46 acres

General Plan: Low Density Residential (up to 5 du/ac)

Zoning: R-1, Residential First, District

Existing Uses: Two historic homes, remainder vacant

Topography and Environmental Constraints: Historic dwellings, access constrained

Proposed Units: 6 units (above-moderate). This site was considered for a General Plan Amendment; however, the property owner chose not to pursue it. The property owner has limited access rights to the site due to a restricted easement.

Actions Required: Design review, subdivision map and building permits

Facilitating Actions Taken/Status: Design review and subdivision map could be processed concurrently.

Unit Affordability: Unit affordability is based on previous proposed projects for the site.

Bon Air Center – Sir Francis Drake Boulevard (North of Corte Madera Creek)

APN	Ownership	Existing Uses	Area (ft^2)	Zoning	General Plan	Estimated Unit Capacity*

022-040-30	Schultz Investment Co.~~/ Bon Air Development Ltd~~	Banking services, retail	82,366	Planned Development (PD)	Commercial	12
022-040-45	~~Same as above.~~ Bon Air Shopping Center L.P.	Food sales, retail, banking services	340,000	PD	Commercial	49
022-040-36	~~Same as above.~~ Bon Air Development L.P.	Restaurant, general retail	147,000	PD	Commercial	21
022-040-37	CVS Caremark	Pharmacy and other retail goods	141,000	PD	Commercial	20
* Note: estimated unit capacity is simply a measure of capacity; the objective for these parcels in this planning period is a total of ~~90~~ 40 units.						

Total Area Size: 710,366 ft² (16.6 acres)

General Plan: Commercial. The Commercial designation encourages residential over first-story commercial uses and exempts them from floor area ratio restrictions. Second story residential density is limited by parking and height restrictions and mixed-use housing shall not exceed 21 units per acre.

Zoning: Planned Development District. The Precise Development Plan for the Bon Air Center allows~~, with a conditional use permit, multi-family dwellings and~~ residential uses over commercial; Residential dwellings over commercial are exempt from floor area. The allowable height limit is 35 feet, and the current overall shopping center exceeds its parking by over 100 parking spaces. Under the Precise Development Plan, only residential units developed in a detached multi-family structure are subject to a conditional use permit.

Existing Uses: ~~Successful strip s~~Shopping center with a mix ~~various~~ commercial~~/~~ retail ~~businesses~~ uses and services, including ~~general and~~ specialty retail ~~shops~~, restaurants, grocery, banks, and a drug store. ~~Though currently fully occupied, t~~The majority of the center dates back to the mid-1980s with portions dating back to ~~1972~~1952. ~~The primary property owner recognizes that the existing buildings are old and outdated.~~ Due to the age of the center, any new construction over existing would likely require substantial or complete reconstruction of existing structures. ~~The older portions of the center would likely need to be rebuilt to accommodate housing above the retail.~~ For properties north of Corte Madera Creek, the City's Circulation Assessment Permit policies do not allow for an increase of even one p.m. trip over an existing use **except** for vacant parcels, single family homes, and a residential project that includes the noted percentages of affordable housing. ~~Therefore, there is a disincentive for a property owner to replace old retail space with new retail space as they would not be able to increase the amount of retail space even though they have excess parking. The management company has expressed an interest in mixed use for the property and the manager has attended seminars on the subject. They have also indicated that they would stage the construction in a manner that would retain tenants.~~

Topography and Environmental Constraints: None identified.

Potential Units: ~~90~~ 40 units ~~(21 du/acre; 42 very low, 43 low income, and 5 moderate)~~

Actions Required: Residential use over commercial require only an ~~A~~amendment to the ~~Planned Development District~~ Precise Development Plan and design review~~, and a conditional use permit~~. A use permit is required only for multi-family residential structures.

Facilitating Actions Taken/Status: In 2010, the City commissioned ~~C~~conceptual drawings by an architect for part of the Shopping Center to determine a feasible number of housing units above existing commercial uses. (Note: projected unit potential is below the likely capacity of the center). Concurrent processing of the Precise Development Plan amendment and design review~~, and conditional use permit~~ would be accommodated. The Planned Development District allows for flexibility in the development standards for the project. The previous amendments to the City's Circulation Assessment policies allow for an exception to the circulation assessment permit requirements for projects providing affordable housing.

Unit Affordability: Unit affordability based on minimum density appropriate to accommodate lower-income households, as established by HCD. For Larkspur (considered suburban with a population of less than 25,000), the minimum density to accommodate lower income housing is 20 du/acre. The commercial zoning specified in the shopping center's Precise Development plan allows residential development at 21 du/acre~~.~~, which meets the State default density of 20 units per acre. As a result, units are projected to be affordable to lower-income households.

Lot Consolidation Potential: Because the majority of the Shopping Center is owned by the same family-owned company that has owned it before and since it was developed, lot consolidation ~~would not be~~ may be readily achieved, if necessary, to meet housing needs.

Potential Non-Governmental Constraints and Opportunities

State law requires an analysis of potential and actual governmental and non-governmental constraints to the maintenance, improvement, and development of housing for all income levels. The Housing Element must identify ways, if any, to reduce or overcome these constraints in order to meet the City's housing needs.

Land and Construction Costs

The price of housing has continued to rise at a much faster rate than household income. Contributing factors are the cost of land, materials, labor, financing, fees and associated development requirements, sales commissions, and profits. Another factor has been the perception of housing as a commodity for speculation. ~~The typical cost to build an average quality wood frame single family detached home in Marin can range from $126 to $160 per square foot and more for custom-built homes. Construction costs for an average multi-family unit are range from $300 to $500 per square foot. (Marin County Housing Workbook, 2009)~~

Development costs in Larkspur are higher than in comparable communities because most remaining lots have steep slopes, irregular topography, access, or unstable soils. The technical and engineering costs of dealing with these factors on remaining sites are likely to be particularly high because those are the sites that have been skipped over in the past precisely because of the difficulty and high cost of development.

The typical land value for a single family home lot in Marin County ranges between $300,000 and $900,000 in a jurisdiction like Novato, or $1 million and $5 million in a jurisdiction like Tiburon (Marin Housing Workbook, 2009). Vacant land within Larkspur is very limited. ~~Based on an informal staff survey of residential land costs in February of 2010, the average cost of a single family lot in Larkspur is approximately $600,000 ($3 million per acre, with an average lot size of 0.2 acres).~~ In the 2014, one vacant residential lot, of approximately 8,600 square feet, sold in

Larkspur for $510,000[48]. The value of residential land in Larkspur has not been significantly affected by the recession, and high land costs remain a substantial factor in the cost of providing housing. Major contributors to the cost of land are the amount of land available and the density of residential use allowed. Other factors such as site location, attractiveness of the neighborhood, difficulty of construction, proximity to community services, and any restrictions on development can affect cost.

Geographic Constraints

The natural beauty of the San Francisco Bay, the abundance of hiking and walking trails in the ridges beneath Mt. Tamalpais, and rolling acres of protected open space are largely responsible for making Larkspur a desirable place to live, work, or visit. However, while these beautiful natural features make invaluable contributions to the high quality of life in Larkspur, they also limit the City's buildable area.

Larkspur is bordered on the east by the San Francisco Bay, on the west and south by the Corte Madera Ridge, and on the north by the Southern Heights Ridge. These natural features confined the City's historic development along narrow corridors that have since become major transportation arterials. The Corte Madera Ridge is part of the Northridge Open Space Preserve, comprising approximately one quarter of the preserve's 1,000 acres managed by the Marin County Open Space District. A majority of the very few remaining vacant residential parcels in the City directly abut the Corte Madera Ridge. Their steep hillsides pose not only a financial obstacle to building housing (requiring extensive grading and slope stabilization), but a high risk to life and property due to natural hazards such as landslides, debris flows, and wildfires. The majority of Larkspur's existing housing units are moderate to high density multi-family units and are built on the most feasible parcels for such development. (See Appendix D, Natural Hazard Maps, for maps of fire hazard areas and seismic stability. Fire Hazard areas are established in Ordinance 846 (Larkspur Municipal Code 14.10).)

Most of the City's low-lying land in the east, directly adjacent to the Bay, lies within the 100-year flood hazard zone. Much of this land is already developed with both high density (Larkspur Landing area) and low density (Greenbrae) residential, commercial and industrial development (including Marin Country Mart and Bon Air Center). In addition to the existing flood risk, the effects of accelerated sea level rise may put development in the flood zone at further risk of inundation and expand the flood zone to inland areas not currently at risk of flooding. Considering the potential risks posed to existing development, further intensification of development in the flood zone should be carefully examined by developers, businesses, and the City.

Infrastructure Availability

Infrastructure, services and utility needs for future development are addressed through the development capacity established in the Larkspur General Plan. They do not represent a constraint to development as policies and programs are in place to assure that infrastructure and services will adequately serve new in-fill development. Sites closer to services and transit offer opportunities to provide in-fill housing with limited impacts on traffic conditions. It is noted, however, that much of the existing pipeline infrastructure is aging and, as monies are available to the respective agencies, sewer and drainage pipes will need replacement.

[48] Realtor.com, accessed 12/1/14.

The Marin Municipal Water District (MMWD) is a special purpose district with the responsibility for providing water services throughout southern Marin County, including Larkspur. The District obtains 75% of its water supply from seven reservoirs located throughout Marin and 25% through the transfer of water from the Sonoma County Water Agency (SCWA). There have been restrictions placed on new water connections in the past due to drought conditions, but there is currently no moratorium on new hook-ups.

MMWD plans for long-term supplies based on the build-out of the general plans of cities it serves through the Urban Water Management Plan (UWMP), a long-range plan that must be updated every five years. According to the current UWMP, the District's existing water supply sources, in combination with the conservation program, are projected to be sufficient to meet the needs of the MMWD service area for the planning horizon of 2010-2030. MMWD's operational yield (the amount of water that can be supplied in all but the driest years) is ~~28,400~~ 28,500 acre-feet annually (afa)~~, while the average annual use within the district is~~ . In 2010, MMWD delivered ~~29,745~~ 22,741 ~~afa~~ acre feet of water to customers. [49] ~~(MMWD, 2008). The drop in yield reflects the below-average rainfall experienced in the County (and the State) in the past five years. MMWD projects a growing supply deficit over the next fifteen years, mainly due to reduced pipeline capacity for the districts that supply water from the Russian River (including SCWA and North Marin Water District; MMWD, 2007). Additionally, in 2009 SCWA announced that it would be reducing service between 30% and 50% as a result of reduced rainfall and storage in the Russian River (MMWD, 2009).~~

~~Without implementation of new conservation programs, MMWD projects that the annual deficit in water supplies will grow from 4,200 afa in 2010 to 6,700 afa by 2025 (MMWD, 2007). This scenario would constitute a "serious water supply deficit" and could impact MMWD's ability to serve new housing developments (MMWD Water Conservation Master Plan, 2007). However, in 2007 the MMWD Board of Directors approved a $44 million conservation program to help mitigate the impacts of reduced water supply.~~

MMWD partnered with the Las Gallinas Valley Sanitary District in 1981 to develop a water recycling plant, which now provides over 650 acre-feet per year of recycled water for irrigation and other non-potable industrial and commercial uses to 323 service connections ~~(MMWD, 2009)~~. MMWD is also exploring desalination of ocean water as a long-term source of potable water. MMWD built a pilot desalination plant in 2005 in Richardson Bay in San Rafael, and in August of 2009 the Board of Directors ~~approved~~ certified the EIR for a permanent plant in the same location with the initial capacity to deliver 5 million gallons per day (mgd) and the potential to expand to 15 mgd. However, in August of 2010, the District adopted Ordinance 420 requiring a majority vote by District voters prior to approval of financing or construction of a desalination facility.[50]

To be eligible for water service, a residential structure to be served must be within 125 feet of a water main, either an existing main or an extension of the main. Otherwise, a variance to the standard must be obtained. As of ~~2009~~ 2014, the connection fee is $29,260 per acre-foot of estimated annual consumption ~~(MMWD, 2009)~~. California Government Code Section 65589.7 requires that public and/or private water and wastewater providers, in their current and future resource or service allocations, give priority for service hook-ups to proposed housing

[49] 2010 Urban Water Management Plan, Marin Municipal Water District.
[50] 2010 Urban Water Management Plan, Marin Municipal Water District.

development projects for lower-income households that meet the community's share of the regional need for lower-income housing.

Larkspur's wastewater collection is provided by Sanitary District ~~#~~No.1 of Marin County, which serves the Ross Valley. Wastewater treatment is provided by Central Marin Sanitation Agency (CMSA) at the plant located on Anderson Drive in San Rafael. CMSA is a joint powers agency whose member agencies include the San Rafael Sanitation District, Sanitary District ~~#~~No. 1 (Ross Valley Sanitary District), Sanitary District # 2 of Marin County, and the City of Larkspur. Sewer capacity is not a constraint to housing development in Larkspur.

Financing

~~Financing for above moderate or market rate housing is not constrained for those who can qualify. It is difficult, however, for first-time homebuyers without capital or equity to qualify for financing without incomes of $100,000 or greater. For example, the income required for a $400,000 mortgage at 7.5% is about $100,000, which requires a monthly payment of about $2,800. In response to the faltering real estate market, lenders have also required developers to shoulder more of the cost of development, making loans difficult to obtain both for homebuyers and builders. Non-profit affordable housing organizations, which raise most funding for housing developments from donations from the private sector, may also have difficulty securing funds in the down economy.~~

~~Nationwide, there was a sharp drop in multi-family housing construction during the 1990's that contributed to low vacancy rates and rising rents. According to a study conducted by University of Southern California demographer and planner Dowell Myers, the reason for the drop was due to the loss of federal tax credits, local resistance to apartment construction, litigation and liability issues, and population changes. Until the 1990's single-family and multi-family permits were fairly evenly matched in California, but in the past decade multi-family permits have represented only 22 percent of the total (Baird +Driskell, 2004). Rental construction has become increasingly costly due to the same economic factors affecting single-family home construction. For these reasons many developers prefer to use scarce land to build units for sale in order to realize an early profit and minimize risk. Units for sale are also easier to finance during construction.~~

~~The current nationwide economic recession and flailing housing market have left many previous homeowners in foreclosure, many of whom are now turning to the rental market. With the flood of new renters into the housing market, multi-family housing may become more desirable for local communities, thereby eliminating some of the financial disincentives to building rental multi-family housing. However, as foreclosure rates in Larkspur are still relatively low, there is no indication that demand for multi-family housing will be substantially greater in response to the economic crisis.~~

Over the past year, mortgage rates for conventional 30-year fixed rate loans have ranged between 4.2 percent and 4.6 percent for a 30-year fixed rate loan (HSH.com). These conforming loans, which are backed by the federal government through the Federal Housing Administration and the Government Sponsored Entities of Fannie Mae and Freddie Mac, are generally available to home buyers with good credit histories and adequate down payments. Interest rates on non-conforming loans (also known as "jumbo" loans) for loan amounts over $625,500 (in Marin County) are about one-quarter percentage point higher than conforming loan rates, and are more difficult to secure.

Tighter lending standards have made it harder to get a home loan, especially for those with poor credit scores and virtually impossible for a borrower with undocumented income.

Small changes in the interest rate for home purchases dramatically affect affordability. A 30-year home loan for $400,000 at five percent interest has monthly payments of roughly $2,150. A similar home loan at seven percent interest has payments of roughly 20 percent more, or $2,660.

