

Public Draft

6th Cycle Housing Element Update (2023-2031)

City of Larkspur

November 14, 2022



Prepared by
EMC Planning Group

PUBLIC DRAFT

**6TH CYCLE HOUSING ELEMENT UPDATE
(2023-2031)
CITY OF LARKSPUR**

PREPARED FOR

City of Larkspur

Elise Semonian, Community Development Director

400 Magnolia Avenue

Larkspur, CA 94939

Tel 415.927.6713

esemonian@cityoflarkspur.org

PREPARED BY

EMC Planning Group Inc.

601 Abrego Street

Monterey, CA 93940

Tel 831.649.1799

Fax 831.649.8399

Ande Flower, MUP, AICP, Principal Planner

flower@emcplanning.com

www.emcplanning.com

November 14, 2022

This document was produced on recycled paper.



Table of Contents

1.0	INTRODUCTION.....	1-1
1.1	Introduction	1-1
1.2	California’s Housing Crisis.....	1-2
1.3	Regional Housing Needs Allocation.....	1-2
1.4	Affirmatively Furthering Fair Housing.....	1-3
1.5	Overview of Planning Efforts	1-8
1.6	Public Participation	1-12
2.0	GOALS, POLICIES, AND PROGRAMS	2-1
2.1	Introduction	2-1
2.2	What’s New	2-1
2.3	Program Overview and Quantified Objectives.....	2-3
2.4	Goals, Policies and Programs	2-3
3.0	OVERVIEW OF HOUSING NEEDS AND CONSTRAINTS.....	3-1
3.1	Introduction	3-1
3.2	Larkspur Overview.....	3-1
3.3	Overview of Housing Needs	3-3
3.4	Governmental and Non-Governmental Constraints	3-12
4.0	VACANT AND AVAILABLE SITES	4-1
4.1	Introduction	4-1
4.2	Regional Housing Needs Allocation.....	4-1
4.3	Site Inventory	4-3
4.4	Summary and Conclusions.....	4-3
5.0	ENERGY CONSERVATION	5-1
5.1	Introduction	5-1
5.2	Opportunities for Energy Conservation	5-1
5.3	Related Housing Element Programs	5-5

Appendices

Appendix A	Larkspur Fair Housing Assessment
Appendix B	Housing Needs Assessment
Appendix C	Housing Constraints
Appendix D	Vacant and Available Sites
Appendix E	Review of Previous Housing Element
Appendix F	List of Contacted Organizations

Tables

Table 1-1	Regional Housing Needs Allocation.....	1-3
Table 1-2	Results of Marin Transit On-Board Survey.....	1-7
Table 2-1	Quantified Objectives Summary	2-3
Table 3-1	Larkspur and Regional Population Growth Trends.....	3-4
Table 4-1	Larkspur’s Regional Housing Needs Allocation – 2023–2031	4-2
Table 4-2	Larkspur’s Adjusted RHNA.....	4-2
Table 4-3	Vacant/Partially Vacant and Available Sites.....	4-3

1.1 Introduction

Larkspur is a community with a high quality of life, a renowned school system, and an urgent need for more housing. The long-term vitality of Larkspur and the local economy depend upon the availability of various types of housing that could satisfy the community's diverse housing needs. As Larkspur looks towards the future, increasing the range and diversity of housing options is integral to the City's success. The Housing Element serves as a continuation of the City's commitment to ensuring new opportunities for residential development, as well as preserving and enhancing existing neighborhoods.

This 2023-2031 Housing Element represents the City of Larkspur's intent to plan for the housing needs of the Larkspur community while meeting the State's housing goals as set forth in Article 10.6 of the California Government Code. The California State Legislature has identified the attainment of a decent home and a suitable living environment for every Californian as the State's major housing goal. The Larkspur Housing Element represents a sincere and creative effort to meet local and regional housing needs within the constraints of a fully established built-out community, limited land availability and extraordinarily high costs of land and housing.

Pursuant to State law, the Housing Element must be updated periodically according to statutory deadlines. This 6th Cycle Housing Element covers the planning period 2023 through 2031 and replaces the City's 5th Cycle Housing Element that covered the period 2015 through 2023.

Per State Housing Element law, the document must be periodically updated to:

- Outline the community's housing production objectives consistent with State and regional growth projections
- Describe goals, policies and implementation strategies to achieve local housing objectives
- Examine the local need for housing with a focus on special needs populations
- Identify adequate sites for the production of housing serving various income levels
- Analyze potential constraints to new housing production
- Evaluate the Housing Element for consistency with other General Plan elements
- Evaluate Affirmatively Furthering Fair Housing

1.2 California’s Housing Crisis

The 6th Cycle Housing Element update comes at a critical time because California is experiencing a housing crisis, and as is the case for all jurisdictions in California, Larkspur must play its part in meeting the growing demand for housing. Although Marin County is expected to lose 19,000 jobs by 2050, the San Francisco Bay Area region is projected to add 1,403,000 jobs,¹ which represents a 35 percent increase. These changes will increase demand for housing across all income levels, and if the region can’t identify ways to significantly increase housing production, it risks worsening the burden for existing lower-income households, many of whom do not have the luxury or skill set to move to new a job center but that are nonetheless faced with unsustainable increases in housing cost.

If the region become less competitive in attracting high-skilled workers and increasingly unaffordable to lower-income workers and seniors, then social and economic segregation will worsen, only exacerbating historic patterns of housing discrimination, racial bias, and segregation. This potentiality has become so acute in recent years that the California Legislature addressed the issue with new legislation in 2018. SB 686 requires all state and local agencies to explicitly address, combat, and relieve disparities resulting from past patterns of housing segregation to foster more inclusive communities. This is commonly referred to as Affirmative Furthering Fair Housing, or AFFH (more on this below).

Larkspur has moderate success in meeting its housing needs. In the last housing element cycle (2015 to 2023), for example, the City built 118 housing units, which represented 89 percent of its Regional Housing Needs Allocation (RHNA) (132 new housing units). Of the units built, approximately 23 percent (27 units) were affordable to lower- and moderate-income households,² and 77 percent were affordable to above moderate-income households.

1.3 Regional Housing Needs Allocation

The Plan Bay Area 2050 Final Blueprint forecasts that the nine-county Bay Area will add 1.4 million new households between 2015 and 2050. For the eight-year time frame covered by this Housing Element Update, the Department of Housing and Community Development (HCD) has identified the region’s housing need as 441,176 units. The total number of housing units assigned by HCD is separated into four income categories that cover housing types for all income levels, from very low-income households to market rate housing.³ This calculation is based on population projections

¹ Source: Plan Bay Area, Growth Pattern, Projected Household and Job Growth, by County. Association of Bay Area Governments and Metropolitan Transportation Commission, January 2021.

² Source: City of Larkspur post construction surveys.

³ HCD divides the RHND into the following four income categories:

Very Low income: 0-50% of Area Median Income

Low income: 50-80% of Area Median Income

Moderate income: 80-120% of Area Median Income

produced by the California Department of Finance as well as adjustments that incorporate the region’s existing housing need.

Almost all jurisdictions in the Bay Area received a larger RHNA this cycle compared to the last cycle, primarily due to changes in state law that led to a considerably higher RHND compared to previous cycles.

On January 12, 2022, ABAG’s adopted RHNA Methodology, was approved by HCD. For Larkspur, the RHNA to be planned for this cycle is 979 units, a slated increase from the last cycle. [Table 1-1](#) shows the RHNA for Larkspur for the period 2023 through 2031.

Table 1-1 Regional Housing Needs Allocation

Income Group	Percentage of AMI	Share
Very Low Income	<50	291
Low Income	51-80	168
Moderate Income	81-120	145
Above Moderate Income	121 +	357
Total		979

Source: ABAG

1.4 Affirmatively Furthering Fair Housing

In 2018, Assembly Bill 686 (AB 686), signed in 2018, established an independent state mandate to affirmatively furthering fair housing (AFFH). AB 686 extends requirements for federal grantees and contractors to “affirmatively further fair housing,” including requirements in the federal Fair Housing Act, to public agencies in California. Affirmatively furthering fair housing is defined specifically as taking meaningful actions that, taken together, address significant disparities in housing needs and in access to opportunity by replacing segregated living patterns with truly integrated and balanced living patterns; transforming racially and ethnically concentrated areas of poverty into areas of opportunity; and fostering and maintaining compliance with civil rights and fair housing laws.

AB 686 requires public agencies to:

- Administer their programs and activities relating to housing and community development in a manner to affirmatively further fair housing;
- Not take any action that is materially inconsistent with the obligation to affirmatively further fair housing;

Above Moderate income: 120% or more of Area Median Income

- Ensure that the program and actions to achieve the goals and objectives of the Housing Element affirmatively further fair housing; and
- Include an assessment of fair housing in the Housing Element.

The requirement to Affirmatively Further Fair Housing (AFFH) is derived from The Fair Housing Act of 1968, which prohibited discrimination concerning the sale, rental, and financing of housing based on race, color, religion, national origin, or sex—and was later amended to include familial status and disability. The 2015 U.S. Department of Housing and Urban Development (HUD) Rule to Affirmatively Further Fair Housing and California Assembly Bill 686 (2018) mandate that each jurisdiction takes meaningful action to address significant disparities in housing needs and access to opportunity. AB 686 requires that jurisdictions incorporate AFFH into their Housing Elements, which includes inclusive community participation, an assessment of fair housing, a site inventory reflective of AFFH, and the development of goals, policies, and programs to meaningfully address local fair housing issues.

An exhaustive AFFH analysis was prepared by Root Policy Research in combination with research provided by Veronica Tam and Associates and is included as an appendix to this housing element (see Appendix A).

Defining Segregation

Segregation is the separation of different demographic groups into different geographic locations or communities, meaning that groups are unevenly distributed across geographic space. This report examines two spatial forms of segregation: neighborhood level segregation *within* a local jurisdiction and city level segregation *between* jurisdictions in the Bay Area.

Neighborhood level segregation (*within* a jurisdiction, or *intra-city*): Segregation of race and income groups can occur from neighborhood to neighborhood *within* a city. For example, if a local jurisdiction has a population that is 20 percent Latinx, but some neighborhoods are 80 percent Latinx while others have nearly no Latinx residents, that jurisdiction would have segregated neighborhoods.

City level segregation (*between* jurisdictions in a region, or *inter-city*): Race and income divides also occur *between* jurisdictions in a region. A region could be very diverse with equal numbers of white, Asian, Black, and Latinx residents, but the region could also be highly segregated with each city comprised solely of one racial group.

There are many factors that have contributed to the generation and maintenance of segregation. Historically, racial segregation stemmed from explicit discrimination against people of color, such as restrictive covenants, redlining, and discrimination in mortgage lending. This history includes many overtly discriminatory policies made by federal, state, and local governments (Rothstein 2017). Segregation patterns are also affected by policies that appear race-neutral, such as land use decisions and the regulation of housing development.

Segregation has resulted in vastly unequal access to public goods such as quality schools, neighborhood services and amenities, parks and playgrounds, clean air and water, and public safety (Trounstine 2015). This generational lack of access for many communities, particularly people of color and lower income residents, has often resulted in poor life outcomes, including lower educational attainment, higher morbidity rates, and higher mortality rates (Chetty and Hendren 2018, Ananat 2011, Burch 2014, Cutler and Glaeser 1997, Sampson 2012, Sharkey 2013).

Segregation Patterns in the Bay Area

Across the San Francisco Bay Area, white residents and above moderate-income residents are significantly more segregated from other racial and income groups (see Appendix 2). The highest levels of racial segregation occur between the Black and white populations. The analysis completed for this report indicates that the amount of racial segregation both *within* Bay Area cities and *across* jurisdictions in the region has decreased since the year 2000. This finding is consistent with recent research from the Othering and Belonging Institute at UC Berkeley, which concluded that “[a]lthough 7 of the 9 Bay Area counties were more segregated in 2020 than they were in either 1980 or 1990, racial residential segregation in the region appears to have peaked around the year 2000 and has generally declined since.”⁴ However, compared to cities in other parts of California, Bay Area jurisdictions have more neighborhood level segregation between residents from different racial groups. Additionally, there is also more racial segregation *between* Bay Area cities compared to other regions in the state.

Segregation and Land Use

It is difficult to address segregation patterns without an analysis of both historical and existing land use policies that impact segregation patterns. Land use regulations influence what kind of housing is built in a city or neighborhood (Lens and Monkkonen 2016, Pendall 2000). These land use regulations in turn impact demographics: they can be used to affect the number of houses in a community, the number of people who live in the community, the wealth of the people who live in the community, and where within the community they reside (Trounstine 2018). Given disparities in wealth by race and ethnicity, the ability to afford housing in different neighborhoods, as influenced by land use regulations, is highly differentiated across racial and ethnic groups (Bayer, McMillan, and Reuben 2004).⁵

⁴ For more information, see <https://belonging.berkeley.edu/most-segregated-cities-bay-area-2020>.

⁵ Using a household-weighted median of Bay Area county median household incomes, regional values were \$61,050 for Black residents, \$122,174 for Asian/Pacific Islander residents, \$121,794 for white residents, and \$76,306 for Latinx residents. For the source data, see U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B19013B, Table B19013D, B19013H, and B19013I.

Segregation in the City of Larkspur

The following are highlights of segregation metrics as they apply to Larkspur. For further information regarding the history of racial segregation in Larkspur, including examples, please refer to page A-4 in Appendix A.

- As of 2020, white residents are the most segregated compared to other racial groups in Larkspur, as measured by the isolation index. White residents live in neighborhoods where they are less likely to come into contact with other racial groups.
- Among all racial groups, the white population's isolation index value has changed the most over time, becoming less segregated from other racial groups between 2000 and 2020.
- According to the dissimilarity index, within Larkspur the highest level of racial segregation is between Black and white residents. However, local jurisdiction staff should note that this dissimilarity index value is not a reliable data point due to small population size.⁶
- According to the Theil's H-Index, neighborhood racial segregation in Larkspur declined between 2010 and 2020. Neighborhood income segregation increased between 2010 and 2015.
- Above moderate-income residents are the most segregated compared to other income groups in Larkspur. Above moderate-income residents live in neighborhoods where they are less likely to encounter residents of other income groups.
- Among all income groups, the very low-income population's segregation measure has changed the most over time, becoming more segregated from other income groups between 2010 and 2015.
- According to the dissimilarity index, segregation between lower-income residents and residents who are not lower-income has increased between 2010 and 2015. In 2015, the income segregation in Larkspur between lower-income residents and other residents was lower than the average value for Bay Area jurisdictions.