Construction loans for new housing are very difficult to secure in the current market. In past years, lenders would provide up to 80 percent of the cost of new construction (loan to cost ratio). In recent years, due to market conditions and government regulations, banks require larger initial investments by the builder. Many builders are finding it nearly impossible to get construction loans for residential property at the current time, with the exception of limited funding available through local banks, and must rely on private funds or seller carry-back loans. Banks that are underwriting construction loans are requiring 25 to 35 percent cash equity; interest rates range from 4 to 6 percent. Loans for land acquisition are extremely difficult to secure, and lenders will typically provide financing for only 50 to 65 percent of the land value, at an interest rate of approximately 7.5 percent, for projects that are permit-ready.

Affordable housing developments face additional constraints in financing. Though public funding is available, it is allocated on a highly competitive basis and developments must meet multiple qualifying criteria, often including the requirement to pay prevailing wages. Smaller developments with higher per unit costs are among the hardest to make financially feasible. This is because the higher costs result in a sale price that is above the affordability levels set for many programs. Additionally, smaller projects often require significant inputs of time by developers, but because the overall budget is smaller and fees are based on a percentage of total costs, the projects are often not feasible. These conclusions were developed in research done for the 2009 Marin Housing Element Workbook.

Community Concerns

Potential opposition to affordable housing exists in many communities throughout the Bay Area. Design plays a critical role in creating new developments that blend into the existing neighborhood, especially in higher density developments that might otherwise seem out of place. Good design can help ensure that high-density developments are not bulky or out-of-scale. Through sensitive design, a building's perceived bulk can be significantly reduced to create a development that blends with the existing character of the neighborhood. Design strategies, which the City often requires of multi-family developments to minimize the perception of bulk and create a blending with the community, do not necessarily increase costs. These include:

(1) Minimize building heights;
(2) Break-up the building "mass" in its architecture and detailing (e.g., create several smaller buildings instead of one large building);
(3) Vary the roofline;
(4) Create a three-dimensional facade (rather than a massive, flat facade);
(5) Step-back the building height, with the lowest part of the building towards the street and adjacent properties, locating the highest part of the building towards the center of the property;
(6) Site the building appropriately in relation to surrounding buildings;
(7) Use architectural design, landscaping, materials and colors that fit with the area;
(8) Use landscaping to blend the buildings with the natural setting;

(9) Provide for open space and pathways throughout the development.

The community's most often expressed concerns are about the impact new development of any kind will have on traffic congestion and the character of the community. These are very valid concerns. Therefore, it is important that housing not only be designed to fit into the character of the community but also be spread out throughout the community. For example, much of the housing need can be met by mixed-use developments on various existing commercial sites, and not solely concentrated on the few remaining vacant sites. Building on sites that are already utilizing parking areas and traffic corridors reduces major impacts to congestion and may enhance community character by locating residences within walking distance to employment areas, shops, restaurants, grocery stores, and public transportation.

Working with Non-Profit Housing Developers

The key to the success of non-profit developers lies in three areas:

(1) In their ability to draw upon a diversity of funding sources and mechanisms to make their developments work financially;
(2) In their commitment to working cooperatively and constructively with the local community, including local officials as well as neighborhood residents;
(3) In their long-term commitment to ensuring excellence in design, construction and management of their developments, thereby creating assets that are valued by the people who live in the developments as well as their neighbors and others in the community.

The Nonprofit Housing Association of Northern California (NPH) serves as a local networking agency, advocacy group and resource organization for affordable housing developers in the Bay Area and elsewhere in California. Some of the affordable housing developers and housing services providers that have been active in Marin County in recent years include EAH, North Bay Housing, Citizens Housing, and BRIDGE Housing Corporation. Though funding from the private sector may be more difficult to obtain in the current ~~down~~ economy, non-profit developers have remained dedicated to providing affordable housing throughout Marin, and the City will continue to cooperate and collaborate with non-profit developers to ensure that housing is provided even under depressed economic conditions. EAH's Drake's Way project overcame several financial obstacles with the aid of government grants, private financing from local banks, and reduced or waived fees from the City.

Potential Governmental Constraints and Opportunities

The City of Larkspur is approximately four square miles. The varied topography of this limited area impacts opportunities for additional housing development. As with other cities, Larkspur's development standards and requirements are intended to protect the long-term health, safety, and welfare of the community. The City of Larkspur charges fees and has a number of procedures and regulations it requires all developers to follow.

Land Use Policies

There are many locally imposed land use and building requirements that can affect the type, appearance, and cost of housing built in Larkspur. The Larkspur General Plan establishes the locations where housing can be built and the density of units per acre. The Zoning Ordinance sets physical standards for development (e.g. lot size, setbacks, height limits, floor area ratio, parking requirements) and, when design review is required, it defines the issues to be addressed. Table 19 below shows the City's zoning districts which permit residential development and their associated residential development standards.

Land-use controls can be viewed as a constraint in that they determine the amount of land to be developed for housing and establish a limit on the number of units that can be built on a given site. The General Plan land use designation "Low Density" allows up to five dwelling units per acre. "Medium Density" allows up to 12 units per acre, and "High Density" allows up to 21 units per acre. ~~Each of these densities can be increased by 25%~~ Developers may request higher densities for projects ~~meeting the requirements for an affordable housing density bonus~~ providing certain percentages of affordable housing, as provided for by State Law and the City's Density Bonus Ordinance (LMC 18.26).

The commercial land use categories in the General Plan encourage the development of residential units above storefront commercial. In 2004, ~~under the previous Housing Element,~~ the City's C-1, Restricted Commercial, and C-2, Commercial, zoning districts were amended to allow residential units to be constructed over storefront commercial as was already allowed in the SD, Storefront Downtown, zoning district. The GD, Garden Downtown, zoning district allows multi-family and mixed-use housing as permitted uses. In 2014, these zoning districts were amended to allow development of second units on "non-conforming" single-family residential properties within the districts.

Policy C of the Circulation Element of the Larkspur General Plan is intended to ensure new development does not exacerbate existing traffic congestion along Sir Francis Drake Boulevard during peak evening commute hours. Circulation Element Policy C was amended in 2004 to allow for the potential development of mixed-use affordable housing units on existing commercial sites north of Corte Madera Creek, particularly for senior housing. The Policy states:

> "~~Except for single-family homes and vacant properties, proposed changes in existing use shall not add traffic to Sir Francis Drake Boulevard~~To minimize traffic increases on Sir Francis Drake Boulevard, properties north of Corte Madera Creek shall not generate additional PM peak traffic over existing levels by a change of use or building addition. Exempt from this policy are: (1) singly-developed single-family homes, (2) vacant properties, and (3) residential development projects where no less than: 15% of the units are dedicated to very-low income households and 10% to low-income households and 25% to moderate-income households, or where 50% of the units are senior and/or disabled housing. TSM (transportations system management) should be considered and may be used to maintain existing levels of traffic generation, where feasible."

~~In 2004, this Policy was amended to allow for the potential development of affordable housing units on existing commercial sites north of Corte Madera Creek, as mixed-use projects, particularly for senior housing.~~

Zoning and Development Standards (Including Permit Processing)

Zoning. Larkspur has traditionally encouraged, but not specifically required, high architectural standards for new development. Current City zoning regulations require Design Review approval for development or substantial remodeling of single family dwellings, residential structures within planned developments, and multi-family developments and to ensure consistency with the ~~City's Historic Preservation Overlay Districts~~ Combining Heritage Preservation District. Most of the ~~remaining developable~~ sites identified in the housing opportunity sites inventory have ~~significant~~ environmental constraints, which may require extensive review and analysis by the City (e.g., Slope Use Permits). All City building requirements are consistent with the California Building Code. General Plan and Zoning Ordinance amendments adopted pursuant to the 2004 Housing Element ~~programs~~ provide additional incentives for multi-family housing, and allow increased densities in certain zones to make affordable housing more feasible. Table 19 shows current residential zoning standards.

Government policies and procedures affect the supply and cost of housing. Land use controls, such as zoning, have the greatest direct impact, but development approval procedures, permit fees and building codes affect housing costs as well. Larkspur has historically permitted more multi-family housing development than any other community in southern Marin County, and multi-family units are the most common type of housing found in the City. Multi-family development will continue in areas with immediate access to major roads and commercial areas; however, much of the remaining residentially zoned land will be limited to single-family housing due to the physical constraints of the property (e.g., access problems, visual prominence, heritage trees, steep slopes and geological problems).

Though Larkspur encourages developers to submit proposals reflecting high architectural standards, it is not a condition of development, and the design review process has helped to assure "quality" development within the City. The City recognizes that high design standards can increase construction costs and may conflict with the economics of low- and moderate-income housing development. It has been found, however, that non-profit housing groups (such as EAH) strive for a certain level of quality that has been acceptable to the City with little change. The City has also allowed for design modifications to reduce construction costs, as demonstrated in the Drake's Way project. The Rose Lane development has sustained high quality architecture for the affordable townhomes fronting along Doherty Drive as well as the affordable units built within the senior component of the project.

Table 21. Zoning Districts and Regulations for Residential Development

Permitted Use				**Setbacks (ft)**					**Parking**	
Zone	**Lot Area Req. (sf)**	**Width (ft.)**	**Lot coverage**	**Front**	**Side**	**Rear**	**Bldg Ht (ft)**	**Density (du/ac)**	**Unit**	**Guest**
R-1	7,500	60	40%	20	6*	15	30	5	2	2
R-2	8,000	60	50%	20	6*	15	35	12	2	1.5
R-3	2,000	50	50%	15	8	15	35	21	**See below**	
T-R	7,500	n/a	40%	20	6	6	15	5	n/a	n/a
SD	n/a	n/a	n/a	n/a	n/a	n/a	25**	21 (A)	1	n/a
GD	n/a	50	n/a	n/a	n/a	10	25**	21 (A)	1	n/a
TD	n/a	n/a	n/a	20	6	10	25**	21 (A)	1	n/a

C-1	n/a	n/a	n/a	10	0	0	25**	21 (A)	1	n/a
Conditional Use										
C-2	2,000	n/a	n/a	15	10*	15	25	(A)	1	n/a
PD**	PD district regulations vary depending on the project's specifications.									

T-R= Tidelands Residential (Larkspur Boardwalk). SD= Storefront Downtown. GD= Garden District Downtown. TD= Transitional Downtown. C-1= Restricted Commercial. C-2= Commercial.
* 10 ft. required for street facing yard on corner lots.
** Or 2 stories; whichever is less.
(A) Unit density is subject to site constraints including parking and building size (second-story residential units exempt from building FAR; 1 parking space per unit).

R-3 Parking Requirements	**Unit**		**Guest**
	Rental	*Condominium*	
Studio/1 bd	1	1	4 spaces for the first 5 units and one additional space for each additional 5 units or portion thereof.
2 bd	1.5	2	
3 bd	2	2.5	
4 bd	2	2.5	

The City's parking requirements for single-family homes and second units (i.e., two parking spaces plus two guest spaces for single-family homes, plus one additional parking space for a second unit) can be a factor in increased housing costs. The parking ratios for multi-family developments are significantly less and vary according to the number of bedrooms per unit and whether the units are rentals or condominiums. A condominium project of 20 two-bedroom units, for example, must provide 47 parking spaces, including guest spaces. These standards may need reexamination to allow for reductions in parking for affordable housing projects or units located close to public transit. In the commercial districts, parking over commercial requires only one space per unit. Under the CLASP, parking standards for age-restricted units or affordable units may be reduced by the Planning Commission, as was done for the age-restricted multi-family units in the Rose Garden project. Parking standards for the CLASP and Downtown Specific Plan are listed in Table 20. Parking requirements have not posed a barrier to single and multi-family housing project approval or feasibility.

~~The City enforces energy conservation standards enacted by the State, in addition to its own Green Building Ordinance (LMC 18.17) that encourages energy and water conservation (see page 66, "Opportunities for Energy Conservation"). The standards may increase initial construction costs, but over time will result in energy and fiscal savings.~~

Through the City's code provisions for Planned Development and Residential Master Plan Districts, the City is open to investigating ways to reasonably apply open space requirements and to allow for flexibility in applying other development standards, such as FAR, height limits, density, parking, etc., based on the location and design of the development, compatibility with adjacent uses, and the type, size, and income levels of the occupants of the housing. In this regard, it is recognized that smaller, more affordable housing near transit and services will generate fewer trips, lesser area-wide impacts and will require less parking.

Table 22. CLASP and Downtown Specific Plan Parking Standards		
CLASP		
Multi-family and Cottage Homes*	*Unit*	*Guest*
Studio or 1 bedroom	1	1 guest space for every 4 multi-family or cottage units
2 bedroom	2	
3+ bedroom	2.5	
Multi-family (age restricted)*	0.9	n/a

Single-family detached**	3	n/a
Downtown Specific Plan		
Residential	1	n/a
* Further reductions for very low and low income units at the discretion of the Planning Commission. ** 1 tandem space per unit may be used to satisfy parking requirement.		

Circulation Assessment Permit. The City requires a Circulation Assessment Permit (CAP) for development projects that have the potential for increasing traffic depending upon their location and traffic generation: a) for projects located north of Corte Madera Creek that would generate more than one peak hour trip; and b) for projects south of Corte Madera Creek that would generate ten or more peak hour trips or would consist of 5,000 square feet of floor area or more. The CAP requires a traffic impact study to determine the effect of traffic generation on intersections and roadway sections of the City's primary circulation system. The CAP permit identifies where potential traffic impacts fees, on- or off-site improvements, and/or transportation systems management (TSM) programs are required to address Level of Services (LOS) standards and traffic volumes on roadway segments. As discussed below, Section 18.15.040 of the zoning code specifically exempts development of affordable housing units and second dwelling units from payment of the traffic impact fees. Additionally, the City may also waive fees, improvements and/or TSM measures for projects that are determined to have an "overriding public benefit that will sufficiently offset adverse traffic impacts".

Development Standards. In addition to zoning and subdivision regulations and the policies of the City's General Plan and Specific Plans, the City has development standards (or "design and improvement standards") for subdivisions that are outlined in an Interim Design and Improvement Standard Resolution dated December 1977. Currently, the City is relying on the County of Marin's Uniform Development Standards adopted in 2008.~~ordinances from Marin County and the City of Novato in the update process.~~ A comparison of the City's current standards with other cities indicates that the City's existing standards are not significantly different from other jurisdictions in Marin County (i.e., Monahan's Drake's Cove subdivision was approved with 30' roadway right-of-ways). Likewise, curbing, sidewalks, street widths, and utility standards are also similar or not significantly different. It is further noted that the driveway and parking standards were modified to accommodate the EAH Drake's Way development, which is built on a steep hillside.

Because the City is relying on ordinances from other Marin County cities it is unlikely that, when they occur, the resulting updated standards will differ significantly from the other jurisdictions. The development standard update process will include an analysis of whether there are any standards that could be modified to facilitate the development and improvement of affordable housing (e.g., allowing the integration of curbs and sidewalks to reduce costs). It is important to note, however, that there are few remaining sites in Larkspur where development has not already been approved, which would require significant subdivision improvements. The street widths, sidewalk, and utility standards are already established, and in most cases already in place, for infill parcels.

Dedications and Fees. The cost of building permits and payment of impact fees can act as a constraint to the development of affordable housing. Planning review deposits are collected to recover the cost of staff time and city resources expended processing development permit applications. Portions of building permit costs are intended to provide cost recovery to the City for plan checking and building inspections. However, according to the 2001 Marin County Grand Jury Report, Larkspur's building permit fees were only recovering 60% of the cost to provide the service. Since then Larkspur has raised its fees in order to better account for the actual costs

absorbed by the City; however, they are still below full recovery. Therefore, while building permit costs are a financial factor to be considered in the development of housing, for the foreseeable future, the fees are less than the cost of providing the service and less expensive than many other jurisdictions. Table 23 outlines the City of Larkspur's residential Planning and Building permit fee schedule (current as of ~~February 2010~~ November 2014).

When development projects reach certain levels of increased traffic generation in the peak commute hour, they are required to pay traffic impact fees. The fees are used to make improvements to the primary circulation routes of the City to ~~facilitate~~ mitigate the increase in traffic. Section 18.15.040 of the zoning code specifically exempts development of low and moderate income housing units, second dwelling units, and single-family residences constructed on lots in existence prior to 1986 from payment of the fees. Other market rate residential projects are required to pay $3,399.00 per vehicle trip generated in the p.m. peak hour beyond the traffic generated by the prior use of the property.[51]

The City has also enacted a Street and Roadway Impact Fee to provide for the repair and maintenance of streets and roads damaged by construction activity for projects with a building permit job valuation of $10,000 or more. This fee is 0.0075 percent of project valuation, except that, upon written request, the City Council may waive the fee if the project is directly related to the construction of affordable housing units (Resolution 11/03).

Park dedication or payment of in-lieu fees for the development of housing is required to mitigate the recreational demand created by additional city population. Section 17.13.160 of the Municipal Code allows the City Council to waive payment of the fees upon making the finding that the housing is affordable housing as defined in the Housing Element. Likewise, it has been the practice of the City Council to waive the in-lieu fee in those instances. ~~Development~~ Developers of subdivisions containing market rate residential units are required to dedicate parkland or otherwise pay park dedication in-lieu fees based on the building type ranging from $2,509 per multi-family unit to $4,153 per detached single family residence. Additionally, such units would also require a park improvement fee ranging from $921 per multi-family unit to $1,524 per detached single family residence, which can also be waived.[52]

The City of Larkspur's fees are not a significant constraint to the development of residential and affordable housing for several reasons:

1) Most planning fees are limited to time and materials consistent with State law and are ~~comparable to~~ within the average range of fees charged by other cities in Marin (~~see Table 22~~ Marin Housing Workbook, 2009).
2) Fees are fairly standard and are not unduly burdensome or considered to be an impediment to development.
3) Impact fees are the minimal necessary to support the infrastructure to serve the new homes and have not been updated in recent years, and therefore do not reflect the true impact costs.
4) By ordinance, the City can, and has, reduce(d) planning and building permit fees for affordable units.

[51] City of Larkspur Resolution No. 39/92
[52] City of Larkspur Resolution No. 10/98

Development fees not controlled by the City include sewer and water connection fees and school impact fees. These fees are assessed and administered by the individual districts. Sewer and water hook-up fees can add significant costs to residential development and may present a barrier to the development of affordable housing. In 2008, the Marin Municipal Water District reduced its fees for second units and waived a deed restriction requirement for affordability for cities in its jurisdiction (the deed restriction requirement was reinstated in 2009). MMWD has also regularly granted fee reductions to low income housing units, including multi-family units and second units, since the early 1980s. These policies encourage and facilitate the development of affordable housing units. The Ross Valley Sanitary District does not currently have an established policy to reduce fees for second units and affordable developments, but the City continues to support the creation of such a policy (see Section 4, program H8.B).

Children in Larkspur attend schools in ~~three~~ four school districts: Larkspur-Corte Madera, San Rafael City, Tamalpais Union High, and Kentfield School Districts. Each district charges school impact fees ~~on residential development on a per square foot basis.~~ for new residences, additions, or conversion to habitable space of 500 square feet or more. In 2014, ~~T~~the rates ~~are $1.93~~ per square foot for Larkspur-Corte Madera, $0.91 (elementary) or $2.06 for San Rafael, and ~~$2.14~~ $2.89 for Kentfield School District. Tamalpais Union High School District does not currently charge a development impact fee.

The following tables identify the current fee schedule for the City of Larkspur, a breakdown of typical fees for three residential dwelling unit types (single family, multiple family, and second dwelling unit), and the percentage of the cost of fees relative to overall construction costs and other various utility and service district fees:

Table 23. Fee Schedule for Residential Development

Planning	
Planning Applications (e.g., General Plan Amendment, rezones, Variances, Design Review, etc.)	$500 to $5,000 deposits depending on type of application. When more than one application is required, the application deposit that is greatest is required plus an additional $500 deposit.~~*~~
Building	
Base Building Permit	Based on project cost (e.g., 4-plex w/valuation of $2,000,000 =$12,832.75; Detached Single Family Unit w/valuation of $800,000 =$6,470.75)
Electrical	$96 minimum or 10% of base building fee, whichever is greater
Plumbing	$96 minimum or 10% of base building fee, whichever is greater
Mechanical	$96 minimum or 10% of base building fee, whichever is greater
Energy Insulation	$96 minimum or 10% of base building fee, whichever is greater
Access Compliance Fee	20% of the Base Building fee
Green Building Fee	25% of the Base Building fee
Plan Check Fee	65% of the permit fees above (due at submittal) or actual cost to the jurisdiction plus 5% overhead fee
Ordinance 428, Property Development	$25/bedroom; $75/master bedroom
SMIP (Seismic)	$0.13 for every $1,000 of work, $.50 minimum
SB 1424 (state)	$1.00 for every $25,000 of valuation
Plan Retention	Cost to scan approved plans, $2.62/sheet, $5.00 minimum
Planning Review	Planners hourly rate x time spent

Engineer Review	Engineers hourly rate x time spent
Business License fee	$0.50 for every $1,000 of job valuation
Street and Road Impact Fee	0.0075 x job valuation (for any valuation $10,000 or over)
General Plan Maintenance Fee	0.25 x job valuation
Other Fees	
Traffic Impact Fee	Required for new residential construction that meets one of the following criteria: new subdivisions, no existing residence on the site, or lot vacant for 5 years. $3,399/vehicle P.M. peak hour trip over existing.
Park In-Lieu Fees	Required for new residential construction that meets one of the following criteria: new subdivisions, no existing residence on the site, or lot vacant for 5 years. $4,153 per detached single family unit, $2,509 per multi-family unit.
Developer Impact Fees	Paid to the school district for new residences, additions or conversion to habitable space of 500 sq ft or more.

Note: Each fee is based on specific criteria, and not every fee is charged for every permit.
Current as of November 2014.

Table 24. Cost Examples for Various Residential Dwelling unit Types

Development Fees			
	Single Family Home	**8-unit Multi-family (per unit)[1]**	**Attached Second Unit**
Unit Size (sq. ft.)	3,500	1,250	700
Common area (sq. ft.)	0	0	0
# Bedrooms each unit	4	2	1
Cost of construction (sq. ft.)	$300	$200	$250
Project Valuation	$1,050,000	$250,000	$175,000
City Fees			
Discretionary Planning Review (Appx.)	$4,000	$3,000	$1,500
Second Unit			
Traffic Impact Fee	Exempt	$2,107	Exempt
Park Dev Fee	5,677	3,430	3,777
General Plan Maintenance Fee	$2,625	$625	$438
Road Impact Fee	$7,875	$1,875	$1,313
Building Permit	$8,035	$2,558	$1,974
Plan Check	$8,618	$3,076	$2,117
Energy Fee	$804	$256	$197
Electrical	$804	$256	$197
Plumbing	$804	$256	$197
Mechanical	$804	$256	$197
Green Building compliance	$2,009	$639	$494
Accessibility compliance	$0	$512	$0
State Seismic Fee (SMIP)	$137	$33	$23
Planning review	$101	$101	$101
Engineering review	$288	$144	$144
Fire review	$160	$80	$80
Revolving fee	$42	$10	$7

Non-resident contractor fee	$525	$125	$88
Bedrooms - Ord. 428	$150	$100	$75
Plan/Document retention	$100	$60	$60
CITY FEES TOTAL	$43,555	$19,497	$12,978
	-	-	
Estimated Fees of Other Districts	-	-	
Water Connection - MMWD[2]	$9,071	$9,071	$2,341
Sewer - Ross Valley Sanitary District[3]	$6,224	$5,042	$5,042
Sewer - Central Marin Sanitation Agency[4]	$5,261	$5,261	$5,261
Schools - Larkspur School District	$13,790	$4,925	$2,758
DISTRICT FEES TOTAL	$34,346	$24,299	$15,402
TOTAL FEES (per unit)	$77,901	$43,796	$28,380

[1]Fees are shown here on a per unit basis for comparative purposes. Some fees, such as the Design Review fee, are charged for the entire project and not on a per unit basis.
[2]Water connection fees are based on estimated consumption, which ranges from 0.24 to 0.38 acre foot, depending upon area. This example averages the high and low amounts. The Water District also charges for water meter installation.
[3]Sanitary district fees ae based upon number of fixture units, which range from one unit for a wash basin to three units for a toilet. The base charge of $4,532 includes 23 fixture units. Additional fixture units are charged at the rate of $197 each. The single family example assumes 29 fixture units.
[4]Capacity charge is based on the 2013 schedule. Fees are indexed to inflation.

Source: City of Larkspur Planning and Building Departments; Marin Municipal Water District; Ross Valley Sanitary District; Central Marin Sanitation Agency; Larkspur School District

Table 25. Percentage of City's Fees for Residential Development

	Single-family	Multi-family (per unit)	Second Unit
Construction costs	$1,050,000	$250,000	$175,000
Land costs	$600,000	$165,000	$0
Typical estimated cost of development per unit (land and construction costs)	$1,650,000	$415,000	$175,000
Total estimated City fees per unit	$43,555	$19,497	$12,978
Estimated proportion of City fee cost to overall development cost per unit	3%	5%	7%
Total estimated special district fees per unit	$34,346	$24,299	$15,402
Estimated proportion of special district fee cost to overall development cost per unit	1%	2%	9%
Total estimated fees per unit	$77,901	$43,796	$28,380
Estimated proportion of total fee cost to overall development cost per unit	3%	7%	16%

Permit Costs and Processing Time. Costs associated with the time it takes to obtain planning permits for development can be significant (basic fees charged by the City are summarized in

Table 23). These costs are highly variable and are related to developer overhead, financing, and start-up costs, as well as the length of the permit-processing period. It is generally accepted in the building industry that the cost of construction increases as processing time increases.

The cost to process planning permits for development is based on time and materials. However, as Program H7.G in this Housing Element states, the City will "Consider waiving or deferring development fees for housing projects targeted to lower-income households when needed to ensure project feasibility." It has also been the City Council's practice to waive planning processing costs incurred by staff. However, the fees charged by outside consultants hired by the City to work on the project cannot be absorbed by the City and are the financial responsibility of the applicant.

Frequently, for large or complicated development projects, a planning consultant is hired to process the application because a consultant can devote concentrated time to the application and expedite the processing. It is, and continues to be, the policy of the City (Policy H7.6 and Program H7.F) to "provide priority processing for all development applications that provide more low-and moderate-income units than are required by the city's inclusionary policy to reduce the required processing time." So, to the extent that an application can be processed quickly, the cost of the consultant is partially offset in saved time.

A development application for a single-family house generally takes less time to review than an application for a multi-family development. Currently, when a proposed single-family residence or second-story addition is not subject to special environmental constraints and is in conformity with zoning, then only design review is required. Once an application is deemed complete, it is generally scheduled for hearing within a month, and after approval it is possible to process the required building permits in one month. The design review process was adopted due to a concern about the construction of "monster" homes on infill lots and the potential loss of existing smaller homes.

Inclusionary Housing Requirements and Affordable Housing Fund. The City's Inclusionary Housing regulations (LMC 18.25) require at least 15 percent of units in residential developments of five to 14 units to be affordable to low and very low income households (rental) or low and moderate income households (ownership). At least 20 percent of developments of 15 or more units must be affordable to low and very low income households (rental) or low and moderate income households (ownership). The ordinance also requires subdivisions of two or more parcels where five or more additional units could be constructed to set aside developable parcels to allow for the future development of the equivalent percentages of affordable units as outlined above. The applicant or another for-profit or nonprofit applicant may develop the set aside land. The units may be rental or owner-occupied. The method of providing inclusionary units from lot subdivisions would be specified in the conditions of approval of each applicable subdivision.

A developer can meet the inclusionary housing requirements by an alternative equivalent action, established by the ordinance as including following:

- Dedication of vacant land suitable for housing to a non-profit housing development (fully improved, free of toxic substances, appropriately zoned, and large enough to at least accommodate the required number of units).
- Transfer of inclusionary unit credits.

- Construction of affordable units on another site or enforcement of required rental/sales price restrictions on existing market-rate dwelling units consistent with the ordinance's household income restrictions.
- Development of second dwelling units (may only satisfy 50 percent of the required affordable units).

In order to use an alternate equivalent action, the developer must show how the alternate action will further the City's affordable housing opportunities to an equal or greater extent than providing the inclusionary units. The City Council has sole approval of alternate equivalent actions.

A developer of five to 14 units may satisfy the inclusionary housing requirements by paying in-lieu fees for the affordable units. A request for in-lieu fee payment must include: a report containing sufficient independent financial data showing why developing the affordable units is infeasible; all overriding conditions that prevent the development from meeting the inclusionary requirements; and an analysis of why the overriding conditions cannot be mitigated by incentives and concessions offered by the City. Concessions and incentives include reducing site development standards and reducing, waiving, or reimbursing fees. ~~Projects that provide more than the minimum required affordable units would be eligible for density bonuses and other financial incentives (to be reviewed and approved by the City Council).~~ Current in-lieu fees are listed in Table 23.

The City requires developments of 15 or more units to provide a minimum of 20% of the units to be affordable to low and very low income households (rental) or low and moderate income households (ownership). This requirement may qualify the applicant for a State density bonus, which provides density bonuses on a sliding scale according to the affordability mix and percent of affordable units in a project. A rental project that provides 20% low income units is entitled to a 35% density bonus as well as concessions designed to ensure the feasibility of the project. The density bonus and incentives (such as relief from zoning standards) are designed to reduce the cost of providing the mandated affordable units.

Affordability of inclusionary housing units may be established by regulatory agreements, resale restrictions (ownership units), or in deeds of trust in perpetuity, unless reduced by the City Council to a specific term to meet the requirements of a financing institution or subsidy program. Thus far, the City has not collected any in-lieu fees from approved developments, as the developments have either accommodated the required affordable units or an alternate equivalent action. The Rose ~~Garden~~ Lane project met its inclusionary unit requirement by providing affordable second units, cottages, and single-family homes within the market-rate development. The Drake's Cove project donated vacant land to non-profit housing developer EAH as an alternate equivalent action, thus facilitating the construction of 24 very low income units at Drake's Way.