Regional Segregation

The following are highlights of regional segregation metrics as they apply to Larkspur.

- Larkspur has a higher share of white residents than other jurisdictions in the Bay Area as a whole, a lower share of Latinx residents, a lower share of Black residents, and a lower share of Asian/Pacific Islander residents.

⁶ The analysis conducted for this report suggests that dissimilarity index values are unreliable for a population group if that group represents approximately less than 5 percent of the jurisdiction's total population. ABAG/MTC recommends that when cities have population groups that are less than 5 percent of the jurisdiction's population (see Table 15 in Appendix 2), jurisdiction staff could focus on the isolation index or Thiel's H-Index to gain a more accurate understanding of neighborhood-level racial segregation in their jurisdiction.

- Regarding income groups, Larkspur has a lower share of very low-income residents than other jurisdictions in the Bay Area as a whole, a lower share of low-income residents, a lower share of moderate-income residents, and a higher share of above moderate-income residents.

Transit – Oriented Development

In recent years, the issue of efficient transportation systems has been of great importance within the City of Larkspur as it aims to reduce single occupant vehicle trips and community Greenhouse Gas emissions. In general, the 2020 – 2029 Short Range Transit Plan, conducted by Marin Transit, points out which demographics of people in Marin County most frequently rely on some form of public transit. The report states that: “Compared to the rest of the County, Marin Transit local riders have a significantly lower income level and a lower proportion of riders identify themselves as Caucasian/White. About 35 percent of Marin Transit local riders earn less than \$25,000 a year, while the majority of Marin County residents (63 percent) are at the other end of the range earning \$75,000 or more” (Marin Transit, 2020). Marin Transit also highlights the need for public transportation, as stratified by the age and gender demographics. Table 1-2, below, clarifies these statistics.

Table 1-2 Results of Marin Transit On-Board Survey

Category	Transit Rider (On-Board Survey Results)				Marin Co.
	2005	2008	2012	2017	
Age					
Persons under 18 years old	18%	25%	21%	11%	20%
Persons between 18 and 65 years old	78%	70%	72%	80%	60%
Persons 65 years old and older	4%	5%	7%	9%	20%
Gender					
Female	48%	46%	49%	44%	51%
Male	52%	54%	51%	56%	49%
Household Income					
Under \$25,000	51%	61%	57%	35%	12%
\$25,000 to \$49,999	28%	18%	20%	24%	13%
\$50,000 to \$74,999	10%	8%	7%	12%	12%
\$75,000 or more	10%	13%	16%	29%	63%
Race					
Hispanic	n/a	49%	43%	52%	16%
Caucasian/White	n/a	36%	39%	29%	72%
African American	n/a	9%	7%	7%	2%
Asian	n/a	8%	5%	5%	6%

Source: U.S. Census Bureau, 2013-2017 American Community Survey

In Larkspur, specifically, community members have expressed a desire for more efficient and accessible transit opportunities. This need was expressed recently at the Larkspur City Council Meeting where a community member stated: “...Renters can’t afford to live here, which you know clogs our traffic situation, when it comes to: caregiving, people that are servers, bartenders, whatever it is that we take for granted, these people are coming an hour and a half...over an hour to come and be here in our community, and that’s not fair...” (Larkspur City Council Meeting, 9-21-22). Given this quotation and the statistics provided above, it is evident that those that are the most vulnerable in the City of Larkspur are the ones that could potentially benefit the most from increased availability of affordable housing in Larkspur, specifically within areas where public transit options are available.

1.5 Overview of Planning Efforts

This section provides an overview of planning and legislative efforts that provide the context for development of the 6th Cycle Housing Element.

Effectiveness of Previous Housing Element

The 2015 Housing Element identified a Regional Housing Needs Allocation of 132 housing units in Larkspur between 2015 and 2023. The RHNA was divided into the following income categories:

- 40 units affordable to extremely low- and very low-income households
- 20 units affordable to low-income households
- 21 units affordable to moderate-income households
- 51 units affordable to above moderate-income households

During the 2015–2023 planning period, 118 new units were added to the City’s housing stock, however only 18 were either low or very low income. This indicates that residential growth for low-income households was slower than anticipated, which may be in part due to the COVID pandemic, the cost of land and construction, and the overall lack of interest to develop affordable housing in the community. As a result, housing costs continued to increase substantially due to low supply, and affordability became more elusive.

The goals, objectives, policies, and actions in the 2015 Housing Element complied with State Housing Law and provided proper guidance for housing development in the City. In the 2023 Housing Element update, objectives for each of the goals will be modified as appropriate to more specifically respond to the housing environment in Larkspur from 2023 to 2031. Policies will also be modified as needed to respond to current Housing Element Law and existing and anticipated residential development conditions. See Appendix E for a complete review and analysis of Larkspur’s 5th Cycle Housing Element (2015-2023).

New State Laws Affecting Housing

While the City has taken steps throughout the 5th cycle to increase housing production locally, the State passed numerous laws to address California's housing crisis during the same period. As the State passes new legislation in the remainder of the 5th cycle and during the 6th cycle, the City will continue to amend the Municipal Code; to monitor and evaluate policies and programs designed to meet State requirements; and to proactively implement new policies and programs to help increase housing production citywide.

In 2019, several bills were signed into law that include requirements for local density bonus programs, the Housing Element, surplus lands, accessory dwelling unit (ADU) streamlining, and removing local barriers to housing production. The City will implement changes required by State law, likely through amendments to the Larkspur Municipal Code. The following is a summary of recent legislation and proposed City activities that will further the City's efforts to increase housing production during the 6th cycle. Please see the section above for a discussion of AB 686 (Affirmatively Furthering Fair Housing).

Incentives for Accessory Dwelling Units

In 2020, AB 68, AB 587, AB 671, AB 881, and SB 13 further incentivize the development of accessory dwelling units (ADUs), through streamlined permits, reduced setback requirements, increased allowable square footage, reduced parking requirements, and reduced fees. The City adopted standards for Junior Accessory Dwelling Units in 2016, which were updated in 2018 and 2020. The City also created an Accessory Dwelling Unit (ADU) and Junior Accessory Dwelling Unit (JADU) webpage that provides information on State Laws and city regulations and streamlined application processes for developing ADUs and JADUs. Using SB 2 Grant Funding, the City coordinated with the Marin County Planning Directors Housing Working Group to develop an interactive website <http://www.adumarin.org>, which provides residents and property owners information on designing, financing, and constructing ADUs and JADUs. The program also includes downloadable materials.

The City also continues to monitor the existence of unauthorized second units through its resale inspection program. The City's zoning ordinance facilitates the legalization of unauthorized second units through the zoning clearance/building permit process. In 2020, the City adopted further amendment to the standards for ADUs and JADUs, consistent with State Law, to facilitate legalization of unauthorized living units.

Low-Barrier Navigation Centers

AB 101 (2019) requires jurisdictions to allow "low-barrier navigation centers" by-right in areas zoned for mixed uses and in nonresidential zones permitting multifamily uses, if the center meets specified requirements.

Surplus Public Land

AB 1255 and AB 1486 (2020) seek to identify and prioritize state and local surplus lands available for housing development affordable to lower-income households. City-owned land was considered through preparation of the adequate sites inventory of the 6th Cycle Housing Element. These sites may be developed over time or possibly leased for development. They are not currently included with the Sites Inventory List.

In 2019, Governor Gavin Newsom signed an executive order to identify State owned sites to help address the California housing crisis. An approximately 10-acre property was chosen as an appropriate location for a much-needed affordable housing project on Sir Francis Drake Boulevard, in the unincorporated area adjacent to the City of Larkspur (in Larkspur's Sphere of Influence). The proposed development would have 115 apartments targeted toward lower income families and 115-135 apartments to be built by Education Housing Partners (EHP) for income qualifying teachers and staff of local school districts and county employees. <https://edenhousing.org/properties/oak-hill-apartments/>.

Accelerated Housing Production

AB 2162 (2018) and SB 2 (2019) address various methods and funding sources that jurisdictions may use to accelerate housing production. In 2018, the City Council waived all planning and building permit fees for the Homeward Bound of Marin and St. Patrick's Parish Project, a 12-bed permanent supportive housing facility for housing homeless seniors. The City also waived building permit fees for Project Homekey, a supportive housing site at 1501 S. Eliseo.

Priority Processing

SB 330 (2019) enacts changes to local development policies, permitting, and processes that will be in effect through January 1, 2025. SB 330 places new criteria on the application requirements and processing times for housing developments; prevents localities from decreasing the housing capacity of any site, such as through downzoning or increasing open space requirements, if such a decrease would preclude the jurisdiction from meeting its RHNA housing targets; prevents localities from establishing non-objective standards; and requires that any proposed demolition of housing units be accompanied by a project that would replace or exceed the total number of units demolished. Additionally, any demolished units that were occupied by lower-income households must be replaced with new units affordable to households with those same income levels. The City is currently processing a 20-unit housing project at 1133 Magnolia Avenue filed under SB 330 that includes four affordable units.

Housing and Public Safety

Finally, in response to SB 379 (2015) and other recent state legislation, local jurisdictions must update their safety element to comprehensively address climate adaptation and resilience (SB 379 and SB 1035,2018) and identify evacuation routes (SB 99 and AB 747, both 2019). These updates are

triggered by the 6th Cycle housing element update. This housing element contains an evaluation of the existing safety element and contains programming actions to update the safety element to satisfy the new state requirements. Also, as sites are identified and analyzed for inclusion in the City’s housing site inventory, special attention will be paid to the risk of wildfire and the need for evacuation routes. In this way, the City will coordinate updates to all three elements (land-use, housing, and safety), so that it can direct future development into areas that avoid or reduce unreasonable risks while also providing needed housing and maintaining other community planning goals.

Disadvantaged Communities

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 islands or fringe or legacy communities that qualify as disadvantaged communities inside or near its boundaries.

Consistency with General Plan

The City of Larkspur last adopted its general plan in 1990. The Larkspur City Council initiated a comprehensive Larkspur General Plan 2040 update in 2010, and the plan is anticipated to be adopted in the near future.

The general plan is a long-range planning document that serves as the “blueprint” for development for local jurisdictions in California. All development-related decisions in the City must be consistent with the General Plan, and if a development proposal is not consistent with the plan, then it must be revised or the plan itself must be amended.

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. Residential construction has been completed in Subarea 3 of the CLASP, known as the Rose Lane development, and features a mix of housing types affordable to a range of household income levels.

Larkspur’s housing element is being updated at this time in conformance with the 2023-2031 update cycle for jurisdictions in the Association of Bay Area Governments (ABAG) region. The housing element builds upon the other general plan elements and contains policies to ensure that it is consistent with other elements of the general plan. As portions of the general plan are amended in the future, the plan (including the housing element) will be reviewed to ensure that internal consistency is maintained.

1.6 Public Participation

The primary purpose of this chapter is to describe the effort made by the City of Larkspur to engage all economic segments of the community (including residents and/or their representatives) in the development and update of the housing element. This public participation effort also includes formal consultation, pursuant to Government Code §65352.3, with representatives from the Federated Indians of Graton Rancheria, for the Coast Miwok that are present and active in Marin County. It is also responsive to AB 686 (Affirmatively Furthering Fair Housing), which requires local jurisdictions, as they update their housing elements, to conduct public outreach to equitably include all stakeholders in the housing element public participation program.

The 6th cycle RHNA numbers are a sea of change for all California communities, and the success of the update process hinged in part on a community outreach and engagement program that was robust, inclusive, and meaningful. COVID-19 has complicated community outreach efforts, but the pandemic has also catalyzed the development of new digital tools that have brought interactive engagement to a new level. One such tool is an all-in-one digital community engagement platform called Engagement HQ, or *Bang the Table* (<https://www.bangthetable.com/>).

Bang the Table

The City of Larkspur partnered with *Bang the Table* as a cornerstone of its community outreach and engagement program. Using the “*Bang the Table*” platform, the update team developed an interactive engagement plan that allowed community members to engage on their own time. Components of the interactive engagement plan included:

- **Website.** Living In Larkspur at <https://livinginlarkspur.com> is a dedicated website that provides portal to all of the housing-element-related public engagement activities that are available to members of the public. This includes information on housing element basics, site surveys, site selection details, and materials from community workshops.
- **Site Selection Balancing Act.** Gathered feedback from the public for potential sites to include in the Site Inventory. A web-based interactive map enabled users to balance the number units for each potential site, and a companion series of webpages included detailed information for each site with an opportunity for the public to share narrative comments.

- **Q&A.** Received questions in a managed space that accommodated messages through the iterative brainstorming process.
- **Surveys.** Encouraged Larkspur community-members to voice their opinions in a convenient way that also helped City staff understand what areas of the city need more encouragement to participate. Aggregate data also helped the city understand generally who is participating with the outreach tools.

Larkspur’s community engagement program included an initial presentation to City Council, a community meeting, a stakeholder focus group, direct contact with interested residents and property owners, event tabling, and online/virtual participation opportunities made possible through *Bang the Table* (described above).

Public Participation to Affirmatively Furthering Fair Housing

The Larkspur public participation program was also responsive to AFFH, which requires local jurisdictions to conduct public outreach to equitably include all stakeholders in the housing element public participation program (see the discussion above for more complete information on AFFH).

The organizations listed in [Appendix F](#) were contacted initially with an invitation to further connect. A very small percentage responded and contact with those groups continued through the process of drafting this update with opportunities for further engagement. There were more opportunities for deeper connection with some of the Community Based Organizations (CBOs) included with the list described above.

A general feeling of engagement fatigue was a consistent message received through outreach attempts to regional entities whose client advocacy would be aligned with our goals for AFFH participation in drafting this policy document. Another barrier discovered through communication with the list of organizations was a general community frustration of not being listened to in the past and strong doubt that this would be any different. Our pursuit to include these voices was balanced with honoring what felt like others' efforts to protect specific communities from these conversations that might be difficult (and potentially harmful) without the reward of being seen, heard and/or validated.

We have however, had some success in our latest outreach push and will redouble our efforts with the public draft 30-day review to emphasize the power of their contributions during that time. Our messaging through this period of time is to express the power of this 30-day period to have their voices included with the public record that will be read by decision-makers and the HCD reviewer, with transparent obligation to be responsive to comments as part of the preliminary draft submittal to HCD.

Public Meetings Focused on Rent Stabilization and Rental Assistance

During the course of this policy update, numerous residents within Larkspur have participated in public meetings and Council Meetings to voice their experience with housing insecurity and the threat of economic evictions, resulting from large rent increases. The City Council has created two ad hoc committees that are researching issues related to residential rent in Larkspur. An ad hoc committee studying rent stabilization was created August 3, 2022. This committee is hoping to make recommendations to the Council close to the end of 2022. An ad hoc committee on rental assistance was formed at the Council's regular meeting on October 19, 2022. This committee is evaluating public and private forms of rental assistance that are or might be made available to Larkspur renters. Fifty individuals spoke at the first four public meetings on the rent stabilization topic and numerous written comments were received. The ad hoc committee studying rent stabilization also held a tenant forum and an owner forum to solicit information, ideas and concerns.

Tribal Consultation

This public participation effort also includes formal consultation, pursuant to Government Code §65352.3, with representatives from the Federated Indians of Graton Rancheria, for the Coast Miwok tribe that is present and active in Marin County. The representatives did not request a meeting specific to the Housing Element update, despite multiple inquiries.

Review of Draft and Final Housing Element

[to be completed later]

2.0 Goals, Policies, and Programs

2.1 Introduction

The City is responsible for enabling the production of housing by reducing regulatory barriers, providing incentives, and supporting programs that create or preserve housing, especially for vulnerable populations. To enable the construction of quality housing, the City has identified the following goals:

- Goal 1: Facilitate Housing Construction;
- Goal 2: Protect Affordable Housing and Improve the Housing Stock;
- Goal 3: Provide New Affordable and Other Special Needs Housing;
- Goal 4: Exemplify Sustainable Development and Energy Conservation; and
- Goal 5: Publicize Housing Needs and Resources.

2.2 What's New

This section provides an overview of significant new policy and program directions being taken by the City of Larkspur to address housing issues in the community and the larger San Francisco Bay Area.

Pro-Housing Community

The first and arguably the most important new policy direction being taken by the City of Larkspur is its decision to become a “Pro-Housing” community. Last year as part of the 2019-20 Budget Act, AB 101 enacted the Prohousing Designation Program. This program enables the California Department of Housing and Community Development (HCD) to designate jurisdictions throughout the state as pro-housing when they demonstrate policies and planning that accelerate the production of housing. The benefit to jurisdictions receiving the Prohousing Designation includes being given preference and, in some cases, additional points, when participating in various state funded programs including the Affordable Housing and Sustainable Communities (AHSC) for disadvantaged communities, and Infill Infrastructure Grant (IIG) programs.

Larkspur City Council unanimously approved on consent, Resolution 75/22, on October 10, 2022, authorizing application to and participation in the Prohousing Designation Program. The City's

submittal of an application to HCD gain Pro-Housing designation is planned to be concurrent with the preparation and certification of its 6th Cycle Housing Element. Part of that effort includes the housing sites inventory that is over 150 percent of RHNA. Policies and programs that support Larkspur’s designation by HCD as a Pro-Housing Community are identified with the letters: “PRO”.

Transit-Oriented Development

The second new policy direction involves transit-oriented development. In September 2022, the Metropolitan Transportation Commission (MTC) adopted a new Transit-Oriented Communities Policy designed to help the Bay Area region reach ambitious targets for reducing greenhouse gas emissions in Plan Bay Area 2050, the region’s Long Range Transportation Plan/Sustainable Communities Strategy. Using transportation funds as an incentive, the policy encourages cities and counties to plan transit-rich areas so transit, walking and biking can be viable travel choices for more people. The four goals of the policy seek to make it easier for people in the Bay Area to live a car-free or car-light lifestyle by boosting the overall housing supply by increasing residential densities in transit-rich areas throughout the Bay Area; encouraging commercial development near regional transit hubs; promoting bus transit, walking, biking and shared mobility within and to/from transit-rich areas; and fostering partnerships to create equitable transit-oriented communities where people of all income levels, racial and ethnic backgrounds, ages and ability levels can live, work and thrive. The policy specifically encourages the development of affordable housing and protecting current residents and small businesses from being displaced by new development.

The City of Larkspur is adopting new policies and programs through the update of its general plan (see the *City of Larkspur 2040 General Plan, Draft December 2020*), including this 6th cycle housing element, to align with MTC on its new Transit-Oriented Communities Policy. Policies and programs that support this alignment are identified with the letters: “TOC.”

Affirmatively Furthering Fair Housing

The third and final new policy direction involves addressing historic economic and racial segregation patterns that, while mostly in the past, still make their impact felt subtly through housing patterns. In 2018, the California Legislature established an independent state mandate to affirmatively furthering fair housing (AFFH). Affirmatively furthering fair housing is defined specifically as taking meaningful actions that, taken together, address significant disparities in housing needs and in access to opportunity by replacing segregated living patterns with truly integrated and balanced living patterns; transforming racially and ethnically concentrated areas of poverty into areas of opportunity; and fostering and maintaining compliance with civil rights and fair housing laws.

The City of Larkspur is adopting new policies and programs through the update of this 6th cycle housing element, to align with the state’s new AFFH mandate. Policies and programs that support this alignment are identified with the letters: “AFFH.”

2.3 Program Overview and Quantified 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. There are six (6) deed-restricted affordable housing units at risk of conversion, and the City will work with Marin Housing Authority to look at strategies for preserving these.

Table 2-1 Quantified Objectives Summary

Income Category	New Construction	Rehabilitation	Conservation/ Preservation
Extremely Low	145	0	0
Very Low	146	2	0
Low	168	2	6
Moderate	145	2	0
Above Moderate	375	0	0
TOTAL	979	6	6

Source: City of Larkspur

2.4 Goals, Policies and Programs

GOAL H1 FACILITATE HOUSING CONSTRUCTION

Policies

Policy H1.1 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.

(Formerly Policy H13.3)

Policy H1.2 **Housing Design.** Through the development and adoption of objective design and development standards, facilitate development of new housing that is well-designed and of an appropriate scale to enhance our neighborhoods and community as a whole and furthers the City’s Climate Action Plan.

CAP

(Formerly Objective H3)

Policy H1.3 **Housing and Jobs Linkage.** Promote the creation of housing near workplaces and consider non-residential use contributions to affordable workforce housing.

(Formerly Objective H5)

Policy H1.4 **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.

(Formerly Objective H6)

Policy H1.5 **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.

(Formerly Objective H13)

Policy H1.6 **Create equitable and inclusive neighborhoods.** The City shall promote mixed income neighborhoods with an equitable distribution of housing types for people of all incomes throughout the City by encouraging new affordable housing in high resource areas.

(New policy)

Policy H1.7 **Promote Transit-Oriented Housing Development.** Promote land use and development policies that prioritize infill housing and mixed-use development near commercial services and transit facilities, as opposed to development in peripheral areas that require use of vehicles to access transit and services.

TOC
CAP

(New policy)

Policy H1.8 **Efficient Permit Processing.** Streamline review and approval process to remove constraints to the production and availability of housing.

(New policy)

Policy H1.9 Adequate Housing Sites Throughout the Planning Period. Ensure that sufficient housing sites are provided for a variety of housing types for all income levels throughout the planning period to accommodate Larkspur’s RHNA and monitor development to ensure there is an adequate level of remaining development capacity.

PRO

(New policy)

Policy H1.10 Equitable Infrastructure and Public Services. Ensure adequate investments in public services and facilities to maintain a high-quality living environment in all residential neighborhoods.

AFFH

(New policy)

Policy H1.11 Housing on Public Lands. Pursue the development of housing on public lands, as appropriate, including property held by the City of Larkspur and other public agencies that might prove feasible for developing multifamily housing.

(New policy)

Policy H1.12 Housing in Commercial Zones. Support, encourage, and facilitate the development of housing in commercial zones.

(New policy)

Policy H1.13 Inter-Jurisdictional Cooperation. Coordinate housing strategies with other jurisdictions in Marin County as appropriate to meet the City’s housing needs.

(New policy)

Policy H1.14 Include a Duty Statement for all Future Staff Reports. Include a statement from California’s Housing Accountability Act with all future staff reports for any meeting subject matter involving housing production to remind decision-makers and the public of the essential role that is carried out through local government decisions.

AFFH

(New policy)

Implementing Programs

Program H1.A SB 9 Subdivision. Develop educational materials and checklists; and map areas where property owners are eligible to utilize SB 9 to add new units in an effort to increase awareness amongst property owners of City regulations that allow the subdivision of single-family lots into two lots and the development of an additional residential unit. Annually review number of SB 9 subdivisions and units and consider affordability levels against City’s progress in implementing its RHNA for Above Moderate housing units.

AFFH

Responsibility: Planning Department; Planning Commission; City Council
Financing: General Fund (Staff time)
Objectives: 10 new lots
Timeframe: Complete by December 2025, annually monitor and report

(New program)

Program H1.B

AFFH

Conduct an Annual Housing Element Review. Annually review Housing Element implementation at one Larkspur Planning Commission meeting and City Council meeting by April 1 of each year. Provide opportunities for public input and discussion. (Per Government Code Section 65400). Based on the review, establish annual work priorities, for staff, Planning Commission and City Council.

Responsibility: Community Development Department; Planning Commission; City Council
Financing: General fund (staff time)
Objectives: Annual review of the Housing Element
Timeframe: Annually by April 1, prior to the budget cycle

(Formerly Program H13.A)

Program H1.C

AFFH

Collaborate in an Inter-Jurisdictional Strategic Action Plan for Housing. Work toward implementing 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.

Responsibility: Community Development Department; Administration; City Council
Financing: General fund (staff time)
Objectives: Coordination with other jurisdictions on housing matters.
Timeframe: Staff to continue to meet with Marin County planning and community development directors on a monthly basis.

(Formerly Program H1.B)

Program H1.D

TOC

Objective Design Standards. State law requires that the City review housing development projects based on objective standards. Consistent application of City regulations and Design Standards increase certainty for housing developers and facilitate housing construction. The City will review and where necessary, revise and develop objective design guidelines and

development standards related to the architectural review of residential and mixed-use residential developments and ensure that new housing fosters a sense of community through development regulations that address building form, orientation and architectural design features. Ensure standards further Climate Action Plan goals for energy efficiency and carbon sequestration.

Responsibility: Community Development Department; Planning Commission; City Council.

Financing: General fund (staff time) Grants (for example, SB 2 and REAP)

Objectives: Multifamily housing that is compatible with its neighborhood setting.

Timeframe: Adopt Objective Design Standards by December 2023.

(New program)

Program H1.E

TOC
CAP

Reduce Minimum Parking Standards. Amend parking requirements within one-half mile of the SMART station and Larkspur Ferry terminal to be consistent with Government Code Section 65863.2 and MTC's Transit-Oriented Community Policy. The city shall not impose or enforce any minimum automobile parking requirement on a residential, commercial, or other development project located within one-half mile of public transit except as allowed under State law. The city will require one (1) bicycle parking space per unit and shall not require that voluntarily provided parking is provided to residents free of charge. Consider reducing parking standards in other districts within walking distance of services and transit to facilitate development of housing and reduce vehicle miles travelled. Amend parking regulations to allow required on-site parking to be reduced for disabled parking spaces without the need for a parking variance.

Responsibility: Community Development Department; Planning Commission; City Council

Financing: General fund (staff time)

Objectives: Alignment of parking standards with State law and MTC's Transit-Oriented Community Policy

Timeframe: Update Zoning Code by July 1, 2023

(New program)

Program H1.F

AFFH

Infrastructure Capital Improvements City infrastructure including sewer, sidewalks, and roads are critical for housing development. The City will review and revise on an annual basis the Capital Improvement Program

(CIP) to identify public infrastructure priorities that will maintain all of the City’s residential neighborhoods.

Responsibility: Department of Public Works; Planning Commission; City Council.

Financing: Grants, General fund (staff time)

Objectives: Identify public infrastructure priorities to maintain all residential neighborhoods

Timeframe: Annually

(New program)

Program H1.G

TOC

PRO

Housing Priority Overlay Zone: City will establish a new “Housing Priority Overlay Zone.” The overlay zone will apply to all properties listed in the General Plan Housing Element’s housing sites inventory (i.e., Table D-3, Housing Element Appendix D) that are identified as “Housing Priority Site”; and

- The overlay zone will permit by right (i.e., no discretionary action required or allowed) the number and type of units identified for the site in the housing sites inventory, subject to any applicable objective design and development standards (provided the standards achieve the minimum density identified in the housing sites inventory). The overlay zone will override any standard or regulation of the base zoning district or any precise plan or specific plan that does not conform to this mandate.
- The insertion of corresponding language and map changes in the City of Larkspur 2040 General Plan Land Use Element will be undertaken to provide the necessary constitutional foundation for the residential land use intensities and housing types that are specified in the City’s housing sites inventory over a range of general plan land use designations (both residential and non-residential).

Responsibility: Community Development Director

Financing: General fund (staff time); Grants

Objective: Facilitate development of City’s RHNA units for all income limits

Timeframe: Concurrent with adoption of the 6th Cycle Housing Element

(Formerly Program H6.F)

Program H1.H

TOC

PRO

No Net Loss. City staff will prepare a Zoning Code amendment, for consideration and action by the Planning Commission and the City Council, to respond to SB 166 (No Net Loss). Specifically, the amendment will contain provisions that prohibit the City from reducing residential density on any site identified in the Town’s inventory of housing sites (Table D 3 – Vacant/Partially Vacant and Available Sites, see Housing Element Appendix D) unless the City makes findings that the reduction is consistent with the general plan and that the remaining sites identified in the housing element are adequate to meet the jurisdiction's share of the regional housing need. The provision must prohibit the City from causing its housing inventory to be insufficient to meet their required housing needs for lower-income and moderate-income households. The provision will require the City to make specified written findings if the agency allows development of any parcel with fewer units by income category than identified in the housing element for that parcel. Finally, the provision will require the City to identify additional adequate sites within 180 days of the decision, if the approval of a development project results in fewer units by income category than identified in the housing element for that parcel and the remaining sites in the housing elements are not adequate to accommodate the jurisdiction's share of the regional housing need by income level.