Table 26. Inclusionary Housing In-Lieu Fees

Project Type	In-Lieu Fees per Affordable Housing Unit (Note: The fees per affordable unit do not change based on project size)
Rental Units	$213,267
For-Sale Units	$338,126

State Density Bonus Law. Government Code sections 65915-65918 ("State density bonus law") requires that municipalities grant density bonuses and, if applicable, certain development standard concessions when a developer agrees to dedicate a certain percentage of housing units to low-income households (as defined in state law), child care facilities, and/or senior housing. The density bonus essentially allows the development of housing units in excess of that allowed under the zoning ordinance on a sliding scale, based on the number of affordable units provided and the level of affordability. Concessions are available in cases where the developer may have the ability to develop affordable units if the municipality allows certain exceptions to development standards (e.g., setback and parking requirements). ~~In its request, the developer must assert reasons as to why the exceptions are needed in order to make the project feasible to provide the affordable units.~~

State density bonus requirements apply only to new developments with five (5) or more residential units. State density bonus law requires all cities and counties to adopt an ordinance that describes how the jurisdiction will implement existing State density bonus law. The City adopted Ordinance No. 999 in January of 2015 addressing the process by which the City will process and review requests for density bonuses, incentives, and/or concessions.

Design Review. Multi-family development proposals are subject to design review. In practice, the design review of a project by the Planning Commission has not added processing time to an application, since most multi-family development proposals require Planning Commission approval of a slope use permit, circulation assessment permit or tentative map due to the site location or the applicant's wish to subdivide or build condominiums. Discretionary permits are always processed concurrently. Further, though design review is subjective to some extent, the policy of the City Council and Planning Commission has been to focus on concerns with bulk and mass and how the architecture accentuates or minimizes these components rather than the specific details of the design.

The City's design review criteria, as outlined in the Zoning Ordinance, are typical and straightforward. They include the following:

- The need for the design to be done by a person who under the building code is designated as legally competent to submit the project application.
- The preservation of the natural landscape, particularly the preservation of heritage trees.
- The relationship between structures within the development and with the neighborhood and other surrounding development.
- The materials and colors used for siding, glazing, roofs, and concrete surfaces (what is acceptable is clearly explained in the ordinance).
- Walls, fences or screening.
- Design of drives, parking and circulation
- Garbage and refuse collections areas
- Signs
- Exterior lighting sources
- Landscaping
- Construction impacts.

The findings for slope use permits focus on impacts on views and environmental characteristics of the site (e.g., geological features, drainage ways, etc.), construction management measures, best engineering practices, fire safety measures, health, safety, and welfare of persons residing or working in the neighborhood, and General Plan consistency. Findings for Circulation

Assessment Permits focus on consistency with the General Plan and any applicable Specific Plan, peak hour trip generation and impacts on intersections and roadway segments relative to the General Plan standards, provisions for specific transportation system improvements that may be required, payment of applicable traffic impact fees, and the public benefit of the project.

As evidenced by the past approvals of affordable housing projects and projects with an affordable housing component, e.g., Edgewater Place, Cape Marin, and Drake's Cove/Drake's Way, the City's criteria and design review process has not been detrimental to the construction of affordable housing. It is also noted that in recent years the non-profit housing organizations have recognized the need for designs that are compatible with the community and the aesthetic quality of their projects further facilitate the design review process.

Many major projects, however, also require environmental review~~s~~ (either negative declarations or environmental impact reports)~~, public hearings and extensive local review~~. The total length of time from the initial developer contact with local officials to final map and approval can exceed two years. The City has taken actions to reduce processing time and potential delay for residential projects by encouraging developers to meet with neighborhood residents and allowing the combined processing of certain applications, and hiring consultants that are able to focus on the project. Multi-family development proposals proposed on non-environmentally sensitive land and in a multi-family zone can be acted upon within 60 days of a complete application submittal. However, except for the Sanitary District Property and the Central Larkspur Specific Plan area for which precise development plans have been approved, there is very little vacant residential land remaining that is not environmentally sensitive.

Environmental Review- CEQA. Much of the remaining developable land in the City has significant environmental and land development constraints, such as access problems, visual prominence, steep slopes and geological problems, which require extensive review and analysis of proposed projects to assure appropriate site planning and design. This is indicative of the fact that the City is close to build-out. The City of Larkspur follows the procedures set forth in the California Environmental Quality Act (CEQA) and Guidelines and processing time for ~~multi-family~~ residential projects is dependent on whether an Environmental Impact Report (EIR) is required. Barring significant environmental constraints, CEQA Section 15332 ("Infill Development Projects") allows the City to categorically exempt from CEQA review infill development consistent with the Larkspur General Plan and Zoning requirements.

Environmental review for projects, which are not categorically exempt and have no significant impacts or which mitigate impacts to less than significance, normally takes less than 60 days to accomplish, and is required by law to be completed in no more than 105 days from the time a completed application is submitted. If the development 1) has potential environmental impacts which are not determined to be mitigated to less than significant levels, or 2) requires further study to determine the significant impacts, appropriate mitigations and/or project alternatives, processing time may take longer depending on the complexity of the project and the scope of impacts, mitigations, and alternatives to be analyzed. State law requires that all development projects, not requiring legislative actions, be approved within six months from the date a completed application is submitted if a negative declaration is prepared and processed. Environmental review and action on a project must occur within one year if the project has significant impacts and an environmental impact report is prepared.

However, the City, whenever possible, has taken steps to reduce the processing time on housing developments relative to environmental review. For example, the City was able to issue a Mitigated Negative Declaration for the Drake's Way/Drake's Cove developments. Also, the City prepared an expanded initial study and Mitigated Negative Declaration for the 2000 Larkspur Landing project. Most remaining residential sites in Larkspur, however, are on heavily vegetated steep slopes that are more expensive to develop due to geotechnical and access problems. Further, environmental protection requirements, including protection of endangered species, may make it such that CEQA Section 15332 does not apply and additional time and cost is necessary to process development permits including evaluating the effects of the project and identifying appropriate measures to mitigate adverse impacts.

Another step the City takes in facilitating the processing of applications is to encourage pre-application consultations with City staff. The purpose of the consultations is to help the applicants understand the City's development codes and regulations and issues that may arise from community concerns. Applicants are also encouraged to meet early with community groups and neighbors concerned with the proposed project as well as with any responsible or potentially interested agencies. The City also has an internal Development Review Committee comprised of planning staff and representatives from Public Works, Building, Fire Department, and Customer Service staff. The Committee meets weekly to review and discuss recently submitted applications and applications in process, as needed.

Ultimately, though, time requirements for review of the merits of a project are contingent on project complexity, its environmental impacts, and the adequacy of the application submittal. A single-family residence requiring Planning Commission approval, such as design review, can be processed within 30 days or less of the submittal of a complete application and building permit processing times are usually between one and three weeks after Planning Commission approval and a complete building permit application has been submitted. The processing time is the same for other types of small multi-family complexes or mixed-use developments (e.g., small downtown commercial projects) that do not require preparation of a negative declaration or an environmental impact report and are consistent with the historic character of the site or area, if applicable.

Planned Development Districts. Larger development projects in a Planned Development District begin with submittal of a Preliminary Development Plan that consists of written and graphic materials describing a general development scheme and the parameters of development. The Planned Development District allows flexibility in determining building placement, height, bulk, and mass that will be most suitable for the site. The findings required by the Planned Development District ensure consistency between the project and the goals and policies of the City's General Plan and any applicable specific plans. Generally, unless the project is significantly complex, Planning Commission hearings are held within 30 days of when the environmental review is complete. Final action is then taken by the City Council and this can occur within 30 days of when the Commission has completed their hearing.

Subsequent to obtaining City Council approval of the Preliminary Development Plan, submittal and approval of a Precise Development Plan by the City Council is required based on the recommendations of the Planning Commission. The Precise Development Plan is more detailed than the Preliminary Plan, but must be consistent with the development scheme of the approved Preliminary Plan. Final action on Precise Development Plans usually takes 45 to 60 days after the

application is determined to be complete. The subdivision of property also requires submittal and approval of a Tentative and Final Map. Tentative Maps are often submitted and processed concurrently with the Precise Development Plan. Action on a Final Map is taken after the conditions of the Tentative Map have been met. After obtaining approval of the Precise Development Plan and the Final Map, the applicant normally applies for building permits. Future development of individual lots within a Precise Development Plan area generally require only building permits if the development is consistent with the approved plan. The Planned Development process provides an alternative method to the variance process for granting exceptions to the zoning ordinance. In the case of Drakes Way, exceptions were granted for parking to allow reductions in grading; exceptions were also granted to density for a hillside lot, covered parking requirements, minimum lot area per dwelling unit, building height limits, and rear-yard requirements.

Building Codes and Enforcement

The City of Larkspur adopts the California Building Standards Code and subsidiary codes that set minimum standards for building construction. The standards may add material and labors costs but are the industry standard and considered to be the minimum necessary for the safety of those occupying the structure. The City has amended specific provisions contained in the Uniform Codes which can impose additional costs on residential development, particularly in High Hazard Fire Zones: 1) Achievement of Class A roofing standards and fire sprinklers are required for all structures in excess of 120 square feet that are located within a High Hazard Fire; and 2) plastic pipe is not permitted in any structure exceeding two stories in height. The City also uses the State Historic Building Code, as may be appropriate, to facilitate preservation, rehabilitation, and restoration of historic structures.

In addition, the City enforces provisions of Title 24 of the California Building Code, specifically those related to energy conservation and efficiency. While these requirements have tended to be strengthened over time, resulting in increased construction costs, they also provide greater energy efficiency results in lower operating costs for residents. Since 2011, the City has also enforced the California Green Building Standards Code, or CALGreen, which requires new development or substantial remodel projects (both residential and non-residential) to ensure energy efficiency, water efficiency and conservation, material conservation and resource efficiency, and environmental quality during and after construction.

The City's code enforcement program is largely complaint-driven. The Building ~~and Code Enforcement Officer~~Official enforces building and zoning codes with assistance from Planning staff. Most complaints are resolved voluntarily through corrective action by property owners, although some require additional actions through hearings and assessment by fines. In instances where work is done without permits, ~~double fee~~ penalties are assessed and the work must meet current code standards.

Potential Housing Constraints for Persons with Disabilities

The City has not identified any specific constraints within the zoning or building codes relative to the development, maintenance, and improvement of housing for persons with disabilities. Consistent with Senate Bill 520 (2002), however, the City will continue to regularly evaluate its

zoning ordinance and other policies to identify and eliminate potential barriers to the construction of housing for people with disabilities, handicapped dwelling conversions (or adaptability), and appropriate site design. In 2012, the City adopted a Reasonable Accommodation Ordinance (Ord. 984) outlining a process whereby an applicant may request relief from rules, policies, practices and procedures to ensure equal access to housing and facilitate the development of housing for individuals with disabilities.

~~The most likely types of constraints that would occur would be relative to the placement of access ramps or other structures designed for access into a designated setback area or exceeding the height limit for an elevator shaft or related mechanical equipment. These types of issues are partially addressed through the listed exceptions for structures that can extend into the setback areas and the types of structures that exceed the height limit. The exceptions to the setbacks do not specifically list wheelchair ramps but a ramp would be similar to a landing place and outside stairway, which are listed as exceptions. Elevator shafts are specifically listed as exempt from the height limit as long as they are minimum necessary for the normal function of the elevator. With respect to parking standards, all new development is expected to meet the City's standards; however, when existing parking areas are upgraded and are modified to provide handicapped parking, the City recognizes that a space or spaces may be eliminated to accommodate the handicapped parking and allows for this to occur.~~

The City also has a variance process, ~~which~~ whereby a person can apply for to seek relief from the zoning regulations ~~if necessary~~ where strict application of the regulations would deprive the property owner of the uses enjoyed by nearby lands in the same zone, due to circumstances unique to the property. To date, the City has been able to accommodate building permits for accessible facilities and no variances have been requested. Further, the Larkspur Zoning Ordinance has previously been updated to define "family" within the context of Fair Housing laws and to allow for group homes as a permitted use in each of the residential districts as well as in the downtown and general commercial districts. ~~Pursuant to Program H9.H in this Element, the definition of group homes (both handicapped and non-handicapped) will be amended to specify the inclusion of transitional and supportive housing.~~ In January of 2015, the City adopted Ordinance No. 1000, recognizing transitional and supportive housing as a residential use in all zones that permit residential uses, subject to the same restrictions as those imposed on other residences of the same type in that zone.

The Ordinance does not restrict the number of persons living in a group home for the handicapped. ~~, but limits other group homes to six clients or less. Except for this limit on group homes for the non-handicapped, there are no particular conditions or use restrictions for group homes, including those that provide transitional, supportive, or other services on-site, and the City does not regulate the siting of special need housing in relationship to one another. With a ministerial approval, t~~The City's Zoning Ordinance permits group homes for the handicapped (no limit on number of persons) ~~and group homes for the non-handicapped (up to six persons)~~ in all of the residential zoning districts (R-1, R-2, R-3 and MHP-Mobile Home Park) and the General Commercial District (C-2). ~~Residential care homes are conditionally permitted in the Administrative and Professional District (A-P). In June of 2003, the City approved a conditional use permit for Marin Services for Women to develop a 40-bed residential care facility in the A-P District to meet the needs of individual women in receiving integrated recovery assistance, including space for infants and children.~~

~~Although these methods of addressing the accommodation needs of persons with disabilities have been adequate so far, the City recognizes the need for a formal procedure or policy of handling requests for reasonable accommodations that require exceptions to the zoning and building codes. A reasonable accommodation ordinance has been drafted, but needs further internal and public review before adoption is considered. A program to address this need has been included in the implementing programs of this Element (Program H9.C).~~

Second Units and Junior Second Units

A second dwelling unit is an accessory ~~small~~ unit, attached or detached to the main house, which provides complete independent living facilities for one or more persons. In 2003, the State of California adopted legislation that required the permitting of second units to be a ministerial process, meaning that local jurisdictions must allow the construction of second units by-right, though subject to jurisdiction-defined building and design standards. Consistent with State law, the City amended its Zoning Ordinance to allow the construction of second units by-right, subject to building and design standards specified in the Residential Second Dwelling Unit Ordinance (LMC 18.21).

Second units must meet the following standards as specified in LMC 18.21:

a) Only one second unit allowed per parcel developed with a single-family home, either attached or detached from the main unit.
b) The floor area must be between 320 and 700 square feet.
c) Either the single-family unit or the second unit must be occupied by the property owner.
d) Detached second units must meet the requisite setback and height limitations for accessory buildings in the appropriate zoning district. Attached second units must meet the same requirements for the main dwelling in the appropriate zoning district.
e) One parking space, covered or uncovered, must be provided in addition to the existing parking spaces required for the main dwelling, subject to topographical, fire and safety hazard conditions.
f) The second unit must be rented, leased, or provided without compensation.
g) The second unit may be either a studio or one-bedroom unit.
h) The design of the second unit must be compatible with that of the existing main unit, and impacts on neighboring properties must be minimized (i.e. opaque glass on second-story second units).