Responsibility: Community Development Department; Planning Commission; City Council

Financing: General fund (staff time)

Objectives: Ensure adequate sites for affordable housing

Timeframe: Ongoing with each land use decision

(New program)

Program H1.I

TOC

Building Heights Limit in TOC Zone. Increase residential building heights limits in the area identified by MTC as a TOC Zone to ensure that a minimum of 25 dwelling units per acre can be achieved without underground construction.

Responsibility: Community Development Director; Planning Commission; City Council

Financing: General fund (staff time)

Objective: Ensure that residential building height limits align with MTC's TOC policy

Timeframe: With adoption of Objective Standards by December 2023

(New Program)

Program H1.J

AFFH

Housing on Public Lands. In collaboration with the Golden Gate Bridge, Highway and Transportation District, conduct a study to determine the feasibility of developing high-density housing on approximately 14 acres of property owned by the Golden Gate Bridge, Highway and Transportation District at 101 E. Sir Francis Drake Boulevard (Larkspur Ferry Terminal parking lots). If such a project is determined to be feasible, include the site as part of the 7th Cycle Housing Element's housing sites inventory.

Responsibility: Community Development Director; Administration

Financing: General fund (staff time); CDBG

Objective: Develop the potential for additional affordable housing sites for a future housing element update

Timeframe: Complete feasibility study by 2028

Program H1.K

AFFH

Housing in Commercial Zones. Undertake amendments to the Larkspur Zoning Code as necessary to implement the mandates of AB 2011 and SB 6 (2022), which require local zoning codes to allow qualifying residential development in commercial zones under specified conditions.

Responsibility: Community Development Director;

Financing: General fund (staff time); Grants

Objective: Achieve consistency with State housing law and facilitate housing development on land in commercial zones that is underutilized

Timeframe: Complete Zoning Code amendments by end of 2024

(New Program)

Program H1.L

AFFH

Collaborate on Inter-jurisdictional Efforts to Plan for and Provide Housing. Continue to implement agreed-upon best practices, shared responsibilities and common regulations to efficiently and effectively respond to housing needs within a countywide framework. Consider participation in the Marin County Affordable Housing Fund/Permanent Local Housing Allocation (PLHA) process.

Responsibility: Community Development Director; Administration
Financing: General fund (staff time)
Objective: Support regional efforts to affirmatively further fair housing
Timeframe: Ongoing

(New Program)

Program H1.M

AFFH

Include a Duty Statement for all Future Staff Reports. Include the following statement from California’s Housing Accountability Act with all future staff reports for any meeting subject matter involving housing production:

“California’s Housing Accountability Act (Government Code - GOV § 65589.5), created in 1982 and amended in years 2016 -2017, recognizes that the statewide lack of housing, including lack of affordable housing, is a critical problem. It is the policy of the state that this law be implemented in a manner to afford the fullest possible weight to the interest of, and the approval and provision of, housing. It is the duty of local government decision-makers to not reject or make infeasible housing development projects, including emergency shelters, that contribute to meeting the need determined pursuant to California’s Housing Accountability Act without a thorough analysis of the economic, social, and environmental effects of the action. If denial or conditional approval is considered, such conditions may not have the effect of rendering the housing development project infeasible for development for the use of very low, low-, or moderate-income households, or an emergency shelter, including through the use of design review standards, unless the local jurisdiction makes written findings, based upon a preponderance of the evidence in the record, as limited to a specific list found in GOV § 65589.5 (d) (1-5).”

Responsibility: Community Development Director; Administration
Financing: General fund (staff time)
Objective: Approve housing developments to meet RHNA and affirmatively further fair housing
Timeframe: Incorporate staff report addition by January 2023

(New Program)

Program H1.N Encourage Lot Consolidation Opportunities. Provide technical assistance and opportunities for property owners to meet with City staff to discuss and encourage lot consolidation particularly for parcels listed in the Housing Priority Overlay Zone.

Responsibility: Community Development Director; Administration

Financing: General fund (staff time)

Objective: Development of units on sites inventory

Timeframe: As requested

(New Program)

GOAL H2 PROTECT AFFORDABLE HOUSING AND IMPROVE THE HOUSING STOCK

Policies

Policy H2.1 Preserve Existing Affordable Housing Stock. The City will strive to preserve its existing affordable housing stock.

(Formerly Policy H7.3)

Policy H2.2 Existing Housing Preservation. Protect and enhance the housing we have and ensure that existing affordable housing remains affordable. The City shall require the replacement of units affordable to the same or lower income level as a condition of any development consistent with the requirements set forth in Density Bonus Law (Government Code section 65915(c)(3).)

(Formerly Objective H4)

Policy H2.3 Facilitate Housing Rehabilitation. Facilitate the rehabilitation of the City's existing housing stock to correct housing deficiencies and increase the useful life and sustainability of existing housing stock.

(New policy)

Policy H2.4 Discourage Short-Term Rentals. Discourage the loss of long-term housing stock through short-term vacation rentals.

(New policy)

Implementing Programs

Program H2.A Monitor "At Risk" Units. Affordable units that remain affordable to eligible tenants ensures that low-income residents remain housed and do not become homeless or in need of emergency housing. The City will monitor

AFFH

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. Maintain an inventory of affordable housing units that are deed restricted, with dates for any expiration of deed restrictions.

The City will contact property owners of units at risk of converting to market-rate housing within one year of affordability expiration to discuss the City’s desire to preserve units as affordable housing and seek participation from agencies interested in purchasing and/or managing at-risk units.

Responsibility: Community Development Department, Administration,
Financing: General fund (staff time), Affordable Housing Fund, Grants
Objectives: Protection of affordable housing (conserve the six (6) deed restricted units at risk during Housing Element cycle).
Timeframe: Annually

(Formerly Program H4.A)

Program H2.B

AFFH

Conduct Resale Inspections. The City will continue to inspect all residential units prior to resale with consent of owner and tenants. The inspections assure that the units meet basic life safety standards. Community Development Department staff will pursue correction of health and safety issues identified in the resale inspection reports.

Responsibility: Community Development Department
Financing: Resale inspection fees
Objectives: Safety and proper maintenance of existing housing
Timeframe: Ongoing as units are placed on the market

(Formerly Program H4.B)

Program H2.C

AFFH

Inspections of Multi-Family Residences. The Central Marin Fire Department and City building inspector 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 Community Development Department staff will provide information to property owners regarding the availability of housing rehabilitation programs and other financial resources. Community Development Department staff will pursue correction of health and safety issues identified in the inspection reports.

Responsibility: Central Marin Fire Department; Community Development Department
Financing: General fund (staff time)
Objective: Protection of existing housing stock
Timeframe: Review reports as received

(Formerly Program H4.C)

Program H2.D

AFFH

Enforce Deed Restrictions for Permanent Affordability. Continue to implement agreements with the Marin Housing Authority (MHA) or other service provider for management of the affordable housing stock. Ensure regulatory agreements or resale restrictions are recorded prior to the issuance of certificates of occupancy or approval of the final inspection for housing development projects that include extremely low, very low-, low- and moderate-income units, to assure that these units remain at an affordable price level in perpetuity.

Responsibility: Community Development Department; City Attorney
Financing: General fund (staff time); Affordable Housing Fund
Objectives: Implement agreements to maintain affordability of deed restricted housing units
Timeframe: As projects are developed, review and report annually

(Formerly Program H7.D)

Program H2.E

AFFH

Monitor and Regulate Short Term Rentals. Monitor and regulate short-term rentals to avoid loss of housing stock and maintain cohesive residential neighborhoods.

Responsibility: Community Development Department; Administration
Financing: General fund (staff time)
Objectives: Preserve existing affordable housing in single family residential neighborhoods
Timeframe: Annually with housing element update

(Land Use Action Program LU 3.1.d)

Program H2.F

AFFH

Replacement Unit Program The City will adopt a policy and will require replacement housing units subject to the requirements of Government Code section 65915, subdivision (c)(3) when any new development (residential, mixed-use or nonresidential) occurs on a site meeting the following conditions: 1) currently has residential uses or within the past five years has

had residential uses that have been vacated or demolished, and 2) was subject to a recorded covenant, ordinance, or law that restricts rents to levels affordable to persons and families of low or very low-income, or 3) subject to any other form of rent or price control through a public entity’s valid exercise of its police power, or 4) occupied by low or very low-income households.

Responsibility: Community Development Department

Financing: General Funds

Objectives: Mitigate the loss of affordable housing units by requiring replacement units.

Timeframes: The replacement requirement will be implemented immediately and applied as applications are received and processed, and local policy shall be adopted by December 2024.

(New Program and also implementing Land Use Action Program LU 3.1.e)

Program H.2G

Review Downtown and Central Larkspur Specific Plans. Review downtown and Central Larkspur Specific Plans for conformance with the housing element and incorporate the plan standards into Objective Design and Development Standards for residential development.

Responsibility: Community Development Department;

Financing: General fund (staff time); REAP Grant

Objectives: Increase housing opportunities in all areas of Larkspur

Timeframe: Annually with housing element update

Program H.2H

Universal Design. As much of the City’s housing supply was built before disabled access codes, it is estimated that relatively few units are designed to be accessible residences for the disabled or “visitable” for the disabled. Consider regulations for universal design and “visitable” housing.

Responsibility: Community Development Department;

Financing: General fund (staff time)

Objectives: 100 accessible units

Timeframe: Consider model code by December 2024

Program H.2I

Fair Housing for Persons with Disabilities. The City will amend its zoning regulations to change several references to the term “handicapped” in

favor of the term “persons with disabilities” to be consistent with current preferred terminology as reflected in the Americans with Disabilities Act of 1990. The City will amend its definition of “family” (LMC 18.08.240) to delete “A family shall be deemed to include necessary servants.”

Responsibility: Community Development Department;

Financing: General fund (staff time)

Objectives: Affirmatively further fair housing

Timeframe: Amend ordinance by December 2024

GOAL H3 PROVIDE NEW AFFORDABLE AND OTHER SPECIAL NEEDS HOUSING

Policies

Policy H3.1 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.

(Formerly Policy H7.1)

Policy H3.2 Increase Allowable Density for Small Sites.

The City will consider an ordinance to create a minimum density of 2 units and a higher maximum density for small sites zoned for multifamily and commercial uses in order to facilitate development of rental housing on these sites.

(Formerly Policy H7.2)

Policy H3.3 Inclusionary Housing Approach.

Require the provision of affordable housing as part of residential development throughout the community and encourage universal design.

AFFH

(Formerly Policy H7.4)

Policy H3.4 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.

TOC

AFFH

(Formerly Policy H7.6)

Policy H3.5 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.

(Formerly Policy H9.2)

Policy H3.6 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.

(Formerly Policy H9.3)

Policy H3.7 Farmworker Housing. The City shall support and work actively to identify and implement strategies leading to the provision of affordable housing, as it will also be available for housing farmworkers.

(New policy)

Policy H3.8 Financial Incentives. The City shall prioritize financial assistance for affordable housing projects that are proposed within and near neighborhoods that have been historically limited to single family structures.

(New policy)

Policy H3.9 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.

(Formerly Objective H7)

Policy H3.10 Accessory Dwelling Units. Encourage accessory dwelling units in all residential neighborhoods.

(Formerly Objective H8)

Policy H3.11 Special Needs Housing. Provide housing for population groups who require special assistance.

(Formerly Objective H9)

Policy H3.12 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.

(Formerly Objective H10)

Policy H3.13 Funding for Affordable Housing. Be aggressive and creative in finding ways to increase ongoing local funding resources for low-income special needs housing.

(Formerly Objective H11)

Policy H3.14 Lower Parking Costs. Encourage unbundling of parking costs for new construction (e.g., separating the cost of renting a parking space from the cost of renting an apartment).

(New policy)

Implementing Programs

Program H3.A Religious and Institutional Facility Housing The City will amend the Zoning Ordinance for the following:

AFFH

- Modify zoning regulations to make them consistent with Government Code Section 65913.6 (fourplex is eligible for streamlining if located on a religious facilities parking lot, in a residential use zone with planned affordable housing units) and consider expanding to other institutional uses, such as schools.
- Allow religious and institutional uses to construct ADUs and JADUs.
- Participate in any County program to apply for grants to provide technical assistance for religious and institutional organizations to construct housing.

Responsibility: Community Development Department; Planning Commission; City Council.

Financing: General fund (staff time)

Objectives: 20 affordable units

Timeframe: Update Municipal Code by December 2025

(New program)

Program H3.B Resale or Rent Controls. Promote and renew state tenant protection measures, including maximum annual rent increases, just cause evictions, and financial compensation requirements to stabilize residents. Provide information to landlords and tenants regarding tenant protections and post information online and in an annual city manager newsletter. In addition, impose resale or rent controls on all affordable units that receive city financial assistance or state housing density bonuses for perpetuity.

TOC

AFFH

Responsibility: Community Development Department; Administration
Financing: General fund (staff time)
Objectives: Maintain existing non-deed-restricted affordable housing
Timeframe: Annually

(Formerly Program H7.A)

Program H3.C

AFFH

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: Community Development Department; Planning Commission; City Council.
Financing: General fund (staff time)
Objectives: 300 deed restricted affordable units
Timeframe: As projects are proposed

(Formerly Program H7.B)

Program H3.D

AFFH

Priority Processing. Provide a planning consultant or increase staffing to process applications that include more affordable housing than required under the inclusionary policies and give the project priority over other applications in getting to a public hearing at the Planning Commission to facilitate speedy processing, notwithstanding the requirements of CEQA and the Permit Streamlining Act.

Responsibility: Community Development Director;
Financing: Cost of consultant is the responsibility of the applicant
Objective: Shorten development timeline by at least three (3) months
Timeframe: Assess annually

(Formerly Program H7.E)

Program H3.E

AFFH

Waive Development Fees. To reduce housing development planning entitlement costs, the City will waive or defer development fees for entitled housing projects where at least seventy percent of the units are deed restricted for extremely-low to low-income households in perpetuity.

Responsibility: City Council
Financing: General Fund
Objective: Facilitate construction of affordable housing
Timeframe: As projects are entitled

(Formerly Program H7.F)

Program H3.F

AFFH

Accessory Dwelling Units. The City has a successful Accessory Dwelling Unit (ADU) program that has provided affordable rental housing opportunities to many residents. Based on their relatively small size, and because they do not require paying for land or major new infrastructure, ADUs are considered affordable by design. ADUs can provide affordable housing options for family members, including disabled family members, seniors, students, in-home health care providers, and other small household types. The City will continue to administer and improve the ADU Program with the following actions:

- Waive permit fees for units that are deed restricted for low- or very low-income units and for property owners of households that qualify as moderate to very low income.
- Identify units to legalize by tracking units discovered during resale inspections and by regularly reviewing rental units on Craigslist and short-term rental sites.
- Publish incentives through the MCPD Housing Working Group ADU website and at the City Hall front counter and work to develop outreach materials in Spanish.
- Include affirmative marketing strategies for ADU rentals to support housing opportunities for a diverse population.
- Provide residents with the Accessory Dwelling Unit Handbook published by the State Department of housing and Community Development (HCD).
- Promote ADU development with an annual workshop on ADU development with building inspector and planners.
- Review and revise the ADU Program to remove constraints to development such as increasing the maximum size.
- Continue one-stop application and review process with coordinated reviews by various departments.

- Modify ADU regulations to be consistent with new height limits that take effect in 2023 and clarify ADUs that will be allowed in front setbacks.
- Monitor ADU development and affordability levels and report annually with housing element report to the City Council to evaluate if production estimates are being achieved or if additional programs are needed.

Responsibility: Community Development Department; Planning Commission; City Council

Financing: General fund (staff time)

Objectives: 50 units

Timeframe: Adopt standards in 2023

(Formerly Policy H8.1)

Program H3.G

AFFH

Accessible/Adaptable Units for the Disabled. A lack of housing designed to meet accessibility needs forms a barrier to housing. 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. Consider Universal Design and Visitability Ordinance for other areas of the City.

Responsibility: Community Development Department; Planning Commission; City Council.

Financing: General fund (staff time)

Objectives: 40 accessible units

Timeframe: Amend California Building Code every three years and report annually on units constructed. Consider Universal Design Ordinance by December 2026.

(Formerly Program H9.A)

Program H3.H

AFFH

Support Countywide Programs. The City will financially 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; [Specified amount]
Objectives: Provide housing for the unsheltered
Timeframe: Annual financial contribution

(Formerly Program H9.F)

Program H3.I

AFFH

Needs of Homeless Families and Individuals. The City will 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. Actions include:

- Participation in the Marin County Point in Time Homeless Count, a biannual analysis of the needs of unsheltered homeless families and individuals in its jurisdiction. 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.
- Allocation of funds for County and non-profit programs providing emergency shelter and related counseling services.

Responsibility: Community Development Department
Financing: General fund [specify amount]
Objectives: Provide a regular analysis of special needs faced by the unsheltered homeless in order to provide services to best meet those needs
Timeframe: Report annually

(Formerly Program H9.G)

Program H3.J

AFFH

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:

- Maintain reference links to appropriate agencies and other resources to the City website.
- Provide funding support.

- 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: Community Development Department

Financing: General fund (staff time)

Objectives: Maintain existing affordable housing and diversity of income levels in the community

Timeframe: Report annually

(Formerly Program H10.A)

Program H3.K

AFFH

Update Affordable Housing Trust Fund Ordinance. The Housing Trust Fund Ordinance uses 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. The City will evaluate the existing Ordinance and recommend changes to increase the sources of funding (taxes, permit fees, rental income) and methods to increase the number of units construction and rehabilitated.

Responsibility: Community Development Department; City Council

Financing: General fund (staff time)

Objectives: 50 units

Timeframe: Complete 1st review by December 2025 and implement Ordinance changes by 2026;

(Formerly Program H11.A)

Program H3.L

AFFH

Increase Allowable Density for Small Sites. The City will adopt an ordinance to create a minimum density of 2 units and consider higher maximum densities for small sites zoned for multifamily and commercial uses in order to facilitate development of rental housing on these sites.

Responsibility: Community Development Department; Planning Commission; City Council.

Financing: General fund (staff time)

Objectives: 10 housing units

Timeframe: Consider ordinance by December 2027

Program H3.M

TOC

Inclusionary Housing and Density Bonus Ordinances. Exactions requiring affordable housing unit constructed by means of an Inclusionary Housing Ordinance and/or incentives through a density bonus are both tools to increase in the number of housing units constructed. The City shall consider and implement recommendations from the HWG Inclusionary Housing and Density Bonus Ordinances study. The study is anticipated to include recommended actions on inclusionary requirements, in-lieu fees, and nexus fees for commercial and residential development to increase the number of housing units constructed.

Responsibility: Community Development Department; Planning Commission; Administration; City Council

Financing: General fund (staff time)

Objectives: 150 housing units

Timeframe: Update Ordinances by December 2024

(New program)

Program H3.N

AFFH

Streamlined Ministerial Approval Process. Comply with streamlined ministerial approval process (SB 35 (2017) streamlining) as required by HCD’s SB 35 Statewide Determination Summary if the City has not met its prorated Lower (Very-Low and Low) and Above-Moderate Income Regional Housing Needs Assessment (RHNA) for the Reporting Period.

Responsibility: Community Development Department

Financing: Application fees; General fund (staff time)

Objectives: Encourage affordable housing development

Timeframe: As SB 35 applications are received

(New program)

Program H3.O

AFFH
TOC

Annexation of San Quentin Parcel 018-152-12. The City will annex and rezone the 8.5 acres of vacant land owned by the State of California on the San Quentin peninsula adjacent to the City limits into the High Density Residential and R-3 zoning district, with the Housing Priority Overlay to allow additional density and by right development. The rezoned site will allow by right developments of housing in which at least 20 percent or more of the units are affordable to lower income households. The site has the capacity for 250 affordable housing units that will be available for development in the planning period and the project applicant’s

construction schedule indicates construction will start in 2023 and the units will be completed by December 2025. Water, sewer, and dry utilities can be provided. The site is:

- Consistency with Local Agency Formation Commission (LAFCO) policies and in the City’s Sphere of Influence
- The site will be rezoned R3 prior to annexation
- Zoning will allow 21 units an acre and overlay zone will allow 25 to 35 units an acre by right. Development standards are the same as in other high density multifamily zoning districts and overlay will allow additional stories and floor area ratio.
- The site is listed on the Department of General Services Real Estate Excess State Property map located EO N-06-19 Affordable Housing Development [webpage](#).

Responsible Agency: Community Development Department; Administration; Planning Commission; City Council

Financing: General fund (staff time and city attorney time)

Objective: Create opportunity for at least 250 units of multifamily housing for lower income households

Timeline: Sites rezoned by December 31, 2023; construction completed by December 31, 2025.

Program H3.P

TOC
AFFH

Respond to Complaints. The City will receive discrimination complaints and assist in identifying 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 Employment and Housing or HUD, depending on the nature of the complaint.

Responsibility: All City Departments

Financing: General fund (staff time)

Objectives: Respond to discrimination complaints

Timeframe: As complaints are received

(Formerly Program H2.B)

Program H3.Q

Allow Residential Uses in A-P District as allowed by 2040 General Plan. Amend zoning code to be consistent with General Plan for residential uses to be allowed within A-P zoned sites.

Responsibility: Planning and Building Director
Financing: General fund (staff time)
Objectives: 40 new housing units
Timeframe: Amend zoning by December 31, 2024

(New)

Program H3.R

Employee Housing. Comply with California Health and Safety Code Section 17021.5 that provides that any employee housing providing accommodations for six or fewer employees shall be viewed as a family dwelling and deemed a single-family structure with a residential land use designation. Add a definition and make provisions for small employee housing as a permitted use in zoning districts where single family use is permitted to promote creation of housing near the workplace.

Responsibility: Planning and Building Director
Financing: General fund (staff time)
Objectives: 1 new employee housing unit
Timeframe: Apply immediately and amend zoning by April 30, 2023

(New)

Program H3.S

Single Room Occupancy Housing. The City will identify in the zoning regulations the districts where Single Room Occupancy (SRO) units are allowed and establish development standards for single-room occupancy units.

Responsibility: Planning and Building Director
Financing: General fund (staff time)
Objectives: 30 new SRO housing units
Timeframe: Amend zoning by 2025

(New)

GOAL H4 EXEMPLIFY SUSTAINABLE DEVELOPMENT AND ENERGY CONSERVATION

Policies

Policy H4.1 Energy Conservation. Develop and promote energy efficiency conservation measures consistent with the strategies outlined in the City’s Climate Action Plan.
CAP
(Formerly Objective H12)

Policy H4.2 Build Safe Housing. Expand the stock of housing while preserving the health, safety, and welfare of residents by ensuring new development in areas prone to hazards (e.g., landslides, slope instability, earthquakes, fire, floods, drought and sea level rise) is designed to adequately reduce these hazards, that adequate capacity is maintained for evacuation routes and emergency vehicle access, and adequate fire apparatus is acquired and maintained.
CAP
(New policy)

Policy H4.3 Climate Change and Sea Level Rise Adaptation. Prepare for and adapt to a rising sea level. Promote and address commitments found in (CAP Program SA-C4).
AFFH
CAP
(CAP Program SA-C4)

Policy H4.4 Transit-Oriented Community Policy. Adopt and implement policies and programs that align with MTC’s Transit-Oriented Community Policy for efficient use of land, reduction of greenhouse gas emissions and to maintain transportation funding.
TOC
CAP
(New policy)

Implementing Programs

Program H4.A Energy Efficiency

AFFH
CAP
Promote and expand participation in residential and commercial energy efficiency programs.

- Work with organizations and agencies such as the Marin Energy Watch Partnership, the Bay Area Regional Network, Resilient Neighborhoods, and the Marin Climate & Energy Partnership to promote and implement energy efficiency programs and actions.
- Continue and expand participation in energy efficiency programs such as Energy Upgrade California, California Energy Youth Services, and Smart Lights.

- Promote utility, state, and federal rebate and incentive programs.
- Participate and promote financing and loan programs for residential and non-residential projects such as Property Assessed Clean Energy (PACE) programs, PG&E on-bill repayment, and California Hub for Energy Efficiency Financing (CHEEF) programs.

Responsibility: Administration; Community Development Department

Financing: General fund (staff time)

Objectives: Reduce energy consumption of existing and new development

Timeframe: Biannual outreach in City Manager newsletter and social media

(Formerly Program H12.C, CAP Program EE-C1)

Program H4.B

AFFH
CAP

Energy Audits Investigate requiring energy audits for residential and commercial buildings prior to completion of sale, including identification of cost savings from energy efficiency measures and potential rebates and financing options.

Responsibility: Administration; Community Development Department

Financing: General fund (staff time)

Objectives: Reduce energy consumption of existing residences

Timeframe: Biannual outreach in City Manager newsletter and social media

(CAP Program EE-C2)

Program H4.C

AFFH
CAP

Streamline Permit Process and Provide Technical Assistance. Analyze current green building permit and inspection process to eliminate barriers and provide technical assistance to ensure successful implementation of green building requirements. Coordinate with other Marin County agencies to adopt consistent application requirements, where practicable. Work countywide to identify incentives and make it easier for contractors and building counter staff to expedite.

Responsibility: Community Development Department

Financing: General fund (staff time)

Objectives: Increase the use of home energy storage systems to improve energy resiliency

Timeframe: Ongoing

(CAP Program EE-C5)

Program H4.D

TOC
CAP

Transit-Oriented Development. Work closely with MTC staff to ensure that Larkspur’s housing policies, programs, and development regulations align with MTC’s goal of promoting transit-oriented development. Consider programs and ordinance modifications to align with MTC’s Transit-Oriented Community Policy.

Responsibility: Community Development Department; Administration

Financing: General fund (staff time)

Objectives: Promote transit-oriented housing development

Timeframe: Align consideration with MTC/ABAG funding requirements

(New program)

GOAL H5 PUBLICIZE HOUSING NEEDS AND RESOURCES

Policies

Policy H5.1 Creation of Successful Partnerships and Sense of Community. Take a proactive leadership role to partner with community groups, other jurisdictions and agencies, non-profit housing sponsors, and the building and real estate industry to facilitate construction of housing.

(Formerly Objective H1)

Policy H5.2 Equal Housing Opportunities. Promote equal housing opportunities for all persons and assure effective application of Fair Housing law.

(Formerly Objective H2)

Policy H5.3 Special Needs Support Information. In coordination with existing human services programs, provide information on housing assistance available for special needs, including: seniors, people with disabilities, homeless, and others.

(Formerly Objective H10)

Policy H5.4 Promote Affordable Housing Awareness. Support efforts that raise awareness of the importance of affordable housing in the community and facilitate a culture of inclusion, compassion, acceptance, and unity.

(New policy)

Implementing Programs

Program H5.A

AFFH

Affirmative Marketing for Affordable Housing. The City will work with affordable housing developers to ensure that affordable housing is affirmatively marketed to households with disproportionate housing needs, including Hispanic and Black households who work in and live outside of Larkspur (e.g., materials in Spanish and English, distributed through employers). 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:

- Maintain the Housing Element email list and send public notices to all interested public and non-profit agencies and affected property owners.
- Post notices at three City bulletin boards at City Hall/library, Bon Air Center and Marin Country Mart.
- Publish notices in the local newspaper when ordinances are considered.
- Post information and meeting information on the City’s website.
- Conduct outreach (workshops, neighborhood meetings) to the community as Housing Element programs are implemented.
- Announce results of meeting in City Manager email newsletter.