~~According to a Ccountywide survey conducted in 2008, 80 percent of second units are affordable to low income households, with 10 to 20 percent affordable to ELI households and 10 to 20 percent affordable to very low income households. About 10 percent of units are occupied by family relatives, caretakers, or employees who pay no rent. Additionally, second units are between four and 14 percent more affordable than similarly sized rental units in apartment complexes. In Marin County, almost 90 percent of second units are one-bedroom units, with studio and two-bedroom units comprising the remaining 10 percent in fairly equal proportions (Marin County Community Development Agency, 2009).~~ According to local surveys compiled for the 2009 Marin Countywide Housing Element Workbook, 40-80% of second units are affordable to low income households, 20-40% are affordable to very low income households and 10-20% are affordable to ELI households. The studies also found that 60-100% of second units are affordable to moderate income households. In Larkspur, second units may only be studio or one-bedroom units. One-bedroom units are particularly suited to the needs of single-person senior households,

which constitute 15 percent of households in Larkspur, in addition to other low-income single or two-person households.

Some of the unique benefits of second units are as follows:

(1) They provide flexibility for the owner of the main home (they can be an apartment for elderly parents or other family member, or a source of income);

(2) When rented they help make home-ownership affordable for the owner of the home;

(3) They can provide flexibility for seniors or other homeowners who rent their primary dwelling because they still want to live in the same neighborhood;

(4) They provide lower cost housing because the units tend to be small and there are no extra land costs (surveys show that no rent is collected for half of the units);

(5) To fit in to existing neighborhoods the units are small, limited to no more than 700 square feet.

Throughout the Housing Element update process, the City has heard feedback from the community that current second dwelling unit regulations- particularly the requirement for an additional on-site parking space and the cost of development review- constrains the development of second units. In response to this community discussion, this Housing Element directs the City to adopt additional regulations to permit a new type of second unit referred to as a junior second unit. A junior second unit would be limited to conversion of an existing bedroom, incorporating a small wet-bar kitchen and an exterior entrance. The wet-bar kitchen would have a limited sink size, a small drain line to preclude a larger sink or garbage disposal, limitation on the length of associated counter and cabinets, prohibition on natural gas or 220v electrical service to preclude a full-sized cooking appliance, and a prohibition on installation of a dedicated electrical circuit, gas line, gas stubout or plumbing stubout to preclude future service expansion. Since the junior second unit would not result in an additional bedroom, no additional parking beyond that required for the single-family home, would be necessary. On-site owner occupancy would be required.

In order to be counted as a housing unit for RHNA purposes, the unit would need to meet the U.S. Census Bureau's definition of a housing unit and provide "separate living quarters." In other words, the unit would need to have its own cooking facilities, exterior access, and bathroom. The City may want to consider allowing junior second units to utilize shared bathrooms, as these types of units may provide additional opportunities for affordable housing in the community. However, such units would need to be tracked separately and could not be credited towards the City's RHNA requirement.

~~Between 1999 and 2006, the City issued permits for six second units, two of which were affordable to ELI households and four affordable to moderate income households.~~ In the 2007 to 2014 planning period, the City issued six building permits for second units or approximately one unit per year. During the 2014-2022 planning period, the City anticipates to produce ~~the same volume at similar affordability levels~~ twice the amount of second units (or two per year) in anticipation of adoption of junior second unit regulations~~, meeting two percent of the very low income housing need and five percent of the moderate income housing need~~.

Opportunities for Energy Conservation

Housing Elements are required to identify opportunities for energy conservation. Energy costs can be a substantial portion of housing costs. Effective energy conservation measures built into or added to existing housing can help residents manage their housing costs over time and keep lower income households operating costs affordable. In addition to the requirements of the California Green Building Standards code (CALGreen), ~~T~~there are a number of programs offered locally through Marin Clean Energy, Pacific Gas & Electric, local non-profit organizations, and the State of California that provide cost-effective energy saving programs for residents.

~~-~~PG&E's Energy ~~Partners~~ Savings Assistance ~~p~~Program provides income-qualified customers free energy efficient appliances, energy education, and home weatherization to help reduce their energy use. State and federal appliance standards now require manufacturers to produce and sell appliances according to specified energy-consumption performance criteria, and the Energy Crisis Intervention Program, ~~funded~~ managed by the State Department of ~~Economic Opportunity~~Community Services and Development, helps low income residents pay delinquent energy bills to avoid interruption of service. The County of Marin administers the Energy Upgrade California™ Home Upgrade statewide program, which provides homeowners with free technical support, rebates and incentives for making energy efficiency improvements to their homes. The City has made information about these energy conservation programs available to the public.

~~The California Human Development Corporation runs a "weatherization" program for low-income households and additional programs may be forthcoming with recent increases in energy costs.~~ Other significant areas in which the City of Larkspur is encouraging energy conservation in new and existing housing include:

~~1) Application of State residential building standards that establish energy performance criteria for new residential buildings (Title 24 of the California Administrative Code).~~

1. Adoption of the California Green Building Standards Code (CALGreen), establishing standards for new (Tier 1 level) or substantially remodeled structures to encourage sustainable construction practices, energy efficiency, water efficiency and conservation, material conservation, and overall environmental quality.

2. Appropriate land use policies and development standards that reduce energy consumption, such as promoting more compact, walkable developments and housing close to transit, jobs, community facilities and shopping; encouraging in-fill development; planning and zoning for multi-use and higher density development; permitting common walls and cluster development; and promoting passive and active solar design elements and systems in new and rehabilitated housing.

~~5) The adoption of a Green Building Ordinance in 2007, designed to encourage water and resource conservation, reduce construction waste, increase energy efficiency in buildings, and promote buildings that are efficient and economical to own and operate. The Ordinance applies to any new construction project 500 square feet or greater, including residential or commercial building additions. Projects must comply with green building standards and guidelines established by the U.S. Green Building Council (LEED standards), Build it Green, or any other standards identified by the City Council. (Please see Larkspur~~

~~Municipal Code 18.17 for full text of ordinance). The Ordinance may be replaced in the future with the State's CALGreen building code, which has similar requirements and standards for new construction.~~

~~6) Through participation in Marin Green BERST, a countywide collaborative of municipal employees and industry experts formed to create uniform green building standards as a model for all County jurisdictions.~~

Through these and other conservation measures the City seeks to help minimize the percentage of household income that must be dedicated to energy costs as well as minimize the use of nonrenewable resources.

This page left intentionally blank

Section 3. Housing Vision, Goals, and Objectives

Vision for Housing in Larkspur

The purpose of the Larkspur's Vision of Housing in the Year ~~2020~~ 2023 helps to define what the community of Larkspur values, and to take a positive, constructive look at Larkspur and how housing fits into its future. With a clearer idea of what it is we want our community to be like, we can chart a more meaningful and effective course to get there. Further, it is important for the vision and values expressed in the Housing Element to be consistent with those of the entire Larkspur General Plan. ~~(Note: Though the following vision statements appear relevant today, they will be reviewed as the community looks to the year 2030 through the General Plan update process to ensure they continue to reflect the community's values and vision.)~~

The following Vision of Housing expresses the values of the community:

1. People can live, work and play here.
2. We have housing choices to fit different needs. We have a mix of residential and non-residential in our downtown area, a significant percentage of rental apartments, and variety of housing types.
3. We value human dignity and continue to enhance our economic diversity.
4. We have and encourage creativity in design and types of housing.
5. We have support systems and housing in place to help the disenfranchised (homeless, elderly, disabled, and others in need).
6. Open spaces, environmentally sensitive areas, and the coastline have been sustained. The natural environment is beautiful and fragile natural systems work well.
7. Our City is friendly, with lots of civic pride, tradition, interaction and community involvement.
8. We coordinate with other jurisdictions to address important housing issues in creative and effective ways.

Housing Goals

The City of Larkspur is committed to working with other agencies and non-profit organizations to maximize affordable housing opportunities that may exist. It is also important to ensure a "fit" of new housing with Larkspur's high-quality residential and commercial neighborhoods. The Housing Element strives to achieve the following goals:

HG Goal 1: Ensure the City's commitment to meeting housing needs.
HG Goal 2: Protect and enhance existing housing, community character and resources.
HG Goal 3: Provide new housing and address affordable housing and other special needs housing.

General Housing Objectives

Policies and programs establish the strategies to achieve the Housing Element goals outlined above and the maximum number of units that can be rehabilitated, conserved, or constructed. The City's objectives (or targets) are described under each program and summarized in Appendix A. Assumptions are based on past program performance, modifications proposed to the programs to achieve better results, construction trends, land availability, and future program funding. The City's housing policies are grouped by the housing objectives listed below.

H1. Sense of Community and Creation of Successful Partnerships. Enhance our sense of community by identifying shared responsibilities from all sectors within the community (government, business, neighborhoods, non-profits, etc.) that effectively address the City's housing needs.

H2. Equal Housing Opportunities. Promote equal housing opportunities for all persons and assure effective application of Fair Housing law.

H3. Housing Design. Assure that new housing is well-designed and of an appropriate scale to enhance our neighborhoods and community as a whole.

H4. Existing Housing and Neighborhoods Preservation. Protect and enhance the housing we have and ensure that existing affordable housing "at risk" of conversion to market rates will remain affordable.

H5. Housing and Jobs Linkage. Promote the creation of housing near the workplace and, if it makes sense in the future, establish non-residential use contributions to affordable workforce housing.

H6. Variety of Infill and a Balance of Housing Choices. Maintain a diverse population by providing a variety of choices in the type, size, cost and location of new housing and more efficient use of existing housing, including the creative and efficient use of vacant land and the redevelopment of built land within established development areas to support local transit and services, maximize sustainability, and help maintain our environment and open space.

H7. Long-Term Affordable Housing. City seeks to provide its "Fair Share" of very-low, low and moderate income housing and to ensure affordable housing remains affordable over a long term.

H8. Second Dwelling Units. Encourage well-designed, legal second units in all residential neighborhoods.

H9. Special Needs Housing. Provide housing for population groups who require special assistance.

H10. Special Needs Support Programs. Provide housing assistance for special needs and link housing to health and human Services programs helping meet the needs of seniors, people with disabilities, homeless and others.

H11. Funding for Affordable Housing. Be aggressive and creative in finding ways to increase ongoing local funding resources for low income special needs housing.

H12. Energy Conservation. Encourage energy conservation in housing.

H13. Effective Implementation and Monitoring. Take a proactive approach in sharing resources and making organizational changes to effectively create and respond to opportunities to achieve housing goals.

Quantified Housing Objectives

State law requires the Housing Element to include quantified objectives for the number of units to be constructed, rehabilitated or conserved. Policies and programs establish the strategies to achieve these objectives. The City's quantified objectives described under each program represent the City's best effort in implementing each of the programs. Assumptions are based on past program performance and funding availability, construction trends, land availability, and future programs that will enhance program effectiveness and achieve full implementation of the City's housing goals.

The new construction objectives shown in the table below are based on approved and under-construction development projects, historic trends, and expectations for new second units. Rehabilitation objectives are based on specific program targets, including such programs as the Residential Rehabilitation Loan Program and Property Assessed Clean Energy (PACE) financing programs. Conservation objectives are based on preservation of existing subsidized and deed-restricted affordable rental and ownership units.

The table below summarizes the City's quantified objectives for housing during the 2014-2022 RHNA period.

Table 27: Quantified Objectives Summary

Income Category	New Construction	Rehabilitation	Conservation and Preservation
Extremely Low Income	40		
Very Low Income	40	8	29
Low Income	27	20	53
Moderate Income	26	20	77
Above Moderate Income	189		
TOTAL	282	48	159

This page left intentionally Blank

Section 4. Housing Policies and Implementing Programs

H1. Sense of Community and Creation of Successful Partnerships: Enhance our sense of community by identifying shared responsibilities from all sectors within the community (government, business, neighborhoods, non-profits, etc.) that effectively address the City's housing needs.

H1.1 **Local Government Leadership.** Affordable housing is an important City priority, and the City will take a proactive leadership role in working with community groups, other jurisdictions and agencies, non-profit housing sponsors, and the building and real estate industry in following through on identified Housing Element implementation actions in a timely manner.

H1.2 **Community Participation in Housing and Land Use Plans.** The City will undertake effective and informed public participation from all economic segments and special needs groups in the community in the formulation and review of housing and land use issues.

H1.3 **Neighborhood Meetings.** Developers of any major project will be encouraged to have neighborhood meetings with residents early in the process to undertake problem solving and facilitate more informed, faster and constructive development review.

H1.4 **Inter-Jurisdictional Strategic Action Plan for Housing.** The City will coordinate housing strategies with other jurisdictions in Marin County as appropriate to meeting the City's housing needs.

Implementing Programs

H1.A **Gather and Prepare Information and Conduct Outreach on Housing Issues.** Coordinate with local businesses, housing advocacy groups, neighborhood groups, and local Chambers of Commerce and ~~participate in the Marin Consortium for Workforce Housing~~ collaborate with affordable and workforce housing organizations in building public understanding and support for workforce and special needs housing. Gather and, as necessary, prepare informational handouts, provide information on the City's updated website, and continue to refer concerned residents to the City's successful affordable housing developments. The City will notify a broad representation of the community to solicit ideas for housing strategies when they are discussed at Planning Commission or City Council meetings. Specific outreach activities include:

a. Maintain the Housing Element mailing list and send public hearing notices to all interested public and non-profit agencies and affected property owners.
b. Post notices at City Hall and the library.
c. Publish notices in the local newspaper.
d. Post information on the City's website.
e. Conduct outreach (workshops, neighborhood meetings) to the community as Housing Element programs are implemented.
f. Publicize Housing Element update meetings and provide opportunities for

participation from housing experts, affordable housing advocates, special needs populations, and the community as a whole.

Responsibility: *Planning Department; City Manager; City Council*
Financing: *Staff time; the City may use funding sources such as Community Development Block Grant (CDBG) funds and City-generated affordable housing funds to implement this program.*
Objectives: *Handouts, City website, and presentation material*
Timeframe: ~~*Initiated January 2003; ongoing thereafter*~~*Ongoing*

H1.B **Collaborate in an Inter-Jurisdictional Strategic Action Plan for Housing.** Work toward implementing, whenever possible, agreed-upon best practices, shared responsibilities and common regulations to efficiently and effectively respond to housing needs (including affordable housing, and transitional and supportive housing) within a countywide framework. ~~The Strategic Action Plan program should be coordinated by the Marin County Affordable Housing Strategist and be available to assist participating cities.~~
Responsibility: *Planning Department; City Manager; City Council*
Financing: *Staff time*
Objectives: *Coordination with other jurisdictions on housing matters.*
Timeframe: ~~*Initiated in 2002; ongoing thereafter.*~~ ~~*Ongoing*~~ *Conduct outreach as Housing Element programs are implemented and as affordable housing development projects are proposed. Update website and restock information at the public counter on a monthly basis.*

H2. Equal Housing Opportunities: Promote equal housing opportunities for all persons and assure effective application of Fair Housing law.

H2.1 **Equal Housing Opportunity.** To the extent possible, the City will ensure that individuals and families seeking housing in Larkspur are not discriminated against on the basis of race, color, religion, marital status, disability, age, sex, family status (due to the presence of children), national origin, or other arbitrary factors, consistent with the Fair Housing Act.

H2.2 **Eligibility Priorities for Deed Restricted Housing.** In order to meet a portion of the City's local housing need, consistent with ABAG Housing Need Determinations, the City will provide for targeted marketing and advance notice of deed restricted rental and ownership units in new housing developments, to the extent consistent with applicable fair housing laws, for City employees, local school employees, or people working in the City of Larkspur or working within a five-mile radius of the City's boundary.

Implementing Programs

H2.A **Update Ordinances.** Update the zoning code ordinances to be in compliance with any amendment to the Fair Housing Act.
Responsibility: *Planning Department; City Attorney; Planning Commission; City Council*
Financing: *Staff time*
Objectives: *Effective implementation of anti-discrimination policies*

Timeframe: Ongoing, as needed to implement amendments to the Fair Housing Act.

☐H2.B **Respond to Complaints.** The City will ~~refer~~ receive discrimination complaints and assist in identifying ~~to~~ the appropriate legal service, county, or state agency, or Fair Housing of Marin for referral. If mediation fails and enforcement is necessary, refer tenants to the State Department of Fair Employment and Housing or HUD, depending on the nature of the complaint.
Responsibility: ~~Customer Service Counter~~ Planning and Building Director
Financing: Staff time
Objectives: Respond to discrimination complaints.
Timeframe: As needed.

☐H2.C **Public Information**. The City will maintain brochures and other written material on services, education and information offered by agencies related to discrimination in housing. The material will be available at the Customer Service counter and in the library at City Hall and at other public facilities. It will also be distributed to neighborhood groups and associations and, as appropriate, in community mailings to property owners and residents and to the City website ~~(concurrent with the forthcoming website redesign in early 2011)~~.
Responsibility: Planning; Customer Service
Financing: Staff time
Objective: Promote public information on housing discrimination.
Timeframe: Ongoing

☐H2.D **Equitable Public Services.** The City will continue to provide equitable public services throughout the City, including crime prevention, police protection, street lighting, trash collection, recreational facilities and programs, and schools.
Responsibility: City Manager; City Council; All City Departments
Financing: General Fund
Objective: Provide equitable public services throughout the City.
Timeframe: Ongoing

H3. Housing Design: Assure that new housing is well-designed and of an appropriate scale to enhance our neighborhoods and community as a whole.

H3.1 **Design that Fits into the Neighborhood Context.** To maintain neighborhood identity, sense of community and prevent overbuilding of the property, the design of new housing should have a sensitive transition of scale and compatibility in form to the surrounding area.

Implementing Programs

☐H3.A **Family Housing Criteria.** *Encourage* developers to submit proposals that conform to the following family housing criteria:

a) Variety. For a family housing project to attract families with a wide range of incomes, a plan should contain a variety of unit and lot sizes. Structures on smaller than standard size lots should be built in a scale appropriate to the lot, and the various-sized units should be interspersed throughout a project.

b) Identity. Each dwelling unit should be designed with an architectural character that promotes a sense of identity for the residents.
c) Autonomy. Where possible, legal constraints should be removed and family dwellings should be so designed as to allow the owner the freedom to make modifications that are not detrimental to a project as a whole.
d) Storage, including attics and basements. Family units have a critical need for storage and should be provided with an ample volume. These spaces can also provide area for many of the recreation needs of a family.
e) Private open space. A family unit should have a significant amount of useable open space that is a direct extension of the interior living area, directly accessible to the unit. The area should be suitable in terms of solar orientation and security for activities such as passive and active play, gardening, entertaining, etc. In some instances, it may be appropriate to provide increased common areas to compensate for reduced private open space.
f) Number of bedrooms. A family housing project should have a reasonable mix of two- and three- bedroom units.
g) Floor area. Ample floor area should be provided for each unit consistent with the variety and number-of-bedrooms criteria. Living areas in a variety of sizes should be provided.
h) Laundry. Each unit should have space and hookups necessary for the provision of a washing machine and dryer.
i) Kitchens. Kitchens should have ample counter space and storage and a natural light source.
j) Intangibles. Security, privacy, and accessibility are three interrelated characteristics of housing that cover a great deal of territory, and individual families would feel varying degrees of need for each. Some of the more obvious needs are for visual privacy in the private outdoor space, acoustical privacy between units, security provided by access to neighbors and physical security against intruders.
k) Solar access. Each unit should be designed to maximize solar access to the extent feasible.

Responsibility: *Planning Department; Planning Commission; City Council.*
Financing: *Staff time; application fees.*
Objectives: *Family housing that is compatible with the neighborhood.*
Timeframe: *Ongoing*

<u>H4. Existing Housing and Neighborhoods Preservation</u>: Protect and enhance the housing we have and ensure that existing affordable housing "at risk" of conversion to market rates will remain affordable.

H4.1 **Preservation of Residential Units.** The City will discourage the conversion of residential units to other uses and regulate conversions, to the extent permitted by law.

H4.2 **Condominium Conversions.** Prohibit conversion of existing multi-family rental units to market rate condominium units unless the City's rental vacancy rate is above 5.0 percent, as determined by the State of California Finance Department annual Population Estimates or an alternative source approved by the City Manager and Planning Director. Exceptions include limited equity cooperatives, co-housing and other innovative housing proposals that are affordable to low- and moderate-income households.

H4.3 **Protection of Existing Affordable Housing.** The City will strive to ensure that affordable housing provided through government subsidy programs, incentives and deed restrictions remains affordable over time, and intervene when possible to help preserve such housing.

H4.4 **Maintenance and Management of Quality Housing and Neighborhoods.** The City will encourage good management practices and the long-term maintenance and improvement of existing housing. The City will encourage programs to rehabilitate viable older housing and to preserve neighborhood character and, where possible, retain the supply of very low to moderate-income housing.

H4.5 **Community Preservation.** Assure the retention of the character of older residential areas by protecting the residences of greatest significance, and ensure the safety of residents and maintain the housing stock by enforcing building and fire codes for all types of residential units.

Implementing Programs

☐H4.A **Monitor "At Risk" Units.** Monitor assisted properties at-~~-~~risk of conversion to market rates and work with the Marin Housing Authority, property owners and/or other parties to ensure that they are conserved as part of the county's affordable housing stock. Identify funding sources and timelines for action, and prepare an ordinance requiring a one year notice to residents, the City and the Marin Housing Authority of all proposed conversions of affordable housing units to market rents.

Responsibility: *Planning Department, City Manager, and City Council in cooperation with the County*
Financing: *Staff time*
Objectives: *Protection of affordable housing (conserve the ~~113~~ 120 deed restricted units).*
Timeframe: *Ongoing*

☐H4.B **Conduct Resale Inspections.** The City will continue to inspect all residential units prior to resale. The inspection reports point out safety related matters to assure that the units meet basic life safety standards.

Responsibility: *Building Department*
Financing: *Staff time; resale inspection fees.*
Objectives: *Safety and proper maintenance of existing housing.*
Timeframe: *Ongoing*

☐H4.C **Inspections of Multi-Family Residences.** ~~The Larkspur Fire Department *will continue* to provide inspections of multi-family residences that are most at risk for fire or other life-safety hazards. As appropriate, the Fire Department, Building Inspector, and Customer Service personnel will provide information to property owners regarding the availability of housing rehab programs and other financial resources.~~ The Larkspur Fire Department will continue to cooperate with the Marin County Environmental Health Services Division which provides inspections of multi-family residences in Larkspur. As appropriate, the Fire Department, Building Inspector, and Customer Service personnel will provide information to property owners regarding the availability of housing rehabilitation

programs and other financial resources. The City will update its website to include links to the Marin Housing Authority and other rehabilitation financing programs by 2015.
Responsibility: *Fire Department; Building Inspector; Customer Service*
Financing: *Staff time*
Objective: *Protection of existing housing stock.*
Timeframe: *Ongoing; Update website by 2015.*

H5. Housing and Jobs Linkage: Promote the creation of housing near the workplace and, if it makes sense in the future, establish non-residential use contributions to affordable workforce housing.

H5.1 **Housing for Local Workers.** City will strive to provide an adequate supply and variety of housing opportunities to meet the needs of Larkspur's workforce and their families that is within the range of their household income.

H5.2 **Contributions for Workforce Housing from Non-Residential Uses.** Local housing needs for local workers must be considered when reviewing non-residential development proposals. At such time that it appears job generation will substantially increase in the future the City will investigate and consider a requirement that non-residential uses contribute to the provision of affordable workforce housing by techniques such as in-lieu fees, provision of housing or other alternatives of equal value. ~~Currently, job generation is projected to decrease to about 1 percent between 2010 and 2015 (Marin Housing Workbook,2009).~~

Implementing Programs

☐H5.A **Identify Existing Employee Housing Opportunities.** As appropriate, work with local school districts, other public agencies, and existing businesses to seek opportunities, as they become available, for helping their employees find needed housing. Seek the commitment of other organizations, such as the ~~Marin Board~~ Marin Association of Realtors to have their members encourage employers to address employee-housing opportunities.
Responsibility: *City Manager; Planning Department*
Financing: *Staff time*
Objectives: *Employee housing opportunities provided by local entities.*
Timeframe: *Ongoing, as time allows.*

H6. Variety of Infill and a Balance of Housing Choices: Maintain a diverse population by providing a variety of choices in the type, size, cost and location of new housing and more efficient use of existing housing, including the creative and efficient use of vacant land and the redevelopment of built land within established development areas to support local transit and services, maximize sustainability, and help maintain our environment and open space.

H6.1 **Diversity of Population.** Consistent with the community's housing goals, it is the desire of the City to meet its share of the regional housing need and to maintain a diversity of age, social and economic backgrounds among residents throughout Larkspur by matching housing size, types, tenure, and affordability to household needs.

H6.2 **Variety of Housing Choices.** In response to the broad range of housing needs in Larkspur, the City will strive to promote a diversity of housing types, including single-family detached and attached residences, mobile homes, manufactured housing, multi-family rental and ownership units, second units, and units combined with non-residential uses.

H6.3 **Transit-Oriented Development Incentives.** The City will maintain existing higher land use densities near public transit systems, and will provide incentives for housing developments within an easy walking distance of transit stops, where reduced automobile use and parking requirements are possible.

H6.4 **Regional Transportation / Housing Activities.** The City will facilitate the development of transit-oriented housing development by using the incentives and other means provided through regional transportation plans, to the extent they apply to Larkspur.

H6.5 **Mixed Use Housing.** Well-designed mixed-use residential/non-residential developments are highly encouraged by the City where residential use is appropriate to the setting and development impacts can be mitigated. The City has provided the following incentives to encourage mixed use development in appropriate locations: modified the Circulation Assessment Permit Ordinance to allow for the development of affordable housing north of Corte Madera Creek; developed more flexible parking requirements to reflect peak period overlap for mixed~~-~~-use projects; and related permitted residential density and parking requirements to unit size (i.e., allowing fewer parking spaces for small units, affordable housing, or units restricted to seniors).

H6.6 **High Potential Housing Opportunity Areas.** Given the diminishing availability of developable land, the City will identify housing opportunity areas and sites where a special effort will be made to provide workforce and special needs affordable housing. The City will take specific actions to promote the development of affordable housing units by the year ~~2014~~ 2023 on these sites (identified in the Implementing Programs).

H6.7 **Retention and Expansion of Multi-Family Sites at Medium and Higher Density.** The City will protect and strive to expand the supply and availability of multi-family infill housing sites for affordable workforce housing by making the most efficient use of these sites in meeting local housing needs and striving to make sites competitive for subsidies. Pursuant to Government Code Section 65863, ~~The~~ the City will not re-designate or rezone residential land identified for multi-family housing in the Housing Opportunity Sites Inventory (Table 20) ~~for other uses or~~ to lower densities without identifying sufficient additional sites with an equal or greater residential density or making written findings as identified in Government Code Section 65863.~~redesignating or rezoning equivalent land for higher density multi-family development.~~

Implementing Programs

H6.A **Work with Developers.** The City will work with developers of non-traditional and innovative affordable housing approaches in design, construction and types of housing that meet local housing needs, especially for extremely and very low income households.
Responsibility: Planning Department; Planning Commission; City Manager; City Council.

Financing: *Staff time*
Objectives: *Additional housing units*
Timeframe: *Ongoing*

☐H6.B **Continue to Work with the School District.** As the opportunity presents itself, the City will work with the Larkspur School District and Tamalpais Union High School District toward development of affordable housing on any surplus properties.
Responsibility: *Planning Department; City Manager; City Council, and School Districts*
Financing: *Staff time*
Objectives: *Development of affordable workforce housing.*
Timeframe: *Dependent on opportunity*

☐H6.C **Review and Update Parking and Other Development Standards.** Continue to review and update parking and other development standards when necessary based on the most up-to-date empirical studies to allow for more flexible parking requirements to help facilitate infill, transit-oriented and mixed use development.
Responsibility: *Planning Department; Planning Commission; City Council.*
Financing: *Staff time*
Objectives: *More flexible parking and development standards that are reflective of development types.*
Timeframe: *Ongoing.*

☐H6.D **Implement Mixed Use Development Opportunities.** Encourage mixed residential/commercial uses on those parcels where a mix of uses is feasible and appropriate, consistent with the General Plan, including: (1) residential over first floor commercial in the C-1 and C-2 commercial zoning districts, (2) live/work units in the commercial and industrial districts, (3) reduced parking requirements for mixed-use with residential in commercial and industrial districts, and (4) allow for the construction of affordable housing, particularly housing for seniors consistent with modifications to the Circulation Assessment Permit Ordinance and Planned Development Zoning Districts made under previous Housing Element programs.
Responsibility: *Planning Department; Planning Commission; City Council.*
Financing: *Staff time*
Objectives: *Small mixed use units.*
Timeframe: *Ongoing*

☐H6.E **Review of Planned Development Plans.** During the application and review process for new or revised Planned Development Districts, ensure they provide for a diversity of housing types to the extent possible, including very low and extremely low income housing.
Responsibility: *Planning Department; Planning Commission; City Council.*
Financing: *Staff time*
Objectives: *Increased diversity in housing types.*
Timeframe: *Ongoing*

☐H6.F **Facilitate Development at Potential Housing Opportunity Sites.** Facilitate the construction of affordable housing at key sites to meet the jurisdiction's "fair share" of the regional housing need for lower income households, including extremely low and very low income households. Ensure that local affordable housing developments will be

competitively positioned to access affordable housing finance sources (such as tax credits and tax-exempt bonds). Specific steps and the schedule (in parenthesis) are as follows:

a) Facilitate the development of affordable housing, especially for very low and extremely low income housing, by using in lieu housing funding resources and other means to assist in on-and off-site mitigation that may be required.
b) Consistent with CEQA Section 15332 ("Infill Development Projects"), seek opportunities for infill development consistent with the General Plan and Zoning requirements that can be categorically exempt from CEQA review.
c) Investigate the feasibility of implementing variable density requirements as a tool to encourage developers to build a greater volume of smaller, affordable units in certain zoning districts (i.e. R-3, commercial, etc.).
d) Investigate amending the Zoning Ordinance to require minimum densities in multi-family residential and mixed-use districts to discourage underutilization of parcels and encourage tailored development envelopes.
e) Investigate amending the General Plan, Specific Plans, and Zoning Ordinance to increase height limits in commercial districts or otherwise allow for greater flexibility in the height limit to better accommodate affordable residential development on mixed-use commercial sites.

Responsibility: *Citizen Advisory Committee for the General Plan update; Planning Department; Planning Commission; City Council*
Financing: *Staff time; General Fund; project applicants*
Objectives: *Facilitate development of designated potential housing opportunity sites*
Timeframe: *Ongoing~~; Conclude feasibility analyses by December, 2011~~ Conclude feasibility analyses for policy changes in conjunction with General Plan Update (by December, 2017).*

H6.G Implement Actions to Address Remaining Very Low Income Housing Need. Work with developers, other agencies and the community to address the very low and extremely low income portion of Larkspur's housing need by offering incentives such as density bonuses, options for clustering units, mix of unit types, second units, "in-lieu" housing funds, fast-track processing, and reduced fees.