Responsibility: Community Development Department; Administration;

Financing: General fund (staff time);

Objectives: Maintain or increase current levels of public participation

Timeframe: As housing units are available and as policies are considered

(Formerly Program H1.A)

Program H5.B

TOC

AFFH

Housing Equity Awareness. The City will work with one or more companies like “Bang the Table” to provide virtual public space within which housing issues, including issues related to housing equity, can be discussed on a regular basis. This virtual space should include resources for residents who feel they have experienced discrimination, information about filing fair housing complaints with California Department of Housing and Community Development (HCD) or U.S. Department of Housing and Urban Development, and information about protected classes, including disabilities, under the Fair Housing Act. The City will host, sponsor, or partner with other government agencies or community groups to host, biennial (or more

frequent) meetings (such as a group of panelists) to discuss current housing challenges, and why they are important. The City should invite experts such as Fair Housing Advocates of Northern California and HCD to participate. The City shall provide public information on housing discrimination. The City shall increase community participation in the planning process among traditionally under-represented groups:

- Work with one or more companies like “Bang the Table” to provide virtual public space.
- Allow for continued virtual meetings alongside in-person public meetings to enable more residents and other stakeholders to participate in public meetings conveniently.
- Offer more offline engagement opportunities. Some residents, especially aging adults, are more likely to engage directly with neighbors or at community and recreation centers. The City should strive to include these individuals in housing conversations offline to ensure their voices are also being heard.
- The City shall look for opportunities to expand its outreach and public education strategies on available tenant protection services to reach vulnerable and at-risk households by offering information in other languages, targeted social media efforts, and partnering with community-based organizations.

Responsibility: Community Development Department; Administration; City Council

Financing: General fund (General fund (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: Monthly

(Formerly Program H2.C)

This side intentionally left blank.

Overview of Housing Needs and Constraints

3.1 Introduction

This chapter summarizes housing needs and constraints in the City of Larkspur. The analysis of housing needs primarily utilizes data compiled by Association of Bay Area Governments (ABAG) in the “Housing Needs Data Report: Larkspur” (ABAG/MTC, Baird + Driskell Community Planning, April 2, 2021), which was approved by the California Department of Housing and Community Development (HCD). More recent Decennial Census is used for race data. For a detailed analysis of housing needs, please see Appendix B—Housing Needs Assessment. Also, for a detailed analysis of governmental and non-governmental constraints, please see Appendix C—Housing Constraints.

3.2 Larkspur Overview

The Bay Area continues to see growth in both population and jobs, which means more housing of various types and sizes is needed to ensure that residents across all income levels, ages, and abilities have a place to call home. While the number of people drawn to the region over the past 30 years has steadily increased, housing production has stalled, contributing to the housing shortage that communities are experiencing today. In many cities including Larkspur, this has resulted in residents being priced out, increased traffic congestion caused by longer commutes, and fewer people being able to purchase homes or meet surging rents. The Larkspur 6th Cycle Housing Element provides a roadmap for City officials as they join the effort to solve the region’s housing challenges.

Summary of Key Facts

This section provides a summary of key facts related to housing in Larkspur.

- Larkspur’s population is less diverse than the region overall in racial and ethnic composition: 73 percent of Larkspur’s residents identify as non-Hispanic White, compared to 66 percent for Marin County and 36 percent for the Bay area overall. Eleven percent of residents are of Hispanic descent, compared to 19 percent in the County and 24 percent in the Bay area. Six percent of residents identify as Asian, about the same as in the county, but much lower than the Bay area overall (28 percent). The city has expanded diversity since 2000, with the Hispanic population gaining the majority of population share (from 4 percent to 11 percent), and it is likely to accelerate with only younger residents 12 percentage points more diverse than residents aged 65 or above.

- Larkspur diverges in household income by racial cohorts with about half of Asian households and half of non-Hispanic White households earning more than 100 percent of the AMI, compared to 21 percent of Hispanic households, 24 percent of other and mixed-race households, and 30 percent of Black/African American households.
- Poverty rates highlight the disparity in income and opportunities by race, with the Hispanic, Other Race, and Black/African American populations experiencing double-digit poverty rates. No other group is above 7.5 percent.
- Larkspur's housing is limited by supply and price, but not by type. Since 2010, Larkspur has only added 108 housing units out of 6,484 total units—or less than 2 percent of the city's total housing stock. This extremely modest growth is higher than the county overall, however. Sixty-two percent of houses in the city are valued over \$1 million, with a Zillow market average of \$1.85 million, significantly above the county's \$1.08 million average value.
- Housing types are more diverse in Larkspur than other jurisdictions in the region: 41 percent of the city's housing are single family units and 40 percent are larger multifamily units; another 14 percent are attached or small multifamily units. Additionally, Larkspur has 289 manufactured homes, more than comparable cities in the area.
- Larkspur's rental options have kept the city's rent prices in line with the county and Bay area: half of renters pay more than \$2,000 a month, slightly higher than the 48 percent in Marin County and 42 percent in the Bay area. Renters make up half (49 percent) of all households in Larkspur.
- Yet residential permits between 2015 and 2019 have favored above moderate-income households. Of the 116 units permitted, just 6, or 5 percent, were for very low-income households and another 11, or 9 percent, were for low-income households.
- There are disparities in housing cost burden in Larkspur by race/ethnicity and by tenure (renters/owners). Overall, cost burden (40 percent of households are burdened) in Larkspur is the same as in the county and Bay area. Yet burden differs by race and ethnicity, with 59 percent of Black/African American households burdened compared to 45 percent of non-Hispanic White households, 40 percent of Hispanic households, and 40 percent of Asian households. Cost burden is higher for renters (51 percent) than owners (30 percent).
- Bon Air Hill has a larger share of renters, concentrations of poverty, displacement vulnerability, and socially vulnerable households than other areas of the city.
- Mortgage denial rates vary by race/ethnicity, especially for Black/African American applications who were rejected in one-third of the cases, compared to between 13 percent and 21 percent for other applicants.

- City residents attend either Redwood High School in the Tamalpais Union High School District or one of two San Rafael School District high schools:
 - Redwood High School 69.1 percent White, with Hispanic or Latino students making up 15.4 percent of the student body, Asian 4.9 percent and Black or African American 1.2 percent. Redwood High School had a graduation rate of 99.1 percent, with graduations rates similar for all races and ethnic minorities and over ten percentage points higher than state average. Eight percent of Redwood High School’s 1,986 students were socioeconomically disadvantaged and 2.5 percent were English learners and 0.1 percent were homeless. San Rafael High School 66.6 percent Hispanic or Latino, 27.7 percent white, 3.3 percent Asian and 0.8 percent Black or African American. San Rafael High School had a graduation rate of 79.4 percent, under the state average of 83.6 percent. The Hispanic or Latino graduation rate was 71.9 percent and below the school average. Sixty four percent of San Rafael High School’s 1,298 students were socioeconomically disadvantaged and 24 percent were English learners and 15.6 percent were homeless.
 - Terra Linda High School in San Rafael is 46.3 percent Hispanic or Latino, 40.3 percent White, 5.5 percent Asian and 1.6% Black or African American. Terra Linda High has a graduation rate of 82.4 percent, just below the state average, with graduation rates 100 percent for Asian students, 98.6 percent for Whites and 84.5 percent for Hispanic or Latino students. Forty two percent of the 1,247 Terra Linda High students are socioeconomically disadvantaged, 15.2 percent are English learners and 7.4 percent are homeless.¹
 - Tamalpais Union High School District student college readiness was 77.4 percent of students prepared for college while San Rafael School District student college readiness was 49.1 percent. However, this number was significantly higher than the state’s average of 43 percent.

3.3 Overview of Housing Needs

The following section provides an overview of demographic information, housing characteristics, and special housing needs in Larkspur. For a more complete discussion of housing needs, see Appendix B.

Population Trends

The Bay Area is the fifth-largest metropolitan area in the nation and has seen a steady increase in population since 1990, except for a dip during the Great Recession. Many cities in the region have experienced significant growth in jobs and population. While these trends have led to a corresponding increase in demand for housing across the region, the regional production of housing has largely not kept pace with job and population growth.

¹ 2020-2021 California Department of Education School Accountability Report Card and California School Dashboard

According to the data, the population of Larkspur was estimated to be 12,253 in 2020. The population of Larkspur makes up about 4.7 percent of Marin County.² In Larkspur, roughly 13.9 percent of its population moved during the past year, a number that is slightly higher than the regional rate of 13.4 percent. [Table 3-1, Larkspur and Regional Population Growth Trends](#), shows population growth trends for Larkspur, Marin County, and the Bay Area as a whole.

Table 3-1 Larkspur and Regional Population Growth Trends

Geography	1990	1995	2000	2005	2010	2015	2020
Larkspur	11,068	11,492	12,014	11,973	11,926	12,442	12,253
Marin County	230,096	238,185	247,289	251,634	252,409	262,743	260,831
Bay Area	6,020,147	6,381,961	6,784,348	7,073,912	7,150,739	7,595,694	7,790,537

SOURCE: California Department of Finance, E-5 series

NOTE: Universe: Total population; For more years of data, please refer to the Data Packet Workbook, Table POPEMP-01.

Population by Age

The distribution of age groups in a city shapes what types of housing the community may need in the near future. An increase in the older population may mean there is a developing need for more senior housing options, while higher numbers of children and young families can point to the need for more family housing options and related services. There has also been a move by many to age-in-place or downsize to stay within their communities, which can mean more multifamily and accessible units are also needed.

In Larkspur, the median age in 2000 was approximately 46 years. By 2019, the median age increased to approximately 50 years. The population of those under 14 and those 65-and-over has increased since 2010.

Population by Race/Ethnicity

Understanding the racial makeup of a city and region is important for designing and implementing effective housing policies and programs. These patterns are shaped by both market factors and government actions, such as exclusionary zoning, discriminatory lending practices and displacement that has occurred over time and continues to impact communities of color today.³

² To compare the rate of growth across various geographic scales, Figure 2-1 shows population for the jurisdiction, county, and region indexed to the population in the year 1990. This means that the data points represent the population growth (i.e., percent change) in each of these geographies relative to their populations in 1990.

³ See, for example, Rothstein, R. (2017). *The color of law: a forgotten history of how our government segregated America*. New York, NY & London, UK: Liveright Publishing.

According to Decennial Census Data, since 2000, the percentage of residents in Larkspur identifying as *White, Non-Hispanic* has decreased by 15 percentage points, with this 2020 population standing at 9,599. By the same token the percentage of residents of all *Other Race of Multiple Races, Non-Hispanic* has increased. In absolute terms, the *Hispanic or Latinx* population increased the most while the *White, Non-Hispanic* population decreased the most.

Employment

The largest industry in which Larkspur residents work is *Health & Educational Services*, and the largest sector in which Marin residents work is *Financial & Professional Services*. For the Bay Area as a whole, the *Health & Educational Services* industry employs the most workers. Larkspur residents live close to Marin Health Medical Center and College of Marin, two of the County's largest employers.

Larkspur has more jobs than housing, and this difference has decreased over time. Larkspur's jobs-to-household ratio was 1.11 in 2018, down from a high of 1.19 in 2002. Larkspur has more low-wage jobs than low-wage residents (where low-wage refers to jobs paying less than \$25,000). At the high end of the wage spectrum (i.e., wages over \$75,000 per year), the city has more high-wage residents than high-wage jobs.⁴

Household Characteristics

Extremely Low-Income Households

Despite the economic and job growth experienced throughout the region since 1990, the income gap has continued to widen. California is one of the most economically unequal states in the nation, and the Bay Area has the highest income inequality between high- and low-income households in the state.

In Larkspur, 47.0 percent of households make more than 100 percent of the Area Median Income (AMI),⁵ compared to 17.8 percent making less than 30 percent of AMI, which is considered extremely low income. Regionally, more than half of all households make more than 100 percent AMI, while 15 percent make less than 30 percent AMI. In Marin County, 30 percent AMI is the equivalent to the annual income of \$44,000 for a family of four. Many households with multiple wage earners, including food service workers, full-time students, teachers, farmworkers and healthcare professionals, can fall into lower AMI categories due to relatively stagnant wages in many industries.

⁴ The source table is top-coded at \$75,000, precluding more fine-grained analysis at the higher end of the wage spectrum.

⁵ Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located. Households making between 80 and 120 percent of the AMI are moderate-income, those making 50 to 80 percent are low-income, those making 30 to 50 percent are very low-income, and those making less than 30 percent are extremely low-income. This is then adjusted for household size.

Throughout the region, there are disparities between the incomes of homeowners and renters. Typically, the number of low-income renters greatly outpaces the amount of housing available that is affordable for these households. In Larkspur, the largest proportion of both renters and homeowners fall in the *Greater than 100 percent of AMI* group.

Currently, people of color are more likely to experience poverty and financial instability as a result of federal and local housing policies that have historically excluded them from the same opportunities extended to white residents.⁶ These economic disparities also leave communities of color at higher risk for housing insecurity, displacement or homelessness. In Larkspur, *Other Race or Multiple Races (Hispanic and Non-Hispanic)* residents experience the highest rates of poverty, followed by *American Indian or Alaska Native (Hispanic and Non-Hispanic)* residents.

Tenure

The number of residents who own their homes compared to those who rent their homes can help identify the level of housing insecurity (i.e., ability for individuals to stay in their homes) in a City and region. Generally, renters may be displaced more quickly if prices increase. In Larkspur there are a total of 5,683 households (2018 US Census estimate), and fewer households rent than own their homes: 48.6 percent versus 51.4 percent. By comparison, 36.3 percent of households in Marin County are renters, while 44.0 percent of Bay Area households rent their homes.

Homeownership rates often vary considerably across race/ethnicity in the Bay Area and throughout the country. These disparities not only reflect differences in income and wealth but also stem from federal, state, and local policies that limited access to homeownership for communities of color while facilitating homebuying for white residents. While many of these policies, such as redlining, have been formally disbanded, the impacts of race-based policy are still evident across Bay Area communities. In Larkspur, all Black households owned their homes, while homeownership rates were 47.1 percent for Asian households, 32.5 percent for Latinx households, and 53.2 percent for White households. Notably, recent changes to state law require local jurisdictions to examine these dynamics and other fair housing issues when updating their Housing Elements.

In many cities, homeownership rates for households in single-family homes are substantially higher than the rates for households in multi-family housing. In Larkspur, 90.6 percent of households in detached single-family homes are homeowners, while 17.9 percent of households in multi-family housing are homeowners.

Displacement

Because of increasing housing prices, displacement is a major concern in the Bay Area. Displacement has the most severe impacts on low- and moderate-income residents. When individuals or families are forced to leave their homes and communities, they also lose their support network.

⁶ Moore, E., Montojo, N. and Mauri, N., 2019. *Roots, Race & Place: A History of Racially Exclusionary Housing the San Francisco Bay Area. Hass Institute.*

The University of California, Berkeley has mapped all neighborhoods in the Bay Area, identifying their risk for gentrification. They find that in Larkspur, there are no households that live in neighborhoods that are susceptible to or experiencing displacement and none live in neighborhoods at risk of or undergoing gentrification. Equally important, some neighborhoods in the Bay Area do not have housing appropriate for a broad section of the workforce. UC Berkeley estimates that 90.5 percent of households in Larkspur live in neighborhoods where low-income households are likely to be excluded due to prohibitive housing costs.

Housing Stock Characteristics

Number of Homes

The number of new homes built in the Bay Area has not kept pace with the demand, resulting in longer commutes, increasing prices, and exacerbating issues of displacement and homelessness. According to the California Department of Finance, the City of Larkspur had 6,487 housing units in 2021, up only slightly (1.7 percent) from the 6,376 units that existed in 2010. This is slightly higher than the growth for Marin County during the same period, which was 1.3 percent.

Between 2015 and 2021, 118 housing units were issued permits in Larkspur which represents 89 percent of the RHNA number of 132 units assigned in the 5th cycle Housing Element. Approximately 23 percent of permits issued in Larkspur were for lower-income housing.

Housing Type

In recent years, most housing produced in the region and across the state consisted of single-family homes and larger multi-unit buildings. However, some households are increasingly interested in “missing middle housing,” including duplexes, triplexes, townhomes, cottage clusters and accessory dwelling units. These housing types may open up more options across incomes and tenure, from young households seeking homeownership options to seniors looking to downsize and age-in-place.

It is important to have a variety of housing types to meet the needs of a community today and in the future. In 2020 Larkspur’s mix of housing types was as follows:

- 40.8 percent of homes were single family detached;
- 6.6 percent were single family attached;
- 7.6 percent were small multifamily (2-4 units);
- 40.5 percent were medium or large multifamily (5+ units); and
- 4.5 percent were mobile homes.

Between 2010 and 2020, the number of single-family units increased more than multi-family units. Generally, in Larkspur, the share of the housing stock that is large multi-family is higher than that of other jurisdictions in the region and detached single family homes is lower.

Home Prices

Home prices reflect a complex mix of supply and demand factors, including an area's demographic profile, labor market, prevailing wages and job outlook, coupled with land and construction costs. In the Bay Area, the costs of housing have long been among the highest in the nation. The region's home values have increased steadily since 2000, besides a decrease during the Great Recession.

A diversity of homes at all income levels creates opportunities for all Larkspur residents to live and thrive in the community.

- **Ownership:** The largest proportion of homes had a value in the range of \$1M to \$2M in 2019. Home prices increased by 73.1 percent from 2010 to 2020. This change is considerably greater than the change in Marin County and for the region as a whole. The Marin County Assessor reports the 2021 median single family home price as \$2,250,000 with condominiums and townhomes having a median price of \$775,000.
- **Rental Prices:** Similar to home values, rents have also increased dramatically across the Bay Area in recent years. In Larkspur the largest proportion of rental units rented in the Rent \$1500-\$2000 category, totaling 31.9 percent, followed by 23.2 percent of units renting in the Rent \$2000-\$2500 category. The typical contract rent for an apartment in Larkspur was \$1,990 in 2019. Rental prices increased by 13.1 percent from 2009 to 2019.

Cost Burden

The U.S. Department of Housing and Urban Development considers housing to be affordable for a household if the household spends less than 30 percent of its income on housing costs. A household is considered "cost-burdened" if it spends more than 30 percent of its monthly income on housing costs, while those who spend more than 50 percent of their income on housing costs are considered "severely cost-burdened." Spending such large portions of their income on housing puts low-income households at higher risk of displacement, eviction, or homelessness. While the housing market has resulted in home prices increasing dramatically, homeowners often have mortgages with fixed rates, whereas renters are more likely to be impacted by market increases.

In Larkspur, 22.1 percent of households spend 30 percent-50 percent of their income on housing, while 22.1 percent of households are severely cost burden and use the majority of their income for housing. When looking at the cost burden across tenure in Larkspur:

- 23.9 percent of renters spend 30 percent to 50 percent of their income on housing;
- 24.8 percent of renters spend 50 percent or more of their income on housing;
- 14.3 percent of those that own spend 30 percent to 50 percent of their income on housing; and
- 16.2 percent of owners are severely cost-burdened spending 50 percent or more of their income on housing.

Currently, people of color⁷ are more likely to experience poverty and financial instability as a result of federal and local housing policies that have historically excluded them from the same opportunities extended to white residents. As a result, they often pay a greater percentage of their income on housing, and in turn, are at a greater risk of housing insecurity; however, in Larkspur, *White, Non-Hispanic* residents are the most severely cost burdened with 23.2 percent spending more than 50 percent of their income on housing.

Neighborhoods

All Larkspur residents live in neighborhoods identified as “Highest Resource” or “High Resource” areas by State-commissioned research, while none live in areas identified by this research as “Low Resource” or “High Segregation and Poverty” areas. These neighborhood designations are based on a range of indicators covering areas such as education, poverty, proximity to jobs and economic opportunities, low pollution levels, and other factors.⁸ The two areas with high composite opportunity scores are concentrated in the area around the Sir Francis Drake Boulevard and Highway 101.

Special Housing Needs

Some population groups may have special housing needs that require specific program responses, and these groups may experience barriers to accessing stable housing due to their specific housing circumstances.

Large Households

Large households, with five (5) or more persons, often have different housing needs than smaller households. If a city’s rental housing stock does not include larger apartments, large households who rent could end up living in overcrowded conditions. In Larkspur, 3.6 percent of households are larger households with five or more people, who likely need larger housing units with three bedrooms or more. Of these, 4.9 percent of households were low or very low income (i.e., earning below 51 percent of AMI), which are often at greater risk of housing insecurity. For large households with five or more persons, most units (90.3 percent) were owner occupied.

Female Headed Households

Households headed by one person are often at greater risk of housing insecurity, particularly female-headed households, who may be supporting children or a family with only one income. Female-headed households with children may face particular housing challenges, with pervasive gender inequality resulting in lower wages for women. Moreover, the added need for childcare can make finding a home that is affordable more challenging.

⁷ As before, this category as it is used here includes all non-White persons

⁸ For more information on the “opportunity area” categories developed by HCD and the California Tax Credit Allocation Committee, see this website: <https://www.treasurer.ca.gov/ctcac/opportunity.asp>. The degree to which different jurisdictions and neighborhoods have access to opportunity will likely need to be analyzed as part of new Housing Element requirements related to affirmatively furthering fair housing. ABAG/MTC will be providing jurisdictions with technical assistance on this topic this summer, following the release of additional guidance from HCD.

In Larkspur, the largest proportion of households is *Married-Couple Family Households* at 47.3 percent of the total, while *Female-Headed Family Households* make up 7.2 percent of all households and 12 female-headed households with children fell (5.6 percent) in the *Below Poverty Level* category, while 56 female-headed households without children (28.6 percent) fell in the *Below Poverty Level* category.

Senior Households

Senior households often experience a combination of factors that can make accessing or keeping affordable housing a challenge. They often live on fixed incomes and are more likely to have disabilities, chronic health conditions and/or reduced mobility. Seniors who rent may be at even greater risk for housing challenges than those who own, due to income differences between these groups.

When cost-burdened seniors are no longer able to make house payments or pay rents, displacement from their homes can occur, putting further stress on the local rental market or forcing residents out of the community they call home. Understanding how seniors might be cost-burdened is of particular importance due to their special housing needs, particularly for low-income seniors.

The following statistics describe the percent of Larkspur older adults who are spending the majority of their income on housing:

- 64.3 percent of seniors making less than 30 percent of AMI are spending the majority of their income on housing; and
- 6.8 percent of seniors making more than 100 percent of AMI are spending the majority of their income on housing.

People with Disabilities

State law also requires Housing Elements to examine the housing needs of people with developmental disabilities. Developmental disabilities are defined as severe, chronic, and attributed to a mental or physical impairment that begins before a person turns 18 years old. This can include Down's Syndrome, autism, epilepsy, cerebral palsy, and mild to severe mental retardation. Some people with developmental disabilities are unable to work, rely on Supplemental Security Income, and live with family members. In addition to their specific housing needs, they are at increased risk of housing insecurity after an aging parent or family member is no longer able to care for them.⁹ The most common living arrangement for individuals with disabilities in Larkspur is the home of parent/family/guardian.

⁹ For more information or data on developmental disabilities in your jurisdiction, contact the Golden Gate Regional Center for Marin, San Francisco and San Mateo Counties; the North Bay Regional Center for Napa, Solano and Sonoma Counties; the Regional Center for the East Bay for Alameda and Contra Costa Counties; or the San Andreas Regional Center for Santa Clara County.

Overall, 9.2 percent of people in Larkspur have a disability of some kind.¹⁰ Of the 1,120 persons with a disability, 37 have a developmental disability. Of these, 15 are children (i.e., under the age of 18) and 22 are adults.

Homelessness

Homelessness remains an urgent challenge in many communities across the state, reflecting a range of social, economic, and psychological factors. Rising housing costs result in increased risks of community members experiencing homelessness. Far too many residents who have found themselves housing insecure have ended up homeless in recent years, either temporarily or longer term. Addressing the specific housing needs for the unhoused population remains a priority throughout the region, particularly since homelessness is disproportionately experienced by people of color, people with disabilities, those struggling with addiction and those dealing with traumatic life circumstances.

In Marin County, the most common type of household experiencing homelessness is those without children in their care. Among households experiencing homelessness that do not have children, 77.7 percent are unsheltered. Of homeless households with children, most are sheltered in transitional housing.

People of color are more likely to experience poverty and financial instability as a result of federal and local housing policies that have historically excluded them from the same opportunities extended to white residents. Consequently, people of color are often disproportionately impacted by homelessness, particularly Black residents of the Bay Area.

In Marin County, *White (Hispanic and Non-Hispanic)* residents represent the largest proportion of residents experiencing homelessness and account for 66.2 percent of the homeless population, while making up 77.8 percent of the overall population. Latinx residents represent 18.8 percent of the population experiencing homelessness, while Latinx residents comprise 15.9 percent of the general population.

In Marin County, homeless individuals are commonly challenged by severe mental illness, with 275 reporting this condition. Of those, some 64.4 percent are unsheltered, further adding to the challenge of handling the issue.

In schools physically located within Larkspur, there were few reported students experiencing homeless in the 2019-20 school year. By comparison, Marin County has seen a 29.9 percent increase in the population of students experiencing homelessness since the 2016-17 school year, and the Bay Area population of students experiencing homelessness decreased by 8.5 percent. During the 2019-

¹⁰ These disabilities are counted separately and are not mutually exclusive, as an individual may report more than one disability. These counts should not be summed.

2020 school year, there were still some 13,718 students experiencing homelessness throughout the region, adding undue burdens on learning and thriving, with the potential for longer term negative effects.

A 2021 special count to of people living in vehicles documented 15 individuals living in vehicles in Larkspur, a significant increase from 2015-2019 where only 2 or 3 were counted. The Marin County Health and Human Services has reported an 8.4 percent increase in the total number of homeless since the 2019 Point in Time count, with 1,121 persons counted in 2022. However, they view this as a lower-than-expected increase due to “investments, efforts, and system transformation of County and community partners” to support and house persons. Quoting Benita McLarin, Director of Marin County Health and Human Services: “Homelessness is an issue we care deeply about and that is reflected in our ongoing and new investments to tackle this complex issue. Our most vulnerable residents are dealing with widening income inequality, high inflation, and a lack of affordable housing, which are continuing to drive individuals and families into homelessness.” Family homelessness increased by 35.2% since the 2019 count, attributed to unemployment and rent increases. The concerted efforts of the County, federal agencies, and local partners were reflected in a 34.3% decrease in veteran homelessness from 99 in 2019 to 65 in 2022. Farmworkers

Across the state, housing for farmworkers has been recognized as an important and unique concern. Farmworkers generally receive wages that are considerably lower than other jobs and may have temporary housing needs. Finding decent and affordable housing can be challenging, particularly in the current housing market.

There are no agriculture uses within the City of Larkspur. In Larkspur, and in the San Rafael school districts that serve Larkspur, there were no reported students of migrant workers in the 2019-20 school year. The trend for the region for the past few years has been a decline of 2.4 percent in the number of migrant worker students since the 2016-17 school year.

Larkspur shares the responsibility for farmworker housing as farmworkers may work within 75 miles of agricultural land uses (including dairy, vineyards and produce) and the City is within 75 miles of these uses. Affordable housing within Larkspur, a High Resource area, can provide an opportunity for farmworkers and their families.

3.4 Governmental and Non-Governmental Constraints

Housing development is affected by government regulations and other non-governmental forces, such as the cost of land and building materials and the availability and cost of housing loans. Housing elements are required to investigate the impact of these constraints as they present themselves in the City or city for which the housing element is being prepared. This subsection provides a brief overview of governmental and non-governmental constraints in the City of Larkspur. Please see Appendix C for a full discussion of housing constraints.