Responsibility: *Planning Department; Planning Commission; City Council*
Financing: *Staff time; General Fund*
Objectives: *Facilitate development of very-low income housing units.*
Timeframe: *Ongoing*

H6.H Implement Actions for the North End of Magnolia Avenue and other Commercial Zoned Lands. Encourage mixed residential/commercial uses on those parcels where a mix of uses is feasible and appropriate, consistent with the General Plan. ~~Refer to Program H6.F above.~~ Support preparation of a Community Plan for the North Magnolia Area to be included in the General Plan Update process.

Responsibility: *Planning Department; Planning Commission; City Council*
Financing: *Staff time; General Plan Maintenance Fund*
Objectives: *Facilitate development of very-low income housing units.*
Timeframe: *Update General Plan by 2016*

~~H6.I **Implement Actions for the Tiscornia Winery Site on Magnolia Avenue and the McLaren Property off of Estelle Avenue (Potential Housing Opportunity Sites).** Promote development of both market-rate and affordable housing on the Tiscornia Winery Site on Magnolia Avenue (23 units, 5 affordable) and the McLaren Property off of Estelle Avenue (17 units, 4 affordable). The properties are both privately owned. The topography of the Tiscornia Winery Site is extremely steep and development will likely have to be clustered; therefore, the minimum density is projected for the property. The existing structures on the site have been identified as potentially eligible for the National Register of Historic Places. The McLaren Site is relatively flat and includes two existing historic dwellings.~~

~~**a) Offer Development Incentives.** As has been the City's practice, the City will consider incentives for affordable housing (e.g., floor area ratio exceptions, density bonuses, flexible parking standards, and deferred fees).~~

~~**b) Fast Track Processing.** The City will offer fast track processing with the hiring of a consultant, if necessary, to facilitate permit processing.~~

~~*Responsibility: Planning Department; Planning Commission; City Council*~~
~~*Financing: Staff time; General Fund*~~
~~*Objectives: Facilitate development of affordable housing*~~
~~*Timeframe: Though discussions regarding the potential development of the Tiscornia Winery site have taken place, the property owner is not interested in developing the property at this time. The developer of the McLaren property decided to delay his development proposal, but has recently expressed renewed interest in developing the site.*~~

H6.I **General Plan Amendments.** Preserve those areas designated for medium- and high-density residential development by discouraging General Plan amendments and rezoning actions that would reduce planned residential densities on Housing Opportunity Sites identified in the available land inventory for multi-family and mixed use development (Table 20). General Plan amendments and rezoning actions that would reduce residential densities may only be approved subject to findings that such actions would not be detrimental to overall City housing goals and are consistent with Government Code Section 65863.

Responsibility: Planning Department; Planning Commission; City Council
Financing: Staff time
Objectives: Ensure adequate sites for affordable housing
Timeframe: As General Plan Amendments reducing residential density on Housing Opportunity sites are proposed.

H6.J **Implement Actions for North of Corte Madera Creek -The Bon Air Center (Potential Housing Opportunity Site).** Promote development of mixed-use affordable housing (i.e., residential above commercial) on the Bon Air Shopping Center site. Two property owners primarily own the properties. Depending on the size of the units the proposed ~~90~~ 40 units could be built on two or more of the four properties listed. On one of the properties, the buildings date back to 1972 and are due for upgrades, which allows for the potential redevelopment of the property for mixed use. The General Plan designation allows for up to 21 units per acre, subject to height and parking restrictions.

The height limit in this Planned Development District is 35 feet and the parking required for units above commercial is one parking space per unit. The site has more than 100 parking spaces over that required in the Planned District.

It is noted that the Development District process is described on pages 62 and 63 of this Element. As described, the Preliminary Development Plan provides the general development scheme and parameters of development. The Precise Development Plan is the more specific development plan showing the specific development proposal. It must be consistent with the development parameters provided in the Preliminary Development Plan. In this case, as the Preliminary Development Plan allows for residential uses, the Precise Development Plan would need to be amended to show how the uses would be laid out on the site (i.e., the design of the project) along with parking, landscaping, etc. consistent with the concepts and parameters of the Preliminary Development Plan. As described in the Element, the Precise Development District allows for flexibility in the development standards that might be needed at the time a development is proposed.

a) Offer Development Incentives. The City will evaluate on a biennial basis through the Annual Progress Report the status of this program and the effectiveness of the incentive programs outlined in this Element, including but not limited to flexible development standards and implementation of the following programs:
Program H7.A, Enact Density Bonus and Other Incentives;
Program H7.D, Participation by Property Owners in Federal Programs; and
Program H7.G, Waive/Defer Development Fees.

b) Fast Track Processing. In addition, Program H7.F, Priority Processing, provides for fast track processing with the hiring of a consultant, if necessary, to facilitate permit processing.

Responsibility: *Planning Department; Planning Commission; City Council*
Financing: *Staff time; project applicants; other financing sources, as available*
Objectives: *~~90~~ 40 additional affordable housing units*
Timeframe: *~~July 2013~~ Housing development by 2023*

H6.K **Promote Redevelopment of Underutilized Sites.** Implement actions to encourage the redevelopment of underutilized sites identified as housing opportunity sites in this Housing Element, especially to provide very low and extremely low income housing. Actions include reducing development standards as appropriate, meeting with developers and property owners to discuss redevelopment options for specific properties, and making information available about the City's existing incentives and zoning regulations that reduce or waive certain fees for affordable developments.
Responsibility: *Planning Department; Planning Commission; City Council*
Financing: *Staff time*
Objectives: *Facilitate the redevelopment of underutilized sites to provide affordable housing*
Timeframe: *Ongoing; reductions of development standards would be approved on a project basis as found appropriate by the Planning Commission or City Council.*

H7. Long-Term Affordable Housing: City seeks to provide its "Fair Share" of very-low, low and moderate income housing and to ensure affordable housing remains affordable over a long term.

H7.1 **Density Bonuses and Other Incentives for Affordable Housing Developments.** The City will use density bonuses and other incentives to help achieve housing goals while ensuring that potential impacts are considered and mitigated.

H7.2 **Long-Term Housing Affordability Controls**. The City will apply resale controls and rent and income restrictions to ensure that affordable housing provided through incentives, and as a condition of development approval, remains affordable over time to the income group for which it is intended. Inclusionary units shall be deed-restricted to maintain affordability on resale to the maximum extent possible (typically in perpetuity).

H7.3 **Preserve Existing Affordable Housing Stock.** The City will strive to preserve its existing affordable housing stock.

H7.4 **Inclusionary Housing Approach.** Require the provision of affordable housing as part of residential development throughout the community.

H7.5 **Inclusionary units** designed for the handicapped are encouraged.

H7.6 **Priority Processing**. Provide priority processing for all development applications that provide more low- and moderate-income units than are required by the City's inclusionary policy to reduce the required processing time.

Implementing Programs

~~H7.A **Enact Density Bonus Zoning and Other Incentives.** Amend the Zoning Ordinance to add Density Bonus regulations, consistent with State law, to encourage an increase in the supply of well-designed housing for extremely low, very low, low and moderate income households.~~

~~*Responsibility: Planning Department; Planning Commission; City Council.*~~
~~*Financing: Staff time*~~
~~*Objectives: Create flexibility for well-designed affordable housing development.*~~
~~*Timeframe: April 2011*~~

H7.~~B~~A **Impose Resale or Rent Controls on Affordable Units Receiving City Financial Assistance.** Impose resale or rent controls on all affordable units that receive city financial assistance or state housing density bonuses for perpetuity.
Responsibility: Planning Department; Planning Commission; City Council.
Financing: Staff time
Objectives: Preserve affordable units
Timeframe: Ongoing

H7.~~C~~B **Impose Resale or Rent Controls on Affordable Units Provided through the Inclusionary Housing Program.** Impose resale or rent controls on all affordable units provided through the inclusionary housing program or city subsidies to ensure that they remain affordable for perpetuity, to the extent allowed by funding sources.

Responsibility: *Planning Department; Planning Commission; City Council.*
Financing: *Staff time*
Objectives: *Preserve affordable units*
Timeframe: *Ongoing*

17.~~D~~C **Participation by Property Owners in Federal Programs.** Encourage and facilitate to the extent possible, participation by property owners in federal for-sale and rental housing assistance programs that maintain affordability for extremely low, very low and low income residents. Continue to coordinate with Marin Housing Authority in encouraging participation in such programs.
Responsibility: *Planning Department; City Manager; City Council.*
Financing: *Staff time*
Objectives: *Increase number of affordable units*
Timeframe: *Ongoing*

17.~~E~~D **Work with the Marin Housing Authority.** Continue to implement agreements with the Marin Housing Authority (MHA) for management of the affordable housing stock in order to ensure permanent affordability, and implement resale and rental regulations for extremely low, very low, low and moderate income units and assure that these units remain at an affordable price level.
Responsibility: *Planning Department; City Attorney*
Financing: *Staff time*
Objectives: *Implement agreements to maintain affordability of deed restricted housing units*
Timeframe: *Ongoing*

17.~~F~~E **Priority Processing.** Provide a planning consultant to process applications that include more affordable housing than required under the inclusionary policies and/or give the project priority over other applications in getting to a public hearing at the Planning Commission or set up special Planning Commission public hearings to facilitate speedy processing, notwithstanding the requirements of CEQA and the Permit Streamlining Act.
Responsibility: *Planning Director; Planning Commission; City Manager*
Financing: *Cost of consultant is the responsibility of the applicant*
Objective: *Reduce the cost of affordable housing*
Timeframe: *Ongoing*

17.~~G~~F **Waive/Defer Development Fees.** Consider waiving or deferring development fees for housing projects targeted to lower-income households when needed to ensure project feasibility, especially for developments targeted to very low and extremely low income households.
Responsibility: *City Council*
Financing: *General Fund*
Objective: *Facilitate construction of affordable housing*
Timeframe: *Ongoing*

17.~~H~~G **Notify Local Water and Service Providers.** Upon adoption of Housing Element, provide a copy to local water and service providers, including the Marin Municipal Water District, Ross Valley Sanitary District No. 1, and Central Marin Sanitary District.
Responsibility: *Planning Director*

Financing: *Staff time*
Objective: *Notify local utility providers of city policies and programs pertinent to their operation*
Timeframe: *Ongoing with each adopted revision or update*

H8. Second Dwelling Units: Encourage well-designed, legal second units in all residential neighborhoods.

H8.1 **New Second Dwelling Units Approach.** Enable construction of second units as an important way to provide workforce and special needs housing. Because they provide smaller relatively more affordable housing, the City shall continue to encourage the construction of new second units and the legalization of existing second units under criteria that will mitigate potential adverse impacts to the neighborhood in which it is located.

H8.2 **Second Dwelling Unit Development Standards.** Review and reconsider provisions of the existing Second Dwelling Unit ordinance with the intent of removing barriers to the creation of units.

H8.3 **Second Dwelling Units in New Development.** When possible, require some second units as part of new single-family subdivision development where two or more new units are proposed.

Implementing Programs

H8.A **Legalization of Existing Second Units.** ~~Consider establishing an amnesty program that takes into account site-specific conditions, to allow for and~~ Work with property owners to encourage the legalization of existing second units.
Responsibility: *Planning Department; Planning Commission; City Council*
Financing: *Staff time*
Objectives: *Increase the number of legal second units within the City and encourage existing units to be brought up to code*
Timeframe: ~~*Completed, 2004. Not the preference of the City Council to grant amnesty to persons that violated the law; revisit in April, 2011*~~*Ongoing*.

H8.B **Sewer and Water Hook-Up Fees for Second Units.** Support the efforts of other local jurisdictions and work with the sanitary districts to reduce or waive fees for affordable units and second units, thereby encouraging and facilitating development of these types of housing units.
Responsibility: *Planning Department; City Manager; City Council*
Financing: *Staff time*
Objectives: *Remove barriers to the creation of second units*
Timeframe: *Water connection fee reduction completed 2004; sewer connection fee reduction ongoing*

H8.C **Adopt Development Standards and Outreach Program for Junior Second Units.** Adopt development standards and develop outreach program to encourage production of junior second units, whereby an existing bedroom in a single-family home is converted to an independent living unit. Standards to consider include:

- Maximum size of 500 square feet;
- Wet-bar kitchen with limited sink size (14" x 16" max.) and small drain line (max. 1.5" diameter) to preclude a larger sink or garbage disposal;
- Limitation on the length of associated counter and cabinets (e.g. no more than six feet);
- Prohibition of natural gas or 220v electrical service to preclude a full-sized cooking appliance;
- Prohibition on installation of a dedicated electrical circuit, gas line, gas stubout or plumbing stubout to preclude future service expansion.
- Private bathroom requirement;
- No additional parking beyond that required for the single-family home;
- On-site owner occupancy required.

Responsibility: Planning Department; Planning Commission; City Council
Financing: Staff time
Objectives: Encourage development of second units
Timeframe: Adopt standards by 2015

H9. Special Needs Housing: Provide housing for population groups who require special assistance (special needs groups include: homeless persons; people with disabilities; the elderly; people with serious illnesses, substance abuse or in need of mental health care; large families; single parent households; and other persons in the community identified as having special housing needs).

H9.1 **Special Needs Groups.** The City will actively promote the development and rehabilitation of housing to meet the needs of special needs groups, including the needs of seniors, people living with disabilities, the homeless, people with HIV/AIDS and other illnesses, people in need of mental health care, single parent families, large families, and other persons identified as having special housing needs.

H9.2 **Provision of Affordable Housing for Special Needs Households.** The City will work with groups to provide opportunities through affordable housing programs for a variety of affordable housing to be created for special needs groups, including assisted living and licensed group homes, and residential care facilities.

H9.3 **Density Bonuses for Special Needs Housing.** The City will use density bonuses to assist in meeting special housing needs. Senior care facilities, including residential care facilities serving more than six people, shall be subject to inclusionary housing requirements.

H9.4 **Housing for the Homeless.** Recognizing the lack of resources to set up completely separate systems of care for different groups of people, including homeless-specific services for the homeless or people "at risk" of becoming homeless, the City will work with other jurisdictions, as appropriate, to develop a fully integrated approach for the broader low-income population.

Implementing Programs

H9.A **Accessible/Adaptable Units for the Disabled.** The City will ensure that new construction conform to applicable California Building Code regulations addressing accessibility requirements for disabled persons. Pursuant to the Central Larkspur Area Specific Plan (CLASP), the City will also require that senior housing in the CLASP Subareas use universal design principles to ensure adaptability and accessibility for disabled persons.

Responsibility: *Planning Department; Planning Commission; City Council.*
Financing: *Staff time*
Objectives: *Require a state-specified percentage of newly constructed units, as applicable under state law, to be accessible to disabled persons*
Timeframe: *~~CLASP adopted September, 2006; Implementation o~~Ongoing, subject to amendments to the California Building Code.*

H9.B **Density and Parking Standards for ~~Elderly~~ Senior Housing Projects.** Continue to waive density and parking standards for ~~elderly~~ senior housing projects if the city finds that 1) potential impacts to traffic and the environment are acceptable and 2) development is compatible with neighborhood scale (e.g., the recent parking requirement reductions for the senior housing units in the Rose Garden Project, CLASP Subarea #3).