With the limited exceptions, the City of Larkspur’s development regulations are consistent with state housing law and along with required development fees do not pose any undue constraint on the development of affordable housing in Larkspur. Exceptions include:

- By Right Development and Objective Design and Development Standards (ODDs). The City’s zoning code currently requires discretionary conditional use permits, preliminary development plans and design review for many of the housing sites listed in the housing sites inventory. In some cases, these sites are non-vacant and were identified in the previous (5th) cycle housing element. The City is working to finalize an overlay zone and development and adoption of ODDs that would correct this problem and is expected complete this work concurrent with the adoption of this 6th cycle housing element. This 6th cycle housing element contains a program to address this deficiency.
- Low-Barrier Navigation Centers. The City’s zoning code currently does not contain provisions consistent with state housing law regarding low-barrier navigation centers. This 6th cycle housing element contains a program to address this deficiency.

In terms of non-governmental constraints, the availability of land and land costs will remain a constraint to affordable housing, and programs to use publicly-owned lands—such as City-owned land—can make a difference. The cost of construction and construction materials is also a constraint, and to the degree that the City can subsidize affordable housing projects with available funds dedicated to housing, this too can make a difference.

This side intentionally left blank.

4.0 Vacant and Available Sites

4.1 Introduction

The *Plan Bay Area 2050 Final Blueprint*¹ forecasts that the nine-county Bay Area will add 1.4 million new households between 2015 and 2050. For the eight-year time frame covered by this Housing Element Update, the Department of Housing and Community Development (HCD) has identified the region's housing need as 441,176 units. The total number of housing units assigned by HCD is separated into four income categories that cover housing types for all income levels, from very low-income households to market rate housing. This calculation, known as the Regional Housing Needs Allocation (RHNA), is based on population projections produced by the California Department of Finance as well as adjustments that incorporate the region's existing housing need. The adjustments result from recent legislation requiring HCD to apply additional adjustment factors to the baseline growth projection from California Department of Finance, in order for the regions to get closer to healthy housing markets. To this end, adjustments focus on the region's vacancy rate, level of overcrowding and the share of cost burdened households, and seek to bring the region more in line with comparable ones. These new laws governing the methodology for how HCD calculates the RHNA resulted in a significantly higher number of housing units for which the Bay Area must plan compared to previous cycles.

4.2 Regional Housing Needs Allocation

In early 2022, ABAG adopted its final Regional Housing Needs Allocation (RHNA) for each jurisdiction in the San Francisco Bay Area. For Larkspur, the RHNA to be planned for this cycle is 979 units, a slated increase from the last cycle.

RHNA Summary

Larkspur's share of the regional housing need for the seven-year period from 2023 to 2031 is 979 units, which is a 742 percent increase over the 132 units required by the 2014 to 2022 Regional Housing Needs Allocation (RHNA). The housing need is divided into the five income categories of housing affordability. Table 4-1 shows Larkspur's RHNA for the planning period 2023 through 2031.

¹ Plan Bay Area 2050 is a long-range plan charting the course for the future of the nine-county San Francisco Bay Area. It covers four key issues: the economy, the environment, housing and transportation.

Table 4-1 Larkspur’s Regional Housing Needs Allocation – 2023–2031

Income Group	Larkspur Units	Percent	Marin County Units	Percent	Bay Area Units	Percent
Very Low Income (<50% of AMI)	291	29.7%	4,171	29.0%	114,442	25.9%
Low Income (50%-80% of AMI)	168	17.2%	2,400	16.7%	65,892	14.9%
Moderate Income (80%-120% of AMI)	145	14.8%	2,182	15.1%	72,712	16.5%
Above Moderate Income (>120% of AMI)	375	38.3%	5,652	39.2%	188,130	42.6%
Total	979	100.0%	14,405	100.0%	441,176	100.0%

SOURCE: ABAG 2021

Progress to Date

The RHNA planning period for the 2023-2031 Housing Element (6th Cycle) is June 30, 2022 through December 31, 2030. The statutory adoption date for the 6th Cycle Housing Element is January 1, 2023—a full six months after the beginning of the planning period. To account for this discrepancy, the City of Larkspur must account for the number of housing units permitted prior to adoption of the 6th Cycle Housing Element and apply these to the 2023-2031 RHNA. Accordingly, the units permitted in this period count towards the 2023-2031 planning period RHNA and are subtracted from the 6th Cycle RHNA. Table 4-2 on the following page shows the City of Larkspur’s adjusted RHNA, which accounts for progress made prior to the adoption of the updated Housing Element document.

Table 4-2 Larkspur’s Adjusted RHNA

	Very Low-Income Units	Low-Income Units	Moderate-Income Units	Above Moderate-Income Units	Total Units
2023–2031 RHNA	291	168	145	375	979
Units permitted between June 30, 2022 and January 1, 2023	44 ¹	2	1	0	47
Remaining RHNA	247	166	144	375	932

SOURCE: City of Larkspur 2014

NOTE: ¹This represents a transitional housing for the formerly homeless constructed at 1251 S. Eliseo Drive between July 1 and December 31, 2022

4.3 Site Inventory

The purpose of the sites inventory is to identify and analyze specific sites that are available and suitable for residential development from 2023-2031 in order to accommodate Larkspur’s assigned 979 housing units. The City doesn’t build the housing but creates the programs and policies to plan for where it should go and how many units could be on potential sites.

Table 4-3 provides details and capacity estimates for the 2023-2031 planning period.

Table 4-3 Vacant/Partially Vacant and Available Sites

Housing Resource	Very Low-Income Capacity	Lower Income Capacity	Moderate Income Capacity	Above Moderate-Income Capacity (Net)	Total Capacity
Total	422	346	352	709	1,840
RHNA	247*	166	144	375	932
Difference	175	176	211	339	901
Percent of RHNA					197%

SOURCE: City of Larkspur; EMC Planning Group Inc.

NOTE: *Adjusted as shown in Table 4-2, above.

4.4 Summary and Conclusions

Larkspur has applied to gain Pro-Housing designation from HCD concurrent with the preparation and certification of its 6th Cycle Housing Element. Part of that effort includes a commitment to maintain a housing sites inventory that is a minimum of 150 percent of RHNA.

The vacant, partially vacant, and underutilized sites identified in this report are sufficient to accommodate approximately 197 percent of the Larkspur’s Regional Housing Needs Allocation for the 6th-Cycle planning period. This “cushion” is highly recommended because of the state’s no-net-loss policy, which precludes jurisdictions from approving development that results in an overall housing site deficit. The “cushion” essentially provides a degree of protection for the City if applicants come in with fewer units than anticipated. Many of the sites identified in this report have existing uses that would need to be demolished before new housing could be constructed.

Nonetheless, for communities like Larkspur that are largely built out and surrounded on all sides by other communities, redevelopment and densification is the only practical solution to providing its share of housing for the San Francisco Bay Area RHNA. By its nature, such redevelopment is more costly and more time consuming than building new units on vacant land. To offset these constraints, City Officials have proposed a “Housing Priority Overlay Zone” to facilitate redevelopment and/or intensification of uses on sites included in the City’s housing sites inventory (see Table D-3,

Appendix D). This overlay zone allows for housing development by right (objective design and development standards apply) and otherwise overrides the development standards of the base district to ensure that the number and types of units identified in the housing sites inventory can be achieved.

5.0 Energy Conservation

5.1 Introduction

This chapter summarizes opportunities for energy conservation in the construction of housing in the City of Larkspur.

5.2 Opportunities for Energy Conservation

Energy conservation is a major priority in Larkspur. The City prepared a climate action plan in 2021, which provided a roadmap to actions the City will take to reduce energy consumption and lower greenhouse gas (GHG) emissions. In addition, energy conservation features can reduce occupancy costs. The plan is entitled: *City of Larkspur Climate Action Plan 2030* and was prepared in collaboration with the Marin Climate & Energy Partnership. The plan identifies eight categories action that when taken together will achieve Larkspur's GHG reduction goals, including:

- Low Carbon Transportation
- Renewable Energy and Electrification
- Energy Efficiency, including development of housing located near employment and transit to reduce vehicle trips
- Water Reduction
- Water Conservation
- Sequestration and Adaptation
- Community Engagement
- Implementation and Monitoring

State Regulations

The City enforces Title 24 of the California Administrative Code for energy standards that apply to new and remodeled buildings. The City requires residential developers to comply with the energy conservation measures. New Construction compliance is required at the Tier I level requirements.

BayRen Home

Single family homeowners are eligible to receive a \$1,000 rebate for installing a heat pump water heater. BayREN Home+ also offers cash rebates for weatherization, efficient heating and cooling, and other electrification measures, as well as bonus rebates for combining measures.

Electrify Marin

Homeowners in Marin County also qualify for Electrify Marin's \$1,000 heat pump water heater rebate. Income-qualified homeowners can receive an additional \$1,000, for a total of \$2,000. Rebates for other electric appliances (like heat pump HVAC and induction cooktops) and service panel upgrades are also available.

PG&E

For multifamily property, PG&E offers solar water heating rebates, interest free loans for common area upgrades.

Rebates offered:

- ENERGY STAR® Smart Thermostat for homes with furnace HVAC systems \$50 per household
- ENERGY STAR Smart Thermostat with Time-of-Use for homes with furnace HVAC systems \$120 per household
- ENERGY STAR Electric Heat Pump Storage Water Heater Replaces a 35-to-45-gallon water heater \$300 per unit
- ENERGY STAR Electric Heat Pump Storage Water Heater Replaces a 46-to-55-gallon water heater \$300 per unit
- Backup Power Generator \$300 and an additional \$200 for CARE/FERA customers
- Portable Battery \$300 and an additional \$200 for CARE/FERA customers

MCE

Marin Clean Energy (MCE) is a not-for-profit public agency that agency offers renewable power at stable rates, significantly reducing energy-related greenhouse emissions, and reinvests millions of dollars in local energy programs. MCE provides electricity service and cutting-edge energy programs to more than one million residents and businesses in 37 member communities across four Bay Area counties: Contra Costa, Marin (including Larkspur), Napa, and Solano.

MCE provides energy efficiency programming for Larkspur:

- MCE's LIFT Program for multifamily property with 5 or more units, paired with MCE's Multifamily Energy Savings (MFES) Program, provides rebates and incentives on energy saving

measures for income-qualified residents. The MFES program provides multifamily property owners with rebates as well as free comprehensive assessments and technical assistance for energy and water-saving measures.

LIFT participants can receive:

- \$1,200 per qualifying unit for energy efficiency upgrades
- Up to \$6,000 per HVAC or water heating heat pump unit plus additional funding for electrical upgrades
- No cost direct install measures for tenant units
- Free technical assistance, no cost assessment and support for bid solicitation and scope development
- Additional common area rebates through the Multifamily Energy Savings Program
- MCE provides \$3,500 rebate for newly purchased and leased Electric Vehicles to Income Qualified customers
- Free Home Energy Assessment:
 - Free in-person or virtual home energy assessment performed by a trained energy advisor to help you maximize home's energy efficiency and take advantage of energy saving opportunities.
 - Qualifying homes receive free home energy upgrades, such as duct sealing, pipe insulation, attic insulation, gas furnace replacement, water heater replacement, Smart thermostat, water-saving shower head, water-saving kitchen faucet aerator and two-bathroom faucet aerators.

Federal and State Programs

The Low-Income Home Energy Assistance Program (LIHEAP) is a federally funded program aimed at assisting low-income households that pay a high portion of their income to meet their energy needs. LIHEAP is funded by the U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services.

- The Home Energy Assistance Program (HEAP) provides one-time financial assistance to help balance an eligible household's utility bill.
- The Energy Crisis Intervention Program (ECIP) provides assistance to low-income households that are in a crisis situation. Such an example would be a household receiving a 24-48 hour disconnect notice or service termination by their utility company. Another example would be a household facing an energy-related crisis that could be deemed potentially life-threatening in the household, such as a combustible appliance.

- LIHEAP Weatherization provides free energy efficiency upgrades to low-income households to lower their monthly utility bills while also improving the health and safety of the household's occupants.
- Education on basic energy efficiency practices and instruction on the proper use and maintenance of installed weatherization measures.
- Energy budget counseling.

The Inflation Reduction Act (IRA) has provided significant federal funding to support electrification of new construction, renovations, and existing buildings over the next ten years. Enhanced amounts are provided for income-qualified residents. Support provided by IRA includes:

New Home Construction Tax Credits (single family or multi-unit)

- Up to \$2,500 tax credit if meets Energy Star certification requirements
- Up to \$5,000 tax credit if meets Zero Energy Ready Homes certification requirements
- Tax credit is "per unit" for multifamily developments; maximum tax credit requires conformance with prevailing wage requirements

Home Improvement Tax Credits (for households with tax liability)

- 30% of project cost, capped at \$2,000 for heat pump installation and \$1,200 for other energy efficiency appliances and improvements
- Available January 2023 through 2032; tax credits can be claimed on a per year basis

Home Improvement Tax Rebates (for low and moderate-income households)

- Rebates up to \$14,000 depending on income for heat pumps, induction and electric ranges, and other energy efficiency improvements
- Available Fall 2023 through 2032

Home Renewable Power Tax Credits

- 30% of project cost for installation of solar panels, battery storage, and any other renewable power source on property
- Example: \$19,000 to install rooftop solar panels generates \$5,700 tax credit
- Retroactive to 2022, full credit sunsets in 2032; then 22% credit expires in 2035

Financing

Property Assessed Clean Energy (PACE) Financing - Property owners can secure upfront funding for energy efficiency, water efficiency, renewable energy, and seismic improvement projects which are repaid through an up to 20-year special line item on their property taxes instead of traditional consumer credit. Following is a list of institutions that offer financing for energy and resource conservation:

- CaliforniaFIRST - Residential
- YGreene - Residential, Commercial, Multi-Family
- AllianceNRG - Residential, Commercial, Multi-Family
- Dividend (formerly FigTree) - Commercial, Multi-Family
- Finance of America Home Improvement (formerly HERO) - Residential, Commercial

Redwood Credit Union Solar Loans - Redwood Credit Union offers fixed and variable rate loans to finance solar for the home.

5.3 Related Housing Element Programs

As part of this Housing Element Update, the City of Larkspur will implement the following programs:

- Program H4.A – Funding for Home Energy Conservation
- Program H4.B – Promotion of Energy Conservation
- Program H4.C – Installation of Energy Storage Systems
- Program H4.D – Transit-Oriented Development

This side intentionally left blank.