Responsibility: *Planning Department; Planning Commission; City Council.*
Financing: *Staff time*
Objectives: *Encourage additional housing for the elderly*
Timeframe: *Ongoing*

~~H9.C **Zoning and Building Codes.** Consistent with Senate Bill 520 enacted in January 1, 2002, the City will continue to evaluate its zoning ordinance and other policies to identify and implement any provisions needed to address constraints to the construction of housing for people with disabilities, handicapped dwelling conversions (or adaptability), and appropriate site design. To insure that the City's zoning and building codes relative to housing for persons with disabilities do not impede the construction of such housing, or necessary adaptations to existing structures, the City has developed a draft policy for developing and adopting a formal process for providing reasonable accommodation to zoning, building codes, and permit procedures for all persons with disabilities. Once adopted, information regarding the process for requesting reasonable accommodations will be made available at the City's Customer Service, Planning and Public Works counters and on the City's web site.~~

~~*Responsibility: Planning Department; Planning Commission; Building Official, City Council*~~
~~*Financing: Staff time*~~
~~*Objectives: Maintain zoning and building codes as fair and equitable and in accordance with State law.*~~
~~*Timeframe: Ongoing; Adopt draft Reasonable Accommodation Ordinance, April 2011*~~

H9.~~D~~C **Waive/Defer City Fees.** Continue to waive or defer City fees, as appropriate, for housing projects that meet special needs when necessary to improve the financial feasibility of such projects.

Responsibility: *City Council*
Financing: *General Fund*
Objective: *Facilitate construction of housing projects that meet special needs*
Timeframe: *Ongoing*

H9.~~E~~D **Rental Units for Larger Families.** Require apartment projects receiving financial incentives from the City to include units with more than two bedrooms.
Responsibility: Planning Department; Planning Commission; City Council
Financing: Staff time
Objective: Facilitate construction of housing projects that serve larger families
Timeframe: Ongoing

H9.~~F~~E **Building Codes.** Review City building codes to determine consistency with HUD regulations and State law concerning housing for persons with disabilities. Require developers to strictly comply with these regulations in order to increase the stock of housing accessible to persons with disabilities.
Responsibility: Building Official; City Council.
Financing: Staff time
Objectives: Maintain zoning and building codes as fair and equitable and in accord with State law
Timeframe: Ongoing

H9.~~G~~F **Support Countywide Programs.** The City will support countywide programs that provide for a continuum of care for the homeless including emergency shelter, transitional housing, supportive housing and permanent housing.
Responsibility: City Council.
Financing: General Fund
Objectives: Provide housing for the homeless
Timeframe: Ongoing

~~H9.H **Emergency Shelters and Transitional and Supportive Housing.** The City will amend the zoning code to allow the construction of at least one permanent emergency shelter by right, without requiring any conditional or discretionary permits, in the A-P, Administrative Professional, or C-2, General Commercial, districts in order to accommodate the City's unsheltered homeless population. The City will adopt objective operating and management standards as permitted by State law. Additionally, the zoning code will be amended to include new definitions of transitional and supportive housing (as defined in California Health and Safety Code), and to clarify the definitions of "Group Home- Handicapped" and "Group Home- Non-handicapped" to encompass transitional and supportive housing. Transitional and supportive housing, under the definition of group homes, are permitted residential uses of property, allowed by right in residential zones and subject to the same restrictions of other similar dwellings in the respective zone.~~
~~*Responsibility: Planning Department; Planning Commission; City Council*~~
~~*Financing: General Fund*~~
~~*Objectives: Provide emergency and transitional shelters.*~~
~~*Timeframe: November, 2011*~~

H9.~~I~~G **Needs of Homeless Families and Individuals.** The City will participate in the Marin County Point in Time Homeless Count, a biannual analysis of the needs of unsheltered homeless families and individuals in its jurisdiction. An analysis of the data gathered in the Point in Time Homeless Count will be included in the Housing Element. The analysis will include an estimate of the number of unsheltered individuals within the City, significant issues faced by that population (including substance abuse, domestic

violence, or mental illness), and an index of available services including emergency, transitional, and supportive housing.

Responsibility: *Planning Department*
Financing: *Staff Time*
Objectives: *Provide a regular analysis of special needs faced by the unsheltered homeless in order to provide services to best meet those needs*
Timeframe: ~~*Completed, 2010;*~~ *Ongoing* ~~*thereafter*~~ *with each Housing Element update, as required by State Housing Element Law.*

H10. Special Needs Support Programs: Provide housing assistance for special needs and link housing to Health and Human Services programs helping meet the needs of seniors, people with disabilities, homeless and others.

H10.1 **Rental Assistance Programs.** The City will continue to publicize and create opportunities for using available rental assistance programs, such as the project-based and tenant-based Section 8 certificates programs, in coordination with the Marin Housing Authority (MHA). The City will also continue to support the use of Marin Community Foundation funds for affordable housing and continue to participate in the Rebate for Marin Renters program administered through MHA.

H10.2 **Health and Human Services Programs Linkages.** As appropriate to its role, the City will seek ways to link together all services serving lower income people to provide the most effective response to homeless or at risk individuals by providing a highly responsive set of programs corresponding to the unique needs of all sub-populations which make up the County's homeless population, including adults, families, youth, seniors, and those with mental disabilities, substance abuse problems, HIV/AIDS, physical and developmental disabilities, multiple diagnoses, veterans, victims of domestic violence, and other economically challenged or underemployed workers.

H10.4 **Emergency Housing Assistance.** Participate and allocate funds, as appropriate, for County and non-profit programs providing emergency shelter and related counseling services.

Implementing Programs

H10.A ~~–~~**Assist in the Effective Use of Available Rental Assistance Programs.** Develop and implement measures to make full use of available rental assistance programs. Actions include:

a) ~~Maintain descriptions of current programs to hand out to interested persons.~~ Maintain reference links to appropriate agencies and other resources to the City website.
b) Provide funding support, as appropriate.
c) Refer interested parties to the Marin Housing Authority for rental housing assistance programs, such as Shelter Plus Care, AB2034, HOPWA, Rental Deposit Program, and Welfare to Work Program.

Responsibility: *Customer Service; Marin Housing Authority; City Council; Marin Community Foundation*
Financing: *Staff time*
Objectives: *Continued use of rental housing programs at current funding levels*

Timeframe: *Ongoing*

H10.B **Engage in Countywide Efforts to Address Homeless Needs.** Actively engage with other jurisdictions in Marin to provide additional housing and other options for the homeless, supporting and implementing *Continuum of Care* actions in response to the needs of homeless families and individuals. Participate and allocate funds, as appropriate, for County and non-profit programs providing emergency shelter and related counseling services.
Responsibility: *Planning Department; City Manager; City Council*
Financing: *Staff time*
Objectives: *Assist in addressing emergency shelter needs in a comprehensive, countywide manner*
Timeframe: *Annual participation, as appropriate*

H11. Funding for Affordable Housing: Be aggressive and creative in finding ways to increase ongoing local funding resources for low income special needs housing.

H11.1 **Local Funding for Affordable Housing.** The City will seek ways to reduce housing costs for lower-income workers and people with special needs by continuing to utilize local, state and federal assistance to the fullest extent to achieve housing goals and by increasing ongoing local resources.

H11.2 **Coordination Among Projects Seeking Funding.** Ensure access to, and the most effective use of, available funding in Larkspur by providing a mechanism for coordination among affordable housing developments when they seek funding from various sources. Continue to seek and participate in available federal, state, county, nonprofit, and philanthropic programs suitable for maintaining and increasing the supply of affordable housing in Larkspur.

H11.3 **Housing Trust Fund.** Implement the Affordable Housing Trust Fund, using collected in-lieu fees to provide a source of funding for affordable housing.

H11.4 **Waive City Processing Fees**. Waive City fees for processing discretionary permits for stand-alone affordable housing projects.

Implementing Programs

H11.A **Affordable Housing Trust Fund Ordinance.** Continue to implement the Housing Trust Fund Ordinance, using monies paid into the fund to develop or rehabilitate units affordable to extremely low, very low and low income households, or for the purchase of market rate units for conversion to affordable housing units.
Responsibility: *Planning Department; City Manager; City Council*
Financing: *Staff time*
Objectives: *Provide funding to facilitate implementation of Housing Element programs*
Timeframe: *Ongoing*

H11.B **Seek Additional Local Sources of Funding.** Continue to seek local sources of funding to support affordable housing, including consideration of:

a) In-lieu fee payments under inclusionary requirements (residential and non-residential developments).
b) Voluntary donations.
c) Increase in the Transient Occupancy Tax, if it becomes practical for assisting with meeting housing needs (as an alternative, increased revenue from an increase in the number of transient occupancy rooms could be used to support affordable housing).

Responsibility: City Manager; City Council
Financing: Staff time
Objectives: Create additional sources of funding
Timeframe: Ongoing

~~H11.C **Coordinate Funding Among Development Proposals.** Recognizing that limited resources are available from the State and other sources, and accessing such resources is highly competitive, the City of Larkspur will participate in efforts to establish administrative procedures to create a data base of development proposals throughout the County and their anticipated funding sources. The purpose of the data base is to ensure that local projects are competitive for outside funding sources and these resources are used in the most effective manner possible. Potential sources of funding include, but are not limited to:~~

~~a) CDBG/HOME~~
~~b) Marin Community Foundation~~
~~c) Applications for mortgage revenue bonds and/or mortgage credit certificates~~
~~d) Housing Trust Fund~~
~~e) Tax Credit Allocation~~
~~f) California Housing Finance Agency (CHFA)~~

~~*Responsibility: City Manager; City Council*~~
~~*Financing: Staff time*~~
~~*Objectives: Efficient use of available funding for high priority developments*~~
~~*Timeframe: Ongoing*~~

H11.~~D~~C **Contacts with Nonprofit Housing Organizations.** Maintain contacts with nonprofit housing organizations to benefit from their expertise in developing and supporting affordable housing, including extremely~~-~~-low and very~~-~~-low income housing. Refer potential developers of housing to these organizations for assistance.

Responsibility: Planning Department; City Manager; City Council.
Financing: Staff time
Objectives: Efficient use of available funding for high priority developments
Timeframe: Ongoing

H12. Green Building Standards: Encourage energy and resource conservation in housing.

H12.1 **Energy Conservation Features in New Design.** The City will promote the use of energy conservation in the design of residential development.

H12.2 **Energy Conservation in Older Homes.** The City will promote energy conservation in the City's older homes.

Implementing Programs

H12.A **Evaluation of Residential Projects.** Continue to evaluate residential projects for consistency with Section 66473.1 (Energy Conservation) of the Subdivision Map Act during the development review process.

Responsibility: *Planning Department; Planning Commission; City Council.*
Financing: *Staff time*
Objectives: *Energy conservation*
Timeframe: *Ongoing*

H12.B **Ensure compliance with~~ the City's Green Building Code~~ California Building Code (CBC) Green Building Standards (CALGreen).** Pursuant to ~~Ordinance 956 ("Green Building Ordinance") and any future amendments to it or the Building Code pursuant to the State's CALGreen Code~~ LMC 15.17, continue to review all planning and building permit applications for new development and/or substantial renovations for compliance with~~ the City's Green Building standards~~ the California Green Building Standards Code (CALGreen).~~ Review and update Green Building Code as necessary according to new strategies and recommendations from Marin Green Building, Energy Retrofit and Solar Transformation (BERST), a countywide collaborative formed to develop green building policies and strategies.~~

Responsibility: *Planning Department; Building Department; Public Works*
Financing: *Staff time*
Objectives: *Improve resource utilization of new construction*
Timeframe: *Ongoing; ~~update building code by January 2011 to incorporate the State's CALGreen code~~ Subject to amendments to the California Building Code.*

H12.C **~~PG&E~~ Home Energy Conservation Programs.** Continue to ~~cooperate~~ partner with Marin Clean Energy (MCE), PG&E, and other community organizations~~ in the provision of~~ to provide information about ~~their~~ energy conservation programs~~, including SmartAC™, ClimateSmart™, and Energy Partners Program.~~ and initiatives.

Responsibility: *Planning Department; Customer Service*
Financing: *Staff time*
Objectives: *Encourage household participation in energy-saving programs offered by local utility providers and other organizations*
Timeframe: *Ongoing*

H12.D **State of California Energy Conservation Programs.** Continue to provide information about energy conservation programs offered by the State of California~~'s Energy Commission~~, including rebates for efficient appliances, solar power generation, and home energy rating systems.

Responsibility: *Planning Department; Customer Service*
Financing: *Staff time*
Objectives: *Encourage household participation in energy-saving programs and incentives offered by the State of California*
Timeframe: *Ongoing*

H13. Effective Implementation and Monitoring: Take a proactive approach in sharing resources and making organizational changes to effectively create and respond to opportunities to achieve housing goals.

H13.1 **Effective and Efficient Management of Data.** Work with other jurisdictions to establish standardized methods (procedures, definitions, responsibilities, etc.) for the effective and efficient management of housing data among all jurisdictions in Marin and to establish a regular monitoring and policy/actions/priorities update process to assess needs achievements on an ongoing basis. Also, to effectively respond to changing conditions and the changing needs of the population.

H13.2 **Organizational Effectiveness.** In recognition that there are limited resources available to the City to achieve housing goals, the City will seek ways to organize and allocate staffing resources effectively and efficiently to implement the programs of the housing element.

H13.3 **Housing Element Monitoring, Evaluation and Revisions.** The City will establish a regular monitoring and update process to assess housing needs and achievements, and to provide a process for modifying policies, programs and resource allocations as needed in response changing conditions.

Implementing Programs

H13.A **Conduct an Annual Housing Element Review.** Develop a process for the assessment of Housing Element implementation through annual review by the Larkspur Planning Commission and City Council. Provide opportunities for public input and discussion, in conjunction with State requirements for a written review by April 1 of each year. (Per Government Code Section 65400). Based on the review, establish annual work priorities for staff, Planning Commission and City Council.

Responsibility: *Planning Department; Planning Commission; City Council*
Financing: *Staff time*
Objectives: *Annual review of the Housing Element*
Timeframe: *Annually by April 1, prior to the budget cycle*

H13.B **Update the Housing Element Regularly.** Undertake housing element updates as needed in accordance with State law requirements.

Responsibility: *Planning Department; Planning Commission; City Council.*
Financing: *Staff time*
Objectives: *Comprehensive update of the Housing Element*
Timeframe: *Future updates according to Housing Element update schedule, as determined by the State Department of Housing and Community Development*

~~H13.C **Support Establishment of a Countywide Housing Data Clearinghouse.** Coordinate with other jurisdictions, as determined appropriate for the City, the establishment of a central housing data clearinghouse with up-to-date information on housing conditions in the County (by jurisdiction), best practices, State law, funding opportunities, and related housing information as part of the Marin County Housing Workbook process~~

~~*Responsibility: Planning Department*~~
~~*Financing: Marin County; possible contributions by the City (Housing Trust Fund)*~~
~~*Objectives: Establishment of data methodologies; effective data collection and monitoring*~~
~~*Timeframe: Ongoing*~~

APPENDICES

This page left intentionally blank